

The Library of Congress  
*Office of the Inspector General*



**Integrated Support Services**

*Facilities Design & Construction  
Faces Challenges in Providing Service*

Audit Report No. 2006-PA-107  
September 2007



UNITED STATES GOVERNMENT  
**Memorandum**

LIBRARY OF CONGRESS  
*Office of the Inspector General*

**TO:** James H. Billington  
Librarian of Congress

September 20, 2007

**FROM:** Karl W. Schornagel  
Inspector General

A handwritten signature in black ink, appearing to read "Karl W. Schornagel", written over the printed name.

**SUBJECT:** Facilities Design & Construction  
Faces Challenges in Providing Service

Audit Report No. 2006-PA-107

This transmits our final audit report on the Library's Facility Design and Construction Office (FD&C), a unit of Facility Services, under the direction of Integrated Support Services. The Executive Summary begins on page *i* and complete findings and recommendations appear on pages 4 to 17.

Integrated Support Services (ISS) response to our draft report is briefly summarized in the Executive Summary and in more detail after individual recommendations appearing on pages 8, 11, 13, 14, 16, and 17. The complete response is included as Appendix B.

Based on ISS' response to the draft report, we consider all of the recommendations resolved except for V.2. Please provide within 30 calendar days, an action plan addressing implementation of recommendation V.2 including implementation dates, in accordance with LCR 211-6, Section 11.A.

We appreciate the cooperation and courtesies extended by the ISS Director, Facility Services Chief, and the FD&C management and staff during the audit.

cc: Chief Operating Officer

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## ▶▶ EXECUTIVE SUMMARY

The Library's Facility Design and Construction Office (FD&C) is responsible for planning and designing spaces in the Library's buildings (approximately 4.4 million square feet) and providing interior design services. FD&C is a unit of Facility Services, under the direction of Integrated Support Services. This audit follows up on our FY 2002 audit of Facility Services (Report No. 2001-PA-108). In that audit, we found FD&C needed to improve its timeliness in delivering services and its communication with customers about work requests. We also found that Facility Services was not recording important information needed for effective oversight and sound decision-making regarding the FD&C workforce. In this audit we followed up on these findings and conducted a more in-depth examination of FD&C. We found that FD&C has not corrected the conditions we had identified in 2002: its ability to provide cost effective and timely service has been adversely affected by high staff turnover, overwhelmed supervisors, and unclear guidance. Supervisors are burdened with hiring and performing staff functions, leaving little time for supervisory responsibilities. Without top management accountability, sustained leadership, adequate funding, and an effective system to measure results, these long-standing problems will continue to erode FD&C's ability to provide services to its customers. Our specific findings and recommendations follow:

**FD&C's Workforce Planning Strategy Has Not Been Effective** — Facility Services lacks the information to effectively determine FD&C's staffing requirements and whether outsourcing some FD&C functions would be advantageous. As a result, FD&C's staff is overwhelmed, projects are frequently delayed, staff turnover has been rampant, and continuity of operations has been a significant problem. We recommend that Facility Services collect information to effectively forecast the staffing resources it needs and explore procuring technical expertise (see page 5).

**FD&C's Project Management Approach is Unstructured and Undisciplined** — FD&C lacks effective internal controls to help ensure that its goals and objectives are met and resources are used efficiently, economically, and effectively. At the time of our fieldwork, staff were operating without written policies

and procedures. As a result, project files were incomplete and inconsistent and lacked adequate documentation. We offer several recommendations, including placing a priority on completing the Project Delivery Manual (see page 8).

**Ineffective Coordination with Logistics and Contracts Has Delayed Projects** — Since our last audit, FD&C has improved its communication and coordination with its customers, the AOC, and the Safety Services Office. However, it still needs to improve its coordination with the Contracts Office and Logistics Services. We recommend improved communication and assignment of liaisons with these offices (see page 12).

**FD&C's Centralized Space Planning Role is Unclear** — It appears to us that service units still control their assigned space, and FD&C's role is that of an arbitrator. A centralized space planning authority is crucial to efficient use of space. We recommend that the Librarian reinforce Facility Services' centralized role in space planning and design (see page 13).

**FD&C is Not Effectively Monitoring and Assessing "FAST" Service Delivery** — Facilities Automated Service Tracking (FAST) system service providers are not completing service requests within the timeframes requested by their customers. Approximately 62 percent of requests take more than two weeks to complete. FD&C is not effectively monitoring the FAST requests, following up on delays, and assessing overall service delivery. Our recommendations include establishing better controls and placing more responsibility on customers for facilitating prompt service (see page 14).

**FAST Contains Misleading Data and Does Not Provide Useful Management Reports** — FAST service providers are not inputting completion dates in a timely manner and FD&C is not effectively monitoring open work requests. Moreover, FAST lacks useful management reporting capabilities. Facility Services management told us that the FAST system is temporary, and will be replaced by the new CAFM system, which is under development. We recommend that FD&C stress to the service providers the importance of inputting the completion date as soon as the job is done (see page 16).

ISS substantially agreed with and has already taken steps to implement our recommendations.

## ▶▶ INTRODUCTION

This report presents the results of our audit of the Library's Facility Design and Construction Office (FD&C), a unit of Facility Services, under the direction of Integrated Support Services.

Facility Services is responsible for maintaining and managing approximately 4.4 million square feet of space, which includes 3.32 million square feet on Capitol Hill. FD&C is responsible for planning and designing Library spaces and performing interior design services, including the selection and layout of furnishings and equipment. FD&C's Facility Project Plan included 65 projects<sup>1</sup> (both planned and underway) for fiscal year 2007, down from over 100 projects the previous year. In addition to major projects, FD&C also receives approximately 750 routine service requests per year, such as moving furniture and performing minor repairs. FD&C generates approximately 4,500 work orders per year to address these service requests and work associated with design and construction projects. FD&C uses the "Facilities Automated Service Tracking" (FAST) system to track activity related to service requests and work orders.

A Memorandum of Understanding between the Library and the Architect of the Capitol (AOC) requires Library construction work to be coordinated with the AOC and all FD&C facility projects to conform to the AOC Design Manual. The AOC is responsible for the maintenance, operation, development, and preservation of Library facilities within the U.S. Capitol Complex.

The importance of workplace design is well documented. Multiple studies provide ample evidence that a well-designed workplace can increase staff productivity, improve organizational effectiveness, reduce absenteeism, and enhance the attraction and retention of a superior workforce.

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<sup>1</sup> A project is defined as a design involving five or more workstations.

## ► OBJECTIVES, SCOPE, AND METHODOLOGY

We performed an audit of Facility Services (including FD&C) in FY 2002. Our report No. 2001-PA-108, found that customers were generally satisfied with the quality of the Library's design and construction services even though staff shortages had placed a burden on designers. However, timeframes for completing services were slow and communication with customers about work requests was infrequent. We also found that Facility Services was not recording important information needed for oversight of the workforce and sound decision-making such as the staff time devoted to projects and other activities.

