



DEPARTMENT OF DEFENSE

AUDIT REPORT

MANAGEMENT OF GENERAL PURPOSE VEHICLES AT
THE MAJOR RANGE AND TEST FACILITY BASES

No. 91-058

February 27, 1991

*Office of the
Inspector General*





INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202-2884

February 27, 1991

MEMORANDUM FOR ASSISTANT SECRETARY OF THE ARMY (FINANCIAL
MANAGEMENT)
ASSISTANT SECRETARY OF THE NAVY (FINANCIAL
MANAGEMENT)
ASSISTANT SECRETARY OF THE AIR FORCE (FINANCIAL
MANAGEMENT AND COMPTROLLER)

SUBJECT: Report on the Audit of the Management of General Purpose
Vehicles at the Major Range and Test Facility Bases
(Report No. 91-058)

This final report on the Audit of the Management of General Purpose Vehicles at the Major Range and Test Facility Bases is for your information and use. We made the audit from October 1989 through April 1990. Our initial objectives were to evaluate the adequacy and effectiveness of contractor support at the Major Range and Test Facility Bases and to evaluate applicable internal controls. At the end of the survey, we limited the scope of the audit to specifically evaluate the cost-effectiveness and use of general purpose vehicles supporting the contractors and test ranges. This audit covered 10 of the 21 Major Range and Test Facility Bases. We reviewed the mileage utilization of over 5,000 general purpose vehicles.

U.S. Army Major Range and Test Facility Base procurement and contracting officers were not leasing vehicles in the most cost-effective manner. As a result, the Army expended approximately \$1.2 million more funds to lease vehicles than necessary during FY 1989. We disclosed our findings to the Army during the audit, and it has taken steps to correct the condition and stated that approximately \$3 million will be saved over a 3-year period.

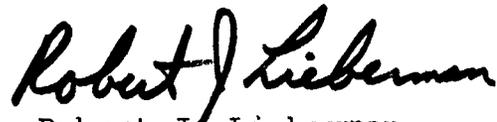
Of the 5,178 general purpose vehicles analyzed, 3,670 (71 percent) did not meet the mileage utilization goals set forth in DoD Regulation 4500.36-R. As a result, the Military Departments were buying new vehicles before fully using the vehicles they already owned. We recommended that the Military Departments review the need for the underused vehicles and extend the number of years of life expectancy and reduce their respective FY 1991 budget requests for vehicles by the same number. The reductions could save approximately \$12.4 million (page 5).

The audit identified internal control weaknesses as defined by Public Law 97-255, Office of Management and Budget Circular A-123, and DoD Directive 5010.38. Controls were not established or effective to ensure that vehicle management officers were effectively monitoring the mileage utilization reports and using them to determine if the current inventory of vehicles was being

effectively used before requesting new vehicles. Recommendation A.1., if implemented, will correct the internal control deficiencies. We have determined that the monetary benefits that can be realized by implementing Recommendation A.1. are approximately \$12.4 million. The senior officials responsible for internal controls within each of the Military Departments will be provided a copy of the final report.

On December 12, 1990, a draft of this report was provided to the Assistant Secretary of the Army (Financial Management); Assistant Secretary of the Navy (Financial Management); Assistant Secretary of the Air Force (Financial Management and Comptroller). However, since no comments were received by February 22, 1990, we are issuing the report without comments.

We appreciate the courtesies and cooperation extended to the audit staff. If you have any questions concerning this audit, please contact Mr. Raymond A. Spencer, Program Director, (703) 614-3995 (AUTOVON 224-3995) or Mr. Michael Simpson, Project Manager, at (703) 693-0371 (AUTOVON 223-0371). A list of audit team members who contributed to this report are listed in Appendix D. Copies of the final report will be distributed to activities listed in Appendix E.



