

**DOCUMENT RESUME**

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**Training of Some U.S. Postal Service Personnel at Federal Law Enforcement Training Center Is Feasible. GGD-77-7. February 2, 1977. 40 pp.**

**Report by Elmer B. Staats, Comptroller General.**

**Issue Area: Law Enforcement and Crime Prevention: Police Efforts, Capabilities and Images (501); Personnel Management and Compensation: Training and Education Programs (304).**

**Contact: General Government Div.**

**Budget Function: Commerce and Transportation: Postal Service (402); Law Enforcement and Justice (750).**

**Organization Concerned: Postal Service; Federal Law Enforcement Training Center, Brunswick, GA.**

The reasons for the Postal Service withdrawal from participation in the Federal Law Enforcement Training Center were evaluated. Findings/Conclusions: Postal Service security police could receive essentially the same training at the Center which they now receive if the program included 3 to 4 days of specialized postal training. Although training at the Center would have economic advantages, the Postal Service maintains that disadvantages of transferring the first 8 weeks of basic inspector training, and added costs to the Department of the Treasury, outweigh the advantages. GAO concluded that some participation would be feasible but transfer of the initial basic inspector training would not be justified.

Recommendations: Joint Postal Service-Center discussion should be held to explore the possibility of training Postal Service security police officers at the Center and the feasibility of partially meeting the Postal Service's basic inspection training needs through a shorter criminal investigator course. (HTW)

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## REPORT OF THE COMPTROLLER GENERAL OF THE UNITED STATES

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### Training Of Some U. S. Postal Service Personnel At Federal Law Enforcement Training Center Is Feasible

The U.S. Postal Service does not participate in the Federal Law Enforcement Training Center, now located at Brunswick, Georgia. At the request of five Members of Congress, GAO evaluated the question of nonparticipation by the Postal Service and concluded that partial participation is feasible.

GAO recommends joint Postal Service-Center discussions to explore the possibility of training Postal Service security police officers at the Center and the feasibility of partially meeting the Service's basic inspector training needs through a shorter criminal investigator course.

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COMPTROLLER GENERAL'S  
REPORT

TRAINING OF SOME U.S. POSTAL  
SERVICE PERSONNEL AT FEDERAL  
LAW ENFORCEMENT TRAINING  
CENTER IS FEASIBLE

**D I G E S T**

In July 1975 the U.S. Postal Service withdrew as a participating agency in the Federal Law Enforcement Training Center, then being relocated at Brunswick, Georgia.

Some reasons the Postal Service cited for its decision were a belief that participation would result in lengthening total training time, doubts about the suitability of a common curriculum, and a reluctance to relinquish control over its own training program. (See p. 6.)

At the request of five Members of Congress, GAO evaluated these and other reasons for the Postal Service's withdrawal and the feasibility of the Center's providing law enforcement training to Postal Service personnel. (See apps. VII and VIII.)

Police training curricula at the Center and the Postal Service are similar. In a 3-week training program at the Center, Service security police could receive essentially the same training they receive in the Service's Security Police Officer Course, provided the program included 3 to 4 days of specialized postal training by Postal Service instructors. (See pp. 8 to 9.)

Training of security police at the Center would be economically advantageous to the Postal Service. However, the transfer would result in additional cash outlays by the Department of the Treasury, which operates the Center. A question that Center officials need to answer is whether the increase in Center enrollment would produce economies sufficient to offset the additional cash outlays.

GAO concluded that the Postal Service should consider transferring responsibility for security police training to the Center. (See pp. 9 to 12.)

The Service's 16-week Basic Inspector Course has three phases: 8 weeks of formal classroom training, 4 weeks of on-the-job training in the field, and a final 4 weeks back in the classroom. The classroom time of 12 weeks is the matter at issue.

From a Postal Service viewpoint, under the Center's current curriculum, added costs and other disadvantages of transferring the first 8 weeks of basic inspector classroom training to the Center outweigh the advantages. With the Service and Treasury incurring added costs as a result of the transfer, it appears likely that, in spite of any economies achieved because of increased enrollment at the Center, the net impact on the Federal Government would be a cost increase. (See pp. 13 to 15.)

The Center's Director expressed a willingness to discuss with Service officials the feasibility of a modified curriculum more acceptable to them. This seems to be a no-risk invitation which the Postal Service should accept. (See p. 17.)

In GAO's opinion, neither transfer of the final 4 weeks of basic inspector classroom training nor transfer of other inspector courses to the Center is feasible. (See pp. 18 to 22.)

#### RECOMMENDATION

The Postmaster General should direct the Chief Postal Inspector to explore with Center officials

- training of Service security police officers at the Center and
- the feasibility of partially meeting the Service's basic inspector training needs through an abbreviated criminal investigator course.

#### AGENCY COMMENTS AND UNRESOLVED ISSUES

In commenting on this report, the Postal Service and Treasury agreed to participate in joint discussions. However, the Service held to its position that transfer of inspector training would not be justified.

Treasury expressed the view that the Center's common curriculum for criminal investigators offers more to satisfy the Service's inspector training needs than GAO gives it credit for. This can best be resolved through discussions between the two agencies concerned.

The Postal Service acknowledged that a transfer of security police training to the Center might produce economies for the Service, while some of the Service's costs would be shifted to Treasury. Treasury believes that the increase in Center enrollment would produce economies sufficient to offset the additional cash outlays. In view of such potential benefits, discussions should proceed without delay.

SECRET

CONFIDENTIAL

A 1947 report of the Director of the Office of the Inspector General, Department of the Army, stated that the Army had been advised by the Joint Chiefs of Staff that the Army should be prepared to accept the transfer of the Army's personnel to the Department of Defense. The report stated that the Army should be prepared to accept the transfer of the Army's personnel to the Department of Defense. The report stated that the Army should be prepared to accept the transfer of the Army's personnel to the Department of Defense.

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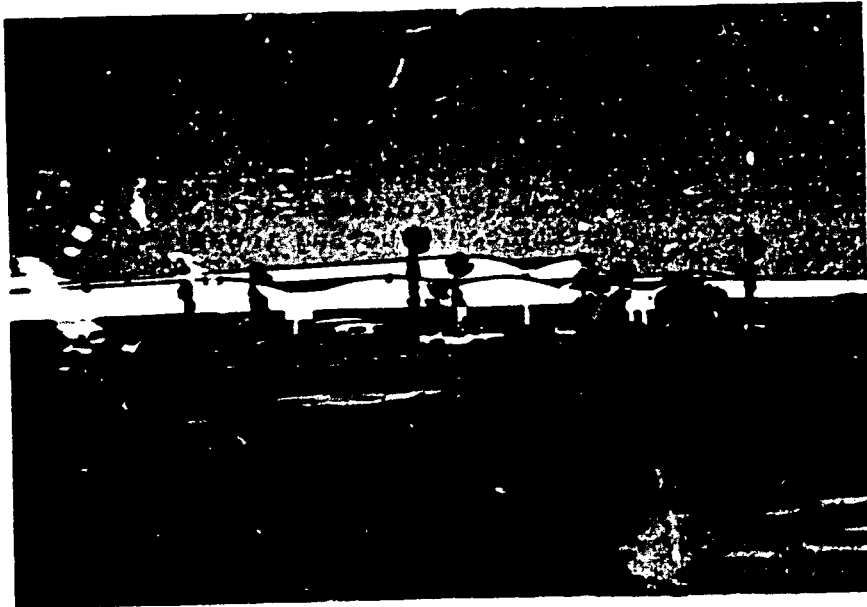
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THE JOINT CHIEFS OF STAFF

