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EXECUTIVE OFFICE OF THE PRESIDENT

BUREAU OF THE BUDGET

WASHINGTON, D.C. 20503

BULLETIN NO. 69-12

May 19, 1969

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Information on agency financial management improvement efforts

1. Purpose. This Bulletin requires each agency to submit data on its financial management improvement activities during fiscal year 1969. The requested information will be used in a review of the status of agency systems and current improvement efforts under the Joint Financial Management Improvement Program.

2. Reporting requirements. The information required under this Bulletin is identified in Attachment A. The instructions call for data on significant accomplishments in financial management during fiscal year 1969, the status of agency budget and accounting systems improvement work as of June 30, 1969, and plans for future improvements. An original and five copies of the report are to be furnished the Bureau of the Budget not later than June 30, 1969. The General Accounting Office and the Treasury Department will participate in the review of the agency reports.

ROBERT P. MAYO
Director

Attachment

REPORTING INSTRUCTIONS AND GUIDELINES

1. Coverage. All executive agencies are to submit reports in response to this Bulletin.

2. Content of required reports. Agencies are to present the material in two sections--Part A, Accomplishments and Future Plans, and Part B, Status Information--as shown in Exhibit 1. The content of each part is to be developed according to the guidelines set forth below.

3. Part A--Accomplishments and Future Plans. This section of the report is to provide clear and concise narrative statements on significant accomplishments and future plans. Such statements should be reported for the agency or department as a whole or, if it is more meaningful, in terms of major components or the tabular line items used in Part B.

a. Statements should be provided on financial management improvements completed during fiscal year 1969, emphasizing the management benefits derived. Improvements installed during prior years, properly identified as such, should also be included if the operating and managerial gains resulting from the change began to be realized substantially during fiscal year 1969. In reporting on specific achievements, emphasis should be placed on those accomplishments that resulted in major savings or other benefits.

b. To provide for effective presentation of accomplishments on the annual report of the Joint Program for fiscal year 1969, the narrative statement of improvements in agency submissions should be accompanied by illustrations wherever practicable--employing graphs, charts, photographs, etc., that will demonstrate pictorially the nature and significance of the improvements. Illustrations of before and after comparisons of significant improvements would be useful.

c. The requested information should be set forth in a brief narrative description of significant improvements and the results obtained, together with a preliminary outline of any proposed illustrations. Agencies may wish to consult with General Accounting Office or Bureau of the Budget staff on questions concerning improvements to be reported and proposed illustrations. To facilitate development of the Joint Program report, agency submissions should be classified under broad functional headings such as financial organization, budgeting, accounting, reporting, and internal audit. Changes involving mechanization or automation should be included in the functional area most directly involved, or may be set forth in a separate section on automation.

d. To provide for clear understanding of the agency's modernization program, reports of accomplishments should be accompanied by future plans for needed improvements. Each planned improvement should be appropriately related to other information furnished in the report, and should include a realistic target date for completion.

e. Several areas of improvement action should be covered in the reports of all agencies in which identified objectives of the Joint Financial Management Improvement Program have not been fully attained. These include:

- Adoption of cost-based budgeting practices for presentation of budget requests.
- Actions taken or planned toward effective use of responsibility centered cost-based operating budgets and related reports that will measure performance and permit comparison with approved plans for purposes of promoting efficiency and cost reduction.
- Synchronization of classifications for programming, budgeting, accounting, reporting, and control in order to permit use of an integrated management system for conduct of agency operations. For agencies in which planning-programming-budgeting systems are employed, the reports should identify the progress being made in coordinating that effort with the financial management improvement program. The objectives of such coordination should be to assure that the financial systems provide an accurate and reliable basis for associating costs with program elements and budget classifications, and that the data demands of the PPB system are satisfied within the framework of a unified management system in the agency.
- Actions taken or planned toward effective installation of accrual accounting practices, and obtaining Comptroller General approval of agency accounting systems.
- Actions taken or planned to comply with Bureau of the Budget Bulletin No. 68-10 and any supplements thereto, the GAO Manual, and the Treasury Fiscal Requirements Manual regarding accounting and monthly reporting of accrued revenues and expenditures. In this connection the President has reaffirmed the importance of going forward promptly with the necessary preparatory work for converting the budget and the companion financial reports of the Treasury to the accrual basis as recommended by the President's Commission on Budget Concepts. Agencies are currently required to submit monthly reports (Treasury Forms BA 6727 and 6728) of accrued expenditures and revenues to the Treasury Department on a "test operation" basis until a formal changeover takes place with the budget for 1972 to be submitted in January 1971.
- Actions taken or planned toward improvement of financial management for grant-in-aid programs, with particular reference to coordinating and simplifying financial requirements imposed on grantees; and arrangements for improved coordination and efficient accomplishments of Federal audit objectives in such programs, as called for in Bureau of the Budget Circular No. A-73.

- Application of statistical sampling techniques to financial operations, with specific identification of actions taken or planned toward use of such techniques in the administrative examination of vouchers.
- Improvements in cash management, covering particularly the use of letters of credit or other methods of reducing cash balances held by contractors, States, international institutions, foreign governments, or other recipients of grants or contributions.
- Actions taken or planned in the recruitment and training of financial personnel in order to permit development and effective operation of a financial management system that conforms to requirements and satisfies the needs of management.

4. Part B--Status Information. This section of the report is to identify the status of agency efforts toward modernization of budget and accounting systems in relation to the provisions of the Budget and Accounting Procedures Act of 1950, as amended by Public Law 84-863. The central agencies under the Joint Financial Management Improvement Program have urged operating agencies to attain these goals as quickly as possible so as to provide better service to management and to promote more effective conduct of program operations. The House Government Operations Committee, in a series of hearings, has reemphasized the congressional interest in more rapid implementation of legal requirements in agency financial management systems.

a. For each agency in which those requirements have not been met, the status tabulation will provide firm target dates that reflect positive plans for full compliance, and represent a realistic commitment by the agency to attain the desired objectives within the specified time period. In this connection, any postponement of target dates from those reported in last year's report of status will be explained in Part B--under "Remarks"--including the reasons for the slippage in schedule, and the action being taken to avoid similar problems with respect to the new target date. Footnotes without target dates, and entries such as "Indefinite" or "Not Planned" will not be sufficient.

b. The status tabulation in Exhibit 1 is to be completed by each agency as of June 30, 1969. If an agency as a whole has attained the required objectives and its accounting system has been approved by the Comptroller General, the tabular form of report need not be employed. Instead, reporting under Part B can be complied with by use of the narrative statement: "Installation of accrual accounting and cost-based budgeting practices completed; accounting system approved by Comptroller General (insert date of approval)." However, if previously approved systems have been resubmitted and are under review by the Comptroller General or if action is underway for the resubmission of such systems, the status information will be shown under Part B.

c. For those agencies using the tabular form of report, column (a) is to identify the organization and/or accounting entity for which information

is submitted. The tabulation in each agency's submission is to reflect the stub entries used for the agency in the Appendix of the published Annual Report of the Joint Financial Management Improvement Program for Fiscal Year 1968. The entries are to cover both complete systems and segments of systems. If any adjustments in the stub entries of the published tabulation are warranted by reorganizations or by other changes, the agency should contact General Accounting Office representatives to work out a mutually agreeable stub column for its tabulation.

d. Columns (b), (c), and (d) will identify the status of approval of agency accounting systems by the Comptroller General.

(1) Column (b) will identify by appropriate language and by date (month and year) whether the underlying principles and standards have been officially approved, formally submitted for approval, or scheduled for future submission. This column will be omitted for systems approved or submitted for approval prior to July 1, 1967, when the two-step approval procedure was established.

(2) Column (c) will identify by appropriate language and by date (month and year) the status of the accounting system design. This column will be omitted for systems approved or submitted for approval prior to July 22, 1968, when the three-step approval procedure was established; and in those cases where agencies do not propose to request such approval prior to submission of the accounting system documentation.

(3) Column (d) will identify by appropriate language and by date (month and year) the status of approval of the detailed accounting system in operation. Systems which have previously been approved and which have been submitted for reapproval will show the original approval date in this column. The resubmission date will be noted under "Remarks."

(4) Where previously submitted systems have been withdrawn by an agency or returned as unapproved by the Comptroller General, the entries in columns (b), (c), and (d) will reflect, as appropriate, the new target dates for resubmission of the systems.

(5) For accounting systems not legally subject to approval by the Comptroller General, the entry "Not applicable" will be shown.

e. The last two columns are to reflect the status of cost-based budgeting. Column (e) is to show "Complete" if the agency has adopted internal cost-based budget procedures and uses operating budgets and related reports for planning and control of the costs of operations on a current basis throughout the year; otherwise, the column should show the target date (month and year) for completing such action. "Complete" is to be used in column (f) where all appropriations of the agency were printed on a cost basis in the 1970 Budget Appendix; otherwise, that column should show as a target date the fiscal year budget in which the agency plans to convert to a cost-based presentation for all appropriations. The entry "Partial" is to be shown, along with a target date, if

cost-based presentations were printed for some appropriations in the 1970 Budget Appendix, but not for all.

f. The "Remarks" section of Part B is to provide any necessary explanations of the tabular entries. Such explanations should be identified, as appropriate, with the line item in the tabulation. The tabular entries and the supporting remarks should indicate clearly the degree to which each organization has progressed in developing its financial management system to meet the requirements of the Budget and Accounting Procedures Act of 1950, as amended.

Financial Management Improvement Program
 Agency Report as of June 30, 1969

Agency _____
 Date _____

Part A - Accomplishments and Future Plans

Part B - Status Information

Organization and/or Accounting Entity (a)	Accounting System Approval			Cost-Based Budgeting	
	Principles and Standards (b)	Accounting System Design (c)	Accounting System Documentation (d)	Used Internally (e)	Budget Presentation (f)

Remarks:



EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D.C. 20503

BULLETIN NO. 69-11

January 27, 1969

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Review of previous agency legislative
recommendations

1. Purpose. This Bulletin establishes procedures for the clearance (or reclearance) of draft bills and agency reports on pending legislation which were submitted by agencies to the Bureau of the Budget prior to January 20, 1969.
2. Background. Under normal procedures set forth in Budget Bureau Circular A-19, agencies transmitted to the Bureau draft bills and reports on pending legislation which were intended for submission to the 91st Congress and were received in the Bureau prior to January 20, 1969. Many of the draft bills and reports were cleared in accordance with the policies of the previous Administration and were sent to the 91st Congress by the agencies concerned before January 20, 1969. Others were still pending in the Bureau on that date.
3. Review of proposals. Applying the policies and objectives of the present Administration, agencies are requested to review the draft bills and reports which they transmitted to the Bureau prior to January 20, 1969, and to identify the items which they wish to continue to support.

Those items which agencies wish to support without change should be included on lists as indicated in paragraph 4 below. Those items which agencies determine they would like to support but with changes or revisions should be resubmitted to the Bureau for clearance in the usual manner.
4. Preparation of lists. Agencies should prepare lists of the draft bills and reports which they wish to continue to support unchanged. These lists (an original and four copies) should be sent to the Assistant Director for Legislative Reference as promptly as possible. They may be divided into two or more installments if that will serve to expedite reclearance. Where appropriate, negative reports should be furnished.

5. Purposes of the lists. With respect to items which were transmitted to the 91st Congress prior to January 20, 1969, the lists will be treated as an agency request for reclearance. With respect to items still pending in the Bureau on that date, the lists will identify those on which the agencies still wish to receive advice. In both cases, agencies will be given advice which reflects the views of the present Administration.

