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01/15/1984, Volume II of II (5 of 6)

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MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME V: ANOMALIES IN THE FEDERAL WORK ENVIRONMENT

<u>PROJECT</u>	George S. Goldberger	<u>NUMBER OF ISSUES:</u>	22
<u>DIRECTOR:</u>	Assistant to the Chairman	<u>NUMBER OF</u>	
	W.R. Grace & Co.	<u>RECOMMENDATIONS:</u>	56
<u>NUMBER OF</u>		<u>3-YEAR</u>	
<u>TASK FORCE</u>		<u>COST SAVINGS:*</u>	
<u>MEMBERS:</u>	11		

*Specific anomalies, including recommendations and cost savings, are discussed in detail in individual PPSS reports and no new savings are claimed in this report.

OVERVIEW

In examining Government operations, PPSS identified examples of mismanagement, inefficiency, and lack of coordination among departments and agencies, all of which are exacerbated by the massive size of the Federal Government. The term "anomalies" is based on a comparison between sound, commonly accepted management practices and procedures and those found in the Federal Government.

ISSUES AND RECOMMENDATIONS

In this report, PPSS focused on the Federal Government's need for a comprehensive and integrated strategy; an efficient and well-managed organizational structure; effective and responsive management systems; and competent, qualified, and properly motivated employees.

Management Operations -- PPSS found management operations characterized by functionally obsolescent and incompatible automated data processing (ADP) systems; an absence of cost-consciousness in building and property management; inadequate information and support systems for financial management, budgeting, planning, and evaluation; employee benefits which exceed the best of those found in the private sector; and overly complex and rigid procurement policies and procedures. For example:

- o Government ADP systems are so old that manufacturer maintenance is no longer possible and instead requires the use of specially trained Federal employees at an annual cost to the taxpayer of approximately \$600 million.

- o In 1982, the Federal Government had loans and guarantees outstanding of about \$791 billion, but it cannot determine how long \$35 billion in delinquent debt has been on the books; the totals in idle Federal cash held by grantees; cash balances; and total Federal funds granted to individual states and localities.
- o Under the General Service (GS) classification system in Washington, nearly one-third of all positions are misclassified with the wrong grade, occupation, or title, costing the taxpayer \$682 million annually.

Program Operations -- The Federal Government has not been able to develop accounting and data processing systems adequate to keep up with and manage the phenomenal growth of the nation's subsidized programs. Other cost savings could occur if the Government collected fees from beneficiaries of Government services, products, or benefits not shared by the general public and if certain activities were turned over to non-Federal entities, i.e., privatized. For example:

- o HUD disbursed more than \$5 million of Community Development Block Grant Program funds to the city of Boston, which in turn spent the funds for payroll and administrative expenses unrelated to HUD programs.
- o The military commissary system -- established in the 1800s to serve soldiers in frontier posts -- currently consists of 238 commissaries in the continental US, including six in such "outposts" as Washington, D.C. Privatizing commissary operations could result in \$2.4 billion in three-year savings and revenue.
- o Of the 238,000 Department of Education loans submitted before September 15, 1979, at least 55,000 lacked information on original loan amounts and dates, repayments, and Social Security numbers of the borrowers.

IMPLEMENTATION

For many of the PPSS recommendations, implementation is within the purview of the departments and agencies; others will require action by the President and/or the Congress.

MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME VI: FEDERAL RETIREMENT SYSTEMS

<u>PROJECT</u>	John J. Gish	<u>NUMBER OF</u>	
<u>DIRECTORS:</u>	Director, Special Projects	<u>PROJECT MEMBERS:</u>	4
	Business Economics Group		
	W.R. Grace & Co.	<u>NUMBER OF ISSUES:</u>	9
	Henry James Lawler	<u>NUMBER OF</u>	
	Director, Corporate Plans	<u>RECOMMENDATIONS:</u>	27
	Monsanto Corporation		
<u>DEPUTY</u>	Raphael Kaminer	<u>3-YEAR</u>	
<u>PROJECT</u>	Senior Business Analyst	<u>COST SAVINGS:</u>	\$58.1
<u>DIRECTOR:</u>	Business Economics Group	<u>(\$ billions)</u>	
	W.R. Grace & Co.		