Organization and Management

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**MAIN TRAINING BUILDING  
FEDERAL LAW ENFORCEMENT TRAINING CENTER**

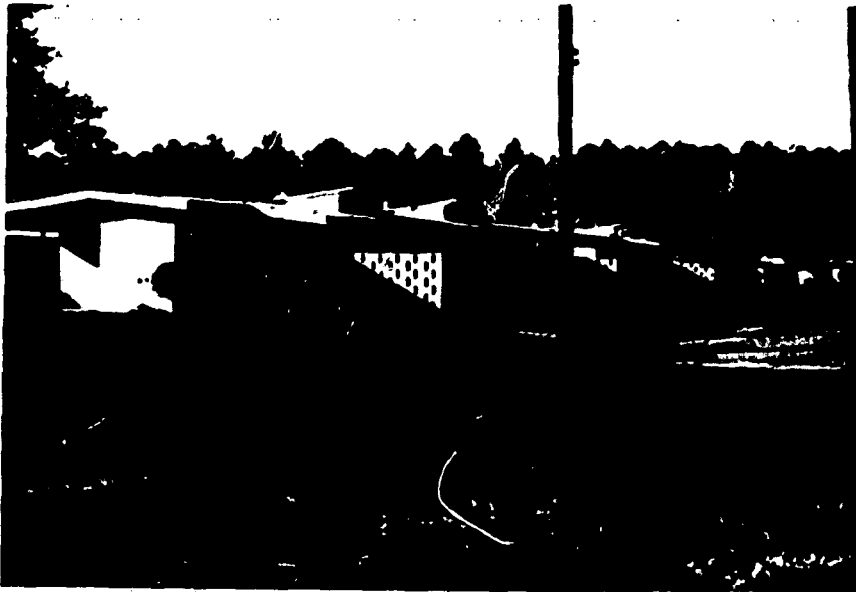


**PHOTOS PROVIDED BY FEDERAL LAW ENFORCEMENT TRAINING CENTER**

**CLASSROOM TRAINING**



**STUDENTS ON PISTOL RANGE**



**PHOTOS PROVIDED BY FEDERAL LAW ENFORCEMENT TRAINING CENTER**

**STREET TRAINING AREA  
FORMER NAVY FAMILY HOUSING AREA NOW USED  
FOR TRAINING IN CRIME SCENE INVESTIGATIONS,  
EXECUTION OF SEARCH WARRANTS, AND RAIDS**



PHOTO PROVIDED BY FEDERAL LAW ENFORCEMENT TRAINING CENTER

#### TYPICAL DORMITORY ROOM

#### Training activities

The Center provides facilities, equipment, and support services for basic police and criminal investigator schools and various postbasic (advanced, in-service, refresher, and specialized) courses. The Police and Criminal Investigator Schools have common-core curricula--curricula designed to meet the common needs of all new law enforcement officers. Courses are presented by Center instructors, some of whom are on detail (extended loan) to the Center from participating agencies. Postbasic courses are normally conducted by each agency's own instructors, who use Center facilities and support services at no cost to the agency.

Most of the Center's costs are borne by the Department of the Treasury. For example, Treasury pays (1) for facilities construction, equipment and supplies, and instructor salaries for the basic, common courses; and (2) 75 percent of travel costs for all students. Participating agencies pay the remaining 25 percent of travel costs and all per diem costs. Center officials told us they hope to receive Treasury funding for all student travel and per diem costs beginning in fiscal year 1978.

The Center projected an October 1976 peak population of 418 students and a November peak of 566. Center officials expect to graduate a total of about 5,000 students in the various courses in fiscal year 1977. About 1,600 of these will be basic students in the Police and Criminal Investigator Schools. About 3,400 will be postbasic students attending various advanced, in-service, refresher, and specialized courses.

Participating agencies are listed as appendix II.

### Facilities and capacity

The Center is modern and well equipped. Although its optimum capacity is about 750, its facilities and support are adequate to accommodate about 1,000 students and it has expansion potential for handling larger enrollments.

### POSTAL SERVICE LAW ENFORCEMENT

To protect the mail, the Service maintains an investigative force of postal inspectors and a uniformed security force. Together, these two groups comprise the U.S. Postal Inspection Service.

### Functions of the U.S. Postal Inspection Service

Postal offenses are many and varied. Mail is often used in fraudulent schemes which cost the public hundreds of millions of dollars each year. Postal facilities are targets for armed robberies and burglaries, including the theft of cash, stamps, money orders, and other valuables. The mails are also used to send bombs, threaten, and extort.

The primary duty of the Inspection Service, which has about 1,700 inspectors, is to investigate the types of crimes cited above. In addition, they perform the internal audit for the Service. The Security Force, which has about 2,700 security police officers, provides protection at postal facilities, enforces certain postal laws and regulations, and escorts valuable mail.

### Postal Service training activities

The Inspection Service's formal training is primarily conducted at the Postal Service Training and Development Institute in Bethesda, Maryland. The Institute is responsible for training in all Postal Service functional areas. However, in practice, Inspection Service training is controlled by the Career Development Branch of the Inspection Service, with the Institute providing facilities and logistical support.

The Branch is well equipped, well supported, and it has a full-time staff of 12 persons, 7 of whom are full-time instructors. These instructors are augmented by officials and staff specialists from Postal Service Headquarters who instruct in specialized subjects. The Branch conducts or coordinates basic security police and criminal investigator courses and various postbasic (in-service and refresher) inspector courses.

For a summary of training conducted at the Institute and the Center, see appendix III.

#### WHY THE POSTAL SERVICE WITHDREW FROM THE CENTER

The original concept for a consolidated Federal law enforcement training center provided for construction of a training facility in the Washington, D.C., metropolitan area, in which each participating agency would conduct its own training. The concept was later expanded to include common training, i.e., training conducted by Center instructors in those subjects common to all law enforcement training programs. Each agency was expected to supplement the common training with specialized training conducted at the Center by the agency's own instructors.

Postal Service officials told us they became apprehensive about their participation in the Center when the concept was expanded from common-facility to common-curriculum. Nevertheless, in September 1970, the Postmaster General, along with officials of other participating agencies, signed a Memorandum of Understanding establishing common recruit training as a responsibility of the Center. From 1970 to 1975, as detailed planning for a permanent Center progressed, Postal officials had growing reservations about the suitability of a common curriculum, the capacity of the Center to accommodate forecasted Service training needs, and the relinquishing of control over the Service's training program. In addition, as the Service's own training program was expanded and improved, Service officials felt less need for outside help. The decision to move the Center from the Washington area was the "final straw."

