

148384

United States General Accounting Office

**GAO**

Annual Report to the Chairmen,  
House and Senate Committees  
on Appropriations



LM148384

January 1993

**STATUS OF OPEN  
RECOMMENDATIONS**

**Part A: Improving  
National Security and  
International Affairs  
Programs**



148384



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

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Comptroller General  
of the United States

B-205879

January 15, 1993

The Honorable William H. Natcher  
Chairman, Committee on Appropriations  
House of Representatives

The Honorable Robert C. Byrd  
Chairman, Committee on Appropriations  
United States Senate

This is our annual report that summarizes the findings and open recommendations resulting from the General Accounting Office's (GAO) audits and other review work in federal departments and agencies on which satisfactory legislative or administrative actions have not yet been completed. To encourage prompt, responsive actions on its recommendations, GAO systematically follows up on them and annually reports on the status of open recommendations. This report, presented in four parts, contains information on a total of 2,522 GAO recommendations that were open as of September 30, 1992.

We are sending copies of this report to the Office of Management and Budget and federal departments and agencies, so that they may respond to inquiries about these issues during appropriations and oversight hearings. We are also sending copies to Chairs and Ranking Minority Members of all House and Senate committees and subcommittees to better inform them of the status of GAO's open recommendations.

A handwritten signature in black ink that reads 'Charles A. Bowsher'.

Charles A. Bowsher  
Comptroller General  
of the United States

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# Preface

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This report provides information on the status of GAO's recommendations that have not been fully implemented. The report is intended to help congressional and agency leaders determine the actions necessary to achieve the desired improvements in government operations. Congressional leaders, in particular, may find this information useful in preparing for upcoming appropriations and oversight activities.

The report is presented in four parts:

- Part A: National Security and International Affairs Programs (GAO/OP-93-1A).
- Part B: Resources, Community, and Economic Development Programs (GAO/OP-93-1B).
- Part C: Human Resource Programs (GAO/OP-93-1C).
- Part D: Justice, General Government, Financial and Information Management, and Evaluation Programs (GAO/OP-93-1D).

Although the contents page includes all four parts, the sections that are highlighted are the ones that are found in that particular report part.

GAO's products with open recommendations are arranged by issue area within major budget function categories. Each issue area section begins with a summary of the impact of GAO's work and key open recommendations. The product titles are listed alphabetically.

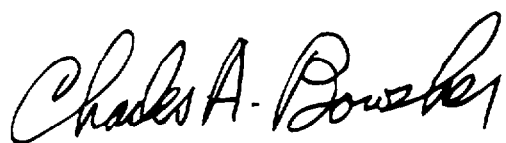
Each part of this report also includes two indexes that list the products contained in all four parts. Readers may use the "Committee of Jurisdiction" index to identify GAO products with findings and recommendations made to agencies for which committees have appropriation and oversight responsibility. Readers may use the "Recommendation Addressee" index to identify the same information by the agency to whom recommendations were addressed.

To help readers find information easily, the back cover of each part includes a "thumb index" that identifies the budget function categories and the two indexes. For example, to obtain pertinent information on defense programs, locate the budget category titled "National Defense (050)" in Part A.

The description of each GAO product includes the name and telephone number of a GAO manager to contact for information or assistance. Refer any information or questions not related to a specific product or

recommendation to GAO's Office of Congressional Relations on 202/275-5739.

Users desiring other parts of the report may order them by calling 202/275-6241. Please direct comments, questions, or suggestions for improving this report to Christine Fossett, Office of Policy, on 202/275-1970.

A handwritten signature in black ink that reads "Charles A. Bowsher". The signature is written in a cursive, flowing style.

Charles A. Bowsher  
Comptroller General  
of the United States



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\*Budget function numbers are given in parentheses.

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# Alphabetical Listing of Budget Function Categories

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750	Administration of Justice	D; 695
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370, 450	Housing and Community Development	B; 423
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850, 920	Intergovernmental Relations	C; 681
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050	National Defense	A; 1
300	Natural Resources and Environment	B; 263
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400	Transportation	B; 455

# Example

## Sample Entry

GAO Issue Area	<b>Natural Resources Management</b>
Title	<b>Federal Land Management: Unauthorized Activities...</b>
Product Number/Date/ GAO Contact	RCED-90-111, 08/17/90 GAO Contact: James Duffus, III (202)275-7766
Background	<b>Background</b> Pursuant to a congressional request, GAO reviewed unauthorized nonmining surface activities occurring on mineral mining claims on federally owned land managed by the Bureau of Land Management (BLM) and the Forest Service.
Findings	<b>Findings</b> GAO found that: (1) out of 662,000 mining claims in Arizona, California, and Nevada, about 1,600 have known or suspected unauthorized activities...
Recommendations to Congress	<b>Open Recommendations to Congress</b> <b>Recommendation:</b> To discourage more claim holders not intent on developing their claims and more activities not incidental to mining, Congress should amend the mining law to require claim holders to pay the federal government an annual holding fee that can be graduated over time... <b>Status:</b> Action in process.
Recommendation Status Congressional Action	<b>Congressional Action:</b> Two bills have been introduced; S. 433, the "Mining Law Reform Act of 1991," which provides for a holding fee as recommended, and...
Recommendations to Agencies	<b>Open Recommendations to Agencies</b> <b>Recommendation:</b> To reduce the number of unauthorized activities on hardrock mining claims on federal land, the Secretaries of the Interior and Agriculture should direct the Director, BLM, and the Chief, Forest Service, respectively, to revise their surface management regulations to clearly state that residency... <b>Addressee:</b> Department of the Interior <b>Status:</b> Action in process. Estimated completion date: 06/93. Interior is revising its regulations along the lines GAO recommended. In September 1992, Interior issued a proposed rule... <b>Addressee:</b> Department of Agriculture <b>Status:</b> Action in process. The Department of Agriculture (USDA) is revising its regulations and including them in an overall revision to 36 C.F.R. ...
Recommendation Addressee (when more than one Addressee)	
Recommendation Status Status Comments	

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# National Defense

(Budget Function 050)

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# Air Force

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## Issue Area Summary

### Impact of GAO's Work

The U.S. Air Force, with an annual budget exceeding \$80 billion, operates a fleet of more than 9,000 aircraft and missiles. In response to changing world events and significant budget reductions, the Air Force has undergone major reorganizations and changes that will affect our future work. In response to these changes and congressional interest in the Air Force's management and effectiveness, we have evaluated research and acquisition efforts, the operation and the maintenance of deployed air forces, and the Strategic Defense Initiative (SDI).

During fiscal year 1992, our work was used to support congressional deliberations on a wide range of programs and issues, including the B-2 and B-1B bombers, the C-17 airlifter, the Advanced Cruise Missile (ACM), and the Advanced Medium Range Air-to-Air Missile (AMRAAM) as well as on the refocused SDI. For example, we recommended that the Air Force not proceed with its plans to upgrade the B-1B bomber's defensive avionics system until it redefined the system's requirements in view of the changed international security environment. This change has shifted the role of the B-1B from penetrating the former Soviet Union with nuclear weapons to becoming the backbone of a conventional bomber force capable of projecting air power anywhere in the world. Our recommendation was cited in the Senate Committee on Armed Services' report on the National Defense Authorization Act for fiscal year 1993 as part of the Committee's rationale for authorizing substantially less than the amount requested for the B-1B defensive avionics system and for funding only research and testing to determine the system's future requirements.

We helped develop congressional language to restrict obligating of B-2 procurement funds until certain tests and analyses are completed, and we were tasked by the Congress to monitor and assess the Air Force's efforts to conduct those tests and analyses. We maintained vigilant oversight of program cost estimates, and our results were cited in the debates over this multibillion-dollar program. We also looked closely at the B-2 construction program and identified projects that due to the reduction in the size of the projected fleet of these bombers, will not be required before the year 2000.

We provided testimony and reports on the C-17 development program that led to reduced production funding and funding for initial airlifter provisioning. We recommended, and the Department of Defense agreed, that the 120 ACMs funded and planned for procurement were no longer needed. We also disclosed problems arising from the prior year's funding shortfalls and expressed concern about contractual arrangements planned to close out the ACM program.

Building on a body of work on SDI, we reported on options for revising program elements used to fund the program, the SDI Organization's projections of its funding requirements for the next 15 years, the use of unproven assumptions in estimating the expected effectiveness of the proposed Brilliant Pebbles interceptors, and the validity of the claims of success the program has made for early tests of interceptors.

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Our analysis of the Air Force's fiscal year 1993 budget request drew significantly on the results of our programmatic reviews and identified areas where the Congress could consider reductions. In addition, we reported on several areas where improving the Air Force's management of its parts inventories would allow further reductions. We also provided the Congress with important information on the National Aerospace Plane, the use of the Air Force's 89th Military Airlift Wing by selected officials, and managing and restructuring depot maintenance activities.

### Key Open Recommendations

In several reports over the past few years, we have raised concerns about developmental problems with AMRAAM. Although most of the problems have been resolved, it was advisable to reduce procurements to the minimum production rates needed to sustain contractor operation until the needed lethality improvements are incorporated in the missile. (GAO/NSIAD-92-243, see p. 16.)

### Products With Open Recommendations: Air Force

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Air Force

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# Air Force Depot Maintenance: More Efforts Are Needed to Improve Safety and Training

NSIAD-91-89, 05/23/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

## Background

Pursuant to a congressional request, GAO evaluated the Air Force's efforts to correct aircraft maintenance training and safety problems that caused similar major accidents within a 13-month period at 3 air logistics centers (ALC).

## Findings

GAO found that: (1) maintenance workers' failure to remove vent plugs prior to fueling aircraft caused similar accidents at the 3 ALC within a 13-month period; (2) poor supervision, operating procedure violations, and safety hazards contributed to the accidents; (3) untrained and uncertified workers continued to perform critical maintenance tasks for which they were not qualified; (4) the failure of managers to give adequate priority to safety concerns led to poor work practices; (5) the Air Force Logistics Command (AFLC) was developing a new training program to provide a more structured and standardized training approach; (6) much of the certification and safety regulation was left to the interpretation

and application of individual supervisors and to each ALC; (7) some maintenance equipment and tools failed to meet standards; and (8) without stronger direction and improved AFLC oversight, ALC could continue to ineffectively and inconsistently implement improvement efforts, and the potential for major maintenance accidents would continue.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Air Force should direct the Commander, AFLC, to effectively implement needed improvements in maintenance training, certification, and safety programs, including evaluating and periodically reporting to the Secretary of the Air Force on AFLC progress in correcting the problems that contributed to the accidents at each ALC until all have been corrected.

**Status:** Action in process. The Air Force Materiel Command (AFMC) organized Safety Process Effectiveness Review teams to conduct initial reviews and determine compliance with directives and regulations at ALC. In follow-up

reviews, the inspectors noted general improvements and identified areas that required additional attention. AFMC has given Air Force Headquarters two update status briefings on depot-level maintenance safety initiatives.

**Recommendation:** The Secretary of the Air Force should direct the Commander, AFLC, to effectively implement needed improvements in maintenance training, certification, and safety programs, including periodically monitoring and reporting to the Secretary of the Air Force on AFLC progress in achieving timely and effective implementation of needed improvements to maintenance training and certification programs at the ALC.

**Status:** Action in process. AFMC revised regulations to improve maintenance training and certification procedures. The guidance provides that centers accurately identify special qualification skills and define training and proficiency requirements for critical tasks. It also emphasizes that workers should follow technical data, use protective equipment, have proper tools, and complete required safety checks.

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## Air Force Logistics: Need to Improve Management Transfers of On-Order Items Which Can Be Terminated

NSIAD-92-262, 08/28/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

GAO provided information on the Air Force's procedures for transferring management responsibilities over terminating excessive items on order to the Defense Logistics Agency (DLA), focusing on whether the Air Force: (1) completed required analyses before management transfers; and (2) provided accurate requirements data to DLA.

accurate data records to DLA; (2) untimely termination actions, lost savings opportunities, and the acquisition of unneeded inventories are a result of inadequate reviews of termination analyses; and (3) Air Force procedures require review of potential terminations, but fail to ensure that complete analyses, documentation, and accurate on-order information are provided to DLA.

ensure that controls over management of consumable items with potential terminations are maintained during transfers from the Air Force to DLA.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Air Force to revise procedures to ensure that complete and accurate automated requirements information including separate notification of subsequent changes is provided by the Air Force to DLA.

**Status:** Action not yet initiated.

### Findings

GAO found that: (1) the Air Force lacks procedures for items with potential termination quantities, and management transfer procedures cannot ensure that the Air Force furnishes current and

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Air Force to revise procedures to

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## Air Force Procurement: Current Plans May Provide More Ground-Attack Capability Than Needed

NSIAD-92-137, 05/05/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a congressional request, GAO reviewed the Air Force's procurement and modernization plans for night-capable aircraft, focusing on its efforts to adjust those plans to reflect changes in the predicted threat and military budget.

Pact threat, and planned to purchase the Low-Altitude Navigation and Targeting Infrared System for Night for its ground attack force; (2) the Air Force could have nearly 1,000 night-capable aircraft by 2000 if it proceeds with its modernization plan, even though the threat perceived in 1982 has significantly diminished and the military budget has declined; (3) the Air Force's procurement plan does not consider the total night-capable force that would result from its proposed procurements and modernizations; (4) the Air Force

also plans to equip aged aircraft and purchase more expensive equipment than necessary; (5) the Air Force Tactical Air Command plans to propose a significant increase in the number of training flights that F-16 and A-10 aircraft pilots should perform at night, but relies on subjective consensus rather than objective, empirical data in determining the necessary amount of night flight training; and (6) noise pollution and other environmental considerations may limit or preclude nighttime training.

### Findings

GAO found that: (1) in 1982, the Air Force established the need for 700 night-capable aircraft to counter the Warsaw

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### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Air Force should not implement the plan to procure close air support night attack capability for the F-16 and A-10 until the Air Force modifies the plan to incorporate the: (1) current and future threats; (2) totality of the force structure and nighttime ground attack capabilities to defeat that threat; and (3) least expensive types of night-capable equipment it needs to provide those capabilities.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Air Force should ensure that the Tactical Air Command establishes a process that, through objective, detailed analysis of empirical data, determines the minimum number of nighttime flights within environmental constraints needed to attain proficiency with the equipment for ground attack operations.  
**Status:** Recommendation valid/action not intended. The Air Force partially concurs, but stated that environmental constraints should not be the prime consideration for determining training requirements.

**Recommendation:** The Secretary of the Air Force should ensure that bases that will acquire night-capable aircraft initiate environmental assessments early in the process of developing training plans so that these plans can be based on the number of flights that pilots both need and can perform.  
**Status:** Recommendation valid/action not intended. The Air Force partially concurs, but stated that environmental constraints should not be the prime consideration for determining training requirements.

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## Attack Warning: Lack of System Architecture Contributes to Major Development Problems

IMTEC-92-52, 06/11/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO examined Air Force activities under the Cheyenne Mountain Upgrade (CMU) program, which is intended to modernize computer systems that provide critical strategic surveillance, attack warning, and assessment information to U.S. and Canadian leaders.

### Findings

GAO found that: (1) the Air Force is currently developing the CMU program as five individual subsystems without an overall system architecture to tie the five subsystems together so that they can function as an integrated unit; (2)

until the Air Force defines an overall CMU system architecture, it will encounter serious development and integration problems and cost increases, and will have a system that cannot readily adapt to mission changes; and (3) because of its focus on cost and schedule, the Air Force is developing a system with less capability than it originally planned and has deferred some requirements until after the delivery date.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Air Force to perform the analyses

needed to define an overall CMU system architecture. This architecture should be derived from the requirements of current and potential future CMU missions and should be used as a guide to develop a system that can effectively provide attack warning and attack assessment information into the 21st century.

**Status:** Action in process. The House Appropriations Committee directed the Air Force to brief GAO in late August 1992 on the actions it has taken to resolve the problems raised in the report. The committee wants to be briefed by GAO on its reaction to Air Force actions.

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## Close Air Support: Airborne Controllers in High-Threat Areas May Not Be Needed

NSIAD-90-116, 04/04/90 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a congressional request, GAO reviewed the: (1) Air Force's present and future need for airborne controllers; (2) effect of increasing air defense threats on the Air Force's ability to perform the airborne controller role; and (3) cost and operational implications of reassigning A-10 aircraft from an attack role to a controller role.

### Findings

GAO found that the Air Force: (1) relied on ground controllers to identify and mark targets and used airborne controllers to relay information from ground controllers; (2) considered airborne controllers necessary in high-threat areas because they were capable of both relaying information when other means of communication were degraded

and adding battlefield information to assist the attack aircraft; (3) planned to annually reassess the need to renovate OV-10 aircraft, since renovations cost about \$640,000 per aircraft; and (4) planned to replace existing OV-10 and OA-37 aircraft when close air support aircraft became available. GAO also found that the Air Force: (1) planned to improve direct communications between ground controllers and attack aircraft and modify navigation and targeting systems using the Automatic Target Handoff System, which would cost an estimated \$47,000 per aircraft; and (2) developed upgrades to the system's software to increase data transmission and provide added flexibility in radio jamming environments.

### Open Recommendations to Agencies

**Recommendation:** Because the Automatic Target and Handoff System being installed on A-10 and F-16 aircraft could improve direct communications from the ground control elements to attack aircraft and thus make airborne controllers unnecessary in high-threat areas, the Secretary of the Air Force should expedite the operational testing of the system and use the results to reassess the need for airborne controllers in high-threat areas.  
**Status:** Action not yet initiated. The Air Force has completed the operational testing of the improved communications system called the Improved Data Modem. The test results were successful and it plans to begin installing the system in 1994, on all close air support and forward air control aircraft.

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## Contract Maintenance: Improvements Needed in Air Force Management of Interim Contractor Support

NSIAD-92-233, 08/26/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a congressional request, GAO evaluated the Air Force's Interim Contractor Support Program and costs, focusing on: (1) factors contributing to program costs; (2) Air Force planning and management for selected weapon systems; and (3) Air Force and Department of Defense initiatives to

improve program management and limit costs.

### Findings

GAO found that: (1) annual program costs have continued to steadily increase to an estimated \$328 million in 1992; (2) the B-1B aircraft program received almost one-half of total Air Force

program funding between 1985 and 1992; (3) Air Force officials predict a gradual decline in annual program requirements, to less than \$200 million by fiscal year 1997; (4) the decline, however, depends on sufficient in-house B-1B aircraft support, no new systems being started, and no additional requirements for current programs; (5) conditions

identified in 1983 that contributed to increased program costs and prolonged program reliance are still apparent today; (6) the problems included lack of planning, low priority for support needs, concurrent development and production efforts or compressed fielding schedules, and budget reductions in support resources; and (7) the program can be an effective tool to minimize facility investment until system design is stable and firm support requirements are established, but a failure to obtain a timely transition from program capability can increase long-term support costs and impair readiness.

### Open Recommendations to Congress

**Recommendation:** To improve interim contractor support planning and management and at the same time retain proper oversight and visibility of interim contractor support funding, Congress may wish to approve the transfer of Interim Contractor Support funding from the operation and maintenance appropriation to the procurement appropriation and the realignment of initial support elements to the weapons system line items.  
**Status:** Action not yet initiated.

**Recommendation:** To ensure adequate visibility of these operational costs and timely transition to operation and maintenance funding, Congress may also want to require the Office of the Secretary of Defense to continue separately identifying Interim Contractor Support and other initial support costs in budgets, explain the reason interim contractor support funding is requested for each weapon system, and specify the period of time it is scheduled to be needed.

**Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** To better ensure that support needs are fully considered during acquisition and to limit the amount of time Interim Contractor Support is needed, the Secretary of Defense should program and budget sufficient funding to ensure that the needed in-house repair capability at bases and depots is established to meet planned in-house support dates.  
**Status:** Action not yet initiated.

**Recommendation:** To better ensure that support needs are fully considered during acquisition and to limit the amount of time Interim Contractor Support is needed, the Secretary of Defense should revise DOD Instruction 5000.2 to require each weapon system's acquisition program baseline to include support capability dates for each level of planned maintenance. These dates should serve as the basis against which to assess the adequacy of support planning as well as the development and procurement of the logistics resources required to establish in-house repair capability.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should require the Secretary of the Air Force and other service secretaries as appropriate to clarify policy guidance to specify the reasons and guidelines for use of interim contractor support, including goals for the amount of time interim contractor support should reasonably be required.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should require the Secretary of the Air Force and other service secretaries as appropriate to ensure that proper emphasis is given to planning and developing depot resources concurrent with planning efforts for the operating bases.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should require the Secretary of the Air Force and other service secretaries as appropriate to develop and refine supportability exit criteria and critical support tasks for use in milestone decisions and program reviews.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should require the Secretary of the Air Force and other service secretaries as appropriate to review current Interim Contractor Support work loads to identify tasks that could be transitioned to in-house support more quickly.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should require the Secretary of the Air Force and other service secretaries as appropriate to reevaluate the logistics support concept decision during the interim contractor support period if significant changes occur in a program that could impact the cost-effectiveness of the selected logistics support concept decision (such as changes in procurement quantities and costs, failure rates, industrial base considerations, and weapon system basing concepts).  
**Status:** Action not yet initiated.

## Defense Acquisition: The Special Operations Forces Aircrew Training System at One Year

NSIAD-92-52, 01/31/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a congressional request, GAO reviewed the Air Force's procurement of the Special Operations Forces Aircrew Training System (ATS), focusing on: (1) system cost and performance; and (2) software verification and validation.

### Findings

GAO found that: (1) to minimize risks, the Air Force used a two-phased acquisition approach, used a contract incentive to enhance contractor performance and cooperation, retained key Air Force personnel to build program continuity, and involved ATS end-users to make certain that ATS would meet their needs; (2) the Air Force estimated that ATS would cost

approximately \$400 million if it exercised all contract options; (3) costs have exceeded budgeted amounts since March 1991 for the first two contract options, and if the overrun continues, cost overruns could reach 30 percent, raising the cost of those options to \$94 million; and (4) the Air Force did not require separate independent verification and validation for ATS software, since software failure would not cause death or personnel injury, primary mission failure, or catastrophic equipment loss or damage.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Air Force to amend the Special

Operations Forces Aircrew Training System (SOF ATS) Program contract to incorporate an independent verification and validation component as specified in DOD Standard 2167A. Those tasks would be conducted by a contractor or federal government agency that is independent of the prime contractor and not responsible for developing the product or performing the activities being evaluated.

**Status:** Action in process. DOD Inspector General is awaiting a response from the Assistant Secretary of Defense, Special Operations/Low Intensity Conflict, to the Senate Appropriations Subcommittee on Defense request for an independent assessment of the SOF ATS Program. It has asked for it and it was scheduled to be delivered to the subcommittee late in 1992.

## Embedded Computer Systems: Significant Software Problems on C-17 Must Be Addressed

IMTEC-92-48, 05/07/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO reviewed: (1) the Air Force's management of software development on the C-17 aircraft; and (2) software problems that have increased program risks.

### Findings

GAO found that: (1) at the start of the full-scale engineering development effort, the Air Force did not completely identify C-17 software development requirements or determine how difficult it would be to develop and integrate sophisticated software subsystems; (2) the Air Force did not ensure that the contractor's software development and

management capabilities were adequate and underestimated software development risks; (3) to meet the September 1991 first-flight schedule, the Air Force allowed the contractor to take shortcuts that have increased the risk of not completing software and development testing and when the developmental C-17 aircraft first flew it contained only 66 percent of the newly developed software needed to make the

aircraft avionics fully functional; (4) as of March 1, 1992, the C-17 development program was 2 years behind schedule and was \$1.5 billion over its 1985 cost estimate of \$4.1 billion; (5) despite the contractor's lack of software experience, the C-17 contract gave the contractor total control over software development, limited the Air Force's access to software cost, schedule, and performance information, and restricted the Air Force from correcting critical software problems when they became evident; (6) the Air Force has allowed the contractor to develop C-17 software in a diverse assortment of languages that may prevent the Air Force from upgrading, testing, and maintaining C-17 computer systems; (7) Congress has reduced the C-17 production schedule and fiscal year (FY) 1992 funding until flight of the first production C-17, and has prohibited FY

1993 funding obligations until delivery of the fifth production aircraft; and (8) Congress has directed the Department of Defense to assess C-17 mission capabilities scheduled to be completed in late 1992, but believes that further assessment is needed to minimize software development risks.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should expand C-17 assessment to evaluate the impact of software risks on the C-17 development and flight test program and determine how the Air Force intends to mitigate those risks.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should expand C-17 assessment

to evaluate the Air Force's plans to ensure that software support documentation is adequately prepared and approved.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should expand C-17 assessment to assess the Air Force's strategy for evaluating the merits of converting software to Ada when major software modifications are made.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should expand C-17 assessment to determine ways to reduce the impact of limited computer capacity on long-term maintenance costs of the C-17.

**Status:** Action not yet initiated.

## Military Aircraft: C-17 Wing Flap Requires Additional Testing

NSIAD-92-160, 07/08/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

GAO reviewed results of temperature and acoustic testing on the C-17 aircraft's flap to determine whether the contractor had demonstrated that the flap would achieve the required 30,000-hour life expectancy.

### Findings

GAO found that: (1) the Air Force's review of the contractor's test results raised serious concerns about whether the current flap design could meet the

contract performance requirement of 30,000 flight hours; (2) the Air Force and the contractor have begun to acquire flight test data from the developmental aircraft, which will result in assessments of aircraft performance, but will not yield flap life-expectancy estimates; (3) to obtain life-expectancy estimates, the acquired data would have to be used in an environment test that would account for the effects of sound and heat on the flap; and (4) the contractor believes that additional testing is unnecessary and

plans to rely on analysis and extrapolation from the actual data.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Air Force should direct the Program Executive Officer to establish test plans to determine whether the C-17 flap meets the required 30,000-hour life expectancy before the C-17 goes into full-rate production.

**Status:** Action not yet initiated.



# Military Aircraft: Policies on Government Officials' Use of 89th Military Airlift Wing Aircraft

NSIAD-92-133, 04/09/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

## Background

Pursuant to a congressional request, GAO reviewed the policies governing the use of military aircraft from the Air Force's 89th Military Airlift Wing by executive branch officials and members of Congress, focusing on whether such policies: (1) are consistent and uniform for both branches; (2) adequately prevent abuse; and (3) include sufficient reimbursement provision and sufficient safeguards to ensure compliance.

## Findings

GAO found that: (1) although the policies require the use of 89th Wing aircraft for official business, they do not define official business or the circumstances in which use of the aircraft would be inappropriate; (2) several executive branch officials have special authorization to use government aircraft whenever they travel by air; (3) although a general policy stating that the use of government aircraft should be restricted to situations where it is cost-effective or where commercial aircraft services cannot meet travel requirements, the policies do not guide or restrict officials' travel on the aircraft; (4) travellers can readily assert that commercial services are unavailable to adequately meet their needs, and

most user agencies do not reimburse the Air Force for aircraft use; (5) although regulations require the Air Force to justify and document each use of the aircraft, it does not independently verify that officials requesting use of the aircraft comply with the policies; and (6) although the Department of Defense has the discretion to permit officials' spouses or dependents to travel without reimbursement, no one independently verifies that all nonofficial passengers that are required to reimburse the government for their travel costs do so at the appropriate rates.

## Open Recommendations to Congress

**Recommendation:** Congress should adopt policies for the travel on 89th Wing aircraft by legislative branch officials.

**Status:** Action not yet initiated. An ad hoc committee will be established to review congressional travel practices.

## Open Recommendations to Agencies

**Recommendation:** To provide better assurance that the 89th Wing's assets are being used appropriately and consistently, the Secretary of Defense, appropriate White House officials, and

the Director of the Office of Management and Budget (OMB) should revise the policies that address executive branch officials' use of the 89th Wing aircraft, including OMB Circular A-126. The revised executive branch policy and the new congressional policy should: (1) clearly define key terms such as official business and describe how, when, by whom, and for what purposes the 89th Wing aircraft should be used, or alternatively, those purposes for which the 89th Wing should not be used; (2) provide specific guidance on how travelers should determine whether commercial aircraft services are available; (3) provide explicit guidance as to when and how travelers are to make cost comparisons and when it may be permissible not to use the most cost-effective transportation alternative; (4) clearly identify the circumstances under which both official and nonofficial travelers should reimburse the government for their travel and the appropriate amount to be reimbursed; and (5) clearly specify the extent to which compliance with each of those policies should be documented and controlled, where that documentation should be retained, and that it should be retained for at least 2 years after the date of the trip.

**Status:** Action not yet initiated by the Department of Defense.

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## Military Airlift: Greater Use of Peacetime Airlift Cargo Capacity Would Reduce Costs

NSIAD-92-263, 09/16/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

GAO provided information on the Department of Defense's TP-4 program to use Air Force cargo aircraft to supply overseas training missions, focusing on the: (1) efficiency of the overseas airlift capacity; and (2) potential for improved efficiency.

### Findings

GAO found that: (1) Air Force cargo aircraft routinely operate with underfilled cargo capacities, averaging 62 percent; (2) military air cargo terminals do not maintain adequate backlogs of lower priority cargo and

inadequately utilize airlift cargo capacity; (3) the Air Force's Air Mobility Command uses an inaccurate cargo allocation formula that understates cargo capacity and reduces the amount of lower priority cargo used to fill departing aircraft; (4) strengthened terminal management in controlling cargo backlogs and priorities could reduce reliance on commercial airlifts while increasing timeliness; (5) improved use of airlift capacity could lower transportation costs by shifting costs away from commercial carriers; and (6) unused capacity levels total 43,000 tons annually and use of this space could save \$21 million.

### Open Recommendations to Agencies

**Recommendation:** To better use available airlift capacity, the Secretary of Defense should direct the Commander, U.S. Transportation Command, to allocate the maximum amount of unused channel cargo space feasible to the military services and air terminals for TP-4 cargo. Air terminals should distinguish backlogs between high- and low-priority cargo and manage cargo flows and backlogs with the goal of optimally using available airlift space. **Status:** Action not yet initiated.

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## Military Space Operations: Satellite Control System Improved, But Serious Problems Remain

IMTEC-92-3, 12/27/91 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO reviewed the Air Force's actions to complete its satellite command and control upgrade, the Command and Control Segment (CCS), and turn it over to the Air Force Space Command, focusing on: (1) shifting program requirements and schedule delays; and (2) technical problems and cost overruns.

### Findings

GAO found that: (1) the Air Force may not meet the July 1993 deadline because

of critical CCS operational deficiencies; (2) slow progress in correcting deficiencies combined with the growing number of satellites CCS is expected to control, increases the risk that the Air Force will not complete CCS on time; (3) the Air Force has not developed an adequate capacity and performance management program, defined work-load requirements, adequately tested CCS, or obtained adequate software documentation; (4) if the Air Force does not resolve those problems, it will have to continue using its old system, the Current Data System, spending \$30

million annually to maintain an outdated system.

### Open Recommendations to Agencies

**Recommendation:** To increase the Air Force's ability to plan, measure, and control the computer resources required to meet current and future satellite command and control and mission planning processing requirements, the Secretary of Defense should direct the Secretary of the Air Force to ensure that a comprehensive CCS capacity and

performance management program is immediately established.

Status: Action in process. The Air Force is assessing capacity management

capabilities and is establishing a capacity and performance management program.

## Missile Procurement: Limit Procurement of AMRAAMs Until the Missile's Lethality Is Improved

NSIAD-92-243, 07/30/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a congressional request, GAO provided information on the procurement of the Advanced Medium Range Air-to-Air Missile (AMRAAM), focusing on: (1) the requirements, cost, and schedule for improvements; and (2) the current production status of the missile.

### Findings

GAO found that: (1) the total AMRAAM improvement program cost is estimated to be \$446 million; (2) four areas earmarked for improvement are missile size, electronic counter countermeasures (ECCM), lethality, and propulsion; (3) the first phase of the improvement program is estimated to cost \$197 million for ECCM improvements and greater fighter aircraft compatibility; (4) the second phase concentrates on warhead size, the fuze, ECCM, and the target detection device to improve lethality, at an estimated cost of \$170 million; (5) cost

estimates for the third phase total \$79 million, for propulsion development and further ECCM improvements; (6) Air Force tests show lethality problems with the AMRAAM warhead and a need for improvements against advanced threats; (7) the acceleration of lethality improvements involves higher-risk advanced technologies due to a shorter warhead development schedule and retrofitting costs of \$51,000 per missile; (8) the Air Force estimates that 43 percent, or 6,600 missiles, will include lethality improvements; and (9) delayed procurement would increase the number of missiles available and save about \$30 million in retrofitting costs.

### Open Recommendations to Congress

**Recommendation:** Congress should deny funds for 581 missiles for fiscal year 1993 because: (1) the missiles are scheduled to be delivered beyond that fiscal year's funded delivery period; and (2) delaying

procurement of these missiles until after lethality improvements can be incorporated in the production line would ensure that more missiles are produced with the improvements. As stated in the GAO May 1, 1992 letter, this would amount to a reduction of approximately \$250 million.  
**Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** Because of the issues and cost associated with retrofitting AMRAAM with the new warhead and the uncertain financial benefit of competition, the Secretary of Defense should direct the Secretaries of the Air Force and the Navy to reduce AMRAAM future procurements to the minimum production rates needed to sustain contractor operations until the lethality improvements are incorporated in the missile.  
**Status:** Action not yet initiated.

## Ozone-Depleting Chemicals: Increased Priority Needed If DOD Is to Eliminate Their Use

NSIAD-92-21, 11/13/91 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a congressional request, GAO reviewed Department of Defense (DOD) initiatives to phase out ozone-depleting chemicals.

### Findings

GAO found that: (1) DOD has established internal programs and joint efforts with industry and federal agencies to identify and develop alternatives to using ozone-depleting chemicals; (2) DOD is evaluating, purchasing, and using refrigerant and halon recovery and recycling equipment and has reduced its halon emissions during training and testing activities; (3) the Office of the Secretary of Defense (OSD) has defined mission-critical uses so broadly that the military departments have significant latitude in identifying uses that can continue beyond the planned phase-out; (4) since DOD has neither identified or tracked all of its ozone-depleting chemical usage quantities, specific uses, and emissions, the services are not fully aware of where and in what quantities all the regulated chemicals are used; (5) although DOD estimates that it will cost about \$250 million to test, evaluate, and qualify new materials for mission-critical applications, OSD and the services are slow in providing the resources to ensure that safe and acceptable alternatives will be available to support DOD phase-out of those regulated chemicals; (6) DOD is continuing to install equipment that uses ozone-depleting chemicals in existing and new aircraft and ships; (7) over 9,600 military specifications and standards currently require contractors

to use ozone-depleting chemicals; and (8) although, in many cases, DOD could opt for using nonmilitary specifications and standards to promote the use of safe and acceptable alternatives, as of September 1, 1991, it had revised only one standard to allow the use of alternatives.

### Open Recommendations to Agencies

**Recommendation:** To ensure that DOD can successfully minimize the amount of strategic reserves to be established and avoid relying on ozone-depleting chemicals further into the 21st century than necessary, the Secretary of Defense should clarify the definition of mission-critical uses to minimize continued use of regulated chemicals and ensure consistent approaches among the military departments.

**Status:** Action in process. According to the DOD response to Chairman Dingell, DOD Directive 6050.9, Chlorofluorocarbon (CFC) and halons, is under revision and will redefine more clearly the term mission critical.

**Recommendation:** To ensure that DOD can successfully minimize the amount of strategic reserves to be established and avoid relying on ozone-depleting chemicals further into the 21st century than necessary, the Secretary of Defense should establish a mechanism to track its specific uses, quantities, and emissions to ensure that all usage will be identified and eliminated.

**Status:** Action in process. The Department's revision to DOD Directive 6050.9 will include specific direction on

identifying all uses and quantities to ensure all non-mission critical uses are eliminated.

**Recommendation:** To ensure that DOD can successfully minimize the amount of strategic reserves to be established and avoid relying on ozone-depleting chemicals further into the 21st century than necessary, the Secretary of Defense should ensure that the appropriate priority is given to research and development for applications that have no ongoing commercial research.

**Status:** Action in process. OSD has created a Steering Group to codify and execute a research and development strategy to ensure CFC and halon replacements are available for weapon systems. A strategy has been developed and is in coordination. Sixty days after approval of the strategy by the Director, Defense Research & Engineering, a technology development plan will be issued.

**Recommendation:** To ensure that DOD can successfully minimize the amount of strategic reserves to be established and avoid relying on ozone-depleting chemicals further into the 21st century than necessary, the Secretary of Defense should establish criteria for reviewing ongoing and proposed projects that use regulated chemicals in existing and new systems to ensure those uses are justified.

**Status:** Action in process. DOD plans to issue new guidance that will require approval by very senior decisionmakers before CFC or halons can be used in new systems or in modifications to existing

systems. Additionally, an environmental representative will participate in the major systems' acquisition process to ensure ozone depleting chemicals are not being used unless absolutely necessary.

**Recommendation:** To ensure that DOD can successfully minimize the amount of strategic reserves to be established and avoid relying on ozone-depleting

chemicals further into the 21st century than necessary, the Secretary of Defense should expedite the use of nonmilitary specifications and standards to replace the military specifications and standards that currently require the use of ozone-depleting chemicals.

**Status:** Action in process. DOD is working with industry to remove the requirement for ozone-depleting

chemicals in non-government standards used by the Department and to develop non-government standards that offer safe alternatives. A data base of military and federal specifications requiring use of ozone depleting chemicals is being developed to prioritize and focus revision efforts.

## Strategic Defense Initiative: Changing Design and Technological Uncertainties Create Significant Risk

IMTEC-92-18, 02/19/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO reviewed the: (1) impact of including or excluding space-based interceptor integration capabilities into the missile defense system architecture; (2) need for solidifying the Strategic Defense Initiative Organization's (SDIO) system architecture; and (3) significant technological challenges that SDIO must overcome.

### Findings

GAO found that: (1) although the goal of the Missile Defense Act of 1991 is to deploy a missile defense system to protect the United States and its allies against limited missile attacks, the act does not address whether integration capabilities for space-based interceptors should be included in the missile defense system architecture; (2) the act authorizes \$465 million for space-based interceptor research and development; (3) SDIO is continuing its efforts to design the Global Protection Against Limited Strikes (GPALS) system to address the change in program focus from deterrence to protection, but it has

not solidified GPALS architecture; (4) until SDIO solidifies GPALS architecture, there is an increased risk that its subsystems will be incompatible; (5) if SDIO includes integration capabilities for space-based interceptors into the missile defense system but never deploys them, it will incur unnecessary costs, but if SDIO does not include space-based interceptor capabilities in the missile defense system and the inclusion is later deemed necessary, costly reengineering will be required; (6) resolving technical challenges in the GPALS subsystem, Battle Management/Command, Control, and Communications (BM/C3), is essential to GPALS development; and (7) BM/C3 software may have to operate on parallel processors and will require a highly sophisticated software engineering and development environment that is not currently available.

### Open Recommendations to Agencies

**Recommendation:** Because of the design and cost implications of including or

excluding integration capabilities for space-based interceptors in the missile defense system, the Secretary of Defense should provide Congress with an analysis of the design and cost implications of: (1) including integration capabilities for space-based interceptors in the architecture but never deploying them; and (2) excluding such integration capabilities from the architecture but incorporating space-based interceptors later.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should develop an implementation plan for missile defenses. The details of this plan should be provided with the next Department of Defense (DOD) appropriation request for missile defenses and include, but not be limited to, a stable, well-defined missile defense system architecture.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should develop an implementation plan for missile defenses. The details of this plan should be provided with the next DOD

appropriation request for missile defenses and include, but not be limited to, a well-defined, integrated BM/C3 architecture sufficient in detail to provide the guidance and direction needed by developers to carry out their BM/C3 responsibilities.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should develop an implementation plan for missile defenses. The details of this plan should be provided with the next DOD appropriation request for missile defenses and include, but not be limited to, a comprehensive BM/C3 technology plan describing reasonable technology

availability schedules, plans for insertion of improved or advanced technologies as they become available, and contingency plans for dealing with situations when technologies are not available, including the ramifications of such contingencies on system performance.  
**Status:** Action not yet initiated.

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## 1993 Air Force Budget: Potential Reduction for C-17 Initial Spares

NSIAD-92-293, 09/18/92 GAO Contact: Nancy R. Kingsbury, (202)275-4268

### Background

Pursuant to a legislative requirement, GAO reported on the status of initial provisioning of spare parts for the C-17 aircraft, focusing on the C-17 program's cost, schedule, and performance.

### Findings

GAO found that: (1) the contractor has enough spares to support all operating C-17 aircraft for the program's first 2 years; (2) the Air Force has cancelled some initial spare parts orders, and has deobligated \$35.2 million of its fiscal year (FY) 1990 appropriation, which it

plans to use for other purposes; (3) additional funding for spares is not needed until FY 1994; and (4) although the Air Force already has FY 1992 funding for quick engine change kits, it would like to use FY 1993 initial spares funding for additional engine modules and kits, but it cannot quantify the needed number of items or establish their need date.

### Open Recommendations to Congress

**Recommendation:** Congress may wish to consider denying the Air Force's fiscal

year 1993 aircraft procurement budget request for C-17 initial spares of \$179.2 million.

**Status:** Action not yet initiated.

**Recommendation:** Congress may wish to consider rescinding \$35.2 million in deobligated funds from cancelled C-17 spare parts orders. These funds were part of the fiscal year 1990 aircraft procurement appropriation.

**Status:** Action not yet initiated.

## Issue Area Summary

### Impact of GAO's Work

The Department of Defense (DOD), the Department of the Army, and the Congress face many critical issues as the nation moves toward building, funding, and supporting an effective fighting force that can respond to national security needs in a timely manner. Our reports and testimonies have been used extensively by the Congress in its oversight of Army programs and operations involving major system acquisitions, inventory management, maintenance, training, force structure, dismantling chemical weapons, and biological defense. This past year, our work has focused on issues related to the Soviet Union's dissolution and lessons learned from the Persian Gulf War.

On the basis of our work, the Congress reduced DOD's fiscal year 1992 budget request for ammunition by \$137.8 million and the Army's fiscal year 1992 request for missiles by \$88.3 million. The Congress also rescinded some prior year appropriations for ammunition.

Our reviews of force structure issues contributed to congressional debate of several key aspects of the Army's force reduction plans. Our testimony and report on problems encountered in managing the withdrawal of equipment and personnel from Europe increased congressional awareness that the pace of the withdrawal was exceeding the Army's ability to manage it. This led to a legislative proposal to increase the temporary lodging allowance to alleviate some of the hardships soldiers returning to U.S. bases were encountering. Our reviews of Desert Storm activities increased awareness of support force shortages, problems encountered in mobilizing reserve forces for the war, and the effect of the limitations of the President's Selected Reserve call-up authority.

We aided the Congress in evaluating the performance of Army missiles and weapon systems during Desert Storm. For example, we testified that the program manager's assessment of the Patriot missile's overall performance was not supported and subsequently issued a report on the Army's revised assessment. We also issued a report on the performance of the Army's Hellfire missile system. Our assessment of the problems in the Apache helicopter's performance during Desert Storm contributed to the Congress's decision to require the Army to explain why a \$5.4 billion investment in the Longbow Apache was justified. We also reported on the performance of the Bradley Fighting Vehicle and the Abrams Tank during the Persian Gulf War. The report detailed the overall good performance of these vehicles but discussed some problems that could have been a factor had the war lasted longer or had weather conditions been different.

We testified and reported on issues dealing with the Army's medical readiness for Operation Desert Storm. We identified major problems with the mobilization, the deployment, and the operations of Army medical units and made recommendations for improving these operations. We also testified on the drawdown and restructuring the Army plans for Army medical units. The testimony highlighted the changes planned for National Guard, Reserve, and Active medical units, as well as the problems the Army needs to overcome, such as the retention and training of medical specialists.

In addition, our reviews of training issues contributed to the debate on the role of Reserve combat forces. Our testimony and report on the training problems encountered by the National Guard roundout brigades activated for Desert Storm led to a comprehensive legislative proposal that will significantly change relationships between Active Army combat divisions and their roundout brigades.

Our reviews on weapon systems contributed to the Congress's decision to deny a large part of the Army's procurement for general purpose automatic test equipment used to support Army electronic, missile, aircraft, and combat vehicles. Also, on the basis of our work, DOD has agreed to successfully complete follow-on operational test and evaluation before obligating funds for full-rate production of the Army's M109-Paladin howitzer.

Our work also led to changes in the way the Army manages its inventory at both the wholesale and retail levels. These changes occurred primarily because the Army leadership recognizes that it can no longer afford to do business in the usual manner. Our reports emphasized the need for the Army to take a proactive approach to (1) reduce the amount of inventory that it maintains over and above that needed to support current operating and war reserve requirements; (2) reduce the expense associated with maintaining this unneeded inventory; (3) reduce stock levels at the divisions; and (4) take advantage of opportunities resulting from improvements in communication, transportation, and distribution technologies. The above actions will reduce the Army's investment in inventory, improve supply responsiveness, and streamline the Army's logistics systems.

We continued to aid the Congress's oversight of the Army's efforts to destroy the U.S. stockpile of chemical weapons. For example, we testified on the Army's progress in obtaining environmental permits for its reverse assembly high-temperature chemical weapons incinerators, the status of its prototype facility on Johnston Island in the Pacific Ocean, and the events that will likely affect the program's costs and schedule.

## **Key Open Recommendations**

In April 1992, we reported that DOD's major acquisition process did not ensure that the proper weapons mix would be achieved for the close support mission. We recommended that the Secretary of Defense direct each military service to provide a comprehensive analysis of the contributions expected from other weapon systems when each service justifies a specific requirement or procurement to the Office of the Secretary of Defense and the Joint Chiefs of Staff. (GAO/NSIAD-92-180, see p. 41.)

In May 1992, we raised several concerns about the Army's effort to develop and procure the Comanche helicopter and pointed out that the \$35 billion program needed to be reassessed. We made several recommendations to the Secretary of the Army to address our concerns. We also recommended that the Secretary of Defense review the appropriateness of the Army's Comanche program, especially in light of the rising unit cost, dwindling defense resources, and the diminishing threat. (GAO/NSIAD-92-204, see p. 36.)



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In August 1992, we recommended that the doctrine for employing battlefield hospitals, ambulance units, and regulating patients be consistent with the battlefield of the future and that these units have sufficient resources to accomplish their missions. (GAO/NSIAD-92-175, see p. 45.)

In September 1991, we reported that the Army had not adequately prepared its National Guard combat brigades to be ready to deploy quickly in wartime. We recommended that the Army take a series of actions to improve the readiness of these units, including ensuring that personnel receive required training and developing better criteria to assess the readiness of these units. Although the Army has several initiatives under way concerning our recommendations, it has yet to take any definitive action. (GAO/NSIAD-91-263, see p. 42.)

In April 1992, we expressed our concern about the long-standing problems that had contributed to shortages of critical chemical warfare protective equipment. We made several recommendations to the Secretary of Defense to address our concerns. (GAO/NSIAD-92-116, see p. 44.)

## Products With Open Recommendations: Army

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Army Housing: Overcharges and Inefficient Use of On-Base Lodging Divert Training Funds (NSIAD-90-241)	27
Army Inventory: Fewer Items Should Be Stocked at the Division Level (NSIAD-91-218)	28
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Army Reserve Components: Accurate and Complete Data Is Needed to Monitor Full-Time Support Program (NSIAD-92-70)	30
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## Army Acquisition: Palletized Load System Acquisition Quantity Overstated

NSIAD-92-163, 04/22/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed the Army's acquisition quantity for its new ammunition resupply vehicle, the Palletized Load System (PLS), focusing on whether the Army's acquisition quantity: (1) has been reduced to reflect force reductions and updated threat assessments; and (2) is appropriate based on planned PLS uses.

### Findings

GAO found that: (1) although the Army has reduced the PLS acquisition quantity to reflect the approved force structure reduction, the Army's requirements are still based on outdated Soviet-Warsaw Pact threat assumptions; and (2) the Army may further reduce its PLS requirements to reflect lower anticipated ammunition consumption rates and reduce the need for Pre-Positioning of Materiel Configured to

Unit Sets (POMCUS) stored at European sites, due to the diminished Central European threat. GAO also found that, while the Army adjusted the PLS acquisition quantity to reflect approved force structure reductions, the quantity includes 450 trucks, 30 trailers, and 2,480 demountable cargo beds costing \$141 million for inappropriate requirements to support: (1) National Guard and Army reserve artillery battalions until their 8-inch self-propelled howitzer artillery is replaced by the Multiple Launch Rocket System; and (2) two planned Cadre Divisions, which is inconsistent with the concept to equip low-priority units with earlier-generation systems.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should adjust the PLS acquisition

quantity to reflect decreased ammunition consumption rates and POMCUS requirements associated with a reduced post-Soviet-Warsaw Pact threat.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Army should adjust the PLS acquisition quantity to eliminate PLS requirements for National Guard and Army Reserve artillery battalions that would use PLS for only a limited time.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Army should adjust the PLS acquisition quantity to eliminate PLS requirements for two planned Cadre Divisions which are inconsistent with the concept to use earlier-generation systems in those low-priority units.

**Status:** Action not yet initiated.

## Army Force Structure: Need to Determine Changed Threat's Impact on Reserve Training Divisions

NSIAD-92-182, 06/22/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

GAO provided information on the: (1) impact of changing national security needs on the justification for maintaining Army reserve training divisions; (2) current operations and roles of reserve training divisions; and

(3) proposed new role for reserve training units.

### Findings

GAO found that: (1) the Army is planning to reduce the number of

reserve training divisions from 12 to 9 due to changing and diminishing security needs; (2) during Operation Desert Storm, the Army activated about 5,000 reserve training division personnel to train Individual Ready Reserve (IRR) personnel; and (3) the Army is

reassessing the refresher training mission.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of the Army should, as a part of the Army’s mobilization training analysis,

determine the viability of assigning the IRR refresher training mission to the reserve training divisions. If this is found to be viable, the Secretary should determine the number of reserve training divisions required to perform the mission.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Army should deactivate those reserve training divisions not required for a mobilization training mission.

**Status:** Action not yet initiated.

## Army Housing: Overcharges and Inefficient Use of On-Base Lodging Divert Training Funds

NSIAD-90-241, 09/28/90 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

**Background**

Pursuant to a congressional request, GAO evaluated the diversion of Army training funds due to overcharges and inefficient use of on-base lodging.

**Findings**

GAO found that: (1) some Army installations overcharged official travellers and their home commands millions of dollars for transient lodging and used the excess charges to subsidize other Morale, Welfare, and Recreation (MWR) Fund programs and to provide questionable amenities to distinguished visitors’ quarters (DVQ); (2) contrary to congressional committee guidance, the Army combined transient lodging funds with nonappropriated funds from other MWR activities in a single fund; (3) the Army and the Department of Defense (DOD) failed to effectively evaluate or monitor lodging operations to ensure that lodging costs were kept to the minimum needed for authorized operation and minor improvements; (4) since 1985, the Army Forces Command and the Army Training and Doctrine Command have realized an estimated \$70 million from inflated transient

lodging charges; (5) the Army granted transient personnel more costly off-base per diem when on-base lodging was available; (6) the Army reservation system fostered inefficient use of transient quarters; (7) inefficient use of DVQ increased per diem costs; (8) use of transient quarters by transferred Army personnel resulted in temporary duty travellers being denied rooms, at a cost of \$30,600; (9) inefficient management of Army barracks led to unnecessary off-base per diem; and (10) the Army Audit Agency identified as widespread problems, overcharges for transient lodging and payments for off-base lodging when transient quarters were available.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of the Army should review the MWR accounts of the major Army commands to: (1) identify accumulated overpayments for transient lodging; (2) recognize each overpayment as a liability to the appropriation account initially charged or its successor; (3) charge the overpayment to the general fund of the

U.S. Treasury as a miscellaneous receipt if the appropriation account cannot be identified; and (4) develop and implement a repayment plan.

**Status:** Action in process. The Army will review all of its transient lodging to determine the extent of overcharges. DOD did not agree with the recommendation to return overcharges to the U.S. Treasury or to the originating appropriation. It proposed instead that it disburse the funds based on DOD legal determination of the disposition question. As of late 1992, this issue was being studied by DOD legal counsel.

**Recommendation:** The Secretary of the Army should revise Army Regulations 210-11, 215-1, and 215-5 to stipulate that transient lodging funds must be applied only to transient facilities, as required by DOD directives.

**Status:** Action in process. DOD plans to issue guidance to implement this recommendation. Army Regulation 210.50, which replaced 210-11, already recognizes that transient lodging funds must be applied only to transient facilities. Army Regulations 215-1 and

215-5 will be updated pending legal review.

**Recommendation:** The Secretary of Defense should establish controls to monitor the Army's compliance with DOD transient lodging directives.

**Status:** Action in process. DOD stated that it would develop a program evaluation and monitoring system to ensure the military service's compliance with transient lodging regulations.

**Recommendation:** The Secretary of the Army should establish controls to ensure

that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include ensuring that personnel moving to new stations do not displace transient personnel in transient lodging. **Status:** Action not yet initiated. DOD agreed with this recommendation and stated that the Army will take a number of actions to ensure that personnel moving to new stations do not displace transient personnel in transient lodging.

**Recommendation:** The Secretary of the Army should establish controls to ensure

that installations fully use on-base facilities before authorizing off-base per diem. At a minimum, those controls should include instituting regular reviews at all installations of the accuracy of barracks occupancy rates to ensure the identification of vacancies for transient personnel.

**Status:** Action not yet initiated. DOD agreed with this recommendation and stated that the Army will regularly review barracks occupancy rates at all installations.

## Army Inventory: Fewer Items Should Be Stocked at the Division Level

NSIAD-91-218, 07/24/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO examined whether the Army was taking full advantage of opportunities to streamline its logistics system, focusing on whether the Army: (1) needed to buy and maintain all of the items it stocked at the division level; and (2) could reduce its investment in divisions' inventories without adversely affecting supply responsiveness.

### Findings

GAO found that: (1) the Army could reduce its stateside inventory of spare and repair items by stocking only demand-based items, and by doing so it could reduce its investment in inventory without adversely affecting readiness; (2) at the four divisions GAO studied, non-demand-based items accounted for 42 percent of the total authorized inventory items and 53 percent of the total value of the authorized inventory; (3) 76

percent of the non-demand-based items had received fewer than three demands during the recent 12 months, and 61 percent of those items were not requested at all; (4) the Army has tested and begun to implement processes that will replace the current system with a single supply system; (5) enhancements in communications, distribution, and inventory management techniques have made it possible to respond to supply needs with less stock at the divisions; and (6) although the Army has taken action to improve its inventory levels, additional opportunities exist for it to decrease inventory levels.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should direct that divisions in the United States not stock non-demand-based items that do not meet the retain criterion of at least three demands in a

360-day period. Until the items qualify for stocking at the divisions based on the add criterion of nine demands in a 360-day period, the items should be stored at the wholesale-level depots and issued to the divisions when needed.

**Status:** Action not yet initiated. The Army has agreed to implement the Department of Defense Reduction Inventory Plan which will generally store non-demand based items at area-oriented depots.

**Recommendation:** The Secretary of the Army should direct inventory managers to pursue opportunities for reducing inventory investment by: (1) maximizing the use of alternatives such as direct vendor deliveries and expedited deliveries from the depots; and (2) evaluating the inventory management lessons learned during Operations Desert Shield and Desert Storm. This should include the continuing emphasis on evaluating the requirements factors

used in determining stock levels for demand-based items to ensure that they reflect improved technologies in communications, transportation, and inventory distribution methods.

**Status:** Action not yet initiated. The Army is evaluating several alternatives for reducing demand-based inventories at the division level to include elimination of safety levels and placing

greater reliance on direct deliveries from vendors.

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## Army Maintenance: Savings Possible by Stopping Unnecessary Depot Repairs

NSIAD-92-176, 05/05/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

GAO reviewed the Army Materiel Command's procedures for performing certain depot-level repairs, focusing on whether depots perform unnecessary repairs on weapons systems, tactical vehicles, or their major components.

