

June 1997

RELOCATION TRAVEL

Numbers and Costs Reported by Federal Organizations for Fiscal Years 1991 Through 1995





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

General Government Division

B-274212

June 30, 1997

The Honorable Ted Stevens
Chairman, Committee on Appropriations
United States Senate

The Honorable Fred Thompson
Chairman, Committee on Governmental Affairs
United States Senate

This report responds to your request for governmentwide information on the number of civilian employees relocated during fiscal years 1991 through 1995 and the associated costs of these relocations. Specifically, you asked us to provide information on (1) the total number of civilian employees who were relocated at the federal government's expense, (2) the total cost of these relocations to the government, and (3) the agencies that had rotational policies requiring their civilian employees to relocate. As agreed, we are also providing information on trends for the number and cost of civilian employee relocations during this period.

The General Services Administration (GSA) periodically has surveyed federal agencies to, among other things, obtain and analyze the estimated total payments for employee relocation travel. However, GSA's most recent survey of federal agencies' relocation travel was done in 1991 and the results have not been analyzed. To provide the requested information, for fiscal years 1991 through 1995, we surveyed executive branch departments; their subordinate agencies, bureaus, and administrations; and the largest independent agencies (hereafter referred to as federal organizations).¹ In total we surveyed 120 federal organizations. These organizations employed about 1.9 million civilian employees, representing 96 percent of the federal civilian workforce as of September 1995. We received responses from 119 of the 120 organizations.²

¹We excluded the U.S. Postal Service and the Federal Deposit Insurance Corporation from our survey because they receive minimal or no appropriations to fund their operations.

²The Department of Commerce's Economic Development Administration did not respond to our survey.

Most of the 119 federal organizations that reported information on the numbers of relocations did so using one of two different categories:

- relocations authorized, that is, the number of civilian employees who were reported as approved to relocate; and
- relocations made, that is, the number of civilian employees who were reported as actually relocated.

Similarly, most of the 119 federal organizations that reported on the costs of relocations did so using one of two different categories:

- relocation obligations, that is, the total funds obligated, for each fiscal year, at the time the relocation was approved and against which expenditures were to later be posted; and
- relocation expenditures, that is, the actual disbursements during each fiscal year for the costs incurred to relocate civilian employees.

These different reporting categories for numbers and costs of relocations are not directly comparable. Accordingly, we report separately the information from the federal organizations that responded using each category. One organization, the Department of the Navy, reported its relocation information using all four reporting categories (relocations authorized and made and relocation obligations and expenditures). When Navy's components reported to Navy headquarters their number of civilian employees relocated, some components reported relocations authorized and others reported relocations made. Also, when reporting the cost of civilian employee relocations, some Navy components reported obligations and others reported expenditures. For this reason, we provide different segments of the Navy's relocation information in whichever of the categories Navy's components reported them for the number and costs to relocate civilian employees. As a result, in aggregating the data across all of the organizations in our survey, part of the Department of the Navy is included in each category. In total, we report relocations authorized for 97 organizations and relocations made for 23 organizations. Similarly, we report relocation obligations for 97 organizations and relocation expenditures for 23 organizations.³

The data provided in this report are based on the best information the federal organizations could provide and are not complete for each of the years for which we requested data. Several organizations did not provide information for all years during the 1991 through 1995 period. A few other

³Because of the inclusion of the Navy in each category, the total number of organizations reporting numbers and costs of relocations in the detailed tables is 120.

organizations did not provide information for all of their components for all of the years during this period. In addition, some organizations did not provide certain types of relocation costs in their reported obligations or expenditures. As a result, the information in this report probably understates the actual numbers and costs of civilian employee relocations.

Results in Brief

For fiscal years 1991 through 1995:⁴

- Ninety-seven federal organizations reported authorizing about 132,800 relocations, and 23 other organizations reported making about 40,200 relocations.⁵ A small number of organizations accounted for the bulk of the relocations authorized or made. While the total number of relocations authorized and the total number of relocations made fluctuated yearly across the organizations that provided data for all 5 fiscal years, there was moderate change in these totals between fiscal years 1991 and 1995. Across the organizations that provided data for all 5 fiscal years, the total number of relocations authorized decreased by less than 1 percent (89 organizations) and the total number of relocations made increased by about 12.5 percent (19 organizations) from fiscal year 1991 to fiscal year 1995.
- Ninety-seven federal organizations reported obligating about \$3.4 billion for relocations, and 23 other organizations reported expending about \$363 million for relocations.⁶ Again, a small number of organizations accounted for the bulk of the relocation obligations or expenditures. Across the organizations that provided data for all 5 fiscal years, total relocation obligations varied and total relocation expenditures increased yearly. And, there was a noticeable change in these totals between fiscal years 1991 and 1995. In constant 1995 dollars, total relocation obligations increased about 16 percent (83 organizations) and total relocation expenditures increased about 88 percent (22 organizations) from fiscal year 1991 to fiscal year 1995. For the 22 organizations, this increase was due to the Department of the Navy's expenditures. Excluding the Navy's expenditures, the 21 remaining organizations' total expenditures decreased by less than 1 percent during the period.

⁴In considering the data presented here, it should be noted that some relocations authorized may not have occurred at all or during fiscal years 1991 through 1995. Moreover, some of the relocation obligations may not have been expended at all or during the 5-year period covered, or actual expenditures could have been different from the amounts obligated.

⁵The Department of the Navy reported both relocations authorized and made.

⁶The Department of the Navy reported both relocation obligations and expenditures.

- Fifteen federal organizations reported that they had mandatory rotational policies requiring some of their employees to rotate on a prescribed schedule. Most of these organizations attributed their policies to federal regulations that limit overseas tours of duty. Based on data provided by these 15 organizations, we estimated that these rotational policies accounted for about 19 percent of the total relocations reported as authorized and about 7 percent of the total relocations reported as made during this period.

Background

Federal organizations relocate their civilian employees to help them accomplish their many varied and unique missions. Organizations carry out their missions through a civilian workforce of nearly 2 million employees assigned to offices in locations throughout the United States, its territories and possessions, and various foreign countries. The Secretary of State determines the length of an overseas tour for Foreign Service Officers. The tour of duty overseas for Department of Defense (DOD) employees is prescribed by DOD's Joint Travel Regulations (2 JTR). When civilian employees are authorized to relocate in the interests of the government, they are to be authorized to relocate prior to the time they actually move, and they generally have up to 2 years, and can request a third year, from the date that they report to their new location to complete the relocation and receive reimbursement for the associated costs. Therefore, the actual relocation may not take place in the fiscal year that it is authorized. Also, expenses associated with the relocation may be paid to the employee over the 2- to 3-year period.

Two federal laws provide government organizations with the primary authority to pay the travel and related expenses of relocating a civilian employee: the Administrative Expenses Act of 1946, as amended, 5 U.S.C. §§ 5701-5742, and the Foreign Service Act of 1980, 22 U.S.C. 4081.⁷ GSA's Federal Travel Regulation (FTR), 41 C.F.R., chapters 301 to 304, implements the provisions of the Administrative Expenses Act. FTR, chapter 302, governs the travel and relocation expenses of civilian employees, except those in the Foreign Service. Based on authority provided in the Foreign Service Act, travel and relocation expenses for Foreign Service Officers are prescribed by the Secretary of State in the

⁷In addition to the Department of State, Foreign Service Officers were also assigned to other federal organizations, including the Agency for International Development; Department of Commerce; Department of Agriculture; and the U.S. Information Agency. There are also other employees serving overseas that have been granted statutory authority to receive benefits and allowances comparable to those granted officers and employees of the Foreign Service, such as certain employees of the Department of the Treasury and the Defense Intelligence Agency. 31 U.S.C. § 325; 37 U.S.C. § 431.

Foreign Service Travel Regulations. These regulations are contained in volume 6 of the Foreign Affairs Manual (6 FAM). Once any civilian employee is located in a foreign area, his or her travel allowances and differentials are set by the Secretary of State in the Standardized Regulations (Government Civilians, Foreign Areas).

Both the Department of State's and GSA's travel regulations authorize federal organizations to pay basically the same expenses for relocations within the United States. These expenses include transportation of individuals, per diem, subsistence, transportation and storage of household and personal effects, and real estate expenses. The key difference is that Foreign Service Officers are not entitled to relocation income tax allowances. Overseas, the Standard Regulations apply to both Foreign Service Officers and other civilian employees, and generally provide them with the same allowances. These allowances include living quarters allowance, temporary quarters subsistence allowance, and cost of living allowance. One difference is that Foreign Service Officers are entitled to separation travel, which is relocation to anyplace in the United States that they choose upon retirement regardless of where they are located when they retire. On the other hand, other civilian employees returning from overseas are only entitled to reimbursement for travel and relocation expenses to their home of record. Another difference is that Foreign Service Officers may be authorized rest and recuperation travel when assigned to a hardship post. In order to receive reimbursement for relocation expenses/allowances to which they are entitled, both civilian employees and Foreign Service Officers must sign a service agreement to remain with the government for 12 months after the date that they report to their new duty station, mission, or agency, unless they leave the government for reasons beyond their control and that are acceptable to the agency. An employee who violates the agreement must repay the government the amount it spent to relocate him or her.

