

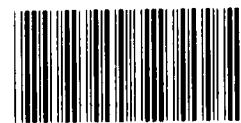
BY THE U.S. GENERAL ACCOUNTING OFFICE

## Report To William Proxmire United States Senate

# OPM Needs To Provide Better Guidance To Agencies For Approving Government- Funded College Courses For Employees

By law, employee training funded by the Government must be related to the performance of the employee's official duties. In a review at four Federal activities, it was not apparent to GAO how some of the approved college courses were related to employees' duties. Furthermore, the law requires agencies to evaluate the results of training and to determine if employees are using their acquired skills in their work. None of the activities GAO visited were conducting such evaluations of college training taken by their employees.

GAO recommends that the Office of Personnel Management give agencies better guidance for determining what kinds of college courses are related to employees' official duties and emphasize to agencies the importance of evaluating the results of training.



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UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND  
COMPENSATION DIVISION

B-208442

The Honorable William Proxmire  
United States Senate

Dear Senator Proxmire:

In a letter dated April 8, 1981, you asked us to review a number of issues relating to training Government employees. As agreed in subsequent discussions with your office, this report summarizes our findings on two of those issues: (1) the Government paying for its employees to attend college courses and (2) the Government paying organizational dues as part of training expenses.

OBJECTIVES, SCOPE, AND METHODOLOGY

The objectives of this review were to report on:

- The types of college courses agencies are paying for.
- Whether employees and/or their supervisors believe these courses were necessary for performing agency functions.
- Whether employees report that skills acquired by attending the courses were used.
- Whether employees leave their agencies soon after completing the courses.
- Whether agencies pay organizational dues as part of training expenses.
- The amount of training funds paid as dues for organizations such as Toastmasters.
- Whether the Office of Personnel Management (OPM) is effectively meeting its oversight responsibilities.

Because the training of Government employees is managed on a decentralized basis, the review included activities at both the headquarters and field levels. We conducted our work at the Department of Agriculture's Science and Education (SE) organization, Hyattsville, Maryland (a headquarters activity); SE's Oklahoma/Texas Area Office, College Station, Texas (a field activity); the Department of the Navy's Naval Sea Systems Command (NAVSEA), Crystal City, Virginia (a headquarters activity); and the Philadelphia Naval Shipyard (PNSY), Philadelphia, Pennsylvania (a field activity). The activities were selected for review because OPM training records indicate that the Departments of Agriculture and the Navy were two of the largest spenders among Federal departments and agencies for college courses during fiscal year 1980.

We interviewed responsible officials at these activities about policies, procedures, and practices used to approve employees' participation in college training courses. We reviewed the authorization forms used to approve such training during fiscal year 1980 (the most recent complete fiscal year for which data was available at the time of our review) to see whether they showed the relevancy of approved courses to employees' official duties.

We also performed work at OPM because it is responsible for providing leadership and guidance on training matters to Federal departments and agencies. The OPM sites visited included its headquarters activity in Washington, D.C., and its regional offices in Dallas, Texas, and Philadelphia, Pennsylvania, which had responsibility for the two departmental field activities we visited. We interviewed officials at the OPM sites to determine their roles and responsibilities in providing guidance concerning the college training program. We reviewed (1) laws and OPM and agency guidance relating to training Federal civilian employees and (2) OPM training reports.

We selected 120 college courses approved in fiscal year 1980--30 at each of the 4 departmental activities visited--to determine whether employees were using the skills acquired from the courses and whether employees left their agencies soon after completing this training. The courses were selected in the following manner: Beginning with the second course on an alphabetized listing of trainees' names at each location, we selected for our sample every third course at NAVSEA Headquarters Combat Systems Directorate, every sixth course at PNSY, and every fifth course at SE Headquarters. SE's Oklahoma/Texas Area Office did not maintain complete files on college courses taken during fiscal year 1980. That office did, however, reconstruct files for 30 courses taken during that year, and these were included in our sample.

For these 120 courses, we interviewed available trainees and, in selected instances, their supervisors. We interviewed supervisors when (1) it was not evident from the course titles,

descriptions, objectives, and other information on the training authorization forms, how the courses were related to the employees' official positions, (2) the employees said they were not using the skills acquired from the courses in their work, or (3) the employees' reasons for taking courses or the examples of training use were questionable. Also, we reviewed other pertinent documents, such as purchase orders and membership and training justifications, related to college courses and organizational dues.

Because training is managed in the Government on a decentralized basis and because we visited only four locations where college courses were approved, overall projections on the results of our review cannot be made. We believe, however, that our findings are indicative of the way many Government organizations carry out the college training program for their employees.

Our review, conducted from May 1981 to March 1982, was performed in accordance with our Office's current "Standards for Audit of Governmental Organizations, Programs, Activities, and Functions."

#### SUMMARY OF OUR FINDINGS AND CONCLUSIONS

The findings and conclusions below are discussed more fully in appendix I.

- Federal agencies pay for a wide range of college courses. OPM estimates that agencies spent about \$60 million for college training during fiscal year 1980. About \$218,000 was spent at the four activities we visited. Agencies vary on the types of training-related costs they pay, whether college courses can be taken during duty or non-duty time, and restrictions on the numbers and types of courses employees can take. (See p. 8.)
- Most employees and supervisors interviewed believe that the college courses employees took were necessary for performing agency functions. While, admittedly, the relationship of an individual course to an employee's official duties is a subjective determination, we did not see how some of the courses employees had taken were related to their official duties. The Government Employees Training Act of 1958 requires Government-financed college courses to be related to employees' official duties. However, OPM's definition of official duties is not specific. OPM guidance states that training must be related to employees' present duties or to duties they can be reasonably expected to perform in the future. However, this guidance does not state when in the future the skills acquired during training are to be used. Training officials at two

of the four activities we visited agreed that additional guidance is needed, particularly as it relates to future duties. (See p. 11.)

- Most employees and supervisors interviewed said that skills employees acquired by attending college courses at Government expense were used in performing the agencies' work. Some of the explanations or examples provided to us of how these skills were used seemed questionable. Further, although the Government Employees Training Act of 1958 requires agencies to evaluate the results of training, none of the four activities we visited had systematic procedures to determine whether the agencies were benefitting from paying for employees to attend the courses. (See p. 15.)
- At the four activities we visited, employees leaving their agencies soon after completing courses did not appear to be a problem. Of the 99 employees who took the 120 courses we reviewed, 83 employees were still working at the time of our review at the activities that paid for their college courses. Of the 16 employees who were no longer working at the activities, 3 had fulfilled their obligatory service requirement after completing the course. The other 13 employees were not required to meet any service obligation because of the short duration of their training (less than 80 hours). (See p. 18.)
- Three of the four activities we visited paid organizational dues during fiscal year 1980. One activity paid dues totalling about \$11,200, a second paid dues totalling about \$9,550, and a third paid dues totalling \$95. Although most of the memberships were purchased in the names of the activities, one of the Agriculture activities purchased two memberships for individuals. Individual memberships such as these are prohibited by Title 5, U.S.C 5946. Departmental officials informed us they would take appropriate action to recover the amount paid for the unauthorized memberships. The fourth activity we reviewed did not purchase any memberships. (See p. 19.)
- At the four activities, memberships were not purchased during fiscal year 1980 in the Toastmasters or Toastmistresses clubs. (See p. 21.)
- OPM's primary responsibility under the Government Employees Training Act of 1958 is to provide leadership and guidance to agencies to implement their training programs. Although OPM has generally been meeting this responsibility, we believe it could improve its guidance by clarifying the meaning of official duties. (See p. 21.)