### Findings

GAO found that: (1) the Red River Army Depot performed unnecessary repairs when depot personnel overhauled all 6V53 engines in the secondary item program without first performing pre-shop analysis to determine exactly what was wrong with them; (2) the Red River Depot could have saved as much as \$1.1 million in fiscal year 1992 if it had established a pre-shop analysis program and performed only those repairs necessary to return the engines to service; (3) the Tooele Army Depot has been performing unnecessary and costly

overhauls, since it overhauls certain end items and secondary items even when the major subordinate command specifically designates the items for inspection and repair programs; (4) the Tooele Army Depot is routinely overhauling items that are not intended to be overhauled, since it does not conduct pre-shop analysis to determine exactly what is wrong with the items; and (5) other depots visited perform both inspection and repair and overhaul programs, depending on the programs' work authorization codes, but inspection and repair programs are generally less costly to perform than overhaul programs.

### Open Recommendations to Agencies

**Recommendation:** The Commanding General, Army Materiel Command, should direct the Commander, Tank-

Automotive Command (TACOM), to allow the Red River Army Depot to perform pre-shop analysis on 6V53 engines repaired under the secondary item program to preclude unnecessary overhauls.

**Status:** Action not yet initiated.

**Recommendation:** The Commanding General, Army Materiel Command, should require the Commander, Tooele Army Depot, to stop performing overhauls not intended by TACOM or the Depot System Command and to comply with established guidance unless the depot can justify and factually support its assertions that overhauls are more economical to perform than inspecting and repairing items.

**Status:** Action not yet initiated.

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# Army Reserve Components: Accurate and Complete Data Is Needed to Monitor Full-Time Support Program

NSIAD-92-70, 12/30/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO reviewed the deployability and effectiveness of full-time support personnel occupying key positions in Army Reserve and National Guard Units, focusing on: (1) whether the Army's system for monitoring the full-time support program was adequate; and (2) the effectiveness of full-time support personnel in helping their units make the transition from peacetime to wartime operations.

## Findings

GAO found that: (1) because the Army did not have an accurate or complete data base of full-time support personnel and did not adequately define the information that was needed for effective program oversight and analysis, it could not effectively monitor the full-time support program; (2) the Army did not know how many full-time support personnel served with their units during Operation Desert Storm or how many were currently ready to deploy with their units, since it did not have

accurate data on the mobilization and deployability of its full-time support personnel; (3) some full-time support personnel did not serve with their units, mainly because of medical conditions or personal hardships, but because Desert Storm was only a partial mobilization the Army was able to replace them with full-time support personnel from lower-priority or nondeploying units; (4) the Army did not derive meaningful lessons from the full-time support program's wartime operation, since it did not track data on the replacement of full-time support personnel from other units that had not been activated; (5) full-time support personnel are not sufficiently trained in the active Army's supply and personnel systems; and (6) full-time support personnel have not been fully trained in active Army systems because the full-time support program lacks adequate funding.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should define the data needed for

effective oversight of the full-time support program and require its periodic collection and monitoring. At a minimum, this data should enable the state Guard organizations and Army Reserve Commands to monitor full-time support personnel's job qualifications and deployability.

**Status:** Action in process. Estimated completion date: 03/93. The report was issued on December 30, 1991. The Army intends to act on this recommendation but as of late 1992 had not finalized its plans.

**Recommendation:** The Secretary of the Army should require that peacetime training be provided to full-time support personnel who are responsible for assisting in the wartime transition to active Army systems for personnel and supply.

**Status:** Action in process. The report was issued on December 30, 1991. The Army intends to act on this recommendation but as of late 1992 had not finalized its plans.



# Army Reserve Components: Better Training Could Improve General Support Maintenance Capability

NSIAD-91-219, 07/09/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO: (1) examined how well the Army was preparing its reserve general support maintenance units to perform their wartime missions; and (2) assessed actions underway to improve their capability.

## Findings

GAO found that: (1) although 51 of 56 units GAO surveyed had received some missions guidance as of May 1990, 22 units had not received guidance identifying the specific equipment they would be expected to repair during combat; (2) many reserve general support units did not use their limited training time to develop and sustain maintenance proficiency, and between 42 percent and 50 percent of their mechanics were not prepared to perform their wartime tasks; (3) excessive administrative demands, the lack of mission-essential equipment, and the wide geographic dispersion of units from potential repair sources adversely affected the efficient use of reserve units' limited training time; (4) the Army lacked a system to evaluate reserve unit or individual proficiency, and was not aggressively pursuing

actions to develop such a system; (5) although the Army implemented such initiatives to improve reserve maintenance capability as a Hands-On Training Program, Regional Training Sites-Maintenance Program, and the Overseas Reserve Maintenance Training Program, they may not ensure the general support maintenance units' preparation for wartime missions; and (6) the Iowa National Guard developed initiatives to measure and track the proficiency of unit mechanics performing general support-level repairs and ensure that certain training weekends are dedicated to primary mission tasks.

## Open Recommendations to Agencies

**Recommendation:** To enhance the capability of reserve general support maintenance units, the Secretary of the Army should ensure that commanders in all wartime theaters provide mission guidance to reserve units specifying the types of equipment they would be expected to repair in wartime.

**Status:** Action in process. The Army is in the process of realigning its reserve general support maintenance units as a result of force downsizing actions. Following the realignments, mission guidance specifying equipment to repair

in war will be issued. As of August 1992, no new mission guidance had been provided to the units; however, the expected completion date is late 1992.

**Recommendation:** To enhance the capability of reserve general support maintenance units, the Secretary of the Army should resolve problems such as: (1) administrative and repair parts' difficulties with the Hands-on Training Program; and (2) the lack of force modernization equipment available to units participating in the overseas program for heavy equipment maintenance companies that have limited the value of reserve training initiatives designed to provide units with opportunities to repair equipment they would be expected to repair during wartime.

**Status:** Action in process. In view of recent policy changes regarding the funding of depot-level repairables, the Army is reassessing the problems associated with the Hands-on Training Program. The Army is expected to finish its assessment by late 1992. During fiscal year 1992, the Army began providing force modernization equipment repair opportunities for heavy equipment maintenance companies participating in the overseas training program.

# Army Reserve Forces: Applying Features of Other Countries' Reserves Could Provide Benefits

NSIAD-91-239, 08/30/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO examined how Germany, the Netherlands, Norway, the United Kingdom, and the Soviet Union organize and train their army reserves to identify features that the U.S. Army might consider as it restructures its forces.

## Findings

GAO found that: (1) both the United States and case-study countries relied heavily on reserves to meet their military requirements; (2) the case-study countries generally assign both combat and support roles to their reserves but in many cases restrict key leadership roles and missions to their active forces; (3) the case-study countries employ cadre concepts in some cases to provide a means of expanding their military forces; (4) the Soviet Union and Germany used cadre systems to mix the experience of active personnel with less costly reserves and to provide for force generation in wartime; (5) the United States has considered the use of cadre systems to reduce the size of its peacetime army while retaining the capacity to generate additional forces; (6) the Institute for Defense Analysis has developed a force structure model providing a means of force generation that suggests alternatives to cadres may exist; (7) the Army Reserve has initiated

an automated position reservation system to improve the match between vacancies and skills; (8) some countries make concerted efforts to assign reservists to positions related to their prior military service to reduce the need for extensive retraining; and (9) some countries varied the amount of reserve training according to the complexity of the mission, recent active duty service, and relevance of reservists' civilian jobs to their military positions.

## Open Recommendations to Agencies

**Recommendation:** Before the Army fully incorporates cadre forces into its force structure, the Secretary of the Army should: (1) use the lessons learned in other countries to test the cadre concept at both the division and other organizational levels, for support as well as combat units, and under various staffing and leadership arrangements; and (2) explore alternatives to the cadre concept, such as the Unit Cohesion Model.

**Status:** Action not yet initiated.

**Recommendation:** In considering the merits of adopting or expanding the features identified, the Secretary of the Army should use the existing management process for updating the Reserve Components Training Development Action Plan to examine

alternative means of increasing the percentage of reservists who continue in the same military occupational specialty as their active duty service or previous reserve assignment, particularly in the National Guard.

**Status:** Action not yet initiated.

**Recommendation:** In considering the merits of adopting or expanding the features identified, the Secretary of the Army should use the existing management process for updating the Reserve Components Training Development Action Plan to examine the feasibility of stratifying the amount of training required of reservists based on how recently they served on active duty, the complexity of their assignments, and the relevancy of their civilian jobs to their military positions.

**Status:** Action not yet initiated.

**Recommendation:** As potential cost-saving measures for both active and reserve forces, the Secretary of the Army should review the practicality of: (1) expanding the sharing of equipment among units; (2) expanding the Army's use of humidity-controlled plastic bags as a means of storing equipment; and (3) entering into additional peacetime contingency agreements with the private sector to provide assets and services upon mobilization.

**Status:** Action not yet initiated.

## Army Supply Management: System for Issuing Replacement Clothing to Army Reservists Should Be Changed

NSIAD-91-136, 06/11/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

GAO reviewed the Issue-in-Kind (IIK) system used by the Army Reserve and the National Guard to provide replacement clothing to their personnel, focusing on whether: (1) the Army implemented adequate controls over its IIK system; and (2) a monetary allowance system would be more efficient and economical.

### Findings

GAO found that the Army Reserve and National Guard: (1) did not have adequate internal controls over the IIK system; (2) lacked criteria limiting the frequency of clothing replacements; (3) did not maintain centralized records of clothing issues; (4) did not ensure that personnel turned in old items when issued new ones; and (5) did not have

adequate accounting procedures that properly identified replacement clothing costs. In addition, GAO found that: (1) a monetary clothing allowance would be more economical and efficient than the IIK system, since the Army could save \$6.6 million annually in clothing costs due to the expected life of clothing items and the relatively few days a year during which reservists train; (2) an allowance would reduce the administrative work load for unit supply personnel; and (3) the Army could save at least \$1.4 million annually if it discontinued operation of its 53 National Guard clothing issue points and used the active Army's supply system instead.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army to replace the current IIK system with a monetary clothing allowance for reserve components.  
**Status:** Action in process. The Department of Defense (DOD) is testing the new concept in 15 states and commands. The results are due late in 1992.

**Recommendation:** The Secretary of Defense should direct the National Guard to use the Army's existing supply system and discontinue operation of state-level clothing issue points.  
**Status:** Action in process. DOD is testing the new concept in 15 states and commands. The results are due late in 1992.

## Army's M109 Howitzer: Required Testing Should Be Completed Before Full-Rate Production

NSIAD-92-44, 01/23/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

GAO reviewed the Army's Howitzer Improvement Program, focusing on: (1) whether the Army has resolved deficiencies disclosed during developmental and operational tests and evaluations; (2) whether the Army

should conduct further operational testing prior to additional procurements; and (3) substantial unit cost increases over original estimates.

### Findings

GAO found that: (1) the Army approved and contracted for low-rate initial production of the Paladin, a modified howitzer, despite unresolved operational technical problems; (2) the Army has made changes to the howitzers to correct

such problems and is producing howitzers that include most of the improvements; (3) the Army will not know whether changes have actually resolved problems until the howitzers are tested further; (4) the Army plans to conduct a follow-on operational test and evaluation of Paladin howitzers to verify that the contractor has resolved the previously identified problems; (5) the Army could procure significant quantities of Paladin howitzers before the contractor completes operational testing and evaluation; and (6) unit cost

increases occurred because of changes in the howitzer's configuration, a quantity reduction, and 6 years of inflation.

**Open Recommendations to Agencies**

**Recommendation:** To reduce the risks of costly retrofits or fielding an ineffective system, the Secretary of Defense should direct the Secretary of the Army to: (1) include specific tests in the test and evaluation plan for the follow-on operational test and evaluation to verify

that problems experienced with Paladins during earlier testing have been corrected; and (2) successfully complete the follow-on test and evaluation before approving full-rate production.

**Status:** Action not yet initiated. In commenting on the draft report, the Department of Defense agreed with both recommendations. Follow-on tests and evaluation are scheduled for October-November 1992, and a full-rate production decision is scheduled for April 1993.

**Battlefield Automation: Planned Production Decision for Army Control System is Premature**

NSIAD-92-151, 08/10/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

**Background**

Pursuant to a congressional request, GAO reviewed the Army's strategy for testing and procuring the Army Tactical Command and Control System (ATCCS), focusing on the preparations for an operational test.

**Findings**

GAO found that: (1) the Army will test each ATCCS segment before integration and then measure the network against systemwide requirements; (2) the Army has an individual acquisition strategy, test program, and production and fielding schedule for each segment, and will upgrade the software before integrating each segment into the network; (3) the Army plans to start production of the network without testing the automated data exchange between segments and without enhanced communications capabilities, contrary to congressional guidance requiring the

Army to procure a fully integrated system; (4) the Army shortened the test schedule for the Maneuver Control System (MCS) and did not allow for sufficient time for personnel to adequately learn how to operate it and incorporate it into standard operating procedures before a planned operational test; (5) contrary to normal practices, the Army deferred development of seven MCS functions, and its operational test will not include the complete software; and (6) the Army plans to field two versions of the computer equipment for the segment, which will increase logistics costs and render one version of the equipment obsolete.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army not to initiate acquisition of Common Hardware and Software (CHS)

and related equipment until the automated data exchange among the five control segments is successfully tested using the communications segments developed to support ATCCS requirements.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army to defer the formal MCS operational test until: (1) unit personnel receive sufficient training to learn how to use the systems and are able to incorporate the systems' functions into the units' standard operating procedures; (2) the light division requirements are developed and validated; and (3) the functions deleted from MCS software are restored.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army to conserve logistics funds by

testing and deploying ATCCS with CHS II equipment, the required battalion

terminal, and the smaller communications interface device.  
**Status:** Action not yet initiated.

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## Biological Warfare: Role of Salk Institute in Army's Research Program

NSIAD-92-33, 12/19/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed an Army contract laboratory's development and production of vaccines to protect U.S. forces against biological warfare threats, focusing on whether the: (1) contractor developed and produced vaccines against biological agents recognized and validated as warfare threats; (2) contractor was the Army's only viable means of developing and producing such vaccines; and (3) contractor's fees for the use of its facilities complied with applicable federal regulations.

there is no commercial market for such vaccines in the United States and vaccine producers lack the facilities needed to produce them; (4) although the Army's current in-house capabilities are not sufficient to meet the demand for biological warfare vaccines, the Army could improve research and expand its research and development laboratories to meet vaccine production needs; and (5) the Army paid the contractor \$5.5 million more in fees than applicable federal regulations permitted, by following cost principles for commercial organizations instead of those for nonprofit organizations.

estimated cost of performance should be compared to the cost of performing the work at government laboratories.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Army should direct the Commander, Medical Research and Development Command, to ascertain whether there is a basis to recover from Salk past overpayments for the use of facilities and reduce any remaining facility use payments otherwise due under the 1988 contract to amounts allowed by Office of Management and Budget Circular A-122.  
**Status:** Action not yet initiated.

### Findings

GAO found that: (1) the contractor spent 17 percent of the \$17.7 million in Army payments on work clearly related to biological agents validated as warfare threats; (2) the contractor spent 33 percent of payments on work that applied to biological agents and diseases not related to warfare and 50 percent of payments on diseases not related to warfare; (3) commercial vaccine producers indicate that there are not viable alternatives to contracting, since

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should direct the Commander, Medical Research and Development Command, to determine, prior to the negotiation of another contract with Salk, whether changed conditions, such as the discontinuation of work not related to validated threats, would materially change Salk's cost of performance. Specifically, in the absence of commercial competition, Salk's

**Recommendation:** The Secretary of the Army should direct the Commander, Medical Research and Development Command, to determine whether the appropriate cost principles were followed in contracting with other nonprofit organizations and, if not, ascertain whether recovery action should be undertaken and what changes should be made to internal controls to ensure that the proper cost principles are followed in the future.  
**Status:** Action not yet initiated.

# Comanche Helicopter: Program Needs Reassessment Due to Increased Unit Cost and Other Factors

NSIAD-92-204, 05/27/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO reviewed the Army's development of the RAH-66 Comanche helicopter.

## Findings

GAO found that: (1) the Comanche's advanced capabilities, such as its avionics and targeting systems, improved engines, and lower detectability, are expected to improve the Army's ability to operate on future battlefields; (2) the distinction between the roles of the Comanche and the AH-64 Apache attack helicopter have been blurred since the advanced attack capabilities planned for the Comanche will enable it to perform the same missions and, in some cases, surpass the Apache's attack mission capabilities; (3) the Army anticipated that the Comanche would be relatively inexpensive to buy and maintain, but its unit cost in escalated dollars has increased more than 40 percent since 1988; (4) the Comanche maintenance needs could be higher than the Army's anticipated goal of 2.6 maintenance man-hours per flight hour, which would require the Army to either add maintenance staff or reduce the aircraft's planned 2,200 flying hours per year; (5) the Army continues to experience some technical risks in some

of the aircraft's essential components, such as the mission equipment package and the targeting detection system, which could significantly reduce the Comanche's ability to navigate and communicate and cause the Army to incur significant additional costs; and (6) since significant developments have occurred that could affect the Comanche's requirements, such as a diminished threat, planned force reductions, and planned upgrades to other helicopters, it is an appropriate time to assess the program's viability to ensure that any future decision to buy the Comanche is appropriate.

## Open Recommendations to Agencies

**Recommendation:** Should DOD decide to continue with the Comanche program, the Secretary of the Army should revise the Comanche's maintenance man-hour per flight hour requirement to include, as directed by the Under Secretary of Defense for Acquisition, all time related to maintenance work on aircraft. This would provide a realistic basis for determining how many maintainers will be required to support the aircraft.  
**Status:** Action not yet initiated.

**Recommendation:** Should DOD decide to continue with the Comanche program,

the Secretary of the Army should include scheduled maintenance in the Army's analysis of the Comanche's reliability requirement.

**Status:** Action not yet initiated.

**Recommendation:** Should DOD decide to continue with the Comanche program, the Secretary of the Army should add the operational availability requirement to the Comanche's program baseline.  
**Status:** Action not yet initiated.

**Recommendation:** Should DOD decide to continue with the Comanche program and if concurrency remains in the restructured program, the Secretary of the Army should eliminate concurrency to the extent practicable to avoid the additional cost of modifying initial production aircraft.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should review the appropriateness of the Army's requirements for the Comanche program, especially in light of the rising unit cost, dwindling defense resources, diminishing threat, the blurring of its distinct role with the Apache, and proposed upgrades to the existing helicopter fleet.

**Status:** Action not yet initiated.

# DOD Commercial Transportation: Savings Possible Through Better Audit and Negotiation of Rates

NSIAD-92-61, 12/27/91 GAO Contact: Henry L. Hinton, Jr., (202)275-6504

## Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) efforts to control commercial transportation costs, focusing on: (1) whether DOD audited shipping bills prior to payment; and (2) how DOD could improve traffic and travel management programs.

## Findings

GAO found that: (1) DOD has implemented a preauditing system that has helped prevent millions of dollars in overpayments; (2) DOD could strengthen some auditing aspects and take steps to ensure that preaudits are thorough; (3) when overcharging occurred, DOD did not notify transportation officials who prepared the shipping documentation so that they could take the appropriate corrective actions to prevent future overcharges; (4) because the Military Sealift Command (MSC) has not developed and does not provide carriers with adequate proposal information, it is difficult for carriers to offer competitive rates and MSC ability to effectively evaluate those offers is weakened; (5) since transportation services are procured on a through basis, the MSC practice of soliciting and evaluating rates by segments distorts the rate offers' significance and complicates the evaluation process; and (6) the DOD process for negotiating rates for moving DOD personnel's domestic household

goods inhibited competition by allowing carriers to meet the initial low bid during subsequent bidding phases.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Military Traffic Management Command (MTMC) and other units performing preaudits to test the effectiveness of their preaudits by comparing the results with bills audited after payment.

**Status:** Action in process. DOD has requested GSA to provide DOD with the results of GSA audits. The military departments and the Defense Finance and Accounting Service are planning on comparing GSA post-audit results with the DOD preaudit results.

**Recommendation:** The Secretary of Defense should direct MSC to develop and provide to all prospective offerors detailed information on what it has shipped in terms of specific commodities and number of containers between specific traffic patterns, as well as its best estimate of what it will be shipping in the future.

**Status:** Action in process. The Military Sealift Command was tasked to provide shipping information to prospective bidders upon their request for information.

**Recommendation:** The Secretary of Defense should direct MSC to change its

solicitations to request rates for the same pattern of service for which DOD actually procures the service.

**Status:** Action in process. The Military Sealift Command has begun a solicitation for rates in the same pattern for which it is procuring service. The first solicitation was issued March 26, 1992 and is the subject of a bid protest with GAO.

**Recommendation:** The Secretary of Defense should direct MTMC to accelerate its efforts to implement the GAO recommendation to replace or modify the current two-step bidding process so that all carriers have an incentive to initially bid the lowest possible rates and the lowest bidder is appropriately rewarded.

**Status:** Action in process. MTMC has issued a proposal for change in the June 29, 1992 Federal Register. Plans are for implementation of a revised rate bidding system in late 1992.

**Recommendation:** The Secretary of Defense should direct MTMC and other units performing preaudits to develop a system for ensuring the timely notification of local installation transportation officials when preaudits detect overcharges.

**Status:** Action in process. Entities performing preaudits are instituting procedures to advise local installations of their audit results.

## Embedded Computer Systems: Software Development Problems Delay the Army's Fire Direction Data Manager

IMTEC-92-32, 05/11/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO evaluated the Army's development of the Multiple Launch Rocket System's Fire Detection Data Manager (FDDM), focusing on: (1) the types and causes of software development problems; and (2) Army efforts to address such problems.

### Findings

GAO found that: (1) the Army's FDDM development effort has encountered a number of software problems that must be corrected before the system can be deployed; (2) the prime contractor's costs have tripled from about \$8 million to about \$24.5 million, primarily due to added requirements, and the Army has spent another \$25 million on contracts for such services as engineering assistance and independent verification and validation; (3) the FDDM deployment schedule has slipped several times, and as of April 1992 FDDM was still undergoing development and testing and FDDM deployment had been

delayed from January 1993 to June 1993; (4) FDDM software development problems occurred primarily because the Army did not adequately define initial requirements for the system or promptly enforce Department of Defense standards for software development; (5) the contractor did not develop or use a detailed software development plan as a guide to develop the software and the contractor's initial communications testing was inadequate, causing software development delays because of problems that were not detected until later in the development process; (6) although the Army is still developing and testing FDDM software, it plans to integrate FDDM into the Advanced Field Artillery Tactical Data System (AFATDS); (7) the Army expects to deploy FDDM in 1993, start the integration in 1994, and complete integration in 1997, although it has not yet begun developing a detailed strategy for accomplishing this transition; and (8) FDDM integration is needed to determine how much FDDM software will be compatible with

AFATDS and how much new software will have to be written.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should ensure that the Field Artillery Tactical Data System (FATDS) project office develops a detailed strategy for incorporating FDDM into AFATDS. In developing its strategy, the Army should assess the impact of any further software development delays on FDDM usefulness, considering its limited life cycle. The strategy should at a minimum: (1) provide direction for determining how much, if any, of the FDDM software can be used in AFATDS; (2) establish clear lines of authority and accountability between the FDDM and FATDS offices for making decisions and resolving problems; and (3) provide specific milestones for actions to accomplish the transition.

Status: Action not yet initiated.

## GSA Transportation Audits: Contract Costs Can Be Reduced

NSIAD-92-157, 06/03/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed the General Services Administration's (GSA) use of private

companies to audit commercial transportation charges, to determine whether: (1) collection of additional data resulted in more thorough audits; (2) GSA verified that contractors were

providing the required data and whether GSA was using them; (3) the contractors duplicated the Department of Defense's (DOD) data collection efforts; and (4)



GSA had a basis for establishing its fees for data collection.

### Findings

GAO found that: (1) GSA added transaction fee payments to the first-audit contracts to ensure that the first auditors reviewed all documents carefully for overcharges, but GSA did not know whether the fees achieved their purposes; (2) GSA statistics show that more than 20 percent of overcharges are still not identified until the second audit; (3) from October 1989 to the end of calendar year 1991, transaction fees represented more than 75 percent of payments GSA made to first auditors; (4) GSA had not verified

that contractors provided the required data and that the data were useful to assess auditors' performance; (5) DOD has already captured nearly all of the same data that GSA is requiring from its contractors; and (6) GSA established its pay schedule for transaction fees by comparing various fees specified in its prepayment audit contracts.

### Open Recommendations to Agencies

**Recommendation:** The Administrator of General Services, when contracting for future postpayment audit services, should not request or pay for data collection services unless GSA can show that collecting data on every billing

document has made the audits more thorough and that the data already collected by DOD are not adequate for oversight purposes. If GSA determines that some data collection is necessary, it should establish adequate controls over data collection payments.

**Status:** Action in process. To ensure that postpayment services are procured in the most cost-effective manner, GSA has asked potential contractors to bid three ways: (1) flat fee; (2) fee plus commission; and (3) commission only. GSA anticipates that payment by commission only will be the most cost-effective approach. Data collection was not included in the October 1, 1992 solicitation.

## Javelin Antitank Weapon: Quantity and Identification Capability Need to Be Reassessed

NSIAD-92-330, 09/14/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO examined the Army's Javelin antitank weapon system program, focusing on the: (1) causes for cost increases and schedule delays and the likelihood of further increases and delays; (2) Army's reassessment of the number of Javelins it needs, based on current threat assessments; and (3) Javelin's improved capability for distinguishing friend from foe.

### Findings

GAO found that: (1) the Army's total cost estimate for the Javelin increased from \$7.6 billion in June 1989 to \$11.9 billion in August 1991; (2) the \$1.1-billion increase in acquisitions costs is primarily due to an expanded production

period and contractor problems in developing a missile component; (3) the \$3.2-billion increase in fielding and support costs is primarily due to higher costs for field and support services, higher charges for spare parts, and higher escalation rates in estimates; (4) the Army's cost estimate for producing the missile's focal plane array component is optimistic and understated; (5) the Army restructured the original 36-month Javelin development schedule to a 54-month schedule after the contractor encountered significant problems in developing the focal plane array component; (6) the Army and the Department of Defense (DOD) assess the restructured schedule as posing a moderate risk, because of the limited time available for redesigning and retesting; (7) the Army plans to

maintain its original plans to procure 58,000 Javelin missiles, in spite of the dramatic decline in assessed threats since June 1989; (8) the Marine Corps reduced its planned procurement of Javelin missiles by over 30 percent; (9) although the Javelin is not required to distinguish friend from foe, the Army has not scheduled its advanced sensor, which offers some inherent capability, for assessment; and (10) DOD stated that modern weapons needed such identification capability, and Desert Storm experience reinforced the need for such capability.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should reassess the quantity of

Javelin missiles and command launch units needed in light of the current threat assessments and Army force structure reduction plans.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should determine whether the Javelin should be capable of positive target identification and, if so, define the

capability as part of the system's operational requirement.  
**Status:** Action not yet initiated.

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## Longbow Apache Helicopter: Key Factors Used to Measure Progress in Development Need to Be Changed

NSIAD-92-43, 11/21/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed the Army's acquisition plan for the Longbow Apache modernization program, focusing on whether the: (1) plan is designed to identify and correct potential problems before entering full-rate production; and (2) requirements used to evaluate the Longbow Apache will effectively measure its key performance capabilities.

### Findings

GAO found that: (1) as presently planned, the Longbow Apache schedule should allow for the orderly development of technology and provides decision points for assessing progress based on test information and other developments; (2) acquisition plan features intended to minimize risk and avoid past problems included minimal concurrency between development and production, better-quality and more frequent testing, a low-rate initial

production phase, and a program baseline and exit criteria to help assess the program's progression; (3) although the Army established more comprehensive reliability requirements for the Longbow section of the Longbow Apache, it did not include those measures in the requirements document or program baseline for the integrated aircraft; (4) Army plans to use outdated and narrowly defined requirements to measure the Longbow Apache's reliability, availability, and maintainability could yield a technologically enhanced helicopter that is not adequately supported in the field; and (5) if the Army continues to use this flawed measure, it may not be prepared to keep pace with the Longbow Apache's maintenance work load because it will not have enough maintenance personnel.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of

the Army to amend the Longbow Apache's requirements document and program baseline to include the current reliability requirements mean time between mission-affecting failure and mean time between essential maintenance actions, and also amend the requirements document to include mean time between unscheduled maintenance actions.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army to revise the Army's definition of maintenance man-hours per flight hour to include, as directed by the Under Secretary of Defense for Acquisition, all time related to maintenance work on the aircraft so that an adequate number of maintenance personnel will be provided.  
**Status:** Action not yet initiated.

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## Major Acquisitions: DOD's Process Does Not Ensure Proper Weapons Mix for Close Support Mission

NSIAD-92-180, 04/17/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) close support major acquisition process, focusing on whether the: (1) process identifies the proper mix of weapons systems needed for current and future missions; (2) increased involvement of the Chairman of the Joint Chiefs of Staff (JCS) has broadened DOD analyses to include consideration of the expected contribution of all services' close support assets; and (3) Army's planned procurements in support of its current doctrine and future war-fighting concept will overlap traditional areas of Air Force operations.

### Findings

GAO found that: (1) the DOD major acquisition process for close support does not ensure that the proper mix of weapons is developed and procured to meet current and planned mission requirements; (2) the individual services generate their own analyses and assessments to support desired changes in missions, requirements, or procurement for submission to JCS and the Office of the Secretary of Defense

(OSD), but those assessments do not question what and how much is needed for the mission area and do not adequately consider the expected contributions of other close support weapons systems; (3) the services justify acquisitions based on unique mission needs or unique weapon capabilities, so competition among weapon systems in this environment is generally limited to a single weapon category; (4) the increased involvement of the Chairman of the JCS has not ensured that the expected contributions of all services' close support assets are considered when individual services propose changes in mission tasks, weapon system requirements, or procurement; (5) the Army is planning to procure several new close support weapon systems including attack helicopters, artillery, and missile systems; (6) in the future, the Army plans to use new surveillance and other technologies that will make weapons more accurate and lethal at greater ranges; and (7) the Army's close support procurement plans are intended to support its current doctrine and future war-fighting concept, but if approved, the Army procurements could overlap the Air Force's fixed-wing capabilities.

### Open Recommendations to Agencies

**Recommendation:** To be more consistent with the objectives of the Goldwater-Nichols legislation, the Secretary of Defense should strengthen DOD analysis of close support mission needs to ensure that each requirement and acquisition decision is made only after full disclosure and evaluation of the expected contributions of all complementary close support weapon systems, regardless of service.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct each military service to provide: (1) an in-depth mission needs analysis that identifies the expected contributions of all existing close support weapon systems both within its own service and in the other services; and (2) similar analyses of the contributions expected from weapon systems being developed and being proposed for development, when each justifies a specific requirement or procurement to JCS and OSD.

**Status:** Action not yet initiated.

# National Guard: Peacetime Training Did Not Adequately Prepare Combat Brigades for Gulf War

NSIAD-91-263, 09/24/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

GAO reviewed the training and preparedness of the three Army National Guard roundout brigades that were activated during Operations Desert Shield and Desert Storm, focusing on whether: (1) they had been adequately trained during peacetime to perform their wartime duties; (2) the Army's experience with the three brigades revealed any significant weaknesses in the National Guard's peacetime administrative strategy; (3) the Army's peacetime screening of reservists had adequately assessed the medical condition of the personnel in those brigades; and (4) peacetime training evaluations were useful in developing post-mobilization training plans.

## Findings

GAO found that: (1) the Army has not adequately prepared its National Guard roundout brigades to deploy quickly; (2) many soldiers were not completely trained to do their jobs and many noncommissioned officers were not adequately trained in leadership skills; (3) the Army's peacetime medical screening program for the National Guard failed to identify dental and other medical ailments that would have adversely affected the ability of many Guard members to deploy early, and only upon mobilization did the Army find that over 4,000 of the Guard members had physical conditions that caused them to be undeployable; (4) in peacetime, the National Guard uses administrative systems that are not compatible with active Army systems to

manage personnel and supply operations which, upon mobilization, downgraded the brigades' ability to mobilize efficiently and to train effectively; (5) peacetime training lacked challenging, realistic training missions, failed to integrate combat arms, combat-support, and combat service-support elements, was sometimes cancelled because of inadequate support by host installations, and was often conducted with shortages of authorized equipment; and (6) since the post-mobilization training plans developed by each of the three brigades during peacetime were based on unreliable proficiency and combat readiness ratings, Army trainers had to develop ad hoc post-mobilization training plans that called for far more training days than envisioned by brigade commanders and required the support of almost 9,000 active Army trainers and other personnel.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should ensure that peacetime training is provided to roundout brigade personnel responsible for operating active Army personnel and supply systems and for maintaining tracked vehicles upon mobilization.  
**Status:** Action in process. Estimated completion date: 09/93. The Army has initiated several actions to improve the compatibility between Active Army and National Guard Systems. These actions are primarily geared to providing roundout brigades training on the Unit Level Logistic System, and the Standard

Installation Division Personnel System. Plans are also underway to develop an interface plan to transition roundout units.

**Recommendation:** The Secretary of the Army should revise National Guard medical screening policies and procedures to provide screenings of roundout brigade personnel at age 40.  
**Status:** Action in process. Estimated completion date: 03/93. DOD is working with the Army and the National Guard Bureau regarding changes to regulations to: (1) ensure medical screenings will be initiated at the first medical examination after the 36th birthday; and (2) establish the time point for physical examinations as 5-year multiples of the birth date.

**Recommendation:** The Secretary of the Army should explore alternatives to identify and correct the serious dental ailments of roundout brigade personnel. Options could include: (1) requiring periodic dental examinations and treatment as a condition of continued membership in the unit; or (2) providing financial assistance to the members for dental care.

**Status:** Action in process. Estimated completion date: 03/93. The Army is developing an implementation plan to include a command dental education program and is exploring the feasibility of a self-funded health insurance plan for the reserves. The Army also plans to initiate a plan to require dental examinations during periodic medical evaluations for reservists.

**Recommendation:** The Secretary of the Army should develop and issue criteria to be used to validate the combat readiness of reserve roundout brigades in future mobilizations.

**Status:** Action in process. Estimated completion date: 03/93. The Army is currently developing validation procedures for future mobilizations. Satisfactory completion of the combined

premobilization and post-mobilization training program, requiring proficiency in mission-essential tasks, will be the evaluation criteria.

## Operation Desert Storm: Army Had Difficulty Providing Adequate Active and Reserve Support Forces

NSIAD-92-67, 03/10/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed the Army's provision of support forces for Operations Desert Shield and Desert Storm, focusing on the: (1) Army's processes for selecting support forces for the war; (2) procedures for readying such forces to deploy; and (3) adequacy of its force structure in meeting support force needs.

### Findings

GAO found that: (1) an incomplete operational plan and troop list, limited reserve call-up, the incremental way the Department of Defense (DOD) implemented the call-up, and obscured unit status reports impeded the Army's selection of support forces for the war; (2) because the Army lacked plans for conducting an operation under an extended limited call-up, it had to engage in ad hoc, nonuniform procedures to ready forces for deployment; (3) to supply reserve support units with the additional people, equipment, and training needed before they could deploy, the Army extensively transferred people and equipment from non-activated Army units into activated units because the limited call-up did not permit the call-up of individuals to serve as fillers; (4) such transfers degraded the capability of units that might have later

needed to deploy and resulted in units whose personnel had not trained together or, in some cases, on the equipment they were provided; (5) the Army set a lower standard of readiness for support units than for combat units; (6) the types and amounts of training units received varied because deployment dates dictated the amount of time units spent at their mobilization sites; (7) since the Army lacked standards for validating proficiency, it did not have clear assurance that similar units mobilized at different locations had achieved similar levels of proficiency; (8) although the Army was able to provide most needed support forces through the reserve call-up, compensating actions, and host nation support, it could not initially provide some critically needed forces because much of its capability was in the reserves and the call-up was not yet in effect; (9) over the course of the war, it sent virtually all of some types of troops, leaving few, if any, to reinforce operations if the war had lasted longer or a second conflict had arisen; and (10) the Army is restructuring its forces and designing a five-division contingency force able to rapidly deploy to a major regional conflict.

### Open Recommendations to Congress

**Recommendation:** Congress may wish to examine the intent behind the use of the President's Selected Reserve call-up legislation, 10 U.S.C. 673b, and the limiting provisions it contains and clarify whether this intent remains valid in light of experiences of the Gulf War. **Status:** Action not yet initiated. Congress has not considered any changes to the President's Selected Reserve call-up legislation (10 U.S.C. 673b). It is awaiting the DOD proposals.

### Open Recommendations to Agencies

**Recommendation:** To assist Congress in analyzing proposed DOD legislative changes to the President's Selected Reserve call-up authority, 10 U.S.C. 673b, the Secretary of Defense should supplement his proposed legislative changes with information clearly identifying the specific obstacles encountered by each military service in selecting and mobilizing the reserves under 10 U.S.C. 673b. **Status:** Action not yet initiated.

**Recommendation:** To assist Congress in analyzing proposed DOD legislative changes to the President's Selected

Reserve call-up authority, 10 U.S.C. 673b, the Secretary of Defense should supplement his proposed legislative changes with information clearly identifying the specific actions DOD and the military services can take to mitigate those difficulties that do not require legislative changes. Because this issue affects both the legislative and executive branches, this information should be provided to both Congress and the National Security Advisor to the President.

**Status:** Action not yet initiated.

**Recommendation:** Because the effectiveness of the Total Force Policy will become even more important in the downsized Army of the future, the Secretary of the Army should evaluate: (1) why some reserve support units intended to respond to a conflict in Southwest Asia, particularly command and control units, were not sent to support the Gulf War; and (2) what actions will be taken to ensure fuller participation by the reserves in future conflicts. In making this evaluation, the Secretary should consider the factors that led up to those exclusions. Those factors include the limitations posed by the call-up legislation, the incremental manner in which the call-up was implemented, and the readiness status of units left behind.

**Status:** Action not yet initiated.

**Recommendation:** To improve the Army's ability to efficiently and effectively mobilize reserve forces for future conflicts, the Secretary of the Army should, within the context of its current efforts to modify its mobilization plans and implement the Bold Shift Initiative, ensure that the Army's revisions to its mobilization procedures provide: (1) specific guidance on how the mobilization of the reserves under a limited reserve call-up, 10 U.S.C. 673b, should be carried out; (2) a plan for filling personnel vacancies during mobilization that does not hinge on the broad access to individuals available only under a partial or full mobilization of forces; and (3) uniform procedures and criteria for validating units' proficiency as a condition of their development.

**Status:** Action not yet initiated.

**Recommendation:** To improve the Army's ability to efficiently and effectively mobilize reserve forces for future conflicts, the Secretary of the Army should, within the context of its current efforts to modify its mobilization plans and implement the Bold Shift Initiative, identify any problems that the Army might have encountered in deploying reserve support units at a lower readiness standard than the combat unit they were supporting and evaluate whether this practice should be continued.

**Status:** Action not yet initiated.

**Recommendation:** To improve the Army's ability to efficiently and effectively mobilize reserve forces for future conflicts, the Secretary of the Army should, within the context of its current efforts to modify its mobilization plans and implement the Bold Shift Initiative, take actions to improve the Army's reserve unit training assessments to provide better indicators of training needs upon mobilization.

**Status:** Action not yet initiated.

**Recommendation:** As part of the Army's current review of its mobilization procedures, the Secretary of the Army should develop contingency plans for creating additional support units during mobilization to ensure that the Army can readily increase its support force capability when needed.

**Status:** Action not yet initiated.

**Recommendation:** Since the effectiveness of the Total Force will become even more important in the downsized Army of the future, the Secretary of the Army should consider actions to speed the mobilization of reserve support forces to enable them to participate more fully in the contingency force.

**Status:** Action not yet initiated.

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## Operation Desert Storm: DOD Met Need for Chemical Suits and Masks, but Longer Term Actions Needed

NSIAD-92-116, 04/07/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed Department of Defense (DOD) supply of chemical equipment,

focusing on whether: (1) adequate supplies of chemical protective suits, masks, and mask filters were available for Operations Desert Storm and Desert

Shield; and (2) DOD is effectively managing chemical equipment acquisition and distribution.

**Findings**

GAO found that: (1) although U.S. armed forces participating in Operations Desert Storm and Desert Shield did not experience shortages of chemical protective suits, masks, or mask filters, DOD was not adequately prepared for chemical warfare; (2) reserve stockpiles of chemical protective suits may have been significantly depleted if the war had lasted longer or chemical weapons had been used; (3) many troops were issued older suits and masks that provided adequate protection but lacked benefits found in newer suits; (4) to prevent the shortage of critical items during Operations Desert Storm and Desert Shield, DOD established a new organization to identify worldwide stockpiles of chemical equipment and

transferred the supplies to the Persian Gulf, purchased additional suits, stepped up efforts to rebuild older masks, and awarded contracts for mask filters; (5) DOD has long-standing problems finding enough manufacturers capable of and willing to produce suits at a price it is willing to pay and ensuring that manufacturers meet scheduled delivery dates; and (6) DOD has partially addressed its suit and mask problems, but a more comprehensive approach is needed.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army, in cooperation with the

Director of the Defense Logistics Agency, to develop and implement a long-range action plan with target dates to ensure that required chemical defense equipment is available for all military personnel when needed. At a minimum, the plan should reassess the quantities, characteristics, and capabilities for all chemical protective suits, masks, and other chemical defense equipment, as appropriate to meet both peacetime and wartime needs, taking into account the changing threat and shrinking force size. The plan should reassess the industrial base needed to meet those requirements and the steps to develop this industrial base, and procurement methods or procedures to ensure the selection of quality producers.  
**Status:** Action not yet initiated.

**Operation Desert Storm: Full Army Medical Capability Not Achieved**

NSIAD-92-175, 08/18/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

**Background**

Pursuant to a congressional request, GAO reviewed the Army's deployment of medical units in support of Operations Desert Shield and Desert Storm, focusing on: (1) problems the Army had in identifying, mobilizing and deploying medical personnel; (2) whether medical units had their required equipment, supplies and transportation support; and (3) whether medical units were able to evacuate and direct patients to appropriate hospitals.

**Findings**

GAO found that: (1) the Army had problems in mobilizing and deploying medical personnel because information on them was outdated and unreliable,

and many soldiers were undeployable or untrained for their mission; (2) the system to identify and assign active Army doctors and nurses to deploying medical units did not work, medical units did not keep their requirements current, and some units deployed without their full personnel complement; (3) some deployable hospitals were never fully equipped due to supply shortages and supply system malfunctions; (4) medical supply centers lacked supplies, trained personnel and transportation, and also experienced automation problems; (5) the size and weight of the forward hospitals and the lack of support vehicles limited the hospitals' mobility; (6) evacuation of patients from the battlefield was hampered by the rough terrain, lack of navigation

equipment, communication difficulties, long distances and the shortage of spare parts for air ambulances; and (7) the effectiveness of patient management was lessened by poor communications.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of the Army should establish effective controls to ensure that: (1) more accurate and complete information is maintained in the Professional Officer Filler System (PROFIS); and (2) personnel conditions of units, including deployability and the ability of personnel to perform their occupational specialties and wartime missions, are reported accurately.

**Status:** Action in process. The Army is validating PROFIS rosters. The Army has initiated amendments to Army Regulation 220-1 on readiness reporting.

**Recommendation:** The Secretary of the Army should require mission-related training of the medical corps, including doctors and nurses.

**Status:** Action in process. As part of the budget process, guidance was issued by DOD Health Affairs that addressed the training problem.

**Recommendation:** The Secretary of the Army should develop policies and procedures for equipping and supplying hospitals deployed to a theater of operations to ensure full mission capability upon arrival.

**Status:** Action in process. The modernization effort is ongoing and estimated to be completed by fiscal year 1996.

**Recommendation:** The Secretary of the Army should develop policies and procedures for establishing medical resupply centers in theater, including when they are to be operational and who they are to support. These policies and procedures should detail the amount of resources such as transportation, automation, and personnel required to carry out their mission.

**Status:** Action in process. Medical logistics battalions are being established; the Single Integrated Manager (SIM) doctrine is to be issued by April 1993. The Army has also initiated a study to review and identify total transportation and lift requirements for distribution of all classes of supply.

**Recommendation:** The Secretary of the Army should ensure that the doctrine involving the employment and configuration of battlefield hospital units is consistent with the battlefield of the

future and that these units are sufficiently resourced with transportation and support assets to accomplish their missions.

**Status:** Action in process. Modifications to tables of organizational equipment are being made that will address the doctrine mission and support requirements.

**Recommendation:** The Secretary of the Army should ensure that the doctrine for employing ambulance units and for regulating patients is consistent with the battlefield of the future and that these units are sufficiently resourced with equipment and support to accomplish their missions.

**Status:** Action in process. Modernization of the medical evacuation fleet will be determined by Army practices and fiscal constraints.

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## Reserve Officers' Training Corps: Less Need for Officers Provides Opportunity for Significant Savings

NSIAD-91-102, 05/06/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO examined the military services' Reserve Officers' Training Corps (ROTC) programs.

### Findings

GAO found that: (1) due to reductions in officer end strength, Air Force and Army ROTC programs have produced over 9,000 more graduates than needed since 1987; (2) the Navy averted large-scale overproduction of officers by making adjustments to its officer

candidate school; (3) to reduce the number of ROTC enrollees in officer schools, both the Air Force and Army released graduates from their military service obligations and delayed graduates' entry into active duty; (4) neither the Air Force nor Army developed a comprehensive plan to efficiently meet reduced needs, and both services will continue to incur additional costs associated with producing too many ROTC graduates; (5) all three services maintained unproductive ROTC units that met congressional criteria for closure; (6) of the 630 ROTC units, 65

were below minimum enrollment guidelines as of fiscal year 1990; (7) the Department of Defense (DOD) did not oversee ROTC program productivity and closure decisions to ensure that services complied with closure guidelines; and (8) DOD lacked a standard cost-reporting system for ROTC.

### Open Recommendations to Agencies

**Recommendation:** To ensure that the services meet their future needs for ROTC officers as efficiently as possible,



the Secretary of Defense should develop and implement a comprehensive strategy to ensure that ROTC resources are used and distributed as efficiently as possible within the framework of all sources of new officers, including the service academies and officer candidate programs. This strategy should address the total program enrollment, the types and quantities of technical skills needed, the scholarship and non-scholarship mix, the number of units, unit staffing, headquarters staffing, and other program elements. Such a strategy should create a framework for meeting service goals cost-effectively and should include analyses of external factors affecting the program.

**Status:** Action in process. DOD is developing a comprehensive strategy that will address the appropriate contribution of each of the principal

sources of officers to annual commissions. This strategy will be included in revised DOD Directive 1215.8, which is scheduled to be published late in 1992.

**Recommendation:** To increase the efficiency and effectiveness of the services' ROTC programs, the Secretary of Defense should revise the DOD directive on unit closures. The revision should: (1) define the term productive unit; (2) provide criteria needed to enable objective analyses of the quantitative and qualitative factors to be considered in making closure decisions; and (3) require that deviations below the congressionally established enrollment guideline be adequately justified and reported.

**Status:** Action in process. The Office of the Assistant Secretary of Defense is

preparing a revised DOD Directive 1215.8, which will address unit viability, including annual production and justification for retention of non-viable units. Publication is expected late in 1992.

**Recommendation:** To increase the efficiency and effectiveness of the services' ROTC programs, the Secretary of Defense should require the services' secretaries to amend their regulations on unit closures to specify an objective formula that assigns relative weights to the various productivity factors.

**Status:** Action in process. Issuance of DOD Directive 1215.8 will require subsequent revision of service regulations. Such revisions of service regulations are expected to be accomplished within 1 year after issuance of the DOD directive.

## 1993 Defense Budget: Potential Reductions to Ammunition Programs

NSIAD-92-249, 08/25/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

### Background

Pursuant to a congressional request, GAO reviewed the military services' amended fiscal year (FY) 1993 budget requests for ammunition, the Army's request for ammunition production base support, and selected segments of appropriations for prior years for some items.

### Findings

GAO found that: (1) the Army's FY 1993 budget request could be reduced by \$191.3 million because projected inventories will exceed needs and because not all requested maintenance and layaway funds will be needed for the

specific purposes cited; (2) the Army does not need \$4.1 million in 1992 funds for the renovation of Operation Desert Storm ammunition; (3) the Navy's FY 1993 budget request could be reduced by \$15.7 million because it overestimated training needs and no longer plans to procure a specific ammunition item; (4) the Navy no longer planned to procure \$10.6 million in general purpose bombs from FY 1991 appropriated funds; (5) the Air Force's FY 1993 budget request could be reduced by \$26.5 million because of reduced requirements due to mission changes, overstated unit costs, and excessive inventory; (6) the Air Force received \$5.5 million in FY 1992 funds for unneeded ammunition; and (7)

the Marine Corps' FY 1993 budget request could be reduced by \$21.7 million because inventory needs will be exceeded, the procurement of one item is uneconomical, and its request for certain ammunition was premature.

### Open Recommendations to Congress

**Recommendation:** The Senate and House Committees on Appropriations should reduce the Army's FY 1993 budget request by \$179.6 million for seven ammunition items and by \$11.7 million for production base support.  
**Addressee:** Senate Committee on Appropriations

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Army

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**Status:** Action not yet initiated.  
**Addressee:** House Committee on Appropriations  
**Status:** Action not yet initiated.

**Recommendation:** The Senate and House Committees on Appropriations should rescind \$4.1 million from the Army's FY 1992 appropriations.  
**Addressee:** Senate Committee on Appropriations  
**Status:** Action not yet initiated.  
**Addressee:** House Committee on Appropriations  
**Status:** Action not yet initiated.

**Recommendation:** The Senate and House Committees on Appropriations should reduce the Navy's FY 1993 ammunition budget request by \$15.7 million.  
**Addressee:** Senate Committee on Appropriations  
**Status:** Action not yet initiated.

**Addressee:** House Committee on Appropriations  
**Status:** Action not yet initiated.

**Recommendation:** The Senate and House Committees on Appropriations should rescind \$10.6 million from the Navy's FY 1991 appropriation.  
**Addressee:** Senate Committee on Appropriations  
**Status:** Action not yet initiated.  
**Addressee:** House Committee on Appropriations  
**Status:** Action not yet initiated.

**Recommendation:** The Senate and House Committees on Appropriations should reduce the Air Force's FY 1993 ammunition budget request by \$26.5 million.  
**Addressee:** Senate Committee on Appropriations  
**Status:** Action not yet initiated.  
**Addressee:** House Committee on Appropriations

**Status:** Action not yet initiated.

**Recommendation:** The Senate and House Committees on Appropriations should rescind \$5.5 million from the Air Force's FY 1992 appropriation.  
**Addressee:** Senate Committee on Appropriations  
**Status:** Action not yet initiated.  
**Addressee:** House Committee on Appropriations  
**Status:** Action not yet initiated.

**Recommendation:** The Senate and House Committees on Appropriations should reduce the Marine Corps' FY 1993 ammunition budget request by \$21.7 million.  
**Addressee:** Senate Committee on Appropriations  
**Status:** Action not yet initiated.  
**Addressee:** House Committee on Appropriations  
**Status:** Action not yet initiated.

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# Command, Control, Communications, and Intelligence

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## Issue Area Summary

### Impact of GAO's Work

Command, control, communications, and intelligence (C3I) systems are a critically important element of our national security strategy. They provide decisionmaking support to the President, the Secretary of Defense, and military commanders. Present international relations require even greater assurance that these systems provide fast and reliable information that our leaders can use to make decisions that will affect the national and international security environment.

Because C3I systems are critical to national security, the Congress is continually interested in their cost, operational effectiveness, and management. To help the Congress carry out its oversight responsibilities, we provided information from our evaluations of the management, the acquisition, and the operations of electronic warfare systems, satellite communications networks, and battlefield command and control systems. Our recommendations have focused on two primary areas—production and proliferation.

We have played a major role in assisting the Congress and the Department of Defense (DOD) in their evaluations of C3I systems and have effected significant funding reductions in these systems. The Congress has used our work on numerous occasions during its deliberations on DOD's authorization and appropriations bills.

For example, we testified and reported on DOD's efforts to field the Airborne Self-Protection Jammer—an electronic system designed to jam/interfere with radars used to control enemy air defense weapons. We recommended that the Congress oppose further production contracts until DOD demonstrated that the system could successfully perform its mission. In response to our reviews of this system, the Congress significantly reduced its funding and imposed conditions on future production.

With the emergence of DOD as a major player in the war on drugs, we have expanded our reviews of its C3I systems to include evaluations of how well DOD uses these systems to support the drug law enforcement community. This work has been used extensively by the House Committee on Government Operations. The chairmen of the major authorizing and appropriating committees and the various special and select committees on drug issues have also requested our assistance. We have issued eight reports on this issue in the last 12 months and have made recommendations affecting the Defense Intelligence Agency (DIA), the Office of National Drug Control Policy (ONDCP), the drug law enforcement community, and the Director of the Central Intelligence Agency.

### Key Open Recommendations

Regarding production and proliferation of radar jammers, we recommended that until DOD established a joint jammer program, the Secretary of Defense establish controls over the services' jammer programs to achieve commonality whenever feasible. (GAO/NSIAD-92-83, see p. 57.)

Regarding DOD's support for the drug war, we recommended that the Director, ONDCP, in consultation with the Secretary of Defense, establish a schedule to complete the drug interdiction communication network. (GAO/NSIAD-92-29, see p. 53.) Additionally, the Secretary of Defense should direct DIA to develop guidance to produce the intelligence analysis and report expected from DOD organizations involved in the counternarcotics effort. (GAO/NSIAD-92-153, see p. 54.)

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Recommendations: Command,  
Control, Communications,  
and Intelligence**

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## Battlefield Automation: Army Needs to Reevaluate Air Defense Radar Acquisition Programs

NSIAD-91-91, 05/03/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO reviewed the Army's acquisition and concurrent development of: (1) the Forward Area Air Defense System, (FAADS), an off-the-shelf ground-based sensor (GBS) radar system; (2) multirole survivable radar (MRSR), an advanced radar technology for potential multiple uses; and (3) an interim lightweight radar for its mobile light divisions.

### Findings

GAO found that the Army: (1) under its FAADS GBS program, planned to acquire an off-the-shelf system to meet minimum air defense requirements and then modify the system to fully meet its requirements; (2) under its MRSR technology demonstration program, planned to develop advanced radar to meet the requirements of multiple

future air defense programs; (3) had similar production and fielding schedules for both programs; (4) did not compare FAADS GBS and MRSR costs and capabilities to determine whether one radar, or the merging of the technologies, could satisfy all of the requirements; (5) estimated that development costs for the two programs would total \$452 million; (6) projected that, while MRSR per-unit cost was higher than FAADS GBS unit cost, it would require fewer MRSR than FAADS GBS units; (7) planned to acquire the low-cost, lightweight interim system for its light divisions because of its 1990 retirement of the Forward Area Alerting Radar and the projected unavailability of FAADS GBS until 1997; (8) did not consider the lightweight radar adequate for high-intensity conflicts involving heavy divisions, but some officials believed that the lightweight radars

were more capable than the forward observers that heavy divisions used; and (9) could equip all heavy divisions with the lightweight radar for about \$39 million.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should, before entering FAADS GBS production of MRSR full-scale development, evaluate the cost-effectiveness of selecting one of those programs to meet both corps and division air defense requirements based on the demonstrations and evaluations of those systems scheduled to be completed by the end of fiscal year 1992. **Status:** Action not yet initiated. The evaluation recommended cannot be made until testing is completed.

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## Battlefield Automation: Army Tactical Command and Control System Development Problems

NSIAD-91-172, 07/31/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO reviewed weaknesses in the Army's efforts to develop segments of its Tactical Command and Control System, focusing on the: (1) All Source Analysis System; (2) Maneuver Control System;

and (3) Common Hardware and Software.

