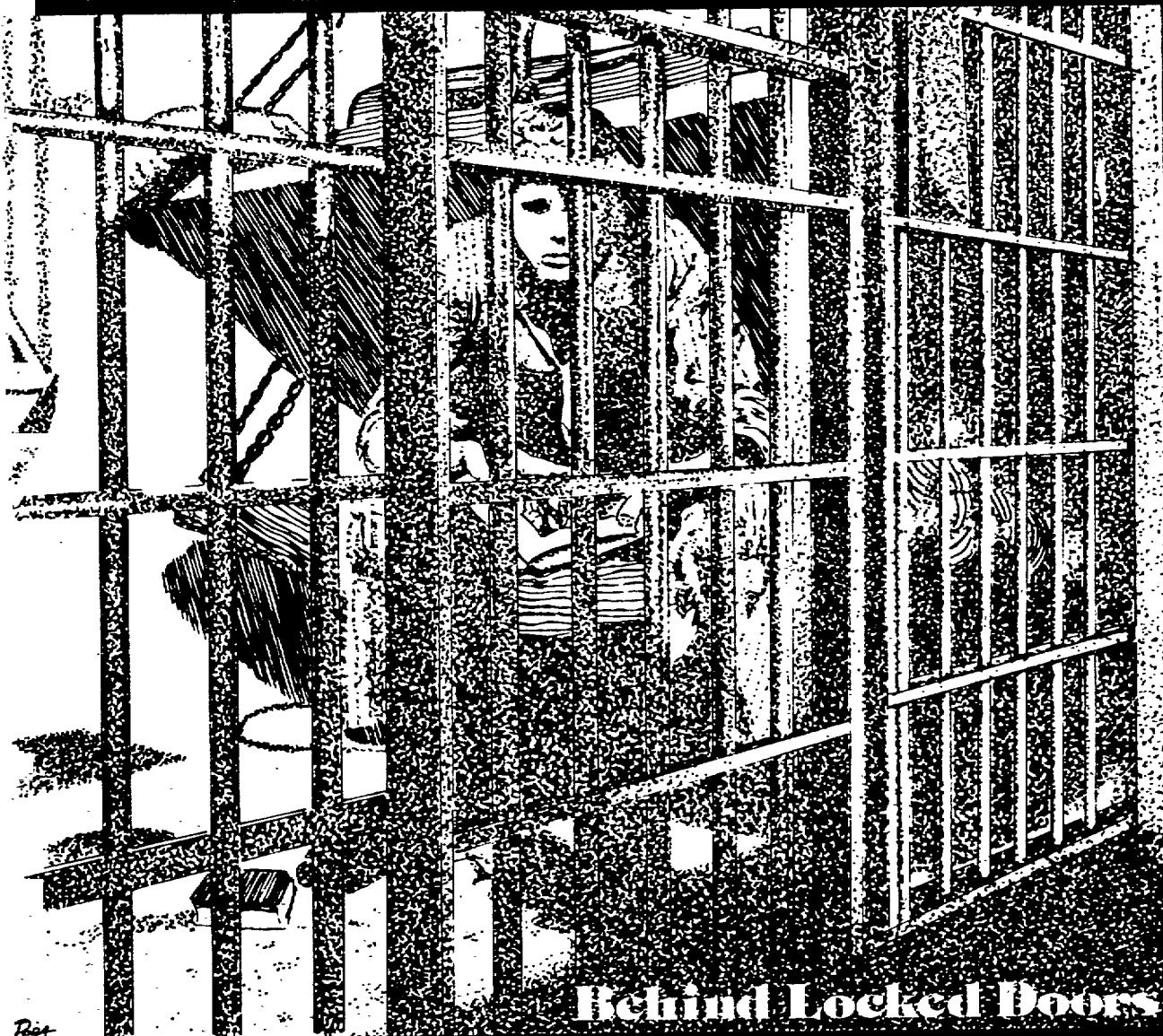


~~7067.04~~ / 095117



# GAO



Behind Locked Doors

7067.04

## Contents

Volume 14 ■ Issue 2

- 1 From Our Briefcase**  
Fraud Task Force in Business  
The Many Aspects of Tax and Spending Limitation Proposals  
Word Ban in Ohio  
Briefing the Farmers  
Food Issues Newsletter Can No Longer Provide an UPDATE  
Wider Audience for a GAO Publication  
Behind the Scenes for the *Annual Report*  
Mr. Staats Receives Plaque of Recognition  
Got an Idea?
- 4 New England . . . It's Not Getting Older, It's Just Getting Better**  
Leslie Aronovitz, Valeria Gist, Al Larpenteur, and Ray Wessmiller
- 16 A History of GAO's Buildings**  
Marcia Anderson and Jeff Jacobs
- 18 Behind Locked Doors**  
Norman Steubenhoffer
- 21 The State of the Art of Program Evaluation**  
Clark C. Abt
- 26 Mission Analysis: A Response to the Taxpayer Revolt**  
Barry W. Holman
- 30 How To Kill A Consultant**  
Beryce W. MacLennan and Ted Sheppard
- 32 New Ideas GAO Can Use To Help Congress Make Decisions**  
Roger L. Sperry
- 36 Strategic Planning in GAO**  
Gary Boss

# Contents

- 40 How a GAO Task Force Became Metric Experts**  
J. Kevin Donohue
- 45 GAO's First Sunset Review: Deciding Whether To Dismantle an Agency**  
Lawrence J. Dyckman
- 49 The New Challenge of Weapon System Reviews**  
Norman C. Berman
- 52 Computer Assisted Telephone Interviewing**  
Edward H. LaBelle and James H. Solomon
- 56 Productivity Appraisal—A New Look at Some Old Problems**  
Bill Mandel
- 58 Using Multiple Evaluation Methods To Analyze Handgun Issues**  
Theodore H. Saks
- 63 Information Access in an Information Age**  
Anne Farley
- 65 Earlier GSA Probe Found San Antonio Scandal**  
Joe D. Quicksall, Charnel F. Harlow, Rudy J. Nobles
- 67 Using Broad Scope Auditing To Serve Management**  
W.A. Broadus and Mary Simmons
- 70 Legislative Developments**  
Judith Hatter
- 72 Reflections**  
Jo Clark
- 74 GAO Staff Changes**
- 78 New Staff Members**
- 79 Professional Activities**
- 85 Bookmark**  
John M. Kamensky
- 86 Reporting on GAO Alumni**  
Jo Clark

BEST DOCUMENT AVAILABLE

F  
Fra  
G.  
Preve  
receiv  
Decer  
ler G  
the S  
the S  
tee. T  
spotli  
publi  
fraud  
tore  
Rich  
In  
F  
direc  
hc  
have  
alleg  
fied  
prog  
loc  
S  
and  
led  
six  
whc  
loc  
in cc  
co  
tic  
eral  
rec  
cc  
F  
C  
tor  
will  
all  
mo  
on  
GAC

# From Our Briefcase

## Fraud Task Force in Business

GAO's Special Task Force for the Prevention of Fraud and Abuse received its first major publicity on December 4, 1978, when Comptroller General Staats testified before the Subcommittee on Legislation of the Senate Appropriations Committee. The task force has been in the spotlight ever since. Its most publicized activity is the toll-free fraud hotline (800-424-5454), established at the suggestion of Senators Jim Sasser of Tennessee and Richard Schweiker of Pennsylvania.

