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**CAN DOD TRAVELERS BOOK A TRIP?  
DEFENSE TRAVEL SYSTEM UPDATE**

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HEARING  
BEFORE THE  
OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE  
OF THE  
COMMITTEE ON ARMED SERVICES  
HOUSE OF REPRESENTATIVES  
ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

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# CONTENTS

## CHRONOLOGICAL LIST OF HEARINGS

2009

	Page
HEARING:	
Thursday, March 5, 2009, Can DOD Travelers Book a Trip? Defense Travel System Update .....	1
APPENDIX:	
Thursday, March 5, 2009 .....	23

### THURSDAY, MARCH 5, 2009

#### CAN DOD TRAVELERS BOOK A TRIP? DEFENSE TRAVEL SYSTEM UPDATE

##### STATEMENTS PRESENTED BY MEMBERS OF CONGRESS

Snyder, Hon. Vic, a Representative from Arkansas, Chairman, Oversight and Investigations Subcommittee .....	1
Wittman, Hon. Rob, a Representative from Virginia, Ranking Member, Oversight and Investigations Subcommittee .....	2

##### WITNESSES

Fisher, David M., Director, Business Transformation Agency, Department of Defense .....	5
Khan, Asif A., Director, Financial Management and Assurance, U.S. Government Accountability Office .....	8
Mitchell, Pamela S., Director, Defense Travel Management Office, Department of Defense .....	4
Moore, Dr. William B., Vice President, LMI Government Consulting .....	7

##### APPENDIX

###### PREPARED STATEMENTS:

Fisher, David M., joint with Pamela S. Mitchell .....	33
Khan, Asif A. ....	54
Moore, Dr. William B. ....	48
Snyder, Hon. Vic .....	27
Wittman, Hon. Rob .....	30

###### DOCUMENTS SUBMITTED FOR THE RECORD:

March 17, 2009 letters from Dr. Snyder and Mr. Wittman to the Secretaries of the Air Force, Army, and Navy requesting information on service legacy travel systems .....	75
April 27, 2009 letter from John W. McNair, Acting Assistant Secretary of the Navy, answering the March 17, 2009 letter on behalf of the Secretary of the Navy, with enclosures .....	78

IV

	Page
WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING:	
Mrs. Davis .....	86
Dr. Snyder .....	85
Mr. Wittman .....	86
QUESTIONS SUBMITTED BY MEMBERS POST HEARING:	
Dr. Snyder .....	89

## **CAN DOD TRAVELERS BOOK A TRIP? DEFENSE TRAVEL SYSTEM UPDATE**

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HOUSE OF REPRESENTATIVES,  
COMMITTEE ON ARMED SERVICES,  
OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE,  
*Washington, DC, Thursday, March 5, 2009.*

The subcommittee met, pursuant to call, at 1:04 p.m., in room 2212, Rayburn House Office Building, Hon. Vic Snyder (chairman of the subcommittee) presiding.

### **OPENING STATEMENT OF HON. VIC SNYDER, A REPRESENTATIVE FROM ARKANSAS, CHAIRMAN, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE**

Dr. SNYDER. The hearing will come to order. Good afternoon. Welcome to the Subcommittee on Oversight and Investigations hearing on updates to the Defense Travel System, the DTS system. The subcommittee last held a hearing on this issue in April of 2008, just short of a year ago. As we said at that time, we thought this topic was an important one. It certainly is an expensive one. And we are here to get an update on the progress that has been made, as we said we would last year.

And there is a lot of challenges that continue. And I think anyone would agree with that in the Defense Travel System. DTS is supposed to be the primary end-to-end travel system for Department of Defense (DOD) personnel. The Department of Defense spends between 9 and \$10 billion on defense travel every year, while the system has been plagued by developmental problems, operational test failures, premature deployments, functionality problems, low usage, and general user dissatisfaction. The importance of this kind of issue is that 60 percent of the Pentagon's procurement budget, the acquisition budget, does not go into equipment, the sexy items that get all the attention like rifles and tanks and planes, it goes into services contracts like the Defense Travel System we are considering today.

And it is very important, in a bipartisan manner, to this Congress that we find out how money is being spent and figure out the most efficient way to accomplish the goals of the American people. It has been reported that even though the Defense Travel System is operational in over 95 percent of DOD locations, the Department is still allowing travelers to use legacy systems. This is an inefficient waste of taxpayer money, and the Department needs to ensure that all personnel who should be using DTS are, in fact, using it. This committee has heard repeated concerns from DOD travelers that DTS is a confusing, complicated system. In fact, a usability study conducted last year by LMI Government Consulting

showed that only 42 percent of DOD travelers could successfully complete a task in DTS, whether booking a trip, canceling one, or creating a voucher.

This means over half of the travelers who were surveyed were unable to complete the basic tasks necessary for travel. DOD has spent a lot of money and time on implementation of the Defense Travel System, and it must become the single streamlined travel management system that was intended, that we all want. It is central that this is accomplished in a way that is both cost-efficient and user friendly. We hope all of our witnesses can help illuminate how much progress has been made toward achieving this goal, how far the Department still has to go, and where we can expect to be at this time next year. We will hear from two witnesses from the Department's Travel Management Office (DTMO) and Business Transformation Agency who will tell us what kind of progress has been made with DTS in the past year and what current efforts are underway to improve the system.

We will also hear from Logistics Management Institute (LMI) Government Consulting about the results of the DTS usability study they conducted last year for the Department, any ideas they may have about how to make DTS more user friendly for travelers. Finally, we will hear from the Government Accountability Office (GAO), which has done extensive work on the reliability and cost efficiency of DTS. In 2006, GAO issued two reports on DTS that included 14 recommendations for improvement. GAO will testify today on the implementation of those recommendations. It will also tell us how far they think the Department has to go to make sure that DTS is a reliable system for DOD for all travelers and administrators.

Our panel of witnesses today consists of Ms. Pam Mitchell, the Director of the Defense Travel Management Office, the Department of Defense; Mr. David Fisher, the Director of the Business Transformation Agency at the Department of Defense; Dr. William Moore, the Vice President of LMI Government Consulting; and Mr. Asif Khan—did I say that correctly?

Mr. KHAN. Asif Khan.

Dr. SNYDER. Asif Khan, Director of the Financial Management and Assurance, Government Accountability Office. We appreciate you all being here. And I will turn now to Rob Wittman for his opening comments. And this is actually our first formal hearing, isn't it, the beginning of this new Congress. And we are very, very pleased to have Mr. Wittman on the committee.

[The prepared statement of Dr. Snyder can be found in the Appendix on page 27.]

**STATEMENT OF HON. ROB WITTMAN, A REPRESENTATIVE FROM VIRGINIA, RANKING MEMBER, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE**

Mr. WITTMAN. Well, thank you, Chairman Snyder. I really appreciate it. It is an honor to be here with you and serving as the ranking member. I want to say good afternoon for our witnesses. Thank you for taking time out of your busy schedules to join us today. We look forward to hearing you. And as Chairman Snyder pointed to, before I begin to comment about today's hearing, I would like to

note my appreciation in the bipartisan spirit in which Chairman Snyder has reached out to make sure that this committee works in a collaborative effort in making sure that we look at all the different things that are involved with the House Armed Services Committee and finding ways that we can improve the Department of Defense and other government programs.

So Chairman Snyder, thank you. It is a great leadership on your behalf and great way to run a committee. So I appreciate that. This afternoon we return to a topic that we examined last year, and that is the Defense Travel System, or DTS. DTS was initiated more than 10 years ago to better account for DOD travel costs. And in other words, the initial focus was to benefit the accountant, not the user. And while accountability is a worthy objective, the early efforts gave little heed to user friendliness, leading to lots of frustration, and ultimately user rejection of the system. And since travel processed online is substantially cheaper to book than travel booked the traditional way, this failure to consider user friendliness was counterproductive. Indeed, widespread user frustration has brought this issue to the subcommittee's attention.

And the average sergeant and captain in the field was literally fed up with being ordered to use a system that did not produce results. And we heard loud and clear that frustration. And we are looking at ways we can overcome that. I understand that DTS is continuing to make progress in this regard, and that usage statistics and user acceptance has improved since last year. And I applaud all the efforts to make the system work better and to make it more user friendly. And as we all know, we are encouraged any time those sorts of improvements happen, but we understand that there are still some ways that we can improve further.

And daunting as the DTS mission may be, given all the different scenarios and travel rules that DOD travelers encounter, we all know from personal experience that online systems that are hard to use will not be used. But again, I am encouraged by your progress and would like to know how and when you expect to complete the job and shut down redundant legacy systems. And again, I want to thank our witnesses for being here today, and I look forward to your testimony. And with that, Mr. Chairman, I yield back.

[The prepared statement of Mr. Wittman can be found in the Appendix on page 30.]

Dr. SNYDER. Thank you, Mr. Wittman. We will now go to your opening statements. We are going to have a light go on here that will turn red at five minutes. We will put the same clock on ourselves. And most of us will pretty much stop at the end of the five minutes. If there is things you need to tell us out of the five minutes, you should go ahead and do that, but I want you to have an idea about the length of time. It is my understanding, Ms. Mitchell and Mr. Fisher, you all have a joint statement. And we will begin with you, and then we will go to Dr. Moore and Mr. Khan. And I don't want to be tacky, but I just can't resist, I understand in the spirit of transparency, the first draft you sent over of your statement actually said at the top to the Office of Management and Budget (OMB). And I appreciate that candor, that your statements did have to be cleared by OMB. So you should feel free, at my request, to share with us anything they edited out or perhaps more

importantly they added that you think we ought to know about. Who, Ms. Mitchell, are you the lead?

**STATEMENT OF PAMELA S. MITCHELL, DIRECTOR, DEFENSE TRAVEL MANAGEMENT OFFICE, DEPARTMENT OF DEFENSE**

Ms. MITCHELL. Chairman Snyder, Congressman Wittman, and distinguished members of the subcommittee, thank you for the opportunity to be here today to update you on progress the Department of Defense has made with the Defense Travel System. In the fall of 2006, Dr. David Chu, the Under Secretary of Defense for Personnel and Readiness, stated to the Senate Armed Services Committee, commercial travel within the Department, including DTS, is under new management. The new management to which he referred evolved into an extremely effective partnership between the Defense Travel Management Office, DTMO, and the Business Transformation Agency, or the BTA. Three years ago the Travel Assistance Center did not exist. Today it is a single one-stop shop helping DOD travelers around the world 24 hours per day, 7 days per week. Three years ago there was no customer satisfaction program, no meaningful opportunity for users to provide feedback, and no reliable means of effectively gauging customer opinion. Today the Department is well on its way to integrating customer feedback into DTS improvements and the entire scope of travel.

A key component of this program is the QuickCompass survey, a new scientific polling methodology. The 2008 QuickCompass is our baseline going forward, and provides early evidence that the Department's efforts to increase usability and functionality are working. For example, 69 percent of DTS users in this survey find DTS easy to use when making airline reservations. Seventy-nine percent find it easy to use for rental car reservations. Seventy-one percent of those responding were either satisfied or very satisfied with expense reimbursement time, which is three times faster than the statutory requirement.

And 46 percent noted they would rather use DTS for making reservations than call their commercial travel office agent. Three years ago, DTS processed about 257,000 temporary duty, or TDY vouchers during the first quarter of the fiscal year. During the first quarter of this fiscal year, DTS processed almost 867,000 vouchers, a 237.4 percent increase. Three years ago, the Department lacked a comprehensive training program for travelers. Today the program includes a variety of classes, with more on the horizon.

Since July 2008, five new Web-based courses have provided traveler and instructor knowledge to over 38,000. Twenty-three distance learning courses were launched in early 2008 and are in active use. Three years ago, 100-plus commercial travel office contracts were managed by over 50 organizations across the Department. Today, the DTMO manages 31 small business contracts, and has awarded an umbrella contract to 8 commercial travel vendors. We have awarded 7 of 11 planned task orders under this contract, and expect to award the 4 remaining by the end of this year. Three years ago, usability and additional capability were only topics of discussion.

Today, the enhanced reservation module in DTS, commonly referred to as Reservation Refresh, is regarded as a significant im-



provement for travelers. Other important, more recent enhancements include an easy way to request commercial travel agent assistance from within the system and a simple method to cancel a trip. Further, the results of the recent LMI usability review will guide Department improvement of the user interface over the next two years. Three years ago, the focus was on basic business travel in DTS, with the system supporting 27 of the 73 travel types identified by the Institute for Defense Analysis. Today, work is underway to implement capability for those remaining. By October of this year, we plan for DTS to support 66 of the 73 travel types. The Department has charted an ambitious path ahead as we continue to improve the Defense Travel System. Thank you for your continued support, and I look forward to answering your questions.

[The joint prepared statement of Ms. Mitchell and Mr. Fisher can be found in the Appendix on page 33.]

Dr. SNYDER. Thank you, Ms. Mitchell. I should have said you all have a joint written statement, but you each are doing oral statements. Mr. Fisher.

**STATEMENT OF DAVID M. FISHER, DIRECTOR, BUSINESS TRANSFORMATION AGENCY, DEPARTMENT OF DEFENSE**

Mr. FISHER. Thank you, Chairman Snyder, Congressman Wittman, members of the subcommittee. It is a pleasure to be here again to discuss our continued progress with the Defense Travel System. As Ms. Mitchell has detailed, both usage and satisfaction with DTS continue to increase, as does the savings that increased usage brings to the Department of Defense. Reservation percentages, vouchers processed, percent of temporary duty (TDY) travel managed, all the metrics indicate increased adoption of the tool. And the recent survey provides another clear indicator that user satisfaction with the system continues to improve as well. And since the economic model for DTS is predicated upon a usage-based savings, these metrics all indicate increased bottom line success. Now, our colleagues at GAO continue to provide valuable independent oversight and assessments of DTS. We appreciate their acknowledgment of some of this progress. And the preliminary results from their current audit indicate we still have some room for improvement, specifically in the area of thoroughness of testing. And that point is well taken. It has been an additional focus area for us over the last few months. And it is a recommendation that we take to heart and continue to look at. The Business Transformation Agency is now 3½ years old, and DTS is one of the 27 inherited systems that are in our portfolio. I believe it is one of the best examples of the value that we have been able to bring to previously troubled enterprise systems.

At BTA we have adopted a set of guiding principles, something we call the six S's of success. And I would like to spend just a couple of minutes talking about DTS in the context of those six guiding principles. Those are strategic alignment, stovepipe elimination, standardize, streamline, simplify, and systems and services. DOD-wide strategic alignment around DTS is finally occurring after a long period of resistance. Initially the tool was clumsy to use. It was geared more to back-end financing processing than up-

front travel management by DOD travelers. Usage and satisfaction were both low.

Beginning with the 2007 implementation of our Reservation Refresh module, alignment began to come into being. The tool became easier to use, adoption increased, and the mandate policy was issued from the Office of the Secretary of Defense (OSD). Alignment is now in place between the finance and the travel communities, and increasingly with the DOD individual traveler as well, for DTS is the tool for travel management in the Department. Stovepipe elimination. This has also occurred in the last couple of years as the seamless integration between the travel and finance communities has been accomplished in DTS. Both communities needed individual capabilities to be implemented without sacrificing the ability for tight integration.

The updates to DTS in the last two years have facilitated that, breaking down the functional stovepipes that had hindered effective processing of individual travel transactions. Standardize. Absolutely. The Department has used DTS to standardize business rules and policies as enforced by the tool itself for most of our TDY travel. Personnel and Readiness (P&R) owns the policies, BTA implements them and the tool for travelers to use. DTS now ensures that our DOD travelers see the same available inventory, the same rates, and follow the same business rules no matter who uses the tool or where. DTS use gives us a high degree of confidence about compliance to travel standards across the Department. Streamline. Again, absolutely. The results are in our metrics. Payment for travel vouchers is provided in about a week, beating the requirement by three times, and besting the old manual processes by even more.

This is one of the greatest benefits for our people, timely and accurate pay for travel. Now, could we do more in the area of streamlining? I believe we can, but that is dependent upon the next S, which is simplify. This is the area where we have made the least progress in trying to optimize the user experience of our travelers. DTS remains quite complex in some areas. It inhibits our ability to streamline some of the elements of that front-end travel process. If we could simplify the rules that we need to embed in the tool we could simplify and streamline the process better for our travelers. I believe we collectively have more work to do in this area.

Finally, in terms of systems and services, DTS is both. It provides a capability which embodies most of our guiding principles. We will continue to add to both the capability of the tool and the usability of the tool in part based on the excellent recommendations from the study from LMI. These ongoing enhancements, consistent with our guiding principles, will enable the Department to achieve our seventh S, which is savings. We can clearly make the case that DTS saves money for the Department.

Each voucher processed saves on the back-end transaction costs to make that payment. Savings are also accruing on the front end of the travel reservation process, as the new contracts with our commercial travel partners embed lower fees when most of that work is done in DTS. Every reservation made, every voucher paid through DTS, this saves us money. Adoption of the six S's through our close partnership with the DTMO has enabled us to improve this tool, improve the experience for our travelers, and improve the

bottom-line savings for the Department. And we are not done. We are continuing to update DTS to account for even more types of travel, and continuing to make improvements in the travel experience. And we believe these steps will continue to add to an already vastly improved DTS. Mr. Chairman, thank you for the opportunity to be here today. I do look forward to answering your questions.