Robert J. Lieberman
Assistant Inspector General
for Auditing

Enclosure

cc:
Secretary of the Army
Secretary of the Navy
Secretary of the Air Force

REPORT ON THE AUDIT OF CONTRACTOR SUPPORT
AT THE MAJOR RANGE AND TEST FACILITY BASES

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Prepared by:
Acquisition Management
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Project No. 0AB-0010

REPORT ON THE AUDIT OF THE MANAGEMENT OF GENERAL PURPOSE
VEHICLES AT THE MAJOR RANGE AND TEST FACILITY BASES

PART I - INTRODUCTION

Background

The Military Departments operate 21 Major Range and Test Facility Bases (test ranges) within DoD. The test ranges are maintained for test and evaluation support missions. These missions are conducted by both military and contractor personnel and require the use of special and general purpose vehicles. The Military Departments purchase these general purpose vehicles for the test ranges' use. The quantity and quality of vehicles needed at each range varies according to the size and mission of the range.

DoD Regulation Directive 4500.36-R, "Management, Acquisition, and Use of Motor Vehicles," July, 21, 1981, provides policy, procedures, and responsibilities for DoD-owned and leased vehicles. The Regulation states that to ensure effective use, vehicles shall be used on a pooled basis and normally may not be assigned exclusively to one official or employee. One exception to this rule is that most range commanders will have a car for their use because of their position. Since vehicles are a limited, essential, and costly resource that must be carefully managed, the Regulation requires the establishment of motor vehicle programs to ensure the greatest responsiveness, effectiveness, and economy in support of the DoD mission.

Objectives and Scope

Our initial objective was to evaluate the adequacy and cost-effectiveness of contractor support at the test ranges. To accomplish this, we reviewed work performed by contractors, the cost of contractor services, the statement of work and supporting documents, and contractor charges to the test ranges. During the audit survey, we determined that because of the large number of differences in the test range missions, we could not compare the similar testing and costs in a timely manner. Therefore, we narrowed our objective to evaluate the cost-effectiveness and use of general purpose vehicles supporting the test ranges. We focused on whether the test ranges and contractors were leasing vehicles cost-effectively and whether Military Department owned and leased vehicles were being effectively used. In addition, we evaluated the effectiveness of applicable internal controls.

We randomly selected 10 of the 21 test ranges for review. At one location, the vehicles were not Military Department owned; therefore, we did not include them in the total number of vehicles reviewed. At those ranges selected, we reviewed all

Military Department owned and leased vehicles classified as general purpose including those leased on cost-reimbursement contracts for a 12-month period. Specifically, we reviewed cost-reimbursement contracts and range logistics records for vehicle use and costs. We also analyzed the average monthly vehicle mileage for a 12-month period to determine if the DoD mileage utilization standards were achieved. We reviewed 5,178 Military Department owned vehicles and 660 General Services Administration and commercially leased vehicles on which the potential monetary benefit amounts identified in Part II of this report are based.

This economy and efficiency and compliance audit was made from October 1989 through April 1990 in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD, and accordingly included such tests of internal controls as were considered necessary. Activities visited or contacted are listed in Appendix C.

Internal Controls

To evaluate the internal controls, we used information generated from automated computer systems established at the test ranges visited. Although we did not fully evaluate the internal controls over data input and output related to these computer-based systems, we did perform actual odometer readings from the vehicles to ensure that vehicle mileages were properly recorded in the computer-generated vehicle reports. We also evaluated internal controls established in DoD Regulation 4500.36-R. We found that officials were not complying with the Regulation with respect to using the mileage utilization reports effectively. This issue is fully discussed in Part II of the report.

Prior Audit Coverage

Office of the Inspector General draft report (Project No. OAB-0010.01) "Audit of Contractor Support at Major Range and Test Facility Bases -- Contractors' Fees," October 9, 1990, reported that base fees were inappropriately included on cost-plus-award-fee and, service contracts. Also, a structured approach for determining the award fee pool was needed, and better management of award fee service contracts could have further reduced contract costs. The report recommended that base fees not be included in procurements where the award fee is used to motivate and reward contractor performance. The report also recommended that a structured approach for determining the dollar amount of award fee pools be developed. As of the date of the report, management comments had not been received.

