



U.S. ENVIRONMENTAL PROTECTION AGENCY

OFFICE OF INSPECTOR GENERAL

Spending Taxpayer Dollars

EPA OIG Compliance With Managing Vehicles Within EPA's Fleet Management Program

Report No. 15-B-0002

October 6, 2014



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Report Contributors:

Marcia Hirt-Reigeluth
Anthony Grear
Cara Lindsey
Andres Calderon
Gloria Taylor-Upshaw
Michael Davis

Abbreviations

AST	Automotive Statistical Tool
EPA	U.S. Environmental Protection Agency
FMR	Federal Management Regulation
GSA	General Services Administration
HTW	Home-to-work
OI	Office of Investigations
OIG	Office of Inspector General
WTH	Work-to-home

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EPA Office of Inspector General

1200 Pennsylvania Avenue, NW (2410T)
Washington, DC 20460
(202) 566-2391
www.epa.gov/oig

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At a Glance

Why We Did This Audit

We sought to determine whether the U.S. Environmental Protection Agency (EPA) Office of Inspector General (OIG) managed its law enforcement vehicles in accordance with federal fleet requirements. We conducted this audit in conjunction with an audit of the agency's overall fleet management. As of November 2013, the EPA OIG had a total of 29 vehicles used by the OIG Office of Investigations (OI).

This report addresses the following OIG goal:

- *Be responsible stewards of taxpayer dollars.*

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The full report is at: www.epa.gov/oig/reports/2015/20141006-15-B-0002.pdf

EPA OIG Compliance With Managing Vehicles Within EPA's Fleet Management Program

What We Found

Our audit of the OIG's OI oversight of its fleet vehicles identified five management weaknesses regarding the following:

- Consistency in filling out utilization logs for vehicle usage.
- Documentation to support vehicles monitored in domicile-to-duty or home-to-work status.
- Consistency for record keeping of fuel and maintenance receipts.
- Fleet manager training on the Automotive Statistical Tool and inputting data into the fleet information system.
- Status of vehicles in locations where there is limited investigative staff.

Without sufficient management of government vehicles, unauthorized use of those vehicles could go undetected and vehicles may not be efficiently used.

Recommendations and Planned Corrective Actions

We recommend that the Deputy Inspector General require OI to:

- Include more information in its home-to-work mileage log to establish internal controls and provide a documented audit trail to meet requirements.
- Confer with the agency on vehicle monitoring and make any needed changes, to ensure OI procedures have an acceptable level of documentation needed for the agency to meet its reporting requirements.
- Maintain vehicle data in the vehicle's fleet file in accordance with its new procedures and train all OI employees involved with inputting and certifying fleet data as needed.

The Deputy Inspector General agreed with our recommendations as revised.

We did not make a recommendation on utilization logs due to an updated policy eliminating the requirement for these logs. We also did not make a recommendation regarding the location of vehicles because OI has been monitoring vehicle status and adjusting its fleet size.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

OFFICE OF
INSPECTOR GENERAL

October 6, 2014

MEMORANDUM

SUBJECT: EPA OIG Compliance With Managing Vehicles Within EPA's
Fleet Management Program
Report No. 15-B-0002

A handwritten signature in black ink, appearing to read "Kevin Christensen".

FROM: Kevin Christensen, Acting Assistant Inspector General
Office of Audit

TO: Charles Sheehan, Deputy Inspector General

As part of our continuing work on internal controls, we initiated an audit of the management of vehicles within the U.S. Environmental Protection Agency's (EPA's) fleet management program. During this audit, we identified issues that impact the Office of Inspector General (OIG) regarding its management of OIG law enforcement vehicles, and we are reporting this to you separately.

The office responsible for the implementation of the recommendations within the EPA OIG is its Office of Investigations.

Action Required

In accordance with OIG Procedure 017, *Internal Control Review*, Section 1.2e, "Correcting Internal Control Weaknesses," weaknesses should be corrected as soon as possible and at the organizational level closest to the problem. Each OIG office must develop a corrective action plan, which includes a summary of the weakness, the status of corrective actions, timeline for resolution, and responsible manager. A determination that a weakness has been corrected is made only when management demonstrates that the corrective action taken effectively resolved the identified weakness. The responsible manager must maintain all supporting documentation substantiating that the weakness has been corrected.

