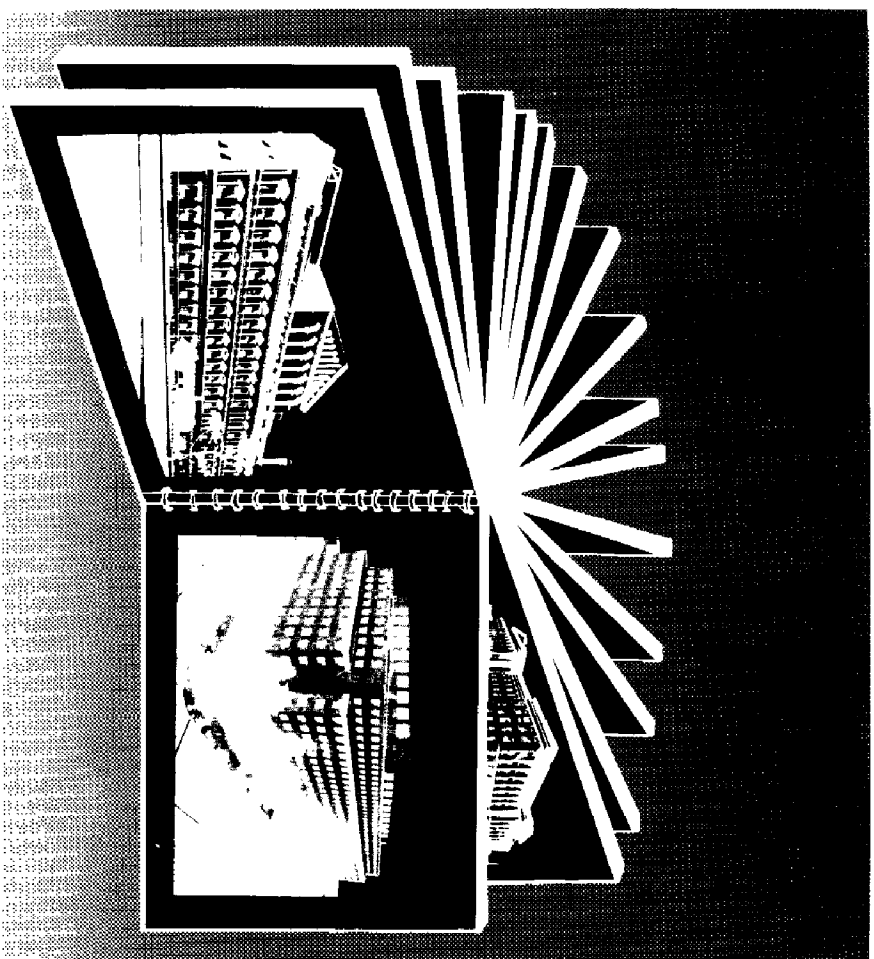


Summer 1986
Volume 21 Issue 3

The GAO Review

An Album of GAO
Buildings



Contents

From Our Briefcase	Gramm-Rudman-Hollings	1
	Fiscal Year 1987 U.S. Budget Documents	
	Doing More With Less, Creatively	
	Review of Pollution Issues	
	Microcomputer Quality Assurance Bibliography	
	Quantity vs. Quality in Auditing	
	More Productive Desk Work	

On Location	Martin Luther King III Speaks at Black History Month Program	6
	JFMIP Holds 15th Annual Conference	
	GAO's School Partnership Program Celebrates First Anniversary	
	Latin America, Other Offices To Close	
	A Day at the Supreme Court: Observing the Gramm-Rudman Hearings	

Manager's Corner	Managing Information Technology	12
-------------------------	---------------------------------	----

Topics in Evaluation	Reasoning From Evidence to Conclusions Carl E. Wisler	15
-----------------------------	--	----

An Album of GAO Buildings	William C. Oelkers	18
----------------------------------	--------------------	----

The Career Plateau: What Is It and What Can We Do About It?	Ellen K. Harvey and John R. Schultz	24
--	-------------------------------------	----

Contents

Executive Summaries: Implementing a New Concept in GAO	Nancy A. Patterson and Loretta K. Walch	27
An Improved Performance Reporting System at the Local Level	Alan D. Ash	31
When U.S. Citizens Die Abroad: GAO's Role	Dennis R. Devine	34
A Week's Worth	Wyley P. Neal	36
Bookmark <i>Giants in Management</i>	Reviewed by Daniel J. Semick	38
Legislative Developments	Judith G. Hatter	39
Senior GAO Staff Changes		42
Other GAO Staff Changes	Additional Staff Changes New Staff Members Attritions Retirements	43
Professional Activities		47

From Our Briefcase

Gramm-Rudman-Hollings

The Supreme Court ended its 1985-86 session by issuing a decision striking down the Comptroller General's role under the Balanced Budget and Emergency Deficit Control Act of 1985. In its July 7 ruling, the Court said that the Comptroller General was a legislative branch officer and, as such, could not carry out executive functions assigned to him under this law.

The Act, popularly known as Gramm-Rudman-Hollings, set up a series of targets under an automatic process for eliminating the federal deficit by 1991. The law called for the Office of Management and Budget (OMB) and the Congressional Budget Office (CBO) to submit a joint report to the Comptroller General each year estimating the amount by which federal expenditures exceed the legislative ceiling and the percentage reduction for each budget account to achieve the desired level of spending. GAO's role—the central issue in the legal challenge to the Act—was to reach a judgment on the estimates provided and to issue a report to the President specifying required actions to reduce the deficit.

The major legal challenge to the constitutionality of the Gramm-Rudman-Hollings process was filed by Representative Michael Synar on behalf of himself and 11 other members of the Congress. A special three-judge district court panel ruled on February 7 that the Gramm-Rudman process violated the constitutional separation-of-powers doctrine by conferring upon the Comptroller General executive functions that may not constitutionally be given to an officer removable only by the Congress. The Supreme Court, in its 7-2 ruling, concurred.

How should the constitutional flaw in the law be corrected? The Court did not endorse the idea of changing the removal provision in the Budget and Accounting Act of 1921, which provides that the

Comptroller General may be removed only by congressional joint resolution for cause or by impeachment. The Court added that the Congress itself, in drafting the legislation, had anticipated this problem and had included a fallback provision that eliminated GAO's role. The Court recommended that the Congress use this process to enact the \$11.7 billion reduction in fiscal year 1986 expenditures already made on the basis of the Comptroller General's January 21 report to the President. Both houses of the Congress passed the required joint resolution within days of the Court's decision.

It took them longer, however, to decide how to reduce the federal deficit in future years. In the Senate, there were several proposals for recasting the automatic trigger to provide a constitutional role for GAO; however, House leaders preferred to rely on the law's fallback provision. At the last minute, to pass essential legislation raising the public debt ceiling, the Senate acceded to the House.

Although GAO will not play a role in determining the extent of fiscal year 1987 budget sequesters, if any, it will still issue a report assessing the joint OMB/CBO estimates, as requested by Representative Jack Brooks, Chairman of the House Committee on Government Operations.

The Court's Gramm-Rudman decision may have far-reaching implications for GAO because it carries out many so-called executive functions. Both the Senate Committee on Governmental Affairs and the House Committee on Government Operations held hearings in late July to consider this issue. In his testimony, Comptroller General Bowsher warned legislators not to act precipitously, citing the myriad implications in modifying the carefully crafted position of GAO in the federal government. Leaders of both Committees appeared to agree, citing the valuable contributions to improving government efficiency, effec-

tiveness, and economy GAO makes as an independent legislative branch agency.

Fiscal Year 1987 U.S. Budget Documents

Anyone interested in federal financial and administrative management will find a complete source of background data in the annual budget documents issued by the Office of Management and Budget. For example, annual deficits that spurred the Gramm-Rudman-Hollings legislation can be traced in *Historical Tables, Budget of the United States Government, 1987*, and current management initiatives intended to improve federal efficiency can be reviewed in *Management of the United States Government, 1987*. Descriptions of the documents' introductory pages follow.

Budget of the United States Government, 1987, contains the President's budget message and presents an overview of the President's budget proposals. The document includes explanations of spending programs in terms of national needs, agency missions, and basic programs; an analysis of receipts, including a discussion of the President's tax program; and a description of the budget system and various summary tables on the budget as a whole.

United States Budget in Brief, 1987, is designed for use by the general public. It provides a more concise, less technical overview of the 1987 budget than the previous volume and includes summary and historical tables and graphic displays on the federal budget and debt.

Budget of the United States Government, 1987—Appendix contains more detailed information on the various appropriations and funds that compose the budget. The document presents for each agency the proposed appropriations language, budget schedules for each account, new legislative proposals, explanations of the work to be performed and the funds needed, and pro-

posed general provisions applicable to the appropriations for the entire agency or group of agencies. The document also includes information on certain activities whose outlays are not part of the budget totals. Supplementals and rescission proposals for the current year are presented separately.

Special Analyses, Budget of the United States Government, 1987, contains analyses designed to highlight specified program areas or present other, significant federal budget data. This document includes alternative views of the budget, i.e., current services and national income accounts; economic and financial analyses of the budget covering government finances and operations as a whole; and government-wide program and financial information for federal civil rights and research and development programs.

Historical Tables, Budget of the United States Government, 1987, provides data on budget receipts, outlays, surpluses or deficits, and the federal debt for longer time periods than those covered by tables in similar budget documents, in many cases from 1940 to 1991. The data have been restructured to be consistent with the concepts and presentation used in the 1987 budget, so these data series are comparable over time.

Management of the United States Government, 1987, describes efforts to improve the management of federal agencies. The document reports on the President's Council on Integrity and Efficiency, describes Reform '88 initiatives undertaken by the President's Council on Management Improvement, and outlines the administration's management proposals. Management improvement themes addressed in the report include productivity improvement, return of responsibilities to state and local governments, administrative streamlining, program delivery improvements, cost reductions, cash and credit management, payment integrity efforts, upgraded information technology systems, and increased use of user fees and contracting out. Special sections describe current procurement reforms; the status of Grace Commission recommendations; and implementation of the Debt Collection Act of 1982, the Prompt Payment Act of 1982, and the Financial Integrity Act of 1982.

These documents may be purchased at any GPO bookstore in major U.S. cities or by writing to the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20492.

Doing More With Less, Creatively

A quote from Theodore Roosevelt may be relevant in these times of budget deficits and cuts and of doing more with less: "Do what you can, with what you have, where you are." A large dose of creativity is needed to put these words into action.

Dr. David Campbell's book, *Take the Road to Creativity and Get Off Your Dead End* (available in the GAO Library or from Argus Communications, Allen, Texas, 1977), discusses enhancing creativity, particularly as it relates to the workplace. Excerpts from two chapters of the book follow.

Phases of Creativity: Creative people frequently report that in coming up with a new idea or product, they went through several phases, usually in the following order:

1. *Preparation*—Laying the groundwork. Learning the background of a situation. While not all experts are creative, most creators are experts. You are not likely to invent a new artificial heart valve until you have spent many years studying the mechanics of valves, the details of fluid flow, and the anatomy of the heart. Brilliant breakthroughs are almost always achieved by people who have spent several years preparing themselves.

2. *Concentration*—Being totally absorbed in the specific problem. Creative people are usually intense about what they are doing. Scientists, architects, artists, advertising people, writers, researchers, photographers, and innovative business people frequently report long periods of concentration on the problems they are trying to solve. The concentration stage continues the learning of the preparation stage, but more intensely. It is a focusing time, a time of specific trial and error, of drawing together relevant materials, of false starts and failure.

3. *Incubation*—Taking time out, a rest period. Seeking distractions. People can maintain a white hot level of concentration only so long. Eventually they must escape from the problem through friends, the outdoors, sleep, food and drink—sometimes excessively. These escapes are reported in the autobiographies of great creators. But even escape or retreat is occasionally productive when an answer, apparently unsought, pops into view.

4. *Illumination (AHA!)*—Getting the answer, the idea! The light bulb goes on. The delicious part of creating is when every-

thing falls into place and the flashing light comes on. Precisely because the bulb lights only after an intense period of concentration and frustration, its impact is enormous. After days, months, even years of tension over a problem, suddenly the answer shines like a beacon.

5. *Verification/Production*—Confronting and solving the practical problems. Other people are persuaded and enlisted. The AHA! stage, satisfying as it may be, is only the end of the beginning. There is hard work yet to be done, and "hard work" is precisely the name for it. This final phase of the process requires persistence, and many otherwise creative people flounder at this point; they don't have the persuasive and organizational abilities necessary to organize others into action.

Characteristics of Creative Managers: For organizations to be creative, the people who run them have to value innovation and have to know how to deal with innovations when they come along. Following are the characteristics of managers who seem best able to do this.

1. *Willing to Absorb Risks Taken by Subordinates*—Managers who encourage creativity allow their people unusual freedom, expect that some errors will be made, and are able to absorb the inevitable failures. In contrast, managers who are afraid of mistakes will not defend failures to higher management. Instead, they restrict the freedom of their subordinates to experiment.

2. *Comfortable With Half-Developed Ideas*—Managers of productive research laboratories can live with half-developed ideas. They are willing to listen to, and support, "half-baked" proposals and encourage subordinates to press on. They must have the ability to pick out those incomplete ideas that are worth pursuing.

3. *Willing to Stretch Company Policy*—There are times in every organization when the company rulebook needs to be ignored. Creative managers have a feel for these times. They don't normally disregard rules and policies, but they do know when the rules need to be stretched for the greater good.

4. *Able to Make Quick Decisions*—When a new idea is presented to productive managers, they have the ability and willingness to make a decision on the spot. They have good track records in recognizing which half-developed idea is worth betting on, and they are courageous enough to immediately commit resources to carrying it out.

5. *Good Listeners*—Productive managers listen to their personnel and build on their suggestions. In particular, they seem to have the ability to draw out the best in their subordinates and then add to it.

6. *Don't Dwell on Mistakes*—Productive managers are more future-oriented than past-oriented. They do not wallow over past mistakes—their own or others. They learn from experience, but they do not wallow in it.

7. *Enjoy Their Job*—Productive managers like what they are doing. They do not feel trapped in an administrative role. Rather, they enjoy the resources and power at their fingertips to push projects forward.

8. *The Work Setting Best for You*—If you are a truly creative person and are looking for a setting that will encourage you, or if you are in charge of creative people trying to increase their creativity, you may simply need an environment tolerant of diverse behavior.

Further, you may find new stimulation simply by changing environments: If you are working in the city, spend more time in the country; if you live in the country, spend more time in the heart of a large city. If you are working or studying in a small organization, find some way to wander around in a giant corporation. If you are familiar with huge companies, get acquainted with a small operation, such as a one-person business of a traveling entrepreneur.

Diverse Experience Is Useful

With a little thought and effort, anyone should be able to find some new environments to experiment with. GAO, for example, has many work sites and a huge variety of challenging line and staff roles. Diverse experience will be useful to you when you settle in one place, either as a worker or a manager. Creativity, with its varied phases, characteristics, and strategies, will then serve you as you seek to do more with less.

Review of Pollution Issues

A bimonthly subscription journal of the American Association of University Women, *Graduate Woman (GW)*, is an unexpected source of information for auditors. *GW* reports on current policy issues—from federal activities through international, educational, and financial news—and offers career development ideas. The November/December 1985 issue synthesized topics in environmental pollution and focused on solutions, particularly in the water cleanup area.

GW on Pollution

GW asks whether air, water, and earth make up our "disposable future." When pollution meant smog and litter, *GW* asserts, the cleanup problems were less complex. Now the greatest threat to our health comes from pollution we cannot see.

The pollution crisis has made some unfortunate additions to citizens' vocabularies, including chemical compounds of polychlorinated biphenyls (PCBs) and dioxin. Decades of manufacturing and using chemicals have left a legacy of waste sites and contaminated streams and soil that threaten the humans and wildlife who rely on them. And the effects of acid rain, which reach far beyond the area where it falls, add to the destruction.

Laws Set Standards

GW noted that numerous attempts have been made through legislation and regulation to resolve the problem. The Environmental Protection Agency (EPA) was organized in 1970, decades after studies began to show how chemicals adversely affected the environment. The Safe Drinking Water Act set standards for safe water, and the Clean Air Act set standards to be followed by industries discharging pollutants into the air. Other laws allow EPA to monitor production, use, and disposal of toxic chemicals. Today, about 66,000 of these chemicals have been classified as hazardous or potentially hazardous to human health.

The fact that environmental problems remain in spite of the apparently comprehensive laws can be explained, in large part, by four factors, *GW* says. First, EPA is chronically understaffed and lacks the resources to enforce the legislation. Second, until 1980, a major source of contamination, abandoned toxic waste, was not covered under the laws. Third, the funding for certain major environmental laws has expired. Finally, technical and administrative difficulties have plagued EPA. *GW* gives details of how local communities have been affected by our inability to control environmental pollution.

Hope for Improved Enforcement

GW also summarizes 1980 "Superfund" legislation (the Comprehensive Emergency Response, Compensation, and Liability Act), which authorized the Congress to spend money for the emergency cleanup of high-health-risk sites and authorized EPA to seek out parties responsible for pollution legislation and sue them. So far, the results have been mixed. However,

proposed "Community Right-to-Know" amendments offer some hope for improved enforcement. These amendments would require industries to (1) give citizens information about acutely dangerous chemicals stored, used, or transported in their communities and (2) suggest appropriate responses in case of exposure.

GW conveys a balanced view of the positions of various interest groups and cites statistics from the Office of Technology Assessment and GAO on the breadth of the toxic waste enforcement problem. For the general reader, *GW* treats current problems comprehensively and understandably; for the evaluator, *GW* provides a succinct overview of issues and suggests sources to research. In addition, "Topics in Evaluation," pp. 15 of this *Review*, uses an example based on dioxin to discuss reasoning from evidence to conclusions.

Other topics covered by this issue were the status of equal rights legislation and special funding for scholarly research.

For copies of *GW*, write to the Publications Officer, AAUW Communications Department, 2401 Virginia Avenue, N.W., Washington, D.C. 20037.

Microcomputer Quality Assurance Bibliography

Given the popularity of microcomputers, GAO and the business community have become increasingly aware that using microcomputers effectively requires special care. Until recently, relatively few articles had been published on the subject of microcomputer quality assurance. Within the last year, however, several financial disasters and near-disasters have resulted from inadequate precautions in using microcomputers as decision-making tools, thereby bringing attention to this area. Understandably, most of the problems centered on electronic spreadsheets, the most popular microcomputer software.

The following annotated bibliography covers articles about various aspects of microcomputer quality assurance. This list was developed by Stu Seman of the Chicago Regional Office to assist efforts to ensure the quality of microcomputer-generated products. Mr. Seman plans to discuss the topic further in the fall issue of the *Review*.

Fawcette, James. "Using Spreadsheets To Model Your Business." *Personal Computing*, 8, No. 12 (Dec. 1984), pp. 70-82.

Fawcette tells how spreadsheets have changed the way personal computer users

are doing business. Examples of financial modeling, the most popular computer use, are discussed along with some of the staff arrangements involved. The construction of a simple mortgage spreadsheet is used to illustrate how a spreadsheet is developed. Finally, the article cautions users about problems associated with spreadsheet use and gives 10 tips for generating better spreadsheets.

Fersko-Weiss, Henry. "Avoiding Spreadsheet Disaster." *Personal Computing*, 9, No. 3 (Mar. 1985), pp. 112-117.

Many spreadsheet errors can be avoided if users follow basic control procedures and thoroughly document their work. This article describes how some users approach these problems and identifies several specific errors that court disaster.

Firmin, Robert. "Spreadsheet Use: High Anxiety?" *Computerworld*, XLIX, No. 23 (June 10, 1985), pp. 75, 92.

Firmin describes the perils of using spreadsheets and suggests that the appropriate solution has not yet been developed. The article offers several ideas designed to help users cope with the situation in the meantime.

Grupe, Fritz. "Tips for Better Worksheet Documentation." *Lotus*, 1, No. 4 (Aug. 1985), pp. 68-70.

Two types of documentation, external and internal, should be developed for all worksheets. External documentation should describe the worksheet in enough detail for users to grasp its scope and ground rules. The author provides 11 tips to simplify this task. Internal documentation ensures that people other than the worksheet's developer can maintain or modify the worksheet. The author offers 10 tips designed to facilitate this task.

Grushcow, Jack. "Avoid These Common Spreadsheet Errors." *Lotus*, 1, No. 3 (July 1985), pp. 59-62.

A spreadsheet that looks perfect can still contain errors. Such errors occur most frequently in formulas. This article lists some of the most common causes of incorrect formulas, identifies ways to prevent formula errors, and describes techniques for isolating errors that have occurred. It also describes how the corrected spreadsheet can be protected to prevent subsequent formula errors.

Howitt, Doran. "Avoiding Bottom-Line Disaster." *InfoWorld*, 7, No. 6 (Feb. 11, 1985), pp. 26-29.

Howitt explains how errors can creep into electronic worksheets and describes the problems inherent in their use. The article lists a series of steps aimed at improving spreadsheet design, explains some of the actions accounting firms are taking to improve spreadsheet quality, and describes an alternative—financial modeling programs—that overcomes some of the problems associated with spreadsheets.

McDougal, David B. III. "Poking Holes in Spreadsheets." *American Way* (Feb. 19, 1985), pp. 76-79.

Greater credence usually is given to electronically produced information. The author, who argues that this credence is often unjustified, gives examples of the problems that unwarranted reliance can produce. McDougal offers two solutions: using quality software and exercising more skepticism about microbased spreadsheet numbers.

McKibbin, Wendy Lea. "Conventional Wisdom." *PC World*, 3, No. 7 (Aug. 1985), pp. 265-272.

McKibbin introduces the reader to the potential errors that can be produced by inexperienced microcomputer spreadsheet users and data base managers. The article describes and illustrates the mainframe computer techniques that can be used to prevent errors. These techniques include careful planning, thorough documentation, error trapping, and frequent backups.

Miller, Steven. "The Anatomy of a Spreadsheet." *Lotus*, 1, No. 3 (July 1985), pp. 55-57.

Miller briefly outlines the essentials of spreadsheet construction and provides a handy reference for spreadsheet users. A two-page illustration, divided into four topics (numeric formats, labels, formulas, and relative and absolute cell references), neatly summarizes the rules and considerations that govern each of these spreadsheet elements.

Rubin, Charles. "Failsafing Your Spreadsheets." *Personal Computing*, 9, No. 10 (Oct. 1985), pp. 83-91.

The more you know about how a spreadsheet works, the better your chances of avoiding the errors that can plague even the most seasoned spreadsheet user. The article explains why certain aspects of a spreadsheet can get a user in trouble. It describes how to handle these problems and provides some general techniques that can help reduce spreadsheet error.

Sotomayor, Manuel. "Blueprint Your Data Base." *PC World*, 2, No. 7 (July 1984), pp. 56-60.

Sotomayor presents a systematic approach to designing microcomputer data bases. The article is intended for the first-time purchaser of data base management software. However, the data base design methods it describes—task/subtask outlines, flow diagrams, and relational tables—are useful to any user of a data base management system.

Ed. note: The following item describes an audit job in which microcomputers were used creatively to accomplish a quality job.

Quantity vs. Quality in Auditing

Ed. note: If we asked evaluators, "How many evaluators are needed to do a given job?" they might reply that they could use twice the staff. On the other hand, if we asked the same question of the people whose programs get audited—defense contractors, agency staff, or grantees—they might reply, "Fewer than are assigned to the job; there's already too much duplication." Victor Ell, assistant regional manager for operations at the Los Angeles Regional Office, thinks the answer lies somewhere between these two positions. At a January 1986 meeting of three California chapters of the Association of Government Accountants, Mr. Ell explored the quantity issue as well as the more basic question: "How can auditors do quality work?" His adapted remarks follow.

Staff Statistics

Let's examine some numbers before addressing the elements of quality work. The statistics on U.S. budget outlays, numbers of federal auditors, and dollars spent on audit salaries support the need for expansion of the auditing work force. In 1973, the federal budget was \$245 billion, and about 20,000 auditors were on the payroll, according to the Office of Personnel Management. In 1983, the federal budget was \$852 billion, and 22,000 federal auditors were on the payroll.

An obvious interpretation of these statistics is that we are auditing more than three times the dollars with essentially the same work force. Expressed in another way, audit costs (based on the average salary paid to federal auditors) have shrunk from \$1.80 per \$1,000 in 1973 to \$.85 per \$1,000 in 1983. Clearly, the level of audit effort has not kept pace with budget outlays.

As a return on our investment, federal auditing pays off handsomely. For example, GAO reported \$11 billion in financial accomplishments and other benefits related to its work in 1985, which is more than \$2 million per member of GAO's professional staff of about 5,000. Similar statistics exist for other federal agency audit departments.

Staff Outlook

The future for the accounting and auditing profession, in general, looks bright. According to the Bureau of Labor Statistics, accounting and auditing are among the fastest growing professions. By 1995, the profession will occupy about 1.2 million workers, or 35 percent more than today. This increase demonstrates consumer demand for audit services and the inherent benefits of the work.

Another trend is the increasing number of women in the profession. During the last 10 years, the percentage of women in accounting and auditing has grown from 38 to 49 percent. For example, a university professor in California told me recently that, of 64 accounting students in his classes this term, all but 8 are women.

While the future of the profession in general looks good, I am less optimistic about its growth in the federal sector. The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177), also known as the Gramm-Rudman-Hollings legislation, requires the President to reduce the federal deficit by \$11 billion for the remainder of fiscal year 1986. While most analysts agree that this reduction will not significantly affect operations this year, shortfalls in 1987 agency budgets are expected to reach the \$50-billion range. In response, GAO and other agencies have instituted a hiring freeze, and auditors will likely be forced to do more with less to meet the challenge of managing ever-diminishing resources.

Quality Staff

What, then, can we, as a profession, do to enhance our effectiveness? Most importantly, we must retain the very best staff. We must also continue to stress educational and professional development, which means spending money on conferences and training, even during fiscally difficult periods. Further, because computers enable federal auditors to do more with less and add to the overall quality of our work, we must keep pace with microcomputer technology. A recent GAO assignment, during which our Los Angeles Regional Office staff studied small military

hospitals, provides an excellent example of the utility of microcomputer technology in the auditing field.

Quality Tools

To determine whether closing military hospitals and treating military patients in private-sector hospitals would save the Department of Defense money, we developed an analytical model that allowed the computer to compare costs of specific medical treatments in the private sector with costs of the same treatments in a small military hospital. The analysis involved many factors, including a comparison of internationally recognized medical diagnoses with the costs for thousands of treatments.

Our staff in Los Angeles used microcomputers to tap into an extensive military data base in Washington, D.C., and determined conclusively the cost effectiveness of closing certain small military hospitals.

With traditional auditing techniques, we could not have accomplished this work. Using computers, auditors can work smarter and more efficiently, thus elevating the quality of their work.

Quality Work

In addition to GAO, staffs of the agencies' Inspectors General, the Defense Contract Audit Agency, and many other audit groups get good results with micros. The Office of the Air Force Auditor General had the computer analyze hundreds of transactions in which used equipment was being sold (termed "disposal actions"). They compared the fair market value with the disposal price. They found that color televisions with a market value of \$400 were being disposed of for \$25 each. They also noted that they were sold the day before the advertised disposal sale date, and they were purchased by the same individual—namely, the disposal manager. That was fraud, and the micro was the key to finding it. Technology helped the auditors do effective, high quality work.

The Initial Question Reanswered

The management challenge facing the federal audit community is real. We see the need for more auditors, but it is clear that we will have fewer resources, at least for the immediate future. If we can continue to attract and retain high quality professionals in the current climate, we will continue to develop high quality products that contribute to more effective government. How many auditors are enough? I would say we never have enough, but we still can be tough!

More Productive Desk Work

Do you feel tense and tired while sitting at your desk? Exercise can ease physical and mental stress and help you to continue to work productively. *PEP: The Productivity Effectiveness Program* (by Robert L. Gedaliah, New York: Holt, Rinehart and Winston, 1984) describes several simple exercises you can do at your desk to generate energy by increasing circulation, pumping fresh oxygen into your body, improving your posture, and relieving muscle strain. Three quick and simple exercises follow:

For stiff neck and shoulders and headaches: "Rolling Shoulders."

- Relax your shoulders and let your arms dangle at your sides.
- Take a deep breath as you lift your shoulders toward your ears. Raise them as high as you can and hold them there for a count of five. Exhale and drop your shoulders while you imagine heavy weights falling from your hands.
- Slowly roll your shoulders in a circular motion: five rolls forward, then five backward. Maintain steady breathing throughout and keep your shoulders relaxed.

For lower back tension: "Picking Coconuts."

