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Summary Report On Agency  
Activities On Implementation Of  
The Joint Agency Transportation  
Study Recommendations B-163758

BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES

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BEST DOCUMENT AVAILABLE

# THE JOINT AGENCY TRANSPORTATION STUDY

## Summary of Implementation Actions

### INTRODUCTION

The Joint Agency Transportation Study was conducted in 1968 and 1969 under sponsorship of the Joint Financial Management Improvement Program to develop better systems for conducting the Government's transportation business. A byproduct of the improvements recommended is potential recurring savings of up to \$8.6 million a year.

Five new concepts and arrangements were proposed, some of which would exploit the advantages inherent in computers and other technology. They offer a means not only to simplify and expedite payment of the 9 million transactions a year but also, in many instances, to integrate the audit of transportation as a natural outgrowth of the payment process and to produce savings.

Overall responsibility for implementation of the recommendations rests with the Office of Management and Budget <sup>27</sup> to whom periodic reports, as set forth in its Bulletin No. 71-9, April 22, 1971, on implementation progress are being forwarded by agencies charged with implementation of specific recommendations. Appendix I lists the 58 recommendations of the Study, and appendix II indicates the specific Federal agency responsible for taking necessary action to implement each recommendation.

### IMPROVED PAYMENT PRACTICES

#### Civilian agency bill-to locations

To alleviate carrier problems concerning the location to which carriers are to send their transportation bills for payment, the Joint Agency Transportation Study recommended that:

- Bill-to locations which are not also certifying locations be eliminated.
- The advisability of establishing a single domestic bill-to and certifying location be explored.

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--Entry on documents of correct bill-to address be emphasized.

--One point in each agency be designated to handle all improperly addressed transportation bills.

Most of the Federal agencies agreed with the recommendations; however, several agencies, which function through autonomous bureaus or regional offices, cited the autonomy as reason for disagreeing in part. For instance, the Department of Housing and Urban Development reported that each of its regional offices is a bill-to location where the bills are certified, scheduled to the Treasury Department for payment, and entered into the regional accounting records without any central office involvement.

The Department of Agriculture replied much along the same vein. However, the Department recently began exploring the cost and feasibility of centralizing its payments for transportation. We were informed in a preliminary conference that its objective is to integrate transportation payments with other payments (payroll, etc.) now being handled from a centralized facility located at New Orleans, Louisiana. This agency's action, if successful, should be a guide for positive action on centralization of transportation payments by other agencies.

#### Central payment plan

A primary objective of the Study was to determine the feasibility of establishing a central payment facility for transportation transactions for civil agencies similar in operation to the military facility at Indianapolis, Indiana. The Study determined that (1) a single civilian transportation central payment facility processing documents at a high rate of productivity would solve some problems but create others and (2) the benefits in such a facility were not significant enough to offset an annual recurring net expenditure of about \$1.5 million and the hiring of almost 200 additional employees.

One of the significant advantages advanced for centralizing the payment of transportation bills was that it would provide a more accessible source of traffic management data

to the General Services Administration (GSA), the civilian agency traffic manager. However, this need alone did not support a centralized concept, and GSA was unable to identify additional annual recurring traffic savings if a central facility were to be justified.

The Study therefore recommended against the establishment of a civilian transportation central payment facility for transportation.

#### Automatic payment of freight charges

One of the more progressive recommendations provides that:

- The GSA systems concept of automatically paying freight charges on Federal Supply Service intra-regional outbound shipments covered by freight-all-kinds rates be vigorously pursued.

This concept would provide GSA with sufficient information to certify transportation charges for payment by the Treasury Department without the requirement for a voucher billing by the carrier or administrative processing of that billing. Officials of GSA recently advised us that they had expanded their system and planned to begin making test shipments from one of their facilities in the near future. They will keep us informed of developments, and they will request our informal comments on certain concepts and routines which must be approved by the General Accounting Office (GAO) prior to full implementation. This concept could produce even greater benefits if it were also expanded to the Department of Defense (DOD) and to other civilian agencies which have or can use computerized systems.

#### Automatic payment of airline ticket charges

This concept concerns the automatic payment of airline ticket charges procured by teleticketing facilities. The Study suggested that:

- A 6-month test be undertaken by GSA.
- If the plan is adopted, GSA arrange to assist other agencies desiring to participate.