The recommendations will remain open until correction in accordance with Sections 2.1.b.4 and 2.1.b.5 of OIG Procedure 017, which state that the Office of the Chief of Staff shall coordinate the OIG's overall management integrity program by tracking the OIG's progress in taking actions to correct identified weaknesses, maintaining the OIG Management Action Plan, and providing quarterly updates to the Inspector General.

We will post this report to our website at <http://www.epa.gov/oig>.

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Purpose

The purpose of this assignment is to help the U.S. Environmental Protection Agency (EPA) Office of Inspector General (OIG) be responsible stewards of taxpayer dollars. The assignment focused on determining whether the EPA OIG's law enforcement vehicles within the EPA's fleet program are managed in accordance with federal fleet requirements for vehicle operations, acquisitions and utilization. As of November 2013, the EPA OIG fleet had a total of 29 vehicles.

Background

The Federal Management Regulation (FMR), Subchapter B, *Personal Property*, Part 102-34, *Motor Vehicle Management*, sets forth the requirements that govern the economical, efficient management and control of motor vehicles that the government owns, leases commercially, or leases through the General Services Administration (GSA) fleet. Section 102-34.20 provides that motor vehicles regularly used by an agency to perform investigative, law enforcement or intelligence duties are not covered by Part 102-34; these vehicles are subject to Subpart D, *Official Use of Government Motor Vehicles*, and Subpart J, *Federal Fleet Report*.

Subpart D, Section 102-34.205, provides that a government vehicle is not to be used for transportation between a place of residence and employment unless the agency has authorized such use and has maintained a copy of the written authorization within the agency and monitors the use of those vehicles.

Subpart J, Section 102-34.335, provides that agencies must submit annually to GSA the information needed to produce the Federal Fleet Report through the Federal Automotive Statistical Tool, which is an Internet-based reporting tool. This section also requires reporting on five categories: inventory, acquisitions, operating costs, miles traveled and fuel used. Section 102-34.345 provides that agencies are responsible for developing and keeping adequate accounting and reporting procedures for government motor vehicles. These will ensure accurate recording of inventory, cost and operational data needed to manage and control motor vehicles, and will satisfy reporting requirements. The EPA's fleet management information system is the Automotive Statistical Tool (AST).

Per the EPA's draft *Fleet Management Manual* as of December 2013, the agency fleet manager is responsible for administering and implementing fleet management guidelines (i.e., the guidelines set forth in the manual) across all designated vehicle motor pools for EPA regions, offices and programs. Regional/program fleet managers have numerous responsibilities for all government-owned vehicles and motor pools within their delegated EPA region or facility. Local fleet managers are responsible for the daily operations of the EPA's motor vehicles.

The OIG fleet management responsibilities in effect when we started our audit were detailed in EPA OIG Policy 217, *Law Enforcement Vehicles*, dated

November 15, 2007. This document set forth policy and procedures governing the acquisition and use of law enforcement vehicles, vehicle safety, vehicle pursuits, and the use of emergency equipment in vehicles. The policy noted that the supervisor is responsible for determining the requirements in his or her area(s) of jurisdiction and will continually ensure that the size of his or her assigned vehicle fleet is appropriate for the number of Special Agents and report any necessary reductions and/or increases to the Assistant Inspector General for the Office of Investigations (OI). The supervisor will review the vehicle logs to ensure proper use of vehicles.

In addition, the 2007 OIG policy stated that the motor vehicle coordinator (OI fleet manager) handles the day-to-day vehicle coordination tasks, such as maintaining current inspections, producing required reports and ensuring equipment is operational. Special Agents are the only persons authorized to use OI law enforcement vehicles and may do so only during the performance of official government business in accordance with OIG and other relevant federal policies.