- Lift your chin, and gaze at the ceiling as you raise both arms over your head. Keep your shoulders relaxed and your elbows slightly bent. Take a deep breath, and reach as high as you can with your left hand. With your left arm fully extended, open your fingers as if you were about to pick a coconut. Exhale slowly as you close your hand in a fist and relax your arm.
- Alternate arms for a total of 10 stretches.

For arm and shoulder strain: "The Archer."

- Raise your arms in front of you to shoulder height with palms facing each other. Keeping your shoulders relaxed and elbows slightly bent, gently clench your fists.
- Take a deep breath, bend your right arm, and slowly bring it back as far as you comfortably can, keeping your elbow close to your body and your shoulder relaxed. (Imagine yourself pulling a bow.) Hold this position while slowly counting to three.
- Slowly exhale as you return your right arm to starting position and relax it. Repeat the movement with your left arm. Alternate the movement with each arm 10 times.

GAO's Health Advocacy Program and local stress workshops and exercise classes also offer suggestions for improving your health on the job. Contact the Counseling and Career Development Center at (202) 275-8992 for more information. ■

On Location

Martin Luther King III Speaks at Black History Month Program

Ed. note: This item was adapted from February issues of the *GAO Management News* and the *Blacks in Government Newsletter*. The *Review* thanks authors Laura Kopelson (Office of Public Information) and Tony Jasper (Office of Publishing and Communications) for the information.

Nineteen-eighty-six marked the inaugural observance of the holiday commemorating the birthday of Dr. Martin Luther King, Jr., the slain civil rights leader and Nobel Peace Prize winner. The January 21 holiday serves as an appropriate prelude to GAO's annual Black History Month activities, arranged to coincide with the nationally recognized Black History Month in February. The highlight of this year's GAO activities was the February 12 keynote speech by Dr. King's son, Martin Luther King III. Mr. King is a member of the board of directors of the Martin Luther King, Jr., Center for Nonviolent Social Change and heads the youth program of the Center. The theme of this year's assembly program, "Living the Dream," was the same one adopted for Dr. King's holiday. Mr. King used the occasion to speak about his father's life and work. This feature recounts some of the highlights from that speech and one delivered by Comptroller General Bowsher and recalls some of the other Black History Month activities that took place at GAO.

"Living the Dream"

Living the dream of Martin Luther King, Jr., means mobilizing leadership to cope with today's problems—in the United States and throughout the world—in the same way that leaders were mobilized in the 1960's to fight for civil rights and equal treatment for blacks, Mr. King said. He



Linking hands and singing "We Shall Overcome" are (L-R) Ryan Yuille (CRO); Martin Luther King III, keynote speaker at GAO's Black History Month program; Comptroller General Bowsher; Toni Jenkins (OLS); and Rodney Moore, a junior high school student-orator. The song is closely identified with the 1960's civil rights movement and the work of Dr. Martin Luther King, Jr.

noted that Dr. King was always consistent in his quest to right society's wrongs and rid the world of poverty, racism, and violence in all forms.

Although Dr. King's efforts in the 1950's and 1960's paved the way for landmark legislation granting equal rights to all Americans, many problems remain. In the United States, unemployment plagues black youth more than any other group, while homelessness and hunger afflict many people of all races. Around the world, minorities are oppressed in South Africa, Central and South America, and Asia. And, in many areas of Africa, thousands of people are threatened by a

drought-induced famine. Today's youth must be mobilized to attack these problems, Mr. King said.

Mr. King maintained that education is the key to advancement, telling his GAO audience, "The mightiest nation is the one with the most superior minds." The nation's educational system must provide today's youth with the insights needed for inspiration, he said. Young people need a sense of history to help them appreciate that the rights and privileges they enjoy today are the results of a long and hard-fought struggle, said Mr. King, who noted that "Those who have succeeded must accept the responsibility to help others less fortunate."

Bowsher Discusses New EEO Approach

In his remarks, Comptroller General Bowsher said, "For me, living the dream means molding our organization—our GAO—into one where the principles of fairness are evident in everything we do. It means creating a work environment wherein people are judged—to use Dr. King's famous words—by the content of their character, not by the color of their skin." Mr. Bowsher also discussed GAO's new approach to achieving equal employment opportunity objectives, which emphasizes individual unit goals rather than an agency-wide objective. A new Office of Affirmative Action Plans, directed by Lowell Dodge, will work closely with GAO managers to establish these goals and monitor progress toward attaining them.

Others Participate

GAO's Black History Month program generated a standing-room-only crowd in the auditorium. Several rooms where the program was shown on television monitors also were filled to capacity. Ryan Yuille, deputy director of GAO's Civil Rights Office, served as program moderator. Grady Poulard, also on that staff, spoke on the lessons he learned while working with Dr. King on voter registration drives in the South. Toni Jenkins, from the Office of Library Services, led the audience in a responsive reading in memory of Dr. King. Participants from outside GAO included soloists W. Patrick Blackwell and Detra Battle and junior high school orator Rodney Moore, who spoke about the importance that a quality education holds for black youth.

Other Black History Month Activities

The Black History Month observances were varied and included a lunchtime seminar on "The Relevance of a Positive Self-Image for a High Quality Life," led by Mr. Poulard, and a speech by Colonel Fred Cherry, the first—and for a long time the only—black U.S. prisoner of war held by the North Vietnamese.

Cherry was injured when his plane was shot down over North Vietnam. The North Vietnamese, eager to stage a propaganda coup by "quoting" a black airman who would speak against his "racist" government, held Cherry in a prison camp. Unprepared for then-Major Cherry's stamina and loyalty to his country, they tried solitary confinement, withholding medical treatment, and torture. Finally, the North Vietnamese gave him a cell-mate, Lieu-

tenant (j. g.) Porter Halyburton of Davidson, North Carolina. Their theory was that exposure to a white man from the Deep South would remind Cherry of the inequities in the United States of the mid-1960's and enlist his cooperation in their propaganda campaign.

Colonel Cherry credits his survival to the care he received from Halyburton during the months when his injuries were so severe that he could neither feed nor care for himself. Having been permitted only a brief hospital stay for major surgery, Cherry was in a full cast and would have died without Halyburton's ministrations. The two men and their families remain fast friends to this day.

Since his release from the prison camp in 1973, Cherry has worked at the Pentagon and the Defense Intelligence Agency. He retired on August 31, 1981. Eighteen months ago, he married Merceda Chandler, and he currently works as a consultant for E.H. White & Company.

The impact of Colonel Cherry's speech on his audience is perhaps best demonstrated by the fact that most of the lunchtime group stayed to quietly shake his hand and say how moved they were by his talk. A less well-known leader than Dr. Martin Luther King, Cherry is equally courageous.

Concluding the month's activities was the annual awards dinner of the GAO Chapter of Blacks in Government (BIG), during which many staff were recognized for their contributions to BIG, locally and regionally, and to GAO. Toni Jenkins received the Otha Miller award for support to the chapter and contributions to promotion of black interests at GAO.

JFMIP Holds 15th Annual Conference

Over 750 people from the financial community attended the 15th annual Joint Financial Management Improvement Program (JFMIP) conference on March 18, 1986, at the J.W. Marriott Hotel in Washington, D.C. Keynote speakers included Secretary of the Treasury James Baker and Office of Management and Budget (OMB) Director James Miller. Comptroller General Bowsher presented the Donald L. Scantlebury Memorial Awards for distinguished leadership in financial management to C. Morgan Kinghorn, Comptroller, Environmental Protection Agency, and Edward J. Mazur, Comptroller, Commonwealth of Virginia.

In the morning session, Secretary Baker emphasized the need for financial man-

agers to work cooperatively toward achieving the President's goals for improving financial management systems. Mr. Baker gave several examples showing how cooperative efforts resulted in the successful implementation of international economic policies. He discussed the management approach to difficult issues involving trade and debt of less developed countries and suggested that the same philosophy could be applied domestically to improve financial management. Mr. Baker challenged financial managers to strive for excellence and seek to attain these goals, rather than looking back at past achievements.

OMB Director James Miller discussed the importance of management in the government. He emphasized that the creation of a budget is part of the management process and that the budget process should force the right questions to be asked and answered for agency programs. Mr. Miller stated that his job, following the President's lead for management reform, is to put the "M" firmly into OMB. He outlined the major steps OMB took to develop the details of the fiscal year 1987 budget. He concluded by asking financial managers for their support in ensuring that inefficient and ineffective processes, systems, decisions, and rules be changed to improve government.

In one of the workshops, "The Future of Financial Management Under Gramm-Rudman," panel moderator David Dukes provided an overview and a brief history of the Gramm-Rudman-Hollings Act. David Mathiasen, deputy assistant director for budget analysis, OMB, indicated that the process for across-the-board budget cuts (sequestering) of fiscal year 1986 funds had worked rather smoothly. Mr. Mathiasen believed that neither across-the-board cuts nor arbitrary cuts in overhead activities were adequate substitutes for a more rational resource-allocation process.

Judith Tardy, assistant secretary for administration, Department of Housing and Urban Development, spoke positively about Gramm-Rudman-Hollings' impact on the federal financial management community. She contended that the act would force managers to establish priorities within limited resources and to accomplish objectives by using less expensive approaches, such as off-the-shelf software and microcomputers. She urged financial managers to play an important role in translating the cuts into meaningful alternatives for management.

Harry Havens, Assistant Comptroller General, discussed GAO's role in reviewing the



Attending the JFMIP conference were (L-R) Assistant Comptroller General Harry Havens; James Thomas, Department of Education; David Dukes, JFMIP; John Lordan, Office of Management and Budget; Gerald Murphy, Department of the Treasury; Comptroller General Charles Bowsher; Carol Mazur, Commonwealth of Virginia; Edward Mazur, Commonwealth of Virginia; Thomas Simon, Office of Personnel Management; James Miller, National Association of Budget Officers; and Frederick Wolf, GAO.

joint OMB/Congressional Budget Office report on the fiscal year 1986 sequestrations under the Gramm-Rudman-Hollings Act. He indicated that GAO had generally agreed with the overall estimates but had differed as to the legal interpretation applied to the act by the administration in exempting certain defense program areas. Based upon congressional requests, GAO would perform selected audits of agency programs where the cuts were made. Mr. Havens also discussed the recent federal appeals court decision on the constitutionality of the Comptroller General's role under Gramm-Rudman-Hollings.

Other speakers included

- Brian Usilaner, associate director of GAO's General Government Division, provided a central agency's perspective on productivity and emphasized the importance of changing the management and behavior process to institute a good productivity program.
- Fred Wolf, director of GAO's Accounting and Financial Management Division, discussed quality reviews of CPAs. The Inspectors General (IGs) are to ensure that audits performed by nonfederal auditors

are carried out in accordance with GAO standards. GAO, which has started to perform peer reviews of IGs' activities in this area, completed one at the Department of Commerce in 1983 and is conducting similar peer reviews at the Department of Agriculture and the Environmental Protection Agency. At the request of the Congress, GAO is performing more quality reviews of CPA audits, particularly in audit work related to the savings and loan industry and grants made to state and local governments.

- James Richards, Inspector General at the Interior Department, cited some of the President's Council on Integrity and Efficiency's (PCIE's) major accomplishments and projects during the past 4 years. PCIE's efforts have resulted in improvements worth billions of dollars, \$500 million in recoveries from investigations, and 14,300 successful criminal prosecutions. Mr. Richards believed that, due to continuing tight budgets and shrinking resources, the government will depend more upon the private sector for audit services and less upon the government's internal resources in the future.

- Thomas Hayes, Auditor General for the State of California, said that the trend in auditing is to increase the number of performance audits, since they are the most popular with the legislature and the general public. He said that investigative audits—which are more costly to perform—will increase. He predicted increased reliance on audit data to help in decisionmaking and major changes in reporting standards to make audit reports easier to understand.

For copies of the proceedings, contact JFMIP at 666 11th Street, N.W., suite 705, Washington, D.C. 20001, (202) 376-5415. The *Review* thanks JFMIP Assistant Executive Director Doris Chew for this information.

GAO's School Partnership Program Celebrates First Anniversary

The 1986 spring season marked the first anniversary of a GAO outreach program involving the Walker-Jones Elementary School, located near GAO headquarters in Washington, D.C. The arrangement, called the School Partnership Program, offers a

variety of programs and services designed to enrich the school's curriculum, broaden the horizons of its 600 students, and provide guidance to its 40 faculty and staff members. In 1985, nearly 85 students began corresponding with an equal number of GAO staff members who had volunteered to serve as pen pals under the Program. In 1986, about 60 students and GAO staff were matched as pen pals, and the program was extended to include pen pals from the second grade. The program has involved GAO's sponsorship of building tours, microcomputer demonstrations, and workshops on alcohol and drug abuse for students and on stress management for the school staff.

In the Program, pen pals first exchange get-acquainted letters. GAO staff introduce themselves and describe their jobs in a two-page letter "printed in their best penmanship." Topics of weekly letters include personal hobbies, family profiles, favorite places to visit, interesting anecdotes, or personal goals. Pen pals meet each other at a social event held at the end of each school year.

The Program's 1986 coordinators, Rusty Glazer and Theresa Buffalow of the Office of Organization and Human Development (OOHD), shared some excerpts from students' letters. One youngster noted that he was "excited about having a pen pal. . . . Do you know that I took a picture for citizenship (class), and I did a perfect Dr. Martin Luther King, Jr., speech?" Another

student wrote that he "will be 11 years old. I am a very good math student. . . . I also enjoy computers."

The Program's goals are aimed at contributing to the students' success and self-esteem as well as establishing an active partnership between the Walker-Jones staff and GAO. The Program, including the tours, seeks to raise student and faculty awareness of GAO's role and mission in the government process and provide meaningful learning experiences for students by increasing their awareness of computer technology. The staff seminars present strategies that teachers can use to cope with stress and combat alcohol and drug abuse in the school.

For more information on the School Partnership Program, call (202) 272-3475.

Latin America, Other Offices To Close

GAO will close its Latin America Office on September 30, 1986, and transfer the Office's staff and mission responsibilities to other agency organizations. Comptroller General Bowsher, announcing the decision in a February memorandum to heads of divisions and offices, emphasized the need to constantly seek ways to improve the efficiency and timeliness of GAO's work. Recent changes in the work load of the Latin America Office—most notably the significant efficiency gains made in conducting the Panama Canal Commission audit—prompted GAO to review the need for per-

manently assigned staff in Panama City, where the Office is located. After discussing the issue with congressional representatives and affected GAO staff, GAO carefully reviewed the alternatives and decided that it could fulfill its mission requirements more economically in Central and South America by using staff on temporary-duty assignments.

The Latin America Office (see the spring 1983 *GAO Review*) was created 8 years ago after many years of important, ongoing audit work in the region. Although its initial audit work specifically related to the Panama Canal, GAO began to perform "country-wide reviews" and "country cognizance" reviews in Latin America during the 1960's and 1970's. The Office's other audit work included reviews of foreign assistance through the Interamerican Foundation; trade, energy, and finance in the region; national security issues; and the management of foreign affairs.

The Anchorage, Alaska, and Cocoa Beach, Florida, sublocations also will close in September. Changing priorities, decreasing work load, and opportunities for economies in operations were the primary reasons for the Comptroller General's decision. The Anchorage staff will be transferred to the Seattle Regional Office, and the Cocoa Beach staff will be transferred to the Atlanta Regional Office.



Students, faculty, and GAO staff complete tour of GAO's Training and Career Development Center.



Walker-Jones Principal William Blaylock (L) discusses Program with Partnership Program coordinators Frank Davis (C) and Rusty Glazer (R) of OOHD.

A Day at the Supreme Court: Observing the Gramm-Rudman Hearings

Ed. note: This day in the history of GAO was experienced by Cindi Marszalek and Brad Richards, whose account takes you "on location." Ms. Marszalek is an evaluator with the National Security and International Affairs Division. She was a member of the January 1986 GAO Gramm-Rudman-Hollings team that assessed defense programs and provided material for the Comptroller General's sequestration order to the President. She received a master's degree in public administration from George Washington University and a B.S. in human development from the University of Connecticut. Mr. Richards is an evaluator with the Washington Regional Office. He is assigned to the Gramm-Rudman-Hollings team responsible for preparing the 1987 report and evaluating the budgetary and financial reporting systems of the Department of Defense. Mr. Richards received a master's degree in political science from the University of Kentucky and master's degrees in public administration and journalism from the University of Rhode Island.

Time: 10 a.m., April 23, 1986

Place: The Supreme Court of the United States

"Oyez! Oyez! Oyez!" intones the Clerk of the Supreme Court, "All those having business before this Supreme Court bring forth your claims. God save the United States. God save this Supreme Court." The significance of the moment cannot be described; civics class text-books cannot capture the dignity or the sense of history that the courtroom imparts as the Justices file in and seat themselves on the bench. Chief Justice Warren E. Burger sits at the center, flanked by Justices William J. Brennan, Jr., and Byron R. White, senior members of the Court. The Justices posture themselves for the 2-hour hearing that will soon begin: Justice Brennan, face in hand, pensive; Justice White, the athlete, sturdy and perfectly straight backed; Justice William Rehnquist, the constitutional scholar, casually sits in a large chair; and to Chief Justice Burger's far right—Justice John Paul Stevens, who angles his body across the bench toward the attorney's table in the center of the room. Mr. Lloyd Cutler (attorney of record for the Comptroller General) stands and after being recognized by the Chief Justice, begins his oral argument concerning the duties delegated to the Comptroller General under Gramm-Rudman-Hollings (P.L. 99-177).

The 99th Congress passed the Balanced Budget and Emergency Deficit Control Act, popularly known as Gramm-Rudman-Hollings, in an attempt to control the growing federal deficits. The legislation requires the Comptroller General to produce a report to the President certifying the need for budget cuts and directs the President to issue a sequestration order to rescind funds across the federal budget for the next fiscal year. Because of its unprecedented approach to budget control (a statutory economic formula to produce across-the-board budget reductions and the unique role of the Comptroller General), the Act contained expedited procedures for judicial review. Upon passage, Public Law 99-177 was immediately challenged in the U.S. District Court by 12 members of the House of Representatives and the National Treasury Employees Union (NTEU).

Two legal doctrines of constitutional law served as the basis for the challenges: (1) separation of powers and (2) delegation of authority. On February 6, 1986, a three-judge panel of the U.S. District Court for the District of Columbia unanimously ruled that the provision of the law under which the Comptroller General ordered the President to issue a sequestration order was unconstitutional on the ground that it vested executive power in the Comptroller General, an officer removable solely by the Congress. The Comptroller General, the Senate, and the House of Representatives filed appeals with the Supreme Court of the United States. The Supreme Court scheduled an unprecedented 2-hour argument period for April 23, 1986. Each side of the appeal was granted 1 hour for argument.

We make plans to arrive at the Supreme Court after meeting at Bob's Famous Ice Cream on Massachusetts Avenue in Washington, D.C., at 5:30 a.m. We are the fourth and fifth in line, joined by a Texas state office staffer, a law student, and an employee of a legal association. The sun has not yet risen, and the 36-degree temperature is challenged by winds that make it feel unmercifully close to 10 degrees. Spring is on annual leave, and in a very short time, we are wondering whether *Marbury v. Madison* (1803), which established judicial review, had waiting lines. As the morning wears on, the sun rises; the temperature does not. A disheveled man

wearing a sandwich board joins the growing crowd and paces the esplanade, exercising his first amendment right of individual protest. The message appears to be an exposé of the judicial system's ties with interplanetary invaders bent on conquering earth: quite an odd backdrop for the controversy that marks the day.

After 2 1/2 hours in the cold, a Supreme Court policeman allows us to visit the Supreme Court cafeteria. It is quite fortuitous that we are allowed in at that moment; Justice Harry Blackmun and his attending clerks sit down to breakfast at the table adjacent to ours. Outside, the scene has changed drastically. The public admission line has grown—it extends down the esplanade, past the stairs, and is beginning to stretch toward the Library of Congress. Entering the courtroom at 9:50, we spot Senators Phil Gramm and Warren Rudman; other members of the Congress who are members of the Supreme Court Bar; Comptroller General Charles A. Bowsher and Mr. Elmer B. Staats, former Comptroller General; Mr. James Miller of the Office of Management and Budget; and the attorneys of record at the tables before the bench. As the hour of decision nears, we sit and patiently await the entrance of the Justices.

10:01 a.m.: Mr. Lloyd Cutler

Mr. Lloyd Cutler, representing the Comptroller General, argues that the Comptroller General is an officer of the United States. The Justices begin what will end as an intense 2-hour inquiry. First, the Chief Justice, followed by Justices White, Sandra Day O'Connor, and Rehnquist. Is the removal of the Comptroller General subject to judicial review? Are the legal citations Cutler's sole authority for his argument? What would happen if the Court declared the removal provision of the 1921 Budget and Accounting Act null? The questions continue. . . Justices White, Rehnquist, again White, Brennan, Stevens. Mr. Cutler fields each question and proceeds with his argument. The Justices are listening and probing Mr. Cutler's presentation to understand its every nuance. He asks the Court to consider a point: If the Comptroller General is an independent officer of the United States and the removal clause of the 1921 Act interferes with this role, then the Court should strike the 1921 Act down and not the Gramm-Rudman-Hollings Act. Bringing this part of the presentation to a close, Chief Justice Burger asks Mr. Cutler whether he thinks the 1985 law is "slightly or partially unconstitutional." The courtroom echoes with laughter, but Mr. Cutler

saves the moment by answering that there are several ways to respond to that question and that the argument put forth by the Solicitor General is an extreme one.

10:21 a.m.: Mr. Steven Ross

Mr. Ross, representing the House of Representatives, argues that the Comptroller General was picked as the arbiter in the Gramm-Rudman-Hollings legislation because of his impartiality, a role consistent with the duties of an administrative officer of the United States. Justice O'Connor leads this barrage of legal inquiry. Is the Comptroller General an employee of the legislative branch? What has he done and what does he do for the administration? Are any of the functions assigned to the Comptroller General executive in nature? Justices Stevens and Rehnquist and Chief Justice Burger pursue follow-up questions. The courtroom heats up as does the exchange between the bench and the attorney, Mr. Ross. Twenty minutes pass, and with clockwork precision, Mr. Ross defers to the Senate Counsel, Mr. Michael Davidson.

10:41 a.m.: Mr. Michael Davidson

Mr. Michael Davidson represents the Senate and argues that the duties delegated to the Comptroller General under the Gramm-Rudman-Hollings Act are not unconstitutional. He also responds to an earlier question posed by Justice O'Connor regarding the work GAO does for the administration. Mr. Davidson responds that the Comptroller General renders opinions on executive branch disbursements and expenditures. Mr. Davidson's argument captures the attention of the Court; his detailed presentation draws smiles from the Justices as he weaves the history of the delegation-of-authority doctrine from its origins in the *Federalist Papers*. In closing, Mr. Davidson states that the delegation of authority is the essence of the legislative function, found in the first article of the Constitution.

Scarcely seconds before Mr. Davidson's words have finished echoing in the room, Justice Thurgood Marshall wittily reminds Mr. Davidson that he learned that fact in high school.

11:00 a.m.: Mr. Charles Fried

The Chief Justice recognizes Mr. Charles Fried, Solicitor General of the United States. Mr. Fried argues that the role of the Comptroller General in the Gramm-Rudman-Hollings law is unconstitutional because: (1) under the 1921 statute, the Comptroller General is an officer of the

Congress, subject to removal solely by the Congress, and (2) the powers delegated to the Comptroller General are executive functions affecting the whole of the government and should be held only by an executive that serves at the pleasure of the President. Mr. Fried suggests that other independent administrative agencies will be unaffected if the Court strikes down Gramm-Rudman-Hollings. Arguments to the contrary, he adds, are merely a scare offered by the appellants in the case. Justice O'Connor responds by confessing that Fried "had surely scared me with wielding that power." All but the Justices react with laughter. Justice O'Connor notes that Fried's argument is novel; the Federal Reserve establishes policies that affect the financial structure of every institution of this country. Fried responds that while agencies like the Federal Reserve make policy with implications for other agencies, the Comptroller General, under this Act, takes an unprecedented action in presenting an order to the President. Finally, Fried argues that if the Court nullifies the removal clause of the 1921 Act, it would make the Comptroller General irremovable.

11:20 a.m.: Mr. Alan Morrison

Mr. Alan Morrison represents the 12 members of the House of Representatives who filed suit challenging the constitutionality of the law. Mr. Morrison argues that the delegation of duties under Gramm-Rudman-Hollings is unconstitutional because it represents an "excessive delegation" of authority to an officer of the United States. He states that the duties delegated to the Comptroller General more properly belong to the elected representatives of the government, who would bear accountability for the decisions made. The Congress, he suggests, is attempting to define an elaborate mechanism to reduce the budget without raising taxes or cutting spending programs. Chief Justice Burger asks Mr. Morrison whether he would object to the Gramm-Rudman-Hollings authority if it were delegated to administrative law judges, who make binding decisions but are not subject to removal. Mr. Morrison restates that this particular law's delegation would be improper regardless of the official, because the ultimate responsibility for these decisions should rest with elected officials. Mr. Morrison concludes, saying that the role of the Comptroller General was put in the bill to allow the Congress to keep its hand in the budget process and not to follow the separation-of-powers doctrine.

11:40 a.m.: Ms. Lois G. Williams

Ms. Lois Williams represents the National Treasury Employees Union before the Court and argues that the delegation of powers to the Comptroller General unfairly deprived the NTEU members of their cost-of-living increase in January 1986. Ms. Williams states that the role of the Comptroller General is central to the case under consideration. Justice Burger asks the first question of the final presenter. Did Ms. Williams bring her argument to the Court questioning the delegation of powers under Gramm-Rudman-Hollings? Ms. Williams states that her argument concerns the separation-of-powers doctrine. The dialogue between the two is sharp, penetrating; Justice White fires question after question at Ms. Williams. Chief Justice Burger and Justice Marshall both comment that the Comptroller General is an agent of the Congress, Justice Burger stating that the role is that of an arm or an agent and Justice Marshall making a subtler reference concerning to whom the Comptroller General is accountable. Ms. Williams fields the questions and responds to each Justice's query. We believe that the Justices are using Ms. Williams' argument to sharpen their understanding of the nuances of the arguments presented before them this morning. After a final question from Justice Stevens, Ms. Williams returns to her seat at the stroke of noon.

Mr. Cutler is allowed time to rebut the arguments made by the opponents of the law. Chief Justice Burger accepts the case for decision at 12:10 p.m. The Justices exit quickly. As the courtroom empties, the previously quiet and observant crowd turns to vociferous speculation. We make our way out of the courtroom, grateful for the opportunity to stand and stretch after 2 hours on those hard-backed chairs. Outside on the esplanade, the press mills about Senators Gramm and Rudman, eager for their comments on the proceedings. The attorneys for both sides are also interviewed for the details of their arguments before the Justices. The public admission line is now much shorter; a junior high school class trip stands in line waiting for the afternoon session of the Court. The tourmobiles and lunchtime strollers seem oblivious to the milling crowd or the significance of the proceedings that have just occurred.

See Location, p. 40

Manager's Corner

*This feature was coordinated by Ross Laguzza,
Office of Organization and Human
Development.*

Managing Information Technology

Changes in the way GAO uses computer technology have raised many questions about the appropriate application of hardware and software to professional and support staff functions. In this issue's "Manager's Corner," Joseph Quasney, associate director, Information Management and Technology Division (IMTEC), and Elizabeth Powell, IMTEC Information Center, critique a book that argues for a generalist approach to the management of information and information technology. Next, James T. Campbell, special assistant to director, operations, Office of Information Resources Management, reviews a book that addresses computer technology questions from a generic, yet moderately controversial, perspective. Mr. Campbell's review focuses on the merits of the book and discusses some of the important management considerations and challenges associated with using computer technology as an organizational resource. The reviewers also provide timely commentaries on the status of computer technology at GAO.

Regional Offices' Study

In a similar vein, we present the findings of an Office of Organization and Human Development (OOHD) project team that studied the introduction and dissemination of computer technology in three GAO regional offices. Before 1980, each of the regional offices studied demonstrated a great deal of ambivalence about the use of computers and word processors. Automatic data processing (ADP) was seen as a specialist function, and word processing (typing) was viewed as a secretarial task. In addition, negative management and staff attitudes toward ADP, lack of computer technology experience, and a general fear of computers combined to hinder the assimilation of ADP in each office.

To address these obstacles to increased ADP use, management in all three offices endorsed a strategy for raising staff awareness of the new technology. Management in two of the offices encouraged the emergence of "key users" from the audit ranks to serve as role models for the rest of the staff. Typically, these individuals were experienced and well-respected evaluators. By giving these key users access to training and equipment and providing time to experiment with the new technology, management was able to positively influence staff and develop excellent ADP resource people.