--If the plan is adopted, GSA arrange to have the plan, with suitable modification, installed where agency travel service units deal directly with combined airline ticket offices.

The test was successful; participating air carriers now receive automatic payments four times a month from GSA for tickets procured through the system. GSA has had considerable success in coordinating the study and/or adopting the system in other agencies.

As of August 31, 1972, 14 agencies or offices in the Washington area, including GAO, had converted to the automatic payment system. These 14 agencies formerly issued about 10,500 Government Transportation Requests (GTRs) a month, whereas now each agency or office issues one GTR four times a month to cover the tickets procured during that period. GSA has estimated that the Government saves about \$5 a ticket by not having to issue a GTR, relieving administrative examination of vouchers, and not having to schedule payments. This represents a current savings of over \$50,000 a month.

Potential additional savings can be estimated from the number of teleticketing machines being used by Government agencies and offices throughout the United States. As of December 31, 1971, 84 teleticketing machines were being used for procuring airline tickets using the standard procurement procedure of one GTR a ticket. These agencies or offices each issue from less than a hundred to several thousand GTRs a month. Therefore, as use of the automatic payment system spreads, the savings could easily amount to over \$1 million a year. In addition, the carriers participating in the system are not required to handle GTRs or to process payment vouchers and are paid four times a month for services rendered. These payments are centrally audited by GAO from a listing and ticket coupon forwarded to GAO by each agency. These payments have not created any problem in our audit.

#### Modified bank payment concept

A bank payment concept involves the use of a draft that would be magnetically coded as a check and that would meet the requirements of the American Banking Association and the

Federal Reserve Board. Private industry utilizes many types of bank payment plans for payment of transportation charges incurred by shippers. Therefore, the Study recommended that:

--A cost-benefit study be made to determine the advisability of adopting a bank payment plan for the Government.

The Office of Management and Budget assigned responsibility for making such a study to the Joint Financial Management Improvement Program, and we were recently requested to assign a staff member to the study group that is now being formed. If the concept proves to be feasible, the Government would be moving into the cashless and checkless society. In time, it may be found useful for payment of other types of charges and could reduce the workload of the Treasury disbursing offices.

## IMPROVED FREIGHT PRACTICES

### Standard Government Bill of Lading (GBL)

Implementation of 16 recommendations regarding the GBL will require many changes in its format and in the procedures attendant to its use. The impact of these changes will be felt throughout the Government and by carriers participating in transportation of the Government's freight. The recommendations cover areas and procedures concerning:

- Use of a carrier's certificate of delivery in lieu of the present consignee's certificate.
- Tender of the original GBL to carrier with the shipment.
- Use of the freight waybill as the substitute billing document.
- Enactment of legislation to exempt transportation from the prohibition against advanced payment.
- Elimination of various reports and forms.
- Many changes in the GBL format.

The procedural changes contemplated herein would place a GBL in a carrier's hands at origin to move through its system to the destination/billing carrier which would certify as to delivery of the goods in good order and bill for the transportation charges. These changes are designed to (1) allow carriers to bill on a more timely basis and (2) establish a duplicate of the original GBL as the substitute billing document (when the original is lost) instead of one which is transcribed from a duplicate. Several other recommendations would eliminate forms which are superfluous under the new procedures.

However, implementation of these recommendations is contingent upon enactment of legislation which will exempt transportation payments from the 150-year-old statute (31 U.S.C. 529) which prohibits advance payment (recommendation 13). Such legislation was proposed by GSA and has been



introduced in both houses of the Congress (S. 3240 and H.R. 15054). On August 10, 1972, the Senate passed the bill (S. 3240) to facilitate the payment of transportation charges. All the major carrier associations favor enactment of the legislation and the principal shipping and auditing agencies of the Government--DOD, GSA, and this Office-- have filed comments favoring passage of this legislation with the congressional committees. During the past year, we monitored a test of shipping Government freight by using the GBLs with carriers' certification of delivery. Reactions to the test have been most favorable, and we are in the process of consolidating data obtained during the test to evaluate the benefits available through use of this system.