[The joint prepared statement of Mr. Fisher and Ms. Mitchell can be found in the Appendix on page 33.]

Dr. SNYDER. Thank you, Mr. Fisher. Dr. Moore.

**STATEMENT OF DR. WILLIAM B. MOORE, VICE PRESIDENT,  
LMI GOVERNMENT CONSULTING**

Dr. MOORE. Good afternoon, Mr. Chairman, members of this distinguished subcommittee. My name is Bill Moore, and I am a vice president of the Logistics Management Institute, known as LMI. Thank you for inviting me to testify before the subcommittee. Your letter of invitation asked for a discussion on the Defense Travel System usability study that LMI completed in September of 2008. You have asked that I focus on LMI's findings, recommendations, and the improvement strategy contained in our study. Following an independent study of DTS by the Institute for Defense Analysis, the Defense Travel Management Office asked LMI to assess the usability of the system for various types of users performing various tasks. I will provide a brief overview of our approach to that review, discuss our findings, and end with our recommendations for improving the usability of DTS. Our team conducted usability testing with approximately 280 participants, having a mix of demographic characteristics and level of experience with computers and the Internet.

The participants included military, civilian users from the four military services, as well as other DOD components. We grouped participants into four categories: travelers, and three separate administrative functions. Participants in each group attempted to complete several role-specific scenarios, representing common tasks such as setting up a trip, canceling or modifying portions of a trip, or approving vouchers. We observed their performance of the tasks, captured usability metrics with automated software, and gathered participant comments and suggestions. Our findings fall into three broad categories: Performance-based issues that shows statistical differences in success rates based on user demographics; DTS-wide issues that affect the design of the overall system; and scenario-based issues stemming from specific tasks given to users. We found large differences in overall success rates for different types of users and the kinds of tasks they performed.

The average success rate for travelers was only 42 percent, with a success rate for the remaining three roles ranging from 61 to 88 percent. In general, we found that many ordinary tasks are difficult, require users to understand complex underlying business processes, invite confusion and error, lack sufficient online help, and are hampered by poor interface design. On the basis of our findings, we developed recommendations in three broad areas: Performance-based recommendations, which include making changes to the interface to better accommodate less experienced users; improving opportunities for training and system learnability; and en-

sure that DTS provides enough feedback so that users know whether they have successfully completed a task.

System-wide recommendations are to design DTS to be more like a traditional Web application that functions within one browser window, complete with a back button and a link to home. Make the system more like commercial travel sites, with which many users are already familiar. Ensure that the welcome screen has links that allow travelers to interact with trip documents. Revise the format of travel documents and organization of tasks. Revise the global navigation throughout the site. Make link labels clear, unambiguous, and intuitive, and improve the help information for each screen. We also make specific recommendations for several task scenarios such as trip cancellations and updating user profiles. Future improvements should be user-centered, data-driven, and research-based. The focus of initial design efforts should be on the scenarios where users have the most difficulty are the most critical, and have the greatest impact on user performance. In particular, DTMO should focus first on the travelers' portion of the system. We provided a strategic implementation plan that outlines the iterative steps for changing critical portions of DTS, assessing the results, and then using the results to guide further refinements. By making changes to the system and continually measuring progress, DTMO has a much greater chance of ultimately improving the usability of the DTS on the dimensions of user effectiveness, user efficiency, and user satisfaction with the system. Thank you once again for the opportunity to appear before you. I would be happy to answer any questions you may have.

Dr. SNYDER. Thank you.

[The prepared statement of Dr. Moore can be found in the Appendix on page 48.]

Dr. SNYDER. Mr. Khan.

**STATEMENT OF ASIF A. KHAN, DIRECTOR, FINANCIAL MANAGEMENT AND ASSURANCE, U.S. GOVERNMENT ACCOUNTABILITY OFFICE**

Mr. KHAN. Good afternoon, Mr. Chairman, and the members of the subcommittee. Thank you for the opportunity to discuss our prior work and our ongoing review of the Defense Travel System. Your subcommittee has been at the forefront in addressing issues related to DOD travel management issues. Our testimony today will be based on the status of DOD three actions. The first action that we will be discussing is the implementation of GAO's prior recommendations. The second one is DOD's progress in phasing out legacy travel systems. And the third one is the cost savings associated with electronic versus manual voucher processing. After completing additional work, we plan to issue a report on the status of DOD actions on GAO's prior recommendations for improving the Department's management and oversight of DTS to help ensure its success in the future.

Mr. Chairman, GAO has made numerous recommendations to help the Department improve its oversight and implementation of DTS and related travel policies. We are currently reviewing the status of DOD actions to implement the recommendations in our January and September 2006 reports. My testimony today is based

on this work. First, I would like to discuss the status of our prior recommendations. Our analysis indicates that of the 14 prior recommendations, DOD has completed action on seven. The closed seven recommendations dealt with premium class travel, unused airline tickets, use of restricted airfare, proper testing of system interfaces, and streamlining certain travel processes such as approving travel vouchers for expenses. While DOD has made progress, there is still significant work to be done. Of the open seven recommendations, three relate to the adequacy of DTS requirements management and systems testing, three to DTS underutilization, and one to streamlining the process to reduce the need for hard copy receipts. Moving to my second point, the phasing out of legacy travel systems.

A key component of DOD's travel transformation effort is the elimination of legacy travel systems. Our analysis shows the Department has not yet identified and validated the number of legacy travel systems currently being operated. We received inconsistent information on the number of systems in operation. According to DTMO, there are 23 legacy travel systems in operation. However, according to the military services, there are 12 legacy systems in operation, 10 of which were on the list provided by the DTMO. Without accurate information on DOD's legacy system, there is a risk of not fully achieving the goal of eliminating redundant travel management systems. It should be noted some existing legacy travel systems will continue to operate after DTS becomes fully operational. This is because the legacy travel systems have a functionality which will not exist in DTS.

A prime example of this is permanent duty travel by civilians. Moving to the third point, the cost of electronic versus manual voucher processing, the continued use of legacy travel systems, particularly where DTS has been deployed, diminishes the savings through electronic voucher processing. We found it significantly cheaper to process a voucher electronically versus manually, a cost saving of almost \$35 per voucher. Continued use by the military services of manual voucher processing diminishes the cost savings that could occur through the use of DTS.

In conclusion, Mr. Chairman, transforming DOD's financial management and business operations is a challenge. However, it is necessary for effective and efficient business operations. DTS is intended to be the Department's comprehensive travel management across all locations and organizations within DOD. With over 3 million potential travel systems users, the sheer size and complexity of deploying DTS overshadows any similar effort in the private sector. DOD has made important progress. Nonetheless, standardizing business systems across the Department would be a key to saving billions of dollars annually.

In closing, I commend your subcommittee for holding this hearing as a catalyst for improving the Department's travel management policies. Mr. Chairman, this concludes my prepared remarks. I would be pleased to answer any questions that you or any other members of the subcommittee may have. Thank you.

[The prepared statement of Mr. Khan can be found in the Appendix on page 54.]

Dr. SNYDER. Thank you to all of you for your both written and oral statements today. As one little courtesy thing, if you see me reach and look for my BlackBerry, please forgive me. My wife is home with three two-month-old baby boys, and that is how she fires off her red flares from Little Rock. So we will put ourselves on the five-minute clock here and we will go around, I am sure, at least a couple times, if not more. I wanted to ask the question about Dr. Chu's memo from March 28th of 2008, which if it is not part of the record, we will make part of the record.

And just the last paragraph that says, accordingly, pursuant to the authority conferred by Management Initiative Directive 921, DTS will be the single online travel system used by the Department. This mandate applies to all travel functions currently supported by the system, and those that will be supported in the future as they become available. And where I get confused is at the end of Ms. Mitchell and Mr. Fisher, at the end of your written statement you say, with continued progress it is expected that DTS will be DOD travelers' preferred method for making travel arrangements. Now, since when do they have a choice? What is this preferred method business? I don't care if they have a preferred method or not, I mean, there is a lot of things we do—when I fill out my vouchers I don't get a preference about, you know, which form I fill out to get my travel paid for here. I mean, what is this preferred method when you have that mandate?

Ms. MITCHELL. Mr. Chairman, the "preferred" is really a reference to the usability of the system. Certainly the mandate exists, and the services have, in fact, issued their own mandates. But we want to go beyond mandate. We want it actually to be the system they want to use because we have made those improvements for them.

Dr. SNYDER. All right. So that was a poor choice of words then in your statement, because it implies that they have a choice. But we would all agree, would we not, that there are clearly people out there that are making a choice that are using the legacy systems? Correct?

Ms. MITCHELL. Yes, sir.

Dr. SNYDER. That is they should be using the DTS system, but they continue to use the legacy system. Do you agree with that?

Mr. FISHER. Sir, there are some.

Dr. SNYDER. How many?

Mr. FISHER. I will defer to Ms. Mitchell on that. The point I want—

Dr. SNYDER. Let's hear from Ms. Mitchell then. Do you know? I don't think we know, do we?

Ms. MITCHELL. Sir, we are actually able now to publish quarterly metrics. We have been able to go—one of the points I would like to make is we all over time, certainly in the Department and I suspect you do also, hear a lot of anecdotes. One of the major things we have tried to do is move from the anecdotal to the empirical. And so we are now able to publish quarterly metrics that give us a lot of information on who is using the system and who is not.

Dr. SNYDER. Okay. How many people in the last quarter for which you have metrics arranged their travel on vouchers and all

through a legacy system that should have been done through the DTS system because of Dr. Chu's mandate? How many is that?

Ms. MITCHELL. We know that for vouchers filed, which is our best measure of usage of the system, that as of December DTS was processing about 73 percent of those.

Dr. SNYDER. That doesn't answer the question, though, does it?

Ms. MITCHELL. Well, we know of the overall universe of TDY travel DTS processed 73 percent of that.

Dr. SNYDER. Okay. Of that universe, are 100 percent of those supposed to be processed by DTS.

Ms. MITCHELL. No, sir, 100 percent of those cannot be.

Dr. SNYDER. So then we don't know the answer to my question then, do we?

Ms. MITCHELL. Frankly, we do not know by shredding it out into the eases how many of that 27 percent remaining could be processed into DTS. And that is because the legacy travel systems don't afford us that level of detail.

Dr. SNYDER. And the concern, I think, for the committee is—I can't remember if it is in your statement or in the background information—about the level of savings that occurs if somebody uses a DTS system, what is it, about \$2.57 a pop? If somebody uses a manual voucher system it is \$47? Or is that about the range? And so when you tell us that we don't know how many people are using the other systems, we are saying we don't know how many people are wasting \$42 a pop of government money. Isn't that right? Isn't that what we are saying?

Ms. MITCHELL. We are saying that of that 27 percent who did not use DTS in December, we don't know how many of them could have used DTS.

Dr. SNYDER. Now, my time is winding down here, but one of the frustrations we have had is—can you just tick off for me right now the names and contractors of the legacy systems? Are there 12 of them or are there 23 or are there 31?

Ms. MITCHELL. Sir, we have reached out to GAO yesterday, because we believe we have identified at least most of the source of the confusion. We did provide a list of 23. However, there were redundancies in the list. Because across the services some of them used the same systems. The best information I have today, and let me just step back and say that the list that we have was provided by the services and validated through our governance process.

So that is the list that we shared with the GAO. The list that GAO has, as was noted, 10 of those were on our list, two of those were new to us. And we have not had an opportunity, because we just got the list, to really be able to take a look at that and see what those two were or if they were overlooked at some earlier time. So what we believe right now is that it appears that there are 12 legacy systems that are currently still in existence processing travel.

Dr. SNYDER. Well, my time is up. I won't pursue this. But you know—and you all are good people here. And you are taking on a very difficult task, and have been for some years, but when I hear you say it appears to us there are these many legacy systems in an enterprise that is a \$10-plus billion enterprise and we don't even know for sure—I mean like what happened? Did one of them

get Harry Potter's invisibility cape and disappear? I mean we can't even tell how many legacy systems we have out there or how they are paid for or who the contractors are? I mean, I don't get it. I don't get it. Mr. Wittman, maybe you got it.

Mr. WITTMAN. Thank you, Mr. Chairman. Ms. Mitchell, you heard from Dr. Moore about LMI's report and the 39 recommendations contained within to enhance the usability of DTS. Can you give us your estimates about what the costs are associated with those particular improvements? How many can be incorporated into parts of the systems that are ongoing now, how much would be separate, and what the costs would be associated with those?

Ms. MITCHELL. We are going to approach usability essentially in four ways. One is incremental improvements that we have been making over time. One is when we release the permanent duty travel capability this fall, that is going to represent a major change in how users see the system for processing their PCS reservations and voucher. And then there will be two usability releases, one in fiscal year 2010 and one in fiscal year 2011 that will get larger. So for the fiscal year 2010 release specifically, our estimate at this point is that it will cost about \$4 million. And that is a preliminary estimate, because a lot of analysis is still going on as to what that will really entail. I do not yet have an estimate for the second usability release.

Mr. WITTMAN. Okay. So those two usability releases then will fully implement these 39 recommendations and allow you to accomplish the objectives of those recommendations?

Ms. MITCHELL. That is our intent, yes, sir.

Mr. WITTMAN. Okay. And when you get the dollar amount on the second implementation of the usability function, if you could let us know that, that would be very helpful.

Ms. MITCHELL. Yes, sir.

[The information referred to can be found in the Appendix on page 86.]

Mr. WITTMAN. Another question is the Department told the subcommittee last year that it was performing a travel policy review in collaboration with the Government Services Administration (GSA) to look at the complexities of foreign travel, including the provisions of the Fly America Act. And I wanted to know has this review been completed? And if so, can you tell us about the findings? And in particular, were there any weaknesses identified in the Fly America Act that are allowing DOD passengers to fly on foreign carriers if they have U.S. partners versus foreign carriers who do not have U.S. partners but are less expensive?

Ms. MITCHELL. First of all, that phase of the travel policy review is complete, and we are pending the final report from LMI. There were three major recommendations that came out of that, one, to create a framework for proactive policy development. And one of the things that I think is important for me to note is that this review was conducted in partnership with GSA and the State Department, which is the first time this has happened in several decades. For creating that framework, one of those things, one of the underliers there is to strengthen the governance process across the Department. And in fact, GSA has taken that on, and we do participate in some new governance boards that they have set up.



Another one is to enable data-driven business case development. And that goes back to my earlier comment about trying to move from anecdotal to empirical. And then lastly, to expand government-wide principles. For example, standardizing air travel and hotel standards across the government, as opposed to differences among agencies. Their second major recommendation was to simplify and streamline policy, to simplify reimbursements, and to submit a travel reform legislation package. We are actively working on both of those things in this currently phase two of the process. Their third major recommendation was to revise and standardize government-wide regulations across the agencies and across military and civilian. So those are the results of that review. In answer to your question about the Fly America Act, the group did look at that. And across the government, the consensus was that the Fly America Act probably does need some revision to enable government travelers to take advantage of the most effective and efficient travel available.

So we are continuing to look at that as we look at the broader recommendations, and will consider that for inclusion in the reform package that we submit.

Mr. WITTMAN. Okay. So your recommendations as to how the Fly America Act should be revised to make sure that the most efficient use of funds and decision-making and travel can be implemented?

Ms. MITCHELL. Yes, sir.

Mr. WITTMAN. Okay. Thank you, Mr. Chairman. I yield the balance of my time.

Dr. SNYDER. Ms. Sanchez for five minutes.

Ms. SANCHEZ. Thank you, Mr. Chairman. You know, when we put up the DTS project it was really to standardize and to really be able to have people do end-to-end travel within the Department. Mr. Khan, is that really happening? Does this system really have the potential, in your opinion, to be able to do that? And how do we get from where we are right now using legacy systems and 27 percent of the people off of the system to really having what my service members and others say go to the system and be able to get their travel done all sitting down at one point?

Mr. KHAN. I mean the system certainly has the potential to be to handle end-to-end travel. However, based on our work, our concern is being able to capture what the user requirements are, which is going to give it the functionality to enable it to do that end-to-end travel. There are some deficiencies in how that information is captured and how the testing is proceeded with. So there is a risk that some of the user requirements may not end up in the functionality of the system.

Ms. SANCHEZ. I don't understand what you meant by that. Can you explain more? Did you understand that comment? The functionality, how it would be caught in the functionality of the system? Explain to me what you mean by that.

Mr. KHAN. By how the system is going to be used. That is based on user requirements.

Ms. SANCHEZ. I see. Okay. Okay. Thank you for clarifying that for me. I was struck by something that you said, your second to the last sentence, and I didn't get a chance to write it all down because I was listening to the question that the chairman had. You said

that we could save billions of dollars if we had standardization. What do you mean by that? And can you give us examples of what you are talking about in billions of savings if we standardized? What standardization? I thought that is what we were doing in DTS.

Mr. KHAN. Right. That I mean was at the end of my statement was more meant across DOD itself, standardizing other business processes. But as far as it relates to DTS or the Defense travel, it is standardizing the process so it will eliminate the need for using legacy travel systems.