Some of the other reasons the Postal Service cited for withdrawing were:

- Training time would be lengthened. The Center's curriculum would not adequately meet the Service's needs; therefore, additional specialized postal training would be required.

- Postal Inspection Service managers would lose valuable time traveling to the Center to address students, observe training, and present instruction.
- Certain training facilities in the Washington, D.C., area would be lost: a bulk mail facility, a sectional center facility, a large urban post office, a high-density urban area for street surveillance and other training, and a U.S. District Court.
- The Center's training methods are incompatible with the Service's training philosophy. The Center relies more on the traditional instructor-in-front-of-the-classroom approach, which emphasizes lectures and, in the Service's view, creates a student dependence on the instructor. The Service's methods rely on student independence, with group discussion, practical application, actual situations, problem solving, and fewer lectures. The Service believes this enhances training quality.

A Postal Service official told us that the Service had not analyzed what impact withdrawing from the Center would have on the Service's costs, because it was an operational decision and costs had no bearing on it.

#### SCOPE OF REVIEW

We evaluated the feasibility of transferring each type of Service training to the Center. In doing so, we examined various aspects of both the Service and Center training programs, including curriculum, facilities, instructional staff, and costs. We visited the facilities and interviewed officials about their training programs. In addition, to broaden our perspective, we interviewed officials of other law enforcement agencies to obtain their views on consolidated inter-agency training.

## CHAPTER 2

### TRANSFER OF SECURITY POLICE OFFICER TRAINING

#### IS FEASIBLE AND SHOULD BE EXPLORED

The Federal Law Enforcement Training Center could provide Postal Service security police essentially the same training they now receive at the Postal Service Training and Development Institute, if the Center's training program were augmented by 3 to 4 days of specialized postal training. No increase in total training time would be required, and the Service's total training costs would be reduced.

#### TRAINING POSTAL SERVICE SECURITY POLICE AT THE CENTER WAS NEVER CONSIDERED

When the Postal Service agreed in principle to the consolidated training center concept in 1968, it had no security force. Plans for Service participation in the Center included only investigator training and the possibility of some in-service and refresher training. The security police function was carried out by the General Services Administration until 1971 when the Service's Security Force was formed.

Center officials told us that the only reason Service security police were not included in the Center training plans was that after the Security Force was organized the Service made no request to have them included. They said that the limited discussions held with Service officials regarding how the Center could meet the Service's training needs included only basic inspector training. A Service official acknowledged that the Service had never approached the Center regarding training of security police.

#### THE CENTER COULD DESIGN A SUITABLE SECURITY FORCE TRAINING COURSE

The Center conducts 5-, 6-, 8-, and 12-week courses for uniformed police. The Postal Service's Security Police Officer Course is 3 weeks long. In view of the Service's desire to avoid lengthening training time, Center officials said they were willing to design for the Service a 2- to 3-week-long course covering the subjects common to both the Service's and the Center's courses. The course would be a shortened version of the Center's 5-week police course, with Service instructors using Center facilities and support for specialized postal training immediately before or after the common course.

To assess the feasibility of the proposal, we compared the curricula of the Service's 3-week and the Center's 5-week

police courses. Of the 116 hours of training in the Service's course, 22 hours clearly have no counterpart in the Center's curriculum; for example, Introduction to the Postal Service, Security Force Reporting System, and Travel Vouchers. Another 3 hours are devoted to subjects that, while not uniquely postal-related, are presented with a postal slant; i.e., Practical Exercises (situations-and-decisions training), Evidence, and Report writing Exercises.

This comparison shows that in the event of Postal Service participation in the Center, the Service would have to conduct 22 to 30 hours of training at the Center. The 22 to 30 hours are equivalent to about 3 to 4 training days. All other subjects in the Service's course, equivalent to about 11 to 12 training days, are available in the Center's curriculum.

Accordingly, the training program we assumed in assessing the impact on the Postal Service of the transfer of security police training provides that:

--The Center would conduct a specially designed 11-day common course for Service students. The course would include essentially the same common subjects the Service's Security Police Officer Course now includes.

--Service instructors, using Center facilities, would conduct 4 days of specialized postal training. This training would immediately precede or follow the common course, or both.

--Total training time would remain 3 weeks.

#### ADVANTAGES TO POSTAL SERVICE

##### Cost savings

For fiscal years 1977 and 1978 the Postal Service expects an annual enrollment of about 200 security police students. This training at the Institute would cost the Service a total of about \$215,000 annually. We estimate that if the training were conducted at the Center, the Service could save about \$96,000 annually--44 percent of the total annual cost. (See app. IV.)

From the Postal Service's point of view, these savings would be real. However, from a Government-wide point of view, the savings may be illusory. Some of the Service's current training costs would be shifted to the Center as additional costs to the Department of the Treasury. These would include meals, reimbursement to the Service for



salaries of Service instructors on long-term detail to the Center, training materials, and training media. Treasury would also incur additional student housing costs and relocation costs of the Service's detailed instructors for their movement to the Center.

#### Freeing of facilities for other training

Postal Service officials anticipate a need for additional classrooms and student housing at the Institute, primarily for an expanding management training program. They stated, however, that they expected budget restraints to prevent any facilities expansion. They told us that if law enforcement training were transferred, management training at the Institute would be accelerated and any classrooms and housing vacated by law enforcement students would be used. Therefore, while there may be no out-of-pocket dollar savings to the Service through the release of facilities, it is apparent that the freeing of classrooms and apartments for other, nonlaw enforcement training would be advantageous to the Service.

#### Interaction with students and instructors from other agencies

Officials from the Center and several participating agencies stressed interaction of students and instructors from the various agencies as an important benefit of training at the Center. They stated that the exchange of ideas and experiences and the acquired understanding of law enforcement agencies serve to broaden the student's training. They also said that personal contacts made during training aid in working with other agencies after graduation. These appear to be valid comments favoring participation in the Center. Center officials told us, however, that if a 1-week course were conducted for Postal Service security police, it would have an all-Service enrollment. Therefore, most of the Service student's contacts with students of other agencies would be limited to after-duty hours.

#### DISADVANTAGES TO POSTAL SERVICE

Regarding security police training, certain reasons the Service cited for withdrawing from participation in Center training appear valid and material. They are as follows.

#### Loss of managerial time

The Center maintains a Washington, D.C., Office which assists agencies in coordinating matters with the Center.

Also, in the event of a transfer of Postal Service training, the Service could be expected to have a liaison representative at the Center. His duties would include acting as the Service's representative in administrative, personal, and disciplinary matters involving Center students. Further, he would be available as an advisor to the Center in training matters.

Service officials would lose time, however, in traveling to the Center to address students during specialized postal training, observe training, and meet with Center officials. A round trip between Service headquarters and the Service's Training and Development Institute requires about 1-1/2 hours of travel time. A round trip between Service headquarters and the Center involves 8 to 15 hours of travel time, depending on travel arrangements. Beyond the consideration of travel and per diem costs involved (see app. IV) would be the organizational disruptions caused by officials' absences from duty in daily rather than hourly increments. A round trip to the Center for only 4 hours of business, for example, would normally require at least 1-1/2 days.