The other recommendations concerning the GBL suggest changes only in format and usability. Although these changes are not contingent on enactment of the legislation referred to above and will not require testing before implementation, we will not implement these changes until all other changes are approved and incorporated into a completely revised GBL. Consequently, all changes involving the GBL form and related procedures are awaiting the legislative change.

#### Short Form GBL

Among other limitations, the Short Form GBL was limited to use on small shipments for which the charges do not exceed \$100. These limitations will be further compounded by the growing practice of machine printing the standard GBL, to which the Short Form GBL is not adaptable. Also, many of the advantages of the Short Form GBL will be available in the new standard GBL which uses a carrier's certificate of delivery. Therefore, after the previously mentioned legislation is passed and the standard GBL is revised, the Short Form GBL will be discontinued.

#### Loss and damage

Loss and damage is now and has been in the past a serious problem for both shippers and carriers. The Study found that the Government's loss and damage practices and procedures required revision to establish greater uniformity and to bring them more in line with the practices of industry and the Government's enunciated policies.

Therefore, the Study recommended that:

- Government agencies treat claims for loss and damage on domestic shipments as separate actions apart from the carriers' bills for freight charges.
- The Government establish a realistic minimum below which it is uneconomical or impractical to file formal claims against carriers for loss and damage and absorb amounts falling below the established minimum.
- A simplified alternate standard form for reporting loss and damage be designed for those agencies who find that Standard Form 361, Discrepancy in Shipment Report, is too cumbersome for their needs.

The two largest shippers of Government freight (DOD and GSA) have initiated actions to handle loss and damage separate from the carrier's bill for freight charges; it is expected that all agencies will be following this procedure in the near future. The procedure will be fully implemented when the legislation, now before the Congress, is passed and when use of the revised GBL, using a carrier's certification, is implemented by this Office. Both DOD and GSA also participated in a coordinated study of alternatives to the use of standard form 361. The study resulted in revision of form 361 and initiation of two new forms--Standard Form 363, Discrepancy in Shipment Confirmation, and Standard Form 364, Report of Item Discrepancy. Regulations governing the use of these forms have been issued, and use of the new forms should be uniform throughout the Government as traffic personnel become familiar with them.

Another recommendation contemplates that GAO, in coordination with DOD and GSA, will develop such data as is necessary to establish a realistic Government-wide loss and damage minimum. The Office of Management and Budget, with our concurrence, stated in Bulletin No. 71-9 (April 22, 1971) that \$15 would be the minimum until such time as the necessary data can be developed. DOD and GSA have included the \$15 minimum in their traffic management regulations for guidance of personnel, organizations, and agencies under their respective jurisdictions. We believe the \$15 minimum should remain in effect until such time as a cost study can be initiated. This would provide agency and carrier

reactions for consideration in establishing a realistic Government-wide minimum.

Payment in cash for domestic freight charges

There is great potential in the military and civilian agencies for the use of cash in payment of freight charges in view of the large number of small shipments (over 50 percent are under \$25) handled by these agencies each year. Therefore the Study recommended that:

--Government agencies be authorized to pay from imprest funds for domestic freight charges not exceeding \$25 on commercial bills of lading under the following conditions:

1. That this procedure be optional on the part of the agency and the carrier.
2. That payment be made either at origin or at destination.
3. That appropriate records be maintained to permit a GAO audit.

--The authority delegated to heads of departments and agencies to use commercial procedures and documents for domestic shipments on which freight charges do not exceed \$25 be modified to permit heads of departments and agencies to redelegate this authority.

These recommendations were implemented by our circular letter of May 6, 1971 (B-163758), to heads of departments, independent establishments, and others concerned. However, payment from imprest funds may not be made prior to performance until the legislation is enacted which will exempt transportation payments from the statute (31 U.S.C. 529) which requires proof of performance prior to payment by the Government.

Small domestic surface shipments

As an adjunct to the previous recommendations concerning small domestic surface shipments, to simplify

documentation requirements and also to eliminate the need for such transactions to be sent to GAO for audit, the Study recommended that:

--Government agencies review their small domestic surface shipments, including parcel post, to determine areas where it is more efficient and economical to use commercial forms and procedures.