Ms. SANCHEZ. Okay. And my last question to you has to do with unused tickets. Can you walk us through what did you find with respect to unused tickets? And what would be the solution to get those back into the system and get those credited?

Mr. KHAN. That was a finding in our prior report in 2006. When tickets were purchased centrally and they were not used by the traveler, there was a possibility, and we did find evidence, that refund was not obtained by the Department itself. And one of our recommendations was that they put in controls so that if the tickets were unused there was a method to claim refund from the airlines. Based on our recent work, it appears that they have put in processes where the Travel Management Office or the Commercial Travel Office (CTO) will be able to generate reports and be able to claim this money back from the airlines. That is an intended policy, and I would defer to my friends from the DTMO and the BTA to confirm that.

Ms. SANCHEZ. Is that happening in your opinion?

Ms. MITCHELL. That is correct. That is happening. Another important thing to note is that paper tickets are almost gone. And that really has been the larger source of the problem, because the paper ticket requires the individual traveler to turn that back in so that reimbursement can be processed. With electronic tickets, the CTOs are required by our contracts after 30 days—first of all, they can see what ticket has not been used through their systems and that they have no longer than 30 days to process those for refund. And we get regular reports from them so that we may check that.

Ms. SANCHEZ. So on a foreign travel ticket you are no longer requiring that it be a paper ticket?

Ms. MITCHELL. Well, unfortunately it isn't up to us to request that. We prefer electronic tickets because we do have an automated means of tracking them. But there are some locations, I believe—and I will take this, but I believe Turkey, for example, still requires paper tickets. But for example, a recent check with the Commercial Travel Office providing support to Army indicated that less than one percent of all the tickets being issued to Army travelers were still paper.

Ms. SANCHEZ. Okay. Thank you, Mr. Chairman.

Dr. SNYDER. Ms. Davis for five minutes.

Mrs. DAVIS. Thank you, Mr. Chairman. And I am sorry, I am going to have to leave right after this question. But Ms. Mitchell, I think one of the issues raised particularly by the GAO was how the legacy travel systems are actually funded, from what accounts they are funded from. I am not sure, I don't think I heard your an-

swer to that before. Can you be specific about that? Where are they being funded from?

Ms. MITCHELL. Ma'am, I do not have the answer to that question. I will have to take it for the record.

[The information referred to can be found in the Appendix on page 86.]

Mrs. DAVIS. Why don't we know that?

Ms. MITCHELL. They are not centrally managed. They are managed by the individual components who use them. And unfortunately, I would have to say that we are also frustrated in not being able to obtain the information in a timely manner.

Mrs. DAVIS. Is there sort of a ballpark idea of where they are funded from, or is it just actual single line accounts? Mr. Khan, you looked at this issue. How do you think we, in your capacity, can try to get to that answer?

Mr. KHAN. We were somewhat puzzled as well. We weren't able to get the information how they were funded. We looked at the budget and some of the additional reports there are which DOD has, but we were not able to get any visibility as to how they were funded. I don't have an answer for that.

Mrs. DAVIS. Do you have any thoughts about that, Mr. Fisher? Any thoughts about why that is so difficult to look at? Is there something inherently classified about that?

Mr. FISHER. I honestly don't know. It is beyond our purview and our role in managing the DTS program. So I don't have any visibility into the other systems. Our focus is exclusively on the DTS system. So I don't have any visibility to that.

Mrs. DAVIS. Okay. Thank you. One question would really be whether it is realistic or not for all travel to be consolidated within DTS. Is it realistic to do that, or are all the issues that you have identified as problematic, do they constitute an impossibility or—I still am having a little trouble, too, understanding why this doesn't come together a little more easily.

Mr. FISHER. So I believe—oh, I was going to give a suggestion that there will be some elements of DOD travel that it may not be cost-effective to build into the capability, the tool. We have had a discussion about PDT, permanent duty travel change. For the military, there is about 700,000 of those trips a year. That is a fairly significant number. And it is certainly cost-effective for us to implement that capability in the tool, and we are doing that this year.

It will be released in the fall. Civilian PDT, which has different rules, would require a different set of requirements and implementation, there is only about 30,000 or 33,000, I believe of those each year. So the cost-effective element of that, what it would cost us to enable that capability in the tool versus the savings that we would have doesn't put it on our priority list to get that done right now.

I believe as Ms. Mitchell said, we will have 66 of the 73 trip types in place by the end of 2009. Of the balance, there is a couple that we probably won't do because there are not enough of them to warrant the investment in the tool to automate that capability. But as we continue to add more trip types, obviously the expanded universe of travel that can be handled within the tool will expand, as will the savings will accrue.

Mrs. DAVIS. Mr. Khan. Because part of the question we are trying to get there by 2013, is that right, to try and eliminate most of the legacy systems? Mr. Khan, did you want to comment? I am sorry.

Mr. KHAN. Our issue is kind of getting to the metrics itself. When we were doing the analysis we could not find a complete list of what the legacy systems were. So it was a big question as to, if there wasn't an identified baseline of how many legacy systems were, then it would be difficult to say when they would all be put out of service. Like Ms. Mitchell did say—

Mrs. DAVIS. That would be difficult to do, I would agree with you, if you don't know what they are.

Mr. KHAN. Right. Like Ms. Mitchell did mention, they have sent over a list, and we will be having a meeting with them just to make sure that we understand what those existing 10 legacy systems she referred to there are. And then we can follow up from there.

Mrs. DAVIS. Thank you. One other question just to follow up, Mr. Chairman. Is every attempt to do teleconferencing when it is possible? It seems today that there really are ways that we can get a lot of work accomplished without necessarily having—I just don't know whether that is something that is pursued aggressively or whether it just doesn't work. I mean obviously bringing people back from the theater, I mean there are a lot of reasons why you have to have people engaged in travel. But I am just wondering whether, you know, that is a fairly exhaustive question that happens before—

Ms. MITCHELL. We do know that teleconferencing does work, and it is used. But I would not be able to tell you to what extent.

Mrs. DAVIS. Thank you very much, Mr. Chairman.

Dr. SNYDER. Thank you, Mrs. Davis. I wanted to continue this discussion that was continued by Mrs. Davis about the legacy systems. And Mr. Khan, do we know are any of those legacy systems managed by contracts, by contractors? Are they all managed by contractors? Are they in-house? Do we know?

Mr. KHAN. I do not have this information. I can provide that for the record.

[The information referred to can be found in the Appendix on page 85.]

Dr. SNYDER. Do you know, Ms. Mitchell or Mr. Fisher, if any of the legacy systems are managed by contract?

Ms. MITCHELL. No, Mr. Chairman, I do not know.

Mr. FISHER. Again, I don't have insight into those legacy systems.

Dr. SNYDER. Now, you used that phrase a little bit ago, Mr. Fisher, about no visibility into the legacy systems. But if I am trying to put together a travel system and I have got a group of people that we think are in the several hundred thousand range that apparently are liking the other systems better, I would think you would want to get some visibility into those systems to find out what they are doing that you all are not doing.

Mr. FISHER. Well, so let me characterize again an element of why some people aren't using DTS. In many cases, it is because DTS does not yet provide the capability for those types of travel.

Dr. SNYDER. No, I understand that. I am not talking about those. I am talking about the ones that have the mandate that aren't using it.

Mr. FISHER. Again, our focus is on DTS and making that capability available. What is done in the legacy systems other than the capability, which we are cognizant of the types of travel that DTS doesn't deliver yet, that clearly is something that is resident in some of the legacy systems. On the usability side, again, our intent is to make DTS the, as Ms. Mitchell said, preferred usage tool so that they are not only mandated to use it, they will want to use it. And that is our focus.

Dr. SNYDER. Right. Mr. Khan, a number that we throw around is we think it is about a billion dollars a year or so that in the legacy systems. Is that a fair guesstimate?

Mr. KHAN. We were not able to get any information—not a lot of information on how much was being spent on legacy systems. However, we do know—I mean, they need money to sustain and operate. And also the other concern is the use of manual voucher processing, which most of the legacy systems do require. I mean, that diminishes the cost savings.

Dr. SNYDER. So most of the legacy systems use the manual voucher, which is about over \$40 more per voucher to process?

Mr. KHAN. About 35 approximately, correct.

Dr. SNYDER. \$35 more?

Mr. KHAN. Right.

Dr. SNYDER. Paid for by the taxpayer. It is perplexing. I don't know how to get a handle on that. We are interested in the Defense Travel System, and you are saying that that is your area of expertise. It sounds like a lot of the inefficiency right now is in the legacy system side of it because they haven't moved over to the DTS. Now you all have a responsibility to make the system available, and we have talked about that. But the longer—we are now saying 2013, another 4 years at \$35-plus a pop wasted every time a paper voucher goes through, it just seems like that is a huge chunk of money, yet we don't even know who these people, computer, some old remnant. I don't know, it is the strangest dang thing I have seen around here. Maybe, Mr. Khan, you can get a handle on that. We may need to revisit this again here in the next month or two to try to sort this out. Because maybe it would be helpful to the DTS to try to sort out exactly who are these systems, who are these mystery people that we can't even seem to get an accurate list of that seem to change day by day exactly what the list of them is. Did you have another comment, Mr. Khan?

Mr. KHAN. I was going to say that as Ms. Mitchell did say, we did receive a list from them, which appears to be a pretty final scrub of what the legacy systems are. So we will continue with our analysis on that one. So that will help to answer some of the questions that you have.

Dr. SNYDER. Mr. Khan, when you do these calculations as the Government Accountability Office, formerly the General Accounting Office, does it enter into your discussions, and I will ask the same questions to you, Ms. Mitchell and Mr. Fisher, the amount of hours it takes or the amount of time it takes somebody sitting at their desk during work hours to work themselves through the system?

Has anybody done any studies on exactly how long it takes to do the system, the DTS system?

Mr. KHAN. Our focus was more looking at the quantitative numbers itself as opposed to the time spent on processing.

Dr. SNYDER. Dr. Moore, did you touch on that in your study?

Dr. MOORE. For the samples when we surveyed, we do have statistics on that, how long it takes by various groups and for various tasks. But that is just a sample. It is not extrapolated.

Dr. SNYDER. So what was it for the travelers what was it?

Dr. MOORE. Let me look at that for you. The average time for updating and routing was 8½ minutes. These are all in the minutes. And less than 10 minutes for the various tasks.

Dr. SNYDER. So if somebody sits down there and they just found out they have to go somewhere it is about less than 10 minutes to put the whole trip together?

Dr. MOORE. Well, that is for the individual components of the tasks. There may be two or three tasks associated with getting a trip together. So it could vary from somewhere—say between 10 minutes and 20 minutes maybe total. Again, that is based on what we—the folks we tested.

Dr. SNYDER. All right. Ms. Mitchell—I am sorry, my time is up, Mr. Wittman.

Mr. WITTMAN. Thank you, Mr. Chairman. Dr. Moore, I want to follow up a little bit more on LMI's study there and the 39 performance-based scenario recommendations that you all make. And you heard a little bit earlier Ms. Mitchell talk about phasing them in, and the first phase of usability and second phase of usability. Are you aware of if those phasings have been based on the importance of your recommendations or the ranking of your recommendations? And if not, would you make a recommendation as to which ones are most important in the phase of implementation?

Dr. MOORE. We identified the ones that we thought were of the greatest hit value, and some of them, in fact, have actually been already completed. For example, one was the ability to cancel travel was quite difficult. And that was a quick fix. DTMO made that immediately almost on that. So that took one part of the problem out. And from what we know, and we have not been intimately involved in the scheduling of the activities, but of what we have seen on that, they have been based on the high priority ones that will provide the greatest benefit quickest.

Mr. WITTMAN. So from what you know, you are in agreement with the implementation of those based on the ranking of importance?

Dr. MOORE. Yes, sir.

Mr. WITTMAN. Okay. Very good. Also in your study it recommends that DOD should encourage DTS users to prepare their own travel documents. And I was wondering if you found that reliance on legacy systems affected the traveler's ability to prepare documents in DTS. And again, we go back to that whole issue of trying to get our arms around what is going on with legacy systems. Is there an artifact there that is, you know, holding people onto those instead of getting them over to the DTS system?

Dr. MOORE. There likely could be. We did not look at that in our study. Our study was confined to basically testing the specific functionalities of DTS.

Mr. WITTMAN. Okay. Thank you, Mr. Chairman. I will yield my time.

Dr. SNYDER. I wanted to ask—I am not going to ask a question about the legacy systems. You will be glad to know that. I wanted to ask about—I am not sure if it is a conflict in information or not—but in your-all's written statement, Ms. Mitchell and Mr. Fisher, on page 7, you have a higher satisfaction reporting of—I guess 69 percent of DTS users find the system easy to use. This is your QuickCompass survey. Dr. Moore's is a more negative 42 percent. Would you describe for me, please, the QuickCompass survey? Is that something that people complete at the end of having done the process? Or what do you think of the 42 percent and, Dr. Moore, what do you think of their numbers?

Ms. MITCHELL. The QuickCompass survey is a scientific polling methodology that is Web-based that is sent to a sample that is statistically set by the Defense Data Management Center. And it had a great return rate of 39 percent. It targeted a variety of travelers, from less experienced to more experienced. And we were, of course, very happy to see those numbers.

But let me comment on what we think the difference is between those numbers and what we saw in the LMI survey. We wanted to do the LMI survey because we really wanted to find out the difficulties that people were having with the system if they were sitting in a lab environment, which essentially they were for the LMI study, unable to talk to fellow travelers, to Defense administrators, unable to call the assistance center for help. And so we have, I think, what is a very—it is not quite a sterile condition, but it is a more sitting by yourself trying to do something as opposed to being able to reach out to others for help. So I would suggest that that accounts for the differences. But that is exactly what we wanted to target and to find out, because that helps us determine what we really can do to help travelers across the board.

Dr. MOORE. Mr. Chairman, I would agree with that in our study was designed in conjunction with DTMO to provide probably the worst-case scenario in terms of determining usability. What I mean by that is the only assistance beyond looking at a screen that was available was the help function within the software. So there was no ability to call the help desk number. There was no availability to call co-workers or anybody else. So this was kind of the worst case situation where somebody was sitting in a room somewhere and they didn't have the ability with a landline to get a hold of a help desk, nor could they ask anybody else. It is not surprising to me that the numbers would be higher if they were given some other capabilities.

Dr. SNYDER. The sampling that was done, Ms. Mitchell, was that of people who had completed travel? What was the universe from which your sample was selected for the QuickCompass survey?

Ms. MITCHELL. Travelers, yes. When I say "travelers," I mean the universe of people. There may have been administrators, there may have been travelers, everyone who using the DTS system.

Dr. SNYDER. So if someone started with the DTS system and got ticked off and said the guy right down the hall is using this other system, he probably wouldn't use the word "legacy system," but I am going to use the one that the guy down the hall used because he said it worked better, that would not show up in your QuickCompass survey, would it?

Ms. MITCHELL. It would not.

Dr. SNYDER. The numbers are real numbers. This is in measure Khan's statement that in 2008, the Army processed 1.5 million vouchers, 1.1 million were done by DTS, but 400,000 were not. The numbers are significant, and of that you acknowledged we don't know of those 400,000 how many people would have had no choice to go through the legacy system, versus how many people DTS and got dissatisfied and went a different direction. Can that be a factor, too, in why your results are different from Dr. Moore's? Or am I overreading your sampling?

Dr. MOORE. I think the fundamental difference is there are the differences we talked about in terms of the ability to get assistance. But whenever you mix the other category of users, the 42 percent is just for travelers, it is not for the other three administrative functions. Those had higher success rates. If you put them all together, you come up with a blended rate that is higher.

Dr. SNYDER. I wanted to ask, the 24-hour help line, what do you call that line?

Ms. MITCHELL. It is the travel assistance center.

Dr. SNYDER. The travel assistance center, how is that going?

Ms. MITCHELL. That has been very well received. I would let you know that the one of the Air Force principals commented that it is the best thing that we have done.

Dr. SNYDER. Who administers that?

Ms. MITCHELL. The Defense Travel Management Office has oversight of it, and it is managed for us by Space and Naval Warfare Systems Command (SPAWAR), an element of the Navy. And it is contractor staffed, largely.

Dr. SNYDER. Is there a call center somewhere that takes in all of the calls?

Ms. MITCHELL. Yes, sir. The call center is located in Chesapeake.

Dr. SNYDER. And how do you test the quality of the answers that they give?

Ms. MITCHELL. Every call is recorded. They have a special system in place that does that. We are also down there frequently listening in. I have listened in to some of the conversations myself. I have been very favorably impressed. We also do a survey that we just implemented this past fall. It is not particularly scientific. It is giving folks the opportunity to comment. And again, the results have been very good. The reception has been very acceptable to the travel assistance center.

Dr. SNYDER. Thank you. Mr. Wittman.

Mr. WITTMAN. I wanted to follow up on some of the chairman's questions. I will go back into some of the legacy systems questions. You talk about not being able to get your arms around where the legacy systems are still in use. Is there a way that we can get that information? Is it fragmented through different branches? How would we go about getting the information to get the full scope



where the legacy systems are being used and how they are being used so we can look at maybe trying to find a way to get our arms around phasing everybody into the DTS. So we are looking at whatever attributes are there in the legacy systems that we maybe ought to be putting in the DTS so we sort of push people towards the DTS system?

