



The Library of Congress
Office of the Inspector General



Integrated Support Services
Facility Design and Construction

*Service Significantly Improved,
but Project Management
Framework Still Lagging*

Follow-up: Audit Report No. 2006-PA-107
September 2009

PUBLIC RELEASE



UNITED STATES GOVERNMENT

LIBRARY OF CONGRESS

Memorandum

Office of the Inspector General

TO: James H. Billington
Librarian of Congress

September 21, 2009

FROM: Karl W. Schornagel
Inspector General

A handwritten signature in black ink, appearing to read "Karl W. Schornagel".

SUBJECT: *Service Significantly Improved, but Project Management Framework Still Lagging*
Follow-up: Audit Report No. 2006-PA-107

This transmits our follow-up report on issues we identified through two previous audits of the Facility Design and Construction Office (FD&C). The objectives of our current review were to determine whether FD&C has addressed our previous findings and taken appropriate action to improve its services. Overall, we determined that FD&C has improved its service and management oversight. However, the office still needs to improve its project control and documentation.

We made no new recommendations in this report; however, we reiterate the recommendation we made in our report titled *Facility Services: Stronger Management Controls and Oversight Are Necessary to Better Serve Customers* (Audit Report No. 2001-PA-108) issued September 2002, that FD&C "use time control reports to monitor staff efficiency and more accurately account for incurred facilities costs." ISS management concurred with the findings in this report.

We appreciate the cooperation and courtesies extended by FD&C and Architect of the Capitol management during this follow-up review.

cc: Chief Operating Officer
Director, Integrated Support Services

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►► INTRODUCTION

The Library's Facility Design and Construction Office (FD&C) is a unit of Integrated Support Services. Its responsibilities include planning and designing spaces in the Library's buildings—which include about 4.4 million square feet of floor space on Capitol Hill.

The office is responsible for Facility Plan Projects involving design and project management for major Library space redesign/reconfiguration. Considerable planning, procurement, and construction are required including careful consultation between FD&C, various service providers, and the Architect of the Capitol. Additionally, FD&C receives and generates approximately 4,800 requests annually, which call for such tasks as moving furniture, performing minor repairs, and working on design and construction projects. FD&C uses the "Facilities Automated Service Tracking" (FAST) system to track service request and work order activities.

This report provides the results of a review we performed to follow up on issues we identified through our audits of FD&C in fiscal years (FY) 2002 and 2007.¹ Our objectives were to determine whether FD&C has addressed the previously identified issues and taken appropriate action to improve its service. In our FY 2002 audit, we found that FD&C needed to improve both its timeliness and communications with customers. We also found that Facility Services was not recording important information needed to provide effective oversight and make sound decisions regarding workforce management. In our FY 2007 audit, we identified issues from our FY 2002 audit work that FD&C had not fully corrected. Moreover, we identified additional factors that were adversely affecting the timely delivery of FD&C's services including high staff turnover, overwhelmed supervisors, unclear guidance on delivering project service, ineffective workforce planning, unstructured and undisciplined project management, and ineffective assessment and monitoring of FAST requests.

¹ *Facility Services: Stronger Management Controls and Oversight Are Necessary to Better Serve Customers*, Audit Report No. 2001-PA-108, September 2002, and *Facilities Design & Construction Faces Challenges in Providing Service*, Audit Report No. 2006-PA-107, September 2007.

» FINDINGS

Our follow-up revealed that FD&C has improved its service and management oversight and is operating in a more business-like manner. Library service units are now satisfied with the office's service and project work, especially the work involving major projects, mainly because FD&C is responding to work requests more promptly. We also determined that FD&C has fully implemented or plans to implement by year-end the recommendations we made in 2007 (see appendix A). However, despite such improved performance, FD&C has room to improve its project control and documentation.

