Audit Report

OFFICE OF THE INSPECTOR GENERAL

STATUS OF THE EFFORT TO CONSOLIDATE TACTICAL MISSILE MAINTENANCE AT LETTERKENNY ARMY DEPOT

Report No. 95-189

May 8, 1995

Department of Defense

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Acronyms

BRAC	Base Realignment and Closure
DESCOM	Depot Systems Command
LEAD	Letterkenny Army Depot
TMC-JSWG	Tactical Missile Consolidation Joint Service Working Group

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

May 8, 1995

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION AND TECHNOLOGY
COMMANDER, U.S. ARMY INDUSTRIAL OPERATIONS COMMAND (PROVISIONAL)
COMMANDER, LETTERKENNY ARMY DEPOT

SUBJECT: Audit of the Status of the Effort to Consolidate Tactical Missile Maintenance at Letterkenny Army Depot (Report No. 95-189)

Introduction

We are providing this report for your information and use. This audit was performed in response to a request from Congressman James V. Hansen regarding the status of the 1993 Commission on Defense Base Closure and Realignment (the 1993 Commission) recommendation to consolidate all tactical missile maintenance at Letterkenny Army Depot (LEAD), Chambersburg, Pennsylvania. In response to the recommendations of the 1993 Commission, the Services established a Tactical Missile Consolidation Joint Service Working Group (TMC-JSWG) and developed a time phased implementation plan to consolidate Army, Navy, Air Force, and Marine Corps tactical missile maintenance at LEAD. The consolidation was to be accomplished from FYs 1994 through 1998 at an estimated nonrecurring cost of about $44.1 million (see Enclosure 1). We concentrated our efforts in the Army, because the Army portion, funded by the Base Realignment and Closure (BRAC) Account, was $35 million.

Audit Results

The transition of tactical missile maintenance to LEAD and the related military construction were generally proceeding within budget and on schedule. During FY 1994 and through the first quarter of FY 1995, the Army obligated about $23.8 million, or 68 percent of the estimated $35 million for the consolidation effort (see Enclosure 2). As of January 31, 1995, 13 of the 36 missile system maintenance work loads identified for transition to LEAD were in place (8 of which have completed first-article testing with the owning Service having certified LEAD as the source of repair). An additional 13 missile system work loads were scheduled for transition from FYs 1995 through 1998. For the remaining 10 missile work loads, transition plans have not yet been developed to transfer 5 missile system work loads. However, as directed by the Deputy Under Secretary of Defense for Logistics, the owning Service must transition

this work load to LEAD or provide justification for not doing so. Work load on the other five systems was not planned for transfer to LEAD, because either the missile system will soon be retired from active inventory or the projected work load is too small to warrant transitioning to LEAD. See Enclosure 3 for a detailed listing of the status of each missile system work load. The TMC-JSWG had begun action to obtain information on the organic maintenance requirements of emerging systems (those systems in the acquisition cycle and not yet fielded) so that when they are fielded LEAD would have been capable of performing the required depot maintenance.

Subsequent to the issuance of the draft report, the Secretary of Defense made his recommendations to the 1995 Commission. LEAD was included on the list as a base recommended for closure. Therefore, pursuant to the guidance set forth by the Assistant Secretary of Defense (Economic Security), award of any further military construction contracts cannot be made until after the 1995 Commission makes its recommendations.

Objectives

Our objective was limited to evaluating the status of the consolidation effort from the standpoint of what had been accomplished, the cost, and what remains to be done to totally accomplish the consolidation. We also evaluated implementation of the management control program established by the TMC-JSWG as it related to the audit objectives.

Scope and Methodology

We evaluated records and correspondence covering the period January 1992 through January 1995 relating to the consolidation of tactical missile maintenance at LEAD. We concentrated on the costs associated with the Army, which accounted for about 80 percent of the estimated $44.1 million of BRAC costs to consolidate tactical missile maintenance at LEAD. We reviewed transition plans and schedules, cost data, and FYs 1994 and 1995 BRAC funding authorizations, obligations, and expenditures. We did not attest to the reliability of the computer-processed BRAC financial data maintained by the Army with regard to obligations and disbursements, but we did verify the BRAC authorizations for FYs 1994 and 1995. We did not use statistical sampling procedures for this audit.