Several types of domestic surface carriers, particularly those which specialize in handling small shipments, had not competed for Government business because of the complex GBL requirement. The recent authority delegated by GAO to agency heads to use commercial procedures and documents for domestic shipments up to and including \$25 has eliminated this problem.

## IMPROVED PASSENGER PRACTICES

### Government Transportation Request (GTR)

Major changes have taken place in the Government's use of the several modes of passenger transportation since the publication of the current GTR in 1955. With over 83 percent of the GTR transactions now taking place between the Government and the airline industry, many of the rail-oriented references on the GTR are infrequently used and many other features have become progressively less useful over the years. The Study identified 18 changes which need to be made and recommended that:

--The GTR be revised.

Most of the work involving the format of the GTR form was performed by the Study group; however, instructions on preparation and usage are the responsibility of this Office. We have substantially completed these instructions and will circulate them to primary Government users and to the carrier industry for comment in the near future. The revised GTR and instructions should be ready for use by June 30, 1973.

### Expanded use of cash for domestic passenger transportation

The increase in the cost of passenger transportation services has vitiated the usefulness of the authority, available since 1957, to pay up to \$15 in cash for passenger transportation chargeable to Federal funds. A recent survey showed that more than 65 percent of GTRs written for domestic trips are for amounts less than \$100. The limitation on use of cash for passenger transportation should be at least as high as the authority for payment of up to \$100 from imprest funds for the purchase of small items and services. Therefore the Study recommended that:

--The optional authority to pay in cash for passenger transportation services up to \$15 be raised to \$100.

--The traveler assign to the Government his rights to collection action for any unused tickets or excess payments.

- The traveler attach the passenger coupon or other appropriate evidence to his travel voucher when cash is advanced for use of common carrier transportation.
- GTRs not be issued for transportation services costing less than \$10 except in special circumstances.
- Government travelers pay excess air baggage charges in amounts up to \$15 for each leg of a trip.

GAO implemented these recommendations on July 24, 1972 (B-163758), in a circular letter to the heads of departments, independent establishments, and others concerned. Cash purchases of Government passenger transportation services will simplify procurement practices and procedures and will minimize the need for the GTR without eliminating it as a procurement document where useful. Also, cash purchases will reduce bill-to problems, handling of transportation requests, and preparation of bills by carriers.

#### Credit cards for passenger transportation

The Study concluded that the establishment of a Federal credit card could provide greater disservices than the obvious services. For instance, a Federal credit card would (1) subject the Government, and possibly credit card holders, to potential liability in event of loss or theft, (2) require the maintenance and wide dissemination of a list of lost or stolen credit cards, and (3) be only another variety of GTR which itself is a credit document.

Therefore the Study recommended that:

- The Government not establish a Federal credit card plan for procuring passenger transportation services.

The Study also explored the merits of participating in carrier credit card plans but observed a number of obstacles, such as (1) the absence of reciprocity between common carrier modes in honoring each other's credit cards and (2) the requirement for a Federal traveler to carry separate credit cards for airlines, railroads, car rentals, and telephone service, in addition to a book of GTRs for complete flexibility. Therefore the Study recommended that:

- The Government not participate in carrier credit card plans for the procurement of passenger transportation services.

#### Government Excess Baggage Authorization

The Government Excess Baggage Authorization (GEBA) is an airlines form used as a basis for billing the Government for excess baggage beyond the free weight or number of pieces allowed by the air industry. Because of the considerable expense of the GEBA system to the airlines, they had asked that GAO consider adoption of a standard Government procurement form to replace the airline's GEBA form. The Study concluded that adoption of GEBA form by the Government would create an additional workload and added costs for Government agencies. However, it also concluded that the number of GEBA billings on domestic travel would be significantly reduced, if not eliminated, if travelers were required to pay cash for excess baggage charges. The Study recommended that:

- A standard Government procurement form for excess baggage services not be adopted.
- All Government travelers be required to pay cash for excess baggage charges for domestic travel for amounts up to \$15 for each leg of a trip.

GAO implemented the latter recommendation on July 24, 1972 (B-163758), by a circular letter to the heads of departments, independent establishments, and others concerned.

