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UNITED STATES GENERAL ACCOUNTING OFFICE
REGIONAL OFFICE
SUITE 300-D, 2420 W. 26TH AVENUE
DENVER, COLORADO 80211

AUG 6 1975

Mr. Garth H. Rudd, Director
Denver Service Center
Bureau of Land Management
Denver Federal Center, Bldg. 50
Denver, Colorado 80225

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Dear Mr. Rudd:

We have completed our review of the effectiveness of the Government's energy reduction program at the Denver Service Center (DSC). Our review at DSC was part of a nationwide study conducted at selected departments and agencies to determine how effectively the Government's energy reduction program is being implemented.

We reviewed regulations, analyzed data used to measure the success of DSC, and interviewed personnel to determine the effectiveness of the management of the program. We reviewed controls to reduce fuel consumption by vehicles, and determined the possible impact of energy conservation on mission and training operations. In our opinion DSC has met the President's energy conservation goals for vehicles for fiscal year 1974 and the first half of fiscal year 1975. However, because of errors in accumulating data, the mileage reductions reported by DSC are inaccurate.

ENERGY CONSERVATION GOALS

On June 29, 1973, the President directed all Federal agencies and executive departments to reduce their energy consumption by 7 percent for fiscal year 1974. On October 18, 1974, he further directed these agencies and departments to reduce their energy consumption by 15 percent for fiscal year 1975. All reductions were to be determined based on the corresponding quarter in fiscal year 1973. The Bureau of Land Management's (BLM) Instruction Memorandum No. 73-304, change 3, authorized BLM offices to adjust fiscal year 1973 base data to reflect anticipated changes in fiscal year 1974 operations, number of personnel, space occupied, new programs, etc.

The DSC reported energy conservation data only on vehicles, because it occupies General Services Administration (GSA) owned space, and space related energy usage is reported by GSA. Data reported by DSC on vehicle mileages included only GSA assigned and dispatched vehicles until the first quarter of fiscal year 1975. Beginning with this quarter, the BLM

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Washington Office requested the DSC to also report mileage for rented and private vehicles used on official business.

Adjustment to baseline data

In August 1973 the DSC adjusted its baseline data upward from fiscal year 1973 actual mileage by 14 percent because the Portland Service Center (PSC) was consolidated with DSC in August 1973. They expected to receive 55 positions from the consolidation, a 14 percent increase over the then current 390 employees. In our opinion, the 14 percent adjustment was reasonable.

Comparison of reported results to actual

Because of errors found in the accumulation of baseline and actual mileage data reported by DSC, we recomputed the data from source documents. The tables presented below show mileages reported by DSC for assigned and dispatched GSA vehicles and our computations of the same data derived from source documents.

Mileage reductions/increases reported by DSC
for assigned and dispatched GSA vehicles

| <u>Quarter</u> | <u>Adjusted FY 1973 base</u> | <u>FY 1974 mileage</u> | <u>Percent reduction/ increase</u> | <u>FY 1975 mileage</u> | <u>Percent reduction/ increase</u> |
|---------------------|----------------------------------|----------------------------|--|----------------------------|--|
| 1 | 222,092 | 173,805 | -22 | 153,675 | -31 |
| 2 | 172,288 | 128,990 | -25 | 126,065 | -27 |
| 3 | 208,077 | 48,122 | -77 | | |
| 4 | <u>141,908</u> | <u>112,529</u> | -21 | | |
| Totals | <u>744,365</u> | <u>463,446</u> | -38 | | |
| First 2 quarters | <u>394,380</u> | | | <u>279,740</u> | -29 |

Mileage reductions/increases computed from source documents

| <u>Quarter</u> | <u>Adjusted FY 1973 base</u> | <u>FY 1974 mileage</u> | <u>Percent reduction/ increase</u> | <u>FY 1975 mileage</u> | <u>Percent reduction/ increase</u> |
|---------------------|----------------------------------|----------------------------|--|----------------------------|--|
| 1 | 177,200 | 163,913 | - 8 | 138,188 | -22 |
| 2 | 122,838 | 124,816 | + 2 | 83,497 | -32 |
| 3 | 97,404 | 47,426 | -51 | -- | -- |
| 4 | <u>140,165</u> | <u>114,552</u> | -18 | -- | -- |
| Totals | <u>537,607</u> | <u>450,707</u> | -16 | | |
| First 2 quarters | <u>300,038</u> | | | <u>221,685</u> | -26 |

Differences between mileage reductions reported by DSC and reductions computed by us from source documents were caused by various errors by DSC in compiling baseline and actual mileage data. For example, the DSC official who compiled the baseline data added cumulative totals as though they were individual monthly totals for the third quarter of fiscal year 1973. This resulted in reporting 170,043 GSA-assigned vehicle baseline miles for the quarter instead of 75,898 miles.

