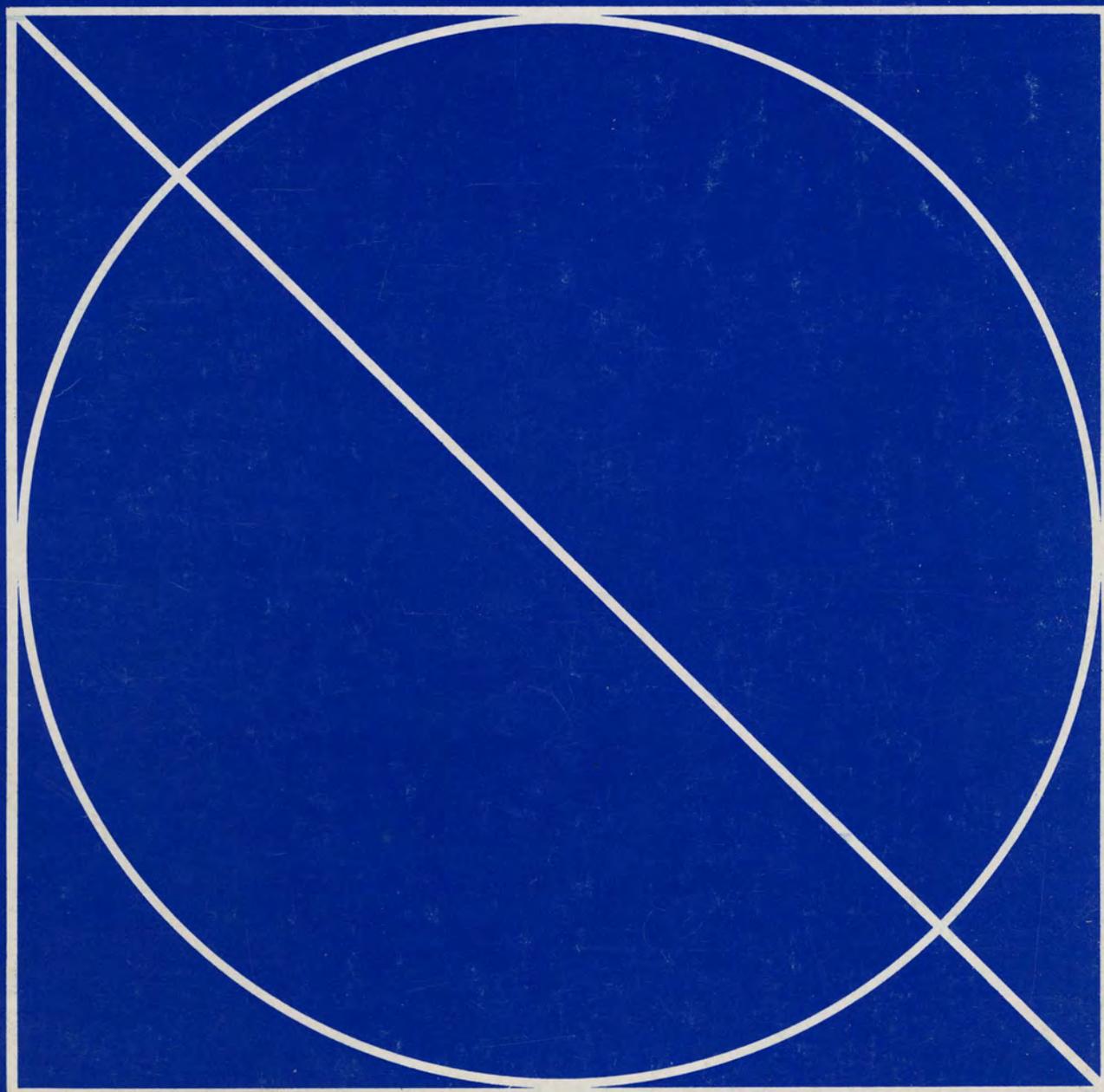


**1973  
Annual Report**

**General  
Services  
Administration**

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# GSA Leadership

- 1 Dwight A. Ink, *Deputy Administrator*
- 2 Allan G. Kaupinen, *Assistant Administrator*
- 3 Ronald E. Zechman, *Acting Associate Administrator, Office of Federal Management Policy*
- 4 Dr. James B. Rhoads, *Archivist of the United States, National Archives and Records Service*
- 5 Larry F. Roush, *Commissioner, Public Buildings Service*
- 6 M. Shy Meeker, *Commissioner, Automated Data and Telecommunications Service*
- 7 Michael J. Timbers, *Commissioner Federal Supply Service*



Arthur F. Sampson, *Administrator of General Services*



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# History

After the American Revolution, as the world watched, our founding fathers brought together the elements of a cohesive Government to meet the needs of the people. As that Government grew, so did its own needs. Today, the U.S. General Services Administration provides for those needs...but it wasn't always that way.

## Supplies to Work With

Can you imagine the time lost if every time a Federal employee ordered a pen, a desk or a piece of paper, that order had to be personally signed by the Secretary of the Treasury?

Back in 1792, when Alexander Hamilton was Secretary of the Treasury, this was the case. It's no wonder that Hamilton soon began looking for a better way to handle that bureaucratic burden.

By 1795 the Office of Purveyor of Public Supplies was established in Treasury "to conduct the procuring and providing of all arms, military and naval stores, provisions, clothing, Indian goods, and generally all articles of supply requisite for the service of the United States..."

This forerunner of GSA's Federal Supply Service made disbursements to farmers, small factory-in-home manufacturers, and other craftsmen who were the first private suppliers to the Government.

However, this attempt was not too successful. During the War of 1812, with the expansion of military procurement, the office was abolished and individual agencies set up their own procurement and supply programs. This hit-and-miss, expensive way of supplying the needs of Government was the object of several studies. By the turn of the century a special Commission found that agencies were purchasing 133 different kinds of pencils, 268 varieties of pen points, 28 kinds of ink...and all at different prices.

