

A *udit*



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DOD PAYMENTS TO THE U.S. TREASURY
FOR WATER AND SEWER SERVICES
PROVIDED BY THE DISTRICT OF COLUMBIA

Report No. D-2001-053

February 15, 2001

Office of the Inspector General
Department of Defense

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Abstract The audit was required by Public Law 106-554, the Consolidated Appropriations Act of 2001 (Public Law 106-554). Public Law 106-554 requires the inspectors general of each agency to report to the House and Senate Appropriations Committees on the promptness of each agency's payments of bills for water and sewer services received from the District of Columbia. The inspector general reports are to be submitted to the Committees within 15 days of the end of each quarter. The District of Columbia Water and Sewer Authority provides both water supply and waste water treatment services to Federal agencies and DoD Components within the National Capital Region. The U.S. Treasury is the collection agent for Federal agencies and DoD Components water and sewer payments, with the U.S. Treasury submitting a single payment to the Water and Sewer Authority. The DoD Components, composed of 17 separate installations, sites, and organizations, are required to make quarterly payments to the U.S. Treasury for the services provided. This report is the first in a series of quarterly reports and discusses the DoD payments for water and sewer services rendered by the District of Columbia from FY 1990 through the first quarter of FY 2001. Subsequent reports will discuss the promptness and completeness of quarterly payments made by the DoD Components that receive water and sewer services from the District of Columbia.		Monitoring Agency Acronym
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Acronyms

WASA
WHS

Water and Sewer Authority
Washington Headquarters Services



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202-2885

February 15, 2001

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)
ASSISTANT SECRETARY OF THE AIR FORCE
(FINANCIAL MANAGEMENT AND COMPTROLLER)
DIRECTOR, DEFENSE FINANCE AND ACCOUNTING
SERVICE
DIRECTOR, WASHINGTON HEADQUARTERS
SERVICES
AUDITOR GENERAL, DEPARTMENT OF THE ARMY
NAVAL INSPECTOR GENERAL

SUBJECT: Audit Report on DoD Payments to the U.S. Treasury for Water and Sewer
Services Provided by the District of Columbia (Report No. D-2001-053)

We are providing this report for your information and use. We conducted the audit in response to Public Law 106-554. Although management comments were not required, a copy of the Director of Budget and Finance, Washington Headquarters Services, comments was received too late to be included in the final report. Late comments will be treated as the comments on the final report unless the organization submits further comments that specifically respond to the final report.

We appreciate the courtesies extended to the audit staff. For additional information on this report, please contact Mr. Charles J. Richardson at (703) 604-9582 (DSN 664-9582) (crichardson@dodig.osd.mil) or Mr. Ronald W. Hodges at (703) 604-9592 (DSN 664-9592) (rhodges@dodig.osd.mil). See Appendix E for the report distribution. The audit team members are listed inside the back cover.

A handwritten signature in cursive script that reads "David K. Steensma".

David K. Steensma
Deputy Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. D-2001-053

February 15, 2001

(Project No. D2001FA-0070.000)

DoD Payments to the U.S. Treasury for Water and Sewer Services Provided by the District of Columbia

Executive Summary

Introduction. The audit was required by Public Law 106-554, the Consolidated Appropriations Act of 2001 (Public Law 106-554). Public Law 106-554 requires the inspectors general of each agency to report to the House and Senate Appropriations Committees on the promptness of each agency's payments of bills for water and sewer services received from the District of Columbia. The inspector general reports are to be submitted to the Committees within 15 days of the end of each quarter. The District of Columbia Water and Sewer Authority provides both water supply and waste water treatment services to Federal agencies and DoD Components within the National Capital Region. The U.S. Treasury is the collection agent for Federal agencies and DoD Components' water and sewer payments, with the U.S. Treasury submitting a single payment to the Water and Sewer Authority. The DoD Components, composed of 17 separate installations, sites, and organizations, are required to make quarterly payments to the U.S. Treasury for the services provided. This report is the first in a series of quarterly reports and discusses the DoD payments for water and sewer services rendered by the District of Columbia from FY 1990 through the first quarter of FY 2001. Subsequent reports will discuss the promptness and completeness of quarterly payments made by the DoD Components that receive water and sewer services from the District of Columbia.