In its first month (January 18 to February 18, 1979), task force director Harold Stugart reported the hotline received 4,000 calls. They have resulted in about 2,300 written allegations which have been classified as to nature of call, agency and program involved, and geographic location. Calls have come from 47 States and the District of Columbia, and it appears 50 percent have some substance for audit or investigation.

Initial screening information has led the task force staff to establish six categories for those against whom allegations have been lodged. The categories are Federal employees only, Federal employees in conjunction with others, Federal contractors or grantee organizations, corporate recipients of Federal financial assistance, individual recipients of Federal financial assistance, and other individuals or corporate entities.

Followup is scheduled on a case-by-case basis, and the GAO task force staff review allegations with the applicable agency Inspector General. Followup on all cases will be referred to either an agency Inspector General, a GAO regional office, or a GAO audit division. In all cases, the task force will monitor the status of the case.

While most attention has focused on the toll-free hotline, the Fraud Task Force also evaluates the adequacy of the management control systems in Federal agencies and assesses the adequacy of the followup and corrective actions taken on reports of auditors and

investigators. Based on this analysis, GAO expects to get a better feel for the kinds of fraud occurring and its cost; resources needed to combat it; whether trends indicate that the weaknesses allowing fraud to occur are in the delivery systems, the enabling legislation, or the management systems controls; how agencies handle fraud cases; and actions needed to prevent fraud, including what the agency is now doing to detect it.

## The Many Aspects of Tax and Spending Limitation Proposals

The increasing citizen unhappiness with what is viewed as excessive government taxing and spending manifested itself initially with the June 1978 California vote for Proposition 13. (See Volume 13, Issue 4, this section.) In the November 1978 elections, 13 States had tax or spending measures on their ballots, 15 measures in all. The Advisory Commission on Intergovernmental Relations grouped them: property tax reductions or rollbacks; State and/or local spending limits; and measures designed to strengthen public fiscal accountability. Ten of the 15 measures passed.

Attention is now turning to Federal spending—as of March 1979, 28 of the required 34 States had petitioned the Congress to call a constitutional convention to write an amendment requiring a balanced Federal budget. The drive recently lost some of its momentum, partially because rumblings from Capitol Hill make it clear that if such an amendment were passed, many spending cuts would be made in the \$83 billion portion of the budget which goes to State and local governments. As Senate Budget Committee Chair Edmund Muskie said, "That's not a threat, but arithmetic."

In addition to the somewhat obvious financial repercussions arising from passage and ratification of such an amendment, the constitutional ramifications of the process itself are enormous. No such convention has ever been

called, and the Constitution offers little guidance on the scope of a convention, how to choose representatives to it, how to define operating procedures, or what to do with the convention's product.

Once again, we may be in the middle of history in the making.

## Word Ban in Ohio

President Carter and Comptroller General Staats are not the only ones trying to simplify the language their staffs use. The University of Cincinnati has declared a "war on words," and administrators are being fined 25 cents if they use "input" and "feedback." Later in 1979 they expect to ban the words "interface," "bottom line," "utilize," "facilitate," and "impact" used as a verb. The University hopes to help people recognize language devoid of meaning, and make them more conscious of what they are writing.

We wish the University of Cincinnati good luck with their crusade. GAO staff beware! How many of you would be able to write a report without the words "utilize" or "facilitate"?

## Briefing the Farmers

Talk about timely reporting! Since the GAO staff study "Changing Character and Structure of American Agriculture: An Overview" (CED-78-178), was issued on September 26, 1978, the job's staff, particularly Ed Schaefer of CED's food coordination and analysis staff, have been in the limelight. Ed taped a half hour question and answer program which the CBS radio network broadcast throughout the major farm belt States, and was also interviewed by the Maryland Public Broadcasting network's program "Up on the Farm."

Things really got busy when the farmers arrived in Washington in February 1979. Ed, assistant director Bill Gahr, and staff member Todd Weiss briefed the farmers and various congressional legislative assistants. They took their show on the road as briefings were held at GAO, the Department of Agriculture, and on Capitol Hill. One briefing was filmed by a T.V. crew. Not



Ed Schaeffer (far left), Todd Weiss (left) and Bill Garr (partially hidden) brief farmers.

to be downplayed was CED director Henry Eschwege's February 22nd testimony before the House Agricultural Committee.

### Food Issues Newsletter Can No Longer Provide an UPDATE

For the past 3 years, the CED food coordination and analysis staff have published the *Food Issues Update*, the only known publication to pull together information on all aspects of food—nutrition, farm issues, international trade, and processing, to name a few. While the publication has received rave reviews from its clientele, the CED staff find they can no longer devote the time to this 'extra curricular' activity. The December 1978 issue was their last. Although the Department of Agriculture has considered issuing a similar publication, this does not appear likely in the near future. Our condolences to the many readers of this fine publication.

### Wider Audience for a GAO Publication

Parlez-vous Français? If you do you can now read the pamphlet, "Status and Issues in Federal Program Evaluation" (PAD-78-83), in French. The International Monetary Fund translated the publication into French and has made copies available to their clients. The IMF initiative is certainly a compliment

to the Program Analysis Division's evaluation staff.

### Behind the Scenes for the Annual Report

GAO's 1978 Annual Report was a slimmer volume with a new format. The chapters entitled "Highlights of Activities," "Legislative Recommendations," and "Financial Savings and Benefits" remain, but those detailing the activities of each division are no longer included. Instead, there is an appendix describing the major organizational units in GAO. This not only helped make the volume slimmer, it also reduced the work of the operating divisions in preparing portions of the Annual Report.

Even though the Report was shorter, it still required the painstaking attention of many staff. To recognize their numerous behind-the-scenes efforts, Mr. Staats asked participating staff to pose for a picture as he signed the Report. Knowing the offices these people represent gives an idea of the extent of work involved in preparing and distributing the Annual Report. Staff are from the Office of the Assistant to the Comptroller General, the Office of Congressional Relations, the Office of Information Management, the Office of Policy, and the Office of Publishing Services.

