



United States
General Accounting Office
Washington, D.C. 20548

Resources, Community, and
Economic Development Division

B-276769

May 6, 1997

The Honorable Joe McDade
Chairman
The Honorable Vic Fazio
Ranking Minority Member
Subcommittee on
Energy and Water Development
Committee on Appropriations
House of Representatives

Subject: Department of Energy: Training Cost Data for Fiscal Years 1995
Through 1997

As requested, we are providing you with information on the training that the Department of Energy (DOE) provides to its employees and contractors. The Department provides a wide variety of training to its employees and contractors to improve or enhance, among other things, managerial expertise, job knowledge, working relationships, and professional development. As agreed with your office, the enclosures to this letter address (1) DOE's training costs¹ for fiscal years 1995 through 1997 (see encl. I), (2) examples of classes offered by the Department (see encl. II), (3) the size of the training organizations for selected DOE offices and selected contractors (see encl. III), (4) the extent to which selected DOE headquarters offices have completed annual training plans and their employees have completed individual development plans (see encl. IV), and (5) DOE's investment in training compared with that of private industry (see encl. V).

¹Training costs include the cost of providing training, whether in-house or contracted for, and the value of time for the personnel being trained.

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SUMMARY

According to DOE's data, in fiscal years 1995 and 1996, the Department spent about \$554 million and \$476 million, respectively, on training for its own and contractor employees. In fiscal year 1997, DOE projects that it will spend about \$438 million for training. With these funds, DOE offers a wide range of training, from technical courses on nuclear physics and chemistry to nontechnical courses on back care and defensive driving. DOE's training structure is very decentralized; headquarters offices, field offices, and contractors all have their own training programs with dedicated staff. The size of the training staffs for selected DOE offices ranged from 1 or 2 individuals to more than 20. The extent to which DOE staff and these offices met DOE-wide training requirements varied from office to office. These requirements state, in part, that each employee must complete an individual development plan.² In fiscal year 1996, the percentage of staff completing an individual development plan varied, from 25 to 30 percent in some DOE headquarters offices to 70 to 90 percent in others. Finally, for 1995, the average number of training days per year per employee (about 8.0) and the average training investment per year per employee (ranging from \$1,966 to \$3,415) were higher for DOE than for private industry, according to statistics reported by DOE and by the American Society for Training and Development's Benchmarking Forum.³

AGENCY COMMENTS

We provided copies of a draft of our report to DOE for its review and comment. DOE agreed with the information presented. However, DOE said that we did not adequately characterize the improvements the Department has made to employee training. DOE noted, for instance, that the Department has developed a training improvement plan that, upon implementation, should result in the proper sizing of training staffs and budgets within the Department. In addition, DOE stated that it is consolidating its management

²Such a plan establishes an employee's needs for training, development, and qualification on the basis of the (1) Department's and organization's goals, objectives, and mission; (2) technical qualification standards for the employee's position (if applicable); and (3) employee's personal and professional development goals.

³These are the latest data available for comparing DOE's investment with private industry's.

and scheduling of training. Overall, DOE expects its improvements will reduce duplication and waste in its training program (see encl. VI).

It is important to note that the purpose of this report was to provide information and statistics on DOE's training. It was not within the scope of our work to characterize, evaluate, and/or validate DOE's efforts to improve training within the Department. Accordingly, while DOE's comments indicate that a number of efforts are under way to reduce duplication and waste, we cannot comment on the extent to which these efforts are working.