Neither FTR nor FAM specifically define the term relocation. For the purposes of this report, we define relocation as (1) the transfer, in the interest of the government, of an existing civilian employee or appointee from one office, mission, or agency to another for permanent duty; (2) the moving of a new eligible appointee from his or her actual residence in one location to his or her first office or mission in another location; (3) the return of an existing eligible civilian employee or appointee who is separated from an overseas office or mission to his or her actual residence; and (4) the return of an existing eligible career appointee on

retirement from an office or mission to his or her elected residence within the United States, its territories, or possessions.

Collecting exact cost information for relocation travel is difficult. Office of Management and Budget (OMB) Circular No. A-11, Preparation and Submission of Budget Estimates and Circular No. A-34 Instructions on Budget Execution require that federal organizations record obligations and expenditures by object class according to the nature of the services or articles procured. There are no object classes dedicated solely to recording relocation travel obligations and expenditures. Rather, relocation obligations and expenditures are captured in at least four different object classes, along with obligations and expenses that are not related to relocation travel. These object classes include (1) 12.1 civilian personnel benefits; (2) 21.0 travel and transportation of persons; (3) 22.0 transportation of things; and (4) 25.7 operation and maintenance of equipment (related to storage of household goods). As a result, relocation obligations and expenditures cannot be extracted from OMB budget/object class data. Instead, relocation obligations and expenditures must be obtained from each federal organization through queries of its automated systems or examination of its travel records.

As the government's travel manager, GSA's Office of Governmentwide Policy is responsible for establishing governmentwide civilian travel and relocation policy, updating FTR, gathering travel and relocation costs, and providing leadership to develop sound travel and relocation policy. GSA was required by the Federal Civilian Employee and Contractor Travel Expenses Act of 1985, 5 U.S.C. § 5707(c), to periodically, but at least every 2 years, submit to the Director of OMB an analysis of, among other things, estimated total agency payments for employee relocation. GSA is to survey a sampling of agencies, each of which spent more than \$5 million on travel and transportation payments in the prior fiscal year. This provision was to expire with the administrator's submission of the analysis that included fiscal year 1991. The Treasury, Postal Service and General Government Appropriations Act of 1995, Pub. L. No. 103-329 (Sept. 30, 1994), reinstated this provision with no future expiration date. GSA collected the required travel information for fiscal years 1989, 1990, and 1991. However, GSA only analyzed the travel information for fiscal year 1989. GSA's Office of Governmentwide Policy recently distributed its survey to collect travel information, including relocation travel, for fiscal year 1996.

Scope and Methodology

To provide the requested civilian employee relocation information, we developed and distributed a questionnaire to 120 federal organizations. We asked the organizations to report their total number of and cost for civilian employee relocations. We also asked whether they had a rotational policy that resulted in civilian employee relocations. We received responses from 119 (or 99 percent) of the 120 organizations surveyed. The Department of Commerce's Economic Development Administration, which had a civilian workforce of less than 400 employees, did not provide a response. The names of the organizations that we surveyed are listed in appendix I.

To develop the questionnaire and ensure its completeness, we researched FTR and OMB Circular No. A-11 to identify the allowances for relocation expenses and the object classes that federal organizations use to record relocation obligations, respectively. We drafted the questionnaire with the assistance of our staff knowledgeable in federal travel and relocation practices. We pretested the questionnaire with the following six organizations: the Bureau of the Census, Defense Educational Activity, Department of State, Drug Enforcement Administration, U.S. Marine Corps, and Office of Personnel Management. Using the pretest results, we revised the questionnaire to help ensure that our questions were interpreted correctly and that the requested relocation information was available.

We did not independently verify the accuracy of the civilian employee relocation information that the federal organizations provided or assess the appropriateness of their relocations or the associated cost because of time constraints and the number of organizations surveyed. However, we reviewed each questionnaire for clarity and completeness and followed up with the organization's contact person in those instances in which the responses were unclear or incomplete.

To provide information on rotational policies that resulted in civilian employee relocations, we obtained copies of these policies from the pertinent federal organizations. We reviewed the policies to understand their purposes, their rotational requirements, and which employees were affected. Additionally, we interviewed cognizant officials to discuss the policies in greater detail, clarify specific issues, and determine current use of the policies. Appendix II contains a more detailed description of our objectives, scope, and methodology.

We did our work in Washington, D.C., from June 1996 to June 1997 in accordance with generally accepted government auditing standards.

Because it was impractical for us to obtain comments from all 119 federal organizations, we requested comments on a draft of this report from the Director of OMB and the Administrator of GSA. Their comments are discussed at the end of this letter.

Federal Organizations Reported Relocating Thousands of Civilian Employees

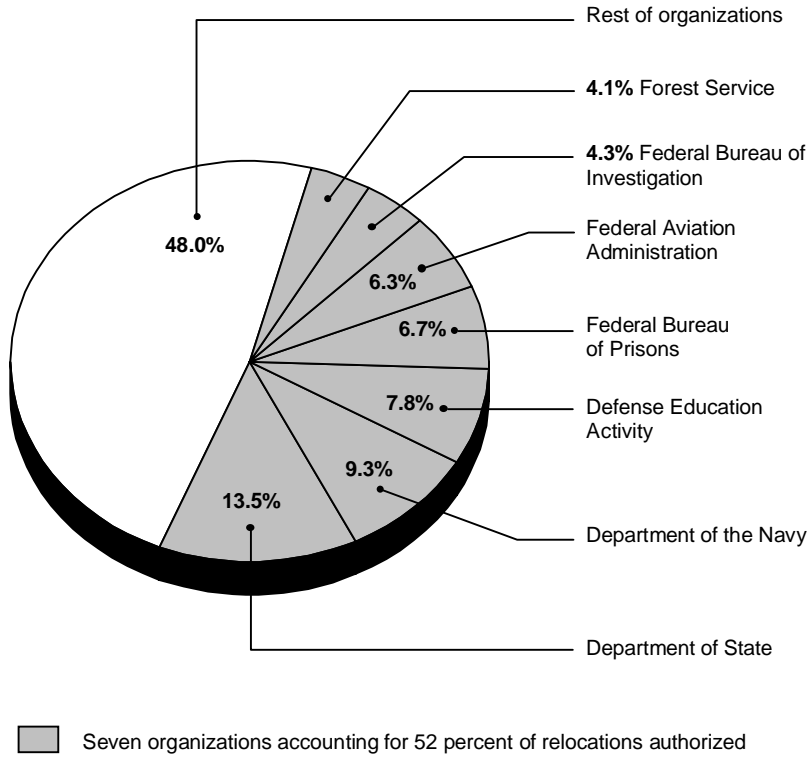
Most of the federal organizations that responded to our survey reported authorizing over 130,000 relocations and the other organizations reported making over 40,000 relocations during fiscal years 1991 through 1995. A small percentage of the organizations reported the majority of the relocations. Over half of the relocations authorized or made were reported by 7 percent and 9 percent of the organizations, respectively. In addition, while the total number of relocations authorized and the total number of relocations made fluctuated yearly across the organizations that reported data for all 5 fiscal years, there was moderate overall change between fiscal years 1991 and 1995.

Reported Civilian Employee Relocations Authorized

Ninety-seven federal organizations that responded to our survey reported that they authorized 132,837 civilian employees to relocate at the government's expense from fiscal year 1991 through fiscal year 1995.⁸ However, the total number of relocations authorized is probably understated because 7 of the 97 organizations did not, for various reasons, provide this relocation information for all 5 fiscal years. Also, one organization did not report relocations authorized by one of its components for fiscal year 1991. As shown in figure 1, seven organizations accounted for 52 percent (69,072) of the reported relocations authorized. Among the seven organizations, the number of relocations authorized ranged from 17,881 by the Department of State to 5,509 by the Forest Service. (Appendix III shows the number of relocations authorized for each fiscal year reported by the federal organizations.)

⁸Twenty-three other organizations reported relocations made during this period.

Figure 1: Seven Federal Organizations Accounted for Over 50 Percent of Relocations Reported as Authorized, Fiscal Years 1991 Through 1995



Source: GAO calculations based on survey data provided by the federal organizations.