All three offices increased awareness by publicizing innovative ADP uses. These approaches were supplemented by the high-quality, job-specific training and technical support provided by technical assistance groups (special advisory staff with ADP skills). In addition, the leadership in all three offices recognized that the workplace culture (values, attitudes, norms, and procedures) needed to change to take advantage of new ADP resources. The overall effect of these approaches was to accelerate the use of ADP. Once given a chance, the technology sold itself, and users became leaders for innovation.

Important Tasks

The movement toward using and assimilating sophisticated ADP resources into GAO's procedures is just beginning. OOHD's study suggests that obstacles can be overcome by effective leadership and resource management. One important task for leadership is to identify routine applications and find the best software to support these typical applications. Another critical task is to continue to redesign work and organizational processes to take advantage of the powerful new tools that we possess. The dynamics at this stage of innovation are challenging: Managers will

be required to handle conflicting organizational pressures, and users will face significant changes in how they do their work. The long- and short-term effects on job roles and responsibilities at all levels should be carefully considered. (For details on ADP use at GAO, see the summer *Review*, 1984, article by Fred Gallegos entitled "Integration of New Technology Into Regional Office Operations.")

The Knowledge Executive: Leadership in an Information Society

By Harlan Cleveland
E. P. Dutton, New York: 1985

Reviewed by Joe Quasney and Elizabeth Powell

Ed. note: The opinions expressed in this review represent the authors' impressions of this topic area. The ideas and opinions do not necessarily reflect the opinions of other GAO personnel or organization policy.

Harlan Cleveland's book, *The Knowledge Executive*, examines a key dynamic of our time: the information explosion resulting from the development and subsequent fusion of computer and communication technologies. Cleveland focuses on the organizational and social implications of the information revolution; in particular, he addresses the requirements for leadership in a complex, information-rich environment.

Need for a New Kind of Leader

Cleveland believes that a critical need exists for a type of leader—a "knowledge executive"—who is comfortable with complexity and able to harness technology to achieve human purposes. The knowledge executive must be a generalist but, ideally, one who has "graduated from being an expert." This executive needs to be broad in

perspective, skeptical of inherent assumptions, curious about science-based technologies, eager to pull people and ideas together, interested in fairness, and self-confident enough to act decisively.

From Industry to Information

During the past decade, the rapid advances in information technology and the resulting information explosion have affected the way all of us live, work, and play. It is now widely understood that we are moving from an industrial society that relied primarily on physical resources to a society that values information as the most important resource. However, it is less widely understood that information resources and technology cannot be effectively managed by relying on concepts that have been used for centuries to manage physical resources. Cleveland devotes most of this book to a discussion of the implications of managing information resources as opposed to physical resources.

Traditionally, social and organizational power structures have been built by limiting access to and controlling use of scarce physical resources, Cleveland asserts. Because the characteristics of information resources are different from those of physical resources, the shift to information as a key has undermined the traditional hierarchy and bases of power. Hence, individuals who are able to understand complexity, analyze alternatives, mobilize available technology, and create a consensus for action—generalist knowledge executives—are destined to become the new leaders.

Drawing extensively on his personal leadership experiences in government and academia, Cleveland has written a highly readable assessment of the continuing impact of the information revolution on social organization. He writes convincingly on the merits of the knowledge executive, and the reader can easily join him in "celebration of the get-it-together" profession.

Implications for GAO

Although *The Knowledge Executive* does not address several key issues related to information technology management within organizations, the book certainly does have implications for GAO in several areas. GAO is in the information business. The basic mission of the agency is to collect and analyze information and provide assessments and recommendations based on this information to our clients, chiefly the Congress. Cleveland singles out GAO, along with its sister agencies, the Office of

Technology Assessment and the Congressional Research Service, as prime examples of organizations involved in the type of technology assessment that he believes is essential to harness technology to human purposes. Almost all GAO staff, he points out, can be classified as knowledge workers performing work directly related to or supportive of GAO's primary mission.

It is ironic that knowledge-intensive government organizations have been so slow to appreciate the full potential of automation and to use it to improve their work. While GAO has used computerized systems for several years, particularly in the administrative area, we have only recently begun to automate significant portions of our mission work. Recent advances in information technology, however, particularly the fusion of computing and communications, are especially promising. Specifically, providing automated tools such as microcomputers to our staff will increase productivity in the audit process. However, dramatic improvements will depend on our successfully linking the different automated systems and tools supporting the flow of information from initial data collection and analysis to final report production and distribution.

GAO is making significant improvements in this area. The recent formation of the Office of Information Resources Management and the use of strategic planning in this organization afford us an opportunity to capitalize on information technology in support of GAO's mission. We can all support and participate in the process by which a strategic plan is formulated and shaped. Cleveland's book addresses this process in an interesting way that may help us understand how technology is altering the way GAO and other organizations do business.

Generalist/Specialist

Cleveland emphasizes the need for generalist leaders, rather than specialists, within organizations. He clearly states the necessity, however, for both kinds of people to work together with mutual respect and dependence.

Until recently, GAO has engaged in little strategic thinking on how information technology can best be used to improve the way we do our work. One reason for this is that GAO has not traditionally maintained its own staff of computer and communication experts charged with staying up-to-date on information technology and recommending how technological advances might be used to improve our overall operations.

The addition to GAO of staff with substantial expertise in the computer and telecommunications fields will benefit GAO directly in a technical sense and increase the areas of expertise from which future generalist leaders can be selected.

GAO has long emphasized the importance of the generalist throughout the organization. If there is one area in which additional breadth would be particularly useful to the leadership of the agency, it is the area of information technology. Our generalist executive needs greater understanding of information technology management and how it differs from the management of other resources. If, through strategic planning, an effective information technology were created, greater opportunities would exist for those generalists who understand the new information technologies, can use them effectively on the job, and can interact easily with computer experts.

Opportunities

In an information-rich world, GAO has significant competition from other information organizations for the attention of decisionmakers. The news media, lobbying groups, executive branch agencies, and our sister congressional agencies all seek to provide information and analysis that will influence decisionmakers and shape public policy and opinion. Many of our competitors have already recognized the need to make optimal use of new information technologies, and members of the Congress are increasingly knowledgeable about the use of information technology. For GAO to maintain a strong and effective voice, it must move as rapidly as possible toward greater automation of its internal operations and its audit and reporting processes while remaining attentive to the possibilities offered by future developments in this rapidly changing field.

The Silicon Idol: The Micro Revolution and Its Social Implications

By Michael Shallis
Schocken Books, New York: 1984

Reviewed by James T. Campbell

Practically everyone exposed to microcomputers seems to readily accept that their effects are friendly or, at least, neutral. Shallis questions the neutrality of the computer; in fact, he argues that it is more than friend. His concern and underlying premise in *The Silicon Idol* is that technocrats and the government are introducing computer technology into the fabric of our society before most people are prepared to understand what this technology is all about.

Machines or People?

Shallis describes the anthropomorphic qualities people ascribe to computers, claiming that people become seduced by technique into an illusory world: Mystified by the speed, power, and versatility of the machine itself, they lose track of its real purpose as a tool or a means to an end. They put information and instructions into the machines and receive information back, a process that simulates communication between people. By substituting the fantasy world of the terminal and television screen for the real world, people become isolated from direct experience. This kind of communication, he contends, is not wholesome, for it involves only limited parts of human consciousness.

Technology as a Tool

Shallis also argues that technique should be a means of achieving a goal and that technique as an end in itself is no end at all. He contends that technology for its own sake is not progressive if it causes unemployment or strips people of their skills, pride, and traditions. In particular, he believes that miniaturizing computer hardware is profoundly affecting our lives by allowing the technology to infiltrate our entire society: The invasion of the chip has created a transforming power all around us, and remaining immune to the changes brought about by the new technology is impossible.

Technological Advances

Shallis predicts that technological changes will become even more pervasive in the future. The development of "artificial intelligence" or "expert systems" that mimic human intelligence illustrates his point. Once machines can be programmed to "learn," they can then be "taught" to become "experts" and can excel at "teaching" others. The technology will, he asserts, profoundly affect other areas, such as the following:

- Voice recognition programs may eventually enable us to embed a chip in a plastic card to prevent fraud and misuse in validating credit and electronically transferring funds.
- Increased use of robots is inevitable. Japan already has an automated robot factory that works day and night. The human work force checks the robots' work during the day, and, after the people have all gone home, the robots continue the factory work.

- As money is transformed into bits of information that are passed around electronically, we may eventually become a paperless, cashless society.

- TV terminals may eventually serve as input and output devices, so that viewers can comment on and criticize programs they are watching. Polls could then be taken on issues, and democracy could be extended instantly to political decision-making.

The Human Impact

Shallis contends that employment and the nature of work will be affected most acutely by the information explosion. One obvious and immediate impact could be a reduction in the labor force.

Word processing and electronic filing have increased secretarial productivity by between 100 and 150 percent. As we have already begun to experience in GAO, many organizations are finding that they can dispense with large typing pools by giving additional computing power to typists. Because most secretarial work is performed by women, they are the first to suffer the effects of converting the office to the new technology.

When the word processor becomes part of a network that includes electronic storage and information dissemination, the system becomes even more powerful. Because executives and managers are attracted to gaining direct access to information without the aid of file clerks or secretaries, the implications for an information-intensive organization such as GAO are obvious and significant.

Isolation and Stress

With the increase in office automation, people relate more to their keyboards and monitors than to other people, and the feeling of being cut off is heightened. The sameness and blandness of computer terminals reduce the sharpness of human faculties, producing a dependency on, even an addiction to, the technology. This isolation from human contact, Shallis argues, can lead to poor mental health and increased stress, not only at work but at home. Shallis says that work becomes not the fruit of a person's labor but the "output of the machine, the means and the end." Automation takes away our ability to work in cooperation with others and all that is gratifying about the cooperative enterprise.

The Computer as Silicon Idol

Shallis considers the computer a false god, a silicon idol that is inherently antihuman

because people tend to subordinate themselves to all-powerful machines. Believing in this "power effect," he says, reduces our control over technological development. Shallis' concern is that we will allow the "progress" of technology to continue until it is too late to do anything about it, and we will then be forced to find ways to adapt ourselves to it.

Arguments Are Compelling Though Overstated

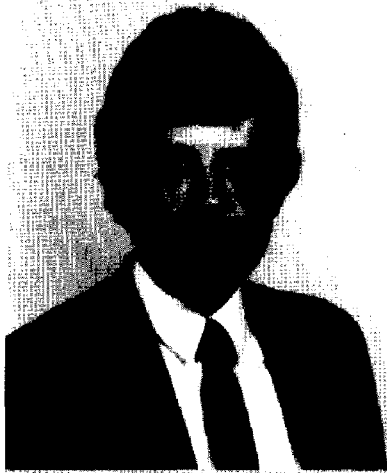
Although I find Shallis' arguments compelling, I think he overstates his case, which detracts from his otherwise credible arguments about the ill effects of computers on individuals and society in general. Shallis' basic argument is that we must exercise common sense in using computer technology and not allow it to determine our ends. But he presents no convincing evidence to suggest that we should abandon the technology altogether, so his boastful claim that he has "never owned a computer and with the exception of once owning a digital watch for 2 years, never will" is meaningless.

Similarly, his final chapter's advice on how to handle the intrusion of computer technology—or, in his words, "alien intelligences" and "little green men"—into our society is, again, exaggerated. "A sane response to the technology," he writes, "must surely begin with a recognition that the new technology is harmful, is irrelevant, comes from the desire to control and dominate, and is best left alone, not compromised with." Such statements do little to advance his basic premise that we should be free to accept or reject the technology, depending on whether or how it provides a means to an end we select.

Relevance to GAO

Certainly, the implications of information technology as detailed in *The Silicon Idol* are relevant in many ways to GAO. We may not have thought enough within GAO about what ends we seek to achieve with the technology. Perhaps we need to define more clearly the future state we desire and to specify how we will use the technology to achieve that state. We must neither allow computers to dictate our ends nor blindly accept that more technology is always good. Our strategy for achieving the desired future state must consider all the issues related to the effects on our people of the massive infusion of the technology into practically all aspects of our work lives. In particular, we must ask:

See *Manager's*, p. 40



Topics in Evaluation

Carl E. Wisler

Mr. Wisler is an associate director in GAO's Program Evaluation and Methodology Division.

This issue's topic is reasoning from evidence to conclusions.

In previous articles, we have discussed various designs, measurement methods, sampling strategies, and analysis methods that we can use to acquire and analyze the evidence upon which we base conclusions. In this article, we examine the structure of the reasoning process for answering questions and look at how the various methodologies fit into that process. In the process, we will show how answers to empirical questions are derived from accumulated evidence. Before discussing a general framework for reasoning from evidence to conclusions, however, we will look at a particular example.

TCDD and the Vietnam Veterans

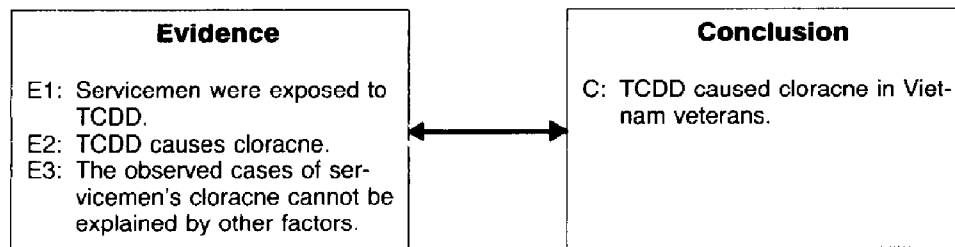
Dioxin is the name for a family of chemical compounds of which one member—2,3,7,8-tetrachlorodibenzo-p-dioxin, or TCDD—has been shown to be extremely toxic for certain animal species. Since evidence suggests that TCDD is widely distributed in the environment, it is important to know how harmful TCDD is. Probably the best-known instance of possible harm from TCDD is the case of military personnel in Vietnam who were exposed to Agent Orange contaminated with TCDD. The herbicide Agent Orange was used extensively in Vietnam, and it contained some amount of TCDD as a contaminant from the production process. Many veterans believe that health problems, such as cancer, nerve disorders, and cloracne (a skin rash), as well as birth defects in their children, are a result of exposure to Agent Orange. The case of Agent Orange illustrates some points about evidence. (See "Vietnam Veteran vs. Agent Orange: The War That Still Lingers," by John Hansen, spring *Review*, 1981.)

Reasoning About the Effects of Agent Orange

Did TCDD cause health problems for Vietnam veterans? Three kinds of evidence are important in trying to reach a conclusion on this question: the extent of exposure of individuals to TCDD, the health effects caused by exposure to TCDD, and possible health problems that were not caused by TCDD. If a claim is to be made that TCDD caused health problems for Vietnam veterans, then an argument must be presented that proceeds from the evidence to the conclusion. One possible line of argument is depicted in Figure 1. For example, if the evidence is strong that a group of servicemen were exposed to TCDD (E1), that TCDD causes cloracne (E2), and that the observed cases of cloracne among the former servicemen cannot be well accounted for by other causes (E3), then a relatively strong argument can be made for the conclusion (C) that TCDD caused the cloracne observed in Vietnam veterans. Different evidence might lead to a contrary conclusion, and weaknesses in the evidence would lead to a correspondingly weak conclusion.

The real world is very complicated. For example, we do not know exactly who was exposed to TCDD. Some service records evidently were lost during the evacuation of Vietnam, and other records were later destroyed in a fire in St. Louis. Furthermore, while animal tests show that TCDD is very toxic, especially for certain species, epidemiological studies about some TCDD effects on humans give ambivalent results. What is more, the observed health problems of Vietnam veterans could have had a variety of causes. As a consequence of these and other considerations, the reasoning becomes more complex and the con-

Figure 1 A Hypothetical Argument



clusion less certain. It helps to have a systematic way to structure the reasoning process.

A General Framework for Reasoning From Evidence to Conclusions

A general framework has been developed that can be used in reasoning from evidence to conclusions regardless of the subject at issue. When applied to evaluations and audits (and some other forms of empirical inquiry), the framework is represented by Figure 2. The schematic is based upon a more elaborate treatment set forth by Toulmin (1958) and further explicated by Toulmin, Rieke, and Janik (1979). Although the full framework has six elements (evidence, warrant, conclusion, backing, qualifier, and rebuttal), we treat only the first three here.

The evidence (E) is the informational or factual part of the framework. The conclusion (C) is the claim we are making as a consequence of the reasoning process. The warrant (W) is the principle or license that authorizes us to draw the conclusion from the evidence. The warrant says that C follows from E because a certain principle applies to using the evidence in an argument. The use of the term, "warrant" thus corresponds to its everyday usage as in "your conclusions are unwarranted."

To illustrate the framework using the Agent Orange example, suppose that one part of the evidence, based upon epidemiological studies, is that TCDD probably does not cause cancer in humans. The warrant might be that epidemiological evidence is necessary to establish TCDD's effects on humans. Then, E and W lead to the conclusion that Vietnam veterans' health prob-

lems were probably not caused by exposure to TCDD.

In dissecting the reasoning process, a useful feature of the Toulmin framework is that the factual evidence tends to be separated from the warrant. This distinction helps to clarify disagreements about the reasoning process; it may be especially important in those relatively common cases in ordinary discourse where the warrant may not be explicitly stated as part of the reasoning process. In the Agent Orange illustration, it helps to realize that in the reasoning presented, *only* epidemiological evidence is considered acceptable in drawing a conclusion. A critic might argue that the warrant should be different; that animal test data should be taken into account.

Support for a Conclusion

Because warrants are so important to the reasoning process, they bear a closer look. In the evaluation or audit adaptation of the Toulmin model, the support or warrant for a conclusion rests largely on four considerations: (1) the designs used to produce the evidence, (2) the measurement methods, (3) the sampling strategies, and (4) the analysis methods. Evidence will support a conclusion only through these four factors because they account for how the evidence came into being. We will consider how these four factors affect the reasoning process in the following paragraphs.

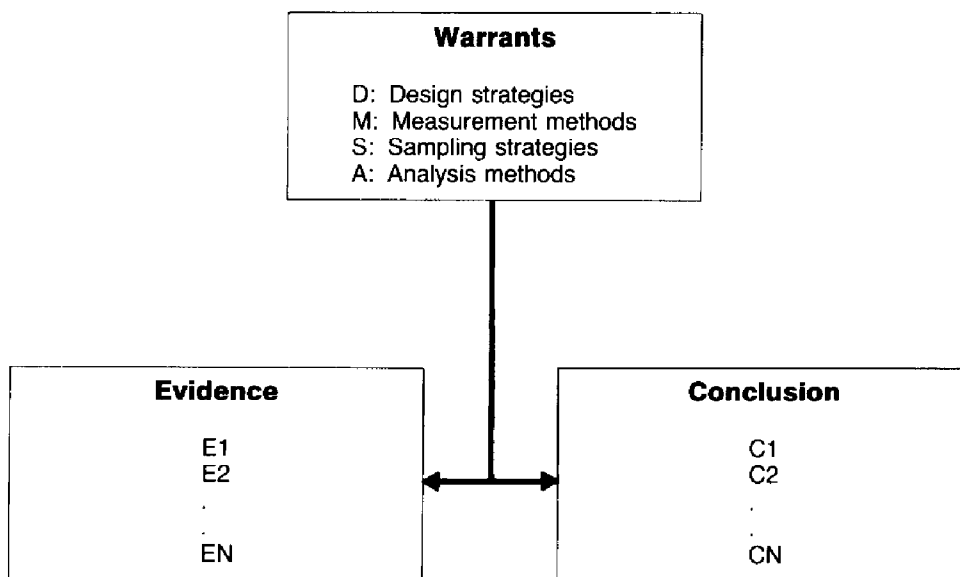
Four Design Strategies

In an earlier article ("Topics in Evaluation," summer *Review*, 1983), we outlined four basic design strategies: a sample survey, a case study, a field experiment (or comparative design), and the use of available data. Within these four broad categories, many design variations are possible. The support for a conclusion is largely determined by the appropriateness of the design and how well the design was executed.

In the case of trying to draw conclusions about the effects of TCDD on Vietnam veterans, at least two design variations have been used.

One kind, true experiments with animals, produces evidence from which strong conclusions can be made about the effects of TCDD on the animals tested. However, that evidence is also relatively weak with respect to permitting generalization from animals, such as guinea pigs and monkeys, to humans. Other designs, such as epidemiological studies of humans, produce evidence that is relatively weak as a basis for

Figure 2 A Framework for Reasoning



causal inference. However, such evidence does not require an argument to show that conclusions about lower animals also apply to humans. This ancillary argument, that human reactions resemble those of lower animals, should itself be supported by empirical evidence.

Measurement Methods

The support for a conclusion also depends upon the measurement methods used. Direct observation of conditions and events; interviews, either in person or by phone; and questionnaires are the more common measurement approaches. All three approaches were used in accumulating evidence in the Agent Orange case.

Many things can go wrong in the measurement process. In the Agent Orange case, for example, some of the information about exposure to TCDD was acquired from veterans years after exposure would have taken place. Uncertain knowledge about events during the Vietnam war and faulty memories may lead to considerable measurement error. Some veterans may have been exposed to TCDD but failed to report it, while others may have mistakenly reported exposure. The amount and type of exposure, which may be important considerations, are almost certainly subject to even greater error. To the extent that we have measurement error, our conclusions will be weakened.

Sampling Strategies

Because it is seldom possible to acquire information about every relevant condition and event, sampling strategies frequently have an important bearing upon the support for a conclusion. A criticism of one of the Agent Orange studies was that it dealt only with Air Force personnel and did not include Army forces. This complaint illustrates a key point about sampling strategies: We may have evidence about one set of entities, but we may want to draw conclusions about a larger population of entities. Our ability to reason this way, to generalize to the population, depends upon the nature of the entities and the phenomenon in question and on how we draw the sample. In the Agent Orange case, it might be hard to draw strong conclusions about TCDD effects on Army personnel because Air Force servicemen, the ones we have evidence on, might have been subject to a different type of TCDD exposure.

Analysis Methods

The fourth major consideration in drawing conclusions from empirical evidence is the analysis method used in drawing infer-

ences from the facts. For example, in some of the epidemiological studies of Agent Orange effects, comparisons were made between the health problems of persons reportedly exposed to Agent Orange and persons not exposed. The groups used in such studies can never be quite equivalent in terms of factors such as genetic composition, nutritional habits, and occupational history, which might be causally related to health problems. The support for conclusions based upon epidemiological studies will therefore depend partly upon the analysis methods used to adjust for group differences.

In short, support for a conclusion from an evaluation or an audit typically has four parts: the design, the measurement methods, the sampling strategy, and the analysis methods. A weakness in any part can undermine the conclusion.

As described previously, the Toulmin framework leads to a skeletal outline of an argument, a synopsis of the reasoning from evidence to a conclusion. An Agent Orange argument is depicted in Figure 3.

Real arguments may be much more complicated than those we have discussed. Frequently, the conclusion from one argument is used as evidence in another argument. The reasoning process may thus produce a chain or web of arguments. Also, the framework usually involves three additional elements—backing, qualifiers, and

rebuttals—features that add further clarity and precision to an argument.

Where to Look for More Information

Dunn, W.N. *Public Policy Analysis*. Englewood Cliffs, N.J.: Prentice-Hall, 1981. Applies the Toulmin framework for reasoning to public policy issues.

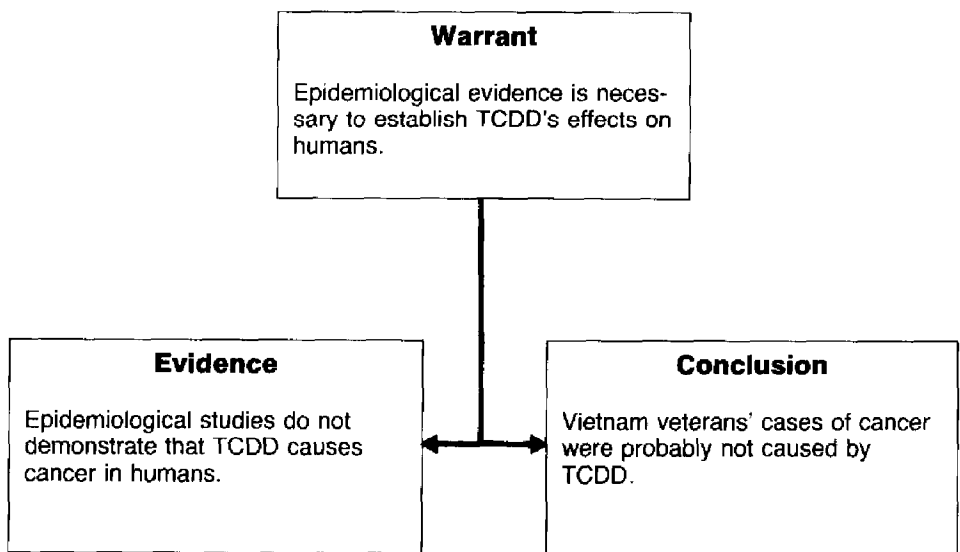
Dunn, W.N. "Reforms as Arguments." *Knowledge: Creation, Diffusion, Utilization*, 3, No. 3 (1982), pp. 293-296. Incorporates some evaluation concepts, such as threats to validity, into the Toulmin framework.

Mason, R.O., and I.I. Mitroff. "Policy Analysis as Argument." *Policy Studies Journal*, 9, No. 4, Special #2 (1980-81), pp. 579-585. Concisely explains the Toulmin structure for reasoning, paying special attention to the plausibility of an argument.

Toulmin, S. *The Uses of Argument*. Cambridge, England: Cambridge University Press, 1958. Sets forth the foundations for practical forms of reasoning.

Toulmin, S., R. Rieke, and A. Janik. *An Introduction to Reasoning*. New York, N.Y.: Macmillan, 1979. Is a text-book style introduction to the Toulmin framework for reasoning. Includes many examples from different disciplines. ■

Figure 3 An Argument in the Toulmin Framework





An Album of GAO Buildings

William C. Oelkers

William Oelkers, assistant to the director, Office of Policy, joined GAO in 1961. He earned a B.S. degree in business administration with an emphasis on accounting and economics from Pennsylvania State University and completed the Dartmouth Institute's executive program in 1975. Mr. Oelkers has served in the former Civil Division and the Manpower and Welfare Division. In 1974 he became GAO's first issue-area coordinator for energy in the newly created Office of Energy and Special Projects. He has worked in staff positions and as a group director in the former Energy and Minerals Division (EMD) and in the Resources, Community, and Economic Development Division (RCED). He also served as a member of the first post-assignment quality review system (PAQRS) team. Mr. Oelkers received the EMD Director's Award in 1977 and 1978 and a Comptroller General's Outstanding Achievement Award for his PAQRS work in 1985. He is a member of Alpha Kappa Psi, a professional business fraternity, and is active in local civic, church, and school activities.

Ed. note: This year marks the 35th anniversary of the GAO Building. When GAO was established in 1921, efforts were begun to find a building to house all its employees and records, efforts that culminated in the present GAO Building, which was dedicated in September 1951. This article traces the history of GAO's search for a permanent home.

The author would like to acknowledge the assistance of the following people in preparing this article: Elizabeth Poel and Vicki Miller, Office of Policy; Bill Touey, Philadelphia Regional Office; Earl Harris, Office of Facilities and Property Management; Joel Dwyer, General Services and Controller; Margaret Taylor, Office of the General Counsel; William Sherman, National Archives and Records Administration; Isabel Lowry, National Building Museum; Andrea Mones-O'Hara, General Services Administration; the staff of the Washingtoniana Division, Martin Luther King, Jr., Library, Washington; and GAO alumni Jo Clark, Margaret Macfarlane, and Bob Ford.

GAO Gets a Permanent Home

The year was 1951: Senator Estes Kefauver was investigating organized crime; General Douglas MacArthur had been recalled from command in Korea; Congresswoman Helen Gahagan Douglas was completing her final term in the House of Representatives; J.D. Salinger published *Catcher in the Rye*; Willie Mays of the New York Giants was on his way to winning baseball's Rookie-of-the-Year award; and the new General Accounting Office Building in Washington, D.C., was opening for business.

In January 1951, the first employees began moving into the unfinished building, using the entrance on 4th Street. By August, the cafeteria had opened. Then, on Septem-

ber 11, 1951, the GAO Building was formally dedicated and the cornerstone laid by President Harry S. Truman at an impressive ceremony witnessed by a crowd that filled G Street between the old GAO Building and the new one. But more on that later.