Pursuant to 31 U.S. Code 1344, *Passenger Carrier Use*, and the December 1990 determination from the EPA Administrator referred to in the 2007 OIG policy, Special Agents are authorized domicile-to-duty transportation, thus authorizing the use of government vehicles to transport criminal investigators between their residence and various locations. Per OI, the OIG defines domicile-to-duty as taking the vehicle home every night because the agent is on 24-hour call, and defines home-to-work (HTW) for only situations when it is in the best interest of the government for the agent to take a vehicle home in conjunction with planned work (warrant, interview, etc.).

After discussing our preliminary findings with OI, it updated Policy and Procedure 217 on January 31, 2014.

Scope and Methodology

We included the OIG's OI fleet in our audit of EPA fleet management at the request of the Deputy Inspector General, and decided to issue a separate report on our results with respect to OI.

We conducted this audit from June 2013 to July 2014 in accordance with generally accepted government auditing standards, issued by the Comptroller General of the United States. Those standards require that we plan and perform our work to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We interviewed EPA OIG regional and headquarters employees assigned fleet manager responsibilities. We reviewed EPA OIG policy and procedures

governing its fleet management responsibilities that were in effect when we started our audit, particularly OIG Policy and Procedure 217 of November 2007. We obtained data on the EPA OIG fleet and verified fleet information using the agency's AST and source documentation. For the preliminary research phase, we sampled 11 of the 13 OI vehicles located in Atlanta, Georgia; Philadelphia, Pennsylvania; and the Washington D.C., metro area. We selected our sample based on the location of the staff assigned to the project and the number of vehicles. For each sample vehicle, we reviewed utilization records and fuel and repair charges; inventoried the vehicle type, license plate and mileage; and made general observations.

Results of Review

We audited the oversight of OI fleet vehicles and identified five management weaknesses:

- Consistency in filling out utilization logs for vehicle usage.
- Documentation to support vehicles monitored in domicile-to-duty or HTW status.
- Consistency for record keeping of fuel and maintenance receipts.
- Fleet manager training on the AST and inputting data into the fleet information system.
- Status of vehicles in locations where there is limited investigative staff.

We did not make a recommendation on the consistency of the utilization logs because the requirement to maintain the logs was eliminated from the updated OI policy. In addition, we did not make a recommendation regarding the status of vehicles in locations with limited investigative staff because OI has been monitoring vehicle status and adjusting its fleet size.

OI Utilization Logs for Vehicle Usage Need to Be Consistent

OI was not consistent in filling out utilization logs for vehicle usage as required by the 2007 policy and procedure. We found that vehicle logs did not consistently include case numbers or provide complete trip information. After reviewing the logs we obtained during the audit, the OI fleet manager stated that some utilization logs should be more complete.

The 2007 EPA OIG Policy 217, Section 3-10, required that drivers use the utilization log to record all of the required information for trips. The policy also required that, for each trip, the driver enters the date, corresponding starting and ending mileage, point of origin, destination, purpose of the trip, and a case number or stand-alone activity code. By not ensuring that drivers correctly enter required data into vehicle-utilization logs, OI could increase the chance that unauthorized use of the vehicles could go undetected.

During our audit, OI updated Policy 217. The 2007 policy had required that drivers use the utilization log to record information for trips. OI stated that:

[t]he historical requirement to itemize every vehicular movement was eliminated from the new Procedure because: a) it never was required by GSA or any other authority; b) it exceeds the requirement outlined in the FMR; and c) it single-handedly hamstring the law enforcement officer's judgment to utilize a GOV [government-owned vehicle] for what would otherwise be a legitimately official, law enforcement purpose.

We acknowledge internal controls contained in the old policy exceeded the requirements of the FMR. With the issuance of the new policy, OI eliminated the internal controls to complete areas such as purpose of trip and case number that were identified as not being properly completed in the utilization log. The new policy only requires a mileage log for HTW vehicles. Therefore, we do not make a recommendation regarding this area.