### Findings

GAO found that: (1) the Army plans to develop a limited All Source Analysis System with the minimum set of features that users need and add

features as it develops other versions; (2) the reduced Soviet threat and the availability of existing capabilities similar to the All Source Analysis System have eliminated the need for further procurement of the limited system; (3) although All Source Analysis System equipment can be used to help refine software and system

requirements, the Army's unapproved test plan calls for software that does not meet user requirements; (4) the Army spent \$155 million to acquire Maneuver Control System equipment that does not meet its requirements; (5) the Army is rushing the Maneuver Control System's development and acquisition process to make a production decision and acquire equipment at the end of fiscal year 1992, even though the revised test and evaluation master plan is not approved and the operational test criteria are not adequately defined; and (6) although the Army cited several reasons to justify acquiring larger, transportable Common

Hardware and Software computers and requiring many users that only need the less expensive, portable versions to buy the larger units, the disparity between the \$340 million increase in acquisition costs and the logistical and hardware savings, as well as other benefits, does not support the Army's position.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army to ensure that: (1) the Maneuver Control System's

requirements for the light divisions are defined; (2) a Maneuver Control System test plan is developed and approved for light divisions and updated and approved for heavy divisions; and (3) the new Maneuver Control System successfully completes an operational test that demonstrates its military effectiveness using the software version that is to be fielded.

**Status:** Action in process. Estimated completion date: 05/93. The program has been delayed due to software development problems. GAO will continue to monitor.

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## Drug Control: Communications Network Funding and Requirements Uncertain

NSIAD-92-29, 12/31/91 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request and a legislative requirement, GAO reviewed the Department of Defense's (DOD) efforts to integrate and coordinate U.S. command, control, communications, and technical intelligence assets used for drug interdiction into an effective communications network.

### Findings

GAO found that: (1) DOD has contributed significant technical and financial support toward the implementation of the National Telecommunications Master Plan for Drug Enforcement; (2) although DOD has contributed \$140 million to fund network equipment purchases, \$340 million worth of planned equipment remains to be purchased; (3) due to funding uncertainties, it is not clear when a network will be established; (4)

at the current annual funding rate of \$47 million, it will take until fiscal year 2000 to fund the remaining equipment; (5) the implementation plan does not include equipment requirements for a required satellite communications system, and the satellite system may duplicate some of the radio equipment requirements delineated in the implementation plan; (6) Anti-Drug Network (ADNET) users report improved interdiction communications and intelligence; and (7) DOD is making improvements that should improve ADNET intelligence exchange capability.

### Open Recommendations to Agencies

**Recommendation:** Because the planned satellite communications network may eliminate the need for some of the communications equipment currently

scheduled to be bought under the master plan, the Director, Office of National Drug Control Policy (ONDCP), should finalize satellite communications systems plans and requirements as soon as practicable.

**Status:** Action not yet initiated.

**Recommendation:** Because the planned satellite communications network may eliminate the need for some of the communications equipment currently scheduled to be bought under the master plan, the Director, ONDCP, should advise relevant agency heads to proceed with only the most critically needed high-frequency and other radio equipment acquisitions until the satellite plan is completed and potentially overlapping requirements are identified.

**Status:** Action not yet initiated.

**Recommendation:** To facilitate oversight of drug interdiction communications

network implementation and gauge its progress, GAO recommends that once master plan equipment requirements are fully resolved, the Director, ONDCP, should, in consultation with the Secretary of Defense and other relevant agency heads, establish a time goal and funding schedules for completing the

network and obtain firm commitments from the agency heads to meet them. **Status:** Action not yet initiated by ONDCP.

**Recommendation:** In the annual National Drug Control Policy reports to Congress, the Director, ONDCP, should

detail the funding and acquisition schedules required for completing the network and the progress made toward achieving them.

**Status:** Action not yet initiated.

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## Drug Control: Inadequate Guidance Results in Duplicate Intelligence Production Efforts

NSIAD-92-153, 04/14/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request and a legislative requirement, GAO: (1) reviewed Department of Defense (DOD) efforts to increase the availability and usefulness of drug-related intelligence to law enforcement agencies; (2) identified duplicate reporting and analysis efforts among various counternarcotics organizations; (3) described the roles of the Office of National Drug Control Policy (ONDCP) and the Director of Central Intelligence's Counternarcotics Center in coordinating counternarcotics activities; and (4) reviewed overall authority for directing intelligence collection, analysis, and reporting by counternarcotics organizations.

### Findings

GAO found that: (1) DOD has contributed significantly to drug intelligence collection capabilities and has increased the overall understanding within the U.S. counternarcotics community of the nature and scope of drug producing and trafficking organizations; (2) although the volume of drug-related intelligence being collected has increased, no single individual or organization is directing the collection,

analysis, and reporting of counternarcotics intelligence by both DOD and law enforcement agencies; (3) the Director, ONDCP, establishes priorities for intelligence functions, but does not have the authority to direct agency intelligence activities; (4) the Central Intelligence Agency established the Counternarcotics Center to coordinate activities of the counternarcotics intelligence community; (5) neither the Counternarcotics Center nor DOD has issued adequate guidance on the relative priority of collecting, analyzing, and reporting information on major drug trafficking and producing organizations and detecting and monitoring individual drug shipments; and (6) DOD collection efforts do not appear to unnecessarily duplicate those of law enforcement agencies, but the lack of overall guidance has resulted in duplication within and among DOD and law enforcement organizations in the critical production that follows intelligence collection.

### Open Recommendations to Congress

**Recommendation:** Congress may wish to consider directing the Counternarcotics Center, through the Director of Central Intelligence, to develop overall guidance for analyzing and reporting counternarcotics intelligence. This guidance should be consistent with the Center's management and coordination responsibilities as specified in its January 1990 Intelligence Community Counternarcotics Strategy. Further, in developing this guidance, the Counternarcotics Center should obtain input from all members of the counternarcotics intelligence community, as well as from the Office of National Drug Control Policy. **Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** To coordinate counternarcotics intelligence efforts and reduce duplication in the intelligence analysis and reporting phase within the defense community, the Secretary of Defense should direct the Defense Intelligence Agency (DIA) to finalize its



counternarcotics baseline architecture and intelligence collection strategy.  
**Status:** Action not yet initiated.

**Recommendation:** To coordinate counternarcotics intelligence efforts and reduce duplication in the intelligence analysis and reporting phase within the defense community, the Secretary of Defense should direct DIA to pursue

final agreements from both DOD and law enforcement organizations on responsibilities for providing drug-related data to ensure the April 1992 operation target is met for EMERALD, the drug-related data base.  
**Status:** Action not yet initiated.

**Recommendation:** To coordinate counternarcotics intelligence efforts and

reduce duplication in the intelligence analysis and reporting phase within the defense community, the Secretary of Defense should direct DIA to develop production guidance detailing the intelligence analysis and reporting expected from individual DOD organizations involved in the counternarcotics effort.  
**Status:** Action not yet initiated.

## Drug Control: Oversight Needed to Prevent Acquisition of Unnecessary Equipment

NSIAD-92-260, 07/30/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO reviewed the procurement and modification of aircraft and other equipment used for drug detection and monitoring, focusing on: (1) whether equipment acquisitions met the Department of Defense's (DOD), the U.S. Customs Service's, and the U.S. Coast Guard's legitimate requirements; and (2) whether the agencies coordinated their acquisitions.

### Findings

GAO found that: (1) each agency determines its own needs and acquisition plans for drug detection and monitoring equipment; (2) no agency routinely oversees or coordinates acquisitions to ensure that acquisitions are justified and nonduplicative; (3) the National Guard and the Coast Guard both acquired aircraft for which they had no valid requirements; (4) the Office of National Drug Control Policy (ONDCP) presently reviews and certifies each agency's

annual budget request, thus verifying that planned programs meet requirements of the National Drug Control Strategy; and (5) ONDCP already coordinates the agencies' operations through interagency coordinating committees and the National Counter-drug Planning Process.

### Open Recommendations to Agencies

**Recommendation:** To prevent counterdrug funds from being spent unnecessarily on acquisition of detection and monitoring equipment, the Director, ONDCP, should certify that: (1) budget requests to acquire detection and monitoring equipment are based on valid requirements derived from the national drug-threat assessment; and (2) the requirements cannot be met with existing or planned resources in the federal inventory. This certification process should employ, to the extent practicable, the coordination mechanisms already in place via various interagency committees.

**Status:** Action not yet initiated.

**Recommendation:** The DOD Coordinator for Drug Enforcement Policy and Support should disapprove all future requests for counterdrug funds for the UC-26C program unless a valid counterdrug requirement for the aircraft is established and the Coordinator's office verifies that the requirement cannot be met with existing or planned assets of either DOD or another interdiction agency.  
**Status:** Action not yet initiated.

**Recommendation:** The Chief of the National Guard Bureau and the Commandant of the Coast Guard should declare, respectively, the UC-26C and the EC-130V aircraft excess unless a validated requirement is established.  
**Addressee:** Department of the Army: National Guard Bureau  
**Status:** Action not yet initiated.  
**Addressee:** United States Coast Guard  
**Status:** Action not yet initiated.

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## Electronic Warfare: Established Criteria Not Met for Airborne Self-Protection Jammer Production

NSIAD-92-103, 03/23/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO evaluated the Department of Defense's (DOD) compliance with its commitment not to allow further procurement of the Navy's Airborne Self-Protection Jammer (ASPJ) if ASPJ did not meet the established reliability growth criterion.

### Findings

GAO found that: (1) the Defense Acquisition Board approved the ASPJ reliability growth criterion in November 1990; (2) after system failures began to occur during reliability growth testing, the Navy changed the criterion to exclude system failures attributable to software errors; (3) despite software-

induced failures, other tests conducted outside of the reliability growth test program, including developmental flight tests and contractor tests using modified software, provided reasonable assurance that the software problems had been corrected; (4) if such failures had been included, ASPJ would have failed the test by a large margin, since the purpose of the flight test was not to evaluate software under reliability growth test conditions, but to evaluate other aspects of ASPJ performance; (5) by excluding the 43 built-in test failures attributed to software, the Navy circumvented DOD testing standards and failed to recognize the adverse impacts of software problems experienced with other electronic warfare systems similar to ASPJ; (6) additional reliability growth testing conducted after the Defense

Acquisition Board allowed the program to proceed showed that 21 of the 43 failures that occurred during the first phase of reliability growth testing recurred during the second phase; and (7) later tests also revealed additional software-induced failures not detected during the first phase.

### Open Recommendations to Congress

**Recommendation:** Because of the continued poor performance of ASPJ, Congress may wish to oppose further production contracts until operational tests, scheduled for completion in fiscal year 1992, have demonstrated that ASPJ will successfully perform its mission. **Status:** Action not yet initiated.

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## Electronic Warfare: Faulty Test Equipment Impairs Readiness of Army Helicopters

NSIAD-92-128, 04/17/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO evaluated the adequacy of test equipment used by the Army to maintain electronic warfare systems.

### Findings

GAO found that: (1) inadequate test equipment impairs the Army's ability to conduct and sustain air combat with

operable electronic warfare systems; (2) inadequate test equipment often inaccurately indicates the combat readiness of the systems and does not enable the timely diagnosis and repair of system malfunctions; and (3) the Army failed to demonstrate the test equipment's adequacy in realistic operational testing before producing and deploying electronic warfare systems.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should ensure that the Army deploys proven test equipment with electronic warfare systems so that they can be effectively maintained. In implementing this recommendation, the Secretary should require that controls be established over the Army's electronic

warfare system operational test programs to ensure that tests are valid

demonstrations of system test equipment performance.

Status: Action not yet initiated.

## Electronic Warfare: Radar Jammer Proliferation Continues

NSIAD-92-83, 02/28/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO reviewed whether Navy and Air Force radar jammer programs were consistent with the congressional goal of reducing electronic warfare system proliferation.

### Findings

GAO found that: (1) rather than promoting the use of a common jammer, the Navy and Air Force spent approximately \$9 billion to use, procure, or upgrade 12 different self-protection jammers and 2 separate mission support jammers to protect tactical aircraft against common threats; (2) the Air Force has procured different jammer systems to protect the same aircraft; (3) although the Department of Defense (DOD) planned to save an estimated \$1.2 billion by designating the Airborne Self-Protection Jammer as the common jammer for both Air Force and Navy aircraft, DOD did not realize that goal, since the Air Force withdrew from the program, citing poor test results, congressional restrictions on full-rate production, and high program costs; (4) the Air Force and Navy are spending \$726 million and \$1.3 billion, respectively, to separately upgrade various components of the ALQ-99 mission support jammer; (5) ineffective DOD oversight of Air Force and Navy jammer upgrade programs has resulted in jammer proliferation; and (6) although DOD has developed a congressionally mandated electronic warfare master

plan, the plan cannot be used to achieve commonality among jammers, since it only lists systems that the services plan to acquire or upgrade, and lacks commonality provisions.

### Open Recommendations to Congress

**Recommendation:** Despite long-standing congressional committee emphasis and more recent legislation aimed at promoting commonality, none has been achieved. The potential for commonality that existed in the mid-1980s has since deteriorated. Thus Congress may wish to consider restricting or denying funds to procure new systems or upgrade existing jammers until DOD has done an acceptable analysis consistent with the GAO recommendation to the Secretary of Defense and then fund only those programs that are consistent with the analysis.

Status: Action not yet initiated.

**Recommendation:** Despite long-standing congressional committee emphasis and more recent legislation aimed at promoting commonality, none has been achieved. The potential for commonality that existed in the mid-1980s has since deteriorated. Thus Congress may wish to consider requiring DOD to establish a joint jammer program office and centrally control all jammer funding to promote commonality.

Status: Action not yet initiated.

**Recommendation:** Congress should also recognize that the scope of GAO work excluded any jammers that could be under development for future generation aircraft, such as the Advanced Tactical Fighter. Thus, Congress may wish to consider monitoring those programs to ensure that they do not lead to further jammer proliferation.

Status: Action not yet initiated.

**Congressional Action:** It is not known whether Congress will adopt the fiscal year 1993 Senate Armed Services Committee (SASC) recommendations for: (1) denying funds to upgrade the EF-111 jamming suite; or (2) establishing the Navy's EA-6B as the jamming aircraft for future joint missions.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should require the Air Force and the Navy to merge the separate ALQ-99 upgrade programs into one program to improve commonality.

Status: Action not yet initiated. It is not known what action DOD and the Air Force will take in response to the SASC direction that DOD upgrade the Navy aircraft.

**Recommendation:** After the best jammer is selected, the Secretary of Defense should restructure the electronic warfare master plan to prescribe guidance, including timetables, for installing the jammer on the

maximum practical number of Air Force and Navy aircraft. This approach should minimize upgrading of the numerous existing jammers.

**Status:** Action in process. DOD has contracted with the Mitre Corporation to

design improvements to the electronic warfare master plan.

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## Intelligence Programs: New RC-135 Aircraft Engines Can Reduce Cost and Improve Performance

NSIAD-92-305, 08/25/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO provided information on the Department of Defense's replacement of engines on its RC-135 aircraft, focusing on: (1) the estimated cost; (2) the projected savings in future operations and maintenance; and (3) the operational benefits.

### Findings

GAO found that: (1) as of May 1992, the Air Force estimated that the cost for replacing the RC-135 aircraft's engines

would be about \$631 million, plus an additional \$24 million to \$40 million for spares; (2) the Air Force has allocated \$445.5 million through fiscal year 1997 to replace engines on 15 aircraft, and the Defense Intelligence Agency has designated engine replacement funds for its three aircraft, but these funds are subject to reallocation; (3) the replacement of engines for the remaining three aircraft is presently unfunded; (4) the potential savings from replacing the engines are \$1.5 billion through 2020; and (5) the new engines could improve operational performance,

such as increased engine reliability, increased safety in marginal take-off and landing conditions, increased operating altitudes, and decreased pollution.

### Open Recommendations to Congress

**Recommendation:** Congress may wish to consider directing the Secretary of Defense to ensure adequate funding to complete the RC-135 engine replacement program.

**Status:** Action not yet initiated.

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## Military Satellite Communications: Milstar Program Issues and Cost-Saving Opportunities

NSIAD-92-121, 06/26/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

GAO provided information on the multiservice Milstar communication satellite program, focusing on: (1) satellite issues needing resolution; (2) terminal cost-saving opportunities; (3) terminal program risks and production issues; and (4) annual program reports to the Congress.

### Findings

GAO found that: (1) the Department of Defense's (DOD) plan to restructure the Milstar satellite program was not the most effective alternative to meet current defense communication requirements; (2) the benefits of procuring Army Single Channel Objective Tactical Terminals (SCOTT) are questionable, and DOD may be able

to substitute lower cost small, mobile, anti-jam, tactical terminals (SMART-T) for any remaining Milstar requirements; (3) DOD must resolve three issues regarding further development of the Milstar program involving sufficient capacity, assured connectivity, and special antennas capable of neutralizing the effects of electronic jammers; (4) DOD could save \$441 million by

cancelling SCOTT and selecting one contractor to finish producing Air Force terminals; (5) the Navy Milstar terminal program is in low rate initial production and is experiencing continuing reliability problems; (6) Navy Milstar procurement costs could rise due to the Navy's minimum contract obligations; and (7) since Milstar is no longer highly classified, DOD should submit Milstar selected acquisition reports to Congress.

### Open Recommendations to Congress

**Recommendation:** In view of apparent DOD reluctance to reconsider the restructured Milstar plan, the House and Senate Committees on Armed Services may wish to review the new evidence and direct DOD to perform a cost and operational effectiveness analysis, or justify its intended course of action, before providing additional Milstar funds.

**Addressee:** House Committee on Armed Services

**Status:** Action not yet initiated.

**Addressee:** Senate Committee on Armed Services

**Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should consider cancelling plans to procure Army SCOTT, based on: (1) the questionable need; (2) the likely higher unit costs associated with the anticipated low production quantities; and (3) the possibility that less costly SMART-T could be used as a substitute. **Status:** Action not yet initiated.

**Recommendation:** Before DOD begins a major investment in modifying the Milstar satellite and developing new medium data rate terminals, the Secretary of Defense should ensure that: (1) a cost and operational effectiveness analysis is performed to determine whether Milstar is the best alternative for satisfying tactical satellite communication requirements; and (2) the issues associated with sufficient satellite capacity, assured satellite connectivity (access and orbit), and a capability for adequate communications in an electronic jamming environment are formally resolved if Milstar is determined to be the best alternative. **Status:** Action not yet initiated.

**Recommendation:** Considering the relatively low risk, the Secretary of the Air Force should give primary

consideration to achieving cost savings by selecting one contractor to finish producing the necessary command post terminals.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should ensure that separate criteria are established for critical results that must be attained by the Air Force prior to entering low-cost terminal engineering and manufacturing development and prior to entering low-cost terminal production. **Status:** Action not yet initiated.

**Recommendation:** Before approving additional production of Navy Milstar terminals, the Secretary of Defense should: (1) assess the results of the Navy's operational testing, particularly reliability, planned for completion in August 1992; and (2) determine the optimum annual full production quantities the Navy should procure under the existing production contract. **Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should begin submitting comprehensive annual selected acquisition reports to Congress on the total Milstar program, as required by 10 U.S.C. 2432. **Status:** Action not yet initiated.

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## Unmanned Aerial Vehicles: More Testing Needed Before Production of Short-Range System

NSIAD-92-311, 09/04/92 GAO Contact: Louis J. Rodrigues, (202)275-4841

### Background

Pursuant to a congressional request, GAO reviewed the Short-Range Unmanned Aerial Vehicle (UAV) program to determine whether: (1) it

represents a valid joint-service effort that will minimize duplication among UAV programs; and (2) test results justify the imminent commitment to system production.

### Findings

GAO found that: (1) the UAV Joint Project Office plans to exercise two system production options before operational testing; (2) limited user

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testing did not address critical performance issues; (3) limited user testing was not performed in a realistic environment; and (4) operational test agencies that conducted the test could not fully evaluate most of the test results.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should require that limited production be deferred until realistic operational testing provides reasonable

assurance that the system will perform satisfactorily.

**Status:** Action not yet initiated.

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# Defense Force Management

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## Issue Area Summary

### Impact of GAO's Work

Collectively, the Department of Defense's (DOD) organization, units, and personnel constitute the "Total Force," which consists of more than 5.5 million civilian and military (both Active and Reserve) personnel and costs over \$135 billion annually. Our objective is to seek alternative ways to manage this sizable force more efficiently, effectively, and economically.

Our recent work has focused on four major lines of effort—(1) manpower affordability (identifying ways defense forces can be made less costly and more affordable); (2) DOD reorganization (evaluating the implementation and the implications of the Goldwater-Nichols DOD Reorganization Act of 1986); (3) DOD human resources (identifying ways for DOD to deal effectively and fairly with its human resources during downsizing and restructuring); and (4) recruiting, training, and retention (developing ways and options to address new challenges in these defense programs).

Several of our products have generated significant changes without our making specific recommendations. For example, our report on training preparations for Desert Storm ground operations was a capstone product in terms of rounding off a body of work we had completed in recent years on the Army's desire for more training land. The report's conclusions convinced the Army that it did not need additional home station training land. Accordingly, expansion plans for one installation were canceled—saving over \$100 million. Our reports and testimonies on civilian force reduction issues have caused DOD and the services to more closely examine the need to "shape" its civilian work force during this period of downsizing. As a result, proposals have been made for incentives to help achieve force reductions and minimize skill imbalances and other adverse effects of force reductions.

Our review of the cost and operations of the service academy preparatory schools found the need for increased DOD oversight and we recommended improvements. In response, DOD developed a specific mission statement for the preparatory schools, contracted with the American Council on Education to evaluate the preparatory school programs and faculties, and developed an instruction that standardizes preparatory school cost reporting and requires an annual cost-effectiveness assessment.

In addition, our efforts to examine issues concerning women in the military continue because of the considerable congressional interest about the combat exclusion of women and because of how the services define and implement combat assignments. We briefed the Presidential Commission on the Assignment of Women in the Armed Forces on our work involving the treatment of women at three DOD service academies and the deployment of both men and women to the Persian Gulf.

**Key Open Recommendations**

In July 1991, we issued a report identifying the cost of producing officers in each of the three academies, assessing their effectiveness in producing high-quality career officers, and evaluating the effectiveness of oversight of academy management and operations. We recommended that DOD provide guidance for uniform cost reporting, improve assessment of officer accession program effectiveness, and evaluate ways of improving external oversight of academy operations. DOD concurred in most of our findings and recommendations and is addressing the problems. (GAO/NSIAD-91-79, see p. 67.)

In 1991, we reported that the Air Force had revised its accession procedures to allow all applicants to compete for any enlisted opening (except those closed to women by combat exclusion provisions) as required by the National Defense Authorization Act for Fiscal Year 1989. However, certain Air Force entry screening procedures used before competition for specific jobs appeared to be gender-biased and eliminated women at higher rates than men. We recommended that these screening procedures be made gender neutral. The Air Force has indicated that action will be taken. (GAO/NSIAD-91-199, see p. 71.)

**Products With Open Recommendations: Defense Force Management**

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# Army Training: Various Factors Create Uncertainty About Need for More Land

NSIAD-91-103, 04/22/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO reviewed the Army's training land acquisition plans and procedures, focusing on: (1) existing maneuver training deficiencies, and the extent to which land shortfalls caused them; (2) how land shortages affected training and readiness; (3) the effects of the Army's future training plans on land needs; (4) whether the Army could develop a training land requirement standard; and (5) whether combat training centers could compensate for limited home-station land.

## Findings

GAO found that a number of factors created uncertainty regarding the Army's need for more training land, including: (1) training deficiencies for which the lack of land did not appear to be the principal cause; (2) the need for a greater focus on less land-intensive small-unit training; (3) resource constraints that often limited the amount and scope of training at existing installations; (4) commanders' assessments indicating that most maneuver units were highly trained and

ready to perform their missions; (5) the Army's stated plan to place greater reliance on computer simulations; and (6) impending force reductions. GAO also found that: (1) such subjective factors made it difficult to establish a practical uniform standard for specifying training land needs; and (2) the Army's combat training centers provided an important complement to home-station training and helped to offset home-station training limitations.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should develop a comprehensive, integrated training strategy that addresses the key factors affecting training and land use. Such a strategy should: (1) outline the Army's approach to addressing the recurring training problems identified at the combat training centers and recognize the need for greater emphasis on small-unit training; (2) outline the Army's plans for addressing various other constraints, including funding priorities and personnel turnover, that are apt to restrict training and the use of land; and

(3) define the relationship of training land to long-range plans for greater reliance on training devices, including computer simulations.

**Status:** Action in process. Estimated completion date: 02/93. A revised Army Training Circular, "Training Land," was distributed in September 1991. A Combined Arms Training Strategy has been approved, but the evolution of proponent strategies has not progressed to the point of developing a comprehensive list of resources required for training. A final comprehensive training land acquisition strategy is expected by February 1993.

**Recommendation:** The Secretary of the Army should base requests for additional training land on the completed training strategy.

**Status:** Action in process. An interim strategy for land acquisition is being developed that considers current unit training strategies for active and reserve component units and those strategies developing in the Combined Army Training Strategy. An interim land acquisition strategy will be included in the training resource model to be completed by February 1993.

# Defense Relocation Assistance: Service Information Systems Operating, but Not Yet Interactive

NSIAD-92-186, 06/05/92 GAO Contact: Paul L. Jones, (202)275-3990

## Background

Pursuant to a legislative requirement, GAO reviewed the Department of Defense's (DOD) progress in establishing an interactive computer information system for providing relocation assistance to help military service members and their families undergo permanent change-of-station moves.

## Findings

GAO found that: (1) in fiscal year 1990, DOD approved a software package developed by the Army as the baseline software package for the services' relocation assistance program; (2) the Army has incorporated the software package, called the Relocation Automated Information System, into an existing Army-wide base-level computerized personnel information system, although those upgrades will not make applications compatible with other services' systems; (3) although the Navy and Marine Corps adopted and used the 27 categories of information identified by the Army, they decided not to use the Army's software package because

supporting it would be too costly; (4) as an alternative, the Marine Corps translated the programming logic developed by the Army into a Navy and Marine Corps standard application at an estimated cost of \$150,000; (5) the Air Force has not adopted either of the software packages and is waiting until DOD decides on an interactive system for all the services; and (6) in January 1992, DOD issued a \$58,000 contract to analyze relocation assistance program automation and explore various ways to comply with the congressional mandates, but DOD has not estimated the cost or time frame for developing and fielding an interactive system.

## Open Recommendations to Agencies

**Recommendation:** In order to prevent further delay in the full implementation of the automated portion of the relocation assistance program, as required by the law, the Secretary of Defense should, upon receipt of the contractor's report, decide promptly on how best to provide an automated

information system that has the capability for each relocation program to interact with all other relocation programs.

**Status:** Action in process. Estimated completion date: 09/93. DOD has received the initial economic analysis from the contractor and, based on the methodology developed, expects to have access to cross-service data by the end of fiscal year 1993.

**Recommendation:** In order to prevent further delay in the full implementation of the automated portion of the relocation assistance program, as required by the law, the Secretary of Defense should require the services to implement the automated system developed as a result of that decision and stop other duplicative systems.

**Status:** Action in process. Estimated completion date: 09/93. DOD agreed to stop further development of individual service systems but will continue to provide relocation assistance through existing systems until the DOD-wide system is in place.

## Defense Reorganization: Roles of Joint Military Organizations in Resource Allocations

NSIAD-90-76, 06/21/90 GAO Contact: Paul L. Jones, (202)275-3990

### Background

Pursuant to a congressional request, GAO examined the implementation of resource allocation provisions of the Department of Defense (DOD) Reorganization Act.

### Findings

GAO found that: (1) DOD has increased the combatant commander's influence in the resource allocation process; (2) the joint strategic planning system enables the Chairman to advise the Secretary of Defense on military deficiencies identified by combatant commanders; (3) DOD has not updated its directive and instruction on the planning, programming, and budgeting system; (4)

DOD did not submit a separate budget for the combatant commanders' activities because it believed the commanders had adequate influence in the resource allocation process; (5) DOD also believed that it was not specifically required to submit a separate budget; (6) combatant commanders opposed the idea of a separate budget proposal for their activities; and (7) DOD has set aside \$50 million for combatant commanders.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should update the DOD directive and instruction on the planning, programming, and budgeting system to reflect existing practices.

**Status:** Action in process. DOD is in the process of updating the DOD directive. Responsibility for the revision was transferred to the Comptroller, DOD. The Comptroller's first coordination was completed in August 1991 and issuance is expected during the winter of 1992-1993.

**Recommendation:** The Chairman, Joint Chiefs of Staff (JCS), should then update his guidance to correspond to the Secretary of Defense's guidance and current practices.

**Status:** Action in process. JCS guidance was updated to correspond to current practices and will be further updated once DOD policy guidance is updated.

## DOD Budget: Budget Impact of Proposed Reduced Retirement Fund Payments

NSIAD-92-80, 06/05/92 GAO Contact: Paul L. Jones, (202)275-3990

### Background

Pursuant to a congressional request, GAO provided information on the Future Years Defense Program (FYDP), focusing on a DOD proposal to decrease its contributions to the Military Retirement Fund by \$11 billion annually.

### Findings

GAO found that: (1) in February 1991, DOD proposed to change the method for calculating its annual payments to the retirement fund, which would reduce its submissions by \$10.7 billion annually for fiscal years 1994 through 1997; (2) subsequently, DOD decided not to enact this change, which generally lacked merit; (3) the second DOD proposal was to reduce payments to the retirement

fund based on anticipated assumption changes for long-term interest rates and salaries, which would reduce its January 1992 FYDP submissions by \$11 billion, but the actuarial estimate changes have yet to be approved by the Military Retirement Board of Actuaries; (4) the President's 1993 budget proposed a \$82.78-billion reduction in defense spending, which would include the \$11 billion in reduced payments to the Military Retirement Fund; (5) the DOD

proposal to reduce retirement fund payments would not reduce total federal spending because the reduced payments would require offsetting increases in Treasury payments to the unfunded liability account; (6) adjustments in DOD retirement fund payment calculations account for a significant part of total reductions in the defense budget; and (7) retirement fund reductions resulting from actuarial assumption changes cannot be considered as reductions in

defense programs or in long-term federal retirement obligations.

### Open Recommendations to Congress

**Recommendation:** Congress, in its budget deliberations, should consider that: (1) changes in the DOD retirement fund payment calculations account for a significant part of defense budget reductions; (2) retirement fund

reductions caused by actuarial assumption changes do not represent reductions in defense programs or in long-term federal retirement obligations; and (3) actuarial estimates used in DOD FYDP have not been approved and will not be considered by the Military Retirement Board of Actuaries until July 1992.

**Status:** Action not yet initiated.

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## DOD Service Academies: Improved Cost and Performance Monitoring Needed

NSIAD-91-79, 07/16/91 GAO Contact: Paul L. Jones, (202)275-3990

### Background

Pursuant to a congressional request, GAO reviewed the management and the operations of three Department of Defense (DOD) service academies, focusing on the: (1) academies' cost-reporting systems; (2) academic programs; (3) assignment, performance, and retention of academy graduates; and (4) effectiveness of external oversight.

### Findings

GAO found that: (1) in fiscal year (FY) 1989, the reported costs per graduate were \$228,500 at the Military Academy, \$153,200 at the Naval Academy, and \$225,500 at the Air Force Academy, and were 3 to 4 times more expensive than the average cost per graduate from the Reserve Officer Training Corps scholarship program and 8 to 15 times more expensive than an Officer

Candidate School or Officer Training School graduate; (2) since no uniform guidance existed regarding academy cost-reporting, academies' financial reports were erroneous and did not include all relevant costs, resulting in an understatement of costs by a total of about \$37 million for FY 1989; (3) many military instructors at the academies lacked the academic credentials and the teaching experience of their civilian counterparts at comparable institutions; (4) the military status of instructors made them subject to duty rotation, contributing to continuous faculty turnover and an annual influx of inexperienced teachers; (5) the considerable time demands of military and physical training left students with inadequate time to pursue academic excellence; (6) although academy graduates tend to stay in the service longer and progress at a faster rate than other officers, less than half of the

academy graduates stayed in the service for a full career, and were represented in disproportionate numbers at flag rank; and (7) DOD and the services lack an effective system for overseeing academy management and operations.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the services to develop the means to assess the effectiveness of the academies' programs. Program effectiveness measures would also be applicable to the other officer commissioning programs.

**Status:** Action in process. Estimated completion date: 09/93. DOD has awarded a contract to develop and validate an instrument to measure officer career performance. Results are expected by the end of fiscal year 1993.

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## Household Goods: Competition Among Commercial Movers Serving DOD Can Be Improved

NSIAD-90-50, 02/12/90 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

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### Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) methods for procuring commercial household goods shipping and storage services for transferred personnel, focusing on how DOD: (1) solicited rates from moving companies and selected contractors; and (2) managed temporary storage required in conjunction with shipments of personal effects.

### Findings

GAO found that: (1) carriers had no incentive to try to keep their bids low during the first phase of the DOD two-step procurement process, which allowed them to lower their bids during the second step; (2) carriers that bid low during the first step received no greater reward than carriers that initially bid high and then revised their bids during

the second step; (3) the DOD procurement process for international moves and the General Services Administration's procurement process for civilian moves successfully kept carriers' bids lower by using a single-step bidding system under which carriers bid against a carrier-adjusted baseline; (4) the Military Traffic Management Command (MTMC) estimated that DOD spent about \$114 million during fiscal year 1988 to temporarily store household goods and unaccompanied baggage for transferred personnel; (5) neither MTMC nor DOD compiled data about the actual costs, amount, or duration of such storage-in-transit; (6) the military services stored shipments in transit due to housing availability delays, shipping and receiving activities' difficulty in arranging for delivery, and shipments arriving before transferred personnel; (7) DOD did not penalize carriers who delivered shipments early; and (8)

improved coordination and communication between shipping and receiving activities, members, and carriers could increase the use of storage at origin, which was generally less costly than storage-in-transit.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Commander, MTMC, to replace or modify the current two-phase bidding process so that all carriers have incentive to initially bid the lowest possible rates and the lowest bidder is rewarded for offering the lowest rate.

**Status:** Action in process. Estimated completion date: 05/93. MTMC has announced a test of a new bidding system (see Federal Register, June 29, 1992). DOD hopes to have the test initiated by May 1993.

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## Operation Desert Storm: War Highlights Need to Address Problem of Nondeployable Personnel

NSIAD-92-208, 08/31/92 GAO Contact: Paul L. Jones, (202)275-3990

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### Background

Pursuant to a congressional request, GAO examined the issue of nondeployable military personnel for Operations Desert Shield and Desert Storm, focusing on: (1) the extent of nondeployable personnel; (2) the factors

contributing to nondeployability; and (3) systemic weaknesses that could impair future readiness and deployability.

### Findings

GAO found that: (1) it could not determine the extent of nondeployable personnel because of insufficient data; (2) available data indicated such causes of nondeployability as incomplete

training, varying medical conditions, and personal problems; (3) the Department of Defense (DOD) stated that nondeployable personnel were not a serious problem because the services were able to replace them with other personnel; and (4) available data suggest that systemic weaknesses exacerbated nondeployability problems in the peacetime screening of active and reserve personnel.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should provide additional policy guidance and emphasis as needed to require the services to identify the magnitude of temporary and permanent nondeployable personnel in both active and reserve forces.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should strengthen the Status of Resources and Training System reporting system to require the services to more fully reflect the impact of temporary and long-term nondeployable personnel, both active and reserve, in their reports.  
**Status:** Action not yet initiated.

## Overseas Allowances: Improvements Needed in Administration

NSIAD-90-46, 02/12/90 GAO Contact: Paul L. Jones, (202)275-3990

### Background

Pursuant to a legislative requirement, GAO assessed the adequacy of military overseas housing allowances and the timeliness of cost-of-living adjustments to allowances.

### Findings

GAO found that: (1) a lack of internal controls resulted in inaccurate and incomplete data to support allowance rates; (2) the rental allowance was adequate, since it was based on actual rent paid; (3) the non-rent portion of the allowance was based on inaccurate computations for utility, maintenance, and moving expenses; (4) the Department of Defense (DOD) Per Diem, Travel, and Transportation Allowance Committee did not always follow its policy for adjusting cost-of-living and housing allowances when required; and (5) the Committee did not timely collect and use cost-of-living and housing survey data.

### Open Recommendations to Agencies

**Recommendation:** To strengthen controls over the current data collection and analysis processes, the Secretary of Defense should require the Per Diem Committee to modernize and automate the cost-of-living adjustments analysis process to include standard statistical testing and documenting criteria used in decisionmaking.

**Status:** Action in process. The availability of funds will determine the pace of progress of implementation. The Per Diem Committee has implemented portions of the recommendation under its control. Using standard statistical testing will require additional funds.

**Recommendation:** The Secretary of Defense should direct the Per Diem Committee to submit a report prior to establishing a reimbursement methodology for moving-in expenses that would address the resale value of items included in the allowance, and the

definition of what constitutes a reasonable expense.

**Status:** Action in process. The definition of reasonable expense was established. The resale survey results are expected during fiscal year (FY) 1992. Operation Desert Storm caused a delay in collecting survey results.

**Recommendation:** The Secretary of Defense should direct the Per Diem Committee to develop and document uniform policies and guidance, based on standard statistical methods, to ensure that surveys are accurate, complete, and representative.

**Status:** Action in process. DOD is developing a test methodology to ensure statistically accurate, complete, and representative surveys.

**Recommendation:** The Secretary of Defense should direct the Chairman of the Per Diem Committee to evaluate the cost-effectiveness of automating the

system for collecting and analyzing living patterns and retail prices and to automate the system if appropriate.

**Status:** Action in process. DOD is assessing various alternatives for collecting and processing retail prices.

Automation depends on the availability of funds, but in the interim, a LOTUS program is being used.

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## Stars and Stripes: Inherent Conflicts Lead to Allegations of Military Censorship

NSIAD-89-60, 12/14/88 GAO Contact: Paul L. Jones, (202)275-3990

### Background

Pursuant to a legislative requirement, GAO investigated allegations of censorship, news management, and command influence at the Stars and Stripes newspapers.

### Findings

GAO found that: (1) institutional and cultural differences between the military and media made it difficult for the papers to simultaneously accomplish their missions to provide accurate, uncensored news and their military mission to provide mission-oriented material; (2) although the Department of Defense (DOD) revised its publications policy in 1984 in order to help prevent censorship, the revision actually permitted greater military influence by establishing an advisory board for each paper to be chaired by the appropriate unified command's public affairs officer, and by prohibiting investigative reporting; (3) according to a panel formed by the Society of Professional Journalists, evidence of censorship and

inappropriate news management was conclusive at the Pacific Stars and Stripes, but inconclusive at the European Stars and Stripes; (4) allegations at the Pacific paper concerned attempts by military officials to influence reporting on subjects sensitive to host countries, attempts to influence Stars and Stripes personnel actions, and military unresponsiveness to reporters' inquiries; (5) most of the allegations in Europe involved external influence by commanders and their public affairs officers, who caused stories to be withheld or delayed, or were unresponsive; and (6) although 47 percent of the wire services' stories on DOD were negative, only 35 percent of the wire services' DOD stories published in the European paper were negative, and only 27 percent were negative in the Pacific paper.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct that guidance be

issued stating that: (1) Stars and Stripes shall have a civilian Editor-in-Chief whose term of office shall be fixed for a period of 3 to 5 years; (2) Stars and Stripes shall have editorial and news policy provisions that emphasize subjects of interest to the readership; (3) military officers shall not interfere with or attempt to influence news content; (4) investigative reporting is allowed; and (5) content analyses, similar to the one GAO performed, shall be done on a periodic basis to ensure that U.S. troops in the two different parts of the world are exposed to approximately the same news from back home. Also, the new guidance should either abolish the advisory board or change its mission to help Stars and Stripes to report on news of interest to the readership.

**Status:** Action in process. Instruction 5120.4 is being replaced by a new DOD directive, which should be published in the winter of 1992-1993. Informal coordination is complete. DOD briefed the Joint Committee on Printing in July 1992 and is in the final formal coordination segment of the process.



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## Women in the Military: Air Force Revises Job Availability but Entry Screening Needs Review

NSIAD-91-199, 08/30/91 GAO Contact: Paul L. Jones, (202)275-3990

### Background

Pursuant to a congressional request, GAO assessed whether the Air Force enlisted accession program was gender-neutral.

### Findings

GAO found that: (1) the Air Force replaced separate male and female job lists with a single job list that can be accessed by both male and female applicants seeking job commitments from the Air Force; (2) the Air Force has retained the capability to apply gender limits to respond to changes in the impact of the combat exclusion law without having to redesign the computer-based job list system; (3) there

was no written policy guidance requiring specific authorization from Air Force Headquarters before gender-based job limits could be established; (4) the Air Force designated the Policy Division of the Air Force Directorate of Personnel as the decisionmaking authority for the activation of gender-based job limits; and (5) tests used by the Air Force to screen applicants measure applicants' prior knowledge in subject areas that have a strong gender association eliminate female applicants at a higher rate than male applicants.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Air Force should ensure that Air Force

policy and procedures associated with the current four composite scores used to screen applicants before they compete for specific jobs are gender-neutral. **Status:** Action in process. The Air Force's Armstrong Laboratory was due to report the results of a study by December 31, 1991, and assign staff from Air Force and Office of the Assistant Secretary of Defense/ Force Manpower and Personnel by March 1992 to implement the recommendations. The Department of Defense Inspector General is preparing a followup on the status of the laboratory report and recommendations.



## Issue Area Summary

### Impact of GAO's Work

Logistics support is critical to the effective operation of the armed services. In our reviews of logistics issues, we seek ways to promote greater efficiencies in the Department of Defense's (DOD) long-standing logistics processes and practices. Our work involves evaluating logistics operations of the Departments of the Army, Navy, and Air Force and the Defense Logistics Agency (DLA). About 23 reports and 7 testimonies provided the Congress and DOD with data about weaknesses in logistics operations and recommendations for changes that would bring about improved efficiency and substantial savings.

Our major focus during fiscal year 1992 was the supply system, an area highly susceptible to fraud, waste, and abuse. We emphasized inventory requirements and reduction efforts; supply transportation; excess property disposal, particularly as it related to force reductions, Operation Desert Shield, and Operation Desert Storm; and security and control of inventory items, particularly emphasis on sensitive items. We continued our evaluation of commercial logistics practices to identify those that might apply to improving DOD's systems. During our review of commercial logistics for medical material, we identified practices that if adopted by DOD, would improve its operations and significantly reduce costs.

In fiscal year 1992, we reviewed base closures and realignments, as required by the defense authorization bill for fiscal year 1991. We evaluated the process DOD used to identify bases for closure and realignment and also responded to requests to review recommendations about specific bases and entities. Our work in this area resulted in significant savings. We are laying the groundwork for evaluating DOD's fiscal year 1993 base closure and realignment recommendations.

During fiscal year 1993, we will continue looking at DOD's efforts to change its corporate culture. As part of this change, DOD is trying to get its logistics personnel to give greater consideration to economy and efficiency in decisionmaking and operations.

### Key Open Recommendations

DOD actions are required to implement the following key recommendations that would improve management and make logistics operations cost-efficient.

We recommended that the Director of DLA determine the cost of filling a requisition and levy a minimum charge per requisition when the percentage surcharge based on the value of an item is not sufficient to cover the cost. (GAO/NSIAD-91-39, see p. 79.)

We recommended that DOD maintain close oversight of DOD inventory reduction efforts to reduce DOD's budget by billions of dollars and reinforce its desire for improved inventory management. (GAO/NSIAD-92-13, see p. 117.)

We recommended that the Secretary of Defense direct the services and DLA to conduct pilot programs that would demonstrate the applicability of commercial practices to military medical facilities. We noted that the programs should include inventory management analyses and cost-benefit analyses of the changes to ensure inventory functions are being done in the most effective and efficient manner. (GAO/NSIAD-92-58, see p. 87.)

We recommended that the Director, Military Traffic Management Command, ensure adequate carrier liability, improve publications governing all motor traffic, and take steps to improve transportation management and operations in general. (GAO/NSIAD-92-96, see p. 85.)

We recommended that the Secretary of Defense increase DOD's efforts to reduce stocks, develop a standard depot distribution system, and develop a depot reorganization and requisition plan to reflect stock reductions. (GAO/NSIAD-92-136, see p. 80.)

**Products With Open Recommendations: Logistics**

<b>Product Title</b>	Army Inventory: Need to Improve Process for Establishing Economic Retention Requirements (NSIAD-92-84)	76
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**Related Products With Open Recommendations Under Other Issue Areas**

<b>Product Title</b>	
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Air Force Logistics: Need to Improve Management Transfers of On-Order Items Which Can Be Terminated (NSIAD-92-262)	8
Army Inventory: Fewer Items Should Be Stocked at the Division Level (NSIAD-91-218)	28
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Navy Maintenance: Public/Private Competition for F-14 Aircraft Maintenance (NSIAD-92-143)	99
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# Army Inventory: Need to Improve Process for Establishing Economic Retention Requirements

NSIAD-92-84, 02/27/92 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO reviewed how the Army determines its economic retention requirements for inventory items, focusing on: (1) the methodology of the computer model the Army uses for calculating the economic retention requirements; (2) how the Army uses the computer model and the quality of the model's cost factors and rates inputs; and (3) the impact of model or data inaccuracies or inadequacies on supply operations.

## Findings

GAO found that: (1) although the Army developed an analytical model in 1969, which may provide a sound basis for determining its retention requirements, the Army has made numerous modifications to the computer programs supporting the model, which now contains several errors and non-model-based computations; (2) the Army's use of the computer programs has resulted in many economic retention decisions that are not based on the model, decisions to retain items that do not meet the retention criteria, decisions based on passed or invalid support review dates, and decisions based on inappropriate manual computation rates; (3) the Army's new model for addressing programming problems will not resolve problems related to bypassing the model to compute retention requirements, passed or arbitrary support review dates, and non-stocked and no-demand items; (4) the

quality of the data input by inventory control points into the model has also adversely affected retention calculations, since inventory control points did not uniformly calculate costs factors and rates inputs; and (5) neither the Department of Defense nor the Army provided clear guidance on how to determine the various rates and factors for the model. GAO believes that, unless economic retention requirements are correctly calculated, the Army has no assurance that it is economically retaining items, and may be incurring unnecessary holding costs for overstated requirements and prematurely disposing of items if requirements are understated, leading to costly procurement.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should direct the Commander, Army Materiel Command (AMC), to require that the economic retention program the Army is now developing be validated as methodologically sound. **Status:** Action not yet initiated. The agency generally agreed with the recommendation but did not indicate specific actions to be taken.

**Recommendation:** The Secretary of the Army should direct the Commander, AMC, to require that the national inventory control points use the newly developed model for determining all economic retention inventory requirements.

**Status:** Action not yet initiated. The agency generally agreed with the recommendation but did not indicate specific actions to be taken.

**Recommendation:** The Secretary of the Army should direct the Commander, AMC, to require that, when an item does not qualify for economic retention but there is a valid need to retain it, its retention be justified on another basis.

**Status:** Action not yet initiated. The agency generally agreed with the recommendation but did not indicate specific actions to be taken.

**Recommendation:** The Secretary of the Army should direct the Commander, AMC, to issue guidance to the national inventory control points that clearly defines the data to be considered and the methodology for calculating the cost factors and rates to be used in the model.

**Status:** Action not yet initiated. The agency generally agreed with the recommendation but did not indicate specific actions to be taken.

**Recommendation:** The Secretary of the Army should direct the Commander, AMC, to require that the cost factors and rates related to obsolescence, inventory losses, and disposal revenue be uniformly calculated by the inventory control points.

**Status:** Action not yet initiated. The agency generally agreed with the recommendation but did not indicate specific actions to be taken.

# Army Logistics: Low Returns of Repairable Assets Are Costing the Army Millions

NSIAD-91-272, 09/25/91 GAO Contact: Henry L. Hinton, Jr., (202)275-4141

## Background

Pursuant to a congressional request, GAO examined the Army's efforts in returning assets in need of repair to reduce procurement costs and improve military readiness, focusing on whether the: (1) Army has bought additional assets or cancelled repairs because it has not met its return-rate goal; (2) Army's reported return rate accurately reflects the actual rate of return; (3) Army's goal to return 85 percent of assets that need repair was established to maximize savings and efficiency; and (4) Army's efforts to improve rates of return will strengthen its materiel returns program.

## Findings

GAO found that: (1) the Army is purchasing additional assets and reducing the quantity of assets scheduled for repair because returns are not meeting its minimum goal; (2) four of the Army's six inventory control points were buying between \$369 million and \$815 million of assets that would not have been necessary if returns had been at the 85-percent goal; (3) one inventory control point, the Army Missile

Command (AMC), improved returns management by identifying items with low returns and requiring item managers to determine the causes and report on the actions taken to improve them, visiting users to reinforce the need to promptly turn in repairable assets, and providing monthly management updates on the progress in improving rates; (4) the Army reported a return rate of 75 percent for fiscal year 1990, but this figure does not accurately reflect the program's effectiveness, since the return-rate goal was based on computations of historical rates without a detailed analysis of what the rate should be; and (5) the Army does not yet have a materiel returns program that optimizes its goal to reduce inventory costs and maximize military readiness.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Army should direct the Commander, AMC, to direct the Logistics Control Activity (LCA) to include in its calculation of return rates only items with assets the Army routinely issues

and requires corresponding returns of assets needing repair and to group related items for calculating rates-of-return.

**Status:** Action in process. On April 16, 1992, the Army estimated that LCA expects to complete its review of the way return rates are to be calculated by late 1992. GAO will followup at that time to determine LCA progress.

**Recommendation:** The Secretary of the Army should direct the Commander, AMC, to establish a repairable asset rate-of-return standard that assumes all assets will be returned except for the shortfall due to disposal of assets authorized at the retail level.

**Status:** Action in process. On April 6, 1992, AMC tasked the Army Materiel Systems Analysis Activity to develop a return rate objective based on the most cost-effective and "real world" information. An estimated completion date of October 30, 1992 is anticipated. AMC will then decide if the return rate objective will be adopted. GAO will followup in the next reporting period to see what progress the Activity has made.

# Defense ADP: A Coordinated Strategy Is Needed to Implement the CALS Initiative

IMTEC-91-54, 09/13/91 GAO Contact: Samuel W. Bowlin, (202)512-6240

## Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) Computer-Aided Acquisition and Logistics Support (CALS) initiative to reduce the cost of maintenance and support by automating the millions of pages of technical data needed to support weapons systems.

## Findings

GAO found that: (1) the potential benefits of CALS could be significant, especially in the repair and maintenance of weapons and procurement of spare parts; (2) individual projects are not separately identified in an overall plan or budget, making it difficult to determine how much is being spent on CALS; (3) there are numerous projects ongoing or planned by the services, totalling more than \$5.2 billion, but it is not clear how those projects relate to overall CALS goals or to each other; (4) the centralized CALS policy and decentralized implementation approach was intended to stimulate CALS development in as many areas as possible, but the lack of an overall plan resulted in the services' differing opinions on what CALS should be, what

it should encompass, and how it should be implemented; (5) during the past 5 years, DOD made progress in developing standards for exchange of CALS-compliant data, which are essential if DOD is to receive and use technical data from different computer systems; and (6) clear goals and a DOD-wide plan would focus CALS efforts to eliminate redundancy and duplication, build standard systems where practical, and ensure that the funds available for CALS development and implementation are optimized.

## Open Recommendations to Agencies

**Recommendation:** Because of the tremendous potential benefits of CALS to almost every aspect of weapons systems support, the Secretary of Defense should ensure that ongoing actions to develop a coordinated, Defense-wide CALS implementation plan with clearly stated objectives and measurable milestones for completing those objectives are completed. Such an implementation plan should include: (1) specific target dates for completing CALS technical data exchange standards for DOD and a decision for determining when each standard is ready to be

required in weapons systems contracts; (2) a clear description of the relationship between ongoing and planned CALS projects and CALS overall objectives; (3) clear areas of responsibility for each of the services and the Defense Logistics Agency with an emphasis on the development of common automated systems that conform to CALS standards; and (4) clear lines of responsibility and authority within the Office of the Secretary of Defense for central direction and budgetary control of the services' efforts to implement CALS.

**Status:** Action in process. DOD agreed, as part of its corrective actions, to prepare a CALS implementation plan.

**Recommendation:** To facilitate coordination, oversight, and control of CALS initiatives, the Secretary of Defense should clearly designate all CALS automation projects, including those associated with weapons systems development programs, in annual information technology budget exhibits. **Status:** Action not yet initiated. DOD must first develop an implementation plan and coordinate CALS projects before it knows which projects to include in the budget exhibits.



## Defense ADP: Lessons Learned From Development of Defense Distribution System

IMTEC-92-25, 03/20/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO evaluated the Department of Defense's (DOD) development, evaluation, and subsequent rejection of the Defense Distribution System (DDS) prototype for consolidating military depot management, as a case study of DOD efforts to standardize automated systems under its Corporate Information Management (CIM) Initiative.

### Findings

GAO found that DOD: (1) based DDS on an integration of the Defense Logistics Agency's Warehousing and Shipping Procedures System and the Navy's Integrated Storage, Tracking, and Retrieval System, as well as portions of Army and Air Force warehousing systems; (2) spent about \$20 million on DDS development and installation before CIM officials assessed it and selected another system, the Army's Area-

Oriented Depot System, for consolidating depot management; (3) did not conduct the required cost-benefit analysis prior to selecting DDS and did not provide any cost-benefit or economic analysis to justify DDS as an interim standard system; (4) did not develop an overall implementation plan or detailed cost estimate for DDS, although its summary cost information indicated that full deployment of DDS could cost almost \$100 million; (5) completed one technical evaluation of DDS, which raised several technical questions regarding DDS suitability as a standard system; and (6) lacks adequate data standards across its independently developed systems, making it difficult to test technical feasibility and integration potential.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should ensure that further

development of other supply depot systems be curtailed while DOD validates the selection of the Army system. The validation process for the selected standard distribution system should ensure that: (1) the system's benefits clearly justify its costs; (2) its functional and technical features justify it as the best alternative for a standard; and (3) the significant system integration problems facing the proposed system have been adequately addressed.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should ensure that the newly established program for data standards should at a minimum include a: (1) process for developing and controlling standard data definitions and formats; and (2) mechanism for ensuring that those standards are uniformly and consistently implemented in all CIM standard systems.  
**Status:** Action not yet initiated.

## Defense Inventory: Defense Logistics Agency Customers Order Supplies Uneconomically

NSIAD-91-39, 02/14/91 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed how the military services requisitioned supplies from the Defense Logistics Agency (DLA), to determine whether DLA customers appropriately

used: (1) economical methods to order supplies; and (2) supply requisition priorities.

### Findings

GAO found that: (1) customers routinely placed numerous low-value requisitions that cost DLA more to fill than the value of the supplies provided; (2) in fiscal year 1989, DLA spent \$62.9 million

more than the \$22.6 million it charged its customers to fill 5.7 million low-value requisitions; (3) on about 755,000 occasions, customers submitted more than one requisition for the same supply item on the same day; (4) DLA customers failed to meet the Department of Defense (DOD) requisition submission time standard on about 61 percent of their high-priority requisitions; and (5) the Army's Total Package Fielding Program, which mandated that units request high-priority service on repair parts requisitions, regardless of actual urgency, was inconsistent with DOD supply policy which required a case-by-case determination of priority.

### Open Recommendations to Agencies

**Recommendation:** To provide the military services and other supply system customers with incentives to use

more economical ordering methods and high-priority services only when necessary, the Secretary of Defense should direct the Director, DLA, to determine the cost of filling a requisition and levy a minimum charge per requisition when the percentage surcharge based on the value of the item is not sufficient to recover this cost.

**Status:** Action in process. The Office of the Secretary of Defense (OSD) required the military departments to issue policy to their activities directing that order consolidation take place whenever cost-effective.