ROBERT P. MAYO
Director

EXECUTIVE OFFICE OF THE PRESIDENT

BUREAU OF THE BUDGET

WASHINGTON, D.C. 20503

BULLETIN NO. 69-10

December 6, 1968

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Special analysis on Federal income security programs

1. Purpose. This Bulletin provides instructions for the submission of data required for a new special analysis of Federal income security programs to be included in the 1970 budget.

2. Definition and coverage of Federal programs providing income security benefits. This analysis will focus on Federal programs designed to redistribute income for specific support of individuals.

The definition to be used for income security benefits is:

Payments made, in cash or in kind, in order to provide for the expenses of daily living of persons in the society who perform no current services for such benefits.

Benefits may be included in this special analysis without regard to an individual's need of the benefit for his support or to the benefit's adequacy in meeting program purposes. Any payment for, or purchase of, goods and services involving productive operations (shipping subsidies, price support payments) will not be included.

Programs will be included without regard to the method of payment. The methods of payment will include:

a. Cash payments which go: (1) directly to persons, such as retirement pay, social security, veterans benefits, etc., or (2) through intermediary levels, such as public assistance or unemployment compensation.

b. Income-in-kind, which may be direct, such as commodity distribution, or indirect, such as Medicaid. Agencies should report income-in-kind data for the programs listed in Attachment B. Data on both benefits and administrative and operating expenses should be reported in accordance with that reported in the 1970 budget.

It may be difficult to decide on the inclusion of some expenditures in this income security analysis. Some programs may, in fact, serve two or more purposes. As a general rule, if a benefit plays only a minor role in income security, it should be excluded. Questions will be resolved on a case-by-case basis by consultation with the Bureau of the Budget.

3. Information requested, procedures, and timing. The instructions and format for the required information are contained in Attachments A and B, and Exhibit 1.

An original and three copies of this information will be submitted. The requested information will be submitted by December 20, 1968. Final revisions will be provided no later than December 24, 1968.

4. Availability of data. Where data normally collected by agencies are not adequate to respond to these instructions, estimates should be used. In those cases, a narrative explanatory statement should accompany Exhibit 1 to identify the assumptions and procedures used. It should also include a description of the steps that will be taken to secure such data for subsequent fiscal years.

Charles J. Zwick
Director

Attachments

INFORMATION FOR SPECIAL ANALYSIS
ON FEDERAL INCOME SECURITY PROGRAMS
IN THE 1970 BUDGET

General instructions. The required information will be prepared in the format shown in Exhibit 1. Two basic tables (Parts III and IV) will be completed. The first (Part III) calls for information by appropriation for five years: 1961, 1964, and the three budget years. The second (Part IV) requires more detailed information, but only for the three budget years.

A separate set of tables should be prepared for each program when an appropriation covers more than one identifiable program. In that case, summary tables showing the appropriation totals should also be prepared. When several appropriations support a single program, summary tables for the entire program should be prepared. Such tables should be clearly marked "program summary" at the top and should be supported by tables for each appropriation.

Programs with Federal outlays of over \$1 million in any year covered by the analysis will be reported. Dollar amounts should be reported in tenths of millions and net of reimbursements received, but should include payments to other agencies. Funds for delegated or transferred programs should be reported by the agency receiving the initial appropriation. When applicable, indicate the amount of overlap between the Federal outlays provided under this analysis and those provided under the special analyses of health, education, and manpower programs.

Instructions for Exhibit 1, Part III

1. "Risk" Category - is a term borrowed from insurance terminology to indicate target population in the broadest sense necessary to describe the beneficiary in the context of the program goal. Thus, for a program which supplements the income of a person too disabled to work, the risk category would be "the disabled", even though the same beneficiary may be the target of another program which characterizes him as "the poor". If the income supplement continues after death, the beneficiaries would be counted in the "survivor" category--no longer reflecting disability as the reason for the income supplement, but death of the breadwinner.

2. Benefit outlays - are the amounts shown in the budget document as "Outlays" under the various appropriations for benefit payments. Normally, only the transfer payment would be included. A separate line is provided for other costs (e.g., administrative expenses) necessary to operate the program.

3. Beneficiary - means the person who, whether or not he is actually receiving benefit payments, is awarded benefits on the basis of the program goal. The benefit may be, as in the case of Aid to Families with Dependent Children, the incremental value of the family allowance.

4. Description of Risk Categories

<u>Category</u>	<u>Description</u>
Aged or retired	Persons qualified for benefit on the basis of old age, or on the basis of retirement due to length of service, and their dependents.
Disabled	Persons under the age necessary for entitlement to old age benefits and who are unable to pursue substantial gainful employment as defined by the benefit program, and their dependents.
Survivors	Persons who, regardless of age, are receiving continuing income supplements after the death of the principal beneficiary.
Unemployed	Persons who are receiving benefits due to a lack of employment not related to illness, disability, or age, and dependents if applicable.
Other	Specify.

Instructions for Exhibit 1, Part IV

1. Households - use the Bureau of the Census definition.
2. Individuals - include all members of households, whether or not they are beneficiaries.
3. Characteristics of 1968 recipients - if the distributions are not known exactly, estimate and indicate the method used in the narrative.

Narrative explanatory statement. Agencies will prepare a brief narrative statement providing the following information for each program:

1. A brief (one-half page) description of the program indicating the clientele served, the administering agencies at the Federal, State, and local levels, new directions in the program, and findings of any special cost-effectiveness or other analytic studies which have implications for the conduct of the program.
2. Comments concerning the general reliability of the data (to facilitate judgments as to which data can reasonably be used for purposes of illustration and/or discussion and publication in the special analysis), identification of the sources of data, an explanation of the estimating procedures, and an outline of the steps which will be taken to obtain missing data for subsequent fiscal years.

FEDERAL INCOME SECURITY PROGRAMS

I. Organization administering program:

Agency _____
Bureau _____

II. Program:

Title of appropriation account _____
Budget document identification code _____

If only a part of appropriation is reported, what activities provide income security:

III. For the funds devoted to providing income security, give the following information:

"Risk" Category	Fiscal Year				
	1961	1964	1968	1969	1970
TOTAL					
Benefit outlays (\$ millions)					
No. of beneficiaries (thousands)					
Outlays for administrative expenses (\$ millions)					
Aged or retired					
Benefit outlays (\$ millions)					
(Portion for persons over age 65)					
No. of beneficiaries (thousands)					
Disabled					
Benefit outlays (\$ millions)					
No. of beneficiaries (thousands)					
Survivors					
Benefit outlays (\$ millions)					
(Portion for persons under age 21)					
No. of beneficiaries (thousands)					
Unemployed					
Benefit outlays (\$ millions)					
No. of beneficiaries (thousands)					
Other (please specify)					
Benefit outlays (\$ millions)					
No. of beneficiaries (thousands)					
State matching funds, all categories (\$ mil.)					
for benefit payments					
for administrative expenses					

IV. Provide the following additional information:

"Risk" Category	Outlays (\$ millions)			No. of Households (thousands)			No. of Individuals (thousands)		
	1968	1969	1970	1968	1969	1970	1968	1969	1970
TOTAL									
Aged or retired									
over 65									
retirees under 65									
Disabled									
Survivors									
Unemployed									
Other (please specify).									

"Risk" Category	Characteristics of 1968 Recipients (Number of individuals benefitted, in thousands)				
	Age			Income after receipt of benefit	
	Under 21	21-64	65 and over	Below poverty line ^{1/}	Above poverty line ^{1/}
TOTAL					
Aged or retired					
over 65					
retirees under 65					
Disabled					
Survivors					
Unemployed					
Other (please specify).					

^{1/} According to OEO/SSA definition of poverty.

V. Respondent:

Name _____

Code and extension _____

Income-in-Kind Programs to be Included in the
Federal Income Security Special Analysis

<u>AGENCY</u>	<u>PROGRAM</u>
Department of Agriculture	Food Stamps School Lunch Special Milk Removal of Surplus Agricultural Commodities (Section 32) Donations by Commodity Credit Corporation
Department of Health, Education and Welfare	Medicaid
Department of Housing and Urban Development	Home Ownership and Rental Housing Assistance Rent Supplements Public Housing Mortgage Credit: Special Assistance Functions

Special Study forwarded to the Committee in response to this. (External Research)

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D.C. 20503

BULLETIN NO. 69-8

December 3, 1968

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Listings of Federal Government contracts and grants for the support of research

1. Purpose. To comply with a request of Senator Mansfield, this Bulletin requires the listing of research contracts and grants and the submission of those listings by February 1, 1969.
2. Background. This request is related to congressional interest in the kinds and cost of research and development being supported by various Federal agencies and in the executive branch's arrangements for reviewing and managing the federally sponsored R&D efforts. It is understood that the listings may be published.
3. Definitions. The listings required by this Bulletin are to include contracts and grants for both "basic" and "applied" research but are to exclude those covering development. Definitions of "research" developed by the National Science Foundation for collection of information published in Federal Funds for Research, Development, and Other Scientific Activities should be used in determining whether or not a particular project is to be reported.
4. Reporting instructions.^{1/}
 - a. Coverage. The information listed in subparagraph b. below, is to be supplied for:
 - (1) Each research contract and grant awarded during fiscal year 1968, and
 - (2) Each instance where additional funds were obligated in fiscal year 1968 under a research contract or grant awarded prior to fiscal year 1968 (e.g., multiple-year contracts where funds are added annually).

^{1/} Instructions in subparagraph 4 a. through d. do not apply to Department of Defense which is reporting separately.

b. Content. The following information is to be supplied by each agency for each research contract or grant:

- (1) Organization receiving the contract or grant
- (2) Name of the principal investigator
- (3) Title of the contract or grant
- (4) Funds obligated in fiscal year 1968
- (5) Period covered by the obligations if longer than one year

c. Format. Two complete listings are to be supplied:

(1) Listing by organization and principal investigator. This listing should show all contracts and grants according to:

(a) Type of organization: industrial, educational, State government agencies, other public agencies, other Federal agencies, other nonprofit organizations, and foreign.

(b) Name of organization: under each type of organization, list alphabetically the organizations or institutions receiving the contract or grant. Show also the total funds involved in fiscal year 1968 for each organization.

(c) Principal investigator: under each organization, list alphabetically the principal investigator for each contract or grant.

(2) Listing by field of science. This listing should also show all research contracts and grants and be organized and indexed by field of science. (The field of science classification system now in use by the reporting agency may be used.) This classification should be as definitive as permitted by the agency system but generally no more definitive than that used in the latest questionnaire for the NSF "Federal Funds" series. Within each field of science, contracts and grants should be listed by organization (alphabetically) and by principal investigator (also alphabetically). The indexing system should be described in the cover letter used to forward the agency listings.

(See Exhibit A for sample formats.)

d. Classified projects. If listing of information of the type specified above on any particular contract or grant would constitute classified information, those projects are to be listed separately, marked with the appropriate security classification, and controlled accordingly.

e. Copies of the listings. One copy of each listing is to be addressed to Senator Mansfield and mailed or delivered to Room S-118, in the Capitol and one copy should be sent to the Director, Bureau of the Budget, Attention: Economics, Science and Technology Programs Division. Both copies should be delivered on or before February 1, 1969.

5. Agency contacts. Each department and agency supporting research under contracts or grants is to notify the Bureau of the Budget by phone (Code 103, ext. 4904, or 395-4904) by December 16, 1968, of the name of the agency official responsible for this project.