I. FAST Request Processing Has Significantly Improved

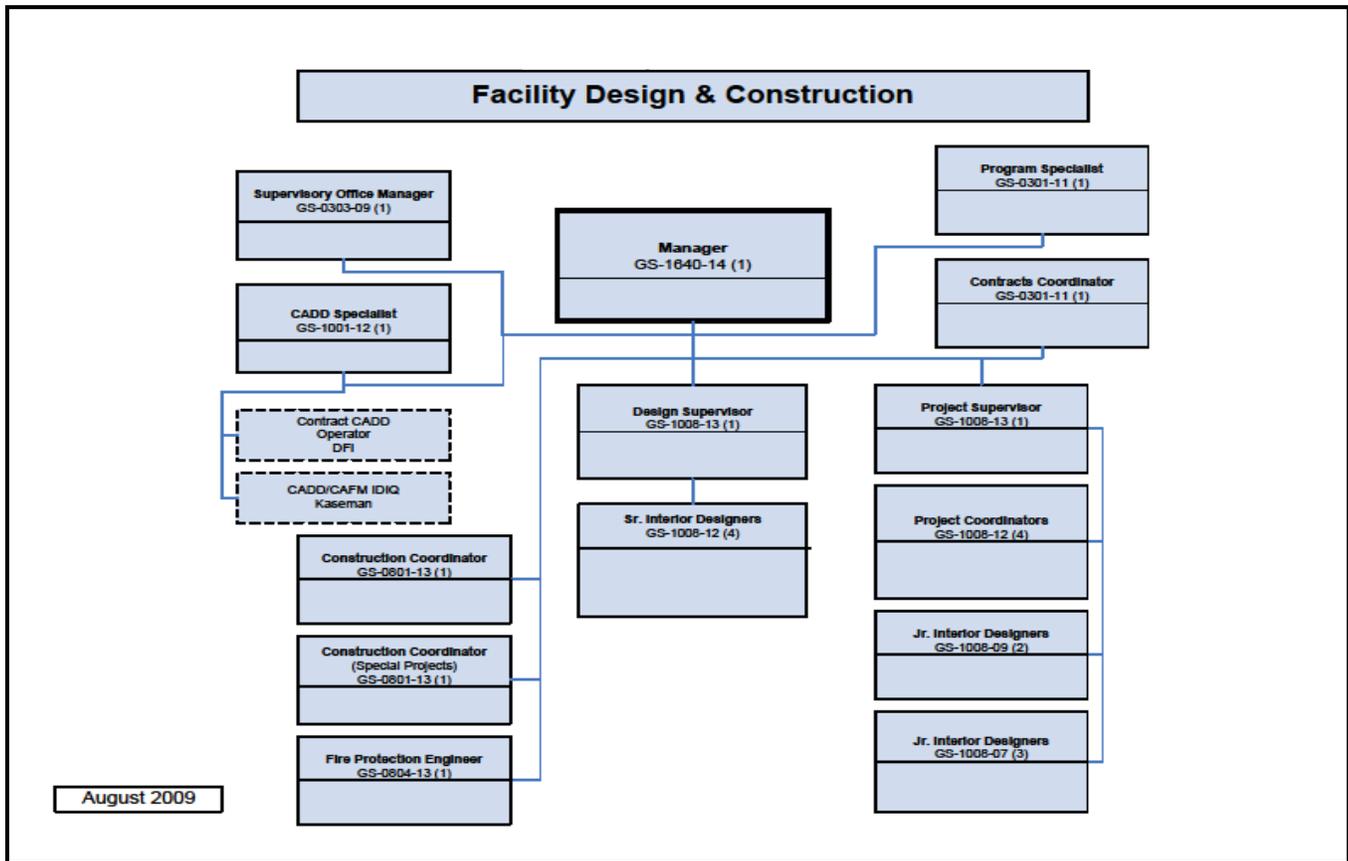
FD&C has made great progress in improving FAST request response time since FY 2002, when it took the office about 54 days to respond to a request. The average response time dropped to 25 days in FY 2007 and then to about 10 days in FY 2009. Additionally, the percentage of requests that FD&C completed in 10 days or less grew from 38 percent in FY 2007 to 50 percent in FY 2009. More importantly, the percentage of requests that take FD&C more than 90 days to close went down from 18 percent in FY 2007 to 8 percent in FY 2009. These statistics show that FD&C is more actively monitoring its FAST requests and more effectively following up on work delays.