In this audit, our objectives were to follow up on our previous recommendations and determine if FD&C is:

1. Providing cost effective service and adequately minimizing costs and processing times to the extent possible;
2. Implementing a viable facility management and oversight program;
3. Establishing and maintaining effective internal controls to help ensure that appropriate goals and objectives are met and resources are used efficiently, economically, and effectively;
4. Coordinating its work with other offices (AOC; Safety Services; Office of Compliance; the Collections Access, Loan and Management Division; Contracting Office; and Logistics Services) to ensure efficient operations; and
5. Using best industry practices.

The scope of the audit included FD&C activities for FY 2006 and the first half of FY 2007. We excluded the Copyright Reengineering project because it had a dedicated staff and was not generally a part of FD&C's normal workflow.

To accomplish our objectives we interviewed individuals involved at all levels, including FD&C supervisors and staff, AOC supervisors, Service Unit Space Coordinators, and representatives of the Contracts Office. We also examined and tested documents relevant to work order requests and project designs. In addition, we spoke with staff involved with facilities management at the Patent and Trademark Office, the Smithsonian Institution, the National Archives and Records

Administration, and the Veterans Administration to compare the Library's design and construction practices with those followed by other government agencies.

We conducted our fieldwork between December 2006 and March 2007, in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and Library of Congress Regulation (LCR) 211-6, *Functions, Authority, and Responsibility of the Inspector General*.



## ►► FINDINGS AND RECOMMENDATIONS

The GAO's *Standards for Internal Control in the Federal Government* states that "[o]nly when the right personnel for the job are on board and are provided the right training, tools, structure, incentives, and responsibilities is operational success possible[.]" Such a situation does not exist in FD&C. FD&C's ability to provide cost effective and timely service has been adversely affected by high staff turnover, overburdened supervisors, and unclear guidance. Supervisors are burdened with hiring and performing staff functions, leaving little time for supervisory responsibilities such as developing written guidance, overseeing the planning and implementation of projects, establishing performance standards for projects and FAST requests, and assessing the results of FD&C activity.

Since 2002, FD&C's workload has increased, partly due to the aging Madison Building (which is nearing 30 years of age), as well as customers seeking more upscale office space to use as an attraction in the recruiting process and as a retention tool. However, because it has not been able to retain the workforce it needs, FD&C has not kept pace with demands.

Consequently, two of the five completed projects we examined experienced cost overruns and schedule slippage. Likewise, the majority of FAST service requests are not completed within a reasonable timeframe. Some delays are due to inefficiencies with the service providers that FD&C relies on, such as the various AOC shops and the Contracts Office. Notwithstanding delays introduced by these external sources, we believe FD&C can significantly improve its service.

Specific areas preventing FD&C from providing cost effective service include:

- poor workforce planning, resulting in unusually high staff turnover and shortages,
- ineffective supervision: supervisors are too busy hiring new staff and doing staff functions rather than planning, organizing, directing, and controlling operations, and
- poor coordination with the Library's Contracts Office and Logistics Services.

## I. FD&C's Workforce Planning Strategy Has Not Been Effective

Facility Services has not developed an effective workforce planning strategy for FD&C. This was a shortcoming that we also found during our 2002 audit.<sup>2</sup> FD&C has been plagued by an overwhelming workload and rampant staff turnover. Facility Services lacks the information to effectively determine (1) FD&C's manpower needs and (2) whether outsourcing some services is a viable option. In our opinion, FD&C took on more work in 2006 than it could handle partly because it lacked benchmarks for staff time required to successfully complete projects.

Our 2002 report recommended that Facility Services "[u]se time control reports to monitor staff efficiency and more accurately account for incurred facilities costs." Our recommendation was not implemented. We believe this has been a factor in the ineffective staffing model FD&C has adopted. Monitoring time provides important input into the development of a strategic workforce plan, which focuses on developing strategies to acquire, develop, and retain a mix of staff (including full- and part-time and contractors) to meet manpower needs.

### a. *The Strategy to Use NTE Positions to Take on Increased Workloads Has Not Worked*

Instead of developing an effective staffing plan, Facility Services used staff hired on a not-to-exceed basis<sup>3</sup> (NTE) to supplement the full time equivalent (FTE) staff. While hiring NTE designers provides additional man-hours, the non-permanent nature of the position results in extremely high staff turnover, and, in our opinion, is unlikely to attract the most qualified candidates. This has negatively affected FD&C's operations and its ability to meet project deadlines. As a result, there has been a singular lack of continuity of operations in FD&C.

<sup>2</sup> Our 2002 report, *Facility Services: Stronger Management Controls and Oversight Are Necessary to Better Serve Customers*, Audit Report No. 2001-PA-108, stated that Facility Services needed "a specific and explicit workforce planning strategy, linked to the overall strategic plan that allows for identification of current and future human capital needs."

<sup>3</sup> Not-to-exceed staff are appointed on a temporary basis, with appointments not to exceed a certain amount of time, usually one year.

Twenty-one different designers have worked in FD&C over the past five years in the four designer positions. Twelve of these designers were NTE positions; seven resigned after less than three years on the job. FD&C management has been overwhelmed filling vacant positions and actually designing or coordinating projects rather than supervising staff. Because more than one designer generally ends up working on a project, the rhythm and flow of projects have been disrupted. One service unit reported dealing with six different designers over the course of a project. Overall, this interruption of continuity ends up delaying project completion.

To its credit, Facility Services has provided FD&C additional personnel resources in the form of FTEs. According to Facility Services, the NTE positions were created to expedite the Library’s 2001 ergonomic furniture upgrade, and not intended to supplement FD&C staff for other projects. We noted, however, that the current NTE staff are involved with routine projects as well as the ergonomic furniture upgrade. Facility Services recently received approval to convert FD&C’s NTE positions to full-time permanent except for the junior designers.

FD&C Design and Project Staff <sup>4</sup>			
Position	2001	Current	Planned
Manager	1 FTE	1 FTE	1 FTE
Supervisory Project Coordinator	None	1 FTE	1 FTE
Senior Project Coordinator	None	1 FTE	4 FTE
Supervisory Designer	1 FTE	1 FTE	1 FTE
Senior Design Coordinator	4 FTE	1 FTE, 3 NTE, 1 Contractor	3 FTE and 1 Contractor
Junior Interior Designer	None	4 NTE (2 of the 4 vacant)	4 FTE (funding approved)

Subsequent to our fieldwork, Facility Services received approval to create permanent junior designer positions.

FD&C management recognized the problems inherent with using NTE staff and has asked ISS management to procure technical expertise using GSA’s Indefinite Delivery/Indefinite Quantity (IDIQ) contracts. GSA has awarded several multiple award contracts to some of the most technically qualified Architect-Engineering Firms in the United States.

<sup>4</sup> In addition, the following five full time FD&C staff provide project support: the Fire Protection Engineer, Construction Coordinator, Office Manager, and two Office Automation staff.