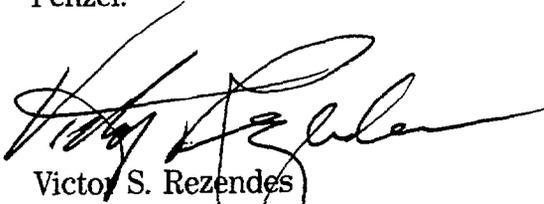
SCOPE AND METHODOLOGY

We conducted our work at DOE headquarters in Washington, D.C. We obtained data on DOE's training costs for fiscal years 1995 through 1997 from DOE's Office of Training and Human Resource Development. We did not verify the accuracy of these data. We obtained information on the training classes offered by DOE by contacting DOE headquarters officials from the Offices of Human Resources and Administration; Defense Programs; Environmental Management; Environment, Safety, and Health; and Quality Management. We determined the size of the training organizations for selected DOE offices and selected DOE contractors by contacting DOE officials within those organizations or DOE officials with oversight responsibility for those contractors. We determined, for selected DOE headquarters offices for fiscal year 1996, what percentage of employees had completed individual development plans and whether those offices had completed an annual training plan by interviewing the training coordinators for those offices. Finally, we obtained data on private industry's training costs by contacting the American Society for Training and Development's Benchmarking Forum. The Forum is a cooperative venture among 54 national and international companies with strong commitments to employee training. Member companies include American Telephone and Telegraph; Ford Motor Company; General Motors; and International Business Machines. We performed this work from February through April 1997 in accordance with generally accepted government auditing standards.

As arranged with your offices, unless you publicly announce its contents earlier, we plan no further distribution of this report for 30 days. At that time, we will provide copies to appropriate congressional committees, the Secretary of Energy, and other interested parties. We will also make copies available to others upon request.

B-276769

Please call me at (202) 512-3841 if you or your staff have any questions. Major contributors to this report include Robert Baney, William Seay, and William Fenzel.



Victor S. Rezendes
Director, Energy, Resources,
and Science Issues

Enclosures

DOE'S TRAINING COSTS, FISCAL YEARS 1995-97

Table I.1: Summary of DOE's Training Costs, Fiscal Years 1995-97

Element	Fiscal year		
	1995 (actual)	1996 (actual)	1997 (projected)
DOE headquarters offices			
Cost of providing training ^a	\$43,212,861 ^c	\$30,838,983 ^c	\$28,518,206
Value of time for personnel being trained ^b	11,866,458	8,626,425	8,705,156
DOE field offices			
Cost of providing training ^a	18,576,771 ^d	18,011,362 ^d	17,351,900
Value of time for personnel being trained ^b	19,752,276 ^e	36,023,994	36,542,200
DOE contractors			
Cost of providing training ^a	229,977,410 ^f	209,667,772 ^f	200,393,942
Value of time for personnel being trained ^b	231,018,839	172,669,639 ^e	146,795,190
Total	\$554,404,615	\$475,838,175	\$438,306,594

^aThis is the cost of in-house training organizations and the cost associated with contracting for training.

^bThis is the cost associated with employees' attendance at training. It includes salary/fringe benefit costs, which are calculated by multiplying the duty hours both in training and traveling to and from training by a DOE-calculated average 1995 hourly cost rate. The hourly rate used was \$31.25 for DOE federal employees and \$29.41 for DOE contractor employees. Travel costs are included except where noted. DOE calculated the value of time for personnel being trained for fiscal years 1996 and 1997 using 1995 salary/fringe benefit hourly cost rates. According to a DOE official, DOE's training cost data were compiled for congressional staff and calculations

using updated hourly cost rates for fiscal years 1996 and 1997 could not be completed within the deadlines established by that staff. For that reason, the value of time for personnel being trained in fiscal years 1996 and 1997 is understated.

^cSee table I.2 for a more detailed breakdown of the cost of training for DOE headquarters offices.

^dSee table I.3 for a more detailed breakdown of the cost of training for DOE field offices.

^eTravel costs are not included.

^fSee table I.4 for a more detailed breakdown of the cost of training for DOE contractors.

Source: DOE.

Table I.2: Cost of Providing Training for DOE Headquarters Offices, Fiscal Years 1995-96

Headquarters office	Annual cost of providing training ^a		Average annual cost of training per employee		Average annual training days per employee	
	FY 1995	FY 1996	FY 1995	FY 1996	FY 1995	FY 1996
Chief Financial Officer	\$160,100	\$152,000	\$582	\$606	7	3
Civilian Radioactive Waste Management	737,000	283,500	3,232	1,313	4	8
Congressional, Public, and Intergovernmental Affairs	3,781	1,905	33	18	5	1
Defense Programs	1,311,100	1,275,000	3,582	3,622	9	7
Economic Impact and Diversity	12,599	9,075	242	182	4	4
Energy Efficiency and Renewable Energy	1,606,990	336,420	2,472	646	7	5
Energy Information Administration	283,646	301,615	601	685	8	4
Energy Research	194,478	185,824	604	594	5	5
Environmental Management	7,490,200	3,836,400	10,000 ^b	5,795	10	10
Environment, Safety, and Health	8,361,000	6,020,000	18,498 ^c	14,755 ^c	7	2
Field Management	0	0	0	0	4	4
Fissile Materials Disposition	4,839	5,000	255	250	3	1
Fossil Energy	1,658,147	1,220,300	1,640	1,304	9	7
General Counsel	42,190	9,500	199	49	2	2
Hearings and Appeals	97,147	0	1,429	0	6	1