OVERVIEW

During 1973-1982, the Federal Government paid out more than \$200 billion in pension benefits to retired civil service and military personnel. The Office of Personnel Management (OPM) and the Department of Defense (DOD) estimate that during 1983-1992, these costs will increase to \$500 billion.

Despite these massive expenditures, the Government understates its retirement costs by failing to adequately provide for future benefits. The Government's shortfall, i.e., unfunded liability, is more than a trillion dollars and has been increasing, on average, by \$94 billion annually. Ultimately, these costs will have to be borne by the taxpayer.

ISSUES AND RECOMMENDATIONS

PPSS studied nine issues and formulated 27 recommendations which, when implemented, will result in three-year cost savings totaling \$58.1 billion.

PPSS reviewed the two largest Federal retirement systems, the Civil Service Retirement System (CSRS) and Military Retirement System (MRS), which jointly cover approximately 98 percent of all Government employees. It concluded that Government retirement plans provide benefits and incur costs three to six times as great as the best private sector plans. This large differential does not fully recognize the \$1.1 trillion cost of unfunded future

Government pension liabilities. Based on full funding, CSRS and MRS are 6.1 and 8.4 times the cost of private sector plans, respectively. In its analysis, PPSS relied heavily upon two authoritative industry studies: the Bankers Trust, Corporate Pension Plan Study - A Guide for the 1980s, and the Hay-Huggins, Noncash Compensation Comparison. Attention was focused on retirement age, long-term disability provisions, benefit formulas, inflation protection, integration of Federal pension programs, and pension accounting and investment practices.

PPSS found that, in general, CSRS and MRS programs specify benefit formulas more liberal than typically found in the private sector; allow retirement, with unreduced benefits, at an earlier age than typically found in the private sector; and provide full protection against inflation.

The impact of liberal CSRS and MRS provisions can be summarized by comparing lifetime pension benefits in the public and private sectors: Assuming retirement at age 55, which is typical of the CSRS retiree, and at a preretirement salary of \$50,000, lifetime benefits paid would be \$1,085,000, or 2.7 times the pension and Social Security benefits paid to the private sector retiree. Assuming retirement at age 43 with 20 years of service, which is typical of an officer retiring under MRS, and a preretirement salary of \$50,000, lifetime benefits paid would be \$1,679,000, or 6.7 times the benefits paid to the private sector retiree (both including Social Security).

To make the Government's retirement costs comparable to those of the private sector, PPSS recommended: increasing the normal retirement age from 55 for CSRS and about 40 for MRS to age 62, reducing benefits actuarially for retirement before age 62, reducing credit granted for each year's service to levels comparable to those in the private sector, revising the benefit formula to define base earnings as the average of the highest five years of salary, and revising cost-of-living adjustments to reflect prevailing private sector practices.

IMPLEMENTATION

All PPSS recommendations concerning retirement will require Congressional approval. PPSS recommended that the Administration, through OPM, DOD, and the Office of Management and Budget, prepare the necessary legislation for Congressional approval as soon as possible so as to minimize the lead time before significant savings can be realized.

MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME VII: INFORMATION GAP IN THE FEDERAL GOVERNMENT

<u>PROJECT</u>	Richard V. Horan	<u>NUMBER OF ISSUES:</u>	5
<u>DIRECTORS:</u>	President		
	Citizens Public Expenditure	<u>NUMBER OF</u>	
	Survey, Inc.	<u>RECOMMENDATIONS:</u>	14
	Keith S. Kendrick		
	Assistant to the President	<u>3-YEAR COST SAVINGS/</u>	
	Chemed Corporation	<u>REVENUE GENERATION:</u>	*
<u>NUMBER OF</u>			
<u>TASK FORCE</u>			
<u>MEMBERS:</u>	8		

*Note: Three-year cost savings and revenue generation total \$78.590 billion. Because they have been drawn entirely from other PPSS reports, they are not again claimed here.