RECOMMENDATIONS

To enhance agencies' management of their college training programs, we recommend that the Director, OPM:

- Develop more specific guidance for Federal agencies to use in determining the kinds of college courses they may approve and pay for, particularly those courses that relate to future duties employees may assume. Agencies should be required to have an established target position for trainees which can be reached within a specific time.
- Emphasize to agencies the importance of establishing and implementing a system to evaluate and assess the effect college training has on participants' performance and to assure that skills acquired from college training are being used. OPM should assist the agencies in developing their evaluation methodology.

VIEWS OF AGENCY OFFICIALS

As directed by your office, we did not obtain official comments from OPM or the Departments of Agriculture and the Navy. However, we discussed the matters presented in this report with agency training officials.

OPM, Agriculture, and Navy officials agree there is a need for

- more specific guidance for relating college courses to official duties and
- establishing and implementing an evaluative system for college training.

Navy officials expressed some concern about strengthening OPM's guidance on job-related training. They said the Navy prefers to review, and is presently reviewing, its own guidance in view of the unique nature of many Navy activities.

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B-208442

As arranged with your office, we will not distribute this report until 7 days after its issue date. At that time, we will send copies to interested persons and make copies available to others upon request.

Sincerely yours,



Clifford I. Gould  
Director



		<u>Page</u>
APPENDIX		
I	Responses to questions	8
II	Comparison of training policies at locations visited	24
III	GAO sample of college courses taken in fiscal year 1980 for selected activities	27
IV	Employees' views on how they are using their college training	40
V	Memberships purchased during fiscal year 1980 by activities in our review	42

RESPONSES TO QUESTIONSQuestion 1

What college courses are agencies paying for?

Response

Federal agencies pay for a wide range of college courses for their employees to attend. OPM estimates that about 90 percent of all non-Government training is done by colleges. It estimates that agencies spent about \$60 million for college training during fiscal year 1980. Also, there are variances among and within agencies with respect to the types of training-related costs they pay, whether college courses can be taken during duty or nonduty hours, and restrictions on the numbers and types of courses employees can take.

The Government Employees Training Act of 1958 (Chapter 41 of Title 5, U.S.C.) is the basic statute authorizing training for Federal employees. Executive Order 11348 provides agency heads with additional direction on using the basic authority. Both the law and the Executive Order authorize OPM to issue regulations and guidance to implement various aspects of the law. OPM uses the Federal Personnel Manual (FPM), Chapter 410--"Training"--to disseminate information on the law, requirements of OPM's implementing regulations, and pertinent guidance.

In general, these authorities allow agencies to provide training necessary to develop the skills, knowledge, and abilities that employees need to perform their official duties. Although the legislation does not define official duties, FPM Chapter 410 defines them as "the authorized duties which the employee is presently doing or can be reasonably expected to do in the future."

The Department of Agriculture's Personnel Manual, Chapter 410 (October 29, 1976) and the Department of the Navy, Office of Civilian Manpower Management Instruction 12000.1 (May 15, 1975), supplement the FPM guidance. Both of these indicate that training is intended to enhance employees' performance of official duties. The departmental activities we visited issued additional guidance on this subject, which essentially reiterates the FPM definition of official duties. (See app. II.)

At the activities we visited, 483 college courses were approved in fiscal year 1980 for 252 employees. (Some employees had more than one course approved during the fiscal year.) Training authorization forms show that the Government spent over \$218,000 sending the employees to these courses.

	<u>SE</u> <u>Headquarters</u>	<u>SE</u> <u>Oklahoma/Texas</u> <u>Area Office</u> <u>(note a)</u>	<u>NAVSEA</u> <u>Combat Systems</u> <u>Directorate</u> <u>(note b)</u>	<u>PNSY</u>
Number of courses approved	151	30	107	195
Number of employees for whom courses were approved	75	14	63	100
Total employees at the activity as of September 30, 1980	737	161	1,040	8,949
Government's costs for college courses	\$68,550	\$13,058	\$33,685	\$103,148

a/Information on fiscal year 1980 college course approvals at the SE Oklahoma/Texas Area Office was incomplete. Training approval forms could be located for 30 courses that were to be attended by 14 employees.

b/NAVSEA is comprised of 15 individual organizations. We restricted our review of courses to those approved by NAVSEA's Combat Systems Directorate--one of NAVSEA's largest users of college courses.

To determine the kinds of college courses that were authorized for civilian employees to attend, we reviewed fiscal year 1980 training course approval forms at the four activities. Appendix III shows a sample of 120 of the 483 college courses approved at these activities during the fiscal year; the trainees' position titles; and the objectives of the courses, when indicated on the approval forms. The courses covered a wide range of academic and technical subjects, such as history, speech, psychology, principles of accounting, entomology, chemistry, and submarine design trends.

Of the four activities, PNSY was the only one that identified in its training guidance specific types of college courses

that it would not pay for. These included courses relating to humanities, history, foreign languages, and the arts. (See app. II.) We did find, however, that in fiscal year 1980, PNSY approved one course dealing with the history and philosophy of law and justice.

In addition to having flexibility in approving college courses, agencies can determine which training expenses they will pay. This has resulted in agencies and activities within the same agency having different policies for paying course tuitions and other expenses. For example, SE Headquarters pays all costs associated with its employees attending college courses, including tuition, books and fees, travel, and salary costs. NAVSEA Headquarters pays for tuition, books, travel, and salaries associated with employees taking courses related to present duties or known future duties. However, when courses are intended to enable the employees to compete for higher level jobs, NAVSEA Headquarters pays only the tuition costs, and all other costs are paid by the employees.

Agencies and activities within the same agency also have flexibility in determining when courses can be taken and the number of courses that can be taken during specified periods. At SE Headquarters, supervisors determine whether their employees take courses during duty or nonduty hours. At the SE Oklahoma/Texas Area Office, employees are required to make up any duty hours spent taking college courses, according to an agency official. A NAVSEA Headquarters training official told us that college training intended to assist employees to compete for higher level jobs must be taken during nonduty hours. Training relating to employees' present jobs or to a known higher level job may be taken during duty time with supervisory approval. A PNSY official said shipyard employees are permitted to take college courses during either duty or nonduty hours, but there is an unwritten rule that employees who request training are expected to take it during nonduty hours. The following table shows the total hours--duty and nonduty--employees of the four activities spent attending college courses during fiscal year 1980.

	<u>SE Headquarters</u>		<u>SE Oklahoma/ Texas Area Office</u>		<u>NAVSEA Com- bat Systems Directorate</u>		<u>PNSY</u>	
	<u>Hours</u>		<u>Hours</u>		<u>Hours</u>		<u>Hours</u>	
Duty time	4,068	56%	1,296	82%	832	20%	1,552	9%
Nonduty time	<u>3,208</u>	<u>44%</u>	<u>278</u>	<u>18%</u>	<u>3,296</u>	<u>80%</u>	<u>15,292</u>	<u>91%</u>
Total	<u>7,276</u>	<u>100%</u>	<u>1,574</u>	<u>100%</u>	<u>4,128</u>	<u>100%</u>	<u>16,844</u>	<u>100%</u>

SE Headquarters, SE Oklahoma/Texas Area Office, and the PNSY do not limit the number of courses their employees can take during a scholastic quarter/semester. (SE Headquarters limits the number of courses its Upward Mobility 1/ participants can take to four during a 2-year period.) On the other hand, NAVSEA Headquarters does not permit employees taking courses to compete for higher level duties to take more than two courses during a scholastic quarter/semester. NAVSEA Headquarters supervisors determine the number of courses that employees can take during a quarter/semester when the courses are related to current or known future duties.