II. Staffing Needs Are Being Addressed

Staffing Needs

Since we issued our FY 2007 report, FD&C started using Indefinite Delivery/Indefinite Quantity (IDIQ) contracts made available by the General Services Administration to procure technical design expertise. Taking this action has helped FD&C supplement its design staff and provided the office with the means to temporarily fill staffing gaps in permanent positions that become vacant for short time periods. Additionally, FD&C acquired the services of Facility Engineering Associates, a facilities management-consulting firm, to perform a study of the office's resources. The study, completed in October 2008, concluded that FD&C's staffing levels were sufficient. As of August 2009, FD&C had a full-

time staff of 23 supplemented by a contract Computer-aided Design (CADD) operator and an IDIQ automation specialist.



Unfortunately, following some recommendations that we provided in our FY 2007 report has been a challenge for FD&C. In that report, we commented that “[s]ustained commitment and leadership continuity is required for continued progress.” But since 2007, the Acting Supervisory Designer and the Supervisory Projects Coordinator have resigned from the office. Existing staff have been tasked with performing the duties of the two vacated positions.

In our 2007 report, we found that Facility Services lacked the information to determine its work force needs effectively and whether outsourcing some service requirements represented a viable option. FD&C has addressed this issue by assessing its staffing levels and acquiring design services through a contract to supplement the work its design staff performs.

Tracking Time

However, FD&C has not followed the recommendation we made in our FY 2002 report that it should track the hours its staff spends on each project.

Tracking the time that FD&C staff spend on each project is important; privately-owned design and construction companies meticulously track staff time for their projects. Doing so would provide the Library with the total cost for each project, make it easier for FD&C to determine project staffing requirements, and result in better-planned projects. Although FD&C does not bill service units for the design work its staff performs, determining the total cost for each project, including the cost of staff design work, would provide useful management information for planning future projects.

Equally important is management's ability to clearly recognize the way that staff spend their time. For example, in the FD&C Staffing Study report, Facility Engineering Associates stated "[s]ome designers spent up to 50% of their time on procurement, much of it working in Momentum."

FD&C questioned the accuracy of the report statement. Absent a staff-time tracking system, however, no conclusive determination can be made.

We understand that the Architect of the Capitol (AOC) is beginning a pilot project to track the hours that each of its shops spends on an individual project. Furthermore, FD&C also told us that the new Tririga² facility management software system that the office plans to acquire has the capability to track staff hours at a project level. In light of these initiatives, FD&C should take the recommendation in our FY 2002 report into consideration again and begin tracking staff hours and all costs for each project that the office undertakes.

² Tririga is a private company that develops and sells real estate lifecycle management software and services.

III. Project Management has Improved, but More Work is Needed

In our two previous reports, we identified weaknesses affecting FD&C's ability to manage projects. In our FY 2002 report, we stated that FD&C needed better project coordination and planning. In our FY 2007 report, we stated that FD&C's project management approach was unstructured and undisciplined.

Our current review found that FD&C is taking steps to improve the management of its projects, including:

- meeting with the customer for up to five days to develop the Programming Requirements document, which details a project's background and special requirements in advance of design work;
- performing Feasibility Assessments with key FD&C management officials and representatives of the AOC and the Safety Office;
- investing as much time as practicable reviewing design plans with customers to reduce revisions;
- requiring and enforcing a five-day limit for service units to review and approve the design plans;
- tracking and limiting to three the number of customer-requested design revisions;
- holding project kick-off meetings involving the customers and the FD&C Team (i.e., the Designer, Junior Designer, and Project Coordinator);
- holding monthly meetings with affected offices and all project coordinators;
- preparing a budget acquisition/requisition plan and a tentative schedule for each project phase; and
- holding weekly meetings with the AOC Project Coordinator to discuss projects and to ensure AOC will provide resources when needed.

Despite these efforts, FD&C's project management performance continues to be hampered by a variety of issues. Significant issues that we identified through our current work included 1) incomplete and unreliable inventory data, 2) project space not always ready for AOC staff to begin work on schedule, and 3) difficulties newly-hired staff experience using the Momentum Financial System for procurement.

FD&C management is aware of these issues and has taken or plans to take action to address each issue. For example, the office plans to obtain a new contract vendor to manage its furniture inventory. Similarly, a new GS-11 contracts coordinator position has been approved for FD&C and when it is staffed, the incumbent will assist the designers with procurement matters.

» CONCLUSION

In our FY 2007 report, we concluded that FD&C's efforts to transform into a more business-like operation may take five to seven years. With the transformation initiative now into its fifth year, FD&C indeed is operating in a more business-like manner and the Library's service units are generally pleased with its service. Nevertheless, FD&C still needs to improve its project control and documentation.