OVERALL PERSPECTIVE

When President Reagan established PPSS, he asked the private sector executives to look at the various departments and agencies as if they were candidates for a merger or takeover. In responding to this request, the private sector found that key information regarding Government services, personnel, facilities, equipment, performance, and cost often was not available and, when available, frequently was out of date, inaccurate, or incomplete. These information "gaps" made the concept of looking at the Federal Government as a merger or acquisition candidate impossible, since information necessary to make a buy or no-buy decision was not available.

"Information gap" is defined as a collapse in the communication or reception of knowledge. The "gap" extends to all types of information and permeates virtually every department and agency of the Federal Government and every functional area of operation and program management.

PPSS found that in the area of financial reporting systems, the Federal Government has over 300 separate accounting systems and does not prepare balance sheets, statements of operations, statements of changes in financial position and cash flow, and interim financial statements. Project management data, where it exists, are incomplete, inaccurate, and improperly defined for purposes of effective management.

ISSUES AND RECOMMENDATIONS

From the private sector's acquisition analysis, it became clear that the information gap deficiency in Government is the result of a broad and systematic management failure, which may be summarized in terms of a structural leadership void and four roadblocks that halt orderly processes. The roadblocks include: (1) no focused identification of the information needed for effective management; (2) poor accuracy, timeliness, and consistency of data; (3) inadequate manual and automated systems; and (4) failure to utilize available information to support decision-making. From a structural perspective, no single person or office is coordinating the selection and flow of management information.

Closing the gaps identified in the 126 issues from other PPSS Task Force reports would lead to three-year cost savings and revenue generation of \$78.598 billion. This dollar amount duplicates savings and revenues previously reported by PPSS and is presented here to provide a perspective on the scope and significance of the problem.

Individual Task Forces recommended specific solutions to the information gaps they identified. In this report, the focus was on the development of a corrective program that would include an agency-by-agency needs assessment; collection standards in the areas of relevance, completeness, accuracy, timeliness, and consistency; a systems approach to information processing; improved utilization of data, including an assessment of agency performance and sharing of relevant data between agencies; and a structure to facilitate the information management process. Such a program is designed to provide a systematic, incremental approach that establishes an ongoing structure and process to upgrade the information that Government decision-makers have available to them.

IMPLEMENTATION

The 14 recommendations concerning information gap are within the authority of the Executive Branch and should be implemented in conjunction with the recommendations of the PPSS Federal Management Systems Task Force which call for the establishment of an Office of Federal Management and the centralization of key management functions.

MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME VIII: THE COST OF CONGRESSIONAL ENCROACHMENT

<u>PROJECT</u>	Paul Clark	<u>NUMBER OF ISSUES:</u>	5
<u>DIRECTOR:</u>	Vice President		
	National Center for	<u>NUMBER OF</u>	
	Legislative Research	<u>RECOMMENDATIONS:</u>	32
<u>NUMBER OF</u>		<u>3-YEAR</u>	
<u>TASK FORCE</u>		<u>COST SAVINGS:</u>	
<u>MEMBERS:</u>	6	(\$ billions)	\$7.775
		<u>3-YEAR</u>	
		<u>REVENUE GENERATION:</u>	
		(\$ billions)	\$1.070

OVERVIEW

PPSS acknowledged that Congress has every constitutional right to exercise its lawmaking powers, not only with respect to setting funding levels and policy guidelines for programs, but even with respect to mandating administrative procedures. It also recognized that it had no competence or desire to argue constitutional issues, and that the complexities of the Federal checks and balances system makes analogies between the public and private sector imperfect. Nonetheless, the PPSS findings demonstrate that Congress has expanded the scope of its concern for Executive Branch activities to include the most minute details of operations -- from dictating the size and style of agency wall calendars, to overruling a Treasury Department decision on a mailbox address for payments of tobacco taxes, to requiring an attorney in a Government office in Stillwater, Oklahoma.

Based on its professional private sector experience, PPSS concluded that such top level involvement with day-to-day decisions reduces operating management's effectiveness and productivity. In effect, the cost of this decrease in efficiency should be taken into account when Congress decides how far down the administrative ladder to exercise its legislative powers.