By the way, this group accomplished something very unusual in the Washington annual report world—the Comptroller General's was one of the few, if not the only, report published in January!

### Mr. Staats Receives Plaque of Recognition

Mr. Staats attended the 7th Annual Conference of the American Association of Spanish-Speaking Certified Public Accountants in Las Vegas, Nevada, in November 1978. He was pleased to receive a Plaque of Recognition from the Association. Executive Director Daniel Archuleta of California recently sent Mr. Staats a picture of the occasion, and commented in the accompanying letter that members were still voicing their pleasure over his attendance, which they believe



Seated from left: Emily Rosemund, Emma Colbert, Vinita Mathur, Elmer B. Staats, Cindy Ryan, Cyndy Hale-Wilson, and Wanda Blunt, Standing from left: Jan Kosko, Allen Louderback, Sharon Damon, Walker Smallwood, Ted Roman, Kathy Bennick, Pat Garvey, Jo Clark, Bob Jurek, Mike Spears, Art Lamay, and John Heller. Not Shown: JoAnne Lieb, Gary Reuter and Bill Anderson.

adds  
ity.  
C  
H  
and  
this"  
to  
rec  
for  
you  
tenc  
all c  
yo  
Y.  
recc  
ple  
not  
to  
but  
C  
wrc  
ely  
fo  
to  
C



Comptroller General Staats receiving a Plaque of Recognition from Charles T. Bartlett, (left) and Joe B. Pacheco, chair of the Board of Directors (center) of the American Association of Spanish-Speaking CPAs.

adds to their Association's credibility.

### Got an Idea?

Have you ever read a somewhat bland article in *The GAO Review* and thought, "I can do better than this"? An idea forms; sentences take shape; you write. But later, when you read your words you see, to your chagrin, something that still resembles a GAO report—not the feature-style article you thought you were writing.

Where did all the flowing sentences go? Why couldn't you put it all on paper? You read what you've written and it doesn't even say what you meant!

You're not alone. But at least you recognize your problem. Many people spend years writing Government reports to please their bosses and not themselves, and find it difficult to rid their writing of bureaucratic language often used not to inform but to impress.

Or maybe you've deleted all the meaningless words and phrases and still think there's something wrong—it still sounds like a GAO report. You're on the road to recovery if you've recognized that the formal style of a GAO report is, indeed, not always best for a *Review* article. A GAO report is written not to "grab" the reader but to give straight facts. It doesn't have to be "sold" to anyone. An informal, featurish style has no place here.

An article for *The GAO Review*, however, must "capture" an audience that hasn't asked for anything—an audience which may or may not be interested in what you have to say. It's up to you to determine your audience and write the article with a slant that will sell it. That is, your article has to have a wide enough appeal to make your audience, in this case *all* GAO employees, want to read it.

Don't despair. Simply dial 275-5863 and ask for the Special Publications Group. Cindy Ryan, Jan Kosko, and Cyndy Hale-Wilson can help you develop your idea,

choose a slant, prepare an outline, and even write your article. And don't think your topic is too arcane. Cindy, Jan, and Cyndy have written articles on subjects ranging from weapons systems and medical equipment to histories of the Chinese spring roll and the peanut.

Once your article has been written, they will help you choose illustrations to complement your text. They'll coordinate any other graphics needs with the photographer and designers from the Graphics Branch and monitor your article's progress through the production stages of typesetting, layout, and printing.

So, if you have an idea for an article which you think would appeal to *Review* readers, submit a proposal letter to John Heller through Elaine Orr in room 7124. It needn't be long, but should give the editors an idea of what you'd like to say. (See the following example of Scott Montgomery's proposal for his article, "War on Science," published in the winter *Review*.) After considering your topic, Elaine will forward your letter to the Special Publications Group. You can then arrange an appointment to discuss your article with them in room 4528. They'll be more than happy to help you.

### Sample Proposal Letter

John Heller, Editor  
The GAO Review

Dear Mr. Heller,

I would like to submit an article for the *GAO Review* which discusses the public controversies over certain areas of science. This is an area which I believe would be of general interest to both GAO staff and any external readers of the *Review*. My article does not focus upon any specific audit or program evaluation. Instead, it examines the broader area of the social accountability of science, an area which is changing the basic social context of scientific research, and about which there is growing, acute debate. Since a significant amount of GAO work deals either directly or more peripherally with research in the sciences, I feel my discussion could help provide background and perspective.

Should you find this topic appropriate for the *Review*, I will be able to have my article ready for the winter issue.

Thank you for your consideration.

Sincerely,

*Scott Montgomery*  
Scott Montgomery

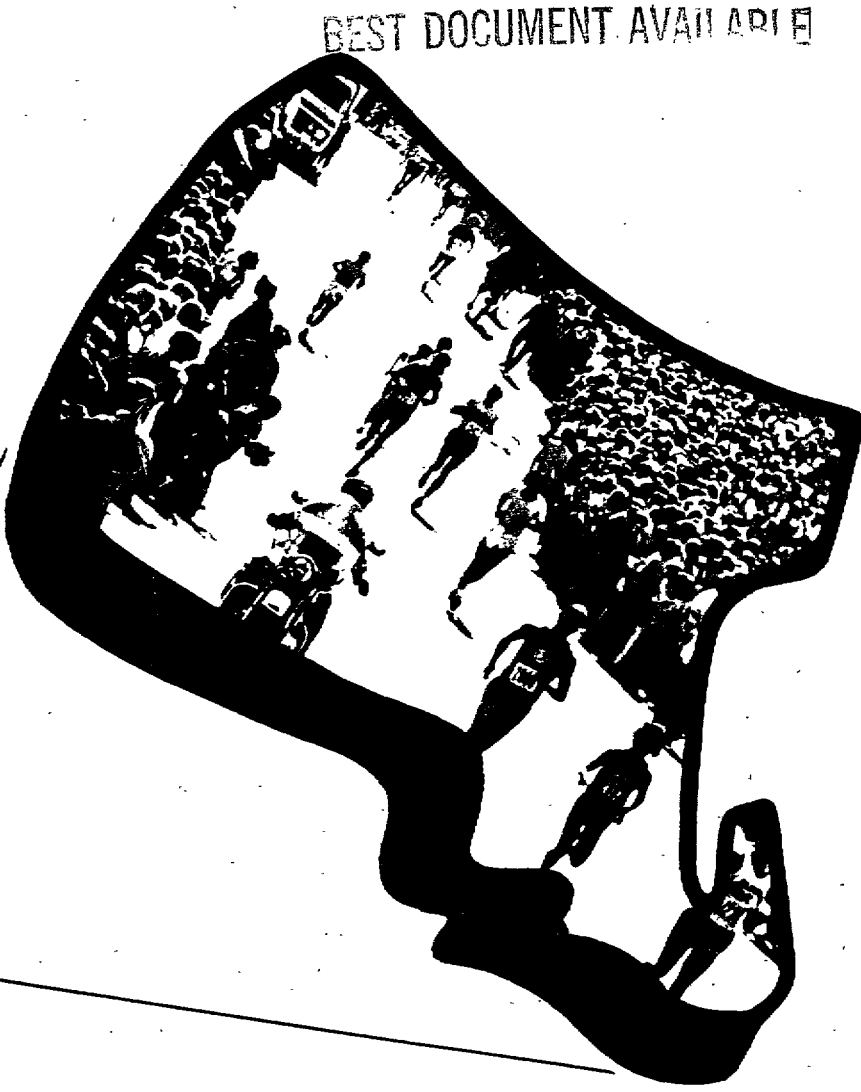
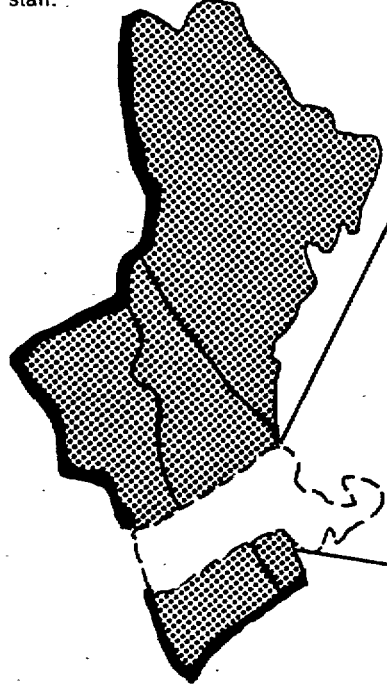
# New England...