## Space To Work In

In 1790, when Congress provided for a permanent capital on the banks of the Potomac, three commissioners were appointed to provide office space for the fledgling Government. In addition, they were charged to lay out the entire street plan for the new "Federal City."

They didn't get much financial support for their endeavor; the commissioners were forced to act as real estate entrepreneurs, selling lots in the city to earn money to operate their service.

During James Madison's Administration, the triumvirate was replaced with a single commissioner who reported to the President, and later to the Secretary of the Interior. By the time of the Civil War he was responsible for the repair and maintenance of the Capitol and White House, construction of the Patent Office Building, and the repair and operation



*The new U.S. Government needed supplies to work with, space to work in, and its priceless records protected—the roots of GSA's mission.*



of the "Long Bridge" over the Potomac. Included in his staff were watchmen, gatekeepers, furnace keepers, "draw keepers" on the bridges, and lamplighters.

This forerunner of GSA's Public Buildings Service had responsibility only for buildings in Washington. The Office of the Supervising Architect in the Treasury Department supervised the Government's building activities, such as customhouses and mints, outside the District of Columbia.

## Keeping The Nation's Records

In the early years of our nation, the Department of State had responsibility for preserving original statutes, treaties, Executive Orders and proclamations, the records of the Continental Congress and the Congress of the Federation. Little else was guarded.

The first real threat to our priceless records came in 1814 when the British burned Washington. The Declaration of Independence, Constitution and other early records were packed in coarse linen bags and carried by cart to an empty house in Leesburg, Virginia, 35 miles from the flames. The keys to the building were entrusted to a local clergyman.

In 1841 Daniel Webster, Secretary of State and in charge of the Patent Office, ordered that the Declaration be displayed in the new Patent Office Building. And there it hung, opposite a window exposed to the fading rays of the sun, until 1876. Later it was displayed in the State Department's library.