We also held discussions with representatives of the Depot System Command (DESCOM) and LEAD. DESCOM is in the process of merging with the U.S. Army Armament, Munitions, and Chemical Command to form the U.S. Army Industrial Operations Command (Provisional).

This economy and efficiency audit was made from November 1994 through January 1995, with information on the military construction projects updated through March 1995. The audit was performed in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD. Accordingly, the audit included tests of management controls as we considered necessary. The organizations visited or contacted during the audit are in Enclosure 7.

Management Controls

We only evaluated the effectiveness of the management controls that were applicable to the consolidation of tactical missile maintenance at LEAD. Those controls are principally the procedures defined in the "Tactical Missile Maintenance Consolidation at Letterkenny Army Depot Implementation Plan," May 6, 1994. The implementation plan establishes the policy, responsibilities, and procedures to be followed to accomplish the consolidation of tactical missile maintenance at LEAD. Our evaluation included reviews of programmatic controls and included interviews, analyses of data, and an examination of records. No material internal control weaknesses were identified as defined by DoD Directive 5010.38, "DoD Internal Management Control Program," April 14, 1987.

Prior Audit Coverage

There has been no prior audit coverage on the status of the implementation of the 1993 Commission recommendation to consolidate tactical missile maintenance at LEAD.

Background

The 1993 Commission recommended that action be taken to implement a plan developed in January 1992 and revised in April 1992, that would consolidate and relocate tactical missile maintenance being performed at DoD depots and contractor facilities to LEAD. In addition to the systems identified in the January 1992 plan, the 1993 Commission recommended that maintenance on the HAWK ground control system being performed at the Marine Corps Logistics Base, Barstow, California, be transferred to LEAD. The 1993 Commission concluded that the consolidation of tactical missile maintenance at LEAD would create efficiencies and reduce costs.

The TMC-JSWG, chartered February 1, 1994, developed a plan to implement the consolidation of tactical missile maintenance at LEAD. The plan identified 36 missile system work loads as candidates for transition to LEAD. In

April 1994, the Deputy Under Secretary of Defense for Logistics issued a memorandum directing that all missile systems identified by the 1993 Commission be transferred to LEAD, including those systems maintained by contractor support. A Service choosing not to transition the maintenance work load of an affected system to LEAD must notify the Deputy Under Secretary of Defense for Logistics and provide justification for not doing so.

Discussion

The Office of the Inspector General, DoD, received a letter dated October 11, 1994, from Congressman Hansen, requesting that we review the status of the consolidation of tactical missile maintenance at LEAD to determine what has been expended to date, what steps are remaining, and whether it would be prudent and cost-effective to postpone further effort on the consolidation pending the recommendations of the 1995 Commission. We mainly examined costs for the Army, which accounted for about 80 percent of the estimated cost of the consolidation effort, including more than $5 million for renovations of existing LEAD facilities. The remaining 20 percent of the cost was primarily for the other Services to tear down, pack, and crate maintenance equipment for transfer to LEAD.

The military construction and the consolidation of tactical missile maintenance at LEAD was generally proceeding within budget. As of December 31, 1994, the Army's nonrecurring costs for the consolidation at LEAD were estimated at $35 million and the nonrecurring costs to the other Services were estimated at $9.1 million, for a total of $44.1 million in BRAC funding to complete the consolidation effort. During FY 1994 and the first quarter of FY 1995 about $23.8 million (68 percent of the Army's estimated nonrecurring cost) was obligated toward the consolidation effort. By the end of FY 1995, more than $40 million of the $44.1 million total was planned to be obligated (see Enclosure 1).

Military Construction. Military construction in process was generally on schedule. Three contracts, valued at $5 million, were awarded during FY 1994, and a fourth contract was planned for award in June 1995. The U.S. Army Corps of Engineers is responsible for awarding and administering the construction contracts. The status and scope of the work for the four renovation efforts follows.

