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The nature and extent of Federal travel; the reasons for the travel; and the executive branch travel policies, practices, and procedures were reviewed. A detailed review of travel was conducted at the Federal Aviation Administration, the National Institutes of Health, and some organizations within the Department of State. Findings/Conclusions: The Federal Government spends about \$2 billion each year for travel in the management and operation of Federal programs. Executive program managers have the primary responsibility for assuring the most effective use of their program budgets, including the nature and extent of travel. The role of the Office of Management and Budget (OMB) in controlling travel has been limited to developing budgetary related questions on travel to assist agencies in conducting their own operations reviews, conducting a review of specific agency travel cases due to congressional concern, and examining amounts for travel in agency appropriation requests and apportioning funds within appropriated amounts. Recommendations: OMB and the General Services Administration should revise their guidelines to focus more specifically on each purpose of travel; require agencies to revise their reporting systems and internal review and audit approaches to follow the new guidance; and, after implementing the revised guidelines and the reporting and review systems, assess the results. (Author/SC)

00662

Report of the Comptroller General of the United States
Accounting and Finance Division
by the Comptroller General of the United States

**REPORT TO THE COMMITTEE
ON GOVERNMENT OPERATIONS
HOUSE OF REPRESENTATIVES**

**BY THE COMPTROLLER GENERAL
OF THE UNITED STATES**



RELEASED

4/12/77

**Travel In The Management And
Operation Of Federal Programs**

Federal Aviation Administration
National Institutes of Health
Department of State

This report discusses the nature and extent of Federal travel; the reasons for the travel; and the executive branch travel policies, procedures and practices.

The Federal Government spends about \$2 billion each year for travel in the management and operation of Federal programs. Executive program managers have the primary responsibility for assuring the most effective use of their program budgets, including the nature and extent of travel.

The Office of Management and Budget and the General Services Administration should

- revise their guidelines to focus more specifically on each purpose of travel;
- require agencies to revise their reporting systems and internal review and audit approaches to follow the new guidance; and
- after implementing the revised guidelines and the reporting and review systems, assess results.

MARCH 17, 1977



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-193315

The Honorable Jack Brooks, Chairman
Committee on Government Operations
House of Representatives

Dear Mr. Chairman:

This report, prepared in response to your February 4, 1976, request, discusses the nature and extent of Federal travel; the reasons for the travel; and the executive branch travel policies, procedures, and practices.

As suggested by your office, the detailed review was limited to a selected number of agencies within the executive branch: the Federal Aviation Administration, the Department of Transportation; the National Institutes of Health, Department of Health, Education, and Welfare; and certain organizations of the Department of State. We plan to make a separate review during calendar year 1977 of the management of temporary duty travel by the Department of Defense and its agencies. That review is being made at the request of the Senate Committee on Appropriations.

PROFILE OF TRAVEL

We observed that, for the three agencies, the largest part of travel was by GS-12 and higher graded employees. About 4 percent of the travel was by consultants or experts. Upper management (GS-15 and above) and consultants and experts traveled most frequently to participate in conferences and/or seminars. Middle management traveled primarily for inspection meetings at agency field installations or with contractors and/or grantees. The most frequent purpose for which other agency employees (GS-11 or below and wage board employees) traveled varied at each agency.

Travel to continental United States high-cost areas and travel outside the continental United States was not large, compared with the total travel performed; it amounted to 14 and 5 percent, respectively. The duration of trips varied by agency.

Appendix I describes the nature and extent of travel by these agencies.

RESPONSIBILITY FOR TRAVEL

Travel is an essential element in carrying out almost all Government programs as are communications, information

systems, office space, and other basic program support services. Executive program managers have the primary responsibility for justifying and efficiently and effectively using their program funds. The use of these funds should be evaluated in terms of the program unit costs, outputs, effectiveness, and productivity. The decisions on the nature and extent of travel is largely one of judgment and discretion of the program manager--within budget limits--as to how best to accomplish the program objectives.

ROLE OF OFFICE OF MANAGEMENT AND BUDGET

Pursuant to the Budget and Accounting Act of 1921, (the Office of Management and Budget (OMB) has oversight responsibility for Federal travel management and expenditures. Within OMB, the Office of Federal Procurement Policy has been assigned the responsibility to act on all policy matters concerning procurement and related activities, including transportation and traffic management.

OMB has assigned two professional employees to the Office of Federal Procurement Policy's travel oversight responsibility. A Federal Procurement Policy official said that OMB believed executive agencies should have considerable authority and discretion in their conduct of travel and oversight responsibilities. As a result, OMB has not actively monitored or periodically evaluated Federal agencies' travel practices.

OMB's involvement in controlling travel has been limited to

- developing budgetary related questions on travel to assist agencies in conducting their own operations reviews, and
- conducting a review of specific agency travel cases due to congressional concern, and
- examining amounts for travel in agency appropriation requests and apportioning funds within appropriated amounts.

OMB usually does not issue travel policies unless the President believes a policy needs to be developed or more strongly emphasized.

ROLE OF GENERAL SERVICES ADMINISTRATION

Reimbursement for travel expenses of civilian officers and employees of the United States and of persons employed intermittently as consultants or experts is governed by the Federal Travel Regulations issued by the General Services Administration pursuant to Executive Order 11609 of July 22, 1971.

General Services Administration's Federal Travel Management Division is responsible for prescribing and regulating travel allowances. The Division consists of the Passenger and Personal Effects Branch and the Regulations and Allowances Branch.

The Passenger and Personal Effects Branch negotiates worldwide rates and services with the common carriers and makes studies of the Government's need for passenger services. The Branch also conducts training programs and develops training material for passenger traffic management.

The Regulations and Allowances Branch makes special statistical studies on the Government-wide impact of various transportation and relocation allowances for civilian employees. The Branch develops Government-wide regulations to implement and administer per diem, travel, and transportation allowances. It also develops Government-wide systems to accumulate and evaluate cost and statistical data relative to expenditures for the official travel requirements of Federal executive agencies. However, General Services has not collected Government-wide data on the purpose of travel.

As of September 1976, seven full-time professional and clerical employees were administering the Management Division's activities from a General Services Administration facility in Washington, D.C. General Services does not become involved in establishing policies and procedures for determining the necessity of travel, nor does it verify travel information agencies submitted on travel policies and costs. General Services does not monitor and/or evaluate agency travel practices because it considers this to be OMB's responsibility.