Because not all of the 97 federal organizations that reported relocations authorized provided relocation information for all of their components for all 5 fiscal years, we were precluded from determining the total change in relocations authorized. However, 89 organizations did provide relocation information for all 5 fiscal years. Across these organizations, total relocations authorized fluctuated yearly. In fiscal year 1991, total relocations authorized were about 25,600; they continually declined to a low of about 20,080 in fiscal year 1993. Thereafter, total relocations authorized began to increase, and in fiscal year 1995 reached about 25,370. Overall, total relocations authorized decreased less than 1 percent from fiscal year 1991 to fiscal year 1995.

Reported Civilian Employee Relocations Made

The 23 other federal organizations that responded to our survey reported that they made 40,252 civilian employee relocations from fiscal year 1991 through fiscal year 1995.⁹ The total number of relocations reportedly made was probably understated because 4 of the 23 organizations—including the Departments of the Army, Energy, and the National Oceanic and Atmospheric Administration, which were among those that made the most relocations—did not provide complete relocation information for all 5 fiscal years. As shown in table 1, the Departments of the Army and the Navy accounted for 21,947 (about 55 percent) of the reported civilian employee relocations made. (Appendix IV shows the number of relocations made for each fiscal year reported by the federal organizations.)

Table 1: Two Federal Organizations Accounted for Over 50 Percent of Reported Relocations Made, Fiscal Years 1991 Through 1995

Number of federal organizations	Federal organizations	Reported relocations made	Percentage of total relocations made
1	Dept. of the Army	16,009	39.77%
2	Dept. of the Navy	5,938	14.75
	Subtotal	21,947	54.52
3-23	Other federal organizations	18,305	45.58
	Total	40,252	100%

Source: GAO survey.

Nineteen federal organizations reported relocations made for all 5 fiscal years. Across these organizations, total relocations made varied yearly. Relocations made increased from 3,468 in fiscal year 1991 to 3,759 in fiscal year 1992. In fiscal year 1993, relocations made decreased to a low of 3,426. But, total relocations made increased to 3,622 in fiscal year 1994 and rose to 3,902 in fiscal year 1995. Overall, total relocations made increased about 12.5 percent from fiscal year 1991 to fiscal year 1995.

Although relocations reportedly made increased over the 5-year period, this increase was not distributed evenly among the 19 federal organizations. Two organizations—Defense Logistics Agency (DLA) and Tennessee Valley Authority (TVA)—reported the greatest changes in relocations made. DLA's reported relocations made rose about 221 percent, from 301 civilian relocations made in fiscal year 1991 to 965 in fiscal year 1995. According to a DLA official, the number of civilian relocations made

⁹The Department of the Navy reported both relocations authorized and made based on how its components reported their number of civilian employees relocated to Navy headquarters.

increased substantially during this period due to base realignments and closures and Defense Management Review decisions. These decisions resulted in DLA acquiring control of all DOD supply depots and supporting civilian employees. DLA consolidated these depots, reducing the number from 31 to 23 and relocated employees from closing depots to gaining depots. DLA also consolidated its 9 contract management districts into 2 districts, which led to additional civilian relocations. TVA's reported relocations made decreased by 52 percent, from 1,026 in fiscal year 1991 to 490 in fiscal year 1995. TVA did not provide an explanation for this decrease. The changes in the number of relocations made reported by DLA and TVA generally offset each other. Collectively, the 17 remaining organizations displayed about a 14-percent overall increase in relocations made during this period.

Federal Organizations Reported Billions in Costs to Relocate Civilian Employees

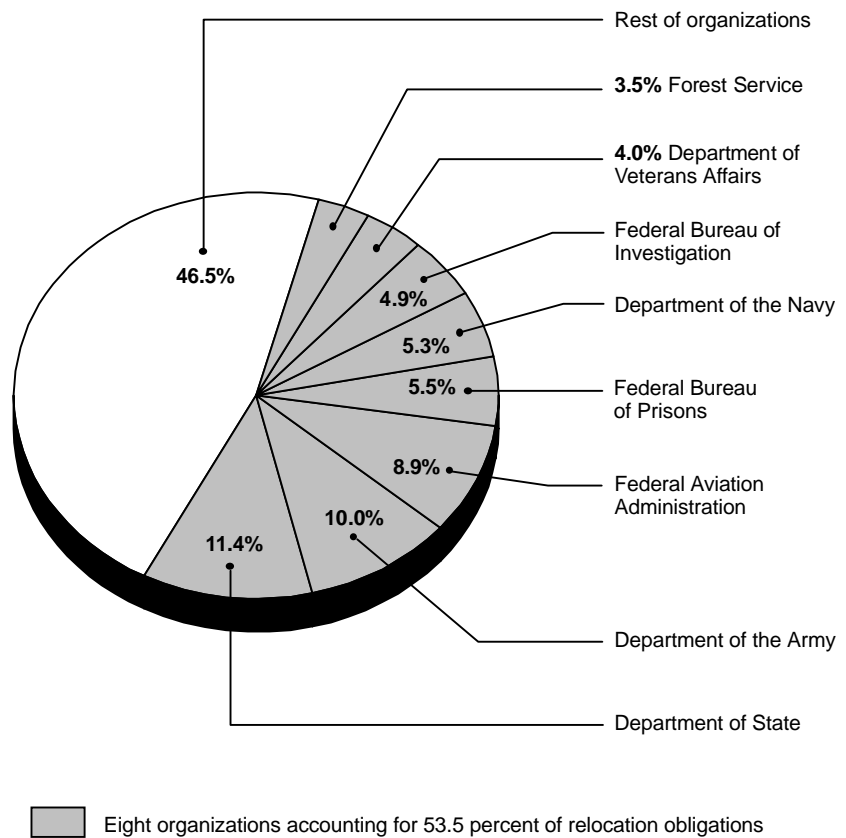
Most of the federal organizations that responded to our survey reported obligating over \$3 billion for relocations and the other organizations reported expending over \$350 million for relocations during fiscal years 1991 through 1995. Again, a small percentage of the organizations reported the majority of the costs. Over half of the total relocation obligations were reported by 8 percent of the organizations, and 70 percent of the total relocation expenditures were reported by 13 percent of the organizations. Across the organizations that provided data for all 5 fiscal years, total relocation obligations and total relocation expenditures varied yearly. When adjusted for inflation, there was a noticeable increase in the total reported relocation obligations and a larger increase in total relocation expenditures. However, the majority of the increase in total relocation expenditures was due to one organization.

Funds Reported as Obligated to Relocate Civilian Employees

Ninety-seven federal organizations reported that they obligated about \$3.4 billion for employee relocation expenses for fiscal years 1991 through 1995.¹⁰ Fourteen of the 97 organizations did not provide information for all 5 fiscal years, which probably resulted in an understatement of the funds reported obligated. Also, nine organizations did not provide obligations for certain relocation expense categories, and one organization did not provide fiscal year 1994 relocation obligations for its regional offices. As shown in figure 2, eight organizations accounted for over 53 percent (about \$1.8 billion) of the total reported obligations for employee relocation expenses. (Each federal organization's reported relocation obligations are located in appendix V.)

¹⁰Twenty-three other organizations reported relocation expenditures during this period.

Figure 2: Eight Federal Organizations Accounted for Over 50 Percent of Reported Relocation Obligations, Fiscal Years 1991 Through 1995



Source: GAO calculations based on survey data provided by the federal organizations.

From fiscal year 1991 through fiscal year 1995, the total reported relocation obligations fluctuated yearly across the 83 federal organizations that provided relocation obligations for all 5 fiscal years. In constant 1995 dollars, total relocation obligations continually decreased from \$652.1 billion in fiscal year 1991 to \$546.9 billion in fiscal year 1993. But, total relocation obligations increased in fiscal year 1994 and rose to \$759.6 billion in fiscal year 1995. Overall, total relocation obligations increased about 16 percent from fiscal year 1991 to fiscal year 1995. This increase was not greatly influenced by one organization or a small group of organizations.

Funds Reported as Expended to Relocate Civilian Employees

The 23 other federal organizations reported that for fiscal years 1991 through 1995 they expended over \$362.8 million to relocate their civilian employees.¹¹ Reported relocation expenditures were probably understated because one organization did not report fiscal year 1992 relocation expenditures for one of its components. In addition, 2 of the 23 organizations did not provide expenditures for all expense categories. As shown in table 2, the Departments of Energy and the Navy and the U.S. Information Agency accounted for over \$254 million (70 percent) of the total reported expenditures to relocate civilian employees during this period. (Appendix VI shows the reported relocation expenditures for each fiscal year by federal organization.)