Contract DACA31-94-C-0096. This contract was awarded on June 8, 1994, at a cost of $1 million. Although originally scheduled for completion on January 18, 1995, it was completed in March 1995. The contract was awarded to modify building 370, an electronics maintenance shop. The scope of work included constructing backroom enclosures and installing air conditioning, heating, and ventilation; duct work; electrical power; fire

protection; lighting; plumbing; and a 5,400-square foot mezzanine to increase floor space to accommodate maintenance work on the Navy and Air Force Sidewinder missiles. The contract also provided for removing, testing, and disposing of potentially contaminated soil.

Contract DACA31-94-C-0128. This contract also provided for modifications to building 370. The contract was awarded at $1.9 million on August 19, 1994, and had an estimated completion date of June 16, 1995. As of January 31, 1995, the contract was 19 percent complete and is scheduled to be completed on June 29, 1995. The contract was awarded to install air conditioning, heating, and ventilation; duct work; ceilings; doors; drywalls; electrical power; an elevator; fire protection; lighting; plumbing; restrooms; and to construct a 10,500-square foot large mezzanine to support maintenance work on the Dragon, HAWK, Maverick, and Patriot missile systems. The contract also provided for removing, testing, and disposing of potentially contaminated soil.

Contract DACA31-94-C-0131. This contract was for renovations to building 12, a general maintenance shop, and building 426, a box and crate shop. The contract was awarded at about $2 million on August 26, 1994, and was originally scheduled for completion on January 15, 1995. The renovations to building no. 426 were completed on February 6, 1995, and building 12 was scheduled to be completed on June 3, 1995. The contract's scope of work was to install air conditioning, heating, and ventilation; duct work; drywalls; electrical power; fire protection; insulation; lighting; masonry walls; restrooms; and a vestibule. The contract also required the floors to be coated and sealed.

Planned Contract. A contract was planned to be awarded by June 16, 1995, for renovations to building 11, a general maintenance shop. With an estimated completion date of April 27, 1996, the contract was for environmental and power upgrades to the building, in order to support the maintenance work load of the Dragon, Land Combat Support System, Shillelagh, Standard, and emerging systems. However, because LEAD was one of several installations recommended for closure by the Secretary of Defense, the project was suspended until July 1995, pending the outcome of the 1995 Commission's final recommendations.

Missile System Transitions. Transition of missile system work load to LEAD was generally being accomplished in accordance with the schedule in the implementation plan. Additionally, the TMC-JSWG had begun logistics planning on emerging systems.

Active Missile Systems. The implementation plan identified 36 missile maintenance system workloads as candidates for transition to LEAD. As of January 1995, the facilities; personnel; and testing, diagnostic, and maintenance equipment for 13 of the 36 system work loads were in place at LEAD. Eight of those missile system work loads have completed first-article testing and LEAD had been certified by the owning Service as the source of repair and was performing that depot maintenance. Four missile system work loads were scheduled for transition during FY 1995, six in FY 1996, and three during FY 1998. Transition plans had not been developed to transfer the contractor maintenance work load for five systems. The work load on the remaining five systems was not planned for transition to LEAD, either because the system was scheduled to be retired from the active inventory or the projected work load was too small to warrant transition. The TMC-JSWG will reevaluate those systems to decide whether the workload projections have changed and whether the transfer of the maintenance work load to LEAD would be prudent. Enclosure 3 lists the consolidation status of tactical missile system work loads identified for transition.

Emerging Systems. The TMC-JSWG has begun to facilitate LEAD becoming the certified source of repair for depot maintenance on emerging systems. In November 1994, the TMC-JSWG sent a memorandum to the Office of the Assistant Secretary of the Army (Research, Development and Acquisition); the Commander, Marine Corps Systems Command; the Program Executive Office, Theater Air Defense; Headquarters, Air Force Materiel Command; and the Commander, Naval Ordnance Center. The memorandum requested that LEAD and the Depot System Command be kept informed on all emerging systems, to include the points of contact for each system, the first unit equipment date, the depot capability for each system, and the current acquisition phase. The TMC-JSWG also requested that a representative from LEAD and the DESCOM be added to each emerging system's Integrated Logistics Support Management Team and to the distribution lists for all program management documents and meetings concerning logistic support. The TMC-JSWG feels that this action will help ensure that LEAD and the DESCOM will be better prepared to meet the user needs timely and cost-effectively.