**Recommendation:** To provide the military services and other supply system customers with incentives to use more economical ordering methods and high-priority services only when necessary, the Secretary of Defense should direct the Director, DLA, to determine the additional cost for

processing high-priority requisitions and charge customers for this service.

**Status:** Action in process. OSD required the military departments to issue policy to their activities directing that order consolidation take place whenever cost-effective.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Army to discontinue the policy of assigning a predetermined high priority to all requisitions submitted under the Total Package Fielding Program.

**Status:** Action not yet initiated. DOD plans to review a special study on the impact of levying a minimum charge to DLA customers before deciding what action to take.

## Defense Inventory: DOD Actions Needed to Ensure Benefits From Supply Depot Consolidation Efforts

NSIAD-92-136, 05/29/92 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) supply depot consolidation program to determine: (1) the validity of DOD-estimated cost savings for the prototype consolidation and for all depots; (2) the validity of actual cost savings at the prototype depots; (3) the impact of consolidation on the depots' performance; and (4) whether impediments exist that could prevent DOD from fully achieving the projected benefits.

### Findings

GAO found that: (1) consolidation of supply depots under single agency management, if properly combined with other DOD initiatives, could result in more efficient and cost-effective depot operations; (2) DOD savings estimates are questionable because DOD based the estimates on the assumption that the depot work would remain constant; (3) DOD calculated the estimated savings for all depots using flawed data, and the work load at the prototype depots has declined; (4) the portion of savings attributable to the consolidation is not known because the Defense Logistics

Agency (DLA) has not separated savings due to consolidation from those due to decreased work load; (5) DLA recognizes that its existing performance measurement system should be improved and is developing a more useful system; (6) the size of the DOD inventory is a principal impediment to achieving the full benefit of depot consolidation; and (7) the latest inventory report from DOD indicates that, as of September 1991, \$21.3 billion of the total secondary item inventory of \$88.1 billion is excess to DOD requirements.

**Open Recommendations to Agencies**

**Recommendation:** To achieve the full benefits of consolidation, the Secretary of Defense should increase DOD efforts to reduce the amount of stock in the supply depots.

**Status:** Action not yet initiated. The Defense Logistics Agency (DLA) has completed a detailed stock positioning plan that considers the impact of

inventory reduction, force reductions, and new distribution practices.

**Recommendation:** To achieve the full benefits of consolidation, the Secretary of Defense should accelerate efforts to develop a standard distribution system for the supply depots.

**Status:** Action not yet initiated. DLA has completed a detailed stock positioning plan that considers the impact of inventory reduction, force reductions, and new distribution practices.

**Recommendation:** The Secretary of Defense should instruct the Director, DLA, to develop a supply depot organization and stock repositioning plan based on reduced DOD inventory.

**Status:** Action not yet initiated. DLA has completed a detailed stock positioning plan that considers the impact of inventory reduction, force reductions, and new distribution practices.

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## Defense Inventory: DOD's Efforts to Improve Management and Reduce Stocks Need to Continue

T-NSIAD-92-13, 02/25/92 GAO Contact: Donna M. Heivilin, (202)275-8412

**Background**

GAO discussed: (1) inventory management issues in the Department of Defense (DOD); and (2) its conclusion that the amount for DOD secondary items in fiscal year (FY) 1993 should be at least \$5 billion less than the amount appropriated in FY 1992. GAO noted that: (1) between 1980 and 1990, the DOD reported secondary income inventory grew from \$43.4 billion to \$101.9 billion; (2) DOD classified \$8.1 billion of the \$101.9 billion as potential excess; (3) problems with the DOD requirements determination process include inaccurate or unsupported data, management personnel overriding computational models used to determine inventory requirements, item managers failing to cancel unnecessary or excess on-order material, and ineffective management controls; (4) wholesale level

activities sometimes buy items that retail level activities have in excess stock; (5) DOD could save millions by adopting commercial inventory management and distribution practices; (6) DOD estimates that it will obligate \$3.6 billion to operate its supply system for FY 1992, which includes an investment cost of 10 percent per dollar per year, a storage cost of 1 percent per dollar per year, a variable obsolescence cost percent per dollar per year, and a variable percent per dollar per year for other losses; and (7) DOD has established an inventory reduction plan to minimize the quantity of new items entering the supply system, reduce the number of items currently in the system, reduce the quantities of material stocked, pursue commercial alternatives to material stockage, and improve material control and asset visibility.

**Open Recommendations to Congress**

**Recommendation:** Congress should maintain close oversight of DOD inventory reduction efforts. Congressional attention is needed to sustain the momentum for reducing inventories and to keep top DOD management focused on the issue. **Status:** Action not yet initiated.

**Recommendation:** Congress needs to reduce the DOD budget by billions of dollars and reinforce its desire for DOD to improve inventory management. **Status:** Action not yet initiated.

**Congressional Action:** Congress has not yet acted on the recommendations in this report.

# Defense Inventory: Growth in Air Force and Navy Unrequired Aircraft Parts

NSIAD-90-100, 03/06/90 GAO Contact: Donna M. Heivilin, (202)275-8412

## Background

Pursuant to a congressional request, GAO reviewed Department of Defense (DOD) aircraft parts inventories, focusing on the causes of unrequired inventory growth and how to minimize it.

## Findings

GAO found that: (1) the Air Force's unrequired aircraft parts inventories increased 204 percent between 1980 and 1988, from \$9.2 billion to \$28 billion; (2) overstated use rates caused 31 percent of unrequired stock growth; (3) an increase in economically reparable items accounted for 16 percent of unrequired stocks; (4) recent reductions in Air Force war reserve requirements produced 10 percent of unrequired stocks; (5) improvements in parts reliability accounted for 8 percent of unnecessary stocks; (6) the Air Force and the Navy were not effectively identifying and terminating orders for unrequired items; (7) the Air Force's overestimated procurement lead times for 5 of 29 unrequired items contributed to the growth of unnecessary inventories; (8) for 3 of 22 items, the Navy procured quantities that exceeded economic order requirements; (9) DOD and Air Force reporting initiatives to reclassify some unrequired items as required items could hinder the identification of unrequired stock; (10) the Air Force's aircraft parts inventories were growing beyond current-year and wartime requirements; and (11) the Air Force's spending guidelines encouraged earlier purchases, multiyear contracts, and discounted

quantity buys, thereby increasing the likelihood of unrequired stock growth.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretaries of the Air Force and Navy to improve procurement management practices that have contributed to the growth in unrequired stocks. Specifically, the Secretary of the Air Force should stop the practice of initiating purchase requests earlier than required.

**Status:** Recommendation valid/action not intended. DOD disagrees with the GAO recommendation, asserting that GAO does not understand the relationship between the purchase request initiation date, the need date, the order placement date, and the delivery date.

**Recommendation:** The Secretary of Defense should direct the Secretaries of the Air Force and Navy to improve procurement management practices that have contributed to the growth in unrequired stocks. Specifically, the Secretary of the Navy should stop the practice of buying more than the economic order quantity (EOQ), unless there is such specific justification in each case as a quantity discount which more than offsets additional holding costs.

**Status:** Recommendation valid/action not intended. DOD agrees that EOQ should be the baseline for determining target order quantities, but disagrees that EOQ should always be used.

**Recommendation:** The Secretary of Defense should separately identify unrequired inventory that was obtained in the best interest of the government to ensure that such inventory is properly classified.

**Status:** Action in process. Unrequired inventory that was acquired in the best interest of the government will be identified in the DOD Stratification Improvement Program, and future policy will be documented in consolidated policy guidance, now estimated for completion in fiscal year (FY) 1993.

**Recommendation:** The Secretary of Defense should separately identify assets that are uneconomical to repair and modify DOD regulations to ensure consistent treatment by the military services.

**Status:** Action in process. The DOD Stratification Improvement Program and revised policy guidance will address the issue of identifying assets that are uneconomical to repair and will ensure consistent treatment. Action is expected to be completed in FY 1993.

**Recommendation:** The Secretary of Defense should continue to identify unrequired inventory as such and direct the Secretary of the Air Force to cancel efforts to increase the approved force acquisition objective to include an additional year of requirements. Such a change would mean that inventory managers would not have to consider terminating orders that could have been terminated under current criteria.

**Status:** Recommendation valid/action not intended. DOD disagreed with the recommendation, asserting that the

purpose of adding the extended year is not to change or add requirements, but

to avoid terminating contracts for items that will be needed in the future.

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## Defense Inventory: Growth in Ship and Submarine Parts

NSIAD-90-111, 03/06/90 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed the Navy's ship and submarine secondary item inventories, focusing on: (1) the reasons for unrequired inventory; (2) opportunities for minimizing the acquisition of unrequired stock; and (3) inactive inventory items.

### Findings

GAO found that: (1) requirement and demand changes resulted in about \$900 million of unrequired inventory; (2) the Navy's fleet modernization efforts, which included replacing and phasing out equipment and ships, resulted in about \$1.7 billion of unrequired inventory; (3) the Navy could not explain why about \$1.2 billion in inventory was unrequired; (4) the Navy does not systematically notify inventory control points that items are obsolete; (5) in 1988, the Navy eliminated only about 1,500 items under the Defense Inactive Item Program and 3,200 items under a special project; (6) 30,600 of the Navy's 183,000 inventory items met the Navy's criteria for elimination; and (7) the Navy spent approximately \$24 million a year to store and manage questionable inventory items.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Navy to require item managers to retain summary data on major items showing the basis for each item's most recent procurement and events affecting the item.

**Status:** Action in process. Estimated completion date: 12/94. The Navy planned to incorporate collection of summary data on major items as part of its automatic data processing (ADP) modernization. However, because of Office of the Secretary of Defense efforts to establish a uniform system for the services, the Navy's effort has been delayed.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Navy to establish procedures to inform inventory control points about systems being phased out or replaced, require that inventory records be coded to identify the items, and ensure that purchases of such items are made only for immediate needs.

**Status:** Action in process. Estimated completion date: 12/94. The Navy is developing guidance for managing

systems with decreasing demands. The Navy stated that the problem will be corrected with its ADP modernization in fiscal year 1994. However, Navy officials told GAO that the modernization effort may be delayed or cancelled.

**Recommendation:** The Secretary of Defense should expand the Defense Inactive Item Program criteria to allow classifying items as inactive so that more items with little potential for future use can be evaluated.

**Status:** Action in process. Options to correct problems with the Defense Inactive Item Program will be considered at the next DOD Inactive Item Steering Committee meeting.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Navy to begin systematically identifying and evaluating all inactive ship and submarine items, and to eliminate those with no potential for future use.

**Status:** Action in process. Estimated completion date: 12/95. The Navy has initiated a revised retention program, which was authorized by DOD.

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## Defense Inventory: New York Army National Guard Weapons Parts

NSIAD-91-28, 11/30/90 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed the New York Army National Guard's controls over small-arms parts.

### Findings

GAO found that: (1) Army regulations permitted small-arms repairers to determine the repairs and parts needed, perform the repairs, inspect the results of their own work, and dispose of used parts; (2) the Army did not require accountability for repair parts after issuing them from the warehouses to the maintenance shops; (3) the Army did not document or investigate discrepancies in shop stock inventory; (4) the Army did not apply inventory accuracy standards to effectively control inexpensive small-

arms parts; (5) unauthorized individuals could easily access and manipulate the Standard Army Maintenance System; (6) Army regulations did not require strict management of the repair process or strong controls over repair parts, and physical security was inadequate to protect repair parts; and (7) following the arrests of former guardsmen for theft of small-arms parts, the Guard made changes to prevent further thefts, but did not resolve the problems associated with inadequate internal controls.

### Open Recommendations to Agencies

**Recommendation:** Since GAO work at the New York Army National Guard showed that Army regulations were

inadequate to control and secure small arms parts, the Secretary of Defense should direct the Secretary of the Army to revise supply and maintenance regulations to require that discrepancies in shop stock inventories be documented, investigated, reported and resolved. **Status:** Action in process. Estimated completion date: 03/93. DOD agreed and stated that the Secretary of the Army will direct that procedures be established in Unit Supply Update 14, which is a procedural change update to the Army regulation to ensure appropriate inventory, causative research, and documentation of results are processed and filed by activities maintaining shop stock. The update is scheduled to be published in March 1993.

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## Defense Printing Service: Relocation of the Southeast Area Headquarters

NSIAD-92-290, 08/11/92 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed the Navy's decision to relocate the functions of the Defense Printing Service's (DPS) Southeast Area headquarters from Charleston, South Carolina, to Norfolk, Virginia.

### Findings

GAO found that: (1) the DPS Management Office could not provide data to support its decision to relocate the Southeast Area headquarters functions; (2) Southeast Area headquarters personnel were opposed to the relocation decision and most of the personnel indicated that they would not

relocate due to personal hardships; (3) Southeast Area headquarters personnel disagreed with the DPS Management Office's position that they could perform their work more effectively if they moved to Norfolk, since they believed they were able to perform their work adequately in Charleston using telephones, facsimile machines and computer modems; (4) available cost data

show that the relocation of the Southeast Area headquarters functions to Norfolk may not result in significant savings; (5) Southeast Area headquarters personnel estimated that the relocation would save considerably less in travel costs than estimated; and (6) the DPS Management Office had not performed a cost analysis to determine whether the relocation would result in savings, and DPS could not reasonably ensure that

the relocation would result in more efficient and cost-effective operations.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of the Navy should cancel the proposed relocation unless the DPS Management Office can adequately justify its decision to relocate the Southeast Area's

headquarters functions to Norfolk. This justification should include a cost analysis and an evaluation of whether Southeast Area headquarters personnel need to be located in Norfolk to perform their work effectively.

**Status:** Action not yet initiated.

## Defense Transportation: Ineffective Oversight Contributes to Freight Losses

NSIAD-92-96, 06/18/92 GAO Contact: Donna M. Heivilin, (202)275-8412

**Background**

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) efforts to prevent losses of government property in transit, focusing on: (1) the extent that defense property is lost in transit; (2) the DOD astray freight program, designed to recover misdirected government property; and (3) factors contributing to losses of DOD property in transit.

**Findings**

GAO found that: (1) in the past 2 years, the Defense Finance and Accounting Service (DFAS) has collected only \$3 million each year for claims resulting from lost or damaged freight, although defense property documented as lost or damaged during fiscal year (FY) 1990 was worth \$15 million; (2) because the DOD systems for identifying, reporting, and recovering lost freight and for monitoring carriers' performance are in disarray, DOD does not always know the extent of its in-transit losses; (3) DOD has neglected the astray freight program, and as a result, recoveries of

lost freight have declined steeply to \$9 million worth of property between FY 1986 and FY 1990, from \$113 million between FY 1980 and FY 1985; (4) DOD allows many carriers to exceed the limits for freight loss or damage without penalty, and of 289 carriers that had filed claims against DOD in FY 1990, 129 had exceeded the limits; (5) although the government has permitted carriers to certify the delivery date and condition of their shipments, carriers erroneously certified delivery dates for 96 of 215 delivered shipments sampled by GAO; (6) the U.S. government permits self-certification because it believes the systems for identifying and reporting undelivered property are a sufficient check and balance, but certifying erroneous delivery dates can result in early payment and significant losses to DOD in some cases; (7) the lack of coordination and direction from the defense installations has contributed to the ineffectiveness of the Military Traffic and Management Command's (MTMC) key oversight programs; and (8) MTMC has not routinely analyzed information from all available sources,

provided feedback to defense installations, or recommended corrective action to DOD.

**Open Recommendations to Agencies**

**Recommendation:** The Commander, MTMC, should determine whether DOD is adequately protected when shipping items that significantly exceed carriers' liability and develop criteria for determining when transportation officials should use additional coverage.  
**Status:** Action not yet initiated.

**Recommendation:** The Commander, MTMC, should amend the Freight Traffic Rules and provide similar measures in publications governing all motor traffic and other transportation modes, such as air, to eliminate maximum released valuation.  
**Status:** Action not yet initiated.

**Recommendation:** The Commander, MTMC, should ensure that the Transportation Discrepancy Report database computer program functions as

intended and that installations report transportation discrepancies to enable MTMC program managers to analyze trends and weaknesses in the transportation system and make recommendations for improvements to DOD.

**Status:** Action not yet initiated.

**Recommendation:** The Commander, MTMC, should inform the Director, DFAS, that MTMC plans to disqualify or suspend a carrier so that DFAS can accelerate collection procedures.

**Status:** Action not yet initiated.

**Recommendation:** To improve the transportation discrepancy report system and the astray freight program, the Secretary of Defense should direct top management at DOD installations to place more emphasis on participating in the astray freight program and the transportation discrepancy reporting system and ensuring that proper shipping and receiving procedures are practiced, including accurate preparation and transmission of the government bill of lading.

**Status:** Action not yet initiated.

**Recommendation:** To improve the transportation discrepancy report system and the astray freight program, the Secretary of Defense should direct the Director, Defense Logistics Agency, to determine the cost-effectiveness of labelling each box in a pallet or, at a minimum, labelling the boxes, such as the boxes on the top tier, that may become vulnerable to loss.

**Status:** Action not yet initiated.

**Recommendation:** To improve the transportation discrepancy report system and the astray freight program, the Secretary of Defense should direct the service secretaries to automatically include the toll-free number for reporting astray freight on the government bills of lading.

**Status:** Action not yet initiated.

**Recommendation:** Although the recent DOD initiatives should greatly improve the astray freight program, the Commander, MTMC, should institute a training program that includes all the elements of identifying, recovering, and monitoring government freight. Training should include: (1) a clarification of the astray freight definition; (2) methods for targeting carriers for inspection of terminals and warehouses and for tracing and recovering freight; (3) historical data on freight recovered through the program; and (4) fraudulent practices and potential abuses in the transportation system.

**Status:** Action not yet initiated.

**Recommendation:** Although the recent DOD initiatives should greatly improve the astray freight program, the Commander, MTMC, should systematically assign astray freight committees and members to carriers on the basis of data such as freight volume and the number of carrier terminals and warehouses in the area and on transportation discrepancy reports.

**Status:** Action not yet initiated.

**Recommendation:** Although the recent DOD initiatives should greatly improve the astray freight program, the Commander, MTMC, should regularly update the astray freight manual to include specific policy, procedures, and guidance on identifying, recovering, and reporting astray government property.

**Status:** Action not yet initiated.

**Recommendation:** Although the recent DOD initiatives should greatly improve the astray freight program, the Commander, MTMC, should direct the Staff Judge Advocate and the Joint Military Astray Freight Committee program manager to codevelop procedures and regulations on the

identification and recovery of DOD freight from commercial warehouses.

**Status:** Action not yet initiated.

**Recommendation:** Although the recent DOD initiatives should greatly improve the astray freight program, the Commander, MTMC, should require that all commercial carriers under contractual obligation to DOD inform the transportation official at the closest military installation when they have astray freight.

**Status:** Action not yet initiated.

**Recommendation:** To provide better protection against loss and damage, the Commander, MTMC, should ensure that carriers are assessed on all performance elements in either the Defense Traffic Management Regulation or the guaranteed traffic agreement, whichever is applicable: (1) that all available information, such as loss and damage claims data and transportation discrepancy reports, is used in making the assessment; and (2) that local transportation officials receive feedback on the extent that carriers perform satisfactorily.

**Status:** Action not yet initiated.

**Recommendation:** To provide better protection against loss and damage, the Commander, MTMC, should require the carrier performance program manager to: (1) evaluate all modes of freight traffic, including guaranteed traffic; (2) develop standard performance criteria, particularly on-time delivery requirements, and loss and damage limits, that are applicable to all freight traffic and are in the best interest of the government; (3) periodically verify that carriers certify correct delivery dates; and (4) amend the Defense Traffic Management Regulation to reflect the requirements in this recommendation.

**Status:** Action not yet initiated.



**Recommendation:** To provide better protection against loss and damage, the Commander, MTMC, should revise the proposed Carrier Qualification Program regulation to include a requirement that a carrier qualified under the carrier qualification program be recertified if its participation level changes, for example, if the carrier increases the number of routes or regions covered.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Commander,

MTMC, and the Director, DFAS, to regularly exchange information to identify trends and weaknesses in transporting DOD freight.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense and the DOD Inspector General should emphasize the importance of identifying weaknesses in transporting DOD property and taking corrective action.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.

**Addressee:** Department of Defense: Office of Inspector General  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should include those transportation deficiencies in the Federal Managers' Financial Integrity Act report.  
**Status:** Action not yet initiated.

## DOD Medical Inventory: Reductions Can Be Made Through the Use of Commercial Practices

NSIAD-92-58, 12/05/91 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO compared commercial logistics practices with similar Department of Defense (DOD) and Department of Veterans Affairs (VA) operations, focusing on medical logistics practices at DOD hospitals and warehouses and selected private hospitals.

### Findings

GAO found that: (1) the DOD health care system could save millions of dollars by increasing its use of inventory management practices pioneered by leading civilian hospitals, such as the standardization of supplies, electronic ordering, and just-in-time and stockless delivery programs; (2) DOD warehouses hold inventory that would last for 36 to 95 days, and the Defense Logistics Agency (DLA), through its depot system, stores another layer of supplies that would last approximately 250 days; (3) progressive civilian hospitals maintain

much smaller levels and fewer layers of supplies, have no depot system, have reduced or eliminated the need for outside warehouses and central supply rooms, and have reduced the volume of work on loading docks; (4) since 1988, VA has relied on vendors to deliver certain intravenous solutions and related supplies directly to its hospitals, and, as a result, expects this program to save approximately \$75 million over a 5-year period; (5) VA implemented a pilot at 32 of its hospitals that should eliminate the need to store some of its pharmaceuticals in its warehouse system; and (6) according to a DOD evaluation of business practices associated with its medical logistics systems, changes that may be called for include revising military regulations, policies, and procedures and changing the DLA role to contracting and paying for, but not storing, military supplies.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the services and DLA to conduct pilot programs that will demonstrate the applicability of commercial practices to military medical facilities. Those programs should include facilities from all three services, test initiatives encompassing all aspects of inventory management, and quantify the cost and benefits of the changes. Those programs should comprehensively test the extensive changes in the total logistics system needed to dramatically reduce inventory costs. Among the practices that should be included in the tests are: (1) significantly reducing duplicative inventory requirements in medical facilities; (2) establishing electronic ordering capabilities with private vendors and DOD medical facilities; (3) using prime vendors to deliver supplies from a variety of manufacturers directly to medical

facilities; (4) eliminating the need to store medical supplies in warehouses adjacent to medical facilities and in the DLA depot system; and (5) contracting with private firms to maintain and rotate war reserve material.  
**Status:** Action in process. DOD is working on the corporation information management medical logistics case and related action plan. The Defense Personnel Support Center is initiating a prototype prime vendor program.

**Recommendation:** The Army, Navy, and Air Force should tailor changes required in each of their facilities so the successful results of the pilot programs can be applied. This approach would allow DOD the flexibility to accommodate special conditions such as remote facility locations, access to commercial distribution systems, and support for overseas operations and at the same time improve its logistics systems and save money.

**Addressee:** Department of the Air Force  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Navy  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Army  
**Status:** Action not yet initiated. The action plan is to be included in the proposed corporate information management business case for medical logistics.

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## Information Security: Disposition and Use of Classified Documents by Presidential Appointees

NSIAD-90-195, 09/28/90 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed federal agencies' arrangements to provide former presidential appointees access to classified documents related to their service.

### Findings

GAO found that: (1) the Department of State's procedures and arrangements with the National Archives and Records Administration for providing a former Secretary of State access to classified materials generally complied with the regulations; (2) State corrected problems involving its inventory of top-secret documents, assignment of document

control numbers, and unauthorized storage of classified documents; (3) the Department of Defense's (DOD) arrangements with the Library of Congress for providing a former Secretary of Defense with access to classified materials did not comply with regulations and had several control weaknesses; and (4) despite control weaknesses involving a lack of documentation and who had the right to control access, there was no evidence that national security information was actually compromised.

### Open Recommendations to Agencies

**Recommendation:** The Director, Information Security Oversight Office, should issue guidance that more clearly specifies the controls needed over classified materials made available to former presidential appointees. In particular, the guidance should ensure that agreements for access by former presidential appointees do not include provisions that could compromise government control.

**Status:** Action in process. Estimated completion date: 09/94. The Information Security Oversight Office is drafting a revised Executive Order 12356 that is expected to provide for adequate control over access to appointees' papers.

## Management Review: Follow-Up on the Management Review of the Defense Logistics Agency

NSIAD-88-107, 03/28/88 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

GAO assessed the Defense Logistics Agency's (DLA) actions in response to 16 GAO recommendations for improving management controls and effectiveness.

### Findings

GAO found that DLA: (1) completed actions in response to seven recommendations and has actions underway in response to nine; and (2) could further improve the steps it has already taken to improve strategic and mobilization planning and management controls. GAO also found that: (1) DLA did not identify the resources necessary for strategic, mid-, and short-range planning; (2) the services disagreed over

the types of items to include in mobilization requirements, which delayed plan revisions; (3) field activity reports of potential contractor overpayments included incomplete data; (4) program offices did not provide managers with the data needed to assess their effectiveness in reducing the growth of nonstandard parts in its inventory; (5) DLA lacked actual cost data for its existing automatic data processing (ADP) operations to make the appropriate cost-benefit and other financial decisions related to its modernization program; (6) DLA did not centralize management control over its information resources activities; and (7) DLA continues to work on improving its weapon system support and its productivity program.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should ensure that DLA regional offices make accurate and complete reports about possible overpayments to contractors.  
**Status:** Action in process. DLA has implemented two mechanized programs to assist in detecting possible overpayments to contractors. It is also redesigning the payment system used by Defense Contract Administrative Service regions to allow upfront validation of new transactions. Planned completion of this system has slipped to July 1993.

## Security Clearances: Due Process for Denials and Revocations by Defense, Energy, and State

NSIAD-92-99, 05/06/92 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO reviewed the due process practices at the Departments of Defense, Energy, and State for individuals that have security clearances denied or revoked, focusing on: (1) the agencies' practices for suspending individuals' security clearances; (2) whether the agencies give individuals access to their investigative records; and (3) whether appeals of unfavorable decisions are heard by

independent decisionmakers who document their decisions.

### Findings

GAO found that: (1) the three agencies do not require that letters be sent to individuals to advise them when and why their clearances are suspended; (2) 70 percent of the individuals in the Army, Navy, and Air Force whose access or clearances were suspended for

security reasons did not get their cases adjudicated by the services' central clearance offices and, as a result, their clearances were never formally revoked but were left indefinitely suspended; (4) the annual DOD report on clearance activity did not accurately show the number of clearances revoked or indefinitely suspended for security reasons; (5) State letters to individuals informing them of unfavorable security clearance actions also included

information regarding procedures for gaining access to investigative material about themselves; (6) DOD and Energy regulations do not require that letters to individuals contain guidance to gain access to investigative material; (7) the three agencies have established procedures for employees to appeal unfavorable security clearance determinations; (8) Energy uses independent individuals to hear appeals and make recommendations; and (9) DOD and State use officials tied administratively to the organizations responsible for clearance determinations, so their appeal boards do not appear to be administratively independent.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should revise suspension procedures to require detailed notification letters to individuals.

**Status:** Action in process. A memo is being developed for implementation of the recommendation. The services are doing this already.

**Recommendation:** The Secretary of Defense should revise suspension procedures to require prompt reporting of actions to central clearance offices.

**Status:** Action in process. A memo outlining the revised procedures is being developed for the services, and the revised procedures will be incorporated in new regulations.

**Recommendation:** The Secretary of Defense should revise suspension procedures to require time limits for subsequent actions.

**Status:** Action in process. A memo outlining the revised procedures is being developed for the services, and the revised procedures will be incorporated in new regulations.

**Recommendation:** The Secretary of Defense should revise suspension procedures to require final resolution of all clearance suspension actions.

**Status:** Recommendation valid/action not intended. There are inconsistencies in DOD. In some instances, this action is taken; however, it is not a part of the current DOD regulation.

**Recommendation:** The Secretary of Defense should require that individuals be told by letter of procedures for requesting access to investigative records about themselves.

**Status:** Action in process. The services are already providing this information. The change will be included in a memo prior to the change in the regulations.

**Recommendation:** The Secretary of Defense should consider establishing an independent board or boards to hear appeals from DOD and contractor employees.

**Status:** Action in process. DOD has a current study underway to look at the cost impact in cases where determinations have been overturned by appeals.

**Recommendation:** The Secretary of Energy should require that letters be used to tell individuals: (1) when their clearances are suspended, including the reasons; and (2) the procedures for getting access to investigative records about themselves.

**Status:** Action in process. DOE is developing a memo to the field. DOE met with field staff and the recommendation is already in practice.

**Recommendation:** The Secretary of State should revise the Foreign Affairs Manual to require the use of clearance suspension letters and that the letters contain the reasons for the action.

**Status:** Action in process. The Department of State will revise the Foreign Affairs Manual to clarify its requirement to use clearance suspension letters; however, the revision will also clarify that reasons for suspension will be furnished only where appropriate and consistent with the interests of national security.

**Recommendation:** The Secretary of State should consider establishing an appeal board independent of the organizations involved in unfavorable clearance decisions.

**Status:** Action in process. The Department of State is considering this matter and deciding whether Foreign Affairs Manual changes would be appropriate to ensure that State's appeal process accurately reflects its independence.

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## Issue Area Summary

### Impact of GAO's Work

The Department of the Navy, the Marine Corps, and the defense nuclear offices throughout the Department of Defense (DOD) continue to face critical issues as they react to the changing national security environment and try to cope with diminishing resources. During the past year, we provided information and analysis to the Congress, DOD, and the public on key issues concerning the Navy's force structure, development and acquisition of major weapon systems, sealift and mobility, maintenance of existing systems, antisubmarine warfare plans, and budgetary needs.

We updated our prior work addressing the need for and the cost of the Navy's new homeports in Ingleside, Texas, and Everett, Washington. Our reports also addressed the Navy's plans to maintain force levels of attack submarines and to use older frigates in an innovative Reserve training role.

Regarding major weapon systems, we have continued our oversight of the Navy's development and construction of the SSN-21-class submarine. We reported on the effects on the industrial base and the cost of downsizing the program from the originally planned level of 29 submarines to 12 to the current level of only 2. We also reviewed the status of the design and construction contracts. Our coverage of DOD's cancellation of the A-12 program included reports on events surrounding the program, use of leftover funding, and opportunities to apply the technologies the Navy had developed in the program. We continued to report on the extent of cost growth in ship construction contracts and reported on the status of the contracts in the DDG-51 program.

We began a major effort to evaluate DOD's new Mobility Requirements Study as it affects sealift. Our first report focused on the Navy's intention to acquire strategic sealift. We are pursuing efforts on prepositioning ships and assumptions that supported the study. We followed up on last year's testimony by reporting on the condition of the National Defense Reserve Fleet.

In the maintenance area, we have reported on the Navy's tendency to repair rather than replace some aircraft and ship parts, the status of competition between the Navy's depots and private contractors for repairing F-14 aircraft, and the possible cost savings when the Navy inactivates nuclear submarines.

Now that antisubmarine warfare is no longer the top priority area in the Navy, we assisted congressional oversight by: (1) evaluating whether the adjusted budgets reflected the reduced threat; and (2) reporting on the status of programs in nonacoustic antisubmarine warfare research. Finally, we also aided congressional consideration of the Navy's budget request by identifying funds that could be rescinded from prior years' appropriations and withheld from the current request.

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## Key Open Recommendations

Our report on the National Reserve Defense Fleet pointed out that the Non-Ready Reserve portion of the fleet had not contributed to the sealift efforts during Operation Desert Shield because of the time required to activate the ships, their small size and long off-loading times, and the ready availability of U.S. and foreign-flag commercial ships. We recommended that the Congress direct the Maritime Administration to scrap the Non-Ready Reserve portion of the fleet. We also suggested that if the Congress decides to continue the gradual phaseout of the fleet, the Maritime Administration should improve ships' maintenance and management. (GAO/NSIAD-92-3, see p. 104.)

We reported that the Navy's new homeport in Ingleside, Texas, might not be the best location for mine warfare forces, despite the Navy's plans to consolidate these forces there. We recommended that the Secretary of the Navy (1) compare moving the mine warfare forces to Ingleside with a base on both the East and West Coasts and (2) halt construction projects at Ingleside and plans to move the mine countermeasure forces until the Navy completed the evaluation. (GAO/NSIAD-92-63, see p. 97.)

After the Navy canceled the A-12 program, we reported that it was not adequately managing the contractors' disposal of assets developed under the program. We recommended that the Secretary of the Navy immediately identify the A-12 assets that had value to other Navy or DOD programs and respond quickly to contractors' asset disposal notices. We also recommended that the Secretary require that proceeds from any sale of A-12 assets be applied against the debt owed the government by the contractors. (GAO/NSIAD-92-110, see p. 97.)

We reported that the Navy's plan to use 8 of the remaining 40 Knox-class frigates as trainers for Reserve crews and place the remaining 32 ships in mothball status was not justified because the ships had no relevant mission. We recommended that the Secretary of Defense cancel the program. (GAO/NSIAD-92-114, see p. 98.)

Our report on Navy aircraft and ship parts showed that the Navy was spending millions of dollars to repair parts that either had no known wartime or peacetime requirements or could be more economically replaced. We recommended that the Navy develop procedures to better ensure that the most economical parts are used. (GAO/NSIAD-92-40, see p. 101.)

We assessed the Navy's review of specific allegations about improper charges by the Bath Iron Works on a major Navy contract. We found not only that the review was ineffective but also that the Navy's oversight of the contract needed strengthening. We recommended improving controls over contract charges, increasing monitoring activities, and providing prompt attention to contract activities. (GAO/NSIAD-91-85, see p. 100.)

## Products With Open Recommendations: Navy

### Product Title

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### **Related Products With Open Recommendations Under Other Issue Areas**

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Ozone-Depleting Chemicals: Increased Priority Needed If DOD Is to Eliminate Their Use (NSIAD-92-21)	17



## ADP Procurement: Prompt Navy Action Can Reduce Risks to SNAP III Implementation

IMTEC-92-69, 09/29/92 GAO Contact: Jack L. Brock, (202)512-6406

### Background

GAO reviewed the Navy's upgrade of its Shipboard Non-Tactical Automated Data Processing (ADP) Program (SNAP), focusing on: (1) identifying potential risks related to SNAP III systems development; (2) the upgrading of SNAP I and SNAP II systems; and (3) Navy managers' roles in planning and implementing a new system.

### Findings

GAO found that: (1) the Navy has inadequate managerial oversight of SNAP development because no single manager or organization has the authority to direct development or control deployment, which has led to redundant development efforts and incompatible systems; (2) 12 separate commands have autonomy over the

development and funding of major SNAP systems; (3) the different systems do not meet SNAP III goals, and waste resources; (4) the Navy does not have a strategic information resources management (IRM) plan for SNAP III implementation, which has led to its failure to develop contingency plans, assess hardware and software needs, or address the transition from old to new systems; (5) the Navy is installing antiquated SNAP II systems on its newest vessels, which will increase costs if they have to be replaced with SNAP III equipment; and (6) the Navy has begun developing a strategic IRM plan for SNAP.

### Open Recommendations to Agencies

**Recommendation:** In order to minimize SNAP III risks, the Acting Secretary of

the Navy should suspend all nontactical ADP development until the Navy completes: (1) restructuring the management over shipboard nontactical programs to provide a single manager with authority over funding and development for all shipboard nontactical ADP programs; and (2) development of a strategic IRM plan for all shipboard nontactical ADP programs, which describes the transition from the current environment to SNAP III, and which should include sections that identify hardware capacity needs, contain alternative technical and procurement approaches, and include standards for hardware, software, and shipboard networks.

**Status:** Action not yet initiated.

## Embedded Computer Systems: F-14D Aircraft Software Is Not Reliable

IMTEC-92-21, 04/02/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO determined the status of the Navy's development of on-board computer software for its \$6.1 billion upgrade of the F-14D fighter aircraft.

### Findings

GAO found that: (1) the F-14D aircraft cannot meet its intended mission due in part to software problems that prevent the aircraft from functioning properly; (2) software problems have caused cockpit displays to go blank and erroneous data to be supplied to the

mission computer; (3) the Navy's software development testing approach was inadequate and increased the risk that more serious defects may still be unidentified; (4) the Navy did not follow software development standards that recommended independent testing of a contractor's product before acceptance of the use of detailed design specifications

as criteria for testing, and thorough testing of each function for compliance with design requirements; (5) the Navy is correcting F-14D software problems, but plans to develop and add the deferred software functions to the aircraft before correcting the problems; (6) the new software depends on the stability and reliability of the existing software; and (7) proceeding with the deferred software effort before ensuring that existing software is reliable will complicate and increase software problems.

### Open Recommendations to Congress

**Recommendation:** If Congress considers any further F-14D procurements in the future, it should wait until Navy developmental and operational testing verifies the correction of software discrepancies and F-14D mission effectiveness.

**Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Navy should direct the F-14D program

office to defer development of additional software functions until existing software is thoroughly tested and serious defects have been resolved.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Navy should direct the F-14D program office to comply with official Department of Defense software development standards as software development efforts continue.

**Status:** Action not yet initiated.

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## Internal Controls: Funding of International Defense Research and Development Projects

NSIAD-91-27, 10/30/90 GAO Contact: Richard Davis, (202)275-6504

### Background

GAO reviewed the practices and procedures the Navy and the Office of the Secretary of Defense (OSD) used to disburse fiscal year (FY) 1988 funds provided for North Atlantic Treaty Organization (NATO) cooperative research and development projects, focusing on whether the Navy disbursed funds in accordance with the Department of Defense Authorization Act of 1986 and subsequent authorizations and appropriations acts.

### Findings

GAO found that the Navy: (1) did not disburse the funds as authorized and used some of them inappropriately for administrative support services; (2) did not report to OSD on how it used FY 1988 funds until April 1990; (3) made misleading statements-of-purpose on contracts and work orders to show that funds were used for authorized projects; (4) used multiple agents to disburse funds, which made it difficult to account for the funds; and (5) approved projects without first obtaining memorandums of understanding. GAO believes that the Department of Defense (DOD) initiated

corrective actions to establish appropriate controls and framework for handling future NATO cooperative research and development funds.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should issue written instructions for the implementation of NATO cooperative research and development programs.

**Status:** Action in process. Preparation of the handbook is in process, but delays have occurred. A DOD official estimates the handbook will be issued late in 1992.

## Mine Warfare: Ingleside, Texas, May Not Be the Best Location for Consolidation

NSIAD-92-63, 12/27/91 GAO Contact: Norman J. Rabkin, (202)275-4361

### Background

GAO reviewed two major changes that the Navy proposed to correct long-standing deficiencies in its mine countermeasures operations, focusing on the: (1) centralization of operational control of mine countermeasures forces under the Commander, Mine Warfare Command; and (2) consolidation of mine warfare forces at a new strategic homeport in Ingleside, Texas.

### Findings

GAO found that: (1) Navy officials stated that the lack of a full-time, deployable force commander and staff during Operations Desert Storm and Shield resulted in no one being responsible for preparing a coordinated mine countermeasures force for deployment;

(2) Navy officials proposed that the Commander, Mine Warfare Command, be accountable for all mine warfare activities including mine weapon systems and mine countermeasures; (3) the Commander's responsibilities would also include platform and systems procurement, research and development, force operations, support activities, training, and integrated tactics development; and (4) Ingleside may not be the best location for mine warfare forces, since consolidation costs could be significant, benefits from training at Ingleside are not unique, and the site's remoteness could pose problems.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Navy should provide the Secretary of

Defense with a detailed evaluation of locating mine warfare forces at Ingleside or at a base on both the East and West Coasts.

**Status:** Action not yet initiated. The fiscal year 1993 National Defense Authorization Act requires DOD to perform this evaluation by December 1992. GAO will evaluate the final DOD report.

**Recommendation:** The Secretary of the Navy should halt construction projects at Ingleside and plans to move the mine countermeasure ships until an evaluation of locating mine warfare forces at Ingleside has been completed. **Status:** Action not yet initiated.

## Naval Aviation: Opportunities to Apply A-12 Research, Knowledge, and Technologies

NSIAD-92-110, 03/19/92 GAO Contact: Richard Davis, (202)275-6504

### Background

GAO reviewed: (1) the Department of Defense's (DOD) actions to preserve the government's investment in A-12 Aircraft Program assets; (2) whether the government's investment in A-12 assets is protected; and (3) potential opportunities the Navy may have to use the technologies and knowledge developed for the A-12 Program.

### Findings

GAO found that: (1) before June 1991, the Navy did not plan to control the A-12 contractors' disposal of program assets, and consequently the contractors had disposed of some assets; (2) in June 1991, the Navy modified this position and required the A-12 contractors to submit asset disposition plans for approval; (3) the Navy believes that the

government owns all A-12 assets it paid for and accepted and is entitled to buy the remaining A-12 assets; (4) although the Navy's position changed, the contractors continued to sell A-12 assets for salvage and transferred some assets to other government programs that they were working on; (5) the Navy could not ensure that the contractors' asset disposition was in the government's best

interest, since the contractors did not follow the Navy's June 1991 guidance; (6) if the Navy waits until litigation with the contractors is settled, it may miss opportunities to use the technologies and knowledge developed from the A-12 on other development programs; and (7) the Navy could incur additional costs to develop the same technologies and hardware if it does not take immediate action to acquire the A-12 assets.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Navy should immediately identify the assets that have value to other programs

and, in accordance with the contract's default clause, require the contractors to deliver those assets to the Navy. The Navy should work with the contractors to reach agreement on an equitable price for those assets, to be credited against the \$1.35 billion the contractors owe.

**Status:** Action taken not fully responsive. The Navy response states that the vast majority of assets are A-12 specific and not of value to other programs. The contractors have found that a number of assets do have value to other government programs. Also, the Navy itself has identified assets of value to other programs, most recently the A-12 engines.

**Recommendation:** The Secretary of the Navy should respond quickly to the contractors' asset disposal notices by approving or denying the requests. The Secretary should require that proceeds from such past or future sales be applied against the debt owed the government.

**Status:** Action taken not fully responsive. The government has established procedures for disposing of A-12 assets and has begun to respond to contractor disposal requests. However, the contractors do not agree with government procedures that determine how much of the sale proceeds should be returned to the government.

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## Naval Reserves: The Frigate Trainer Program Should Be Canceled

NSIAD-92-114, 04/28/92 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO reviewed the Innovative Naval Reserve Concept, focusing on whether the program is still justified in light of the changes in national security.

### Findings

GAO found that: (1) the Innovative Naval Reserve Concept is a program to use Knox class frigates for training Naval Reserve crews; (2) given political changes in Eastern Europe and the former Soviet Union, the United States does not have a global military challenger; and (3) decommissioning all of the Knox class frigates now would

save about \$1.4 billion over the next 10 years. GAO believes that the Knox Class Frigate Program is no longer justified due to the absence of a current global military threat to the United States and the prospect of far greater warning times if such a threat should reemerge.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should cancel the reserve frigate trainer program.

**Status:** Action in process. Current DOD actions on the fiscal year (FY) 1994 budget decisions and congressional actions on the FY 93 request may result

in Fast Frigate Trainer program decisions. GAO believes that the basis for the recommendation remains valid.

**Recommendation:** The Secretary of Defense should direct the Secretary of the Navy to decommission the eight frigate trainers.

**Status:** Action in process. DOD reports to Congress and the Office of Management and Budget are not yet finalized. The DOD follow-up letter to GAO indicates unwillingness to consider decommissioning eight trainers. However, current budget pressures and congressional concern over the program may yet change their minds.

## Navy Housing: Transient Lodging Operations Need Effective Management Control

NSIAD-92-27, 10/03/91 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO determined whether the Navy is efficiently operating its transient lodging facilities.

### Findings

GAO found that: (1) although the Navy is required to lodge transient personnel on base whenever possible, it is not doing so; (2) travel costs are higher than necessary due to weaknesses in the Navy's reservation system that allow for the authorization of off-base per diem

when on-base lodging is available; (3) the Navy is incurring increased costs in off-base lodging because billeting offices discourage reservists from using on-base facilities and have poor control over lodging facilities set aside for senior officials; (4) revenue balances suggest that the Navy is not properly adjusting fees or financing needed improvements in a timely fashion; and (5) the Navy lacks verifiable statistical information needed to determine the seriousness of the inefficiencies in its transient lodging operations and how best to remedy them.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Navy should establish controls to monitor the Navy's compliance with Department of Defense (DOD) transient lodging directives and related legislation. **Status:** Action not yet initiated. Compliance with new directives and legislation may be part of the DOD Inspector General effort in fiscal year 1993.

## Navy Maintenance: Public/Private Competition for F-14 Aircraft Maintenance

NSIAD-92-143, 05/20/92 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO reviewed the Naval Aviation Depots' (NADEP) airframe repair program, focusing on the: (1) effects of introducing private-sector competition for depot maintenance on F-14 aircraft overhaul costs; (2) Naval Air Systems Command's (NAVAIR) post-award administration of the F-14 competition program; and (3) costs of competed and noncompeted overhauls during the same repair period.

### Findings

GAO found that: (1) F-14 overhaul costs have declined by about 23 percent since the introduction of the competition program, which encourages NADEP to streamline the overhaul process, ensure that only necessary work is performed, and focus on minimizing costs; (2) other factors contributing to cost reductions include accounting changes and aircraft parts funding changes; (3) actual F-14 overhaul costs have exceeded the amounts approved for payment, due to inconsistent contract administration guidance, failure to resolve contract administration problems, contract

disputes, problems with the NADEP cost accounting system, and some NADEP inefficiency; (4) NAVAIR has issued new guidance on administering competitive awards won by NADEP; (5) modification of the NADEP cost accounting system to allow better tracking of costs could help to prevent contract disputes; (6) although NADEP applied the same maintenance practices to overhaul work they won under competitive and noncompetitive awards, noncompetitive F-14 overhauls cost about 21 percent more than competitive F-14 overhauls; (7) NAVAIR attributed cost differences to differences in the way the overhauls were administered and cited the positive

impact of independent oversight on minimizing costs; and (8) NADEP attributed overhaul cost differences to aircraft age, although noncompetitive overhauls of older aircraft cost more than competitive overhauls of aircraft of the same age.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of the Navy should direct the Commander, NAVAIR, to take appropriate steps, such as periodic progress meetings with key parties involved in competition efforts,

to ensure that the new guidance on administration of competitive awards won by NADEP is successfully implemented and that all parties adhere to the guidance.

**Status:** Action in process. In accordance with NAVAIR Instruction 4200.35, an administrative contracting officer and an on-site program support officer will be designated to perform administration and oversight of the terms and conditions of the work assignment document, which serves as the controlling document for workload assignments to public activities.

**Recommendation:** The Secretary of the Navy should direct the Commander, NAVAIR, to issue policy guidance directing that the same administrative process be applied to both competed and noncompeted work.

**Status:** Action in process. A draft issue paper outlining the procedures necessary to implement the concurrent administration of both competitive and noncompetitive work has been prepared and is being staffed for review and comment. The finalized policies and procedures will be incorporated in NAVAIR Instruction 4200.35.

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## Navy Shipbuilding: Allegations of Mischarging at Bath Iron Works

NSIAD-91-85, 07/08/91 GAO Contact: Richard Davis, (202)275-6504

**Background**

Pursuant to a congressional request, GAO reviewed the Navy's efforts to address an anonymous source's allegations of improper charges and other contractual issues at the Bath Iron Works Corporation (BIW), a Navy shipbuilding contractor.

**Findings**

GAO found that: (1) the Navy's oversight of BIW contracts was ineffective and contributed directly to the improper charges and problems found; (2) the Navy inadequately reviewed allegations regarding cruiser program mischarges, charges for ripout and rework on cruisers that did not occur, and questionable pricing and negotiation of destroyer contract modifications; (3) the Navy did not resolve contractual disputes for over 2 years and maintained no data on ripout and rework BIW

actually performed in the construction of cruisers; (4) BIW improperly charged some costs to a cost-reimbursable contract rather than a fixed-price contract; (5) BIW incorrectly charged engineering labor hours to the destroyer-service instead of the destroyer-construction contract, costing the Navy about \$2.5 million; (6) Navy investigations reported that improper charges were due to mistaken interpretations of contract requirements; (7) BIW records lacked sufficient detail to accurately audit whether labor charges were proper; (8) the Navy had difficulty quantifying the adjustment due BIW, as BIW presented no evidence of its attempt to quantify the adjustment to which it believed it was entitled; (9) the Navy was responsible for ensuring that the ultimate impact of the restructuring was fair and reasonable, but there is no documentation to illustrate how the Navy decided to

increase payments by about \$37 million; and (10) the Naval Inspector General's investigative reports had significant factual errors and misleading statements and no supporting working papers.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of the Navy should, in conjunction with the Defense Contract Audit Agency and BIW, provide improved controls over the BIW charging system. This would include a combination of better data on contract charges as well as extensive monitoring of contract charges through employee floor checks.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of the Navy should review and strengthen oversight activities at BIW through measures such as increased monitoring

activities, prompt attention to contract

management issues, and improvements in internal controls.

Status: Action not yet initiated.

## Navy Supply: Excess Inventory Held at the Naval Aviation Depots

NSIAD-92-216, 07/22/92 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO provided information on materiel management practices at the Naval Aviation Depots, focusing on depots': (1) efforts to minimize excess inventories; and (2) compliance with instructions prohibiting unrecorded inventory accumulation.

accumulation of excess inventories include imprecise forecasting, equipment configuration changes, forecasting and ordering errors, untimely packaging and return of materiel to wholesale level or disposal, low value of unused parts, a lack of recoverable credit for unneeded parts, and undisciplined management practices; (5) Navy efforts to control excess inventories center upon extraordinary expense writeoffs and implementation of an automated system to limit ordering and increase managers' access to excess materiel; (6) unrecorded materiel that was ready to use totalled \$3 million, and materiel that could have filled outstanding orders totalled \$392,000; (7) unrecorded inventory weakens inventory management and internal controls, distorts demand and accounting data, and results in waste;

and (8) unrecorded inventories continue despite instructions, memoranda, discussions, and unannounced inspections.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of the Navy should direct the Commander, Naval Air Systems Command, to take steps to help ensure that unrecorded material is identified, returned to inventory control, and not permitted to accumulate. As one of these steps, the Commander should issue guidance requiring that top management at each depot make periodic spot checks for unrecorded inventory.

Status: Action not yet initiated.

### Findings

GAO found that: (1) from 1987 to 1991, depots maintained large excess materiel inventories totalling \$138 million; (2) in 1991, \$64 million in excess inventories were eliminated, but the remaining excess inventory totalled \$40 million; (3) excess material is returned to the wholesale supply system, but \$22 million was sent for disposal; (4) reasons for the

## Navy Supply: Some Aircraft and Ship Parts Should Be Replaced Rather Than Repaired

NSIAD-92-40, 12/02/91 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO reviewed the Navy's management of repairable aircraft and ship components, focusing on whether: (1)

unnecessary repairs were being made; and (2) repair data were accurate.

### Findings

GAO found that: (1) the Navy spends millions of dollars annually to repair

assets that have no known wartime or peacetime requirements, mainly because of inadequate procedures for identifying excess assets in the repair program; (2) the Navy prevents unnecessary repairs and reduces the need for funds to pay for repair costs, when it uses serviceable

ready-for-issue assets in lieu of repair; (3) the Navy made unnecessary repairs, since Navy procedures for identifying long supply assets in the repair program underestimated the number of items actually in long supply; (4) between April and September 1990, Navy repair activities made 7,710 repairs costing \$9.2 million for items that were excess to current needs; (5) contrary to Navy policy, it was repairing many items that it could have more economically replaced, and an analysis of 25 randomly selected items indicated that it would have been more economical to replace 18 of the items; and (6) records on repair survival rates and repair turnaround times were not accurate and tended to overstate the repair requirements, which ultimately led to the accumulation of excess stocks.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Navy should direct the Commander, Naval Supply Systems Command, to implement procedures that give better consideration to items that become long supply in managing its repair programs.

**Status:** Recommendation valid/action not intended. Department of Defense (DOD) stated that accurate initial requirements determinations and timely revisions are key to an effective repair program and adequate procedures. GAO still believes that the Navy does not have effective controls in place to prevent the repair of items that fall into a long supply status after the initial requirements determination.

**Recommendation:** To comply with Navy policy not to repair items in long supply, the Commander, Naval Supply Systems Command, should direct the Ships Parts Control Center to develop a long supply indicator that is consistent with the Navy definition of long supply and use

the resultant indicator in repairable management.

**Status:** Recommendation valid/action not intended. DOD agreed that long supply assets should be considered in the repair program but did not agree that the actions GAO recommends are necessary. DOD stated that appropriate procedures are already in place. GAO findings indicate that the Navy does not have effective controls in place to prevent the repair of items that fall into a long supply status after the initial requirements determination.

**Recommendation:** To comply with Navy policy not to repair items in long supply, the Commander, Naval Supply Systems Command, should provide all repair activities, including commercial and other military service activities, with information that indicates when ready-for-issue assets already exist in long supply and, therefore, should not be repaired.

**Status:** Recommendation valid/action not intended. DOD agreed that long supply assets should be considered in the repair program but did not agree that the actions GAO recommends are necessary. DOD stated that appropriate procedures are already in place. GAO findings indicate that the Navy does not have effective controls in place to prevent the repair of items that fall into a long supply status after the initial requirements determination.

**Recommendation:** To comply with Navy policy not to repair items in long supply, the Commander, Naval Supply Systems Command, should direct Aviation Supply Officer to use a long supply indicator in repairable management programs that is consistent with the Navy definition of long supply.

**Status:** Recommendation valid/action not intended. DOD agreed that long supply assets should be considered in the repair program but did not agree that the actions GAO recommends are

necessary. DOD stated that appropriate procedures are already in place. GAO findings indicate that the Navy does not have effective controls in place to prevent the repair of items that fall into a long supply status after the initial requirements determination.

**Recommendation:** The Secretary of the Navy should direct the Commander, Naval Supply Systems Command, to increase emphasis on economy-of-repair reviews by ensuring that all items are reviewed if there are indications that replacement is less costly than repair, including those procured by other services and those that have not been purchased recently.

**Status:** Recommendation valid/action not intended. Although DOD agreed that emphasis should be placed on economy of repair reviews and that current pricing data should be used, it did not agree that the actions GAO recommends are necessary. DOD stated that appropriate procedures are already in place. GAO disagrees and still believes that a repair-versus-replacement analysis is needed if there are indications that replacement would be less costly.

**Recommendation:** The Secretary of the Navy should direct the Commander, Naval Supply Systems Command, to increase emphasis on economy-of-repair reviews by ensuring that current pricing data is used to make repair versus buy decisions.

**Status:** Recommendation valid/action not intended. Although DOD agreed that emphasis should be placed on economy of repair reviews and that current pricing data should be used, it did not agree that the actions GAO recommends are necessary. DOD stated that appropriate procedures are already in place. GAO disagrees and still believes that a repair-versus-replacement analysis is needed if there are



indications that replacement would be less costly.

**Recommendation:** The Secretary of the Navy should direct the Commander, Naval Supply Systems Command, to implement procedures to ensure the accuracy of data used to manage repair

programs. Specifically, the Commander should routinely isolate data that deviates from acceptable standards, review the data for accuracy, and revise inaccurate data.

**Status:** Recommendation valid/action not intended. DOD agreed that the data used to manage the repair programs

should be accurate, but contends that appropriate procedures are already in place to achieve this result. Although procedures exist to ensure accurate data, GAO found that they are not adequate. GAO review identified many inaccuracies in the data; therefore, improved procedures are still needed.

## Navy Torpedo Program: MK-48 ADCAP Propulsion System Upgrade Not Needed

NSIAD-92-191, 09/10/92 GAO Contact: Richard Davis, (202)275-6504

### Background

GAO reviewed the Navy's MK-48 Advanced Capability (ADCAP) torpedo propulsion system upgrade program, focusing on whether the: (1) Navy needs an upgraded propulsion system; (2) upgrade would meet Navy noise reduction requirements; and (3) Navy is conducting research in alternative noise reduction technology.