Objectives. The overall audit objective was to determine the promptness of DoD payments to the U.S. Treasury for water and sewer services provided by the Government of the District of Columbia. We initially tried to analyze quarterly DoD payments from the second quarter of FY 1990 up to and including the first quarter of FY 2001. However, we were not provided sufficient information from DoD Components and the U.S. Treasury to adequately determine the accuracy and timeliness of the billings and payments by February 15, 2001.

Results. Based on our review of limited information, DoD Components within the National Capital Region paid \$68 million of the \$96.2 million billed by the U.S. Treasury for water and sewer services received from the District of Columbia from FY 1990 through the first quarter of FY 2001. Generally, DoD Components contend that they did not make complete payments because the Water and Sewer Authority did not use actual or accurate usage data for water and sewer bills provided by the U.S. Treasury. As a result, DoD Components in the National Capital Region

apparently did not pay the U.S. Treasury \$28.2 million for water and sewer billings for the 12-year period ending the first quarter of FY 2001. We will perform additional audit work on this issue for our next report due on April 15, 2001. See the Finding section for details.

Management Comments. We provided a draft of this report on February 6, 2001. Although management comments were not required, we received comments from the Washington Headquarters Services too late to be included in the final report. The Director of Budget and Finance provided technical corrections to the report and stated that Washington Headquarters Services was legally prohibited from paying disputed water and sewer bills.

Table of Contents

Executive Summary	i
Introduction	
Background	1
Objective	1
Finding	
DoD Payments to the U.S. Treasury	2
Appendixes	
A. Audit Process	
Scope and Methodology	6
B. Water and Sewer Authority DoD Customers	8
C. FY 2000 Billing and Payment Process	9
D. FY 2000 U.S. Treasury Invoice	10
E. Report Distribution	12

Background

The audit was required by Public Law 106-554, the Consolidated Appropriations Act of 2001 (Public Law 106-554). Public Law 106-554 requires the inspectors general of each Federal agency that receives water and sewer services from the District of Columbia to report to the Congressional Appropriations Committees on the promptness of payments within 15 days of the end of each quarter. This report is the first in a series of quarterly reports and discusses our limited review of DoD payments for water and sewer services rendered by the District of Columbia from FY 1990 through the first quarter of FY 2001. Subsequent reports will discuss the promptness and completeness of DoD payments to the U.S. Treasury from the DoD Components that receive water and sewer services from the District of Columbia.

The District of Columbia Water and Sewer Authority. The District of Columbia provides both water supply and waste water treatment services to Federal agencies and DoD Components within the National Capital Region. Under the District of Columbia Public Works Act of 1954, the Federal government is to receive water and sewer services from the District of Columbia, and the District of Columbia was paid with an annual lump sum in the District of Columbia Appropriations Act. The District of Columbia Appropriations Act of 1990 changed the payment process by designating the U.S. Treasury as the collection agent for the Federal agencies' water and sewer payments, with the U.S. Treasury remitting a single payment to the District of Columbia. In October 1996, the District of Columbia City Council transferred water and sewer responsibilities from the Department of Public Works to the Water and Sewer Authority (WASA). WASA provides meter readings and annual estimated billings to the U.S. Treasury for water and sewer services provided to the Federal agencies and DoD Components. See Appendix B for a list of DoD customers receiving WASA services.

U.S. Treasury. The U.S. Treasury has the responsibility for paying WASA for water and sewer services it provides to Federal agencies, such as DoD Components. Based on meter readings and estimated bills the U.S. Treasury receives from WASA, the U.S. Treasury provides invoices with estimated quarterly payment amounts to the Federal agencies and DoD Components for their estimated water and sewer usage. The DoD Components, composed of 17 separate installations, sites, and organizations, are required to make quarterly payments to the U.S. Treasury for those billings.