OI Could Improve Monitoring of Vehicles in Domicile-to-Duty or HTW Status

Our audit noted an agent was parking an OIG government vehicle at his home when the vehicle was not in use. OI's fleet manager said the supervisor monitors the usage and there is no requirement to have supervisory approval to take a vehicle home because of the December 1990 authorization. However, we did not see any information on the logs to support supervisory review, nor did OI provide any documentation demonstrating that domicile-to-duty or HTW use of the government vehicle was monitored. The 2007 OIG policy, Section 3-5, stated that the supervisor is responsible for monitoring the domicile-to-duty transportation usage and compliance with applicable rules and regulations. The policy also stated that domicile-to-duty transportation is authorized and considered official use and in the best interest of the government. During our audit, we notified OI that it needed to update its procedures to ensure there is documentation on file noting the circumstances for use of HTW or domicile-to-duty vehicles. Clarification of EPA OIG policies would provide support should there be any questionable usage of government vehicles in either status.

OI issued an updated Procedure 217 in January 2014 that states, "a vehicle mileage log is required and shall be associated with each vehicle. . . . This log is for the exclusive reporting of home-to-work (HTW) and work-to-home (WTH) miles when such use is authorized." Both the old and the new OI procedure provide examples of situations that warrant domicile-to-duty transportation, as well as authorized and unauthorized vehicle usages. The new procedure requires only a vehicle mileage log to monitor the vehicle activity and the Special Agent in Charge's initials on the log to indicate approval for all HTW/WTH evolutions.

Although OI is in compliance with the FMR, in our opinion, recording the miles driven does not provide a complete monitoring mechanism or general knowledge of whether an agent is using the vehicle in accordance with procedures. Mileage information needs to be combined with other information, such as purpose of trip, to effectively monitor the proper use of the vehicle. Mileage and the Special Agent in Charge's initials alone do not clearly identify vehicle usage for official purpose. OI stated that its newly issued procedure ensures that any use of a government vehicle that does not conform to the circumstances in its procedure is easily identified by the Special Agent in Charge and remedied or resolved as stipulated in the procedure. In our opinion, documentation of vehicle usage would provide an audit trail absent the Special Agent in Charge's knowledge.

Having a record of vehicle usage would help establish that OI vehicle use is monitored in a manner consistent with the regulation governing the monitoring of HTW work vehicles, FMR Subpart D, Section 102-34.205. We believe that, at a minimum, OI procedures should ensure that OI has an acceptable level of documentation needed for the agency to meet its monitoring requirements. However, the new OI policy and procedure led to less documentation for monitoring the use of vehicles.

OI Requires Consistency With Fleet Record Keeping for Receipts

OI was not consistent in keeping fuel and maintenance receipts or appending the receipts to the vehicle-utilization logs to support vehicle usage. The OI fleet manager said OI has no use for the receipts because receipts are not used to record fuel charges. However, the FMR, Subpart J, Section 102-34.345, provides that:

[Agencies] are responsible for developing and keeping adequate accounting and reporting procedures for Government motor vehicles. These will ensure accurate recording of inventory, cost, and operational data needed to manage and control motor vehicles, and will satisfy reporting requirements.

Further, the 2007 EPA OIG Policy 217, Section 3-7, on maintenance, repairs and service, required that fuel, repair and maintenance receipts be appended to the vehicle-utilization log. For the OI vehicles in our sample, we found either no receipts appended to the logs or the fuel costs recorded in AST did not match the provided receipts. By not ensuring that drivers maintain receipts for vehicle usage, OI increases the chance that unauthorized use of the vehicles could go undetected.

During our audit, OI re-emphasized in its new procedures the requirement for fuel and maintenance receipts. In June 2014, we requested OI's 2014 second quarter reporting of receipts for one headquarters vehicle. Although the information was reported in AST, the fleet manager had misplaced the receipts for all the headquarters vehicles and some regional vehicles for the quarter. Therefore, we

cannot consider this issue resolved and recommend that OI ensures a scanned copy of receipts are maintained in the vehicle's fleet record in accordance with Section 3.10 of the new Procedure 217.

OI Fleet Manager Needed Training to Input AST Data

The OI fleet manager needed training to input the correct AST data to ensure that agents are following the required agency process as well as federal guidance. The OI fleet manager placed a fuel and maintenance cost computation in the AST instead of using actual receipts. The fleet manager said the EPA did not formally train her to use the AST; rather, the fleet manager's OI predecessor trained her to use the formula. The agency directed the OI fleet manager to enter actual receipts into the AST.