Table 2: Three Federal Organizations Accounted for 70 Percent of Reported Relocation Expenditures, Fiscal Years 1991 Through 1995

Number of federal organizations	Federal organizations	Reported expenditures for relocations	Percentage of the total expenditures
1	Dept. of the Navy	\$141,106,720	38.9%
2	Dept. of Energy	65,481,906	18.0
3	U.S. Information Agency	47,416,397	13.1
	Subtotal	\$254,005,023	70.0%
3-23	Other federal organizations	108,818,666	30.0
	Total	\$362,823,689	100%

Source: GAO Survey.

Annually, total reported relocation expenditures increased across the 22 federal organizations that provided relocation expenditures for all 5 fiscal years and included each of their components. In constant 1995 dollars, total relocation expenditures increased from \$45.7 million in fiscal year 1991 to \$46 million in fiscal year 1992. In fiscal year 1993, total relocation expenditures increased to \$50.3 million; in fiscal year 1994, increased to \$81 million; and in fiscal year 1995, rose to \$86 million. Overall, total relocation expenditures increased about 88 percent from fiscal year 1991 to fiscal year 1995. The Navy accounted for this increase because its reported relocation expenditures more than quadrupled during this period. Navy's relocation expenditures reportedly rose about 367 percent, from \$11 million in fiscal year 1991 to \$51.4 million in fiscal year 1995, in constant 1995 dollars. According to a Navy official, expenditures for civilian relocations increased substantially during this period due to the

¹¹The Department of the Navy reported both relocation obligations and expenditures based on how its components reported their cost of civilian employee relocations to Navy headquarters.

increase in the number of relocations caused by base realignment and closure decisions. During this period Navy closed or began closing and realigning 114 bases. Excluding the Navy from the total expenditures, the 21 remaining organizations' total reported relocation expenditures decreased by less than 1 percent, from \$34.7 million in fiscal year 1991 to \$34.6 million in fiscal year 1995.

Number of Federal Organizations Reporting Mandatory Rotational Policies

Fifteen federal organizations reported that they had rotational policies that required some of their civilian employees to relocate on a prescribed schedule. Nine of the 15 organizations reported that they had these policies because they assign their civilian employees to overseas locations and must comply with federal regulations or a treaty that limits such employees' tours of duty. The six remaining organizations reported that they had these policies either to (1) maintain the safety and security of their civilian employees who may be assigned to dangerous/hazardous locations, (2) maintain their civilian employees' objectivity when inspecting or auditing specific locations, or (3) enhance the job-related knowledge and experiences of their civilian employees, regardless of where they are assigned.

In addition, the 15 federal organizations estimated the annual percentage of their civilian employee relocations that were due to their rotational policies. Among these organizations, their estimated annual percentages ranged from 100 to less than 1. Using the organizations' estimated percentages, we calculated the estimated impact these policies had on the number of civilian employee relocations authorized and made by the 15 organizations. Specifically, we multiplied each organization's percentage by either its reported number of relocations authorized or made. As shown in table 3, 11 organizations' (including some Navy components') rotational policies led to an estimated 24,671 civilian employees being authorized to relocate during fiscal years 1991 through 1995. These relocations authorized—triggered by rotational policies—accounted for about 18.6 percent of the total reported relocations authorized.

Table 3: Estimated Number of Relocations Authorized Due to 11 Federal Organizations' Rotational Policies, Fiscal Years 1991 Through 1995

Number of federal organizations	Federal organizations with rotational policies	Reported total relocations authorized	Rotational policy relocations	
			Estimated relocations authorized	Percentage of organization's relocations authorized
1	Department of Justice—Drug Enforcement Administration	2,972	2,972	100.00%
2	Department of State	17,881	17,845	99.80
3	Agency for International Development	2,560	2,458	96.02
4	Nuclear Regulatory Commission	737	553	75.03
5	Department of Justice—Federal Bureau of Investigation	5,766	635	11.01
6	Department of Defense—Defense Intelligence Agency	346	38	10.98
7	Department of Defense—Defense Contract Audit Agency	675	69	10.22
8	Panama Canal Commission	557	40	7.18
9	Department of Defense—Defense Mapping Agency	616	38	6.17
10	Department of Defense—Navy	12,382	22	0.18
11	Department of Agriculture—Animal and Plant Health Inspection Service	871	1	0.11
12-97	Other federal organizations	87,474	0	0.00
	Total	132,837	24,671	18.57%

Source: GAO calculations based on survey data provided by the federal organizations.

As shown in table 4, five federal organizations' (including some Navy components') rotational policies resulted in an estimated 2,792 civilian employees being relocated during the same 5-year period. These relocations made—triggered by rotational policies—accounted for about 6.9 percent of the total relocations made that were reported by the organizations we surveyed.

Table 4: Estimated Number of Relocations Made Due to Five Federal Organizations' Rotational Policies, Fiscal Years 1991 Through 1995

Number of federal organizations	Federal organizations with rotational policies	Reported total relocations made	Rotational policy relocations	
			Estimated relocations made	Percentage of organization's relocations made
1	U.S. Information Agency	2,715	2,593	95.51%
2	Department of Commerce—International Trade Administration	445	152	34.16
3	Department of Defense—Defense Logistics Agency	3,450	31	0.90
4	Department of Defense—Navy	5,938	11	0.19
5	Department of Defense—Army ^a	10,836	5	0.05
6-23	Other federal organizations	16,868	0	0.00
	Total	40,252	2,792	6.94%

^aWe did not include Army's reported relocations for fiscal years 1991 and 1992 because Army did not report an estimated percentage of relocations made due to its rotational policy for these years.

Source: GAO calculations based on survey data provided by the federal organizations.

Agency Comments

On June 5, 1997, we requested comments on a draft of this report from the Director of OMB and the Administrator of GSA. On June 11, 1997, GSA officials, including the Acting Director, Travel & Transportation Management Policy Division, provided oral comments. In general, GSA officials characterized the report as a useful resource that will assist them in fulfilling GSA's legislative requirement to biannually survey agencies and report on, among other things, the estimated cost of civilian employee relocations. GSA officials also provided updated information on the status of GSA's biannual survey and technical comments. On June 11, 1997, OMB staff within the Justice and GSA Branch provided their views on the draft report, which were technical in nature and involved clarification issues. GSA's and OMB's technical comments were incorporated in the report where appropriate.

Copies of this report will be sent to the Ranking Minority Members of your Committees; the Administrator of the General Services Administration; the Director of the Office of Management and Budget; all federal organizations

included in this report; and other interested parties. Copies will also be made available to others upon request.

If you have any questions concerning this report, please call me on (202) 512-4232 or Gerald P. Barnes, Assistant Director, on (202) 512-4228. Major contributors are listed in appendix VII.



Bernard L. Ungar
Director, Government Business
Operations Issues

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Abbreviations

DLA	Defense Logistics Agency
DOD	Department of Defense
FAM	Foreign Affairs Manual
FTR	Federal Travel Regulation
GSA	General Services Administration
JTR	Joint Travel Regulations
OMB	Office of Management and Budget
TVA	Tennessee Valley Authority

Federal Organizations Surveyed

We developed and distributed a questionnaire to provide the requested relocation information. The following lists the federal organizations that we surveyed:

Department of Agriculture

Agricultural Marketing Service

Agricultural Research Service

Animal and Plant Health Inspection Service

Cooperative, State, Research, Education & Extension Service

Farm Service Agency

Food Safety and Inspection Service

Food and Consumer Service

Forest Service

Grain Inspection, Packers, and Stockyards Administration

National Agricultural Statistics Service

Natural Resources Conservation Service

Office of the Chief Financial Officer

Office of Communications

Office of the Inspector General

Office of the Secretary

Risk Management Agency

Rural Development

Departmental Administration

Department of Commerce

Bureau of Economic Analysis

Bureau of Export Administration

Bureau of the Census

Economic Development Administration

International Trade Administration

Minority Business Development Agency

National Institute of Standards and Technology

National Oceanic and Atmospheric Administration

National Technical Information Service

National Telecommunications and Information Administration

Office of Inspector General

Office of the Secretary

(continued)

Appendix I
Federal Organizations Surveyed

Patent and Trademark Office
U.S. Travel and Tourism Administration

Department of Defense

Defense Education Activity
Defense Information Systems Agency
Defense Intelligence Agency
Defense Investigative Service
Defense Logistics Agency
Defense Mapping Agency
Defense Special Weapons Agency
Department of the Air Force
Department of the Army
Department of the Navy
U.S. Marine Corps
Defense Contract Audit Agency