Objective

The overall audit objective was to determine the promptness of DoD payments to the U.S. Treasury for water and sewer services provided by the Government of the District of Columbia. We initially tried to analyze quarterly DoD payments from the second quarter of FY 1990 up to and including the first quarter of FY 2001. However, we were not provided sufficient information from DoD and the U.S. Treasury to adequately determine the accuracy and timeliness of the billings and payments by February 15, 2001. Appendix A discusses the audit scope and methodology.

DoD Payments to the U.S. Treasury

Based on our review of limited information, DoD Components within the National Capital Region paid \$68 million of the \$96.2 million billed by the U.S. Treasury for water and sewer services received from the District of Columbia from FY 1990 through the first quarter of FY 2001.

DoD Components did not make complete payments because they contend that the Water and Sewer Authority did not use actual or accurate usage data for water and sewer bills provided by the U.S. Treasury. As a result, DoD Components in the National Capital Region apparently did not pay the U.S. Treasury approximately \$28.2 million for water and sewer billings for the 12-year period ending the first quarter of FY 2001.

Water and Sewer Payment Legislation

1990 Legislation. Public Law 101-168, the District of Columbia Appropriations Act of 1990 (Public Law 101-168), changed the payment method for Federal agencies' water and sewer consumption within the District of Columbia. Public Law 101-168 shifted responsibility for payment of water and sewer bills to the respective Federal agencies. Under Public Law 101-168, the U.S. Treasury serves as a collection agent, receiving payments from individual agencies for their share of the estimated water and sewer usage, and remitting a single payment to the District of Columbia. Funds for water and sewer services come through the agencies' own operating budgets and their respective appropriations bills. WASA is required to submit a budget to the Office of Management and Budget that includes an estimate of the cost of services for the Federal agencies. WASA submits the bills to the U.S. Treasury for the Federal agencies and DoD Components within the National Capital Region. The Federal agencies and DoD Components are required to make quarterly payments to the U.S. Treasury account entitled "Federal Payment for Water and Sewer Services" on the first day of each quarter. The U.S. Treasury is to pay WASA from this account on the second day of each quarter. If there are insufficient funds in the account, the Secretary of the Treasury is to make payments from available funds, subject to reimbursement by the user agencies.

2001 Legislation. Public Law 106-554 amended the process used by the Federal agencies to make payments to the U.S. Treasury. The U.S. Treasury is now authorized and directed to draw down funds from Federal agencies and provide those funds to WASA by the second day of each quarter when agencies do not forward timely payments of amounts billed by WASA. Public Law 106-554 also directs that the draw down apply to current billed amounts and retroactively to past due amounts dating back to FY 1990.

Billing Process for Water and Sewer Services

WASA provides meter readings and annual estimated billings to the U.S. Treasury for water and sewer services for Federal agencies and DoD Components within the National Capital Region. Based on the information the U.S. Treasury receives from WASA, the U.S. Treasury prepares invoices for the Federal agencies and

DoD Components and pays WASA one-fourth of the estimated billings by the second day of each quarter. Generally, in the first quarter of each fiscal year, DoD Components receive annual invoices from the U.S. Treasury that show the estimated bill for the fiscal year, including adjustments based on actual usage from 3 years prior, and the quarterly payment amount due to the U.S. Treasury on the first day of each quarter. To illustrate, on April 15, 1998, WASA prepared a bill that contained an estimate of anticipated water and sewer usage for use in the FY 2000 Presidents budget. The bill included adjustments for actual water and sewer usage variances in FY 1997. The bill was sent to the U.S. Treasury for distribution to the Federal agencies and DoD Components. When the Federal agencies and DoD Components receive the bills from the U.S. Treasury, they are expected to promptly pay the amounts as billed. See Appendix C for a flowchart of the billing and payment process.