The feeling of accomplishment on that September day is somewhat ironic. The GAO Building had been constructed to consolidate all of GAO under one roof: GAO leaders and staff had sought for 30 years to centralize operations and provide safe storage for tons of government fiscal records that GAO held for auditing. But, during those 30 years, the mission of the Office had changed. GAO was no longer an institution dedicated to centralized audit and document control where green-eyed accountants pored over reams of paper. Beginning in the late 1940's GAO had established offices at the federal agencies where the records were located (audit sites) rather than moving all the records to a central location.¹ Consequently, GAO's employees began to be physically scattered at audit sites in all the major federal entities, regional offices, and suboffices around the country and overseas locations. Of the 5,100 employees working for GAO on December 31, 1985, only about 2,500 worked in the GAO Building. And so, by the time this huge building with extensive, windowless space to store records was dedicated, the building's use of space was already outdated.

Early History

GAO's original ancestral home was New York City! That may come as a shock to some, but it was in New York in Septem-

¹This action was reaffirmed by the Accounting and Auditing Act of 1950, which directed agencies to retain records for site audits by GAO.

ber 1789 that the first Congress passed the act establishing the Treasury Department and creating the positions of Comptroller and Auditor, the precursors of today's Comptroller General. The Treasury Department was located in what is now Manhattan's financial district, not far from the current site of GAO's New York Regional Office.

In 1790, the capital was moved to Philadelphia. The Treasury Department, headed by its first Secretary, Alexander Hamilton, was housed in the Pemberton Mansion at the southwest corner of Chestnut and Third Streets. The office of Comptroller Nicholas Everleigh was also in that building, while Auditor Oliver Wolcott, Jr.,² and his staff of 16 occupied a house nearby on South Third Street. During the 10 years that Philadelphia was the capital, Treasury headquarters and the Comptroller's office remained in the same location, but the Auditor's office moved several times because of space shortages. These early offices were only a few blocks from the current location of GAO's Philadelphia Regional Office.

On May 15, 1800, President Adams directed his Cabinet to arrange their affairs "that the public offices may be opened in the city of Washington. . . by the 15th of June." Arriving in Washington, Secretary of the Treasury Wolcott was not impressed. "There are few houses in any one place, and most of them small, miserable huts, which present an awful contrast to the public buildings. . . You may look in almost any direction, over an extent of ground nearly as large as the city of New York, without seeing a fence or any object except brick-kilns and temporary huts for laborers."³ Little detailed information is available on where in Washington the offices of the Comptrollers, Auditors, and their staffs were situated during the 1800's. Most likely, the offices were initially located in the first Treasury Building, which was built on the southern portion of the current site, completed in 1800, and destroyed by the British during the War of 1812. The east wing of the current building was completed in 1842 and is the oldest of the government's departmental structures.

Throughout the 1800's, a series of legislative actions created additional Comptroller and Auditor positions, such as First Comptroller, Second Comptroller, First Auditor, and Second Auditor. Later, the Dockery Act of 1894 reorganized the government's accounting system and established six Auditor positions, each with specific

departmental responsibilities,⁴ and a Comptroller of the Treasury position. This organizational arrangement remained in effect until GAO was established in 1921.⁵

As the number of Comptrollers and Auditors grew, space in the Treasury Building became limited, and the Auditors and their staffs took up their duties at various other locations. The Comptroller and his immediate staff, however, remained in the Treasury Building.

In 1854, the Auditor for the Post Office Department was housed in the General Post Office Building and the city post office building, which was located near 7th and E Streets N.W. Even then, more space was needed. The Auditor for the Post Office called attention to ". . . the pressing want of sufficient room for the suitable accommodation of the clerks of this office. . . The rooms assigned to this office. . . are wholly insufficient, and many of the clerks are now working at great inconvenience and disadvantage in the small and incommensurable rooms of the old and combustible building provided for the city post office."⁶ When the Post Office Building on Pennsylvania Avenue opened in 1899, the Auditor for the Post Office Department and his staff moved in.

During the 1860's, the Second Auditor for the War Department moved to the Winder Building at 17th and F Streets N.W. This building, built during 1847 and 1848 and still standing today, was one of the first buildings in Washington with central heating and steel beams. But the Winder Building is distinguished less by its architecture than by the fact that it was the first in a long line of privately owned office buildings leased to the government.

The early 1900's brought even more decentralization. The Auditors for Interior and Navy moved from the Treasury Building to the Union Building, on G Street between 6th and 7th Streets N.W., a few blocks from the current GAO Building. The Auditor for the State Department was located in the Small Building at the corner of 14th and G Streets N.W.

In December 1911 the Comptroller of the Treasury complained that the widely scattered offices required a much larger messenger force than would be needed if the offices of the Auditors were closer to each other and to the Treasury Building, where he was located. He recommended providing "for space for the accounting offices in such a way as to put them near together

and outside the immediate influence of the administrative departments of the Government."⁷

By 1914, some temporary consolidation had occurred. Four Auditors (Treasury, Interior, Navy, and State/other) and their staffs were assigned to the Auditors' Building at 14th and C Streets S.W. Built in 1880 as part of the Bureau of Engraving and Printing, this red brick building still stands. But its use as a permanent office was threatened by a 1917 Senate committee proposal to tear down the Auditors' Building as part of a plan to "improve" the mall area. A separate building was to be built for all the Auditors (except the War Auditor) at 12th and C Streets N.W., immediately behind the Post Office Building where the Internal Revenue Service Building currently stands. But that plan was not carried out.

The passage of the Budget and Accounting Act in June 1921 set in motion the transition of the government's auditing function from the Department of the Treasury to GAO. The act abolished the Comptroller of the Treasury position and the Auditors for the various departments and established the Comptroller General and Assistant Comptroller General positions.

The Treasury Building: GAO's First Home

Few records are readily available to document in detail where GAO staff were working on July 1, 1921, when the Office was established. But that day's press reports indicate that the transition went smoothly.

²Oliver Wolcott, Jr., son of a signer of the Declaration of Independence and a native of Connecticut, was appointed Auditor of the Treasury Department in September 1789. He then served as Comptroller of the Treasury from June 17, 1791, to February 2, 1795, when he was named to succeed Alexander Hamilton as Secretary of the Treasury. He served as Secretary until November 1800.

³*Washington, City and Capital*, American Guide Series, Federal Writer's Project (Washington, D.C.: Government Printing Office, 1937), p. 47.

⁴The six auditors were responsible for the following departments: Treasury, War, Interior, Navy, State and other, and Post Office.

⁵For additional information on these early years, see Eric A. Green, "GAO Before GAO," *The GAO Review* (fall 1984), p. 19.

⁶*Report of the Secretary of the Treasury on the State of the Finance for the Year Ending June 30, 1854*, 33rd Cong., 2nd sess., S. Exec. Doc. 2, p. 97.

⁷*Annual Report of the Comptroller of the Treasury for the Fiscal Year Ending June 30, 1911* (Washington, D.C.: Government Printing Office, 1911), p. 10.

Most of Washington had assumed that Walter W. Warwick, who had been serving as Comptroller of the Treasury since September 1915, would be named the first Comptroller General and could simply change the title outside his door in the Treasury Building. But, in late June 1921, just a few days before GAO came into being, President Harding named J. Raymond McCarl, a Republican Party official from Nebraska, as Comptroller General and Lurtin R. Ginn of Indiana, a career employee of the Department of the Treasury, as Assistant Comptroller General.

GAO's first home became a suite of offices on the second floor of the Treasury Building overlooking 15th Street N.W. These were the same offices that had been occupied by the Comptroller of the Treasury for several years. The Division of Law (predecessor of the Office of the General Counsel) was also located in the Treasury Building. The offices of the Comptroller General, the Assistant Comptroller General, and the Division of Law comprised about 90 employees. The remaining GAO staff (some 1,400 regular employees and 12,000 temporary employees, mostly in the War Department Division⁸) remained at the various locations around the city where the former Auditor's offices had been.

Just over a year after setting up business in the Treasury Building, GAO occupied 32 rooms there. Treasury's Chief Clerk and Superintendent was given the job of finding more space in the building for the also newly established Bureau of the Budget and for an expanding Treasury Department. The offices occupied by GAO would seem to have been a primary target, but Treasury could not find other suitable space for GAO.⁹

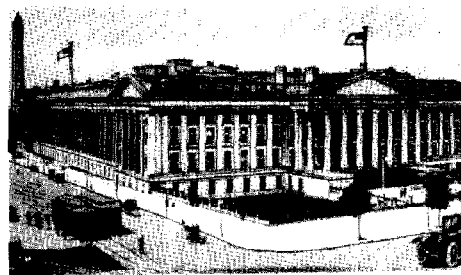
By 1923, GAO occupied 20 buildings, 7 primarily for staff and another 13 for storage of a growing inventory of government fiscal records. Among these buildings were the Walker Johnson Building at 1734 New York Avenue N.W., the Auditors' Building, and the Winder Building.

To remedy GAO's extreme decentralization, Comptroller General McCarl offered to "vacate at the earliest possible moment" all space that GAO occupied in the Treasury Building, the Winder Building, the old General Land Office Building, and the Merchants Transfer and Storage Company (on E Street between 9th and 10th Streets) if the Public Building Commission would agree to move GAO into the Treasury Annex.¹⁰ Mr. McCarl's offer was rejected.



Early 1900's view of Pennsylvania Avenue from the steps of the Treasury Department, GAO's first home, looking toward the Capitol.

The Comptroller General raised the issue of proper housing for GAO again in his 1923 annual report: "So long as the auditing functions are required to be performed



From 1921 until 1926, GAO headquarters was located on the 15th Street side of the Treasury Building.

at the seat of government, after most of the expenditures have been made, the work can not be done effectively and efficiently until provision is made for a central office having its facilities conveniently located . . ."

Late in 1925, the Public Building Commission began to consider a proposal to consolidate GAO's operations in the Pension Building. Secretary of the Treasury Mellon, upon learning of this proposal, urged the Commission to approve it, because moving the offices of the Comptroller General and the other GAO staff out of the Treasury Building would create more space for Treasury operations.¹¹

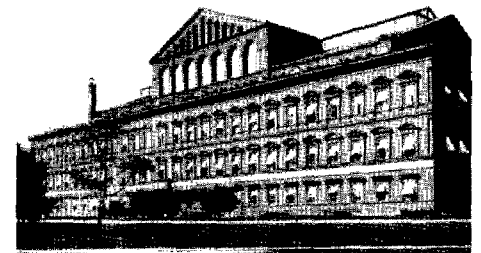
The Commission did finally approve GAO's move 5 years after it began operating out of the Treasury Building and numerous rented buildings. An important consideration in making that decision was that, in addition to centralizing GAO's operations, the move would save \$100,000 in annual rent for the private buildings that GAO occupied.¹²

The Pension Building: The First "GAO Building"

Today we know the Pension Building as the National Building Museum, but the massive red brick structure at Judiciary

Square was known for 25 years (1926 to 1951) as the GAO Building. In late June 1926, GAO staff began moving. The move was part of a massive shift characterized by one press report as "the largest transfer of Government offices since the war."¹³ The Bureau of Mines moved from the Interior Building to the Winder Building, the Bureau of Pensions moved to the Interior Building, and GAO staff (beginning with those working in the Walker Johnson Building) moved to the Pension Building. The remaining GAO staff moved to the Pension Building throughout the summer. Early in September, the Comptroller General's office moved, and the transition was complete. (Mr. McCarl's vacated office, by that time on the first floor of the Treasury Building, was soon occupied by General Lincoln C. Andrews, Chief of Treasury's prohibition activities!¹⁴)

The Pension Building, which cost just under \$900,000, was built in 1883 as a memorial to the veterans of the Civil War.¹⁵ The Bureau of Pensions, the building's original occupant, administered the pensions of war veterans and their widows.



The first "GAO Building" was the Pension Building. It served as home for 25 years until the present building was built.

One of the most attractive features of the building, designed by Army General Montgomery C. Meigs, is a 3-foot-tall terracotta frieze extending completely around

⁸Each of the former Auditor's offices had been designated a GAO division.

⁹Memorandum from Chief Clerk, Treasury Department, to Under Secretary Gilbert, July 20, 1922.

¹⁰Letter from Comptroller General John R. McCarl to Chairman Reed Smoot, Public Building Commission, Jan. 10, 1923.

¹¹Letter from Secretary of the Treasury A.W. Mellon to Chairman Reed Smoot, Public Building Commission, Dec. 30, 1925.

¹²*Washington Evening Star*, Dec. 29, 1925.

¹³*Washington Evening Star*, June 28, 1926.

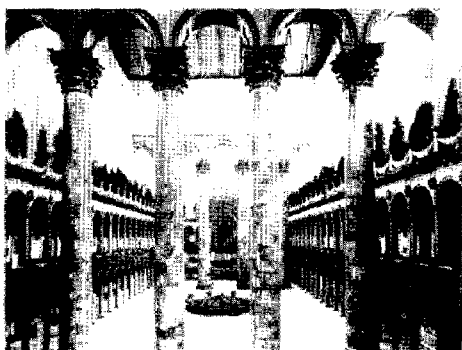
¹⁴*Washington Evening Star*, Sept. 9, 1926.

¹⁵During this period, several memorial buildings were built in Washington, including the Luther Place Memorial Church at Thomas Circle N.W., built in 1870 in thanksgiving for the end of the Civil War.

the building. The frieze vividly depicts the Union Army's cavalry, infantry, and artillery as well as the naval, medical, and quartermaster's forces.

The building's great central hall contains eight mammoth Corinthian columns, each made of 70,000 bricks painted to look like sienna marble. The central hall was the scene of the inaugural balls of Presidents Cleveland, Harrison, McKinley, Theodore Roosevelt, Taft, and, most recently, Carter and Reagan. Woodrow Wilson did not want an inaugural ball, and the custom died out for several administrations. In 1932, some thought was given to using the hall for President Franklin Roosevelt's first inaugural, but the idea was discouraged because of the disruption to GAO employees who would have had to be put on leave for several days so that workers could prepare the space.¹⁶

GAO officials were quartered in the offices around the sides of the great hall. The Comptroller General and Assistant Comptroller General occupied the suite of offices formerly occupied by the Commis-



The great hall of the Pension Building used for inaugural balls and for GAO offices and records storage.

sioner of Pensions on the second floor in the southwest corner of the building. The suite contains a number of offices, one with a fireplace and another with an arched hand-painted ceiling, which are currently being restored by the National Building Museum.

The great hall was filled with GAO auditors and clerks working their way through an ever-increasing inventory of records. Even the fountain in the center of the hall was filled with papers.¹⁷ This scene prompted one Washington guidebook to note: "The feeble facade of the old Pension Office Building, derived in some mysterious manner from the Farnese Palace in Rome, hides an amazing interior. To appreciate the immensity of its great hall, rising 120 feet in height and covering an approxi-

mate floor area of over 100 by 300 feet in extent, it is necessary to peer down from above upon the pigmy clerks below, stowing away endless Government documents, like Lilliputians in a Brobdingnagian hall. Having abandoned all sense of scale, the architect felt free to achieve size; and nothing short of an inaugural ball or a thunderstorm could possibly fill the immense void."¹⁸

While the move to the Pension Building achieved some centralization and separated physically GAO from the executive branch, the growth of the Office during the years after the Depression caused renewed crowding, and much of the staff began to move to other locations. In 1935, the Congress authorized funds to remodel the Pension Building and add wings to its east and west ends. However, plans for the project were abandoned before they were completed because GAO had grown so much that this remedy would have been ineffective.

Space-seeking efforts continued, however, and in 1941 the site for the present GAO Building, across G Street from the Pension Building, was acquired and the existing buildings torn down. The project was suspended, however, because of World War II.

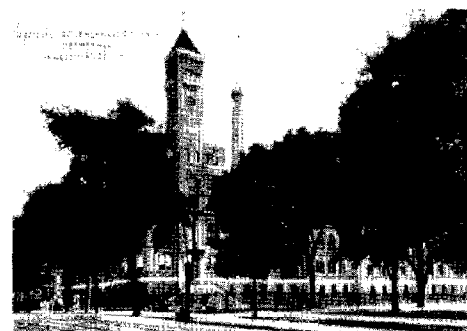
By 1943, GAO occupied 18 buildings in addition to the Pension Building, including the Old Post Office, the Patent Office, Temporary Building T-8 at Friendship (a location in the upper northwest quadrant of the city), and numerous rented buildings. The Audit Division, originally located in the Pension Building, was located from 1935 to 1948 in the Moses Building at 11th and F Streets N.W., across from Woodward & Lothrop's main department store.

One of the most emotional events of GAO's tenure in the Pension Building came on the eve of Memorial Day, 1948, when the GAO Employees' Association and GAO Post No. 48 of the American Legion dedicated a bronze plaque honoring the 29 GAO employees who had lost their lives in World War II. The dedication, held after working hours in the great hall, was attended by over 200 employees and next-of-kin.

And so it happened that a plaque in memory of fallen GAO colleagues was exhibited in a building built as a memorial to an earlier war and from which pensions for veterans had been dispensed. The plaque is now located in the G Street lobby of the GAO Building.

Other Noteworthy GAO Homes

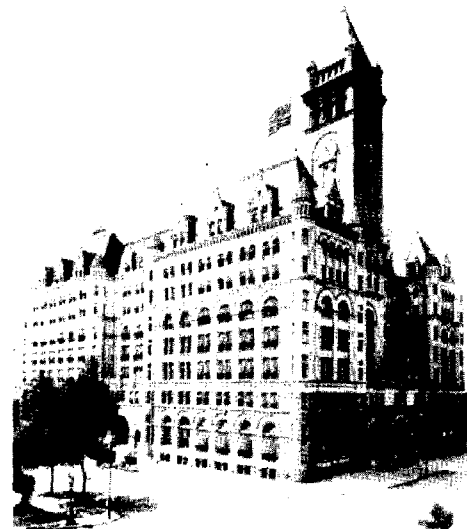
Some of the buildings we've mentioned in passing that served as temporary homes for GAO deserve special attention here.



The Auditors' Building at 14th and Independence Avenue S.W., originally part of the Bureau of Engraving and Printing, was used by staff of the Comptroller of the Treasury and later by GAO.

The Old Post Office

The Old Post Office—the massive Maine granite structure with the imposing clock tower at 12th Street and Pennsylvania Avenue N.W.—is currently best known as a place to go to lunch, shop, or celebrate New Year's Eve. But for more than 75 years after its opening in 1899, the Old Post Office was home to many GAO employees and their predecessors in the Treasury Department.



The Old Post Office Building, a prominent local landmark at 12th and Pennsylvania Avenue N.W., was occupied by GAO and its predecessors for more than 75 years.

¹⁶*History of the Pension Building*, Washington, D.C., p. 2.

¹⁷"1940 Picture Story of GAO," *The GAO Review*, summer 1971, pp. 83-87.

¹⁸*Washington, City and Capital*, p. 128.

The Old Post Office Building was built to house the headquarters offices of the Post Office Department and the Washington, D.C., city post office. The new building got off to an unfortunate start when, shortly after it was completed, Washington, D.C., Postmaster James P. Willett fell down an elevator shaft in the building and was killed. In 1914, the city post office relocated to its current site on North Capitol Street, and, in the mid-1930's, the Post Office Department headquarters moved across 12th Street to its "new" building, leaving the Old Post Office to a string of other federal tenants.

Audits of postal accounts had begun in 1826 and were firmly established when the so-called "Sixth Auditor" position was created in 1836 for that purpose. Later, the Dockery Act of 1894 provided for an Auditor for the Post Office Department who reported to the Comptroller of the Treasury. That auditing staff worked in the Old Post Office Building starting in 1899 and, after GAO was created in 1921, remained there as the Postal Accounts Division of GAO¹⁹ until January 1942, when the unit moved to Asheville, North Carolina. The move was part of an effort to provide more space in Washington for war activities.²⁰

The Old Post Office was also home to the Corporation Audits Division from 1945 to 1951 and to the Division of Audits, whose staff moved to the GAO Building when it opened in 1951. The last GAO occupants of the Post Office Building were members of the former Energy and Minerals Division's Federal Energy Administration audit site, who were located on the second floor from June 1976 to July 1978. These hardy souls (the author among them) endured the last gasp of the Old Post Office, which had been allowed to deteriorate for many years and had been scheduled for demolition. Along with years of dust, peeling paint, and leaking pipes and ceilings, one Monday morning in January the staff were almost frozen out of work. A fierce winter storm had blown open a window over the weekend and, arriving for work, the staff found frozen typewriters, dead plants, and several inches of snow on the floor! Soon the renovation began.

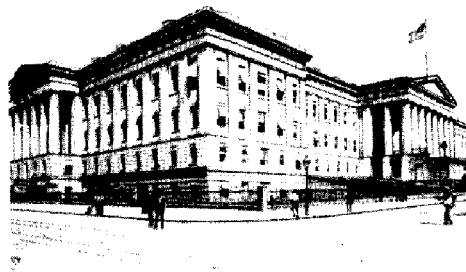
The Old Patent Office

Today, the National Portrait Gallery, once the Old Patent Office, offers employees in GAO's headquarters building a pleasant lunch spot. Located at 7th and G Streets N.W., the National Portrait Gallery boasts an inner courtyard with huge, old trees

and two restored, 19th century cast-iron fountains. This building, too, once housed GAO staff.

The site of the Old Patent Office Building was originally designated as the location for a national interdenominational church, but the church was never built. In 1840, the Greek Revival-style south wing was completed to house the Patent Office. The north wing was completed in 1867. During the Civil War, the building served as a hospital, morgue, and barracks. After the Battles of Antietam, Second Bull Run, and Fredericksburg, the wounded were laid out on the marble floors between glass cases full of patent models.

In 1932, the Patent Office moved out, and the Civil Service Commission was housed there from 1932 to 1963. GAO Reconciliation and Clearance Division staff were located in the "Civil Service Commission Building" from 1943 to about 1949.



The Patent Office, now the Smithsonian's National Portrait Gallery and the National Museum of American Art, housed GAO staff in the 1940's when the building was occupied by the Civil Service Commission.

Temporary Building T-8

One of the most unique locations GAO has occupied was the so-called Temporary Building T-8 located on the Friendship tract at Wisconsin Avenue and Newark Street N.W. Friendship was the turn-of-the-century country estate of Mr. and Mrs. John R. McLean. It contained a rambling, Georgian-style mansion on 60 acres, along with formal gardens and a golf course. In the late 1800's, John R. McLean was a prominent, Washington businessman and a major stockholder in the American Security and Trust Company and Riggs National Bank. In 1905, he purchased *The Washington Post*. McLean, Virginia, now an exclusive suburb, was named for him in 1906.

At his death in 1916, the McLeans' only son, Edward, inherited his parents' in-town residence at 15th and I Streets N.W. and the Friendship "country house." Along with

his wife, Evalyn Walsh,²¹ young McLean held lavish parties at the estate during the "roaring" twenties. Among the guests were many notable socialites and, often, the President and Mrs. Harding. McLean became involved in the Teapot Dome Scandal in 1923; his reputation was damaged, and he subsequently sold the then-bankrupt *Washington Post*. He died in 1941.

Because of the need for housing for federal workers during World War II, the government purchased the estate from McLean's widow, and the house and other buildings were torn down to build a complex of apartments and offices known as McLean Gardens. Friendship's final chapter was written when the massive cast-iron and wrought-iron gates, so heavy that they swung on iron wheels, were removed to support a scrap metal drive in 1942.²²

In April 1943, GAO's Claims Division moved to Temporary Building T-8, one of the buildings erected at the Friendship site and a much-sought-after work site for those employees who lived in the newly constructed apartments. When these offices were finally moved downtown to the GAO Building, staff were forced to drive or take public transit.

The "New" GAO Building

When completed in 1951, the GAO Building was the largest downtown office building in Washington, covering most of a city block. It was also the first federal office building without wings or internal courts.²³ A 1946 architectural drawing for the building did have wings running between G and H Streets, but that plan was changed to provide maximum usable floor space and

¹⁹For a brief period following GAO's establishment (July 1, 1921, through April 16, 1922), postal audit responsibility reverted to the Post Office Department.

²⁰The Postal Accounts Division remained in Asheville until 1950, when its duties and functions were transferred by legislation from GAO to the Post Office Department.

²¹Evalyn Walsh McLean, the daughter of Senator and Mrs. Thomas F. Walsh of Colorado, owners of the Camp Bird Silver Mine, wrote an autobiography entitled "Father Struck It Rich." She later owned the famous Hope Diamond and established at the Friendship estate a life-style similar to those of Palm Beach and Newport.

²²James M. Goode, *Capital Losses: A Cultural History of Washington's Destroyed Buildings* (Washington, D.C.: Smithsonian Institution Press, 1981), pp. 129-133, 459-460.

²³James M. Goode, *The Outdoor Sculpture of Washington, D.C.: A Comprehensive Historical Guide* (Washington, D.C.: Smithsonian Institution Press, 1974), p. 232.

large open areas for files and "large scale business machine operations."²⁴

When President Harry Truman signed the bill authorizing the construction of the GAO Building in May 1948, the long effort to bring together all of GAO under one roof came to an end. That effort had been led, in large part, by Assistant Comptroller General Frank Yates, who had been involved for more than 18 years. Mr. Yates had first sought a new building in 1930; in response, the Congress had suggested the remodeling plan for the Pension Building discussed previously.

The plans for the new GAO Building called for a 7-story, air-conditioned building; a 2-level parking garage for 850 cars; a 1,000-seat cafeteria; escalators from the first to the fifth floors; and "express elevator service" to all floors. Those plans, especially the one concerning escalators, were well received by the staff on the upper floors of the Old Post Office Building, who were awaiting transfer to the new building.

Construction began in the spring of 1949, the contract having been won by John McShain, Inc., of Philadelphia, who bid \$21,635,500. The contractor's first task was to prepare the site, which had been excavated but then left as a mud hole for the years since the buildings were torn down in the early 1940's.

In January 1950, the construction underwent a high-level review: President Truman, taking one of his famous and frequent early-morning walks around the city, was observed as he stopped opposite the G Street entrance to the Pension Building to look over the progress of construction.

Throughout most of early 1950, some 750 workers took part in the construction effort. Heavy rains in May slowed progress, but, by June, the building was one-third complete.

Toward the end of 1950, plans were announced to begin moving GAO staff on a staggered basis from the Pension Building²⁵ and 119 D Street N.E. (the Reconciliation and Clearance Division) to the second and third floors of the not-yet-completed building. These moves began in January 1951 and, soon after, the Audit Division moved from the Old Post Office Building, and the Claims and Transportation Division moved from Friendship and 1331 U Street N.W.

As might be expected, people had mixed emotions about moving. Some staff preferred the Old Post Office for its "good fresh air" and convenient location. The

move even prompted a poem—"Toast to the New GAO Building"—which began with the words:

"Now here's a toast to the new Gee Ay Oh. So new and so bright from top down to toe. May it serve us well as our new office home. One we'll remember, wherever we roam."

Perhaps the most graphic comments came from the Office of Investigations.²⁶ "Now about this new building we've moved into—we don't wish to appear ungrateful or unappreciative of all the money and effort expended to give us a splendid modern mausoleum, but our heart remains in the old [Pension] building across the street. We miss the archways and balconies, the reflecting pool which appeared in the hall outside our door after a heavy rain, the pigeons which used to blunder through the skylight and cruise about above the captive audience, the lonely gar-goyle above the elevator on the third floor, and the dry dusty fountain on the main floor over which the roof should have leaked but didn't. Yes, we even miss the fluttery Zazu Pitts²⁷ quality of the elevators. Now we have air-conditioning, fluorescent lights, and floors which don't creak but we have lost our quaintness and our charm. And we have a sneaking suspicion that no inaugural ball will ever be held in this building."

Those investigators were right. No inaugural balls have ever been held in the GAO Building, but the basement garages have been used by the inaugural committees to provide parking for attendees at several recent balls held in the Pension Building.

The moves continued for most of 1951, coinciding with the completion of various parts of the building. In July, streetcar platforms were completed in front of the G Street entrance. In October, the health unit opened on the first floor, and the much-touted escalators started working (only on the H Street side, however). People working on these first through fifth floors were urged to use the escalators and allow those on the sixth and seventh floors to use the elevators!

The formal dedication of the \$25 million building took place on September 11, 1951, attended by an audience of 10,000, including members of the Cabinet, Supreme Court, and Congress. GAO staff served as ushers. Assistant Comptroller General Yates presided over the ceremony, and Comptroller General Warren and President

Truman gave speeches. The U.S. Air Force Band provided the music. The Senate

Chaplain gave the invocation, and the House Chaplain provided the benediction.