### Findings

GAO found that: (1) the current system would meet the Navy's requirements for

the SSN-21 Seawolf submarine; (2) the Seawolf will have a very limited production run; (3) the Navy is continuing the development of the upgrade and will make it available to submarines that can fire MK-48 ADCAP torpedoes, although they operate at higher noise levels than the Seawolf, which limits the value of the quieter system; (4) the upgrade was not intended to meet and will not lead to meeting the Navy's 1986 noise reduction requirements; (5) the Navy has basic and exploratory research programs in alternative noise reduction technologies;

and (6) cancelling the upgrade and continuing the other research would be in line with the Department of Defense's revised weapons acquisition strategy.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Secretary of the Navy to terminate the MK-48 advanced capability propulsion system upgrade program.

**Status:** Action not yet initiated.

## Shipbuilding: Navy's Plan to Acquire Additional Strategic Sealift

NSIAD-92-224, 07/30/92 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's Mobility Requirements Study, focusing on the Navy's planned acquisition of 20 strategic sealift ships.

### Findings

GAO found that: (1) the Navy has eliminated two of four options for acquiring the needed ships due to unfeasibility; (2) in September 1991, the

Navy awarded nine 90-day initial design contracts for two ships, has since selected a 950-foot ship as the best design, and is anticipating awarding engineering design contracts after approval; (3) at the same time, the Navy

solicited shipyards' and commercial ship operators' comments for conversions of existing ships to meet its requirements, and is drafting a circular of requirements for such conversions and planning to proceed with some conversions; (4) a preliminary data review suggests that conversions may save time and money in comparison with new construction; (5) the 24-knot speed

capability requirement for all the new ships has not been justified, since similar existing sealift ships have speeds ranging from 16 to 27 knots; and (6) slightly lower-speed ships would still be able to deliver the required cargo within the required time period, and would provide more candidates for conversion.

### Open Recommendations to Agencies

**Recommendation:** Because it would increase the universe of potential conversion candidates, the Secretary of Defense should direct the Secretary of the Navy to consider converting a few ships with speeds slightly lower than 24 knots.

**Status:** Action not yet initiated.

## Strategic Sealift: Part of the National Defense Reserve Fleet Is No Longer Needed

NSIAD-92-3, 10/07/91 GAO Contact: Richard Davis, (202)275-6504

### Background

Pursuant to a congressional request, GAO reviewed the National Defense Reserve Fleet's viability and the Maritime Administration's (MARAD) management of the fleet, focusing on: (1) the Reserve Fleet's changing character; (2) its contribution in deploying and sustaining U.S. troops during the Persian Gulf crisis; (3) the revenue implications of the domestic and foreign scrapping of Reserve Fleet ships; and (4) MARAD maintenance and management practices with respect to the fleet's older less ready portion.

### Findings

GAO found: (1) during the 1980s, the Department of Defense spent over \$7 billion to improve, increase, and expand government-owned or -controlled sealift assets; (2) during deployment to the Persian Gulf, Non-Ready Reserve Force (non-RRF) ships were not used to assist in the transportation of the 10 million tons of cargo because of the lack of indication that there would be enough time to activate the ships, the ships'

relatively small size, slow transit speeds, and long off-loading times compared with other ships, and the ready availability of U.S. and foreign flag commercial ships; (3) legislation has been introduced that would require that all Reserve Fleet ships built prior to 1946 be scrapped domestically, however, under present scrap market conditions, domestic ship scrappers have bid much less than foreign firms because of various economic, environmental, and safety factors that result in higher costs to U.S. firms, resulting in substantially lower sale proceeds; and (4) current MARAD management practices do not ensure that non-RRF ships can continue to be relied on as viable sealift assets because dehumidification systems are not always effective, spare parts are not adequately controlled, availability of sufficient crews is in doubt, current ship condition documentation is not available, and written criteria and procedures for ship disposal do not exist.

### Open Recommendations to Congress

**Recommendation:** GAO believes that the likelihood of the future need for the non-RRF ships is extremely remote. Those ships are neither technologically suitable nor able to be activated and operated efficiently enough to justify their continued retention. Therefore, Congress should consider directing the Maritime Administrator to scrap all of the non-RRF ships, not being held for RRF upgrade or other purposes, as soon as practicable and use the sale proceeds to enhance the RRF.

**Status:** Action in process.

**Recommendation:** GAO did not estimate the additional costs that would be necessary to better maintain those ships; however, Congress will need to consider the likely impact on the overall Reserve Fleet's budget. Without a budget increase, additional funds spent improving the non-RRF ships will likely reduce the resources available to the RRF. If Congress chooses to continue with gradual 10-year phaseout of the non-RRF ships, consideration should be

given to directing that the Maritime Administrator improve the ships' maintenance and management by following the specific steps outlined in GAO recommendations.

**Status:** Action in process.

**Congressional Action:** In early 1992, legislation was passed by the House that directs the Secretary of Transportation to dispose of most of the non-RRF National Defense Reserve Fleet (NDRF) vessels within 5 years. This legislation was supported by the Administration. If not passed this session, the legislation will be reintroduced in the next session. In the interim, MARAD has sold 12 ships and received \$5.35 million.

### Open Recommendations to Agencies

**Recommendation:** The Maritime Administrator should establish managerial practices that ensure: (1) recommendations of various studies and

reports on the non-RRF ships receive prompt attention; (2) ships are preserved and maintained in accordance with existing regulations; and (3) spare parts inventories are complete, current, accurate, and based on established requirements, including proper controls over parts cannibalization.

**Status:** Recommendation valid/action not intended. MARAD expects scrapping legislation to pass both houses of Congress and has already started to sell NDRF ships. However, this recommendation should be held open in case Congress does not fully pass scrapping legislation.

**Recommendation:** The Maritime Administrator should establish a formal plan for crewing non-RRF ships, providing assurance that crews would be available when needed. Under this plan, MARAD would: (1) include non-RRF crew requirements in future Reserve Fleet mobilization exercises; and (2) periodically review or test mariners'

availability and willingness to crew the entire sealift Reserve Fleet.

**Status:** Recommendation valid/action not intended. MARAD expects scrapping legislation to pass both houses of Congress and has already started to sell NDRF ships. However, this recommendation should be held open in case Congress does not fully pass scrapping legislation.

**Recommendation:** The Maritime Administrator should direct that current non-RRF ship condition information be maintained and that this data be required as a basis for identifying specific ships for upgrade to the RRF or for scrapping.

**Status:** Recommendation valid/action not intended. MARAD expects scrapping legislation to pass both houses of Congress and has already started to sell NDRF ships. However, this recommendation should be held open in case Congress does not fully pass scrapping legislation.

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# Research, Development, Acquisition, and Procurement

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## Issue Area Summary

### Impact of GAO's Work

The Department of Defense's (DOD) contract actions exceed 33,000 daily and amount to approximately \$150 billion annually. Procurement accounts combined with research, development, test, and evaluation continue to constitute over one-third of the DOD budget.

Our work focuses on evaluating the effectiveness and the efficiency of defense research, acquisition, and procurement processes, practices, and procedures that cross service boundaries. Our efforts also detect areas considered to be of high risk to waste, fraud, or mismanagement with emphasis on weapon systems acquisition and subcontract pricing. Greater emphasis is being placed on both industrial-base-related issues as well as opportunities for improvement through procurement reform. While we continue to analyze whether the appropriate linkages between the threats, strategies, requirements, and budgets exist, our work is expanding into the potential duplication and overlap of service roles and missions.

Our reports and testimonies have continually highlighted areas where DOD has had lax internal controls and has failed to have policies or enforce existing policies to ensure the efficient and effective use of the taxpayers' dollars. For example, our report on defense procurement showed that DOD lacked adequate internal controls over contractor debt deferments granted by DOD. About 53 percent of the debt files we reviewed did not contain deferment agreements intended to protect the government's interest. Our testimony on contract pricing pointed out that DOD contracts continued to be overpriced by billions of dollars despite the steps that DOD had taken to ensure contractor compliance with existing laws and regulations and warned that the government remained at a high risk.

In addition, we made numerous recommendations to the Congress that, if acted upon, could save the taxpayers billions of dollars. For example, in our report on the costs and funding requirements for Operation Desert Shield and Operation Desert Storm, we recommended that the Congress use any excess funds remaining in the Defense Cooperation Account (DCA) to help reduce the deficit and consider terminating the Persian Gulf Regional Defense Fund, which saved approximately \$15 billion.

### Key Open Recommendations

Audits by the Defense Contract Audit Agency (DCAA) are one of DOD's key controls for determining whether the government has been overcharged because a subcontract was "defectively priced." One of our recent reports addressed the adequacy of the auditing systems DCAA used to prevent fraud, waste, and mismanagement in DOD subcontract pricing. In sampling 211 contracts, we found that among other things, DCAA was not aware of 188 (approximately 88 percent) of the subcontracts and that the smaller the subcontract, the less likely DCAA was aware of it.

We concluded that there were primarily two causes contributing to DCAA's lack of awareness of so many subcontracts. First, the data DCAA used to develop its subcontract inventory were incomplete. Second, when field offices became aware of subcontracts during their audits of prime contracts, they did not routinely pass this information to the field offices responsible for the subcontracts.

We recommended that to alleviate problems, the Secretary of Defense examine the costs and benefits of changing the Defense Federal Acquisition Regulations (FAR) Supplement to require prime contractors to notify the government of all subcontractors subject to the Truth in Negotiations Act. We also recommended that as an interim measure, the Secretary direct DCAA to require that when offices auditing prime contracts identify subcontract information, they share that information with the DCAA office responsible for auditing that subcontract. (GAO/NSIAD-92-173, see p. 112.)

The Navy's deferment of the A-12 contractor team's repayment of almost \$1.4 billion prompted concern in the Congress about the effectiveness of internal controls on deferred contractor debts. We responded with a review of DOD's contractor debt deferments. We concluded that DOD lacked adequate internal controls over contractor debt deferments and that DOD did not know how many contractor debts it deferred between 1980 and 1991, the status of those debts, or how much money was involved. As of December 31, 1991, the best available documentation we could find indicated that 93 cases with contractor deferred debts of about \$1.6 billion were open.

We recommended that the Secretary of Defense direct the head of the Defense Finance and Accounting Service to immediately begin collection efforts on all formally disputed debts that have been resolved in order to obtain moneys owed the U.S. government, including applicable interest. We also recommended that the Secretary of Defense direct the military services and DOD agencies to implement internal controls to manage, safeguard, and control accounts receivable on deferred debts. Such controls should ensure, among other things, compliance with FAR and the FAR Supplement, prompt collection of funds in disputed debt cases resolved in the government's favor, and proper maintenance and periodic reviews of debt records. (GAO/NSIAD-92-198, see p. 120.)

## **Products With Open Recommendations: Research, Development, Acquisition, and Procurement**

### **Product Title**

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## Contract Pricing: DCAA's Audit Coverage Lowered by Lack of Subcontract Information

NSIAD-92-173, 05/29/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed the extent to which the Defense Contract Audit Agency (DCAA) is aware of subcontracts subject to defective pricing audits.

### Findings

GAO found that: (1) DCAA was unaware of 186 of the 211 subcontracts reviewed, representing \$189 million, or over half the value of the sample; (2) field offices were less aware of the smaller subcontractors than the larger subcontractors; (3) field offices are unaware of subcontracts because the

information sources used to develop its subcontract inventory do not identify all subcontracts and field offices do not share subcontract information; (4) being unaware of so many subcontracts increases the government's vulnerability to defective pricing, because DCAA cannot ensure that its audit resources are applied to subcontracts with the greatest risk of defective pricing; and (5) when DCAA is not aware of all subcontracts, it understates resources required for defective pricing audits and has an incomplete basis for distributing those resources among field offices.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should examine the cost and benefits of changing the Defense Federal Acquisition Regulation Supplement to require prime contractors to notify the government of all subcontracts subject to the Truth in Negotiations Act. **Status:** Action in process. DCAA initiated a defense acquisition regulation (DAR) case on the issue of requiring prime contractors to notify the government of all subcontracts subject to the Truth in Negotiations Act. Part of that process includes a cost-benefit analysis of the DAR change.

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## Contract Pricing: DCAA's Methodology Change in Identifying "High Risk" Contractors

NSIAD-92-183, 06/02/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed the impact that Defense Contract Audit Agency (DCAA) changes had on procedures for designating contractors as high risk.

### Findings

GAO found that: (1) under fiscal year (FY) 1991 DCAA procedures, the number of contractors showing high risk in at least one comparable risk factor increased from 65 in FY 1991 to 96 in

FY 1992, a 48-percent increase; (2) in FY 1992 DCAA changed its procedures for assessing contractor risk by dropping suspected irregular conduct as an evaluation and adding accounting system deficiencies and the amount of recommended price adjustments as factors; (3) DCAA also increased the number of levels of risk to four, provided specific criteria for determining the appropriate level of risk, and changed the way it determined whether a contractor should be designated as high risk; (4) using the averaging calculation

of the revised procedures, only 10 contractors were designated as high risk, an 85-percent decrease from the 65 contractors designated as high risk in FY 1991; (5) the decrease in high-risk contractors was primarily due to increased objectivity in making the assessments, improvements in contractor estimating and accounting systems, and fewer contractors being subject to assessment; and (6) contractors that are not designated as high risk may be subject to less defective pricing audit coverage, since the extent of defective

pricing audit coverage is determined by the contractors' overall risk ranking and the dollar value of the contracts subject to audit.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Director,

DCAA, to revise its FY 1992 procedure for designating contractors as high risk to ensure that those contractors that historically have posed a great risk of defective pricing are included in the group of contractors that, for audit purposes, DCAA designates as high risk. **Status:** Action in process. DCAA plans to alter its procedure for designating contractors as high risk so that in FY

1993, the high risk list will include contractors that, in FY 1992, would have been placed in a lower risk category because they scored low risk in the risk factor related to accounting systems. GAO plans to evaluate these new procedures this year.

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## Contract Pricing: Defense Contractor Contributions to the Software Productivity Consortium

NSIAD-89-74, 07/24/89 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed selected defense contractors' classification of independent research and development (IR&D) expenses, focusing on whether the contractors could classify an industry consortium's activities and member companies' contributions as IR&D expenses.

### Findings

GAO found that: (1) the Department of Defense (DOD) allowed member companies to treat their contributions to the consortium as manufacturing and production engineering expenses because

the consortium's activities enhanced the production process but were not for resale; (2) some consortium activities would be more appropriately classified as IR&D; (3) there was no evidence that the consortium's activities improved member companies' internal manufacturing and production capabilities; and (4) all but one of the member companies charged their entire consortium contributions to overhead accounts other than IR&D.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct DOD personnel to

determine whether: (1) the Software Productivity Consortium's actual activities meet the Federal Acquisition Regulation criteria for IR&D or manufacturing and production engineering; and (2) member companies have properly classified their contributions to the consortium. **Status:** Action in process. The Defense Contract Audit Agency (DCAA) conducted a nationwide review of the consortium. The Defense Criminal Investigative Service (DCIS) is performing a review of the consortium. The DCAA audit is complete. Report issuance is scheduled for early 1993.

## Contract Pricing: Economy and Efficiency Audits Can Help Reduce Overhead Costs

NSIAD-92-16, 10/30/91 GAO Contact: Paul F. Math, (202)275-4587

### Background

GAO reviewed the Department of Defense's (DOD) use of overhead should-cost reviews, cost monitoring reviews, and operations audits to reduce overhead costs, focusing on the extent to which DOD evaluated the economy and efficiency of contractors' overhead costs.

### Findings

GAO found that: (1) since 1985, the number of overhead should-cost reviews decreased, while the number of less comprehensive reviews increased; (2) from 1987 to 1990, the number of cost-monitoring reviews of overhead costs conducted at the nine contractor sites visited decreased by over 50 percent; (3) from 1985 to 1990, the number of operations audits of overhead costs performed at the nine contractors visited decreased by 37 percent; (4) although those analytical methods have identified significant unnecessary overhead costs, DOD believes that it did not sustain its review effort because of inadequate

staffing and a shift in priorities; (5) although essential DOD assessments indicated that overhead should-cost reviews were viable, DOD did not revise its regulations to ensure that the reviews were performed; (6) since 1987, overhead rates at many major DOD contractors have increased while the value of DOD contracts has decreased; (7) anticipated workforce reductions required by recent legislation may further decrease DOD use of economy and efficiency audits; (8) overhead costs may continue to increase if the cost of DOD acquisitions continues to decline; and (9) unless DOD renews its emphasis on reducing overhead costs, those reviews may decline further as the DOD acquisition work force is reduced.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should revise DOD procurement regulations to provide guidance for the use of overhead should-cost reviews. The

regulations should include guidance similar to that currently provided for contract should-cost reviews, including criteria to select review sites.

**Status:** Action in process. DOD policy revision was submitted to the Defense Acquisition Review Council in March 1992. A policy memo was issued on March 31, 1992.

**Recommendation:** The Secretary of Defense should direct the Directors of the Defense Logistics Agency and the Defense Contract Audit Agency to increase the priority of significant cost reduction measures, such as overhead should-cost reviews, cost monitoring reviews, and operations audits.

**Status:** Action in process. DOD plans to revise its procurement regulations and issue additional program guidance in fiscal year 1993. In addition, DOD is evaluating the priorities of its cost monitoring program. However, no timetable has been established for this evaluation.

## Contract Pricing: Material Prices Overstated on Ground/Vehicular Laser Locator Designators

NSIAD-88-25, 10/13/87 GAO Contact: Paul F. Math, (202)275-4587

### Background

GAO reviewed the pricing of an Army contract for Ground/Vehicular Laser Locator Designators to determine

whether the: (1) contractor complied with the Truth in Negotiations Act in providing accurate, complete, and current cost or pricing data; and (2)

contracting officer negotiated fair and reasonable prices.

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## Findings

GAO found that the contractor overstated target prices by \$2,339,601, including overhead and profit, because it: (1) failed to disclose current materiel prices; (2) made a computation error; and (3) failed to disclose an updated bill of materiel. GAO also found that contract prices were overstated by an additional \$1,777,396, including overhead and profit, because the contracting officer: (1) did not rely on an audit

recommendation regarding anticipated materiel price reductions between the contractor and its vendors; and (2) accepted escalation on materiel costs that the contractor had based on firm vendor quotations.

## Open Recommendations to Agencies

**Recommendation:** The Commander, U.S. Army Missile Command, should initiate

action to recover these funds from the contractor.

**Status:** Action in process. The U.S. Army Missile Command is in the process of responding to the Inspector General's request for action. The contractor has claimed substantial offsets. GAO is dealing directly with the buying command to obtain details of the Command's tentative decision to close this case.

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# Contract Pricing: Threshold for Analysis of Subcontract Proposals Not Clear

NSIAD-92-69, 03/20/92 GAO Contact: Paul F. Math, (202)275-4587

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## Background

GAO reviewed the Department of Defense's (DOD) management of subcontracts, focusing on whether procurement officials make consistent and uniform interpretations of the dollar threshold at which prime contractors are required to submit cost or price data analyses for prospective subcontracts.

## Findings

GAO found that: (1) DOD procurement officials have two different interpretations of the Federal Acquisition Regulation (FAR) dollar threshold applicability; (2) some procurement officials interpret FAR as

requiring cost or price data analyses if the prospective subcontract exceeds the \$500,000 threshold, while others cite another section of FAR to justify a higher threshold of \$1 million or both more than \$500,000 and more than 10 percent of the prime contract value; and (3) the different interpretations could result in the government not receiving analyses to establish fair contract prices or in contracts being burdened with analyses of subcontract proposals not required.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Defense Acquisition Regulatory Council to clarify the regulatory threshold at which prime contractors are required to analyze prospective subcontractor cost or pricing data and provide the results to the government before prime contract price agreement.

**Status:** Action in process. DOD has proposed a Federal Acquisition Regulation change to the Civilian Agency Acquisition Council for the purpose of clarifying the regulatory threshold. Final action is not expected before early 1993.

## Defense Contracting: Interim Report on Mentor-Protege Program for Small Disadvantaged Firms

NSIAD-92-135, 03/30/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a legislative requirement, GAO provided an interim report on the Department of Defense's (DOD) Mentor-Protege Pilot Program, focusing on: (1) the regulatory implementation of the program; (2) the initial participation of eligible mentor and protege firms; and (3) deficiencies in the statutory and regulatory framework of the program that could impair success.

### Findings

GAO found that: (1) DOD program policy and procurement regulations are consistent with the legislative requirements and congressional intent for the Mentor-Protege Pilot Program; (2) as a result of comments on proposed regulations that characterized some provisions as restrictive or burdensome, DOD incorporated changes into the final regulations; (3) the program was not fully implemented in October 1991, as intended, because Congress did not provide specific funds for cash reimbursement until December 1991; (4)

DOD did not adopt an aggressive implementation strategy because of uncertainty about the amount and timing of program funds; (5) the President has proposed that fiscal year 1992 funds be rescinded as part of a budget-cutting effort; (6) with participation limited to mentors seeking credit toward subcontracting goals, the Office of Small and Disadvantaged Business Utilization (OSADBU) had approved 8 agreements and had 12 applications in process as of March 1992; (7) with the program's full implementation delayed about 1 year, Congress' reauthorization and extension decision scheduled for 1994 could be affected; (8) DOD has not established internal controls for reviewing and approving applications or monitoring the program, which could serve to protect the integrity of the program; (9) existing measures do not quantify specific program accomplishment or rates of progress; and (10) current incentives may not be sufficient inducement for significant participation by prime contractors.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct OSADBU to develop and implement adequate internal controls in the application and approval process and in the oversight of protege development.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct OSADBU to work with congressional representatives to develop evaluation criteria that, to the extent feasible, quantify desired program accomplishments.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct OSADBU to compile and analyze available data on subcontract goals and the use of incentives and penalties to achieve those goals, and consider ways to enhance Mentor-Protege Pilot Program incentives for prime contractor participation.

**Status:** Action not yet initiated.

## Defense Contracting: Key Data Not Routinely Used in Progress Payment Reviews

NSIAD-92-1, 01/14/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed excessive Navy progress

payments to contractors associated with the A-12 Program, focusing on the adequacy of Department of Defense

(DOD) procedures for reviewing contractors' requests for payment.

## Findings

GAO found that: (1) the administrative contract officers (ACO) monitoring the contracts reviewed were not in the best position to prevent overpayments, since they did not use available cost and performance data to identify cost overruns; and (2) the Defense Contract Management Command issued guidance requiring Defense Plant Representative Offices (DPRO) to use available cost and performance data in quarterly program assessments and annual progress payment reviews, but not as a part of monthly progress payment reviews.

## Open Recommendations to Agencies

**Recommendation:** To have reasonable and prompt assurances that progress payments are appropriate and accurate, the Secretary of Defense should require that: (1) ACO be provided with DPRO technical reports generated by the contractors' cost/schedule control systems, DPRO independent estimated completion costs, and production and delivery data; and (2) ACO use these data to identify contracts with performance problems as a basis to

conduct detailed reviews of progress payment requests.

**Status:** Action in process. DOD does not agree that ACO must receive every incoming technical report unless the report indicates a contract performance problem. However, DOD stated that forthcoming Defense Contract Management Command policy guidance will emphasize the importance of ensuring that contract performance problems are brought to the attention of ACO.

# Defense Industrial Base: DOD Needs Better Method of Identifying Critical Technology Funding

NSIAD-92-13, 02/05/92 GAO Contact: Paul F. Math, (202)275-4587

## Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) methodology for identifying designated critical technology funding.

services to link funding to the Critical Technologies Plan's specific technical goals; or (3) developing actual expenditure data. GAO also found that the military services and defense agencies used different funding methodologies to respond to OSD information requests.

agencies: (1) describe the extent to which funding is linked to the technical goals; (2) report information on planned and actual expenditures; and (3) describe the extent to which funds spent on contractors' IR&D/B&P efforts are addressing the critical technologies.

## Findings

GAO found that the Office of the Secretary of Defense's (OSD) methodology for identifying designated critical technologies funding did not include: (1) collecting data on the extent to which defense contractors use their independent research and development/bid and proposal (IR&D/B&P) funds to invest in critical technologies; (2) requiring military

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should provide guidance to the military services and defense agencies to better identify the extent to which DOD is funding the Critical Technologies Plan. The guidance should require that the military services and defense

**Status:** Action not yet initiated. DOD stated that funding data for critical technologies are "only estimates" and are not aligned with the DOD budget. DOD stated that it has complied with legislation requiring it to provide budget estimates for critical technologies. However, DOD stated that since critical technologies are not aligned with the budget, it cannot evaluate how closely the work followed earlier funding projections.

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## Defense Industrial Base: DOD's Manufacturing Technology Program Needs Systematic Evaluation

NSIAD-92-74, 03/12/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed whether the Department of Defense (DOD) systematically tracks benefits from its Manufacturing Technology (ManTech) Program, focusing on the Office of the Secretary of Defense's (OSD) efforts to ensure that the: (1) ManTech Program is effectively implemented; and (2) benefits from ManTech projects are appropriately compiled and reported.

complied with OSD requirements to describe ManTech projects, the reports did not address the extent to which the services carried out program goals, priorities, and planned approaches because OSD did not require this information; (5) OSD does not have a methodology for assessing the ManTech Program's impact or producing reliable estimates of the cost savings or financial benefits from individual ManTech projects; and (6) in response to a legislative mandate, OSD indicated that it would take a stronger role in planning, but so far has not established guidance that will enable it to evaluate program effectiveness.

should include guidance to ensure that the military services routinely and uniformly report on: (1) the extent to which they have sound rationales to demonstrate they are funding projects that industry would not fund on a timely basis; (2) the results of the projects measured against standardized criteria; and (3) their progress in meeting established program goals, priorities, and planned approaches.  
**Status:** Action in process. DOD stated that it is in the process of instituting numerous changes to its system of controls. DOD plans to improve reporting on project results and on its progress towards meeting program goals.

### Findings

GAO found that: (1) the ManTech Program provides research and development to help develop advanced manufacturing processes, techniques, and equipment; (2) OSD oversees the ManTech Program and requires the services to supply detailed project information to its central data base and to prepare annual reports; (3) although OSD acknowledges that the central data base is incomplete and not used, it has done little to resolve the deficiencies; (4) although the services' annual reports

### Open Recommendations to Agencies

**Recommendation:** As an integral part of completing the legislatively required ManTech Plan, the Secretary of Defense should revise the system of controls designed to provide assurances that the ManTech Program is being effectively implemented. Such a revised system

**Recommendation:** The Secretary of Defense should revise ManTech Program guidance to demonstrate how the military services' program data will be used to evaluate the ManTech Program.  
**Status:** Action in process. DOD is reviewing the data base structure and data input procedures in an attempt to resolve the long-standing problems with the data base.

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## Defense Industrial Base: Industry's Investment in the Critical Technologies

NSIAD-92-4, 01/15/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed Department of Defense

(DOD) contractors' independent research and development/bid and proposal (IR&D/B&P) efforts on DOD-designated critical technologies, focusing on: (1)

contractor views regarding how a 1990 legislative change designed to promote critical technologies, develop dual-use technologies, and address environmental

research would affect their IR&D/B&P programs; and (2) DOD efforts to monitor contractors' efforts.

### Findings

GAO found that: (1) DOD does not gather information on whether contractors' IR&D/B&P expenditures address DOD critical technologies; (2) of 121 contractors surveyed, 92 reported they spent a total of \$2.9 billion, or 50 percent, of IR&D/B&P expenditures on critical technologies; (3) contractors reported that most IR&D/B&P work was on near-term efforts aimed at designing,

developing, or testing a new or improved product, as opposed to basic research; (4) 60 percent of the contractors indicated that the legislation would have little or no effect on their investments in critical or environmental technologies; and (5) 45 percent of the contractors believed that the law would have little or no effect on work related to dual-use technologies.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should ensure that data, at least on IR&D programs, be routinely

obtained to determine the extent to which contractors are executing projects that promote the critical technologies, develop dual-use technologies, and address environmental concerns.

**Status:** Action in process. DOD agrees that collecting independent research and development data on key technologies, dual-use technologies, and environmental efforts is important and the Department claims to be looking carefully at how this can be achieved.

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## Defense Procurement: Improvement Needed in Technical Data Management

NSIAD-92-23, 02/25/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) management of its technical data repositories, focusing on: (1) the timeliness of DOD responses to technical data requests, particularly from small businesses; (2) the adequacy of the data DOD provides; and (3) DOD actions to improve technical data access.

### Findings

GAO found that: (1) although repositories were required to maintain records on data technical requests, they were unable to evaluate how quickly they responded to requests or determine the status of received requests, since they lacked logs and other records to measure their efforts; (2) although the majority of the 23 private contractors reviewed stated that the repositories generally responded to their data

requests in a timely manner, 19 contractors, or about 83 percent, reported having experienced data quality problems, including illegible drawings, obsolete data, and inaccurate or incomplete information; (3) contractors reported general dissatisfaction with repositories' efforts to resolve data quality problems and difficulty communicating with government personnel about the problems; (4) repository managers stated that they were unable to resolve data quality problems, since the problems often originated during the acquisition process, and they were only responsible for receiving, storing, and distributing data; (5) DOD is relying on automation to improve its technical data repository operations; and (6) data quality problems inhibit contractors from competing for government work or completing their requirements under government contracts. GAO also found that: (1) the

Army and the Air Force have jointly implemented an automation plan, and seven Army and five Air Force repositories are in the process of converting their data to the new systems; and (2) although the Navy and the Defense Logistics Agency (DLA) are implementing a joint plan, their automation efforts are slower due to funding and technology difficulties.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the service Secretaries and the Director, DLA, to require that each of the military services and DLA technical data repository managers ensure compliance with the appropriate internal control requirements designed to: (1) measure the timely fulfillment of technical data



requests; and (2) determine the status of in-process requests.

**Status:** Action in process. The Department concurs and will reinforce its guidance to the military services and DLA to ensure compliance with appropriate existing internal control requirements. The reinforcing guidance will be promulgated by a memorandum issued to the military services and DLA.

**Recommendation:** The Secretary of Defense should direct the service Secretaries and the Director, DLA, to reinforce their guidance to those organizations and entities charged with the responsibility of analyzing and accepting technical data for DOD to ensure that technical data accepted

during the acquisition process are as current, accurate, and complete as possible.

**Status:** Action in process. The Department concurs and will provide guidance to the military services and DLA to review and reinforce existing direction to those organizations within the acquisition and logistics communities responsible for ensuring the currency, technical accuracy, and completeness of technical data acquired by the Department. The guidance will be promulgated by a memorandum issued to the military services.

**Recommendation:** The Secretary of Defense should direct the service Secretaries and the Director, DLA, to

require procurement offices and repository sites to include in each solicitation the area code and telephone number of the persons designated to handle inquiries or to make proper referrals to persons with requisite engineering expertise who can solve technical data problems.

**Status:** Action in process. The Department concurs and will provide guidance to the military services and DLA to review and reinforce existing procedures to ensure that the functional or technical requester of data for use in an acquisition provides the appropriate contracting office with a point of contact and the telephone number of persons with expertise to solve technical problems.

## Defense Procurement: Need to Improve Internal Controls on Deferred Contractor Debts

NSIAD-92-198, 08/20/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed contractor debt deferments granted by the Department of Defense (DOD) from 1980 through 1991, focusing on: (1) deferment criteria; (2) the number of deferments given to small or disadvantaged businesses; (3) deferment terms and conditions; (4) management policies and procedures; and (5) resolution of the deferred debts.

### Findings

GAO found that: (1) DOD does not have adequate internal controls over contractor debt deferments; (2) DOD does not know how many debt deferments it has granted because the military services and DOD agencies do not maintain a centralized system to identify

deferred contractor debts; (3) federal and defense acquisition regulations establish the criteria for granting deferments, but they permit a considerable degree of flexibility; (4) the regulations specifically mention small or financially weak contractors as being eligible for deferments, but DOD records do not identify contractors as small or disadvantaged businesses; (5) terms and conditions of DOD deferment agreements met regulatory requirements; (6) DOD management and documentation of debt deferments were deficient; and (7) responsible DOD officials are not aware of the current status of debt cases, and do not periodically review the records so that proper follow-up measures can be taken.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the head of the Defense Finance and Accounting Service to immediately begin collection efforts on all formerly disputed debts that have been resolved with some monies being owed the U.S. government, including applicable interest.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the military services and DOD agencies to implement the appropriate internal controls to manage, safeguard, and control accounts receivable on deferred debts. These controls should be consistent with the Federal Managers' Financial Integrity

Act of 1982 (31 U.S.C. 3512(b)) and the Comptroller General's "Standards for Internal Controls in the Federal Government." Such controls should

ensure, among other things, compliance with the Federal Acquisition Regulations (FAR) and the DOD FAR Supplement, prompt collection of funds in disputed

debt cases resolved in the government's favor, and proper maintenance and periodic reviews of debt records. **Status:** Action not yet initiated.

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## Defense Production Act: Offsets in Military Exports and Proposed Amendments to the Act

NSIAD-90-164, 04/19/90 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed: (1) the interagency process used to prepare the 1988 report on offsets in military exports; (2) the use of economic models to measure the impact of offsets; and (3) information on proposed amendments to the Defense Production Act.

### Findings

GAO found that: (1) agencies used an informal process to prepare the 1988 offsets report because they had no guidelines or written procedures; (2) the report summarized new data on prime contractors, but did not include any analysis of that data; (3) the report basically restated the findings of three

prior reports to Congress and reproduced previous analyses based on case studies related to industrial competitiveness, employment, and international trade; (4) the methodology used to prepare the report did not identify the effect of offsets on specific critical industries; (5) differing agency views may have significantly affected the 1988 and previous reports' conclusions; and (6) proposed legislative amendments would better provide for the inclusion of differing views in the annual offsets report.

### Open Recommendations to Congress

**Recommendation:** Congress may wish to consider amending section 309(b) of the

Defense Production Act to better provide for the disclosure of significant differing agency views. Specifically, Congress may wish to provide that agencies participating or consulting in developing the offsets report will have their significant differing views included in the report without performing additional studies or analyses.

**Status:** Action in process. The conference committees of the House and Senate are trying to reconcile their two versions of the Defense Production Act Amendments of 1992. An unresolved issue is whether or not the GAO recommendation regarding dissenting agencies' views will be incorporated in the final version.

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## DOD Procurement: Cost-Per-Copy Service Can Reduce Copying Costs

NSIAD-90-276, 09/28/90 GAO Contact: Donna M. Heivilin, (202)275-8412

### Background

Pursuant to a congressional request, GAO evaluated the viability of the cost-per-copy (CPC) service concept, focusing on the Department of Defense's (DOD)

and the General Services Administration's (GSA) use of CPC.

### Findings

GAO found that: (1) several military components purchased CPC services, but the terms and conditions varied by contract; (2) DOD and GSA did not

provide agencies with guidance on the factors to consider in establishing contract terms; (3) Army and Navy cost feasibility studies concluded that conversion to CPC service significantly reduced copying costs; (4) DOD and GSA guidance for conducting cost feasibility studies was inadequate; (5) military officials perceived numerous advantages and disadvantages associated with CPC service; (6) DOD and GSA could further expand their CPC services within military departments and across agency lines; (7) DOD and GSA did not have a central source of information on existing CPC service contracts to identify CPC service availability; (8) industry views on

the government's use of CPC ranged from ready acceptance of the concept to a lack of interest in participating in future contracts; and (9) copier firms' representatives and industry associations identified suggestions that they believed could improve CPC service for the government.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense and the Administrator of General Services should jointly study the implications of various CPC contract terms, particularly with regard to the

number of option years, the number and ranges of production volume bands, and vendor-furnished supply and maintenance requirements. Guidance should be based on procurement and administration of CPC service experiences of the military departments, GSA, and other civil agencies. DOD and GSA should use the resulting information to provide guidance for agencies to use in establishing terms for their specific contracts.

**Status:** Action in process. A federal property management regulation amendment has been drafted and circulated for comment by GSA. Estimated completion was late 1992.

## Government Contracting: Proposed Regulation Would Limit DOD's Ability to Review IR&D/B&P Program

NSIAD-92-265, 09/24/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO examined the effect of recent legislation regarding the Department of Defense's (DOD) reimbursement of contractors for their independent research and development and bid and proposal (IR&D/B&P) projects, focusing on whether: (1) DOD had adequate financial and technical data to assess the legislation's impact; and (2) the legislation would reduce administrative costs.

### Findings

GAO found that: (1) DOD has historically negotiated a ceiling for contractors' IR&D/B&P costs and conducted extensive technical reviews of their programs, and the Defense

Contract Audit Agency (DCAA) prepared an annual financial report; (2) recent legislation provides for gradually removing those limitations, and DCAA informed DOD that it no longer plans to prepare the financial report; (3) to implement the legislation, DOD proposed regulations for an annual DOD-wide report on the IR&D/B&P program and for contractors to provide brief technical descriptions of their IR&D/B&P projects; (4) the proposed regulations are vague as to statistical information requirements, and without the DCAA annual report, DOD managers will not have sufficient data to monitor ceilings, assess the budgetary impact of removing ceilings, identify overall expenditure increases, or compare contractors' IR&D and B&P expenditures; (5) the recent legislation is

not likely to meet its intentions to reduce administrative costs, since the government must still determine the reasonableness of IR&D/B&P costs and since contractors must still provide the government with technical information to monitor the defense industrial base; and (6) although DOD maintains a data base to reflect information on contractors' IR&D projects, the military services did not consider the data base sufficient or timely and created their own data bases.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct DCAA to resume preparing the annual financial report on contractor IR&D/B&P expenditures and

reimbursements.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should ensure that duplicate technical data bases are eliminated.

**Status:** Action not yet initiated.

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## Industrial Base: Significance of DOD's Foreign Dependence

NSIAD-91-93, 01/10/91 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed the Department of Defense's (DOD) dependency on foreign sources for critical components of its weapon systems, focusing on the M1 Abrams tank and the F/A-18 Hornet fighter aircraft.

### Findings

GAO found that: (1) DOD did not know the overall extent of foreign sourcing or dependency and their significance for national security; (2) DOD had limited information on foreign supply sources at the lower tiers of the supply base; (3) there were no criteria for determining the appropriate maximum tolerance levels for foreign dependency and DOD actions to reduce the associated risks; (4) DOD had little awareness of the extent of foreign sourcing or dependency beyond the prime contractors and their immediate subcontractors; (5) DOD program officials were not required, and took no special action, to track foreign sourcing or dependency; (6) several Abrams tank components continued to be foreign dependent, and DOD did not award contracts or subcontracts to

domestic sources because of availability, quality, and cost considerations; (7) even if DOD were willing to pay the higher prices of domestic suppliers, they would be unable to satisfy DOD total requirements due to production capacity constraints; (8) DOD planned to develop a second domestic source for the F/A-18 aircraft's foreign-dependent ejection seat; (9) such policy goals as the standardization and interoperability of weapon systems and equipment with North Atlantic Treaty Organization allies and the desire to minimize the cost of weapon systems limited DOD use of Buy American restrictions; and (10) DOD had ongoing efforts to improve its information on the U.S. defense industrial base and revise acquisition directives and procedures.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should, after consulting with other agencies and private-sector experts and considering existing studies regarding critical technologies, critical and strategic industries, and foreign dependencies, determine the key issues

and policy questions for which information is needed.

**Status:** Action in process. DOD cites a number of activities currently under way to determine key issues and policy questions regarding the industrial base. It cites the Critical Technologies Plan and the "Report to Congress on the Defense Industrial Base: Critical Industries Planning," another plan not yet completed, and the National Defense Manufacturing Technology Plan, which will address key issues.

**Recommendation:** The Secretary of Defense should, after consulting with other agencies and private-sector experts and considering existing studies regarding critical technologies, critical and strategic industries, and foreign dependencies, submit, within a reasonable time, a program proposal to Congress for effectively addressing the key issues and policy questions.

**Status:** Action in process. DOD cited a number of activities underway to address key issues and policy questions regarding the industrial base. OSD is preparing a response to the statutory requirements.

# Multiple Award Schedule Purchases: Changes Are Needed to Improve Agencies' Ordering Practices

NSIAD-92-123, 06/02/92 GAO Contact: Paul F. Math, (202)275-4587

## Background

Pursuant to a congressional request, GAO reviewed multiple award schedule (MAS) purchasing practices, to determine whether: (1) procurement offices complied with statutory and regulatory requirements aimed to ensure that orders exceeding \$25,000 resulted in the lowest overall cost alternative; (2) the offices missed opportunities to select lower-cost alternatives for selected procurement cases; and (3) MAS management practices were effective and ensured that MAS orders were made at the lowest overall cost.

## Findings

GAO found that: (1) agencies' MAS purchasing practices did not ensure compliance with statutory requirements that MAS orders result in the lowest overall cost alternative meeting the government's needs; (2) for the most part, procurement offices filled users' requests for a specific manufacturer's product without determining whether other MAS products could satisfy the requirement at a lower cost; (3) a lower-cost product, supplier, or procurement approach existed for 19 of the 47 MAS procurements reviewed; (4) the lower-cost alternatives would have resulted in savings of \$269,000 to \$323,000; (5) procurement offices, agencies, and the General Services Administration (GSA) all devoted little attention to management and oversight of MAS procurements; and (6) a broad consensus existed among GSA and agency procurement officials that automating MAS information would facilitate

product and price comparisons and better ensure selecting the lowest-cost alternative.

## Open Recommendations to Congress

**Recommendation:** Congress may wish to consider revising procurement statutes to allow agency procurement offices to follow a less stringent standard, similar to that in Federal Acquisition Regulation (FAR) 13.106(b)(5), for MAS purchases below the small-purchase threshold of \$25,000.

**Status:** Action not yet initiated. The House Committee on Government Operations staff plans to introduce legislation covering this issue later this year.

## Open Recommendations to Agencies

**Recommendation:** The Administrators of the Office of Federal Procurement Policy (OFPP), the General Services Administration, and the National Aeronautics and Space Administration (NASA), and the Secretary of Defense should revise FAR 8.4, for Federal Supply Service (FSS) MAS orders expected to exceed \$25,000, to require that purchase descriptions be written in accordance with FAR 10.004(b)(2) to permit those manufacturers' products meeting the government's needs to be considered and purchase descriptions restricted to a particular manufacturer's product be accompanied by a justification for other than full and open competition, consistent with FAR 6.3.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.

**Addressee:** National Aeronautics and Space Administration

**Status:** Action not yet initiated.

**Addressee:** General Services Administration

**Status:** Action not yet initiated.

**Addressee:** Office of Federal Procurement Policy

**Status:** Action not yet initiated.

**Recommendation:** The Administrators, OFPP, GSA, and NASA, and the Secretary of Defense should revise FAR 8.4 for FSS MAS orders expected to exceed \$25,000, to require that documentation be included in the procurement file showing: (1) that all reasonably available suppliers meeting the government's needs were considered (which might include, for example, listing such suppliers' products with appropriate model numbers and prices or copying contractors' catalog price list pages containing such information); (2) reasons for not obtaining prices regarding MAS suppliers' products meeting the government's needs; (3) the basis for selecting the MAS supplier that received the order; and (4) how the lowest delivered price or lowest overall cost alternative was determined.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.

**Addressee:** National Aeronautics and Space Administration

**Status:** Action not yet initiated.

**Addressee:** General Services Administration

**Status:** Action not yet initiated.

**Addressee:** Office of Federal Procurement Policy  
**Status:** Action not yet initiated.

**Recommendation:** The Administrator, GSA, should revise the Federal Information Resources Management Regulation (FIRMR), for Information Resource Management Service (IRMS) MAS orders expected to exceed \$25,000, to require that all reasonably available suppliers be considered.  
**Status:** Action not yet initiated.

**Recommendation:** The Administrator, GSA, should revise FIRMR, for IRMS MAS orders expected to exceed \$25,000, to require that all documentation be included in the procurement file showing: (1) that all reasonably available suppliers meeting the government's needs were considered (which might include, for example, listing such suppliers' products with appropriate model numbers and prices or copying contractors' catalog price list pages containing such information); (2) reasons for not obtaining prices regarding suppliers' products meeting the government's needs; (3) the basis for selecting the supplier that received the order; and (4) how the lowest overall cost alternative was determined.  
**Status:** Action not yet initiated.

**Recommendation:** The Administrator, GSA, should take action to ensure that the heads of all federal departments and agencies that use the furniture systems schedule: (1) plan and conduct furniture systems procurements in accordance with the schedule provisions; and (2) monitor the effectiveness of agencies' implementation efforts.  
**Status:** Action not yet initiated.

**Recommendation:** The Administrator, GSA, should take action to examine customer agencies' needs for preliminary interior design services and, if appropriate, take steps to assist agencies

in meeting those needs, possibly by awarding MAS contracts for design services.  
**Status:** Action not yet initiated.

**Recommendation:** The heads of the 12 federal departments and agencies accounting for most of the value of GSA MAS orders should take actions to ensure that their procurement offices' practices for describing and accepting requests for MAS purchases under: (1) FSS schedule contracts are consistent with the requirements of FAR 10.004(b)(2); and (2) IRMS schedule contracts conform to the requirements of FIRMR 201-39.601.

- Addressee:** Department of Defense  
**Status:** Action not yet initiated.
- Addressee:** Department of Veterans Affairs  
**Status:** Action not yet initiated.
- Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.
- Addressee:** Department of Transportation  
**Status:** Action not yet initiated.
- Addressee:** Department of Health and Human Services  
**Status:** Action not yet initiated.
- Addressee:** Department of Justice  
**Status:** Action not yet initiated.
- Addressee:** Department of the Treasury  
**Status:** Action not yet initiated.
- Addressee:** Department of the Interior  
**Status:** Action not yet initiated.
- Addressee:** National Aeronautics and Space Administration  
**Status:** Action not yet initiated.
- Addressee:** Department of Commerce  
**Status:** Action not yet initiated.
- Addressee:** General Services Administration  
**Status:** Action not yet initiated.
- Addressee:** Department of Energy  
**Status:** Action not yet initiated.

**Recommendation:** The heads of the 12 federal departments and agencies accounting for most of the value of GSA MAS orders should take actions to

ensure that their procurement personnel consider all reasonably available suppliers meeting the agency's needs before placing FSS MAS orders exceeding \$25,000.

- Addressee:** Department of Defense  
**Status:** Action not yet initiated.
- Addressee:** Department of Veterans Affairs  
**Status:** Action not yet initiated.
- Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.
- Addressee:** Department of Transportation  
**Status:** Action not yet initiated.
- Addressee:** Department of Health and Human Services  
**Status:** Action not yet initiated.
- Addressee:** Department of Justice  
**Status:** Action not yet initiated.
- Addressee:** Department of the Treasury  
**Status:** Action not yet initiated.
- Addressee:** Department of the Interior  
**Status:** Action not yet initiated.
- Addressee:** National Aeronautics and Space Administration  
**Status:** Action not yet initiated.
- Addressee:** Department of Commerce  
**Status:** Action not yet initiated.
- Addressee:** General Services Administration  
**Status:** Action not yet initiated.
- Addressee:** Department of Energy  
**Status:** Action not yet initiated.

**Recommendation:** The heads of the 12 federal departments and agencies accounting for most of the value of GSA MAS orders should take actions to ensure that their procurement personnel clearly document in procurement files the offices' decisions regarding consideration of suppliers, selection of the contractors with which the MAS orders are placed, and procurement at the lowest overall cost or lowest delivered price.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.

**Addressee:** Department of Veterans Affairs  
**Status:** Action not yet initiated.  
**Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.  
**Addressee:** Department of Transportation  
**Status:** Action not yet initiated.  
**Addressee:** Department of Health and Human Services  
**Status:** Action not yet initiated.  
**Addressee:** Department of Justice  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Treasury  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Interior  
**Status:** Action not yet initiated.  
**Addressee:** Department of Commerce  
**Status:** Action not yet initiated.  
**Addressee:** General Services Administration  
**Status:** Action not yet initiated.  
**Addressee:** Department of Energy  
**Status:** Action not yet initiated.

**Recommendation:** To accomplish these objectives, federal department and agency heads may need to direct their staffs to institute one or more of the following: (1) provide training and guidance to procurement personnel and requisitioners on preparing, reviewing, and approving MAS purchase requests, with specific emphasis on requests limited to one manufacturer's product; (2) develop and implement MAS procurement file documentation procedures; and (3) periodically analyze MAS orders exceeding \$25,000 for compliance with statutory and regulatory requirements.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.  
**Addressee:** Department of Veterans Affairs  
**Status:** Action not yet initiated.  
**Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.  
**Addressee:** Department of Transportation  
**Status:** Action not yet initiated.

**Addressee:** Department of Health and Human Services  
**Status:** Action not yet initiated.  
**Addressee:** Department of Justice  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Treasury  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Interior  
**Status:** Action not yet initiated.  
**Addressee:** National Aeronautics and Space Administration  
**Status:** Action not yet initiated.  
**Addressee:** Department of Commerce  
**Status:** Action not yet initiated.  
**Addressee:** General Services Administration  
**Status:** Action not yet initiated.  
**Addressee:** Department of Energy  
**Status:** Action not yet initiated.

**Recommendation:** The heads of the 12 federal departments and agencies should establish effective MAS management practices. At a minimum these practices should include: (1) developing management data, criteria, and procedures to analyze and plan whether MAS or another procurement approach would be most cost-effective in meeting the agency's requirements for various commercial products and services; (2) developing and implementing management criteria and procedures for reviewing incoming MAS purchase requests to detect order fragmentation and opportunities for requirements consolidation; and (3) ensuring effective management oversight, reporting, and followup of their procurement offices' efforts to comply with MAS ordering requirements discussed in this report.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.  
**Addressee:** Department of Veterans Affairs  
**Status:** Action not yet initiated.  
**Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.  
**Addressee:** Department of Transportation  
**Status:** Action not yet initiated.

**Addressee:** Department of Justice  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Treasury  
**Status:** Action not yet initiated.  
**Addressee:** Department of the Interior  
**Status:** Action not yet initiated.  
**Addressee:** National Aeronautics and Space Administration  
**Status:** Action not yet initiated.  
**Addressee:** Department of Commerce  
**Status:** Action not yet initiated.  
**Addressee:** General Services Administration  
**Status:** Action not yet initiated.  
**Addressee:** Department of Energy  
**Status:** Action not yet initiated.

**Recommendation:** The Administrator, GSA, should develop and implement a comprehensive management plan to expeditiously and effectively automate MAS information for the purpose of facilitating comparison of products and services on the schedules and selection of the lowest overall cost alternative meeting the needs of the government.  
**Status:** Action not yet initiated.

**Recommendation:** The Administrator, GSA, should establish deadlines for senior agency procurement executives to complete and report on the results of the GSA-requested reviews of their agency's MAS ordering practices. Using information from these reviews, GSA should identify recurring or systemic problems in agencies' MAS ordering practices and issue appropriate instruction and guidance to address these problems.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense and the Administrators, GSA, NASA, and OFPP, should take action to ensure that FAR is revised to clarify that: (1) FAR 8.404(a) and (c) do not eliminate the requirement for ordering offices to place orders with the schedule contractor offering the lowest delivered

price available or the lowest overall cost meeting the government's minimum requirements; and (2) FAR 8.405-1 does not relieve contracting officials of the requirement to consider all reasonably available suppliers that can meet the government's needs.

**Addressee:** Department of Defense  
**Status:** Action not yet initiated.  
**Addressee:** National Aeronautics and Space Administration  
**Status:** Action not yet initiated.  
**Addressee:** General Services Administration

**Status:** Action not yet initiated.  
**Addressee:** Office of Federal Procurement Policy  
**Status:** Action not yet initiated.

## Multiple Award Schedule Purchases: Improvements Needed Regarding Publicizing Agencies' Orders

NSIAD-92-88, 05/12/92 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a congressional request, GAO reviewed a random sample of 101 Multiple Award Schedule orders exceeding \$25,000 for federal information processing resources at six selected procurement offices, focusing on whether the procurement offices complied with statutory and regulatory procurement requirements.

### Findings

GAO found that: (1) although the agencies generally complied with the Federal Information Resources Management Regulation (FIRMR) requirement to place notices in the Commerce Business Daily (CBD) regarding proposed Information Resources Management Service (IRMS) schedule orders expected to exceed \$50,000, they did not synopsise orders with expected values of \$25,001 to \$50,000, as required by statute; (2) of the 101 sample orders valued at more than \$25,000, 36 had synopses published in CBD prior to award; (3) procurement offices' CBD notices were often unnecessarily restrictive of competition; (4) 13 of the 27 notices did not describe the essential characteristics of the agency's federal information processing

requirements so that suppliers of alternative products would know what would be acceptable to the agency; (5) 12 of the remaining 14 notices did not cite the applicable reason for limiting competition, although the contract file documentation provided a justification for other than full and open competition; (6) most of the 36 notices generated few or no responses from suppliers, and when suppliers did respond they generally offered non-schedule prices for the products; (7) in all 36 cases, the procurement offices purchased the manufacturer's product identified in the notice and in only one of those cases did the orders go to a supplier other than the one identified; and (8) in 6 of the 12 notices with responses, suppliers offered commercial open-market prices for federal information processing items that were lower than the IRMS contract order prices, but agencies did not issue solicitations in any of those cases, due to the relatively high administrative cost of trying to acquire the items on the open market.

### Open Recommendations to Congress

**Recommendation:** Congress may wish to consider directing the Administrator of

General Services, in consultation with the Administrator for Federal Procurement Policy and those responsible for the procurement policy in other major procurement agencies, such as the Department of Defense and the National Aeronautics and Space Administration, to develop a legislative proposal for streamlining the existing solicitation, selection, and related requirements and processes pertaining to agencies' proposed procurements under IRMS schedule contracts for which lower open-market price offerings are received. The proposal should be designed to: (1) minimize agencies' administrative costs associated with such open-market acquisitions; and (2) better enable agencies to satisfy their needs at the lowest overall cost.

**Status:** Action not yet initiated.

**Recommendation:** Congress may wish to consider directing the Administrator of General Services, in consultation with the Administrator for Federal Procurement Policy and those responsible for the procurement policy in other major procurement agencies, such as the Department of Defense and the National Aeronautics and Space Administration, to address, as part of that proposal, the appropriate: (1) dollar



threshold for synopsis in CBD proposed orders against IRMS schedule contracts; and (2) minimum time that should be given to suppliers to respond to such synopses.

**Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** The Administrator of General Services should revise FIRMR to require, consistent with statutory requirements and the Federal Acquisition Regulation (FAR), that federal agencies synopsise in CBD proposed orders exceeding \$25,000 against IRMS schedule contracts at least 30 days before order placement, unless and until statutory authority for a higher dollar threshold, shorter time frame, or both is obtained.

**Status:** Action not yet initiated.

**Recommendation:** The Administrator of General Services should revise FIRMR to require procurement offices to supplement, in CBD synopsis notices for proposed IRMS schedule orders not required to be justified based on FAR

6.3, any reference to the specific make and model intended to be ordered or maintained with: (1) the words “or equal” or the equivalent; and (2) a listing or description of the essential characteristics of the agency’s federal information processing requirement, so that potential sources offering other manufacturers’ products can determine what would be acceptable to the government. However, if the government has determined that its federal information processing requirement can be satisfied only by the make and model product identified in the notice, then instead, the notice should be required to indicate the reason justifying the use of other than full and open competition.

**Status:** Action not yet initiated.

**Recommendation:** The Administrator of General Services should take action to ensure that the heads of major procurement agencies enforce compliance by their procurement offices with existing FAR and FIRMR requirements that: (1) CBD notices of intent to order against IRMS schedule contracts include product descriptions that are not unnecessarily restrictive of

competition; (2) procurements based on CBD notices of intent to order against IRMS schedule contracts, if limited to specific make and model products, be justified, certified, and approved in accordance with FAR 6.3; and (3) contract file documentation include the results of CBD synopsis and an analysis showing that the lowest overall cost alternative to satisfy the agency’s needs was selected.

