

Audit



Report

OFFICE OF THE INSPECTOR GENERAL

**DEFENSE BASE REALIGNMENT AND CLOSURE
BUDGET DATA FOR THE PROPOSED CONSTRUCTION
OF THE AUTOMOTIVE VEHICLE MAINTENANCE
FACILITY, GUAM**

Report No. 95-222

June 7, 1995

Department of Defense

Additional Copies

To obtain additional copies of this audit report, contact the Secondary Reports Distribution Unit, Audit Planning and Technical Support Directorate, at (703) 604-8937 (DSN 664-8937) or FAX (703) 604-8932.

Suggestions for Future Audits

To suggest ideas for or to request future audits, contact the Planning and Coordination Branch, Audit Planning and Technical Support Directorate, at (703) 604-8939 (DSN 664-8939) or FAX (703) 604-8932. Ideas and requests can also be mailed to:

Inspector General, Department of Defense
OAIG-AUD (ATTN: APTS Audit Suggestions)
400 Army Navy Drive (Room 801)
Arlington, Virginia 22202-2884

Defense Hotline

To report fraud, waste, or abuse, contact the Defense Hotline by calling (800) 424-9098; by sending an electronic message to Hotline@DODIG.OSD.MIL; or by writing the Defense Hotline, The Pentagon, Washington, D.C. 20301-1900. The identity of each writer and caller is fully protected.

Acronyms

| | |
|--------|----------------------------------|
| AFB | Air Force Base |
| BRAC | Base Realignment and Closure |
| COBRA | Cost of Base Realignment Actions |
| MILCON | Military Construction |
| NAS | Naval Air Station |
| PWC | Public Works Center |



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



June 7, 1995

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)
ASSISTANT SECRETARY OF THE NAVY (FINANCIAL
MANAGEMENT AND COMPTROLLER)

SUBJECT: Audit Report on Defense Base Realignment and Closure Budget Data for
the Proposed Construction of the Automotive Vehicle Maintenance
Facility, Guam (Report No. 95-222)

We are providing this report for information and use. This report is one in a series of reports about FY 1996 Defense base realignment and closure military construction costs. Comments on the draft of this report were considered in preparing the final report.

Based on comments by the Under Secretary of Defense (Comptroller), we deleted draft report Recommendations 2. and 3. to the Navy. Comments on the draft report conformed to the requirements of DoD Directive 7650.3 and left no unresolved issues. Therefore, no additional comments are required.

We appreciate the courtesies extended to the audit staff. Questions on the audit should be directed to Mr. Terry L. McKinney, Audit Program Director, at (703) 604-9288 (DSN 664-9288) or Mr. Ronald W. Hodges, Audit Project Manager, at (703) 604-9291 (DSN 664-9291). The distribution of this report is listed in Appendix E. The audit team members are listed inside the back cover.

David K. Steensma

David K. Steensma
Deputy Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. 95-222
(Project No. 5CG-5017.24)

June 7, 1995

Defense Base Realignment and Closure Budget Data for the Proposed Construction of the Automotive Vehicle Maintenance Facility, Guam

Executive Summary

Introduction. Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991, directs the Secretary of Defense to ensure that the amount of the authorization that DoD requested for each military construction project associated with Defense base realignment and closure does not exceed the original estimated cost provided to the Commission on Defense Base Closure and Realignment (the Commission). If the requested budget amounts exceed the original project cost estimates provided to the Commission, the Secretary of Defense is required to explain to Congress the reasons for the differences. The Inspector General, DoD, is required to review each Defense base realignment and closure military construction project for which a significant difference exists from the original cost estimate and to provide the results of the review to the congressional Defense committees. This report is one in a series of reports about FY 1996 Defense base realignment and closure military construction costs.