#### Loss of control over scheduling

Center officials said they would try to honor the Postal Service's course scheduling preferences, but that course starting dates would have to be a matter of negotiation because of other Center scheduling requirements.

#### CONCLUSIONS

Similarity of the Postal Service and Center curricula, the Center's willingness to design a short common course to meet Postal Service needs, and consideration of the advantages and disadvantages make it apparent to us that transfer of the Postal Service's security police officer training to the Center is feasible and would be economically advantageous to the Service. Although training quality is somewhat subjective and difficult to judge, we found no indication that a transfer would cause any reduction in quality.

The Postal Service's potential dollar savings alone are not so large as to compel a transfer without first weighing other, subjective considerations. However, Postal Service officials never explored with Center officials the advantages and disadvantages of security police officer training at the Center. We believe they should do so.

A transfer of training, although economically beneficial to the Postal Service, would result in additional cash outlays by the Department of the Treasury. The question is whether the increases in Center enrollment would produce economies sufficient to offset the additional cash outlays.

RECOMMENDATION TO THE POSTMASTER GENERAL

We recommend that the Postmaster General direct the Chief Postal Inspector to explore with Center officials the training of Postal Service security police officers at the Center.

CHAPTER 1

TRANSFER OF INSPECTOR TRAINING

FORMAL IN-SERVICE TRAINING

Formal law enforcement training for postal inspectors consists of a 10-week basic inspector course and various short in-service and refresher courses for experienced inspectors. 1/

There are advantages and disadvantages to the Postal Service in transferring basic inspector training to the Center. On balance, under the common curriculum currently available at the Center, a transfer does not appear to be justified.

A transfer of in-service and refresher training also appears to be infeasible.

TRANSFERING BASIC INSPECTOR TRAINING DOES NOT APPEAR TO BE JUSTIFIED

The Postal Service's basic inspector course consists of 4 weeks of classroom training at the Postal Service Training and Development Institute, 4 weeks of on-the-job training in the field, and a final 4 weeks of advanced basic classroom training at the Institute. The classroom time of 12 weeks is the matter at issue.

FIRST 4 WEEKS OF BASIC INSPECTOR TRAINING: ADDED COSTS AND OTHER DISADVANTAGES OUTWEIGH THE ADVANTAGES

The Center's counterpart of the Service's basic inspector course is its 7-week Criminal Investigator School. However, we estimate that if only the Service's first-4-week phase of classroom training were transferred, Service students would need to attend a total of 12 weeks of training at the Center--7 weeks in the Criminal Investigator School and about 5 weeks of specialized postal training under Service auspices. The specialized training could immediately precede or follow the common course, or both.

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1/ In-service courses are one-time or infrequent. Refresher courses are repetitive.

is arrived at a proper requirement for specialized postal training because we found that 3 to 5 weeks of the total 3 weeks of the Service's basic inspector course consist of instruction that is either uniquely postal, heavily postal oriented, or for some other reason not available in the Center's common Criminal Investigator School. For example, such 2 to 3 weeks are devoted to postal mail inspection, whereas no such training is available at the Center

It may be that a course of classroom training at the Postal Service's Institute would still be necessary, making a total of 10 weeks of classroom training as opposed to the current 12 weeks.

#### Advantages to Postal Service

Freeing of Facilities for Other Training—As in a transfer of security police officer training, the freeing of classrooms and student apartments would benefit other, non-postal training at the Institute. Although there may be no quantifiable dollar savings to the Service through the release of classrooms and apartments, it is reported that the freeing of these facilities for other training would be advantageous to the Service.

Interaction with Students and Instructors from Other Agencies—As discussed earlier, the opportunity for students to establish personal contacts, exchange ideas and experiences, and acquire an understanding of other law enforcement agencies are stressed by participating agencies as an advantage of training at the Center.

#### Disadvantages to Postal Service

Additional Cost—In fiscal year 1975, the Service trained 1,000 basic inspectors. The Service's forecast for annual enrollment in fiscal years 1977 and 1978 is about the same as the 1975 enrollment. Using fiscal year 1975 cost experience, we estimate that the total annual cost to the Service for training basic inspectors is about \$209,000. We estimate that if the training were conducted at the Center, the Service would incur additional costs of about \$100,000 annually. This would be a 48 percent increase. See app. 11.

As in the case of security police training, a transfer of basic inspector training would result in a transfer of certain costs from the Postal Service to the Department of the Treasury, with both the Service and the Department of the Treasury incurring added costs as a result of the transfer. It appears likely that despite any economies

It is the policy of the Government to support the development of the country, and to ensure that the benefits of the development are shared by all the people.

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Requirement for additional training personnel--We estimate that the Service would find it necessary to divert three inspectors from other assignments to training assignments--two as instructors and one as liaison representative. An increase in the current Career Development Branch staff would be needed in order to maintain training operations at both the Center and in Bethesda.

Discussion of other Postal Service objections to transfer

Lack of postal facilities for training--As stated earlier, the Postal Service cited as a reason for withdrawing from the Center the loss of certain facilities which are available in the Washington, D.C., area. The postal curriculum for the first 8 weeks of inspector training requires training at a bulk mail center and a sectional center facility, neither of which is available in the immediate vicinity of the Center. Both facilities are available, however, in Jacksonville, Florida, about 85 miles from the Center. Center officials said the students could be bused to Jacksonville for this training.

Differences in training methods--Although our work focused on a comparison of the Postal Service's and Center's curricula, we also compared their training methods. We found them similar. Both training centers made extensive use of lectures, demonstrations, class discussions, audio and visual aids, practical exercises, and problem solving. Neither had a discernible edge in student participation.

Possible loss of academic accreditation--The American Council on Education has recommended that colleges and universities grant undergraduate and graduate credits for various segments of the Postal Service's Basic Inspector Course. According to Service officials, this recognition and accreditation might be lost if the law enforcement programs are relocated.

The Postal Service has no record of the number of graduates who have benefited from this accreditation. Center officials told us they have made no effort to obtain accreditation and have no plans to do so soon. Accreditation, they said, is an involved and time-consuming process that must wait until more urgent matters are resolved. They said that some graduates have individually acquired credits for Center training through their own efforts, but that no records are available.

We are unable to predict the effect of a training transfer on Council accreditation.

A compromise training course for Postal Service students could be explored

During our review, Center officials said they could design a shorter version of the Criminal Investigator School, including only the subjects which the Postal Service felt it needed. A program consisting of a 4-, 5-, or 6-week course, for example, plus the 5 weeks of specialized postal training discussed earlier would reduce somewhat the objectionable additional time resulting from a transfer of training to the Center.

For a number of reasons, however, the Center officials did not favor a shorter course. One concern was sequencing. They were apprehensive that some subjects might be deleted which are prerequisites for subjects included, resulting in a disjointed course of lowered quality. Also, they voiced their concern that designing a course for one agency would set an unmanageable precedent.