Looking Ahead

On September 11, 1986, the GAO Building officially celebrates its 35th year, not a very long life compared with buildings in this historic city. What does the future hold? Perhaps a few years from now this part of town will begin to bloom with new buildings, restaurants, and hotels as the K Street area did some years ago. Those who are working in the building in 2001 when it turns 50 may want to remember, as we do this year, these words spoken by Assistant Comptroller General Yates at the building's dedication: "It is a building of service for an Office of service—service as an agency of the Congress of the United States but service for the entire Government and hence service for the citizens of the Nation." ■

²⁴"Introducing the New GAO!" *The Watchdog*, Aug. 1948, pp. 1, 4.

²⁵At the time of the move, the Pension Building housed the offices of the Comptroller General, Chief Clerk, General Counsel, Investigations, Accounting and Bookkeeping, Accounting Systems, and Personnel.

²⁶*The Watchdog*, Feb. 1951, article by Suzanne M. Prentice, Secretary to the Chief, Office of Investigations, who had been working on the third floor of the Pension Building.

²⁷Zazu Pitts was an actress known for her fluttery mannerisms.



The Career Plateau: What Is It and What Can We Do About It?

John R. Schultz
Ellen K. Harvey

Mr. Schultz is a deputy associate director in the financial institutions and markets group of GAO's General Government Division. After joining GAO in 1968, Mr. Schultz worked 6 years in the Kansas City Regional Office before transferring to Washington, D.C. He served in the former Financial and General Management Studies Division, then joined GAO's task force on federal supervision of banks. After completing a 1-year detail to the House Government Operations Committee, he joined the financial institutions and markets group in 1978. Mr. Schultz received his B.S. degree in business administration from the University of Kansas and attended graduate school at George Washington University.



Ms. Harvey is a counseling psychologist in GAO's Office of Organization and Human Development. During her 3 1/2 years at GAO, she has counseled employees on numerous matters, including problems associated with career plateauing. She teaches courses in career planning, communications skills, and stress management and consults regularly with managers and supervisors on various employee problems. Ms. Harvey holds a Ph.D. degree in counseling from Catholic University in Washington, D.C.

John was angry and puzzled. In the midst of a successful career, he had grown accustomed to regular advances up the organization ladder. This year, John had been eagerly anticipating his next promotion, to GS-14. The competition had been heavy, but he felt optimistic. After all, his ratings had been as high as ever.

John did not get the promotion. For the first time in his career, he had failed to advance. When he met with his supervisor for post-selection counseling, the session was difficult for both of them.

"It's not fair," John told the supervisor. "I don't think anyone here works any harder than I do, do they?"

"No, John, you do very good work," the supervisor replied. "The problem is that others are doing a good job, too, and the competition is tough for the openings we have. The organization is just not growing the way it used to."

Career Plateauing: A Growing Problem

Increasingly, federal managers and counselors are encountering people in career-related situations, such as John's, that display aspects of a multidimensional problem called "career plateauing." The career plateau is that point in an employee's career beyond which further promotion is unlikely, at least within the same organization. Career plateauing not only frustrates individuals, it also hurts the organizations in which these individuals work. By understanding how and why this phenomenon occurs and controlling the situations that create it, managers can deal more effectively with career plateauing.

The article explores the causes and effects of career plateauing and examines ways to avoid its unnecessary or premature occurrence. The article also discusses the at-

tributes of individuals who are able to negotiate the career plateau successfully, continue to grow, and find personal satisfaction.

What is Career Plateauing and Why Does It Occur?

Career plateauing can occur at either an organizational level or a personal level. At the organizational level, career plateauing may occur when an employee who has the ability to perform well in a higher-level job is mired in a work environment where the scarcity of job openings makes promotion unlikely. At the personal level, the employee can suffer self-induced career plateauing brought about by either the lack of technical, managerial, or career skills or by the absence of the desire to obtain a higher-level position. In effect, the employee stops his or her own advancement.

Although career plateauing is commonly viewed as a sudden, unexpected development, such as a missed promotion, it actually results from a combination of organizational, demographic, and psychological processes. Understanding these processes is the first step in dealing with career plateauing.

As Dr. Judith Bardwick notes, the pyramidal structure of organizations makes career plateauing inevitable. Since the highest executive level consists of less than 1 percent of an organization's employees, nearly all executive, technical, and professional people "plateau" before they reach retirement age.¹ Dr. Bardwick says that career plateauing will become an increasingly difficult problem as the baby-boom generation matures. *The Wall Street Journal* pointed out that, from 1980 to

¹Judith M. Bardwick, "SMR Forum: Plateauing and Productivity," *Sloan Management Review* (spring 1983), pp. 67-73.

1990, the number of persons aged 35 to 44 in the United States—the prime middle manager group—will increase 42 percent. Meanwhile, the number of available middle management jobs during the same period will increase only 21 percent.² Career plateauing will be especially prominent in those organizations that are no longer expanding. In the federal government, for example, the special analysis to the fiscal year 1986 budget reported that total executive branch nondefense civilian employment declined by over 90,000 from January 1981 to September 1984.

Many baby boomers are entering stages in their lives in which they may begin to question many things about themselves and their career aspirations. This questioning process, a part of what has been called “natural life cycles,” has been described by Gail Sheehy and Daniel Levinson. While Sheehy and Levinson divide these stages differently, they describe the process that people undergo in much the same way.

Levinson says that between the ages of 32 and 40, people undergo a process in which they settle for a few key choices in life. They feel a greater sense of urgency to become more serious about their long-range plans and invest heavily in their work, family, community, solitary interests, friendships, etc. Then, they enter what Levinson calls “the mid-life transition.” This segment, he says, marks the end of early adulthood, and, at this time, people tend to judge their relative success or failure in reaching personal goals. In mid-life, Levinson says, people often identify a crucial event that, if it turns out favorably, assures them that they have achieved success. If, however, the event turns out unfavorably, people may feel a profound sense of failure, not only in their work but in themselves. For many people, such as John, that key event is the attainment of a particular position or grade level.³

Similarly, Sheehy talks about the period between ages 35 and 45 as being the “deadline decade,” a crossroads that offers opportunities and dangers. At this time, Sheehy says, people have the chance to rework the narrow identity by which they have defined themselves in the first half of their lives.⁴

While a mid-life transition may not cause people to plateau, it often causes them to assess the importance of career versus other life priorities. Some people emerge from the mid-life transition recommitted to work and upward advancement, while

others make a conscious effort to decrease work involvement in favor of other interests.

A final contributing factor to the career plateau is that millions of people, regardless of their ages, may begin to think that they are in the wrong career. They may suffer stress, dissatisfaction, or burnout from the pressures they have endured. Or, as Berkeley Rice points out, they may simply want a new challenge.⁵ Such a realization may be prompted by a life transition phase, an unsatisfactory performance rating, or a job an individual has held for several years.

Effects of the Career Plateau

No matter what the causes, career plateauing may induce agonizing self-doubts that can cause employees to needlessly blame themselves for what has happened. Dr. Bardwick points out that Americans, more than any other national group, link work to personal merit. Consequently, when movement up the career ladder stops or work ceases to be challenging and interesting, Americans tend to question their personal worth.⁶ It is no surprise, then, that many employees experience disappointment and frustration when they plateau.

One of the common myths about plateaued employees, however, is that they lose motivation and stop performing their work at an acceptable level. According to Dr. Janet Near, one of the few researchers to study the problem empirically, that is not necessarily the case. Some plateaued employees work fewer hours per week, are absent more frequently, and are less likely to describe their health as excellent.⁷ However, no direct link exists between career plateauing and productivity. Some plateaued employees continue to perform their work very well. Indeed, these individuals probably compose the largest group in most organizations and often perform up to 80 percent of an organization's work, according to Dr. Bardwick.⁸

Thus, while many people feel embittered when confronted by the career plateau, others seem able to adjust to it and channel their energy into a number of pursuits, such as leisure, family, outside hobbies, and, perhaps, even a second career. Dr. Donald Hall notes that the increased emphasis during the 1960's and 1970's on personal growth and fulfillment, lifestyle experimentation, and individualism has caused employees to reexamine career and family priorities and demand more from all

of their activities.⁹ The growing number of dual-career couples has also eased some of the financial burden on families and made the need for continued advancement less crucial for some employees than it has been in the past.

Continued Growth: The Key To Leaving a Plateau

Organizational plateauing may be the reality of the 1980's and 1990's, but personal plateauing does not have to be a problem. We can still grow personally and professionally even if we are stymied in our current positions.

One roadblock to continued growth is the natural tendency to limit ourselves. John W. Gardner describes self-limitation as a progressive narrowing of the scope and variety of our lives.¹⁰ He says, “Of all the interests we might pursue, we settle on a few. Of all the people with whom we might associate, we select a small number. We become caught in a web of fixed relationships. We develop set ways of doing things.”

Gardner says that we build self-created prisons that cause us to level off our objectives too quickly in life, often long before we reach our full potential.

How Do I Continue To Grow?

Growth is the process of continued self-renewal. When people reach the career plateau, they must renew themselves to escape it.

Education is one key to renewing oneself and leaving the career plateau. As John Gardner points out, discovering talent is

²Earl C. Gottschalk, Jr., “Blocked Paths: Promotions Grow Few as ‘Baby Boom’ Group Eyes Managers’ Jobs,” *Wall Street Journal* (Oct. 22, 1981), p. 1.

³Daniel J. Levinson, *The Seasons of a Man's Life* (New York: Alfred A. Knopf, 1979), pp. 191-208.

⁴Gail Sheehy, *Passages: Predictable Crises of Adult Life* (New York: Bantam Books/E. P. Dutton & Company, Inc., 1976), pp. 350-364.

⁵Berkeley Rice, “Why Am I in This Job?” *Psychology Today* (Jan. 1985), pp. 54-59.

⁶Bardwick, p. 68.

⁷Janet P. Near, “A Discriminant Analysis of Plateaued Versus Non-Plateaued Managers,” *Journal of Vocational Behavior*, Vol. 26 (1985), pp. 177-188.

⁸Bardwick, p. 68.

⁹D.T. Hall, “Potential for Career Growth,” *Personnel Administration*, Vol. 34 (1971), pp. 18-30.

¹⁰John W. Gardner, *Self-renewal: The Individual and the Innovative Society* (New York: Harper & Row, 1965), p. 9.

one side of education; the other side is gaining self-knowledge.

Self-renewing people are able to view themselves objectively. Viewing oneself objectively is not only limited to dwelling on one's shortcomings; it also means discovering one's strengths and using this knowledge for self-renewal.

Leaving the career plateau, or looking for new directions, may mean risking failure. But, as people mature, they become less willing to take risks. Adults dislike failure; that is the major reason why they become comfortable with the status quo. However, fear of failure is also a major obstacle to leaving the career plateau. That fear often helps us rationalize our tolerating an uncomfortable career plateau: We may not like the scenery, but it is familiar. Gardner maintains that if you want to continue learning, you must develop the courage to fail.¹¹

Self-renewing people, he says, are highly motivated. They have some extra drive or energy that enables them to break down the walls of conformity that grow around them as they mature. Their self-motivation combines physical energy, enthusiasm, and the ability to control one's own mind. Gardner, noting the importance of the physical side of motivational energy, says, "There is an immensely important physical element in one's capacity to learn, grow, recover, from defeats, surmount obstacles, and live life with vitality and resilience."¹²

Another characteristic of self-renewal is conviction. Gardner notes that self-renewing people have a deep conviction about what they are doing. People should participate in something they care deeply about, whether it be a career or a part-time activity. The ability to control one's mind is another key to self-renewal. Robert McKain, Jr., suggests that if people do not control their minds, they spend time thinking about living instead of actually living.¹³ To overcome the anxiety and indecision of career plateauing, people must regain control of their thought processes and focus rationally upon the situation.

Take Control of Your Situation

One of the best ways to focus on the career plateau is to acknowledge that, for most people, organizational plateauing is inevitable. Another technique is to deter-

mine which factors related to the organizational plateau are within our control and which are not. For example, being part of a baby-boom generation faced with fewer opportunities and stiffer competition is beyond our control. Several factors, however, are within our control, and we can work to influence them.

Sometimes people plateau earlier than they need to. Even so, people can take certain steps to avoid needless career plateauing. Jacques Goyer says that continuing to excel on your present job is the best insurance against plateauing early.¹⁴ Similarly, former Comptroller General Elmer B. Staats wrote that "The best opportunity is the one you have,"¹⁵ implying that your current job is your best career opportunity. He contended that even when promotions are limited, organizations can still recognize excellence by giving awards, rotations, interesting assignments, and training opportunities to employees.

Guarding against obsolescence is also essential to avoiding the career plateau. People who have been out of school for years usually find that techniques have changed and their skills and knowledge have eroded. Janet Near found that people with higher levels of education have less of a tendency to plateau early in their careers.

If possible, people should choose a job they like, even if it does not lead to a promotion. A job that allows you to use your skills and interests and gives you a sense of accomplishment can ease the frustration of knowing you will advance no further. Many people have enriched their present jobs by developing certain areas of interest within those jobs. For example, a researcher who was tiring of her work studied different teaching styles and used that knowledge to help make a videotape for her organization's training staff. While she continues to work in the same job, the researcher has enriched it by developing other training films for her organization.

Others have introduced a new level of challenge into their work by making a lateral transfer. Such a move not only allows them to learn a new job with a new set of responsibilities, it helps them gain a broader understanding of how their organization operates. Companies that have established policies of periodic rotation are discovering that rotated employees develop a greater appreciation for the work

of the overall organization. These companies noticed that such employees, having learned first-hand the strengths and weaknesses of various departments, were less likely to engage in turf wars with other departments. In addition, the employees tended to offer better, more comprehensive solutions when organizational problems arose.

Although reaching a career plateau may stop your career advancement within your present organization, you may still be able to advance elsewhere. Many employees have continued their upward advancement by transferring to another agency or industry. One of the keys to changing organizations, though, is personal timing: Do not allow yourself to languish too long in a job you dislike before making a change.

Another potential solution to the career plateau problem is changing careers altogether. Many employees think that if they have been trained in a particular area, then they can work only in that area. By doing a thorough inventory of their talents and abilities, however, they might discover that some of those talents and abilities are transferrable to several job or careers. Do not assume that if you have always worked in a particular field, then you are suited only for jobs in that same field.

Career Plateauing Need Not Halt Your Career

Career plateauing is likely to be a serious concern for increasing numbers of federal employees during the next several years. While it can be a frustrating, anxiety-ridden experience, career plateauing need not halt any individual's career. By focusing rationally and realistically upon the multidimensional aspects of the career plateau, an individual, such as our upwardly mobile friend, John, can still continue to grow both personally and professionally. That knowledge, alone, may be the key to escaping the career plateau. ■

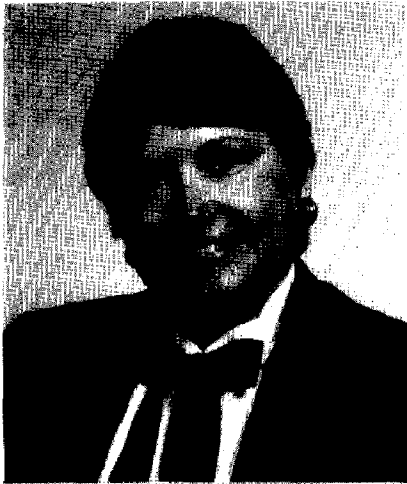
¹¹Gardner, p. 14.

¹²Gardner, p. 16.

¹³Robert J. McKain, *Realize Your Potential* (AMACOM, 1975), p. 38.

¹⁴Jacques Goyer, "To the Plateau... and Beyond," *Opinions*, Vol. 3, No. 1 (Office of Auditor General, Canada, 1985), p. iii.

¹⁵Elmer B. Staats, "Career Planning and Development: Which Way Is Up?" *GAO Review*, Vol. 10, No. 4 (fall 1976), pp. 1-6.



Ms. Patterson is a senior evaluator in the Information Management and Technology Division (IMTEC). Currently, she is helping to pilot test an organizational improvement project within IMTEC. Before coming to IMTEC, she worked in the Office of Quality Assurance (OQA), the Washington Regional Office, and several GAO headquarters divisions. She has a B.A. degree from the University of Virginia and has done graduate work at George Mason University in Virginia.



Ms. Walch is a management analyst with OQA. She joined GAO's Washington Regional Office in 1975 as an auditor. She has a B.S. degree in business administration from George Mason University in Virginia.

Executive Summaries: Implementing a New Concept in GAO

Nancy A. Patterson
Loretta K. Walch

When the executive summary concept was introduced in GAO in 1985, its acceptance was almost immediate. Even so, implementation took many turns. Fortunately, several factors—not the least of which was the GAO staff's enthusiasm for the concept—contributed to a relatively smooth implementation process. This article describes how GAO developed and implemented the executive summary.

Genesis of a Concept

The executive summary has replaced the digest as the vehicle for efficiently providing important overview material to busy readers of GAO reports. Originally intended as a way of quickly conveying a report's message, the digest had deteriorated into a document that often contained superfluous information that could actually detract from the report's message. For example, although digests were officially required to contain 5 pages or less, some digests contained 10 or 12 pages. Excessive repetition occasionally afflicted digests, which sometimes contained entire paragraphs that had been lifted from the body of the report. Facts were sometimes repeated several times—for no good reason—within the same document. And, most important, readers sometimes found that after having read a digest, they were still unable to identify the "bottom line," or main message, of the report. And when some of GAO's most influential readers (such as Members of the congress and their staffs, who are also among GAO's busiest readers) frequently said that they rarely read beyond the digest, we realized we were missing an important opportunity to communicate GAO's message.

The Office of Quality Assurance Looks for a Suitable Vehicle

The Office of Quality Assurance (OQA) was tasked with defining a vehicle that would address these issues. OQA considered and discarded several alternatives while searching for an ideal document. For example, a press release might convey a message quickly, but we decided that it would provide too little supporting information. Similarly, we concluded that an abstract would be too brief to adequately convey a GAO report's message. We needed a specialized format—literally an executive summary—that could contain as much information as a busy reader needs to understand the main message in a GAO report.

The director of OQA, Ira Goldstein, now deputy director in the Human Resources Division (HRD), and his staff—chiefly Sally Frazier, now an associate director in the Resources, Community, and Economic Development Division (RCED); Burma Klein, now a group director in HRD; and Claire Doyle, currently an evaluator in the General Government Division (GGD)—envisioned a modular format and standardized side captions (see Table 1) for this document. As envisioned, the side captions would function as signposts that lead busy readers through the executive summary or allow them to skim the document for just the information they need. The OQA team reasoned that if readers only want to know a report's bottom line, they need read only the "Results in Brief" module. If readers want to know what actions GAO recommends to change a situation discussed in

**Table 1
Standard Modules^a Defined Purpose of Module**

Purpose	<ul style="list-style-type: none"> • Catches the reader's attention. • Explains why GAO undertook the review. • Tells the reader the objectives for the report.
Background	<ul style="list-style-type: none"> • Gives readers the background information that is relevant to GAO's main message. • Provides the perspective to put GAO's message in context.
Results in Brief	<ul style="list-style-type: none"> • States GAO's bottom-line conclusions or answers to the objectives or questions stated in the "Purpose" module. • Prepares the readers to anticipate the principal recommendations.
Principal Findings or GAO's Analysis	<ul style="list-style-type: none"> • Presents the highlights of what GAO found to support its conclusions and develops its recommendations.
Recommendations	<ul style="list-style-type: none"> • Presents the principal recommendations based upon GAO's findings and conclusions. • Discloses when GAO is not making recommendations.
Agency Comments	<ul style="list-style-type: none"> • Presents the substance of the official comments concerning GAO's major findings and conclusions. • Discloses when comments were not obtained.

^aAn executive summary can contain a seventh module, "Matters for Congressional Consideration," when appropriate.

"Results in Brief," they can also read the "Recommendations" module. After some fine tuning (Should we call it "Results in Brief" or "Results in a Nutshell?"), the concept was ready for demonstration.

The OQA staff briefed GAO's top management in February 1984 on the proposed executive summary format, and management agreed that it seemed to be the ideal vehicle to replace a digest. Although this important decision had been made in our favor, we knew that a great deal of work remained.

Planning the Implementation

Once the executive summary concept was approved, we had to develop a plan for implementing it. The executive summary advisory group¹ worked with two OQA staff to draft the guidelines for use in writing executive summaries. Recognizing that the project would create a major change at GAO and would benefit from the perspectives of staff who knew how GAO (and each unit within GAO) works, we recruited staff from other units.

Tell, Show, and Do

First, we formulated guidelines GAO staff would use to draft executive summaries. The objective was to provide maximum help to those staff who would be writing summaries. The group also considered and discarded several methods of disseminating the knowledge of how to write executive summaries, such as sending the guidelines to all GAO staff or providing videotapes. Among all the alternatives, the group's consensus was that workshops seemed to be the best vehicle for spreading the knowledge throughout the organization. Two types of workshops were designed: an awareness briefing for those who would not be writing executive summaries (usually senior managers) and a 2-day workshop for writers. The workshop was designed so that participants learned about the new concept by using visual aids and were shown how each executive summary module should be developed. Finally, participants were asked to write each module and discuss their efforts with workshop leaders and other workshop participants. (See Table 1 and Fig. 1.)

The draft guidelines and workshop design were pilot tested using jobs programmed by AFMD, GGD, HRD, the National Security and International Affairs Division, and RCED. The Atlanta, Boston, Cincinnati, Dallas, Kansas City, and Washington regional offices also participated. The test called for staff on these selected jobs to attend the 2-day workshop, write an executive summary, and process the reports through the normal review chain. Lessons we learned during the pilot test enabled us to refine the guidelines and the workshop presentations before agency-wide implementation began.

To carry the message quickly to as many GAO staff members as possible, we developed a training package and asked each GAO division and regional office to voluntarily designate staff members who would become trainers in their home unit. The staff designated as trainers attended the workshop held in their unit as well as a "train-the-trainers" session. Some units requested that OQA administer all of their training, while others chose to have their trainers conduct the workshops.

Implementing the Concept

Although the pilot test had gone well, we approached the uncharted ground of agency-wide implementation with some uncertainty. First, in collaboration with the advisory group, we had tried to anticipate and prepare for all questions that might arise. Even so, unanticipated questions were still surfacing.

Further, we were operating under a time constraint: The implementation of executive summaries was scheduled to coincide with the implementation of the new visual design for GAO reports (developed by Robert P. Gersin and Associates), a process that, at that time, was scheduled to begin in June 1985. To ensure that executive summaries were included in all appropriate reports by June 1985, our first priority was holding the workshops for key staff, that is, evaluators who would soon be preparing reports for issuance and review-

¹The executive summary advisory group consisted of Jeanine Knowles, from the Office of Publishing and Communications (OPC); Glenn Spiegel (then with OPC, now with the Office of Information Resources Management); Renee Pettis (HRD); Dennis O'Connor, from the Washington Regional Office (WRO); Joyce Corry (GGD); Michael Hrapsky, from the Accounting and Financial Management Division (AFMD); and Tim Outlaw (WRO). This advisory group worked with OQA staff members Burma Klein and Claire Doyle to draft the executive summary writing guidelines.

ing draft reports and executive summaries. To meet this requirement, we conducted (with the assistance of the advisory group and some report reviewers) 26 workshops—15 in regional offices, 1 in the Far East Office, and 10 in headquarters divisions—during the first 12 weeks of implementation (February through April 1985).

We were also aware of the normal resistance to change. Early in implementation, this resistance usually surfaced at the beginning of each workshop. However, by the afternoon of the first day, the resistance usually was replaced by the participants' enthusiastic acceptance. Workshop participants repeatedly commented, "If you know that at the end of your assignment you will have to draft an executive summary, you will make a greater effort to ask the right questions at the beginning of the job." Also, workshop participants often said that the executive summary helps clarify a writer's thinking, especially in the area of findings and conclusions.

As the workshops continued (through February 1986, we had conducted 77 workshops) and word of the benefits of the workshop approach got around, we rarely encountered resistance. More often, we detected an attitude of wonderment: "This concept makes so much sense. Why haven't we been doing it all along?"

Evolution of the Concept: GAO Finds Additional Uses

During the 2 years since the concept was developed, executive summaries have not only successfully replaced digests but have also developed into multipurpose documents. Other uses have arisen as staff have realized the benefits of organizing a report outline along the lines of an executive summary.

Staff have written letter reports, chapter-format reports, and briefing documents after drafting an outline based upon the organization of an executive summary. Executive summaries have also been included in decision packages for jobs going from survey to review and in documents prepared for report conferences. They have also been produced during a report conference to document the agreed-upon report message and its supporting evidence.

Very early in the GAO-wide implementation process, we discovered not only that the document itself was versatile but that the workshop approach was equally adaptable to several GAO needs. Teaching participants to develop executive summaries by forging strong linkages between the

three principal modules—"Purpose," "Results in Brief," and "Recommendations"—encourages staff members to dis-

sect their jobs to develop logically organized executive summaries. The exercise can bring an added focus and clarity to a job.

Figure 1

EXECUTIVE SUMMARY^a

Serious questions and allegations were raised publicly regarding the propriety of the Vietnam Veterans Memorial Fund's financial operations. These allegations included questions regarding the Fund's—accounting for and reporting of its operations, and—fundraising costs in relation to receipts. At the request of nine Members of the Congress, GAO conducted a comprehensive audit of the Fund's financial operations to determine the validity of the allegations.

Background

The Vietnam Veterans Memorial Fund was incorporated as a non-profit corporation in Washington, D.C., in 1979 to raise funds to erect a monument to veterans of the Vietnam War. (See p. 1.)

In 1980, Public Law 96-297 authorized the Fund to erect the Memorial on a two-acre site near the Lincoln Memorial. Forbidden by law to break ground until sufficient funds had been raised, the Fund hired professional fundraisers to seek contributions from private and corporate sources. Ground was broken on the project in March 1982, and the work was expected to be completed by Veterans Day 1984. (See ch. 1.)

The Fund has been involved in a number of financial controversies regarding access to its records. A major contributor, a lawyer, and a television reporter requested access to the records, but were denied. Additionally, in 1983, a four-part television investigative report raised questions regarding the propriety of the Fund's operations. (See pp. 9 to 11.)

Results in Brief

The numerous allegations regarding the Vietnam Veterans Memorial Fund were not substantiated. The Fund's financial operations were conducted in a proper manner and the Fund's—receipts and disbursements were properly accounted for and reported, and—fundraising costs were reasonable in relation to the receipts.

Principal Findings

Accounting

The Fund collected over \$8.3 million in contributions, primarily from individuals and veterans organizations. GAO found that the Fund adequately controlled and accounted for these receipts. (See pp. 19 to 21.)

The disbursements made by the Fund were for goods and services received and were adequately supported by documentary evidence. These disbursements were consistent with the Fund's charter and its publicly announced purposes. Actual and anticipated program disbursements represent 55 percent of total receipts. This disbursement to receipt ratio is higher than the 50 percent standard set by the Better Business Bureau but lower than the 60 percent standard set by the National Charities Information Bureau. (See ch. 4.)

Figure 1 (Cont.)

EXECUTIVE SUMMARY

Reporting	Prior financial audits of the Fund were properly conducted in accordance with generally accepted auditing standards by independent public accountants and the Fund's special audit committee. Also, GAO found no evidence that prior financial reports, including reports to the Congress, were inaccurate or misleading nor was any attempt made to conceal financial information. (See ch. 5.)
Fundraising Costs	While GAO cannot conclude that alternative methods of fundraising would not have produced greater contributions at a lower cost, it is GAO's opinion that the fundraising disbursements of the Fund are reasonable in relation to the receipts. The fundraising costs to receipt ratio of 31 percent is lower than the Better Business Bureau's standard of 35 percent but is slightly higher than the 30 percent standard set by the National Charities Information Bureau. (See pp. 21 to 24.)
Recommendations	GAO is making no recommendations.
Fund Comments	The officers and directors of the Vietnam Veterans Memorial Fund agreed with GAO's findings. (See app. XII.)

^aThis executive summary example was based upon a GAO report entitled "The Vietnam Veterans Memorial Fund's Financial Operations Were Properly accounted For and Reported" (GAO/AFMD-84-59, May 23, 1984).

Several Factors Figured in Summary's Success

The success of the executive summary implementation effort was directly related to several factors, including

- commitment from top management;
- input from those who would ultimately determine its success or failure (the staff responsible for preparing reports);
- an implementation plan that was designed to be as helpful, unobtrusive, and non-disruptive as possible to the agency; and
- a core group of staff with the knowledge and expertise to provide a consistent focal point for implementing the concept.