Audit Objectives. The overall audit objective was to determine the accuracy of the Defense base realignment and closure military construction budget data. This report provides the results of the audit of project P-248T, valued at \$2.7 million, for the construction of an automotive vehicle maintenance facility by the Navy Public Works Center Guam. This audit also assessed the adequacy of the management control program as it applied to the audit objective.

Audit Results. Budget data for the military construction project was based on valid FY 1996 Defense base realignment and closure military construction requirements. However, project P-248T was not needed. If existing capabilities and facilities are used, FY 1996 Base Closure Account funds of \$2.7 million could be put to better use. See Part I for a discussion of the finding. The results of the review of management control program will be discussed in a summary report on Defense base realignment and closure military construction budget data.

Summary of Recommendations. We recommend that the Under Secretary of Defense (Comptroller) suspend funding for project P-248T until existing capabilities and facilities have been considered in meeting the requirement.

Management Comments. The Under Secretary of Defense (Comptroller) comments stated that the Secretary of Defense has recommended closing Naval Activities, Guam. As a result, project P-248T is no longer required and project funding of \$2.7 million was reprogrammed to other valid FY 1996 Defense base realignment and closure requirements. The Assistant Secretary of the Navy (Financial Management and Comptroller) did not respond to the draft report. See Part I for a summary of management comments and Part III for the complete text of management comments.

Audit Response. The Under Secretary of Defense (Comptroller) comments were responsive. Based on actions taken by the Secretary of Defense, we deleted draft report recommendations to the Navy to use existing facilities for vehicle maintenance support in Guam.

Table of Contents

| | |
|--|----|
| Executive Summary | i |
| Part I - Audit Results | |
| Audit Background | 2 |
| Audit Objectives | 2 |
| Utilization of Existing DoD Facilities | 3 |
| Part II - Additional Information | |
| Appendix A. Scope and Methodology | 8 |
| Appendix B. Summary of Prior Audits and Other Reviews | 9 |
| Appendix C. Background of Defense Base Realignment and Closures and Scope of the Audit of FY 1996 Defense Base Realignment and Closure Military Construction Costs | 13 |
| Appendix D. Organizations Visited or Contacted | 15 |
| Appendix E. Report Distribution | 16 |
| Part III. Management Comments | |
| Under Secretary of Defense (Comptroller) Comments | 20 |

Part I - Audit Results

Audit Results

Audit Background

The Inspector General, DoD, is performing various audits of the Defense base realignment and closure (BRAC) process. This report is one in a series of reports about FY 1996 BRAC military construction (MILCON) costs. For additional information on the BRAC process and the overall cost of BRAC MILCON see Appendix C.

Audit Objectives

The overall audit objective was to determine the accuracy of BRAC MILCON budget data. The specific objectives were to determine whether the proposed projects were valid BRAC requirements, whether the decision for MILCON was supported with required documentation including an economic analysis, and whether the economic analysis considered existing facilities. This audit also assessed the adequacy of the management control program at the Navy Public Works Center (PWC) in Guam, which we will refer to as PWC Guam, as it applied to the overall audit objective.

This report provides the results of the audit of MILCON project P-248T, "Proposed Construction of the Automotive Vehicle Maintenance Facility, Guam," valued at \$2.7 million. See Appendix A for a discussion of the scope and methodology and Appendix B for a summary of prior coverage related to the audit objectives.

Utilization of Existing DoD Facilities

The Navy planned an unnecessary project, project P-248T, for the construction of a 9,300-square-foot automotive vehicle maintenance facility. The Navy planned the unnecessary project because PWC Guam did not consider other available options for vehicle maintenance when preparing the project justification. Andersen Air Force Base (AFB), Guam, could either provide vehicle maintenance support to PWC Guam on a reimbursable basis or provide adequate maintenance space for the Navy to perform its own maintenance. If excess space at Andersen AFB is made available to PWC Guam and used for vehicle maintenance, or if PWC Guam relies on the Air Force for vehicle maintenance, project P-248T will not be needed. Also, \$2.7 million in MILCON costs can be avoided and used for other DoD projects.