### Question 2

Do employees and/or their supervisors believe the college courses taken by employees were necessary for performing agencies' functions?

### Response

The Government Employees Training Act requires training to be related to the performance of official duties. Most employees interviewed told us that the college courses they took in fiscal year 1980 were necessary for performing agencies' functions. Agency officials responsible for approving the college courses and employees' supervisors we interviewed indicated that these courses were related to the employees' official duties. While, admittedly, the relationship of an individual course to an employee's official duties is a subjective determination, it was not apparent to us how some of the courses that had been approved were related to employees' official duties.

OPM's definition of official duties has given agencies wide flexibility in determining what types of college courses are job-related. In a previous report, 2/ we recommended that OPM provide additional guidance in the Federal Personnel Manual on the job relatedness of training. Training officials in two activities reviewed believe that additional guidance is needed in defining official duties, particularly as they relate to duties to be performed in the future.

As discussed on page 8, OPM's guidance states that training must be related to employees' present duties or to duties

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1/Upward mobility programs are designed to develop employees' skills and potential so they can qualify for target positions in career fields offering advancement.

2/ "The Government Employees Training Act of 1958: A Progress Report" (FPCD-77-66, Nov. 17, 1977).

employees can be reasonably expected to perform in the future. It also states that agencies should authorize training for future duties only if the employee is considered to have the potential to perform the duties and if the agency needs a trained person in an area. The guidance, however, does not address when in the future the skills acquired from training are to be used.

The 120 courses included in our sample were taken by 99 employees. Eighty-two of these employees, who took 103 of the courses, were available for us to interview. To obtain employees' views on how the college courses they had taken were necessary for performing agencies' functions, we administered structured interview questionnaires to these 82 employees.

We asked the employees to tell us their reason or reasons for taking the college courses. In their responses, most employees gave more than one reason for taking the courses. The employees advised us that (1) for 77 (75%) of the courses, at least one of the reasons was that the courses were intended to meet the needs of their organization, (2) for 57 (55%) of the courses, at least one of the reasons was for their personal development, and (3) for 39 (38%) of the courses, at least one of the reasons was to obtain a college degree. Four employees said their only purpose for taking the courses was to obtain a college degree. The Government Employees Training Act prohibits training for the sole purpose of obtaining a degree, although the receipt of an academic degree can be an incidental by-product of necessary training.

Employees told us they earned college credit for 90 courses (87%). Also, 75 (73%) of the courses were taken by employees who requested the training, as opposed to employees who did not request training, but were instead selected to attend the courses by their supervisors.

We also examined the fiscal year 1980 training forms at the locations visited to determine whether the forms showed how the 120 courses in our sample were necessary for performing the agencies' functions. It was not evident from the information on the forms how some courses were related to the employees' official duties. For example, training forms for 16 of the 30 courses we reviewed at SE Headquarters did not include a statement of the objective for the employees' taking the course. Although some of the courses appeared to be job-related on the basis of a comparison of the employees' position titles to the course titles, it was not clear how others were directly related to the employees' official duties.

In some cases where it was not evident how college courses were related to employees' official duties, we discussed (1) reasons for approving the courses, with the approving officials,

(2) the relationship of the training to the employees' duties, with the employees' supervisors, and (3) the courses' relevancy to the employees' positions with OPM officials. For example:

- A general psychology course was authorized for an electronics mechanic foreman at PNSY. The approving official said that basic psychology courses are routinely approved for supervisors because it helps them to better understand and motivate people. The employee's supervisor said the basic psychology course enables the employee to perform his duties more effectively by motivating the employees he supervises. An official in OPM's Philadelphia office said that this course might be justified if an individual supervisor had a serious problem that had been documented. However, the official disagreed with the policy of general approval of psychology courses for supervisors.
- A business policy formulation course was approved for an electronics engineer at NAVSEA. The approving official stated that business courses are approved for engineers because engineers need a thorough knowledge of business administration and policy. The employee's supervisor said the relationship between the business policy formulation course and the employee's job was that the course broadened the employee's horizons and met one of the requirements for obtaining a masters degree in business administration. An OPM official commented that the course could possibly be job-related, depending on the employee's duties, course content, and the training objective.
- An introduction to personnel management course was authorized for a supervisory purchasing agent at PNSY. The approving official said the employee is on an equal employment opportunity committee and the course was approved because committee members are required to attend personnel training. The employee's supervisor said that this course enables the employee to more effectively supervise subordinates and to expand her ideas and to communicate with others. An OPM official said the employee should have attended the OPM course on personnel management for Equal Employment Opportunity specialists, which would have been less expensive than the college course.

At SE Headquarters, 16 of the 30 college courses in our sample were authorized for employees in the Upward Mobility Program. Training authorization forms we reviewed for some of the courses taken in this program did not indicate that the courses would relate directly to the employees' targeted positions. For example:

- Personnel management, American Government, English, and psychology courses were authorized for a secretary targeted for an accountant position.
- A speech course was authorized for a secretary targeted for a personnel management specialist position.
- Psychology, speech, and sociology courses were authorized for a library technician/data transcriber targeted for a statistician position.

Department of Agriculture training officials told us that upward mobility participants are not required to take courses directly related to the targeted positions as long as the courses they take assist participants in developing basic skills for these positions. According to these officials, if it is determined that a participant needs to improve communication and reading comprehension skills for a targeted position, a history course is allowed to improve his/her skills. A training official said that this course would be within the agency's and OPM's definition of job-relatedness.

Determining whether a course is job-related can be very subjective because of the vagueness of OPM's definition of official duties. Although there were courses for which we could not readily determine job-relatedness, we cannot conclusively state how many courses were inconsistent with OPM's definition of official duties and were unnecessary for performing agencies' functions. This was caused by several factors, including the vagueness of the definition and inadequate information on training forms showing course objectives, how the course was job-related, and the need to be met.

The criteria used in determining whether college courses are job-related was subject to a wide range of interpretations in the activities we visited. A training official at SE Headquarters told us that OPM's definition of official duties is too broad and consideration should be given to clarifying the meaning of future duties. A training official at the SE Oklahoma/Texas Area Office said the future duties requirement could be clarified by requiring that specific target positions, future duties, and the training benefits to be gained should be stated on the training authorization form.

Conversely, a training official at the PNSY said that the Shipyard was satisfied with OPM's definition of official duties. A training official at NAVSEA Headquarters also expressed satisfaction with the definition. The NAVSEA official said that college courses are considered job-related if they are relevant to occupations within NAVSEA. A course does not have to be related



to an employee's present duties; nor is the employee required to have identified future duties relating to the course. An OPM official told us that, as a result of our review, his agency intends to review NAVSEA's policy on job-relatedness. The official said that NAVSEA's policy does not give real assurance that the training will be used.

### Question 3

Are employees reporting that the skills acquired by attending college courses are being used?

### Response

We spoke to a number of employees to learn how they were using in their work skills acquired by attending college courses. Almost all the employees told us that they were using the skills. The examples or explanations they provided, however, seemed questionable to us in a number of cases. We also asked some of the employees' supervisors whether the employees were using these skills and most of the supervisors said that they were. However, some supervisors said that employees were not using the skills or that they did not know whether the skills were being used. Although the Government Employees Training Act requires agencies to evaluate the results of training, none of the four activities we visited had systematic procedures to determine whether they were benefitting from having employees attend college courses. We have previously reported on the need for training evaluations and it appears that this is an area still needing management attention.