Ms. MITCHELL. The legacy systems, we do know for the most part who is using them. And, for example, I can tell you that there is a system called WINIATS, that is a computation module, and it does process travel, and that is used by the Army, for example, as well as one of the other services and some agencies. But it also has additional modules that do other sorts of financial functions that I am not particularly familiar with.

As I noted earlier, we have gone to the services and asked them to validate the list. We will certainly go back again and ask again and see if we can sit down with them and really get to fine level of detail on specifically what each system costs and where it is used.

Mr. WITTMAN. I think that would be valuable to try to figure out exactly how the systems are used, why they are still in place, is there a lack of function with DTS that these systems are trying to replace, or is it just a personal preference? If we can maybe drill down and figure out those reasons, we might be able to actually start to get rid of those legacy systems. But the only way is to figure out where they are, how they are being used and why they are being used. That would be a great piece of information for us to obtain.

I want to talk a little bit about premium travel and if DOD is able to identify when premium travel is used and when it is paid for by DOD versus when it is paid for by the traveler, in other words, if they have points to upgrade, and under what conditions does the Department authorize and pay for premium travel and how do you all audit and track when premium travel is used and how it is authorized to make sure that it is not being abused?

Ms. MITCHELL. First of all, we do not have visibility as to when the Department pays. Well, we know when the Department pays, but we don't have visibility as to who specifically upgrades using frequent flyer miles, for example.

We do have a process in place. We receive information from the commercial travel offices to monitor who is flying premium travel, both first and business class, and we receive reports that enable us to do that. We are looking for more automated ways to do that. One of the big challenges that we have is the fact that there is no standardization of codes used by the airlines that indicate a premium travel seat. So that makes things very complex. And to add to that, the airlines over time change their codes. So we are looking at sort of almost what you can think of a carousel of codes to try to nail that down.

We also have some tools in place for the services to note when they have approved premium travel. We take the feedback that we get from the commercial travel office, those reports, and we share them with the services and do a cross-check in that way to ensure that what the Department has paid for has in fact been approved.

You asked under what circumstances we permit premium travel. There are two really that are the largest ones. One is medical. Someone perhaps has a bad back and cannot make a 14-hour trip sitting in coach. We know it is hard enough for those of us without bad backs. And the second falls under the category of mission. There is a critical meeting that is going to occur, there is no coach seat available and the person has to fly in order to get to that meeting. Those are two primary examples.

Mr. WITTMAN. Mr. Chairman, I yield back the balance of my time.

Dr. SNYDER. Mr. Fisher, I wanted to ask one very specific question. Currently how many types of travel are there total?

Mr. FISHER. There are 73 total trip types for the Department.

Dr. SNYDER. And how many currently is DTS handling?

Mr. FISHER. There are 27, and those were prioritized based on the volume.

Dr. SNYDER. I think what you said was you are not going to get to all 73 because the numbers would be too small. Do you have a sense how many more you know for sure you are going to do?

Mr. FISHER. We have plans to implement this year, we have a summer release that is going to add 34, so that will bring us up to 61 TDY.

By the end of 2009, we will have 5 more are predominantly permanent duty travel for the military related to PDT which will bring us up to 66 of the 73. So by the end of calendar year 2009, based on our implementation plans, we will be at 66.

There are a couple more that we are looking at, there is deployment travel and elements of deployment travel that are incredibly complex with lots of business rules. Those will not be done by 2009, it will be more 2010 time frame, and then you have the cats and dogs that may not be cost efficient.

Dr. SNYDER. I appreciate all of you taking your time today. I anticipate that we will revisit this topic formally a year from now. My guess is that we will want to do something in the next month or two, or whenever we get more information about this legacy system. It seems like we have this billion dollar-plus hole that we don't know anything about. So we will be in touch with all of you, particularly you, Mr. Khan, in terms if you are able to sort out who these legacy systems are, who manages them, how they are paid for and the total amount of money. The bottom line is we talked about the mandate which went out to all the joint chiefs and all the secretaries and everyone in authority saying you have to use the DTS system. And the reason they have said that is because it is \$35 a pop per voucher when they don't, and we still don't have a handle on how many are not. Maybe that can help in some way. Thank you all for being here today. Thank you, Mr. Wittman. We are adjourned.

[Whereupon, at 2:13 p.m., the subcommittee was adjourned.]

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**A P P E N D I X**

MARCH 5, 2009

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**PREPARED STATEMENTS SUBMITTED FOR THE RECORD**

MARCH 5, 2009

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**Opening Statement of  
Chairman Dr. Vic Snyder  
Subcommittee on Oversight and Investigations**

**Hearing on "Can DOD Travelers Book a Trip? Defense Travel System Update"**

**March 5, 2009**

The hearing will come to order.

Good afternoon, and welcome to the Subcommittee on Oversight and Investigations' hearing on updates to the Defense Travel System (DTS). The Subcommittee held a hearing on this issue last April.

As I mentioned we would do this year, we're here to get an update on the progress that has been made and the challenges that remain in the Defense Travel System. DTS is supposed to be the primary end-to-end travel system for DOD personnel. The Department of Defense spends between 9 and 10 billion dollars on defense travel every year, while the system has been plagued by developmental problems, operational test failures, premature deployments, functionality problems, low usage, and general user dissatisfaction.

It has been reported that even though the Defense Travel System is operational in over 95 percent of DOD locations, the Department is still allowing travelers to use legacy systems. This is an inefficient waste of taxpayer money, and the Department needs to ensure that all personnel who should be using DTS are, in fact, using it.

This committee has heard repeated concerns from DOD travelers that DTS is a confusing, complicated system. In fact, a usability study conducted last year by LMI Government Consulting showed that only 42 percent of DOD travelers could successfully complete a task in DTS, whether booking a trip, cancelling one, or creating a voucher. This

means that over half of the travelers who were surveyed were unable to complete the basic tasks necessary for travel.

DOD has spent a lot of money and time on the implementation of the Defense Travel System, and it must become the single, streamlined travel management system that was intended. It is essential that this is accomplished in a way that is both cost-efficient and user-friendly. We hope that our witnesses today can help illuminate how much progress has been made toward achieving this goal, and how far the Department still has to go.

Today we will hear from two witnesses from the Department's Travel Management Office and Business Transformation Agency, who will tell us what kind of progress has been made with DTS in the past year, and what current efforts are underway to improve the system.

We will also hear from LMI Government Consulting about the results of the DTS usability study they conducted last year for the Department, and any ideas they may have about how to make DTS more user-friendly for travelers.

Finally, we will hear from the Government Accountability Office, which has done extensive work on the reliability and cost-efficiency of DTS. In 2006, the GAO issued two reports on DTS that included 14 recommendations for improvement. GAO will testify today on the implementation of those recommendations. GAO will also tell us how far they think the Department has to go to make sure that DTS is a reliable system for DOD all travelers and administrators.

Our panel of witnesses consists of:

- **Ms. Pam Mitchell**



**Director, Defense Travel Management Office**  
**Department of Defense**

- **Mr. David Fisher**

**Director, Business Transformation Agency**  
**Department of Defense**

- **Dr. William B. Moore**

**Vice President**  
**LMI Government Consulting**

- **Mr. Asif Khan**

**Director, Financial Management and Assurance**  
**Government Accountability Office**

**Statement of Ranking Member Rob Wittman  
Subcommittee on Oversight and Investigations  
House Armed Services Committee**

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**Hearing on Defense Travel System**

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**March 5, 2009**

Thank you, Chairman Snyder, and good afternoon to our witnesses – we appreciate your being here today.

Before I turn to the topic of today’s hearing, I would like to note that I am honored to serve as the subcommittee’s new ranking member. Today’s hearing is my first in that capacity. I have met with Chairman Snyder and attended several background briefings with him since the beginning of the 111<sup>th</sup> Congress, and I appreciate his collaborative approach to the subcommittee’s agenda and proceedings. I look forward to working with him and the other members of the subcommittee to find constructive improvements to Department of Defense and other government programs.

This afternoon, we return to a topic we examined last year, the Defense Travel System, or DTS. DTS was initiated more than ten years ago to better account for DOD travel costs. In other words, the initial focus was

to benefit the accountants, not the user. While accountability is a worthy objective, the early efforts gave little heed to user friendliness, leading to user frustration and ultimately, user rejection of the system. Since travel processed on line is substantially cheaper to book than travel booked the traditional way, this failure to consider user friendliness was counterproductive. Indeed, widespread user frustration was what brought the issue to the subcommittee's attention. The average sergeant and captain in the field were literally fed up with being ordered to use a system that did not produce results.

I understand that DTS has continued to make progress in this regard and that usage statistics and user acceptance have improved since last year. I am encouraged by this news, but understand that we still have some ways to go on this front. Daunting as the DTS mission may be given all the different scenarios and travel rules that DOD travelers encounter, we all know from personal experience that an on line system that's hard to use will not be used. I am encouraged by your progress and would like to know how and when you expect to complete the job and shut down redundant legacy systems.

Again, thank you to our witnesses for being here today and I look forward to your testimony.

33

**TO OMB**

**Joint Statement for the Record**

**of**

**Mr. David M. Fisher  
Director  
Business Transformation Agency**

**and**

**Ms. Pamela S. Mitchell  
Director  
Defense Travel Management Office**

**Before the**

**House Committee on Armed Services  
Subcommittee on Oversight and Investigations**

**March 5, 2009**

**FOR OFFICIAL USE ONLY UNTIL RELEASED BY THE SUBCOMMITTEE**

**David M. Fisher**  
**Director,**  
**Business Transformation Agency (BTA)**



Mr. David M. Fisher was announced as the first permanent Director of the Business Transformation Agency in March, 2007. He had served as the interim Director for the Agency since October, 2006.

Mr. Fisher was part of the leadership team at the time of the original stand-up of the BTA in October, 2005, where he held the position of Director, Transformation Planning and Performance. In this role, he oversaw the end-to-end process for development of the DoD Business Enterprise Architecture (BEA) and Enterprise Transition Plan (ETP).

In March 2006, Mr. Fisher assumed the newly-created role of the Defense Enterprise Integration Executive, where he had the responsibility for oversight of the engagement between the BTA and the DoD Components (military departments and defense agencies) in terms of the implementation of the requirements depicted in the DoD's Business Enterprise Architecture (BEA) in the Components' large-scale business system transformation efforts. This effort had a particular focus on the Components' enterprise resource planning (ERP) system implementations. In July, 2006, he added to this role the responsibilities as the Director, Transformation Priorities and Requirements, where he was responsible for facilitating the relationship between the BTA and the functional leadership in the DoD Business Mission Areas in terms of future requirements that ultimately targeted for including in department-wide business transformation efforts.

Mr. Fisher originally joined the Department of Defense in March, 2005, as the Special Assistant to the Deputy Under Secretary of Defense (Financial Management). In this capacity, he provided leadership for enterprise-level DoD business transformation, with a particular focus on finance transformation, visibility, and auditability. Prior to joining the Department of Defense, Mr. Fisher served as a Managing Director with the BearingPoint, where he focused on Account Management and Business Process Optimization for clients in the public and private sectors. Mr. Fisher managed a cross-section of BearingPoint's largest multi-functional and multi-site, packaged software implementations (including Oracle Applications, Siebel Systems, and MatrixOne). This included requirements gathering, process design, program communications, system configuration, test case management, and issue management. Mr. Fisher has published books such as, *Optimize Now (or else!): How to Leverage Processes and Information to Achieve Enterprise Optimization (and Avoid Enterprise Extinction 2004)* providing a unique perspective on challenges and opportunities for organizations in pursuit of enterprise-wide optimization. Mr. Fisher also served as a key speaker on business process optimization at conferences including Oracle AppsWorld and U.S. Process World.

Mr. Fisher graduated with distinction from Stanford University with a Bachelor's degree in Communication. He completed his Master's of Business Administration at Santa Clara University's Leavey School of Business.

**Pamela S. Mitchell**  
**Director**  
**Defense Travel Management Office**

*Biography*

Office of the Under Secretary of Defense

*Personnel and Readiness*

Ms. Pamela S. Mitchell, a member of the Senior Executive Service, is assigned to the Office of the Under Secretary of Defense, Personnel and Readiness, serving as the Director, Defense Travel Management Office (DTMO). The DTMO, a component of the Defense Human Resources Activity, is aligned under the Deputy Under Secretary of Defense, Military Personnel Policy. The DTMO was established in February 2006, to consolidate and improve commercial travel oversight and management within the Department of Defense, serving as the single focal point for commercial travel both within the Department and with industry. As the Director, Ms.



Mitchell provides oversight for commercial travel management, travel policy and implementation, customer support and training, the DoD travel card program, as well as functional oversight of the Defense Travel system (DTS).

Ms. Mitchell holds a Master of Science degree in National Security Strategy from the National War College, National Defense University and a Master of Business Administration from the Florida Institute of Technology. She is a graduate of the U. S. Army's Command and General Staff College, and of the University of Southern Colorado with a Bachelor of Arts degree in history.

Ms. Mitchell retired from the United States Army at the rank of colonel, having served over 25 years in the field of military personnel management and military personnel systems. Key assignments included Chief, Field Systems and Chief, Personnel Service Support at the United States Total Army Personnel Command, and Director, Enlisted Management for United States Army Europe. She also commanded a Personnel Services Battalion, in Germany. Following her retirement, she was employed in the private sector as a human resources consultant before returning to the Department of Defense.

Awards include the Legion of Merit with one oak leaf cluster, Meritorious Service Medal with five oak leaf clusters, Army Commendation Medal, and Army Achievement Medal.

**Introduction**

Chairman Snyder, Congressman Wittman, and distinguished Members of this subcommittee, thank you for the opportunity to provide an update on the great strides the Department of Defense (DoD) had made in improving usability and customer acceptance of the Defense Travel System (DTS). Since the last hearing on DTS almost a year ago, the Department has continued to focus its efforts on improving DTS and we are pleased to describe some of these efforts today.

**DTMO and BTA**

Before discussing the specifics of DTS, it is important to acknowledge the partnership between the Business Transformation Agency (BTA) and Defense Travel Management Office (DTMO) that has provided the foundation for implementing travel recommendations and exploring new initiatives. DTMO, established by the Under Secretary of Defense for Personnel and Readiness, provides a focal point for commercial travel within DoD. DTMO sets travel policy, centrally manages commercial travel programs, and provides functional oversight of DTS. BTA's DTS Program Management Office implements the capabilities within DTS to support requirements identified by DTMO and vetted by the governance process. This governance process includes the Defense Travel Improvement Board (DTIB) and Defense Travel Steering Committee (DTSC), which are both co-chaired by the DTMO and BTA, and ensures that all impacts of any changes to the travel enterprise are fully considered. The BTA-DTMO collaboration has created an environment that has allowed an enterprise-wide system like DTS to flourish into a fully integrated financial management and travel system that meets the needs of the DoD community while operating within Federal and DoD travel guidelines.



**DTS**

DTS is a fully integrated, automated, end-to-end travel management system that enables DoD travelers to create authorizations (temporary duty (TDY) travel orders), prepare reservations, receive approvals, generate travel vouchers, and receive a split reimbursement between their bank account and the Government Travel Charge Card (GTCC) vendor. The traveler can access DTS via a single web portal.

DTS benefits the DoD and the DoD traveler through:

- Reduced transaction costs.
- Payment of travel claims three times faster than mandated.
- Rapid creation of travel authorizations and vouchers.
- An automated approval process.
- Personalized reservations and itinerary changes for airline, lodging, and rental cars.

In terms of improvements, the Department has focused its efforts on expanding DTS usage, making DTS more user friendly, and improving customer satisfaction. Related to this, the Department continues to work on initiatives aimed at reducing the number of legacy systems, exploring the use of restricted fares, simplifying travel policy, and implementing the recommendations of the Section 943 study.

**Expanding DTS Usage**

DTS acceptance continues to grow. Currently, DTS operates at over 9,500 sites and organizations worldwide and fielding is 96 percent complete. The Department is moving forward with completing fielding to the Reserve Component and the National Guard. Of the remaining sites

and organizations to be fielded, most are Army and Air Force Reserve and Guard.

Another expansion of DTS usage is Ships Afloat, which will permit DTS to be used on ships. This has been a challenge, particularly with respect to bandwidth concerns and the need for persistent connectivity. The Navy is currently conducting a pilot to determine the most feasible option to complete this implementation.

DTS usage for voucher processing has continued to increase. DoD travelers submitted over five million TDY travel vouchers in FY 2008; DTS processed over 3.2 million of these vouchers – a rate of 64.8 percent, representing a 36.5 percent increase over FY 2007. This growth continues in FY 2009, with a year-to-date processing rate of 73.2 percent. As DTS usage increases, the cost to process vouchers decreases. For example, the Army and some Defense Agencies use the Defense Finance and Accounting Service (DFAS) to process legacy system vouchers. The Department used the cost of processing these legacy system vouchers, which incurred DFAS processing fees, to calculate the savings from processing vouchers using DTS. The comparison showed that processing vouchers in DTS resulted in a greater than 40 percent reduction in costs from FY 2007 to FY 2008 for the Army and these Defense Agencies.