Ongoing and Planned Activities

In January 1995, maintenance equipment required to support the work load of the Patriot Missile System, previously performed by contractor support, was scheduled to begin transitioning to LEAD. Equipment transfers to support missile maintenance that began before January 1995 will continue, as well as the first-article testing for systems already in place and not yet certified. Construction would also continue on the three contracts awarded during FY 1994 to modify existing facilities. The final facility renovation contract was planned for award in June 1995 with a planned completion date of April 1996,

which was concurrent with the required availability of the facility for missile maintenance operations. However, this project was suspended pending the outcome of the FY 1995 Commission's recommendations on base closures and realignments.

Subsequent Events

On February 22, 1995, the Assistant Secretary of Defense (Economic Security) issued a memorandum (see Enclosure 4) that provided for special construction controls to be implemented at installations that appear on the BRAC list. The memorandum prohibited the award of military construction contracts at any installation that appeared on the BRAC list and required the review of ongoing construction projects to determine whether it would be cost-effective to suspend or terminate the contracts. On March 1, 1995, the Secretary of Defense formally provided his recommendation of bases for closure or realignment to the 1995 Commission. LEAD was included in that recommendation. We contacted officials of the DESCOM to determine the action to be taken in light of the Secretary of Defense's recommendation on LEAD and the DoD guidance regarding award of new construction contracts. DESCOM officials informed us that the Corps of Engineers had revised the schedule for the solicitation and award of the remaining construction contract. Depending upon the outcome of 1995 BRAC process, the solicitation was now planned for advertisement on July 31, 1995, with contract award on September 25, 1995. The Army reviewed the status of the ongoing projects and decided to continue with the ongoing construction because the projects were too far along to realize any cost benefit from contract termination or suspension. The Army is to be commended for the prompt action it took to ensure additional resources are not unnecessarily spent.

DESCOM informed us that two more systems had been transitioned since the draft report was issued. See DESCOM comments in Enclosure 6.

Conclusion

The consolidation of tactical missile maintenance at LEAD was proceeding within the projected cost estimate and on schedule at the time of the audit. The 1995 BRAC Commission is reviewing the list of bases recommended for closure by the Secretary of Defense. Therefore, to avoid influencing the conclusions of the 1995 Commission, we are not making any recommendations regarding missile maintenance consolidation at LEAD in this report.

Management Comments

Because this report contains no findings or recommendations, written comments are not required. However, the Office of the Secretary of Defense (Installations) and the Army concurred with the draft report and their comments are in Enclosures 5 and 6, respectively.

The courtesies extended to the audit staff are appreciated. If you have any questions on this audit, please contact Mr. John A. Gannon, Audit Program Director, at (703) 604-9427 (DSN 664-9427) or Mr. Bernard M. Baranosky, Acting Audit Project Manager, at (703) 604-9429 (DSN 664-9429). The distribution of this report is in Enclosure 8. The audit team members are listed on the inside back cover.

Robert J. Lieberman
Assistant Inspector General
for Auditing

Enclosures

Validated Nonrecurring BRAC Costs for Consolidation of Tactical Missile Maintenance as of December 1994

	FY 1994 ($ in millions)	FY 1995 ($ in millions)	FY 1996 ($ in millions)	FY 1997 ($ in millions)	Total
Army	$15.5	$18.0	$1.5	$0.0	$35.0
Navy	1.8	0.6	1.7	0.1	4.2
Air Force	0.0	4.7	0.2	0.0	4.9
Total	**$17.3**	**$23.3**	**$3.4**	**$0.1**	**$44.1**

As shown in the above schedule of validated nonrecurring costs, more than $40 million of the total cost of $44.1 million is planned to be incurred by the end of FY 1995.