## It's Not Getting Older, It's Just Getting Better



### The Broadcaster Staff

This article was written by Leslie Aronovitz, with major contributions from Valeria Gist, Al Larpenteur and Ray Wessmiller. We also appreciated the advice from Fred Layton, Charlie Neville and Paul Slater, the research and clerical support from Pat Harrington, and the cooperation from the entire staff.



acc.  
and  
each  
but  
high  
con  
sc  
But  
reg  
now,  
it pro  
pers  
few

F

E

C

F

i

t

e

r

e

s

e

s

e

s

e

s

e

s

e

s

e

s

New England honors its past but accepts new challenges. Tradition and progress coexist and yield to each other. The land is sandy coast, virgin forest, and great mountains, but it is also skyscrapers and super-highways. BRO'ers stay here because we find vitality and solace in something uniquely New England. But whatever is special about the region defies generalization. For now, perhaps it is enough to say that it provides a different magic for each person. To put it in the words of a few BRO'ers,

People from outside the region often speak of Boston and New England as though they are one and the same. But I was born and raised here and I've worked in the Boston regional office for 15 years. I know better.

I've been here for 2 years and I like working in the city. It's the commercial and cultural center of New England, and most Federal agencies have regional offices here. I like the PuPu Platter in Chinatown, the pizza in the North End, and fighting the crowds in Filene's basement. I really like working in Boston. But I like living in Rhode Island. It's quieter. And after all, enough is enough!

You can't own a car when you live in the city. You wouldn't be able to park it, even if you could afford the insurance and taxes. Boston is crowded, confining, and costly . . . I think they say it's the highest cost of living in the continental United States. But I'll gladly put up with all that to live in the city.

More than anything else, the distinctive seasons keep me in New England. The fall foliage is a spectacular sight and the ski slopes in winter make that time of year almost bearable. The spring is so beautiful and always welcomed. But summer on Cape Cod . . . that's where I spend all my annual leave.

I like the educational opportunities New England has to offer. And I like to know that wherever my audit site might be, there's a good chance I'll make it home on Friday evening. I guess you can tell . . . I don't like to travel.



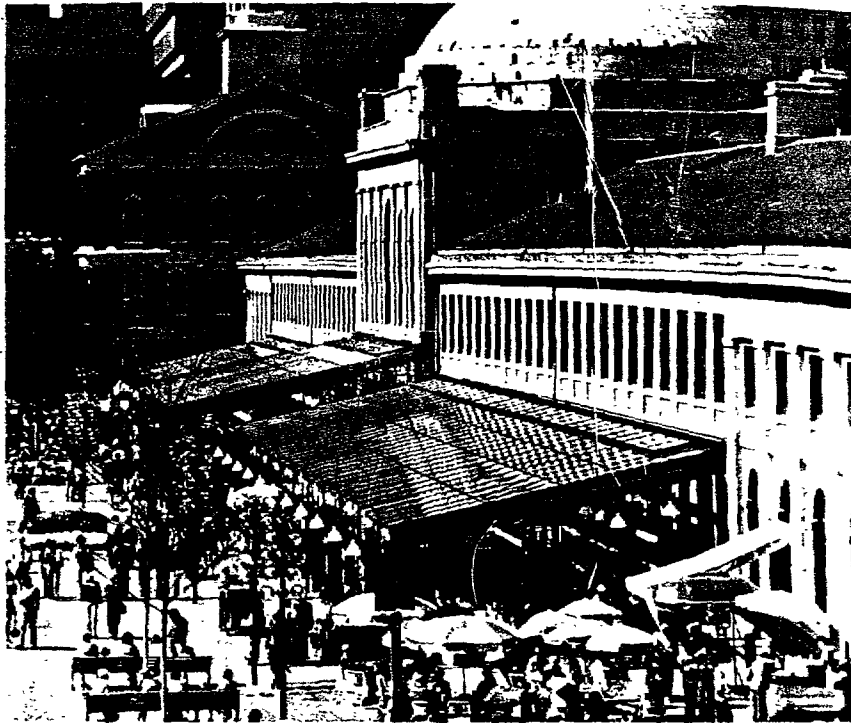
A drive through New England takes you from tidy farm homes bordering a meandering road in northern Vermont, to big city life in the "Hub," to quaint historic fishing and vacation towns in Maine.



New England

We find it tempting to describe New England in terms of what is biggest and best. But how would we ever agree on what is best about New England? Some would say that it is the panoramic view of Boston from the top of the Hancock Tower. Others would argue for the sea lions at the Mystic Aquarium in Connecticut. And who can say that the old church spires overlooking village greens are any less striking than the high technology corporations dotting Boston's beltway?

