PREFACE

The August 1993 issue of Health Reports is a list of health products including reports and testimonies issued by the General Accounting Office (GAO) over the past 2 years. Organized chronologically, the entries provide a title, report number, and issue date for each GAO health product. Reports and testimonies on the same topic may be combined into a single entry.

The first section--Recent GAO Health Products--summarizes reports and testimonies on selected health issues published from April through July 1993. This section is followed by a list of additional products published during the same period and then a section listing summaries of most frequently requested health reports. The remainder of Health Reports is a list of health products published from August 1991 through July 1993 organized by subject areas as shown in the table of contents. As appropriate, entries have been cross-indexed and are included in more than one subject area. An order form to be placed on our mailing list for Health Reports is on page 50 of this report. An order form to request GAO products is on page 51.
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### ABBREVIATIONS

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<td>ADMS</td>
<td>Alcohol, Drug Abuse and Mental Health Services</td>
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<td>ADP</td>
<td>automatic data processing</td>
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<td>AIDS</td>
<td>acquired immunodeficiency syndrome</td>
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<td>CDC</td>
<td>Centers for Disease Control and Prevention</td>
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<td>CHAMPUS</td>
<td>Civilian Health and Medical Program of the Uniformed Services</td>
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<td>DC</td>
<td>District of Columbia</td>
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<td>Department of Energy</td>
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<td>ERISA</td>
<td>Employee Retirement Income Security Act of 1974</td>
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<td>Environmental Protection Agency</td>
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<td>Food and Drug Administration</td>
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<td>HCFA</td>
<td>Health Care Financing Administration</td>
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<td>HealthPASS</td>
<td>Philadelphia Accessible Services System</td>
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<td>HHS</td>
<td>Department of Health and Human Services</td>
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<td>HIV</td>
<td>human immunodeficiency virus</td>
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<td>HMO</td>
<td>health maintenance organization</td>
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<td>IHS</td>
<td>Indian Health Service</td>
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<td>IRS</td>
<td>Internal Revenue Service</td>
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<td>JCAHO</td>
<td>Joint Commission on Accreditation of Healthcare Organizations</td>
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<td>MRI</td>
<td>Magnetic Resonance Imaging</td>
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<td>OSHA</td>
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<td>Social Security Administration</td>
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<td>VA</td>
<td>Department of Veterans Affairs</td>
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<td>WIC</td>
<td>Special Supplemental Food Program for Women, Infants, and Children</td>
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SUMMARIES OF SELECTED REPORTS


The complex eligibility and entitlement provisions of the Department of Veterans Affairs (VA) place more restrictions on the availability of services than do other programs. About two-thirds of veterans eligible for VA care can obtain medical services only to the extent that space and resources are available after VA meets the needs of service-connected and other veterans with higher priorities for care. Other public and private health care programs essentially guarantee payment for covered services to all eligible participants. Once in the VA system, veterans are generally offered a more extensive array of services, fewer limitations in terms of the duration and number of visits or services covered, and less cost sharing than are available under most public and private health benefit programs.


VA could potentially offset a significant portion of its nursing home and domiciliary care costs if it had the same authority states have to operate estate recovery programs under Medicaid. The potential for recovering nursing home and domiciliary costs may be greater for veterans than for Medicaid recipients because (1) home ownership is significantly higher among elderly VA hospital users than among Medicaid nursing home recipients, and (2) veterans living in VA facilities generally contribute much less of their incomes toward the cost of their care than do Medicaid recipients. Oregon's successful Medicaid estate recovery program could serve as a model for a VA program.


In 1991, according to American Hospital Association data, about 18 percent of nonprofit hospitals were participating in joint ventures with physicians. The 23 joint ventures we reviewed in depth provided significantly less care to Medicaid and charity patients than their parent hospitals provided. These joint ventures provided evidence that such projects can contribute to excess capacity for medical services in their communities.

Separate fees for professional services are not necessary because Medicare's payment amounts for braces and artificial limbs already include a component for the practitioner's professional services. With the assistance of two industry groups, we identified 42 items paid for under the orthotic and prosthetic fee schedule that do not require professional fabrication or fitting services. We also identified considerable variation in coverage criteria for braces and artificial limbs among Medicare's claims processing contractors. Medicare's December 1992 action to reduce the number of contractors that pay brace and artificial limb claims from 54 to 4 should remedy this problem and result in the use of more consistent criteria.