CHARLES J. ZWICK
Director

Attachment

EXHIBIT A
Bulletin No. 69-8Sample Formats for Listings

AGENCY IDENTIFICATION

<u>Organization and principal investigator</u>	<u>Project title</u>	<u>FY 1968 obligations</u>	<u>Period cov- ered (if more than 1 year)</u>
1. <u>List No. 1 (paragraph 4.c.(1))</u> .			
Industrial organizations:			
ABC Company		\$9,275,000	
Adams, John	Title of 1st project	\$500,000	2 yrs.
	Title of 2nd project	\$375,000	
(then list other investigators in this company)			
	*	*	*
BCD Company, etc.	*	*	*
Educational institutions:			
Alpha University			
etc.			
2. <u>List No. 2 (paragraph 4.c.(2))</u> .			
Chemistry:			
ABC Company		\$1,075,000	
Adams, John	Title of 1st project	\$ _____	2 yrs.
	Title of 2nd project	\$ _____	
(then list other investigators)			
BCD Company, etc.			

sent to DDS

EXECUTIVE OFFICE OF THE PRESIDENT

BUREAU OF THE BUDGET

WASHINGTON, D.C. 20503

BULLETIN NO. 69-7

October 30, 1968

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Provision of audiovisual support services to executive agencies and others

1. Purpose. This Bulletin invites agency attention to the availability of additional audiovisual support services from the National Archives and Records Service, General Services Administration. These services consist of:

a. A central information point on completed audiovisual items (motion pictures, film strips, slide sets, sound recordings, video tapes, or combinations thereof) produced by or for executive agencies, which agencies may wish to make available to other agencies or the general public on either a free distribution, loan, or sales basis; and

b. A central sales point for such items listed in a. above, as the originating agencies may wish to make available through the central sales point for sale to the general public, special audiences, or other agencies.

2. Background. Recent studies have indicated that improved public service could be achieved through the development of a central coordinating point or clearinghouse in the Federal Government for information on the availability of the increasing amount of audiovisual materials produced by or for Federal agencies. At the present time interested parties have no alternative to contacting each agency separately for information on the availability of these materials.

No single Federal agency has Government-wide responsibility for selling audiovisual materials to the public similar to that held by the Superintendent of Documents for the sale of Government publications. Current outlets for the sale of agency audiovisual materials include agency in-house sales operations, commercial film processing laboratories having contracts with individual agencies, and a GSA master contract.

To provide improved service to the public and reduce the administrative burden on individual agencies, the National Archives and Records Service (NARS) is considered an appropriate location for a central information and sales point in view of

a. Its responsibilities as set forth in Title 44 of the United States Code;

b. Its nationwide repository system, existing contacts with audiovisual and records specialists in all agencies, and an appropriate and established trust fund financing authority; and

c. GSA's general service role to agencies.

3. Operation of the central information and sales point. Negotiations, arrangements, and agreements for participation in the services of the central information and sales point are primarily the responsibilities of the General Services Administration and the agencies involved. Operations of the GSA central information service would include:

a. Receiving information on completed unclassified audiovisual materials which agencies have released for interagency or public use;

b. Compiling and publishing Government-wide catalogs (including partial catalogs or fliers on groups of related films by subject matter) for agency and public use on audiovisual materials available for free distribution, loan or sale;

c. Answering general public inquiry, agency, and congressional correspondence pertaining generally to the availability of Government audiovisual materials, except that correspondence and questions of specific application to an agency will be referred to that agency;

d. Providing for direct referral of free distribution and loan requests for audiovisual materials to the appropriate agency or inventory source for action; and

e. Referring sales orders to owning agencies for action if the agency does not wish to avail itself of the central sales service from NARS.

For agencies electing to receive this service, operations of the central sales service would include accepting sales orders, directing orders to inventory sources, and processing billings for such agencies.

4. Exclusions. This Bulletin is not intended to operate in any way to impede individual agency basic program responsibilities for audiovisual materials production and distribution or with agency responsibilities for public information dissemination. The centralized services made available are on a voluntary basis as agreed upon by the General Services Administration and the agency desiring to avail itself of the services. All agencies producing audiovisual materials available for distribution to other agencies or to the public shall provide the central information service with the reference information necessary to the functioning of that service.

5. Policy. Executive agencies are urged to cooperate in the use of the services set forth in paragraph 3, as a means of expanding and improving access to and use of Government-produced audiovisual materials by other agencies, the educational community, and the general public. Agencies using the central audiovisual services will be expected to discontinue unnecessary duplicative services. Agencies are responsible for determining whether audiovisual services will be provided in-house or obtained

from the central information and sales point, other Government agencies, or commercial sources in accordance with the provisions of the Economy Act (31 U.S.C. 686), Bureau of the Budget Circular No. A-76, "Policies for acquiring commercial or industrial products and services for Government use," and other applicable laws and regulations.

In accordance with established practice, the costs, staffing, and utilization of the central support services and similar operations of non-participating agencies will be part of the annual review of budget requirements by the Bureau of the Budget. Arrangements with regard to reimbursement will conform to existing law. Normally, reimbursement will be made for the use of established services except where the cost is nominal or where reimbursement may not be practicable.

6. Implementing instructions. The Administrator of General Services will issue such instructions as he deems appropriate to implement the provisions of this Bulletin.

CHARLES J. ZWICK
Director

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D.C. 20503

BULLETIN NO. 69-5

October 3, 1968

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Special analysis of programs for the reduction of crime

1. Purpose. This Bulletin provides instructions for the submission of information required in the preparation of a new special analysis of Federal crime reduction programs to be included in the 1970 budget. The analysis will summarize agency plans for the budget year, and highlight accomplishments of agency programs and projects which contribute to the control of crime.

2. Information requested. The following information is required for use in preparing the special analysis on Federal programs for the reduction of crime:

a. Outlays by program and by organization for the past, current, and budget year. (Exhibits 2, 3, 4)

b. A summary table of outlays by program and organization for the agency as a whole. (Exhibit 1)

c. Narrative material presented at the bureau or organization level. (Exhibits 2, 3, 4) The narrative should include:

(1) Very concise descriptions of existing programs within a program subcategory or program element, and a statement of program objectives.

(2) Important budget year changes in programs and major decisions affecting the program.

(3) A brief statement of past year and current year accomplishments including measures of program outputs stated quantitatively to the extent possible.

(4) A brief description of significant legislation affecting the program which has been enacted during the past twelve months.

(5) Highlights of interagency cooperation and coordination with State and local law enforcement activities.

An original and three copies of this information will be submitted to the Bureau of the Budget.

A program structure for use in preparation of the information is attached. To the maximum extent possible, all outlays of a bureau or organization will be related to the elements of this program structure. Where a program is clearly for the reduction of crime but an appropriate element is not identified in the attached program structure, the program should be included in the relevant subcategory, and a new element should be suggested to describe the program.

3. Coverage of Federal crime reduction programs.

a. The analysis will exclude programs of general social utility (e.g., vocational training, mental health programs) even though such programs indirectly contribute to the reduction of crime. However, it will include such programs or projects under such programs when they are clearly within the crime reduction context (e.g., police vocational training, vocational training of inmates of correctional institutions, mental health research related to criminal behavior in NIMH, law enforcement planning funded by HUD, etc.) or when they very directly contribute to crime reduction (e.g., rehabilitation of narcotic addicts).

b. The analysis will exclude background investigations for employment. It will exclude internal administrative inspections and audits. It will exclude investigations of violations of laws which do not carry criminal penalties, and investigations primarily of a civil or regulatory nature which may in rare cases result in the application of criminal sanctions.

c. The analysis will include Federal criminal law enforcement functions (e.g., enforcement functions of the Bureau of Narcotics and Dangerous Drugs) but will exclude functions which primarily constitute guarding services (e.g., GSA building guards).

d. The element "Federal police" under the subcategory "Federal Criminal Law Enforcement" will include law enforcement activities of organizations with police authority within their respective jurisdictions, such as the Military Police, U.S. Park Police, FAA Airport Police, etc.

e. Funds for construction, acquisition, and operation of facilities for use in crime reduction should be included and should be mentioned in the narrative material if amounts in excess of \$1 million are involved.

4. Availability of data and timing. When a program element includes both civil and criminal activities (e.g., the work of Federal judges who handle both criminal and civil cases) and allocations of funds to the criminal function are not available from accounting records, an

estimate of the proper allocation of funds should be made. Also, estimates should be used in any program element for which precise figures cannot be derived from accounting records. In such cases, the reliability and probable range of error in the data should be indicated.

The information required for use in preparation of this special analysis should be submitted to the Bureau of the Budget no later than October 30, 1968. Final revisions to these data should be provided within 10 calendar days after notice of the President's determination on the 1970 budget is received. If the determination is received later than December 20, 1968, the information is to be supplied within 4 days.

5. Interpretations. Questions concerning the interpretation of this Bulletin should be addressed to Mr. James Gregg (Code 103, ext. 3941).

CHARLES J. ZWICK
Director

Attachments

PROGRAM STRUCTURE FOR THE SPECIAL ANALYSIS
CATEGORY: REDUCTION OF CRIME

Subcategory 1. Assessment of Crime

- a. Statistics on crime, criminals, and the criminal justice system.
- b. Research on criminal behavior and the sociology of crime.
- c. Collection and dissemination of research information.

Subcategory 2. Reform of Criminal Laws

- a. Criminal law reform.
 - (1) Reform of Federal criminal laws and procedures.
 - (2) Support of State and local criminal law reform.
 - (3) Research and analysis on the need for and effect of reform of criminal law and procedures.

Subcategory 3. Services for Prevention of Crime

- a. Public education on law observance, law enforcement, and criminal justice.
- b. Training and development of community service officers.
- c. Development of community resources to advise or assist "potential" criminals (e.g., juvenile delinquents).
- d. Demonstration projects and research on community service activities which contribute to crime prevention. Technical assistance in community services.
- e. Special programs for the rehabilitation of alcoholics and narcotic addicts (not including programs within prisons) and related research.
- f. Prevention of entry of criminals into the U.S. and deportation of criminals.

Subcategory 4. Federal Criminal Law Enforcement

a. Enforcement activities (including investigations) related to Federal criminal law violations.

- (1) Narcotics and drugs
- (2) Postal operations
- (3) Civil rights
- (4) Customs
- (5) Taxation (income tax fraud, alcohol and tobacco tax evasion)
- (6) Currency (counterfeiting and forgeries)
- (7) Interstate transportation of stolen property (including motor vehicles) and theft from interstate shipments
- (8) Selective Service and deserter investigations
- (9) Gambling
- (10) Loan sharking
- (11) Bank robbery
- (12) Theft, embezzlement of government property
- (13) Control of civil disorders
- (14) Migratory game
- (15) Firearms
- (16) Immigration
- (17) Other (identify)

b. Federal police.

- (1) Policing of military reservations and military police assistance in municipalities
- (2) Policing of National parks
- (3) Policing of Indian reservations
- (4) Policing of Federal game preserves
- (5) Policing of airports
- (6) Other (identify)

c. Specialized activities against organized crime.

Subcategory 5. Law Enforcement Assistance

a. Assistance to States for enforcement activities.

- (1) General police
- (2) Control of civil disorders
- (3) Organized crime
- (4) Other (identify)

b. General intelligence and information systems.