Many PPSS reports contained instances in which Congressional involvement with day-to-day program operations have delayed or prevented program management from achieving proposed efficiencies. In this regard, it is relevant to note that over 70 percent of the cost saving/revenue enhancement opportunities identified in the PPSS reports will require Congressional approval. This special report further analyzed the issue by focusing on the basic management functions that must be successfully executed by the Executive Branch if efficiency and cost-effectiveness of operations are to be attained.

ISSUES AND RECOMMENDATIONS

PPSS studied four major management categories -- strategy, structure, systems, and people -- and identified 31 opportunities for corrective action which, when fully implemented, could result in three-year cost savings of \$7.775 billion and revenue generation of \$1.070 billion.

Among the examples of excessive Congressional involvement in Executive Branch operations identified in the report were the following:

- o Over the last 20 years, numerous programs to close some of DOD's most unnecessary, inefficient, and uneconomical military bases have been blocked by the efforts of Congressmen from affected areas.
- o The 231 military commissaries across the U.S. rely on taxpayer subsidies of more than \$750 million a year, unlike the self-supporting Post Exchanges. These commissaries are not necessary at military installations in large metropolitan areas, and phasing out the subsidy would still enable patrons to purchase food at savings of 15 percent or more.
- o Under a 1981 law, the Veterans Administration must submit a detailed plan to Congress for any organizational change that will affect as few as three employees.
- o Programs to increase the use of contracting out for services rather than having them performed by Federal employees have been continually thwarted, even though using outside contractors could result in annual savings in the billions of dollars, and in many cases improve service.

To redress this situation, PPSS strongly recommended that the President be given item veto power, such as is available to the governors of 43 states. This would enable a President to separate approval of major legislation from disapproval of unrelated -- and unnecessarily costly -- elements included in a bill. Of course, Congress would still be able to exercise its Constitutional right to override that veto.

IMPLEMENTATION

Implementation of the corrective actions indicated above and the PPSS recommendation that the President be given the item veto will require Congressional approval.

MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME IX: FEDERAL HEALTH CARE COSTS

<u>PROJECT</u> <u>DIRECTORS:</u>	Joseph C. Hoffman Special Consultant on the Health Care Industry W.R. Grace & Co. Anthony J. Mangiaracina Executive Vice President, General Development Group W.R. Grace & Co.	<u>NUMBER OF ISSUES:</u> 1 <u>NUMBER OF</u> <u>RECOMMENDATIONS:</u> 5 <u>3-YEAR</u> <u>COST SAVINGS:</u> \$28.9 (\$ billions)
<u>NUMBER OF</u> <u>TASK FORCE</u> <u>MEMBERS:</u>	1	

OVERVIEW

Total U.S. health care expenditures grew from \$41.7 billion in 1965 to \$322.4 billion in 1982, or by 12.8 percent per year, about 40 percent faster than the overall economic growth rate of 9.2 percent in total Gross National Product (GNP). Health care costs have absorbed a larger and larger portion of total GNP, increasing from 4.4 percent in 1950 to 6.0 percent in 1965 and 10.5 percent in 1982.

Present Government financing arrangements tie Government expenditures to a dynamic growth industry, since Federal, state, and local governments pay for a substantial share of total health care costs. In 1982, tax levy funds financed 42.4 percent of the country's total health care bill (Federal Government, 28.9 percent; and state and local governments, 13.5 percent). From a base of \$5.5 billion in 1965, Federal expenditures on health care increased to \$93.1 billion by 1982, up by 18.1 percent per year.

PPSS concluded that linking Federal spending and health care expenditures under the present reimbursement financing arrangements is undesirable. Specifically the current system raises several key long-term issues, including what can be done to address the fiscal problems caused by rapid growth in health care spending and how Federal budget problems can be addressed without destroying the fundamental economic and technological advances which underlie the growth in health care expenditures.