RECENT EXECUTIVE BRANCH TRAVEL INITIATIVES

Two recent major travel initiatives were OMB Bulletin No. 76-9 and the 1976 Presidential Management Initiatives. OMB Bulletin No. 76-9, dated December 4, 1975, included the following purpose and policy statements:

"1. Purpose. This Bulletin provides guidance on the control and management of official travel, so as to reduce and minimize travel costs paid by the U.S. Government.

"2. Policy. It is Administration policy that agencies should authorize that amount of travel necessary to accomplish the purposes of the Government effectively--but not one bit more--and at minimum cost. This policy is applicable not only to travel of Government employees, but also to travel of contractors and other personnel whose travel expenses are directly reflected in costs paid by the Government.

"The head of each agency will communicate this policy promptly throughout all operating and staff units of his agency, and place in effect a stringent and austere plan to eliminate travel not absolutely essential and to minimize travel costs."

Specific guidelines intended to restrict travel were detailed in the bulletin. Agencies were requested to report to General Services by August 15, 1976, their fiscal year 1976 accomplishments and savings attributed to the bulletin's implementation.

Later a provision was enacted--section 205 of the Supplemental Appropriations Act, 1976 (Public Law 94-157)--which expressed the sense of the Congress that the President, through the Director of OMB, take steps to restrain the inflationary impact of Federal travel expenditures. In response, on January 26, 1976, OMB issued supplement number 1 to Bulletin No. 76-9, providing specific reporting guidelines instead of the more general ones in the original bulletin. Supplement number 2 issued July 30, 1976, suggested additional methods for controlling travel and required agencies to report on their fiscal year 1977 travel costs and savings. This bulletin and its supplements expire upon submission of the required reports.

The Presidential Management Initiatives of July 27, 1976, express the specific actions the President expects to be taken by each agency in the following areas:

- Decisionmaking and departmental organization.
- Evaluating current programs.

- Reducing the burden of Federal reporting and regulations.
- Contracting out and holding down overhead costs.
- Personnel management.

As one step to curtail overhead cost, the President suggested specific steps to control travel. For example, agency heads were to personally review fiscal year 1976 reports of travel savings and accomplishments before submitting them to General Services in August 1976 (as required by Bulletin 76-9, as amended) to identify areas where greater improvement could be made. By September 3, agencies were to develop and report to General Services plans to further reduce travel costs in fiscal year 1977. These plans were to include specific and challenging reduction goals and emphasize the OMB travel guidelines.

General Services was not required by the bulletin to ascertain the validity of agency responses to Bulletin 76-9. General Services and other executive agency officials indicated that the bulletin would not greatly affect agency travel practices. A Federal Aviation Administration official said, for example, that the bulletin contained nothing new and only reiterated practices already in effect at the agency.

Subsequent to the completion of our review, OMB made available to us summary data on the results of the 1976 travel initiatives. This data indicated that object class 21 expenditures in 1976 were \$204.8 million, a reduction of about 18 percent, less than those in 1975. OMB also pointed out that the President's 1977 budget estimated that fiscal year 1976 object class 21 expenditures would be \$2.3 billion. Actual expenditures were only \$1.7 billion, a difference of \$590 million. OMB attributes this reduction to curtailment of planned travel.

OMB required the agencies to estimate the dollar amount of object class 21 funds that would have been spent in the second half of fiscal year 1976 if revised travel plans had not been prepared as a result of the Bulletin 76-9. The 60 departments' and agencies' estimate is \$143.6 million, or a reduction to the earlier 1976 estimate of about 6 percent.

IMPROVEMENTS IN REPORTING ON TRAVEL AND MONITORING BY AGENCIES

We believe that justification and review of program travel could be made easier and more effective by use of

common categories for reporting travel information for each program based on the purpose of travel, such as program inspection and evaluation, program operation, meetings, and training. We believe that the agencies should establish policies and procedures for each of these types of travel, consistent with their missions and program objectives, and should monitor travel practices within the agency on this basis. Appendix II contains an analysis of the three agencies' travel practices using these categories.

OPPORTUNITIES FOR IMPROVING THE
MANAGEMENT OF PROGRAM TRAVEL

Effective management of travel requires both development of and compliance with adequate travel policies. Existing policies provide enough guidance for determining the necessity for and the efficiency of travel. Program managers, however, have not always adequately reviewed individual trips for necessity and efficiency of their programs.

OMB Bulletin 76-9 dated December 4, 1975, reemphasized the desire to adhere to austere travel practices. It did not represent a major change to then existing policy. The bulletin required the heads of all executive departments and agencies to promptly communicate the policy guidance being emphasized--"that agencies should authorize that amount of travel necessary to accomplish the purposes of Government effectively--but not one bit more--and at a minimum cost"--throughout all operating and staff units and to place in effect a stringent and austere plan to eliminate travel not absolutely essential. Bulletin criteria used in our review:

- Do not permit travel when the matter in question can be handled by mail or telephone.
- Require agencies to minimize the number of people who must travel for a single purpose; for example, never allow two or more persons to travel when one person will suffice.
- Require agencies to screen all specific travel authorizations to limit trips, the number of individuals traveling, points to be visited, itineraries, and durations of visits to those that are essential to the performance of agency missions.
- Direct agencies to establish procedures that will eliminate attendance and minimize participation by employees at conferences, meetings, and seminars when

attendance is contingent upon travel at Government expense and not directly related to the accomplishment of the agency missions.

- Direct agencies to establish procedures to screen all requests for foreign travel to drastically reduce U.S. attendance at foreign conferences to an absolute minimum and, where appropriate, to use U.S. personnel located at or near the conference site.

We analyzed 119 trips taken by employees at the three agencies for compliance with travel policies. We interviewed the travelers and the persons responsible for approving the trips. Recognizing that administrative judgment is involved in each travel decision, we question whether 18 trips, or 15 percent, met OMB criteria. The number of cases and the percent of trips at each agency are as follows:

	<u>Number of cases</u>	<u>Number of cases which may not meet criteria</u>	<u>Percent</u>
State	40	8	20
Federal Aviation Administration	59	8	13
National Institutes of Health	20	2	10

The three major areas in which the trips did not appear to us to meet the OMB criteria are as follows:

- The number of personnel traveling for a single purpose was not kept to a minimum (50 percent).
- More efficient alternatives to accomplish the trips' purposes were not used (33 percent).
- Attendance at conferences, meetings, and seminars was not limited to those essential to the agency's mission or to employee job performance (17 percent).

We feel that agency policy guidance to program managers, agency budget examiners, and internal audit and review groups should focus on these three problem areas in their efforts to improve the management of program travel.