Near the close of our review, however, a new Center Director was appointed. Despite the reservations of other Center officials, he was inclined to try to accommodate agencies that might want a shortened course. Having been Director only a few days, he was not certain of the problems involved, but he said the Center would soon consider the feasibility of such a course. He stated that discussions were being held with an agency that had expressed interest in an abbreviated Criminal Investigator School. The discussions were still in an early stage, however, and approval of the Board of Directors for establishment of the course would be required.

The Director expressed a willingness to discuss Postal Service training needs with Service officials as a basis for determining the feasibility of a modified criminal investigator course for Service students. This is a no-risk invitation which we feel the Service would do well to accept.

For each week deleted from the current Criminal Investigator School, the \$100,000 annual additional cost to the Postal Service would be reduced by about \$37,000. The course would have to be shortened to about 4 weeks before the Service would completely avoid a transfer-related dollar loss.



Last 4 weeks of basic inspector  
training: transfer not feasible

It became apparent early in our examination that transfer of the final 4 weeks of inspector training is not feasible. Most of the curriculum is uniquely postal or, for other reasons, has no counterpart in the Center's common program. If the courses were conducted at the Center, Postal Service instructors would have to conduct them. Almost 30 percent of the instruction, however, is presented as an additional duty by officials and staff specialists from Postal Service headquarters. They present specialized subjects, such as Audit, Electronic Surveillance, and Polygraphy, in which the Inspection Service's full-time instructors lack expertise. Four officials and about 10 other staff experts present such subjects. Extended absences of these managers and specialists from their primary duty assignments would be, in our opinion, unreasonable.

We talked with Service officials about the possibility of saving time and money by using, as part-time instructors, inspectors assigned to field offices near the Center. We examined records showing current specialty skills of inspectors assigned to offices in Jacksonville, Atlanta, Savannah, and other cities in Georgia and Florida. We found some potential for use of specialists from those offices, but it appeared limited. The closest office with any real potential is in Atlanta, about 300 miles away. In any case, drawing on field offices for instructors in specialized subjects appears to be largely a matter of luck in finding an inspector within a reasonable distance who is current in the specialty, experienced as an inspector, qualified as an instructor, and available when needed.

TRANSFERRING IN-SERVICE AND  
REFRESHER TRAINING IS NOT FEASIBLE

Generally, in-service and refresher courses are 3 or 5 days in length and are for experienced inspectors. The annual enrollment trend is down from 253 students in fiscal year 1974 to a projected 100 to 125 students in fiscal year 1977.

Since the list of courses offered differs from year to year, a typical year is hard to find. For this reason, we examined most of the courses conducted over a 2-year period (fiscal years 1974 and 1975). A Service official told us this would provide a representative sample of the types of courses that will be conducted in the future. (For a list of the 12 courses examined, see app. VI.)

### Factors prohibiting transfer

The factors prohibiting transfer fell into two general categories: course ties with Postal Service headquarters and instructor ties with the Washington, D.C., area. When examining each course and the feasibility of its transfer, we found that each was affected by one or both of these factors.

#### Course ties with Postal Service headquarters

Most of the courses must be conducted at or near Postal Service headquarters because they either involve interplay between attendees and the headquarters staff or require the use of facilities and equipment available only at headquarters.

Managers' conferences--Three of the courses examined are managers' conferences rather than actual training courses. Postal Inspection Service field managers are assembled by Postal Service headquarters to discuss with the headquarters staff current law enforcement problems and possible solutions. Headquarters managers and staff specialists make presentations and monitor discussions. In the 5-day Security Management Conference, for example, at least 16 headquarters personnel participated, and at least 5 of these were branch managers or higher.

Crime Laboratory and Technical Services Branch--In five of the 5-day courses, students spend 1 day at Service headquarters--4 hours in the Crime Laboratory and 4 hours in the Technical Services Branch of the Inspection Service's Office of Security.

In the 4-hour block of instruction in the Crime Laboratory, students are shown the lab's capabilities for assisting postal inspectors in the field. A Service official told us that giving inspector-students this first-hand look at what "their" lab can do for them promotes teamwork between the field and headquarters.

Much of the equipment used in this orientation is not available at the Center, since the Center has no crime laboratory as such. Center officials told us a crime lab is planned but that when it is constructed, it will be equipped for basic training only, so will not be suitable for the Service's in-service and refresher courses. They further commented that the lab would never approach the training realism of an actual operating lab, such as the Postal Service lab.

The course making the most use of the lab is the 3-day fingerprint Training Seminar. This is an advanced fingerprint course for experienced inspectors, conducted entirely in the Crime Laboratory. The Center is not equipped for this advanced training.

The Technical Services Branch selects and develops equipment used in criminal investigations and protection of postal facilities.

In each of the five 5-day courses discussed above, the 4-hour block at the Branch consists of a demonstration of equipment as well as familiarization with its use. The general categories of equipment available are: photography, television, audio surveillance, and electronic surveillance.

In the 3-week Security Specialist Inspector Training Course, more than 9 days are devoted to concentrated "hands-on" training in equipment use and maintenance.

Much of the equipment, although not necessarily unique to postal law enforcement, is unavailable at the Center. To pack and ship this high-value equipment--some of it very delicate--to the Center for brief and infrequent training would be impractical, not to mention that it would be unavailable to the Branch while at the Center. According to the Branch Manager, duplicate equipment for retention at the Branch would cost about \$25,000.

#### Instructor ties with the Washington, D.C., area

As stated in chapter 1, Center instructors generally present only common-course instruction. Agencies conducting postbasic training at the Center provide their own instructors.

In 10 Postal Service courses studied, headquarters personnel (managers, staff specialists, and technicians) presented 23 to 100 percent of the instruction. The number of different headquarters instructors involved in these courses ranged from 2 to 17.

In five courses, Washington-based instructors from other Federal agencies presented 7 to 56 percent of the instruction. Three to 29 instructors from other agencies were involved in each course.

One 3-week course has 13 different instructors, all headquarters personnel. However, the course has only six to eight students. Even a drastic reduction in the number of instructors would not, in our opinion, justify

their travel to the Center to train such a small group of students.

The possibility of obtaining in-service and refresher course instructors from field offices near the Center is considerably less than in the case of basic inspector training. Since in-service and refresher training is for experienced inspectors, the highly specialized skills required of instructors are normally available only at Service headquarters or field offices in major cities. In this case, it may be possible to draw some of the required expertise from Atlanta, about 300 miles away, depending on its availability at the time. This, however, is not a wholly reliable solution.

#### CONCLUSIONS

In our opinion, under the curriculum now available at the Center, the disadvantages to the Postal Service in transferring the initial 8 weeks of basic inspector training to the Center outweigh the advantages. Particularly significant are the additional training time the transfer would require and the dollar cost of the investigative services lost to the Postal Service during added training.

Looking beyond the Postal Service alone, we believe a net cost increase to the Federal Government would result from a transfer of the initial 8 weeks of basic inspector training.

A negotiated compromise permitting Service students to attend a short version of the Criminal Investigator School should be explored. Such a compromise would reduce the additional training time and dollar cost the Service would incur as a result of a transfer. Depending on the length of the course, it might completely avert additional time and cost. The shorter the course, the greater the possibility that a transfer would benefit the Service.