ISSUES AND RECOMMENDATIONS

PPSS formulated five recommendations which, when implemented, would result in three-year cost savings of \$28.9 billion. An additional \$16.2 billion in three-year cost savings were identified in other PPSS reports dealing with health care expenditures. Based on its findings and conclusions, PPSS sought to develop recommendations that would generate savings from long-term reforms of Federal health care financing and reimbursement systems, so as to reduce Federal expenditures on health care and improve the overall efficiency and quality of the health care delivery system.

Specifically, PPSS recommended establishing a fiscally acceptable limitation on total Federal health care expenditures. This fiscal "cap" would be such that Federal expenditures on all health care programs would be restricted to increases no greater than the overall rate of growth in the U.S. economy, i.e., by approximately 8 to 10 percent per year. In addition, expenditures would be based on per capita spending rates for the population served by each program and would be structured to prevent year-to-year reductions in real per capita expenditure levels for program population groups.

PPSS further proposed geographic allocation of expenditures based on the number of persons served by Medicare and Medicaid in each region. Designation of the geographic areas would be based on the current health care catchment areas, i.e., the local markets including the health care facilities and providers used by a majority of the residents, with some allowance for major regional differences in per capita health care costs resulting from climate or other environment variations, as well as basic economic factors, such as regional differences in the cost of living and the scale of health care facilities serving each broad geographic area. However, it is PPSS's intention to reduce as much as possible the extent to which Government agencies must make regulatory decisions affecting differences in regional health care spending.

PPSS further recommended that the Federal Government invite competitive bids from the private sector and state and local health care systems to provide services to its beneficiaries. Privatization of these services would mean the interposition of an intermediary which would assume the financial and managerial responsibilities for ensuring that the Medicare and Medicaid services are covered at a cost to the Federal Government (and the beneficiaries) no greater than the contractually agreed expenditure levels. In most

cases, this would not represent a change in the actual health care provider.

Finally, PPSS recommended the institutionalization of consumer choice. Bidders would be free to submit plans with premium costs which are more than the maximum per capita amount which the Federal Government will finance. Consumers, in turn, would be free to choose these more costly plans, provided they pay the excess of premium costs over the Government allowance. In addition, there would be periodic enrollment periods when enrollees would be given the opportunity to change their form of coverage.

IMPLEMENTATION

Implementation of the above PPSS recommendations will require Congressional approval.

MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME X: OPPORTUNITIES BEYOND PPSSCC

<u>PROJECT</u>	George S. Goldberger	<u>NUMBER OF ISSUES:</u>	11
<u>DIRECTOR:</u>	Assistant to the Chairman	<u>NUMBER OF</u>	
	W. R. Grace & Co.	<u>RECOMMENDATIONS:</u>	12
<u>NUMBER OF</u>		<u>3-YEAR</u>	
<u>TASK FORCE</u>		<u>COST SAVINGS:</u>	
<u>MEMBERS:</u>	18	(\$ billions)	\$15.947

OVERVIEW

Inherent in a volunteer project such as PPSS are time constraints and personnel limitations which would preclude a comprehensive study of any organization, particularly one as large and as complex as the Federal Government. Accordingly, there were many opportunities for cost savings or revenue enhancements that were only partially developed by PPSS and other areas which were not investigated at all. The purpose of this report is to illustrate that the savings opportunities identified by PPSS, although substantial, represent only a small part of the potential savings available across the Federal Government.

EXTRAPOLATED SAVINGS OPPORTUNITIES

Many of the savings opportunities uncovered by a particular Task Force may have been identified by another Task Force. The converse, however, is that there may also be opportunities identified by one Task Force that could be applied across other areas of the Federal Government. Eleven issues were selected for their applicability to other areas of the Government and illustrate how a single cost saving measure can be extrapolated to yield greater benefits. These 11 issues initially showed three-year savings of \$6.083 billion. Extrapolation of these issues across Government shows incremental savings of \$11.802 billion over three years.

On a Government-wide basis, total savings for these issues amounts to \$17.885 billion over three years. Of the 11 issues, eight, with three-year savings of \$15.947 billion, are categorized as fully substantiated or substantially documented and are included in total PPSS savings. The remaining three issues, whose three-year savings of \$1.938 billion are not included in PPSS savings overall, are classified as potentially justifiable and supportable.