Finally, in 1894, the State Department announced it would remove the faded document from exhibit to secure its present condition.

By 1934, a century and a half of U.S. history had passed yet none of the permanently valuable records of the nation were being made readily available to researchers, scholars and historians. That year, National Archives was created by law and the mammoth task of assembling and organizing the records was

begun. The search led to attics and garages, as well as agency files slowly building a permanent history of our nation. The home for these records, the National Archives, was ready for occupancy in 1935.

## Putting It Together

In 1947, a Commission was appointed to take a look at the manner in which the administrative activities of the Federal Government were being handled; it found a haphazard system. The Commission reported that the activities, services, and needs of the U.S. Government had been "piled helter-skelter on the honest foundation . . . of the Constitution." The Depression, New Deal and war had forced formidable growth in Government without the kind of skeletal changes needed to support a rapidly sprouting system.

The result? Senseless duplication, excessive cost and confusion in handling supplies, keeping records, and providing space, as Federal agencies attempted to take care of their own needs.

Major problems included:

- a backlog of approximately 198 building construction projects.
- unreliable, inconsistent figures for Federal supply buying.
- overlapping of Federal Government records.
- a disposal system that was completely disjointed.

The Commission recommended an "Office of General Services" that would assume the responsibilities of the Treasury Department's Bureau of Federal Supply, the National Archives and the Public Buildings Administration together with the War Assets Administration.

Divided, these agencies had little authority to accomplish their missions, and their responsibilities did not extend Government-wide . . . even in the Capital area.

## National Archives and Records Service

In 1949, there was a new spirit in the Corinthian-columned archives building in the Federal Triangle. With the creation that year of the General Services Administration, the National Archives became the National Archives and Records Service with increased duties for Federal records management.

This would be a difficult assignment. According to the first GSA Annual Report, "Almost five times as many records were created during the Depression and World War II as in the history of the Federal Government."

The first Administrator of General Services expressed the need for the establishment of regional records centers and for cooperation by Federal agencies with NARS management specialists in reduc-

ing the rate of accumulation of records. There was one Presidential library in those days, Franklin D. Roosevelt's at Hyde Park, N.Y. That was 25 years ago.

Today, there are 22 institutions in the system: the National Archives in Washington, 15 regionally located records centers which have 11 archives branches, and 6 Presidential libraries. Holdings now total about 13.2 million cubic feet of records.

## Staff Offices

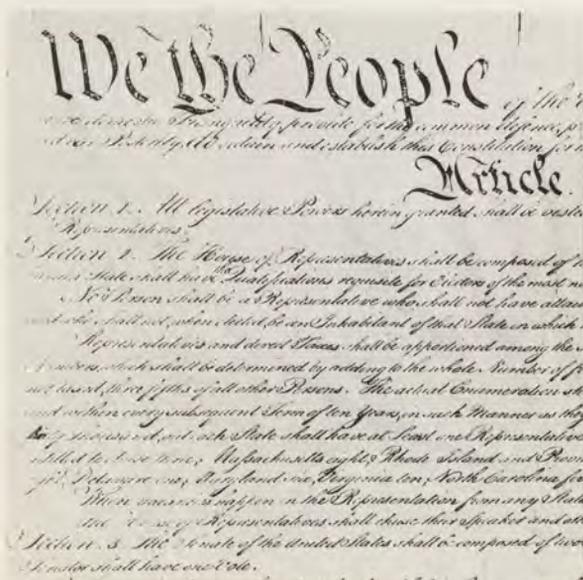
To keep all facets of its many programs operating at peak efficiency, several staff offices exist to coordinate with GSA's four services:

- The Office of the Administrator contains the major coordinating offices, maintains liaison with all regional affairs, and handles the information necessary for good relationships with other agencies, the Congress, the media, and the general public.

Within the realm of its responsibilities also lies the management of the two new offices—the Office of Federal Management Policy and the Office of Preparedness, as well as the Office of Stockpile Disposal. In addition, reporting to the Office of the Administrator are the Office of Civil Rights, the Board of Contract Appeals, the Federal Information Center Program, the Business Service Centers, and the Consumer Product Information Center.