**Status:** Action not yet initiated.

**Recommendation:** The Administrator of General Services should revise FIRMR to provide procurement offices with guidance on how to: (1) identify and quantify the costs associated with developing solicitations and fulfilling proposed IRMS schedule requirements through the open market; (2) use this information in evaluating responses to CBD notices relating to such orders; and (3) document in procurement files the results of CBD notice and an analysis indicating selection of the lowest overall cost alternative meeting the agency’s needs.

**Status:** Action not yet initiated.

## Procurement: DOD Efforts Relating to Nondevelopmental Items

NSIAD-89-51, 02/07/89 GAO Contact: Paul F. Math, (202)275-4587

### Background

Pursuant to a legislative requirement, GAO evaluated the Department of Defense’s (DOD) efforts to ensure that it fulfilled its supply requirements through procurement of nondevelopmental items (NDI) to the maximum practicable extent.

### Findings

GAO found that: (1) DOD was reviewing and revising its directive on commercial acquisition to promote NDI acquisition and to authorize publication of an NDI manual, but delayed issuance of the directive and manual because Office of the Secretary of Defense (OSD) personnel had not devoted enough time to NDI-related efforts; (2) the draft

directive and manual, as well as a draft pamphlet on market analysis, were informative and would be useful to DOD personnel; (3) DOD did not have data to show how much or what kinds of NDI it procured or whether such procurements had increased; (4) although DOD provided NDI training for program managers, contracting officials, and other personnel, the training was limited

in terms of lecture time devoted to NDI and the number of personnel trained; and (5) industry officials expressed concern that competitive purchases of commercial items by the government could later unfairly cause contractors to lose exemptions from cost or pricing data requirements based on established catalog or market prices. GAO reviewed other claimed impediments to DOD procurement of NDI, including: (1) short-sighted policies and practices regarding government rights to technical data; (2) inappropriate and inconsistent use of various contract provisions; and (3) inappropriate use of military specifications.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should take actions to ensure

that data are collected to measure and report on the nature and trends of NDI procurement. Decisions regarding the type and extent of data to be collected should be based on the associated costs and benefits to be derived.

**Status:** Action in process. DOD has stated that it will establish a data base to measure progress in the acquisition of NDI. DOD awarded a contract intended to develop an implementation plan for a measurement system and approach relating to NDI acquisition. Action should be completed by early 1993. In addition, OSD is now collecting data on the number of Milspecs converted to commercial types of descriptions.

**Recommendation:** The Secretary of Defense should take actions to ensure that a Defense Acquisition Regulatory Council (DARC) case is established to determine if a regulatory change is

needed relating to exemptions from cost or pricing data requirements based on established catalog or market prices. That is, DARC should examine whether changes to the regulations are needed to ensure that contractors do not face possible loss of such exemptions only because the amount of previous sales of the same type of items to the government based on adequate price competition exceeds established regulatory thresholds.

**Status:** Action in process. OSD prepared a proposed revision to the Federal Acquisition Regulation to incorporate this recommendation. The proposed changes, which DOD says "streamline and simplify the current requirements," were published in the Federal Register in September 1990. The defense and civilian agencies' regulatory councils are still trying to decide on the final changes.

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## Test and Evaluation: Reducing Risks to Military Aircraft From Bird Collisions

NSIAD-89-127, 07/13/89 GAO Contact: Paul F. Math, (202)275-4587

**Background**

Pursuant to a congressional request, GAO reviewed the services': (1) testing of military aircraft to reduce losses and damages resulting from bird collisions; and (2) development and use of nonflammable hydraulic fluid to reduce fire risks.

**Findings**

GAO found that: (1) between 1983 and 1987, military aircraft collided with birds over 16,000 times, causing the loss of 9 aircraft, 6 crew member fatalities, and \$318 million in damage; (2) the services' specifications for testing jet

engines against bird collisions served as guidance, rather than as requirements, resulting in the services not always requiring testing or using analytical methods which fully tested against known bird hazards; (3) jet engine testing methods did not always reflect the sizes and numbers of birds that could be ingested; (4) the services did not test airframes to identify and minimize vulnerability to bird collisions; (5) military oversight of engine testing against bird collisions was typically limited to monitoring; and (6) little documentation existed to evaluate the effectiveness of tests against bird collisions. GAO also found that: (1)

between 1965 and 1986, hydraulic fluid fires during aircraft accidents have caused at least 5 crew member fatalities, 19 injuries, and \$237 million in lost aircraft; (2) the Air Force has developed a nonflammable hydraulic fluid that is not compatible with existing aircraft hydraulic systems; and (3) costs of the Air Force's attempts to develop the nonflammable fluid and new components for hydraulic systems exceeded \$21 million through September 1988.

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**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should require the services to

revise test specifications to reflect the sizes and the number of birds actually colliding with military aircraft.

**Status:** Action in process. The specification revision schedule slipped

because of the lack of progress by the Department of Defense in effecting specification changes. A draft revision is expected to be available by December 1993 with final publication in June 1994.

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# International Affairs

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# Foreign Economic Assistance

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## Issue Area Summary

### Impact of GAO's Work

In 1993, the United States will spend nearly \$11.5 billion for economic assistance to meet critical U.S. foreign policy objectives and development needs and provide food and refugee aid. The recent unexpected and dramatic changes in world geopolitical relationships between the United States and the former Soviet Union will require new approaches in responding to emerging critical needs.

Our reviews are widely focused, including U.S. bilateral economic assistance programs carried out by organizations such as the Agency for International Development (AID); the Peace Corps; the Overseas Private Investment Corporation; and the Department of Agriculture, which administers the Public Law 480 Food for Peace Program. We also evaluate U.S. participation in various international organizations, such as the United Nations and its agencies; the World Bank; and regional development banks in Asia, Africa, Latin America, and Europe. In addition, we assess direct and indirect programs to provide humanitarian assistance to refugee populations and U.S. activities to address the international dimension of such emerging issues as external debt and health and population.

We have issued numerous reports on the need to strengthen: (1) internal controls over bilateral assistance funds and commodities; (2) management of AID project implementation, contracting, and decentralized operations; and (3) host country participation through policy reform and increased ability to absorb assistance provided. Other reports have dealt with assistance to refugees and displaced persons, as well as specific countries that are implementing democratic reforms. We have addressed the need to strengthen the operations of international organizations, such as the United Nations Educational, Scientific, and Cultural Organization and the United Nations peacekeeping efforts.

AID and other agencies have generally been receptive to our recommendations regarding the need to improve the management of bilateral and multilateral assistance programs. AID has acted on many recommendations quickly but has taken longer to act on others because changes in agency policies and regulations take time to implement.

### Key Open Recommendations

As part of our general management review of AID, we reported in March 1992 on how a strategic management process could help AID focus on an agencywide direction and address its key issues. With the dissolution of the Warsaw Pact and the former Soviet Union and other dramatic global changes, the rationale for foreign aid has shifted and the United States is confronted with increasing demands for economic aid to support emerging democracies. Without a clear vision of what AID should be doing and why, AID's efforts to reorganize, focus its programs, plan for future work force needs, measure program performance, and implement major changes in financial and management information systems may be futile. We developed the elements of a strategic planning and management process framework for federal agencies and recommended that AID establish such a process.

AID responded favorably to our conclusions and recommendations and proposed a two-phased approach. Initially, a six-member committee will design a planning process and work with AID's Strategic Planning Office to define priorities and objectives for immediate work. Next, AID will identify and involve stakeholders; build consensus among them; and coordinate foreign policy goals with new approaches to programs, organizations, and operations. Although AID has begun some steps in the strategic management process, it has not yet issued a detailed action plan for implementation nor has it released the results of its initial efforts. (GAO/NSIAD-92-100, see p. 136.)

In February 1992, we reported on the housing loan guaranty program authorized for Israel in 1990 and how Israel's debt burden would be affected if the U.S. government granted an additional \$10 billion in loan guaranties. We suggested that if the Congress decided to authorize the \$10 billion, it require certifications that Israel has made progress in structurally reforming its economy and require that Israel take certain actions when each loan guaranty is disbursed. (GAO/NSIAD-92-119, see p. 149.)

**Products With Open Recommendations: Foreign Economic Assistance**

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Foreign Economic Assistance

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## Agency for International Development: The Minority Shipping Program Is Constrained by Program Requirements

NSIAD-92-304, 09/01/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) program to award contracts under section 8(a) of the Small Business Act, focusing on whether: (1) AID 8(a) program criteria limited the number of contracts available for 8(a) firms; (2) the program enhances the competitive viability of 8(a) firms; and (3) proposed new program requirements comply with the Small Business Act and federal procurement regulations.

### Findings

GAO found that: (1) AID 8(a) shipping program criteria restricted contract

opportunities for 8(a) firms, and some of the criteria were unreasonable; (2) because of the great variability in the type and timing of shipments that AID handles, it cannot make long-term commitments to 8(a) firms, and therefore cannot promote the competitive viability of the firms; and (3) because AID guidelines did not comply with the applicable laws and regulations, AID has added two requirements that bring its program into compliance.

### Open Recommendations to Agencies

**Recommendation:** Given past AID difficulty in meeting its voluntary 8(a) contracting goal for minority shippers,

the Administrator, AID, should increase the number of potential 8(a) contract opportunities by lifting the tonnage ceiling for 8(a) cargoes.

**Status:** Action not yet initiated.

**Recommendation:** Given past AID difficulty in meeting its voluntary 8(a) contracting goal for minority shippers, the Administrator, AID, should increase the number of potential 8(a) contract opportunities by issuing procedures that ensure 8(a) firms are given the opportunity to use foreign-flag vessels whenever possible.

**Status:** Action not yet initiated.

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## AID Management: Strategic Management Can Help AID Face Current and Future Challenges

NSIAD-92-100, 03/06/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

GAO provided information from its general management review of the Agency for International Development (AID), focusing on: (1) current AID efforts to introduce strategic management compared to a GAO model for strategic management developed for use in other agencies; and (2) persistent

management problems and future challenges facing AID.

### Findings

GAO found that AID: (1) has no clear priorities or meaningful direction due to significant and recurring management problems in its operations; (2) operations emphasized project design and obligation of funds more than program

effectiveness and results, due partly to a budget cycle in which most funds are returned to the Treasury if not obligated in the year appropriated; (3) does not have a workforce that reflects its current needs or a workforce planning system; (4) lacks an adequate financial and information resource management system; and (5) has not clearly defined responsibilities, and various AID headquarters offices perform redundant



activities. GAO also found that: (1) AID has taken such steps to introduce strategic management as assigning management groups to tackle major weaknesses, and strengthening its evaluation resources and mission to better access and communicate program and management successes and shortcomings and provide meaningful feedback; and (2) despite those efforts, AID still lacks a clearly articulated strategic direction shared by key internal and external groups.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, AID, should establish a strategic management process and take the steps necessary to identify key issues to be resolved and articulate a clear strategic direction shared by key internal and external groups. Establishing a strategic management process would include, among other things, ensuring that the systems for making management

decisions on programs, budgets, operations, and personnel levels are integrated and include accountability and monitoring.

**Status:** Action in process. AID has begun meeting with stakeholders but has not yet articulated a clear agencywide direction. AID has not developed an action plan for implementing strategic management.

## Aid to Nicaragua: U.S. Assistance Supports Economic and Social Development

NSIAD-92-203, 08/14/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO provided information on aid to Nicaragua and the effectiveness and management of the program.

### Findings

GAO found that: (1) the Agency for International Development's (AID) balance of payments support totalled \$265.5 million with \$75 million for debt payment assistance to international financial institutions; (2) AID financial assistance relies on implementation of predetermined economic reforms and AID Nicaraguan bank deposits have accrued \$6.7 million in interest; (3) preconditioned reforms include changing to a market economy, unifying exchange rates, stabilizing public revenues, and reducing fiscal debt; (4) U.S. assistance contributed to the reduction of Nicaraguan inflation and the resolution of \$303.2 million in debts to the World Bank and International Monetary Fund (IMF); (5) future assistance from IMF

and other banks totals \$450 million; (6) additional investment promotion and economic growth measures involve settling property disputes and resolving political conflicts; (7) continued U.S. assistance depends upon the settlement and guarantee of rights of an estimated 150 U.S. outstanding expropriated property claims; (8) 9 of 18 projects were immediate-impact projects involving providing schoolbooks and pharmaceuticals; (9) the remaining 9 long-term projects involve natural resource management and strengthening democratic institutions; (10) settlement of the estimated 20,000 former resistance members and their dependents was delayed due to problems in demobilization and repatriation, the government's failure to provide enough land, and an increase of beneficiaries to 117,500; and (11) U.S. aid for the resettlement of resistance members totalled \$28.8 million with an additional \$10.9 million for program expansion and additional \$2.8 million to mediate

disputes between the resistance and the government.

### Open Recommendations to Congress

**Recommendation:** To ensure that it is adequately apprised of the steps being taken by any foreign government to provide relief to any U.S. citizen whose property has been seized or expropriated, Congress may wish to consider amending section 620(e) of the Foreign Assistance Act of 1961 to require the President to report to Congress the factual basis for any conclusion that the foreign government has taken or is taking the appropriate steps to provide such relief.

**Status:** Action not yet initiated.

### Open Recommendations to Agencies

**Recommendation:** To ensure that U.S. assistance does not exceed the amount intended by Congress, the

Administrator, AID, should revise the policy for structuring grant agreements for cash transfers held in Federal Reserve accounts to minimize the cost of providing assistance to other countries.

**Status:** Action not yet initiated.

**Recommendation:** The Administrator, AID, should direct the AID mission in Nicaragua to: (1) make timely

evaluations of projects; and (2) complete appropriate evaluations before projects are extended.

**Status:** Action not yet initiated.

## Aid to Panama: Improving the Criminal Justice System

NSIAD-92-147, 05/12/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed U.S. efforts to assist Panama in reforming its criminal justice system by: (1) developing professional police forces; (2) creating an independent judiciary; and (3) improving prison conditions.

### Findings

GAO found that: (1) as of March 1992, the Department of Justice's International Criminal Investigative Training Assistance Program (ICITAP) had provided \$13.2 million in economic support funds, and \$9.3 million in military assistance funds to help equip, train, and professionalize Panama's National Police and Judicial Technical Police; (2) although the Panamanian government has made progress in professionalizing its police forces, several problems still remain, including poor pay, few benefits, lack of public confidence in the police, turnover of

police leadership, and politicization of the police forces; (3) the lack of Panamanian financial resources devoted to the police could hinder the National Police and the Judicial Police from becoming self-sufficient and effective; (4) on March 8, 1991, the Agency for International Development (AID) signed a 5-year, \$12-million agreement to assist Panama in improving its administration of justice; (5) as of November 1991, AID had spent or committed \$2.1 million to repair the Panamanian Supreme Court building, purchase office supplies and equipment, hold workshops, and support several other projects and activities; (6) although Panama has begun to increase financial support for fiscal year (FY) 1992, enact legislation, and make administrative reforms to improve the judicial system, the court system is clogged with a backlog of cases, suspects are detained for long periods awaiting trial, prosecutorial authorities weaken the legal guarantees of defendants, suspects lack access to adequate legal representation, and administrative

courts operate outside the judicial system; and (7) U.S. assistance for corrections has been minimal, since legislation prohibits the use of foreign assistance funds for prisons.

### Open Recommendations to Agencies

**Recommendation:** Before a U.S. financial commitment to ICITAP is made for FY 1993, and for each FY thereafter, the Secretary of State should direct the U.S. Ambassador to Panama to obtain from the Panamanian government a demonstration of Panama's resolve and capability to provide resources adequate to enable the program to succeed so that the U.S. government investment in the program will not be wasted.

**Status:** Action in process. State is directing the U.S. Ambassador to Panama to obtain assurances from the Panamanian government of its resolve and capability to provide resources.

# American Samoa: Inadequate Management and Oversight Contribute to Financial Problems

NSIAD-92-64, 04/07/92 GAO Contact: Harold J. Johnson, (202)275-5790

## Background

Pursuant to a congressional request, GAO reviewed American Samoa's financial practices and the Department of the Interior's oversight of budgetary assistance provided to the territory in light of growing deficits in the territory's General Fund.

## Findings

GAO found that: (1) for all but 2 fiscal years (FY) between 1980 and 1990, American Samoa operated with a General Fund deficit, and the territory's financial condition deteriorated most rapidly between FY 1987 and 1990, when its deficit grew from \$500,000 to \$17.6 million; (2) American Samoa's revenue from local sources grew from \$30.8 million in FY 1981 through 1985 to \$36.1 million in FY 1986 through 1990, an increase of 17 percent; (3) because of wide fluctuations in corporate income taxes, the growth in revenue has been erratic and difficult to predict and American Samoa has experienced problems in collecting all income taxes from individuals and businesses; (4) American Samoa had inadequate internal controls for ensuring that its regulations and procedures for managing program expenditures were followed, since it exceeded budget appropriations by \$4.5 million in expenditures for 17 government departments and programs; (5) although American Samoa has a law prohibiting expenditures in excess of budget appropriations, it has routinely disregarded this law, and has ignored procurement and contracting procedures and regulations; (6) since Interior actions

to improve American Samoa's financial management practices have been ineffective, it has been Interior's policy since 1983 to request no increases in operating assistance for American Samoa, and General Fund expenditures have decreased in proportion from 50 percent in FY 1984 to 35 percent in FY 1990; and (7) American Samoa has only partially complied with conditions attached to the operating assistance it receives, and Interior has been lenient in enforcing compliance and has exercised limited oversight over grant projects, but has taken steps to enhance its oversight role.

## Open Recommendations to Congress

**Recommendation:** Congress may wish to direct the Secretary of the Interior to condition the disbursement of operating assistance to American Samoa on the territorial government's implementation of sound financial management practices, including: (1) enforcing American Samoa's prohibition on obligations or expenditures in excess of budget appropriations; (2) adhering to procurement and contracting regulations; (3) improving management of the off-island medical referral program; (4) holding responsible officials accountable for violating laws and regulations governing these activities; and (5) promptly implementing the recommendations of Interior's Inspector General. The Secretary should be required to enforce this conditionally whether or not the multiyear funding concept is adopted by Congress.

**Status:** Action in process.

**Recommendation:** Congress may wish to require the Secretary of the Interior to report to the cognizant authorization and appropriation committees the status of corrective actions taken or planned regarding long-standing financial management weaknesses as identified by GAO and the Department's Inspector General and through the Single Audit Act.

**Status:** Action in process.

**Congressional Action:** Congress directed the Department of the Interior and American Samoa to form a joint working group to develop a specific action plan to address each of the areas needing improvement. A preliminary report on establishing the group is required by December 31, 1992, and one on the plan by March 31, 1993. Congress noted that withholding assistance funds should be a last resort measure. It has directed Interior and American Samoa to take specific actions.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of the Interior should make greater use of existing authority to withhold disbursement of operating funds as a means of ensuring that the American Samoa government strengthens its revenue collection procedures.

**Status:** Action not yet initiated. Interior disagreed with withholding funds but is focusing on other means, such as training and technical assistance, to

correct the reported deficiencies. Two Interior officials went to Samoa in August 1992 to discuss GAO recommendations with Samoan officials.

**Recommendation:** The Governor of American Samoa should apply revenues in excess of budget estimates toward reducing and eliminating the General Fund deficit and thereafter build up a reserve to accommodate any future revenue shortfalls.

**Status:** Action not yet initiated. The Governor of American Samoa fully supports this step; however, funds are not available to create the reserve at this time.

**Recommendation:** The Governor of American Samoa needs to aggressively collect all delinquent income taxes owed the government and consider withholding taxes at the source as a means of collecting tax on miscellaneous income.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should ensure that proper tax identification numbers are used on tax statements.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should determine the personnel needs of the collection and audit branches in the Tax Office and provide any additional resources that are needed. In making this

determination, the Governor should have reasonable assurance that the costs of adding personnel do not exceed the benefits of additional tax collection and audit efforts.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Secretary of the Interior should make greater use of existing authority to withhold disbursement of operating funds as a means of ensuring that the American Samoa government strengthens its control over expenditure of government funds.

**Status:** Action not yet initiated. Interior disagreed with withholding funds but is focusing on other means, such as training and technical assistance, to correct the reported deficiencies. Two Interior officials went to Samoa in August 1992 to discuss GAO recommendations with Samoan officials.

**Recommendation:** The Governor of American Samoa should require the Director of Health Services to: (1) strictly adhere to procedures for authorizing off-island medical referrals; (2) document off-island patient files showing that authorizing procedures have been followed and that the rationale for sending patients to facilities other than Tripler Army Medical Center is appropriate; (3) collect from patients requesting and receiving care at facilities other than Tripler the difference in cost; (4) fully describe in authorization letters the services and treatment for which American Samoa will be paying; and (5) institute procedures to require patients to demonstrate that they have received the medical treatment authorized.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should enforce section 10.0601 of the American Samoa Code, which prohibits creating obligations and making expenditures that exceed appropriations.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should require the Director of Human Resources to implement personnel reduction goals as outlined in the Governor's cost containment plan and strictly adhere to personnel budget ceilings by limiting the use of temporary appointments.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should require the Procurement Officer to follow procurement regulations and implement recommendations by Interior's Inspector General to: (1) limit the award of sole-source procurements; (2) maintain complete and accurate records of procurement actions; and (3) ensure that all department directors are aware of their responsibilities to adhere to the procurement policies and to subject

persons to disciplinary action when the rules are violated.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Secretary of the Interior should make greater use of existing authority to withhold disbursement of operating funds as a means of ensuring that the American Samoa government strengthens its financial management practices.

**Status:** Action not yet initiated. Interior disagreed with withholding funds but it is focusing on other means, such as training and technical assistance, to correct the reported deficiencies. Two

Interior officials went to Samoa in August 1992 to discuss GAO recommendations with Samoan officials.

**Recommendation:** The Governor of American Samoa should fill vacant positions in the Territorial Audit Office.  
**Status:** Action not yet initiated.

American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should submit monthly revenue and expenditure reports to Interior that provide complete, accurate, and meaningful information about the territory's financial condition.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

**Recommendation:** The Governor of American Samoa should initiate action to empower the hospital authority to charge residents for health care services and require the hospital authority to institute procedures to recover health care costs.

**Status:** Action not yet initiated. American Samoa has not yet defined what it intends to do in this regard. This should become known later as the result of the Interior officials' trip to American Samoa and the action plan required by Congress by March 31, 1993.

## Foreign Assistance: AID Can Improve Its Management and Oversight of Host Country Contracts

NSIAD-91-108, 05/29/91 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) policies and procedures for host country contracting for technical assistance services, construction services, and commodities at AID missions in Bangladesh, Egypt, Jordan, and Pakistan, focusing on: (1) whether project officers overseeing individual contracts supported the use of host country contracting; (2) whether AID assessed each host country agency's contracting capabilities prior to using a host country contract; (3) how AID determined whether the expected benefits of host country contracting were

being achieved; and (4) whether AID monitoring and oversight of host country contracts was effective.

### Findings

GAO found that: (1) project officers noted that the host country contracts regarding level of competition, price, and quality they managed compared favorably with AID direct contracts, but the contract process for host country contracts was significantly slower than for direct contracts; (2) project officers noted that host country contracts were generally more suitable for the procurement of construction services than AID direct contracts, since host

country agencies were in a better position to obtain work permits and authorizations from local government agencies, and more likely to receive favorable judgments in local courts involving contractor or subcontractor noncompliance; (3) AID conducted a capability assessment for only 1 of the 103 host country contracts at the project design phase and for only one-fourth of all contracts after the project design phase; (4) the Egypt and Pakistan missions' capability assessments were superficial and included few specifics on the host agency's capability to award contracts, review invoices, and audit contractor records; (5) AID failed to measure or assess the achievement of

principal expected benefits of host country contracting; (6) although senior missions' officials discounted institution building and reduced administrative burden benefits of host country contracting, acknowledging only the increased sense of project ownership, project officers stated that all three benefits were achieved; and (7) each mission extensively monitored the contracting process, disbursed contract funds, and assumed responsibility for conducting contract audits, but failed to provide appropriate audit coverage.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, AID, should ensure that missions fully comply with recently issued AID guidance on conducting capability assessments.

**Status:** Action in process. Estimated completion date: 06/93. AID guidance on conducting capability assessments will be incorporated in agency handbooks. Since approximately May 1992, procurement system certification reviews conducted by AID Washington

have included a review of the adequacy of capability assessments. AID plans to add this type of review as a formal step in all future certification reviews.

**Recommendation:** The Administrator, AID, should develop specific audit requirements for host country contracts, such as the need to periodically audit cost-reimbursable contracts or to include cost audits as part of close-outs when appropriate.

**Status:** Action in process. Estimated completion date: 02/93. AID is developing specific language for audit requirements for projects and host country contracts, which will be included in handbooks.

**Recommendation:** The Administrator, AID, should require detailed plans for audit in project papers.

**Status:** Action in process. Estimated completion date: 06/93. AID is developing guidance concerning audit schedules and plans for projects and host country contracts under them. November 1990 guidance required missions to set aside funding in project

agreements for audits of host country contracts.

**Recommendation:** The Administrator, AID, should issue specific guidance on the cognizant audit process for U.S. contractors and encourage missions to use this process for all three types of contract audits.

**Status:** Action in process. Estimated completion date: 02/93. AID plans to issue procedural guidance to missions on how to initiate and track host country contract audits.

**Recommendation:** The Administrator, AID, should establish a unified system for requesting, tracking, and coordinating host country contract audits.

**Status:** Action in process. AID has assigned responsibility for initiating and tracking contract audits to one office located in the Office of Procurement. AID has requested additional funds to fully staff this function and to pay for more non-federal audits. A data base to track audits is being developed and should become operational in October 1992.

## Foreign Assistance: AID Can Improve Its Management of Overseas Contracting

NSIAD-91-31, 10/05/90 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) contract and procurement system, focusing on AID: (1) overseas contracts that were subject to full and open competition requirements; and (2) ability to plan and effectively manage its procurement of goods and services.

### Findings

GAO found that: (1) the average award time for full and open competition was 6 months or less at 5 missions, and 8 and 9 months at 2 missions; (2) according to the AID competition advocate, the 6- to 9-month time frame could disrupt project implementation if project designers did not properly plan and realistically schedule procurements; (3)

inadequate procurement planning impeded the overseas contracting process; (4) AID often did not prepare procurement plans during project design or did not provide sufficient detail; (5) several factors contributed to poor planning, including inadequate baseline data, agencywide requirements, training, and officer participation; and (6) the procurement organizational structure at

AID overseas missions divided responsibilities between contracting and program offices, which resulted in nonprofessionals making key procurement decisions during project design and implementation and inadequate control and oversight over acquisitions.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, AID, should strengthen mission procurement planning by establishing clear requirements for procurement planning during project design and implementation.

**Status:** Action in process. AID had issued guidance requiring project officers to complete detailed plans of upcoming procurement requirements on a quarterly basis. The recommendation is reopened because AID has not implemented the guidance. GAO is following up on AID actions.

**Recommendation:** The Administrator, AID, should strengthen mission procurement planning by requiring contracting officer clearance of project procurement plans.

**Status:** Action in process. AID had issued guidance requiring that the

contracting officer participate in the project review committee whenever procurement planning is involved. Since this directive has not been implemented, GAO is reopening this recommendation and following up on AID actions.

**Recommendation:** The Administrator, AID, should strengthen mission procurement planning by developing a procurement planning model for overseas operations, which includes the development of baseline data on the actual time required for major procurement actions and standard formats for procurement plans.

**Status:** Action in process. AID has developed standard formats for procurement plans and plans to amend the handbooks to provide baseline data on time requirements for different types of procurement.

**Recommendation:** The Administrator, AID, should strengthen mission procurement planning by ensuring that project officers and mission management receive procurement-related training necessary to effectively design and manage programs.

**Status:** Action in process. AID is developing new training courses that will include procurement planning as a key element.

**Recommendation:** The Administrator, AID, should improve procurement management by: (1) placing host country and direct contracting responsibilities within one office; and (2) requiring that the senior contracting officer at overseas missions report to the deputy mission director.

**Status:** Action in process. As an alternative to placing host country and direct contracting responsibilities under one office, AID had issued guidance requiring contracting officer involvement in host country contracts. However, AID has not developed an agencywide policy on the organizational placement of contracting officers.

**Recommendation:** The Administrator, AID, should enhance the independence of overseas contracting officers by requiring that annual performance ratings of overseas contracting officers be reviewed and approved by the agency's procurement executive.

**Status:** Action in process. This recommendation is currently under study. AID is examining the best way for the procurement executive to assert influence in the performance evaluation process. The agency, however, is committed to the goal of enhancing the independence of overseas contracting officers.

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## Foreign Assistance: AID's Use of Personal Services Contracts Overseas

NSIAD-91-237, 09/13/91 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO examined the Agency for International Development's (AID) use of personal services contractors in carrying

out its programs overseas, focusing on whether: (1) services and functions performed under personal services contracts (PSC) are appropriate; (2) AID discloses its use of PSC in budgetary and services reporting; and (3) AID ensures

that personal services contractors do not have conflicts of interest.

## Findings

GAO found that: (1) personal services contractors provided advice on program policy, assisted missions and host government institutions in financial and management operations, designed and implemented development projects, and provided specialized skills in various sectors; (2) although AID requires that personal services contractors be adequately supervised, it has not defined adequate supervision; (3) PSC files and interviews with contractors and their supervisors disclosed no instances where the contractors performed restricted functions; (4) although AID provides contract and consultant service data to Congress through the annual budget reporting process, AID is not required to and does not separately disclose in its congressional budget presentations the number and value of PSC or the types of services provided; (5) since AID does not define the circumstances under which personal services contractors should be considered consultants, AID consultant services reporting is inconsistent and not adequately supported; (6) although federal regulations do not provide

specific conflict-of-interest guidance for personal services contractors, AID regulations subject them to the same requirements that apply to AID employees; and (7) AID contracting officers were responsible for ensuring that personal services contractors met such standards and did not have conflicts of interest, but AID officials were generally unaware of the requirement and it was not being enforced.

### Open Recommendations to Agencies

**Recommendation:** To help ensure that personal services contractors do not perform prohibited activities and are subject to adequate supervision and control of their employees, the Administrator, AID, should provide guidance on the requirements for supervising personal services contractors.

**Status:** Action in process. The AID notice that addresses GAO concerns has been drafted and cleared for issuance but not yet signed.

**Recommendation:** The Administrator, AID, should separately disclose in AID budget presentations to Congress its use of personal services contractors in support of overseas mission management and program activities.

**Status:** Action in process. AID has sent a cable to field offices requesting them to include recommended disclosure data in the fiscal year 1994 congressional presentation.

**Recommendation:** The Administrator, AID, should require contracting officers to enforce agency regulations designed to ensure that: (1) apparent conflicts of interest involving personal services contractors, including any conflicts on active contracts, are identified and resolved; and (2) financial and post-employment disclosures are made.

**Status:** Action in process. AID has drafted a bulletin that it intends to issue to field offices seeking to ensure that contracting officers meet requirements for identifying and resolving contractor conflicts of interest and ensuring that contractors make financial and post-employment disclosures.

## Foreign Assistance: Combating HIV/AIDS in Developing Countries

NSIAD-92-244, 06/19/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) response in developing countries to the human immunodeficiency virus (HIV), the virus that causes acquired immune deficiency syndrome (AIDS), to assess: (1) the priority AID places on AIDS prevention; (2) the AID implementation

strategy; (3) whether AID has evaluated the disease's impact on its other development programs; and (4) the management, implementation, and oversight of the AIDS Technical Support Project.

### Findings

GAO found that: (1) in 1987, AID issued AIDS policy guidance that stated that

missions should not mount large AIDS-specific programs because the disease is a sensitive subject and funds and staff are needed for other priorities; (2) the AID policy has evolved substantially since 1987, but AID has not formulated an agencywide strategy which links its policy with bureau and mission operations; (3) AID has not considered the impact of AIDS on its economic development programs; and (4) AID has



not developed an agencywide strategy for carrying out AIDS prevention policies or emphasized AIDS issues in programming and budgeting decisions.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, AID, should expedite the completion of the planned study to examine the effects of HIV/AIDS on overall development.

**Status:** Action in process. AID is in the process of completing a study of the effects HIV/AIDS has on development.

**Recommendation:** The Administrator, AID, should update the 1987 policy, develop an agencywide strategy for implementing this policy, and formally incorporate HIV/AIDS issues into program and budget planning processes.

**Status:** Action in process. AID is updating its 1987 policy.

**Recommendation:** The Administrator, AID, should: (1) confirm a list of priority countries for HIV/AIDS prevention assistance under AIDS Control and Prevention (AIDSCAP); (2) develop a standardized set of indicators for use in evaluating program impact; and (3) seek ways for satisfying the increased demand for condoms expected to be generated by the AIDSCAP project.

**Status:** Action in process. AID is in the process of developing systems to meet the requirements of the recommendations.

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## Foreign Assistance: Funds Obligated Remain Unspent for Years

NSIAD-91-123, 04/09/91 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO examined the Agency for International Development's (AID) economic assistance pipeline, focusing on the funds six AID missions obligated for development assistance and economic support but had not yet expended.

### Findings

GAO found that: (1) 44 of the 103 sampled projects at the missions had excess funds totalling \$296.2 million, with the percentage of excess funds at individual missions ranging from 5 to 21 percent; (2) excess funding in the pipeline could be higher than GAO estimated, since funding calculations were based on mission estimates of planned spending; (3) 28 percent of other AID missions had over 3 years of funding in their pipelines, and about 9

percent of the funds in the pipelines was obligated in fiscal year 1984 or earlier; (4) \$8 million at the 6 missions were obligated for projects that completed all funded activities by September 1989 or earlier; (5) unrealistic or overstated implementation plans were the primary reason that 22 of 44 projects had excess funds in the pipelines, totalling \$823 million as of September 30, 1989; (6) circumstances that AID could not control, such as delays by host governments, contributed to excess funding; (7) some excess funds in the pipelines were caused primarily by problems in mission contracting and procurement; and (8) AID made limited use of its statutory authority to deobligate funds from slow or stalled projects, partly because host countries must agree to deobligation.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, AID, should require that future AID project and program agreements include a standard provision stating the conditions under which AID could unilaterally deobligate certain assistance funds (such as in the case of long delayed projects). U.S. national interests, political considerations, or constraints regarding the reprogramming of earmarked funds, may affect the extent to which AID actually uses this management tool; nevertheless, a standard provision in the agreements would provide leverage to get some projects or programs moving in the right direction.

**Status:** Action in process. Final language is being reviewed, as well as the appropriate location of the standard provision.

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## Foreign Assistance: Promising Approach to Judicial Reform in Colombia

NSIAD-92-269, 09/24/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed judicial reform assistance to Colombia.

### Findings

GAO found that: (1) from 1986 through 1990, the Agency for International Development (AID) used small projects managed by a private Colombian foundation to build consensus among the judiciary, the executive branch, and the private sector on the importance of judicial reform, an approach that was different from those used in two Central American countries; (2) the design of the Courts of Public Order was the most visible successful project, while the most significant impact was the commitment of key officials on the need to reform; (3) in August 1991, the two governments signed a 6-year, \$36-million grant

agreement to implement further judicial reform, with initial funding based on the Colombian government's commitment to reform; (4) U.S. officials established a multiagency approach to judicial reform by coordinating activities of different U.S. agencies' programs; (5) to succeed, judicial reform programs must be an embassy priority for proper management and coordination, which is dependent on the ambassador's management style; (6) recognizing the need for a comprehensive approach to judicial reform, Colombia ratified a new constitution that established an independent judiciary, procedural improvements, modern and independent means for investigating and prosecuting criminal acts, oversight agencies, and protection of citizens' human rights; and (7) the AID project will complement the three goals of Colombia's judicial reform program by focusing on improving the judicial sector's organization and

planning capabilities, improving the investigation and prosecution of crimes while ensuring judicial protection, and the investigation of corruption and human rights violations, and improving the operation, administration, and independence of the courts.

### Open Recommendations to Agencies

**Recommendation:** To ensure maximum effectiveness and efficiency of U.S. funds, the Administrator, AID, in conjunction with the U.S. Ambassador in Bogota, should establish criteria and set targets or benchmarks for measuring the Colombian government's progress in implementing its reform plans and base additional disbursements on assessments of the government's progress in meeting these goals.

**Status:** Action not yet initiated.

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## Foreign Economic Assistance: Better Controls Needed Over Property Accountability and Contract Close Outs

NSIAD-90-67, 01/22/90 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) contracting and procurement system, focusing on AID procedures for: (1) maintaining accountability for both AID-owned and cooperating-country-titled

nonexpendable property in the possession of contractors; and (2) closing out and auditing expired contracts in conformance with federal and AID contracting policies and regulations.

### Findings

GAO found that: (1) AID did not adequately comply with its regulations requiring accountability for project-funded nonexpendable property in the possession of its contractors and did not know the value or condition of the

property or whether the property was properly disposed of at contract completion; (2) AID missions did not keep such records because of a lack of priority for project-funded property accountability, failure of contractors to submit annual and final inventory reports, and inadequate closure of completed contracts; (3) although the AID Inspector General identified the lack of accountability in 1984 and recommended that AID establish an accounting system for this property, AID made no progress in establishing the system; (4) although AID directed its missions to establish contract close-out and audit procedures similar to those it used in Washington, many missions either did not establish adequate procedures or did not perform close-outs; (5) AID could not accurately identify the extent to which it audited its expired contracts; (6) AID was in the process of implementing a new contract information system to keep track of

contract expiration dates, audit dates and contract close-out dates; and (7) the latest AID internal control assessment report cited the lack of adequate audit coverage, but did not address the inadequate property accountability or the lack of adequate contract close-outs.

### Open Recommendations to Agencies

**Recommendation:** To correct areas of vulnerability, the Administrator, AID, should develop an inventory of AID-owned and cooperating-country-titled nonexpendable property in the possession of contractors and, based on the significance of this inventory, develop and implement an appropriate system for the proper accountability and control of such property.

**Status:** Action in process. AID has completed a representative sample of nonexpendable property from which to extrapolate the total inventory. AID is

developing policy and a system to control nonexpendable property. AID is developing a definition and legal interpretation as to how to calculate the value of the property.

**Recommendation:** To correct areas of vulnerability, the Administrator, AID, should ensure that its new contract information system is used to keep track of the extent that expired contracts are being closed out and audited for both AID/Washington and the overseas missions.

**Status:** Action in process. The new AID Contract Management Information System (CIMS) tracks the extent that expired contracts are being closed out. However, a different system is being developed to track audits, including contract close-out audits. The system to track audits is now 90 percent complete and, by late 1992, it will be fully operational.

## Information Resources Management: Initial Steps Taken But More Improvements Needed in AID's IRM Program

IMTEC-92-64, 09/29/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

GAO reviewed the Agency for International Development's (AID) information resources management (IRM) program, focusing on: (1) whether the program meets federal IRM quality criteria; and (2) strategic IRM planning efforts to address IRM deficiencies and requirements.

### Findings

GAO found that: (1) the AID IRM program attempts to provide quality information to support agency

operations and fulfill reporting requirements; (2) the AID management framework is inadequate to support an effective IRM program; (3) both the Senior AID IRM Official and IRM Director lack the proper authority to enforce agencywide IRM compliance, and are constrained in meeting IRM objectives; (4) problems which inhibit AID from implementing a quality IRM program include a lack of a specific agency strategic mission, inadequate planning process links to agency business plans and user input, a budget process separate from IRM plan

initiatives, and IRM initiatives which are not coordinated to assist in implementing IRM goals; (5) AID policies and standards are outdated, inadequate, and not centrally managed, and lack controls, accountability and training to ensure implementation of IRM initiatives; (6) AID managers have a lack of understanding regarding the purpose or benefits of IRM; (7) information management has received a low priority, resulting in poor data administration and failure to identify information requirements and technology needs; and (8) AID has made progress in acquiring

information technology, but the lack of IRM initiatives and identification of information requirements creates questions about its ability to meet its information needs.

**Open Recommendations to Agencies**

**Recommendation:** To better ensure that information resources are managed to meet agency mission and business needs, the Administrator, AID, should develop a functional business plan to provide the agency with a framework for conducting IRM.

**Status:** Action not yet initiated.

**Recommendation:** To better ensure that information resources are managed to meet agency mission and business needs, the Administrator, AID, should formalize the designation of the AID Senior IRM Official and assign agency-wide leadership for IRM to this official.

**Status:** Action not yet initiated.

**Recommendation:** To better ensure that information resources are managed to meet agency mission and business needs,

the Administrator, AID, should direct the Senior IRM Official to establish an effective management structure by: (1) formalizing its IRM planning process so that it includes systematic participation by all levels of the organization; (2) requiring that at least major organizations, such as missions and bureaus, develop IRM plans based on the AID business plan and strategic IRM plan; (3) ensuring coordination of initiatives for effective plan implementation; and (4) linking to the agency budget process. At a minimum, this linkage should include a funding plan that supports IRM at a level commensurate with expressed agency commitment to improving IRM operation.

**Status:** Action not yet initiated.

**Recommendation:** To better ensure that information resources are managed to meet agency mission and business needs, the Administrator, AID, should direct the Senior IRM Official to establish an effective management structure by placing priority on developing, updating, and consolidating policies and standards to guide users of information resources.

**Status:** Action not yet initiated.

**Recommendation:** To better ensure that information resources are managed to meet agency mission and business needs, the Administrator, AID, should direct the Senior IRM Official to establish an effective management structure by educating agencywide decision makers on the benefits of IRM initiatives and holding them accountable for implementing these initiatives.

**Status:** Action not yet initiated.

**Recommendation:** To ensure that information requirements are driving the agency's technology investment, the Administrator, AID, should direct the IRM organization to focus its efforts and resources on completing initiatives to identify information needs. Once these information needs are determined, the agency can best determine what hardware systems and software applications are required to address them.

**Status:** Action not yet initiated.

**Internal Controls: AID Missions Overstate Effectiveness of Controls for Host Country Contracts**

NSIAD-91-116, 02/11/91 GAO Contact: Harold J. Johnson, (202)275-5790

**Background**

Pursuant to a congressional request, GAO reviewed the Agency for International Development's (AID) policies and procedures for host-country contracting, focusing on whether AID missions in Bangladesh, Egypt, Jordan, and Pakistan accurately reported the status of internal controls for host-country contracts.

**Findings**

GAO found that: (1) AID required each of the missions to test and rate selected controls as satisfactory, unsatisfactory, or not applicable at least once during a 3-year review cycle; (2) 45 percent of 47 controls missions rated as satisfactory or not applicable during 1988 and 1989 assessments should have been rated as unsatisfactory; (3) missions rated some

controls as satisfactory or not applicable without sufficient justification or despite negative information that should have resulted in an unsatisfactory rating; and (4) such inaccurate reporting of the status of internal controls adversely affected AID headquarters' ability to monitor implementation of key oversight requirements for host country contracts and resulted in lost opportunities to

correct mission-specific control weaknesses.

**Open Recommendations to Agencies**

**Recommendation:** The Administrator, AID, should ensure that overseas missions provide complete and accurate reports on internal control weaknesses.

**Status:** Action in process. AID strengthened the internal controls function by establishing a Management Control Staff. The agency will form certifying committees to review missions' internal controls assessments in functional areas.

**Israel: U.S. Loan Guarantees for Immigrant Absorption**

NSIAD-92-119, 02/12/92 GAO Contact: Harold J. Johnson, (202)275-5790

**Background**

Pursuant to a congressional request, GAO reviewed the \$400-million housing loan guaranty program authorized for Israel to help it cope with the housing needs of Soviet immigrants, focusing on: (1) the impact of the guarantees on Israel's debt servicing capabilities; (2) whether Israel used the \$400-million loan guaranty in accordance with applicable agreements and understandings; (3) whether Israel is offering Soviet Jewish immigrants special incentives or subsidies to settle in occupied territories; and (4) whether Israel's basis for estimating the future immigration of Soviet Jews is reasonable.

**Findings**

GAO found that: (1) Israel is expected to certify in February 1992 that it used the loan guaranty to finance about 12,300 loans valued at \$425 million, as consistent with the provisions of the guaranty program; (2) although Israel encourages settlement in the occupied territories, it does not direct or require Soviet immigrants to settle there; (3) the

Israeli government has reasonably estimated that one million Soviet Jews will immigrate to Israel during the current wave; (4) if the United States provides the additional \$10 billion requested by the Israeli government in loan guarantees, Israel will probably be able to fully service its external debt and continue its past record of payment; and (5) the additional loan to Israel involves more risk, but that risk could be minimized if it fully implements its major absorption plans.

**Open Recommendations to Congress**

**Recommendation:** If Congress decides to authorize the \$10 billion in loan guarantees for Israel, to be disbursed in \$2-billion annual increments, it may wish to consider requiring that, before the annual disbursements of the loan guarantees, the U.S. component of the U.S.-Israeli Joint Economic Development Group certify that Israel has: (1) made satisfactory progress in implementing needed structural reforms; and (2) followed the absorption plans' strategy and not significantly increased

nondefense public sector employment or public works projects.  
**Status:** Action not yet initiated.

**Recommendation:** If Congress decides to authorize the \$10 billion in loan guarantees for Israel, to be disbursed in \$2-billion annual increments, it may wish to consider requiring that, at the time of each disbursement of loan guarantees, Israel either: (1) pay a fee to the U.S. Treasury in an amount equal to a set percentage of the loan loss reserves the Office of Management and Budget sets aside for the disbursement; or (2) place in escrow at the U.S. Treasury an amount equal to the loan loss reserves that the Office of Management and Budget sets aside for the disbursement.  
**Status:** Action not yet initiated.

**Congressional Action:** President Bush reached agreement with Israel's Prime Minister on the concept of the loan guarantees and has recommended to Congress that it move ahead with authorizing legislation. Congress was expected to introduce appropriate legislation in 1992.

## Peace Corps: Long-Needed Improvements to Volunteers' Health Care System

NSIAD-91-213, 07/03/91 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Peace Corps' health care system for its volunteers, focusing on whether: (1) volunteers received a level of health care comparable to what they would have received in the United States; and (2) former volunteers with service-related medical conditions were aware of and receiving their health care entitlement.

### Findings

GAO found that: (1) 73 percent of former volunteers surveyed were satisfied with the quality of health care that Peace Corps medical officers provided; (2) the Peace Corps' health care system did not ensure that volunteers received approximately the same level of care available in the United States; (3) the Peace Corps did not follow its selection policy for hiring medical officers, provide adequate in-house training, or provide sufficient procedures for monitoring their activities; (4) due to inadequate guidelines and controls, some medical officers contracted by the Peace Corps were not qualified to provide the level of health care required by the specific conditions of a country, were unfamiliar with or untrained in Peace Corps

diagnostic and treatment procedures, and provided care that was beyond their competence or that violated Peace Corps guidelines; (5) the Peace Corps did not subject its health care system to a medical review by an independent accrediting organization; (6) although former Peace Corps volunteers are entitled to Federal Employees Compensation Act (FECA) benefits for service-related health problems, and the Peace Corps described such benefits in its volunteer manual, many former volunteers were not aware of their benefit entitlements; (7) the Peace Corps inadequately assisted former volunteers in filing their FECA claims; and (8) the Peace Corps took such corrective actions to improve its health care system as improving the FECA system, providing medical officer orientation funds, planning an independent medical review, conducting annual training conferences, instituting an improved monitoring form to emphasize quality-of-care issues, procedures, and developing an informational benefits video.

### Open Recommendations to Agencies

**Recommendation:** The Director, Peace Corps, should follow through on the

initiatives announced and those it has begun to implement, including a plan to institute an independent evaluation by the Joint Commission on Accreditation of Healthcare Organizations or a similar organization, to improve the Peace Corps' health care system.

**Status:** Action in process. The agency plans to complete the evaluation in 1994. The recommendation's intent will not be accomplished until recommendations are fully implemented.

**Recommendation:** The Director, Peace Corps, should inform all former volunteers of the FECA entitlement. Returned Peace Corps volunteer groups, the National Council for Returned Volunteers, and the Peace Corps publications sent to former volunteers could be used to disseminate this information.

**Status:** Action in process. The agency issued a handbook describing how to file claims and distributed it to volunteers attending the annual meeting in August 1991. However, the Peace Corps has not yet informed Peace Corps volunteer groups or the National Council.

## Poland and Hungary: Economic Transition and U.S. Assistance

NSIAD-92-102, 05/01/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

GAO reviewed: (1) economic conditions in Poland and Hungary; and (2) the effectiveness of U.S. assistance to those countries.

### Findings

GAO found that in response to the rapidly changing political and economic conditions in Poland and Hungary, the United States has developed a short-term, experimental economic assistance approach based on assumptions that: (1) assistance would be required for only a 5-year transitional period; (2) regional rather than country-specific funding allocations would enhance program flexibility; and (3) program planning, implementation, and management authority would be retained at headquarters agencies rather than delegated to U.S. personnel in-country. GAO also found that: (1) although Poland and Hungary have both undertaken such essential economic

stabilization efforts as tightening fiscal and monetary policies, devaluing currency, and reducing the growth of debt, the short-term costs of those reforms have been high; (2) foreign trade and investment, considered key factors for restructuring and revitalizing the Polish and Hungarian economies, have not met donors' or the host countries' expectations; (3) despite the benefits of initial U.S. efforts, the effectiveness of future U.S. assistance could be impeded because the program has not been adjusted to reflect changes in the recipients' economic and political conditions; (4) the Department of State's decision to retain program management authority and responsibility created some management problems among the United States and recipient countries; and (5) the U.S. approach to allocating funds in Central and Eastern Europe hinders the host countries' ability to plan their programs.

### Open Recommendations to Agencies

**Recommendation:** To enable recipient governments to better plan and prioritize their assistance needs, the Administrator, Agency for International Development, should specify funding targets on a country-specific basis, except for those sectors such as the environment where needs are clearly of a regional nature. The United States should present the funding targets as a planning objective that would depend upon the country's performance, in order to continue encouraging the efficient use of funds and ensure the funds are not seen by the recipient countries as firm commitments.

**Status:** Recommendation valid/action not intended. The Chairman, House Appropriations Subcommittee on Foreign Operations, agrees with the recommendation. It should remain open as a possible change in the administration next year could result in adoption of the recommendation.

## UNESCO: Status of Improvements in Management, Personnel, Financial, and Budgeting Practices

NSIAD-92-172, 06/09/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the United Nations Education, Scientific, and Cultural Organization (UNESCO).

### Findings

GAO found that: (1) the United States withdrew from UNESCO in December 1984, stating that UNESCO was mismanaged, budget growth was out of

control, and programs were politically biased; (2) the UNESCO General Conference, which makes policy for UNESCO, has adopted resolutions for management reform based on UNESCO

Executive Board recommendations; (3) UNESCO directors are exercising their delegated authorities concerning personnel and funding; (4) UNESCO has taken steps towards decentralization by collecting information on field offices' needs and resources and strengthening their management by providing them with financial training and additional authority; (5) to ensure accountability, UNESCO has expanded the Inspector General's role and increased his staff and made administrative officers in the field and at headquarters report to the Deputy Director General for Management; (6) UNESCO has begun to narrow the focus of its work and to plan its activities more effectively, but program plans rarely specify the expected impact of programs or include quantitative indicators for measuring success; (7) UNESCO has introduced such personnel system reforms as a staff appraisal system based on job performance and reassessing all its job positions and salary grades to conform with International Civil Service Commission standards; (8) since 1988, UNESCO has reduced the real growth rate of its regular budgets, and its budget presentation has become clearer; and (9) UNESCO generally complies with its financial management regulations.

**Open Recommendations to Agencies**

**Recommendation:** To further the process of decentralization, the UNESCO Director General should develop criteria laying out the factors and conditions under which activities and resources should be decentralized.

**Status:** Action in process. GAO plans to follow up on this recommendation in February 1993.

**Recommendation:** To further the process of decentralization, the UNESCO Director General should complete the

country data bases that would be necessary to develop operational plans for decentralizing.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To further the process of decentralization, the UNESCO Director General should develop operational plans that would lay out specifics for decentralization, including what activities and resources to decentralize, where to locate those resources, and what time frames to follow.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To more effectively plan, execute, and monitor UNESCO programs, the UNESCO Director General should develop and implement a system of computer coding that allows activities to be tracked and monitored from biennium to biennium.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To more effectively plan, execute, and monitor UNESCO programs, the UNESCO Director General should ensure that work plans and other planning documents include expected impact, quantitative indicators for measuring success, and specific target groups.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To more effectively plan, execute, and monitor UNESCO programs, the UNESCO Director General should develop an evaluation plan that ensures a representative selection of UNESCO programs is evaluated and that specifies the scheduling of evaluations, funding

source for the evaluations, and who will do the evaluation.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To ensure that personnel reform efforts continue and improve, the UNESCO Director General should continue to monitor progress through periodic external reviews.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To ensure that personnel reform efforts continue and improve, the UNESCO Director General should develop a unified personnel data base that is accurate, complete, and includes regular and supplementary staff in all locations and from all sources of funding.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** To ensure that personnel reform efforts continue and improve, the UNESCO Director General should develop procedural checklists for the application of the rules on consultants, supernumeraries, and fee contracts to better control the contract authorization procedure and make it more transparent and uniform.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** The UNESCO Director General should further improve the UNESCO budget presentation by ensuring that a table comparing budgeted to actual expenditures by object of expenditure be included in a draft of the budget presentation for the governing bodies.



**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** The UNESCO Director General should further improve the UNESCO budget presentation by elaborating on the difference between the constant rate of exchange and the actual rate in effect when the budget is published and adding a footnote in the

summary budget table denoting the changes in exchange rates.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

**Recommendation:** The UNESCO Deputy Director General for Management should ensure that payroll controls contain a positive verification of hours worked, such as employees recording

and signing a schedule of work hours and having a supervisor verify it as correct. When this is not possible, some alternative, such as determining reasonableness of work output for time spent, should be used to provide reasonable assurance that employees are working when scheduled.

**Status:** Action in process. GAO plans a followup on this recommendation in February 1993.

## United Nations: U.S. Participation in Peacekeeping Operations

NSIAD-92-247, 09/09/92 GAO Contact: Harold J. Johnson, (202)275-5790

### Background

Pursuant to a congressional request, GAO reviewed the Department of State's management of U.S. interests in United Nations (UN) peacekeeping operations, focusing on the: (1) processes for establishing, financing, and implementing UN peacekeeping missions; (2) effectiveness of State's oversight of U.S. interests in these operations; and (3) Department of Defense's (DOD) role in supporting UN peacekeeping activities.

### Findings

GAO found that: (1) several UN bodies, including the Security Council, the General Assembly, and the Secretariat, are responsible for establishing and overseeing peacekeeping operations; (2) peacekeeping operations are financed through special assessments, and the United States pays for approximately 30 percent of total peacekeeping costs; (3) the growing number of peacekeeping operations places a significant financial burden on the United States at a time when other countries may have a

greater capacity than in the past to share in peacekeeping costs; (4) State has primary responsibility for overseeing U.S. participation in UN peacekeeping operations and for ensuring that U.S.-provided resources are well spent; (5) State has not conducted field-level monitoring of the economy and efficiency of these operations, and opportunities exist to reduce costs and improve efficiency; (6) UN requests for DOD assistance have expanded, but DOD has not been required to track and report expenses incurred and has not billed UN for all reimbursable costs; and (7) other regional and international organizations have peacekeeping roles that complement UN efforts, but use of these organizations has both advantages and disadvantages.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of State should instruct the U.S. Representative to the UN to seek support for examining the adequacy of the processes and resources used by

General Assembly committees in reviewing peacekeeping budgets.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of State should instruct the U.S. Representative to the UN to seek support for requiring that the Secretary General periodically report to member countries on the status of principal internal audit findings and recommendations regarding peacekeeping operations.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of State should instruct the U.S. Representative to the UN to seek support for re-examining the basis for, and equity of, the special UN assessment scale for peacekeeping operations.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of State should incorporate field-level monitoring into State's management of U.S. interests in UN peacekeeping activities to identify opportunities and, where appropriate, recommend

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improvements to the economy and efficiency of peacekeeping operations.  
**Status:** Action not yet initiated.