Facility Planning for Vehicle Maintenance Structures

Guidance for Establishing and Supporting Space Requirements. Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," November 5, 1990, establishes funds to be used for the closure and realignment of military units and support facilities. Section 2905 of Public Law 101-510 states that funds from the Department of Defense Base Closure Account should be used only for the actions that may be necessary to close or realign any military installation, including the construction of replacement facilities. Naval Facilities Engineering Command Instruction 11010.44E, "Shore Facilities Planning Manual," October 1, 1990, outlines policy on the responsibilities and procedures for the facilities planning process. Naval Facilities Engineering Command Publication P-80, "Facility Planning Criteria for Navy and Marine Corps Shore Installations," October 1982, category 214-20, "Automotive Vehicle Maintenance Shop," provides specific guidance for the construction of vehicle maintenance facilities.

Procedures for Establishing Requirements and Cost Estimates for Construction Projects. The procedures for establishing requirements and cost estimates for project P-248T involved several steps. PWC Guam is responsible for determining its basic facility requirement needs. Based on Naval Facilities Engineering Command guidance, PWC Guam submitted a requirement for a 9,300-square-foot, eight-bay facility, estimated to cost \$2.7 million. The requirement was based on the need to provide support for 372 vehicles in northern Guam after the existing facility was closed as a result of a BRAC decision. In short, the requirement was to replace the existing 9,300-square-foot facility with a new facility of the same size. PWC Guam forwarded the requirement to its cognizant engineering field division, the Naval Facilities Engineering Command, Pacific Division, Hawaii. The Naval Facilities Engineering Command, Pacific Division, validated the project and prepared a DD Form 1391, "FY 1996 Military Construction Project Data." The DD Form 1391 was then submitted to the Naval Facilities Engineering Command

headquarters, who included the project in the Navy's FY 1996 MILCON plan. Our review of the basic facility requirement and the DD Form 1391 showed that the requirement was valid. We considered the current maintenance workload, past maintenance performance, and the capacities of the facilities being closed. We also evaluated whether existing facilities and capabilities in southern Guam could assume the responsibility of vehicle maintenance. We determined that the Navy's existing facilities could not assume the maintenance responsibility because the Navy lacked the capacity. However, we concluded that PWC Guam did not determine whether existing facilities at Andersen AFB were available, whether existing facilities could be modified, or whether Andersen AFB could perform PWC Guam vehicle maintenance on a reimbursable basis. Instead, PWC Guam prepared the basic facility requirement that proposed the construction of a new facility to be located at the Naval Computer and Telecommunications Area Master Station Western Pacific.

Analysis of Vehicle Maintenance Support on Guam

Existing Navy Maintenance Support. The Navy's maintenance support in Guam consists of several facilities located in the northern and southern sections of Guam. PWC Guam has combined facility space of 84,020 square feet and supports a fleet of more than 3,000 vehicles (including support equipment such as fork lift trucks) for a variety of Navy, DoD, and non-DoD customers. The PWC Guam northern facility is a 9,300-square-foot, 8-bay facility, with 15 mechanics. That facility is located at the Naval Air Station (NAS) Agana, and was scheduled to close and be realigned at Andersen AFB on April 1, 1995. NAS Agana also has served as Guam's commercial airport; therefore, the existing NAS Agana maintenance facility is to be taken over by the Guam Airport Authority. PWC Guam also operates two vehicle maintenance facilities on southern Guam. One is a 64,860-square-foot, 70-bay shop; the other is a 9,860-square-foot, 12-bay facility. Those facilities have approximately 52 direct and 30 indirect service bays. (Indirect bays are other service areas such as tire and supply stations.) Those facilities are staffed by 91 mechanics and 27 administrative support personnel. Our review of the facilities in southern Guam showed that the facilities were not capable of assuming the maintenance responsibility at NAS Agana.