CONCLUSIONS

OMB and General Services Administration guidance could be much more effective if it addressed each purpose of travel separately. There are important differences in the policies that should be set for the Federal Government for travel as a part of program operations, such as travel to perform program inspections and evaluations, travel to participate in meetings, travel to participate in training programs, and travel for public relations activities. Guidelines that attempt to generalize across these categories seem to us to be too general for day-to-day use by program managers.

We want to add a word of caution about imposing unrealistic limitations on the use of program funds for one particular purpose, such as travel. We recognize the essentiality of travel to good program management. Program managers will comply with arbitrary limits because they have to; but they are also responsible for meeting their program objectives, so they will use other means to a greater extent, such as greater use of contract evaluations rather than agency managers onsite evaluations, or, alternatively, programs will be mismanaged and waste will result. In many instances, the substituted activity may be less effective and efficient from the program standpoint. For example, the contract evaluations may not only cost more in current outlays but do not give the program managers the same insights and first-hand experience that can make them better informed and more effective managers. We would prefer to have the agencies, OMB, and the Congress focus on program levels and the best mix of resources needed to achieve the levels through the executive and legislative budget processes and not have them focusing on one aspect such as travel completely out of the context of program objectives.

RECOMMENDATIONS

We recommend that the Director, OMB, and the Administrator of General Services revise their guidelines to focus more specifically on each purpose of travel; require agencies to revise their reporting systems and internal review and audit approaches to follow the new guidance; and, after implementing the revised guidelines and the reporting and review systems, assess the performance at that time to see if any specific further action is needed by the executive branch or by the Congress to obtain improved management of travel funds made available to program managers.

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As requested by your office, we did not obtain formal comments from the departments and agencies of the executive branch. This report contains recommendations to the Director, OMB, and to the Administrator of General Services which are set forth on page 8. As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the House Committee on Government Operations and the Senate Committee on Governmental Affairs not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report. We will be in touch with your office in the near future to arrange for release of the report so that the requirements of section 236 can be set in motion.

If we can be of further assistance, please advise us.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "James B. Stairs".

Comptroller General
of the United States

PROFILE OF TRAVEL

We reviewed the management of travel funded by moneys accounted for under Office of Management and Budget (OMB) uniform object class 21. The expenses incurred under this object class are for the transportation of Government employees or others for which the agencies are authorized to pay transportation costs, their per diem allowances while in authorized travel status, and other allowable expenses incidental to their travel.

Object class 21 consists of both travel away from official duty stations and local travel. Our analysis of object class 21 travel was limited to domestic and foreign temporary duty travel by permanent and temporary employees, experts, consultants, and other personnel participating in Government-funded programs. Our analysis did not include object 21 costs associated with the permanent-change-of-duty station. In addition, we did not analyze federally funded travel by grantees and contractors.

We projected information about the purpose, type, cost, and extent of travel from a random sample of 174 trips by the Federal Aviation Administration (FAA); the Department of State; and the National Institutes of Health (NIH), Department of Health, Education, and Welfare (HEW).

OVERVIEW OF FEDERAL TRAVEL EXPENDITURES

According to the Office of Management and Budget analysis, the obligations for object class 21 travel for all agencies are as follows:

<u>Fiscal year</u>	<u>Amount</u>
	(000,000 omitted)
1975 actual	\$2,114
1976 estimate	2,435
1977 estimate	2,554

The General Services Administration (GSA) estimates that official Government travel by Federal employees amounts to 9.4 million staff-days each year.

A list of the fiscal year 1975 and 1976 obligations by major Federal agencies follows.

FEDERAL AGENCY OBLIGATIONS IN OBJECT CLASS 21

<u>Agency</u>	<u>Actual</u> <u>1975</u>	<u>Percent</u> <u>of total</u>	<u>Estimate</u> <u>1976</u>	<u>Percent</u> <u>of total</u>
	(000,000 omitted)		(000,000 omitted)	
Departments:				
Agriculture	\$ 80	3.8	\$ 97	4.0
Commerce	22	1.0	28	1.1
Health, Education, and Welfare	67	3.2	86	3.5
Housing and Urban Develop- ment	16	.8	19	.8
Interior	58	2.7	67	2.8
Justice	45	2.1	51	2.1
Labor	14	.7	21	.9
State	35	1.6	14	1.8
Transportation	67	3.2	81	3.3
Treasury	72	3.4	95	3.9
Defense:				
Military (note a)	1,379	65.2	1,538	63.2
Civilian (note b)	29	1.4	36	1.5
Total	<u>1,884</u>		<u>2,163</u>	
Independent agencies:				
Energy Research and Develop- ment Administration	6	0.3	9	0.4
Environmental Protection Agency	13	.6	14	.6
General Services Administra- tion	8	.4	11	.4
National Aeronautics and Space Administration	16	.8	19	.8
Veterans Administration	65	3.1	79	3.2
Other independent agencies	81	3.8	97	4.0
Total	<u>189</u>		<u>229</u>	
Other:				
Legislative branch	8	0.4	10	0.4
Judiciary branch	8	.4	11	.4
Executive Office of the President	1	(c)	1	(c)
Funds appropriated to the President--summary	24	1.1	21	.9
Total	<u>41</u>		<u>43</u>	
Total	<u>\$2,114</u>	<u>100.0</u>	<u>\$2,435</u>	<u>100.0</u>

a/Includes costs related to changes of permanent duty stations of military personnel in amounts of \$569 million for 1975 and \$602 million for 1976, which are paid out of military personnel appropriations.

b/Represents travel related to civil functions of the Department of Defense.

c/Less than 0.1 percent.

AGENCY TRAVEL FUNDS

Special agency needs and missions require differences in the nature of employee travel. To facilitate an objective analysis of travel at the Federal Aviation Administration, State, and the National Institutes of Health, the mission and travel obligations of each agency is described below.

FAA, an operating arm of the Department of Transportation, primarily concerns itself with promoting and regulating civil aviation to insure safe, orderly growth. To accomplish this objective, FAA establishes safety standards and regulations, monitors adherence to regulations, processes enforcement actions, provides air navigation services for en route navigation, and operates and maintains two airports.

The Department of State is the President's primary adviser in the formulation and execution of U.S. foreign policy to promote long-range security and well-being of the United States. It determines and analyzes the facts relating to our overseas interests, makes recommendations on policy and future action, and carries out established policy. In so doing, the Department engages in continuous consultations with other countries, negotiates treaties and other agreements with foreign nations, speaks for the United States at more than 50 major international organizations, and represents the United States at more than 740 international conferences annually.