	Annual cost of providing training ^a		Average annual cost of training per employee		Average annual training days per employee	
	FY 1995	FY 1996	FY 1995	FY 1996	FY 1995	FY 1996
Headquarters office						
Human Resources and Administration	7,224,206	5,040,900	6,708 ^d	5,415 ^d	4	3
Inspector General	348,000	182,000	1,074	580	12	4
Nonproliferation and National Security	11,348,649	10,585,000	33,877 ^e	30,417 ^e	7	9
Nuclear Energy, Science, and Technology	133,115	179,450	887	1,246	6	5
Policy	160,342	75,000	794	421	5	6
Quality Management	2,035,332	1,140,094	185,030 ^d	103,645 ^d	18	6
Total/overall average	\$43,212,861	\$30,838,983	\$6,024	\$4,733	7	5

^aThis is the cost of in-house training organizations and the cost associated with contracting for training.

^bAccording to DOE/Environmental Management staff, the average shown reflects three training initiatives. One was to train 800 to 1,600 new employees departmentwide. Another was to provide all Environmental Management staff departmentwide with three week-long courses on project planning, baselining, and cost-estimating skills. A third was to design learning activities for employees with responsibility for waste management, environmental restoration, and environmental compliance.

^cAccording to DOE/Environment, Safety, and Health staff, the averages shown include external fellowships and grants (amounting to about \$2.4 million in each of fiscal years 1995 and 1996), contractor training initiatives, and the creation of an automated Environment, Safety, and Health training infrastructure.

^dThese averages represent the cost to train employees in the respective DOE element and employees from other DOE headquarters and field office elements.

^eAccording to DOE/Nonproliferation and National Security staff, the averages shown include the cost of training federal employees and contractor employees departmentwide, as well as employees from other agencies and students from other nations.

Source: DOE.

Table I.3: Cost of Providing Training for DOE Field Offices, Fiscal Years 1995-96

Field office	Annual cost of providing training ^a		Average annual cost of training per employee		Average annual training days per employee	
	FY 1995	FY 1996	FY 1995	FY 1996	FY 1995	FY 1996
Alaska Power Administration	\$46,000	\$46,936	\$1,643	\$2,347	11	15
Albuquerque Operations Office	2,782,000	1,812,000	1,789	1,239	7	8
Bonneville Power Administration	2,087,122	3,178,000	637	1,007	7	5
Chicago Operations Office	915,000	794,800	1,637	1,574	10	10
Golden Field Office	2,500	0	58	0	8	12
Idaho Operations Office	681,100	482,100	1,524	1,162	13	9
Nevada Operations Office	878,769	642,000	2,247	1,754	12	15
Oak Ridge Operations Office	779,000	907,000	1,064	1,348	6	6
Oakland Operations Office	476,000	472,000	1,112	1,183	3	3
Ohio Field Office	202,000	502,000	927	2,183	9	10
Pittsburgh Naval Reactors Office	19,000	27,000	241	370	3	3
Richland Operations Office	2,740,000	2,840,000	4,858	5,420	12	15
Rocky Flats Field Office	1,520,051	1,123,000	5,050	3,820	13	23
Savannah River Operations Office	3,501,000	3,324,400	5,884	5,812	15	10
Schenectady Naval Reactors Office	38,900	36,200	598	548	5	4

Field office	Annual cost of providing training ^a		Average annual cost of training per employee		Average annual training days per employee	
	FY 1995	FY 1996	FY 1995	FY 1996	FY 1995	FY 1996
Southeastern Power Administration	16,592	34,926	448	832	6	7
Southwestern Power Administration	285,000	281,000	1,477	1,536	9	7
Western Area Power Administration	1,606,737	1,508,000	1,141	1,168	8	7
Total/overall average	\$18,576,771	\$18,011,362	\$1,702	\$1,744	8	8

^aThis is the cost of in-house training organizations and the cost associated with contracting for training.