The types of travel accommodated within DTS are also being expanded, most notably with Special Circumstance Travel and Permanent Duty Travel, or PDT. Special Circumstance Travel includes travel scenarios which fall outside the category of “normal” business-related travel including escort, witness, and cadet/midshipman travel. Special Circumstance Travel is scheduled for implementation in July 2009. PDT will include Permanent Change of Station travel, travel upon retirement, separation travel, local move travel (i.e., Personally Procured Moves (PPM), originally known as DITY), and accession for officers. This functionality will provide the capability for approximately 700,000 additional military members to use DTS for

permanent duty travel annually and, for the first time, allows travel reservations for the service member and authorized family members. PDT is scheduled for implementation in October 2009.

These enhancements to DTS functionality will bring the Department significantly closer to employing a single travel system across the enterprise.

#### **DTS Becomes More User Friendly**

DTS usability is defined as the effectiveness, efficiency, and satisfaction with which users can achieve tasks when interfacing with the DTS. The Department is aware of traveler issues with using DTS, and increasing the system's usability remains a top priority. Usability improvements are an ongoing effort; last year, the Department contracted for an independent DTS Usability Review with the intent of enhancing the intuitiveness of the system. The review focused on areas where users had the most difficulty and involved more than 280 participants at 10 DoD installations, including participants from the military services and the defense agencies. This review, completed in September 2008, recommended several DTS changes to enhance usability.

The Department is taking a two-phased approach to implement usability enhancements recommended by this review. The first phase, planned for implementation in February 2010, is a series of enhancements to improve the traveler's experience. Revisions to DTS screens and to navigational buttons will make them more user friendly and intuitive.

The second phase, planned for May 2011, will include more extensive systemic enhancements to improve usability. One such enhancement will be a graphical user interface update to make navigation easier for DTS users. Updates in this second phase are the result of direct input from the DTS user community.

Another critical component of enhancing DTS usability is an integrated training program for

users, travel administrators, and managers. The Department is revamping all of its travel training programs to provide the knowledge and skills necessary for successful and efficient travel. We continue to focus on the needs of DTS users by evaluating the strengths of current travel training and maximizing opportunities for improvement.

Since July 2008, the Department has launched five on-line training modules for DTS users. This training - available anytime and anywhere - covers DTS, travel policy, the Government Travel Charge Card Program, the City Pair Program, and the U.S. Government Rental Car Program. Over 24,000 travelers have taken advantage of this training since inception of these five modules. Planned curriculum improvement will specifically target both new and infrequent users. New training modules have been created that provide “show-me, try-it” activities for more detailed understanding.

Focusing on improving system usability and the DTS training program will continue to positively impact the DTS user experience.

#### **Customer Satisfaction**

The Department is well on its way to integrating customer feedback into DTS improvements and the entire scope of travel. The travel community now has access to a meaningful customer satisfaction program, providing an opportunity to offer their opinions and suggestions. A key component of this program is the QuickCompass survey, a simpler, new scientific polling methodology. The 2008 QuickCompass survey results showed that 69 percent of DTS users find the system easy to use when making airline reservations; and 79 percent find it easy to use when making rental car reservations. This is early evidence that the Department’s efforts to increase the usability and functionality of DTS are working. The ease of use is

expected to lead to increased preference for using DTS over other methods of making reservations.

Informal customer feedback on programs supporting travel is also collected on a continuous basis through the web-based Interactive Customer Evaluation (ICE) system. These customer comments provide useful insight into the user perspective.

The Department also tracks DTS Voucher Payment Time (VPT) as a measure of customer satisfaction. VPT is the time that elapses from when a traveler signs a travel claim to the time the traveler is paid. DTS Voucher Payment Time in the first quarter of Fiscal Year (FY) 2009 averaged 8.7 days; this is more than three times faster than the requirement for reimbursement and much faster than manual processing.

#### **Legacy Travel Systems**

As DTS gains the capability to support a higher percentage of all DoD travel requirements, the number of legacy systems throughout the Department will be reduced. This will result in cost savings, as these systems will no longer require sustainment, maintenance, or resources.

The Department's projected sunset date for all identified systems that can be shut down is 2013. DTS functionality will continue to be enhanced to support capabilities of the legacy systems through 2012. As legacy systems are designated for sunset (based on the availability of DTS functionality), they will be discontinued. In May 2008, the DTIB approved several legacy systems as candidates for elimination with the implementation of DTS, and we are on-schedule to develop an initial sunset plan by the end of FY 2010.

#### **Use of Restricted Fares**

A Department study of restricted fares confirmed that current policy concerning restricted fares is adequate and provides the flexibility needed to pursue the use of restricted fares for official travel. DoD travelers are able to purchase restricted tickets via DTS by requesting assistance from the Commercial Travel Office (CTO). This can be done by sending a written request to the CTO during the reservation process. To further accommodate restricted tickets within DTS, DoD is exploring the feasibility of two options that would add a restricted fares tab to enable online booking.

#### **Simplifying Travel Policy**

The Department is simplifying, travel policy through a three-phased approach. Phase 1, which was just completed (FY 2007 – 2009), consisted of a joint DoD and GSA comprehensive policy review. Some of the recommendations included strengthening governance structures and submitting a travel reform legislative package.

Next, Phase 2 (FY 2009-2010) will focus concurrently on two areas: identifying and initiating action for specific opportunities for changes not requiring legislation, and identifying changes requiring legislation and compiling a comprehensive reform package. Finally, the goal for Phase 3 (FY 2011 and beyond) is to have a comprehensive travel reform package passed into law and proceed with full implementation. The Department is currently reviewing what statutory changes may be required and will forward proposed legislation through the Department's legislative program.

The Department believes that the three-phased approach will both enable and synchronize real reform and simplification of travel policies, and appreciates your support in making this a reality.

#### **Section 943 Study**

Section 943 of the 2007 National Defense Authorization Act mandated an independent study of DTS to determine the most cost-effective method of meeting DoD's travel requirements. The study resulted in a variety of near and long-term recommendations, many of which are outlined in this statement. All recommendations are ongoing and many have already been implemented. These include:

- Field DTS at remaining DoD sites. Currently, DTS is fielded to 96 percent of DoD sites, with projected completion by September 2009.
- Establish and publish a clear mandate for use of DTS for all travel that DTS is capable of efficiently supporting. This was completed in March 2008.
- Continue using the "Reservation Refresh" module in DTS to provide lowest-cost routing, access to a more complete airline flight inventory, and improve usability. Use of Reservation Refresh continues.
- Implement DTS usability improvements. The DTS Usability Review was completed in September 2008 and implementation of DTS Usability Review improvements will begin in early Fiscal Year 2010.
- Develop additional DTS functionalities to improve capability and a proactive strategy for absorbing legacy travel systems. Special Circumstance Travel, scheduled to be implemented in July 2009, will add an additional 29 trip types to DTS. Permanent

Duty Travel, scheduled to be implemented in October 2009, will provide the capability for approximately 700,000 military members to use DTS for this purpose.

- Develop a DTS “Commercial Travel Office Assistance Option” that allows the traveler to request the CTO to make reservations for the entire trip immediately after establishing the trip in DTS. This was implemented in September 2008.
- Conduct a comprehensive review of DoD travel regulations with the objective of substantially reducing the number of travel types. This is ongoing.
- Explore a service-oriented architecture (SOA) approach within limits of prudent risks. BTA completed a SOA pilot travel service, Trip Cost Estimator. The pilot identified risks and resulted in the development and validation of methodology for identifying and selecting candidate services. Trip Cost Estimator is now a deployable service, and is currently under review as part of the normal governance process.

#### **DTS and Defense Business Transformation**

DTS, supported by the BTA and DTMO, is one of the best examples of a successful collaboration within the Department to deliver an enterprise system with measurable value. Eliminating stovepipes and delivering enterprise solutions are key elements of the Department’s business transformation mission. To guide DTS and other enterprise solutions on a path toward successful transformation, the BTA recently adopted a set of guiding principles, known as the “Six S’s of Success.” These six principles - Strategic Alignment, Stovepipe Elimination, Standardize, Streamline, Simplify, and Systems and Services – are described in the context of DTS below:



- Strategic Alignment: Following the implementation of the Reservation Refresh module in 2007, DTS became easier to use and adoption increased. DTS supports alignment within the travel and finance communities and is *the* tool for travel management within the DoD.
- Stovepipe Elimination: DTS represents the seamless integration between the travel and finance communities, implementing the individual capabilities of each community without sacrificing the ability for tight integration. Improvements in DTS have broken down functional stovepipes that hindered effective processing of individual travel transactions.
- Standardize: DTS supports the DoD's compliance to travel regulations through its standardized business rules and policies. DoD travelers see the same available inventory, rates, and follow the same business rules in DTS.
- Streamline: The results are in the metrics. For example, payment for travel vouchers is provided in about a week, which is far above the requirement.
- Simplify: The Department recognizes that there is work to be done in this area. DTS is a complex system, in part because of the travel rules and regulations that must be embedded in the tool. As efforts to simplify travel policies progress, the DoD will be able to simplify and streamline the supporting processes for its travelers.
- Systems and Services: Positive results from DTS have enabled the Department to achieve another key "S" – Savings. Every reservation made and voucher paid through DTS saves the Department money.

The partnership between BTA and DTMO, and the adoption of these guiding principles have led to improvements in the DTS tool, a better experience for DoD travelers, and savings for the Department.

#### **Way Forward**

The Department has made significant progress in the past year, and has charted an ambitious path ahead. The Department will continue to:

- Improve the usability and functionality of DTS so that it remains a responsive and a valued tool for the traveler;
- Improve the Department's training program so that travelers will be comfortable with travel policy and using DTS;
- Enhance the traveler experience by understanding and acting on customer feedback;
- Maintain improvements to effectively support travelers through the Travel Assistance Center;
- Simplify travel policy and explore solutions for the next generation of travel.

#### **Conclusion**

The Department's efforts to enhance the usability and functionality of DTS are providing positive results for travelers. The continued exceptional growth in voucher processing, coupled with the favorable QuickCompass survey results, indicate improved customer satisfaction. With continued progress, it is expected that DTS will be DoD travelers' preferred method for making travel arrangements.

The BTA and the DTMO will continue to work in partnership to effectively reshape the Defense Travel Enterprise through results-oriented innovation to provide the best possible results and value for the DoD traveler, the Department, and the American taxpayers.

Mr. Chairman, thank you and the Members of the subcommittee for your continued support and the opportunity to appear and provide an update on the progress of DTS. We would be pleased to answer any questions you have at this time.

**Not for publication until released by the subcommittee**

**Prepared Statement**

**of**

**William B. Moore, Ph.D.**

**Vice President, LMI**

**Before the**

**House Committee on Armed Services  
Subcommittee on Oversight and Investigations**

**March 5, 2009**

**Not for publication until released by the subcommittee**

Good morning Mr. Chairman and members of this distinguished subcommittee. My name is Bill Moore and I am a Vice President at the Logistics Management Institute, known as LMI. Thank you for inviting me to testify before the subcommittee. Your letter of invitation asked for a discussion on the Defense Travel System (DTS) usability study that LMI completed in September of 2008 for the Defense Travel Management Office (DTMO) under LMI's contract with DoD/DTMO. You have asked that I focus on LMI's findings, recommendations and improvement strategy with regard to the DTS contained in our study.

As you may know, LMI is a 501(c)(3) not-for-profit corporation, founded in 1961 by Secretary of Defense Robert S. McNamara to provide unbiased strategic consulting services to government leaders and managers.

As a tax-exempt organization under I.R.C. section 501(c)(3), LMI does not engage in political activity or substantial lobbying. My intent today is neither to influence legislators nor to advocate adoption or rejection of a legislative position. The purpose of my testimony today is to inform you of LMI's findings, recommendations and improvement strategy with regard to the DTS. We remain neutral with regard to any effect our testimony may have on the Subcommittee's actions with regard to any agency functions, duties, or policies.

The views and opinions expressed in my testimony are solely those of LMI and do not reflect the views of the Defense Travel Management Office or the Department of Defense, or any other U.S. Government department or agency.

I will provide a brief overview of our approach to the review, discuss our findings, and end with our recommendations for improving the usability of DTS.

In the FY2007 National Defense Authorization, Section 943, Congress directed an independent study of DTS to determine the most cost-effective method of meeting DoD travel requirements. That study, by the Institute for Defense Analyses (IDA), showed that the most serious concern of DTS was its usability. DTMO has therefore intensified its focus on improving the system's ease of use for current users, as well as increasing utilization by commercial travelers. It asked LMI to assess the usability of the system for various types of users performing typical tasks.

We first identified the types of user groups and tasks they performed. Our team then conducted usability testing with approximately 280 participants having a mix of demographic characteristics and levels of experience with computers and the Internet. The participants included DoD military and civilian users from the four military services as well as other DoD components.

We grouped participants into four categories: travelers, lead or organizational Defense travel administrators (DTAs), financial DTAs, and routing officials. Participants in each group attempted to complete several role-specific scenarios representing common tasks, such as setting up a trip, canceling or modifying portions of a trip, or approving vouchers. We observed their performance of the tasks, captured usability metrics with automated software, and gathered participant comments and suggestions.

Our findings fall into three broad areas: performance-based issues that show statistical differences in success rates, based on user demographics; DTS-wide issues that affect the design of the overall system; and scenario-based issues stemming from the specific tasks given to users.

We found large differences in overall success rates for different types of users and the kinds of tasks they perform. The average success rate for travelers was only 42 percent; lead and organizational Defense travel administrators had a success rate of 61 percent; financial Defense travel administrators had a success rate of 73 percent; and for routing officials the success rate was 88 percent. In general, we found that many ordinary tasks are demonstrably difficult, inappropriately require users to understand complex underlying business processes, invite confusion and errors, lack sufficient online help, and are hampered by poor interface design.

On the basis of our findings, along with user comments and usability analysis, we developed recommendations for each scenario where users' success rate was less than 70 percent. We have enumerated these and other proposed changes in a series of 42 system change requests (CRs). Our recommendations fall into three broad areas:

- ◆ Performance-based—Our recommendations include making changes to the interface to better accommodate less experienced users, improving opportunities for training and system learnability, and ensuring that DTS provides enough feedback for users to know whether they have successfully completed a task.
- ◆ System-wide—Among our recommendations are to design DTS to be more like a traditional web application that functions within one browser window, complete with a “Back” button and a link to “Home”; make the system work more like commercial travel sites, with which many users are already familiar; ensure that the welcome screen has links that allow travelers to interact with trip documents; revise the format of the travel documents and organization of tasks; revise the

global navigation throughout the site; make link labels clear, unambiguous, and intuitive; and improve the help information for each screen.

Scenario-based—We make specific recommendations for several task scenarios, including trip cancellations, authorizations, justifications, user profiles, vouchers, international travel, element updating, conditional routing, and creating user groups.

The metrics we gathered can play a central role in benchmarking the usability of selected major components of the system, so that DTMO can assess the results of future design changes. Future improvements should be user-centered, data-driven, and research-based.

The focus of initial redesign efforts should be on the scenarios that less than 70 percent of users successfully completed. These areas are where users have the most difficulty, are the most critical, and have the greatest impact on user performance, so they are the highest priority candidates for making serious improvements to DTS. In particular, DTMO should focus first on the travelers' portion of the system, because those users had the worst success performance of the four groups that we tested.

Once DTMO makes the first changes to the travelers portion, it can decide whether to create a new set of traveler scenarios and repeat the same test process for a different set of travel-related tasks; or to next focus on the lead and organizational DTA scenarios, which generated the second worst performance in the original baseline test; or, in the interest of making quick and significant improvements to DTS, doing both concurrently. We have provided a strategic implementation plan that outlines the systematic, iterative



steps for changing critical portions of DTS, assessing the results, and then using the results to guide further refinements.

By making changes to the system and continually measuring progress, DTMO has a much greater chance of ultimately improving the usability of the DTS on the dimensions of user effectiveness, user efficiency, and user satisfaction with the system.

Thank you once again for the opportunity to appear before you. I'll be happy to answer any questions you might have.

United States Government Accountability Office

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**GAO**

Testimony  
Before the Subcommittee on Oversight  
and Investigations, Committee on Armed  
Services, House of Representatives

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For Release on Delivery  
Expected at 1:00 p.m. EST  
Thursday, March 5, 2009

## DOD BUSINESS TRANSFORMATION

### Status of DOD's Actions on Previous Recommendations for the Defense Travel System

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March 5, 2009

**DOD BUSINESS TRANSFORMATION****Status of DOD's Actions on Previous Recommendations for the Defense Travel System**

Highlights of GAO-09-416T, a testimony before the Subcommittee on Oversight and Investigations, Committee on Armed Services, House of Representatives

**Why GAO Did This Study**

In 1995, the Department of Defense (DOD) began an effort to implement a standard departmentwide travel system—the Defense Travel System (DTS). As part of its ongoing monitoring, GAO's April 2008 testimony before this subcommittee highlighted challenges confronted by the department in its implementation efforts. GAO's testimony today is based on its current follow-up work conducted at the request of this subcommittee, as well as the Subcommittee on Readiness. GAO's testimony today focuses on the actions DOD has taken to (1) implement previous GAO recommendations regarding implementation of DTS and related travel policies, (2) phase out legacy travel systems and their associated costs, and (3) implement electronic travel voucher processing. To address these objectives, GAO (1) analyzed specific documentation, such as test documentation, travel policies, and budget data, and (2) interviewed appropriate DOD travel personnel.