Department of Health and Human Services

Administration for Children and Families
Administration on Aging
Agency for Health Care Policy & Research
Centers for Disease Control and Prevention
Food & Drug Administration
Health Care Financing Administration
Health Resources & Services Administration
National Institutes of Health
Office for Civil Rights
Office of General Counsel
Office of Inspector General
Substance Abuse & Mental Health Services Administration

Department of the Interior

Bureau of Indian Affairs
Bureau of Land Management
Bureau of Reclamation
Minerals Management Service
National Park Service
Office of Surface Mining Reclamation and Enforcement
U.S. Fish and Wildlife Service
U.S. Geological Survey
Office of the Secretary

(continued)

Appendix I
Federal Organizations Surveyed

Department of Justice

Drug Enforcement Administration
Federal Bureau of Investigation
Federal Bureau of Prisons
Immigration and Naturalization Service
Office of Justice Programs
U.S. Attorneys Office
U.S. Marshals Service
Offices, boards, and divisions

Department of Transportation

Federal Aviation Administration
Federal Highway Administration
Federal Railroad Administration
Federal Transit Administration
Maritime Administration
National Highway Traffic Safety Administration
Office of Inspector General
Research and Special Programs Administration
U.S. Coast Guard
Office of the Secretary

Department of the Treasury

Bureau of Alcohol, Tobacco, and Firearms
Bureau of Engraving and Printing
Bureau of the Public Debt
Federal Law Enforcement Training Center
Financial Crimes Enforcement Network
Financial Management Service
Internal Revenue Service
Office of Thrift Supervision
Office of the Comptroller of the Currency
U.S. Customs Service
U.S. Mint
U.S. Secret Service
Departmental Offices and Office of the Inspector General

Other federal organizations

Department of Education
Department of Energy
Department of Housing and Urban Development
Department of Labor

(continued)

Appendix I
Federal Organizations Surveyed

Department of State
Department of Veterans Affairs
Agency for International Development
Environmental Protection Agency
Equal Employment Opportunity Commission
Federal Communications Commission
Federal Emergency Management Agency
General Services Administration
National Aeronautics and Space Administration
National Archives and Records Administration
National Labor Relations Board
Nuclear Regulatory Commission
Office of Personnel Management
Panama Canal Commission
Securities and Exchange Commission
Small Business Administration
Smithsonian Institution
Social Security Administration
Tennessee Valley Authority
U.S. Information Agency

Objectives, Scope, and Methodology

As agreed, our objectives were to provide information for the executive branch departments and largest independent agencies on (1) the total number of civilian employees who were relocated at the federal government's expense, (2) the total cost of these relocations to the government, and (3) the agencies that had rotational policies requiring their civilian employees to relocate.

To provide the requested relocation information, we developed and distributed a questionnaire to the 14 executive branch departments and the 18 largest independent agencies.¹ Relocation travel at most of the 14 executive branch departments is decentralized, and subordinate agencies/bureaus/administrations controlled their own relocations. Thus, we requested that a separate questionnaire be completed by each federal organization that had control over its relocations. As a result, the questionnaire was distributed to a total of 120 federal organizations.² These federal organizations employed about 1.9 million civilian employees, representing 96 percent of the federal civilian workforce as of September 1995. We received responses from 119 of the 120 federal organizations. The Department of Commerce's Economic Development Administration, which had a workforce of less than 400 employees, did not provide a response. Appendix I lists the federal organizations we surveyed.

To develop the questionnaire and ensure its completeness, we researched FTR and OMB Circular No. A-11, Preparation and Submission of Budget Estimates, to identify the allowances for relocation expenses and the object classes that federal organizations are to use in reporting relocation obligations. We drafted the questionnaire with the assistance of our staff knowledgeable of federal travel and relocation practices. We pretested the questionnaire with six federal organizations: the Bureau of the Census, Defense Educational Activity, Department of State, Drug Enforcement Administration, U.S. Marine Corps, and the Office of Personnel Management. Using the pretest results, we revised the questionnaire to help ensure that our questions were interpreted correctly and that the requested relocation information was available.

Federal organizations are not required to track or keep relocation information in any specific way. During pretesting, we found that

¹We excluded the U.S. Postal Service and the Federal Deposit Insurance Corporation from our survey because they receive minimal or no appropriations to fund their operations.

²The executive branch civilian workforce decreased during the period covered by this review. The civilian workforce decreased from about 2.2 million employees in fiscal year 1991 to about 2 million employees in fiscal year 1995.

organizations maintained relocation travel information at different organizational levels and used different categories to track the information. Organizations had to go through varying levels of effort to provide the information that we requested. Some organizations had centralized automated systems that required them to write special programs to extract the information. Some of the organizations with automated systems had to retrieve the earlier years of information from archives and then run special programs to extract the information we requested. Other organizations did not have centralized systems or reporting requirements for this type of information and had to query a number of local offices, which in turn had to go through automated or paper records to obtain the information. We also know of at least one organization that had to go through paper records and manually tabulate the number and cost of its relocations. The organizations generally took from 1 to 3 months to complete the questionnaire.

Since federal organizations maintained relocation information at different levels and used different categories for tracking purposes, our questionnaire was carefully designed to collect the best and most complete information possible from each federal organization on its number and cost of relocations. The questionnaire allowed organizations to report their relocation information based on the categories they used. As a result, for the number of relocations, 97 organizations reported relocations that they authorized and the other 23 organizations reported the relocations that they made. Similarly, the cost of relocations were reported by 97 organizations using obligations, while the other 23 organizations reported expenditures. To help the organizations report complete cost data, we developed a list of the expense categories related to relocation travel. We developed this list based on our research of FTR and discussions with knowledgeable officials in several federal organizations. Our survey asked the federal organizations to include costs incurred in all of these expense categories and to indicate if there were categories of expenses for which they could not provide cost data.

While federal organizations are not required to track or keep relocation data in a specific way, they are required to maintain travel records for 6 years that contain information on reimbursements for individuals. Based on your request for relocation information over the last several years, our questionnaire was designed to collect relocation information for fiscal years 1990 through 1995. However, at the time we sent the questionnaires to the federal organizations, they were required to have data for fiscal years 1991 through 1996, and many organizations could not provide the

data for 1990. Therefore, our report presents information for fiscal years 1991 through 1995.

Although most federal organizations were able to provide the requested information for fiscal years 1991 through 1995, the total numbers and costs of relocations are understated in three respects. First, 15 organizations were not able to provide any information for 1 or more years for one or two of the four reporting categories. Second, 10 federal organizations reported that they could not provide any cost information for one or more of the expense categories. Lastly, 6 organizations said that the information they reported did not include data from all components for at least 1 year. Federal organizations' reasons for not being able to provide the requested information included (1) records were inaccessible due to asbestos contamination; (2) records were incomplete due to office or base closures or realignments; (3) records had been sent to off-site storage; (4) accounting systems had changed during the period; and (5) the inability to separate relocation related travel expenses from other travel expenses.

We did not independently verify the accuracy of the relocation information that the federal organizations provided because of time constraints and the number of federal organizations surveyed. However, we reviewed each questionnaire for clarity and completeness and followed up with the federal organization's contact personnel in those instances in which the response(s) was unclear or incomplete.

To provide information on rotational policies that resulted in civilian employee relocations, we obtained copies of these policies from the pertinent federal organizations. We reviewed the policies to understand their purposes, their rotational requirements, and which employees were affected. Additionally, we interviewed cognizant officials to discuss the policies in greater detail, clarify specific issues, and determine current use of the policies.

We did our work in Washington, D.C., from June 1996 to June 1997 in accordance with generally accepted government auditing standards. We did not request comments on this report from the heads of the 119 federal organizations that responded to our survey because it was impractical. We requested comments on a draft of this report from the Director of OMB and the Administrator of GSA. GSA provided oral comments, which are discussed in this report. In addition, GSA and OMB provided technical comments, which are incorporated in the report where appropriate.