Source: DOE.

Table I.4: Cost of Providing Training for DOE Contractors, Fiscal Years 1995-96

Contractors at	Annual cost of providing training ^a		Average annual cost of training per employee		Average annual training days per employee	
	FY 1995	FY 1996	FY 1995	FY 1996	FY 1995	FY 1996
Albuquerque Operations Office	\$37,391,000	\$43,571,000	\$1,599	\$1,923	5	6
Chicago Operations Office	8,061,400	7,674,000	1,072	1,069	6	6
Civilian Radioactive Waste Management	3,928,086	1,134,077	2,888	2,388	6	6
Fossil Energy	1,980,084	2,309,800	943	1,167	4	4
Golden Field Office	638,000	224,000	727	356	2	1
Idaho Operations Office	18,035,700	14,501,000	2,964	2,527	17	15
Nevada Operations Office	3,553,800	3,192,995	785	1,155	5	5
Nonproliferation and National Security	561,000	341,000	7,480	4,608	0	7
Oak Ridge Operations Office	46,049,000	37,260,000	2,647	2,356	5	5
Oakland Operations Office	14,366,000	13,451,500	1,495	1,476	6	6
Ohio Field Office	10,350,000	7,196,000	2,417	1,926	7	3
Pittsburgh Naval Reactors Office	867,000	953,000	272	315	3	3
Richland Operations Office	21,588,200	18,125,000	1,637	1,498	5	15
Rocky Flats Field Office	20,833,000	11,373,000	4,666	3,218	13	6
Savannah River Operations Office	41,291,000	47,585,600	2,643	3,309	21	9
Schenectady Naval Reactors Office	484,140	775,800	163	280	2	2
Total/overall average	\$229,977,410	\$209,667,772	\$1,966	\$1,978	8	7

^aThis is the cost of in-house training organizations and the cost associated with contracting for training.

Source: DOE.

SCOPE OF TRAINING CLASSES OFFERED BY DOE

Sponsoring element	Examples of classes offered ^a
Defense Programs (Headquarters)	Defense Nuclear Facilities Safety Board Overview Basis and Methods for Hazard Analysis DOE's Interactions with DOD Operational Readiness Review Overview Unreviewed Safety Questions
Environment, Safety, and Health (Headquarters)	Accident Investigation Workshop Criticality, Safety, and Plutonium Accidents Environmental Compliance Fundamentals of Nuclear Operations Weapons Complex Overview
Environmental Management (Headquarters)	Developing Your Employees and Yourself Environmental Chemistry Fundamentals of Waste Management Project Planning for DOE Managers Site Remediation/Cleanup
Human Resources and Administration (Headquarters)	Basic Procurement Contract Law Effective Presentation Skills Managing Personal Growth Project Management Overview
Interagency (Headquarters)	Effective Listening and Memory Development Fiber Optics Leadership for a Democratic Society Mid-Career Retirement Planning Pre-Retirement Planning
Quality Management (Headquarters)	Customer Service Training Quality Concepts and Practices Self-Assessment Workshop Seven Habits of Highly Effective People Team Effectiveness
Vendor (Headquarters)	Artificial Intelligence: The Hype and the Reality Communicating Compensation and Benefits Evelyn Wood Reading Dynamics for Business Professionals Hazardous Waste Management Stress Management

Sponsoring element	Examples of classes offered ^a
Argonne National Laboratory	Biohazard Research and Development Chemical Waste Generator Training Electrical Safety Review Fissile Material Safety Training Intercultural Views of Animals
EG&G Energy Measurements	Back Care Defensive Driving Desert Tortoise Conservation Environmental Awareness Laser Safety Training
Hanford Site	Basic Motor Fundamentals Chemistry Fundamentals Driver Energy Conservation Facility Waste Sampling and Analysis Nuclear Physics
Idaho National Engineering and Environmental Laboratory	Asbestos New Regulation Awareness Criticality Safety Refresher Export Control Fall Protection At-Risk Worker Hearing Conservation
Lawrence Livermore National Laboratory	Cost Estimating Workshop Elements of Metallurgy Hazardous Waste Handling Practices Money Management Noise
Lockheed-Martin Energy Systems	Carcinogen Control Worker Training Defensive Driving on Nonpaved Surfaces Handling Classified Documents Respirator Training Technical Writing
Los Alamos National Laboratory	Blood-Borne Pathogens Chemical Hazard Awareness English Refresher Hearing Conservation Nuclear Material Measurements
Mound Laboratory	Basic Tritium Training Explosive Safety Guidance Training Laser Hazard Awareness Root Cause Analysis Workshop Trash Awareness