Air Force Vehicle Maintenance Facilities. The 36th Transportation Squadron at Andersen AFB maintains several facilities with a minimum of 40 repair bays, as well as other service areas, such as tire and painting stations, that can be configured into bays. Andersen AFB has a transportation maintenance staff of 112 personnel, 97 of which are mechanics. The Squadron has combined facility space of 66,313 square feet and supports a fleet of 900 vehicles (including emergency vehicles and miscellaneous ground support equipment). Air Force Manual 86-2, "Standard Facility Requirement Handbook," provides guidance and space requirements for vehicle support. To support between 801 and 950 vehicles, Air Force Manual 86-2 authorizes approximately 32,000 square feet of space, including administrative space. Using that amount of space as criteria, the 36th Transportation Squadron is maintaining more than

34,000 square feet of space in excess of its authorized requirements. Andersen AFB is located on northern Guam, approximately 12 miles from the Naval Computer and Telecommunications Area Master Station Western Pacific, the site selected for project P-248T. Also, a proposed 1995 BRAC decision, if approved, could result in additional space available at Andersen AFB by the transfer of the HC-5 Helicopter Squadron to Hawaii.

Potential Rivalry in Providing Vehicle Support. Two conditions currently exist on Guam that affect vehicle maintenance support. The 36th Transportation Squadron has excess facility space in which to provide adequate customer support. In addition, the 36th Transportation Squadron is in an ideal position to offer vehicle maintenance support in northern Guam and to increase its customer base. In contrast, PWC Guam's capacity to continue providing adequate customer support in northern Guam has been affected by the closure of NAS Agana. That has resulted in a rivalry between Andersen AFB and PWC Guam. Andersen AFB transportation officials stated that they did not know whether or not PWC Guam had officially requested facility space. However, had PWC Guam requested space, Andersen AFB would have preferred providing maintenance support for Navy vehicles on a reimbursable basis in lieu of giving up repair space. The Andersen AFB civil engineer was reluctant to acknowledge that excess facilities existed and stated that facility space could not be provided unless a base-wide analysis was performed that concluded that excess space was available. The 36th Transportation Squadron's perception was that providing maintenance facilities to the Navy would provide competition to its program to provide support to other DoD and non-DoD customers. Providing the space meant "cutting its own throat." Since the draft of this report, the Secretary of Defense has recommended to the 1995 BRAC Commission that Naval Activities, Guam, be closed. As a consequence, the project is no longer required and was deleted from the FY 1996 budget.

Summary

Section 2905 of Public Law 101-510 stipulates that funds authorized for BRAC should be used only to construct replacement facilities or facilities necessary to meet mission requirements. The proposed automotive vehicle maintenance facility construction estimate of 9,300 square feet was supported by documentation. However, the audit determined that excess space, as well as suitable maintenance capacity, was available at Andersen AFB. Andersen AFB is capable of performing PWC Guam maintenance requirements on a reimbursable basis. As a result, the \$2.7 million budgeted for the construction project is not needed and the FY 1996 Base Closure Account funds could be put to better use within DoD.

Recommendation, Management Comments, and Audit Response

Deleted Recommendations. Based on actions taken by the Secretary of Defense, we deleted draft report Recommendations 2. and 3., which suggested that the Navy use existing Air Force facilities for vehicle maintenance.

We recommend that The Under Secretary of Defense (Comptroller) suspend funding for project P-248T, "Proposed Construction of the Automotive Vehicle Maintenance Facility, Guam," until existing capabilities and facilities have been considered in meeting the requirement.

Management Comments. The Under Secretary of Defense (Comptroller) reprogrammed funding for project P-248T based on actions taken by the Secretary of Defense. The Secretary of Defense recommended that the 1995 BRAC Committee close Naval Activities, Guam. As a result, project funding of \$2.7 million is no longer required and is not included in the FY 1996 budget. The Navy did not respond to the draft report.