These elements helped make the executive summary concept a success. In the executive summary, GAO now has a document that solves the problems that afflicted the digests: redundancy, excessive length, occasional incoherence, and superfluous data. Not only has it become the concise, readable document we believed our readers needed, the executive summary has also exhibited an unanticipated degree of flexibility and versatility that GAO staff have exploited in some novel ways.

To be effective, GAO must communicate its message to the Congress clearly and

concisely. We believe that the executive summary, as a communications vehicle, helps GAO do just that. ■

GAO's Work: 1986-96

Ed. note: On a related note, we provide here some comments by Mr. Bowsher on other approaches to doing GAO's work.

In the last few years, GAO has made many changes. It has reorganized itself to better accomplish its mission, refocused its issue area plans, and improved report quality. GAO is now working on some of the most important issues facing the nation. I expect this emphasis to continue over the next 10 years.

Providing reliable information to the Congress for its oversight, as well as its authorization and appropriation responsibilities, will continue to be our mission. Our concern for responsiveness; timeliness; and the overall accuracy, reliability, and quality

of its work will remain in the forefront. My goal is that GAO continually improve its service to the Congress by more closely working with its members and more successfully anticipating their needs.

How GAO does its work and addresses its subjects will change. I fully expect to continue to produce formal GAO reports, but the congressional need for more information more quickly challenges GAO to search for alternative communication approaches. The videotaping of the Resources, Community, and Economic Development Division Superfund report is an excellent example. I also see the Task Force on GAO's Responsiveness to Congressional Requests resulting in a serious look at expanding the use of briefings, letters, etc., to meet customers' needs for more timely information.

As GAO searches for more efficient and effective approaches to doing its work, the process of the work will be changed. I believe that a top quality organization must continually examine how it does its work, seeking ways to work smarter, not merely harder and faster. That is, in fact, the thrust of the operations improvement initiative GAO is implementing.

GAO has an important role in the federal government. The next decade will bring many challenges and exciting changes to GAO. It is difficult to predict what subjects will be of greatest concern to the Congress and the nation in the next 10 years. Regardless of the subject matter, however, I firmly believe GAO will be ready and able to respond.¹

¹ From an interview with Comptroller General Charles A. Bowsher in *Advisor* (Feb. 1986), the GAO Career Level Council newsletter.



An Improved Performance Reporting System at the Local Level

Alan D. Ash

Alan Ash is a performance auditor for the City of Gainesville, Florida. Mr. Ash has worked in computer systems and management analysis for the past 15 years. He completed his undergraduate studies in transportation at St. Louis University and earned an M.B.A. degree from American University in Washington, D.C. Mr. Ash is an occasional guest lecturer at the University of Florida.

The effects of the Gramm-Rudman-Hollings legislation (see p. 1 and the spring 1986 *Review*), which requires cuts in the federal deficit each year through 1991, will not be felt only at the federal level. Currently, public managers at the federal, state, and local levels are coping with continuing reductions in available funds for the programs they oversee. As revenues become more limited, we at the local government level will need more, better, and more current data to compare the available program management alternatives: We need to put into place systems that provide additional information.

Support Services Likely To Bear Brunt of Cuts

Where will the cuts start? With the police? Fire fighters? Public works? Probably not. How about recreation programs, cultural activities, or library services? Doubtful as starting points, these "nonessential" government services will certainly be affected soon after the early cuts are made. The initial cuts, however, will most likely be in those areas that are vital to providing quality services but are less visible to the public. These so-called "support services," such as personnel, purchasing, fleet maintenance, finance, accounting, and information systems, will most likely bear the initial brunt of the storm.

Gainesville Prepares

How can legislators prepare themselves for the impending storm? How can administrators plan to manage their resources effectively while addressing budget issues?

What information will help both legislators and administrators to balance finite resources against a great universe of needs?

The City of Gainesville, Florida, has been working for several years to get ready for the looming budget-cutting storm.

Gainesville is working with other cities on the Governmental Accounting Standards Board's (GASB's) experimental project that brings together representatives of local governments nationwide to gather information on what they are doing to prepare for the storm.¹ The GASB project is also working to develop a service-level measuring system that will aid interperiod analysis within agencies. This system will be based on relatively objective criteria to encourage comparisons among similar agencies and simplify the measurement process. Gainesville has already developed its own conceptual framework that will eventually be the hub of a newly created performance audit function.

New System Offers Structure

The primary objective of the new service-level measurement system is to provide meaningful, performance-related information to operating managers, top management, and legislators. The system, adopted from a similar concept developed during the late 1970's by the Government Finance Officers Association, provides a common, centralized information base from which to assess departmental performance and service levels. The system uses four service-level indicators—demand, work load, unit cost, and effectiveness—that are always expressed in quantitative terms.

Demand and Work Load

The demand indicator describes the level of demand for the program or service, for example, the number of bookmobile stop

¹The GASB encourages state and local governments to participate in experiments on service-level and infrastructure reporting. Anyone already providing data on either of these subjects or wishing to start should contact the GASB director of research at High Ridge Road, P.O. Box 3821, Stamford, Connecticut 06905, (203) 968-7300.

locations in the library system or the number of calls for police assistance. Demand-related information (data on external factors that create the need for the program or service) enables policy- and decision-makers to modify service delivery levels in response to changes in the direction and magnitude of the demand. The demand indicator is useful in answering questions about the need for the service and the level of service required to meet the need.

The work load indicator describes the amount of service the program is currently providing. When work load data are compared to demand data, management gains tools for evaluating whether or not service adjustments are required. Work load indicators for the above examples include the number of bookmobile stops actually made during a given period of time and the number of calls for service that police actually responded to during a given period of time.

The demand and work load indicators will usually be unequal. For example, let's assume that the number of bookmobile stop locations in the library system is 10 and that each stop is serviced by a bookmobile 12 times per year, or once a month. The demand indicator equals 10, and the work load indicator equals 120.

For the police example, the demand indicator equals the total number of calls for assistance. The work load indicator in this example, however, can be further subcategorized to provide meaningful management information. That is, total calls for police patrol assistance comprise calls from patrol officers and calls from citizens. In some cases, the justification for additional patrol officers is derived from increases in total calls for service. However, as officers are added each year to the patrol ranks, total calls for service may continue to increase because the number of officer-initiated calls increases. In this situation,

prudent management would look to other analytical techniques to assist in reallocating current staff so that more officers work during higher-demand times than during lower-demand times. The work load indicator, thus, can provide meaningful information that may point to alternative, less obvious solutions.

Unit Cost

The unit-cost indicator is derived by calculating the ratio of inputs (dollars) to outputs (units of service). Data describing the use of resources to produce a given level of output (work load) allow managers to determine cost effectiveness, establish productivity improvement goals, and monitor the allocation of resources to programs on a unit-cost basis. The unit-cost indicators for the examples given above include the average cost per bookmobile stop and the average cost per call that the police department responds to.

Several major considerations become apparent when developing unit-cost indicators. One of the most important decisions regarding the unit-cost indicator is identifying the appropriate input elements used in providing a given service. Unit cost is calculated as dollars per output. What elements of expenditure should be included when formulating the cost per output unit? Figure 1 shows the range of possible cost elements when computing dollars required to provide a service. These cost elements fall into three broad categories:

- Direct marginal cost includes only those annual, recurring operating and maintenance costs required to provide the service.
- Partial sunk cost recovery plus direct marginal cost includes all direct marginal costs plus a portion of sunk cost.
- Fully allocated cost includes sunk cost, direct marginal cost, and indirect cost associated with the construction and maintenance of the assets and resources required to provide the service.

To illustrate, let's analyze the cost of providing a single parking space to citizens. This type of analysis is commonly used by local governments when attempting to derive an appropriate user fee for facilities or services provided by a municipal agency. Fully allocated cost includes sunk cost (the cost of land and construction); direct marginal cost (parking space marking, security and enforcement, and grounds maintenance); and indirect cost (indirect administrative cost and cost for such support services as personnel, accounting, finance, information systems, and fleet services).

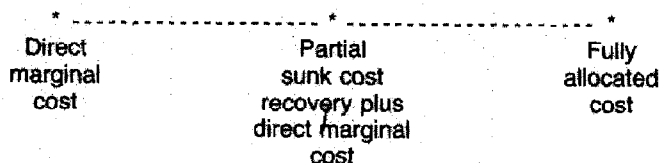
If fully allocated cost is used to determine the cost per unit, including opportunity cost (the "price" of choosing to use scarce resources for parking spaces, for example, rather than something else) may also be appropriate. Partial sunk cost recovery plus direct marginal cost includes all direct marginal costs plus the cost of construction. The analyst may choose to disallow the cost of land (and, thus, the use of the term "partial sunk cost recovery") and the cost for indirect administration and support services.

Which cost computation to choose depends on how the information is to be used. If the information is being developed to assist in determining a user fee for a service, the partial-sunk-cost-plus-direct-marginal-cost approach may be the most appropriate. If the information is required for service-level or performance measurement or budget analysis, the direct marginal cost approach is probably the best. The fully allocated cost approach is useful for reporting to federal agencies for grant reimbursement purposes. Thoughtful consideration should be given to which costing methodology is used, as adjustments to the methodology will certainly affect the interperiod compatibility of data.

The probability of misuse and abuse of the unit-cost indicator is higher than for the other three service-level indicators. Users and interpreters of this information often place too much emphasis on its credibility and accuracy, not understanding that it goes through many filters and, hence, that its reliability may be questionable. The unit-cost indicator should be used only as a guide to show relative trends from one period of time to another. This is not to say, however, that the information is not valuable, and periodic review of the internal controls over data collection can go a long way in increasing the reliability of this information.

Figure 1

Alternative Costing Methods for Unit-Cost Calculations



Effectiveness

Effectiveness indicators are used to assess the quality of service provided. Measurements of effectiveness are used to complete the evaluation of a program by considering whether or not the program is achieving the intended objective. Examples of effectiveness indicators include the book circulation per bookmobile stop and the ratio of felons apprehended to the number convicted.

The Service-Level Matrix

The four indicators can be integrated to provide a framework for various scenarios representing several unique service levels. The main advantages of this type of framework are that it allows legislators, managers, and analysts to get a clearer picture of services currently provided; provides useful information for making logical budget and program decisions; and offers a context for long-range strategic planning.

Table 1 shows how this framework might be used to determine service levels and an annual budget for various scenarios affecting the bookmobile service. The service-level matrix includes performance indicators for the current year (column 1) and three alternative scenarios (columns 2, 3, and 4), representing increases or decreases in one or more of the four indicators.

In column 2, the number of bookmobile stop locations (D) and the budget allocation for the bookmobile service (B) are increased 5 percent. The result is a 6-percent increase in work load and a 1.3-percent decrease in the cost per bookmobile stop. Note that the work load indicator is calculated by assuming that each bookmobile stop is served twice monthly. Therefore, in column 2, if the number of bookmobile stop locations is increased to 35, total work load increases to 840 stops per year (35×24). Unit cost is derived by dividing the budget allocation by the work load indicator. Effectiveness is measured by dividing the average yearly circulation, here assumed at 149,305, by the work load indicator. So, with a 5-percent increase in demand and budget, we see a small negative effect on the average circulation per stop.

In column 3, demand increases 5 percent, i.e., the number of bookmobile stop locations increases from 33 to 35; however, the budget allocation decreases 5 percent to \$178,657. What is the effect on work load, unit cost, and effectiveness? Work load increases from a current level of 792 stops per month to 840; unit cost drops 10 percent, from \$237 per stop to \$213 per stop;

and circulation per stop drops 5.8 percent, from 189 to 178.

Column 4 shows the effect on service levels when demand is decreased 5 percent, from 33 stop locations to 27, and the budget allocation is reduced 5 percent, from \$187,590 to \$178,657. Work load decreases to 648 stops per year (which may increase the number of citizen complaints); cost per stop increases from \$237 to \$276; and circulation per stop increases 22 percent, from 189 to 230.

Commitment: The Main Ingredient

The value of this type of service evaluation and analysis is twofold: It clearly portrays the level of service currently provided, and it allows comparisons of the levels of service a city would like to provide with those it can afford to provide. This type of information is as important to managing the municipal budget as the information that a prospective car buyer seeks out is to managing his or her personal budget. Most managers are keenly aware of interest rates, monthly payments, and expected years of service when deciding on a new car. They should be as deeply committed to obtaining all the information available when evaluating public purchases.

Members of local city councils and top managers must demonstrate total commitment to designing, developing, and implementing the system if it is to succeed. But this is easier said than done. A few U.S. cities have made similar attempts, but, even understanding the value of this type

of information system, they were still unable to sustain the momentum required to support it. Because program design and development generally require a minimum of 3 years before any valuable information is produced, council members and managers who initially reviewed and approved the system design often have left the organization by the time the system bears fruit. The people who replace the system designers often have different notions about the management structure, and they make changes accordingly. Consequently, data collection mechanisms and comparability suffer.

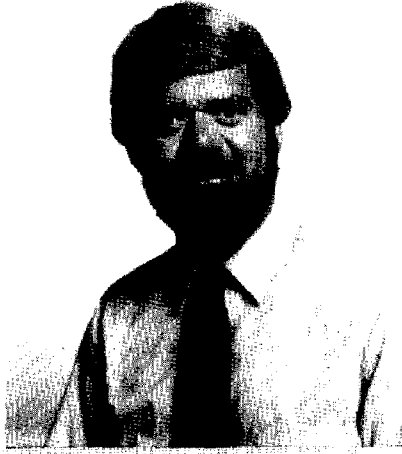
But committed local government leaders, in a relatively stable environment, can sustain the system's momentum through its initial stages, and it is well worth their struggle to do so. A successful service-level measurement system can mean the difference between getting caught in the storm and sitting comfortably in a rocker by the fireplace while the storm outside plays havoc with those who forgot to check the forecast. Where would you rather be? ■

Table 1

Service-Level Matrix^a

Indicators	Current levels	Scenarios			
		D ↑ 5% B ↑ 5%	D ↑ 5% B ↓ 5%	D ↓ 5% B ↓ 5%	D ↓ 5% B ↓ 5%
Demand: Number of bookmobile stop locations	33	35	35	27	
Work load: Number of annual bookmobile stops made	792	840	840	648	
Unit cost: Cost per stop	\$237	\$234	\$213	\$276	
Effectiveness: Circulation per stop	189	178	178	230	
Budget allocation	\$187,590	\$196,970	\$178,657	\$178,657	

^a Assumes annual bookmobile circulation is 149,305 units. Unit cost equals budget allocation divided by work load, and effectiveness equals average circulation per year divided by work load.



When U.S. Citizens Die Abroad: GAO's Role

Dennis R. Devine

Mr. Devine, a management analyst in the General Government Division's claims group, is the designated custodian of effects in GAO. After serving 3 years with the U.S. Army, he graduated from the University of South Carolina in 1973 with a B.A. degree in international studies and joined GAO in 1974. More recently, he has been working toward an M.S. degree in computer science.

When U.S. citizens die abroad, the after-effects of the tragedy can reverberate for years, often long after the deceased has been buried. One sobering issue that must be addressed when U.S. citizens die abroad is the question of what happens to their personal effects.

Not many people know it, but GAO's claims group¹ in the General Government Division (GGD) maintains a secured room containing the personal effects of some U.S. citizens who have died outside the country. As of March 1, 1986, GAO held property belonging to more than 170 such people who were involved in accidents or other mishaps. Some of the articles are valuable items that belonged to collectors, and some are simply the personal belongings of tourists. Photographs, eyeglasses, stamp collections, tropical insect collections, cigarette lighters, jewelry, and cameras are some of the personal effects GAO is holding. The property was recently transferred from the custody of the Office of Security and Safety to the claims group to simplify procedures and merge within one unit GAO's custodial and conservatorial roles.

State Department Attempts To Locate Surviving Heirs

GAO functions as the legal conservator and custodian of estates or the residue of estates belonging to U.S. citizens who die abroad.² After such a death, this estate property is forwarded to GAO from the Department of State after that agency has kept the property for the prescribed period of time and attempted to locate surviving heirs and distribute the remaining property.

When a U.S. citizen dies overseas, the local authorities usually contact the nearest U.S. consular officials. In most cases, the dead person has a passport or other documents

that show a home address or other emergency contacts. Usually family or friends take care of the remains and personal belongings immediately after notification. In some cases, relatives respond to dispose of remains but fail to request or claim any of the personal property or monetary assets. In other cases, known relatives refuse to respond at all, or multiple claimants cannot agree on how to distribute the estate. However, in a few cases, no known blood relatives or other acquaintances exist for the consular officer to contact.

The consular officer is authorized to receive the property or estates of deceased citizens.³ Since 1792, laws enacted by the Congress have empowered consular officials to dispose of these estates. This officer, also known as the provisional conservator, collects assets, pays debts of the estate, and disburses the remainder to the proper recipients. In addition, the provisional conservator should keep the next of kin or their legal representative apprised of the progress made in handling the personal effects. The conservator would make a complete inventory of the effects and develop a statement of the dollar value of each item. The legitimate debts of the decedent must be paid from the cash resources of the personal effects taken into possession by the consular officer. If this source is insufficient, the officer obtains funds from the next of kin or a legal representative or, if necessary, may auction a portion of the personal estate sufficient to cover the debts.

After disposing of all known legal debts, the officer prepares a Final Statement of

¹See Eric Berezin, "A History of the Claims Division," *The GAO Review* (summer 1980), pp. 24-33.

²22 U.S.C. 4195-4197.

³*Foreign Affairs Manual*, Volume 7, pp. 640-646.

Account that will serve as the financial transaction document for the disposition of the remains as well as the personal estate. All transactions shown on this document must be expressed in the equivalent of U.S. dollars.

How GAO Becomes Involved

The consular officer prepares to transfer the estate to GAO if, after 1 year, no claim or satisfactory proof of entitlement has been received. The transfer terminates the officer's responsibilities as provisional conservator. Actually, only certain items are transferred when the officer disposes of an estate. One such category of items includes negotiable instruments, such as money, stocks and bonds, bankbooks, checks, deeds, bills of exchange, articles of sentimental value, and the proceeds from previous auctions and sales. Other articles, such as clothing and foodstuffs, are donated to charitable organizations or appropriately disposed of. The officer then forwards the estate's remaining effects through the State Department headquarters in Washington, D.C., to GAO.

GAO Assumes Responsibility

Once the estate is received from the State Department, the Comptroller General assumes the responsibilities of conservator. The Comptroller General has delegated the group director of GGD's claims group to act on his behalf. The conservator appoints a staff member to act as the custodian, that is, the person responsible for securing and storing the personal effects in GAO.⁴ Each estate is first assigned a file number, and then the conservator and the custodian must verify the contents of the estate against the inventory record furnished by the State Department. Each estate file should include the Report of Death, the inventory, and the Final Statement of Account.

Money received from the State Department is in the form of U.S. Treasury checks payable to the order of GAO. This money usually represents the proceeds from sales of any personal effects not transferred and any cash left by the decedent. However, this represents, in many cases, only part of the monetary value. GAO also receives passbooks to savings accounts and checking accounts, foreign and domestic. As conservator, GAO is authorized to draw upon these accounts and deposit the proceeds into the trust accounts. We generally have good luck with accounts housed in U.S. banks and other institutions, but foreign banks can be a different matter. Al-

though some of them cooperate quite readily and forward any deposits, others respond by citing various legal technicalities. In addition, such items as travelers checks and airline tickets are also redeemable. (Since most airlines honor unused tickets only 1 year after purchasing, we must act within that time to redeem the unused tickets.)

Finding Next of Kin

Once the estate is secure with GAO, the difficult part of the process begins. The claims staff begins by reviewing the State Department-supplied Report of Death of an American Citizen Abroad, a document that should provide names and addresses of the next of kin or any other relatives or friends. Although the consular officer usually has corresponded with the next of kin, many surviving relatives often are unaware that responsibility for administering the estate has been transferred to GAO. We write letters to anyone listed by the State Department and whomever else we can identify as a relative or friend. Occasionally, correspondence or address books among the personal effects can help us identify the next of kin. Unknown relatives or friends often reply to our letters, and sometimes they supply us with a long list of additional relatives.

When a large number of claimants appear, the difficulties involved in reaching a settlement also increase. One of the most serious problems we encounter is the absence of valid wills for all but a few of the estates. A properly executed will can greatly ease disposition of an estate. In those few cases in which a valid will exists, the estate can be delivered to the legal executor, and GAO can terminate its responsibilities as conservator. However, in most cases, we receive either no replies or insufficient replies that usually provide little more than an acknowledgment of distant kinship.

GAO is required to maintain the estate for a period of 6 years from the date it receives the effects. During this time, many things can happen regarding the status of the estate as a result of GAO's efforts to settle the matter. Since we often receive no replies to our correspondence and no claims on the effects, they might sit in the security room for 6 years or longer.

Surprisingly, some of the estates include considerably valuable items and cash. For example, the decedent of one such estate had no known relatives or friends with the possible exception of one or two distant

relatives living somewhere in the Soviet Union. The estate consists of about \$5,000 in cash, an impressive array of silver and gold utensils and souvenir pieces, a collection of foreign currency, and a substantial collection of interesting personal belongings. On the other hand, relatives in another estate are fighting over what appears to be a small packet of items having little monetary value.

Disposing of the Estates

After 6 years GAO must dispose of estates, and it has several means of doing so. If a legal heir makes a valid claim, GAO will arrange to deliver the property to this person. Determining who is or is not the legal heir can be difficult. The determination must be based upon the applicable laws of the state or territory in which the dead person last lived. In most cases, an individual must be appointed by the court to act as executor for the estate, and appropriate documentation must be forwarded to GAO. This sounds simple enough, but all too often the perseverance of the heirs-apparent seems to falter at the mention of courts and judges. Other possible claimants quickly lose interest when they learn that a large sum of cash is not involved.

If no one submits a valid claim within 6 years, GAO must take further action to dispose of the estate.⁵ If an estate is valued at more than \$500 (cash deposits and the inventory-estimated value of property), and the U.S. state or territory of the dead person's last residence is also known, GAO must advertise the estate's pending disposal. GAO arranges for a newspaper notice to be printed once a week for 4 consecutive weeks, using the Sunday editions of the largest daily newspaper in the metropolitan area nearest to the decedent's last residence. Most of the time, even advertising does not result in any claims, so GAO must then transfer the cash and property to that state or territory.

Remaining are those estates for which (1) no claims have been received, (2) next of kin, relatives, or friends are unknown, and (3) the decedent's last domicile (place of residence) is unknown. Any remaining cash deposits are transferred from the individual trust accounts into the U. S. Treasury as miscellaneous receipts. Those personal effects determined to be of no

⁴GAO Order 1161.1.

⁵22 U.S.C. 4195-4197.

See Citizens, p. 40



A Week's Worth

Wyley P. Neal

Wyley Neal, an evaluator in the research, development, acquisition, and procurement area of the National Security and International Affairs Division, joined GAO in 1976. Mr. Neal received a bachelor's degree in mathematics and psychology from Prairie View A&M University in Prairie View, Texas. He has completed graduate courses in business management and is attending the National Defense University's national security management course. Before joining GAO, Mr. Neal worked at the Department of Defense and in private industry.

Monday

The first item on the week's agenda is planning: Last week's plans for this week need to be reviewed and revised. Monday morning is a good time for this since a weekend away from the office has improved my ability to be objective. I reschedule the week's activities by priority and update my calendar. Then I am off and running.

Enrique Olivares, who is working with me on a spare parts assignment, calls at 8:30 a.m. from the San Antonio suboffice to discuss plans for a job conference. We work out the details after a few minutes' discussion and agree that the more important matter is how to respond to the questions of the House committee chairman who requested the review. After a few more minutes, we are satisfied with our responses, and everything seems to be on track. I make a few notes on the discussion with Enrique and check one item off my list of things to do.

This assignment interests Department of Defense officials because it concerns locally purchased spare parts. Previous reviews of spare part purchases have found that parts may have been purchased from the local hardware store at much lower prices than those paid by military service buyers. Rarely a week passes without at least one call on the spare parts assignment. This week is no exception: At 10:30, the Navy's contact person calls for an update on our progress. He seems concerned that we may find additional purchases of exorbitantly priced nuts, bolts, or hammers. I assure him that we are still collecting data and that we will keep him apprised of developments.

It is lunchtime already, and I have arranged to meet with James McQuade, an attorney at the Department of Labor.

James was among the co-op applicants who had been interviewed and offered a position by GAO. However, he declined the offer and accepted a full-time position at the Department of Labor.

Our conversation concerns, among other things, a high-level political appointee at the Department of Labor who is being prosecuted for alleged wrongdoing committed before his appointment. We also discuss the forum on legal issues involved in procurement and contracting that is being planned by an association of attorneys to which James belongs. It sounds interesting, and, with lunch over, James agrees to get back to me with the details.

I have received two calls while at lunch, one from a California newspaper reporter and the other from someone who is unaware that I no longer serve on the GAO credit union's board of directors. The reporter wants to know if GAO has done any follow-up work on this year's Army/Navy football game. I tell the reporter that that job was requested by Senator Proxmire and that I am not aware of a follow-up assignment on the subject.

The second caller has several questions concerning interest on savings accounts and individual retirement accounts, and, after quickly checking my notes on the credit union, I answer his questions. He seems satisfied with the information, but, because he may want additional information later, I give him the name and current telephone number of the credit union manager.

John Yakaitis and Dave Cooper, both in the research, development, acquisition, and procurement subdivision of the National Security and International Affairs Division, come by to discuss an urgent matter: We need to receive a report segment being electronically transmitted from St. Louis to

Washington. After exploring the software application, I agree to set up a personal computer and receive the report on Thursday morning. I confer with Art James and Buck Sykes of our technical assistance staff, who are cautious about the accuracy of electronically transmitted data—especially the Lotus 1-2-3 spreadsheets that may contain mathematical formulas—because of recent unfortunate experiences. I consider their warnings but proceed with plans to receive the report segment on the personal computer.

As I am about to leave the office for the day and return several books to the library, Paul Jones, my former group director, calls regarding a problem with the personal computer. I solve the problem quickly—with the help of a little guesswork—and leave the office proud of my ingenuity.

My schedule shows that I have agreed to tutor several junior high school students in mathematics tonight. On the way home, I try to guess the questions they will ask and prepare my answers.

Tuesday

Crossing the 14th Street bridge this morning, I have a brief image of water skiing. The water is like a mirror—ideal conditions for skiing—but not here and not now. It is much too cold.

I arrive at the office a few minutes early to do some reading and prepare for my National Defense University national security management course. During class, we get into a discussion of the effects of the Gramm-Rudman-Hollings Amendment (the Balanced Budget and Emergency Deficit Control Act of 1985) on the Department of Defense and other agencies, including GAO. We do not develop any solutions, but the discussion is high-spirited and interesting.

At noontime, I forgo lunch to attend a Blacks in Government (BIG) meeting. George Shelton, the president, asks me to audit the books of the GAO BIG chapter. Either I look like an auditor (a detail person) or they trust me to be objective and thorough.

I reviewed the books once before, and, insistent upon accounting for every penny, I encouraged the treasurer to prepare a three-sentence explanation of the 3-cent variance that had been discovered. Not many people are enthusiastic about being that detailed, but this effort set a precedent, and it's hard to find good help at my prices: gratis.

When I return to my office, Bill Sanchez of the Los Angeles Regional Office calls to give me an update on a contractor's refund to the Navy for overpriced spare parts. Bill also has another hot lead on potential overcharging for Army helicopter spare parts. Apparently, a contractor purchased surplus spare parts from the Canadian government and sold them to the Army for a handsome profit. After two more telephone calls, Enrique Olivares agrees to look into the matter and provide me with more information.

It's almost 5 p.m., so I make notes on the events of the day and prepare to leave the office. I arrive home to find that the blower motor in the heating system is emitting distressing sound. Certain that I cannot get a repairperson right away, I take on the job. I disassemble the blower and find that the solution is easy: Cleaning and lubricating solves the problem, and we are warm and cozy again.

Wednesday

This morning my normal routine is altered by a slight detour to deliver audit results for a local chapter of Jack and Jill of America. This is a nonprofit organization, and, accordingly, I donate my services. I leave the information with the treasurer and am in my office by 7:55.

After doing a few office chores and reading the pile of papers that have collected in my in-box, I check my watch to make sure that Sid Wolin (a group director), Paul Math (an associate director), and I will be on time for our 10 a.m. meeting with the committee staff. I complete the briefing outline and, after reviewing the written facts we plan to leave with the staff, we leave for the Hill. The committee staff seem pleased with our briefing and fact sheet and say that the committee may hold hearings on our findings.