- The Office of Administration provides the management and financial expertise essential to the daily operations of the agency, including central staff support and assistance, to all parts of GSA in areas of budget, finance, audits, investigations, and personnel and document security programs.

It also provides, on a contract basis, expert administrative support for more than 30 independent commissions, committees, study groups and special offices created by the President or the Congress.



# America's Cultural Heritage

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Bringing to light hidden treasures documenting America's founding fathers' efforts in setting up the Government, restoring Federal buildings of architectural and historical merit, commissioning new fine arts projects—all these are thrusts of new or expanded programs at GSA. The merits of such programs are obvious. They will enlarge and preserve our Nation's cultural heritage as we move deeper into the Bicentennial Era.

## Bringing The Past To The Present

At the National Archives new efforts are underway to preserve the yesterdays of our country's history, bringing to life for the researcher and the historian priceless records needed to properly mark the Nation's 200th anniversary.

NARS will also greet the Bicentennial in new dress. The National Archives Rotunda, its main exhibition hall, has been newly refurbished—its stonework sandblasted, its marble polished. The Rotunda, the permanent home of the Declaration of Independence, the Constitution, and the Bill of Rights, is sure to be a magnet for the millions of tourists who will visit our capital during the 1976 celebration.

An important part of GSA's mission during the Bicentennial Era is to call to the attention of the American people the wealth of historical documents in its custody. The National Archives and Records Service of GSA has a tradition of providing a high level of service to researchers, to historians, and to those who require official information about their forefathers, or about those who have served in our military services.

Many of the early records of our country have never been adequately arranged. New emphasis has been given to this technical and complicated work, as well as the twin task of improving cataloging so that researchers can use them properly.

This program is already underway. As part of its

work in preparation for the Bicentennial Era, GSA is developing computer-assisted indexes to the Journals and Papers of the Continental Congress. Through these indexes, for the first time researchers will have at their fingertips the full potential of these precious documents for historical study and use.

Newly produced microfilm publications of the War Department Collection of Revolutionary War Records and Revolutionary Pension Files will enable, again for the first time, the use of these records outside their National Archives home. There will also be descriptive pamphlets for all related Revolutionary and pre-Revolutionary Era records documenting the founding of our Nation.

Scholarly conferences and lectures, issues of journals, exhibits of the documents of American history will also improve public and professional understanding of the beginnings of our nation.

To ensure that effective and orderly preservation of our documentary-heritage will continue in the future, NARS and the Society of American Archivists will host the 1976 quadrennial meeting of the International Council on Archives in Washington, D.C. Close to 1,000 archivists from across the globe are expected to attend.

Two new broad-based organizations of the National Archives seek to stimulate interest in its resources. One group, Associates of the National Archives, offers special lecture series, tours, and other benefits. The other, the Americana Committee of the National Archives, seeks to obtain, by loans and gifts, examples of fine furniture and the decorative arts from America's past. These are to be used in selected areas of the National Archives Building.

"Films at the Archives"—weekly programs emphasizing motion picture records in the National Archives to encourage their use for scholarly and educational purposes—have become a Washington institution.

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Apart from preserving yesterday's records and planning for tomorrow's researchers, NARS continues its important services of compiling and distributing the *Federal Register*, the *United States Statutes at Large*, the *Public Papers of the Presidents*, and other issuances. Its records management program enables other agencies of the Federal Government to save millions of dollars annually by designing and promoting more effective paperwork systems.

Through its system of Presidential Libraries NARS seeks to ensure preservation and public access to the papers of the Presidents. By authority of the Presidential Libraries Act of 1955, the Government accepts and operates Presidential Libraries built by private donations.

Some 1.6 million persons visited the museum sections of the Presidential Libraries in fiscal 1973 to view professionally prepared exhibits on the Presidents and significant events of their times.