For example, extrapolation of the Tax Exempt Bonds issue amounts to total three-year savings of \$5.174 billion. This issue extrapolates an HHS - Public Health/HCFR Task Force report recommendation which proposes

that "tax-exempt hospital bonds be general obligation issues of the Governmental unit issuing them rather than revenue bonds." As presented in the Task Force report, the intent of this recommendation was to limit the amount of tax-exempt hospital bonds issued by converting them to general obligations at the State level. Because State and local governments place a ceiling on funds in this category, competition would increase as hospitals vie for a limited pool of tax-exempt financing. The extrapolation of this recommendation Government-wide involves reducing the amount of tax-exempt bonds issued in all financing categories by changing them to general obligation bonds, imposing a ceiling on the amount of tax-exempt revenue bonds, and requiring financial justification.

COST CONTROL OPPORTUNITIES FOR FURTHER STUDY

This section of the report presents selected issues worthy of further analysis to determine additional savings opportunities. These issues have been extracted from work done by PPSS as well as reports of the General Accounting Office (GAO) and the Office of the Inspector General (OIG).

Within the PPSS reports are two specific areas which designate additional opportunities for savings. The first area represents the issues entitled, "Category III - Potentially Justifiable and Supportable." These recommendations total 54 in number with related three-year savings of \$30.158 billion. The second area represents issue subjects defined as "Cost Control Opportunities for Further Study." These subject areas represent potential opportunities for savings which the Task Force could not investigate in detail. Approximately 188 opportunities of this nature are contained in the reports. While these issues do not represent a comprehensive list of areas identified for further study by PPSS, the GAO, or the OIG, they underscore opportunities for additional cost savings in the Federal Government.

PPSS also studied military reserve forces and identified several areas that are worth further study. Three issues with estimated savings of \$1.485 billion over three years include civilianization of training, revisions in the retirement systems, and termination of dual pay practices.

IMPLEMENTATION

Of the 12 specific recommendations, 5 (42 percent) are within the purview of the departments and agencies, and 7 (58 percent) will require Congressional action.

MANAGEMENT OFFICE SELECTED ISSUES REPORT
VOLUME XI: FEDERALLY SUBSIDIZED PROGRAMS

<u>PROJECT</u>	Jesse L. Koontz	<u>NUMBER OF ISSUES:</u>	1
<u>DIRECTOR:</u>	Vice President, Economic Analysis, Natural Resources Group W.R. Grace & Co.	<u>NUMBER OF</u> <u>RECOMMENDATIONS:</u>	4
<u>NUMBER OF</u> <u>PROJECT</u> <u>MEMBERS:</u>	10	<u>3-YEAR</u> <u>COST SAVINGS:</u>	\$ 58.900
		(\$ billions)	

OVERVIEW

Federal expenditures may be distinguished between non-targeted outlays for traditional Government functions (national defense, the administration of justice, etc.) and non-traditional outlays targeted to specific groups of individuals, businesses, or institutions. From 1962 to 1982, targeted outlays grew at an average annual rate of 5.9 percent in constant dollars, compared with the 2.4 percent growth rate for traditional expenditures, and were a driving force in the uncontrolled growth of Federal spending.

ISSUES AND RECOMMENDATIONS

As a result of its study of subsidy programs, PPSS formulated four recommendations which would result in three-year cost savings of \$58.9 billion. The overriding conclusion reached by PPSS is that, despite the magnitude of the dollars expended on these non-traditional areas, adequate information does not exist to determine the degree to which intended recipients are receiving sufficient benefits, or, conversely, the degree to which benefits are going to undeserving recipients to the detriment of all taxpayers.

PPSS also found shortcomings in subsidy management, including multiple and overlapping programs; decentralization of responsibilities; lack of coordination among administrative and legislative functions; and complex, inconsistent, and sometimes conflicting program eligibility criteria.