Audit Response. The Under Secretary of Defense (Comptroller) comments were responsive. No additional comments are required.

Part II - Additional Information

Appendix A. Scope and Methodology

Scope of This Audit. We examined the FY 1996 BRAC MILCON budget request and related documentation for military construction project P-248T, an automotive vehicle maintenance facility. The Navy PWC Guam provides vehicle maintenance support and repair for Navy, DoD, and non-DoD customers in facilities located at NAS Agana. Those facilities are to be turned over to the Government of Guam in 1995 in accordance with Public Law 101-510, Base Closure and Realignment Act of 1990, and will no longer be available for use. The proposed site for the new facility is the Naval Computer and Telecommunications Area Master Station Western Pacific. The proposed project was estimated to cost \$2.7 million. In addition, we reviewed space requirements and related documentation of the 36th Transportation Squadron at Andersen AFB.

Related Audit Coverage and Project Selection Methodology. No specific prior audit coverage is applicable for this project. Appendix B provides a summary of prior audits and other reviews related to BRAC.

Audit Standards, Period, and Locations. This economy and efficiency audit was made from February 5, through March 23, 1995, in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD. Accordingly, we included tests of internal controls considered necessary. The audit did not rely on computer-processed data or statistical sampling procedures. Appendix D lists the organizations visited or contacted during the audit.

Appendix B. Summary of Prior Audits and Other Reviews

Since 1991, numerous audit reports have addressed DoD BRAC issues. This appendix lists selected DoD and Navy BRAC reports.

Inspector General, DoD

| <u>Report No.</u> | <u>Report Title</u> | <u>Date</u> |
|-------------------|--|----------------|
| 95-205 | Defense Base Realignment and Closure Budget Data for the Relocation of Marine Corps Manpower Center at Marine Corps Combat Development Command, Quantico, Virginia | May 26, 1995 |
| 95-203 | Defense Base Realignment and Closure Military Construction Budget Data for the Army Reserve Center, Sacramento, California | May 25, 1995 |
| 95-198 | Defense Base Realignment and Closure Budget Data for the Closure of the Underway Replenishment Training Facility, Treasure Island, California, and Realignment to the Expeditionary Warfare Training Group Atlantic, Norfolk, Virginia | May 19, 1995 |
| 95-196 | Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Alameda, California, and Realignment to Pudget Sound Naval Shipyard, Washington | May 17, 1995 |
| 95-191 | Defense Base Realignment and Closure Budget Data for the Closure of Naval Reserve Readiness Center San Francisco, California, and Realignment to Naval and Marine Corps Reserve Center Alameda, California | May 15, 1995 |
| 95-172 | Defense Base Realignment and Closure Budget Data for Griffiss Air Force Base, New York | April 13, 1995 |
| 95-154 | Audit of Construction Budget Data for Realigning Naval Training Centers Orlando and San Diego to Various Locations | March 21, 1995 |

Appendix B. Summary of Prior Audits and Other Reviews

Inspector General, DoD (cont'd)

| <u>Report No.</u> | <u>Report Title</u> | <u>Date</u> |
|-------------------|--|-------------------|
| 95-150 | Defense Base Realignment and Closure Budget Data for Closing Naval Station Charleston, South Carolina, and Realigning Projects at Various Sites | March 15, 1995 |
| 95-051 | Defense Base Realignment and Closure Budget Data for Closing Mare Island Naval Shipyard, California, and Realigning Projects to Various Sites | December 9, 1994 |
| 95-041 | Defense Base Realignment and Closure Budget Data for the Closure of Marine Corps Air Stations El Toro and Tustin, California, and the Realignment to Naval Air Station Miramar, California | November 25, 1994 |
| 95-039 | Defense Base Realignment and Closure Budget Data for Naval Air Station Miramar, California, Realigning to Naval Air Station Fallon, Nevada | November 25, 1994 |
| 95-037 | Realignment of the Fleet and Mine Warfare Training Center From Naval Station Charleston, South Carolina, to Naval Station Ingleside, Texas | November 23, 1994 |
| 95-029 | Defense Base Realignment and Closure Budget Data for Naval Air Station Miramar, California, and Realigning Projects to Various Sites | November 15, 1994 |
| 95-010 | Defense Base Realignment and Closure Budget Data for Marine Corps Air Station Tustin, California, and Realignment to Marine Corps Air Station Camp Pendleton, California | October 17, 1994 |
| 94-179 | Defense Base Realignment and Closure Budget Data for McGuire Air Force Base, New Jersey; Barksdale Air Force Base, Louisiana; and Fairchild Air Force Base, Washington | August 31, 1994 |
| 94-146 | Defense Base Realignment and Closure Budget Data for Closing Naval Air Station Cecil Field, Florida, and Realigning Projects to Various Sites | June 21, 1994 |