Sponsoring element	Examples of classes offered ^a
Nevada Test Site	Basic Health Physics Fundamentals of Engineering Review Interviewing Skills Radiation Worker Training Smoking Cessation
Oak Ridge Institute for Science and Education	Coping With Adolescents Forklift Training Gamma Spectroscopy Occupational Internal Dosimetry Radiological Worker
Pantex Plant	Calibrate Environmental Chambers Defensive Driving Course Explosives Safety Refresher Facility Security Fire Protection
Sandia National Laboratories	Body Language in Technical Meetings Chemical Carcinogens DOE Plutonium and Tritium Technology Overview Effective Presentation Skills Laboratory Spill Cleanup
Savannah River Site	Basic Criticality Training Computer Security Strategies to Cope With Burnout Unarmed Self-Defense/Rape Prevention Understanding Body Language in the Interview/Interrogation Process

^aAccording to a 1996 DOE training course database catalog, the Department had more than 12,000 different classes available for training its employees. For brevity, this enclosure shows only examples of those classes.

Source: DOE.

SIZE OF DOE TRAINING ORGANIZATIONS, END OF FISCAL YEAR 1996

Table III.1: Size of Training Organizations for Selected DOE Offices, End of Fiscal Year 1996

Office	Size of training staff (in full-time equivalents) ^a	Number of employees in office	Ratio of training staff to employees
Headquarters			
Defense Programs	6	352	1:59
Environment, Safety, and Health	13	408	1:31
Energy Information Administration	2	440	1:220
Environmental Management	20	662	1:33
Energy Research	1	313	1:313
Fossil Energy	1	198	1:198
Human Resources and Administration	2	775	1:388
Field			
Albuquerque Operations Office	23	1,462	1:64
Chicago Operations Office	5	505	1:101
Idaho Operations Office	5	415	1:83
Nevada Operations Office	11	446	1:41
Oak Ridge Operations Office	15	673	1:45
Oakland Operations Office	4	399	1:100
Richland Operations Office	20	524	1:26

Office	Size of training staff (in full-time equivalents) ^a	Number of employees in office	Ratio of training staff to employees
Savannah River Operations Office	20	572	1:29

^aThe size of the training staff includes support contractor personnel who are providing assistance.

Source: DOE.

Table III.2: Size of Training Organizations for Selected DOE Contractors, End of Fiscal Year 1996

Contractors supporting	Size of training staff (in full-time equivalents)	Number of employees	Ratio of training staff to employees
Hanford Site			
Bechtel-Hanford, Inc.	3	975	1:325
Pacific Northwest National Laboratory	9	3,557	1:395
Westinghouse Hanford Company	187	8,691	1:46
Idaho National Engineering and Environmental Laboratory			
Lockheed-Martin Idaho Technologies Company	85	5,645	1:66
Oak Ridge Operations Office			
Lockheed-Martin Energy Systems	191	9,945	1:52
Lockheed-Martin Energy Research	30	4,373	1:146
Oak Ridge Institute for Science and Education	1	479	1:479
Oakland Operations Office			
University of California, Lawrence Berkeley National Laboratory	4	2,423	1:606
University of California, Lawrence Livermore National Laboratory	90	6,688	1:74
Savannah River Site			
Wackenhut Services, Inc.	42	735	1:18

Contractors supporting	Size of training staff (in full-time equivalents)	Number of employees	Ratio of training staff to employees
Westinghouse Savannah River Company	519	13,641	1:26

Source: DOE.

EXTENT TO WHICH TRAINING PLANS HAVE BEEN COMPLETED
FOR FISCAL YEAR 1996

Table IV.1: Percentage of Employees in Selected DOE Headquarters Offices Who Have Completed an Individual Development Plan for Fiscal Year 1996

Headquarters office	Percentage of employees who have completed an individual development plan
Defense Programs	30
Environment, Safety, and Health	90
Energy Information Administration	25
Environmental Management	30
Energy Research	70
Fossil Energy	20-30

Source: DOE.