The briefing extends beyond lunch, so when we are through everyone is eager to grab a bite to eat. We stop off at My Brother's Place and analyze our briefing over lunch. Afterwards, we walk off the excess calories, maintaining a brisk pace back to the office.

This afternoon I meet with my group director to discuss plans for a job on government contractor travel costs. We decide that rather than doing a full-blown job, we will respond to the congressman's request by using previous GAO reviews. After the meeting, I take notes on our discussion and use the last hour of the day to maintain a certain level of proficiency on the

microcomputer. Today, I use the word processor capability to prepare a memorandum to the Office of Congressional Relations (OCR) on our briefing to the congressional committee staff. After preparing a draft, I put it aside. I believe I have recorded all the facts correctly, but I decide to mull it over and finish it in the morning.

On the way back to my desk, I almost run into Sharon Washington as we approach an intersection of the narrow aisles between the cubicles. She jokes that if these near-accidents continue, we'll need traffic signals at the aisle intersections for our safety. I ask her if she is interested in joining the GAO BIG chapter. She wants to know what BIG has done and what it is now doing. Since I am rushing to a meeting, we agree to meet soon to discuss BIG.

Almost time to change scenes for a few hours. Let's see, is it PTA, tutoring, homeowner's association, church, lodge, or fraternity meeting night? Whatever it is will have to wait, because I have assured Helen, Pamela, and Paul—my family—that tonight will be theirs. We dine out on seafood, a favorite around our house, and take in a movie.

Thursday

This is the morning that I plan to receive the report segment from St. Louis. In an effort to circumvent Murphy's Law, I check out the computer and verify that everything is ready. But somehow, since noon yesterday, computer bugs (and/or human errors) have managed to gobble up everything—about 1.7 million bytes—in the root directory of the hard disk drive. How did all that data disappear? Hurriedly, I try to restore the files to the hard disk from backup disks and get ready to receive the transmission. Finally, everything seems ready, but then I discover that the modem cable is not working. To avoid defeat, I locate the portable personal computer with a built-in modem, and by noon the report segment is transmitted, verified as error-free, printed, and delivered to Dave Cooper. One small step for the computer, one giant step for GAO.

After lunch I review my notes, revise the briefing memorandum to OCR, and return several calls. Remembering that Sharon is waiting to hear from me on the activities of BIG, I call her to set up a meeting in her office. She is aware of BIG's national training conference held annually but

See Week's Worth, p. 40

Bookmark

Giants in Management

Edited by Robert L. Haught
National Academy of Public Administration,
1985

What kind of person does it take to monitor the operations of the entire federal government? To run the country's largest automobile company? To administer the affairs of America's largest city? *Giants in Management* provides some answers to these questions by describing the skills, management styles, and accomplishments of eight leaders of nationally known organizations.

The book grew out of a 1978 symposium of the Academy of Management. Each symposium panelist presented an analytical paper on a leader known for his contributions to the resolution of major, new management problems. These papers, combined with papers commissioned by the National Academy of Public Administration, compose *Giants in Management*.

The eight captains of industry and government honored in *Giants in Management* are Elmer B. Staats, who built GAO's reputation as a government watchdog; James E. Webb, who headed the National Aeronautics and Space Administration (NASA) during the crucial years of the Apollo program; David E. Lilienthal, who made the Tennessee Valley Authority a model of government effectiveness; Alfred P. Sloan, whose leadership at General Motors set the pace for the entire U.S. automobile industry; Robert S. McNamara, who guided the Department of Defense through the Vietnam era; Robert E. Wood, who made Sears, Roebuck and Company a successful business and household name; L. P. Cookingham, who helped eradicate corruption in Kansas City, Missouri, government; and Luther H. Gulick, who improved the management of New York City and set standards for public administration.

Former Comptroller General Staats

Former Comptroller General Staats is described by coauthors Elaine L. Orr, director of GAO's Office of International Audit Organization Liaison, and former Assistant Comptroller General John Heller as a manager who achieved his goals through consensus building. Accomplishing certain changes in the organization required patience, and colleagues described the Comptroller General as a man who "knew the value of waiting and making his move at the right time." Former Assistant Comptroller General Sam Hughes said: "I believe neither his best friend nor his worst enemies would say that he is flashy. Instead, having a direction of motion clearly in mind, he persists until he has done what he wants to do using his combination of traits and talents." Mr. Staats recognized that some observers would say he had not always been firm, but he preferred the risks of participative management to those of authoritarian leadership. Surprised by the reluctance of GAO staff to "argue and debate and come forth with their own ideas," he counteracted that tendency by encouraging division directors to express their opinions more freely.

Some of Mr. Staats' accomplishments were self-evident to those of us who served under him. He transformed a finance and accounting culture into an organization concerned with the issues of program effectiveness. Moreover, under his direction GAO developed more cooperative relations with the Congress and a more visible public image.

Other accomplishments of the former Comptroller General in his 41 years of government service were less obvious to many GAO staff. For example, at the age of 33, as assistant director, Bureau of the Budget, he regularly recommended whether the

President sign or veto legislation. And later, after World War II, he worked with the Council of Economic Advisors and members of the White House staff to shape the government's role in advancing basic and applied science. Mr. Staats' professional affiliations were many. He was a founder and president of the American Society for Public Administration and the National Academy of Public Administration. Since retiring from GAO, he has remained active in public service, serving as president of the Harry S. Truman Scholarship Foundation, which awards the scholarships to deserving public administration students. One colleague summarized his career as follows: ". . . Elmer Staats has developed the ability to create organizations and processes which are more permanent than personalities, even his own."

Other Managers' Contributions

The same can be said of the other subjects of *Giants in Management*, whose ideas, decisions, and styles of management have made lasting contributions to their organizations and to the theory and practice of management.

Alfred P. Sloan, for example, applied scientific management techniques and consensus building at General Motors. Luther H. Gulick, as not only an administrator but a purveyor of ideas, improved New York City's management by emphasizing planning rather than "muddling through." James E. Webb, director of the former Bureau of the Budget and administrator of NASA, believed in feedback, planning, research, and using all kinds of resources and disciplines.

Certain organization leaders are well known for emphasizing human resources. David E. Lilienthal made the Tennessee

See Bookmark, p.41



Legislative Developments

Judith G. Hatter

Health Research Extension Act of 1985

The Health Research Extension Act of 1985 revises and extends authorities under the Public Health Service Act relating to the National Institutes of Health (NIH) and the National Research Institutes. The law provides that the sum of the amounts obligated in any fiscal year for NIH's administrative expenses may not exceed 5.5 percent of the total amount appropriated for that fiscal year for NIH. The Secretary of Health and Human Services shall consult with the Comptroller General to identify the administrative expenses incurred to administer NIH and those incurred to prepare reports to the Congress about amounts obligated for administrative expenses (P. L. 99-158, Nov. 20, 1985, 99 Stat. 820, 832).

Congressional Award Amendments of 1985

Public Law 99-171, November 25, 1985, 99 Stat. 934, the Congressional Award Amendments of 1985, amends the Congressional Award Act to require a biennial audit by GAO of the Congressional Award Board. The audit performed shall, at a minimum, assess (1) the adequacy of the Board's fiscal control and funds accountability procedures and (2) the propriety of expenses allowed to the director and other employees of the Board. As part of the first audit, the Comptroller General shall include an evaluation of the programs and activities under this act, including an examination of (1) the extent to which the Congressional Award Program and activities are achieving their stated purposes, (2) the standards of achievement and procedures for verifying that individuals satisfy standards established by the Board, (3) the Board's fundraising efforts, (4) the organizational structures of the Board, particularly the use of regional directors, and (5) addi-

tional areas that the Comptroller General determines deserve or require evaluation.

Veterans Administration Health-Care Amendments of 1985

The Veterans Administration (VA) Health-Care Amendments of 1985 (P.L. 99-166, Dec. 3, 1985) require the Administrator of VA to provide a detailed plan and justification to the Committees on Veterans' Affairs of the Senate and House of Representatives before implementing a systematic reduction to (1) the average salary for VA employees in certain categories and (2) the number of such VA employees at a specific grade level.

Not later than 45 days after the Administrator submits his or her report, the Comptroller General shall submit to the committees a report on the Administrator's compliance with the law and the accuracy of the VA determination and the data supporting the determination.

Arts, Humanities, and Museums Amendments of 1985

Public Law 99-194, December 20, 1985, the Arts, Humanities, and Museums Amendments of 1985, requires the Comptroller General to report to the Congress the results of a study to determine the feasibility of supplementing, through other federal funding mechanisms, expenditures made from the general fund of the U.S. Treasury on behalf of the National Endowment for the Arts, the National Endowment for the Humanities, and the Institute of Museum Services. The law delineates certain alternative funding methods and directs the Comptroller General to consider the impact that their implementation would have on the following:

See Legislative, p. 41

Epilogue

Our experience at the Court was educational, as well as historic. Argument before the Court is a privilege reserved for attorneys admitted to the Supreme Court Bar and follows an elaborate protocol. As we observed the attorneys arguing before the Court, we became aware of an "informally formal" process of legal education occurring. The Justices questioned the attorneys at length on points of law and interpretation, evoking an uncomfortably familiar memory of recitation before a classroom; arguments were dissected and probed for weaknesses of law, logic, or common sense. Earlier in the morning, Solicitor General Fried extricated himself from a line of questioning by the Justices that would have removed the substance of his argument before the bench. At several times during the hearing, the courtroom was filled with laughter as the Justices verbally jousted with an attorney on the basis of a semantic flaw in the argument presented.

The experience gave us a sense of the intricacies of constitutional law and litigation at its highest level. Given the controversial history of the Gramm-Rudman-Hollings legislation, the experience was certainly one of history in the making and one very special day in our careers and in the history of GAO. ■

Manager's

 (continued from page 14)

- What consideration are we giving to the longer-term impact of microcomputers on the jobs held by our staff, especially administrative and clerical?
- To what extent will such jobs, as we know them today, be changed radically or even eliminated?
- What will happen to the people?

The effects of new technologies are by no means neutral. If we allow computers to become means and ends in themselves, we will find ourselves continually adapting to whatever environments the technology creates for us, and we become victims of the silicon idol. ■

Citizens

 (continued from page 35)

real value (old photographs, papers, expired driver's licenses and credit cards, small trinkets, etc.) may be destroyed.

Normally, value would be decided by the conservator, but when a doubtful situation occurs, GAO is authorized to convene a committee—which includes a representative from the Office of the General Counsel—to advise or assist in establishing value.⁶ This committee makes final decisions concerning items of questionable value and the legality of claims made by certain individuals.

Taking inventories in this area is more than just counting trinkets and looking at old pictures. Sometimes, it can be very time consuming to go through books and manuscripts (that were possibly someone's lifetime project), rolls of undeveloped film (Who knows what sort of espionage could be uncovered?), and costume jewelry (enough to fill a small department store). Even the heaps of papers (some written in foreign languages and some containing original poetry) may yet yield useful information. We know that people exist who would consider these items very valuable. GAO's challenge is to find these individuals so that the estates of their deceased relatives can be properly disposed of. ■

Week's Worth

 (continued from page 37)

wants to know more about the activities of GAO-BIG. I start by giving her some history.

GAO-BIG was started in 1979, thanks to the leadership and contributions of several GAO staff members, including Aletha Brown, Rosa Chevalier, Melvin Horne, Toni Jenkins, Paul Jones, and John Luke. Since its formation, GAO-BIG has been among the chapters that are most active at the regional and national levels.

GAO-BIG's activism and influence have grown over the 6 years of its existence. For example, in May 1982 GAO-BIG officers met with the Comptroller General to brief him on the activities of the chapter. Mr. Bowsher invited GAO-BIG to formally

comment on issues that affect its members and emphasized that his open-door policy applied to GAO-BIG as a representative of a GAO constituency. Since that time, GAO-BIG has assumed a very active role in the Advisory Council on Civil Rights. In addition, the chapter sponsors seminars, training and informational sessions, and other activities that are open to all GAO staff. The highly visible GAO-BIG members who participate in the annual observance of Black History Month in February are only a few of the committed individuals who work to make the month's programs and activities possible. Additionally, the contributions of the GAO BIG chapter and its individual members during the past 6 years to the International Auditor Fellowship Program have included sponsoring the annual welcoming reception for Fellows from around the world.

BIG's goals include promoting professional development through training and education; realizing equal employment opportunity and eliminating vestiges of racism and discrimination; and contributing toward the socioeconomic, cultural, and political well-being of black people. Further, GAO-BIG acts as liaison with regional members and other chapters and provides a forum for information on GAO and government-wide issues affecting BIG's constituency.

After hearing my explanation and asking a few questions, Sharon seems more interested in participating in GAO-BIG and agrees to attend the next meeting.

That long-awaited snow has finally arrived, and a few of the people in the office leave early to avoid the rush. I enjoy skiing in snow, but since I can't do so today I'll settle for walking in the snow to the Metro station. Ideally, I would live a 15-minute walk from work (I am a great supporter of abolishing the commute). However, realism dictates otherwise. I am home after what seems a much faster commute than usual.

Friday

This morning I meet with Sid and Paul to discuss our response to a recent request from Congressman Howard. Fortunately, we are able to respond to this request in near-record time: I have already completed

See **Week's Worth**, p. 41

Week's Worth (continued from page 40)

my research and developed a reply based on previous work. Paul, Sid, and I agree that the draft reply responds fully to the congressional request, and, after our lengthy discussion, the only question that remains unanswered is who will sign the reply.

Within GAO's operations improvement program, an effort is under way to devolve increased and broader signature authority to the associate director level. Paul suggests that we brief the division director on our plan for him to sign the reply. After several discussions, some coordination, and minor revision, the reply to the congressman is completed, signed by Paul, and on its way to the requester.

I have a very positive attitude by the end of the day because we have responded to the congressional request so quickly and because it is Friday and another job has been completed. Without the help of our administrative staff—Helen Smith, Audrey Dyson, and Jean Worley—the task might have taken much more time to complete. I thank them for their assistance in getting the job done. A little later, I am on my way to the Metro, planning to start my week-end with a 50-minute commute and a bout with a shovel and a short driveway that sometimes seems a mile long. Anyway, I need the exercise. I'll just substitute shoveling snow for 40 sit-ups and 50 push-ups.

At the Metro station, I notice that my fare card needs a boost, and I increase the fare by a few dollars. No problems with Metro today: The trains are prompt, electrical power is working, and some seats are still vacant, so I read the paper until I reach my stop. Waiting at the bus stop, I remember that I need exact change and ask a fellow commuter to change a dollar for me. This leads to a conversation about work at GAO. My fellow commuter bends my ear about the inefficiencies and lack of economy in electronic communications management and procurements. He suggests that GAO look into the problems. We exchange business cards and depart, agreeing that he will call me at the office for a GAO contact. ■

Bookmark (continued from page 38)

Valley Authority a model of government effectiveness. He saw his job as more than "getting things done," however, and was

concerned with the professional development of those who worked for him. At Sears, Roebuck and Company, General Robert E. Wood delegated responsibility and authority as much as possible because, like Lilienthal, he realized the importance of the organization's human resources. Mr. Wood believed that "our whole future depends on the proper selection, proper record, and proper elimination of personnel. . . . Put your personnel work first," he said, "because it is the most important."

Since management is an art more than a science, the contrasting styles of these eight managers show that no certain formula for success exists. The final chapter does note, however, certain threads of commonality among the styles of these leaders, each of whom

- had a "grand scheme" or vision of his goals;
- motivated others;
- communicated with employees, constituencies, communities, and supervisors; and
- took risks and proceeded toward their goals, even though they could not foresee future problems and their solutions.

Although the book is a good source of information on progressive management, it is incomplete in two areas. First, the authors have avoided critical comments. For example, the chapter on former Secretary of Defense Robert S. McNamara reduces criticism of him and his role in the Vietnam War to a footnote. Second, although a comprehensive portrait of each person is not possible in a 100-page text, the authors have omitted some of their subjects' major accomplishments. The chapter on Mr. McNamara, in particular, fails to mention his considerable achievements at the World Bank.

On the whole, though, the book describes very well the management styles of famous administrators who helped solve major organizational problems. In this regard, students of management will find *Giants in Management* a useful contribution to management theory and practice.

Reviewed by Daniel J. Semick
Resources, Community, and
Economic Development Division ■

Legislative (continued from page 39)

- international copyright treaties, commitments, and obligations to which the United States is a party;

- public participation in the arts and the humanities;
- private, corporate, and foundation support for the arts and the humanities;
- the overall quality of the arts and the humanities in the United States;
- the creative activities of individual authors and artists; and
- the activities and operations of private copyrighting organizations.

Food Security Act of 1985

The Food Security Act of 1985 (P.L. 99-198, Dec. 23, 1985) establishes a National Commission on Dairy Policy to study and make recommendations concerning the future operations of the federal program established to support the price of milk marketed by producers in the United States. The Comptroller General shall have access to the records of the Commission for purposes of audit and examination. Additionally, if requested to do so, the Comptroller General shall furnish the Commission information, personnel, and support services. Another provision of the Food Security Act of 1985 requires the Comptroller General to conduct a study of the Department of Health and Human Services' and the Department of Agriculture's current product purity and inspection requirements and regulations for imported food products and agricultural commodities.

Overseas Private Investment Corporation Amendments Act of 1985

Public Law 99-204, December 23, 1985, the Overseas Private Investment Corporation Amendments Act of 1985, requires the Comptroller General to report to the Congress the results of a study of the impact of the activities of the Overseas Private Investment Corporation on employment in the United States.

The law also amends the Foreign Assistance Act of 1961 concerning audits of the Overseas Private Investment Corporation. A financial and compliance audit of the financial statements of the Corporation shall be made by an independent certified public accountant at least once every 3 years in accordance with auditing standards issued by GAO. GAO may review the audit and resulting report to the Congress, as necessary. At the request of the Congress, or if considered necessary by the Office, GAO may perform the audit. ■

Senior GAO Staff Changes

Ed. note: The staff changes in this section and those that follow occurred during the approximate period October to December 1985.



Clarence L. Forbes

Mr. Clarence L. "Chuck" Forbes retired as manager of GAO's New York Regional Office in November 1985, ending 40 years of federal government service.

Mr. Forbes joined GAO in 1967 after retiring from the U.S. Army as a lieutenant colonel. He served as an audit manager in the former Logistics and Communications Division, headed the Upward Mobility Program, and served as an assistant director in GAO's Offices of Staff Development and Personnel Management. After serving as an assistant director in the former Field Operations Division, Mr. Forbes became an assistant manager in the New York Regional Office, in charge of the Albany sublocation, and later became assistant manager in the Boston Regional Office. He became manager of the New York Regional Office in 1979.

Mr. Forbes attended the City College of New York and the University of Maryland. He is a certified internal auditor and holds memberships in the Association of Government Accountants and the American Management Association. Mr. Forbes received numerous awards for his work at GAO.



Mary R. Hamilton

Ms. Mary R. Hamilton has been appointed manager of GAO's New York Regional Office effective December 1985.

After 10 years' experience in academe and private industry, Ms. Hamilton joined GAO's former Program Analysis Division in 1979 and became group director for science and technology in 1981. She served as staff director of the Comptroller General's reports task force in 1982. Since January 1983, Ms. Hamilton has served as assistant regional manager for operations, assistant regional manager for planning and reporting, and acting regional manager, New York.

Ms. Hamilton received a Ph.D. degree in sociology, with specializations in demography and research methodology, from the University of Maryland. She also received an M.A. degree in sociology from the University of North Carolina at Chapel Hill and a B.A. degree in sociology and psychology from Bethel College in Minnesota.

Ms. Hamilton has received many academic honors and several GAO awards. She has also been active in such professional organizations as the American Association for the Advancement of Science, the New York/New Jersey Intergovernmental Audit Forum, and the Association of Government Accountants. She has published numerous articles on energy policy and on science and technology policy. Ms. Hamilton was a member of the third class of GAO's Executive Candidate Development Program.



Robert W. Hanlon

Mr. Robert "Bob" W. Hanlon, manager of GAO's Denver Regional Office, retired from GAO on December 21, 1985. Mr. Hanlon joined in 1958 and served at headquarters for 7 years. He served in the Washington Regional Office from 1965 to July 1972 and as manager of GAO's Cincinnati Regional Office from July 1972 until August 1979, when he was named manager of the Denver Regional Office.

Mr. Hanlon served in the U.S. Army and graduated from Northeastern University in Boston with a B.S. degree in 1958. He also received a bachelor's degree in commercial science from Benjamin Franklin University, Washington, D.C., in 1960.

Mr. Hanlon attended the American Management Association's Advanced Management Program, the Federal Executive Institute's Residential Program in Executive Education, and the Brookings Institution's Conference for Senior Executives on Public Policy Issues. He holds memberships in the American Management Association, the Association of Government Accountants, and the Denver Federal Executive Board and chairs the Mountain and Plains Intergovernmental Audit Forum.

Mr. Hanlon received three GAO Meritorious Service Awards, the GAO Career Development Award, and the GAO Distinguished Service Award.

Other GAO Staff Changes

Additional Staff Changes

Name	Division/Office	Title
Broderick, Thomas R.	Accounting and Financial Management	Group director
Carnahan, Terry	Accounting and Financial Management	Supervisory accountant
Clark, David L., Jr.	Accounting and Financial Management	Group director
Culkin, Charles W., Jr.	Accounting and Financial Management	Group director
Skelley, Jerry	Accounting and Financial Management	Supervisory accountant
Smith, Darby	Accounting and Financial Management	Supervisory evaluator
Solis, William	Accounting and Financial Management	Assistant to deputy director for human resources
Gannon, Arthur G.	National Security and International Affairs	Assistant to director for human resources
Berkin, Gerald	Security and Safety	Director

New Staff Members

Name	Division/Office	From
Adebayo, Aldoria	Accounting and Financial Management	DST Systems, Inc.
Anderson, Lisa	Accounting and Financial Management	Equal Employment Opportunity Commission
Doerning, Greg	Accounting and Financial Management	University of Minnesota
Mutari, Ellen	Accounting and Financial Management	Business and Professional Women's Foundation
Bumgardner, Donald	Human Resources	West Virginia University
Marszalek, Cynthia	Human Resources	George Washington University
Radish, Ellen	Human Resources	Vassar College
Lewin, Marian E.	National Security and International Affairs	University of Wisconsin
Fangman, Karin	General Counsel	University of Pittsburgh
Nicholson, Jeannette	Administration and Management Analysis Staff	Private industry
Seeterlin, Robert	Administration and Management Analysis Staff	Private industry

New Staff Members (cont.)

Name	Division/Office	From
Turner, Chester	Budget	Library of Congress
Voight, Regina	Financial Management	Private industry
Gee, Sheryl	Information Resources Management	Virginia State University
Jenkins, Jeremiah	Personnel	Government Printing Office

Name	Regional Office	From
Jolley, Margaret	Atlanta	Private industry
Williams, Domita	Atlanta	Revco Drugs
Roque, Phillip G.	Chicago	Indiana University
Trimble, David C.	Chicago	University of Chicago
Zarem, John	Chicago	Department of the Navy
Conradi, Phyllis	Cincinnati	Social Security Administration
Pennington, Michele A.	Cincinnati	Internal Revenue Service
Guthrie, Ronald J.	Denver	Forest Service
Honaker, Brenda B.	Denver	Not specified
Wilke, Rita	Kansas City	Central Community High School, Breese, Illinois
Billiter, Suzanne	Los Angeles	Co-op conversion
La Coste, Melody	Los Angeles	Webster Business College
Billinghurst, Barbara	Seattle	Co-op conversion
Keenan, Druscilla	Seattle	Co-op conversion

Attritions

Name	Division/Office	Title
Anderson, Robert	Accounting and Financial Management	Accountant
Baker, Stephanie	Accounting and Financial Management	Secretary
Conklin, Maureen A.	Accounting and Financial Management	Evaluator
Flynn, Mary Ann	Accounting and Financial Management	Accountant
King, Janice M.	Accounting and Financial Management	Secretary
Martin, Patricia A.	Accounting and Financial Management	Secretary
Parker, Myrna H.	Accounting and Financial Management	Accountant
Arnold, Susan	General Government	Social science analyst
Dentinger, Carlton P.	General Government	Evaluator
deWolf, Virginia A.	General Government	Social science analyst

Attritions (cont.)

Name	Division/Office	Title
Ho, Rose Wai Ling	General Government	Evaluator
Oliver, Margie	General Government	Clerk-typist
Spraggins, Martha	General Government	Secretary (typing)
Beauregarde, Barbara	Human Resources	Secretary (typing)
Brenner, Barbara	Human Resources	Evaluator
Hill, Becki Sue	Human Resources	Evaluator
Blais, Maurice S.	National Security and International Affairs	Senior evaluator
Douglas, Rose M.	National Security and International Affairs	Secretary
Erhart, Melanie G.	National Security and International Affairs	Secretary
Palmer, Theresa D.	National Security and International Affairs	Secretary
Goodrich, Robert	General Counsel	Attorney-advisor
Ruprecht, Richard	General Counsel	Attorney-advisor
Chaffier, Anthony	Budget	Budget analyst
Newman, Marianne	Budget	Secretary
Anderson, Judith	Library Services	Secretary
Richardson, Ulrike	Library Services	Reference librarian
Wimbush, Princella	Library Services	Library technician
Bridge, Daniel C.	Personnel	Personnel management specialist
Hagens, Sandy C.	Personnel	Personnel management specialist
Hoyle, Katherine R.	Personnel	Personnel management specialist
Massie, Jacqueline A.	Personnel	Employee relations clerk
Neal, Darlene M.	Personnel	Employee relations asst.
Savoy, Louise M.	Personnel	Clerk typist
Traupel, Melodye L.	Personnel	Personnel staffing specialist
Name	Regional Office	Title
Asher, Elaine	Atlanta	Technical information specialist
Cattell, Leigh	Atlanta	Evaluator
Glass, Penelope	Atlanta	Office services supervisor
Godwin, Bridgett	Atlanta	Administrative clerk

Attritions (cont.)

Name	Regional Office	Title
Reyes-Barrios, Jaime	Atlanta	Evaluator
Weeks, Larry	Atlanta	Evaluator
Ellis, Charles W.	Boston	Evaluator
Nicoli, Gail M.	Boston	Secretary
Szeto, Arthur K.	Boston	Evaluator
Ziguloski, Jane A.	Boston	Information processing supervisor
Kelly, Kathleen	Chicago	Evaluator
Brettl, Diana T.	Cincinnati	Evaluator
Johnson, Susan T.	Cincinnati	Secretary
Alberts, Nancy M.	Denver	Evaluator
Bame, Carolyn J.	Denver	Writer-editor
Cordova, Lucille	Denver	Evaluator
Kirkland, Mae D.	Denver	Secretary
Brunell, Roberta	Los Angeles	Secretary
Groneman, Robert	Los Angeles	Evaluator
Grano, John	San Francisco	Management assistant
Green, Barry	San Francisco	Clerk-typist
Edgar, Dolores	Seattle	Administrative clerk
Huffman, Gertrude	Seattle	Evaluator
Seymour, Juanita	Seattle	Clerk-typist

Retirements

Name	Division/Office	Title
DeRyder, Gerald K.	Accounting and Financial Management	Group director
Leland, Kenneth W.	Accounting and Financial Management	Systems accountant
MacDonald, Yvonne E.	Accounting and Financial Management	Evaluator
Tobin, Harry	National Security and International Affairs	Evaluator
Barclay, F. Henry	General Counsel	Assistant to the general counsel
Shipman, Richard E.	General Counsel	Senior attorney
Klekner, Arthur	Security and Safety	Director
Name	Regional Office	Title
Velasquez, Herman H.	Denver	Senior evaluator
Ruggiero, Dominic	Los Angeles	Assistant regional manager
Name	Overseas Office	Title
Uyeno, Jane S.	Far East	Travel and budget assistant

Professional Activities

Ed. note: GAO staff participated in the following professional activities during the approximate period August to December 1985.

Office of the Comptroller General

Charles A. Bowsher, Comptroller General, addressed the following groups: Congressional Assistant Program conference, Washington, Oct. 9.

John F. Kennedy School of Government, Harvard University, Cambridge, MA, Oct. 11.

Evaluation Research Society, Toronto, Oct. 17.

Teddy Roosevelt Club, Washington, Oct. 29.

Federal Executive Institute Alumni Association, Washington, Nov. 19.

President's Blue-Ribbon Commission on Defense Management, Washington, Dec. 11.

Institute of Internal Auditors, Miami Chapter, Miami, Dec. 12.

Equitable Assurance Society of the United States, New York, Dec. 18.