The Health Care Financing Administration (HCFA) actively sought and tested numerous data sources when developing the geographic adjusters and made reasonable data and methodology choices, considering the time constraints under which the adjusters were developed. We found that the Internal Revenue Service (IRS) has data available that could prove beneficial when the adjusters are updated. HCFA did not use IRS data in developing the current practice-cost adjuster because it did not believe that the technical and legal impediments to using these data could be overcome in the available time. Currently HCFA is working with IRS to assess the feasibility of using IRS data in updating the adjusters.


Veterans' access to outpatient care at VA medical centers varies widely for two reasons: (1) medical centers interpret VA outpatient eligibility criteria differently, and (2) medical centers' rationing decisions vary, including whether to ration and what rationing method to use. This variation results in veterans with similar medical conditions or income status receiving outpatient care at some medical centers but not at others.

VA Health Care: Veterans' Efforts to Obtain Outpatient Care From Alternative Sources (Report, July 14, 1993, GAO/HRD-93-123).

Of 198 veterans surveyed, 168 (85 percent) obtained needed care after VA medical centers turned them away. These veterans received
diagnostic evaluations or needed treatment, including medication, for the same conditions for which they had initially sought treatment at the VA centers. The remaining 30 veterans did not obtain further medical care, primarily because they could not afford it.


Sharp increases in the mandated health insurance premium paid by most workers and retirees triggered the 1993 German health care reforms. The government-imposed emergency global budget controls will remain in effect for the next 3 years to give the health care industry time to change the structure of the health care sector. These changes are expected to sufficiently reduce cost pressure so that federally imposed budget limits become unnecessary. The new reforms have initiatives to improve equity and stimulate competition in Germany's multiple third-party payer system. The reforms are expected to generate net savings of about $6.3 billion or about 6 percent of total sickness fund spending in 1992.


The Food and Drug Administration (FDA) regulates dietary supplement companies on a case-by-case basis as it receives complaints or other information concerning a product's safety or labeling. Preliminary information we obtained from FDA indicates that from fiscal year 1989 to 1992 FDA had taken action against about 290 companies that manufactured or marketed dietary supplements. FDA estimated that, between fiscal years 1988 and 1992, the amount of resources expended to address reported problems or complaints involving dietary supplements ranged from 13 to 57 of the agency's 3,400 full-time equivalent employees.


The Environmental Protection Agency (EPA) and FDA acted correctly in halting the sale of Sporicidin Cold Sterilizing Solution and other products that are disinfectants in December 1991. Although FDA took proper action against Sporicidin International, its overall regulation of other manufacturers of hospital sterilants and disinfectants has been inadequate. In this regard, only a few sterilant and disinfectant manufacturers have registered their products with FDA, and few of the hundreds have been authorized for marketing by FDA, as required by law.

GAO discussed how state insurance departments regulate health insurance, the resources they commit to these efforts, and the implications that health care reform could have on state insurance departments' roles and responsibilities. The departments' authority extends over only part of the market and varies widely among states. Past GAO studies have raised serious questions about the effectiveness of states' efforts to monitor insurer financial solvency. In our current survey, GAO found wide variations in states' practices and procedures for approving premium rates and policies. Any health reform plan adopted should clearly specify expectations for the departments in enforcing whatever new requirements may be imposed on health insurers.


VA's procedures for surveying local salary rates fell well short of the standards established for Bureau of Labor Statistics surveys. As a result, VA's salary rates could easily be substantially higher or lower than justified. GAO believes that the potential for errors is sufficient that the process should be reported as a material internal control weakness. VA officials attribute this shortcoming to the limited time available to implement the locality pay system. The problems were not, however, corrected during the second round of surveys, and most still have not been addressed 18 months after implementation of the system.