Management expects this to occur in summer 2007. We believe that Facility Services management should have taken this action much sooner. Our benchmarking with other agencies found that most use an architectural design firm on retainer for design work. We believe that had Facility Services management employed this option rather than NTE positions, FD&C supervisors would have had more time for supervision rather than interviewing prospective hires and performing project-related duties.

*b. FD&C Is Taking Steps to Better Use Its Staff Talent*

Although FD&C management has been hindered by Facility Services' staffing decisions, it is nevertheless taking steps to improve service delivery by reorganizing the way FD&C does its work, creating new positions, and more clearly assigning responsibilities. We believe these are the right steps to improve service.

Creating a Project Coordination Section, led with strong leadership, and adopting a team approach is a good step to improving accountability, focusing on client service needs, and tailoring the skills of existing staff to necessary tasks. Vesting authority and responsibility for project execution in a Senior Project Coordinator has provided better focus on the planning, organization, direction, and control of all project activities. The concept of dedicated, "cradle-to-grave" project coordinators is a best industry practice.

Previously, a designer was dedicated to individual projects from a project's initiation to its completion. While this system clearly assigned responsibility, it did not result in the most efficient use of the designers' skills. Designers were overwhelmed with duties not directly related to design. The FD&C Manager's decision to separate design from project coordination provides the Senior Design Coordinators more time for design. In addition, hiring Junior Interior Designers to handle the FAST requests, among other duties, has provided more time for the Senior Design Coordinators to perform supervisory functions. We think the new division of labor and team approach has resulted in more cost effective use of staff talents. We also found that this has improved coordination with customers and the AOC.

Unfortunately, although this position was filled in FY2006, the incumbent accepted another position in the Library in May 2007 because of dissatisfaction with the support Facility Services provided to FD&C.

### **Recommendations**

We recommend that Facility Services management:

1. Collect the information needed to effectively forecast the staffing resources required by FD&C, and
2. Explore procuring technical expertise using GSA's Indefinite Delivery/Indefinite Quantity (IDIQ) contracts.

### **ISS Response**

ISS agreed with both recommendations. Management responded that it recognized the urgent need to provide additional resources to support FD&C's expanded workload due in part to the AOC design manual requirement that OSHA requirements be included into the 100 percent design model that the Library must follow. Facility Services requested, in three separate congressional budget cycles (FYs 04, 05, and 06), additional resources, with very limited success. To help FD&C eliminate its 3-year backlog of ergonomic installations and keep up with its growing workload, ISS stated that "[it] has provided over \$2 million additional support to Facility Services in the past four years from its own budget by re-allocating some FTEs after ISS retirements, redefining skill sets needed for the future, possible in other ISS areas, while trying not to harm other essential services provided by ISS."

## **II. FD&C's Project Management Approach is Unstructured and Undisciplined**

Due to the strains caused by the staff shortages, FD&C supervisors have not had the time to develop and implement a viable facility management and oversight program. FD&C lacks effective internal controls to help ensure that appropriate goals and objectives are met and resources are used efficiently, economically, and effectively. At the time of our fieldwork, staff were operating without written policies and procedures.

As a result, project files we examined were inconsistent and lacked adequate documentation for (1) project design plan, (2) schedules for tasks, and the progress of projects, (3) total project cost, and (4) post design evaluation. Additionally, we found no evidence of supervisory review in the documentation we examined. GAO's *Standards for Internal Control in the Federal Government* state that "[i]nternal control and all transactions and other significant events need to be clearly documented, and the documentation should be readily available for examination." We believe that establishing and requiring standard documentation would assist FD&C in delivering projects on time.

Due to the significant amount of time devoted to hiring new staff and dealing with day-to-day complaints from customers, FD&C supervisors have not had time to devote to developing written guidance. Over the past two and one half years, Facility Services unsuccessfully awarded two contracts to develop FD&C's written policies and procedures. Neither contract resulted in a full set of policies and procedures, and both were terminated. At the time of our fieldwork, the project management guidance was 60 percent complete. FD&C staff informed us that FD&C management has made informal ad hoc policy decisions that are not always announced to all staff. Consequently, new staff do not have guidance in the performance of their duties, customers are given varying answers to questions depending upon the FD&C staff member contacted, and projects are neither uniformly nor effectively documented.

*a. Project Design Phase*

FD&C's project design files generally lacked narratives providing an effective visualization of the expected project outcome. Although the files included expected floor plans, most had no indication that the customer had approved the plans. Best industry practices indicate that an effective project scope definition inevitably improves project sequencing and rhythm, lessens rework, lowers overall project time and cost, and increases productivity as well as the morale of the workforce.

For the most part, FD&C management recognizes the same problems we identified and is taking action. Starting with the

2007 projects, FD&C management began requiring staff to document each phase of the project. This included asking customers to sign off on a narrative describing the project, as well as the design drawings. This step was intended to ensure the client agreed with the plan and thereby lessen the chance for changes in mid-project and complaints at the conclusion of the project. FD&C complained that service units often want things included in the "punch list"<sup>5</sup> that were not in the original design plans. We believe this problem will be alleviated with improved pre-project planning and increased customer involvement.

Another way to ensure the client is aware of how the design will look is to take the client to a similar room or a vendor's showroom. A space-planning manager in another Library office stated that she took her customers to a vendor's showroom to get design ideas. FD&C management should adopt a similar practice. Additionally, FD&C should consider using more moveable furniture. Presently, FD&C procures mostly modular furniture. While this results in efficient use of space, it also incurs procurement issues related to ordering small attachment parts. More important, it results in costly assembly and disassembly. According to GSA, it costs approximately \$1,300 to disassemble and then reassemble a modular workstation. Conversely, moveable furniture can be more easily adapted to organizational or work process changes, and can be readily restructured with a minimum of time, effort, and waste. Users can also reconfigure their workspace to suit their unique work styles.

In addition to the steps to improve pre-project planning, FD&C now provides its customers with more complete information on the projected dates for various project construction stages. According to customers, the improved schedule permits them to better prepare for project tasks (such as relocating staff during construction) and creates more accountability for FD&C to meet its target dates or provide explanations for delays.

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<sup>5</sup> A punch list is a list developed by the Project Coordinator of the detail and finish work remaining after "substantial completion" of a project. Two examples of punch list items include back-ordered items and defective items.

*b. Post Project Review*

While effectively designing the project is essential, measuring and documenting the outcome of the design efforts is equally important. FD&C's "punch list" review and the recently implemented customer survey provide some useable input. However, these surveys are conducted before the customer has had time to evaluate if the new design meets its needs. FD&C needs to conduct post-occupancy evaluations about a year after occupancy. Using focus groups or surveys, FD&C needs to determine if the design (1) increased the customer's productivity as well as organizational effectiveness, (2) enhanced staff's loyalty, pride, and identity with the Library, and (3) enhanced the attraction and retention of a superior workforce.

FD&C management agreed that this is important. However, given FD&C's current workload and staff resources, it does not believe such an analysis is practical at this time.