- (1) For Federal system
- (2) For support of State or local systems

- (3) For joint Federal-State and local use
- c. Education and training of enforcement officers.
 - (1) For Federal system
 - (2) For support of State or local systems
 - (3) For training of State and local personnel for joint Federal-State operations
- d. Laboratory support and criminalistics.
 - (1) For Federal system
 - (2) For support of State or local systems
 - (3) For joint Federal-State and local use
- e. Research and development systems and techniques for detection, identification, and apprehension of criminals.
 - (1) For Federal system
 - (2) For support of State or local systems

Subcategory 6. Administration of Criminal Justice

- a. Preparation of criminal cases (excluding investigations) and prosecution (including the payment of fees and expenses of witnesses and jurors).
- b. Operation of the Federal court system.
 - (1) Judges, officers, and officials of the courts -- administration (excluding items 2 and 3 below)
 - (2) Marshals
 - (3) Commissioners
- c. Information for courts on defendants and inmates.
 - (1) Background information
 - (2) Medical and psychological evaluation
- d. Criminal law advice and assistance to the poor.
- e. Education and training of judges, officers, and officials of the courts.
- f. Research on the criminal justice system.
 - (1) The Federal system (including activity of the Federal Judicial Center)
 - (2) Support of research in State and local government systems

- g. Operation of special court systems (e.g., Indian and Territorial Courts).

Subcategory 7. Rehabilitation of Offenders

- a. Supervision and operation of correctional institutions (excluding special programs of education, training, treatment, research, etc.).
- b. Special treatment programs (e.g., narcotics addict program).
- c. Community treatment programs.
 - (1) Probation
 - (2) Parole
 - (3) Work release programs
- d. General educational programs for inmates.
- e. Vocational training for inmates.
- f. Training of correctional personnel.
- g. Technical assistance to State and local governments.
- h. Research on correctional systems and the rehabilitation of criminals.
- i. Pardon of criminals.
 - (1) Operation and administration of pardons
 - (2) Research on, and evaluation of, pardon practices and policies

Subcategory 8. Planning and Coordination of Crime Reduction Programs

- a. Federal Government and intergovernmental coordination of programs for reduction of crime (departmental level staff offices for the coordination of Federal and intergovernmental programs).
- b. Support of State and local planning for crime reduction programs.

EXHIBIT 1
Bulletin No. 69-5

Department of Government
(Department Summary)
Programs for the Reduction of Crime
(In Thousands of Dollars)

		Outlays		
		FY	CY	BY
<u>Subcategory 1</u>				
Element a.	(Bureau of Confinement and Rehabilitation)	100	110	110
Element b.	(Bureau of Confinement and Rehabilitation)	90	80	85
Element c.	(Bureau of Addict Control)	<u>350</u>	<u>350</u>	<u>350</u>
	<u>Subtotal</u>	(540)	(540)	(545)
<u>Subcategory 3</u>				
Element a.	(Bureau of Addict Control)	1,100	1,400	1,400
	<u>Subtotal</u>	(1,100)	(1,400)	(1,400)
<u>Subcategory 4</u>				
Element a.(1)	(Bureau of Addict Control)	12,000	13,000	14,000
	<u>Subtotal</u>	(12,000)	(13,000)	(14,000)
<u>Subcategory 7</u>				
Element a.	(Bureau of Confinement and Rehabilitation)	20,600	23,400	22,000
Element d.	(Bureau of Confinement and Rehabilitation)	<u>1,800</u>	<u>2,000</u>	<u>2,000</u>
	<u>Subtotal</u>	(22,400)	(25,400)	(24,000)
<u>Subcategory 8</u>				
Element a.	(Office of Law Enforcement Coordination)	50	100	100
	<u>Subtotal</u>	<u>(50)</u>	<u>(100)</u>	<u>(100)</u>
	AGENCY TOTAL	<u>36,090</u>	<u>40,440</u>	<u>40,045</u>

EXHIBIT 2
Bulletin No. 69-5

Department of Government
Bureau of Confinement and Rehabilitation
Programs for Reduction of Crime
(In Thousands of Dollars)

	Outlays		
	<u>FY</u>	<u>CY</u>	<u>BY</u>
<u>Subcategory 1</u>			
Element a. Statistics on Prison Populations	100	110	110
Element b. Research on Recidivism	90	80	85
<u>Subcategory 7</u>			
Element a. Operation of Institutions	20,600	23,400	22,000
Element d. Educational Programs for Inmates	1,800	2,000	2,000

Narrative material:

Including (1) description of foregoing programs and program objectives, (2) important budget year changes, (3) past and current year accomplishments and outputs, (4) legislation milestones, (5) highlights of inter-agency and intergovernmental cooperation.

The narrative material should generally be restricted to not more than one full page per program element or sub-element.

EXHIBIT 3
Bulletin No. 69-5

Department of Government
Bureau of Addict Control
Programs for Reduction of Crime
(In Thousands of Dollars)

	<u>Outlays</u>		
	<u>PY</u>	<u>CY</u>	<u>BY</u>
<u>Subcategory 1</u>			
Element c. Information Clearing House on Addicts	350	350	350
<u>Subcategory 3</u>			
Element a. Public Education and the Problem of Addiction	1,100	1,400	1,400
<u>Subcategory 4</u>			
Element a. (1) Enforcement of Addict Control Laws	12,000	13,000	14,000

Narrative material:

(See Exhibit 2)

Department of Government
Office of Law Enforcement Coordination
Program for Reduction of Crime
(In Thousands of Dollars)

	Outlays		
	<u>PY</u>	<u>CY</u>	<u>BY</u>
<u>Subcategory 8</u>			
Element a. Coordination of Federal Law Enforcement Activities	50	100	100

Narrative material:

(See Exhibit 2)

EXECUTIVE OFFICE OF THE PRESIDENT

BUREAU OF THE BUDGET

WASHINGTON, D.C. 20503

BULLETIN NO. 69-4

September 26, 1968

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Joint agency study of current systems of civilian agencies for procurement, payment, and audit related to transportation services

1. Purpose. The purpose of this Bulletin is to obtain information and statistical data relating to the transportation activities of the civilian agencies.
2. Objectives. The objectives of the study are to develop alternative methods for expediting the payment, audit, and settlement of civilian agency transportation bills, including the simplification of procurement procedures and forms where indicated.
3. Background. The Comptroller General of the United States in a letter addressed to the Heads of Departments and Agencies Concerned, B-163758, dated March 14, 1968, announced that the Bureau of the Budget, the Treasury Department, the General Services Administration, and the General Accounting Office, under the sponsorship of the Joint Financial Management Improvement Program, had initiated a study of the various functions relating to the procurement of common carrier transportation services by the civilian agencies of the Federal Government.

Similar studies have been made in the past which were limited to the procurement of commercial passenger services. The present study embraces both freight and passenger transportation and specifically includes a substantive review of the procuring, paying, auditing, and settling of accounts with the carrier industry. Numerous complaints of a continuing nature have been made by the common carrier industry respecting alleged unwarranted delays in the payment of freight and passenger vouchers.

4. Coverage. This Bulletin applies to all civilian agencies which procure commercial transportation services by means of the United States Government Bill of Lading and the United States Government Transportation Request. It also applies to civilian agencies which utilize commercial bills of lading under an exemption from the General Accounting Office, and to those agencies utilizing commercial bills of lading which are converted to United States Government Bills of Lading at destination. Separate instructions will be issued to the Department of Defense for their transportation activities.

5. Material to be submitted. In order to assist the joint agency study group in developing an objective and meaningful approach to a comprehensive evaluation of current systems, agencies are requested to provide narrative and statistical data in accordance with Attachments A and B. Individual agency responses will be maintained and utilized on a confidential basis by the study group. An original and five copies of each report will be submitted not later than November 29, 1968, to the Bureau of the Budget, Washington, D.C., 20503, Attention: Joint Agency Transportation Study.

Please provide with your submissions the name, title, and telephone number of the person to contact for further information.

6. Assistance. Questions concerning this Bulletin should be referred to the Joint Agency Transportation Study group by calling Code 103, extension 3395.

CHARLES J. ZWICK
Director

Attachments

CIVILIAN AGENCY QUESTIONNAIRE - NARRATIVEGENERAL INSTRUCTIONS

In replying to the questionnaire, precede your answer with the question reference; e.g., 1.1, 1.2, 1.3, 1.4, 1.5a, 1.5b, and so on.

Certain questions assume modifications or changes in General Accounting Office regulations, statutory limitations, and other laws and regulations. It may become necessary to recommend changes in regulations and statutes in order to improve agency transportation operations, as well as meet carrier requests for a general streamlining of Government documentation and procedures.

Replies from agencies will be by major component (bureau, office, etc.) where applicable. For example, while the General Services Administration would, in all probability, submit one report on an agencywide basis, a consolidated narrative report from each department such as Agriculture, Interior, and Health, Education and Welfare would not be too meaningful because of the major programs which are separately administered. The Department of Interior would, for example, submit a separate narrative report for the National Park Service, Bureau of Sport Fisheries and Wildlife, Bureau of Land Management, Geological Survey, Bonneville Power Administration, Bureau of Reclamation, and so on. The Secretary of the Interior, at his discretion, could include departmental comments on all questions or on a selective basis.

Agencies with widespread field installations may arrange for a representative sample of their installations rather than sample all installations.

In responding to international freight and passenger travel questions, replies will exclude all movements solely between foreign countries. All movements to or from any point in the 50 States and the trust territories and possessions of the United States will be reported as international transactions. All movements to or from any point in the 48 conterminous States and Alaska and Hawaii will be reported as domestic transactions. Through movements, procured by a single document, to or from a foreign point will be reported as international transactions only, regardless of whether

the cargo or traveler involved may have been delayed, changed conveyances or exercised stopover privileges at points in the United States. However, where separate procurement documents are used, one for the domestic portion and one for the international portion, they will be reported as domestic and international transactions, respectively.

The balance of the questionnaire should be self-explanatory.

PROCUREMENT OF TRANSPORTATION SERVICES

This part of the questionnaire deals with the initial phase of the transportation cycle. It is intended to develop agencywide responsiveness to a general streamlining of existing procurement procedures, and to the relative merits of substituting different methods of transportation procurement.

1. PROCUREMENT OF PASSENGER SERVICES

1.1 What use do you make of the present prepunched card features of the Government Transportation Request? Explain.

a. Do you punch additional data into the Government Transportation Request? If yes, explain.

1.2 What distribution is now made of the copies of the Government Transportation Request and what use is made of each copy?

1.3 Consideration is being given to changes in the Government Transportation Request. What suggestions or comments do you have concerning the following:

a. Color (to improve contrast for easier reading and microfilming)?

b. Punched card versus paper stock (assuming the punched card form has not been used as anticipated)?

c. Content (additions, deletions, revisions)?

d. Format and style of print?

e. Multiple copies?

1.4 Preliminary consideration is being given to revising the present Government Transportation Request so that it will serve as both a procurement document and a ticket. Have you any comments or suggestions in this area? If yes, please furnish.

1.5 Does your agency utilize one or more of the following methods of ticket procurement: Combined Airline Ticket Office (CATO), central travel facility operated by Federal employees, teleticketing machines, tickets-by-mail, write-your-own-ticket, bulk ticket procurement, and travel agents? If yes, which do you use and explain benefits?

1.6 Consideration is being given to the expanded use of cash in the procurement of Government transportation. Do you make use of cash up to \$15 (present authorization)? Please explain.

a. Would you favor the use of cash without limitation over the present Government Transportation Request method? Please explain.

b. If limited, indicate a specific dollar amount or other limitation. Please explain.

1.7 Would you favor or oppose the use of Government credit cards, with appropriate controls, for the procurement of transportation services now procured with the Government Transportation Request? Please comment.

1.8 Please indicate your order of preference for each of the below and give reasons.

a. Cash procedure

b. Government credit cards

c. Present Government Transportation Request procedure

1.9 The present Government Excess Baggage Authorization form (GEBA) is an airlines form used to procure the movement of excess baggage beyond the free weight or number of pieces allowed by the air industry. Does the use of this form present any problems? If yes, please describe.

a. Using a sampling basis, how many Government Excess Baggage Authorizations (GEBA's) are received annually as supplemental billings?

b. What percentage of these Government Excess Baggage Authorizations received are returned to the carrier and for what reasons?

c. Are Government Excess Baggage Authorization billings multiple or single transactions? If single, why? If multiple, to what extent?

d. What administrative reviews are made prior to payment of Government Excess Baggage Authorizations?