**Recommendation:** When conducting field-level monitoring of peacekeeping activities involving DOD personnel or resources, State should consult with DOD to afford its officials an opportunity to participate in this monitoring.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should account for and report

DOD peacekeeping assistance to ensure that the United States receives recognition for its peacekeeping contributions, including personnel costs, per diem transportation, and other related costs.

**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should update policies and procedures for providing DOD logistics support to UN peacekeeping forces and ensure that: (1) reimbursable costs are properly billed and controlled; and (2)

required financial activity reports are prepared and distributed.

**Status:** Action not yet initiated.

**Recommendation:** The Secretaries of State and Defense should resolve peacekeeping reimbursement issues so that the United States can respond more quickly to UN airlift requests.

**Addressee:** Department of State

**Status:** Action not yet initiated.

**Addressee:** Department of Defense

**Status:** Action not yet initiated.

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# International Trade and Finance

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## Issue Area Summary

### Impact of GAO's Work

With the end of the Cold War, the U.S. role and status in the world are being increasingly shaped more by economic issues and relationships than military ones. Trade regimes, access to and development of foreign resources and markets, and competitiveness of U.S. goods and services in the integrated world marketplace are key to the long-term health of our economy. The momentous changes in Eastern Europe and the former Soviet Union, the negotiation of the North American Free Trade Agreement (NAFTA), the potential expansion of the European Community, and the Pacific Rim countries' economic development will dramatically affect U.S. economic growth and the well-being of U.S. workers. We have reviewed and reported on a number of these issues over the past year to help gauge the impact of events and the need for policy and management changes.

Our information helped the Congress assess a large number of critical issues being considered in NAFTA negotiations, evaluate progress on agricultural trade issues in the Uruguay round of multilateral trade negotiations, decide to extend most favored nation status to newly emerging East European democracies, reauthorize the Export-Import Bank of the United States, reduce funding for a poorly structured Department of Agriculture foreign market development program by over \$50 million, assess the desirability of extending additional export credit assistance to the states of the former Soviet Union, evaluate why the United States extended large export credit guarantees to Iraq prior to its invasion of Kuwait, and improve programs to promote the export of U.S. goods and services.

### Key Open Recommendations

In January 1992, we reported that federal export promotion programs lacked organizational and funding cohesiveness. We concluded that, as a result, the U.S. government does not have reasonable assurances that its export promotion resources, which totaled \$2.7 billion in fiscal year 1991, are being most effectively used to emphasize sectors, regions, and programs with the highest potential return. To correct this situation, we recommended that the Secretary of Commerce, as chair of the 19-member interagency Trade Promotion Coordinating Committee, work with other member agencies and the Director of the Office of Management and Budget to: (1) develop a governmentwide strategic plan for carrying out federal export promotion programs; and (2) ensure that the budget requests for these programs are consistent with their relative strategic importance. (GAO/NSIAD-92-49, see p. 159.)

Our February 1992 report about the International Trade Commission (ITC) identified ambiguities in the agency's governing statute. We found these ambiguities created disagreements between chairmen and commissioners about who has ultimate responsibility for ITC's administration and adversely affected its operations. To improve management, we suggested that the Congress consider replacing the ITC's current statutory administrative override authority with decisionmaking requirements like those found in other independent agencies. Also, we suggested that the Congress consider clarifying the statutory provisions concerning budget responsibilities. (GAO/NSIAD-92-45, see p. 162.)

We made a series of recommendations to improve the management of Department of Agriculture programs aimed at increasing foreign sales. Our March and April 1992 congressional testimonies on weaknesses in Agriculture's Market Promotion Program emphasized our prior recommendations to improve application and eligibility criteria, evaluations of program effectiveness, and fiscal monitoring. (GAO/NSIAD-90-225, see p. 158.)

Our January 1992 report on Agricultural Trade Offices showed that the Department did not make the best use of its resources. We recommended that the Secretary of Agriculture take a variety of actions to clearly define the role of the Agricultural Trade Offices and evaluate their effectiveness. (GAO/NSIAD-92-65, see p. 161.)

In March 1992, we reported that Agriculture does not centrally manage its Trade Show Program, has not clearly defined the program's role, has undertaken very limited evaluation of the program's effectiveness, and, unlike other U.S. agencies, has subsidized participation by exhibitors. We recommended several management improvements. (GAO/NSIAD-92-122, see p. 165.)

**Products With Open Recommendations:  
International Trade and Finance**

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# Agricultural Trade: Improvements Needed in Management of Targeted Export Assistance Program

NSIAD-90-225, 06/27/90 GAO Contact: Allan I. Mendelowitz, (202)275-4812

## Background

Pursuant to a congressional request, GAO reviewed the Department of Agriculture's (USDA) management of its Targeted Export Assistance (TEA) Program.

## Findings

GAO found that: (1) the Foreign Agriculture Service (FAS) was not adequately documenting the funding allocation decision process to clearly show how funding criteria were applied and ranked and the basis for those decisions; (2) commodity division staff are not aggressively analyzing potential opportunities for their commodities in new markets or new ways of promoting those products in established markets; (3) there was no formal coordination among FAS divisions on cross-commodity and -country analyses; (4) FAS officials said that there were no set criteria for establishing contribution levels because they believed contribution amounts should be decided on a case-by-case basis; (5) narrowly targeted recruiting and the lack of technical training have adversely affected TEA Program management; (6) TEA participants complained that TEA guidelines were always changing, making it difficult to plan and

administer programs; (7) combining the TEA Program with the FAS Market Cooperator Program would be a more efficient use of FAS resources; and (8) FAS does not adequately monitor the administration of the branded portion of TEA to ensure proper accountability for the resources made available.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to develop a management information system that will provide easy access for program managers to basic summary data on participants and program operations for market development programs.

**Status:** Action in process. FAS is developing a more sophisticated management information system (MIS) that will produce reports containing market expense data and trade data. When it becomes operational, the new MIS will include information on contributions and budget and will be capable of electronic transfer and advanced report writing. Phase I of the U.S. Agricultural Marketing System will be operational in 1993.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to require nonprofit cooperator groups administering the branded program to evaluate the success of all branded activities for which they are responsible.

**Status:** Action in process. Program regulations require not-for-profit organizations to submit activity plans for branded programs that indicate anticipated export increases. Regulations also require activity evaluations. All 1992 evaluations have not been completed yet.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to conduct cross-commodity analyses and evaluations of the program overall to assist the Assistant Administrator, Commodity and Marketing Programs, in making policy decisions concerning program direction and administration.

**Status:** Action in process. Cross-commodity analyses are conducted on an ad hoc basis. FAS has evaluated 10 participants out of 87; 2 additional participants will be evaluated in 1992. FAS is currently developing a methodology for evaluating the effectiveness of the program as required by the 1990 Farm Act.

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## Export Promotion: Federal Programs Lack Organizational and Funding Cohesiveness

NSIAD-92-49, 01/10/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO reviewed the federal government's export promotion programs, focusing on the: (1) rationale and resources devoted to those programs; and (2) adequacy of recent attempts to consolidate and streamline those programs.

### Findings

GAO found that: (1) in fiscal year 1991, the U.S. government spent \$2.7 billion on export promotion programs and \$21.4 billion on export loans, export credit guarantees, and export insurance; (2) funding for the ten executive branch agencies involved in export promotion is not made on the basis of an explicit governmentwide strategy or set of priorities; (3) agricultural programs receive the most funding even though the agriculture sector only accounts for about 10 percent of total U.S. exports, and a significant portion of that goes to large established U.S. firms; (4) in 1990, the President created the Trade Promotion Coordinating Committee to

cope with export promotion; (5) the Committee has achieved some success, but has not addressed the issue of how to consolidate the government's export promotion programs; and (6) the Committee faces several obstacles to achieving its goal of unifying the government's export promotion programs, since the Committee lacks permanence and does not have the authority to set programs or budget authorities across government agencies.

### Open Recommendations to Congress

**Recommendation:** To help ensure that export promotion programs achieve increased organizational and funding cohesiveness, Congress should require the executive branch to formulate governmentwide export promotion strategy. Congress may wish to consider requiring that the programs be integrated into the governmentwide strategic plan and funded in a manner consistent with the emphasis given them under the plan.

**Status:** Action in process. Congress has not taken action, but several bills have been introduced which would require the preparation of a governmentwide export promotion plan.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Commerce, as chair of the Trade Promotion Coordinating Committee (TPCC), should work with other member agencies and the Director of the Office of Management and Budget (OMB) to: (1) develop a governmentwide strategic plan for carrying out federal export promotion programs; and (2) ensure that the budget requests for these programs are consistent with their relative strategic importance.

**Status:** Action in process. The Trade Promotion Coordinating Committee has begun to develop a coordinated governmentwide export promotion plan. TPCC and OMB also are exploring options for establishing budgetary priorities for trade promotion.

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## Export Promotion: Problems in the Small Business Administration's Programs

GGD-92-77, 09/02/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO reviewed the Small Business

Administration's (SBA) export promotion programs, focusing on: (1) how the 21 international trade subcenters of the

Small Business Development Center Program (SBDC) provide export counseling; (2) the subcenters'

coordination of their activities with Department of Commerce export promotion assistance; (3) the financial assistance SBA provided to exporters; and (4) SBA management of its export promotion responsibilities.

## Findings

GAO found that: (1) SBA export programs lack a strategic focus because SBA has neither clearly identified the small businesses' export assistance needs it can best meet, nor targeted its export assistance accordingly; (2) SBA has given little guidance to its SBDC international trade subcenters on how to target or evaluate their export assistance or train their staffs; (3) SBA has been prohibited by law since fiscal year (FY) 1990 from further regulating SBDC subcenters, and although lead SBDC centers in each state can provide necessary guidance, they generally fail to do so; (4) some subcenters targeted the same clientele as Commerce district offices, maintaining that the demand for export counseling

services exceeded the supply; (5) some subcenters have given import assistance instead of export assistance, which is contrary to their mission; (6) the SBA Export Revolving Line of Credit Program (ERLC) has been underutilized due to insufficient training of loan officers, poor marketing, and the reluctance of lenders to participate, and SBA has restructured the program somewhat to correct those problems; (7) SBA may have overstated the assistance provided under other financial programs due to inexact reporting practices, as only 40 percent of non-ERLC guarantees could be directly tied to exporting activities; (8) SBA has not consistently emphasized export promotion, as shown by its budget request to reduce its support of export counseling in FY 1993, its failure to fully fund its ERLC pilot program, and its abrupt suspension of financial support to small businesses participating in the Commerce-sponsored Matchmaker program; and (9) management responsibility for export

promotion is diffused through several SBA offices, with the Office of International Trade acting primarily as an internal advocate rather than as a direct supervising entity.

## Open Recommendations to Congress

**Recommendation:** Congress may wish to require SBA to more fully identify which export-related needs of small businesses it can best fulfill and to work with the Trade Promotion Coordinating Committee's small business working group to refocus, if necessary, its export promotion efforts.

**Status:** Action not yet initiated.

**Recommendation:** Congress may wish to consider requiring the Secretary of Commerce's governmentwide strategic plan for federal export promotion, or any such national strategic plan, clearly define what role SBA is to play.

**Status:** Action not yet initiated.

# Foreign Direct Investment: Assessment of Commerce's Annual Report and Data Improvement Efforts

NSIAD-92-107, 03/18/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

## Background

Pursuant to a legislative requirement, GAO reviewed: (1) the Secretary of Commerce's annual report on foreign direct investment (FDI); and (2) government efforts to improve the quality of FDI data, including the status and process for reconciliation of data exchanged among various federal agencies.

## Findings

GAO found that Commerce's annual report: (1) shifts between focusing on total foreign investment and FDI without providing adequate explanations of each type of investment; (2) provides an incomplete analysis of the costs and benefits associated with FDI; (3) emphasizes the benefits derived from FDI inflows and minimizes the need to reduce budget deficits, which has been a major factor behind foreign investment inflows; (4) does not address or fully

explore certain FDI public policy concerns relating to three of the five industry sectors it discussed; (5) extensively uses preliminary 1988 Bureau of Economic Analysis (BEA) data relating to electronic and automotive sectors, rather than using more current data from existing studies prepared by other Commerce offices, government agencies, or private-sector groups; (6) does not compare foreign-controlled business enterprises with other U.S. enterprises with respect to data items



specified by 1990 FDI legislation; and (7) does not include a required analysis of the number and marketshare of foreign-owned businesses engaged in the production of Department of Defense-specified critical technologies. GAO also found that the data link between BEA and the Census Bureau: (1) will provide additional information on foreign affiliated firms' operations in the United States; (2) will enable Commerce to evaluate foreign affiliated firms' operations on the basis of more than just their primary industry activities; and (3) has certain limitations, since Commerce collects some data types at the enterprise level rather than the establishment level.

### Open Recommendations to Agencies

**Recommendation:** To provide a more complete discussion of foreign direct investment in the United States, the Secretary of Commerce should ensure that all subsequent annual reports on FDI provide an analysis that clearly distinguishes between costs and benefits derived from FDI in the United States and those derived from all foreign investment in the United States.  
**Status:** Action not yet initiated.

**Recommendation:** To provide a more complete discussion of foreign direct investment in the United States, the

Secretary of Commerce should ensure that all subsequent annual reports on FDI make greater use of available government studies and private source data.

**Status:** Action not yet initiated.

**Recommendation:** To provide a more complete discussion of foreign direct investment in the United States, the Secretary of Commerce should ensure that all subsequent annual reports on FDI provide more focused analyses of publicly debated questions regarding the effects of FDI on the U.S. economy.

**Status:** Action not yet initiated.

## International Trade: Agricultural Trade Offices' Role in Promoting U.S. Exports Is Unclear

NSIAD-92-65, 01/16/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO reviewed the Department of Agriculture's (USDA) worldwide network of agricultural trade offices (ATO), focusing on: (1) ATO activities; (2) the criteria used to select ATO sites; (3) how well ATO carry out their market development mission; and (4) the adequacy of program management and operations.

### Findings

GAO found that: (1) ATO activities were generally consistent with the type of market development activities specified in their authorizing legislation and included supervising cooperator activities, providing trade assistance services, and supporting export assistance programs; (2) trade offices

generally devote more of their total time to market development activities than agricultural attache posts, which generally carry out the same types of activities; (3) 6 of the 13 ATO serve as USDA representatives and function as de facto attache posts and assume responsibility for such traditional attache activities as commodity reporting and trade policy work; (4) since 1978, USDA has opened trade offices without consistently using specific site selection criteria; (5) it was unable to assess the overall effectiveness of ATO, because USDA has not devised a long-range market development strategy or established benchmarks by which to gauge ATO effectiveness; (6) USDA lacks an overall vision of how ATO can enhance agricultural competitiveness and has made little effort to evaluate how well ATO carry out their mission;

and (7) personnel quality is an important factor in determining ATO effectiveness, but USDA does not have a curriculum devoted to market development or provide opportunities for trade office directors to share marketing ideas.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Agriculture should direct the Administrator of the Foreign Agricultural Service (FAS) to review the criteria and methodology presented in the 1979 impact analysis statement and develop written criteria and a methodology for evaluating current and proposed ATO.

**Status:** Action in process. A task force was established to examine how decisions regarding opening and closing

ATO could be more directly linked to the FAS annual review of overseas staffing needs and priorities.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to complete the long-term agricultural trade strategy required by the Food, Agriculture, Conservation, and Trade Act of 1990 as soon as possible. In developing the strategy, FAS should consult with the Department of Commerce about its strategic review, as well as solicit input from overseas staff and trade representatives.

**Status:** Action in process. The long-term agricultural trade strategy has not been completed. Commerce has been consulted.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to define the role and activities that ATO will play in the long-term agricultural trade strategy and in carrying out Agriculture's market development mission.

**Status:** Action in process. FAS is considering including the role of ATO in the strategy.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to establish benchmarks with which to evaluate ATO effectiveness and use them to assess the effectiveness of ATO in implementing Agriculture's market development programs.

**Status:** Action in process. An ATO task force is reviewing how FAS can strengthen its development, review, and evaluation of annual plans to ensure that marketing goals are clearly defined and achieved.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to establish specialized market development courses and annual marketing conferences, and reassess the length of overseas assignments.

**Status:** Action in process. Specialized market development courses have been held. The length of overseas assignments is currently under review.

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## International Trade Commission: Administrative Authority Is Ambiguous

NSIAD-92-45, 02/25/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO reviewed the International Trade Commission's (ITC) administrative operations, focusing on: (1) the chairman's powers and administrative responsibilities, as defined by 1977 amendments to the ITC authorizing legislation; (2) administrative problems relating to the budget, personnel, organizational structure, and creation of an ITC Office of Inspector General; and (3) comparisons of ITC administration with other independent federal commissions.

### Findings

GAO found that: (1) under the current statute, the ITC chairman is the

principal administrative decisionmaker, but the other commissioners retain a role in administrative decisionmaking to ensure ITC independence and objectivity; (2) ambiguity over roles and responsibilities resulted in recent chairmen believing that they were solely responsible for ITC administration, while the other commissioners believed that the entire commission was responsible; (3) disagreement over administrative responsibilities has caused problems in formulating and implementing the ITC budget, managing personnel, determining the organization structure, and implementing a new statute creating an Office of Inspector General; and (4) disagreements have also created conflicting priorities for staff and delayed decisionmaking. GAO also found

that: (1) compared to 15 other major federal commissions, the ITC chairman's administrative power is limited; (2) the ITC statute's administrative override provision is unique among independent commissions, with most other commissions having more narrowly defined limitations on chairmen's administrative authority; and (3) options for changing ITC administrative decisionmaking include giving the chairman greater power in resolving administrative disputes, amending ITC administrative provisions to provide clearer authority, better defining responsibilities for budget decisions, and establishing an executive director position with responsibility for managing ITC.

**Open Recommendations to Congress**

**Recommendation:** Congress may wish to consider replacing the commission's current statutory administrative override authority with a requirement for commission approval of a chairman's appointment of senior personnel and of a chairman's creation, elimination, or movement of offices.  
**Status:** Action not yet initiated.

**Recommendation:** Congress may wish to clarify statutory language that defines the budget and gives the chairman responsibility for the expenditure of appropriated funds within the broad guidelines approved by the commission in its budget request.  
**Status:** Action not yet initiated.  
**Congressional Action:** Congress did not raise the GAO findings and recommendations during the ITC

reauthorization hearings. These hearings occurred several months after several new commissioners and a new chairman were appointed. The commission's working relationship is still developing. For example, they are formulating a budget together for the first time. The matters for consideration should remain open until Congress can assess whether past problems identified in the report recur.

**International Trade: Easing Foreign Visitors' Arrivals at U.S. Airports**

NSIAD-91-6, 03/08/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

**Background**

Pursuant to a congressional request, GAO reviewed the issues and conditions affecting foreign visitors' entry into 10 U.S. international gateway airports and specific conditions at the airports, focusing on: (1) the federal inspection process; (2) airport services and facilities; and (3) visitor facilitation improvement projects.

**Findings**

GAO found that: (1) the International Civil Aviation Organization recommended 45 minutes as the maximum time that federal inspection services should allot from arrival to clearance of all arriving air passengers; (2) according to federal inspectors, visitor processing times usually ranged from 1 to 3 hours during peak hours; (3) airport authorities stated that processing sometimes took 4 or 5 hours during peak times at 3 airports; (4) all of the airports provided basic services, including ground transportation, some type of translation service, lodging information, directional

and informational signs, baggage carts, and currency exchange, but the quality and extent of the services varied; (5) federal inspectors at 12 airports considered airport facilities inadequate; (6) federal inspection services have planned or recently completed various projects aimed at improving visitor facilities; and (7) individuals and organizations concerned with easing visitors' arrivals at U.S. airports proposed actions to aid the federal inspection clearance process, such as allowing U.S. citizens to bypass immigration inspection and raising additional funds by eliminating user fee exemptions.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Commerce should consider adopting proposals, in conjunction with the Secretaries of the Treasury, Health and Human Services, Agriculture, and the Interior, and the U.S. Attorney General, aimed at increasing the speed and ease

of the federal inspection clearance process, such as: (1) using the U.S. citizens bypass system at all airports to ease the Immigration and Naturalization Service's (INS) work load; and (2) seeking the removal of user fee exemptions to provide more funds to INS and the Customs Service.  
**Status:** Action in process. INS has implemented an accelerated citizen examination, an alternative to the citizens bypass system that basically meets the intent of this part of the recommendation. The second part of the recommendation is partially open. INS has removed user fee exemptions. There is proposed legislation to remove user fee exemptions for Customs, but exemptions were still in place as of late 1992.

**Recommendation:** To encourage high quality foreign visitor services and facilities at all U.S. international airports, the Secretary of Transportation should request that the National Transportation Facilitation Committee design a model plan for providing high quality airport services and facilities for

foreign visitors, incorporating some of the more innovative projects under way at various airports, and that the plan be completed within 12 months.

**Status:** Action in process. Estimated completion date: 04/93. The National

Transportation Facilitation Committee is designing a model plan for airport services and facilities for foreign visitors. The Committee met with the Subcommittee on Foreign Commerce and Tourism, Senate Committee on

Commerce, Science and Transportation and told them they expect to complete the guidelines for the model plan by April 1993.

## Nuclear Power Safety: Chernobyl Accident Prompted Worldwide Actions but Further Efforts Needed

NSIAD-92-28, 11/04/91 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO provided information on: (1) the nature and extent of international organizations' efforts to strengthen their responses to nuclear emergencies; (2) current efforts of the U.S. government and international organizations to address nuclear safety problems; and (3) efforts to achieve greater international nuclear power plant safety.

### Findings

GAO found that: (1) after the Chernobyl accident, International Atomic Energy Agency (IAEA) member states adopted two conventions to enhance international cooperation through timely notification and emergency assistance; (2) despite improvements, serious nuclear safety problems still exist at Soviet-designed nuclear power plants; (3) IAEA, its member states, the Nuclear Energy Agency, and nuclear industry organizations exchange operational safety information to help prevent accidents, but information on safety-related incidents at reactors in foreign countries is not made available to the public; (4) no agreement exists to make compliance with nuclear safety standards mandatory; (5) adherence to IAEA safety standards is voluntary, and

the United States believes that mandatory compliance infringes on national sovereignty; (6) IAEA and other international organizations developed programs to improve nuclear power plant safety and minimize dangers from radioactive contamination; and (7) IAEA conducts Operational Safety Review Team (OSART) missions to inspect and assess nuclear power plant safety and offer suggestions for improvement, but since such reviews occur only at the host country's request, IAEA has reviewed only 15 percent of the world's operating power reactors.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of State, in cooperation with IAEA member states, should promote the adoption of uniform and higher levels of safety standards for nuclear power plants. The present international climate may propel IAEA member states into adopting binding standards. The Secretary of State should, therefore, reassess the U.S. position against mandatory compliance with safety standards.

**Status:** Recommendation valid/action not intended. The State Department does not agree with the

recommendation. Instead, State says it supports the establishment of an international safety convention that would codify the basic elements of an effective nuclear safety regime for parties to the convention. State supports the idea of a convention based on principles rather than standards. GAO plans to followup on the approach in a future review.

**Recommendation:** The Secretary of State should propose to other IAEA member states that: (1) IAEA be given more discretion in selecting reactors for review under the OSART program; (2) more of those reviews be made; and (3) IAEA routinely follow up on its operational safety review recommendations to ascertain if they have been implemented.

**Status:** Recommendation valid/action not intended. State does not support granting the IAEA authority to choose the reactors it will review or the review frequency. Regarding routine followup on IAEA operational safety review recommendations, State supports followup and says it has encouraged IAEA to do so. GAO disagrees and continues to believe that IAEA should schedule safety reviews that address the most unsafe nuclear power plants.

## Problems With Commerce's Worldwide Commercial Information Management System

T-NSIAD-90-6, 11/01/89 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

GAO discussed the U.S. and Foreign Commercial Service's (US&FCS) Commercial Information Management System (CIMS). GAO noted that CIMS: (1) development funds were inadequate; (2) hardware deficiencies limited the US&FCS staff's file access; (3) software design deficiencies and complexities hindered immediate responses to customers' requests; (4) software development was suspended because Commerce's Inspector General objected to CIMS program office contracting procedures; (5) foreign posts experienced faulty communication links with the US&FCS domestic central data base; (6) information quality was questionable, since CIMS personnel were not systematically or consistently updating client files; (7) market research data

base was insufficient to meet clients' varied requests; (8) field staff adequacy was questionable; (9) completion in 1990 would require an estimated \$13.5 million, and CIMS would require an estimated \$9 million to \$11 million in future support funds; and (10) was expected to expand its capabilities under new legislation. GAO also found that the International Trade Administration suspended CIMS development pending a CIMS viability determination and an examination of other data-base options.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Commerce should assess whether the resulting system fully complies with the requirements in the Omnibus Trade Act

regarding the composition of the export promotion component of the National Trade Data Bank. If it is determined that the expansion of CIMS to include all items required by the law is not feasible or practical, the Secretary should seek legislative relief from this requirement.

**Status:** Action in process. Estimated completion date: 12/93. Although this was not a formal recommendation, GAO believes that the intent of the conclusion, to improve CIMS operations, warrants followup. An improved version of CIMS is now being introduced that meets the intent of the recommendation. However, the system will not be fully deployed (150 sites) until late 1993.

## U.S. Department of Agriculture: Better Trade Show Management Can Increase Benefits to Exporters

NSIAD-92-122, 03/10/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO reviewed the Department of Agriculture's (USDA) trade show program, focusing on: (1) the trade show program's role in promoting U.S. agricultural exports; (2) trade show program management; (3) USDA provision of subsidies to trade show

exhibitors; and (4) program evaluation efforts.

### Findings

GAO found that: (1) the Foreign Agricultural Service (FAS) has not defined the trade show program's role in promoting U.S. exports or determined the program's contribution to its overall

market development strategy; (2) the program lacks measurable objectives for recruiting exhibitors, deciding what types of products to promote, and selecting which international shows to participate in or where to sponsor a U.S. show; (3) although other countries' export promotion agencies sponsor or participate in many more trade shows than FAS does, FAS promotes consumer-

oriented agricultural products in a variety of other ways; (4) the FAS High Value Products Services Division (HVPSD) administers the trade show program, but unlike the centralized approach of the major European countries, FAS overseas posts manage most trade-show-related activities; (5) HVPSD lacks the resources to adequately prepare exhibitors to participate effectively in trade shows; (6) HVPSD has not developed uniform policies regarding pavilion design and construction or FAS promotion of its services at trade shows; (7) European countries' trade show programs frequently obtain subsidies through industry assessments, while the United States subsidizes its exhibitors more heavily through government revenues; (8) charging a higher exhibitor fee for FAS trade shows does not appear to have a negative effect on experienced exporters, but it discourages new-to-export exhibitors; and (9) although FAS has expanded its evaluation efforts, weaknesses in questionnaire design and

collection procedures affect data quality and reliability.

### Open Recommendations to Agencies

**Recommendation:** To enhance FAS procedures for developing export markets, the Secretary of Agriculture should direct the Administrator, FAS, to develop measurable objectives for the trade show program based on the role assigned to the program in the strategic plan.

**Status:** Action not yet initiated. FAS has not developed its strategic plan yet in order to help develop specific trade show objectives.

**Recommendation:** The Secretary of Agriculture should direct the Administrator, FAS, to require trade show coordinators to better prepare exhibitors for trade show participation, including using video conferencing, if appropriate.

**Status:** Action in process. FAS has developed various methods to better

prepare exhibitors, including a video. It is also investigating the use of video conferencing.

**Recommendation:** To decrease the high U.S. subsidy rate for participation in trade program shows, the Secretary of Agriculture should direct the Administrator, FAS, to provide a reduced fee for a participant's first few shows, or otherwise recoup all direct costs.

**Status:** Action in process. FAS has increased exhibitor fees, but will not decrease fees for first-time exhibitors.

**Recommendation:** To decrease the high U.S. subsidy rate for participation in trade program shows, the Secretary of Agriculture should direct the Administrator, FAS, to reevaluate FAS support for the National Association of State Departments of Agriculture's (NASDA) trade show after analyzing the results of the 1993 show.

**Status:** Action in process. FAS will reevaluate its support for the NASDA show after the 1993 show.

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## The U.S. Export-Import Bank: The Bank Provides Direct and Indirect Assistance to Small Businesses

GGD-92-105, 08/21/92 GAO Contact: Allan I. Mendelowitz, (202)275-4812

### Background

Pursuant to a congressional request, GAO reviewed the U.S. Export-Import Bank's (Eximbank) compliance with the small business set-aside provision of the Export-Import Bank Act of 1945, focusing on: (1) the quality of Eximbank small business data; (2) the amount of export financing Eximbank made available directly to small businesses; (3) whether Eximbank properly included

indirect financing to subcontractors in its small business set-aside calculation; and (4) recent developments in Eximbank efforts to assist small businesses.

### Findings

GAO found that: (1) Eximbank uses estimates made by large exporters and an insurance association to calculate the amount of assistance it provides to small

businesses, which makes its data unreliable; (2) because the law provides no clear guidance, Eximbank includes indirect assistance to small businesses in its calculation of its compliance with the 10-percent set-aside provision, which was not Congress' intent; (3) when indirect assistance was excluded, Eximbank did not meet the 10-percent requirement in 2 of the 6 years examined; and (4) Eximbank has increased its efforts to provide greater assistance to small

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businesses by establishing a group to centralize, coordinate, and integrate its small business activities, streamlining the approval process of some assistance applications, and changing several programs.

### **Open Recommendations to Agencies**

**Recommendation:** The Chairman, Eximbank, should review the accuracy and reliability of its small business data, including the collection and verification of data and the estimates used.

**Status:** Action not yet initiated.

**Recommendation:** The Chairman, Eximbank, should report separately on direct and indirect assistance to small businesses in its annual reports, unless or until the legislation is made more explicit.

**Status:** Action not yet initiated.

# Security and International Relations

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## Issue Area Summary

### Impact of GAO's Work

Changes in Western and Eastern Europe, the former Soviet Union, the Middle East, Central America, and the Pacific Rim are creating dilemmas for U.S. policymakers. These changes and a domestic economic recession place new policy, budget, and management demands on U.S. agencies and activities responsible for security assistance and implementation of international commitments. Our work is directed toward answering a wide variety of questions on how well the United States, through unilateral, bilateral, and multilateral commitments and actions, is reducing the economic and military threats to our nation in a chronically unstable world.

In response to concerns raised by the Congress, we reviewed the direction of the security assistance program in the aftermath of the cold war, the transfer of excess military equipment to allied nations, the impact of the international counternarcotics programs, the changing U.S. commitments to the North Atlantic Treaty Organization (NATO), the cost of closing overseas military bases, the implementation of international commitments for the nonproliferation of weapons of mass destruction, the impact of controls over the export of items and technologies that have dual uses on U.S. security and trade objectives, and the management of the Department of State's overseas real property. We also reviewed the requirements to establish new embassies in the former Soviet Union.

Our observations on unneeded NATO infrastructure projects have resulted in several cancellations that have reduced the U.S. share of the projects' costs by about \$25 million. Our recommendations have also led to policy changes. For example, our report on European Community 92 plans for military trade between the United States and European countries has led to a requirement in the Department of Defense (DOD) Authorizing Act of 1991 for DOD and the State Department to make stronger efforts to protect U.S. interests. Our reports on allied defense burden sharing disclosed the need to seek more allied support for U.S. overseas operations. On the basis of a report on weaknesses in accountability and control over items provided through security assistance, the House Committee on Foreign Affairs prepared an amendment to the Arms Export Control Act to require DOD to monitor the use of such items. Our reports also made significant contributions to improving the management of agencies' operations. For example, our reviews of the Department of State's Foreign Building Operations resulted in the Department's initiating a series of actions that should improve the management of these operations.

### Key Open Recommendations

Over the years, we have issued many reports and testified on the need to strengthen control over security assistance, codevelopment programs, arms transfers, and management of agencies' operations. Many of our recommendations have been acted upon by the agencies and the Congress.

Recommendations deserving attention involve reassessing the need for continuing the multinational cooperative development of the Multiple Launch Rocket System Terminal Guidance Warhead Program, which ultimately could lead to canceling the \$7 billion program. (GAO/NSIAD-92-7, see p. 172, and GAO/NSIAD-92-55, see p. 189.)



**Products With Open Recommendations: Security and International Relations**

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## Defense Acquisition: U.S.-German Examinations of the MLRS Terminal Guidance Warhead Program

NSIAD-92-7, 10/31/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

GAO and the German Federal Court of Audit examined the U.S. Army's Multiple Launch Rocket System (MLRS) Terminal Guidance Warhead (TGW) Program, focusing on the program's requirements, schedule, performance, and cost.

### Findings

GAO found that: (1) the Army selected a different missile system for full-scale development, but program executives and the MLRS TGW project office reported they might seek to continue the program into full-scale development; (2) there is a continuing requirement for a target-sensing anti-armor submunition at the MLRS TGW rocket range, and MLRS TGW will have advantages over

other systems; (3) the MLRS rocket could deliver the Brilliant Anti-Armor Submunition, and the technical data from the MLRS TGW program would be sufficient to apply to other programs; and (4) GAO questioned the basis for proceeding with full-scale development of MLRS TGW because of funding constraints, the Army's selection of another system for use at longer ranges, and the sufficiency of technical data acquired. The Federal Court of Audit found that: (1) numerous German Army and Air Force weapon systems, including MLRS TGW, were designed to fight second-echelon armored forces; and (2) separate analyses concluded that an overlapping German national system in development was more cost-effective at most ranges than MLRS TGW.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should reassess the need for the MLRS TGW if the Army seeks to continue to full-scale development, considering all the other systems in development and procurement that could be used to fill the requirement. **Status:** Action in process. Estimated completion date: 08/93. On May 5, 1992, the U.S. Army formally notified the partner nations that the United States would withdraw from the MLRS/TGW program at the end of the System Demonstration Substage (SDS). SDS is now scheduled to be completed in August 1993.

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## The Drug War: U.S. Programs in Peru Face Serious Obstacles

NSIAD-92-36, 10/21/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO examined the U.S. Andean Strategy, focusing on: (1) the effectiveness and management of U.S. military and law enforcement counternarcotics aid to Peru; and (2) factors that affect the U.S. counternarcotics strategy in Peru.

### Findings

GAO found that: (1) although the United States increased the available amount of law enforcement aid from \$10 million to \$19 million for fiscal year (FY) 1990, U.S.-provided aid has not significantly reduced drug trafficking activities in Peru; (2) the United States only provided law enforcement aid in FY 1990 and did not provide military aid because Peru

would not accept it, but Peru agreed to accept military aid in FY 1991; (3) such obstacles as the Peruvian government's inability to control the military, police, and airports, and the political instability caused by insurgent groups diminish the effectiveness of law and military enforcement aid; (4) due to a lack of effective oversight, U.S. officials are unable to determine if aid is being used effectively and as intended; and (5) the

U.S. Embassy has not developed a plan for monitoring military aid to determine whether Peru is improperly using counternarcotics law enforcement aid to train counterinsurgency personnel.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of State should ensure that plans are

developed for end-use monitoring of the military aid.

**Status:** Action in process. The U.S. Embassy in Peru is expected to develop methodology for end-use monitoring of defense articles by late 1992.

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## Experts and Consultants: Weaknesses in Hiring Process at State's Office of Inspector General

GGD-91-60, 06/24/91 GAO Contact: Bernard L. Ungar, (202)275-5074

### Background

Pursuant to a congressional request, GAO examined whether the Department of State's Office of Inspector General (OIG): (1) omitted references to itself in an annual oversight report to Congress in a deliberate attempt to conceal internal problems; and (2) inappropriately hired and paid experts and consultants.

### Findings

GAO found that: (1) OIG reasons for deleting the expert appointment references stemmed from concerns about premature reporting and misunderstandings among OIG staff; (2) the evidence did not indicate that OIG

omitted the references to deliberately conceal internal problems; (3) in the future, OIG plans to not include an assessment of its own operations when auditing State; (4) State's Bureau of Personnel approved the appointments of 24 experts without a clear explanation from OIG as to the experts' duties; (5) some of the experts' duties did not appear to require an expert, and only 5 of the 24 appointees were qualified to be appointed as experts; (6) State does not perform periodic personnel management evaluations; (7) State's OIG and its Office of Acquisitions improperly awarded all 12 consulting contracts since they failed to follow federal contracting regulations and did not award the contracts on the basis of full and open competition; and

(8) in recognition of possible problems, the Inspector General suspended further procurement of consulting services in March 1990, and as of February 1991, the prohibition was still in effect.

### Open Recommendations to Agencies

**Recommendation:** The Inspector General, Department of State, should ensure that all OIG positions are accurately described in official position statements.

**Status:** Action in process. State OIG has completed writing position descriptions and is continuing with desk audits to ensure the accuracy of what has been written.

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## International Procurement: NATO Allies' Implementation of Reciprocal Defense Agreements

NSIAD-92-126, 03/18/92 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request and a legislative requirement, GAO reviewed how various North Atlantic Treaty

Organization (NATO) countries were implementing their reciprocal defense procurement memorandums of understanding (MOU) with the United States, focusing on: (1) how the United

States and its allies viewed and implemented MOU; (2) whether MOU provide opportunities for U.S. firms to freely and fairly compete in allied defense markets; (3) the extent to which

allied governments' tariff practices affected contract selections; (4) allied contract award grievance procedures; and (5) the Department of Defense's (DOD) efforts to monitor MOU.

## Findings

GAO found that: (1) MOU obligate signatories to evaluate bids without considering national laws and regulations regarding tariff costs and seek to eliminate buy-national laws and tariffs relating to defense procurements; (2) the DOD method of meeting MOU obligations by waiving the Buy American Act has permitted European firms to compete with U.S. firms for costly defense contracts; (3) although DOD estimated that it had opened at least 44 percent of its procurement market to foreign competition in fiscal year 1990, European governments stated that the United States has limited their access to the U.S. defense market; (4) allied officials stated that they seek to maximize competitive opportunities, but reserve the right to limit competition or direct contracts to national or other European sources; (5) U.S. industry officials stated that such factors as lessening U.S. technology transfer controls, understanding foreign defense

procurement practices, and maintaining a substantial in-country presence are required to successfully compete for defense-related contracts in Europe; (6) although DOD added procurement procedure annexes to existing MOU to promote equal treatment for U.S. contractors and promote more openness and accountability in European defense procurement, DOD has not followed up on other recent MOU-related initiatives; (7) although European countries pay tariffs on U.S. defense imports, most concerned parties believe that tariffs are an insignificant factor in contract selections; and (8) U.S. contractors rarely appeal European contract awards, since many countries' grievance procedures are cumbersome and contractors fear losing future contract opportunities.

## Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should request that the foreign signatories of procurement annexes provide specific information demonstrating how they are implementing all the provisions of these annexes. Furthermore, in future annexes, mutually agreed upon language should be included that would enable

both governments to periodically review progress made in implementing the provisions of the annexes.

**Status:** Action in process. Talks are ongoing with France, one of the four European NATO allies, to sign procurement procedures annexes. Discussions with France have addressed two of the four provisions of the procurement annex to date. Talks are contemplated with the other signatories, but no action has been taken to date.

**Recommendation:** The Secretary of Defense should strongly encourage MOU signatories to promote greater reciprocal defense market access by designating ombudsmen to assist U.S. contractors. These ombudsmen should provide services similar to those provided by the DOD ombudsman.

**Status:** Action in process. Eight MOU countries (including four European NATO countries) have joined the Netherlands in designating ombudsmen. Responses have been requested from the other MOU signatories, but none have responded officially. France and Canada have agreed in principle, but discussions are ongoing. No response date was included in DOD letters requesting the allies to designate an ombudsman.

# Jordan: Suspension of U.S. Military Assistance During Gulf Crisis

NSIAD-92-343, 09/25/92 GAO Contact: Joseph E. Kelley, (202)275-4128

## Background

Pursuant to a congressional request, GAO: (1) reviewed the policy related to the delivery of defense articles to Jordan under the security assistance program; (2) determined whether deliveries were terminated at any time; (3) identified the

number and types of defense articles that were delivered; (4) identified defense articles procured, but not delivered, and their current status; and (5) examined whether Congress was adequately informed of these actions.

## Findings

GAO found that: (1) actions taken by the State Department to suspend military assistance to Jordan were of short duration and not well implemented; (2) while State placed a hold on the approval of all new Foreign Military

Sales (FMS) letters of offer and acceptance for Jordan, 12 new letters were approved after the hold; (3) State did not suspend all licenses and other written approvals for the export of defense articles to Jordan until February 6, 1991, and the suspension only remained for 1 month; (4) State's failure to provide written instructions to the Defense Security Assistance Agency (DSAA) caused delays and confusion as to the full scope and intent of the suspension; (5) military depots continued to deliver defense articles to Jordan's freight forwarder while the suspension was in effect; (6) State did notify the Customs Service in writing of its decision to suspend defense article exports to Jordan, but failed to notify Jordan's freight forwarder, as applicable

regulations required; and (7) although State was not legally required to notify Congress of its actions, officials inaccurately described the timing and scope of their actions to halt military assistance to Jordan.

### Open Recommendations to Agencies

**Recommendation:** To minimize the risk of the unauthorized export of defense articles when it is determined that a suspension of deliveries is warranted, the Secretary of State should require the Office of Defense Trade Controls to immediately notify applicants and licensees, such as freight forwarders, of all license suspensions in accordance with section 126.7 of the International

Traffic in Arms Regulations. This step would clarify whether or not a suspension has been placed in effect.  
**Status:** Action not yet initiated.

**Recommendation:** The Assistant Secretary of State for Politico-Military Affairs and the Director, DSAA, should jointly develop procedures for quickly and effectively implementing suspensions of foreign military assistance. Such procedures would prevent delays in implementation of State Department policy.

**Addressee:** Defense Security Assistance Agency

**Status:** Action not yet initiated.

**Addressee:** Department of State: Bureau of Politico-Military Affairs

**Status:** Action not yet initiated.

## Military Aid: Stronger Oversight Can Improve Accountability

NSIAD-92-41, 12/16/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO reviewed the management controls over U.S. military aid to foreign countries, focusing on: (1) how the United States exercises oversight for military aid; and (2) whether more emphasis on accountability is needed.

### Findings

GAO found that: (1) since the Arms Export Control Act, which governs military aid items that have been purchased by recipient countries since fiscal year (FY) 1982, does not specify U.S. responsibilities for oversight and monitoring of U.S.-supplied defense articles, U.S. officials are not sure whether and to what extent they are

responsible for monitoring military equipment and supplies once they are delivered to a host country; (2) although the seven recipient countries visited have security controls over U.S.-funded items, weaknesses in those controls and cases of actual and alleged diversion indicate that U.S.-funded items may be vulnerable to misuse and that the emphasis on accountability is not sufficient; (3) enhancement of U.S. oversight could probably be achieved without adding staff resources in most cases, beginning with the development of accountability standards to provide the level of oversight appropriate for each country and related conditions; (4) U.S. security assistance organizations are not meeting the minimal monitoring requirement in Department of Defense

(DOD) guidance for U.S. military aid provided before FY 1982; and (5) although some items provided before FY 1982 may require continued monitoring, special controls for older military aid items, which are not applied to the current aid program, may not be an appropriate use of security assistance organization resources.

### Open Recommendations to Congress

**Recommendation:** To impose a statutory requirement for U.S. oversight, place greater emphasis on accountability and controls, and clarify existing provisions related to security for U.S.-funded items, Congress may wish to consider modifying the Arms Export Control Act

to require the Secretary of Defense, after coordination with the Secretary of State, to implement monitoring and oversight actions appropriate for each recipient country to ensure that existing conditions pertaining to use, security, and transfer of U.S.-funded military items are met.

**Status:** Action in process.

**Recommendation:** To impose a statutory requirement for U.S. oversight, place greater emphasis on accountability and controls, and clarify existing provisions related to security for U.S.-funded items, Congress may wish to consider modifying the Arms Export Control Act to require recipient countries, as a condition to receiving U.S. military grant aid, to permit U.S. representatives to review those countries' internal control systems and the accountability, disposition, and use of U.S.-funded items.

**Status:** Action in process.

**Recommendation:** To impose a statutory requirement for U.S. oversight, place greater emphasis on accountability and

controls, and clarify existing provisions related to security for U.S.-funded items, Congress may wish to consider modifying the Arms Export Control Act to require recipient countries to agree to safeguard all defense articles, including unclassified as well as classified items.

**Status:** Action in process.

**Congressional Action:** Changes to legislation consistent with the recommendation were deleted from a House bill in June 1992, per conference report, due to potential presidential veto on related issues. On August 4, 1992, the Foreign Affairs Committee introduced a new bill that includes new authority for U.S. monitoring of security assistance.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of Defense should direct the Director, Defense Security Assistance Agency, to develop accountability standards for military aid programs and to revise the Security Assistance Management

Manual to clarify what monitoring is required to provide reasonable assurances that recipient countries are meeting conditions set forth in legislation and aid agreements. In applying those standards, security assistance organizations should take into account, among other factors, the adequacy of the recipient country's internal control systems, the vulnerability of items to misuse and diversion, and the sensitivity and lethality of the items. Those standards should apply to all military aid items, including both pre- and post-1982 military assistance programs.

**Status:** Action taken not fully responsive. DOD believes that the Security Assistance Manual is clear in defining responsibility to monitor country use of U.S.-funded equipment. DOD sent a message to all security assistance organizations reiterating existing policies and procedures. GAO believes that clarification standards need to be included in the Security Assistance Manual. As of late 1992, there have been no further changes.

## Military Coproduction: U.S. Management of Programs Worldwide

NSIAD-89-117, 03/22/89 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

In response to a congressional request, GAO reviewed U.S. military coproduction agreements and programs worldwide, focusing on: (1) how the Departments of Defense (DOD) and State manage the programs to ensure compliance with agreement restrictions on production quantities and third-country sales; (2) how DOD and State review and approve the programs; and

(3) the remedies available if a foreign country fails to comply with quantity and sales restrictions.

### Findings

GAO found that: (1) although DOD coproduction and international agreement directives did not clearly specify the procedures and criteria to use in the memorandum-of-understanding (MOU) review and

approval process, DOD and State reasonably coordinated and reviewed the cases GAO reviewed; (2) DOD guidance did not require the military services or overseas security assistance organizations to monitor or ensure compliance with MOU restrictions on quantities and third-country sales; (3) DOD lacked established criteria for closing out or terminating oversight of coproduction programs when the programs were no longer active; (4)

although DOD withheld certain critical components from foreign production and monitored the quantities that the United States purchased, it only controlled the end items produced, not unauthorized sales; (5) DOD revised its coproduction management guidance to provide more specific guidance on MOU provisions, including production validation clauses, management responsibilities, and compliance-related activities; (6) State usually issued a diplomatic protest against violations of sales agreements, since State and DOD considered suspension of foreign military sales (FMS) credits too severe; and (7) existing reporting requirements applied mostly to sales, rather than to coproduction MOU.

**Open Recommendations to Congress**

**Recommendation:** Congress may wish to require DOD and/or State to notify it of

all coproduction MOU, whether implemented by letter of offer and acceptance under FMS procedures or by commercial licensing or technical assistance agreements, regardless of the coproducing country or the value of the related sale.

**Status:** Action in process. The House Armed Services Committee, Investigations Subcommittee, held hearings on March 22, 1989. The House Foreign Affairs Committee incorporated matters for consideration in H.R. 4070. If passed, the legislation will require quarterly reports of coproduction agreements and information on whether the agreements include provisions allowing the U.S. access to verify quantities produced to ensure compliance with third-country transfer restrictions. The legislation will also require reports of violations and sanctions.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should update Directive 2000.9 and incorporate management objectives and specific responsibilities for the military services and overseas security assistance organizations related to monitoring for compliance with coproduction agreement restrictions. Since the Defense Security Assistance Agency (DSAA) is currently responsible for coproduction agreements involving fielded U.S. weapons and equipment, it may be the appropriate agency to update the directive.

**Status:** Action in process. DOD has drafted a new Directive 2000.9. The draft directive refers to the Security Assistance Management Manual for the conduct of coproduction programs.

**NATO Infrastructure Program: As Threat Declines, NATO Reduces Expenditures**

NSIAD-92-174, 05/01/92 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

Pursuant to a congressional request, GAO examined how recent political changes in Eastern Europe have affected the North Atlantic Treaty Organization's (NATO) infrastructure program, which provides wartime facilities and equipment for NATO military forces.

**Findings**

GAO found that: (1) by March 1991, NATO had eliminated or deferred projects valued at \$1.4 billion and an

additional \$291 million in November 1991 for projects approved from fiscal year (FY) 1985 through FY 1991; (2) although the United States significantly reduced its FY 1991 appropriation for the NATO infrastructure program, it was able to cover all but over \$15 million in 1991 U.S. commitments; (3) NATO revalidated infrastructure projects it had approved in FY 1985 through FY 1991 and has reduced its program by \$1.7 billion; (4) U.S. commanders cancelled 57 projects, valued at \$414.5 million, and deferred 74 others, totalling about \$792 million; (5) higher appropriations may be requested,

after FY 1993, unless the infrastructure program is further reduced, primarily because millions in recoupments will remain after FY 1993, a greater percentage of FY 1994 appropriations will be needed to meet prior year commitments, and in 1991, the U.S. stretched its obligation authority as a result of changes in NATO procedures for funding new projects; (6) NATO and U.S. commanders believe that the decreased threat and planned reduction of forces in Europe increase the need for reinforcement forces and associated support infrastructure; (7) the Supreme



Allied Commander, Atlantic has cancelled or deferred 18 projects in the last 2 years totalling \$203.1 million, while the U.S. Commander in Chief, Atlantic Command (CINCLANT), has deferred 44 future projects, valued at \$658.3 million; and (8) projects planned for Keflavik Naval Air Station in Iceland, valued at \$178 million, may not

be needed, since they would provide capability beyond current requirements.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should instruct CINCLANT to reassess and more fully justify planned NATO infrastructure projects for the

Keflavik Naval Air Station that would provide additional capability or may not be supportable because of planned reductions in operation and maintenance funding.

**Status:** Action not yet initiated. The Department of Defense partially concurred and plans to revisit requirements in Iceland.

**Overseas Staffing: U.S. Economic, Commercial, and Agricultural Staffing in Japan and Korea**

NSIAD-92-162, 04/24/92 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

Pursuant to a congressional request, GAO reviewed staffing at U.S. embassies and their consulates in Japan and Korea, focusing on: (1) staffing levels in the economic, commercial, and agricultural sections; (2) embassies' views on their own efforts to analyze, report, and act on trade and economic issues; and (3) U.S. companies' views on embassy support in promoting U.S. exports.

**Findings**

GAO found that: (1) during fiscal years 1989 to 1991, authorized commercial and agricultural section staffing increased by 13 percent in Japan and Korea, and authorized economic section staffing increased by 2 positions; (2) as of October 1991, the U.S. embassy and consulates in Japan had 113 authorized and foreign national staff positions in the economic, commercial and agricultural section

with 9 positions vacant; (3) in Korea, the U.S. embassy and consulate had 41 authorized American and foreign national staff with 2 positions vacant; (4) as of March 1992, one position in Japan and five positions in Korea were filled; (5) despite increases in staffing, embassy consulate staff reported that they could only perform limited analyses and reporting and could not fully address all important trade and economic issues; and (6) U.S. business representatives stated that, overall, embassies have taken a greater interest in commercial affairs and are addressing trade barriers and resolving individual company concerns, but believe that embassies need additional resources and should provide more support to U.S. companies.

**Open Recommendations to Agencies**

**Recommendation:** The Secretaries of Agriculture, Commerce, and State, as

they examine staffing, should identify ways by which additional resources could be added to enable embassies in Japan and Korea and their consulates to increase their capabilities to analyze, report, and act on trade and economic issues and support U.S. companies in promoting U.S. exports.

**Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.

**Addressee:** Department of Commerce  
**Status:** Action not yet initiated.

**Addressee:** Department of State  
**Status:** Action not yet initiated.

**Recommendation:** Funding for export promotion and attention to trade and economic issues in Japan and Korea should receive a high priority within the Departments of Agriculture's, Commerce's, and State's budgets.

**Addressee:** Department of Agriculture  
**Status:** Action not yet initiated.

**Addressee:** Department of State  
**Status:** Action not yet initiated.

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## Promoting Democracy: National Endowment for Democracy's Management of Grants Needs Improvement

NSIAD-91-162, 03/14/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

GAO reviewed the National Endowment for Democracy's programs and operations, focusing on the Endowment's: (1) evaluations and reports of program effectiveness and results; (2) grantees' compliance with financial controls and administrative procedures; and (3) Board of Directors' role in providing oversight and direction over Endowment activities.

### Findings

GAO found that: (1) the Endowment successfully developed an expanding worldwide grants program but did not give adequate attention to systematically planning program objectives and assessing program results; (2) most core grantees did not provide final evaluations of their overall annual grants and did not use evaluations to establish future plans; (3) discretionary grantees did not successfully implement

Endowment evaluation procedures; (4) Endowment staff had not increased their capability to evaluate and verify results of grant programs; (5) the Endowment's Board of Directors did not actively monitor Endowment evaluation and oversight of grantee programs; (6) grantees and foreign subrecipients did not comply with key Endowment financial and internal controls; (7) foreign subrecipients' noncompliance with financial controls resulted in commingling and misuse of Endowment funds, and questionable use of administrative funds; and (8) Endowment procedures did not ensure grantee compliance because of insufficient progress reports and audit coverage.

### Open Recommendations to Agencies

**Recommendation:** The Endowment is responsible to the United States

Information Agency (USIA) for compliance with procedures to ensure that grant funds are used for purposes intended by the enacting legislation. USIA should ensure that the Endowment's Board of Directors develops a detailed plan and strategy for conducting reviews and audits of core and discretionary grantee administrative costs and monitoring and verifying compliance by foreign subrecipients. **Status:** Action in process. The Endowment is taking steps to develop a strategy to improve audit coverage. It is implementing new Office of Management and Budget (OMB) guidance on audits. The Endowment approved six new positions in the financial area for fiscal year 1992, including two auditors and one audit staff person. It also expects to include detailed guidance in its Policy and Procedures Manual.

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## Security Assistance: Observations on Post-Cold War Program Changes

NSIAD-92-248, 09/30/92 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO reviewed U.S. security assistance programs, focusing on: (1) the programs' purposes and goals; (2) changes in the International Military Education and

Training (IMET) Program; (3) human rights training and violations; and (4) the impact on military personnel's careers of being assigned to security assistance organizations.

### Findings

GAO found that: (1) officials have shifted the programs' emphasis from responding to perceived threats to supporting emerging democracies, due to changes in the world's political structure; (2) the

Gulf War and international drug trafficking show that threats to vital U.S. interests have continued, and coalition building remains an essential objective; (3) the major recipients of security assistance during the Cold War continue to receive the bulk of funding, due to other foreign policy objectives; (4) in response to authorizing act amendments making civilians eligible for the program, the Department of Defense (DOD) developed an initiative to focus IMET program training on civilian control over the military, defense resources management, military justice systems, and human rights education; (5) both host country and U.S. officials believe IMET training has taught civilian and military personnel how to interact, and thus increased their cooperation and understanding; (6) although the expanded program is too new to gauge its success, DOD is working to ensure increased funding so that civilians are not trained at the expense of military personnel; (7) while the United States also funds military civil action projects to promote infrastructure and improve living conditions, some host countries sponsor

such projects without U.S. involvement, but with less of their own military personnel participating; (8) only one school with the IMET program teaches a civil action course; (9) most students receive technical training and therefore receive little human rights awareness training; and (10) DOD has increased its emphasis on developing military justice/human rights training courses, but has no system for monitoring the effectiveness of such training. GAO also found that: (1) each military service has its own selection and promotion process for personnel assigned to security assistance organizations, with the Army and the Marine Corps having specific programs; and (2) except for the Army, an officer's career advancement was not helped by a security assistance assignment.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should direct the Director, Defense Security Assistance Agency (DSAA), to complete the implementation

of a mechanism to evaluate the expanded IMET program.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Director, DSAA, to revise the Security Assistance Management Manual to reflect the language in the Foreign Assistance Act concerning human rights awareness training to international students.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Director, DSAA, to develop programs that will make more specific human rights training available to international students.  
**Status:** Action not yet initiated.