Status of Army BRAC Authorizations and Obligations for FY 1994 and First Quarter of FY 1995

FY 1994

	Estimated	Authorized	Obligated
O&M[1]	$ 8.4	$ 9.1	$ 9.1
OPA[2]	2.1	1.7	1.4
MILCON[3]	5.0	5.0	5.0
Total	**$15.5**	**$15.8**	**$15.5**

First Quarter FY 1995

O&M	$12.8	$11.0	$6.1
OPA	2.6	3.0	2.2
MILCON	2.6	0.0	0.0
Total	**$18.0**	**$14.0**	**$8.3**

FY 1994 Obligations	$15.5
FY 1995 Obligations	8.3
Total FY 1994 and First Quarter 1995	**$23.8**

These O&M and OPA funds are BRAC funds for nonrecurring costs, such as permanent relocation of personnel; personnel training; and transporting, uncrating, and setting up maintenance equipment.

[1]Operations and Maintenance.
[2]Other Procurement Army.
[3]Military Construction.

Status of System Work Load Identified for Transition

Systems in Place and Certified

Air-to-Air Stinger (ATAS) Argon Bottles
Army Tactical Missile System
Avenger
Bradley Tube Launched Optically Sighted Wire Guided (TOW)
Dragon
Hellfire
Phoenix
Sparrow

Systems in Place and Not Yet Certified

ATAS Avenger - Contractor support
HAWK Phase I - U.S. Marine Corps, Barstow, CA
High Speed Anti-Radiation Missile - Peculiar Support Equipment (HARM PSE)
Multiple Launch Rocket System (MLRS)
MLRS - Contractor Support

FY 1995 Scheduled Transitions

Patriot - Contractor Support
Sidewinder - Navy
TOW - COBRA
TOW 2

FY 1996 Scheduled Transitions

Hawk - Contractor Support
HAWK Phase II - U.S. Marine Corps, Barstow, CA
Land Combat Support System (LCCS)
Maverick
Shillelagh
Sidewinder - Air Force

Status of System Work Load Identified for Transition

FY 1998 Scheduled Transitions

Advanced Medium Range Air-to-Air Missile
HARM - Control Section
HARM - Guidance Section

Systems With Transition Plans Pending *

Bradley TOW - Contractor Support
Harpoon - Contractor Support
Hellfire - Contractor Support
Standard - Contractor Support
Stinger - Contractor Support

* The owning Service has not planned for the transition of contractor work on the listed systems. Work load must transition or the owning Service must justify the reason for not doing so to the Deputy Under Secretary of Defense for Logistics.

Status of Systems Not Currently Planned for Transition

AN/TSQ73	Last year in inventory, FY 1996.
Chaparral	No work after FY 1995.
Sidearm (Contractor)	Navy has put the system in deep storage.
Standard	Navy has zeroed work load after FY 1995. The Navy will seek a waiver from the Deputy Under Secretary of Defense for Logistics and the system may not transfer.
Walleye	The system is an old out-of-production Navy system planned for retirement in 2001. The Joint Working Group will reevaluate the transition of Walleye in FY 1996.

Assistant Secretary of Defense Memorandum

ASSISTANT SECRETARY OF DEFENSE

3300 DEFENSE PENTAGON
WASHINGTON DC 20301-3300

ECONOMIC SECURITY

February 22, 1995

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Special Construction Controls for Installations Appearing on BRAC List

Our obligation as stewards of public resources demands that we institute special construction controls for installations which appear on the Secretary's list of recommendations for realignment or closure when it is announced soon. In all likelihood you have anticipated this need and have made provision for appropriate controls.

Please assure that the controls you are preparing or have imposed at the recommended installations will accomplish the following ends:

- prohibit new award of FY 95 or prior year Military Construction funds, including family housing construction
- screen projects already under contract for possible suspension or termination as appropriate, prudently conserving resources where possible
- assess construction investment planned for installations not slated for closure or realignment to determine if BRAC recommendations may indirectly alter project justification. Include BRAC construction plans for FY 95 and prior years which may be impacted by any redirection of prior BRAC decisions
- review FY 96 Military Construction budget proposals, including family housing and BRAC construction, to identify projects which will not be required if the BRAC 95 list is approved
- address long-term leases and pertinent off-budget investment areas such as non-appropriated funds

By February 27, 1995, please provide me a copy of the special construction controls you will or have already imposed over areas under your authority. No later than March 20, 1995, please provide me your list of FY 96 and prior year construction projects no longer required and your recommendation regarding disposition of the requested funds.