The FPM says that each agency should carefully analyze and evaluate the results and effects of employees' training to determine whether the training programs are contributing effectively to achieving agency missions and to attaining management goals. Agencies are also urged, whenever feasible, to follow up on training to assure that knowledge and skills acquired are effectively used.

We asked the 82 employees in our sample whether the college training has been useful on their job and has improved their skills, knowledge, or abilities. We also asked them to provide examples of how they use the training in their work. The employees said that 97 of the 103 courses had provided skills which are being used in their jobs. However, some of the examples the employees provided us as to how the training was being used seemed questionable. For example:

- A library technician in the SE Headquarters' upward mobility program, who was targeted for a librarian position, took a history course relating to American Presidents. The technician said this course helped in her job because she was able to explain to library patrons a rare book collection containing writings by Presidents on agriculture subjects.
- A secretary at the SE Oklahoma/Texas Area Office took business law, principles of economics, and introduction to public administration courses. The employee said these courses assist her in working with travel regulations, understanding the area office budget, and learning the effects of personnel ceilings.
- A secretary at NAVSEA's Combat Systems Directorate took an accounting course. She said she is responsible for monitoring contract costs, and this course helped her to work with figures.
- A police officer at the PNSY, who took a course in the history and philosophy of law and justice, said that, as a result of his research on firearms, his activity plans to start using a different handgun.

Other examples of employees' views of how they are using their college training, some of which appear questionable to us, are shown in appendix IV.

We contacted the employees' supervisors in 31 cases where (1) employees told us they were not using the skills and knowledge acquired through college training, (2) where the employees' reasons or examples of using the training seemed questionable, or (3) where it was not readily apparent on the training authorization forms how the employees' positions and courses were related. Of the 31 supervisors contacted, 24 said that the employees were using the training in their jobs. Four supervisors said the employees were not using the training, and three supervisors said they did not know whether the training was being used.

At the four activities visited, there were no systematic procedures to evaluate the results of college training taken by employees. Agency training officials told us that supervisors are responsible for assuring that college training is utilized. However, training officials do not monitor training utilization and have little assurance that evaluations of training results are being made. In those instances where individual college course evaluations were made following training, the evaluations primarily addressed employees' assessments of the course quality rather than any changes in the employees' performance resulting from the training.

According to an SE training official, a system is presently being developed for his organization which will relate training to the employees' performance and developmental needs. He said this system, which should enable supervisors to determine the effects of training on employees' performance, is expected to be implemented by October 1982.

The lack of training evaluation is not a new problem. We discussed this matter in an earlier report to the Congress ("Better Evaluation Needed for Federal Civilian Employee Training," FPCD-75-120, Aug. 12, 1975). In the report, we stated that the evaluation requirements of the Government Employees Training Act and Executive Order 11348 were, for the most part, not being adequately met. We recommended that the Civil Service Commission (now OPM) provide assistance to Federal agencies and departments in promoting the evaluation of training.

We also reported on this problem in a 1977 report to the Chairman, Civil Service Commission ("The Government Employees Training Act of 1958: A Progress Report," FPCD-77-66, Nov. 17, 1977). We recommended that the Civil Service Commission, with the Office of Management and Budget, construct minimum evaluation standards that all Government departments and agencies should meet.

OPM, in a March 1979 report, also discussed the lack of training evaluations. The report recommended actions by both OPM and the Office of Management and Budget to aid in the evaluation effort.

Also, in a recent GAO report, "Federal Employee Use of Off-Campus College and University Programs," FPCD-82-14, January 29, 1982, we again pointed out that agencies were, for the most part, not fulfilling their training evaluation responsibilities.

OPM has provided guidance to agencies on evaluation technology in recent years. In addition to the general guidance in the FPM, OPM has developed a number of publications including various guidance for assisting training evaluators, procedures for evaluations, and abstracts of selected management training evaluations. Yet, the four activities we visited still did not have required evaluation programs for analyzing the results of training. Without such programs, the Government has no assurance that it is realizing benefits from its training programs for Federal employees.

Question 4

Do employees leave their agencies soon after completing college courses?

Response

Our review did not disclose that Federal employees leaving their agencies soon after completing college courses was a problem. In our sample of college courses taken in fiscal year 1980, most employees were still employed at the time of our review. For those employees who had terminated their employment, agency records indicated that the employees had met applicable requirements to work for a specified period following completion of their training. The FPM states that employees, before being assigned to non-Government training, must agree in writing to remain employed at the agency for an appropriate period of time. Generally, the minimum period is three times the length of the training. However, if the training involves no expense to the Government other than the employees' pay, the employees are not required to agree to continue in service. Furthermore, the employing agency may exempt from this requirement employees whose training is for 80 hours or less.

An employee who transfers to another Government agency before completing the service specified in the agreement can generally have the remaining service obligation transferred to the gaining organization. There are, however, certain instances when payment can be required, such as when an employee's new position does not require reasonable use of the Government-funded training or there is evidence that the employee had no intention of continuing in the service of his or her agency when the agreement was signed.

On March 12, 1982, OPM published in the Federal Register proposed changes to its regulations concerning the administration of employees' agreements to continue in service. The proposed changes would require agencies to prorate, by length of service completed under the agreements, the amounts to be recovered from employees who leave their agencies and are required to make repayments. The proposed changes would also require agencies to provide employees the opportunity to review agency determinations in recovery situations and appeal for clemency. The decision by OPM on the issuance of regulatory changes on this subject is expected by the end of fiscal year 1982. At the four locations we visited, the agencies' guidance is generally the same as the FPM guidance in requiring agreements to continue in service. (See app. II.)

In our sample of 120 college courses taken by 99 employees in fiscal year 1980, agreements were not required for 70 of the

employees because of the short duration (less than 80 hours) of their training. At the time of our review, 13 of the 70 employees had left their agencies.

Of the 29 employees who had participated in training requiring the agreements, only 3 had terminated employment. All three fulfilled their service requirement before leaving their agencies.

#### Question 5

Do agencies pay organizational dues as part of training expenses?

#### Response

Three of the four activities we visited paid organizational dues during fiscal year 1980. One activity paid dues totalling about \$11,200; a second paid dues totalling about \$9,550; and a third paid dues totalling \$95. The fourth activity did not purchase any memberships. Also, one activity purchased two memberships for employees which were not authorized by Title 5, U.S.C. 5946.

OPM guidance contained in the FPM allows agencies to pay membership fees in organizations provided the fee is a necessary cost directly related to specific training or provided the payment of the fee is a condition to be met before taking training. If a membership fee is not related to employee training, an agency is prohibited by Title 5, U.S.C. 5946 from using appropriated funds to pay fees or dues for employees of the Government as individuals, except as authorized by specific appropriation or expressed terms in a general appropriation. An agency itself, however, is not prevented from becoming a member and paying the required dues if it is administratively determined to be necessary in carrying out authorized agency activities.

PNSY purchased two organizational memberships in fiscal year 1980. Shipyard records indicated that both memberships were purchased in the name of individual employees. One membership in the Cooperative Education Association of Indiana State University, which cost \$35, was purchased to obtain training information for administering the cooperative education program and to allow employees to attend the organization's conferences at discounted prices. Another membership was purchased in the American Management Association at a cost of \$60 to obtain the association's periodicals and to acquire discounted prices for PNSY employees to attend the association's training program. A Department of the Navy official told us that the training records inaccurately reflected that these two memberships were purchased for individual employees. The official said that these memberships were

purchased for the organization's use and the training records would be corrected to indicate the memberships' use.