Subsequent to the release of the Study, the airline industry, with GAO's concurrence, tested and began using a new form, the Government Excess Baggage Authorization/Ticket (GEBAT), which proved to be a great improvement over the former GEBA system. The GEBAT system will continue in effect for use on international travel and for some domestic travel; however, we believe the use of cash up to \$15 for payment of domestic excess baggage services will greatly reduce the incidence of use of the GEBAT system.

## AUDIT AND SETTLEMENT

The audit of the Government's transportation bills has been centralized in GAO since 1921. From time to time studies have been made of the feasibility and economy of performing the audit of transportation bills in DOD for military shipments and in GSA for civilian shipments. Every study indicated that the audit should be centrally performed in GAO. The Study recommended that:

- The central GAO audit and settlement role be continued.
- Continued emphasis be placed upon systems development to attain maximum audit coverage through computer and other techniques and minimum manual reviews of individual transactions.
- GAO continue to concern itself with transportation audit development efforts in industry and Government, monitor the effects of these efforts on its postaudit role, and assist agencies to undertake the audit effort wherever this is efficient and economical.

GAO is continuing its efforts to develop a computerized rate audit and significant progress has been achieved in selected specialized transportation areas. A study to determine the feasibility of an automated audit of general commodity shipments is planned for fiscal year 1973. If the efforts to develop a computerized audit are successful, the feasibility and desirability of transferring the audit functions to the agencies will be reexamined.



## GENERAL PROCEDURAL IMPROVEMENTS

### Civilian agency payment practice

The Study found that carriers' allegations that Government agencies take an unreasonable length of time to process transportation bills are valid. Many civilian agencies can expedite payments to carriers and reduce document handling by eliminating a variety of questionable practices. The Study recommended that civilian agencies:

- Age their accounts payable monthly and concentrate on paying vouchers that are more than 30 days old.
- Discontinue the practice of returning vouchers to carriers where GBLs and GTRs lack complete or correct appropriation or accounting data.
- Schedule payment covering the net amount of vouchers after deleting those GBLs and GTRs that are misaddressed or incorrect.
- Schedule payment of vouchers containing GBLs and GTRs which are correct even though there was no prior obligation.
- Perform only an administrative audit and refrain from performing a prepayment rate audit.

The 22 agencies replying to the Office of Management and Budget's request for comments on the Study indicated almost total agreement with these recommendations. The Department of Transportation replied that some accounting offices established an account payable when the GBL or GTR was issued and that for those operating under this accounting system the first in-first out method was best.

### Redemption of unused tickets

Refunds for unused tickets are processed to carriers by means of Standard Form 1170, Redemption of Unused Tickets. The Study reviewed the procedure to determine whether it would be desirable to have the form 1170 cover unused tickets for more than one GTR and whether agencies were using

the form 1170 in obtaining refunds for unused tickets as opposed to making offsets against the carrier billings. Their findings were negative and the Study recommended that:

--No changes were necessary in the procedures or form of form 1170.

#### Report of Change in Passenger Transportation Service

Standard Form 1173, Report of Change in Passenger Transportation Service, was prescribed by GAO for use by the traveler in submitting reports on any changes in transportation furnished from that requested. No civilian agencies were using the form. Although military officials could see no necessity for the form, some military installations were using it. The Study recommended that:

--Form 1173 be eliminated.

Elimination of this form will be included in the authorization for changes in the GTR.

#### Revision of GTR to serve as a procurement document and a ticket

The airlines originated this idea, but to date they have done nothing to formalize their proposal. Therefore, the Study recommended that:

--The Government take no further action on a combination GTR and ticket.

Most carriers and agencies were opposed to having the GTR serve as both a procurement document and a ticket because they did not consider it feasible or practical. The major objection would be the multiplicity of coupons on multileg or interline traffic.

#### Government voucher forms

The administrative certificate on Government voucher forms is seldom filled out because the certification to the disbursing office is made on Standard Form 1166, Voucher and Schedule of Payments. Voucher tear-off slips identify the carriers' bills being paid. When the agency fails to

have the Treasury Department return these slips with the checks, the carriers have difficulty identifying what bills the payments cover. Some complained about having to sign each voucher and suggested the elimination of the payee's certification. (Apparently they were not aware that a facsimile signature could be used.) In these areas the Study recommended that:

- The administrative certificates on Standard Form 1113, Public Voucher for Transportation Charges, and on Standard Form 1171, Public Voucher for Transportation of Passengers, be eliminated.
- Agencies establish controls to insure the return of voucher tear-off slips to carriers in accordance with existing requirements.
- All carriers be reminded of the provisions of title 5, section 2060.60, of the GAO Manual, which permits the use of a facsimile signature of the carrier certifying officer rather than an original signature.