**What GAO Recommends**

Subsequent to this testimony, GAO plans to issue a report on the status of DOD's actions on GAO's previous recommendations, which will include any further recommendations needed to improve the department's implementation of DTS and ensure its success in the future.

View GAO-09-416T or key components.

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**What GAO Found**

GAO has made 14 recommendations aimed at improving DOD's management oversight and implementation of DTS and related travel policies to make DTS the standard departmentwide travel system. GAO considers 7 of the 14 recommendations closed and the remaining 7 recommendations as being open. The 7 closed recommendations pertained to premium-class travel, unused airline tickets, use of restricted airfare, proper testing of system interfaces, and streamlining of certain travel processes, such as the process for approving travel voucher expenses. GAO's analysis of the 7 closed recommendations found that the actions taken by the department responded to the intent of the recommendations. Of the 7 open recommendations, 3 related to the adequacy of DTS's requirements management and system testing, 3 to DTS underutilization, and 1 to developing an approach that will permit the use of automated methods to reduce the need for hard copy receipts to substantiate travel expenses. In the area of requirements management and testing, GAO found that while DTS's requirements management and testing process has improved, problems still persist. The problems were generally related to missing documentation, the limited scope of requirements testing performed, or both. In the area of DTS utilization, GAO found that the department still does not have in place the metrics to determine the number of manual travel vouchers that should have been processed through DTS.

Further, DOD does not have accurate and complete information on the number of legacy travel systems that are still in use by the military services. Defense Travel Management Office (DTMO) data indicates that there are 23 legacy travel systems, but military services' data identify 12—10 of which are on the DTMO list. In addition, GAO found that the department lacks visibility of the cost to operate and maintain these legacy systems. The DTMO and the military services could only provide limited cost data for each identified legacy travel system and the department's fiscal year 2009 information technology budget contained cost data for only 3 of the 23 systems on the DTMO list. According to the military services, some of the legacy systems will be needed even after DTS has been deployed to all intended locations because DTS will not include certain functionality, such as the processing of civilian permanent duty travel. Without a valid inventory of legacy travel systems, it is unlikely that DOD management or the Congress will receive reliable reports regarding when duplicative systems are likely to be eliminated and the annual savings available from avoiding the associated operating and maintenance costs.

Finally, GAO found that there is a significant difference between the costs of processing a travel voucher manually and electronically. Based upon departmental data, the fee charged to process a travel voucher manually is about 15 times greater than electronic voucher processing—approximately \$37 manually and \$2.50 electronically. Shutting down legacy travel systems, which require manual processing, would provide cost savings to the department related to the processing of travel vouchers.

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Mr. Chairman and Members of the Subcommittee:

Thank you for the opportunity to discuss our prior work and the preliminary results of our ongoing review of the Defense Travel System (DTS). This body of work was undertaken in response to a joint request by your subcommittee and the Subcommittee on Readiness, House Committee on Armed Services, and builds on prior GAO reports.<sup>1</sup> In December 1995, the Department of Defense (DOD) established the Program Management Office—Defense Travel System (PMO-DTS) to begin improving the department's travel operations by replacing existing travel systems with a single departmentwide system—DTS.<sup>2</sup> This endeavor was in response to the 1995 DOD Travel Reengineering Report issued by the DOD Task Force to Reengineer Travel that pinpointed the following three principal causes for the department's inefficient travel system: (1) travel policies and programs focused on compliance with rigid rules rather than mission performance, (2) travel practices that did not keep pace with travel management improvements implemented by industry, and (3) nonintegrated travel systems.<sup>3</sup>

Today, our testimony will focus on the actions DOD has taken to

- implement previous GAO recommendations regarding implementation of DTS and related travel policies,
- phase out legacy travel systems and their associated costs, and

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<sup>1</sup>GAO, *DOD Business Transformation: Defense Travel System Continues to Face Implementation Challenges*, GAO-06-18 (Washington, D.C.: Jan. 18, 2006) and *Defense Travel System: Reported Savings Questionable and Implementation Challenges Remain*, GAO-06-980 (Washington, D.C.: Sept. 26, 2006).

<sup>2</sup>DOD expects DTS to perform all functions related to travel or ensure that other systems are provided with adequate information to provide this functionality. For example, obligating funds associated with travel is a necessary function, and DTS is expected to (1) make sure that adequate funds are available before authorizing travel either through information contained in its system or by obtaining the necessary information from another system, (2) obligate funds through issuance of approved travel orders or other appropriate documentation, and (3) provide DOD's financial management systems with the necessary information so that those other systems can record the obligation. Since DTS is required to ensure that all travel-related functionality is properly performed, DOD commonly refers to DTS as an end-to-end travel system.

<sup>3</sup>Department of Defense, *Report of the Department of Defense Task Force to Reengineer Travel* (Arlington, Va., January 1995).

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- implement electronic travel voucher processing.

We have discussed the preliminary findings included in this testimony with DOD officials. After completing additional work, we plan to issue a report on the status of DOD's actions on GAO's previous recommendations, which will include any further recommendations needed to improve the department's implementation of DTS and ensure its success in the future.

To address the first objective, for those recommendations that department officials said were implemented, we analyzed specific documentation, such as test documentation, to assess whether we concurred with their assertions. For the remaining recommendations, we identified specific actions the department had taken, or planned to take, and provided our perspective on whether those actions did or would respond to the recommendations and intent. We also met with officials from the Defense Travel Management Office (DTMO), the PMO-DTS, and the prime contractor, as appropriate, to obtain an understanding of the status of the recommendations. To address the second objective we obtained an understanding of the military services plans for phasing out of the legacy travel systems. Additionally, we obtained and analyzed listings of legacy travel systems from DTMO and the military services and reviewed fiscal year 2009 budget data to identify the legacy travel systems used by each service, and the cost associated with operating and maintaining these systems. Finally, to address the cost-effectiveness of processing travel vouchers, we reviewed the methodology used by DFAS to determine the cost charged to a customer for processing a travel voucher electronically versus manually. We performed our work from July 2008 through March 2009 in accordance with U.S. generally accepted government auditing standards. Details on our scope and methodology are included in appendix I. We discussed the preliminary findings included in this testimony with DOD officials responsible for this program.

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## Background

In September 1993, the National Performance Review<sup>4</sup> called for an overhaul of DOD's temporary duty (TDY) travel system. In response, DOD created a task force to examine the department's travel operations.<sup>5</sup> The task force found that those operations were costly, inefficient, fragmented,

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<sup>4</sup>The National Performance Review was an interagency task force established on March 3, 1993, to reform the way the federal government operated.

<sup>5</sup>The task force was called the DOD Task Force to Reengineer Travel.

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and did not adequately support DOD's mission travel needs. On December 13, 1995, the Under Secretary of Defense for Acquisition and Technology (AT&L) and the Under Secretary of Defense (Comptroller)/Chief Financial Officer issued a memorandum, "Reengineering Travel Initiative," which established the PMO-DTS and tasked it with acquiring travel services that would be used DOD-wide. In a 1997 report to the Congress, the DOD Comptroller reported that the existing DOD TDY travel systems were never designed to be integrated.<sup>6</sup> The report stated that because there was no centralized focus on the department's travel practices, the travel policies were issued by different organizations and the process had become fragmented and "stovepiped." The report further noted that there was no vehicle in the current structure to overcome these deficiencies as no single individual or organization within the department had specific responsibility for management control of DOD TDY travel.

In 1998, the department initiated efforts to develop and implement DTS to provide the department with a single, integrated, end-to-end travel system. According to DTMO officials, the department projects that DTS will be deployed to all intended locations—about 9,800— during fiscal year 2009. In response to congressional concerns regarding the implementation and operation of DTS, the John Warner National Defense Authorization Act for Fiscal Year 2007 directed that the department have an independent assessment of DTS to determine the most cost-effective method of meeting DOD's travel requirements.<sup>7</sup> The assessment, which was completed by the Institute for Defense Analyses (IDA) in March 2007,<sup>8</sup> focused on three mandatory elements specified in the legislation. The first two pertained to the department's travel reservation process and the third to the feasibility of making the DTS financial infrastructure<sup>9</sup> mandatory for all DOD travel transactions and phasing out legacy travel systems.

The IDA study found that the department's mid-February 2007 updates to DTS effectively addressed the underlying issues and concerns raised by

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<sup>6</sup>Office of the Under Secretary of Defense (Comptroller), *Department of Defense Travel Reengineering Pilot Report to Congress* (Arlington, Va., June 1997).

<sup>7</sup>Pub. L. No. 109-364, §943, 120 Stat. 2083, 2365 (Oct. 17, 2006).

<sup>8</sup>Institute for Defense Analyses, *Assessment of the Potential to Improve the Cost-Effectiveness of the Defense Travel System* (Alexandria, Va., March 2007). DOD refers to this report as the IDA study.

<sup>9</sup>DTS financial infrastructure includes voucher processing, accounting, disbursing, debt collection, management accountability, and archival functions.

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the study regarding continued use of DTS's travel reservation process and recommended its continued use. Regarding the feasibility of making DTS mandatory for all DOD travel transactions, the study concluded that while the institute found that legacy systems are being used even when DTS could be used, there were situations—such as certain travel types (e.g., permanent change of station) that DTS cannot accommodate and sites where DTS has not yet been fielded—that must be addressed before the use of DTS can be made mandatory DOD-wide. As a result, the study recommended that DOD mandate the use of DTS for all travel that it is currently capable of supporting.

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**DOD Has Made Progress in Addressing GAO Recommendations, but Additional Actions Are Needed**

Our January 2006<sup>10</sup> and September 2006<sup>11</sup> reports contained 14 recommendations aimed at improving DOD's management oversight and implementation of DTS and related travel policies. DOD officials have indicated that the department has taken action to close all 14 of our recommendations. However, based upon our work to date to validate DOD's actions, we consider 7 of the 14 recommendations as closed and the remaining 7 open. The 7 closed recommendations pertained to premium-class travel, unused airline tickets, use of restricted airfare, proper testing of system interfaces, and streamlining of certain travel processes, such as the process for approving travel voucher expenses. Our preliminary analysis of the 7 closed recommendations found that the actions taken by the department responded to the intent of our recommendations; however, we need to perform additional work to validate the department's closed status regarding these recommendations. Of the 7 open recommendations, 3 related to the adequacy of DTS's requirements management and system testing, 3 related to DTS underutilization, and 1 related to developing an approach that will permit the use of automated methods to reduce the need for hard copy receipts to substantiate travel expenses. Below are two examples of where DOD has acted upon our prior recommendations and two examples where the recommendations remain open.

**Premium-class travel.** We reported in January 2006<sup>12</sup> that the commercial travel offices (CTO) were not adhering to the department's policy

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<sup>10</sup>GAO-06-18.

<sup>11</sup>GAO-06-980.

<sup>12</sup>GAO-06-18.

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restricting the use of premium-class travel and recommended that the department take action to ensure that CTOs do so.<sup>13</sup> Because each premium-class ticket costs the government up to thousands of dollars more than a coach-class ticket, unauthorized premium-class travel can result in millions of dollars in unnecessary travel costs annually. Our preliminary work found that the department has made changes to DTS requiring approval of premium-class travel by the authorizing official prior to the issuance of the airline ticket to the traveler by the CTO. Additionally, in October 2007, DOD released a Web-based management tool, which captures premium-class travel approvals and provides monthly reports related to premium-class travel to DTMO. Further, according to DOD officials, the CTO contracts include a monthly reporting requirement regarding premium-class travel. The department's actions are responsive to the intent of our recommendation.

**Unused airline tickets.** We reported in January 2006<sup>14</sup> that DOD had not recovered millions of dollars in airline tickets that DOD travelers purchased but did not use.<sup>15</sup> To address this issue, we recommended that the department consider the viability of using commercial databases to identify unused airline tickets, for which reimbursement should be obtained, and to help ensure that the actual travel taken was consistent with the information shown on the travel voucher. In its efforts to implement this recommendation, DTMO found that commercial sources could not readily identify unused airline tickets. In implementing this recommendation, DTMO officials acknowledged that the ongoing CTO initiative, which is scheduled for completion by June 2009, requires CTOs to identify and cancel an unused airline ticket 90 days after the planned trip date and then initiate the refund process. CTOs will be required to provide monthly unused airline ticket reports. DTMO officials stated that as the department negotiates new CTO contracts, this reporting requirement will be included in all new contracts. The department's actions are responsive to the intent of our recommendation.

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<sup>13</sup>Federal travel regulations define premium-class travel as any class of accommodation above coach-class, that is, first or business class. General Services Administration and DOD regulations state that travelers must use coach-class accommodations for official business air travel—both domestic and international—except when a traveler is specifically authorized to use premium-class. These regulations restrict premium-class travel to limited circumstances.

<sup>14</sup>GAO-06-18.

<sup>15</sup>GAO, *DOD Travel Cards: Control Weaknesses Led to Millions of Dollars Wasted on Unused Airline Tickets*, GAO-04-398 (Washington, D.C.: Mar. 31, 2004).



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**Requirements management and system testing.** Our January 2006 and September 2006 reports<sup>16</sup> noted problems with DTS's ability to properly display flight information and traced those problems to inadequate requirements management and system testing. Specifically, the system was not displaying all eligible flights that travelers could choose within their anticipated departure and arrival times due to inadequately defined requirements. Properly defined requirements are a key element in developing and implementing systems that meet their cost, schedule, and performance goals since requirements define the (1) functionality that is expected to be provided by the system and (2) quantitative measures by which to determine through testing whether that functionality is operating as expected. We recommended that DOD implement the processes necessary to provide reasonable assurance that requirements are properly documented and adequately tested and to simplify the display of airfares in DTS. To determine if the department acted on our three previous recommendations, we selected 90 requirements related to DTS's display of flight information for detailed review and analysis of the testing performed. We also selected an additional 119 requirements that were covered by DOD's testing process that was newly implemented in July 2007. Based upon our preliminary analysis and discussions with DTMO, PMO-DTS, and the prime contractor for the development and implementation of DTS, we found that while DTS's requirements management and testing process has improved, problems still persist. The problems were generally related to missing documentation, the limited scope of requirements testing performed, or both. For example, one requirement indicated that DTS should not allow a traveler to select flight departure or arrival dates that were outside the established itinerary trip dates. Our review of DOD's test of this requirement showed that only 3 of the 6 boundary conditions needed to fully test this requirement had been tested. Neither DOD nor its contractor could provide documentation supporting testing for the day after the traveler's departure date, the day before the arrival date, and the day after the arrival date. Based on our analysis, this requirement was not adequately tested.

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<sup>16</sup>GAO-06-18 and GAO-06-980.

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Another requirement indicated that if the contract carrier for the specified General Services Administration (GSA) city pair<sup>17</sup> is Southwest, then DTS shall identify the available flights based on Southwest's published Y-class fares for the specified city pair.<sup>18</sup> Our analysis found that the test documentation associated with this requirement only displayed the flights for GSA limited availability fares, which did not include the Southwest Y-class fares called for by the requirement. Therefore, this requirement was not adequately tested.

Our review of the 119 requirements included in DOD's new testing process disclosed that the process does not fully address the problems related to weak requirements management and system testing that we identified in our prior DTS reports. For example, we found that requirements were not adequately tested. The three recommendations we made in the area remain open. The department has provided additional documentation and we are in the process of analyzing the documentation to determine the extent to which the revised requirement management and testing processes have improved.

**DTS underutilization.** Our January 2006 and September 2006 reports<sup>19</sup> noted the challenge facing the department in attaining planned DTS utilization. More specifically, as discussed in our September 2006 report, we found that while the military services have issued various memorandums that mandate the use of DTS to the fullest extent possible at those sites where DTS has been deployed, sites were still using legacy travel systems to process TDY travel. Additionally, we found that the department did not have reasonable quantitative metrics to measure and reliably report on the extent to which DTS was actually being used. As of the issuance of our September 2006 report, DTS utilization rates reported

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<sup>17</sup>GSA awards contracts to airlines to provide flight services between pairs of cities. This is commonly referred to as the GSA city pair program. Under this program (1) no advance ticket purchases are required, (2) no minimum or maximum length of stay is required, (3) tickets are fully refundable and no charges are assessed for cancellations or changes, (4) seating is not capacity controlled (i.e., as long as there is a coach-class seat on the plane, the traveler may purchase it), (5) no blackout dates apply, (6) fare savings average 70 percent over regular walk-up fares, and (7) fares are priced on one-way routes permitting agencies to plan for multiple destinations.

<sup>18</sup>Airlines distinguish levels of flight services, for example, first class or coach, and restrictions associated with a fare by what is referred to as a fare class. Fare class Y refers to a full fare unrestricted economy coach fare.

<sup>19</sup>GAO-06-18 and GAO-06-980.

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by DOD were based on the DTS Voucher Analysis Model<sup>20</sup> developed in calendar year 2003 using military service data, which were not verified or validated. Furthermore, PMO-DTS officials acknowledged that the model had not been updated with actual data over the years. As a result, estimated DTS utilization reported to DOD management and the Congress was questionable. In our September 2006 report,<sup>21</sup> we recommended that (1) the department develop a process by which the military services would use validated quantitative data from DTS and their individual legacy systems to identify the total universe of DTS-eligible transactions on a monthly basis and (2) these data be used to update the DTS Voucher Analysis Model to report actual DTS utilization rates.