Reported Number of Relocations Authorized by 97 Federal Organizations

Federal organizations	Relocations authorized reported by fiscal year					Total relocations authorized, 1991-1995
	1991	1992	1993	1994	1995	
Agency for International Development						
Agencywide information provided	495	602	469	498	496	2,560
Department of Agriculture						
Agricultural Marketing Service	152	130	111	112	109	614
Animal and Plant Health Inspection Service	208	214	148	144	157	871
Cooperative, State, Research, Education, and Extension Service	12	6	10	3	2	33
Farm Service Agency	89	71	47	29	124	360
Food Safety and Inspection Service	376	324	281	295	250	1,526
Forest Service	1,254	1,037	837	1,022	1,359	5,509
National Agricultural Statistics Service	139	73	51	74	36	373
Natural Resources Conservation Service	879	793	604	690	913	3,879
Office of Communications	0	0	0	4	0	4
Office of Inspector General	20	16	11	11	15	73
Office of the Secretary	2	0	5	3	0	10
Risk Management Agency	10	52	43	28	22	155
Rural Development	398	539	224	319	382	1,862
Departmental Administration	2	1	0	2	4	9
Department of Commerce						
Bureau of Economic Analysis	0	0	0	0	0	0
Bureau of Export Administration	2	1	0	0	4	7
Bureau of the Census	155	115	37	48	47	402
Minority Business Development Agency	0	1	5	6	3	15
National Institute of Standards and Technology	60	83	95	85	77	400
National Technical Information Service	0	0	0	0	0	0
Patent and Trademark Office	0	32	0	0	106	138
U.S. Travel and Tourism Administration	1	1	1	0	0	3
Department of Defense						
Defense Education Activity ^a	814	2,297	2,070	2,386	2,735	10,302
Defense Information Systems Agency	13	61	70	196	210	550
Defense Intelligence Agency	58	76	73	73	66	346
Defense Mapping Agency	74	127	154	179	82	616
Defense Special Weapons Agency	2	9	4	15	2	32
Department of the Air Force	900	900	900	900	900	4,500
Department of the Navy	1,723	1,390	1,877	3,569	3,823	12,382
U.S. Marine Corps	110	93	134	175	172	684

(continued)

**Appendix III
Reported Number of Relocations Authorized
by 97 Federal Organizations**

Federal organizations	Relocations authorized reported by fiscal year					Total relocations authorized, 1991-1995
	1991	1992	1993	1994	1995	
Defense Contract Audit Agency	96	213	134	119	113	675
Department of Education						
Departmentwide information provided	18	9	18	16	16	77
Department of Health and Human Services						
Agency for Health Care Policy & Research	10	8	8	5	3	34
Food & Drug Administration	89	207	174	233	158	861
Health Resources & Services Administration	4	3	5	3	8	23
National Institutes of Health	246	175	170	138	89	818
Office for Civil Rights	0	1	1	0	0	2
Office of General Counsel	0	1	0	0	0	1
Office of Inspector General	7	2	13	13	13	48
Substance Abuse & Mental Health Services Administration	UA	UA	2	3	4	9
Administration for Children and Families	0	1	4	3	1	9
Department of Housing and Urban Development						
Departmentwide information provided	30	29	50	55	323	487
Department of the Interior						
Bureau of Indian Affairs	UA	521	325	258	232	1,336
Bureau of Land Management	537	585	385	294	306	2,107
Bureau of Reclamation	332	281	241	166	176	1,196
Minerals Management Service	86	40	46	37	32	241
National Park Service	1,140	938	725	622	804	4,229
Office of Surface Mining Reclamation and Enforcement	26	33	10	5	48	122
U.S. Fish and Wildlife Service	557	681	469	463	498	2,668
U.S. Geological Survey	173	169	172	151	146	811
Offices of the Secretary, Solicitor, and Inspector General	57	32	20	31	23	163
Department of Justice						
Drug Enforcement Administration	978	525	289	400	780	2,972
Federal Bureau of Investigation	1,634	1,091	715	875	1,451	5,766
Federal Bureau of Prisons	1,589	1,815	1,383	1,966	2,077	8,830
Immigration and Naturalization Service	399	405	192	259	419	1,674
U.S. Attorneys Office	16	30	14	34	20	114
U.S. Marshals Service	80	97	118	53	66	414
Offices, Boards, and Divisions	41	55	67	39	47	249
Department of Labor						
Departmentwide information provided	247	191	144	143	205	930

(continued)

**Appendix III
Reported Number of Relocations Authorized
by 97 Federal Organizations**

Federal organizations	Relocations authorized reported by fiscal year					Total relocations authorized, 1991-1995
	1991	1992	1993	1994	1995	
Department of State						
Departmentwide information provided	3,835	3,597	3,556	3,447	3,446	17,881
Department of Transportation						
Federal Aviation Administration	2,296	1,841	1,678	1,041	1,546	8,402
Federal Highway Administration	249	242	271	235	310	1,307
Federal Railroad Administration	UA	UA	UA	UA	15	15
Federal Transit Administration	5	4	3	4	10	26
Maritime Administration	9	16	10	6	10	51
National Highway Traffic Safety Administration	3	1	1	4	3	12
Office of Inspector General	0	1	1	0	4	6
Research and Special Programs Administration	11	3	2	9	9	34
U.S. Coast Guard	75	94	141	34	107	451
Office of the Secretary	UA	UA	12	9	12	33
Department of the Treasury						
Bureau of Alcohol, Tobacco, and Firearms	178	177	167	124	135	781
Bureau of the Public Debt	33	45	71	33	5	187
Federal Law Enforcement Training Center	23	12	28	9	26	98
Financial Management Service	5	3	3	3	4	18
Internal Revenue Service	UA	UA	446	495	563	1,504
Office of Thrift Supervision	61	90	41	25	5	222
Office of the Comptroller of the Currency ^b	221	189	257	193	191	1,051
U.S. Customs Service	841	401	429	493	622	2,786
U.S. Secret Service	350	233	268	229	249	1,329
Departmental Offices & Office of the Inspector General	31	15	16	11	19	92
Department of Veterans Affairs						
Departmentwide information provided	UA	UA	UA	1,789	2,254	4,043
Environmental Protection Agency						
Agencywide information provided	334	162	165	149	97	907
Equal Employment Opportunity Commission						
Agencywide information provided	18	14	12	14	13	71
Federal Communications Commission						
Agencywide information provided	UA	UA	12	5	9	26

(continued)

**Appendix III
Reported Number of Relocations Authorized
by 97 Federal Organizations**

Federal organizations	Relocations authorized reported by fiscal year					Total relocations authorized, 1991-1995
	1991	1992	1993	1994	1995	
Federal Emergency Management Agency						
Agencywide information provided	15	27	15	12	24	93
General Services Administration						
Agencywide information provided	265	196	216	151	203	1,031
National Aeronautics and Space Administration						
Agencywide information provided	112	73	34	140	250	609
National Archives and Records Administration						
Agencywide information provided	9	7	14	11	11	52
National Labor Relations Board						
Agencywide information provided	11	12	14	9	8	54
Nuclear Regulatory Commission						
Agencywide information provided	202	153	137	137	108	737
Office of Personnel Management						
Agencywide information provided	66	70	33	37	22	228
Panama Canal Commission						
Agencywide information provided	138	92	106	78	143	557
Securities and Exchange Commission						
Agencywide information provided	4	18	18	30	13	83
Small Business Administration						
Agencywide information provided	43	39	120	53	48	303
Smithsonian Institution						
Agencywide information provided	7	10	5	11	5	38
Social Security Administration						
Agencywide information provided	634	549	489	420	546	2,638
Totals	26,424	25,568	22,946	26,700	31,199	132,837

UA: data were not available.

^aFiscal year 1991 does not include data from Europe.

^bInformation reported on a calendar-year basis.

Source: GAO Survey.

Reported Number of Relocations Made by 23 Federal Organizations

Federal organizations	Relocations made reported by fiscal year					Total relocations made, 1991-1995
	1991	1992	1993	1994	1995	
Department of Agriculture						
Agricultural Research Service	99	237	126	106	196	764
Food and Consumer Service	5	5	4	4	5	23
Grain Inspection, Packers, and Stockyards Administration	15	12	4	8	30	69
Office of the Chief Financial Officer	0	0	0	0	0	0
Department of Commerce						
International Trade Administration	72	83	70	91	129	445
National Telecommunications and Information Administration	3	3	4	2	1	13
Office of Inspector General	1	0	1	5	2	9
Office of the Secretary	7	2	6	8	9	32
National Oceanic and Atmospheric Administration ^a	75	79	141	1,186	1,177	2,658
Department of Defense						
Defense Investigative Service	33	69	72	76	95	345
Defense Logistics Agency	301	770	705	709	965	3,450
Department of the Army ^b	1,172	4,001	3,768	3,316	3,752	16,009
Department of the Navy	1,139	973	1,023	1,418	1,385	5,938
Department of Energy						
Departmentwide information provided ^c	1,007	626	426	592	706	3,357
Department of Health and Human Services						
Administration on Aging	1	4	4	0	1	10
Centers for Disease Control and Prevention	161	183	117	91	84	636
Health Care Financing Administration	UA	UA	UA	8	43	51
Department of Justice						
Office of Justice Programs	0	0	0	3	4	7
Department of the Treasury						
Bureau of Engraving and Printing ^d	46	6	3	10	4	69
Financial Crimes Enforcement Network	7	8	3	8	1	27
U.S. Mint	7	6	4	7	6	30
Tennessee Valley Authority						
Agencywide information provided	1,026	831	698	550	490	3,595
U.S. Information Agency						
Agencywide information provided	545	567	582	526	495	2,715
Totals	5,722	8,465	7,761	8,724	9,580	40,252

(Table notes on next page)

Appendix IV
Reported Number of Relocations Made by
23 Federal Organizations

^aNot all components of NOAA reported for each fiscal year, most notably, the National Weather Service.