The mission of NIH, one of the operating agencies of the Department of Health, Education, and Welfare, is to improve the health of the American people. NIH carries out its mission primarily through grants and contracts awarded to medical research and teaching institutions and through biomedical research performed in its own facilities.

Object class 21 travel funds obligated by the three agencies are shown below.

<u>Agency</u>	<u>FY 1975 actual</u>	<u>FY 1976</u>
State	\$35,000,000	\$44,000,000 estimate
FAA	34,537,800	40,812,100 actual
NIH	5,386,000	7,343,000 actual

State cited several causes for the increase in the extent of travel, including

- increased visits by foreign dignitaries requiring greater protective security travel,
- expanded consular staffs,

- increased inspection and international conference travel, and
- travel delayed to fiscal year 1976 because of the travel freeze imposed during fiscal year 1975.

FAA officials attributed their increase to increased per diem rates, a considerable increase in carrier fares, and the introduction of a centralized air traffic controller training program at FAA's Aeronautical Center Academy in Oklahoma City, Oklahoma. They also mentioned increases in GSA auto rates, private vehicle mileage rates, and facility maintenance travel as contributing to the increased travel costs.

NIH officials attributed most of the major increased travel costs to increased per diem and transportation fares and program and staff expansion.

At FAA, State, and NIH, we examined random sample cases from a projected universe of some 95,000 trips costing \$34 million to identify the following characteristics:

- Employment status and/or Civil Service Commission (CSC) grade level.
- Type of travel by employment status or CSC grade level.
- Extent of travel to high-cost areas.
- Duration of trips.

CHARACTERISTICS OF TRAVELERS

Most travel by the three agencies was made by GS-12 and higher graded employees. The following table summarizes the employment characteristics of the travelers.

Employment characteristics	Percent of trips			
	FAA	NIH	State	Weighted total
NIH, FAA, and State employees:				
GS-15 and above (upper management)	6.2	37.2	30.0	13.4
GS-12 to 14 (middle management)	49.2	24.8	17.4	42.7
GS-11 and below	32.6	10.7	16.5	27.6
Consultants or experts	(a)	13.2	29.2	4.2
Other Federal agency employees	9.1	2.8	6.9	7.8
Patients	0	11.3	0	2.1
Other	2.9	(a)	(a)	2.2
Total	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of trips	72,551	17,748	5,654	95,953

a/ Less than 0.05 percent.

State and NIH funded some travel by consultants and experts. Travel by consultants and experts represents 29 percent of State trips and 13 percent of NIH trips. Examples of consultant and expert travel are:

- State-funded travel by a Presidentially appointed member of the National Commission on the Observance of International Women's Year--1975 to attend a monthly meeting that lasted about 2 days and was attended by 30 to 35 Commission members.
- NIH reimbursed a private citizen to assist its National Library of Medicine to develop a vocabulary and bibliography for the President's Council on Physical Fitness and Sports.

The purpose of travel varied among employment status and/or CSC grade level groups. For example, the largest amount of travel by upper management (GS-15 and above) in each of the three agencies was for participation in conferences and/or seminars. The middle management group (GS-12 to 14) tended to travel for inspection meetings at agency field installations or with contractors and/or grantees. Travel purposes for the other agency employees (GS-11 and below and wage board employees) differed among agencies as follows:

- At FAA, travel was primarily for routine operational support.
- At State, the greatest number of trips was for assisting top-level agency officials also in travel status.
- At NIH, the largest number of trips was for internal agency training.

A majority of State and NIH consultant travel was for participation in conferences and/or seminars.

EXTENT OF TRAVEL TO HIGH-COST AREAS
WITHIN THE UNITED STATES AND
OUTSIDE THE CONTINENTAL UNITED STATES

The travel performed by employees at all three agencies to continental United States (CONUS) high-cost areas and travel outside CONUS was not large, compared with the total travel performed, as illustrated below. GSA had, at the time of our review, identified Boston, Chicago, Los Angeles, New York City, San Francisco, and Washington, D.C., as high-cost geographic areas.

<u>Location</u>	<u>Percent of trips</u>			<u>Weighted total</u>
	<u>FAA</u>	<u>NIH</u>	<u>State</u>	
CONUS--non-high-cost area	86.4	76.1	28.5	80.9
CONUS--high-cost area	10.8	23.9	26.0	14.2
Outside CONUS:				
Canada	(a)	(a)	14.2	.9
Central America	(a)	(a)	2.1	.1
All other locations	<u>2.8</u>	<u>(a)</u>	<u>29.2</u>	<u>3.9</u>
Total	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of trips	72,551	17,748	5,654	95,953

a/Less than 0.05 percent.

As indicated above, only 14 percent of all travel was to CONUS high-cost areas. Agency officials have not developed special screening procedures for proposed travel to CONUS high-cost areas.

About 5 percent of the travel was to areas outside CONUS. Proportionately, the largest amount of foreign travel was by State. About 45 percent of State travel was to foreign locations. FAA and NIH had minimal foreign travel.

Each agency has established a mechanism to scrutinize at least a portion of foreign travel. For example, State, through the Office of International Conferences, determines official participation in and administers and controls international conferences.

FAA assigned its Office of International Aviation Affairs the responsibility for reviewing each request for non-routine foreign travel and for recommending approval or disapproval.

We were told that less than 3 percent of requests for foreign travel was disapproved by the Office. This low percentage rate was attributed to a stringent approval process at lower levels, which eliminated many requests. Agency travel records show that FAA personnel took 339 foreign trips during fiscal year 1976, of which 97 involved more than 1 FAA traveler and involved travel by 290 FAA personnel.

NIH's Fogarty International Center reviews annual foreign travel plans submitted by individual organizations and assigns to each organization a foreign travel ceiling. The organizations are then responsible for monitoring their own travel.

TRIP DURATION

About 25 percent of the trips lasted 2 days or less, and about 67 percent of the trips were completed within 7 days. The following table shows the percent of agency trips within certain time frames.

<u>Time frame</u>	<u>Percent of trips</u>			<u>Weighted total</u>
	<u>FAA</u>	<u>NIH</u>	<u>State</u>	
2 days or less	25.6	23.0	12.7	21.5
3 to 7 days	36.0	72.9	46.8	42.4
8 to 21 days	21.7	4.1	35.1	19.7
22 days or more	16.7	(a)	5.4	13.4
Total	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Number of trips	72,551	17,748	5,654	95,953

a/Less than 0.05 percent.