The agencies replying to the Office of Management and Budget's request for comments on the Study indicated almost total concurrence with these recommendations. In connection with the voucher tear-off slips (a carrier-prepared adjunct to the voucher used to identify bills being paid), one agency suggested that a better system would be to have the Treasury Department enter the carrier's bill numbers on the check. Although this system may be simpler for the agency, there are several reasons against its adoption, i.e. (1) two chances for transposition of figures in the carrier bill number (one in agency scheduling and another in Treasury preparation of checks) and (2) the system would cause the carriers to prepare another document, since Treasury checks do not ordinarily flow through their accounting departments.

#### INFORMATION AND EDUCATION

The Study contained numerous recommendations for improvements in conducting the Government's transportation business. Effective implementation of many of the recommendations will be dependent upon employees at the operating level who

prepare and process such documents as GBLs and GTRs. Therefore, the Study also recommended that:

--The traffic management organizations of DOD and GSA keep abreast of applicable implementation actions and prepare and issue necessary handbooks and guides and conduct necessary training.

Both traffic management agencies of the Government (the Military Traffic Management and Terminal Service and GSA) are cooperating in the implementation of this recommendation. Both agencies have appointed representatives to work with us in the implementation process, and as changes are made each agency has taken necessary action through printed media and/or seminars to inform and instruct operating personnel.

JOINT AGENCYTRANSPORTATION STUDY RECOMMENDATIONSCivilian Agency Bill-To Locations

1. That civilian agencies eliminate bill-to locations which are not also certifying locations.
2. That each applicable bureau or equivalent explore the advisability of establishing a single domestic bill-to and certifying location.
3. That increased emphasis be placed upon entering the correct bill-to address on transportation documents.
4. That a central point be designated in each civilian department and agency to handle all improperly addressed transportation bills identified with that department or agency.

Central Payment Plan

5. That a civilian transportation central payment facility not be established.
6. That, should the General Services Administration require additional traffic management data, arrangements be made to obtain such data from other available sources.

Automatic Payment of Freight Charges

7. That the General Services Administration systems concept of automatically paying freight charges on Federal Supply Service intraregional outbound shipments covered by freight-all-kinds (FAK) rates be vigorously pursued.

Automatic Payment of Airline Ticket Charges

8. That a six-month pilot test of a proposed plan for automatic payment of airline ticket charges procured by tele-ticketing facilities be undertaken, using detailed procedures concurred in by the General Accounting Office, General Services Administration, and the Air Transport Association.

## APPENDIX I

9. That, if the automatic payment plan is adopted, the General Services Administration arrange to assist other agencies desiring to participate.
10. That, if the automatic payment plan is adopted, the General Services Administration arrange to have the plan, with suitable modification, installed where agency travel service units deal directly with combined airline ticket offices.

### Modified Bank Payment Concept

11. That a cost/benefit study be undertaken to determine the advisability of adopting a modified bank payment plan for the Government.

### Standard Government Bills of Lading

12. That the Consignee's Certificate of Delivery be eliminated from the GBL and a carrier's certificate of delivery be substituted therefor.
13. That appropriate legislation be enacted to exempt transportation payments from the scope of the statute prohibiting advance payment (31 U.S.C. 529).
14. That the original of the U.S. Government Bill of Lading (Standard Form 1103) and the U.S. Government Transit Bill of Lading (Standard Form 1131) be given to the carrier in all instances upon tender of shipment.
15. That the carrier, upon loss of the original GBL, be required to substitute the freight waybill (Standard Form 1105) as his billing document after appropriate certifications have been made thereon.
16. That opaque bond paper be used for Standard Form 1105, Freight Waybill and continuation sheets.
17. That the Certificate in Lieu of Lost U.S. Government Bill of Lading (Standard Form 1108) be eliminated.
18. That temporary Receipt in Lieu of U.S. Government Bill of Lading (Standard Form 1107) be eliminated.