Overall, FD&C has effectively increased its supervisory oversight, implemented follow-up controls to provide greater assurance for meeting deadlines, increased communication with its customers, and improved collaboration with its service providers such as the AOC, Information Technology Services, the Safety Services Office, and the Contracts Office. FD&C has also dealt more effectively with staffing issues, including seamless replacements of two supervisory officials who resigned. Moreover, Facility Services has become more proactive in its oversight role by monitoring FD&C's key metrics.

The progress that FD&C has made since we issued our FY 2002 and 2007 reports has been substantial. Nevertheless, as described in this report, additional work is needed to improve the office's operation.

In its response, ISS management concurred with our follow-up report and indicated that it has identified, and intends to purchase, software that will allow it to address our project tracking recommendation.

Major Contributors to This Report:

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

▶▶ APPENDIX A: STATUS OF PRIOR RECOMMENDATIONS

| Recommendation in Audit Report No. 2006-PA-107 issued September 2007 | Status per 2009 Audit Follow-up |
|---|---|
| Collect the information needed to effectively forecast the staffing resources required by FD&C. | FD&C contracted with Facility Engineering Associates, a facilities management consulting firm, to assess its staffing. Report issued October 2008. |
| Explore procuring technical expertise using GSA's Indefinite Delivery/Indefinite Quantity (IDIQ) contracts. | FD&C is using IDIQ contracts to supplement its design staff. |
| 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. | FD&C has completed the draft and planned to issue it to staff in August or September 2009. |
| Develop a checklist of project general parameters and requirements, functional and technical requirements, design provisions, and design objectives required for the project. | A checklist is included in the Project Delivery Manual. |
| Consider taking customers to vendors' showrooms to better visualize design concepts. | As an alternative, FD&C has model offices within the Library. |
| Consider using more moveable furniture. | FD&C determined that the significant investment it made in modular office furniture makes this recommendation impractical. |
| Implement post-occupancy evaluations to assess the outcome of its design efforts. | ISS completed the project post occupancy evaluation survey and plans to begin issuing it by the end of FY 2009. |
| Continue working with the Contracts Office and Logistics Section to improve communication and coordination between the two offices. | FD&C meets monthly with its various service providers. |
| Establish goals for the completion of FAST service requests, by type of request. | ISS is developing a work order subsystem to its FAST system to allow it to implement goals for service requests by type. The new subsystem is scheduled for completion by the end of 2009. |
| Create a "triage" system to reorder and allocate resources based on its current workload and resource balance. | ISS is purchasing a pilot subscription to "Tririga Project," a web-based project management tool intended to enable FD&C to identify project resource allocations and reorder as necessary. FD&C expects to begin testing the system during the 4th quarter of FY 2009. |
| Establish timeframes for the completion of various project types. | FD&C plans to establish project timeframes after it finalizes and issues its Project Delivery Manual. |
| Increase the monitoring of FAST requests and investigate any request outstanding for more than the planned time. | Both FD&C and Facility Services are more closely monitoring the requests and following up. |
| Involve customers further in the process. | FD&C implemented a project kick-off meeting with the customer. Further, FD&C management meets monthly with each service unit. |
| Stress to the service providers the importance of inputting the completion date as soon as the job is completed. | Follow-up testing confirmed that the service providers are inputting the completion dates. |

» APPENDIX B: MANAGEMENT RESPONSE

UNITED STATES GOVERNMENT

LIBRARY OF CONGRESS

Memorandum

Integrated Support Services

TO: Karl Schornagel
Inspector General

DATE: September 15, 2009

FROM: Mary Levering
Director, Integrated Support Services

SUBJECT: ISS Status update to IG Audit Report #2006-AP-107, Follow-Up Report (Aug. 25, 2009)

This is in response the Office of Inspector General's August 25, 2009 Follow-up report to Audit Report #2006-PA-107, titled *Integrated Support Services, Facility Design and Construction: "Services Significantly Improved, but Project Management Framework Still Lagging."* Attached is the detailed ISS Status Update to the IG's findings.