FAA and State were more likely to have trips of longer duration.

OBSERVATIONS

The largest part of State, FAA, and NIH travel was by GS-12 and higher graded employees. About 4 percent of the the travel was by consultants or experts. Upper management (GS-15 and above) and consultants and experts traveled most frequently to participate in conferences and/or seminars. Middle management traveled primarily for inspection meetings at agency field installations or with contractors and/or grantees. The most frequent purpose for which other agency employees (GS-11 or below and wage board employees) traveled varied at each agency.

Travel to CONUS high-cost areas and outside CONUS was not large, compared with the total travel performed; it amounted to 5 and 14 percent, respectively. The duration of trips varied by agency.

REPORTING ON TRAVEL

As prescribed in Circular No. A-12, Uniform Classification According to Objects, OMB has designated object class 21 as the accounting code for accumulating financial data for the travel and transportation of persons. Within that object class, each agency develops its own subclassifications to identify meaningful categories of travel and transportation and accumulates data.

Data compiled by the agencies under object class 21 is obtained from travel vouchers. An object subclassification is assigned and agency-prescribed data on the trip's nature and cost are accumulated.

Although FAA's object subclassifications provide useful data, they do not always show the specific purpose of travel and in many cases combine travel of varying purposes. For example, subclassification 2111 represents headquarters planning, supervision, and inspection, and 2112 represents field facility maintenance, operation, and job performance. (See app. III.) Each subclassification could include travel for any of the following purposes:

- Attendance at seminars and conferences.
- Inspection trip to a contractor or field installation.
- Daily routine operational support work.

FAA officials agreed that these two subclassifications were too broad for effectively identifying travel by purpose. They believe it was practical to modify their subclassifications to provide better information on specific purposes of travel.

Although the State Department has developed over 20 subclassifications, 73 percent of the travel expenditures contained in appendix III are shown under subclassifications 2122, 2124, and 2151. These categories, representing per diem, subsistence and other expenses, excess baggage, and travel within the United States not otherwise classified, provide little, if any, information on the purpose of travel. State officials acknowledged that these subclassifications did not adequately disclose information on the nature of travel.

The NIH subclassifications, established by the Department of Health, Education, and Welfare, are more descriptive in identifying specific purposes than the other two agencies' subclassifications. However, about 39 percent of the NIH fiscal year 1976 travel expenditures falls in two broad

categories--other domestic operations within (212M) and outside (212N) the contiguous 48 States and the District of Columbia. We reviewed 12 trips categorized under 212M and 212N and found that 11 should have been included under other more explanatory subclassifications, such as:

- 215A, non-Government-sponsored meetings.
- 212G, Government-sponsored meetings.
- 212T, contract review and monitoring.
- 212R, grant review and monitoring.

HEW has not developed definitions for its subclassifications. This lack of definitions may contribute to the ineffective use of these subclassifications.

MORE MEANINGFUL CATEGORIZATIONS OF TRAVEL COSTS ARE POSSIBLE

Effective management of limited travel resources requires an adequate data base. To demonstrate that more meaningful data on the purpose of travel can be accumulated, we developed a systematic approach to categorize the travel of the three agencies. We then analyzed, on a case study basis, the records of individual trips. We obtained information from travel vouchers and travel orders and from discussions with agency approving officials and travelers. On the basis of this approach, we categorized these trips according to purpose. Thus two factors were used to determine the purpose of travel: information on travel vouchers and orders and our perceptions and those of agency officials regarding the cases.

The following schedule shows the trips made in fiscal year 1976 by personnel in the three agencies and their purpose.

Number of Trips by Purpose of Travel
Fiscal Year 1976
FAA, NIH, and Department of State

<u>Reason for travel</u>	Estimated number of trips in fiscal year 1976 (note a)	Percent of trips
Inspection and evaluation tours:		
At agency field installations	15,620	15.9
At contractor or grantee sites	<u>8,600</u>	<u>8.7</u>
Total	24,220	24.6
Meetings (note b)	22,680	23.1
Operational support and routine related travel	22,550	22.9
Training:		
Internal agency training (1 month or less)	7,690	7.8
External training sponsored by CSC, other Government agen- cies, or other source (1 month or less)	8,120	8.2
Long-term training (over 1 month)	<u>3,060</u>	<u>3.1</u>
Total	18,870	19.1
Public relations	4,770	4.8
Negotiations or regulatory oriented meetings	2,600	2.6
Patient and escort	2,000	2.0
To accompany and assist the agency head or other top-ranking agency officials in travel status	740	.8
Protection, security	<u>80</u>	<u>.1</u>
Total	<u>c/98,510</u>	<u>100.0</u>

a/Since the estimates in this report were developed from a random sample, they are subject to a measurable precision. Larger estimated quantities and percentages are relatively more precise than smaller estimates.

b/Meetings include conferences, seminars, committee meetings, symposia, and workshops.

c/Difference between total trips of 95,953 and total by purpose of 98,510 represents trips having more than one purpose.

Our categorizations of travel by purpose for each of the three individual agencies is shown in appendix IV.

Most of the travel fell into the following four major categories:

- Inspection and evaluation tours (25 percent).
- Meetings (23 percent).
- Operational support and routine related travel (23 percent).
- Training (19 percent).

Each of these is discussed below.

Inspection and evaluation tours

Travel for inspection and evaluation of agency field installations and of contractor or grantee sites accounted for about 16 percent and 9 percent, respectively, of all the travel in our sample.

Travel to agency field installations is performed to maintain open communications with the agency field personnel and to acquire information on the installation's progress. The majority of this travel was performed by FAA and State personnel, whereas NIH had limited involvement because it has few field installations. For example, an FAA program manager made several trips from Washington, D.C., to Atlantic City, New Jersey, to insure that the FAA field installation providing technical support on a project was performing work in accordance with the requirements. NIH was the major user of travel funds for grantee and contractor inspection tours. Twenty-five percent of NIH travel was for such tours. Visits are made by NIH staff to the site of prospective and current grantees or contractors to

- assure adequate review of proposals or
- monitor the progress of ongoing grants and contracts.

For example, a GS-14 Health Scientist Administrator, at a cost of \$120, along with two other NIH employees and two consultants, traveled from Washington to New York City to review a proposed grant. Because written responses from the principal investigator to questions raised by NIH were unclear, the traveler visited the investigator to clear up uncertainties about the grant proposal. A GS-15 pharmacologist traveled from Washington to Louisiana, at a cost of

\$248, to conduct a site visit of an ongoing contract. A lack of scientific management and supervision on this contract caused a need for this review visit.