The states and the private sector have initiated a number of efforts to address the problems associated with an inefficient and inequitable compensation system and the adverse effects on the way physicians practice medicine. Four of these efforts currently receiving considerable attention are (1) risk management at the Harvard medical institutions, (2) the use of practice guidelines in Maine, (3) alternatives to litigation in several states and some health maintenance organizations, and (4) no-fault approaches in Virginia and Florida. Any reform of the malpractice system should address the issues of (1) reducing the incidence of negligent care, (2) fairly compensating individuals injured through medical negligence, and (3) dealing with the complexities involved in efforts to enhance the overall quality of care provided in the United States.
Senior managers at nearly one-third of the VA medical centers reported receiving part-time employment incomes, averaging thousands of dollars, from medical schools that receive millions of dollars through VA contracts. Nevertheless, VA has allowed these managers to participate in awarding and administering these contracts. This potential conflict of interest raises serious questions about the ability of VA managers to maintain their independence and impartiality. Such activities are prohibited under federal conflict-of-interest regulations and may violate federal criminal statutes. These activities not only subject managers to possible prosecution but also significantly impair the integrity of VA's procurement process.


GAO randomly selected 30 Medicare audits of 124 dialysis facility cost reports and found that the audits were incomplete and poorly done. If the audits had been adequately performed, additional costs would probably have been disallowed and removed from the cost reports. This would have resulted in a further reduction of the median cost per treatment. Cost report data show that vertically integrated firms (those that own manufacturing, pharmacy, and dialysis facilities) and horizontally integrated firms (those that own a group of dialysis facilities) provided dialysis treatments at a substantially lower cost than nonintegrated firms (those that own only one dialysis facility).


GAO reviewed certain aspects of the Philadelphia Accessible Services System (HealthPASS) and found that (1) women who seek pregnancy-related care are receiving quality services, but they did not avail themselves of this care early or often enough, (2) premature and low birth weight babies were delivered with great frequency by both HealthPASS and fee-for-service providers, (3) some HealthPASS providers were not furnishing children required and timely preventive care services, and (4) enrollment of eligible HealthPASS members in the Special Supplemental Food Program for Women, Infants, and Children (WIC) is no greater than the enrollment of eligible Medicaid fee-for-service women and children.

In assessing the organ allocation and procurement system, GAO found that existing practices raise questions about the equity of organ allocation decisions. The lack of an adequate measure of organ procurement effectiveness hinders efforts to monitor and improve organ procurement. Although the National Organ Procurement and Transplantation Network has improved the procurement and allocation of organs for transplant, further improvements are needed.


Freestanding diagnostic imaging centers have proliferated in many parts of the country and are also among the most popular types of physician-owned joint ventures. Referral practices for diagnostic imaging varied among the medical specialties. GAO's study of diagnostic imaging referral practices provides further evidence that physician investment in medical facilities is associated with more frequent referral to those facilities and higher health care costs.

Indian Health Service: Basic Services Mostly Available; Substance Abuse Problems Need Attention (Report, Apr. 9, 1993, GAO/HRD-93-48).

GAO reviewed the availability of health care services to American Indians and Alaska Natives residing in five Indian Health Service (IHS) areas--Aberdeen, Alaska, California, Navajo, and Portland. While they differed greatly in the way they delivered health care services, the five areas reported generally similar availability of basic clinical services. Service unit officials generally identified alcohol and substance abuse services as their greatest unmet health need. IHS lacks data on alcoholism rates among Indians and the effectiveness of current prevention and treatment programs. Without such data, IHS is hard pressed to develop effective strategies that maximize the use of its limited resources.


Beginning in 1980, the Congress enacted a number of laws making Medicare the secondary payer for most beneficiaries covered under
employer-sponsored group health insurance. These amendments have reduced Medicare costs by billions of dollars. Medicare has had problems recouping funds from other insurers when it discovers that it has mistakenly paid for the services for which another insurer was liable. GAO believes opportunities exist to identify a more efficient and less costly approach to identify Medicare secondary payer activities.

LIST OF ADDITIONAL GAO HEALTH PRODUCTS ISSUED BETWEEN APRIL AND JULY 1993


Veterans Affairs: Accessibility of Outpatient Care at VA Medical Centers (Testimony, July 21, 1993, GAO/T-HRD-93-29).


VA Health Care: Delays in Awarding Major Construction Contracts

DOD Health Care: Further Testing and Evaluation of Case-Managed


Safety and Health: Key Independent Oversight Program at DOE Needs

Medicaid: Data Improvements Needed to Help Manage Health Care

Defense Health Care: Lessons Learned From DOD's Managed Health Care

Defense Health Care: Additional Improvements Needed to CHAMPUS's
Mental Health Program (Report, May 6, 1993, GAO/HRD-93-34).