Accounting and Financial Management Division

Frederick D. Wolf, director, addressed the following groups:

Governmental accounting symposium on increasing the use and usefulness of governmental financial reports, University of Illinois, Chicago, Nov. 7.

Joint meeting of the Association of Government Accountants and Government Finance Officers' Association, Detroit, Nov. 19.

District of Columbia Institute of Certified Public Accountants' governmental accounting and auditing committee, on Title II, Arlington, VA, Nov. 21.

National Academy of Public Administration, on financial management in the federal government, Washington, Nov. 22.

Mid-America Intergovernmental Audit Forum, Kansas City, KS, Dec. 6.

Institute of Internal Auditors, Washington Chapter, December meeting on GAO's audit oversight and the role of financial auditing in government, Washington, Dec. 13.

John J. Adair, associate director, addressed the following groups:

Mid-Atlantic Intergovernmental Audit Forum, on the hearings being held by Congressman John Dingell on the accounting profession, Williamsburg, VA, Nov. 1.

National State Auditors' Association, on GAO's work in the areas of fraud prevention and audit oversight, Washington, Nov. 4.

Virginia B. Robinson, associate director, moderated a panel discussion on systems audit methodology, sponsored by the Association of Government Accountants, Washington, Nov. 5.

Jeffrey C. Steinhoff, deputy associate director, participated in a panel discussion on GAO's role in improving federal financial accounting, College of William and Mary, Williamsburg, VA, Oct. 19.

Ernst Stockel, group director, gave a presentation on the CARE methodology at the Association of Government Accountants' capital region's professional development seminar, Washington, Nov. 5.

General Government Division

William J. Anderson, director, spoke at the Office of Personnel Management Executive Seminar Center on "Working Effectively With Oversight Organizations," Oak Ridge, TN, Nov. 6.

Brian Usilaner, associate director, addressed the following groups:

Conference on white-collar productivity, sponsored by the American Productivity Center, Dallas, Oct. 30-31.

American Productivity Management Association, on revitalizing federal management, Toronto, Nov. 13.

Department of Defense conference on "Problems in Implementing Productivity in Management," at the National Academy of Public Administration, Washington, Dec. 4.

Human Resources Division

Michael Zimmerman, associate director, discussed "Constraining National Health Care Costs" before the American Guild of Patient Account Management, Baltimore, Oct. 11.

Jay Eglin, group director, participated in a panel discussion on financing guarantee agencies in the Guaranteed Student Loan Program at the fall conference of the National Council of Higher Education Programs, New Orleans, Nov. 5.

Gaston Gianni, group director, participated in a panel discussion on "What Can Be Learned From Job Training Partnership Act Research: Some Practical Applications," at the National Association of Counties' annual employment policy conference, Atlanta, Nov. 11.

Paul Posner, group director, and Ted Wagner, evaluator, Washington Regional Office, spoke on GAO's reviews of the alcohol, drug abuse, and mental health block grant before the National Association of Community Mental Health Centers, Washington, Oct. 31.

Susan Van Gelder, senior evaluator, and Don Benson, evaluator, Atlanta Regional Office, discussed GAO's analysis of Medicare home health beneficiaries before the American Public Health Association, Washington, Nov. 18.

Susan Kladiva, evaluator, discussed GAO's review of medical malpractice issues, at the third annual conference on medical malpractice, sponsored by the Federation of Jewish Philanthropies Service Corporation, New York, Oct. 11.

Sigurd Nilsen, labor economist: Participated in a symposium on rural labor market research issues, sponsored by the

Department of Agriculture's Economic Research Service, Washington, Oct. 17-18.

Presented a paper, "Early Retirement: Trends and Costs," at the annual meeting of the Gerontological Society of America, New Orleans, Nov. 22-26.

National Security and International Affairs Division

Frank Conahan, director, discussed current national defense issues before the Washington Chapter of the American Society of Military Comptrollers, Washington, Nov. 19.

Brad Hathaway, group director, accompanied by Harold Andrews, evaluator, spoke on "Audit Results: A-76 Cost Comparison" at the fifth national conference on A-76, sponsored by the George Washington University School of Government and Business Administration, Washington, Oct. 23.

Julia Denman, senior evaluator, addressed the following groups: Philadelphia Chapter of the Society of Logistics Engineers on "Optimizing Limited Defense Dollars: A Challenge for Logisticians," Philadelphia, Nov. 20.

Management of acquisition logistics course at the Defense Systems Management College, Fort Belvoir, VA, Dec. 19.

Robert Fain, evaluator, discussed GAO's report, "The Armed Services Board of Contract Appeals" before the section of public contract law, at the American Bar Association's winter conference, Boca Raton, FL, Nov. 9.

John Yakaitis, evaluator, spoke on "Congressional Efforts To Reinstate the Cost Accounting Standards Board," at the Army Logistics Management Center, Ft. Lee, VA, Dec. 13.

Program Evaluation and Methodology Division

Lois-ellin Datta, associate director, has written "Microcomputers and Young Children: A Public or a Private Affair?," a chapter in *Young Children and Microcomputers*, edited by P. Campbell and G. Fein, Prentice-Hall, 1986.

Benjamin Gottlieb, principal actuary: Participated in a discussion of "The Role of the Federal Actuary" at the annual meeting of the Society of Actuaries, New Orleans, Oct. 14.

Spoke on "The Proposed Federal Pension System" and chaired a workshop on "Public Pension Plans" at the fall meeting of the Middle Atlantic Actuarial Club, Greensboro, NC, Nov. 22.

Liselott Lisle, actuary, cochaired a workshop on "Public Plan Issues" at the annual meeting of the Conference of Actuaries in Public Practice, Honolulu, Aug. 16.

Rob Orwin, evaluator, and Christine Fossett, social science analyst, presented results from their survey of evaluators' experience with and perceptions of evaluating defense programs at a joint meeting of the Canadian Evaluation Society, the Evaluation Network, and the Evaluation Research Society, Toronto, Oct. 17.

Margaret S. Boone, social science analyst, organized and chaired a session, "Profit, Fame, and Professional Responsibility: Sharing Knowledge as an Ethical Issue," at a meeting of the American Anthropological Association, Washington, Sept. 16.

Christine A. Fossett, social science analyst, gave a paper on the "Evaluation of the Special Supplemental Food Program for Women, Infants, and Children" at a joint meeting of the Canadian Evaluation Society, the Evaluation Network, and the Evaluation Research Society, Toronto, Oct. 17.

Cynthia L. Siegel, social science analyst, presented a paper, "The Social Scientist in a Legislative Agency: Ethical Responsibilities and the Sharing and Protection of Knowledge," at a meeting on Ethics of Sharing Knowledge at the American Anthropological Association, Washington, Dec. 5.

Office of the General Counsel

Harry R. Van Cleve, general counsel: Discussed GAO's role and coordination with the Congress and executive branch agencies with participants in the U.S. Chamber of Commerce's Corporate Executive Development Program, WASHINGTON: NOW, Washington, Oct. 21.

Lectured on "Bid Protests" at the Department of Justice's Office of Legal Education seminar, Washington, Oct. 30.

Discussed "Bid Protests Under the Rules of the 1984 Competition in Contracting Act" as a participant in the American Corporate Counsel Association's video teleconference, beamed live by satellite from Washington to cities throughout the United States, Dec. 11.

Rollee H. Efros, associate general counsel, addressed the following groups: Basic contracts seminar, sponsored by the Legal Education Institute, Department of Justice, Washington, Oct. 30.

North Alabama Chapter of the Federal Bar Association, on "Fiscal Controls on Federal Government Procurement," Huntsville, AL, Nov. 7.

Seymour Efros, associate general counsel, spoke before the North Alabama Chapter of the Federal Bar Association on "CICA (Competition in Contracting Act) Developments," Huntsville, AL, Nov. 7.

Richard R. Pierson, associate general counsel, discussed GAO's report, "The Armed Services Board of Contract Appeals Has Operated Independently," at the American Bar Association's public contract law section's winter conference, Boca Raton, FL, Nov. 9.

Bertram J. Berlin, senior attorney, spoke on "Fiscal Control and the General Accounting Office" at the Judge Advocate General's School, Charlottesville, VA, Nov. 14.

Joint Financial Management Improvement Program

Ken Winne, accountant, spoke to the Federal Executive Board on financial management initiatives of the central agencies, Baltimore, Oct. 23.

Personnel

Felix R. Brandon II, director, discussed "Enhancing Performance Through the Federal Personnel Management System" at the Office of Personnel Management's Executive Seminar Center, Denver, Dec. 6.

Patricia A. Moore, task group director, was elected to the board of directors of the International Personnel Management Association, federal section, 1986-1989.

Stephen J. Kenealy, national recruitment program manager, was appointed to the ethics committee of the Southwest College Placement Association, 1986.

Regional Offices

Atlanta

Patricia O'Berry, evaluator, spoke on "Productivity and Budgeting in Federal Agencies" and "Department of Rehabilitation Services: The Management Control Project" at the Southeastern Conference of Public Administration, Charleston, SC, Oct. 2.

Boston

William Reis, technical assistance group manager, spoke on "Quality Assurance and Data Security in Audit Use of Microcomputers" at a meeting of the New England Intergovernmental Audit Forum, Burlington, VT, Nov. 1.

Jeffrey Rose and Paul Slater, evaluators, discussed GAO's role at a conference sponsored by the Becker CPA review course, Providence, RI, Oct. 3.

Denver

Robert W. Hanlon, regional manager, and James A. Reardon, senior evaluator, planned and conducted the fall 1985 meeting of the Mountain and Plains Intergovernmental Audit Forum in their respective roles as chairman and executive director, Park City, UT, Oct. 10-11.

Ralph R. Hovda, microcomputer manager, accompanied by Steve Jue, technical assistance group manager, Seattle Regional Office, and Joe Martorelli, computer programmer analyst, San Francisco Regional Office, discussed GAO's evaluation of lap-size microcomputers and demonstrated several models at the 1985 conference of the Hawaii Intergovernmental Information Processing Council, Maui, Sept. 23-25.

Kansas City

David A. Hanna, regional manager:

Spoke to members of the Beta Alpha Psi accounting fraternity about current issues and trends in financial management and financial auditing, University of Missouri, St. Louis, Nov. 2.

Received a Meritorious Service Award in recognition of outstanding service to accounting education, the advancement of the accounting profession, and Beta Alpha Psi from the Gamma Psi Chapter of Beta Alpha Psi, St. Louis, Nov. 2.

Susanne Valdez, executive director, Mid-America Intergovernmental Audit Forum, planned and organized the Beta Alpha Psi conference, St. Louis, Nov. 2.

Los Angeles

Vic Ell, assistant regional manager:

Lectured on "Operational Auditing Techniques" at a seminar on "A Common Body of Knowledge for Accountants," California State University, Los Angeles, Oct. 12.

Spoke to a graduate class in public organization and management on "The Operations of the General Accounting Office," University of Southern California, Los Angeles, Oct. 25.

Spoke at an MBA seminar in public accounting on "How To Approach Operational Auditing," California State University, Los Angeles, Nov. 19.

Fred Gallegos, manager, management science group:

Spoke at a conference on "Personal Computing—Management, Audit, Control,

and Security," sponsored by the Electronic Data Processing Auditors' Association and the Electronic Data Processing Auditors' Foundation, Los Angeles, Nov. 19.

Taught an undergraduate course on EDP auditing for the Computer Information Systems Department, California State Polytechnic University, Pomona, fall 1985 quarter.

Received notification from Auerbach Publications that the following articles have been published in the *Journal of Accounting and EDP*, winter 1985 issue: "A Program for Auditing Operating Systems," coauthored with Rod Kocot, Security Pacific Corp. (portfolio #75-04-10); "Software Tools and Techniques for Auditors" (portfolio #73-02-10); and, coauthored with Dan Basica of Dannys, Inc., "Microcomputer Security: Audit Problems and Solutions."

Mike Dolak, evaluator, spoke on

"Medical ADP Audits in the Federal Government" at the U.S. Air Force's third annual medical information systems symposium, Sheppard Air Force Base, TX, Oct. 10.

San Francisco

Jim Mansheim, assistant regional manager:

Was appointed to the steering committee of the newly formed San Francisco Bay Area Federal Financial Managers' Council, 1986.

Was appointed to the California State Society of CPAs' government accounting and auditing committee to represent the Western Intergovernmental Audit Forum, 1986.

Larry Calhoun, senior evaluator, discussed recent GAO automation initiatives at a meeting sponsored by the Western Intergovernmental Audit Forum in Carson City, NV, Nov. 7.

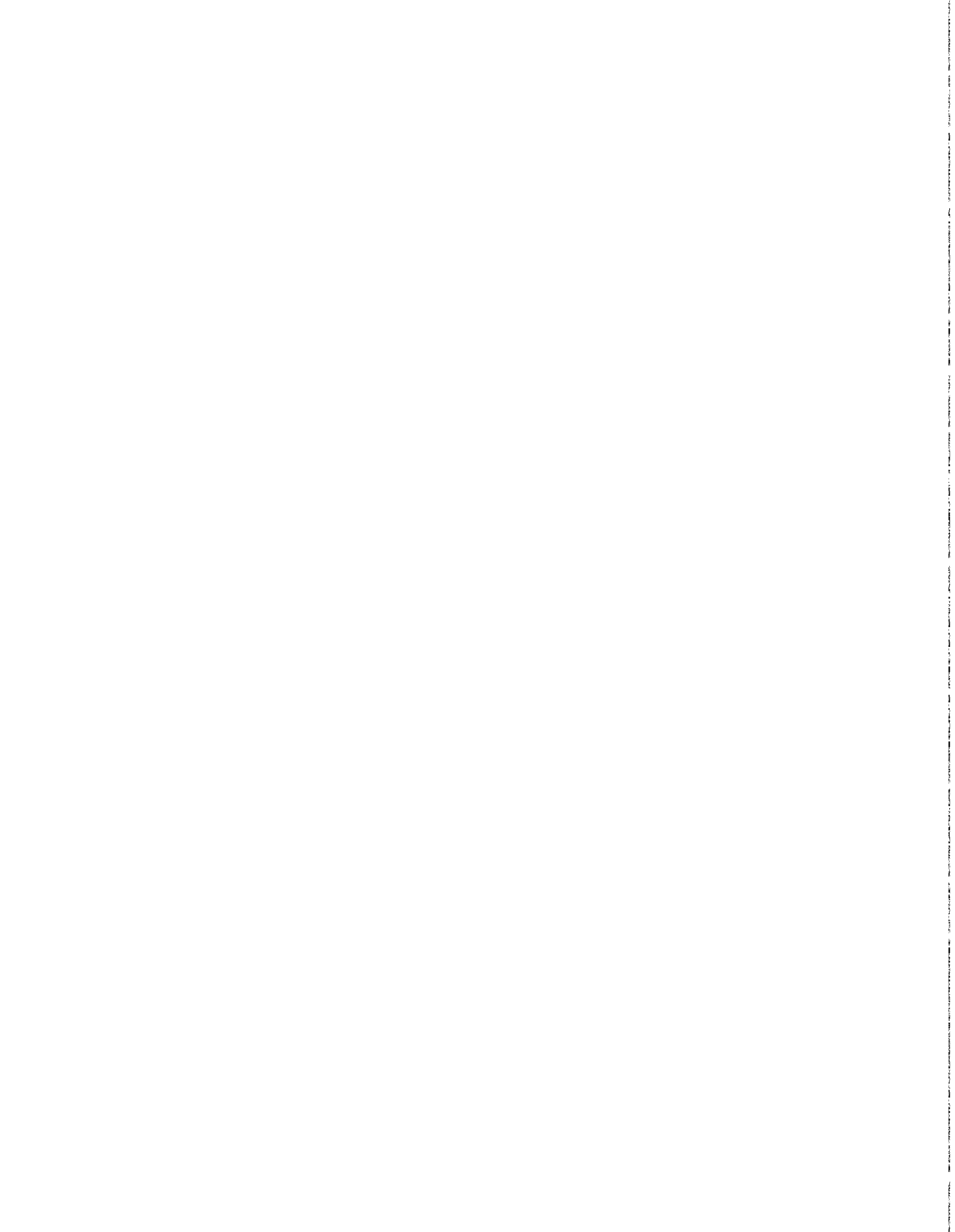
Seattle

John P. Carroll, regional manager, and Gary D. McGill, assistant regional manager, spoke at a meeting of the Seattle Pacific University School of Business on

GAO's responsibilities and activities, Seattle, Nov. 6.

Patricia K. Thomas, evaluator and former executive director of the Western Intergovernmental Audit Forum, helped arrange the speakers' program and served on a panel on "Resolving Audit Findings" at the 1985 Pacific Emerging Issues Conference, jointly sponsored by the Hawaii Chapter, Association of Government Accountants, the Western Intergovernmental

Audit Forum, and the Honolulu-Pacific Federal Executive Board, Honolulu, Sept. 18-19. ■



Awards for the Best Articles Published in *The GAO Review*

Cash awards of \$500 each are presented each year (see GAO Order 1551.1) for the best two articles written by GAO staff and published originally in *The GAO Review*. Staff through grade GS-15 at the time they submit the article are eligible for these awards. A noncash award is available for best article by a member of the Senior Executive Service (SES) or candidate pool. The awards are presented during the GAO Awards Program held annually in Washington, D.C.

The awards are based on recommendations of a panel of judges that is independent of *The GAO Review* staff. The panel of judges is chaired by the director, Office of Policy (OP), who, together with the director, Office of Public Information, serves as a permanent panel member. Two other SES-level panel members will be selected for a 1-year term by the director, OP. These selections will be made from among the members of GAO's Office-wide awards committee. The judges evaluate articles from the standpoint of their overall excellence, with particular concern for the following:

- Originality of concepts and ideas. (The authors demonstrated imagination and innovation in selecting and developing a topic.)
- Degree of interest to readers. (The article, by virtue of the topic and its treatment or its relevance to GAO's mission, was of special interest to GAO staff.)
- Quality and effectiveness of written expression. (The article was well organized and written in polished prose.)
- Evidence of individual effort expended.

Statement of Editorial Policy

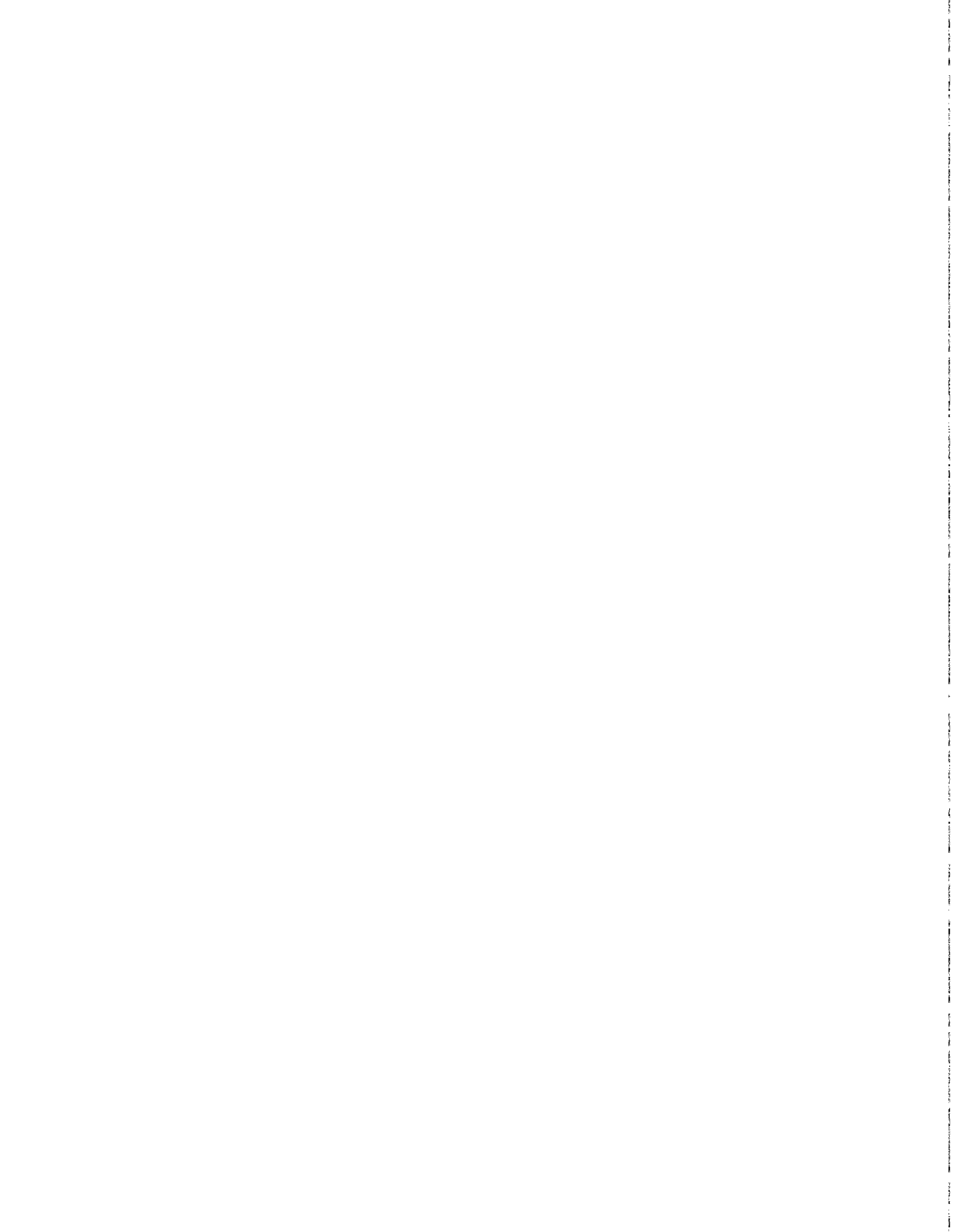
This publication is prepared primarily for use by the staff of the General Accounting Office and outside readers interested in GAO's work. Except where otherwise indicated, the articles and other submissions generally express the views of the authors and do not represent an official position of the General Accounting Office.

The GAO Review's mission is threefold. First, it highlights GAO's work from the perspectives of subject area and methodology. (The *Review* usually publishes inherently interesting or controversial articles on subjects generated by GAO audit work and articles related to innovative audit techniques.) Second, and equally important, the *Review* provides GAO staff with a creative outlet for professional enhancement. Third, it acts as historian for significant audit trends, GAO events, and staff activities.

Potential authors and interested readers should refer to GAO Order 1551.1 for details on *Review* policies, procedures, and formats.

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20410.

Documents published by the General Accounting Office can be ordered from GAO Document Distribution (202) 275-6241.



The GAO Review

Editor

Harry S. Havens

Assistant Editor

Carol A. Codori

Features Coordinator

Alberta E. Tropf

Publishing Services

Editing Staff

Judy Oberdick Merrill

Gerard S. Burke

Nancy Crothers

Diane Lee

Graphics Staff

Derry McNeil

Richard Rockburn

Ozell Simmons

Printing Staff

Thomas Kneeland

William K. White

Distribution Staff

Ann Morton

Liaison Staff

Office of the Comptroller General

Linda Kemp

Accounting and Financial Management Division

Paul S. Benoit

General Government Division

Teruni Chanmugam

Human Resources Division

Joseph Eglin

Information Management and Technology Division

Daniel Long

National Security and International Affairs Division

Irene Robertson

Program Evaluation and Methodology Division

Wallace Cohen

Resources, Community, and Economic Development Division

Walter Hess

Office of the Chief Economist

Nancy Hamilton

Civil Rights Office

Ryan Yuille

Office of Congressional Relations

Chris Brennan

Office of the General Counsel

Marilynn M. Eaton

General Services and Controller

Susan Schriener

Office of Information Resources Management

Rich Devore

Office of Internal Evaluation

Arley M. Whitsell

Office of International Audit Organization Liaison

Alberta Tropf

Office of Organization and Human Development

Don O'Sullivan

Personnel

Rose Decker—unit staff

Linda Tudor—SES staff

Office of Policy

Elizabeth Poel

Office of Program Planning

Linda Morra

Office of Public Information

Laura Kopelson

Office of Publishing and Communications

Beverly Vick

Atlanta

William Ball

Boston

Paul Slater, Jr.

Chicago

Stewart Herman

Cincinnati

Elmer Taylor

Dallas

Frank Bizzell

Denver

Pamela K. Tumler

Detroit

Randall Conley

Kansas City

Bernard G. Farrell

Los Angeles

Robert Brown

New York

Eric Johnson

Norfolk

Melissa van Tine

Philadelphia

John Gunner

San Francisco

Gerhard Brostrom

Seattle

Alvin S. Finegold

Washington

Dennis O'Connor

Europe

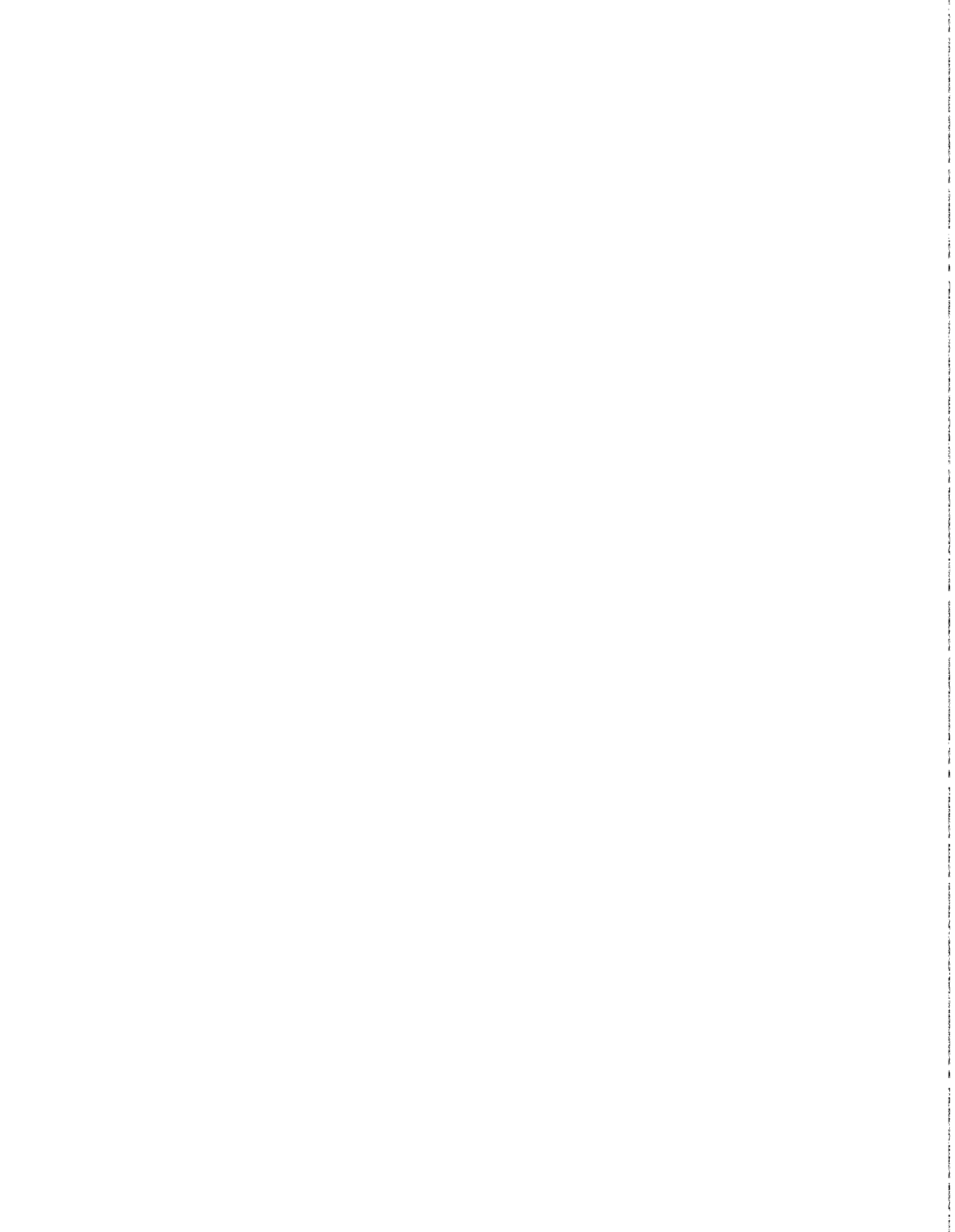
Ralph Running

Far East

Frank Etze

Latin America

Tom Brogan



**U.S. General Accounting Office
Washington, D.C. 20548**

**Official Business
Penalty for Private Use \$300**

**Second-Class Mail
Postage and Fees Paid
U.S. General Accounting Office
0016-3414**