Total vehicle mileage

Private and rental vehicle mileage was not reported by DSC until the first quarter of fiscal year 1975. Reports since that time have included mileage for these two classes of vehicles but no baseline data. We obtained baseline data and mileages for these two classes of vehicles and combined this information with the mileage data we computed for GSA assigned and dispatched vehicles. The total vehicle baseline data, mileages, and reductions as computed by us are as follows:

| <u>Quarter</u> | <u>Adjusted baseline miles FY 73</u> | <u>Actual miles FY 74</u> | <u>Percent reduction/ increase from FY 73</u> | <u>Actual miles FY 75</u> | <u>Percent reduction/ increase from FY 73</u> |
|---------------------|--|-----------------------------------|---|-----------------------------------|---|
| 1 | 215,458 | 195,201 | - 9 | 163,518 | -24 |
| 2 | 145,158 | 161,024 | +11 | 126,181 | -13 |
| 3 | 126,854 | 64,303 | -49 | -- | -- |
| 4 | <u>182,796</u> | <u>140,690</u> | -23 | -- | -- |
| Totals | <u>670,266</u> | <u>561,218</u> | -16 | _____ | |
| First 2 quarters | <u>360,616</u> | | | <u>289,699</u> | -20 |

DSC energy-use information system

We were told by the Energy Conservation Coordinator of DSC that the BLM's Motor Vehicle Data System provides operating data needed for the management and control of GSA and BLM owned vehicles, and fulfills the reporting requirements of the Department of the Interior and GSA.

BLM offices which use vehicles send the Budget and Finance Division of DSC monthly records for each vehicle used which reflect miles driven, specific dates used, and cost data.

Two monthly utilization and cost reports are furnished by the BLM Division of ADP to each using office in the Bureau. One report includes miles of use for each vehicle plus cumulative totals during the fiscal

year for assigned and dispatched GSA vehicles and for BLM-owned vehicles. The Property Management Branch of DSC monitors vehicle use of the field offices and offers appropriate recommendations for improvements to provide better utilization of motor vehicles by the State Directors.

The other report is a monthly summary of five classes of vehicles (sedans, station wagons, light trucks, heavy trucks, and other) grouped under three categories, GSA-assigned, GSA-dispatched, and BLM-owned. This report includes monthly and cumulative mileage for the fiscal year and permits close monitoring of mileage used by vehicle class against mileage allocations.

Miles driven in commercial and privately owned vehicles are controlled, recorded and submitted by each BLM office to the Washington Office, Branch of Property Management on a quarterly basis.

This data gathering system appears to be adequate. However, errors and the absence of baseline data for two classes of vehicles prevent accurate and complete energy conservation reporting. We recommend that DSC furnish BLM baseline data for commercial and privately owned vehicles.

MANAGEMENT OF CONSERVATION PROGRAMS

DSC has an Energy Conservation Coordinator and an Assistant Coordinator. BLM's Instructions require that DSC have these two positions. The Coordinator is required to be familiar with the program and be able to analyze performance and any affects it is having on DSC's overall operations. The individual designated as Assistant Coordinator does not function in this capacity for the Denver Service Center, but serves for the rest of the BLM field organization. The chief of the Office Services Branch actually performs the functions of Assistant Coordinator, and is responsible for the day-to-day operation of the program. The Coordinator told us he devotes 10 percent of his time to energy conservation functions.

The DSC conservation program or plan has consisted of rewriting GSA and BLM's Washington office regulations and guidelines to adapt them to its local use. The Coordinator receives directives from BLM's Washington office, follows instructions, and, if applicable, incorporates the instructions in DSC directives to its employees. These directives are directed at encouraging employees to practice energy conservation in their personal lives as well as their official capacities. They emphasize the use of car pools, commercial transportation, and "footpower," in lieu of individual driving.

Besides requesting data from personnel on methods used to come to work and issuing instructions concerning car pooling, there has been very little action to increase personnel awareness of energy conservation measures.