GAO has had a regional office in New England for 27 years, and our workload tells much about the character of the Northeast. Today, the BRO contributes heavily to GAO's productivity in the areas of environmental protection, major defense acquisitions, health, education, income security, energy, financial management, and intergovernmental relations. The region's economy and social structure assure our continuing involvement in these areas.



New Englanders find utility in history by restoring Faneuil Hall Marketplace, an exciting and successful commercial center featuring a wide variety of eating places and unique shops.



The Comptroller General and key associates are pictured with the BRO management team and their wives at the combined GAO Directors and Regional Managers meeting held in Boston in September 1978.

### What Are New Englanders Really Like?

To capture the true flavor of our office, you should first know about the social, ethnic, political, and managerial influences that distinguish the region from others. And it is sheer treason to describe the contemporary New England en-

vironment without at least a fleeting reference to our history.

A frustrating fact about New England is that no one will agree on who landed where first. After near exhaustive research into the question, we give first historic honors to Arrowsic, a tiny island off the coast of Maine, where the Indians first settled and left artifacts that could date back 5,000 years. But lest

Maine pride herself too much, a place might not really be considered discovered until it receives a name. And until 1614, New England was simply known as North Virginia, a vague and rather unpromising extension of the colony further south.

After 6 weeks of searching around and about Cape Cod Bay, the Pilgrims selected Plymouth as the least forbidding place to land. (Provincetown was unacceptable) and finally debarked on December 20, 1620. Whether the Pilgrims actually ran the boat's debarking ramp up onto a rock is another unresolved question. (The sandy beach sounds a lot more reasonable.) Nevertheless, Plymouth Rock will always stand as a national symbol too important to depend on historical accuracy.

The triumph of Puritanism that came from establishing the Massachusetts Bay Colony in what is now Boston has long been told. Yet other stories of New England's beginnings are also very colorful but not so well known. Roger Williams, for example, armed with his heretical beliefs, pushed the Puritans to their



Hugging the granite-ledge shoreline of Maine is Portland Headlight, one of four lighthouses built under instructions from George Washington in 1791.

limit. When he persisted in espousing the peculiar notion that the Indians really owned the land in America, the Puritans pointed him in the direction of what is now Rhode Island and told him to form his own colony. He took the Puritans' advice and, in 1644, secured a charter from England and created The Incorporation of Providence Plantation in the Narragansett Bay in New England. By the way, it was in Rhode Island where the first Baptist church and the first synagogue found homes—thus exemplifying true religious freedom.

Drawing their character from Puritan stock, New Englanders are traditionally thought of as proud, opinionated, and productive, giving an aura of classical restraint and sobriety. BRO'ers have augmented this basic Yankee character with other ethnic strains from the diverse cultural and ethnic communities that have sprung up around New England since the early and mid-19th century.

The Boston regional office alone claims employees from over 17 ethnic groups including: Afro-American, Albanian, Canadian, Dutch, English, French, German,

Greek, Irish, Italian, Japanese, Jewish, Lebanese, Polish, Portuguese, Puerto Rican, and Scottish.

During the 19th century, the repercussions of the Irish potato famine and the industrial opportunities brought about by the manufacturing boom transformed the once predominantly English population into a mixture of national groups. Although the region has assimilated well, it is still easy to note, for example, where the Scots and Irish first came to New Hampshire, the Irish and Italians to Boston, the French to Lowell, the Germans to Hartford and the Portuguese to New Bedford.

A few BRO'ers reflect on their ancestry:

I was born on the other side of the expressway in Boston's North End. My great-grandfather came here from Avellino, a province in Italy, to make a better life. Growing up in such a tight knit community really helped the children keep their identity. After all, you might not have known everyone's name, but you knew the face belonged to the North End.

One of my great-grandfathers was a whaler, and came to New Bedford in search of a better life. Actually, most of the immigrants came to America so that their children could have it better than they did. New Bedford's a pretty large city, and I grew up without any real ties to the Portuguese community. But I must admit New England really scored when the Portuguese brought linguica to the new world!

When I came to Lawrence, Massachusetts, in the summer of '73 from Puerto Rico, I almost got run down by the natives scrambling to the beaches. It seemed strange to me then, since back home, you could get a tan year-round. Adjusting to other New England customs was also a bit difficult at first. But now I try to maintain my heritage by teaching the neighborhood children to read, write, and speak their native language. By the way, don't forget we had the "disco craze" long before you guys started moving and bumping to loud noises.

BEST DOCUMENT AVAILABLE

Considering that GAO's work is often conducted at the State and local levels, there is no way to ignore the numerous politicians per square inch who thrive in New England's cities and towns. The traditional New England town meeting, with its nonpartisan elections, is the ultimate in the democratic process and is still prevalent today. The wards of Boston, Providence, and Hartford have always provided lessons in political skill and finesse. And in recent years, even the traditionally reserved Republicans of New Hampshire and Maine have become politically alive and unpredictable.

**Our Work Environment**

The BRO, like other regions, is adjusting to the teams approach of doing business, but not without apprehension and confusion for some staff members. Even before that, however, BRO management was becoming increasingly aware that morale and the quality of life were at least as important to productivity as the technical ability of its staff. Fred Layton, our regional manager, has worked under the philosophy that BRO'ers at all levels should have a voice in the way they work and should feel free to express their opinions. The challenge was met head on. BRO for example, was one of the first regions to have an attitude survey. This process let employees express their feelings about virtually every aspect of work life, an opportunity they readily seized. This resulted in a number of study groups that recommended actions to improve life in the region. Many standing committees representing the staff's interests regularly provide management with views on the region's operation. Also, new office space substantially improved the physical working environment and had a positive effect on morale.

By no means are the challenges over. Any major change in an organization is, by definition, unsettling. But the early growing pains are slowly giving way to a new awareness and hopefulness about the future:

I've been in BRO for 16 years. I've seen things and people change and I feel good about being here. Sure teams



Receptionist Diane Lee Martin greets visitors to the Boston Regional Office.

big change, which I like. But there are others who might feel a little differently.

I'm pretty happy right now with what I'm doing, but I'm not sure about the future. Right now my opportunities are expanding; the work is varied and interesting and, there are chances to affect new and pending legislation. Once I'm promoted to GS-12, though, I'd like to further expand my opportunities and accept new responsibilities. This may not always be possible. And the competition for promotions to higher grades is getting tougher. But I think what's happening in BRO is happening in other regional offices too.

I'm aware of top manage-



Fred Layton, the Boston Regional Manager, with Paul Foley, Louis Lucas, Chuck Forbes, and Nick Carbone, Assistant Regional Managers.

caused concern . . . so did the reorganization . . . and so will our new job planning system. The learning process is slow and it takes time before the benefits can be fully realized. We're in a transition phase now. I believe things will be clearer in about 6 months to a year, and we can better appreciate then what we've been through.