Transfer of the last 4 weeks of basic inspector training would be prohibited by the heavy reliance on Postal Service headquarters staff personnel as instructors.

Transfer of in-service and refresher courses would be prohibited by the need for Service headquarters facilities and equipment. Also, travel to the Center by the large number of Washington, D.C.-based managers, staff specialists, and representatives from other agencies, in most cases for an average of 1 to 3 hours of instructional duty, would be economically and operationally impractical.

In summary, we believe that from a Postal Service standpoint,

- transfer of the first-8-week phase of basic inspector training does not appear to be justified under the curriculum currently available at the Center;
- transfer of the first-8-week phase of basic inspector training might be advantageous to the Service, depending on the availability and length of a new, shorter criminal investigator course;
- transfer of the last-4-week phase of basic inspector training is not feasible; and
- transfer of in-service and refresher training is not feasible.

RECOMMENDATION TO THE  
POSTMASTER GENERAL

We recommend that the Postmaster General direct the Chief Postal Inspector to explore with Center officials the feasibility of partially meeting the Postal Service's basic inspector training needs through an abbreviated criminal investigator course.

## CHAPTER 4

### AGENCY COMMENTS AND OUR EVALUATION

Both the Postal Service and the Department of the Treasury commented on the draft of our report. (See apps. IX and X.) Although their basic positions remained unchanged, their comments indicated a willingness to begin a dialogue. In commenting on our recommendations for joint exploration of the training of Postal Service recruits at the Center, the Treasury Department reaffirmed its willingness to explore the question of Service participation, and the Service agreed to join in discussions. Although the Service held to its position that a transfer of inspector training would be unjustified, we view the Postal Service response as an encouraging beginning in the resolution of the question of Service participation in the Center.

The Department of the Treasury expressed the view that the Center's common basic curriculum for criminal investigators offers more to satisfy the Service's inspector training needs than GAO gives it credit for. Our assessment of the compatibility of the two curricula was based on comparisons of course content and training methods, obtained from written course descriptions, discussions with training officials, and limited observation. It is possible that discussions between the two might show areas of curricular compatibility not apparent to us.

The Postal Service acknowledged that a transfer of security police training to the Center might produce economies for the Service. We have pointed out that some of the Service's costs would be shifted to the Treasury Department. Treasury believes that the increase in Center enrollment would produce economies sufficient to offset the additional cash outlays. In view of potential benefits to both agencies, we believe discussion should proceed without delay.

We view the recommended meetings as an opportunity to discuss the Postal Service's needs and what the Center can do to meet those needs. Such considerations as curriculum, course length, course sequencing, instructor staffing, and administrative concerns need to be negotiated by the parties affected.

APPENDIX I

APPENDIX I



**CHIEF POSTAL INSPECTOR**  
Washington, DC 20268

July 1, 1975

Mr. David R. Macdonald  
Chairman  
Board of Directors  
Consolidated Federal Law  
Enforcement Training Center  
Washington, DC 20220

Dear Mr. Macdonald:

Mr. Benjamin F. Bailar, Postmaster General, has asked me to advise you that under Section III H of the Memorandum of Understanding for the Sponsorship and Operation of the Consolidated Federal Law Enforcement Training Center, signed by Postmaster General Winton M. Blount on September 30, 1970, notice is hereby given that the United States Postal Service is withdrawing as a participating agency.

This decision has been reached after careful consideration of all factors concerning how the training requirements of the Postal Inspection Service might best be met. There have been many significant changes within the Postal Service since our initial participation in this project, both in the training needs of the Inspection Service and the training resources of the Postal Service itself.

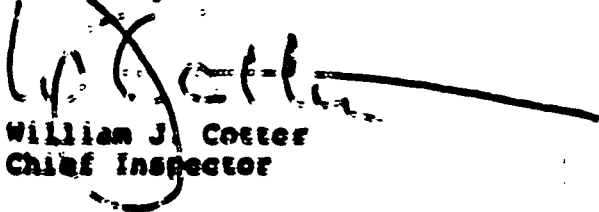
Weighting heavily in this decision is the fact that under the present concept, the Inspection Service would still find it necessary to maintain a significant training operation in the Washington, DC area, under the auspices of the Postal Service Training and Development Institute for their advanced, in-service refresher, and specialized training, as well as for the training of Security Police Officers. This being the case, the fragmenting of the Postal Inspector Basic Training Course between the site in Brunswick, Georgia, and Washington, DC is without advantage.

APPENDIX I

APPENDIX I

While we feel the training needs of the Postal Inspection Service can best be met within the Postal Service itself, you have my best wishes for success in bringing the Consolidated Federal Law Enforcement Training Center to a reality.

Sincerely,



William J. Cotter  
Chief Inspector



THE GOVERNMENT AGENCIES PARTICIPATING IN  
FEDERAL LAW ENFORCEMENT TRAINING SERVICE

AGENCY PARTICIPATING AGENCIES (CONT'D)

- Department of Agriculture
  - U.S. Forest Service
  - Special Agents
  - Forest Officers (Police School)
  - Office of Investigations
- Department of Commerce
  - Coast Guard Marine Fisheries Service Investigators
- Department of Health, Education, and Welfare
  - Office of Investigations
- Department of Housing and Urban Development
  - Office of Inspector General
- Department of the Interior
  - Bureau of Indian Affairs
  - Investigators
  - Indian Police
  - National Park Service
  - U.S. Park Police
  - U.S. Park Rangers (Police School)
  - U.S. Fish and Wildlife Service
  - Special Agents
  - Visitor Protection Specialists (Police School)
- Department of Justice
  - U.S. National Service (Criminal Investigator School)
- Department of State
  - Security Agents
- Department of Transportation
  - Los Angeles Metropolitan Washington Airport Service Police
- Department of the Treasury
  - Alcohol, Tobacco, and Firearms Special Agents
  - Internal Revenue Service
  - Intelligence Special Agents
  - Internal Security Inspectors (Criminal Investigator School)
  - U.S. Customs Service
  - Special Agents
  - Customs Patrol Officers

**APPENDIX II**

**APPENDIX II**

**U.S. Secret Service  
Special Agents  
Executive Protective Service Officers (Police  
School)**

**General Services Administration  
Office of Investigations Investigators  
Federal Protective Service Investigators**

**Smithsonian Institution  
National Zoological Park Police**

**U.S. Capitol Police**

**AGENCIES PARTICIPATING  
ON A SPACE-AVAILABLE BASIS**

**Police School**

**Armed Forces Police Detachment, Washington, D.C.  
Bureau of Engraving and Printing, Department of Treasury  
Bureau of the Mint, Department of Treasury  
Saint Elizabeths Hospital, Department of Health, Education,  
and Welfare  
Federal Reserve Board  
Government Printing Office  
Library of Congress  
Walter Reed Army Medical Center  
Washington Metropolitan Area Transit Authority**

**Criminal Investigator School**

**Office of Export Administration, Department of Commerce  
Bureau of Land Management, Department of the Interior  
Office of Investigations and Security, Department of Labor  
Federal Aviation Administration Investigators and U.S.  
Coast Guard Intelligence and Security Division, Department  
of Transportation  
Security and Inspection Division, Environmental Protection  
Agency  
Office of Security, National Security Agency**