During our audit, OI stated that its newly assigned fleet manager had received one-on-one training on the agency's AST from the agency's AST training contractor, and agreed to maintain actual fuel and maintenance receipts and input actual costs into the AST on a quarterly basis. OI's new 217 procedures require the OI fleet manager to upload all the required information in AST.

In June 2014, we confirmed that the new OI fleet manager was trained by the agency's AST contractor to place actual receipts into AST. However, the OI manager who certifies the data in AST was trained by his OI predecessor. We compared OI's 2014 second quarter reporting of receipts for fuel and maintenance cost for one Atlanta vehicle to data in AST and found a computation inputted instead of actual costs. For the second quarter, the OI fleet manager confirmed that she placed a fuel and maintenance cost computation in the AST instead of using actual receipts. Therefore, we cannot consider this issue resolved, but we acknowledge OI is working to resolve this issue. We recommend that OI reemphasize the need for all OI employees involved with inputting and certifying fleet data in AST are formerly trained on placing actual receipts into AST.

OI Should Continue to Review Fleet Status in Light of Staff Changes

We performed an analysis of OI's vehicle-to-agent ratio and found that, on average, OI has two agents assigned to one vehicle. Specifically, we found three locations where the ratio is one agent per vehicle, nine locations where the ratio is less than one car per agent, and one location where there was an agent with no vehicle.

The 2007 EPA OIG Policy 217, Section 2-1, provided that the supervisor will continually ensure that the size of his or her assigned vehicle fleet is appropriate for the number of agents, and report any necessary reductions or increases to the Assistant Inspector General for Investigations.

Our analysis identified two potential issues. The first issue is that two vehicles were in the AST as operating in Philadelphia but there was only one agent at the Philadelphia office during our audit in November 2013. Further, following that agent's retirement in February 2014, there were no agents in that office. OI stated it transferred one vehicle from Philadelphia to New York during our audit, but the AST continues to show the other vehicle operating in Philadelphia.

The second issue is that in the Boston office there is one vehicle but no agents. The fleet manager stated that OI needs the vehicle in Boston for use by agents working on investigations in the New England area.

OI appears to be monitoring vehicle requirements and making adjustments accordingly based on staffing changes. We, thus, do not make a recommendation regarding this area.

Recommendations

We recommend that the Deputy Inspector General:

1. Require OI to include more information in its HTW mileage log to establish internal controls and provide a documented audit trail to meet the monitoring requirements under FMR 102-34, Subpart D, for HTW vehicles.
2. Require OI to confer with the agency on vehicle monitoring and make any needed changes, to ensure OI procedures have an acceptable level of documentation needed for the agency to meet its reporting requirements under FMR 102-34, Subpart D, for monitoring vehicles used for transportation between a place of residence and employment.
3. Require OI to maintain vehicle data in the vehicle's fleet file in accordance with its new 217 procedures and train all OI employees involved with inputting and certifying fleet data in AST on placing actual receipts for costs into AST.

OIG Response to Draft Report and OIG Evaluation

We received comments from the Deputy Inspector General and revised the report as needed. Appendix A contains the detailed comments. We agree with the response to all recommendations. For recommendation 1, we revised the recommendation to address only Subpart D. The Deputy Inspector General response is in agreement with the revised recommendation and has provided a planned completion date.

Status of Recommendations and Potential Monetary Benefits

RECOMMENDATIONS						POTENTIAL MONETARY BENEFITS (in \$000s)	
Rec. No.	Page No.	Subject	Status ¹	Action Official	Planned Completion Date	Claimed Amount	Agreed-To Amount
1	7	Require OI to include more information in its HTW mileage log to establish internal controls and provide a documented audit trail to meet the monitoring requirements under FMR 102-34, Subpart D, for HTW vehicles.	O	Deputy Inspector General	10/30/14		
2	7	Require OI to confer with the agency on vehicle monitoring and make any needed changes, to ensure OI procedures have an acceptable level of documentation needed for the agency to meet its reporting requirements under FMR 102-34, Subpart D, for monitoring vehicles used for transportation between a place of residence and employment.	O	Deputy Inspector General	10/30/14		
3	7	Require OI to maintain vehicle data in the vehicle's fleet file in accordance with its new 217 procedures and train all OI employees involved with inputting and certifying fleet data in AST on placing actual receipts for costs into AST.	O	Deputy Inspector General	10/30/14		

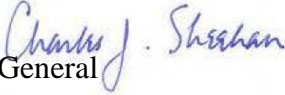
¹ O = Recommendation is open with agreed-to corrective actions pending.
 C = Recommendation is closed with all agreed-to actions completed.
 U = Recommendation is unresolved with resolution efforts in progress.