In the 3 years I have worked in BRO I feel there has been a

ment's commitment to hiring minority staff members. This is an important start towards alleviating negative perceptions of minorities' performance . . . we need exposure and a chance to succeed. I think the Functional Racism Course increased a lot of people's awareness about EEO, and it also helped us have a more positive attitude about ourselves. We still have a long way to go, but we're getting there.

I've applied for promotions a few times under the competitive selection process and haven't made it yet. I don't fully trust the system. You just never know what surprises may result. Yet, when I reflect on the actual selections made, I have to admit that the people who were promoted deserved it. So maybe it works.



Fred Layton, regional manager and Al Larpenteur, editor of the BRO monthly newsletter discuss topics for an upcoming issue.

**The BRO Contribution**

The first New England fortunes were made from fishing and shipping. Then, in the 19th century, the region was one of the first to industrialize. Today, New Hampshire and Maine still manufacture paper and some textiles; Vermont produces machine tools and cut stone; Massachusetts makes rubber and plastics and electronic components; Connecticut is noted for submarines, airplane engines, electrical machinery, chemicals, and precision instruments; and Rhode Island is probably the Nation's capital of jewelry and silverware. But economic diversification has hit New England at about the rate of a thundering avalanche—education, medicine, scientific research, banking, and insurance are all affecting New England's economy.

Due to the region's early industrialization and dependence on water power, it seems right that BRO should devote a lot of its workload to environmental protection. According to Nick Carbone, an assistant regional manager, "New England waters were polluted well before the Great West was even discovered." In all fairness, though, the threat of losing the region's natural beauty has to some extent

motivated New Englanders to preserve the land and waterways.

BRO's work in environmental protection dates back to 1966 with GAO's first review of the Federal Water and Pollution Control Act. With the innovative use of a program effectiveness approach, outside consultants, and color graphic presentations in the final report, BRO'ers demonstrated the importance of this issue area and established credentials for future work in environmental protection. Nick Carbone continued:

Since those early days, the BRO has continually been called upon to take part in multi-region reviews in this field. Having been involved in this issue area from the start, I think it is fair to say that the BRO has probably had as much impact on EPA legislation as any other public or private audit agency.

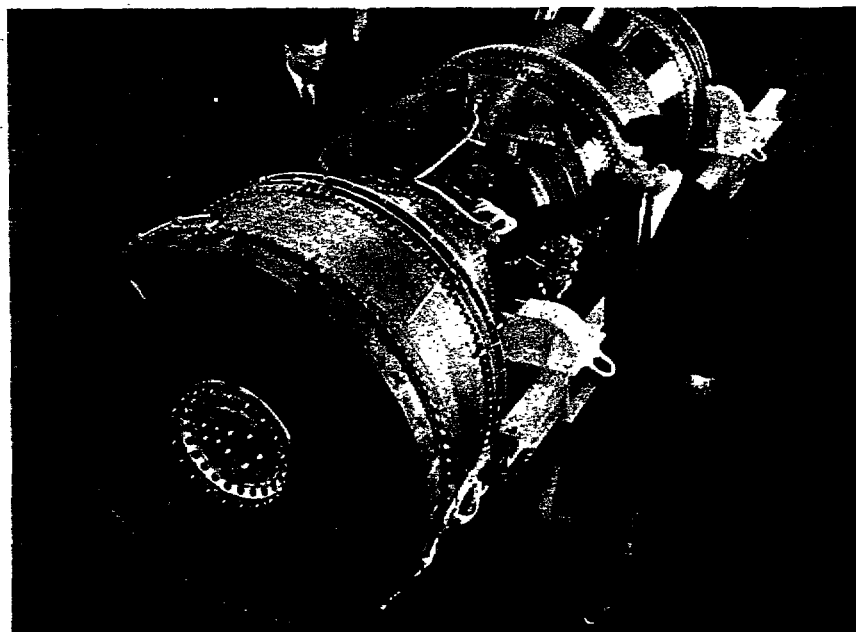
BRO's work on defense systems is a natural outgrowth of the region's concentration on defense-related industries. If you ever wondered where the government gets a lot of its aircraft engines, helicopters, submarines, surface vessels, and even its steam turbines, just look northeastward. Pratt and Whit-



Carol Boehret and Don Benson discuss their assignment.



Secretaries Donna Perry, Gail Nicoli, and Kathleen Walker serve the needs of the office at a moment's notice.



In this circa 1961 photograph BRO auditors Louis Lucas and Tom McAuliffe examine a Pratt and Whitney T-400 jet engine. Pratt and Whitney, a division of United Technologies Corporation, is located in East Hartford, Connecticut, and is one of the State's largest employers.

ney in Hartford, Sikorsky in Stratford, Electric Boat in Groton, Bath Iron Works in Maine, General Electric in Lynn, and Raytheon in Bedford and Lowell are just a few of the places where BRO'ers have spent a lot of biting winters and long, hot summers.

I'm one auditor who really enjoys major acquisition work. After all, someone has to keep the contractors honest. But the locations . . . I'm always assured of at least a 2 hour daily commute. Honestly, you'd think if we could put someone on the moon we would find some way to move that traffic across the Tobin Bridge.

We worked on a survey to evaluate the cost and effectiveness of the Navy's AN/SQR-18 System. It was pretty technical, so I won't give you all the details, but we ended up issuing a letter report to the Secretary of Defense. That job resulted in cost savings to the Navy of \$305 million.

BRO's relatively large defense workload today is not close to the effort it was in the '50s and '60s. Back then, most of the staff was doing supply, procurement, construction, and operation and maintenance audits of military activities from Maine to Connecticut. We were also doing pricing reviews of defense contractors. BRO's work in those days greatly influenced Congress' enacting Public Law 87-653 (Truth in Negotiation) and establishing the Cost Accounting Standards Board. But during the Nixon years and later, many of New England's military bases were closed, and only the stories of those days linger. Paul Foley, assistant regional manager, recounts one of the classics:

A BRO'er was assigned to a payroll audit at a nearby air base. In the early morning hours of a foggy day, he found himself driving down an airstrip toward B-52 bombers without having passed the security checkpoint. He was surprised by the sight of a squad of Air Force personnel armed with loaded .45 caliber automatics. To this day, we wonder whether there were

more fundamental problems at the base than their payroll system.

Today, New England is heavily involved in research and development. The source of countless military advances in electronics, aircraft design, and ship-building, it is the center for the Air Force's electronic systems procurement.

