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**Information Management and  
Technology Division**

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April 20, 1992

The Honorable John Glenn  
United States Senate



The Honorable Tony P. Hall  
The Honorable David L. Hobson  
The Honorable John P. Murtha  
House of Representatives

This letter responds to your October 24, 1991, request that we review the Department of Defense's (DOD) decision to terminate the Air Force Joint Uniform Services Technical Information System (JUSTIS) program. The Assistant Secretary of Defense for Command, Control, Communications, and Intelligence, on October 4, 1991, ordered that the JUSTIS program be terminated, on the grounds that a related project--the Army Computer-aided Acquisition and Logistics Support (ACALS) program--could address over 50 percent of JUSTIS program requirements.<sup>1</sup> To assess the basis for this decision, we interviewed Air Force, Army, and DoD officials and reviewed documentation concerning JUSTIS and ACALS. We discussed the contents of this letter with responsible DOD officials and they agreed with the facts as presented.

**BACKGROUND**

The JUSTIS and ACALS programs, two of DOD's Computer-aided Acquisition and Logistics Support (CALs) initiatives, were being developed under the auspices of the Assistant Secretary of Defense for Production and Logistics.<sup>2</sup> The goal of the CALs initiative, officially begun in 1985, is to accelerate the move to automated weapons systems support by developing (1) standards for data storage and exchange and (2) automated systems--such as ACALS and JUSTIS--to store, manage, and distribute this technical information to DOD users.

<sup>1</sup> When ACALS became a joint DOD program in October 1991, it was renamed the Joint Computer-aided Acquisition and Logistics Support (JCALS) program.

<sup>2</sup> As of June 30, 1991, there was a total of 120 ongoing CALs-related programs in DOD.

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The purpose of JUSTIS, an Air Force program, was to automate the acquisition, publication, storage, and distribution of DOD technical manuals. The JUSTIS program manager estimated the program's acquisition costs to be \$854 million between fiscal years 1991 and 2000. JCALS, on the other hand, is a joint program to modernize the management of technical information required for weapon system acquisition, design, manufacture, and support. JCALS, which is projected to cost \$1.5 billion over 14 years, also includes a requirement for managing information contained in technical manuals.

Starting in fiscal year 1991, ACALS and JUSTIS were to be funded through DOD's Corporate Information Management (CIM) initiative. CIM is DOD's broad-based program to reengineer its business processes and develop standard technologies to support those processes across the services. One of the objectives of CIM is eliminating the development of needlessly duplicative systems across DOD, and adopting, where possible, standard, DOD-wide automated information systems, such as those supporting finance and logistics functions.

CONGRESSIONAL AND DOD CONCERNS  
ON FUNDING DUPLICATE SYSTEMS LED TO  
JUSTIS TERMINATION DECISION

DOD's response to congressional direction concerning the CALS and CIM initiatives led to the decision to terminate JUSTIS. In House Report 101-938, the Conference Report on DOD's fiscal year 1991 appropriations, the Committee supported DOD's initiative to consolidate CALS programs, and expressed concern about possible duplication of CALS-related systems. The Committee directed DOD to review the services' and other DOD agencies' CALS projects to determine how duplicate CALS programs could be eliminated.

At the same time, the Congress directed that fiscal year 1991 funds for CIM-related information systems development be centrally controlled by DOD, under the CIM program office. Since JUSTIS and ACALS were both under the CIM program, DOD initiated reviews of both efforts to determine how they should be funded in fiscal year 1991.

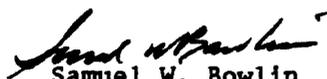
In July 1991, the Office of the Assistant Secretary of Defense for Production and Logistics requested that the Army determine if ACALS could satisfy JUSTIS program requirements. The Army determined that ACALS could meet 80 percent of JUSTIS functional requirements. Subsequently, in August 1991, the Army, Navy, and Air Force conducted a joint study of the two programs and determined that ACALS could meet as much as 34 percent of JUSTIS' requirements. The Office of the Assistant Secretary of Defense for Production and Logistics reconciled these disparate studies, and determined that ACALS could perform over 50 percent of JUSTIS' requirements.

According to Production and Logistics officials, the decision to cancel JUSTIS and designate JCALS as the Department's primary system for managing technical data was based on several factors, including scope, schedule, funding, and investment considerations, as follows:

- ACALS was functionally broader in scope than JUSTIS in that JUSTIS' primary function--management of technical manuals--was but one of seven functions to be performed by ACALS.
- While ACALS was scheduled for implementation in early 1994, JUSTIS was not scheduled for implementation until late 1996.
- Both programs were seeking CIM funding; however, the Army appeared very willing to support ACALS, whether CIM support was available or not. The Air Force, on the other hand, did not appear as willing to fund JUSTIS without CIM support.
- DOD's investment in ACALS far exceeded its investment in JUSTIS. At the time DOD made its termination decision, \$6.5 million had been spent on JUSTIS, compared to \$50.8 million spent for ACALS.

DOD is currently preparing a management plan to implement the decision to terminate JUSTIS. The plan will include DOD's determination of which technical manual requirements can be met through JCALS and other ongoing CALS programs. The plan will also identify any remaining JUSTIS requirements that would have to be satisfied through a new competitive procurement. The Department estimates that the plan will be completed in May 1992.

As agreed with your offices, we plan no further distribution of this letter until 30 days after the date of this letter. We will then give copies to other interested parties. If you have any questions about this letter, please contact me at (202) 512-6240 or Frank Deffer, Assistant Director, at (202) 512-6226.

  
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