Appendix B. Summary of Prior Audits and Other Reviews

Inspector General, DoD (cont'd)

| <u>Report No.</u> | <u>Report Title</u> | <u>Date</u> |
|-------------------|---|---------------|
| 94-141 | Defense Base Realignment and Closure Budget Data for Naval Air Stations Dallas, Texas, and Memphis, Tennessee, Realigning to Carswell Air Reserve Base, Texas | June 17, 1994 |
| 94-127 | Defense Base Realignment and Closure Budget Data for the Realignment of the Defense Personnel Support Center to the Naval Aviation Supply Office Compound in North Philadelphia, Pennsylvania | June 10, 1994 |
| 94-126 | Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Glenview, Illinois, and Realignment Projects at Fort McCoy, Wisconsin, and Carswell Air Reserve Base, Texas | June 10, 1994 |
| 94-125 | Defense Base Realignment and Closure Budget Data for the Naval Medical Center Portsmouth, Virginia | June 8, 1994 |
| 94-121 | Defense Base Realignment and Closure Budget Data for Naval Air Technical Training Center, Naval Air Station Pensacola, Florida | June 7, 1994 |
| 94-109 | Quick-Reaction Report on the Audit of Defense Base Realignment and Closure Budget Data for Naval Training Center Great Lakes, Illinois | May 19, 1994 |
| 94-108 | Quick-Reaction Report on the Audit of Defense Base Realignment and Closure Budget Data for Naval Station Treasure Island, California | May 19, 1994 |
| 94-107 | Griffiss Air Force Base, New York, Defense Base Realignment and Closure Budget Data for Military Construction at Other Sites | May 19, 1994 |

Appendix B. Summary of Prior Audits and Other Reviews

Inspector General, DoD (cont'd)

| <u>Report No.</u> | <u>Report Title</u> | <u>Date</u> |
|-------------------|--|-------------------|
| 94-105 | Defense Base Realignment and Closure Budget Data for a Tactical Support Center at Naval Air Station Whidbey Island, Washington | May 18, 1994 |
| 94-104 | Defense Base Realignment and Closure Budget Data for the Defense Contract Management District-West | May 18, 1994 |
| 94-103 | Air Force Reserve 301st Fighter Wing Covered Aircraft Washrack Project, Carswell Air Reserve Base, Texas | May 18, 1994 |
| 94-040 | Summary Report on the Audit of Defense Base Closure and Realignment Budget Data for FYs 1993 and 1994 | February 14, 1994 |
| 93-100 | Summary Report on the Audit of Defense Base Closure and Realignment Budget Data for Fiscal Years 1992 and 1993 | May 25, 1993 |

Naval Audit Service

| | | |
|----------|--|------------------|
| 041-S-94 | FY 1995 Military Construction Projects From Decisions of 1993 Base Closure and Realignment Commission | April 15, 1994 |
| 023-S-94 | Military Construction Projects Budgeted and Programmed for Bases Identified for Closure or Realignment | January 14, 1994 |
| 028-C-93 | Implementation of the 1993 Base Closure and Realignment Process | March 15, 1993 |