Army Audit Agency Report No. MW 90-201, "Audit of Nontactical Vehicles -- U.S. Army Armor Center and Fort Knox, Fort Knox, Kentucky," January 4, 1990, reviewed the procedures for administering and managing leased vehicles. The report concluded that the need for low-usage vehicles should be reviewed monthly and justifications for recurring dispatch vehicles should be in writing, as stated in Army Regulation 58-1. The Army partially agreed and proposed corrective action that was responsive to five of the seven recommendations.

Other Matters Of Interest

During the audit, we found that U.S. Army procurement and contracting officers at the Aberdeen Proving Ground and White Sands Missile Range were leasing vehicles commercially instead of through the General Services Administration or vendors listed in the Federal Supply Schedule. This occurred because the contracting officers did not effectively manage the contracts for the contractors doing the testing or comply with DoD Regulations. As a result, from March 1989 to June 1990, the Army spent at least \$1.2 million more funds than it should have to commercially lease vehicles.

As a result of recommendations made during our review, the Army has taken actions to correct the cases where commercial vehicles were being used instead of General Services Administration or Federal Supply Schedule vendors. The Army estimates that it will save approximately \$3 million over a 3-year period by using the cheaper leases.

PART II - FINDING AND RECOMMENDATIONS

Management of General Purpose Vehicles

FINDING

Of the 5,178 Military Department owned general purpose vehicles reviewed at 9 test ranges, 3,670 (71 percent) did not meet the mileage utilization goals set forth in DoD Regulation 4500.36-R. This condition occurred because contracting, procurement, and vehicle management officials did not comply with policies and procedures for using the vehicles or with the reports needed to effectively monitor vehicle use. These vehicle utilization reports, required by the Regulation, were not used to ensure that the minimum number of vehicles needed to meet mission requirements were purchased and that vehicles assigned to test ranges were assigned in the most efficient manner. As a result, the Military Departments plan to spend about \$12.4 million to purchase new vehicles in FY 1991 that would not be needed if the life expectancy of the vehicles they already owned was extended or if the excess vehicles were redistributed to installations that have a justified need for new vehicles.

DISCUSSION OF DETAILS

Background. Major Range and Test Facility Bases (test ranges) vehicles are an essential and costly resource that require careful management. Test range vehicles fall into two categories: special purpose (such as ambulances, fire equipment, and buses) and general purpose (such as pickup trucks, vans, and sedans). We did not review the special purpose vehicles because they are mission essential or are required for safety reasons and are not subject to the same mileage and usage requirements of the general purpose vehicles. In addition, the Military Departments purchase large quantities of general purpose vehicles and therefore qualify for fleet discounts through their respective budgets.

DoD Regulation 4500.36-R, "Management, Acquisition, and Use of Motor Vehicles," July 21, 1981, provides policies and procedures concerning DoD-owned or leased motor vehicles. The Regulation states that vehicle resources shall be so organized and managed as to ensure optimum responsiveness, efficiency, and economy in support of DoD's mission. The Regulation also sets forth annual mileage utilization standards, which are used to determine when the car can be exceeded. The Regulation further states that vehicle utilization reports should be reviewed annually to ensure that these assets have been efficiently deployed. Each Military Department has issued a regulation that implements DoD Regulation 4500.36-R.

DoD Regulation 4500.36-R sets forth the following mileage criteria for general purpose vehicles.

<u>TYPE OF VEHICLE</u>	<u>ANNUAL MILEAGE GOAL</u>	<u>MONTHLY MILEAGE GOAL</u>
Station Wagon	10,000	833
Sedan	9,000	750
Pickup Truck (4x2)	9,000	750
Carryall Truck	9,000	750
Cargo Truck (4x4)	8,000	667

Military Department regulations state that the number of vehicles within each Component shall be limited to the minimum needed to provide essential transportation services. Each vehicle has to be justified and approved through the Military Department's respective authorization process. We reviewed the justifications for the mission of the vehicle, mission of the activity that the vehicle would support, number of miles of expected use each month, and consequences of not having the vehicle. For our review purposes, we considered a justification inadequate if the majority of the above information was not contained in the written justification.