## Echoes Of the Past

Preserving the best of America's past keeps its history alive. GSA exemplifies its belief in this idea by preserving our cultural artifacts through its stepped-up program of Historic Preservation.

In response to President Nixon's call for greater Federal efforts to preserve such distinctive architecture, GSA has nominated 15 Federal buildings to be listed in the *National Register of Historic Places* with more expected for the list in the near future.

GSA is also empowered to donate surplus historic property to state and local governments. The new owners may devote part of the buildings to income producing uses so that they can afford to preserve and improve them. Under P.L. 92-362, signed by President Nixon in 1972, the recipient is required to maintain the building's historic features in perpetuity. Finding new uses for historic buildings not only

makes it more feasible to preserve them, it makes them an active part of a modern city.

## Fine Arts In Federal Buildings

Its red steel structure flashing in the sunlight, unique sculpture by Alexander Calder, presently being fabricated, will adorn Chicago's Federal Center next spring.

It is part of GSA's renewed program to provide the finest in contemporary art to complement the architecture of new Federal buildings. Under the program, one half of one percent of new construction costs is being devoted to the fine arts. Other exciting fine arts projects are being commissioned by GSA from Minnesota to Texas.

The agency is presently concerned with preserving, cataloging, and restoring artworks created during the

*GSA's historic preservation program—saving historic Federal architecture to bring the past to the future.*



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consumers. As an example, tin sold for \$1.82 a pound in March 1972. By mid-summer 1973, it sold for \$2.12 a pound—a 16 percent increase. Another example is rubber. In March 1972, it sold for 16.7 cents a pound. In little more than a year, it rose to 31 cents a pound, or an increase of 80 percent. Approximately 130,000 long tons of rubber will be declared excess under the proposed disposal program—the Government's entire supply.

Rubber is one of 32 commodities no longer considered essential for national security, but one of many experiencing substantial price increases in today's market.

The new disposal program will hold down the price of many items common to the average U.S. household—from tires to tin cans.

GSA stores a total of 40 million tons of stockpile items at 130 locations throughout the U.S. Under existing programs, the agency has been selling and shipping an average of 1.7 million tons a year. This figure is expected to increase very sharply over the next several years.

Through a carefully-planned reduction and sale of stockpile materials, the Government hopes to stem the inflationary market trends, promote more stable commodity prices, improve the balance of payments, and help balance the budget.

## Records Management

It's no wonder the Government executive acquired the image of a paper shuffler. It takes 500 million man-hours of labor each year to file the more than 300,000 tons of paper used annually by the Government. The bill for that filing goes over \$2.8 billion.

It's no secret that good records management practices save money. Assuring that they are introduced and maintained by Federal agencies is a never ending job.

The NARS Office of Records Management works



*Federal agencies avoided \$38 million in costs during 1973 through good records management practices. NARS works year in—year out at this task to save this money.*

year-in and year-out at this task. During fiscal 1973, this GSA unit—by means of records management workshops and direct assistance in organizing records management programs and simplifying paperwork—enabled Federal agencies to avoid \$38 million in costs.

The number of technical assistance projects both reimbursable and nonreimbursable increased from 130 in the previous fiscal year to 239—without a corresponding increase in staff.

Thus, the ratio of savings to the amount spent on this activity was twelve to one.