^bAccording to an Army Official, relocations made reported for fiscal year 1991 are underreported.

^cFiscal year 1992 data were not available from the Bonneville Power Administration.

^dInformation reported on a calendar-year basis.

Source: GAO Survey.

Reported Relocation Obligations by 97 Federal Organizations

Federal organizations	Obligations reported by fiscal year (nominal dollars)					Total obligations, 1991-1995
	1991	1992	1993	1994	1995	
Agency for International Development						
Agencywide information provided	\$14,880,700	\$17,206,900	\$16,764,100	\$15,866,600	\$17,491,800	\$82,210,100
Department of Agriculture						
Agricultural Marketing Service	2,843,264	3,104,626	2,290,333	2,784,278	2,684,144	13,706,645
Agricultural Research Service	UA	UA	UA	UA	UA	UA
Animal and Plant Health Inspection Service	1,074,719	2,627,601	2,980,571	4,163,891	5,552,773	16,399,555
Cooperative, State, Research, Education & Extension Service	289,364	122,750	139,488	97,606	79,479	728,687
Farm Service Agency	477,017	657,470	241,753	388,420	3,357,692	5,122,352
Forest Service	24,841,511	22,481,257	15,633,969	22,559,055	32,741,392	118,257,184
Grain Inspection, Packers, and Stockyards Administration	117,708	297,630	172,177	261,983	996,168	1,845,667
National Agricultural Statistics Service	1,590,621	1,390,281	861,769	1,401,541	585,958	5,830,170
Natural Resources Conservation Service	12,388,532	13,721,337	9,976,237	12,533,729	15,305,558	63,925,393
Office of Communications	0	0	0	64,484	0	64,484
Office of the Secretary	11,713	0	23,441	115,869	0	151,023
Risk Management Agency	292,032	1,036,860	1,562,376	663,415	544,598	4,099,281
Rural Development	3,598,860	7,361,305	2,529,258	5,541,099	5,683,667	24,714,189
Departmental Administration	13,000	19,000	0	57,000	3,821	92,821
Department of Commerce						
Bureau of Economic Analysis	0	0	0	0	0	0
Bureau of Export Administration	UA	UA	0	0	95,468	95,468
Bureau of the Census	441,595	283,745	191,712	251,540	266,561	1,435,153
International Trade Administration ^{a,h,i}	UA	UA	1,107,058	1,447,075	2,161,546	4,715,679

(continued)

**Appendix V
Reported Relocation Obligations by 97
Federal Organizations**

Federal organizations	Obligations reported by fiscal year (nominal dollars)					Total obligations, 1991-1995
	1991	1992	1993	1994	1995	
Minority Business Development Agency	0	3,900	61,375	73,012	58,188	196,475
National Institute of Standards and Technology	87,386	158,339	248,332	322,224	414,727	1,231,008
National Oceanic and Atmospheric Administration ^{b,c}	8,474,161	8,250,742	12,851,788	25,511,135	24,417,766	79,505,592
National Technical Information Service	0	0	0	0	0	0
Patent and Trademark Office	0	51,084	0	0	104,000	155,084
U.S. Travel and Tourism Administration	UA	UA	UA	UA	UA	UA
Department of Defense						
Defense Education Activity	16,219,615	15,099,697	18,387,406	18,447,089	15,657,847	83,811,654
Defense Information Systems Agency	208,672	1,129,786	1,572,483	4,961,254	5,573,526	13,445,721
Defense Intelligence Agency	724,332	1,257,517	1,133,212	1,388,008	1,637,677	6,140,746
Defense Logistics Agency	9,204,197	16,797,271	14,049,671	17,374,796	22,497,544	79,923,479
Defense Mapping Agency	2,394,000	4,381,000	4,783,000	6,312,000	2,834,000	20,704,000
Defense Special Weapons Agency	35,778	143,226	70,801	330,805	70,318	650,928
Department of the Air Force	15,000,000	12,700,000	16,300,000	17,400,000	17,300,000	78,700,000
Department of the Army	93,109,617	67,100,100	58,201,348	52,186,743	69,904,556	340,502,364
Department of the Navy	19,079,146	24,544,965	27,937,976	49,101,993	57,157,551	177,821,631
U.S. Marine Corps ^d	1,062,844	1,303,849	2,459,715	3,134,411	2,648,156	10,608,975
Defense Contract Audit Agency	4,713,900	5,354,700	6,473,400	5,897,500	4,493,300	26,932,800
Department of Education						
Departmentwide information provided	151,802	81,072	154,363	134,522	136,946	658,705

(continued)

**Appendix V
Reported Relocation Obligations by 97
Federal Organizations**

Federal organizations	Obligations reported by fiscal year (nominal dollars)					Total obligations, 1991-1995
	1991	1992	1993	1994	1995	
Department of Health and Human Services						
Agency for Health Care Policy & Research	47,119	17,651	48,407	13,383	17,105	143,665
Food and Drug Administration	2,063,750	998,502	1,767,400	1,892,600	2,362,555	9,084,807
Health Care Financing Administration ^e	UA	UA	UA	18,231	1,415,396	1,433,627
Health Resources & Services Administration	38,866	24,093	59,087	38,292	136,908	297,246
National Institutes of Health	1,116,623	1,022,278	711,518	514,066	936,055	4,300,540
Office of General Counsel	0	4,849	0	0	0	4,849
Office of Inspector General	140,986	56,522	633,842	639,412	444,700	1,915,462
Substance Abuse & Mental Health Services Administration	UA	UA	12,412	18,285	17,930	48,627
Administration for Children and Families	0	12,296	31,920	16,629	2,239	63,084
Department of the Interior						
Bureau of Indian Affairs	UA	2,230,928	1,338,692	1,366,179	1,715,185	6,650,984
Bureau of Land Management	12,912,516	16,108,420	9,462,566	9,832,325	11,697,123	60,012,950
Bureau of Reclamation	5,570,434	5,725,737	5,376,036	5,522,779	5,423,885	27,618,871
Minerals Management Service	1,089,557	690,868	909,283	976,816	723,335	4,389,859
National Park Service	10,006,164	11,608,500	9,636,834	11,054,259	16,159,328	58,465,085
Office of Surface Mining Reclamation and Enforcement	404,788	638,849	292,002	130,510	2,360,570	3,826,719
U.S. Fish and Wildlife Service	5,820,068	7,356,146	6,209,137	7,043,096	10,207,711	36,636,158
U.S. Geological Survey	5,905,785	5,775,452	5,831,094	5,648,366	6,227,247	29,387,944
Offices of the Secretary, Solicitor, and Inspector General	1,117,062	607,032	220,911	714,116	392,583	3,051,704

(continued)

**Appendix V
Reported Relocation Obligations by 97
Federal Organizations**

Federal organizations	Obligations reported by fiscal year (nominal dollars)					Total obligations, 1991-1995
	1991	1992	1993	1994	1995	
Department of Justice						
Drug Enforcement Administration	23,373,805	12,065,248	9,360,676	16,278,539	34,134,874	95,213,142
Federal Bureau of Investigation ^c	UA	35,920,774	33,023,348	42,171,211	54,960,783	166,076,116
Federal Bureau of Prisons ^c	29,677,416	35,225,048	28,647,994	42,061,955	50,808,259	186,420,672
Immigration and Naturalization Service ^a	17,657,365	18,010,537	8,875,702	14,247,818	29,301,176	88,092,598
U.S. Attorneys Office	UA	UA	UA	UA	UA	UA
U.S. Marshals Service	2,327,456	3,646,272	3,212,322	2,857,180	4,130,329	16,173,559
Offices, Boards, and Divisions	UA	UA	UA	UA	UA	UA
Department of Labor						
Departmentwide information provided	4,424,000	2,115,000	1,095,000	2,224,000	5,003,000	14,861,000
Department of State						
Departmentwide information provided	73,370,000	77,874,000	78,944,000	80,162,000	76,697,000	387,047,000
Department of Transportation						
Federal Aviation Administration	69,201,500	53,634,800	62,459,000	42,770,700	75,013,400	303,079,400
Federal Highway Administration	6,523,678	5,651,968	3,845,827	4,944,720	9,477,082	30,443,275
Federal Railroad Administration	UA	UA	UA	UA	341,959	341,959
Federal Transit Administration	74,449	10,848	23,759	56,721	236,574	402,351
Maritime Administration	189,136	490,626	193,603	85,660	343,512	1,302,537
National Highway Traffic Safety Administration	200,000	200,000	120,000	60,000	88,000	668,000
Office of Inspector General	0	100,000	125,000	0	375,000	600,000
Research and Special Programs Administration	168,603	19,864	71,199	215,507	134,174	609,347
U.S. Coast Guard	1,794,880	1,899,748	2,458,722	1,146,780	2,546,997	9,847,127
Office of the Secretary	UA	UA	167,883	117,380	683,440	968,703