NIH criteria for authorizing travel for project visits are not standardized among the individual institutes. For example, in reviewing contract proposals, one institute requires a site visit when a contract renewal exceeds a specified dollar amount, whereas another institute normally handles such renewals without visiting the site.

Another example of policy differences among institutes involves monitoring the progress of ongoing contracts. One NIH institute requires visits to large contractors at least every 2 years. Another institute sets a goal to visit each contractor once a year and schedules supplemental visits as problems arise in the scientific management of the contract. A third institute attempts to visit small contractors once a year and larger ones twice a year. In these examples, the NIH institutes did not clearly delineate the difference between a large and small contractor.

Meetings

About 23 percent of the travelers attended meetings, including seminars, conferences, committee meetings, symposia, and workshops. State and NIH expended a large amount of their travel funds (47 percent and 60 percent, respectively, on attending meetings. FAA expenditures were limited to 11 percent in this area.

State

As a part of conference travel, State representatives engage in continuous consultations with other nations, speak for the United States at major international organizations, and represent the United States at international conferences to promote the long-range security and well being of the United States. Toward these ends, State Department conference travelers in our sample accounted for 46 percent of all State travelers.

The State Department, through the Office of International Conferences, determines official U.S. participation in conferences, congresses, and commissions, including the delegation's size and composition. The Office of International Conferences provided the following information regarding the size of the U.S. delegation to certain international conferences that fell within our sample.

APPENDIX II

APPENDIX II

<u>Conference title</u>	<u>Location</u>	<u>Number of State personnel</u>	<u>Number of other U.S. Government personnel</u>	<u>Total U.S. personnel</u>	<u>Estimated costs (note a)</u>
Sept. to Oct. 1975 Economic Commission for Europe Committee on Water Problems	Geneva, Switzerland	1	1	2	\$ 1,100
Nov. 1975 organization for Economic Cooperation and Development	Paris, France	1	6	7	19,600
June to July 1975 United Nations World Conference of International Women's Year	Mexico City, Mexico	18	14	32	130,000
30th Session of United Nations General Assembly	New York City	52	7	59	380,000

a/The travel cost for each person varies because of duration of each trip.

Although these multilateral conferences are an essential means of conducting international relations, Secretaries of State, as far back as 1961, have called for reducing the size of U.S. delegations to international conferences and meetings. The Secretary of State in 1976, for example, observed that many of the U.S. delegations are too large and unwieldy to accomplish their missions efficiently.

A recent Bureau of International Organization Affairs analysis of delegations to 221 conferences held between March 1 and June 30, 1976, reveals that, from a total of 1,068 proposed delegates and advisers, the Bureau managed to "whittle that total down by 75 so that 993 individuals were eventually accredited." The Bureau does not consider this to be a satisfactory result by any means. It has the authority necessary to accomplish reductions in conference size, but the difficulty is making the policies work better in a situation in which other Federal agencies and offices within State are deeply involved and high-level intervention is commonplace.

The Office of International Conferences coordinates travel to international conferences only for which an official U.S. delegation is to be sent. Participation by State employees in all other international conferences is coordinated through the sponsoring bureau. According to State officials, attendance at domestic conferences sponsored by State is informally coordinated through the Conferences and Seminars Division of the Bureau of Public Affairs.

NIH

NIH supports staff attendance at scientific and professional seminars and conferences to enable NIH scientists to

- remain current in their fields of expertise;
- be aware of other relevant, ongoing research projects;
- exchange information with other scientists;
- disseminate information about NIH and its programs;
and
- identify areas for future research initiatives.

NIH officials believe that participants derive benefits from both the formal presentations at these meetings and the informal discussions with other scientists. Of those NIH travelers that attended meetings, 50 percent participated as panel members or workshop moderators, 17 percent presented papers or were major speakers, and 33 percent were observers.

NIH organizations have relied on informal policies to manage attendance at seminars and conferences. For example, individual institutes informally allow their professional staff to attend at least one scientific meeting a year. This meeting is supposed to be the one most relevant to the individual's work. Attendance at more than one meeting may be supported, depending on the traveler's position in the organization, type of appointment (temporary versus permanent), and degree of participation in the meeting (observer versus speaker or presenter of a paper). Examples of such meetings follow.

- A GS-15 Health Scientist Administrator, at a cost of \$242 went from Washington, D.C., to Green Bay, Wisconsin, along with six employees from other NIH organizations to attend a meeting of the Association of American Indian Physicians, Inc., in July 1975. The travel cost for all seven employees was \$1,938. The meeting was to explore clinical diseases of the American Indian. The traveler in our sample attended to observe the direction that research had taken and encourage more Indians to become involved in minority research.
- A GS-15 Medical Research Officer, at a cost of \$159, went from Washington, D.C., to New York City to present a paper to the Fifth Annual Meeting of the

Society for Neuroscience. Because the cognizant NIH Institute considers the annual meeting to be "the professional meeting in the field," 46 personnel, at a cost of \$10,939, were sent to present papers, participate in seminars, or benefit from the exchange of information.

Some individual institutes have informal policies that limit attendance of their personnel at seminars and conferences. There is no central group at NIH responsible for coordinating attendance among the institutes or within different components of one organization.

FAA

Official attendance by FAA personnel at meetings and conventions is encouraged when it contributes to the agency's mission. However, FAA policy states that attendance is to be at a level that is adequate but not excessive. Agency policy also requires that the office which approves attendance at outside national and interregional meetings be responsible for establishing and maintaining a central record of all such approvals to provide information on the number of meetings, attendees, costs, or similar information. Our review of four associate administrator's offices and one regional office revealed that only two headquarters groups maintained the required central record of attendance at outside meetings.

We analyzed the central records on attendance at meetings at the two headquarters groups that maintained them to determine the nature of employee involvement in the meetings. We found that, of 45 travelers, 27 (60 percent) had attended the meetings primarily as observers. Because of FAA's decentralized nature, responsibility for maintaining conference and seminar records is delegated to the FAA regional offices and to service directors at headquarters.

Operational support and routine related travel

The travel for operational support and routine related travel accounted for 23 percent of the trips. These trips were for day-to-day technical program activities not classified under other categories.

FAA had the majority of this travel; for example:

--A GS-15 FAA employee went from Washington, D.C., to Memphis, Tennessee, to test an FAA-developed air traffic control test on some Department of Defense air traffic control trainees. The test was to be used as

a mechanism for effectively evaluating applicants for air traffic control positions.