**Recommendations**

We recommend that FD&C:

1. Place a priority on completing the Project Delivery Manual. This may entail fitting this task in around the growing day-to-day needs of advising and supervising staff;
2. Develop a checklist of project general parameters and requirements, functional and technical requirements, design provisions, and design objectives required for the project. This checklist should be prepared at project onset by the FD&C Senior Design Coordinator in concert with the customer;
3. Consider taking customers to vendors' showrooms to better visualize the design concepts;
4. Consider using more moveable furniture; and
5. Implement post occupancy evaluations to assess the outcome of its design efforts.



## ISS Response and OIG Comments

ISS agreed with the recommendations except for number 3. As an alternative to taking customers to vendors' showrooms, ISS stated that "[v]isualization of design concepts will be achieved by FD&C for customers through isometrics and product cut sheets." Furthermore, ISS replied that model workstations congruent with best business practices have been installed throughout the Library and may be reviewed by the customer. We believe this is an acceptable alternative solution.

### III. Ineffective Coordination with Logistics and Contracts Has Delayed Projects

Since our last audit, FD&C has improved communication and coordination with its customers, the AOC, and the Safety Services Office. FD&C now involves stakeholders earlier in the project process and meets more regularly with them. It also meets regularly with the AOC and the Contracts Office to coordinate its work. We believe this is due to the reorganization and newly created Supervisory Project Coordinator position discussed above. However, FD&C still needs to improve its coordination with the Contracts Office and Logistics Services.

We found delays due to procurement issues in most of the completed projects we reviewed. FD&C is generally unsure if the Contracts Office has issued, and if vendors have received, purchase orders. FD&C reported instances of vendors receiving purchase orders more than 30 days late. We also observed purchase requisitions remaining apparently dormant in the Contracts Office for several months. Consequently, FD&C staff are required to take additional time to call vendors to check if they have received purchase orders. As a result, projects are unnecessarily delayed and FD&C staff time is not effectively utilized. Efficient contract processing is especially important to FD&C given that it procured approximately \$2.6 million in furniture, fixtures, and services to support its activities in FY 2006. Contracts Office management informed us that it is more closely monitoring its workload to provide more efficient service. Additionally, the Library's financial system, Momentum, now allows users to see when the Contracts Office approves the purchase order. However, this date may not necessarily be an indicator of when the Contracts

Office sends the purchase order to the vendor. We are currently performing an audit of the Contracts Office, and expect to issue a report dealing with this and other issues before the end of FY 2007.

We also found coordination issues with Logistics Services. FD&C staff told us that Logistics had rejected an attempted delivery because there was no space for it at the Library's Landover warehouse. FD&C has used all of its storage space at Landover primarily due to the purchase of \$1 million of ergonomic furniture.

Logistics management stated that at the beginning of FY 2006, it asked the Contracts Office to provide 48 hours advance notice for any scheduled delivery to the Landover warehouse. Management confirmed that it had refused several deliveries but none recently. Logistics management also told us that they have delivered items to FD&C for a project only to be told to take the materials back because the project site was not ready or had failed a safety inspection. Recent actions by FD&C to improve its project scheduling should prevent this from occurring.

### **Recommendation**

We recommend that FD&C continue working with the Contracts Office and Logistics Section to improve communication and coordination between the two offices. Specifically, FD&C should assign a liaison to act as a channel between it and the other offices, so as to avoid multiple communication sources and conflicting instructions.

### **ISS Response**

ISS agreed with the recommendation and has taken action to address this finding. According to ISS, "[ad]ditional funding provided by ISS enabled the Contracts Office to hire a Contracting Officer dedicated to ISS contracts work which improved contract delivery services to FD&C in the latter part of 2007." Additionally, in August 2007 ISS initiated a bi-weekly meeting with Logistics to coordinate delivery schedules.

#### IV. FD&C's Role in Space Planning is Unclear

Although FD&C is responsible for designing and maintaining Library space, it appears that individual service units still control their assigned space. FD&C serves more as an arbitrator and although it was successful in reaching agreement between Library Services and the Office of Strategic Initiatives (OSI) to transfer space, we noted another project in which a service unit refused to give up space to accommodate an office consolidation in another service unit. Without a centralized space planning and allocation authority, the Library's use of space cannot be fully efficient. A centralized space planning authority can take a "big-picture" view of Library space needs and availability, and make the most efficient and effective use of existing space.

Furthermore, because of dissatisfaction with FD&C service, some service units have hired their own space planners/interior designer rather than using FD&C's services. These individuals submit design drawings to FD&C for approval and for review by the Safety Services Office. While this has reduced FD&C's workload, it has also contributed to staff turnover in FD&C since the service units hired away two of FD&C's designers. Moreover, it has created problems concerning who may access the Computer Aided Design (CAD) drawings and the format for the design drawings. Facility Services faces problems with this semi-decentralized arrangement. FD&C believes that to be effective, space management needs to be centralized. We agree.

#### Recommendation

We recommend that the Librarian reinforce Facility Services centralized role in space planning and design.

#### ISS Response

ISS agreed with the recommendation. It noted that "[a] key deficiency in streamlining and centralizing FD&C's authority in space planning and design is the decentralization of the furniture and furnishing (F&F) budget." ISS contends that "[i]n addition to creating inequitable levels of fit and finish in spaces, the decentralization of this budget create a workload demand for procurement that cannot be planned, excessive and uncontrollable inventory, and an indiscriminate waste of fiscal resources, particularly at fiscal year end."

## V. FD&C is Not Effectively Monitoring and Assessing "FAST" Service Delivery

The requesting, tracking, and scheduling of service requests has improved since FD&C switched from its paper based system to its automated FAST system. Nevertheless, FAST service providers still are not completing service requests within the timeframes expected by customers. Approximately 62 percent of requests take more than two weeks to complete. Customers generally expect faster service; 32 percent ask for same day service and 68 percent request completion in 5 or fewer days. While customers may have unreasonable expectations for same day service, service within two weeks does not seem unreasonable, depending on the nature of the request. For example, in one case, it took over two weeks and a site visit by a junior designer to repair a faulty electrical outlet. We believe this task could have been accomplished very quickly and without a site visit. Although FD&C had established performance goals for timely acknowledging and assigning requests, and consulting with a customer, it had not established goals for completing the service. FD&C management is currently establishing and validating service level agreements with its service providers. GAO's *Standards for Internal Control in the Federal Government* requires managers to compare actual performance to planned or expected results throughout the organization and analyze significant differences. FD&C has not effectively monitored the FAST requests, followed up on delays, and assessed overall service delivery.

We found that FD&C is promptly assigning the requests for service to a Junior Interior Designer and creating work orders, if needed, the same day. Delays in service occur after this point.

Two steps are necessary to improve service delivery. First, FD&C needs to establish appropriate timeframes for performing different types of service requests. Further, FD&C should dynamically reallocate its workload on a daily basis, so as to make most efficient use of its resources. FD&C should adopt a "triage" model for incoming requests in order to better match available resources with its workload.