Based on data obtained by PPSS, this lack of program control has resulted in significant mistargeting of benefits, as exemplified by the following:

Means-Tested Programs - In 1982, the pre-transfer payment poverty gap was \$50.1 billion. However, even after expenditures of \$124.0 billion in 1982 on means-tested programs for the poor, a poverty gap of \$12.7 billion still

existed. In theory, the \$124 billion not only should have brought all households out of poverty, but should have brought all households to 125 percent of the poverty level, with \$47.5 billion to spare. Further, an Office of Management and Budget analysis showed that in 1981, 42.4 percent of those receiving benefits from major means-tested programs had total incomes in excess of 150 percent of the poverty line.

Subsidies for the Elderly - Despite massive unfunded liabilities, \$76.1 billion in social insurance payments (primarily Social Security) were made to elderly persons who were above the poverty line. Since this \$76.1 billion in social insurance payments is in excess of what these retirees and their employers paid in, including interest, they are properly considered a Federal subsidy.

Farm Subsidies - There appears to be no ongoing data collection on total subsidy benefits (\$14.3 billion in FY 1982) received by each family or corporate farmer. It has been estimated that as much as 50 percent of the Farmers Home Administration loan portfolio could be assumed by private sector lenders.

User Charges - Due in part to unclear administrative policies and insufficient data regarding the full cost to the Government, many users of Government goods and services pay only a fraction of the actual cost, with the taxpayer absorbing the majority of the expense. PPSS identified \$21.0 billion in potential revenue over three years due to new or increased user charges.

PPSS recommended that a form, similar to the W-2 form issued to wage-earners, be issued to each recipient of a Government subsidy, with a copy provided to the Internal Revenue Service. All Federal payments shown on this form would be added to the beneficiary's earnings to arrive at total income, thus enabling determination of the extent to which targeted outlays are meeting stated objectives. PPSS further suggested that consideration be given to the consolidation of benefit programs; that agency accounting systems be significantly upgraded to accurately provide data on administrative costs, currently estimated at \$13.2 billion for the 15 largest subsidy programs; and that Federal poverty statistics be redefined to include the value of in-kind transfer payments, such as Food Stamps. Including the value of such non-cash benefits would have reduced the poverty rate from 15.0 percent to 9.6 percent in 1982.

IMPLEMENTATION

Implementation of PPSS recommendations pertaining to subsidy programs will require Congressional action.

IX. SUMMARY SPREADSHEETS

OF

PPSS REPORTS

IX. SUMMARY SPREADSHEET OF PPSS REPORTS
(\$ billions)

<u>PPSS REPORTS</u> <u>TASK FORCE REPORTS</u>	<u>NUMBER OF ISSUES</u>	<u>NUMBER OF RECOMMEND'S</u>	<u>3-YEAR* COST SAVINGS</u>	<u>3-YEAR* REVENUE GENERATION</u>	<u>TOTAL 3-YEAR* COST SAVINGS/REVENUE</u>	<u>3-YEAR* CASH ACCELERATION</u>
The Department of Agriculture	58	154	\$12.237	\$.606	\$12.843	\$5.846
The Department of the Air Force	22	50	27.603	-	27.603	-
The Department of the Army	21	78	13.400	-	13.400	-
Automated Data Processing/ Office Automation	18	58	19.063	-	19.063	-
Boards/Commissions-Banking	41	84	1.617	7.782	9.399	.554
Boards/Commissions-Business	96	289	2.367	.929	3.296	.034
The Department of Commerce	12	29	.259	.471	.730	.015
The Office of the Secretary of Defense	40	73	44.508	.248	44.756	-
The Department of Education	9	60	2.828	-	2.828	5.841
The Department of Energy, The Federal Energy Regulatory Commission and the Nuclear Regulatory Commission	21	82	2.790	1.291	4.081	.089
The Environmental Protection Agency/The Small Business Administration/The Federal Emergency Management Agency	28	78	1.660	.199	1.859	.315
Federal Construction Management	23	23	5.446	-	5.446	-
Federal Feeding	6	15	.260	.039	.299	-
Federal Hospital Management	13	60	9.191	2.721	11.912	-
Federal Management Systems	10	35	<u>1/</u>	<u>1/</u>	<u>1/</u>	<u>1/</u>
Financial Asset Management	35	90	13.777	9.726	23.503	48.647

*Duplicated Numbers; Dollar amounts represent Category I and Category II (fully and partially supportable) only.