Appendix C. Background of Defense Base Realignment and Closures and Scope of the Audit of FY 1996 Defense Base Realignment and Closure Military Construction Costs

Commission on Defense Base Closure and Realignment. On May 3, 1988, the Secretary of Defense chartered the Commission on Defense Base Closure and Realignment (the Commission) to recommend military installations for realignment and closure. Congress passed Public Law 100-526, "Defense Authorization Amendments and Base Closure and Realignment Act," October 24, 1988, which enacted the Commission's recommendations. The law also established the DoD Base Closure Account to fund any necessary facility renovation or MILCON projects associated with BRAC. Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," November 5, 1990, reestablished the Commission. The law also chartered the Commission to meet during calendar years 1991, 1993, and 1995 to verify that the process for realigning and closing military installations was timely and independent. In addition, the law stipulates that realignment and closure actions must be completed within 6 years after the President transmits the recommendations to Congress. The following table summarizes the current estimated costs and net savings for the previous three BRAC actions and the actions recommended in the 1995 Commission decisions:

BRAC Costs and Savings
(Billions of FY 1996 Dollars)

| | BRAC Actions | | Closure Costs | 6-Year Net Savings | Recurring Annual Savings | Total Savings |
|-----------------|--------------|------------|------------------|-----------------------|--------------------------------|------------------|
| | Realignments | Closures | | | | |
| 1988 | 86 | 59 | \$ 2.2 | \$0.3 | \$0.7 | \$ 6.8 |
| 1991 | 34 | 48 | 4.0 | 2.4 | 1.6 | 15.8 |
| 1993 | <u>130</u> | <u>45</u> | <u>6.9</u> | <u>.4</u> | <u>1.9</u> | <u>15.7</u> |
| Subtotal | 250 | 152 | 13.1 | 3.1 | 4.2 | 38.3 |
| 1995 | <u>113</u> | <u>33</u> | <u>3.8</u> | <u>4.0</u> | <u>1.8</u> | <u>18.4</u> |
| Total | 363 | 185 | \$16.9 | \$7.1 | \$6.0 | \$56.7 |

Required Defense Reviews of BRAC Estimates. Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991, states that the Secretary of Defense shall ensure that the authorization amount that DoD requested for each MILCON project associated with BRAC actions does not exceed the original estimated cost provided to the Commission. Public Law 102-190 also states that the Inspector General, DoD, must evaluate significant increases in BRAC MILCON project costs over the estimated costs provided to the Commission and send a report to the congressional Defense committees.

Appendix C. Background of Defense Base Realignment and Closures and Scope of the Audit of FY 1996 Defense Base Realignment and Closure Military Construction Costs

Military Department BRAC Cost-Estimating Process. To develop cost estimates for the Commission, the Military Departments used the Cost of Base Realignment Actions (COBRA) computer model. COBRA uses standard cost factors to convert the suggested BRAC options into dollar values to provide a way to compare the different options. After the President and Congress approve the BRAC actions, DoD realigning activity officials prepare a DD Form 1391, "FY 1996 Military Construction Project Data," for each individual MILCON project required to accomplish the realigning actions. COBRA provides cost estimates as a realignment and closure package for a particular realigning or closing base. The DD Form 1391 provides specific cost estimates for an individual BRAC MILCON project.

Limitations and Expansion to Overall Audit Scope. Because COBRA develops cost estimates as a BRAC package and not for individual BRAC MILCON projects, we were unable to determine the amount of cost increases for each individual BRAC MILCON project. Additionally, because of prior audit efforts that determined potential problems with all BRAC MILCON projects, our audit objectives included all large BRAC MILCON projects.

Overall Audit Selection Process. We reviewed the FY 1996 BRAC MILCON \$1.4 billion budget submitted by the Military Departments and the Defense Logistics Agency. We excluded projects that were previously reviewed by DoD audit organizations. We grouped the remaining BRAC MILCON projects by location and selected groups of projects that totaled at least \$1 million for each group.