NAVSEA Headquarters purchased three agency memberships at a total cost of \$11,170, ranging from \$175 to \$9,995. The most expensive membership was in a subscription service which provided the agency with answers to questions about the computer industry. NAVSEA documents indicate that this membership was required because the activity needs current and reliable information and statistics on computers and their use throughout the world.

SE Headquarters purchased 45 memberships in 41 professional organizations at a total cost of about \$9,550. The cost of memberships ranged from \$8 to \$2,500. Of the 45 memberships, 43 were obtained as agency memberships in various organizations including agricultural, scientific, and library related organizations, as well as the local Chamber of Commerce.

According to an SE Headquarters procurement official, in addition to the 43 organizational memberships, two New York Entomological Society memberships were purchased for and in the names of individual employees, costing a total of \$25. The memberships were purchased to give one employee access to the organizational magazine, to receive meeting notices, and to publish articles in the magazine, and to provide another employee the opportunity to publish articles in the magazine and to receive meeting notices. The official said the agency decided to purchase two individual memberships because one organizational membership would have cost the agency \$100, compared to \$25 for two individual memberships. Although the Government realized a savings from the reduced membership rates, the purchases made were not authorized by Title 5, U.S.C. 5946. Further, as stated in a Comptroller General decision, 52 Comp. Gen. 495 (1973), appropriated funds may not be used to pay for individual memberships, even though the agency derives a benefit from the membership. An agency official said SE plans to discontinue purchasing memberships for individual employees. In addition, Department of Agriculture officials informed us that they would take appropriate action to recover the amount spent for the unauthorized memberships. A listing showing the organizations in which memberships were purchased by the three activities is included in appendix V.

SE's Oklahoma/Texas Area Office did not purchase any memberships. An Area Office official said that although some of the office's employees are members of professional organizations, their memberships are purchased by the employees, not by the agency.

Question 6

How much money is being spent for dues in organizations such as Toastmasters?

Response

As discussed in our response to question 5, OPM guidance contained in the FPM permits agencies to pay membership dues in organizations provided the fees are necessary costs directly related to specific training or provided the payment of the fees is a condition to be met before taking training. This would include payment for such training as public speaking instruction through a Toastmaster or Toastmistress club. To make a determination that a need for public-speaking training exists, an agency must determine that an employee lacks skill in speaking effectively before groups and that speaking before groups is a duty that the employee is currently performing or could reasonably be expected to perform in the future.

At the four activities we visited, no dues were paid during the period of our review for memberships in organizations such as Toastmasters or Toastmistresses clubs.

Question 7

Is OPM effectively exercising its oversight responsibilities?

Response

OPM's primary responsibility under the Government Employees Training Act and Executive Order 11348, with respect to the training of Federal civilian employees, is to provide leadership and guidance to agencies to implement their training programs. Day-to-day program administration and oversight is the responsibility of the heads of Federal agencies. Our review at four activities indicates that OPM has generally been meeting its leadership and guidance responsibilities for the college training program. Also, OPM is performing limited reviews of training activities, although this function is basically an agency responsibility. We believe, however, that OPM could improve its guidance by clarifying its definition of official duties. As discussed on page 11, OPM needs to provide additional guidance to agencies to better enable them to determine the types of college courses that are job-related, particularly as they relate to future duties.

The Government Employees Training Act directs OPM to promote and coordinate Government-wide training programs and operations and to issue regulations containing principles, standards, and requirements for Federal training programs. OPM guidance to Federal agencies is contained in the FPM Chapter 410 and covers a

broad range of training-related matters, including defining agencies' responsibilities, determining training needs, establishing training programs, and evaluating the results of training.

The law directs agencies to administer their training programs within OPM regulations, standards, and guidelines and to establish appropriate controls to insure that training meets these requirements.

In December 1981, OPM's Training Policy Division initiated a study to assess the effect of training regulations on agency programs and productivity. The study, scheduled for completion in September 1982, is addressing, among other subjects, the relevancy of training to duties, the assessment of training needs, and the evaluation of training.

OPM's Office of Agency Compliance and Evaluation (ACE) is responsible for performing compliance reviews to determine whether agencies are complying with Federal personnel laws. These reviews involve the full range of personnel matters, and training is one of the areas evaluated. According to OPM records, from 1978 to 1980, ACE reviewed 94 installations where training was covered in its personnel management evaluations. Of these 94 installations, 8 were in the Department of the Navy and four in the Department of Agriculture. None of these evaluations were at the activities we reviewed.

Our review indicates that OPM has been fulfilling its legal requirements for providing guidance to agencies for administering their college training programs. Also, OPM is assessing the impact of its regulations and performs reviews to determine the extent of agency compliance with the law. However, as noted on page 11, agencies presently have wide flexibility in determining whether Government-financed college courses taken by Federal employees relate to the employees' official duties, particularly as the courses relate to the duties employees can be expected to perform in the future. OPM has not provided sufficient guidance about when in the future the skills acquired are to be used.

We previously reported on the administration of the training law (The Government Employees Training Act of 1958: A Progress Report, FPCD-77-66, November 17, 1977). In this report, we pointed out that better guidance on the job-relatedness of training was needed in the FPM. In our opinion, this need still exists. In addition, a March 1982 report of the Interagency Task Force on Federal Government Staff Development and Training concluded that:

"Given a period of scarce resources, all training and development programs should be competency-based and



job-related, designed and evaluated in terms of improving productivity of the Federal work force in each organizational unit . . ."

Strengthening OPM's guidance concerning job-relatedness could help meet this objective.

Comparison of Training Policies  
at Locations Visited

<u>Issue</u>	<u>Science and Education</u>		<u>NAVSEA</u>	
	<u>Headquarters</u>	<u>Texas-Okiahoma Area</u>	<u>Headquarters</u>	<u>Philadelphia Naval Shipyard</u>
Definition of job relatedness.	Training must relate to employees' present duties or to duties in other areas where additional staffing is or will be needed.	Same policy as headquarters.	Training must enhance efficiency of employees in the performance of their official duties, either those currently performed or those within NAVSEA which the employees could reasonably be expected to perform in the future. (College courses are considered job-related if they are relevant to occupations within NAVSEA.)	Training is considered job-related if it is relevant to an employee's official duties which the employee is currently performing or to those which he/she could reasonably be expected to perform in the future.  Future duties are considered job-related only when the employee is in a specific development program or when a course is clearly related to progression for a position identified.
Financial Assistance.	Agency pays for tuition, books, materials, fees, travel, and salaries.	Same policy as headquarters except the Area Office does not allow routine payments of travel costs.	For college training intended to assist employees to compete for higher level duties within the agency, NAVSEA pays only the tuition. All other costs associated with the training are paid by employees.  For courses relating to present duties or identified higher level duties, NAVSEA pays for tuition, books, travel, and salaries.	Pays for tuition, library fees, laboratory fees, travel, and salaries. Will not pay for books except for cooperative education students.