**g/List includes only agencies which have sent trainees to  
the Center.**

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COLLEGIATE IMPACT ON FEDERAL SERVICE  
COUS IS 100 SECURITY POLICE OFFICERS  
WERE TRAINED AT THE CENTER ANNUALLY

<u>Cost element</u>	<u>Amount</u>
<u>Savings to Federal Service (see p. 11)</u>	
<u>Security Police</u>	\$ 22,400
<u>Security Police</u>	22,400
<u>Staff "Administrative" salaries &amp; expenses related to Center operations</u>	10,400
<u>Travel to Center</u>	2,400
<u>Travel to Center</u>	200
<u>Total</u>	<u>57,800</u>
<u>Additional costs to Federal Service</u>	
<u>Staff "Administrative" salaries &amp; expenses</u>	\$ 1,000
<u>Staff "Administrative" salaries &amp; expenses</u>	2,400
<u>Travel to Center</u>	2,400
<u>Staff "Administrative" salaries &amp; expenses</u>	2,400
<u>Travel to Center</u>	1,400
<u>Total</u>	<u>12,600</u>
<u>Net savings to Federal Service</u>	<u>\$ 45,200</u>

2/ See discussion on pages 9 and 10 regarding the offsetting of these savings by additional Department of the Treasury costs incurred at the Center.

3/ Salaries of officials while traveling to the Center (see p. 11) have not been included as a value of services lost because officials' absences from duty while traveling would involve relatively short periods of time and would be unlikely to result in the hiring of additional personnel.

APPENDIX IV

APPENDIX IV

Following is an explanation of savings to the Postal Service which would be offset by corresponding additional costs to the Center. In some cases, the transfer of costs from the Service to the Center would not be an exact, dollar-for-dollar transfer.

- Student travel: The Department of the Treasury would reimburse the Postal Service for 75 percent of student travel costs.
- Student per diem: At the Institute, where students are furnished quarters but no meals, the Postal Service pays each student a per diem of \$14. If the student were being trained at the Center, where he was furnished both quarters and meals, the per diem cost to the Service would drop to \$2.80. The \$11.20 saving to the Service, however, would be offset to some extent by the additional cost to the Center for meals.
- Staff instructors' salaries (two instructors detailed to the Center): Assuming two instructors were detailed to the Center, the Department of the Treasury would reimburse the Postal Service for their salaries.
- Materials: The Center would provide, at no cost to the Postal Service, an estimated minimum of 80 percent of the supplies and materials used by Service students.
- Training media: The Center would provide most visual and audio aids needed, at a saving to the Service.

Additional costs to the Postal Service are explained as follows:

- Staff instructors' travel and per diem: Career Development Branch instructors would travel to the Center on temporary duty for the 4-day specialized postal training.
- Liaison representative's travel and per diem (6 months): This assumes the Postal Service would have a Liaison representative at the Center during the estimated 6 months of security police attendance annually.

- Instructor relocation: This assumes that two instructors from the Inspection Service Career Development Branch would be on 2-year detail to the Center, with their tours staggered by 1 year. These instructors would perform general instructional duties for the Center and would train students from all participating agencies. Each year one instructor would return to Inspection Service duty at a relocation cost of about \$5,000. (The Department of the Treasury would pay the instructor's cost of movement to the Center. The participating agency would pay for the instructor's return to the agency.)
- Officials' staff visits to the Center: This is the estimated cost of travel and per diem for officials' trips to the Center during each course to address the students, observe training, attend opening and graduation ceremonies, and meet with Center officials.
- Service headquarters instructors' travel to the Center: This is travel and per diem for headquarters staff specialists to present instruction in specialized postal subjects.
- Liaison representative's salary (6 months): The representative's salary for approximately 6 months represents the value of his investigative services that would be lost to the Service while he was at the Center.

ESTIMATED IMPACT ON POSTAL SERVICE COSTS IF PROJECTEDNUMBER OF BASIC INSPECTORS WERE TRAINED AT THE CENTER

<u>Cost element (note a)</u>	<u>Amount</u>
<u>Savings to Postal Service (note b)</u>	
Student travel	\$ 20,800
Student per diem	64,200
Staff instructors' salaries (2 instructors detailed to Center)	46,000
Materials	8,500
Training media	<u>400</u>
Total	<u>\$139,900</u>
<u>Additional costs to Postal Service</u>	
Additional cash outlays:	
Staff instructors' travel and per diem (note c)	\$ 19,300
Instructor relocation	5,000
Officials' staff visits to Center	4,900
Service headquarters instructors' travel to Center	2,500
Value of investigative services lost:	
Students' salaries during 4 weeks of additional training	136,500
Liaison representative's salary	26,000
Staff instructors' salaries (2 inspectors diverted to training duties) (note d)	<u>46,000</u>
Total	<u>\$240,200</u>
Net additional cost to Postal Service	<u>\$100,300</u>

a/See appendix IV for explanation of most cost elements.

b/Some of these savings would be offset by additional costs incurred at the Center by the Department of the Treasury.

c/Career Development Branch instructors would travel to the Center on temporary duty for the 5-week specialized postal training.

d/we estimate that the Career Development Branch would need one or two additional instructors to help with the workload remaining at the Institute in Maryland and the 5 weeks of specialized postal training at the Center. For costing purposes, we have assumed two.

POSTAL SERVICE IN-SERVICE AND REFRESHER

COURSES EXAMINED BY GAO

THREE-DAY COURSES:

National External Crimes Conference  
National Internal Thefts Management Conference  
Fingerprint Training Seminar

FIVE-DAY COURSES:

Mail Fraud Refresher Course  
Prohibited Mailings Refresher Course  
Burglary Refresher Course  
Internal Theft Refresher Course  
External Crimes Refresher Course  
Security Management Conference  
Bomb Incident Crime Scene Investigations Course  
Strike Force Inspectors Training Conference

THREE-WEEK COURSE:

Security Specialist Inspector Training Course



APPENDIX VII

RONALD W. GINN  
Post Office, Georgia

ADMINISTRATIVE OFFICE  
100 Capitol Building  
205-225-2211

COMMITTEE  
PUBLIC WORKS  
MERCHANDISE MARINE  
AND FISHERIES

**Congress of the United States**  
**House of Representatives**  
**Washington, D.C. 20515**

APPENDIX VII

OFFICE OFFICE:  
Room 200  
Federal Building  
Birmingham, Georgia 35203  
205-224-2200

401 Cotton Avenue  
Milledgeville, Georgia 30601  
205-425-2200

Room 200  
Old Post Office Building  
Columbus, Georgia 31902  
205-225-2200

August 1, 1975

Honorable Eimer Staats  
Comptroller General of the United States  
United States General Accounting Office  
441 G Street NW  
Washington, D.C. 20548

Dear Mr. Staats:

We request that you direct the General Accounting Office to conduct an evaluation of the decision of the U.S. Postal Service to withdraw as a participating agency in the Consolidated Federal Law Enforcement Training Center. We request that this investigation include a comparative cost benefit analysis of the impact of the decision to withdraw and a review of other considerations used by the Postal Service in making their decision.