Based on our review, 3,670 (71 percent) of the 5,178 general purpose vehicles did not meet the minimum mileage criteria set forth in DoD Regulation 4500.36-R (Appendix A). In addition, based on our review of the written justifications for 2,128 of the 3,670 vehicles, 896 were inadequately justified as well as underused. The test ranges were not able to produce 500 justifications. The results of our analysis are discussed in the following paragraphs.

Use of General Purpose Vehicles. DoD Regulation 4500.36-R states that DD Form 1970, "Motor Vehicle Utilization Record," shall be used as the basic source of information concerning the use of motor vehicles. However, the Regulation further states that if computerized systems are used in lieu of DD Form 1970, procedures should be in place to ensure that the same information is collected. The information needed for the utilization reports is data such as the type of vehicle, user, number of miles per month, cumulative number of miles, and downtime for maintenance. However, our review showed that vehicle management officials were not using the vehicle utilization reports to determine if vehicles were being used effectively.

We reviewed the vehicle utilization reports to identify the average monthly mileage of each vehicle. From this, we determined the number of vehicles that were not meeting the DoD

recommended mileage goals. In order to review as many of the justifications as possible within our time frame, we reviewed only the justifications for those vehicles that were not attaining an average of 500 miles per month, which is more conservative than the previously stated DoD mileage goals. The 500 average miles-per-month figure allowed us to review more than 70 percent of the justifications for the vehicles that did not meet the DoD utilization goals.

Army Test Ranges. We reviewed 1,620 general purpose vehicles at 3 Army test ranges. Of the 1,620 vehicles, 1,171 (72 percent) did not meet DoD's minimum mileage criteria. (Appendix A). Also, the justifications for 344 of the 1,171 vehicles did not contain an explanation of why the vehicles were needed or were unrealistic. For example, one justification stated that a cargo truck was needed to fulfill contractual requirements, and that the truck would travel about 30 to 40 miles a day. However, the vehicle averaged only 5 miles a day.

Navy Test Ranges. We reviewed 1,495 general purpose vehicles at 3 Navy test ranges. Of the 1,495 vehicles, 1,233 (82 percent) did not meet the DoD minimum mileage criteria (Appendix A). The justifications for 211 of these vehicles did not contain an adequate explanation of why the vehicles were needed. The justifications stated what the vehicle would be used for and the number of miles it would be driven each day; however, these justifications were unrealistic. For example, at 1 location, 20 trucks were being used to support upkeep and repair of the range's facilities and grounds. These trucks were supposed to average up to 60 miles a day. However, our review showed that these vehicles were averaging about 13 miles a day.

As a result of our findings, the Commander, Naval Weapons Center, China Lake, initiated a detailed internal study of vehicle assignments, utilization targets, and operating costs to users. As of the date of the audit, the study had not been completed.

Air Force Test Ranges. We reviewed 2,063 general purpose vehicles at 3 Air Force test ranges. Of the 2,063 vehicles, 1,266 (61 percent) did not meet the minimum DoD mileage criteria (Appendix A). The justifications for 341 of these vehicles did not adequately explain why the vehicles were needed or in some cases the number of miles that the vehicles would be driven were unrealistic. For example, one justification stated that the vehicle would be driven at least 15 miles a day. However, our analysis showed that the vehicle was 1 of 11 vehicles used by the same division and actually averaged

1.5 miles a day. Two other justifications stated that the vehicles would be driven 40 and 50 miles a day; however, our analysis showed that the vehicles were only averaging 13 and 7 miles a day, respectively.