The U.S. Treasury bills each agency based on estimates the U.S. Treasury receives from WASA. An example of a WASA-generated estimate is included in Appendix D, which is a copy of the FY 2000 U.S. Treasury invoice sent to Bolling Air Force Base, Washington, D.C. The invoice, dated January 28, 2000, states that Bolling Air Force Base owes an estimate of \$10.56 million for FY 2000, with an initial payment due on January 4, 2000. This FY 2000 invoice estimate of \$10.56 million includes a FY 1997 actual usage variance of \$2.01 million, an unbilled amount for FY 1999 estimated usage of \$4.71 million, and a FY 2000 estimated amount of \$3.84 million; and a FY 2001 estimate of \$1.28 million. This invoice demonstrates the 3-year lag between estimated and actual amounts billed. Also, this invoice is indicative of the difficulties encountered with the billing process for estimated water and sewer services.

DoD Payments

The limited information we were able to obtain shows that the U.S. Treasury has billed DoD Components in the National Capital Region \$96.2 million for water and sewer services for the period FY 1990 through the first quarter of FY 2001. The DoD Components made payments of \$68 million for billings received during the same period. The following chart provides a summary of the billing and payment information by DoD Component.

**U.S. Treasury Billings and Payments
For FYs 1990 through 2001
(in thousands)**

<u>DoD Component</u>	<u>Amount Billed Per U.S. Treasury¹</u>	<u>Payment Received Per U.S. Treasury</u>	<u>Outstanding</u>
Army ²	\$ 6,752	\$ 6,095	\$ 657
Navy ³	53,115	43,828	9,287
Air Force ⁴	24,249	14,764	9,485
WHS ⁵	12,077	3,275	8,802
Total	\$96,193	\$67,962	\$28,231

¹The amounts include one-fourth of the estimated bills for FY 2001

²Includes Fort McNair, Walter Reed Army Medical Center, National War College, National Defense University Center

³Includes Washington Navy Yard, Anacostia Navy Station, Naval Observatory, Navy Memorial, Marine Barracks, Naval Research Laboratory, and the Vice President's Residence

⁴Includes Andrews Air Force Base and Bolling Air Force Base

⁵Washington Headquarters Services (WHS) includes the Pentagon, Arlington Cemetery and Fort Myer because they share the same meter and are not billed separately.

Because of the limited U.S. Treasury information, we could not verify or substantiate the amounts the U.S. Treasury reported as outstanding for DoD Components.

DoD Billing Issues

DoD Components contend that the water and sewer bills provided by the U.S. Treasury were not based on actual or accurate usage. For example, WASA used two water meters shared among three DoD installations (the Pentagon, Arlington Cemetery, and Fort Myer) and two non-DoD facilities, including Ronald Reagan National Airport, to determine DoD water and sewer usage. WASA reportedly sent the same meter readings and billing information to all of these users. One of the DoD installation representatives questioned the accuracy and validity of all bills for prior, current, and future years.

As an alternative measure for the example above, the DoD installation representatives have proposed, for those locations that have sewer meters, that the sewer meter readings be used to determine water consumption. WASA disagreed because its engineers believe sewer meter readings are an unreliable indication of water consumption. In an attempt to provide a solution, WHS, the administrative organization for the Pentagon, is installing new water meters for the three DoD installations listed in the example above. The meters are expected to be installed by March 1, 2001. WHS intends to use readings from the new water meters to provide the U.S. Treasury with a basis for allocating water usage to those DoD Components that

share the financial responsibility for payment of the water services provided through the Virginia shared meters. In addition, WHS plans to use this data to estimate prior year water usage and billing information, to include development of a methodology to calculate the DoD and non-DoD amounts in arrears. We plan to review this methodology and its application in more detail. Also, we will attempt to obtain more billing and payment information to assess the promptness of payments from DoD Components. The results of these efforts will be reported in future quarterly reports.