Veterans' Health Care: Potential Effects of Health Care Reforms on

Veterans' Affairs: Establishing Patient Smoking Areas at VA

Automated Medical Records: Leadership Needed to Expedite Standards

Social Security: Rising Disability Rolls Raise Questions

Cataract Surgery: Patient-Reported Data on Appropriateness and
Outcomes (Testimony, Apr. 21, 1993, GAO/T-PEMD-93-3). Report on


Long-Term Care Case Management: State Experiences and Implications for Federal Policy (Report, Apr. 6, 1993, GAO/HRD-93-52).

Rochester, New York, has succeeded in keeping health care costs lower than costs in other communities without sacrificing its residents' access to care. Rochester residents are more likely to have health insurance than are people living elsewhere in the nation. Rochester's system is distinguished by the interaction of several factors, beginning with a long history of community-based health planning. These planning initiatives have included limiting the expansion of hospital capacity, implementing global budgeting that capped total hospital revenues, and controlling the diffusion of medical technology.


Nationwide emergency department patient caseloads grew dramatically from 1985 through 1990. Growth was concentrated among patients whose medical care is often not reimbursed, such as the uninsured and Medicaid patients in some states. This disproportionate growth may make it more difficult for hospitals to absorb or offset losses due to unreimbursed emergency department patient care costs. Nationwide patterns of caseload growth, payer mix, and timeliness of care conceal substantial variations in emergency department conditions among hospitals.


Manufacturers' prices to wholesalers for identical prescription drugs are typically higher in the United States than in Canada. The price differences are largely attributable to actions taken by Canada's federal and provincial governments to restrain drug prices, not to any differences in manufacturers' costs in the two countries. The implications of adopting Canadian regulations in the United States are in dispute. It is not clear how such regulations would affect manufacturers' ability to develop innovative drug products.


Many employers are facing rapidly increasing health insurance premiums and are frustrated by their unsuccessful efforts to contain health care costs. Firms most vulnerable to rising health
costs are those whose health insurance plans offer extensive benefits and cover a large number of retirees or dependents; those whose workers are older, less healthy, or earning higher incomes; those with relatively few workers; and those in high health-cost areas. Individual firms can do little to lower their health care costs because they cannot readily change their size, location, or employee demographics.


States have taken a leadership role in devising strategies to expand access to health insurance and contain the growth of health costs. A difficult hurdle to overcome, however, is the restrictions imposed by the preemption clause of the Employee Retirement Income Security Act of 1974 (ERISA). This clause effectively prevents states from exercising control over all employer-provided insurance. Hawaii is the only state with an exemption, in part because its law requiring employer-provided health insurance took effect before ERISA was enacted. Other states have tried to move toward coverage of all their citizens within ERISA's constraints. Some state initiatives have been more narrowly focused, creating programs to assist specific groups. State budgetary constraints, however, have limited these programs to serving a small fraction of the uninsured population.


In some localities, Medicare's technical component payments for Magnetic Resonance Imaging (MRI) do not reflect the lower costs per scan now being achieved through faster scanning and higher machine utilization. Current payment levels are based, in part, on the charges allowed by local Medicare contractors in the mid-1980s. The 1991 payment levels in some localities were more than twice as high as in others, reflecting wide geographic disparities in the historical allowed charges. Medicare should base its payments on the costs incurred by high-volume, efficient facilities to reduce Medicare program expenditures and to discourage providers from adding excess capacity to the health care system.


Weaknesses within the health insurance system allow unscrupulous health care providers to cheat insurance companies and programs out of billions of dollars annually. Repairing the system's weaknesses
presents a dilemma to policymakers: on the one hand, safeguards must be adequate for prevention, detection, and pursuit; on the other, they must not be unduly burdensome or intrusive for policyholders, providers, insurers, and law enforcement officials. GAO has asked the Congress to consider establishing a national health care fraud commission as a way to unite the efforts of public and private payers and to build consensus among representatives of divergent viewpoints.


France, Germany, and Japan achieve near-universal health insurance coverage. This report describes these countries' health insurance and financing methods, their policies intended to restrain health care spending increases, and the effectiveness of these policies. While GAO does not endorse the specific health systems in the reviewed countries, their strengths and weaknesses could be instructive in helping resolve U.S. health care problems.