--An FAA engineer went from his residence in Georgia to Cocoa Beach, Florida, for about 1 month to supervise the construction of a microwave transmitter unit.

Training

Travel for training accounted for 19 percent of the travel. As shown in appendix IV, FAA was responsible for a majority of these trips, whereas State and NIH had little travel for training. FAA's centralized training program concept is the primary cause for increased travel costs for training.

FAA's mission requires a work force of highly trained, skilled technicians for its predominately technical work programs which FAA believes are not available from outside the agency. Consequently, FAA conducted internal training programs at a cost of \$71.6 million in fiscal year 1976 at the FAA Academy, the Transportation Safety Institute, and the Management Training School to develop and improve employees' knowledge and skills, performance, and attitude. FAA supplements this centralized training with on-the-job experience and external long-term training.

The FAA Academy, located at Oklahoma City, Oklahoma, develops and conducts resident training courses, provides technical support to field training and certification programs, and arranges portions of the external agency training program. Examples of training-related travel from our sample follow.

--An FAA GS-11 Program Analyst was sent from Washington, D.C., to the FAA Academy for a 2-week nonmandatory Air Traffic Control indoctrination course at a travel cost of about \$460. The course provides executives, supervisors, and administrators with a general understanding of the Air Traffic Control system.

--An FAA WG-11 maintenance mechanic was sent from Washington, D.C., to the FAA Academy for a 5-week nonmandatory course entitled "Electrical Principles" at a cost of over \$1,200. This course is for personnel preparing for entry into training programs concerning maintenance of electro-mechanical equipment.

The Management Training School, located at Lawton, Oklahoma, is FAA's centralized source for developing and conducting supervisory and managerial training for FAA personnel. It develops supervisory and/or managerial training

materials, evaluates student accomplishments during training, and provides advisory service to help eliminate management deficiencies through personal development. For example, a Janitor General Foreman Assistant (Wage Board-3) attended a 3-week Supervisory Initial Course at a travel cost of almost \$300. This training, mandatory for all first-line supervisors, includes instruction on FAA organization, supervisory responsibilities, functions of management, personnel practices and procedures, human relations and motivation, communications, and public relations.

The Transportation Safety Institute, located in Oklahoma City, conducts safety and security courses and seminars for various Department of Transportation organizations.

FAA also participates in long-term educational and fellowship programs; pays the traveler's salary, per diem, travel expenses, tuition, books, and related expenses; and handles all administrative details relating to personnel matters of the training program. For example:

- An FAA GS-13 program evaluation specialist under FAA sponsorship attended a 9-month training program, Education for Public Management, at the University of Southern California at an estimated travel cost of about \$9,100. The program is designed to serve the training and development needs of individuals who are at midcareer and have been identified by the agency as having the potential to assume increased responsibility in the overall direction of agency programs and policies.
- Another FAA long-term training trip involved a GS-16 division chief to attend a 9-month midcareer program at Princeton University; travel costs were \$7,750. The program involved public and international affairs for midcareer officials who have demonstrated unusual potential to assume broad executive responsibilities.

Appendix IV shows the frequency with which the various training occurred at FAA, State, and NIH.

OBSERVATIONS

NIH, State, and FAA develop and maintain records describing the cost and nature of travel, but we believe the subclassifications used as a basis for data accumulation do not provide the information needed for effective management. For example, those specific purposes that will isolate the potential for better distribution of travel moneys within

each agency would be a meaningful refinement. There is no centralized mechanism within the agencies for systematically coordinating travel to meetings, nor are there formalized agency procedures to limit attendance.

Better data can and should be accumulated through an improved reporting system. The reporting system could provide a sound basis for determining the areas needing additional management action to accomplish specified missions and to control travel. It would also serve as a means of showing the Congress that the travel is being properly managed and that funds are being allocated to the highest priority program needs. We believe also that closer attention to agency participation in meetings would result in fewer attendees and reduced travel costs.

FISCAL YEAR 1976 AGENCY CLASSIFICATIONSOF TRAVEL EXPENDITURESFEDERAL AVIATION ADMINISTRATION

<u>Object sub- classi- fication</u>	<u>Description</u>	<u>Fiscal year 1976 expenditures</u>	
		<u>Amount</u>	<u>Percent</u>
2111	Headquarters planning, supervision, and inspection	\$ 5,712,200	16.4
2112	Field facility maintenance, operation, and job performance	12,515,400	35.9
2113	Transfer to official station	1,431,400	4.1
2114	Biennial vacation leave	314,700	.9
2120	Training travel--FAA training programs	10,273,500	29.4
2124	Training travel--other Federal programs	294,800	.8
2125	Training travel--non-Federal programs	689,200	2.0
2132	Rental of automobiles	2,921,000	8.4
2141	Reimbursement for use of privately owned vehicle and aircraft	0	0
2191	Not otherwise classified	<u>726,600</u>	<u>2.1</u>
	Total	<u>\$34,878,800</u>	<u>100.0</u>

STATE DEPARTMENT

<u>Object sub- classi- fication</u>	<u>Description</u>	<u>Fiscal year 1976 expenditures</u>	
		<u>Amount</u>	<u>Percent</u>
2111	Air fares	\$ 445,900	1.6
2112	Ship fares	3,400	(a)
2113	Other fares and mileage	197,500	.7
2121	Excess baggage	131,200	.5
2122	Per diem, subsistence, and other expenses	3,295,300	12.3
2124	Accompanied pouches (excess baggage)	2,254,000	8.4
2131	Per diem for student assigned to the Foreign Service Insti- tute	121,200	.5
2151	Travel within the United States, not otherwise classi- fied	14,206,900	53.0
2152	Consultation and inspection travel foreign countries	2,671,700	10.0
2153	Regional conferences	127,700	.5
2154	Consultation travel to the United States	304,700	1.1
2155	Post-to-post details	426,900	1.6
2156	Field travel	74,500	.3
2157	Medical travel	4,100	(a)
2158	Travel by specialized personnel	452,900	1.7
2159	Security travel	1,284,500	4.8
2161	Rest and recuperation travel	3,700	(a)

STATE DEPARTMENT (continued)

<u>Object sub- classi- fication</u>	<u>Description</u>	<u>Fiscal year 1976 expenditures</u>	
		<u>Amount</u>	<u>Percent</u>
2162	Education travel	7,400	(a)
2163	Other travel--local	238,500	.9
2164	Family visitation travel	0	0
2165	Emergency visitation travel	4,000	(a)
2188	Motor pool expenses	461,000	1.7
	Other	<u>101,100</u>	<u>.4</u>
	Total	<u>b/\$26,818,100</u>	<u>100.0</u>

a/Less than 0.1 percent.

b/Does not include object class 21 travel expenditures for employee permanent change of station and all travel expenditures made by State Department bureaus overseas.