Summary

Since FY 1990, DoD Components have not paid approximately \$28.2 million to the U.S. Treasury for water and sewer services. DoD believes that it is fulfilling a fiscal responsibility to only pay for services received. When the U.S. Treasury distributes billings, it is not uncommon for disputes to arise. According to DoD, the U.S. Treasury's ability to resolve those disputes is limited. DoD has substantial disagreements that are still unresolved with WASA and the U.S. Treasury. DoD accounting officials told us that the retention period for original accounting vouchers is 6 years and 3 months. As a result, we are concerned that adequate source documentation may not exist to resolve the billing and payment disagreements. We will review this entire process in more detail and report on it in future quarterly reports.

Appendix A. Audit Process

Scope and Methodology

Work Performed. We reviewed DoD Components' billing and payment information from FY 1990 through the first quarter of FY 2001 for water and sewer services provided by WASA. Specifically, we reviewed spreadsheets of the U.S. Treasury billing and payment information for DoD Components from FYs 1990 through 2000, as provided by the Office of the Under Secretary of Defense (Comptroller). We reviewed available invoices received by DoD Components from the U.S. Treasury to establish the amounts billed for water and sewer services. We also reviewed available DoD disbursement vouchers submitted to the U.S. Treasury from FY 1990 through the first quarter of FY 2001, to determine the amounts paid by DoD Components. For the 12-year period, we obtained available water and sewer service invoices from the U.S. Treasury totaling \$96.2 million and DoD payments made to the U.S. Treasury totaling \$68 million. We did not rely on computer-processed data for our review of billing and payment data from DoD Components. The audit was a congressional request, therefore we did not review the management control program. See Appendix B for a list of the DoD Components receiving water and sewer services from WASA.

Limitation to Scope. Our review was limited because the U.S. Treasury did not provide a timely response to our requests for documentation to support its billing and payment information. In addition, we could not obtain complete payment information from the Defense Finance and Accounting Service or the DoD Components for the 12-year period because many of the original documents exceeded the standard retention period of 6 years and 3 months.

DoD-Wide Corporate Level Government Performance and Results Act Goals. In response to the Government Performance and Results Act, the Secretary of Defense annually establishes DoD-wide corporate level goals, subordinate performance goals, and performance measures. This report pertains to achievement of the following goal and subordinate performance goal:

- **FY 2001 Corporate-Level Goal 2:** Prepare now for an uncertain future by pursuing a focused modernization effort that maintains U.S. qualitative superiority in key warfighting capabilities. Transform the force by exploiting the Revolution in Military Affairs, and reengineer the Department to achieve a 21st century infrastructure. **(01-DoD-2)**
- **FY 2001 Subordinate Performance Goal 2.5:** Improve DoD financial and information management. **(01-DoD-2.5)**

General Accounting Office High-Risk Area. The General Accounting Office has identified several high-risk areas in the DoD. This report provides coverage of the Financial Management high-risk area.

Audit Period and Standards. We performed this financial-related audit in January 2001 in accordance with auditing standards issued by the Comptroller General of the United States, as implemented by the Inspector General, DoD.

Contacts During the Audit. We visited or contacted individuals and organizations within the DoD and within the Department of the Treasury, the U.S. General Accounting Office, and the District of Columbia Water and Sewer Authority. Further details are available upon request.

Prior Coverage. No prior audit coverage has been conducted on this subject within the last 5 years.

Appendix B. Water and Sewer Authority DoD Customers

According to the District of Columbia WASA, the list below identifies the DoD Components for which WASA provides estimated billings to the U.S. Treasury for water and sewer services.