1.10 Consideration is being given to making the Government Excess Baggage Authorization an independent Government procurement document which could be billed separately by each participating airline without reference to the Government Transportation Request. Would you favor or oppose such a plan? Please give reasons.

1.11 Would you favor payment for the movement of excess baggage with cash advanced by your agency to the traveler on the basis of specific excess weight or piece(s) authorization rather than the present Government Excess Baggage Authorization procedure? Please give reasons for your preference or nonpreference.

1.12 What recurring problems do you have with:

- a. Carriers?
- b. The General Accounting Office?

1.13 What recurring complaints do you receive from:

- a. Carriers?
- b. The General Accounting Office?

2. PROCUREMENT OF FREIGHT SERVICES

Long form U.S. Government Bill of Lading background statement. Consideration is being given to elimination of accomplishment of the consignee's certificate of delivery on the long form U.S. Government Bill of Lading, as this is one of the major complaints voiced by carriers. This would also involve relieving the certifying officers of responsibility for "good order delivery." Carriers complain that the burden of securing the properly endorsed document is placed upon them when they may have no knowledge of its whereabouts or may never have been in possession of the U.S. Government Bill of Lading when delivery is made at destination. An additional burden is placed upon agencies by the need to handle carrier requests for missing documents which include tracer actions, and preparation and execution of Certificates in Lieu of Lost Bills of Lading. This may also lead to a claim action by the carrier when it is unable to obtain the consignee's signature on the original document or obtain a Certificate in Lieu from the consignee or the issuing officer.

Accomplishment, as such, is not required now on the following: Short Form U.S. Government Bill of Lading -- carrier must hold 30 days, then bill; ocean shipments -- carrier must hold 30 days or certify to delivery at port, whichever occurs first, before billing; air shipments from the continental United States to a foreign destination; and all shipments of unaccompanied baggage -- where an alternative delivery receipt procedure is permitted.

If elimination of accomplishment of consignee's certificate of delivery proves to be feasible, the need for a Short Form U.S. Government Bill of Lading will have to be reconsidered.

2.1 What would be the advantages and disadvantages, from your standpoint, of eliminating the need for accomplishment of the consignee's certificate of delivery with corresponding relief to certifying officers for "good order delivery?" Do you favor such a change?

Short Form U.S. Government Bill of Lading background statement. Following an extensive test by the military agencies, the Comptroller General, by letter dated December 12, 1967, addressed to the "Heads of Departments and Agencies Concerned," B-144429, announced his consideration of the adoption of the Short Form U.S. Government Bill of Lading by the civilian agencies.

The Short Form U.S. Government Bill of Lading procedure was specifically detailed in this letter, comprising 14 pages including attachments. While certain of the civilian agencies are now in the process of requesting General Accounting Office approval, the actual use of the procedure is essentially within the military agencies.

Under the provisions of the present short form procedure, the originating carrier retains the original of the bill of lading for 30 days before billing the contracting agency. Consignees are required to report loss and/or damage within 20 days, otherwise the issuing office and paying office assumes good order delivery. Under this procedure there is no accomplishment required by the consignee. ^{1/}

Additionally, the following restrictions have been imposed by the General Accounting Office concerning specific types of movements whereby the Short Form U.S. Government Bill of Lading may not be used for shipments:

- Exceeding \$100 total transportation charges;
- Requiring special services, such as armed guard service or other services when costs cannot accurately be determined at time of shipment;
- Of explosives;
- Which require the use of continuation sheets;
- Consigned for export;
- Beyond the 48 conterminous States;
- Requiring conversion of a commercial bill of lading;

^{1/} The General Accounting Office is considering reducing the 30-day period to 15 days.

- Involving intermodal traffic;
- Of household goods;
- Of articles of unusual value; and
- To consignees other than the United States Government.

2.2 Would your agency make use of the optional Short Form U.S. Government Bill of Lading when it becomes available? If no, state reasons.

2.3 Consideration is being given to relaxing certain of the restrictive provisions now in effect. Please comment with reference to those provisions which you feel should be modified in terms of more fully meeting your program needs; for example:

a. Would you favor raising the present \$100 limitation to a higher amount? If yes, to what amount?

b. If the present \$100 limitation were raised, would you favor limiting this increase to use by certain modes only? If yes, list modes and state reasons.

c. Would you favor expansion of the short form procedure to intermodal and international shipments? Give advantages and disadvantages of each.

d. Regarding the 30-day waiting period before carriers may submit billings, and the 20-day waiting period in which consignees must notify issuing offices and paying offices on other than good order delivery, would you favor decreasing these periods or complete elimination? Please comment separately and give advantages and disadvantages.

e. What other restrictions should be eliminated? Explain.

Commercial bills of lading background statement. From time to time, individual agencies have requested and the General Accounting Office has authorized exceptions to the U.S. Government bill of lading regulations on repetitive types of

small shipments, and these generally involve the use of commercial bills of lading. The General Accounting Office is considering a change in its regulations which would grant discretionary authority to agency heads to determine that it is more efficient and economical for particular types of small shipments to use commercial forms and procedures. A copy of each determination would be filed after the fact with the General Accounting Office. The proposal provides that transportation charges ordinarily should not exceed \$25 per shipment and would apply to shipments where it is cumbersome and impractical to issue U.S. Government Bills of Lading, and relatively expensive to convert commercial bills of lading at destinations. Carriers would be instructed to submit their bills on their commercial forms rather than Government vouchers. The bills would not be sent to the General Accounting Office for post audit of the technical correctness of the rates and classifications assessed.

2.4 Further simplifications to this optional technique are under consideration. An expression of your views and the reasons therefor on the following questions would be helpful:

a. Should the agency head be authorized to redelegate the discretionary authority granted to him to determine that it is more efficient and economical for particular types of small shipments to use commercial forms and procedures? Explain.

b. Should the option to use commercial bills of lading apply to all shipments below a certain dollar amount, rather than have both a dollar amount and other types of restrictions? Give reasons.

c. If the only restriction were the dollar amount, should it be \$25, \$50, or more? Explain.

d. If commercial bills of lading were used, would you prefer billing upon tender of the shipment to the carrier (prepaid), or billing after delivery has been made (collect)? Give reasons for your preference.

2.5 Consideration is being given to procedural changes in connection with certain freight documents. Your comments are requested on the following:

a. If the consignee's certificate of delivery were not required on the long form U.S. Government Bill of Lading, would your operations be materially improved? If yes, in what respect?

b. If the consignee's certificate of delivery were not required, which would you prefer -- the long form U.S. Government Bill of Lading or the commercial bill of lading overprinted to require conformance with the terms and conditions set forth on the reverse of the U.S. Government Bill of Lading? Give reasons for your preference, stating the advantages and disadvantages of each.

c. If the alternate delivery receipt procedure prescribed in the General Accounting Office Policy and Procedures Manual, Title 5, Section 3035.20 were expanded to all modes of transportation both international and domestic, which would you prefer -- the long form U.S. Government Bill of Lading or the commercial bill of lading overprinted to require conformance with the terms and conditions set forth on the reverse of the U.S. Government Bill of Lading? Give reasons for your preference, stating the advantages and disadvantages of each.

2.6 Consideration is being given to the use of cash in payment for freight services rendered. Comments are requested on the following:

a. Would you favor the payment by cash up to a specific dollar amount of transportation charges on commercial bills of lading?

b. If yes, please specify amount and give reasons. If no, what would be your objections to the use of cash?

2.7 What recurring freight problems do you have with:

- a. Carriers?
- b. The General Accounting Office?

2.8 What recurring complaints do you receive from:

- a. Carriers?
- b. The General Accounting Office?

3. PROCESSING TRANSPORTATION DOCUMENTS

This part embraces both freight and passenger documentation.

3.1 What accountability controls does your agency exercise over U.S. Government Bill of Lading and Government Transportation Request stock?

3.2 Would you prefer reverting to an alphabetical prefix in addition to the prenumbered plan now in effect on U.S. Government Bills of Lading and Government Transportation Requests to readily identify the department or agency issuing the document? If yes, give reasons.

3.3 Does your agency distribute printed procedures or conduct training programs regarding proper preparation and distribution of U.S. Government Bills of Lading and Government Transportation Requests, or do you rely upon General Services Administration for education and training in this area? Please reply in terms of having your own printed procedures, training programs, or reliance upon General Services Administration.

3.4 Do you have any specific problems in connection with Certificates in Lieu of Lost U.S. Government Bills of Lading or Government Transportation Requests? Explain.

a. What are your requirements of a carrier requesting a Certificate in Lieu?

b. What actions are taken by your agency prior to issuance of a Certificate in Lieu?

c. When a Certificate in Lieu has been issued, what safeguards are established to preclude duplicate payment?

4. PROCESSING CARRIER VOUCHERS FOR PAYMENT

This part deals with the obligation, liquidation, and payment processes of the civilian agencies covering both freight and passenger services. Numerous complaints have been received from the carrier industry regarding delays in payment. In order to identify associated problem areas in the processing of carrier vouchers for payment, this portion also involves refunds of unused tickets as well as methods employed in settling incidents of loss and damage.

4.1 Do you obligate transportation charges on the basis of your receipt of a memorandum copy of the U.S. Government Bill of Lading and the buff copy of the Government Transportation Request? If no, when and on what basis do you obligate funds for transportation charges?

4.2 When an obligation has not been recorded prior to receipt of carrier's voucher accompanied by original U.S. Government Bills of Lading and Government Transportation Requests, do you hold up payment? If yes, please explain why.

4.3 Do you have a process in effect whereby carrier vouchers are compared with obligations? Please explain in terms of the below:

a. Prior to payment

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b. After payment

c. Not at all

4.4 Is your review of carrier vouchers limited to an administrative and/or arithmetical check? Do you also perform a rate audit? Please explain.

4.5 What controls do you exercise to prevent or detect duplicate payments? What is the total number and amount you recover annually?

4.6 In connection with loss and damage claims other than those involved in concealed damage, please answer the following:

a. Is claim action started by consignee's certificate of delivery and exception on reverse of U.S. Government Bill of Lading?

b. If the answer to "a" above is no, what document initiates the claim action? If the answer to "a" above is yes, do you also have in your system a document that could be used in lieu of the consignee's certificate of delivery?

c. Is your initial collection effort by offset or deduction from carrier bill? If no, do you file claims independently of voucher payment? State reasons for the method used.

d. Do you have a minimum amount for claims action against carriers? If yes, what is the amount and how was it determined?

4.7 Using a sampling basis, estimate:

a. How many passenger transportation bills are received annually which should have been sent elsewhere? How are they handled?

b. How many freight transportation bills are received annually which should have been sent elsewhere? How are they handled?

4.8 Upon receipt of a carrier's voucher, listing a single or multiple billing, do you delay payment if an improper billing is received, or make partial payment and process improper billing separately? Please explain your procedures.

4.9 Do you process SF 1170 (Redemption of Unused Tickets) in requesting refunds for unused tickets or deduct such values from carrier vouchers? Please explain method of handling.

4.10 Would you favor the expansion of SF 1170 (Redemption of Unused Tickets) to permit multiple Government Transportation Request refunds of unused tickets? If no, please explain.