This report contains April 17, 1991, testimony presented to the House Committee on Ways and Means on health care costs in the United States as well as on long-term strategies for reform of the U.S. health care system.


If the universal coverage and single-payer features of the Canadian system were applied in the United States, the savings in administrative costs alone would be more than enough to finance insurance coverage for the millions of Americans who are uninsured. Enough would be left over to permit a reduction, or possibly even the elimination, of copayments and deductibles. With the authority and responsibility to oversee the system as a whole, as in Canada, the single payer could potentially constrain the growth in long-run health care costs. Canadians have few problems with access to primary care services. The Canadian method of controlling hospital costs has limited the use of expensive, high-technology diagnostic and surgical procedures.
HEALTH FINANCING AND ACCESS


Health Insurance: Remedies Needed to Reduce Losses From Fraud and Abuse (Testimony, Mar. 8, 1993, GAO/T-HRD-93-8).

Major Issues Facing a New Congress and a New Administration (Testimony, Jan. 8, 1993, GAO/T-OCG-93-1).


Hospital Costs: Adoption of Technologies Drives Cost Growth (Report, Sept. 9, 1992, GAO/HRD-92-120).


MEDICARE AND MEDICAID


Resource-Based Relative Value Scale (RBRVS) and Administrative Costs (Letter, July 13, 1992, GAO/HRD-92-38R).


Medicaid: Factors to Consider in Managed Care Programs (Testimony, June 29, 1992, GAO/T-HRD-92-43).


Medicaid: Factors to Consider in Expanding Managed Care Programs (Testimony, Apr. 10, 1992, GAO/T-HRD-92-26).


Medicare: Over $1 Billion Should Be Recovered From Primary Health Insurers (Report, Feb. 21, 1992, GAO/HRD-92-52).


MANAGED CARE


Medicaid: Factors to Consider in Managed Care Programs (Testimony, June 29, 1992, GAO/T-HRD-92-43).


Medicaid: Factors to Consider in Expanding Managed Care Programs (Testimony, Apr. 10, 1992, GAO/T-HRD-92-26).


PUBLIC HEALTH AND EDUCATION


HEALTH QUALITY AND PRACTICE STANDARDS


Indian Health Service: Basic Services Mostly Available; Substance Abuse Problems Need Attention (Report, Apr. 9, 1993, GAO/HRD-93-48).


Long-Term Care Case Management: State Experiences and Implications for Federal Policy (Report, Apr. 6, 1993, GAO/HRD-93-52).


SUBSTANCE ABUSE AND DRUG TREATMENT


Indian Health Service: Basic Services Mostly Available; Substance Abuse Problems Need Attention (Report, Apr. 9, 1993, GAO/HRD-93-48).


PRESCRIPTION DRUGS


MILITARY AND VETERANS HEALTH CARE


Veterans Affairs: Accessibility of Outpatient Care at VA Medical Centers (Testimony, July 21, 1993, GAO/T-HRD-93-29).


VA Health Care: Veterans' Efforts to Obtain Outpatient Care From Alternative Sources (Report, July 14, 1993, GAO/HRD-93-123).


VA Health Care: Closure and Replacement of the Medical Center in Martinez, California (Report, Dec. 1, 1992, GAO/HRD-93-15).


VA Health Care: Copayment Exemption Procedures Should be Improved (Report, June 24, 1992, GAO/HRD-92-77).


Medical ADP Systems: Composite Health Care System is Not Ready to be Deployed (Report, May 20, 1992, GAO/IMTEC-92-54).


Defense Health Care: Efforts to Address Health Effects of the Kuwait Oil Well Fires (Report, Jan. 9, 1992, GAO/HRD-92-50).


EMPLOYEE AND RETIREE HEALTH BENEFITS


OTHER HEALTH ISSUES

ENVIRONMENTAL IMPACT ON HEALTH


FOOD AND DRUG ADMINISTRATION


Nonprescription Drugs: Over the Counter and Underemphasized (Testimony, Apr. 8, 1992, GAO/T-PEMD-92-5).


MEDICAL MALPRACTICE


OCCUPATIONAL SAFETY AND HEALTH


RESEARCH


SOCIAL SECURITY DISABILITY


MISCELLANEOUS


HHS Staff for Board and Care Issues (Letter, Apr. 1, 1992, GAO/HRD-92-29R).


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