Our preliminary observations show that while the department has taken some action to implement this recommendation, DOD still does not have reasonable quantitative metrics to measure the extent of DTS utilization as its metrics continue to be based, at least in part, on estimates. DTMO officials stated that DOD no longer uses the DTS Voucher Analysis Model to report DTS utilization. Instead, in March 2007, DTMO began consolidating travel voucher processing data provided by the military services and publishing this information in the Defense Travel Enterprise Quarterly Metrics Reports. These reports include metrics for DTS fielding, DTS voucher processing, and DTS reservation module usage performance.<sup>22</sup> These reports are provided to DOD management and the military services and include military service data for legacy systems and data available from DTS. The Defense Travel Enterprise Quarterly Metrics Report states that the number of TDY vouchers processed in legacy

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<sup>20</sup>DOD developed a model in calendar year 2003 that compares the expected usage against the actual usage. The expected usage was obtained by using historical data, such as ticket counts, to determine the expected number of vouchers processed by a given location. For example, if a location had 1,000 vouchers as its expected number of vouchers per the model, but processed 750 actual vouchers through DTS, then the PMO-DTS model considered that that location had achieved a 75 percent utilization rate. The model then took the individual computations for each DTS location and "rolled them up" to determine the total utilization for individual service performance on a monthly basis.

<sup>21</sup>GAO-06-980.

<sup>22</sup>DTS fielding metrics are intended to quantify the number of locations at which DTS has been implemented (or fielded), the number of locations where implementation is in progress, and the number of locations where DTS implementation is planned but not yet started. The DTS usage for vouchers processed measures the percentage of TDY vouchers processed in DTS. This metric is calculated by dividing the number of approved vouchers processed in DTS (numerator) by the sum of DTS and legacy system (non-DTS) vouchers processed (denominator).

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systems is an estimate because of limitations in DTMO's ability to collect these data from the legacy systems of the military services and defense agencies. Military service officials stated that they are unable to determine the number of legacy system vouchers that should have been processed by DTS (total universe of travel vouchers). As of September 30, 2008, DTS's reported voucher processing utilization rates were 73 percent for the Army, 64 percent for the Navy, and 49 percent for the Air Force.

Because the department is unable to identify the total universe of travel vouchers, the estimated utilization rates may be over- or understated and the three recommendations in this area remain open. In our September 2006 report,<sup>23</sup> we reported that the DTS utilization rate should be calculated by comparing actual vouchers processed in DTS to the total universe of vouchers that should be processed in DTS. The universe would exclude those travel vouchers that could not be processed through DTS, such as those related to permanent change of station or deployment travel.

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### DOD Lacks Complete and Accurate Information About Legacy Travel Systems

A key component of DOD's efforts to transform its travel process is the elimination of the department's legacy travel systems. As highlighted in the 1995 DOD Travel Reengineering Report, continued use of legacy travel systems not only diminishes the efficiency of the department's travel operations, it also results in additional costs. Our preliminary work found that the department has not yet identified and validated the number of legacy travel systems still used by the military services and the cost of operating them. Information provided by DTMO indicates that the military services are still using 23 legacy travel systems. However, information provided by the military services identified only 12 legacy travel systems—10 of which were included on the DTMO list.<sup>24</sup> Regarding potential savings, other than budget information provided by the military services for four legacy travel systems, cost information for the other legacy travel systems was not provided.

We reviewed the department's fiscal year 2009 information technology budget in an attempt to identify the universe of legacy travel systems and their associated operating and maintenance costs. However, 20 of the 23 systems on DTMO's list were not identified in the budget. Without a valid

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<sup>23</sup>GAO-06-980.

<sup>24</sup>The Army, the Navy, and the Air Force indicated that they operate and maintain five, five, and two legacy travel systems, respectively.

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inventory of legacy travel systems, it is unlikely that DOD management or the Congress—in particular, this subcommittee—will receive reliable reports regarding when these systems are likely to be eliminated and the continuing annual cost to operate and maintain them. Furthermore, without accurate information about legacy travel systems, DOD is at risk of not fully achieving its goal of eliminating stovepiped legacy travel systems.

Some legacy travel systems will be used for the foreseeable future even after DTS is deployed to all its intended locations during fiscal year 2009. For example, the Air Force has indicated that it will continue to operate and maintain the Reserve Travel System to process permanent duty travel by civilians. Similarly, the Army will continue to operate and maintain its Windows Integrated Automated Travel System for the same purpose. This functionality is not in DTS and the department does not currently have a time frame for including this functionality.

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### Electronic Processing of Travel Vouchers Is More Cost Effective

Continued operation of legacy travel systems, particularly where DTS has been deployed, diminishes savings available through electronic processing of travel vouchers and related travel information. At present, it is not possible to measure the lost savings because DOD has not identified the total universe of travel vouchers that it ideally should be processing electronically, nor does DOD have accurate information about legacy travel systems currently in use.

As long as the military services continue to use legacy travel systems, they will continue to rely on manual versus electronic voucher processing even at locations where DTS has been deployed. As a result, these DOD components pay DFAS higher fees to process travel vouchers. Given that the Army is DFAS's largest customer of manually processed travel vouchers, DFAS officials stated that the Army will benefit the most from the electronic voucher processing capabilities that DTS provides. DFAS provides only limited manual travel voucher processing for the Navy and the Air Force. As new functionality is added to DTS, the use of legacy travel systems should decrease, resulting in a reduction of the aggregate DFAS cost to process manual vouchers. For example, the department reported that in fiscal year 2008, the Army processed more than 1.5 million vouchers, and about 1.1 million of those vouchers were processed through DTS. However, as discussed above, both DFAS and Army officials acknowledged that they are unable to determine how many of the remaining 400,000 legacy system travel vouchers should have been processed by DTS (the total universe of travel vouchers).

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In addition, our preliminary work to review the reasonableness of the rates DFAS charges for electronic and manual travel voucher processing identified some calculation errors. For fiscal year 2009, DFAS estimates it will charge DOD components an average of \$2.47 for travel vouchers processed electronically and \$36.52 for travel vouchers processed manually. However, in reviewing the price computation, we found that DFAS allocated too much general and administrative cost to its travel voucher processing activities. DFAS personnel were unaware of the error until our review, but indicated that it was most likely a misinterpretation of the guidance.

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## Concluding Remarks

Overhauling DOD's financial management and business operations represents a daunting challenge. DTS implementation is an example of the difficulties the department faces in achieving transformation of its travel operations through implementation of best practices and a standardized travel system. With over 3.3 million military and civilian personnel as potential travel system users, at approximately 9,800 locations around the world, the sheer size and complexity of the undertaking overshadows any such project in the private sector. As we have previously reported, because each DOD component receives its own funding for the operation, maintenance, and modernization of its own systems, nonintegrated, local business systems have proliferated throughout the department. The elimination of stovepiped legacy systems and use of less expensive electronic processing, which could be achieved with the successful implementation of DTS, are critical to realizing the anticipated savings.

In closing, we also would like to reiterate that following this testimony, we plan to issue a report on the status of DOD's actions on GAO's previous recommendations, which will include any further recommendations needed to improve the department's implementation of DTS and ensure its success in the future.

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Mr. Chairman, this concludes my prepared statement. We would be happy to answer any questions that you or other members of the subcommittee may have at this time.

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### Contacts and Acknowledgments

For further information about this testimony, please contact Asif A. Khan at (202) 512-9095 or [khana@gao.gov](mailto:khana@gao.gov). Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this testimony. In addition to the above contacts, the following individuals made key contributions to this testimony: Darby Smith, Assistant Director; Evelyn Logue, Assistant Director; J. Christopher Martin, Senior-Level Technologist; F. Abe Dymond, Assistant General Counsel; Jehan Abdel-Gawad; Beatrice Alff; Margaret Mills; and John Vicari.

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## Appendix I: Scope and Methodology

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To determine the status of our 14 recommendations<sup>1</sup> to improve the Department of Defense's (DOD) travel processes and Defense Travel System (DTS) implementation, we met with representatives of the Defense Travel Management Office (DTMO) and the Program Management Office-Defense Travel System (PMO-DTS) to obtain an understanding of actions taken, under way, or planned by the department in response to our recommendations. We obtained and analyzed documentation, such as policies, procedures, and testing documentation, that supported the actions DOD has taken. More specifically, to determine the specific actions taken related to our previous recommendations on requirements management and system testing, in November 2008, we analyzed 90 requirements and reviewed relevant documentation to determine if the requirements had been tested and the result of the tests. The requirements selected for review related primarily to the display of flight information—since that was an area of concern in our prior work. Subsequently, in January 2009, we analyzed another 119 requirements because the program's requirements management and testing practices changed in July 2007, and we wanted to verify whether the changes had been effectively implemented. We discussed the results of our requirements management and system testing analysis with representatives of the DTMO, the PMO-DTS, and the prime contractor. For some recommendations, such as the one related to premium-class travel, we obtained a demonstration of the new procedures that had been implemented and reviewed reports produced by DTS when premium-class travel was taken. Furthermore, to obtain an understanding of the actions taken to address the concerns we had reported regarding DTS utilization, we met with officials in the DTMO, PMO-DTS, and travel management representatives of the military services.

To assess DOD's plans regarding the use of legacy travel systems after the DTS is fully implemented, we obtained legacy travel system inventory data from the DTMO and compared them with data obtained from military service personnel responsible for travel for their respective components to determine if there were any differences. We also obtained from the military services a listing of the legacy travel systems that will continue to operate once the DTS is deployed to all intended locations and the rationale for the continued operation of these systems. To determine the cost to operate and maintain the legacy travel systems, we requested

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<sup>1</sup>GAO, *DOD Business Transformation: Defense Travel System Continues to Face Implementation Challenges*, GAO-06-18 (Washington, D.C.: Jan. 18, 2006), and *Defense Travel System: Reported Savings Questionable and Implementation Challenges Remain*, GAO-06-980 (Washington, D.C.: Sept. 26, 2006).



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information from the DTMO and the military services. In addition, we reviewed the department's fiscal year 2009 information technology budget request to identify the universe of legacy travel systems and their associated operating and maintenance costs.

To assess the reasonableness of DOD's cost estimates for processing travel vouchers electronically versus manually, we met with Defense Finance and Accounting Service (DFAS)-Indianapolis officials to obtain an understanding of the methodology used to determine the price charged a customer to process a travel voucher. More specifically, we (1) obtained and analyzed documentation supporting the methodology used by the DFAS to compute the cost estimates for electronically and manually processing a travel voucher and (2) used our cost assessment guide<sup>2</sup> as a reference to determine whether the DFAS considered all appropriate and reasonable cost elements in developing its computation of costs for processing manual and electronic travel vouchers.

We conducted fieldwork from July 2008 through March 2009 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for the preliminary findings and conclusions presented in this testimony based upon the audit objectives. We discussed the preliminary findings included in our testimony with DOD officials. After completing additional work, we plan to issue a report on the status of DOD's actions on GAO's previous recommendations, which will include any further recommendations needed to improve the department's implementation of DTS and ensure its success in the future.

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<sup>2</sup>GAO, *Cost Assessment Guide: Best Practices for Estimating and Managing Program Costs* (Exposure Draft), GAO-07-1134SP (Washington, D.C.: July 2007).

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BRIN C. CONATON, STAFF DIRECTOR

March 17, 2009

The Honorable Michael B. Donley  
Secretary of the Air Force  
1670 Air Force Pentagon  
Room 4E878  
Washington, DC 20330-1670

Dear Secretary Donley:

The House Armed Services Subcommittee on Oversight and Investigations held a hearing on the status and planned improvements to the Defense Travel System (DTS) on Thursday, March 5, 2009. Department of Defense (DOD) and Government Accountability Office testimony indicated that the Defense Travel Management Office and others estimate the cost of maintaining costly and inefficient legacy systems within the DOD travel enterprise to be as much as \$1 billion annually, even though the precise identity of these systems seems to be somewhat elusive. This testimony was disheartening, given this subcommittee's two-year emphasis on coherent, efficient, integrated business information technology systems for the Department of Defense.

We note that the requirements of sections 186 and 2222, Title 10, U.S. Code, enacted as part of the Ronald Reagan National Defense Authorization Act for Fiscal Year 2005, combined with the recently enacted section 904 of the Duncan Hunter National Defense Authorization Act for Fiscal Year 2009, require the Defense Business System Management Committee, of which you are a member, to provide: a listing of legacy systems that fall outside the defense business system enterprise architecture, a plan for the systems' termination, and a listing of legacy systems that will endure. Therefore, we ask that you provide the Oversight and Investigations Subcommittee with a comprehensive list of any and all Air Force legacy travel systems being used today, whether each system is scheduled for termination and when, and how any enduring legacy travel systems fit into the Air Force's business systems architecture. For each system, please give us information regarding the cost of that system, how much travel it handles each year, the funding source(s) for it, and any contract(s) that apply.

Should you have any questions, please contact Ashley Alley on the committee staff at (202) 226-7164 or at [Ashley.Alley@mail.house.gov](mailto:Ashley.Alley@mail.house.gov).

Sincerely,

  
Vic Snyder  
Chairman

  
Rob Wittman  
Ranking Member

VFS/RW:ak  
cc: General Norton A. Schwartz  
The Honorable Michael Dominguez

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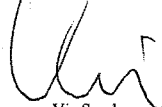
The Honorable Preston M. Geren  
 Secretary of the Army  
 101 Army Pentagon  
 Room 3E560  
 Washington, DC 20310-0101

Dear Secretary Geren:

The House Armed Services Subcommittee on Oversight and Investigations held a hearing on the status and planned improvements to the Defense Travel System (DTS) on Thursday, March 5, 2009. Department of Defense (DOD) and Government Accountability Office testimony indicated that the Defense Travel Management Office and others estimate the cost of maintaining costly and inefficient legacy systems within the DOD travel enterprise to be as much as \$1 billion annually, even though the precise identity of these systems seems to be somewhat elusive. This testimony was disheartening, given this subcommittee's two-year emphasis on coherent, efficient, integrated business information technology systems for the Department of Defense.

We note that the requirements of sections 186 and 2222, Title 10, U.S. Code, enacted as part of the Ronald Reagan National Defense Authorization Act for Fiscal Year 2005, combined with the recently enacted section 904 of the Duncan Hunter National Defense Authorization Act for Fiscal Year 2009, require the Defense Business System Management Committee, of which you are a member, to provide: a listing of legacy systems that fall outside the defense business system enterprise architecture, a plan for the systems' termination, and a listing of legacy systems that will endure. Therefore, we ask that you provide the Oversight and Investigations Subcommittee with a comprehensive list of any and all Army legacy travel systems being used today, whether each system is scheduled for termination and when, and how any enduring legacy travel systems fit into the Army's business systems architecture. For each system, please give us information regarding the cost of that system, how much travel it handles each year, the funding source(s) for it, and any contract(s) that apply.

Should you have any questions, please contact Ashley Alley on the committee staff at (202) 226-7164 or at [Ashley.Aleley@mail.house.gov](mailto:Ashley.Aleley@mail.house.gov).

  
 Vic Snyder  
 Chairman

Sincerely,

  
 Rob Wittman  
 Ranking Member

VFS/RW:ak  
 cc: General George W. Casey, Jr.  
 The Honorable Michael Dominguez



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## HOUSE COMMITTEE ON ARMED SERVICES

U.S. House of Representatives

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The Honorable B. J. Penn  
 Acting Secretary of the Navy  
 1000 Navy Pentagon  
 Washington, DC 20350-1000

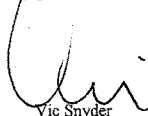
Dear Mr. Penn:

The House Armed Services Subcommittee on Oversight and Investigations held a hearing on the status and planned improvements to the Defense Travel System (DTS) on Thursday, March 5, 2009. Department of Defense (DOD) and Government Accountability Office testimony indicated that the Defense Travel Management Office and others estimate the cost of maintaining costly and inefficient legacy systems within the DOD travel enterprise to be as much as \$1 billion annually, even though the precise identity of these systems seems to be somewhat elusive. This testimony was disheartening, given this subcommittee's two-year emphasis on coherent, efficient, integrated business information technology systems for the Department of Defense.

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Should you have any questions, please contact Ashley Alley on the committee staff at (202) 226-7164 or at [Ashley.Alley@mail.house.gov](mailto:Ashley.Alley@mail.house.gov).

Sincerely,



Vic Snyder  
Chairman



Rep. Wainman  
Ranking Member

VFS/RW:ak  
 cc: Admiral Gary Roughead  
 General James T. Conway  
 The Honorable Michael Dominguez



THE ASSISTANT SECRETARY OF THE NAVY  
(FINANCIAL MANAGEMENT AND COMPTROLLER)  
1000 NAVY PENTAGON  
WASHINGTON, D.C. 20350-1000

April 27, 2009

The Honorable Vic Snyder  
Chairman, Subcommittee on  
Oversight and Investigations  
House of Representatives  
Washington, DC 20515-6035

MAY 07 2009

Dear Mr. Chairman:

Thank you for your letter of March 17, 2009 concerning legacy travel systems. I am responding on behalf of the Secretary of the Navy.