Army

Arlington Cemetery
Walter Reed Army Medical Center
Fort McNair
Fort Myer

Navy

Navy Memorial
Vice President's Residence
Naval Observatory
Marine Corps Barracks, 8th & I
Washington Navy Yard
Anacostia Naval Station
Naval Research Laboratory

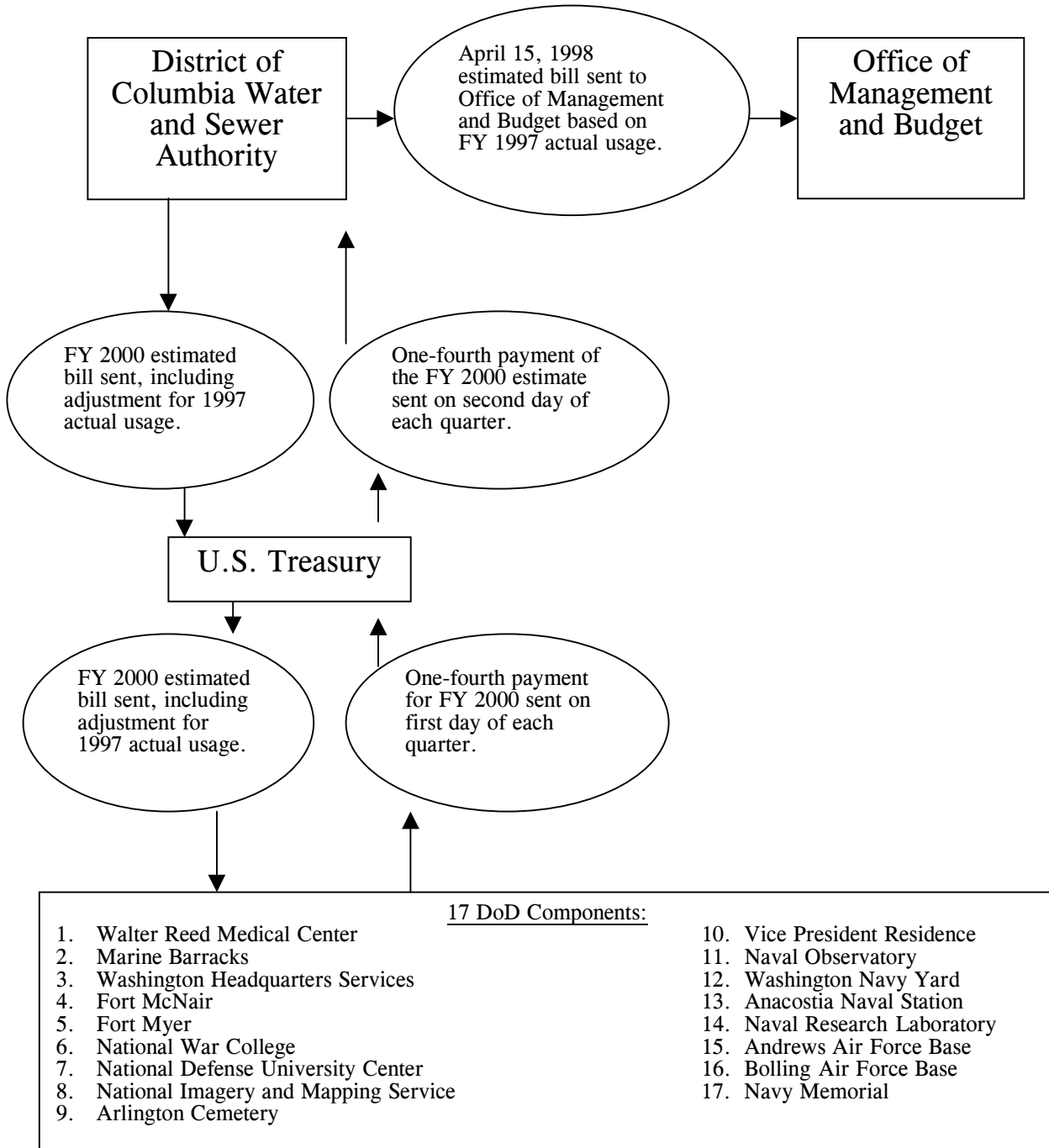
Air Force

Andrews Air Force Base
Bolling Air Force Base

Other Defense Organizations

Washington Headquarters Services
National Imagery and Mapping Agency
National War College
National Defense University Center