It is requested that your staff contact Bob Murt in the office of Congressman Ginn should questions arise regarding this investigation.

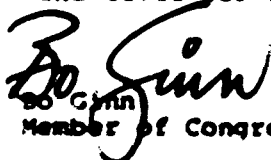
Sincerely,



Robert E. Jones  
Chairman  
House Committee on Public Works  
and Transportation



David H. Henderson  
Chairman  
House Committee on Post Office  
and Civil Service



Bob Ginn  
Member of Congress





THE POSTMASTER GENERAL  
Washington, D. C. 20268

October 4, 1976

Mr. Victor L. Lowe  
Director, General  
Government Division  
U. S. General Accounting Office  
Washington, D. C. 20548

Dear Mr. Lowe:

We appreciate the opportunity to comment on your draft report concerning the training of some U. S. Postal Service personnel at the Federal Law Enforcement Training Center (Center).

The report recommends joint Postal Service-Center discussions to explore the possibility of training Postal Service security police officers at the Center and the feasibility of partially meeting the Service's basic inspector training needs through an abbreviated criminal investigator course.

The Chief Inspector will be happy to participate in the recommended discussions concerning training of security police officers at the Center. However, based on previous experience and the Inspection Service's review of the report, we offer the following comments:

1. As the report notes, initially the Service participated in the planning of a permanent facility in the Washington, D. C. area which would utilize common facilities to which we would provide the instruction for the Postal employees enrolled. When the decision was made to locate the Center at Brunswick, Georgia, with a common staff, we withdrew from the plan due to the disadvantages of the remote location and the use of instructors and curriculum common to all agencies as opposed to our specialized instruction.
2. Previously, basic training of the Service's security police officers was conducted at the Oklahoma Postal Training Operation Center in association with the University of Oklahoma. It was hoped that through this arrangement we would realize

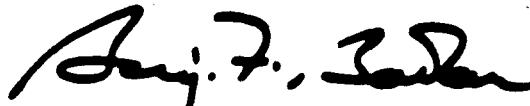
some of the same benefits outlined in the report. However, in practice we did not realize the proposed benefits and therefore moved the security force training to its present location in the Career Development Branch of the Inspection Service at Bethesda, Maryland. The significant improvements in the training of our security police officers which resulted from this move indicated the desirability of staying in this area and exercising control over the staff and curriculum.

3. It appears the only advantage in releasing the security force training to Brunswick, Georgia is a possible cost reduction to the Postal Service (although not necessarily to the Government as a whole). We look forward to exploring this possibility during the proposed discussions. As an aid to readers of the report, and to anyone preparing for the discussions, we are enclosing outlines of some of the topics we feel should be explored and discussed before a final decision is reached.

We also appreciate the invitation and willingness of the Director of the Center to discuss inspector training with us. However, as the report notes, a transfer of in-service and refresher training for inspectors is not feasible, and we believe a transfer of other types of inspector training would be equally unjustified for the reasons that were noted in the report.

Any questions you may have concerning training of the security force or the proposed discussions may be directed to Mr. C. Neil Benson, Chief Inspector.

Sincerely,

  
Benjamin F. Bailer

#### Enclosures

GAO note: Enclosures to the Postal Service's letter and certain portions of the Department of the Treasury's letter (see app. X) have not been included because comments (a) resulted in changes in the final report, or (b) were considered in the preparation of our final report, or (c) were essentially re-statements of positions expressed earlier.



**DEPARTMENT OF THE TREASURY  
FEDERAL LAW ENFORCEMENT TRAINING CENTER  
OLYMPIA, GEORGIA 30501**



22 SEP 1976

Dear Mr. Lowe:

This is in response to your request of September 1, 1976 for comments concerning the General Accounting Office's draft report on the question of the U. S. Postal Service's participation in the Center's training programs.

The report contains a good deal of factual material which is useful in helping to resolve the question on participation, however, it does not give adequate attention, in my judgment, to three key areas: the core course concept on which Center training is based; the comparison of course material presently given by the Postal Service and that which is offered by the Center; and, the overall cost-effectiveness of training at the Center.

As regards the core course concept, there has been little controversy among Federal law enforcement agencies relative to the content of basic criminal investigator training. All Federal investigators need the same general preparation in the areas of evidence, search, seizure, arrest, rules of criminal procedure, and basic investigative techniques. Further specialized training is also needed relative to the particular responsibilities of each agency, and these are the subject of AIRS (Advanced, In-Service, Refresher, and Specialized) courses, provided by each agency for its own personnel, at Olympea or elsewhere as may be determined by various considerations. There seems to be no overriding reason to believe that Postal basic and AIRS needs differ markedly from those of the other Federal agencies having criminal investigative responsibilities.

The question of a comparison of the basic courses given by the Postal Service to its recruit inspectors with courses offered at the Center is one concerning which the draft report supplies relatively little information. However, it appears that in concluding that only two or three weeks of Center training is comparable to Postal Service training, the report, in effect, concludes that four or five weeks of Center basic training is of a kind not needed by criminal investigators of the Postal Service, it being evident from the report that all other material involved in the present inspector training course is postal-oriented and therefore of a specialized character. This viewpoint is not in accord with the results of the careful studies which preceded establishment of the Center and which found that Federal criminal investigative activity contains a core of basic training needs best served by a training establishment such as the FLETC. A large number of executive departments concurred in this concept, as did the Congressional committee involved, OMB, and the Civil Service Commission.

**APPENDIX X**

**APPENDIX X**

The Postal Service likewise concurred, and in this regard I think it well to mention that the report is in error in stating that the common basic course was a late development; suffice it to note that common recruit training was established as a responsibility of the Center by the Memorandum of Understanding signed by the Postmaster General in September 1970.

Under the circumstances I think the draft report should not be issued in final form until a supplementary inquiry is made to compare the common basic course elements now given to new inspectors by the Postal Service with those available at the Center. Such an inquiry should also take into consideration, relative to material deemed essential by the Center but not included in the Postal Service training, whether the latter might not be improved if courses similar to the Center material were furnished.

It seems that the question of relative cost-effectiveness cannot be determined until the questions raised above have been considered. I should like to emphasize, however, that the whole concept on which the Center is founded is that common basic training ought to be both technically superior and more cost-effective than training given by a large number of separate agencies. I think that the concept is being proven valid in the training now given at Glynn and that a closer analysis of the needs of the Postal Service will demonstrate that it is valid for that agency as well.


(See GAO note p. 17.)

APPENDIX 4

APPENDIX 6

I appreciate the opportunity afforded the Center in being able to comment on the draft report and I reaffirm our willingness to further explore the question of participation with the Postal Service.

Sincerely,



A. F. Brandstatter  
Director

Mr. Victor L. Lowe, Director  
General Government Division  
U. S. General Accounting Office  
Washington, D. C. 20548

Enclosure See GAO 4012.

GAO 4012: Deleted. Material in enclosure has been included in final report.