Second, FD&C should educate its customers so that they have reasonable expectations for service response. Approximately one third of the routine requests for service ask for same day

service. Expecting service providers to complete a service request the same day may not always be possible. FD&C needs to establish reasonable goals acceptable to both the customer and the provider, and needs to place more responsibility on the customer in assisting with the order fulfillment. For example, we found a request to install shelving delayed for over a month because FD&C was unable to verify where to install the shelves. For routine jobs, we believe FD&C should alert the service unit of an expected timeframe for service (for example a particular date and a span of time). It is the customer's responsibility to ensure that someone is available to show the service provider exactly where the service is needed.

### **Recommendations**

We recommend that FD&C:

1. Establish goals for the completion of the FAST service requests, by type of request;
2. Create a "triage" system to reorder and allocate resources based on its current workload and resource balance;
3. Establish timeframes for the completion of various project types;
4. Increase the monitoring of the FAST requests and investigate any request outstanding for more than the planned time; and
5. Involve customers further in the process.

### **ISS Response and OIG Comments**

ISS agreed with the recommendations except for creating a "triage" system. Management stated that a "triage" system is ill-suited for FAST requests and is "... unnecessary since mechanisms are in place (direct communication, ad hoc field evaluations, etc.) through entities such as Building Services and the AOC that provide the capacity, resources, and agility to respond to any unforeseen contingency."

Notwithstanding Building Services' and the AOC's flexibility to respond, we believe a more formal process of reviewing and prioritizing the FAST requests on a daily basis will complement the mechanisms mentioned above and will better ensure that more urgent or mission critical requests are expeditiously completed. We reaffirm our recommendation to implement a "triage" system to quickly evaluate incoming requests and reallocate resources as needed.

#### **VI. FAST Contains Inaccurate Data and Does Not Provide Useful Management Reports**

The FAST system may incorrectly show delays because service providers are not inputting project completion dates in a timely manner. For example, almost one hundred work orders assigned to the AOC appeared open as of January 16, 2007. Some of these were for work completed two months earlier. Similarly, 6 of the 44 work orders we tested were shown as open or had no completion date even though we suspected the work had been completed given the time elapsed since the work order had been placed. We also observed a significant number of open work orders dating from 2005 and 2004 that we suspected were closed or cancelled but not updated in the FAST system.

Customers should be able to check the FAST system to determine the status of service requests they have placed. However, due to the unreliability of the system, some customers have to contact FD&C directly to verify that the work has been completed. This places additional time burdens on FD&C staff.

We observed two shortcomings with the FAST system that limits its value. First, FAST lacks management reporting capabilities that would be useful to both FD&C and customers. For example, FD&C management could not provide us with the average completion time for requests, or the percentage of work orders completed by the requested date. Second, customers complained that the system deletes the record once a work order is completed. This prevents customers from conducting studies to determine the extent of work in various areas and the timeliness of service. Facility Services management told us that the FAST System will be replaced once the new CAFM system is developed.

**Recommendation**

We recommend that FD&C stress to the service providers the importance of inputting the completion date as soon as the job is completed.

**ISS Response**

ISS agreed with the recommendation.

## » CONCLUSION

FD&C is taking action to increase its oversight and proactive management, provide more accountability, while establishing a more effective, business-like process for its operation. The department's three-year long transformation effort appears to be going in the right direction, though – despite the time elapsed – it is still in an early stage of implementation and its long-term effectiveness has yet to be determined. The experiences of successful major change management initiatives in large organizations suggests that such initiatives can often take at least 5 to 7 years until they are fully implemented and the related cultures are transformed in a sustainable manner.

Sustained commitment and leadership continuity is required for continued progress. Current FD&C management has been on board since May 2004 and has provided much needed leadership continuity and expertise. The newly created supervisory coordinator position created in FY 2006 is vital to sustain improvements that have already been achieved, support further transformation efforts, and maintain operations during the transition.

Full implementation of the restructuring effort has been hindered by many roadblocks including inadequate funding, unclear guidance, and high staff turnover. Without top management accountability, sustained leadership, adequate funding, and an effective system to measure results, these long-standing problems will continue. Facility Services needs to take action to make FD&C a desirable place to work; doing so should facilitate more effective recruitment and retention of talented staff.

Finally, we commend ISS for taking prompt action to address our recommendations.

### **Major Contributors to This Report:**

Nicholas Christopher, Assistant Inspector General for Audits  
Patrick J. Cunningham, Senior Auditor



▶▶ APPENDIX: ISS RESPONSE

UNITED STATES GOVERNMENT

LIBRARY OF CONGRESS

**Memorandum**

Integrated Support Services

TO: Karl Schornagel  
Inspector General

DATE: August 31, 2007

FROM: Mary Levering  
Director, Integrated Support Services

SUBJECT: ISS Comments on Draft Audit Report No. 2006-PA-107, "Facility Design and Construction"

This is in response to your memo of August 10, 2006, requesting comments from Integrated Support Services on the Draft Audit Report No. 2006-PA-107, dated August 10, 2007, on "Facility Design and Construction."

Attached are the ISS Directorate and Facility Services (FACS)/Facility Design and Construction Office (FD&C) comments on this draft report. ISS agrees with most of the recommendations and has already taken steps to implement these.

Thank you for giving ISS the opportunity to review and comment on this draft report before it is issued in final.

Attachment: ISS Response to Draft IG Report

cc w/copy of attachment (ISS Response) and draft IG Audit Report:

- JoAnn Jenkins, COO
- Lucy Suddreth, LIBN
- Neal Graham, Chief, FACS
- Charon Ware, FACS/FD&C

**RECEIVED**

SEP 06 2007

INSPECTOR  
GENERAL

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Net: I:\director\admin\audits\2006-PA-107 FD&C memo

**Integrated support Services/Facility Services Response  
To Draft Audit Report No. 2006-PA-107  
August 31, 2007**

**General Comments:**

**1. IG Draft Report: Page 2, para 3 states:**

The scope of the audit included FD&C activities for FY 2006 and the first half of FY 2007. We excluded the Copyright Re-engineering project because it had a dedicated staff and was not generally a part of the FD&C normal workflow.

**FACS/FD&C response:**

The Copyright Re-engineering space renovation project is a model of how projects can be successful, if the appropriate resources are dedicated to the project. As the first major project under the new Facility Services management team, we worked diligently on our strategic approach to this major project. Multiple planning meetings were conducted before deciding on a team configuration. This model is similar in concept to the "to-be" model within FD&C for routine Facility Plan projects, i.e., resources will be dedicated to a specific service unit through the project life cycle. In both cases, the model makes available the organic resources dedicated to FD&C (which were added during the past 4 years) which include a Supervisory Project Coordinator, Fire Protection Engineer, and Computer Aided Design (CAD) contract support services. Prior to 2003, this array of resources was not readily available. In both models, project teams rely on this reach-back capacity which minimizes delays and improves productivity. We agree with the report in that the majority of FD&C limitations to-date were insufficient permanent human resources assigned to FD&C.