# Summary Of Operations

Federal Supply	Fiscal Year 1973	Fiscal Year 1972	Fiscal Year 1963
1. Store Sales (Thousands of Dollars)	518,653	522,075	292,146
2. Nonstore Sales (Thousands of Dollars)	282,712	310,723	154,828
3. Store Line Items Shipped (Thousands)	8,182.0	8,353.5	5,889.7
4. Number of Supply Distribution Points	84	85	47
5. Total Procurement (Millions of Dollars)	<u>1,779.8</u>	<u>2,166.5</u>	<u>1,256.7</u>
6. Interagency Motor Pools:			
a. Number of Pools in Operation	98	98	75
b. Mileage (Thousands)	718,848	635,195	294,438
c. Number of Vehicles in Pool (June 30)	62,686	60,816	27,487
d. Sales (Millions of Dollars)	77.5	67.7	24.5
<b>Property Management And Disposal</b>			
1. Personal Property (Acquisition Costs— Millions of Dollars):			
a. Transfers to Other Federal Agencies	1,006.2	920.1	475.1
b. Donations	396.5	419.8	343.8
c. Sales	<u>57.7</u>	<u>70.4</u>	<u>39.5</u>
Total	<u>1,460.4</u>	<u>1,410.3</u>	<u>858.4</u>
2. Real Property (Acquisition Costs— Millions of Dollars):			
a. Further Utilization of Federal Agencies	257.0	174.0	144.7
b. Other Surplus Disposals (Donations, etc.)	294.0	151.0	122.1
c. Sales	<u>151.0</u>	<u>122.0</u>	<u>360.0</u>
Total	<u>702.0</u>	<u>447.0</u>	<u>626.8</u>
3. Defense Materials:			
a. Strategic and Critical Materials Inventory (Acquisition Costs - Millions of Dollars)	5,655.8	6,088.2	8,592.1
b. Sales Commitments (Millions)	558.0	146.3	110.4

## Public Buildings

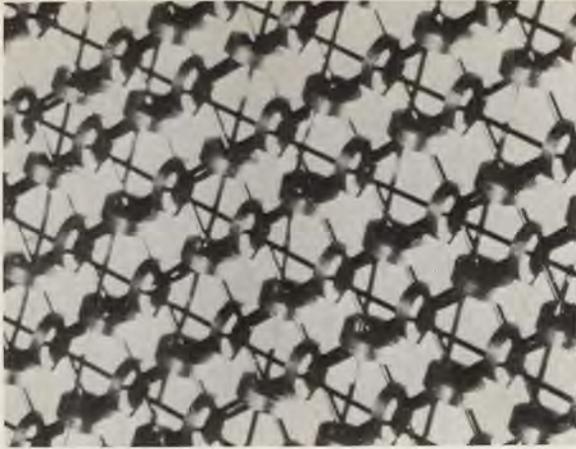
1. New Construction Program:			
a. Design Starts (Millions of Dollars)	76.6	195.5	315.2
b. Design Completions (Millions of Dollars)	245.6	571.7	234.6
c. Construction Awards (Millions of Dollars)	708.4	329.2	283.3
d. Construction Completions (Millions of Dollars)	127.6	142.3	70.7
2. Buildings Management:			
a. Average Net Square feet Managed (Millions)	215.0	212.7	153.9
3. Repair and Improvement:			
a. Repair and Improvement Appropriation:			
(1) Net Square Feet of R&I Responsibility (Millions)	149.9	139.6	144.1
(2) Obligations Incurred (Millions of Dollars)	104.0	78.5	64.8
b. Reimbursable Costs (Millions of Dollars)	70.5	79.1	33.3

## Automated Data Telecommunication

1. Federal Telecommunications System:			
a. Number of Intercity Calls (Millions)	116.0	109.0	N/A
b. Total System Sales (Millions of Dollars)	217.7	176.8	N/A
2. Automated Data Processing:			
a. Total Sales (Millions of Dollars)	33.0	26.0	N/A

## National Archives And Records

1. Number of Records Centers	15	15	16
2. Records in Inventory (Thousands Cubic Feet June 30)	13,162	12,758	8,346
3. Inquiries Handled (Thousands)	12,986	10,872	5,326



business with the Government and also hold the potential for saving billions of dollars annually.

## Industrial Funding

Why shouldn't a Government selling operation be run like a commercial enterprise? This question has often been asked, and may soon be answered by GSA's Federal Supply Service through Industrial Funding, or "Full Cost Recovery Financing."