<u>Issue</u>	<u>Science and Education</u>		<u>NAVSEA</u>	
	<u>Headquarters</u>	<u>Texas-Oklahoma Area</u>	<u>Headquarters</u>	<u>Philadelphia Naval Shipyard</u>
Limitations on the number of courses allowed and when they can be taken.	No restrictions on the number of courses authorized. The employee's supervisor determines whether courses can be taken during duty or nonduty time. (Employees in the Upward Mobility Program are limited to four college courses within a 2-year period).	Same policy as headquarters. However, in practice, employees are required to make up duty hours spent in college training.	Employees taking courses to compete for higher level duties must attend courses during nonduty time and are limited to two courses per quarter or semester.  Courses related to present job or to identified higher-level duty can be taken during duty hours if approved by supervisor. The employee's supervisor determines the limits on number of courses that can be taken per quarter or semester.	No restriction on number of courses or whether courses can be taken during duty or nonduty time. However, employees are encouraged to take non-directed (voluntary) training after hours.
Prohibited courses.	Does not identify any college courses that employees are prohibited from taking at Government expense.	Same policy as headquarters.	Does not identify any college courses that employees are prohibited from taking at Government expense.	PNSY will not pay for employees to attend courses in humanities, history, foreign language, and the arts.

<u>Issue</u>	<u>Science and Education</u>		<u>NAVSEA</u>	
	<u>Headquarters</u>	<u>Texas-Oklahoma Area</u>	<u>Headquarters</u>	<u>Philadelphia Naval Shipyard</u>
Use of skills acquired by training.	Training regulations require supervisors/managers to evaluate the results of training but do not set up an evaluation system to check training use or supervisors' evaluations.	Same policy as headquarters.	NAVSEA instructions indicate that it is the individual manager's and supervisor's responsibility to insure that the skills and knowledge gained through employee training are used. There is no system to monitor whether, for college courses, such evaluations are conducted by the supervisors and managers.	The monitoring of training use is the responsibility of the employee's supervisor who approves the course. PNSY does not have a system to evaluate how well supervisors meet their monitoring responsibility.
Continue in service agreement policy.	Requires an employee receiving more than 80 hours of training within a single program, by, in or through a non-Federal Government source to complete an agreement. The duration of the agreement is normally three times the length of the training.	Same policy as headquarters.	Requires employee to complete agreements prior to training for all non-Government training that exceeds 80 hours. For employees who receive salaries during training, the duration of the agreement is three times the length of training period. If employees do not receive salaries during training, the duration of agreement is for a period equal to the length of training but not less than one month.	Has same policy as NAVSEA but, in actuality, only requires cooperative education student employees to sign the agreement.

GAO Sample of College Courses Taken in  
Fiscal Year 1980 for Selected Activities

Department of Agriculture  
Science and Education  
Headquarters Activity

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Computer Systems Analyst	Human Relational Aspects of Manage- ment Systems	Obtain knowledge of the impact of human factors in designing, implement- ing, and managing large complex systems.	\$429
Secretary - (Upward Mobility Target - Personnel Management Specialist)	Organizational Theory	Not stated.	b/ \$283
Library Aide-Typing	Elements of Nutrition	This is a basic beginning course in nutrition.	\$155
Clerk-Typist	Psychology	An introduction to psy- chology, emphasizing the problems of learning, thinking, personality and adjustment.	\$ 53
Fiscal Assistant	Principles of Ac- counting I	This course will teach the basic accounting principles needed for employee development.	\$107
Contract Specialist	Contract Performance	Course deals with the problems which arise during performance of Government contracts.	\$925
Personnel Clerk - Compensation (Up- ward Mobility Target - Management Analyst)	Organizational Be- havior	Not stated.	\$486

a/ Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

b/ Cost does not include salary. Salary was not indicated on the approved training form even though the course was taken during duty hours.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Library Technician-Data Transcriber (Upward Mobility Target-Statistician)	Speech	Not stated.	b/ \$534
Secretary-Stenography (Upward Mobility Target-Management Analyst)	Independent-Study Advanced Technical Writing	To improve present performance.	\$750
Secretary-Stenography (Upward Mobility Target-Management Analyst)	Introduction to Sociology	Not stated.	b/ \$635
Library Technician (Upward Mobility Target-Librarian)	History-American Presidents	Not stated.	\$220
Management Assistant (Upward Mobility Target-Management Analyst)	Accounting	Not stated.	b/ \$573
Secretary-Stenographer (Upward Mobility Target-Writer-Editor)	Principles of Accounting	Meet future staffing needs.	\$399
Library Technician (Upward Mobility Target-Management Analyst)	Systems Performance	Not stated.	\$920
Secretary-Typist (Upward Mobility Target-Botanist)	Botany-Plant Physiology	Not stated.	b/ \$473
Clerk-Typist	Principles of Accounting II	Concentration on principles of accounting and the use of accounting data in making business decisions.	\$196

a/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.  
 b/More than one course was taken by the employee. Cost was determined by dividing total costs by the number of courses approved as indicated on the training form since the cost of each course was not identified.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Information Clerk (Upward Mobility Target-Technical Information Specialist)	Management & Organization Theory	Not stated.	c/ \$ 551
Home Economist	National Nutrition Planning	To provide understanding of the uses which our research is to serve.	\$ 329
Nutrition Analyst	Quantitative Analysis III	To improve programming skills and decision making under uncertainty and risk.	\$ 235
Position Classification Specialist	Management & Organizational Theory	Not stated.	\$ 114
Secretary-Stenographer (Upward Mobility Target-Accountant)	Introduction to Speech Communication	Not stated.	\$ 419
Management Analyst	Career Development and Leadership for Public Management	Increase knowledge of management and organization theory and increase proficiency in applying theory to practice.	b/ \$1,100
Secretary-Stenographer	Court & Conference Reporting-Part I	Not stated.	\$ 50
Secretary-Stenographer (Upward Mobility Target-Visual Information Specialist)	Arts-Drawing III	Not stated.	c/ \$ 327
Assistant to the Deputy Director, Administrative Management	Psychology of Career Transition	Will assist in planning career paths and in interviewing and selecting personnel.	\$ 320

a/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

b/Cost does not include salary. Salary was not indicated on the approved training form, even though 56 of the 119 course hours were taken during duty time.

c/More than one course was taken by the employee. Cost was determined by dividing total costs by the number of courses approved as indicated on the training form since the cost of each course was not identified.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Computer Technician	Cobol Programming	To gain the knowledge in programming to be used in conjunction with my work being done on the PRIME 400.	\$400
Computer Operator	Introduction to Discrete Structures	Fundamental mathematical concepts and algebraic structures.	\$205
Secretary-Typing (Upward Mobility Target-Computer Specialist)	Introduction to Sociology	Not stated.	<u>b/</u> \$283
Secretary-Typing (Upward Mobility Target-Accountant)	American Government	Not stated.	<u>b/</u> \$593
Library Technician (Upward Mobility Target-Technical Information Specialist)	Systems Management	Not stated.	\$982

a/Includes tuition, books, fees, travel and salary expenses as indicated on approved training forms.  
b/More than one course was taken by the employee. Cost was determined by dividing total costs by the number of courses approved as indicated on the training form since the cost of each course was not identified.