19. That the Report of Loss, Damage, or Shrinkage now appearing on the reverse of the originals of the standard GBL (Standard Form 1103) and the transit GBL (Standard Form 1131) be eliminated.
20. That the waybill carrier's copy in the standard GBL set (Standard Form 1106) and in the transit GBL set (Standard Form 1134) and related continuation sheets be eliminated.
21. That the "Destination" block on the standard and transit Government bill of lading sets be revised to include the street address, city, State or country, and zip code.
22. That the "Charges To Be Billed To" block on the standard and transit Government bill of lading sets be revised to provide specific lines for entering department or agency; bureau or office; and street address, city, State, or country, and zip code.
23. That the current "Certificate of Issuing Officer" block on the standard and transit Government bills of lading sets be eliminated, and the block be revised to provide for inclusion of more specific issuing office information.
24. That the GBL number on the standard and transit GBL sets be repeated in another section of the form.
25. That the terms and conditions governing the use of the standard and transit GBLs be incorporated by reference on the reverse of the original GBL and the shipping order.
26. That the consignee's memorandum copy of the standard and transit GBL contain instructions on the reverse covering the action to be taken upon receipt of the shipment, including loss and damage.
27. That, of the memorandum copies of the standard and transit GBLs, one copy be designated "Fiscal Copy" and one be designated "Issuing Office Copy."

## APPENDIX I

### Short Form Government Bill of Lading

28. That the short form U.S. Government bill of lading set and the Certified True Copy be eliminated.

### Loss and Damage

29. That Government agencies treat claims for loss and damage on domestic shipments as separate actions apart from the carrier's bills for freight charges.

30. That the Government establish a realistic minimum below which it is uneconomical or impractical to file formal claims against carriers for loss and damage, and absorb amounts falling below the established minimum.

31. That a simplified alternate standard form for reporting loss and damage be designed for those agencies who find that Standard Form 361, Discrepancy in Shipment Report, is too cumbersome for their needs.

### Payment in Cash for Domestic Freight Charges

32. That Government agencies be authorized to pay from imprest funds for domestic freight charges not exceeding \$25 on commercial bills of lading under the following conditions:

- a. That this procedure be optional on the part of the agency and agreed to by the carrier;
- b. That payment be made either at origin or at destination; and
- c. That appropriate records of such transactions be maintained to permit a General Accounting Office Audit.

### Small Domestic Surface Shipments

33. That, to simplify documentation requirements and also eliminate the need for such transactions to be sent to the General Accounting Office for audit, Government agencies review their domestic small surface shipments,



including parcel post, to determine areas where it is more efficient and economical to use commercial forms and procedures.

34. That the authority delegated to heads of departments and agencies to use commercial procedures and documents for domestic shipments on which freight charges do not exceed \$25 be modified to permit heads of departments and agencies to redelegate this authority.

#### Government Transportation Request

35. That the Government Transportation Request be revised.

#### Expanded Use of Cash for Domestic Passenger Transportation

36. That the existing permissive authorization to pay in cash for passenger transportation services costing up to \$15, plus Federal tax, be increased to \$100 per trip for transportation within the 50 States and the District of Columbia.
37. That the traveler, when submitting his voucher for reimbursement for passenger transportation purchased by cash payment, assign to the Government his rights to collection action for any excess payments (for which he would otherwise be liable) due to the use by carriers of improper transportation rates or classifications.
38. That the traveler attach the passenger coupon or other appropriate evidence to his travel reimbursement voucher when cash is advanced for the use of common carrier transportation.
39. That the issuance of a GTR for transportation services costing less than \$10 be discontinued, except where special circumstances indicate its need.

#### Credit Cards for Passenger Transportation

40. That the U.S. Government not establish a Federal credit card plan for procuring passenger transportation services.

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41. That the U.S. Government not participate in carrier credit card plans for the procurement of passenger transportation services.

### Government Excess Baggage Authorization

42. That a standard Government procurement form for excess baggage services in lieu of the industry form "Government Excess Baggage Authorization" (GEBA) not be adopted.
43. That all Government travelers be required to pay cash for excess baggage charges for domestic travel for amounts up to \$15 for each leg of a trip.