**Recommendation:** The Secretary of Defense should direct the Director, DSAA, to continue efforts to develop a mechanism to evaluate the effectiveness of the human rights awareness training, as part of the evaluation system for IMET.  
**Status:** Action not yet initiated.

**Security Assistance: Observations on the International Military Education and Training Program**

NSIAD-90-215BR, 06/14/90 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

In response to a congressional request, GAO reviewed the International Military Education and Training (IMET) Program to determine whether the Departments of State and Defense: (1) complied with program policies and procedures; and (2) met the U.S. foreign policy objective of exposing IMET

trainees to U.S. values, including human rights.

**Findings**

GAO found that IMET program management lacked: (1) procedures for reviewing new training requirements added after programs were approved at training workshops; (2) a system for

evaluating the program's success; (3) guidelines for monitoring the use of IMET graduates; and (4) the ability to ensure that IMET funds were efficiently and effectively used. GAO also found that U.S. and foreign military officials agreed that the IMET program was valuable because it: (1) enhanced the military-to-military relationship needed to address U.S. foreign policy objectives;

(2) provided reciprocal training to U.S. personnel and promoted democratization; (3) provided weapon system sales opportunities for U.S. industry; (4) improved the overall professionalism of the recipient nation's military; and (5) enhanced understanding of U.S. military doctrine and technology.

### Open Recommendations to Agencies

**Recommendation:** The Secretaries of Defense and State should coordinate in designing a system that will enable them to periodically evaluate the success of the IMET program.

**Addressee:** Department of Defense  
**Status:** Action in process. As of August 28, 1992, the Defense Security Assistance Agency (DSAA) was still developing implementing procedures for the system it had developed to evaluate the IMET program. DSAA is also working on a

system and implementing procedures to evaluate the expanded IMET program. DSAA expects all of the implementing procedures to be completed by late 1992.  
**Addressee:** Department of State  
**Status:** Action in process. As of August 28, 1992, DSAA was still developing implementing procedures for the system it had developed to evaluate the IMET program. DSAA is also working on a system and implementing procedures to evaluate the expanded IMET program. DSAA expects all of the implementing procedures to be completed by late 1992.

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## Severance Pay: DOD Not Exempt From Paying Benefits to Greek Employees

NSIAD-91-223, 07/22/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO: (1) analyzed whether section 311 of the National Defense Authorization Act for Fiscal Years 1990 and 1991, which prohibits the Department of Defense (DOD) from making severance payments if termination of employment results from the host government's request to close or curtail activities at a U.S. base, applied to the closure of two military bases in Greece; (2) determined the amount of severance and incentive pay to which base employees may be entitled; and (3) analyzed difficulties in implementing section 311 and proposed ways to alleviate them.

### Findings

GAO found that: (1) the historical record suggested that the United States decided to close one base, and although the historical record indicates that the Greek government repeatedly told the

United States it would have to close the other base, the 1990 Mutual Defense Cooperation Agreement states that the United States decided to close it; (2) DOD and the Department of State believe that section 311 does not apply to the two bases, since the United States decided to close them; (3) section 311 does not apply to the Greek base closures, since the closures resulted from termination of a 1983 agreement that was entered into before section 311 became effective; and (4) according to U.S. military officials, the United States will owe a total of about \$7.2 million in severance and incentive pay to local nationals employed at the two bases. GAO also noted that problems that could arise in implementing section 311 include: (1) confusion as to who requested the base closures and why; (2) legal difficulties that the United States and its contractors may encounter if they do not make the payments; (3) actions against the United States by the Greek

government; and (4) lawsuits and labor unrest, since there is no guarantee that the Greek government would make the severance payments if the United States does not meet its obligation.

### Open Recommendations to Congress

**Recommendation:** In view of international agreements in several countries obligating the United States to make severance payments and the possibility of lawsuits and labor unrest, Congress may wish to consider eliminating section 311. Alternatively, if Congress wanted to effectively restrict severance pay, it could prohibit DOD from using any appropriations for severance pay at specific bases, such as Hellenikon. In the future, to determine whether severance payments are warranted, Congress could require advance notification of the DOD planned action and conduct its own inquiry, or

require an executive branch report, on the circumstances of particular base closures.

**Status:** Action in process. The National Defense Authorization Act for fiscal year 1993 repealed a portion of the legislation

on severance payments, thereby strengthening the restriction.

## Small Business Program: Efforts to Increase Participation in State Department Contracts

NSIAD-92-130, 03/19/92 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO reviewed the State Department's program to promote the participation of small, small disadvantaged, and women-owned businesses in its contracts.

### Findings

GAO found that: (1) the State Department met or exceeded most of its goals for awarding contracts to small, small disadvantaged, and women-owned businesses; (2) about 90 percent of the target businesses that receive State Department contracts are located in the District of Columbia (DC) area; (3) the State Department's centralized location, travel costs to pursue contract opportunities, and the lack of awareness of contracting opportunities by target businesses located outside of DC impede wider geographical distribution of contract awards to target businesses; (4) the Office of Small and Disadvantaged Business Utilization lacks an automated file detailing the capabilities of target businesses; (5) the limited awareness and understanding of the program exists because there is no formal relationship

and little interaction between the Office of Small and Disadvantaged Business Utilization and State Department units with procurement authority; and (6) the Office of Small and Disadvantaged Business Utilization has not reviewed overseas procurement contracts to see if they could be awarded to target businesses and has excluded overseas contracts from its goals for target business participation because it believes that target business participation in overseas procurement opportunities is not required by law.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of State should direct the Bureau of Administration to develop a plan to promote participation by small, small disadvantaged, and women-owned U.S. businesses in overseas procurements.

**Status:** Action in process. The Department plans to prepare a written action plan by late 1992 to promote participation of target businesses in overseas procurements.

**Recommendation:** The Secretary of State should direct the Bureau of Administration to prepare written descriptions identifying the roles and responsibilities of the major procurement units under the small business program.

**Status:** Action in process. The Office of Small and Disadvantaged Business Utilization has completed a draft revision of Volume I of the Foreign Affairs Manual detailing the roles and responsibilities of the major procurement units under the small business program. The Office expects the revisions to be approved and fully implemented by late 1992.

**Recommendation:** The Secretary of State should direct the Bureau of Administration to automate records maintained by the Office of Small and Disadvantaged Business Utilization on target businesses.

**Status:** Action in process. The Office has developed a scope of work to solicit contractor bids to design and implement an automated data base for target businesses. Implementation of the data base is scheduled for late 1992.

## State Department: Backlogs of Tourist Visas at U.S. Consulates

NSIAD-92-185, 04/30/92 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO reviewed U.S. consulates' tourist visa processing, focusing on whether: (1) other U.S. consulates than the one in Sao Paulo, Brazil, had visa backlogs; (2) consulates had enough resources for visa processing; and (3) tourism promotion is a Department of State priority.

### Findings

GAO found that: (1) during 1991, 12 of the 43 reviewed consulates, including the one in Sao Paulo, had nonimmigration visa backlogs exceeding 1 week and ranging up to 2 months; (2) those backlogs occurred primarily during peak tourist seasons; (3) 30 consulates reported such staffing problems as inadequate permanent positions, position vacancies, or inadequate additional staff during peak tourist seasons; (4) the number of visa applications processed per consular officer and the use of time-saving practices varied widely among consulates; (5) tourists reported that they occasionally experienced considerable inconvenience in obtaining visas; (6) embassy officials suggested that State charge fees for nonimmigrant visas more

extensively than it does and obtain legislative authority to use fee collections for additional staffing and facilities; (7) State is mandated to facilitate travel rather than to promote tourism; (8) the Department of Commerce takes the lead role in promoting tourism; (9) of the 43 consulates reviewed, 19 had tourism promotion activities; and (10) consular officials and foreign travel industry representatives believe there should be more communication between consulate representatives and the travel industry.

### Open Recommendations to Agencies

**Recommendation:** If analyses indicate that the imposition of a new nonimmigrant tourist visa fee could result in funding for more cost-effective and efficient visa processing, the Secretary of State should seek legislative authority to implement a pilot program enabling consulates to use new nonimmigrant tourist visa fees to augment existing consular resources. **Status:** Action in process. Estimated completion date: 06/93. State agrees

with the recommendation and is taking action to implement it.

**Recommendation:** Because good communications with travel industry representatives and foreign commercial officers should help consulates handle increased visa work loads during peak tourist seasons, the Secretary of State should direct that the next revision of the Consular Management Handbook emphasize that consular officers maintain regular communication with host country travel industry representatives in all countries.

**Status:** Action in process. Estimated completion date: 06/93. State agrees with the recommendation and has authorized a position for revising the Consular Management Handbook.

**Recommendation:** The Secretary of State should ensure that the handbook describes the time-saving techniques used by some consulates as discussed in this report.

**Status:** Action in process. Estimated completion date: 06/93. State agrees with the recommendation and has authorized a position for revising the Consular Management Handbook.

## State Department: Management of Overseas Real Property Needs Improvement

NSIAD-89-116, 04/13/89 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

In response to a congressional request, GAO examined the Department of State's management of U.S.-owned and leased overseas properties, focusing on State's: (1) implementation of its housing standards; (2) building maintenance program; (3) development of a management information system; and (4) procedure for acquiring and disposing of overseas government properties.

experience in real estate activities, and did not give high priority to controlling or enforcing space standards; (6) has not fully implemented its Real Estate Management System (REMS) at most overseas posts, and REMS data were inaccurate and incomplete; and (7) did not develop plans for acquiring and disposing of government-owned properties overseas due to a lack of funds and continuity of assignments.

developed integrated plans for acquisition and disposition of its overseas properties.

### Findings

GAO found that State: (1) failed to follow its own housing standards when leasing housing units for its overseas personnel; (2) acquired above-standard housing in seven countries it reviewed, which resulted in excess costs; (3) could not justify its use of above-standard housing or its authorization of such housing standards; (4) estimated that it needed about \$1 billion to repair neglected and deteriorating overseas housing units; (5) technical personnel had limited

### Open Recommendations to Agencies

**Recommendation:** The Secretary of State should require the development of long- and short-range plans for the systematic acquisition and disposition of overseas properties.

**Status:** Action in process. State has begun surveys of selected posts to determine the best uses of current assets in preparation for long- and short-range planning. State is in the process of developing facilities plans for selected posts. However, State has not yet

**Recommendation:** The Secretary of State should expend the requisite effort to ensure that State has an effective real estate management system that includes current and reliable information for each post on a property-by-property basis. This effort should include: (1) training and follow-up assistance to the over 100 posts that do not have automated REMS; (2) better supervision at all posts to ensure accuracy of the data; and (3) obtaining feedback from posts on how to make the system more useful to them.

**Status:** Action in process. State has a pilot project underway to: (1) improve data quality; (2) simplify data collection; (3) provide useful reports to posts; and (4) strengthen State's oversight capabilities. The REMS upgrade was tested in the fall of 1990, and State hopes to install the new system at 76 posts by 1996.

## State Department: Management Weaknesses in the Security Construction Program

NSIAD-92-2, 11/29/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO reviewed the factors that have contributed to the delays and cost increases in the Diplomatic Security

Construction Program, focusing on the: (1) extent of the delays and cost increases and the reasons for them; and (2) adequacy of the State Department's management of the program.

### Findings

GAO found that: (1) although State reorganized its Office of Foreign Buildings Operations (FBO), contracted

for construction support services, and authorized FBO to add 133 new staff positions at the beginning of the Diplomatic Security Construction Program, it made only limited progress in implementing the program and did not have reasonable assurance that its security construction program objectives were being met; (2) as of September 1991, of 57 projects planned, only 7 had been completed, 8 were under construction, 14 were in site acquisition, under design, or out for architectural and engineering selection, and 28 were on hold, deferred, or cancelled; (3) such factors as difficulties in filling authorized FBO staff positions, the division of responsibility between FBO and the Bureau of Diplomatic Security for construction security management, poor program planning, difficulties in site acquisition, changes in security requirements, and inadequate contractor performance have contributed to

program delays and cost increases; (4) although funding limitations have also contributed to State's inability to implement as many projects as it originally planned, the scope and magnitude of project delays and cost increases indicate systemic weaknesses in program management; and (5) to help improve security construction, State has given FBO full responsibility for implementing security policy and standards during construction, requested additional staff positions for FBO, and initiated other actions to improve construction programs.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of State should revise the FBO 5-year operations plan to identify: (1) the criteria used for establishing construction project priorities; (2) how

security threats affect priorities; and (3) any adjustments in capital construction budget requirements that may result from the adoption of security standards based on threat.

**Status:** Action not yet initiated. State program officials agreed that corrective actions are needed, and the agency is currently formulating its actions in response to the recommendations.

**Recommendation:** The Secretary of State should accelerate the FBO post-master planning process to ensure that the most cost-effective options for meeting post needs are considered as part of State's long-range plans.

**Status:** Action not yet initiated. State program officials agreed that corrective actions are needed, and the agency is currently formulating its actions in response to the recommendation.

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## State Department: Need to Ensure Recovery of Overseas Medical Expenses

NSIAD-92-277, 08/07/92 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

Pursuant to a congressional request, GAO reviewed the Department of State's controls over its U.S. citizen overseas employees' and dependents' medical expenses, focusing on three embassies' procedures and systems for determining whether they ensure full recovery of paid government medical benefits payable to insured employees and dependents.

**Findings**

GAO found that: (1) there is no centralized system that ensures that embassies account for and collect reimbursable medical expenses; (2) the embassies had weaknesses in their accountability for and control over medical expenses and reimbursements; (3) similar weaknesses have been identified at other embassies; and (4) there are problems in accounting for payments for medical services provided to eligible employees and dependents at medical facilities in the United States.

**Open Recommendations to Agencies**

**Recommendation:** The Secretary of State should ensure that systems are developed to identify and report on: (1) the amount authorized and paid by each embassy for medical expenses, by employee, and the date expenses were authorized or paid; (2) the names of the employees' insurer and the date employees filed claims for reimbursement; (3) the amount of recoverable expenses paid to employees and the amount employees remitted



to the government; and (4) delinquencies or problems employees experienced in

filing claims or remitting recoverable expenses to the government.

Status: Action not yet initiated.

## Travel Advisories: State Needs Better Practices for Informing Americans of Dangers Overseas

NSIAD-91-249, 08/28/91 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO provided information on the Department of State's policies and procedures for issuing travel advisories and notices of potential dangers to overseas travellers.

### Findings

GAO found that: (1) State lacked official written policies and procedures on issuing travel advisories and notices, especially those mentioning crime conditions; (2) even though State's guidance to overseas posts mentioned crime as a factor in determining the need for issuing a travel advisory, State did not consistently report information on crime conditions in foreign countries to American citizens; (3) because of general, limited, or misleading information, some advisories and notices did not appropriately warn travellers of

potential dangers; (4) as a result of the GAO review, State stated that travel notices would receive the same distribution as travel advisories and that it would put travel notices on its recorded message system; and (5) State officials indicated that a system designed to inform the general public on security and crime information would be operational by October 1, 1991.

### Open Recommendations to Agencies

**Recommendation:** The Secretary of State should establish written policies and procedures for issuing travel advisories and travel notices, especially for crime.

**Status:** Action in process. State is writing regulations for inclusion in the Foreign Affairs Manual.

**Recommendation:** The Secretary of State should expand the information on crime conditions in the "Tips for Travellers" pamphlets.

**Status:** Action in process. The next edition of the "Tips for Travellers" pamphlet will include expanded information, and a new advisory pamphlet will be issued for Europe.

**Recommendation:** The Secretary of State should publish and clearly identify the telephone number of the travel advisory recorded message in all public telephone directories and in passports.

**Status:** Action in process. State will include the telephone number for travel advisory recorded messages in passports but not in all telephone directories because of the costs involved. The telephone number will be included in Washington, D.C. area directories in the next printing.

## TV Marti: Costs and Compliance With Broadcast Standards and International Agreements

NSIAD-92-199, 05/06/92 GAO Contact: Joseph E. Kelley, (202)275-4128

### Background

Pursuant to a congressional request, GAO determined TV Marti's: (1) cost

since inception, including the value of support services provided by other agencies; (2) compliance with Voice of

America broadcast standards; and (3) compliance with international agreements.

**Findings**

GAO found that: (1) during fiscal years 1989 through 1992, TV Marti had \$52.6 million available for operations; (2) of the \$52.6 million, TV Marti obligated \$35.7 million, including \$7.8 million for services from other government agencies; (3) as of March 1992, TV Marti had expended \$28.7 million of the obligated funds and had \$16.7 million in unobligated funds remaining; (4) 3 of the 4 consultants employed to review TV Marti's compliance with broadcast standards believed that the broadcasts related to Cuba and the Cuban-American community lacked balance and did not meet established Voice of America standards, and the fourth consultant believed that the broadcasts generally met standards but that improvements

were needed; (5) the State Department maintains that TV Marti's broadcasts do not violate the International Telecommunication Convention and its associated radio regulations as long as the broadcasts do not interfere with the Cuban station operating on the same channel; (6) the International Frequency Registration Board found that the broadcasts interfered with Cuban broadcasts and did not comply with a regulation requiring countries to broadcast only within their national boundaries; (7) it is not clear what TV Marti's ultimate impact on U.S. international commitments will be; and (8) in response to further Cuban complaints and counterbroadcasting into the United States as a result of TV Marti's recent extension of its daily broadcast, the United States filed several

complaints with the Cuban government and the International Frequency Registration Board.

**Open Recommendations to Agencies**

**Recommendation:** The Director of the U.S. Information Agency (USIA) should direct the Voice of America (VOA) to institute procedures to ensure that TV Marti's broadcasts meet established VOA standards.

**Status:** Action in process. USIA is creating an external program review committee of qualified independent critics who will convene every 6 months to evaluate TV Marti news and programs against criteria established by VOA as described in the VOA Programming Handbook.

**U.S. Information Agency: Inappropriate Uses of Educational and Cultural Exchange Visas**

NSIAD-90-61, 02/16/90 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

Pursuant to a legislative requirement, GAO reviewed the activities of international visitors participating in educational and cultural exchange programs in the United States under J visas.

**Findings**

GAO found that: (1) although participants' activities were generally consistent with the intent of the J-visa program in encouraging cultural and educational exchange, some activities involved employment with no educational or cultural emphasis; (2) U.S. Information Agency (USIA) regulations for J-visa participation did

not provide clear guidance on what constituted educational and cultural exchange activities or on how policy objectives could be achieved; (3) although USIA reported in 1987 that its regulations were inadequate, it still had not revised them by December 1989; (4) USIA did not have reliable information on J-visa program activities because its data management system was erroneous and outdated; (5) USIA lacked procedures to monitor sponsors' and participants' activities and did not comply with its own regulations to cancel unnecessary programs, obtain annual reports from sponsors, or ensure that visa extensions were justified; and (6) USIA was not effectively coordinating

J-visa activities among its personnel or with other agencies.

**Open Recommendations to Congress**

**Recommendation:** A number of J-visa activities in the practical trainee and international visitor categories, including summer student travel/work, camp counselor, and au pair activities, some of which have been ongoing for years, do not conform to the original legislative intent concerning educational and cultural exchanges. Congress may wish to review the status of those kinds of participants and activities to determine whether they should be included under other visas or explicitly

provided for under the J-visa or other legislation.

**Status:** Action in process. The House Judiciary Committee cleared a provision transferring au pair programs to the Department of Labor, but it did not pass Congress. Considerations are being given to transferring the au pair program to Labor or the Immigration and Naturalization Service (INS). Until legislation passes, the Eisenhower legislation continues au pairs at USIA. The Immigration Act of 1990 established a new Q visa for employees of cultural exchanges.

**Open Recommendations to Agencies**

**Recommendation:** The Director, USIA, should revise the J-visa regulations to make them consistent with the authorizing legislation and more comprehensive regarding policy and program objectives and criteria as to what constitutes a bona fide program under the act.

**Status:** Action in process. USIA is revising the regulations. It has obtained Office of Management and Budget clearance and expects to issue final regulations by late 1992.

**Recommendation:** The Director, USIA, should establish the form and content of annual reports, ensure that sponsors submit annual reports, and use the reports to monitor program activities.

**Status:** Action in process. Organizations requesting IAP-66 forms must have a current annual report on file. The file is reviewed by a program officer before the program assistant forwards the forms. The regulatory task force will review the reporting requirements for each category. The draft general provisions of the regulations include more explicit reporting requirements.

**Recommendation:** The Director, USIA, should monitor sponsors' extensions of participants' stay in the United States beyond specified program lengths and work with INS to ensure that extensions are granted only in exceptional

circumstances or for completion of highly specialized training and are equitably and uniformly administered.

**Status:** Action in process. At the present time, INS regulations provide for extension decisions to be made at INS. USIA is working with INS to achieve cooperation in this area. The revised regulations are to require USIA approval of program extensions beyond specified lengths before INS grants visa extensions.

**Recommendation:** The Director, USIA, should establish a requirement that new types of program designations be coordinated with the Bureau of Educational and Cultural Affairs, the Department of Labor, and other involved agencies.

**Status:** Action in process. The regulatory task force will institute formalized procedures to ensure that all sponsors will be reviewed by all affected government entities, i.e., other government agencies, as well as USIA offices and bureaus, as appropriate.

**Voice of America: Management Actions Needed to Adjust to a Changing Environment**

NSIAD-92-150, 07/24/92 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

Pursuant to a congressional request, GAO provided information on the Voice of America's (VOA): (1) progress toward modernizing its facilities; (2) steps to cut programs and operations in response to decreased funding; and (3) actions to adopt broadcasting strategies reflecting changing technologies and world events.

**Findings**

GAO found that: (1) a 1983 VOA plan appropriated \$1.3 billion, of which VOA spent \$31 million on ultimately discontinued stations; (2) VOA has not performed complete cost-benefit analyses on modernization projects; (3) by conducting studies and cost-benefit analyses, VOA could adapt to changing world environments and avoid high construction and modernization costs; (4) VOA spends little on audience research

and lacks current audience information; (5) VOA now broadcasts in 47 languages and may be required to add broadcasts in new languages; (6) VOA receives little input from the U.S. foreign affairs community on allocating its resources and targeting audiences; (7) changing world events and new technology affect VOA broadcast strategy, facility plans, and broadcast languages; (8) increases in foreign information resources decrease the VOA audience; (9) VOA continues to

rely on shortwave broadcasts, and is considering alternatives, including direct satellite broadcasting, medium wave broadcasts, and using local media for rebroadcasting; and (10) increased resource sharing between VOA and Radio Free Europe/Radio Liberty would be cost efficient.

**Open Recommendations to Agencies**

**Recommendation:** The Director, United States Information Agency (USIA), should increase the priority the agency assigns to audience research, increase the agency’s media research, and direct the Associate Director, Bureau of Broadcasting, to require fully documented cost-benefit analyses, before approving further modernization proposals, that have considered: (1) project alternatives, including no action, refurbishment, replacement, expansion, and new construction; (2) the potential audience improvement that could be achieved by each project alternative based on audience research data; and (3)

the risks to project completion, such as political unrest and future funding shortfalls.  
**Status:** Action not yet initiated.

**Recommendation:** The Director, USIA, should increase the priority the agency assigns to audience research, increase the agency’s media research, and direct the Associate Director, Bureau of Broadcasting, to increase audience research to help identify the most beneficial modernization projects and tailor program content, resource allocations and broadcast facility operations to the audience’s needs and preferences.  
**Status:** Action not yet initiated.

**Recommendation:** The Director, USIA, should increase the priority the agency assigns to audience research, increase the agency’s media research, and direct the Associate Director, Bureau of Broadcasting, to analyze and respond to audience mail and provide information from these activities to the VOA

programming and engineering departments.  
**Status:** Action not yet initiated.

**Recommendation:** The Director, USIA, should increase the priority the agency assigns to audience research, increase the agency’s media research, and direct the Associate Director, Bureau of Broadcasting, to consider reducing the number of languages it broadcasts to correspond more closely with available resources.  
**Status:** Action not yet initiated.

**Recommendation:** The Director, USIA, should increase the priority the agency assigns to audience research, increase the agency’s media research, and direct the Associate Director, Bureau of Broadcasting, to consult with the State Department, the National Security Council, and other members of the U.S. foreign affairs community, through the Policy Coordinating Committee or a similar mechanism, in determining its language broadcast priorities.  
**Status:** Action not yet initiated.

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## Weapons Codevelopment: U.S. National Issues in the MLRS Terminal Guidance Warhead Program

NSIAD-92-55, 04/21/92 GAO Contact: Joseph E. Kelley, (202)275-4128

**Background**

GAO reviewed how the Army’s Multiple Launch Rocket System (MLRS) Terminal Guidance Warhead (TGW) Program protects U.S. interests.

**Findings**

GAO found that: (1) although the United States is to pay 40 percent of the MLRS TGW development cost and France, Germany, and the United Kingdom are

each to pay 20 percent, the Memorandum of Understanding (MOU) limited the U.S. development work share under the prime contract to a maximum of 34 percent; (2) the development tasks assigned to the United States were rated to have a relative quality value of 22.8 percent of the total quality development work, lowest of the four participating countries; (3) if the Department of Defense wants to apply MLRS TGW limited rights data to other weapons

development programs, contractors may require payment of nonrecurring fees or recurring royalties for use of the data; (4) if the United States announced its withdrawal and the other partner nations decided to continue, the United States would be obligated to continue paying its share for 270 days; (5) the exchange rates and the economic baseline for the MLRS TGW development program are still valued using 1984 exchange rates, but in

December 1990, the partner nations agreed to adjust the baseline economics and exchange rates when the program enters the maturation or full-scale development stage, which is projected for 1993; (6) third-country transfer provisions which allow partner nations to transfer technical data that have been developed in their own countries to third countries without the approval of the U.S. or other partner nations may not adequately protect U.S. interests; and (7) the Microwave Millimeter Wave Monolithic Integrated Circuit (MIMIC), a separate U.S. development effort, could

be affected by the MOU provision requiring the U.S. to transfer design and manufacturing technology to the partner countries, but project officials intend to require a waiver of those provisions before MIMIC is introduced.

### **Open Recommendations to Agencies**

**Recommendation:** The Secretary of Defense should direct the Army to withhold introduction of MIMIC technology to the MLRS TGW program until the: (1) United States obtains a

waiver of paragraph 7.3.2 of the MOU from all other participating nations; (2) MLRS TGW development is completed; or (3) United States terminates its participation under the development MOU. This action would ensure that the provisions of the MLRS TGW development MOU governing the sharing of introduced government-owned technologies would not apply to MIMIC.  
**Status:** Action not yet initiated.

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# General Science, Space, and Technology

(Budget Function 250)

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National Aeronautics and Space  
Administration

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# National Aeronautics and Space Administration

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## Issue Area Summary

### Impact of GAO's Work

From the late 1980s to the early 1990s, the National Aeronautics and Space Administration's (NASA) budget rose substantially—increasing from less than \$9 billion to over \$14 billion. But, NASA recently entered a period of budget austerity and can expect little, if any, increase in resources for the foreseeable future. The reality of NASA's new environment has not yet been factored into planning the pace and content of its programs. If program planning is not synchronized with the prospective budget reality, the resulting resource shortages will contribute to a continuing annual cycle of program and project cutbacks, restructurings, schedule extensions, and possible terminations.

Since almost 90 percent of NASA's activities are contracted out, the adverse consequences from the disconnects between the program planning and budgeting functions are also felt throughout the agency's procurement system, primarily in the form of cost and schedule changes to existing contracts. This type of change exacerbates NASA's difficulty in establishing and maintaining adequate oversight of its contractors, a problem NASA has acknowledged since the late 1980s.

To regain management control over its programs, NASA must be more realistic about its likely budget level and plan the content and pace of its efforts accordingly. In addition, improving its contract management could, over time, help NASA operate more efficiently. Much of our work this year was directed at identifying the magnitude of the planning and budgeting problems now facing NASA as well as opportunities for the agency to improve its contract management. Our reports focused more attention on opportunities to plan more realistically and on improving oversight of NASA's contractors and field centers' procurement activities.

### Key Open Recommendations

Most of NASA's procurements are initiated and administered by its field centers. Our work showed that over time, NASA became less able to effectively oversee its field centers to ensure an adequate and consistent level of agencywide performance. In turn, the centers' abilities to adequately oversee their contractors were eroding. Overall, NASA was losing control of its procurement and contract administration functions.

We recommended a series of actions to help NASA reestablish control over various contract management activities, including its: (1) management of cost and schedule changes to contracts; and (2) contract administration functions performed for NASA by other federal agencies. (GAO/NSIAD-92-87, see p. 200, and (GAO/NSIAD-92-75, see p. 202.)

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Recommendations: National  
Aeronautics and Space  
Administration**

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# Commercial Use of Space: Many Grantees Making Progress, but NASA Oversight Could Be Improved

NSIAD-91-142, 05/30/91 GAO Contact: Mark E. Gebicke, (202)275-5140

## Background

Pursuant to a congressional request, GAO reviewed: (1) the extent of private-sector involvement in the National Aeronautics and Space Administration's (NASA) grant program supporting the Centers for the Commercial Development of Space (CCDS); (2) the centers' progress toward and prospects for self-sufficiency; and (3) NASA management of the program.

## Findings

GAO found that: (1) the number of private industry affiliates increased from 63 reported by 6 centers in 1986 to approximately 199 reported by 16 centers in 1990, and industry financial support increased from \$1 million in 1986 to over \$4 million in 1990; (2) CCDS will not achieve self-sufficiency in the near future, despite increased industry involvement; (3) to survive without government grants, centers needed to complete projects with the potential for ultimately generating patentable processes and products with commercial applications; (4) NASA implementation

of a flexible goal plan delimiting the grant support period could encourage grantees to hasten efforts toward self-sufficiency; (5) the Payload Selection Board review process needed to be reviewed to ensure desired review coverage and that members understand their roles and responsibilities; (6) timely, complete, and accurate fiscal information on centers' activities was not routinely available since NASA did not enforce reporting requirements on the use of federal funds; and (7) NASA lacked timely accounting information on its grantees, due to its lack of a uniform financial management system.

## Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should establish, in consultation with each center, a grant support goal with interim targets against which to track progress toward self-sufficiency and to determine the need for, and help measure the results of, corrective actions.

**Status:** Action in process. The Administrator, NASA, had requested the

National Academy of Public Administration (NAPA) to examine the processes cited in each of the recommendations as needing improvement. The study recommended that centers establish explicit terms of accountability. NASA requested that centers establish support goals with interim targets. Centers were to provide input on grant support goals by late 1992.

**Recommendation:** The Administrator, NASA, should assess and, as necessary, strengthen the internal controls for ensuring that timely, complete, and accurate fiscal information on grantees is available in the NASA accounting system.

**Status:** Action in process. NASA will require a financial and management review of the centers by an independent accounting firm to help ensure accurate fiscal information on grantees. During 1992, all centers were to be reviewed. Thereafter, NASA will require this review triennially beginning in calendar year 1994.

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## Earth Observing System: NASA's EOSDIS Development Approach Is Risky

IMTEC-92-24, 02/25/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) development of the Earth Observing System Data and Information System (EOSDIS), focusing on: (1) EOSDIS use of prototyping to reduce system development costs and risks; (2) the extent to which EOSDIS may require technologies that are beyond the current state of the art; and (3) development strategy weaknesses that could prevent researchers from gaining access to and making optimal use of valuable and costly data.

### Findings

GAO found that: (1) NASA initiated a collection of prototype projects using existing earth science systems and data

to validate its requirements and test the feasibility of key functions prior to contractor development; (2) the prototype projects are typically enhancements to existing systems, do not substantially support validation of key functions, and do not address critical technical feasibility issues; and (3) NASA did not take full advantage of available systems resources and experiences in designing and building its prototypes. GAO also found that: (1) NASA, other organizations, and research scientists believe that EOSDIS cannot reach its ultimate goal of providing ready access to vast amounts of earth science data without several kinds of significant technological advances; (2) experts cited scientific data base management software, high-volume data storage and access systems, new techniques for data characterization, and data visualization

as critical to the development and success of EOSDIS; and (3) because the NASA development strategy for EOSDIS does not specifically address those key advanced technologies, NASA runs the risk of developing a system that is little better than existing systems.

### Open Recommendations to Agencies

**Recommendation:** NASA should work to maximize cooperation with other federal agencies and earth science programs having data system experience in global change-related issues.

**Status:** Action in process. Estimated completion date: 02/94. NASA has agreed to reexamine its activities, and if necessary, improve relationships with other federal agencies doing global change research.

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## Environmental Protection: Solving NASA's Current Problems Requires Agencywide Emphasis

NSIAD-91-146, 04/05/91 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) Environmental Protection Program, focusing on the extent of environmental problems at NASA research centers, and corrective actions.

### Findings

GAO found that: (1) NASA identified, through its internal assessments and environmental regulators' inspections, various environmental problems at its centers, including leaking underground storage tanks, exposed asbestos, and mercury spills; (2) such problems were caused by maintenance, industrial, and

research processes and by previous military owners' practices at some NASA centers; (3) to correct such problems and comply with environmental regulations, NASA undertook or planned many costly projects, but it was difficult to determine the total project costs, partially because NASA inconsistently identified environmental costs in its budget; (4) it

was difficult to determine the amount of cleanup that many contaminated sites needed, since NASA had not completed all the required studies; (5) NASA did not adequately implement its policy to prevent, control, and abate environmental pollution; (6) NASA delegated the responsibility of implementing its environmental pollution policy to its centers without establishing an agencywide strategy or an effective monitoring and management system; (7) without an implementation strategy, the quality and success of the centers' programs varied in terms of their emphasis on environmental issues and their commitment of resources towards the programs; and (8) a lack of headquarters management hindered NASA ability to recognize serious noncompliance problems, ensure appropriate problem investigations, and ensure that centers performed periodic environmental audits.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should develop an agencywide strategy, including center-based, measurable goals, on implementing the environmental pollution prevention, abatement, and control policy.

**Status:** Action in process. The agency is currently developing an agency-wide strategy and policy. Final approval was expected by late 1992.

**Recommendation:** The Administrator, NASA, should establish standards on center environment staff levels, qualifications, and organizational authority, and provide for mechanisms to identify funding requirements.

**Status:** Action in process. The standards are linked to action pending on the first recommendation. Action has been completed on mechanisms to identify funding requirements with issuance of

cost accounting codes for activities associated with the new system.

**Recommendation:** The Administrator, NASA, should develop criteria and guidelines for center reporting of imminent or actual noncompliance with environmental regulations, new state and local regulatory requirements being proposed or issued, and other items as appropriate.

**Status:** Action in process. Criteria and guidelines have been issued and a noncompliance tracking system is being developed at the Johnson Space Center.

**Recommendation:** The Administrator, NASA, should require that problems identified at one center be addressed at other centers with similar facilities or functions.

**Status:** Action in process. Action on this recommendation will be part of the activities undertaken in response to the first recommendation.

## EOS Data Policy: Questions Remain About U.S. Commercial Access

IMTEC-92-44, 06/25/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) planned Earth Observing System (EOS), focusing on NASA policies and international principles governing U.S. commercial access to information collected by EOS satellites.

### Findings

GAO found that: (1) consistent with the Landsat Act, NASA plans a two-tiered access system, free for research,

operational, and environmental monitoring users, and at a market-based cost for commercial users; (2) NASA draft policy allows both foreign and domestic research users access to data if they agree to publish research findings and not use the data for commercial purposes; (3) NASA plans to competitively select a bidder to serve as the vendor for commercial users; (4) most EOS data have only research or operational applications, although data collected by certain EOS instruments have such commercial potential as identification of gold ore deposits and oil

concentrations, oil and mineral exploration, forest management, and geological mapping; (5) an EOS engineering review committee has recommended that NASA reconfigure EOS platforms onto smaller satellite clusters and set priorities for EOS data collection; (6) NASA has not involved industry users in developing the EOS Data Information System (EOSDIS) or defined key access provisions regarding data availability; (7) uncertainties about profitability raise questions about the viability of using a commercial vendor, and NASA does not have a backup plan

if it cannot obtain a vendor; and (8) international principles for governing the equitable exchange of EOS data among international users have not yet been formally approved by any of the EOS partners.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should direct EOS program officials to obtain industry input to verify which of the instruments, as approved for flight on the EOS platforms, have potential commercial

value and how best to make data available from these instruments. Once the proposed legislative changes are resolved, the Administrator should require the program to fully develop its detailed strategy for commercial access. **Status:** Action in process. Estimated completion date: 06/95. NASA agreed to involve the private sector in discussions about the whole spectrum of access to EOS data, including a strategy for access.

**Recommendation:** Should current Landsat provisions regarding commercial access remain unchanged,

the Administrator, NASA, should require the agency to develop a back-up strategy, including a review of legal alternatives, since commercial access under the present provisions is uncertain.

**Status:** Action in process. Estimated completion date: 06/95. Once legislative changes are resolved, NASA will determine if additional action is required. NASA does not believe that access under the current provisions is unclear.

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## NASA: Changes to the Scope, Schedule, and Estimated Cost of the Earth Observing System

NSIAD-92-223, 07/22/92 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the status of the National Aeronautics and Space Administration's (NASA) Earth Observing System (EOS) Program, focusing on major changes NASA made to its scope, schedule, and estimated cost.

### Findings

GAO found that: (1) NASA planned for EOS to observe and predict the Earth's changing atmosphere; (2) NASA changed

the original scope and timing of EOS to better meet its objectives; (3) NASA has reduced EOS funding estimates through fiscal year 2000; and (4) EOS success depends on NASA ability to arrange development and use of some atmospheric instruments.

### Open Recommendations to Agencies

**Recommendation:** The NASA Administrator should periodically inform Congress about the status of the

agency's efforts to arrange development or flight support for planned instruments that are needed to help achieve EOS scientific objectives but are outside the program's funding profile through fiscal year 2000.

**Status:** Action in process. Discussion of development and flight opportunities is ongoing with other federal agencies and international partners. NASA will keep Congress informed about any change in instrument status.

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## NASA: Large Programs May Consume Increasing Share of Limited Future Budgets

NSIAD-92-278, 09/04/92 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) 5-year program plan, focusing on: (1) its consistency with potential budget resources; (2) major programs that would require the greatest share of limited future NASA budgets; (3) whether the NASA strategic plan corrects the mismatch between its 5-year plan and budget resources; and (4) improvements in NASA project status reports to Congress.

### Findings

GAO found that: (1) the largest of NASA programs, such as the space shuttle, Space Station Freedom, and Earth Observing System, may require nearly all of the potential NASA appropriation by fiscal year (FY) 1997; (2) other budget areas may have large future funding

demands; (3) NASA is reviewing its major programs with the view of reducing their cost and making appropriate adjustments to balance its overall space and aeronautics program with budget realities; (4) NASA 5-year planning estimates may be too optimistic in face of a 5-year domestic spending freeze; (5) major program growth may exacerbate the budget shortfalls and jeopardize funding for other NASA activities; (6) the NASA Vision 21 strategic plan does not accurately project the current programs' resource needs or likely future available funding; (7) Vision 21 is inconsistent with the executive branch's FY 1993 budget submission and several criteria mandated by Congress, but NASA is addressing the latter issue; and (8) NASA could improve its program status reports by including anticipated 5-year funding projections and life-cycle cost estimates in the funding section.

### Open Recommendations to Agencies

**Recommendation:** To improve the content and usefulness of NASA reports, Congress may wish to consider directing the Administrator, NASA, to incorporate 5-year program estimates and life-cycle costs currently required by Public Law 102-195, the National Aeronautics and Space Administration Authorization Act, Fiscal Year 1992, into the funding section in NASA biannual project status reports.

**Status:** Action not yet initiated.

**Recommendation:** To improve the content and usefulness of NASA reports, Congress may wish to consider directing the Administrator, NASA, to submit a revised strategic plan that closely integrates NASA program planning with realistic future budgets for the agency.

**Status:** Action not yet initiated.

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## NASA Procurement: Agencywide Action Needed to Improve Management of Contract Modifications

NSIAD-92-87, 03/02/92 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO assessed the causes and management of 65 cost and schedule modifications to contracts administered by the National Aeronautics and Space

Administration's (NASA) four largest procurement centers.

### Findings

GAO found that: (1) such NASA center actions as changing contract terms, specifications, or scope caused more than

half of the 65 cost and schedule modifications, with contractor performance causing 19 percent of changes and unforeseen and uncontrollable circumstances causing 29 percent of the modifications; (2) NASA could have resolved some of the

problems causing the need to make the modifications, including defective or incomplete plans, specifications, and work statements, before awarding the contracts; (3) the 65 modifications collectively increased the contracts' costs by about \$51 million and extended delivery schedules by about 21 years; (4) NASA centers experienced such contract administration problems as noncompetitive addition of new work without sole-source justification, untimely completion of contract change negotiations, unauthorized personnel directing contractors to perform additional work, and inadequate evaluation of proposed contract changes; (5) although NASA uses procurement management surveys to evaluate the quality and effectiveness of its procurement operations, its actions to correct identified problems have not always been effective or timely; and (6) NASA conducts procurement management surveys too infrequently,

and the survey methodology is sometimes too inflexible or too broadly focused for maximum effectiveness.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should establish and enforce minimum training requirements for technical representatives that emphasize their role and responsibilities, scope of authority, and relationship to other members of the procurement management team.

**Status:** Action in process. The NASA Contract Management Division is developing a training and policy initiative to implement a program of mandatory training for technical representatives.

**Recommendation:** The Administrator, NASA, should direct contracting officers to enforce requirements that technical

representatives perform and document adequate technical evaluations.

**Status:** Action in process. The NASA Contract Management Division is developing a training and policy initiative to implement a program of mandatory training for technical representatives. In addition, contracting officers will be reminded of their responsibilities regarding technical evaluations.

**Recommendation:** The Administrator, NASA, should ensure that appropriate NASA personnel at the center where GAO found instances of unjustified, noncompetitive additions of new work to existing contracts understand the factors to consider in deciding on and justifying such additions.

**Status:** Action in process. Contracting officers will be reminded of their responsibilities pertaining to new work modifications to existing contracts.

## NASA Procurement: Improving Oversight of Construction Projects at the Langley Research Center

NSIAD-92-230, 07/09/92 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) construction contracting practices under one contract, focusing on concerns about the contractor's: (1) authorization to perform under non-competitive work orders; (2) hiring of unneeded additional employees; (3) inspection and approval of its own work; (4) poor work and inefficiency; and (5) failure to subcontract with small businesses.

### Findings

GAO found that: (1) the contract required the use of work orders; (2) the contract authorized the contractor to hire employees to perform the contracted work; (3) the contractor was required to inspect its own construction work, but NASA did not have records showing that all required inspections were performed; (4) NASA plans to move the inspection function to a separate contract due to the potential conflict of interest; (5) NASA construction and evaluation inspections are not adequate

support for award fee determinations; (6) NASA does not evaluate the firm's cost efficiency; and (7) the contractor did not have written representations for all subcontracts awarded to small businesses, but all of the subcontractors identified themselves as small businesses.

### Open Recommendations to Agencies

**Recommendation:** To improve the monitoring, evaluating, and documenting of contractor performance,

the Administrator, NASA, should ensure that Langley officials implement the planned corrective actions discussed in this report.

**Status:** Action in process. Langley is completing implementation of the planned corrective actions to improve the monitoring, evaluation, and

documentation of contractor performance.

## NASA Procurement: Improving the Management of Delegated Contract Functions

NSIAD-92-75, 03/27/92 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) compliance with its regulations on: (1) the delegation of contract administration functions; (2) communication with the Defense Contract Management Command (DCMC) on delegated contract administration functions; and (3) the coordination of DCMC work.

### Findings

GAO found that: (1) although the NASA Federal Acquisition Regulation Supplement (FARS) requires NASA centers to conduct a conference with DCMC delegates to plan contract administration activities on contracts expected to exceed \$5 million, NASA centers have not conducted such conferences with DCMC on 88 percent of the contracts reviewed that exceeded \$5 million; (2) although NASA FARS requires NASA to send letters to delegates identifying their responsibilities within 15 days after the contract award, for 36 percent of the contracts reviewed, NASA did not send the letters within 15 days and, in almost 40 percent of those contracts, NASA either took months to send the letters or did not send them at all; (3) although NASA FARS requires NASA to send instructions to delegates in certain

circumstances, the centers failed to send those letters in about 30 percent of the reviewed contracts that required such instructions; (4) since NASA instructions in its delegation letters to DCMC generally do not specify which of the 77 contract administration functions it has delegated to DCMC, DCMC has to infer from the delegation letters' regulation references which contract activities apply; (5) for over half of the 119 contracts reviewed, the centers could not document whether DCMC had accepted responsibility for a delegated contract and whom to contact at DCMC to discuss contract issues, since DCMC either did not timely send acceptance letters or did not send them at all; (6) the centers did not routinely notify DCMC of contract modifications; (7) NASA was often unaware that its contracts had been delegated to DCMC; and (8) NASA has negotiated with DCMC to revise the billing format and system, since it was having difficulties assessing the accuracy of DCMC bills. GAO also found that NASA identified contract management as a material weakness under the Federal Managers' Financial Integrity Act and recently changed its regulations and procedures to address most of the identified problems.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should ensure that the centers develop and implement adequate procedures for complying with new requirements for supervisory review of planning conference waiver decisions, followup delegation acceptances in a timely manner, and knowing the status of contractors' purchasing system reviews.

**Status:** Action in process. NASA will oversee the implementation of the new procedures through periodic procurement management surveys at each field center. The new requirements are emphasized in the agency's new contract and subcontract management course, which was given twice in 1992 and will be given regularly thereafter.

**Recommendation:** The Administrator, NASA, should ensure that the centers use a timely and clear notification approach for delegates and establish a procedure notifying them about contract modifications.

**Status:** Action in process. NASA will oversee compliance with regulations relating to this recommendation through periodic procurement management surveys at each field center. In addition, requirements in this area will be emphasized in the NASA contract and



subcontract management course, which was given twice in 1992 and regularly thereafter.

**Recommendation:** The Administrator, NASA, should ensure that NASA establishes and implements procedures for reviewing delegate bills to identify

the services being billed and involve the centers in reviewing delegates' billings. **Status:** Action in process. NASA and the Department of Defense have agreed to substantially revise the present billing system to provide information for each delegated contract on hours spent at both prime and subcontractor locations.

This information will permit field center personnel to review the services rendered and to validate the billings for payment. Procedural changes are also being developed for more comprehensive analyses of bills.

## Space Project Testing: Uniform Policies and Added Controls Would Strengthen Testing Activities

NSIAD-91-248, 09/16/91 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) testing activities, focusing on: (1) the adequacy of the NASA testing policies and practices; (2) NASA oversight of contractor testing; and (3) the adequacy of resources available for testing.

### Findings

GAO found that: (1) although space systems testing varies from project to project, many of the recent NASA space projects have accomplished or are expected to accomplish their mission objectives; (2) 7 of the 10 NASA-developed payloads placed in orbit between January 1986 and December 1990 have met their initial mission objectives; (3) because NASA did not have uniform, agencywide policy guidance for testing space systems, its existing guidance was fragmented, not well defined, and varied between NASA field centers; (4) NASA policies did not require a comprehensive test plan for each project to show how performance requirements were validated, to define responsibilities for testing, or to identify any limitations in the testing program;

(5) hardware designed for the same mission may be tested to different standards, since testing criteria differ from center to center; (6) although all centers have oversight controls to help ensure that contractors properly plan and conduct tests and report the results, some controls at some centers could be further strengthened; (7) NASA needs to retain more of its research and development work in-house to provide the needed hands-on opportunities for civil service personnel and to adequately oversee agency contractors; and (8) although resources were normally sufficient to conduct essential tests, no standard criterion existed for judging the adequacy of funds spent on testing.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should: (1) issue testing policies that define the NASA testing goals; (2) establish agencywide minimum requirements for space system test programs; and (3) define organizational roles and responsibilities for ensuring that tests are properly planned, conducted, and reported. The policy should require officials to prepare a

comprehensive test plan for each project showing how each performance requirement will be validated and the controls established to ensure that validation activities are properly planned, conducted, and reported. **Status:** Action in process. A NASA management instruction (NMI) has been drafted to establish policy, requirements, and responsibilities for test plans and their role in verifying performance requirements. NMI will be reviewed at NASA field centers beginning in late 1992.

**Recommendation:** The Administrator, NASA, should develop agencywide test standards to ensure consistent qualification and acceptance testing for all hardware.

**Status:** Action in process. The NASA Office of Safety and Mission Quality is negotiating with Johnson Space Center to develop test verification guidelines, which will be outlined in a NASA handbook (NHB).

**Recommendation:** The Administrator, NASA, should require that all centers: (1) approve contractor-prepared test plans and procedures for critical tests; (2) implement procedures for

independent reviews of testing on all major programs; and (3) review each project to determine if adequate personnel with needed skills are available to monitor critical contractor tests.

**Status:** Action in process. Further action on this recommendation will be based on

NMI and testing assessment actions being taken under previous recommendations.

**Recommendation:** The Administrator, NASA, should require that each project test plan fully disclose any testing limitation that increases technical risk

and describe actions to be taken to minimize the risk.

**Status:** Action in process. This issue is to be addressed in the NMI being prepared.

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## Space Station: Delays in Dealing With Space Debris May Reduce Safety and Increase Costs

IMTEC-92-50, 06/02/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO evaluated the National Aeronautics and Space Administration's (NASA) progress in its: (1) incorporation of the current estimate of the debris environment into space station requirements; (2) effort to keep the debris environment model current; and (3) overall strategy to protect the station from space debris of various sizes.

### Findings

GAO found that: (1) most current NASA designs to protect the space station and crew from debris are outdated, since they rely on a 1984 model of the space environment, which underestimates the increasing amount of debris the space

station will encounter; (2) although NASA has instructed its space centers to incorporate a 1991 model into their designs, the centers have not yet implemented the change, as it will negatively affect design, cost, and scheduling; (3) the overall NASA protection strategy for space debris is insufficient; (4) before NASA completes critical design reviews in early 1993, it must make decisions regarding tradeoffs between costs to protect the station, possible scheduling delays, and acceptable risks to station safety; and (5) NASA has been working with other space-faring nations to avoid further debris creation, and has made progress in estimating the current and future severity of the debris problem.

### Open Recommendations to Agencies

**Recommendation:** In order to provide the best protection possible for the Space Station Freedom and its crew, the Administrator, NASA, should delay the completion of critical design review until NASA develops a comprehensive strategy for dealing with debris, including: (1) shielding and augmentation plans for small debris, including an assessment of the costs and operational impact of proposed augmentation designs; and (2) protection concepts for medium and large debris. **Status:** Action in process. Estimated completion date: 04/93. Four months prior to critical design reviews, NASA plans to independently assess the overall strategy for dealing with debris.

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## Space Station: Improving NASA's Planning for External Maintenance

NSIAD-92-271, 07/20/92 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) efforts to determine the Space Station Freedom's extravehicular activity (EVA) maintenance requirements and its planning to meet those requirements.

### Findings

GAO found that: (1) model-based estimates for failure and replacement rates are inaccurate and do not account for extrinsic factors, such as human error; (2) NASA does not perform detailed reviews of contractor data to determine whether underlying assumptions are reasonable; (3) EVA resources will be insufficient to address all external maintenance needs during the space station's assembly phase, resulting in a maintenance backlog; (4) EVA maintenance planners have

incorrectly assumed that EVA maintenance time will be available during assembly missions; (5) EVA maintenance during assembly and utilization flights will reduce research time, and separate maintenance flights will increase total program costs and delay the space station's assembly and use; (6) permanent staffing of the space station should increase available EVA maintenance time and visiting shuttle crews could perform further EVA maintenance duties; and (7) remote controlled robots will perform some external maintenance tasks.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should direct that contractor data used to develop EVA maintenance demand estimates be reviewed in

sufficient scope and depth to provide better assurance of their accuracy. **Status:** Action in process. NASA plans to start audits in late 1992 to assess the reliability and maintainability of the processes, procedures, data use, and traceability.

**Recommendation:** The Administrator, NASA, should direct that, before the completion of the space station's critical design review, appropriate steps be taken to eliminate inconsistent assumptions in maintenance, assembly, and utilization plans concerning the availability of EVA maintenance time during the station's assembly phase. **Status:** Action in process. NASA's program management plan is being changed to include the availability of EVA periods for maintenance as well as assembly.

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## Space Station: NASA's Software Development Approach Increases Safety and Cost Risks

IMTEC-92-39, 06/19/92 GAO Contact: Samuel W. Bowlin, (202)512-6240

### Background

Pursuant to a congressional request, GAO reviewed the National Aeronautics and Space Administration's (NASA) development of computer software for its space station, to determine whether: (1) NASA is using independent verification

and validation techniques to ensure that software meets specified requirements and functions; (2) NASA has incorporated software risk management techniques; (3) standards are in place that prescribe a disciplined, uniform

approach to software development; and (4) software support tools will help.

### Findings

GAO found that: (1) basic management control techniques for NASA and its

contractors to build and maintain high quality software are not in place, which has increased safety and cost risks; (2) NASA has not implemented independent verification and validation of critical flight software and lacks a systematic risk management approach; (3) NASA has been slow to implement standards, and has reduced funding for support tools; and (4) NASA has not assessed all software development issues, and is approaching a juncture of critical milestones that will limit its influence on software development practices.

### Open Recommendations to Agencies

**Recommendation:** In order to reduce safety and cost risks, the Administrator, NASA, should direct space station officials to require independent verification and validation for critical space station software.

**Status:** Action in process. NASA concurred with this recommendation. It plans to document the independent verification and validation process in the near future.

**Recommendation:** In order to reduce safety and cost risks, the Administrator, NASA, should direct space station officials to institute a risk management program that identifies all key software risks and ensures that preventive measures are taken to minimize those risks.

**Status:** Action in process. NASA concurred with the recommendation. It plans to conduct a study of the software architecture.

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## Technology Development: Future Use of NASA's Large Format Camera Is Uncertain

NSIAD-90-142, 06/06/90 GAO Contact: Mark E. Gebicke, (202)275-5140

### Background

In response to a congressional request, GAO reviewed: (1) why the National Aeronautics and Space Administration (NASA) had stored the Large Format Camera (LFC) since its first and only flight in 1984; and (2) possible future LFC uses.

### Findings

GAO found that: (1) NASA had successfully demonstrated LFC capabilities by showing that high-quality pictures could be produced in space; and (2) NASA acquired high-resolution three-dimensional pictures that aided in the development of photographic interpretation and analysis techniques. GAO also found that NASA: (1) did not find using LFC on the space shuttle to be commercially feasible because of the

high costs associated with shuttle missions; (2) lacked acceptable flight patterns for using LFC because of the planned angles of flight for future shuttle missions; (3) had little or no available cargo space on shuttle missions in the near future; and (4) lacked confidence in the market for LFC products. In addition, GAO found that: (1) using LFC on the planned space station did not appear to be a realistic alternative; (2) NASA was not successful in interesting other agencies or private companies in LFC use on the shuttle missions; and (3) NASA had taken actions to protect LFC from environmental deterioration.

### Open Recommendations to Agencies

**Recommendation:** The Administrator, NASA, should consider using LFC on an aircraft, such as ER-2.

**Status:** Action in process. Estimated completion date: 01/93. The U.S. Forest Service met with NASA in August 1992, indicating that limited funding may prevent it from using LFC as previously anticipated. A decision is expected in early 1993.

**Recommendation:** If aircraft use is determined not to be feasible, the Administrator, NASA, should consider transferring LFC to a museum, such as the National Air and Space Museum. **Status:** Action in process. The National Air and Space Museum has indicated it would like to have the camera, but no formal commitment has been made.

# Committees of Jurisdiction

This index includes GAO products with open recommendations that were addressed to congressional and federal entities. The index is organized by congressional committees having primary interest or jurisdiction. The product titles are listed alphabetically.

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