NATIONAL INSTITUTES OF HEALTH

<u>Object sub- classi- fication</u>	<u>Description</u>	<u>Fiscal year 1976 expenditures</u>	
		<u>Amount</u>	<u>Percent</u>
2111	Transportation and per diem of employees and family--domestic and civilian	\$ 31,500	0.4
2112	Transportation and per diem of employees and family--domestic and commissioned	35,100	.5
2113	Round trip to seek permanent residence quarters--domestic and civilian	1,000	(a)
2115	Resettlement--refugees	0	0
2119	Transportation and per diem of employees and family--foreign, all	145,300	2.2
212A	Patients and escorts	1,030,000	15.7
212B	GSA motor-pool passenger vehicles	200	(a)
212C	Commercial car rentals (including those under GSA contract)	10,800	.2
212F	Advisory committees	424,800	6.5
212G	Conferences--Government-sponsored	201,600	3.1
212H	Conferences--non-Government-sponsored	53,000	.8
212M	Other domestic operations--within contiguous 48 States and the District of Columbia	2,468,200	3.6
212N	Other domestic operations--outside contiguous 48 States and the District of Columbia	70,700	1.1

NATIONAL INSTITUTES OF HEALTH (continued)

<u>Object sub classi fication</u>	<u>Description</u>	Fiscal year 1976 <u>expenditures</u>	
		<u>Amount</u>	<u>Percent</u>
212R	Grant review and monitoring	147,000	2.2
212T	Contract review and monitoring--domestic	268,800	4.1
212W	Contract review and monitoring foreign	20,200	0.3
212Z	Foreign program operations	313,400	4.8
2121	Service area--Social Security Administration	300	(a)
2122	Supervisory and administrative	20,000	.3
2123	Local (metropolitan area of duty station)	55,800	.8
2124	Consultants	93,300	1.4
2125	Witnesses and appellants	(b)	(a)
214A	Government-sponsored training	35,300	.5
2141	Non-Government-sponsored training	99,800	1.5
215A	Non-Government-sponsored meetings domestic	781,200	11.9
215F	Non-Government-sponsored meetings--international	250,000	3.8
2151	Intergovernmental sponsored meetings--domestic	10,000	.2
2156	Intergovernmental sponsored meetings--international	3,500	.1

NATIONAL INSTITUTES OF HEALTH (continued)

<u>Object sub- classi- fication</u>	<u>Description</u>	<u>Fiscal year 1976 expenditures</u>	
		<u>Amount</u>	<u>Percent</u>
2161	Temporary duty--home leave	<u>2,300</u>	<u>(a)</u>
	Total	<u>c/\$6,572,900</u>	<u>100.0</u>

a/Less than 0.1 percent.

b/Less than \$50 was included; dropped due to rounding.

c/Does not add due to rounding.

PURPOSE OF TRAVELFEDERAL AVIATION ADMINISTRATION

<u>Purpose of travel</u>	<u>Estimated number of trips in FY 1976</u>	<u>Percent</u>
Inspection and evaluation tours:		
At agency field installations	14,740	20.3
At contractor or grantee sites	<u>3,080</u>	<u>4.2</u>
Total	17,820	24.5
Meetings	9,620	13.3
Operational support and routine related travel	22,240	30.7
Training:		
Internal agency training (1 month or less)	5,950	9.2
External training (1 month or less)	7,640	10.5
Long-term training (over 1 month)	<u>3,060</u>	<u>4.2</u>
Total	16,650	22.9
Public relations	4,150	5.7
Negotiations and/or regulatory-oriented meetings	<u>2,080</u>	<u>2.9</u>
Total	<u>72,560</u>	<u>100.0</u>

STATE DEPARTMENT

<u>Purpose of travel</u>	<u>Estimated number of trips in FY 1976</u>	<u>Percent</u>
Inspection and evaluation tours:		
At agency field installations	880	15.3
At contractor or grantee sites	<u>330</u>	<u>5.8</u>
Total	1,210	21.1
Meetings	2,850	49.8
Internal agency training (1 month or less)	40	.8
Public relations	620	10.8
Negotiations and/or regulatory- oriented meetings	180	3.2
To accompany and assist the agency head or other top ranking agency officials in travel status	740	12.9
Protection, security	<u>80</u>	<u>1.4</u>
Total	<u>5,720</u>	<u>100.0</u>

NATIONAL INSTITUTES OF HEALTH

<u>Purpose of travel</u>	<u>Estimated number of trips in FY 1976</u>	<u>Percent</u>
Inspection and evaluation tours at contractor or grantee sites	5,190	25.6
Meetings	10,210	50.5
Operational support and routine related travel	310	1.5
Training:		
Internal agency training (1 month or less)	1,690	8.4
External training (1 month or less)	<u>490</u>	<u>2.4</u>
Total	2,180	10.8
Negotiations and/or regulatory- oriented meetings	340	1.7
Patient and escort	<u>2,000</u>	<u>9.9</u>
Total	<u>20,230</u>	<u>100.0</u>

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NINETY-FOURTH CONGRESS
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House of Representatives
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February 4, 1976

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B-193315

The Honorable Elmer B. Staats
 Comptroller General of the United States
 Washington, D. C.

Dear Elmer:

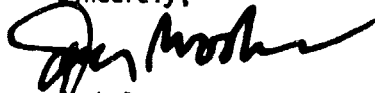
I am respectfully requesting the General Accounting Office to conduct a study for the Committee on Government Operations of official travel by the Executive Branch.

The overwhelming importance of bringing Federal spending under control is causing both Congress and the Executive to take a closer look at many programs to be sure they are operating efficiently. But government travel is something that is rarely examined on a government-wide basis, although I am sure the total amount of money being spent on it is enormous.

It would be interesting to know just what that total is, broken down by departments and agencies, if possible. It would then be helpful if the GAO could take a close look at two or three particularly travel-prone agencies to determine what the guidelines for travel are and whether they are being followed. A recent bulletin by the Office of Management and Budget (76-9, issued December 4, 1975) lists nine travel guidelines that are about to be put into effect. It would be interesting to know how they compare to the practices agencies have been following.

I would appreciate your prompt attention to this request, so that any wasteful practices now in effect can be halted.

Sincerely,



Jack Brooks
 Chairman