A legacy travel system is a system that prepares the travel order itself or processes the travel voucher that supports the payment. In the Department of the Navy (DoN) target architecture, the Defense Travel System (DTS) or other Department of Defense (DoD) Enterprise systems will have the ability to support both. Current plans call for DTS to replace these legacy systems when the required capability is delivered.

There are currently five legacy travel systems used within the DoN. Four systems support order-writing and the remaining system, Windows Integrated Automated Travel System, is owned and operated by the Defense Finance and Accounting Service and supports voucher processing. Detailed information about these systems, to include termination dates, is provided in the enclosure.

A similar response is being provided to Congressman Wittman. We appreciate the opportunity to provide you this information. If I can be of further assistance, please let me know.

Sincerely,

John W. McNair  
Acting

Enclosure

A	B	C	D	E	F	G	
Acronym	Full Name	Service or Agency	Is this the primary function of this system? If "Yes," go to Column J. If "No," continue with Column F.	What is the primary function of this system?	Will this system interface with your Service/Agency database solution or any other? If "Yes," list the interface.	Is this system capable of integrating with DTS using the Import/Export tool? If "Yes," does this solution provide a complete end-to-end solution for the traveler?	
1	WINATS Windows Integrated Automated Travel System	DFAS (Navy, Army)	Yes				
2	NROWS Navy Reserve Order Writing System	NAVY	No	Reserve Human Resources/Military Pay/Order Writing System	This system will be replaced by the 'CIMHRS solution'	Yes/Yes	
3	NEAMS Naval Facilities and Engineering Command Enterprise Architectural Information Management System	NAVY	No	NEAMS is a multi-use administrative system expected to continue in operation until 30 June 2009.	No	No	
4	WinATDS Windows Automated Travel Order System	NAVY	Yes				
5	ROWS Reserve Order Writing System	USMC	No	Initiate and process Call to Duty Orders for Marine Corps Reservists and enforce fiscal controls.	This system will be replaced by the 'CIMHRS solution'	Yes, utilizing IE would provide an end to end solution for USMC Call to Duty orders.	

A	B	C	D	E	F	G	H	I	J	K	L
1	Acronym	Full Name	Service of Agency	Can the travel function of this system be turned off? If "Yes," will this result in any savings in O&A costs for the Department? How much?	List all of the travel functions performed by this system?	Which of the functions listed in Column J cannot be performed by DTS?	Is your Service/Agency using this system to perform any travel function that DTS does not perform? If "Yes," explain why.				
1	WRIATS	Windows Integrated Automated Travel System	DFAS (Navy, Army)		Travel voucher processing for all temporary duty travel and permanent duty travel.	Permanent duty travel	Yes. This system is the primary system used to process travel vouchers for reasons aboard surface ships. DTS lacks connectivity to allow for implementation aboard ship. This system is also used to process travel vouchers for Navy Reservists whose orders are created in NROWS. The Navy is currently working pilot programs that, if successful, will eliminate the need to use WRIATS.				
2	NROWS	Navy Reserve Order Writing System	NAVY		None	DTS is not programmed to capture all required information and Legacy Pay data used to call reservists to active duty.	No				
3	NEAMIS	Naval Facilities and Engineering Command Enterprise Management Information System	NAVY		Produces printable travel authorizations for local hire foreign nationals.	Printable travel authorizations for local hire foreign nationals.	No				
4	WriATOS	Windows Automated Travel Order System	NAVY		Provides local administration of command TADTAR with account creation, obligation management, obligation reconciliation and budget tracking/reporting tools with a supporting database. Provides for networked travel request approval processing.	DTS cannot perform any of these functions for most Navy ships.	Yes. This system is the primary system used for travel aboard surface ships. DTS lacks connectivity to allow for implementation aboard ship. OPNAV is currently funding a pilot study to provide shore support functionality that links DTS to TOPS aboard ship.				
5	ROWS	Reserve Order Writing System	USMC	No	ROWS calculates Travel and Pay Diem expenses in addition to Pay & Allowance costs for all Call to Duty orders for Marine Reservists. ROWS also provides one approval for all estimated costs.	Mass Orders, "Special Action" orders (MCBCCM, "Hard Holds" on Orders which meet specific parameters), OCONUS orders, Back-b-Back orders, TDY on top of Call to Duty orders. One approval authority and funds management for both Pay & Allowance and Travel & Pay Diem costs.	No				

A	B	C	D	M	N	O	
	Acronym	Full Name	Service or Agency	Can this system be retired today? If "yes," go to Column P. If "no," continue with Column M.	Can this system be retired when all currently planned DTS functionality is implemented? If "yes," go to Column P. If "no," continue with Column O.	Explain your Service/Agency rationale for continuing to operate and maintain this system once all planned DTS functionality is implemented?	O&S Costs Volume of Travel Orders
1	WINATS	Windows Integrated Automated Travel System	DFAS (Navy, Army)	No	No	The Navy does not maintain this system, but will need to continue using this system (or another replacement system) to process and pay travel vouchers for functionality that is not included in DTS.	This system is funded and the contract managed by DFAS. Last paid DFAS \$60K in FY 08 DON paid DFAS \$60K.
2	NPOWS	Navy Reserve Order Writing System	NAVY	No	No	DTS functionality does not include HR and MIL Pay for reservists called to active duty	\$3M/\$300K in FY 09 106,000 Travel Orders processed
3	NEAMIS	Naval Facilities and Engineering Command/Enterprise Management Information System	NAVY	No	Yes	N/A	\$122K in FY09 281 Travel Orders processed in FY 09
4	WINATOS	Windows Automated Travel Order System	NAVY	No	No	Current inability of DTS availability to surface ships due to bandwidth and connectivity issues.	\$70K in FY 09 30,000 Travel Orders processed
5	ROWS	Reserve Order Writing System	USMC	No	No	Traditional DTS does not meet the requirements to support Reserve Orders. DTS requirements were previously developed to support Reserve Order functionality.	\$577K in FY 09 44,000 Travel Orders Processed

A	B	C	D	Q	R	S
Acronym	Full Name	Service or Agency	Funding Source	Contractor	POC Information	Additional Comments
1	WINATS Windows Integrated Automated Travel System	DFAS (Navy, Army)	This system is funded and the contract managed by DFAS.	This system is funded and the contract managed by DFAS.	Defense Finance and Accounting Service	This system is funded and the contract managed by DFAS.
2	NROWS Navy Reserve Order Writing System	NAVY	OMAFDTREN	N/A	Charles Webb 4400 Dauphiné St BLDG 803 Room304A New Orleans, LA 70148-5100 Comm: (504) 678-1806 DSN:678-1906 FAX:(504)678-5084	Allows for the automated generation of official orders for Annual Training (AT), Active Duty for Training (ADT) and Inland Duty Training and Travel orders for the Navy Reserve. Upon integration of DoD Enterprise system, NROWS will be phased out.
3	NEAMS Naval Facilities and Engineering Command/Enterprise Administrative Management Information System	NAVY	OWN	N/A	Markin Gracie LANTNA/AFCEGCOM ph 757-322-8055	This system will be effectively phased out 30 June 2009
4	WinATOS Windows Automated Travel Order System	NAVY	OWN	N/A	Lorrie Cole(SSCN Code 523) Phone 757-445-0893 lorrie.cole@navy.mil	WinATOS will be retired upon implementation of the shore support concept, estimated for 2010.
5	ROWS Reserve Order Writing System	USMC	O&M	Technology Services Organization (TSO)	Kenneth Oliver, P.O. 10, Marine Corps Systems Command, (703) 432-5118, Email: kenneth.v.oliver@usmc.mil	The ROWS System is migrating in March of FY08 to the Marine Reserve Order Writer System-Web (MROWS-W), which is a web version of the ROWS System. It will provide the same functionality. Upon integration of DoD Enterprise system, ROWS will be phased out.

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**WITNESS RESPONSES TO QUESTIONS ASKED DURING  
THE HEARING**

MARCH 5, 2009

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## RESPONSE TO QUESTION SUBMITTED BY DR. SNYDER

Mr. KHAN. On March 5, 2009, I testified before your Subcommittee on the Department of Defense's actions to implement our prior recommendations related to the Defense Travel System (DTS).<sup>1</sup>

This letter responds to a question that you asked us to answer for the record. The question and our response follow.

*Mr. Khan, are the legacy travel systems used instead of DTS managed by contractors or in-house at the Department? If managed by contractors, what are the costs of these contracts?*

Based on information they have provided us, all of the legacy systems used by the military services to manage travel, with the exception of one, are owned and managed by the military services.<sup>2</sup> The one exception is the Windows Integrated Automated Travel System (WINIATS), which is a legacy travel system operated in house by the Defense Finance and Accounting Service (DFAS) to process manual travel vouchers. According to DFAS, a contractor owns the WINIATS travel management software program, but the federal government owns the data and the operating hardware. DFAS advised us that it had paid the contractor over \$2 million in fiscal year 2008 for the right to use the software and incurred an additional \$1.3 million of in-house operating cost for a total annual system cost of approximately \$3.3 million. The contract is a fixed-fee 1-year contract with four 1-year options. Currently, the contract is on an extension pending negotiation of a new contract for 1 year (2009) with four 1-year options for renewal.

As of April 1, 2009, the Navy confirmed that it owns the intellectual rights and hardware related to the four legacy systems it uses to manage travel—the Naval Reserve Order Writing System (NROWS), the Naval Facilities and Engineering Command/Enterprise Administrative Management Information System, the Windows Automated Travel Order System and Automated Travel Order System Plus Afloat and Ashore (WinATOS/ATOS), and the Reserve Order Writing System (ROWS). According to Navy, three of these four Navy systems—NROWS, WinATOS/ATOS, and ROWS—are operated jointly by the government and contractor personnel. The Navy has not yet provided us the cost associated with contractor personnel operating three of their systems and the terms of those contracts. Further, we have not yet received information requested from the Army or Air Force regarding whether their systems are operated by government or contractor personnel, or both, the costs associated with systems managed by contractors, and the specific terms of the contract. In addition, based upon information provided by the Defense Travel Management Office, 35 of the 44 defense agencies and joint commands have stated that they are using DTS and do not have any legacy systems to manage their travel operations, as of April 7, 2009. Regarding the remaining nine activities, one defense agency—the National Geospatial-Intelligence Agency—reported that they use WINIATS for civilian permanent change of station travel. In addition, the United States Transportation Command uses a system called the Global Air Transportation Execution System to support passenger and cargo movement on both chartered and military aircraft. The Defense Travel Management Office told us they are following up with the remaining seven entities to identify the specific systems used for processing travel. We will provide the Subcommittee staff with any additional information we receive from the department. If you or your staff have questions about our response to this question, please contact me. [See page 16.]

<sup>1</sup> GAO, DOD Business Transformation: Status of DOD's Actions on Previous Recommendations for the Defense Travel System, GAO-09-416T (Washington, D.C.: Mar. 5, 2009).

<sup>2</sup> At a March 12, 2009 meeting, the military services stated that the following systems are used to manage travel—the Army (the Regional Level Application Software, the Army Orders and Resource System, the Automated Fund Control and Order System, and the Corps of Engineers Financial Management System); the Navy (the Naval Reserve Order Writing System, the Naval Facilities and Engineering Command/Enterprise Administrative Management Information System, and the Windows Automated Travel Order System and Automated Travel Order System Plus Afloat and Ashore, the Reserve Order Writing System); and the Air Force (Web Intensive New Gain System for ROTC, the Air Force Order Writing System, and the Reserve Travel System).

**RESPONSE TO QUESTION SUBMITTED BY MR. WITTMAN**

Ms. MITCHELL. The cost estimate for the second phase of the usability release will be available during the third quarter of Fiscal Year 2010. I will be happy to provide the cost estimate to the Subcommittee as soon as it becomes available. [See page 12.]

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**RESPONSE TO QUESTION SUBMITTED BY MRS. DAVIS**

Ms. MITCHELL. Defer to the Services for information on their legacy systems. The Service Secretaries have received individual letters from the Committee (attached) in this regard and will respond directly. [See page 15.]  
[The letters referred to can be found in the Appendix beginning on page 75.]

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**QUESTIONS SUBMITTED BY MEMBERS POST HEARING**

MARCH 5, 2009

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### QUESTIONS SUBMITTED BY DR. SNYDER

Dr. SNYDER. The Department stated that to enhance the user-friendliness of DTS, it plans to implement two phased “usability releases” in 2010 and 2011. For the DTS usability release planned for 2010, the Department estimated that the cost would be about \$4 million. What is the cost estimate for the second phase of the usability release, planned for 2011?

Ms. MITCHELL. The cost estimate for the second phase of the usability release will be available during the third quarter of Fiscal Year 2010. I will be happy to provide the cost estimate to the subcommittee as soon as it becomes available.

Dr. SNYDER. The shift from paper tickets to electronic tickets will help the Department decrease travel costs. What percentage of DOD travelers are currently using paper tickets? In what circumstances are travelers required to use paper tickets? Is there a Department policy mandating the use of e-tickets where possible?

Ms. MITCHELL. Current use of paper tickets in the DoD is rare, affecting approximately 1.2% of travelers. Their use is necessary only when an airline does not have electronic ticketing capability, either because it does not exist for a particular destination or is temporarily unavailable because of airline ticketing system problems. Some examples include Algeria and Brazil where paper airline tickets are required for all in country travel, and paper tickets are required when traveling on Saudi Arabia Airlines as part of a code share agreement with Gulf Air. Airlines are working to resolve these challenges to achieve 100% electronic ticketing capability.

There is no Department policy mandating the use of e-tickets. However, the Department’s commercial travel office contracts do stipulate that electronic ticketing is the preferred method of ticket issuance for DoD travelers.

Dr. SNYDER. GAO’s scrutiny of the DOD budget revealed that only 3 legacy travel systems are identified in DOD’s budget. How many legacy systems are currently used by the Department and the Services, and what are the funding accounts for each of these legacy systems?

Ms. MITCHELL. Defer to the Services for information on their legacy systems. The Service Secretaries have received individual letters from the Committee (attached) in this regard, and will respond directly.

[The letters referred to can be found in the Appendix beginning on page 75.]

Dr. SNYDER. Significant cost savings can be achieved by using teleconferencing instead of travel where possible. What is the DOD policy on using teleconferencing versus travel? How is it enforced?

Ms. MITCHELL. The Joint Federal Travel Regulations and the Joint Travel Regulations require consideration of alternatives to travel when the “mission can be achieved by some other means.” When a teleconference is deemed more cost effective than travel, the decision is made locally by the command and is based on mission need and availability of teleconference facilities.

Dr. SNYDER. Are the legacy travel systems used instead of DTS managed by contractors or in-house at the Department? If managed by contractors, what are the costs of these contracts? Please provide a detailed explanation for each legacy system.

Ms. MITCHELL. Defer to the Services for information on their legacy systems. The Service Secretaries have received individual letters from the Committee (attached) in this regard, and will respond directly.

[The letters referred to can be found in the Appendix beginning on page 75.]

Dr. SNYDER. The Subcommittee staff requested that the Department provide cost information for DOD’s travel enterprise prior to the March 5, 2009, hearing. The Department informed the staff that the actual cost of DOD’s travel enterprise for fiscal year 2008 will not be available until the full President’s budget is released and Object Class 21 information is made public. The Subcommittee has access to non-publicly available information and requests that the cost information for fiscal year 2008 and fiscal year 2009 be provided immediately.

Ms. MITCHELL. The figures below are preliminary. I will be happy to provide final figures when they become available.

— Estimated FY 2008 spend for the travel and transportation of persons: \$10.4 billion

— Estimated FY 2009 budget for the travel and transportation of persons: \$9.2 billion

Dr. SNYDER. Given the LMI survey finding that only 42% of travelers could successfully book a trip, there is an imminent need for the usability problems within DTS to be fixed. Please provide a detailed explanation for the plans to address the usability problems within DTS, including time frames. Also, how many of the 39 system changes recommended in the LMI study has the Department already implemented? What are the Department's plans to implement any outstanding recommendations?

Mr. FISHER. The Department plans to address all 39 recommendations documented in the LMI Usability Review of the Defense Travel System (DTS). Two of the LMI recommendations have already been implemented.

In concert with the LMI Usability Review, the Department identified a series of essential system improvements directly related to usability through an on-going customer initiated change request process. These change requests were prioritized, approved through the defense travel governance process, and targeted for release in February 2010.

The LMI review, completed in October 2008, produced a set of 39 recommendations. Because DTS usability improvements were already underway as part of the usability improvement plan, the previously identified change requests and the 39 LMI recommendations were jointly reviewed and streamlined (where possible) to take advantage of existing usability work and reprioritized to optimize the impact of the Department's improvements to DTS usability.

Based on the results of the review and reprioritization, the Department adopted a two-phased approach to improve DTS usability that includes both the customer change requests and the 39 LMI recommendations. The first phase, Usability I, focuses on enhancements to help prevent common traveler mistakes and is planned for release in February 2010. The second phase, Usability II, includes a redesign of the DTS user interface based on direct input from the DTS user community and is scheduled for release in May 2011.