BRO's work in the health area has always been heavy, but due to increased Federal programs, our involvement is becoming even greater. Boston is a natural setting for work in this field, where the notable medical schools, teaching hospitals, and research laboratories provide part of the skyline for joggers on both sides of the Charles River.

Says Louis Lucas, the assistant regional manager in charge of health issues:

Our work in the area of kidney dialysis is a good example of how some of our health reviews evolved. Boston has been a leader in the treatment of kidney disease in the United States. One of our auditors had personal knowledge of kidney treatment here, and was given some discretionary time to explore a potential finding. Later, HRD gave us a survey code. As it turned out, the job resulted in recommendations for alternative treatments and a savings for the Medicare program of about \$40 million a year. Many other improvements to the program were also made.

Our assist work can also be very rewarding. After all, we do live where the researchers work!

In the 10 years I've been with the GAO, my most satisfying job was our review of early research on frozen blood and its impact on post-transfusion hepatitis. Our work resulted in a blood donor registry (called the "GAO file" by the hospital) to avert potential cases of hepatitis from blood transfusions. This might sound corny but it really makes me feel good to know that I worked on a job where I might have helped save someone's life.

Fishing is probably man's oldest profession or certainly one of New England's oldest. And it is still a very important part of the region's economy.

I'm involved with a series of reviews dealing with the Fishery Conservation and Management Act which attempted to conserve endangered species of fish. But with all this new government regulation, the New England fishermen say they might be declared endangered.

How can we talk about BRO without mentioning some of the colleges and universities in New England? Some of New England's institutions might not be as well known as Harvard, Yale, Brown, Dartmouth, Wellesley, Smith, Weaton, or M.I.T., but Providence College, Worcester Polytech, and Boston College are also important to the region's intellectual flavor and "higher education" industry.

The development of our electronics industry, including computer design, really got its start from some of the early innovations at M.I.T. Even as far back as 1955 when the Semi-Automatic Ground Environment system was being developed at M.I.T.'s Lincoln Lab, we were there conducting one of our first program reviews. From that day on, we've done work on computer procurement and utilization in government agencies, and looked at everything from software to computer-related activities. Because the region's universities and electronics industries are so advanced in computer technology, I foresee GAO involved in reviewing computer applications for a long time to come.

Our work in education, however, has not always centered on higher education, nor has it always concentrated on the academic pursuits of its professors, researchers, and students. A BRO'er recalls one of his more sensitive jobs:

Remember back in '75 when Boston was the hotbed of dissension over desegregation of public schools? Most Bostonians aren't proud of those days.



Left: the Right:

Ki  
n  
th  
f.  
B  
c  
c  
n  
b  
o  
BF  
staff  
grams  
the  
began  
to so  
of th  
which  
pro



**Left:** Harvard University's Baker Library is familiar to GAO managers who attend the Management Programs at the Graduate School of Business Administration.  
**Right:** Baker Hall, where participants live and attend classes and seminars.

Kids were not the issue . . . neither were the buses. It was the adults! And anti-busing sentiment prevailed. The BRO was asked to verify attendance figures used in developing the Boston desegregation plan and in securing Federal funds. With State police in every corner and metal detectors at every entrance, we were very cautious. Guess everyone is glad that the situation is a lot better now and that we're out of there . . . hopefully for good.

BRO has devoted quite a few staff years to income security programs since the early '70s, when the region's unemployment rate began to climb above the national average. The unemployment was, to some extent, due to the decline of the textile and shoe industries which began to lose their industrial prominence in the mid-'40s:

At the start of this century, New England's abundant, fast flowing rivers supplied power and the textile mills prospered. Also, during this time, Massachusetts alone made 47 percent of the Nation's footwear. But the movement of textile mills southward and the flood of foreign shoe imports necessitated Federal attention to

employment security and training programs such as trade readjustment allowances, unemployment insurance, and CETA. Whenever Federal dollars pile up the way they have in this issue area, you can be assured GAO auditors will be on the scene.

Just as New England's economy becomes more sophisticated and diversified, so does the nature of our work. Energy, banking, and intergovernmental relations are all areas that hold promise for future BRO work.

The energy situation is a case in point. New England is almost totally dependent on imported oil for heating, and to a lesser degree, for electrical energy production. Once, imported oil was cheap. But between 1973 and 1974, New England's total energy bill rose by an astonishing 139 percent, or on a per capita basis, close to three times the national average. Due to the relatively large usage of nuclear power, New England continued its scramble for alternative energy sources, only to be stopped dead by environmentalists:

The energy situation in New England is indeed dynamic. I've handled most of our jobs in this issue area, and I can

see the arguments on both sides. The Seabrook Nuclear Plant in New Hampshire is a great illustration of the trade-off between nuclear power and environmental concerns. As a matter of fact, former Governor Thompson probably lost his reelection bid by favoring a surtax on consumer electric bills to fund construction of the plant. But I think people are beginning to realize that the need for new energy sources will cost plenty in terms of the environment. I'm anxious to see how this issue evolves in the next few years and look forward to GAO being a part of it.

Out of its historic role in maritime trade, New England developed into a major banking and insurance center. Banking evolved to handle the region's trade accounts. Insurance had its genesis in the sharing of risks in sea voyages and later branched out into life, accident, and liability policies.

Today, Massachusetts and Connecticut hold one of the Nation's greatest pools of capital. The money management firms of the region are estimated to have \$85 billion in assets. Ten New England

BEST DOCUMENT AVAILABLE

life insurance companies, led by John Hancock Mutual of Boston and Aetna Life of Hartford, have combined assets of \$46 billion. The great concentration of financial institutions, combined with the trend towards increased Federal regulation in these areas, undoubtedly assures BRO's future involvement in the banking and insurance industries.

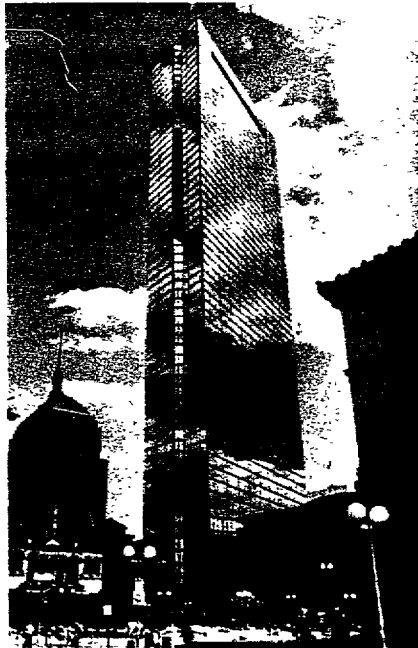
In spite of large private investments in the region's modernization, the industries of yesteryear have certainly left their scars. Boston, Providence, and Hartford have had their share of the problems typical of older cities: high unemployment, abandoned factory buildings, and depressed neighborhoods. Compared to conditions 4 or 5 years ago, though, the economy is vastly improved. Federal funding under numerous urban renewal, community redevelopment, and transportation programs has brought new vitality to the region's major cities.