Appendix C. FY 2000 Billing and Payment Process



Appendix D. FY 2000 U.S. Treasury Invoice



DEPARTMENT OF THE TREASURY
 FINANCIAL MANAGEMENT SERVICE
 HYATTSVILLE, MD. 20782

JAN 28 2000

Lieutenant Colonel Bridges
 11th CES/CC
 370 Brookley Ave.
 Bolling Air Force Base
 Washington, DC 20332-0001

Dear Lieutenant Colonel Bridges:

This letter is to inform you of the FY 2000 billing for water and sewer services provided by the District of Columbia Water and Sewer Authority (WASA) to the *Bolling Air Force*. The bill is based on estimates provided by WASA in accordance with the 1990 District of Columbia Appropriation Act, P.L. 101-168. Please make your check payable to the Financial Management Service and forward it to Prince George's Center, 3700 East West Highway, Room 6D40, Hyattsville, Maryland 20782.

FY 2000 Estimated Amount		3,841,940.90
Actual Usage Cost for FY 1997	2,668,267.00	
Amount Paid for FY 1997 Estimated Usage	655,998.00	
Adjustment For FY 1997 Actual Usage Variance		2,012,269.00
Estimated Amount Due for FY2000 (Adjusted)		5,854,209.90
Unbilled Amount of FY 1999 Estimated Cost of Service		4,708,941.43
Estimated Amount due for FY2000		<u>10,563,151.33</u>

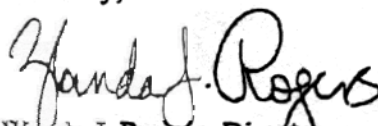
<u>Payment Amount</u>	<u>Date of Charge</u>
\$5,281,575.67	January 4, 2000
\$2,640,787.83	April 3, 2000
\$2,640,787.83	July 3, 2000

The FY 2001 estimate for water and sewer service for Bolling Air Force is \$1,278,756.94. However, this estimate does not include an adjustment for the difference between the amount

and the actual usage in FY 98. Once this information is received from WASA, it will be forwarded to you.

If you have any questions, please contact Nevelyn L. Jones at (202) 874-8205.

Sincerely,

A handwritten signature in cursive script that reads "Wanda J. Rogers".

Wanda J. Rogers, Director
Financial Accounting and Services Division

Appendix E. Report Distribution

Office of the Secretary of Defense

Under Secretary of Defense (Comptroller)
Deputy Chief Financial Officer
Deputy Comptroller (Program/Budget)

Department of the Army

Auditor General, Department of the Army

Department of the Navy

Naval Inspector General
Auditor General, Department of the Navy

Department of the Air Force

Assistant Secretary of the Air Force (Financial Management and Comptroller)
Auditor General, Department of the Air Force

Defense Organizations

Director, Defense Finance and Accounting Service
Director, Washington Headquarters Services

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Office of Management and Budget
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Congressional Committees and Subcommittees, Chairman and Ranking Minority Member

Senate Committee on Appropriations

Senate Subcommittee on Defense, Committee on Appropriations

Senate Committee on Armed Services

Senate Committee on Governmental Affairs

House Committee on Appropriations

House Subcommittee on Defense, Committee on Appropriations

House Committee on Armed Services

House Committee on Government Reform

House Subcommittee on Government Management, Information, and Technology, Committee on Government Reform

House Subcommittee on National Security, Veterans Affairs, and International Relations, Committee on Government Reform

Audit Team Members

The Finance and Accounting Directorate, Office of the Assistant Inspector General for Auditing, DoD, prepared this report. Personnel of the Office of the Inspector General, DoD, who contributed to the report are listed below.

F. Jay Lane
Salvatore D. Guli
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