Joshua Gotbaum

cc:
USD(COMPT)
INSPECTOR GENERAL
GENERAL COUNSEL

Assistant Secretary of Defense Comments

ECONOMIC SECURITY

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
3300 DEFENSE PENTAGON
WASHINGTON, DC 20301-3300

21 MAR 1995

MEMORANDUM FOR DIRECTOR, LOGISTICS SUPPORT DIRECTORATE, OFFICE OF THE INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE

SUBJECT: Draft Report on the Status of the Effort to Consolidate Tactical Missile Maintenance at Letterkenny Army Depot (Project No. 5LB-5013) 24MAR95

I have reviewed the draft subject report on Tactical Missile Maintenance consolidation. We have no issues with your draft report, however, your language on page 7 that states *"we are, however, monitoring the internal DoD BRAC process and plan to adjust this report, if necessary, to reflect any effect of the scheduled March 1995 announcement of proposed base closures and realignments"* prompts me to ask that our office review any substantive adjustments to the draft report before it is finalized.

Although I anticipate adjustments to your report will not be contentious, as the policy office responsible for BRAC, our review is crucial to reports of this nature. My point of contact for this report is Mr. Mike McAndrew and he can be reached on (703) 697-8048.

Robert E. Bayer
Deputy Assistant Secretary of Defense
(Installations)

Enclosure 5

Department of the Army Comments

DEPARTMENT OF THE ARMY
HEADQUARTERS, U. S. ARMY DEPOT SYSTEM COMMAND
CHAMBERSBURG, PENNSYLVANIA 17201-4170

REPLY TO ATTENTION OF
AMSDS-IG (36)

29 March 1995

MEMORANDUM FOR Inspector General, Department of Defense, 400 Army Navy Drive, Arlington, VA 22202-2884

SUBJECT: Audit of the Status of the Effort to Consolidate Tactical Missile Maintenance at Letterkenny Army Depot (Project No. 5LB-5013)

1. Reference memorandum, DoDIG, 23 Feb 95, subject as above.

2. Concur with draft audit report as written.

3. Request opportunity to comment on any adjustments to this report that are based on the recent BRAC recommendation concerning the tactical missile consolidation at LEAD. Since January 31, 1995, LEAD has received Navy certification for the Sidewinder missile system. Training, equipment relocation and parts inventory have been completed on the Army's TOW missile system.

4. The point of contact for this correspondence is the command's Inspector General, LTC Michael R. Giblin, DSN 570-8495.

FOR THE COMMANDER:

P.G. PHILLIPS, JR.
Colonel, GS
Chief of Staff

Organizations Visited or Contacted

Office of the Secretary of Defense

Office of the Under Secretary of Defense for Acquisition and Technology, Washington DC
Office of the Assistant Secretary of Defense (Economic Security), Washington, DC
Office of the Deputy Assistant Secretary of Defense (Installations), Washington, DC
Office of the Deputy Under Secretary of Defense for Logistics, Washington, DC

Department of the Army

U.S. Army Industrial Operations Command (Provisional), Rock Island, IL
Headquarters, Depot System Command, Chambersburg, PA
Letterkenny Army Depot, Chambersburg, PA
U. S. Army Corps of Engineers, Baltimore District, Construction Division, Harrisburg Area Office, New Cumberland, PA

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Department of the Army

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- House Subcommittee on National Security, Committee on Appropriations
- House Committee on Government Reform and Oversight
- House Subcommittee on National Security, International Affairs, and Criminal Justice, Committee on Government Reform and Oversight
- House Committee on National Security

Congressman James V. Hansen, U.S. House of Representatives
Congressman Bud Shuster, U.S. House of Representatives

TEAM MEMBERS

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