Heating and lighting are controlled by GSA, which also furnishes gasoline for GSA assigned and dispatched vehicles. Consequently, the only way for DSC to monitor fuel usage is to ascertain that trips are combined wherever possible in an effort to reduce mileage. No internal audit by a DSC or other independent group has been made dealing with energy conservation. The Coordinator told us that the DSC does not exercise control and supervisory direction over the district offices.

CONTROLS TO REDUCE VEHICLE
ENERGY CONSUMPTION

An Office Services Specialist of the Office Services Branch, DSC, explained that employee travel requests are handled through his office. When personnel are going to the same location during the same period he attempts to match the travel by suggesting combined travel to the people involved. The Energy Conservation Coordinator said this policy is a result of the lack of travel funds as well as energy conservation programs.

Personnel have been instructed to request compact or subcompact vehicles when no more than two people with normal loads of baggage are traveling together. The Chief, Office Services Branch of DSC, informed us that he has made no effort to exchange DSC's sedans for compacts. The Coordinator added it was because of the problems involved with GSA Motor Pools in such an action.

The Chief, Office Services Branch, also said that no parking spaces have been assigned to encourage car pooling. The parking lot used by employees of DSC has reserved spaces for the SC Director, the Division Chiefs, the handicapped, visitors, and Government vehicles. The remaining spaces are on a first come, first served basis. The Director of DSC stated that due to the spaciousness of the parking area at DSC, reserving parking spaces to encourage car pooling would be relatively ineffective. We observed that 93 percent of the vehicles leaving the lot on February 7, 1975, contained only one occupant. Employees from other buildings and other Government agencies use the same parking area.

The DSC coordinated efforts of the Denver Federal Executive Board to gather data for expanded bus service in areas of heavy Federal population. The Chief, Office Services Branch, stated that he was not aware of the effectiveness of the bus system. He also stated that he obtained instructions and issued memos to all division and branch chiefs concerning driving techniques to conserve fuel. However, the memos are not posted on bulletin boards. He has posted energy conservation posters in the coffee shop located in their building.

CONTROLS TO REDUCE ENERGY
CONSUMED IN BUILDINGS

GSA controls the heating and lighting of all buildings at the Denver Federal Center where DSC is located.

GSA enforces energy conservation regulations by removing all unnecessary lights, checking the lighting intensity, adjusting and locking thermostats, and operating conversion equipment in buildings to regulate air flow, moisture, and other factors.

The GSA Building Manager told us that through enforcement of the energy conservation regulations the overall energy use at the Denver Federal Center in fiscal year 1975 is 21 percent less than in fiscal year 1973.

IMPACT OF ENERGY CONSERVATION ON
MISSION AND TRAINING OPERATIONS

Mission operations

The Energy Conservation Coordinator for DSC stated that there has been no reduction in operations to conserve energy. The Coordinator added that BLM is involved in energy production programs and without DSC's administrative support these programs could suffer detrimental effects. He also said that the nation's energy program has placed more emphasis on energy production. The energy production emphasis has actually increased BLM's activities and responsibilities. No studies have been made in BLM to determine if operational requirements could be reduced. However, the matter of energy conservation is a part of the Bureau's functional evaluation program for field offices. He said DSC has been able to adjust to the 15 percent mileage reduction requirement.

To help achieve the 15 percent mileage reduction goal, employees of DSC have been utilizing more commercial transportation while traveling. This practice has in some cases, resulted in higher costs than if GSA vehicles were used.

Training operations

The Chief, Branch of Manpower Development, DSC, said that training of DSC personnel has been modified in that only the highest priority training is allowed. Recently, a system to identify high priority training needs was developed. Individual self development and on-the-job instruction are emphasized in the new program. Self-study courses are being developed and emphasized so that the courses can travel instead of the man.

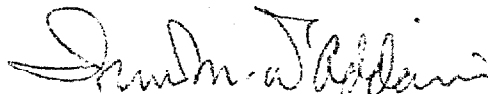
These means help keep travel for training purposes at a minimum. This same official stated that the modified training programs resulted from the restriction on travel funds, not from energy conservation programs directly.

It appears that the energy conservation program has had no adverse affect on either the DSC mission or training programs.

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We appreciate the cooperation received from your staff. We will be glad to discuss the results of our work with you or your staff if you desire.

Sincerely yours,



Irwin M. D'Addario
Regional Manager