We interviewed transportation officials at the 9 ranges visited to determine why the vehicle utilization reports were not being used as intended and what happened to vehicles with low use. The officials stated that the vehicle utilization reports were reviewed, usually once a quarter, to determine what vehicles were being underused. Then, the vehicles identified as underused were usually rotated from high users to low users and vice versa, but this only involved a few vehicles. The Commanders need to review and use these reports to ensure that vehicle authorizations are deleted and assets removed from activities not meeting established utilization standards. However, none of the ranges could provide documentation of where underused vehicles were transferred to another installation or excessed so another Military Department could obtain the vehicles. Officials informed us that it was not common practice to transfer or excess vehicles because of low use because the users, once they received a vehicle, did not want to give it up. According to officials, users do not want to give up their vehicle because it is difficult to obtain a new vehicle through the budget process; therefore it would be easier for the user to hold a low-use vehicle until it is needed than to transfer or excess it and request a new vehicle when one is needed.

In summary, 3,670 general purpose vehicles did not meet the DoD minimum mileage requirements of 667 to 833 miles a month. Furthermore, 2,628 vehicles did not average 500 miles a month, and 896 of those vehicles were inadequately justified. DoD Regulation 4500.36-R states that all DoD Components will use criteria based on the age and cumulative number of miles when determining vehicle replacement requirements. The age and accumulated mileage varies from 6 to 8 years and from 72,000 to 84,000 miles depending on the type of general purpose vehicle. Whichever one of these criteria occurs first is the justification the test ranges use to excess the vehicle and request a new one. Thus, because these vehicles were not averaging the miles necessary before they reached the age criteria to be excessed, new vehicles were being purchased before they reached the accumulated mileage criteria set forth in the Regulation.

Conclusion. General purpose vehicles were being underused at the 9 ranges we reviewed. The utilization reports and justifications for the vehicles identified as underused should be reviewed to determine if there is a need for the vehicle. Also, the vehicles with low use could have their life expectancy, with respect to the accumulated mileage, extended. This action would

delay the need for new vehicles in upcoming budget years. However, based on our analysis of the reports, we found that these reports were not being used in order to transfer or excess underused vehicles. In addition, the written justifications for the vehicles not meeting the minimum mileage goals should have been revalidated. As a result, the Military Departments will purchase new vehicles before they are needed.

The Military Departments were requesting approximately 4,200 general purpose vehicles in their respective FY 1991 budgets at a cost of about \$58 million. The average cost per vehicle was approximately \$14,000. However, we believe that with normal operation and maintenance, the Military Departments could extend the lives of the 896 vehicles that did not average 500 miles per month and were inadequately justified. This action would delay the purchase of new vehicles and would save the Military Departments approximately \$12.4 million dollars in FY 1991.

RECOMMENDATIONS FOR CORRECTIVE ACTION

1. We recommend that the Army's Deputy Chief of Staff for Logistics; the Navy's Deputy Chief of Naval Operations (Logistics); and the Air Force's Deputy Chief of Staff, Logistics and Engineering, review the need for the vehicles that have been identified as being underused, extend the underused vehicle's life expectancy by increasing the number of years a vehicle can be used before it can be excessed, and reduce their respective budget requests for general purpose vehicles by the same amount of vehicles.

2. We recommend that the Commander, U.S. Army, Test and Evaluation Command; the Commander, Naval Air Systems Command; the Commander, Naval Sea Systems Command; and the Commander, Air Force Systems Command use the vehicle utilization reports to identify vehicles with low mileage and transfer the vehicles to an installation with justified vehicle requirements.

MANAGEMENT COMMENTS

No comments have been received as of February 12, 1991 which was 60 days from the date of the draft report.