**2. IG Draft Report: Page 4, para 2 states:**

Since 2002, FD&C workload has increased, partly due to the aging Madison Building (which is nearing 30 years of age), ...

**FACS/FD&C response:**

It should be noted that the Congressional Accountability Act of 1995, implemented in 1997 has also greatly increased the workload on Facility Services as a whole, and has placed additional demands on FD&C staff. The Act has driven the development of the AOC design manual, which requires that OSHA requirements be included into the 100% design model that the Library must follow. Prior to 1997, the requirements to communicate construction documents to the AOC required less technical skills. Adding these requirements to FD&C skills has further drained already limited resources. Facility Services has requested in 3 separate congressional budget cycles (FY04, 05, and 06) both human and capital resources, citing the Congressional Accountability Act and the Library's Inspector General audits as evidence of the requirements, with very limited success. In FY2006, ISS received one (1) GS-14, FTE (Space Planning Officer) and one Fire Protection Engineer FTE (GS-13) and \$299,000 for 3 years only (FY06-08) which has helped fund implementation of the Computer Aided Facility Management (CAFM) System, space utilization surveys and partial funding for business process re-engineering.

**3. IG Draft Report: Page 5, para 2 recommends:**

**FD&C use time control reports to monitor staff efficiency and account for facility costs.**

**FACS/FD&C response:**

Time control reports are embedded in the current FD&C workplace model, but prior to the fourth

quarter of FY 2007, no personnel resources were available to monitor or manipulate the model for data. A Program Specialist position (GS-11) was funded by the ISS directorate in FY07 and an incumbent was hired in the fourth quarter of FY 2007, who is tasked with executing analysis of time control reports, among other assignments.

**4. IG Draft Report: Page 6, para 2 mentions:**  
**Facility Services was discussing the creation of permanent Junior Designer positions with Library management during the fieldwork phase of OIG's audit.**

**FACS/FD&C response:**

Since the fieldwork phase of OIG's audit, Integrated Support Services (in response to the earlier ISS request to LC management for FTE ) has received 4 FTE from another Service Unit and is using ISS funding to support the creation of permanent Junior Designer positions that are being posted in late summer 2007 (September).

**5. IG Draft Report: Page 6, para 2 states:**  
**... Facility Services has provided FD&C additional personnel resources in the form of FTEs.**

**... Facility Services recently received approval to convert FD&C's NT positions to full-time permanent except for the junior designers.**

**ISS Directorate response:**

The Facility Services Division did not have extra staff resources available within its own division to support FD&C's growing personnel needs. However, the new ISS Director (appointed in May 2003), recognized in consultation with the Facility Services chief the urgent need to provide additional resources to support Facility Services and FD&C's large workload. During the summer of 2003, and after review of ISS resources available in other ISS divisions and accounts, she authorized FD&C's hiring of three (3) additional 3-year GS-12 NTE interior designers through July 2006. To do this the Director "lent" funds and FTEs to FD&C from other ISS offices that had temporary vacancies. One of the initial goals was to help FD&C eliminate its 3-year backlog of ergonomic installations for which the design work and procurement had been completed with large amounts of new ergonomic furniture in storage, awaiting supervised installation.

In addition, during 2003-04 the ISS Director transferred a GS-6 Office Automation Assistant from another ISS division to FD&C (who was then dedicated to doing data entry in the PDT system for all new furniture procurement for FD&C); funded and authorized creation of a GS-9 Supervisory Office Manager for FD&C; supported relieving the GS-13 Construction Engineer of time-consuming supervisory responsibilities for supervising the Building Services team (which the FACS chief then reassigned a newly created position of Head of Facility Operations), and provided funding for a re-engineering contract and for initial procurement of the CAFM system during 2003 and 2004.

In subsequent years, the ISS Director continued to provide additional support to Facility Services, particularly to help FD&C. She provided additional funding for conversion of a GS-12 designer position to a GS-13 Supervisory Project Coordinator position in 2005; authorized ISS funding and the re-posting in 2006 of the three (3) additional 3-year NTE ergonomic designers approved earlier in 2003 while she sought permanent funding for 4 (of the 6) 3-year NTE designer positions in order to help FD&C permanently, since it now appears that the FD&C workload has expanded permanently (beyond ergonomic replacement work) in order to support LC workforce transformation requirements. Despite the budgetary restrictions of the FY07 budget based on FY06 funding levels, the ISS Director authorized ISS funds on a permanent basis to support FD&C's recruitment of 4 additional permanent designers (to

replace the 3-year NTE ergo positions), bringing to a total of 9 the number of senior interior designers assigned in FD&C (7- GS-12s, and 2 GS-13 supervisory staff).

The ISS Director also authorized the recruitment in 2006 of four 2-year NTE junior designers (replacing contractors), again “lending” FD&C four (4) FTE from other ISS temporary vacancies, while she sought permanent FTE from outside the directorate.

The director also provided ISS funding for the ISS portion of a new position of GS-15 Senior Construction Engineer in June 2006, to provide oversight on behalf of Facility Services and the Library for Ft. Meade construction. She also provided ISS funding and an FTE in 2006 for the Facility Services chief to add a GS-11 Program Specialist position to support the Chief’s burgeoning workload, including FD&C oversight.

All in all, ISS has provided over \$2 million additional support to Facility Services in the past 4 years from its own budget by re-allocating some FTEs after ISS retirements, redefining skill sets needed for the future, possible in other ISS areas, while trying not to harm other essential services provided by ISS.

**6. IG Draft Report: Page 7, para 4 states:  
In addition, hiring Junior Designers to handle the FAST requests, among other duties, has provided more time for Senior Design Coordinators to perform supervisory functions.**

**FACS/FD&C response:**

Senior Design Coordinators do not supervise. The sentence should read: “...has provided more time for the Design Supervisor and the Project Supervisor to perform oversight functions.”

**7. IG Draft Report: Page 7, para 5, line 5 states:  
... The FD&C Manger’s decision to separate design from project ...**

**Facility Services division response:**

The decision to separate design from project implementation, and the decision to hire junior designers were made by the Chief of Facility Services, prior to the selection of the current manager of FD&C. The new manager should be commended for her resilience in the execution of the strategic plan that she inherited. It has taken over 3 years to implement this strategic plan.

**8. IG Draft Report: Page 11, para 2 states:  
...FD&C has improved communication and coordination with its customers, the AOC, and the Safety Services Office. FD&C now involves stakeholders earlier in the project process and meets more regularly with them.**

**FACS/FD&C response:**

In addition to the role of the Project Supervisor, it should be noted that the improved communication and coordination is also attributed to regularly scheduled meetings with Service Unit/Support Unit leadership and AOC peer-to-peer meetings.