Table IV.2: Whether an Annual Training Plan Has Been Completed by Selected DOE Headquarters Offices for Fiscal Year 1996

Headquarters office	Annual training plan completed
Defense Programs	No
Environment, Safety, and Health	Yes
Energy Information Administration	No
Environmental Management	No
Energy Research	No
Fossil Energy	No

Source: DOE.

COMPARISON OF DOE'S AND INDUSTRY'S INVESTMENT IN TRAINING, 1995

Key indicator	Federal (DOE)	Contractor (DOE)	Industry average ^a
Average number of training days per year per employee	7.8	8.0	4.0
Average investment in training per year per employee	\$3,415	\$1,966	\$1,352
Annual investment in training as a percent of payroll	4.9%	3.2%	2.19%

Note: Data for DOE (federal and contractor employees) are for fiscal year 1995. Data for private industry are for calendar year 1995. These data are the latest available for comparison.

^aThe source for the industry average is the American Society for Training and Development's Benchmarking Forum. The Forum is a cooperative venture among 54 national and international companies with strong commitments to employee training. Member companies include American Telephone and Telegraph, Ford Motor Company, General Motors, and International Business Machines.

Source: DOE except as noted.

COMMENTS FROM THE DEPARTMENT OF ENERGY**Department of Energy**

Washington, DC 20585

May 1, 1997

Victor S. Rezendes, Director
 Energy, Resources, and Science Issues
 U.S. General Accounting Office
 Washington, DC 20548

Dear Mr. Rezendes:

Thank you for the opportunity to work with your staff and to comment on the General Accounting Office draft report entitled "Department of Energy: Training Cost Data for Fiscal Years 1995 Through 1997." We are in general agreement with the information provided in your report however, we feel that it does not adequately characterize the improvements the Department has made in employee training and development and reducing costs during a time of major change. The following information provides some specific examples.

During the period covered by this audit, the Department has transitioned its primary mission from nuclear weapons production to environmental restoration. In conjunction with this transition, the Department has made a concentrated effort to reengineer the training process to allow for a decrease in staff and costs while providing the people of the United States with a more efficient, safer, and streamlined operation.

In May, 1995 a plan was developed to establish a corporate approach to improve the formulation and execution of training within the Department. Actions in the plan are aimed at improving coordination of training development and delivery, consolidation of training management, integration of training scheduling, and reduction in training program costs and staffing requirements.

It is believed that continued implementation of this plan will result in the rightsizing of training staffs and budgets, a more unified approach to training employees, a reduction of duplication and overlap, and improved management of training and development activities across the Department.

We are starting to see results from this streamlining process. In Fiscal Year 1994 the Department spent \$61,789,632 on Federal employee training; by the end of Fiscal Year 1996, the expenditure was decreased to \$48,850,345. This is a reduction of \$12,939,287 or 20.9%. By the end of Fiscal Year 1997 we project decreasing cost by an additional \$2,980,239 or 4.9%. As more of these goals reach full implementation we expect even greater savings.

Notwithstanding the overall reduction in training costs, the Department has been compelled to expend significant funds to upgrade the qualification of our technical employees. For example, we have had difficulty in the past in hiring, training, and retaining qualified people for our nuclear facility sites. A Defense Nuclear Facilities Safety Board (DNFSB) study in 1993 outlined recommendations for improving the qualifications of our employees at nuclear sites and throughout the Department. In response to this recommendation we initiated a host of activities

that are designed to improve the qualifications and capabilities of our Federal and contract employees.

These activities did not come without a cost. Fiscal Year 1994 through Fiscal Year 1996 total Federal employee training and development costs directly linked to DNFSB activities was \$18,747,477 of the \$186,935,950 expended (or 10% of the total training and development costs for Federal employees). The cost for our contractor counterparts for the same period was \$306,043,840 of the \$691,838,031 expended (44%).

I believe that with continued vigilance we will not only continue to decrease our training and development costs, but we will also increase the qualifications of our highly technical staff.

Once again, I would like to thank you for the opportunity to participate in this audit and to comment on this draft report. Working with your staff has provided us with the opportunity to validate our training cost baseline which will be extremely useful in determining how well we are meeting our cost saving goals. If I can be of further assistance, please do not hesitate to call.



Archer L. Durham
Assistant Secretary for
Human Resources and Administration

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