GAO Sample of College Courses Taken in  
Fiscal Year 1980 for Selected Activities

Department of Agriculture  
Science and Education  
Field Activity-College Station

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Biological Technician	Statistics 301 Statistics 301 - Lab	To gain a better proficiency in statistics and thereby improving participant's skills.	\$492
	Problems in Wildlife and Fisheries Sciences	Acquire knowledge needed to determine effect of meadowlarks on heliothis. To improve participant's present performance and skills.	\$499
Secretary (Stenography)	Business Law	Legal decisions affecting managerial decisions including contract law, agency, uniform commercial codes, etc.	\$113
	Principles of Economics	Provide understanding of principles of economics, problems, theory, etc.	\$ 98
	Introduction to Public Administration	Provide knowledge of organization and management, leadership, policy formation, personnel practices, public relations, etc.	\$326
Agricultural Research Technician	Agronomy, Research Seminar	Investigation leading to cotton breeding research and research report.	\$204
Biological Laboratory Technician	Insect Physiology with Lab	To improve participant's present performance and skills.	\$847

a/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Biological Laboratory Technician	Statistics	To improve participant's present performance and skills.	\$ 411
Chemist	Controlled Release Technology: Polymers in medicine, food, and agriculture	To explore recent advances in controlled release technology and cover polymer systems as they relate to achieving appropriate design of controlled release formulations.	\$1,847
Botanist	Biometry	This course teaches how to apply standard statistical procedures to biological data.	\$ 516
Biological Laboratory Technician	Entomology	Systematic study of nonholometabolus orders and families of insects, their distinguishing characteristics and Biology. Preparation of insect collection and use of keys for identification emphasized in practice.	\$ 508
	Medical and Veterinary Entomology	Course will increase employee's knowledge of taxonomy of insects of medical and veterinary importance and will benefit the research of this unit.	\$ 548
	Transmission Electron Microscopy	Provide knowledge of methods of studying biological materials with transmission electron microscope, fixation, ultra-microtomy, etc.	\$ 956
Agriculture Research Technician	Agronomy	Advanced study of forage production, ecology, and physiology.	b/ \$ 198
	Range Science	Ecology and land uses.	b/ \$ 198

a/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

b/More than one course was taken by the employee. Cost was determined by dividing total costs by the number of courses approved as indicated on the training form since the cost of each course was not identified.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Agricultural Research Technician	Range Science	Principles and concepts of identification and classification of plants.	\$ 827
Electronics Technician	Physics	Fundamentals of classical electricity and light; introduction to contemporary physics.	\$ 645
Administrative Technician	Public Speaking for Women	To increase employee's ability in her present job performance.	\$ 110
Agricultural Research Technician	Plant Breeding	Study of genetics as related to plant breeding. Methods of improving crop plants through hybridization, quantitative characters, induced mutation, etc.	\$ 206
	Soil Fertility and Plant Nutrition	Advanced study of the relationship between soil properties and plant nutrition.	\$ 231
Sheet Metal Mechanic	Cotton Ginning	A course on operation and maintenance of cotton ginning system and repair of electric systems.	\$ 60
Machinist	Cotton Ginning	Operation and maintenance of cotton ginning systems and repair of electrical systems.	\$ 60
Biological Technician	Chemistry	Modern principles of organic chemistry. A survey of modern organic chemistry with emphasis on reactions and contemporary theory.	
	Chemistry	Laboratory techniques in modern organic chemistry I. Synthetic and analytic techniques of organic chemistry.	
	Biology	Seminar. lectures and discussions concerning various aspects of current research in the biological sciences.	b/ \$1,065

a/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

b/This cost was for two chemistry courses and the biology course.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course</u>	<u>Course cost (note a)</u>
Biological Technician	Chemistry	A survey of modern organic chemistry with emphasis on reactions and contemporary theory.	
	Botany	Principles underlying the cause, identification and control of plant diseases.	<u>b/</u> \$ 951
Biological Technician	Zoology	Comparative physiological functions.	
	Chemistry	Properties of biological compounds and chemical process in living systems.	
	Biology	Various aspects of current research in biological sciences.	<u>c/</u> \$1,143

a/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

b/This cost represents the expenses for the botany and chemistry courses.

c/This cost represents the expenses for the zoology, chemistry, and biology courses.

GAO Sample of College Courses Taken in  
Fiscal Year 1980 for Selected Activities

Department of the Navy  
Naval Sea Systems Command  
Headquarters Activity-Combat Systems

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course (note a)</u>	<u>Course cost (note b)</u>
Product Assurance Engineer	Configuration Management		c/ \$450
General Engineer	Decision Analysis		\$310
General Engineer	Data Processing for Managers		\$390
Secretary	Introductory Computer Programming		\$152
Administrator for Environmental Quality	Environmental Law and the Chemical Industry		c/ \$325
General Engineer	Radiation & Scattering II		\$470
Mechanical Engineer	Principles of Economics (Macroeconomics)		\$ 99
Mechanical Engineer	Management of Organizations		\$270
Product Assurance Engineer	Advances in Electronics Technology		c/ \$575
Electronics Engineer	Submarine Design Trends		c/ \$950
Electronics Engineer	Infrared Technology		c/ \$750
Management Analyst	Computer Programming with Business Applications		\$351
Logistic Management Specialist (Administrative Management Intern Programs)	Business Math II		\$ 26

a/NAVSEA Headquarters training forms do not have a section for and do not require the employee to indicate the objective of taking the course.

b/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

c/Cost does not include salary. Salary was not indicated on the approved training forms even though the course was taken during duty hours.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course (note a)</u>	<u>Course cost (note b)</u>
Electronics Engineer	Practical Digital Design & Applications		\$225
Financial Management Analyst	The Administrator in a Technological Society		\$175
Secretary	Introductory Accounting I		\$ 53
Secretary	Principles of Composition		\$ 53
Electronics Engineer	Switching Circuits & Logic Design		\$480
Program Analyst	English Composition I		\$ 26
Program Analyst	English Composition II		\$ 29
Mechanical Engineer	Systems Analysis & Design		\$ 99
Financial Management Analyst	Business Law		\$ 26
Mechanical Engineer	Thermal Power Engineering I		\$474
Electronics Engineer	Fiber and Integrated Optics		c/ \$560
Electronics Engineer	Business Policy Formulation		\$391
Mathematician-Engineer in Training	Advances in Electronics Technology		c/ \$575
Management Analyst	Systems Management and Technology & Management		\$276
Torpedo Systems Engineer	Fundamentals of Acoustics		\$470
General Engineer	Systems Integration		\$492
General Engineer	Seminar in Management Systems Controls and Survey		\$462

a/NAVSEA Headquarters training forms do not have a section for nor require the employee to indicate the objective of taking the course.

b/Includes tuition, books, fees, travel and salary expenses as indicated on approved training forms.

c/Cost does not include salary. Salary was not indicated on the approved training form even though the course was taken during duty hours.