ISS appreciates the IG's recognition of the diligent efforts and numerous improvements made by the Facility Services Division and its Facility Design and Construction Section (FD&C) management to FD&C's operations over the past few years. ISS accepts all the IG's recommendations and is committed to better managing facility projects and requests for service and improving the section's overall efficiency. FD&C will strive to incorporate IG's recommendations regarding staff time tracking and project management in conjunction with its Business Process Reengineering initiative.

Attachment

cc w/ copy of attachment:

Nicholas Christopher, OIG
Patrick Cunningham, OIG
JoAnn Jenkins, COO
Lucy Suddreth, LIBN
Neal Graham, Chief, ISS/FACS
Charon Johnson, ISS/FACS/FD&C

File: ISS Audits/IG -FD&C #2006-PA-107 Follow up (2009)
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Attachment

**Integrated Support Services/Facility Services
Response to OIG Follow-up of Audit No. 2006-PA-107
August 25, 2009**

The ISS responses to the IG's Findings are noted below:

1. **IG Finding I. FAST Request Processing Has Significantly Improved:**

ISS Response: Completed. Thank you for recognizing the improvements that ISS Facility Services has achieved in this important area of work. ISS considers this finding closed.

2. **IG Finding II. Staffing Needs Are Being Addressed:**

2.1. **Staffing:**

ISS Response: Completed. Although, the Supervisory Interior Designer and the Supervisory Project Coordinator positions were vacant for short periods since 2007, both positions were filled quickly thereafter. Camille Hordatt was hired as the Project Supervisor and Karen Owings was hired as the Acting Design Supervisor. The Design Supervisor Vacancy Announcement is currently in Human Resources with a September 2009 posting date. FD&C found that the initial hires under its new administration, and its reengineered processes may have lacked the supervisory capabilities necessary to manage an evolving activity, requiring significant multi-tasking skills, such as these two key functional areas. With a second opportunity to make selections, the two new hires bring greater depth and management capability to these critical functions. As a result, having these positions vacant for a short term had minimal impact, and the gains now far exceed the short term limitation.

2.2. **Staffing: Tracking Time:**

ISS Response: Completed FD&C has identified an off-the-shelf application, using the existing Tririga Software Platform for which ISS currently holds licenses, that will enable FD&C to systematically track resource hours. Because of the number and moderate complexity of the Request for Service (FAST) and Facility Plan Projects, employing an automated tracking solution is the best approach. The tracking of staff hours will commence, once the newly acquired Tririga Projects software has been loaded. This action is pending ITS/ISS Automation Team action.

3. **IG Finding III. Project Management has Improved, but More Work is Needed:**

IG Comment: "Despite these efforts, FD&C's project management performance continues to be hampered by a variety of issues. Significant issues that we identified through our current work include:

3.1 **incomplete and unreliable inventory data**":

ISS Response: During the past 3 years, FD&C has made tremendous progress in capturing data for thousands of reusable parts to support the Library's ongoing needs, saving the Library almost \$ 4 million over the past 3 years. However, the plan to acquire a new vendor to manage the furniture inventory is a direct result of some performance inadequacies experienced in the existing contract for the pilot project, which expires December 31, 2009. FD&C plans to replace the current contract vehicle used during the pilot project, and to continue to manage and build upon the work that the current contract vehicle has achieved. The new contract Statement of Work will incorporate lessons learned from the initial inventory management pilot project. Data migration planning is underway, enabling FD&C to provide a new vendor under a new contract vehicle with an accurate and complete set of inventory data.

3.2 **IG comment:** 2) *Project space not always ready for AOC staff to begin work on schedule* "

ISS Response: The number of instances in which the AOC does not return individual spaces to the Library for tenant fit-out on a timely bases are quite limited. More often, there are other pre-renovation factors impacting the AOC's ability to complete space renovations in a timely manner, i.e., labor relations negotiations, other service provider conflicts, etc. These are beyond the control of the AOC and FD&C.

3.3 *IG comment:* 3) *difficulties newly-hired staff experience using the Momentum Financial System for procurement.*

ISS Response: **Completed** FD&C established the new position and hired a Contracts Coordinator during November 2008. The incumbent provides focused and streamlined efforts on procurement transaction and acquisition planning. This position has now been filled for 9 months, and has returned valuable time to the FD&C design staff who no longer spend unnecessary time focused on inputting data into the Momentum system and tracking procurement status.