1/ No savings/revenue/cash acceleration claimed

2/ Identified savings specifically claimed in other PPSSCC reports and not claimed herein

PPSS REPORTS
TASK FORCE REPORTS (CONT'D)

	<u>NUMBER OF ISSUES</u>	<u>NUMBER OF RECOMMEND'S</u>	<u>3-YEAR* COST SAVINGS</u>	<u>3-YEAR* REVENUE GENERATION</u>	<u>TOTAL 3-YEAR* COST SAVINGS/REVENUE</u>	<u>3-YEAR* CASH ACCELERATION</u>
The Department of Health and Human Services -- Department Management, Office of Human Development Services, ACTION	8	117	.602	-	.602	.477
The Department of Health and Human Services -- Public Health Service/Health Care Financing Administration	18	71	12.677	.662	13.339	.052
The Department of Health and Human Services -- Social Security Administration	10	56	8.407	.980	9.387	4.661
The Department of Housing and Urban Development	10	50	2.460	.358	2.818	.667
The Department of the Interior	9	27	.271	1.022	1.293	.231
The Department of Justice	10	37	.183	.667	.850	.288
The Department of Labor	14	49	3.718	-	3.718	-
Land/Facilities/Personal Property Management	3	9	.201	.426	.627	-
Low Income Standards and Benefits	9	24	5.887	-	5.887	-
The Department of the Navy	16	69	7.185	-	7.185	-
Personnel Management	18	95	39.270	-	39.270	-
Privatization	9	22	11.191	17.226	28.417	-
Procurement/Contracts/Inventory Management	22	57	20.271	-	20.271	-
Real Property Management	10	52	2.362	-	2.362	-
Research and Development	8	25	12.090	-	12.090	-
The Department of State/AID/USIA	10	31	.383	.360	.743	.056
The Department of Transportation	22	69	2.712	1.705	4.417	.436
The Department of the Treasury	23	63	2.367	9.139	11.506	-

<u>PPSS REPORTS</u>	<u>NUMBER OF ISSUES</u>	<u>NUMBER OF RECOMMEND'S</u>	<u>3-YEAR* COST SAVINGS</u>	<u>3-YEAR* REVENUE GENERATION</u>	<u>TOTAL 3-YEAR* COST SAVINGS/REVENUE</u>	<u>3-YEAR* CASH ACCELERATION</u>
<u>TASK FORCE REPORTS (CONT'D)</u>						
User Charges	22	57	-	10.211	10.211	-
The Veterans Administration	8	24	2.120	.953	3.073	.208
 <u>MANAGEMENT OFFICE SELECTED ISSUES REPORTS</u>						
Volume I - Publishing/Printing Reproduction and Audio- Visual Activities	7	29	1.463	.265	1.728	-
Volume II - Travel and Traffic Management	4	11	1.850	-	1.850	.032
Volume III - Financial Management in the Federal Government	4	13	<u>2/</u>	<u>2/</u>	<u>2/</u>	<u>2/</u>
Volume IV - Wage Setting Laws: Impact on the Federal Government	3	13	11.650	-	11.650	-
Volume V - Anomalies in the Federal Work Environment	22	56	<u>1/</u>	<u>1/</u>	<u>1/</u>	<u>1/</u>
Volume VI - Federal Retirement Systems	9	27	58.100	-	58.100	-
Volume VII - Information Gap in the Federal Government	5	14	<u>2/</u>	<u>2/</u>	<u>2/</u>	<u>2/</u>
Volume VIII - The Cost of Congressional Encroachment	5	32	7.755	1.070	8.825	-
Volume IX - Federal Health Care Costs	1	5	28.900	-	28.900	-
Volume X - Opportunities Beyond PPSSCC	11	12	10.773	5.174	15.947	-
Volume XI - Federally Subsidized Programs	1	4	58.900	-	58.900	-
PPSS Totals	<u>784</u>	<u>2,478</u>	<u>\$470.754</u>	<u>\$74.230</u>	<u>\$544.984</u>	<u>\$68.449</u>

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