Appendix D. Organizations Visited or Contacted

Office of the Secretary of Defense

Under Secretary of Defense (Comptroller), Washington, DC

Department of the Navy

Naval Facilities Engineering Command, Alexandria, VA

Navy Public Works Center Guam

Naval Air Station Agana, Guam

Naval Computer and Telecommunications Area Master Station Western Pacific, Guam
Commander, U.S. Naval Forces Marianas, Guam

Department of the Air Force

Andersen Air Force Base, Guam

Unified Command

Commander in Chief, U.S. Pacific Command, Honolulu, HI

Appendix E. Report Distribution

Office of the Secretary of Defense

Under Secretary of Defense for Acquisition and Technology
 Director, Defense Logistics Studies Information Exchange
Under Secretary of Defense (Comptroller)
 Deputy Under Secretary of Defense (Comptroller/Management)
 Deputy Under Secretary of Defense (Comptroller/Program/Budget)
Under Secretary of Defense for Personnel and Readiness
Assistant Secretary of Defense (Economic Security)
 Deputy Assistant Secretary of Defense (Installations)
Assistant to the Secretary of Defense (Public Affairs)

Department of the Army

Auditor General, Department of the Army

Department of the Navy

Assistant Secretary of the Navy (Financial Management and Comptroller)
Assistant Secretary of the Navy (Installations and Environment)
Deputy Chief of Naval Operations (Logistics)
Commander, Naval Facilities Engineering Command
 Navy Public Works Center Guam
Auditor General, Department of the Navy

Department of the Air Force

Assistant Secretary of the Air Force (Financial Management and Comptroller)
Auditor General, Department of the Air Force
Commander, Andersen Air Force Base, Guam

Unified Command

Commander in Chief, U.S. Pacific Command

Other Defense Organizations

Director, Defense Contract Audit Agency
Director, Defense Logistics Agency
Director, National Security Agency
Inspector General, National Security Agency
Inspector General, Central Imagery Office

Non-Defense Federal Organizations and Individuals

Office of Management and Budget
Technical Information Center, National Security and International Affairs Division,
General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees:

Senate Committee on Appropriations
Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Governmental Affairs
House Committee on Appropriations
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

Honorable Robert A. Underwood, U.S House of Representatives

Part III - Management Comments

Under Secretary of Defense (Comptroller) Comments



COMPTROLLER
(Program/Budget)

OFFICE OF THE UNDER SECRETARY OF DEFENSE
1100 DEFENSE PENTAGON
WASHINGTON, DC 20301-1100



APR 28 1995

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING, DOD IG

SUBJECT: Audit Report on Defense Base Realignment and
Closure Budget Data for the Proposed Construction
of the Automotive Vehicle Maintenance Facility, Guam
(Project No. 5CG-5017.24)

This responds to your April 7, 1995, memorandum requesting
our comments on the subject report.

The audit recommends funding be suspended for project
P-248T, Automotive Vehicle Maintenance Facility at Naval Public
Works Center, Guam, until existing capabilities and facilities
at Anderson, AFB Guam, have been considered in meeting the
stated requirement.

The Secretary of Defense has recommended to the 1995
BRAC Commission that Naval Activities, Guam be closed. As
a consequence, project P-248T is no longer required and is not
included in the FY 1996 budget. The \$2.7 million associated
with this project was reprogrammed to other valid BRAC
requirements.

BRUCE A. DAUER
ASSISTANT DEPUTY COMPTROLLER
(PROGRAM/BUDGET)



Audit Team Members

This report was prepared by the Contract Management Directorate, Office of the Assistant Inspector General for Auditing, DoD.

Terry L. McKinney
Ronald W. Hodges
Robert W. Smith
Robin N. Stanley
Ana M. Myrie