4.11 Considering the increasing use of computers by carriers in voucher preparation, what are your reactions to:

a. Use of continuation sheets for voucher forms SF 1113 (Public Voucher for Transportation Charges) and SF 1171 (Public Voucher for Transportation of Passengers)?

b. Method of vouchering; e.g., continuous long form, fan-fold design, etc?

c. Specific limitation of number of items per voucher, if any? Please explain.

4.12 Would you favor modification of Standard Forms 1113 and 1171 in order to more fully meet your program's needs? If yes, indicate what changes you would prefer.

4.13 What would be the advantages and disadvantages if the Government voucher forms (SF 1171 and SF 1113) were discontinued and the carriers were allowed to bill on their own invoices supported by U.S. Government Bills of Lading or Government Transportation Requests?

4.14 What would be the advantages and disadvantages of redesigning the Government Transportation Request and the U.S. Government Bill of Lading forms so that they would serve as both procuring and billing documents?

4.15 Are any bills received which contain discounts for fast payment? If yes:

- a. From which carriers?
- b. What are the discount time periods and rates?
- c. What is the estimated total number and annual value of the discounts?

5. BILL TO, CERTIFYING AND ACCOUNTING POINTS

5.1 Are your "bill to" and certifying points the same? If not, why?

5.2 How many "bill to" points are there within your agency?

- a. United States and its territories
- b. Foreign

5.3 How many locations are there within your agency where carrier bills are certified for payment?

- a. United States and its territories
- b. Foreign

5.4 What functions do the "bill to" points perform in the obligation and payment process?

5.5 Are your accounting operations centralized, decentralized, or both? Please specify and indicate number of accounting stations.

5.6 Has your agency studied within the past two fiscal years:

a. The feasibility of further centralization? If yes, please specify actual and anticipated results.

b. The feasibility of further decentralization? If yes, please specify actual and anticipated results.

6. CENTRALIZED PAYMENT OF TRANSPORTATION CHARGES

This part covers information needed to assist in determining the feasibility and desirability of centralizing the payment of carrier vouchers for transportation services. Similar studies in prior years were limited to passenger services; however, the current project has been broadened to also embrace payment of freight services and to consider the feasibility of other types of central payment concepts. A general concept of the operation of a single central pay facility for all civilian departments and agencies follows. This general concept is also applicable to centralization at the department level and bureau level by substituting the appropriate terminology; e.g., bureaus, services, or other components for "departments and agencies."

General Concept. Copies or listings of U.S. Government Bills of Lading and Government Transportation Requests indicating estimated charges and pertinent data required for agency obligation purposes would be furnished to the central pay facility by the departments and agencies. Common carriers would send their vouchers supported by the original U.S. Government Bills of Lading and Government Transportation Requests to the central pay facility, where they would be administratively reviewed and scheduled to the Treasury Department for payment. The central pay facility would furnish to the departments and agencies information which may be required on payments made. The foregoing assumes an appropriate funding arrangement and the availability of the paid original U.S. Government Bill of Lading and Government Transportation Requests for a post audit.

With respect to the effect that a central pay activity would have on your operations, provide the following information:

6.1 A central pay facility for all civilian agencies.

- a. What processes now performed by you would be eliminated?
- b. How many man-years would be saved and what would the average salary rate be?
- c. In connection with b above, how many authorized positions would be eliminated, and what would the average salary be?
- d. What other savings would accrue?
- e. What other benefits would be derived?
- f. What additional costs would accrue?
- g. What problems would be presented?
- h. What feedback data would be required, how frequently, and to how many accounting stations?

6.2 Central pay facility at department or independent agency level. Please provide answers to 6.1a through h. If you are already centralized at this level please indicate this and specify the advantages and disadvantages in lieu of responding to 6.1a through h.

6.3 Central pay facility at bureau or equivalent level. Please provide answers to 6.1a through h. If you are already centralized at this level, please indicate this and specify the advantages and disadvantages in lieu of responding to 6.1a through h.

6.4 You may wish to modify 6.1, 6.2, and 6.3 to the extent of providing within each level a regional central pay facility. What additional advantages or disadvantages would this present?

6.5 How many funds or appropriations administered by your agency would be involved in the operation of such a facility?

6.6 What would be the advantages and disadvantages of having a centralized pay facility request and receive refunds of unused tickets and recover amounts due as a result of incidents of loss and damage? Please explain at each level.

7. GENERAL

7.1 Please include any problems and suggestions for improvement which have not been covered elsewhere.

7.2 Are there any improvements which you have installed which it would be desirable for other agencies to consider? Please describe.

CIVILIAN AGENCY QUESTIONNAIRE - STATISTICAL DATA

GENERAL INSTRUCTIONS

Introduction. In order to develop a statistical universe and in light of several considerations for modification of existing procedures, GAO regulations, and statutory limitations, a number of formats have been developed for completion. Certain of the information requested in the formats relates to questions appearing in the narrative portion of the questionnaire. It is understood that many agencies will complete only certain portions of the formats because of limited domestic or international shipping and receiving program activities.

While the formats are generally self-explanatory, the following guidelines are provided:

1. Where a department or agency is comprised of several bureaus, services, or equivalents, each major component will report separately, and an overall department or agency summary will be prepared for each of the formats. Reports will be by organization, not by fund or appropriation.
2. All data will cover estimates for fiscal year 1969, to provide for desirable uniformity in approach, except for Exhibits B-5, 6, and 7. The same sampling period is not mandatory on each format, but the period will constitute a representative period and may be selected from fiscal year 1968 and/or 1969. The sampling period may be a month, quarter, half-year, or full year. In some instances, it may be desirable to accumulate data on a current basis. Where dollar amounts are shown, they will be rounded to the nearest dollar.
3. Data to complete Exhibits B-1, 2, and 4 may be taken from copies of paid vouchers retained by the agency.
4. In responding to international freight and passenger travel questions, replies will exclude all movements solely between foreign countries. All movements to or from any point in the 50 States and the trust territories and possessions of the United States will be

reported as international transactions. All movements to or from any point in the 48 conterminous States and Alaska and Hawaii will be reported as ~~international~~^{domestic} transactions. Through movements, procured by a single document, to or from a foreign point will be reported as international transactions only, regardless of whether the cargo or traveler involved may have been delayed, changed conveyances, or exercised stopover privileges at points in the United States. However, where separate procurement documents are used, one for the domestic portion and one for the international portion, they will be reported as domestic and international transactions, respectively.

5. Please reproduce as many copies of the formats as may be necessary to make appropriate distribution to affected components.

Department or Agency

Bureau or equivalent

EXHIBIT B-1
Bulletin No. 69-4

GOVERNMENT BILL OF LADING SHIPMENTS FOR FISCAL YEAR 1969
(Include commercial documents converted to Government Bills of Lading)

ESTIMATE FOR FISCAL YEAR 1969 BASED ON SAMPLING PERIOD FROM: _____ TO: _____

MODE - BY BILLING CARRIER	DISTRIBUTION OF NUMBER OF GOVERNMENT BILLS OF LADING										
	VOUCHERS PAID NUMBER	DOLLARS	\$25 OR LESS	\$26 TO \$50	\$51 TO \$100	\$101 TO \$200	\$201 TO \$300	\$301 TO \$400	\$401 TO \$500	OVER \$500	TOTAL GBL's
Domestic											
Rail Carriers											
Motor Carriers											
Bus Lines											
Railway Express Agency											
United Parcel Service											
Air Cargo											
Domestic Freight Forwarders (Surface and air)											
Household Goods Van Carriers											
Water Carriers											
All Other (Specify)											
	TOTALS										
International											
Air Cargo											
Water Carriers											
International Freight Forwarders (Surface and air)											
	TOTALS										
	GRAND TOTALS										

Department or Agency

Bureau or equivalent

EXHIBIT B-2

Bulletin No. 69-4

COMMERCIAL BILL OF LADING SHIPMENTS BILLED BY CARRIERS TO THE GOVERNMENT FOR FISCAL YEAR 1969

(Does not apply to Government corporations, nor to commercial documents converted to Government Bills of Lading)

ESTIMATE FOR FISCAL YEAR 1969 BASED ON SAMPLING PERIOD FROM: _____ TO: _____

MODE - BY BILLING CARRIER	VOUCHERS PAID		DISTRIBUTION OF NUMBER OF COMMERCIAL BILLS OF LADING								TOTAL CBL's
	NUMBER	DOLLARS	\$25 OR LESS	\$26 TO \$50	\$51 TO \$100	\$101 TO \$200	\$201 TO \$300	\$301 TO \$400	\$401 TO \$500	OVER \$500	
<u>Domestic</u>											
Rail Carriers											
Motor Carriers											
Bus Lines											
Railway Express Agency											
United Parcel Service											
Air Cargo											
Domestic Freight Forwarders (Surface and air)											
Household Goods Van Carriers											
Water Carriers											
All Other (Specify)											
	TOTALS										
<u>International</u>											
Air Cargo											
Water Carriers											
International Freight Forwarders (Surface and air)											
	TOTALS										
	GRAND TOTALS										

Department or Agency

Bureau or equivalent

EXHIBIT B-3
Bulletin No. 69-4

CERTIFICATES RECEIVED IN LIEU OF LOST GOVERNMENT BILLS OF LADING
AND TRANSPORTATION REQUESTS - FISCAL YEAR 1969

ESTIMATE FOR FISCAL YEAR 1969 BASED ON SAMPLING PERIOD FROM: _____ TO: _____

<u>MODE - BY BILLING CARRIER</u>	<u>NUMBER</u>	
	<u>PASSENGER</u>	<u>FREIGHT</u>
<u>Domestic</u>		
Rail Carriers		
Motor Carriers	XXX	
Bus Lines		
Railway Express Agency	XXX	
United Parcel Service	XXX	
Air Carriers		
Domestic Freight Forwarders (Surface and air)	XXX	
Household Goods Van Carriers	XXX	
Water Carriers		
All Other (Specify)		
TOTALS		
<u>International</u>		
Air Carriers		
Water Carriers		
International Freight Forwarders (Surface and air)	XXX	
TOTALS		
GRAND TOTALS		

Department or Agency

Bureau or equivalent

EXHIBIT B-4
Bulletin No. 69-4

GOVERNMENT TRANSPORTATION REQUESTS FOR FISCAL YEAR 1969

ESTIMATE FOR FISCAL YEAR 1969 BASED ON SAMPLING PERIOD FROM: _____ TO: _____

<u>MODE - BY BILLING CARRIER</u>	<u>VOUCHERS PAID</u>		<u>DISTRIBUTION BY NUMBER OF TRANSPORTATION REQUESTS</u>					<u>TOTAL GTR'S</u>
	<u>NUMBER</u>	<u>DOLLARS</u>	<u>\$15 OR LESS</u>	<u>\$16-\$25</u>	<u>\$26-\$50</u>	<u>\$51-\$100</u>	<u>OVER \$100</u>	
<u>Domestic</u>								
Air Carriers								
Bus Lines								
Rail Carriers								
Water Carriers								
All Other (Specify)								
	TOTALS							
<u>International</u>								
Air Carriers								
Water Carriers								
All Other (Specify)								
	TOTALS							
	GRAND TOTALS							

Department or Agency

Bureau or equivalent

EXHIBIT B-3
Bulletin No. 69-4

AGING OF UNPAID CARRIER VOUCHERS FROM DATE OF RECEIPT OF VOUCHERS

AS OF OCTOBER 31, 1968

DISTRIBUTION BY NUMBER OF CALENDAR DAYS

<u>1 - 15</u>	<u>16 - 30</u>	<u>31 - 45</u>	<u>46 - 60</u>	<u>61 - 75</u>	<u>76 - 90</u>	<u>OVER 90</u>
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FREIGHT VOUCHERS

Number

Amount

PASSENGER VOUCHERS

Number

Amount

Department or Agency

Bureau or equivalent

EXHIBIT B-6
Bulletin No. 69-4

TIME TO PROCESS FREIGHT TRANSPORTATION TRANSACTIONS

BASED ON REPRESENTATIVE PERIOD FROM: _____ TO: _____

DISTRIBUTION OF ITEMS BY CALENDAR DAY GROUPINGS

1-10 11-20 21-30 31-45 46-60 61-75 76-90 OVER 90

LONG FORM GOVERNMENT BILL OF LADING*

1. From date of receipt of shipment by carrier to date of delivery.
2. From date of delivery to date of receipt of carrier's bill.
3. From date of receipt of carrier's bill to date of preparation of schedule of disbursement for payment.
4. From date of preparation of schedule of disbursement to date submitted to disbursing office.
5. From date schedule of disbursement submitted to disbursing office to date paid by disbursing office.