SCHEDULE OF GENERAL PURPOSE VEHICLES

Military Department	Number of Vehicles	Total		Percentage Driven Under		
		Vehicles Averaging Under		DoD	Standard	
		DoD Standard	Per Month	500	Miles	
<u>ARMY</u>						
ABERDEEN PROVING GROUND	643	494	384	77	60	
WHITE SANDS MISSILE RANGE	779	575	405	74	52	
YUMA PROVING GROUND	198	102	53	52	27	
SUBTOTAL	<u>1,620</u>	<u>1,171</u>	<u>842</u>	72	52	
<u>NAVY</u>						
NAVAL AIR TEST CENTER	231	177	126	77	55	
NAVAL WEAPONS CENTER	920	756	621	82	68	
PACIFIC MISSILE TEST CENTER	344	300	229	87	67	
SUBTOTAL	<u>1,495</u>	<u>1,233</u>	<u>976</u>	82	65	
<u>AIR FORCE*</u>						
3246 TEST WING	658	306	164	47	25	
TACTICAL FIGHTER WEAPONS CENTER	638	437	317	68	50	
EASTERN SPACE AND MISSILE CENTER	767	523	329	68	43	
SUBTOTAL	<u>2,063</u>	<u>1,266</u>	<u>810</u>	61	39	
TOTAL	<u>5,178</u>	<u>3,670</u>	<u>2,628</u>	71	51	

* Vehicles at Arnold Engineering Development Center were reviewed; however, its vehicles were not Air Force owned, thus they were not included in the total number of vehicles.

**SUMMARY OF POTENTIAL MONETARY AND OTHER
BENEFITS RESULTING FROM THE AUDIT**

<u>Recommendation Reference</u>	<u>Description of Benefit</u>	<u>Amount and/ or type of Benefit *</u>
Other matters of Interest	Savings will occur by using cheaper leases. Compliance with regulation.	\$3 million in Recurring Costs for Fiscal Years 1990 through 1994.
A.1.	Economy and Efficiency. Savings will occur by reducing the number of vehicles procured through the budget process.	\$12.4 million in questioned costs for Fiscal Years 1990 through 1991

* The total monetary benefits will be identified only after the Military Departments have implemented our recommendations.

ACTIVITIES VISITED OR CONTACTED

Office of the Secretary of Defense

Office of the Director, Defense Research and Engineering,
Washington, DC

Department of the Army

Office of the Deputy Chief of Staff for Logistics, Washington, DC
Test and Evaluation Command, Aberdeen, MD
Aberdeen Proving Ground, Aberdeen, MD
White Sands Missile Range, Las Cruces, NM
Yuma Proving Ground, Yuma, AZ

Department of the Navy

Naval Facilities Engineering Command, Washington, DC
Naval Air Test Center, Patuxent River, MD
Naval Air Weapons Center, China Lake, CA
Pacific Missile Test Center, Point Mugu, CA

Department of Air Force

Office of the Deputy Chief of Staff, Logistics and
Engineering, Washington, DC
Air Force Systems Command, Andrews Air Force Base, MD
Air Force Armament Division, Eglin Air Force Base, FL
Arnold Engineering Development Center, Tullahoma, TN
Eastern Space and Missile Center, Patrick Air Force Base, FL
Tactical Fighter Weapons Center, Nellis Air Force Base, NV

Non-Defense Activity

General Services Administration, Washington, DC

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Commander, White Sands Missile Range
Commander, Yuma Proving Ground

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Commander, Tactical Fighter Weapons Center

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U.S. General Accounting Office,
NSIAD Technical Information Center

Congressional Committees:

Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Forces
Senate Committee on Governmental Affairs
Senate Ranking Minority Member, Committee on Armed Services
House Committee on Appropriations
House Subcommittee on Defense, Committee on Appropriations
House Ranking Minority Member, Committee on Appropriations

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Commander, Arnold Engineering Development Center
Commander, Eastern Space and Missile Center
Commander, Tactical Fighter Weapons Center

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U.S. General Accounting Office,
NSIAD Technical Information Center

Congressional Committees:

Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Forces
Senate Committee on Governmental Affairs
Senate Ranking Minority Member, Committee on Armed Services
House Committee on Appropriations
House Subcommittee on Defense, Committee on Appropriations
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