Under Industrial Funding, costs of the Federal Supply Service operation—procurement, inspection, transportation, storage, distribution, administrative expenses—will be reflected in the prices customer agencies pay for goods and services provided by FSS.

The Commission on Government Procurement recommended Industrial Funding as a means to determine and recoup the true costs of providing commercial type supplies and services, and as a method to assure more efficient use of these resources by Federal agencies.

Industrial Funding is one of GSA's Management by Objective goals approved by the President. With congressional approval and legislative action, GSA will be able to implement Industrial Funding of the Federal Supply Service at the onset of fiscal 1976.

By permitting separate financing of operations, and by providing less cumbersome budgeting and accounting methods, Industrial Funding will enable GSA's Federal Supply Service to operate on a more flexible, business-like, self-sufficient basis—much the same as any large commercial enterprise.

## Looking Ahead

Plans for the future are not limited to the Management by Objective programs. Other improvements, reforms, new challenges are already in the works, signifying GSA's dedication to a new way of doing business. Some ideas ahead:

- A new look at GSA's penetration of the Federal supply "market".
- Disposal of one million cubic feet of stored Federal records in fiscal 1974.
- Declassifying 46 million pages of World War II records in fiscal 1974.
- A Government-wide public utilities procurement and conservation program.
- Lowering total transportation costs.
- A new policy—based on contemporary conditions—assuring continuance of national Government in emergencies.
- Installing an EEO computer information system.

GSA is constantly evaluating its methods. Management studies are a vital tool to determine the accomplishment of assigned tasks. In 1973, for instance, management experts examined the public affairs functions of the agency.

In 1973 GSA also made progress in establishing several computerized management information systems to provide managers with exceptional reporting, early warning, real-time response to inquiries, prompt updating of information, and many other types of information necessary today for on-the-spot decision making.

With these management efforts—creative approaches to people and to programs—the future of GSA is assured. With them, the agency can advance its missions in construction, in communications, in cultural preservation, in helping to solve energy and environmental problems, and in bringing its services to the people. In their broadest sense these are the elements of the GSA mission and will continue to be. With a creative approach, GSA managers can renew these missions. And with a concern for people they can develop at GSA a new standard of public service.

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## 1973: A Year of Recognition

Both GSA and its management are dedicated to excellence, and both were recognized in 1973 with several awards:

- The GSA Administrator was named an honorary member of the American Institute of Architects, that group's highest non-professional award, for "distinguished contributions to the architectural profession."
- The Society of Fire Protection Engineers named him its Fire Protection Man of the Year, citing "leadership in the application of a sound systems approach to fire safety in building design."
- He was among 10 named to receive the American Public Works Association's man of the year award.
- He was made an honorary member of the Federal Government Accountants' Association for his State and Federal government management efforts.

Public Buildings Service recognition:

From the Department of Defense:

- For outstanding professional and technical competence in restoring operating order in the fire at the Military Personnel Records Center, St. Louis, Missouri.
- For significant accomplishment in handling excess and surplus real property.
- For meeting the formidable challenges in the field of public buildings management.

From the Social Security Administration:

- For resourcefulness and initiative in meeting space acquisition needs to implement amendments to the Social Security Act.

From the Selective Service:

For accelerated acquisition of space.

From the Department of the Interior:

- For "dedication, cooperation and technical expertise."
- For "the high quality and outstanding work in planning, design, and construction".

The Department of Commerce and the Washington Building Congress also expressed appreciation to PBS.

FSS received citations from the Fairfax, Va., County Public Schools, the Arlington, Va., County Red Cross, and Industrial Art Methods magazine.

And publications of GSA's National Archives and Records Service won awards in the annual graphic arts competition sponsored by the Printing Industries of America.

Finally, GSA won the President's Safety Award—for the second year in a row—for efforts to improve employee safety.

## 1973: A Year of Cooperation

Of course, none of this progress and none of our recognition would be possible without the help from outside the agency. 1973 has been a year of great cooperation and support both from other Executive agencies and from Congressional committees working directly with GSA.