GAO Sample of College Courses Taken in  
Fiscal Year 1980 for Selected Activities

Department of the Navy  
Philadelphia Naval  
Shipyard  
Field Activity

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course (note a)</u>	<u>Course cost (note b)</u>
Electronics Mechanic Foreman	General Psychology	Not available.	\$ 204
Mechanical Engineer	Fundamentals of Engineering Review	Not available.	\$ 165
Engineering Technician	Business Statistics	Statistical measures and methods used in business.	\$ 123
Personnel Staffing and Classification Specialist	College Recruitment	Not available.	\$ 125
Management Analyst	Organization Structure & Behavior	Effects of organization structure on behavior.	\$ 333
Cooperative Education Student	Engineering	Not available.	\$3,775
Electronics Engineer	Problems in Human Relations	Morale and discipline management situations.	\$ 472
Engineering Draftsman	Physics II	Classical physics as a foundation for advanced engineering	\$ 371
Naval Architect General Engineer	Engineering Math	Mathematical techniques for engineering.	\$ 482
Industrial Electrician Control Mechanic	Theory of Graphics	Lettering, drawing, and drafting problems.	\$ 188

a/PNSY training forms do not have a section for the employee to indicate the objective of taking the course. The employee's office usually attaches the course description to the training request when submitting it for approval. A description of the course is shown in this column if it was available.

b/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking the course (note a)</u>	<u>Course cost (note b)</u>
Supervisory Purchasing Agent	Introduction to Personnel Administration	Not available.	\$230
Production Controller	Organization & Management	Not available.	\$186
Physical Science Technician	Advanced Organic Chemistry Lab	Organic chemistry research problems.	\$135
Accountant	Computer Science (Introductory)	Logical structure of the computer.	\$ 82
Electronics Engineer	Computer Organization	Not available.	\$307
Pipefitter	Basic Expository Writing	Intensive writing	\$ 82
Supervisory General Engineer	Executive Leadership	Not available.	\$381
Senior Mechanical Engineer	Industrial Ventilation	Principles of air movement.	\$427
Electronics Engineer	Detection & Decision Theory	Classical detection methods, hypothesis testing.	\$381
Police Officer	History & Philosophy of Law & Justice	Examine present and historical criminal justice system.	\$153
Clerk (Data Transcriber)	Programming COBOL	Functions and capabilities of computer programming system.	\$ 80
Clerk	Communication I	Reasoning, writing, word study.	\$195
Blacksmith	Physical Chemistry I	Theory of gases, thermodynamics.	\$171

a/PNSY training forms do not have a section for the employee to indicate the objective of taking the course. The employee's office usually attaches the course description to the training request when submitting it for approval. A description of the course is shown in this column if it was available.

b/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.



<u>Employee position</u>	<u>Course title</u>	<u>Objective shown on training approval forms for employee taking course (note a)</u>	<u>Course cost (note b)</u>
Blacksmith	Mechanics of Material I	Deformable bodies, stress points.	\$ 200
Mechanical Engineer Trainee	Applied Energy System	Thermodynamics, power cycles, real gases.	\$ 213
Supervisory Quality Inspector Specialist	Welding Inspector Qualification Certification	Not available.	\$2,810
Mechanical Engineer	Theory of Automatic Control	Advanced control theory and stability methods.	\$ 381
Mechanical Engineer	Solid Mechanics I	Analysis of stress, membrane analogy.	\$ 472
Personnel Assistant	English Writing II	Composition, audience psychology.	\$ 198
Blacksmith Foreman	Research and Report Writing	Business communication and report writing.	\$ 212

a/PNSY training forms do not have a section for the employee to indicate the objective of taking the course. The employee's office usually attaches the course description to the training request when submitting it for approval. A description of the course is shown in this column if it was available.

b/Includes tuition, books, fees, travel, and salary expenses as indicated on approved training forms.

EMPLOYEES' VIEWS ON HOW THEY ARE  
USING THEIR COLLEGE TRAINING

Science and Education, Headquarters

- A fiscal assistant took an accounting course. This employee said that she is responsible for developing charts and payment schedules and this course has improved her accuracy in these tasks.
- A personnel clerk in the compensation division took an organizational behavior course. This employee said the theory of organizational behavior has aided her in performing personnel functions.
- A management assistant in the Upward Mobility program targeted for a management analyst position took an accounting course. She is now a purchasing agent; accounting assists her in working with numbers.
- A secretary in the Upward Mobility program targeted for a writer/editor position took an accounting course. She told us the course was not applicable to her work and she is not using it.
- A secretary in the Upward Mobility program targeted for an accountant position took an introduction to speech communications course. She said the course helps her in communicating with people.

Science and Education, Oklahoma-Texas Area

- An administrative technician took a course in public speaking for women. This employee uses the skills in dealing with people and making speeches to local high schools on Federal Government opportunities.
- A biological laboratory technician took a wildlife and fishery science course. This employee uses knowledge gained in this course to conduct research addressing the relationship between meadowlarks and the bull worm moth, a cotton pest.
- A biological laboratory technician took a statistics course. This employee uses data analysis skills in local and field laboratory research.

Naval Sea Systems Command, Combat Systems Directorate

- A management analyst took a Government and business relations course. The employee said that he occasionally has to deal with contractors and contract specifications, and this course familiarized him with the contract area.
- A secretary took an introductory computer programming course. The employee said that she works with engineers and now understands the computer language they use daily.
- A financial management analyst took a business law course. This employee said the course gave her a basic understanding of criteria and rationale used in contract negotiations and helps her to decide on the best way to fund projects.
- A general engineer took a seminar in management control and survey. This employee said the course gave him insight into managing and enables him to solve management problems.

Philadelphia Naval Shipyard

- A blacksmith foreman took a research report writing course. The foreman said this course assists him in writing numerous reports.
- A management analyst took an organizational structure and behavior course. This employee said that he evaluates the department's ADP needs, which include studying the organization's structure.
- A production controller, now a management analyst, took an organization and management course. This course assisted him in working with people in his previous position as well as in his present position.
- An accountant took an introduction to computer science course. She is a supervisor of an employee who occasionally designs computer programs, and she can now better supervise and advise the employee.

MEMBERSHIPS PURCHASED DURING FISCAL  
YEAR 1980 BY ACTIVITIES IN OUR REVIEW

Memberships Purchased by Science  
and Education Headquarters

<u>Name</u>	<u>Cost</u>
Agricultural Research Institute (3 memberships)	\$1,200
Northeastern Weed Science Society	21
American Association for Laboratory Animal Science	125
National Association of Schools of Public Affairs and Administration (NASPAA)	300
Vinifera Wine Growers Association	10
International Society of Wang Users	40
Association of Energy Engineers	60
Agricultural Science Association for Engineers	55
National Council on Family Relations	36
National Safety Council	15
National Health Council, Inc.	250
National Council on Aging, Inc.	80
The Alan Guttmacher Institute	60
The Day Care and Child Development Council of America, Inc. (Voice for Children)	50
Association of Public Data Users	200
American Society for Training and Development	60
Science - The Weekly Magazine of Research	76
31st International Science and Engineering Fair	100
American Council on Science and Health	150
Universal Serials and Book Exchange, Inc.	50

<u>Name</u>	<u>Cost</u>
The National Assembly (National Collaboration for Youth)	1,500
HP 1000 International Users Group	250
Association of Research Libraries	2,500
Society for Scholarly Publishing	100
Council on Botanical and Horticultural Libraries	25
International Federation of Library-Associations and Institutions	391
National Federation of Abstracting and Indexing	1,200
American Society of Animal Science	55
American Association for the Advancement of Science (two memberships)	82
International Association for Plant Taxonomy	81
Southern California Carmellia Society	12
American Forestry Association	15
Northeastern Loggers Association, Inc.	8
Prince George's Chamber of Commerce	53
American Oil Chemists' Society	54
American Soybean Association	40
Data Entry Management Association	55
Association of Official Seed Certifying Agencies	15
Association of Official Seed Analysts	110
New York Entomological Society (2 memberships)	25
Wang Systems Users Society	<u>40</u>
Total	<u>\$ 9,549</u>

Memberships purchased by  
Philadelphia Naval Shipyard

<u>Name</u>	<u>Cost</u>
Cooperative Education Association	\$35
American Management Association	<u>60</u>
Total	<u>\$95</u>

Memberships purchased by Navy  
Sea Systems Command (Headquarters)

Pan-American Institute of Naval Engineering	\$ 1,000
American Management Association	175
International Data Corporation	<u>9,995</u>
Total	<u>\$11,170</u>



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