*NOTE: Items 1 and 2 are a count of the number of GBL's under each calendar day grouping. Items 3, 4, and 5 are a count of the number of vouchers under each calendar day grouping.

Department or Agency

Bureau or equivalent

EXHIBIT B-7
Bulletin No. 69-4

TIME TO PROCESS PASSENGER TRANSPORTATION VOUCHERS

BASED ON REPRESENTATIVE PERIOD FROM: _____ TO: _____

DISTRIBUTION OF VOUCHERS BY CALENDAR DAY GROUPINGS

1-10 11-20 21-30 31-45 46-60 61-75 76-90 OVER 90

GOVERNMENT TRANSPORTATION REQUEST

1. From date of receipt of carrier's bill to date of preparation of schedule of disbursement for payment.
2. From date of preparation of schedule of disbursement to date submitted to disbursing office.
3. From date schedule of disbursement submitted to disbursing office to date paid by disbursing office.

Department or Agency

Bureau or equivalent

EXHIBIT B-8
Bulletin No. 69-4

LOSS AND DAMAGE CLAIMS FILED AGAINST CARRIERS FOR FISCAL YEAR 1969

ESTIMATE BASED ON SAMPLING PERIOD FROM: _____ TO: _____

DISTRIBUTION BY NUMBER OF CLAIMS

<u>\$5 AND</u>						<u>OVER</u>	
<u>UNDER</u>	<u>\$6 - \$10</u>	<u>\$11 - \$25</u>	<u>\$26 - \$50</u>	<u>\$51 - \$100</u>	<u>\$101 - \$250</u>	<u>\$250</u>	<u>TOTAL</u>

MODE

Rail

Motor

REA Express

Air

All Other

TOTALS

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON, D. C. 20503

BULLETIN NO. 69-3

August 26, 1968

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Federal Manpower Programs

1. Purposes. This Bulletin provides instructions for the submission of data required in the preparation of a new special analysis of Federal manpower programs to be included in the 1970 budget. This analysis will complement other special analyses on social programs. The special analysis of education and related programs, instructions for which are now in Circular No. A-11 (Rev. July 1968), previously included most of the manpower programs.

2. Definition and coverage of Federal manpower programs. For purposes of this analysis, Federal manpower programs are those domestic programs with the primary purpose of improving the employment capabilities or opportunities of the general labor force or significant target groups thereof (e.g., poor, unemployed, disabled). However, the analysis will include nonprofessional occupational training at Federal military and civilian installations which is transferable to employment in the private sector. It will exclude those programs which may fit the above definition but which are primarily professional training or take place as a part of the normal educational process, or both.

The programs covered by this definition typically have most of the following characteristics although some programs will differ from one or two of the characteristics: provide remedial services to increase employability, deal with persons in the labor force or who desire to be in the labor force, provide services for one year or less, provide services outside the normal educational process and institutions, and provide services principally for nonprofessional jobs.

Examples of the types of programs which will be covered are occupational skill training, on-the-job training, creation or expansion of jobs, disability rehabilitation, job-applicant matching, work experience, anti-job discrimination, and supportive services (e.g., child care) which are directly related to a manpower program or objective.

Examples of the types of programs which will be excluded are vocational education, professional training, and training of Federal civilian and military employees in skills not readily transferable to the private sector (e.g., basic recruit training).

3. Information requested, procedures, and timing. The instructions and format for information required for this analysis are set forth in Attachment 1 and Exhibits 1 and 2. An original and three copies of this information will be submitted to the Bureau of the Budget. In those cases where programs are delegated or transferred, the agency administering the program will have the responsibility for reporting. Only programs with more than \$1 million in outlays in any fiscal year will be reported.

Agencies are to supply the requested information for fiscal years 1968, 1969, and 1970 of Exhibit 2 no later than October 15, 1968, and to provide final revisions within 10 calendar days after notice of the President's determination on the 1970 budget is received. If the determination is received later than December 20, 1968, the information is to be supplied within 4 days.

In addition, agencies are requested to prepare the following material within 30 days of issuance of this Bulletin:

- All items on Exhibit 1.
- All items of the first column on Exhibit 2 for fiscal year 1967 including a narrative statement for that year.

4. Availability of data. The narrative explanatory statement will provide an assessment of the reliability and probable range of error of all data provided, and will outline steps to be taken to secure data for subsequent fiscal years for items which are not currently available. The information requested on Exhibit 1 and Exhibit 2 through item B.2 inclusive will be provided in every case. For other items, data will be provided if it is available or can be estimated or interpolated from existing information (including sample surveys). Agencies are encouraged to make estimates since the narrative statement will explain the degree of reliability.

5. Interpretations. Questions concerning the interpretation of this Bulletin should be addressed to Mr. Walton Francis (Code 103, ext. 3262).

CHARLES J. ZWICK
Director

Attachments

ATTACHMENT 1
Bulletin No. 69-3

INFORMATION FOR SPECIAL ANALYSIS
ON FEDERAL MANPOWER PROGRAMS
IN THE 1970 BUDGET

This attachment provides instructions for completing Exhibits 1 and 2, and is keyed to the lettered and numbered entries in the exhibits.

A. Category of activity. For purposes of this analysis, each manpower program will be classified by its significantly different activity(s) and each such program activity assigned to one of the categories (which reflect important manpower approaches) described below. If the program has only one activity or if no other activity exceeds \$5 million, the entire program should be assigned to the single most appropriate category. If no activity predominates, the program should be assigned to the "other" category.

When an appropriation funds several programs, a separate listing of total budget authority and outlays by program and activity for each fiscal year marked "appropriation summary" will be prepared. When several appropriations support a single program activity, summary schedules (Exhibits 1 and 2 in their entirety) for the activity will be prepared. Such schedules will be clearly marked "activity summary" at the top of the schedule, and should be supported by a separate listing of budget authority and outlays by appropriation for each fiscal year.

The classification categories are described below. These descriptions include a tentative listing of program activities to be covered by this analysis:

<u>Category</u>	<u>Description</u>
Job Creation or Expansion	Activities which are primarily intended to expand the number of jobs in a geographic area or for a given target group through aid to public bodies for economic development or to private companies for extraordinary expenses. Examples are Economic Development Administration loans and grants and Special Impact (Economic Opportunity Act) grants.
On-the-Job Training	Activities which primarily provide payment to public or private employers for the temporary but extraordinary costs of training and hiring for permanent jobs. Includes all services directly associated with the payment to the

<u>Category</u>	<u>Description</u>
	employer (e.g., vocational instruction during or prior to OJT enrollment). Examples are Manpower Development and Training "regular" OJT, MDTA "full-cost" OJT, New Careers, Veterans OJT, Work Incentive OJT, and Economic Opportunity Act "full-cost" OJT.
Institutional Training	Activities which primarily provide occupational or prevocational skill training, generally in a classroom or skill center setting. Excludes professional and vocational training which take place as part of the formal educational process or vocational instruction accompanying OJT. Examples are MDTA Institutional, MDTA Part-time, Work Incentive Institutional, Job Corps, and Federal prisoner training.
Federal Military and Civilian Occupational Training	Activities which provide military personnel or Federal civilian employees occupational training in skills transferable to the civilian economy. Does not include professional training or basic recruit and officer candidate training. Examples are occupational specialty training conducted by the military, and "Project One Hundred Thousand."
Work Experience	Activities which primarily provide work experience and which generally have the following characteristics: the bulk of the costs are to provide immediate income for the participants; actual jobs are created but they are maintained only as long as the activity is funded; and work performed by participants has social utility. Includes costs of supportive manpower services (e.g., related institutional training and child care). Examples are Special Work Projects funded from EOA Versatile funds, Work Experience (EOA Title V), Neighborhood Youth Corps Out-of-School, NYC Summer, NYC In-School, high-school Work-Study, Foster Grandparents, Work Incentive Work Experience and Special Work Projects, and Operation Mainstream.

<u>Category</u>	<u>Description</u>
Disability Rehabilitation	Activities which primarily improve the employability of physically or mentally disabled individuals. Examples are Vocational Rehabilitation and Veterans Vocational Rehabilitation.
Facilitating Labor Market Entry and Movement	Activities which primarily assist individuals to attain or change jobs by reducing imperfections in the labor market or other external barriers to employment rather than improving employability of individuals. Includes associated funds (e.g., job development, recruitment, and counseling). Examples are the United States Employment Service, Equal Employment Opportunity Commission, Office of Federal Contract Compliance, Defense "Project Transition," and Community Action recruitment and placement services. Where possible, Employment Service recruitment, counseling, and placement in support of other activities will be allocated to those activities.
Research and Demonstration	Activities which primarily support research or demonstration projects in support of manpower programs. Examples are Job Corps Demonstration Centers, Labor Department Experimental and Demonstration Projects, Vocational Rehabilitation Research and Demonstration, and Economic Development Administration Research and Demonstration.
Other	Activities and activity support which cannot be assigned to one of the categories above. In general, supportive services (e.g., child care) and administrative costs will be distributed by activity, but in cases where such costs are widely distributed over several activities, they may be included here. Examples are EOA Versatile funds (except Special Work Projects and any other assignable portion), Bureau of Apprenticeship and Training, and Model Cities supplementary grants used for manpower (except any assignable portion).

B. Program and budget information. The paragraphs which follow provide directions for preparation of program and budget data for Exhibits 1 and 2. Paragraphs B. 3. to B. 7. apply to Exhibit 2 only. A separate schedule will be prepared for each program activity classified in accordance with section A above.

1. Overall budget data. Federal budget authority and outlays for each fiscal year will be reported in tenths of millions of dollars and net of reimbursements received, but will include payments to other agencies. Budget data reported for each activity will include costs of supporting services (e.g., recruitment, child care, professional training of staff) which directly contribute to the conduct of the activity. No adjustments will be made for costs which would have been incurred in the absence of the activity (e.g., welfare payments received by enrollees).

Wherever applicable, a memorandum entry will indicate the amount of overlap between the Federal outlays provided under this analysis and those provided under the special analyses of health and education programs using the revised coverage of these analyses as set forth in Circular No. A-11 (Rev. July 1968). The health outlay overlap will not be reported for 1960-66.

Estimates will be provided for the dollar value of State and local matching funds related to the specific Federal program activity obligations identified above.

The estimated percent of Federal outlays for the poor will be based on the Office of Economic Opportunity-Social Security Administration variable income definition of poverty. The estimate provided will differ from the percent poor of new participants (see paragraph B. 5.) in those cases in which the poor receive more intensive services than other participants.