The small towns dotting the region's countryside are also benefitting from Federal redevelopment programs. These Federal, State, and local partnerships will necessitate BRO's future involvement, and we are looking forward to broadening our expertise in audits of these joint programs.

### The Staff

Although the work environment and the type of work we do tell much about New England, we still haven't told you how we got here and who we are. We've come a long way since 1952 when we were operating from the 12th floor of the Customs House with 21 auditors. Charlie Neville can recall how it was back when the workload consisted mostly of Federal agency payroll and cost-plus-fixed-fee contract audits:

I joined GAO back in 1952, 10 days before the Boston regional office was officially established. Before then we were a field office in the Northeast Zone. Even at that time, about a fourth of the entire staff, including three professionals, was female. A college graduate started as a GS-5 and made \$3,410 per year. We trav-



New England's leadership in the insurance industry is represented by the John Hancock Tower, Copley Square, Boston.



This view from the BRO shows the Federal Reserve Bank in Boston's financial district.

elled a bit back then also, and were paid \$9 per diem and 7¢ per mile. The rate was increased sometime after 1955 to \$12 per day, but if you spent more than a month at a site, the rate dropped to \$9 or \$10 per day. Annual and sick leave benefits have remained the same during the past quarter century, and we even had Blue Cross-Blue Shield coverage. However, employees paid the

entire amount to the regional manager's secretary, who sent the money to the insurance company.

We've certainly come a long way since then. In the little over a quarter century in business, we've worked under four regional managers. Omer E. Paquin served until 1957. Next, Charles F. Carr served from 1957 to 1963. Joseph Eder had the longest term of office—1963 to 1976. Our present regional manag-

er, F  
ton  
tra  
we  
Ta  
rol  
T  
Co  
and  
offi  
befc  
up  
wo  
in  
cro  
orig  
curr  
Su

... Fred D. Layton, arrived in Boston in July 1976. At the time of his transfer from headquarters, Fred was director of GAO's Banking Task Force and continued in both roles until March 1977.

The years saw the addition of Connecticut to the region's territory and the creation of a Hartford sub-office, which operated for 10 years before closing in 1972. And to keep up with the broadened scope of our work and a corresponding increase in staff, the years witnessed an increase of office space from our original 1,200 square feet to our current 15,000 square feet at 100 Summer Street.



Our office . . . 100 Summer Street.



In 1974, former regional manager Joseph Eder joins Massachusetts State Auditor Thaddeus Buczko and Vermont State Auditor Alexander Acebo in signing the charter of the New England Regional Intergovernmental Audit Forum. The Boston regional office actively supports New England's Audit Forum.



We tried to come up with a few dozen words to tell you what we're all like. Instead, we decided maybe the best thing to say about who we are is that no two of us are the same. But if you add us all up and divide by 126, the result looks something like this:

**The average BRO employee:**

- Is male.
- Is 36 years old.
- Is married.
- Has 2.5 children.
- Has something between a bachelors degree and a masters degree.
- Has been with GAO for 10 years.
- Was born in New England under the astrological sign of Libra.
- Was raised and educated in New England.
- Is a member of the Association of Government Accountants and handles the financial transactions for a local church or synagogue.
- Supports New England's sports teams, including the Celtics, to the hilt.
- Enjoys tennis, golf, and bowling (in that order).
- "pahks his cah in Hahvahd Yahd."

On the other hand, since individuality prevails in New England, and in the regional office, the "un-average" BRO'er has the following characteristics:

- Is female.
- Is 21 years old.
- Was born on New Years Day.
- Was a Bicentennial bride.
- Is pregnant.
- Has a bachelors, masters, and law degree.
- Has been in BRO for 27 years.
- Was born in Japan under the rising sun.
- Was raised in Puerto Rico.
- Was educated in Seattle.
- Is an avid Yankees fan.
- Enjoys weight-lifting or karate.
- Has a southern accent.

An overwhelming 83 percent of the staff was born and raised in New England. Seventy-six percent received their bachelors degrees from New England colleges and majored in subjects ranging from finance to electrical engineering. BRO'ers have one law degree, 20 CPA certificates, and 47 masters degrees in disciplines ranging from management information systems to comparative government. Sixteen percent of the staff transferred here from headquarters (most returning to their native New England), while three BRO'ers previously worked in the Atlanta, Cincinnati, and Detroit regional offices. Five, at one time, worked in one of GAO's overseas branches. Of the 89 married BRO'ers, 69 have a combined total of 176 children. Five have 17 grandchildren. We should also tell you that 98 percent of us buy U.S. Savings Bonds, giving us the distinction of leading all other regions for several years.

To New Englanders, sports is a religion. The Red Sox, Celtics, Patriots, Bruins, and Tea Men compete in an atmosphere where the home crowd advantage alone can overwhelm the opposition. But BRO'ers are restless and partake in over 40 different sports and hobbies during their leisure hours. (Surprisingly, five staff members listed "traveling" as their favorite past-time. You can bet they didn't transfer here from Atlanta!)

A lot of us were other things before we were GAO auditors. For instance, we were a U.S. Army Chinese translator, a Peace Corps teacher in Afghanistan, an arctic trooper, a charter pilot, a tribal fiscal manager on a South Dakota Indian reservation, a house mover, and a ranked junior roller skater. And whatever we learned while we were there adds a special flavor and dimension to what we do here.

Finally, we're affiliated with numerous professional, fraternal, and religious organizations, twenty-nine, to be specific. We're very proud of our extraordinary ministers, Jaycees, parish treasurers and American Society of Public Administrators members. And we're also glad to have among us 25 AGA members (three are past-presidents and one is president-elect), five

military reservists, two American Legionnaires and a member of the Adoptive Parents Group.

So there you have it. A glance backward, inward, and forward. BRO is indeed getting better and better.

I've been making that one-hour commute to the regional office since I joined . . . over 8 years now. When I look at the future, I see myself competing with 52 other GS-12s for only a few openings. But I'm going to keep working at it. I see changes coming that might really help GAO become a better organization. I think it takes maturity to realize that every job has its ups and downs, and that what you expected won't always be there as fast as you might have hoped. But when you get right down to it, I really enjoy working in GAO and the people I work with . . . besides . . . my heart belongs to New England.

# A Day In The Life...

# ***Error***

---

An error occurred while processing this page. See the system log for more details.

# ***Error***

---

An error occurred while processing this page. See the system log for more details.