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**FD&C Responses to IG Recommendations:**

**Problem I: FD&C’s Workforce Planning Strategy Has Not Been Effective**

**Recommendation I.1: Collect the information needed to effectively forecast the staffing resources required by FD&C.**

**FACS/FD&C Response: Agree.** This recommendation is in progress and will be executed in the second quarter of FY 2008. The information FD&C requires to effectively forecast staffing resources is project square footage, staff counts, and project scope. Information gaps occur when unaccounted resource demands arise from projects falling between those small projects that evolved from a FAST request or other non-Facility Plan source. The appointments of a Construction Coordinator and a Fire Protection Engineer have minimized the impact of non-Facility Plan support requirements for projects, however the support requirements that are too large to be considered FAST requests must be still addressed.

The ISS FY07 staffing plan included converting 4 of the 6 GS-12 ergo designer NTEs to permanent FTEs in FD&C, converting the 4 NTE junior designers to FTEs and posting of permanent positions for junior and senior designers with a goal to provide a stable and adequate workforce. Additionally, FD&C's Facility Project Plan for FY 2008 will be composed of a manageable number of projects, reflecting current staffing levels. FD&C's workforce planning model has been in place since 2004. Staff attrition (turnover in temporary NTE positions) was a major contributor to FD&C's inability to complete all of its major projects in the past few years. Furthermore, FD&C will establish a baseline for project completion for FY 2007, enabling the section to measure progress during forthcoming fiscal years. FD&C has developed FAST system and project status metrics to gauge progress and ensure that efficiency and economy are consistent with resources expended. Additionally, an IDIQ design services contact (award scheduled for Aug 2007) when in place will provide flexibility of unforeseen support requirements, and will be funded through a combination of ISS and other SU/SU funding sources.

**Recommendation I.2: Explore procuring technical expertise using GSA's Indefinite Delivery/Indefinite Quantity (IDIQ) contracts.**

**FACS/FD&C Response: Agree.** This recommendation is in progress and an award was scheduled for August 28. A Statement of Work was submitted to the Contracts Office in May 2006, for an Indefinite Delivery/Indefinite Quantity (IDIQ) solicitation to obtain Architectural and Engineering services from various vendors. After a year of inconsistent Contracts Office support, the solicitation was finally issued in April 2007.

**Problem II: FD&C's Project Management Approach is Unstructured and Undisciplined**

**Recommendation II.1: Place a priority on completing the Project Delivery Manual. This may entail fitting this task in around the growing day-to-day needs of advising and supervising staff.**

**FACS/FD&C Response: Agree.** The Project Delivery Manual and any additional manuals necessary to develop staff will be deliverables of the pending Facility Services Business Process Reengineering contract.

There were two failed business process re-engineering contracts in FY 2006 and FY 2007, which forced existing management and supervisory staff with limited time availability to develop documentation for the Project Delivery Manual. The manual's current 60% completion status is largely due to their significant efforts.

The new solicitation for Business Process Reengineering should be awarded prior to the end of FY07, according to Contracts Office reports. FD&C hopes to make progress with all of the manuals required to support the FD&C staff development with uniform policies and procedures and employee development procedures, using various automated tools and training. FD&C hopes to use the limited resources

available to move this major effort forward. Both the Chief of Facility Services and the Manager of FD&C see Business Process Reengineering as the single most important activity required to ensure FD&C staff development and uniformity with the centralized support requirement.

**Recommendation II.2: Develop a checklist of project general parameters and requirements, functional and technical requirements, design provisions, and design objectives required for the project. This checklist should be prepared at project onset by the FD&C Senior Design Coordinator in concert with the customer.**

**FACS/FD&C Response: Agree.** This recommendation has been completed in the form of a Project Process checklist that is reviewed and revisited with the customer at the onset of a project and during a project's lifecycle.

During FY 2007, FD&C required staff to document project requirements in the form of a standard programming document which captures customers' requirements. FD&C's project process document is a reference guide outlining the necessary steps to shepherd a project through its life cycle. Because a clearly defined statement of work is a key component of successful project stewardship, FD&C is facilitating a group training contract on developing performance-based statements of work of in FY 2008.

Additionally, a standard Required Documents Form is included in all master project files for the administrative team to ensure that complete documentation is sustained and withstands attrition and project reassignment. This form identifies the required elements and documents for all files (signed program, budget, schedule, drawings, etc)

**Recommendation II.3: Consider taking customers to vendors' showrooms to better visualize the design concepts.**

**FACS/FD&C Response: Disagree.** This recommendation does not support the implementation of Library space standards as recommended in IG Audit PA-2004-104. Visualization of design concepts will be achieved by FD&C for customers through isometrics and product cut sheets.

Showroom visits with the customer are counterproductive since the products shown may be impractical, unavailable, and/or incompatible with existing Standard Library products, and beyond budgetary means. FD&C staff development includes showroom visits, product presentations, and the review of industry material. Knowledge gained through staff development will be shared with customers in situational and group settings. Available model workstations congruent with best business practices have been installed throughout the Library campus for the Copyright Office, Library Services, and the Office of Strategic Initiatives and may be reviewed by the customer.

**Recommendation II.4: Consider using more moveable furniture.**

**FACS/FD&C Response: Agree in Part.** While moveable furniture has some advantages, the Library's investment in its current systems furniture is very substantial, in the tens of millions of dollars, and one of its major cost benefits is flexibility, interchangeability and ease of re-use. Thus, the investment value for new, moveable systems furniture would need to be determined at the end of the current product life cycle in 2014. The return on investment of the current modular product will be assessed during FY 2010.

**Recommendation II.5: Implement post occupancy evaluations to assess the outcome of its design effort.**

**FACS/FD&C Response: Agree.** FD&C has already developed a post occupancy evaluation. This effort is in place and is issued at the completion of each project. For example, overall customer satisfaction during the third quarter of FY 2007 met or exceeded metric parameters. During this period, FD&C received positive feedback from 92% of evaluation respondents. FD&C is working with the remaining 8% of customers who provided negative feedback to ameliorate their dissatisfaction.

A long-term post-occupancy evaluation is being developed to further ensure customer satisfaction and evaluate project management benchmarks. It will be introduced during the fourth quarter of 2008.

**Problem III: Ineffective Coordination with Logistics and Contracts Has Delayed Projects**

**Recommendation III.1: We recommend that FD&C continue working with the Contracts Office and Logistics Section to improve communication and coordination between the two offices. Specifically, FD&C should assign a liaison to act as a channel between it and the other offices, so as to avoid multiple communication sources and conflicting instructions.**

**FACS/FD&C Response: Agree.** The separation of the Contracts Office and the Logistics Section fragmented the continuity of service previously provided to FD&C, which both have manager/supervisors, new to the Library since 2004-5. Contacts between FD&C and the Contracts Office in the Office of the Librarian and the now separate Logistics Section (in ISS) are ongoing and communication and coordination are improving. Additional funding provided by ISS enabled the Contracts Office to hire a Contracting Officer dedicated to ISS contracts work which improved contract delivery services to FD&C in the latter part of 2007. The new liaison relationship works well for FD&C service delivery. The FD&C Office Automation Assistant provides liaison support for documentation transmission to the Contracts Office. FD&C meets weekly with the Contracts Office to review contract status.