OIG's Response to Draft Report

July 24, 2014

MEMORANDUM

SUBJECT: Response to OIG, Office of Audit Report No. OA-FY13-0333 "EPA OIG Compliance with Managing Vehicles Within EPA's Fleet Management Program," dated July 3, 2014

FROM: Charles Sheehan 
Deputy Inspector General

TO: Kevin Christensen
Acting Assistant Inspector General, Office of Audit

As part of the Office of Inspector General's audit regarding OIG compliance with managing vehicles within the agency's fleet management program, the Office of Audit (OA) made recommendations to the OIG to ensure the Office of Investigations (OI): 1) better manages and controls motor vehicles; 2) confers with the agency on vehicle monitoring; and, 3) maintains data in vehicle fleet files and trains OI employees in the AST system.

The OIG's response to each recommendation in the report are as follows:

Recommendation #1

"Require OI to include more information in its utilization logs for internal controls to provide a documented audit trail for operational data needed to meet reporting requirements under FMR 102-34, Subpart J, for operational data needed to manage and control motor vehicles."

Response

Propose OA correct the report to accurately reflect the appropriate requirement exists only under FMR 102-34, Subpart D and not Subpart J.

To ensure the authorized purpose is understood and appropriately documented for each usage occasion under FMR 102-34, Subpart D, OI will amend its current Procedure 217, Appendix #2, "Annual Vehicle Mileage Log," to capture the purpose behind each vehicle usage. Anticipated final delivery for updated Procedure 217 is October 30, 2014.

Recommendation #2

“Require OI to confer with the agency on vehicle monitoring and make any needed changes, to ensure OI procedures have an acceptable level of documentation needed for the agency to meet its reporting requirements under FMR 102-34, Subpart D, for monitoring vehicles used for transportation between a place of residence and employment.”

Response

On July 14, 2014, OI met with EPA officials from Office of Administration and Resources Management, Office of Administration, Facilities Management and Services Division assigned to Facilities Operations Branch having oversight in the agency’s motor vehicle fleet program. At that meeting OARM confirmed that OI will adhere to recent changes concerning a requirement for “actual costs” in fuel charges versus what had historically been required which was “computed costs.” OARM also confirmed that the agency “Fleet Manual” is still being revised and is not expected to be published until approximately FY 2015. This recommendation has been resolved.

OI will continue to work with OARM to ensure OI’s ongoing fleet monitoring and documentation for the HTW/WTH authorizations are consistent with OARM requirements.

Recommendation #3

“Require OI to maintain vehicle data in the vehicle’s fleet file in accordance with its new 217 procedures and train all OI employees involved with inputting and certifying fleet data in AST on placing actual receipts for costs into AST.”

Response

OI will work to ensure current 2014 changes to its new 217 procedures for fleet files are adhered to for proper reporting and program consistency.

OI will ensure that the Fleet Manager relies upon the quarterly report to upload vehicle data to AST. OI will ensure that scanned fuel receipts are used by the Fleet Manager to reconcile fuel costs submitted by Fleet Coordinators in their individual quarterly reports.

During its July 14, 2014, meeting with OARM officials, OI determined the OARM prepared “AST Manual” is expected to be final in 4th Quarter, FY2014. Once that manual has been published and once formal training is available, OI will avail itself of that training. Until that time, OI will continue to adhere to any OARM oral AST data requirements and avail itself of any ad hoc training offered by OARM.

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Inspector General
Deputy Inspector General
Counsel to the Inspector General
Chief of Staff, Office of Inspector General
Assistant Inspector General for Investigations
Deputy Assistant Inspector General for Congressional and Public Affairs