(continued)

**Appendix V
Reported Relocation Obligations by 97
Federal Organizations**

Federal organizations	Obligations reported by fiscal year (nominal dollars)					Total obligations, 1991-1995
	1991	1992	1993	1994	1995	
Department of the Treasury						
Bureau of Alcohol, Tobacco, and Firearms	8,086,725	6,349,763	9,029,500	7,185,951	8,250,408	38,902,347
Bureau of the Public Debt	867,268	1,056,405	1,638,600	769,765	155,496	4,487,534
Federal Law Enforcement Training Center	388,096	146,171	462,221	291,964	689,386	1,977,838
Financial Management Service	57,357	18,018	3,782	1,584	69,263	150,004
Internal Revenue Service	UA	UA	10,372,382	19,564,381	28,786,821	58,723,584
U.S. Customs Service ^c	24,068,132	12,340,786	9,409,167	16,437,270	24,019,410	86,274,765
U.S. Secret Service	12,132,240	8,481,179	11,260,651	9,882,275	12,161,615	53,917,960
Departmental Offices & Office of the Inspector General	675,400	422,985	477,749	371,829	569,184	2,517,147
Department of Veterans Affairs						
Departmentwide information provided	UA	UA	UA	73,100,000	61,400,000	134,500,000
Environmental Protection Agency						
Agencywide information provided ^{a,c,f}	1,101,175	892,171	1,277,443	951,446	3,338,709	7,560,944
Equal Employment Opportunity Commission						
Agencywide information provided	470,292	341,699	191,267	657,233	389,406	2,049,897
Federal Communications Commission						
Agency wide information provided	129,000	56,000	52,000	170,000	102,000	509,000
Federal Emergency Management Agency						
Agencywide information provided	618,614	1,096,669	541,773	747,217	1,568,962	4,573,235
National Aeronautics and Space Administration						
Agencywide information provided	5,109,562	4,289,356	3,731,891	9,030,162	16,909,715	39,070,686

(continued)

**Appendix V
Reported Relocation Obligations by 97
Federal Organizations**

Federal organizations	Obligations reported by fiscal year (nominal dollars)					Total obligations, 1991-1995
	1991	1992	1993	1994	1995	
National Archives and Records Administration						
Agencywide information provided	383,310	218,518	420,331	349,524	259,087	1,630,770
National Labor Relations Board						
Agencywide information provided	395,089	460,974	376,221	249,344	351,279	1,832,907
Nuclear Regulatory Commission						
Agencywide information provided	3,858,298	2,960,800	4,090,968	6,666,058	3,927,591	21,503,715
Office of Personnel Management						
Agencywide information provided ⁹	227,843	295,713	1,059,114	488,224	868,000	2,938,894
Panama Canal Commission						
Agencywide information provided	1,076,446	576,009	632,394	480,967	836,625	3,602,441
Securities and Exchange Commission						
Agencywide information provided	27,160	219,707	301,779	1,017,847	366,019	1,932,512
Small Business Administration						
Agencywide information provided	400,177	932,608	3,029,417	1,764,923	1,816,681	7,943,806
Smithsonian Institution						
Agencywide information provided	17,238	29,215	31,369	39,971	10,620	128,413
Social Security Administration						
Agencywide information provided	21,639,221	15,947,156	15,243,882	18,830,167	27,311,086	98,971,512
Totals	\$590,270,736	\$585,542,767	\$567,958,189	\$734,660,693	\$911,129,504	\$3,389,561,890
Totals in constant 1995 dollars	\$652,146,385	\$629,460,206	\$595,082,028	\$752,155,838	\$911,129,504	

(Table notes on next page)

Appendix V
Reported Relocation Obligations by 97
Federal Organizations

UA: data were not available.

^aObligations reported do not include nontemporary storage of household goods expenses.

^bObligations reported for fiscal years 1994 and 1995 do not include enroute travel expense.

^cObligations reported do not include overseas renewal agreement expenses.

^dQuestionnaire was sent to multiple installations for completion but not all installations were able to report obligations for all categories of expenses.

^eObligations for fiscal year 1994 do not include regional data.

^fObligations reported for fiscal years 1991 to 1995 do not include relocation service contract expenses.

^gObligations reported do not include miscellaneous moving expenses.

^hObligations reported do not include transportation and storage of household goods, mobile homes, and vehicle expenses.

Source: GAO Survey.

Reported Relocation Expenditures by 23 Federal Organizations

Federal organizations	Expenditures reported by fiscal year (nominal dollars)					Total expenditures, 1991-1995
	1991	1992	1993	1994	1995	
Department of Agriculture						
Food Safety and Inspection Service	\$3,621,939	\$2,883,774	\$2,158,881	\$3,540,345	\$3,014,143	\$15,219,082
Food and Consumer Service	8,324	97,197	29,487	6,954	25,967	167,928
Office of the Chief Financial Officer	0	0	0	0	0	0
Office of the Inspector General	600,000	700,000	200,000	300,000	1,000,000	2,800,000
Department of Commerce						
National Telecommunications and Information Administration	3,282	21,468	78,181	18,593	7,121	128,645
Office of Inspector General	10,577	0	1,522	116,698	53,963	182,760
Office of the Secretary	29,099	8,284	53,114	18,806	37,389	146,692
Department of Defense						
Defense Investigative Service	446,885	879,106	990,896	783,536	939,099	4,039,522
Department of the Navy	9,923,116	11,423,128	17,400,140	50,947,710	51,412,626	141,106,720
Department of Energy						
Departmentwide information provided ^a	13,812,583	12,736,493	11,883,077	10,687,990	16,361,763	65,481,906
Department of Health and Human Services						
Administration on Aging	58,459	73,463	49,883	0	119	181,924
Centers for Disease Control and Prevention ^b	2,271,987	3,161,797	2,223,000	1,917,495	2,759,779	12,334,058
Office for Civil Rights	0	65,000	3,000	0	0	68,000
Department of Housing and Urban Development						
Departmentwide information provided	216,719	233,838	286,581	290,666	1,140,807	2,168,611
Department of Justice						
Office of Justice Programs	0	0	0	27,467	7,568	35,035

(continued)

**Appendix VI
Reported Relocation Expenditures by 23
Federal Organizations**

Federal organizations	Expenditures reported by fiscal year (nominal dollars)					Total expenditures, 1991-1995
	1991	1992	1993	1994	1995	
Department of the Treasury						
Bureau of Engraving and Printing ^c	1,194,999	202,142	153,415	387,622	133,345	2,071,523
Financial Crimes Enforcement Network	272,137	276,589	217,825	239,578	4,769	1,010,898
Office of Thrift Supervision	987,907	1,294,888	858,185	524,771	177,155	3,842,906
Office of the Comptroller of the Currency ^{c,d}	4,638,186	4,080,547	4,555,478	3,861,699	7,327,103	24,463,013
U.S. Mint	63,888	96,563	115,139	247,853	156,982	680,425
General Services Administration						
Agencywide information provided	3,639,425	3,698,062	4,423,124	3,238,745	3,888,537	18,887,893
Tennessee Valley Authority						
Agencywide information provided	4,673,791	4,108,055	4,121,114	3,476,021	4,010,770	20,389,751
U.S. Information Agency						
Agencywide information provided	8,669,392	9,521,375	10,095,494	9,186,153	9,943,983	47,416,397
Totals	\$55,142,695	\$55,561,769	\$59,897,536	\$89,818,702	\$102,402,988	\$362,823,689
Totals in constant 1995 dollars	\$60,923,076	\$59,729,066	\$62,758,048	\$91,957,637	\$102,402,988	

^aFiscal year 1992 data were not available from the Bonneville Power Administration.

^bExpenditures reported do not include overseas renewal agreement expenses.

^cInformation reported on a calendar-year basis.

^dExpenditures reported do not include enroute travel expenses.

Source: GAO Survey.

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