A bi-weekly meeting with Logistics to coordinate delivery schedules was initiated in August 2007. The FD&C Office Automation Assistant will provide liaison support for shipment coordination. The Acting Head of Logistics and the Assistant Head of Logistics is committed to providing the communication support which FD&C requires.

**Problem IV: FD&C's Centralized Space Planning Role is Unclear**

**Recommendation IV.1: We recommend that the Librarian reinforce Facility Services centralized role in space planning and design.**

**FACS/FD&C Response: Agree.** Through dedication and professionalism, FD&C has gained credibility with the SUs and is the sole authority for the development and execution of design for the Library. This credibility was gained through delivery efficacies gained over the last 4 years. SU/SUs space liaisons are asked to continue to provide their requirements to FD&C for interpretation. FD&C has supported the customers' needs for drawings by making all LOC spaces available in .pdf format on the network. Monthly coordination meetings with the SU to provide a forum for open discussion and foster understanding of FD&C's capabilities. Occasional meetings are held with Support Units.

In FY 2006, 74 out of 103 projects (71%) on the FD&C Facility Project Plan were completed or were in progress, notwithstanding the workforce issues caused by staff attrition. The remaining projects were on hold or were rescheduled because of SU priority adjustments or resource availability. During the third quarter of FY 2007, 55 out of 69 projects (79%) on the FD&C Facility Project Plan were completed or were in progress as FD&C approached a full staffing level. Now full staffed, FD&C's role and authority in project planning and delivery will continue to be reinforced.

A key deficiency in streamlining and centralizing FD&C's authority in space planning and design is the decentralization of the furniture and furnishings (F&F) budget. Several years ago the Library decentralized the F&F budget, giving individual control of these funds to the Service Units. This practice, which is not an industry best practice, creates a number of operational and fiscal inefficiencies for the Library at large. In addition to creating inequitable levels of fit and finish in spaces, the decentralization of this budget create a workload demand for procurement that cannot be planned, excessive and uncontrollable inventory, and an indiscriminate waste of fiscal resources, particularly at fiscal year end.

The Librarian issued in January 2007 a space standards policy that clearly identified Facility Services as the authority for space planning and use. Consistent with OIG recommendations, responsibility for agency-wide space planning and assignment recommendations has been delegated to the GS-14, Space Planning Officer within Facility Services. Automation initiatives supported by the ISS Directorate and advanced by the Facility Services chief include modernization of FD&C Computer Aided Design (CAD) capabilities and acquisition and implementation of the Computer Aided Facility Management System (CAFM), which have both drastically improved Facility Services space planning capability.

In FY06/07, ISS funded and Facility Services conducted a physical building survey of all on and off-campus space, and the data have been added to both the CAD and CAFM systems. These surveys produced information regarding space occupancy, space types, individual space occupants, and comparative data required to make decisions. Space management decisions are recommended by the new Space Planning Officer and approved by the Facility Services division chief, prior to FD&C receiving space allocations for design and renovation. FD&C expects to work with the Space Planning Officer to add more elements to the data base that will improve the delivery of services, i.e., data regarding the furniture component parts, which will eliminate the need for a furniture inventory prior to starting a project.

**Problem V: FD&C Is Not Effectively Monitoring and Assessing FAST Service Delivery**

**Recommendation V.1: Establish goals for the completion of the FAST service request by type of request.**

**FACS/FD&C Response: Agree.** During FY 2007, FD&C staff increased its response time to service requests and purged erroneous data from FAST. The appointment of 4 Junior Designers in the summer of 2007 further expedited FAST requests. Prior to FY07, requests for service that previously took months to deliver are now occurring within weeks and in some cases days. As a 3<sup>rd</sup> quarter FY08 deliverable, FD&C will be establishing baseline service level agreements for FD&C based services. The FD&C Acting Project Supervisor is currently facilitating this effort with all project service providers. Additionally, ISS funded an additional (fifth) 2 year NTE junior designer to support the Copyright BPR construction project and assist FD&C and Facility Operations with backlogged FAST requests resulting from numerous safety reviews by Office of Compliance inspections of Library buildings and others, identifying safety hazards in Facility Services – managed spaces (including all public spaces on Capitol Hill and reported in the AHAP (Automated Hazard Abatement Program) system).

Consistent with OIG 2002 recommendations, the FAST system (Facilities Automated Service Tracking system) was established to improve tracking and control of routine work requests. FD&C performance metrics for work orders and building deficiencies reported in FAST are reported monthly to the LC Chief Operating Officer, Director of ISS and Chief of Facility Services. Affirmation of meaningful metrics and development of integrated management reporting is ongoing.

**Recommendation V.2: Create a "triage" system to reorder and allocate resources based on its current workload and resource balance.**



**FACS/FD&C Response: Disagree.** The FAST system is not the sole source of workload for FD&C. In addition to FAST Request activity, the current model for distribution of work is designed to support the priorities of the SUs through furniture and furnishings procurement and Facility Plan Project work. The FAST system was implemented to eliminate paper service requests and does not have a resource planning module.

A version of the "triage" system recommended by the IG is currently used to assess projects for the FD&C Facility Project Plan, but is ill-suited for FAST requests. A system for reordering and allocating resources for FAST requests is unnecessary since mechanisms are in place (direct communication, ad hoc field evaluations, etc) through entities such as Building Services and the AOC that provide the capacity, resources, and agility to respond to any unforeseen contingency.

**Recommendation V.3: Increase the monitoring of the FAST requests and investigate any request outstanding for more than 10 days.**

**FACS/FD&C Response: Agree.** FD&C staff attrition of staff in NTE positions (not yet permanently funded in 2006-07 resulted in some neglect of routine FAST monitoring and completed requests were at times not purged from the system. Metrics measurement and 1-day, 4-day, and 10-day triggers are embedded in FAST requests to alert FD&C staff and management of service request status. A lead Junior Designer will be assigned to monitor FAST requests and investigate outstanding service requests during the third quarter of FY 2008. The ISS Directorate provided special funding in FY07 for one (1) 2-year Junior Designer, dedicated to resolving all FAST requests resulting for identified hazards that need to be abated (and reported in the AHAP system), mentioned in V.1.

**Recommendation V.4: Involve customers further in the process.**

**FACS/FD&C Response: Agree.** This recommendation has been implemented. FD&C staff are required to regularly contact customers during a project's life cycle. Communications address schedules, programming, and other project related issues. Additionally, a bi-weekly status report is developed and distributed.

**Problem VI: FAST Contains Inaccurate Data and Does Not Provide Useful Management Reports**

**Recommendation VI.1: We recommend that FD&C stress to the service providers the importance of inputting the completion date as soon as the job is completed.**

**FACS/FD&C Response: Agree.** Periodic data cleanups in FAST are ongoing. FD&C management checks FAST status at least once daily and a lead Junior Designer will monitor FAST request status and will deliver standard reminder notification to all service providers beginning in the third quarter of FY 2008. FD&C and FACOPS is working with the individual service providers to minimizing the time delay of updating the completion date information in the FAST system.

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