### Audit and Settlement

44. That the central GAO audit and settlement role be continued.
45. That continued emphasis be placed upon systems development with the objectives of attaining maximum audit coverage through computer and other techniques and minimum manual reviews of individual transactions.
46. That GAO continue to concern itself with transportation audit development efforts in industry and Government, monitor the effects of these efforts on its postaudit role, and assist agencies to undertake the audit effort wherever this is efficient and economical.

### Civilian Agency Payment Practices

47. That civilian agencies age their accounts payable monthly and concentrate on paying vouchers that are more than 30 calendar days old.
48. That civilian agencies discontinue the practice of returning vouchers to carriers where the GBLs and GTRs lack complete or correct appropriation or accounting data.
49. That civilian agencies schedule payment covering the net amount of vouchers after deleting those GBLs and GTRs that are misaddressed or incorrect.

50. That civilian agencies schedule payment of vouchers containing GBLs or GTRs which are correct even though there was no prior obligation.
51. That civilian agencies perform only an administrative audit and refrain from performing a prepayment rate audit.

Standard Form 1170, Redemption of Unused Tickets

52. That no changes are necessary in the procedures or form of Standard Form 1170, Redemption of Unused Tickets.

Standard Form 1173, Report of Change in Passenger Transportation Service

53. That Standard Form 1173, Report of Change in Passenger Transportation Service, be eliminated.

Revision of Government Transportation Request to Serve as a Procurement Document and a Ticket

54. That no further action be taken by the Government on a combination Government Transportation Request and ticket.

Government Voucher Forms

55. That the administrative certificate on Standard Form 1113, Public Voucher for Transportation Charges, and on Standard Form 1171, Public Voucher for Transportation of Passengers, be eliminated.
56. That agencies establish controls to ensure the return of voucher tear-off slips to carriers in accordance with existing requirements.
57. That all carriers be reminded of the provisions of Title 5, section 2060.60 of the General Accounting Office Manual, which permits the use of a facsimile signature of the carrier certifying officer rather than signing each voucher.

APPENDIX I

Information and Education

58. That the traffic management organization of the General Services Administration for civilian agencies, and the Department of Defense for military agencies:
- a. Keep abreast of applicable implementation actions;  
and
  - b. Prepare and issue necessary handbooks and guides,  
and conduct necessary training.

AGENCIES RESPONSIBLE

| <u>RECOMMENDATION<br/>NUMBER</u> | <u>IMPLEMENTING AGENCY</u>   |
|----------------------------------|--|
| 1, 2                             | All applicable civilian departments and agencies   |
| 3, 4                             | All civilian departments and agencies  |
| 5                                | -  |
| 6                                | General Services Administration  |
| 7                                | General Services Administration in cooperation with the General Accounting Office  |
| 8                                | Department of Transportation and General Services Administration in cooperation with the General Accounting Office and the Air Transport Association |
| 9, 10                            | General Services Administration  |
| 11                               | Joint Financial Management Improvement Program   |
| 12 through 27                    | General Accounting Office  |
| 28                               | General Accounting Office  |
| 29                               | All military and civilian departments and agencies   |
| 30, 31                           | General Accounting Office in cooperation with General Services Administration and Department of Defense  |
| 32                               | General Accounting Office  |
| 33                               | All military and civilian departments and agencies   |
| 34                               | General Accounting Office  |
| 35                               | General Accounting Office  |
| 36                               | General Accounting Office  |
| 37, 38                           | General Accounting Office  |
| 39                               | General Accounting Office  |
| 40, 41                           | -  |
| 42                               | -  |
| 43                               | General Accounting Office  |
| 44                               | -  |
| 45, 46                           | General Accounting Office  |
| 47 through 51                    | All applicable civilian departments and agencies. The General Accounting Office should include a check of civilian                                   |

APPENDIX II

RECOMMENDATION  
NUMBER

IMPLEMENTING AGENCY

|    |  |
|----|--|
|    | agency practices as a part of its<br>agency audit program.         |
| 52 | -  |
| 53 | General Accounting Office  |
| 54 | -  |
| 55 | General Accounting Office  |
| 56 | All applicable military and civilian de-<br>partments and agencies |
| 57 | General Accounting Office  |
| 58 | General Services Administration and De-<br>partment of Defense     |

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