2. Numbers of individuals served. Persons served are to be reported to the nearest thousand. A person is served by an activity if he receives employment services as a direct result of the conduct of the activity. In view of the differing concepts of service (e.g., Employment Service applicants, Job Corps enrollees) normally used in the various programs, for purposes of this analysis individuals served will be defined in terms of "participation" as follows:

<u>Entry</u>	<u>Description</u>
Participants start-of-year	The number of individuals who are being served by the activity at the beginning of the fiscal year (same as end of previous year).
New participants	Individuals who enter the activity during the year, regardless of the year in which funded.
Total participants served	Participants on board at the start of the year plus new participants during the year equals the total number of individuals served during the year.

<u>Entry</u>	<u>Description</u>
Participants terminating	All individuals who leave the activity during the year, regardless of the year in which funded. Includes <u>both</u> "failures" (e.g., drop-outs) and "successes" (e.g., completers) but is unrelated to actual employment experience after leaving.
Participants end-of-year	The number of individuals who are in the activity at the end of the fiscal year. This item, less new participants and plus participants terminating equals the number of people on board at the beginning of the year, and also equals total participants served less participants terminating during the year.
[Others served-- specify]	In some cases an additional service indicator(s) will be necessary to supplement or substitute for participation figures. This entry, when used, should be defined. An example in which it will be used as a <u>substitute</u> is found in numbers of apprentices, since there is no direct relationship between the Federal apprenticeship program and numbers of apprentices. An example in which it will be used as a <u>supplement</u> is found in the number of children receiving child care services.

The above data will include duplication in the count of persons served, which occurs as a result of re-enrollment in the same or a different activity. Therefore, the following information will be provided:

<u>Entry</u>	<u>Description</u>
Participants previously served--other activities	The number of new participants who were served by another federally sponsored manpower activity at any time during the 12 months preceding their current reported participation. For purposes of this item, referral by the Employment Service to other programs will not constitute prior participation. An example would be the flow of participants through the various activities conducted under the Work Incentive Program.

<u>Entry</u>	<u>Description</u>
Participants previously served--same activity	The number of new participants who were served by the same activity during the 12 preceding months. Activities with a significant number of "repeaters" would be NYC Summer and the Employment Service.

3. Budget data on services provided. Budget authority for each activity should be broken out (dollars in tenths of millions) by the amounts for each of the service classifications that follow. The sum of the entries will add to total budget authority for the activity.

<u>Entry</u>	<u>Description</u>
Construction	Economic development facilities, plant location, training facilities, or supporting housing facilities.
Employer payments	Payments to employers for extraordinary costs associated with hiring (OJT), training, and supportive services to be provided by the employer.
Allowances	Payments made to enrollees by the government or sponsoring agency directly.
Occupational training	Teachers, equipment, materials, rents, etc., directly associated with teaching pre-vocational and occupational skills.
Basic education	Teachers, materials, rents, etc., associated with basic reading and arithmetic courses.
Child care	Care of children while parent is in training or work.
Health	Medical examinations, diagnostic services, health insurance, medical care, etc.
Other services	Food, transportation, relocation, legal aid, recreation, bonding and other services received by enrollees directly.
Recruitment	Outreach, recruitment, occupational testing, coaching and counseling.
Placement	Developing job opportunities (job engineering, solicitation, etc.), referral and placements in jobs, and followup interviews.

<u>Entry</u>	<u>Description</u>
Research and demonstration	Principally research, evaluation, and demonstration projects related to manpower programs.
Program direction and support	Principally program direction, reporting, technical assistance, central administration, and staff training.

4. Value of work performed by participants. Participants in many cases produce goods and services while in a program. In the case of work experience activities or other activities with ancillary work experience, the estimated value of work performed should be provided. If estimates of the value of the work are not available, wage payments made to participants while working are an acceptable substitute. For OJT activities, the wages paid to the participants by the employer less any productivity differential paid will equal the value of the work performed. Total value per program will be expressed in dollars to the nearest million, average value per participant will be expressed in dollars. (Total value can be converted to average value by dividing total value by man-years served, multiplying by average length of stay in months, and dividing by 12.)

5. Characteristics of individuals served. These entries will be provided in percentages to the nearest whole number. Wherever possible, the data will be presented on the basis of new participants in each fiscal year. In those cases where data is available for only a small sample, this will be explained and the reliability assessed in the narrative explanatory statement.

<u>Entry</u>	<u>Description</u>
Percent poor	Use the Office of Economic Opportunity-Social Security Administration variable income definition of poverty.
Percent nonwhite	Negro and other racial minorities.
Percent 21 or younger	Self-explanatory.
Percent 55 or older	Self-explanatory.
Percent male	Self-explanatory.
Percent disabled	Physical or mental disability.

<u>Entry</u>	<u>Description</u>
Percent on welfare	Recipients of public assistance.
Percent less than high school graduation	Includes those of less than 8 years school separately identified below.
Percent less than 8 years school	Grade completed--not actual achievement level.

6. Unit costs and related data. Program costs per participant are normally calculated on different bases for each program activity and in many cases are prepared on a slot and/or obligation basis which is not necessarily related to actual costs of services provided in a given year. For purposes of this analysis, unit costs and related data will be presented as described below:

<u>Entry</u>	<u>Description</u>
Man-years served	The average number of participants on board during the entire fiscal year. It will normally be calculated by taking the mid- or end-month number of participants for each month, totaling, and dividing by 12.
Average man-year outlay	The fiscal year outlays divided by the number of man-years.
Average length of stay	The average duration of time each participant is served by the activity. It will be expressed in months to the nearest tenth.
Participant unit cost	The average man-year outlay multiplied by the average length of stay and divided by 12. In some cases the nature of the activity (no enrollment concept) may dictate taking the number of total participants served in a fiscal year and dividing this number into outlays directly (skipping the man-year and length of stay items) in order to derive unit costs.

The data above will approximate accrued costs on an individual basis for a given year in those cases in which outlays and services occur almost simultaneously. Where available, accrued costs should be used instead of outlays. Adjustments to outlays should be made (provide memorandum entry of revised outlay figure and explanation of the basis for the estimate):

a. If significant amounts of outlays occur in different fiscal years from the years in which services are provided (e.g., due either to advances or late submissions of bills).

b. If significant amounts of capital outlays occur which will not affect any individuals for several years or will affect many individuals over extended periods of time.

7. Estimated employment status of persons served. For each entry below, the narrative statement will indicate briefly the source and timing of the data, any calculations used, and the estimated reliability and range of error. Data will not be reported for 1969 and 1970.

<u>Entry</u>	<u>Description</u>
Prior status of new participants: Percent employed Percent in school Percent in other Federal manpower programs Percent unemployed or not in the labor force	The percentage entries will add to 100%. The size of the sample will be separately described and unknown cases will be distributed among these entries proportionally. "Employed" includes service in the Armed Forces and does not differentiate between full- and part-time; "in school" includes any non-manpower training program. The percentage data will be provided for the point in time just prior to participation. However, additional data for a known point in time more removed from actual participation (e.g., status a year prior to participation) should be provided in the same format if available.
Average annual earnings	Average earnings of all new participants who were employed (other than in the Armed Forces) during the 12 months prior to participation. Does not include unearned income.
Average hourly wage rate	Average hourly wage rate (of those employed other than in the Armed Forces) of the last job held before participation.
Status of terminations: Percent employed Percent in school Percent in other Federal manpower programs	The percentage entries will add to 100%. The size of the sample will be separately described, and unknown cases will be distributed among these entries proportionally. As above, percentage data will be reported for a point in time near termination. However, separate

<u>Entry</u>	<u>Description</u>
Percent unemployed or not in the labor force Percent deceased	data in the same format for a point in time close to one year after termination will be provided if available.
Average annual earnings	Average earnings of all terminations employed (other than in the Armed Forces) during the 12 months after termination.
Average hourly wage rate	Average hourly wage rate of those employed (other than in the Armed Forces) for a point in time near termination. Separate data on the last known job held in the 12-month period after participation will be provided if available.

C. Narrative statement. Agencies will attach a brief narrative statement for each activity providing the following information:

- A brief (one-half page) statement describing the nature of the program, the clientele served, administering agencies at the Federal, State, and local levels, new directions in the program, and findings of any special cost-effectiveness or other analytic studies which have implications for the conduct of the program.
- Comments concerning reliability of the data, explanation of sources of data and estimating procedures, and an outline of steps which will be undertaken to secure missing data for subsequent fiscal years.
- The name and telephone number of a person(s) who can be contacted for any necessary clarification of the submission.

FEDERAL MANPOWER PROGRAMS

_____ /Name of Department or agency/

_____ /Bureau or comparable organizational unit/

_____ /Appropriation(s)/

_____ /Program activity title/

A. Category of activity: _____

	(Fiscal years)						
	1960	1961	1962	1963	1964	1965	1966
	actual	actual	actual	actual	actual	actual	actual

B. Program and budget information:

1. Overall budget data:

Federal budget authority...							
Federal outlays.....							
(Education outlay overlap)	()	()	()	()	()	()	()
State and local matching...							
Percent of Federal outlays for poor.....							

2. Numbers of individuals served:

Participants start-of-year.	
New participants.....	
Total participants served..	
Participants terminating...	
Participants end-of-year...	
/Others served--specify/	
Participants previously served--other activities..	
Participants previously served--same activity.....	

C. Narrative statement:

FEDERAL MANPOWER PROGRAMS

_____ /Name of Department or agency/

_____ /Bureau or comparable organizational unit/

_____ /Appropriation(s)/

_____ /Program activity title/

A. Category of activity: _____

	(Fiscal years)			
	1967	1968	1969	1970
	<u>actual</u>	<u>actual</u>	<u>estimate</u>	<u>estimate</u>

B. Program and budget information:

1. Overall budget data:

Federal budget authority...				
Federal outlays.....				
(Health outlay overlap)...	()	()	()	()
(Education outlay overlap)	()	()	()	()
State and local matching...				
Percent of Federal outlays for poor.....				

2. Numbers of individuals served:

- Participants start-of-year.
- New participants.....
- Total participants served..
- Participants terminating...
- Participants end-of-year...
- /Others served--specify/...
- New participants previously
served--other activities..
- New participants previously
served--same activity.....

3. Budget data on services provided:

- Construction.....
- Employer payments.....
- Allowances.....
- Occupational training.....
- Basic education.....
- Child care.....
- Health.....
- Other services.....
- Recruitment.....
- Placement.....
- Research and demonstration.
- Program direction and support

4. Value of work performed by
participants:

Total:.....

FEDERAL MANPOWER PROGRAMS (Continued)

	<u>1967</u> <u>actual</u>	<u>1968</u> <u>actual</u>	<u>1969</u> <u>estimate</u>	<u>1970</u> <u>estimate</u>
5. <u>Characteristics of individuals served</u>				
Percent poor.....				
Percent nonwhite.....				
Percent 21 or younger.....				
Percent 55 or older.....				
Percent male.....				
Percent disabled.....				
Percent on welfare.....				
Percent less than high school graduate.....				
Percent less than 8 years school.....				
6. <u>Unit costs and related data</u>				
Man-years served.....				
Average man-year outlay.....				
Average length of stay.....				
Participant unit cost.....				
7. <u>Estimated employment status of persons served</u>				
Prior status of new participants:				
Percent employed.....			XX	XX
Percent in school.....			XX	XX
Percent in other Federal manpower programs.....			XX	XX
Percent unemployed or not in the labor force.....			XX	XX
Average annual earnings.....			XX	XX
Average hourly wage rate.....			XX	XX
Status of terminations:				
Percent employed.....			XX	XX
Percent in school.....			XX	XX
Percent in other Federal manpower programs.....			XX	XX
Percent unemployed or not in the labor force.....			XX	XX
Percent deceased.....			XX	XX
Average annual earnings.....			XX	XX
Average hourly wage rate.....			XX	XX

C. Narrative statement: