Audit Report

OFFICE OF THE INSPECTOR GENERAL

RELOCATION OF THE DEFENSE INFORMATION SYSTEMS AGENCY WESTERN HEMISPHERE, FORT RITCHIE, MARYLAND

Report No. 95-277 July 7, 1995

Department of Defense

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Acronyms

ASIP	Army Stationing and Installation Plan
BRAC	Base Realignment and Closure
DISA	Defense Information Systems Agency
DISA-WESTHEM	Defense Information Systems Agency Western Hemisphere
JTD	Joint Table of Distribution

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

July 7, 1995

MEMORANDUM FOR DIRECTOR, DEFENSE INFORMATION SYSTEMS AGENCY
DEPUTY ASSISTANT SECRETARY OF DEFENSE (INSTALLATIONS)
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Audit Report on Relocation of the Defense Information Systems Agency Western Hemisphere, Fort Ritchie, Maryland (Report No. 95-277)

We are providing this audit report for your information and use. The audit was requested by the Deputy Assistant Secretary of Defense (Installations) based on an allegation by the Army concerning the expansion of the Defense Information Systems Agency Western Hemisphere at Fort Ritchie, Maryland. We considered comments on a draft of this report in preparing the final report.

The Defense Information Systems Agency Western Hemisphere concurred with Recommendation 1. The Army concurred with Recommendations 2. and 3., but stated that Recommendation 2. should be redirected to the Assistant Chief of Staff for Installation Management. As a result of management comments, we revised and redirected draft Recommendation 2. Based on management comments, all actions have been completed; therefore, no additional comments are required.

We appreciate the courtesies extended to the audit staff. Questions on the audit should be directed to Mr. Wayne K. Million, Audit Program Director, at (703) 604-9312 (DSN 664-9312) or Mr. Nicholas E. Como, Audit Project Manager, at (703) 604-9303 (DSN 664-9303). If management requests, we will provide a formal briefing on the audit. See Appendix E for the report distribution. 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. 95-277 **July 7, 1995**
(Project No. 5CG-5035)

Relocation of the Defense Information Systems Agency Western Hemisphere, Fort Ritchie, Maryland

Executive Summary

Introduction. The Deputy Assistant Secretary of Defense (Installations) requested this audit because of an allegation by the Army. The 1995 Commission on Defense Base Closure and Realignment had criticized the Army for its failure to include, in its data submission supporting the recommendation to close Fort Ritchie, Maryland, a cost to relocate the Defense Information Systems Agency Western Hemisphere from Fort Ritchie to another location. The Army contended in its allegation that it was unaware of any decision by the Office of the Secretary of Defense to proceed with the stationing of additional Defense Information Systems Agency Western Hemisphere personnel at Fort Ritchie.

Audit Objectives. The primary audit objective was to validate support for the expansion of the Defense Information Systems Agency Western Hemisphere at Fort Ritchie. A second objective was to evaluate the adequacy of the management control program as it applied to the primary audit objective.

The Defense Information Systems Agency Western Hemisphere confirmed that no expansion was planned. Therefore, we focused on determining whether support for the number of authorized personnel for the Defense Information Systems Agency Western Hemisphere was valid. We also evaluated the management control program related to the validation of that support.

Audit Results. The Army did not have valid data on the Defense Information Systems Agency Western Hemisphere to use in its evaluation of Fort Ritchie. Consequently, the Army did not include the cost of relocating the Defense Information Systems Agency Western Hemisphere from Fort Ritchie with its data submission supporting the 1995 Defense base realignment and closure recommendation.

Although monetary benefits could be realized by implementing the recommendations, the amount of those benefits was undeterminable. See Part I for a discussion of the audit results and Appendix C for a summary of the potential benefits resulting from the audit.

The management control program could be improved because we identified a material weakness. The Army did not validate the number of authorized personnel for the Defense Information Systems Agency Western Hemisphere. See Appendix A for a discussion of the review of the management control program as it applies to the audit objectives and Part I for details of the management control weakness identified.

Summary of Recommendations. We recommend that the Director, Defense Information Systems Agency Western Hemisphere, provide the Army with support for its authorized personnel level. In addition, we recommend that the Assistant Chief of Staff for Installation Management validate the Defense Information Systems Agency Western Hemisphere authorized personnel information and update the Army data base. We also recommend that the Director, The Army Basing Study, Arlington, Virginia, compute the cost to relocate Defense Information Systems Agency Western Hemisphere based on validated personnel data.

Management Comments. The Defense Information Systems Agency Western Hemisphere concurred with the recommendation and provided the official Joint Table of Distribution document outlining the authorized personnel to both the Military District of Washington, Washington, D.C. and Fort Ritchie. The Army concurred with the recommendation to validate the authorized personnel for the Defense Information Systems Agency Western Hemisphere, but stated that the Assistant Chief of Staff for Installation Management is responsible for validation. The Army concurred with the final recommendation and included the number of authorized personnel for the Defense Information Systems Agency Western Hemisphere in its cost analysis, and submitted the number of authorized personnel to the 1995 Commission on Defense Base Closure and Realignment.

Audit Response. As a result of management comments, we redirected the recommendation to validate the authorized personnel for the Defense Information Systems Agency Western Hemisphere to the Assistant Chief of Staff for Installation Management. The Defense Information Systems Agency Western Hemisphere comments and the Army comments are responsive for the recommendations. Therefore, no additional comments are required.

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Part I - Introduction

Audit Background

The Deputy Assistant Secretary of Defense (Installations) requested this audit because of an allegation by the Army concerning the stationing and possible expansion of the Defense Information Systems Agency Western Hemisphere (DISA-WESTHEM) at Fort Ritchie, Maryland. On February 28, 1995, the Secretary of Defense recommended to the 1995 Commission on Defense Base Closure and Realignment (the 1995 Commission) that Fort Ritchie be closed. The 1995 Commission criticized the Army for its failure to include in its data submission supporting the 1995 Defense base realignment and closure (BRAC) recommendation a cost to relocate DISA-WESTHEM, a tenant of Fort Ritchie. The Army contended in its allegation that it was unaware of any decision by the Office of the Secretary of Defense to proceed with the stationing of approximately 450 DISA-WESTHEM personnel at Fort Ritchie.

Audit Objectives

The primary audit objective was to validate support for the expansion of DISA-WESTHEM at Fort Ritchie. A second objective was to evaluate the adequacy of the management control program as it applied to the primary audit objective.

DISA-WESTHEM confirmed that no expansion was planned. Therefore, we focused on determining whether support for the number of authorized personnel for DISA-WESTHEM was valid. We also evaluated the management control program related to the validation of that support.

See Appendix A for a discussion of the scope and methodology for the audit and the results of the management control program review.

Estimating Personnel Requirements for the Relocation of the Defense Information Systems Agency Western Hemisphere

The Army did not have valid data on the number of personnel authorized for the Defense Information Systems Agency Western Hemisphere for use in the Army's 1995 BRAC evaluation of Fort Ritchie. The Army did not have valid data because the Defense Information Systems Agency Western Hemisphere did not provide to the Army personnel data that were valid or authorized. In addition, the Army did not attempt to obtain valid data or validate personnel data that it received. As a result, the Army did not include the cost of relocating DISA-WESTHEM from Fort Ritchie in its plans for closing Fort Ritchie.

Criteria for the Establishment of DISA-WESTHEM

History of DISA-WESTHEM. On October, 3, 1993, the Army 7th Signal Command discontinued its operations. Some of its missions were transferred to the Defense Information Services Organization, a command of the Defense Information Systems Agency (DISA). The Defense Information Services Organization, located at Fort Ritchie, had an authorized level of 209 personnel on October 3, 1993. On October 14, 1994, DISA renamed the Defense Information Services Organization as DISA-WESTHEM. The new organization provides regional and global operations and maintenance of the Defense Information Infrastructure that includes data communications, circuit and computer network management, data processing, and voice and data networks. Appendix B is a chronology of events related to the establishment and expansion of DISA-WESTHEM at Fort Ritchie.

Army Reporting for DISA-WESTHEM. Army Regulation 5-18, "Army Stationing and Installation Plan Guide," October 29, 1993, requires that Army installations, such as Fort Ritchie, report to the appropriate major command the number of authorized personnel of their tenant activities for input into the Army Stationing and Installation Plan (ASIP). The ASIP reflects the authorized planning population of all units, activities, and other tenants at active Army and Reserve Component installations for the current fiscal year and the next 6 years. Authorized personnel information for the tenant activities is submitted by the major command to the Department of the Army. The Army is responsible for validating and maintaining authorized personnel information relating to the tenant activities.

BRAC Criteria for Estimating Personnel. The Deputy Secretary of Defense memorandum, "1995 Base Realignment and Closure," January 7, 1994, provides policies, procedures, authorities, and responsibilities for selecting bases for realignment and closure under Public Law 101-510, "Defense Base Closure and Realignment Act of 1990." The memorandum requires that

Military Departments, Defense agencies, and DoD Components certify to the Secretary of Defense that the data and information used in making BRAC recommendations are accurate and complete to the best of their knowledge and belief.

Authorized Personnel Support and Validation

DISA-WESTHEM Authorized Personnel. DISA prepares the Joint Table of Distribution (JTD) for all DISA activities, including DISA-WESTHEM. The JTD is the official document listing the authorized personnel for DISA activities. The following table lists the authorized personnel for DISA-WESTHEM from October 1, 1993, to March 29, 1995.

Authorized Personnel as Shown in the Joint Table of Distribution

Effective Dates	Authorized Personnel
October 1, 1993	209
October 1, 1994	248
January 31, 1995	263
March 29, 1995	263

ASIP Dated May 16, 1994. Fort Ritchie was required to submit an updated ASIP to its major command, the Military District of Washington, Washington, D.C. To enable the Military District of Washington to prepare an updated ASIP, on February 2, 1994, Fort Ritchie provided to the Military District of Washington data supporting 182 actual DISA-WESTHEM personnel. Fort Ritchie provided the actual personnel number (182) to the Military District of Washington because DISA-WESTHEM did not submit to Fort Ritchie the official JTD that listed 209 authorized personnel. Therefore, the Army ASIP submitted to the Military District of Washington dated May 16, 1994, understated DISA-WESTHEM authorized personnel by 27 (209 minus 182).

Support for DISA-WESTHEM Personnel Level. The Army needed an authorized personnel level to evaluate the feasibility of a BRAC recommendation. On December 16, 1994, DISA-WESTHEM verbally provided to Fort Ritchie an authorized personnel level of 415. Even though DISA-WESTHEM could not support 415 personnel with the January 31, 1994, JTD, Fort Ritchie provided the authorized personnel level of 415 to the Military District of Washington to use to update the ASIP. That authorized personnel level of 415 exceeded the most recent DISA-WESTHEM JTD by 152 personnel. The Army could not validate the DISA-WESTHEM authorized personnel level of 415. Therefore, the Army did not include costs to relocate DISA-WESTHEM from Fort Ritchie in its BRAC data submission.

Validating DISA-WESTHEM Authorized Personnel. Army Regulation 5-18 requires the Army to be responsible for validating and maintaining the authorized personnel of tenant activities located on Army installations. The Army did not validate the authorized personnel for DISA-WESTHEM. The Army contended that DISA-WESTHEM did not provide the Army with any of the JTDs for validation. We found no evidence that DISA-WESTHEM provided the Army with an approved JTD for validation nor any evidence that the Army attempted to obtain documents containing DISA-WESTHEM authorized personnel for validation. Therefore, the Army could not confirm DISA-WESTHEM authorized personnel that should be used to update the ASIP.

BRAC Procedures. On February 28, 1995, the Secretary of Defense recommended to the 1995 Commission that Fort Ritchie be closed. The Army was criticized for its failure to include a cost to relocate DISA-WESTHEM from Fort Ritchie to another site. As required by Public Law 101-510, data supporting a BRAC recommendation must be certified by the DoD Component as accurate to the best of the DoD Component's knowledge and belief. Because DISA-WESTHEM did not provide to the Army, and the Army did not obtain, support for the authorized personnel of DISA-WESTHEM, the Army did not include the cost of relocating DISA-WESTHEM.

Summary

Section 2905 of Public Law 101-510 stipulates that funds authorized for BRAC should be used to construct replacement facilities necessary to meet mission requirements. The authorized personnel of DISA-WESTHEM ranged from 209 to 263 personnel between October 3, 1993, and March 29, 1995. To obtain an accurate estimate of funding for the relocation of DISA-WESTHEM, the Army and DISA-WESTHEM should validate the authorized personnel of DISA-WESTHEM at the time the decision was rendered to close Fort Ritchie.

Recommendations, Management Comments and Audit Response

Redirected Recommendation. As a result of management comments, we redirected Recommendation 2. to the Assistant Chief of Staff for Installation Management.

1. We recommend that the Director, Defense Information Systems Agency Western Hemisphere, provide the Army the official Joint Table of Distribution to support the authorized personnel of the Defense Information Systems Agency Western Hemisphere at the time the recommendation was made to close Fort Ritchie.

2. We recommend that the Assistant Chief of Staff for Installation Management validate the authorized personnel for the Defense Information Systems Agency Western Hemisphere and incorporate the validated data into the Army Stationing and Installation Plan.

3. We recommend that the Director, The Army Basing Study compute the cost to relocate the Defense Information Systems Agency Western Hemisphere from Fort Ritchie, Maryland, to another site based on validated authorized personnel data.

DISA-WESTHEM Comments. The Defense Information Systems Agency Western Hemisphere concurred with Recommendation 1. and provided the Joint Table of Distribution document outlining the authorization of 263 personnel for DISA-WESTHEM to both the Military District of Washington and Fort Ritchie. For the full text of management comments, see Part III.

Department of Army Comments. The Army concurred with Recommendation 2., but stated that the Assistant Chief of Staff for Installation Management is responsible for validating the authorized personnel for DISA-WESTHEM. The Army concurred with Recommendation 3. and included the number of the authorized personnel of DISA-WESTHEM in its cost analysis and submitted the authorized personnel level to the 1995 Commission.

Audit Response. Comments from DISA-WESTHEM and the Army were responsive to the recommendations. Because the recommendations have already been implemented, no additional comments are required.

Part II - Additional Information

Appendix A. Scope and Methodology

Audit Scope

We examined records and correspondence and interviewed personnel assigned to Department of the Army headquarters, DISA headquarters, DISA-WESTHEM, the Military District of Washington, and Fort Ritchie for the period October 1993 through April 1995. The records that we examined included the JTDs for DISA-WESTHEM, the ASIPs, personnel manning documents, the criteria for establishing DISA-WESTHEM, and correspondence related to the establishment of DISA-WESTHEM located at Fort Ritchie.

Audit Standards, Period, and Locations

This economy and efficiency audit was made from April through May 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 management controls as they applied to the primary audit objective. The audit did not rely on computer-processed data or statistical sampling procedures. See Appendix C for the potential benefits resulting from the audit. Appendix D lists the organizations visited or contacted during the audit.

Management Control Program

DoD Directive 5010.38, "Internal Management Control Program," April 14, 1987, requires DoD organizations to implement a comprehensive system of management controls that provides reasonable assurance that programs are operating as intended and to evaluate the adequacy of the controls.

Scope of Review of Management Control Program. We reviewed the adequacy of management controls involving the validation of the authorized personnel of DISA-WESTHEM as it related to the overall audit objective, which dealt with the expansion of DISA-WESTHEM at Fort Ritchie. Because of the limited scope of this audit, we did not review management's self-evaluation of those management controls.

Adequacy of Management Controls. We identified a material management control weakness in the Army as defined by DoD Directive 5010.38. The Army did not validate DISA-WESTHEM authorized personnel as required by Army Regulation 5-18, "Army Stationing and Installation Plan Guide,"

October 29, 1993. Recommendation 2., if implemented, will correct this management control weakness. A copy of the report will be provided to the senior official responsible for management controls in the Department of the Army.

Prior Audits and Other Reviews

No audits or other reviews have been made regarding the relocation of DISA-WESTHEM from Fort Ritchie to another location.

Appendix B. Chronology of Events

The following chronology lists events related to the establishment and expansion of DISA-WESTHEM at Fort Ritchie and events leading up to this audit.

- March 11, 1993. Army decides to realign Headquarters, 7th Signal Command, to DISA and to transfer 160 authorized personnel at Fort Ritchie.

- June 8, 1993. "Concept of Operations Plan" is approved by the Director, DISA, establishing a single utility named the Defense Information Services Organization.

- October 1, 1993. The JTD lists 209 authorized personnel for the Defense Information Services Organization (including the 160 personnel transferred from the 7th Signal Command).

- October 3, 1993. The "Capitalization" of 7th Signal Command to DISA takes place. The capitalization includes the transfer of 209 authorized personnel (the number on the October 1, 1993, JTD) to the Army Information Services Center.

- February 2, 1994. Fort Ritchie validates 182 actual personnel to update the May 16, 1994, ASIP.

- October 14, 1994. The Defense Information Services Organization is renamed DISA-WESTHEM.

- November 18, 1994. The JTD effective October 1, 1994, lists 248 authorized personnel for DISA-WESTHEM.

- December 16, 1994. DISA-WESTHEM provides to Fort Ritchie, to be input into the ASIP, 415 as the number of authorized DISA-WESTHEM personnel.

- January 31, 1995. The JTD lists 263 authorized personnel for DISA-WESTHEM.

- February 28, 1995. The BRAC decision to close Fort Ritchie is released.

- March 29, 1995. The JTD lists 263 authorized personnel for DISA-WESTHEM.

- April 5, 1995. Department of the Army, Director of Management memorandum, "BRAC 95 - Fort Ritchie," for Deputy Assistant Secretary of Defense (Installations), requests the validation of stationing approximately 450 DISA-WESTHEM personnel.

Appendix C. Summary of Potential Benefits Resulting From Audit

Recommendation Reference	Description of Benefit	Amount and/or Type of Benefit
1.	Economy and Efficiency. Provides the Army with the JTD to support the authorized personnel of DISA-WESTHEM.	Undeterminable*
2.	Management Controls. Validates the authorized personnel for DISA-WESTHEM and updates the ASIP.	Undeterminable*
3.	Economy and Efficiency. Computes the cost to relocate DISA-WESTHEM from Fort Ritchie based on validated personnel data.	Undeterminable*

*Exact amount of potential monetary benefits cannot be determined until future BRAC actions or decisions occur.

Appendix D. Organizations Visited or Contacted

Office of the Secretary of Defense

Deputy Assistant Secretary of Defense (Installations), Washington, DC

Department of the Army

Military District of Washington, Washington, DC
  Fort Ritchie Garrison, MD
The Army Basing Study, Washington, DC
Army Audit Agency, Washington, DC

Other Defense Organizations

Headquarters, Defense Information Systems Agency, Arlington, VA
  Defense Information Systems Agency Western Hemisphere, Fort Ritchie, MD

Appendix E. Report Distribution

Office of the Secretary of Defense

Under Secretary of Defense (Comptroller)
  Deputy Chief Financial Officer
  Deputy 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)
Director, Defense Logistics Studies Information Exchange

Department of the Army

Assistant Secretary of the Army (Financial Management)
Commander, Military District of Washington
  Commander, Fort Ritchie
Director, The Army Basing Study
Assistant Chief of Staff for Installation Managemnt
Auditor General, Department of the Army

Department of the Navy

Assistant Secretary of the Navy (Financial Management and Comptroller)
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

Other Defense Organizations

Director, Defense Contract Audit Agency
Director, Defense Information Systems Agency
  Director, Defense Information Systems Agency Western Hemisphere
Director, Defense Logistics Agency
Director, National Security Agency
  Inspector General, National Security Agency

Non-Defense Federal Organizations

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 Barbara Mikulski, U.S. Senate
Honorable Paul Sarbanes, U.S. Senate
Honorable Roscoe Bartlett, U.S. House of Representatives

Part III - Management Comments

Defense Information Systems Agency Comments

DEFENSE INFORMATION SYSTEMS AGENCY
701 S. COURT HOUSE ROAD
ARLINGTON, VIRGINIA 22204-2199

IN REPLY REFER TO: Inspector General

12 June 1995

MEMORANDUM FOR INSPECTOR GENERAL, DEPARTMENT OF DEFENSE
ATTN: Contract Management Directorate

SUBJECT: DoDIG Draft Audit Report on Relocation of the Defense Information Systems Agency Western Hemisphere, Fort Ritchie, Maryland (Project No. 5CG-5035)

Reference: DoDIG Report, subject as above, 24 May 95

1. We have reviewed the subject report and concur with the recommendation to provide the Army the official Joint Table of Distribution (JTD) for DISA WESTHEM.

2. DISA WESTHEM has complied with the recommendation by providing the Military District of Washington with the official JTD document outlining the authorized personnel of 263. DISA WESTHEM has also provided a copy of the document to the Master Planning Office, Director of Public Works, Fort Ritchie, Maryland, to update the Army Stationing and Installation Plan.

3. The point of contact for this action is Ms. Sandra J. Leicht, Audit Liaison. If you have questions, Ms. Leicht can be reached on (703) 607-6316.

FOR THE DIRECTOR:

RICHARD T. RACE
Inspector General

Quality Information for a Strong Defense

Department of the Army Comments

Final Report Reference

DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF STAFF
WASHINGTON, DC 20310-0200

REPLY TO ATTENTION OF

DACS-TAB 15 June 95

P.S. 27 JUN 1995

MEMORANDUM ~~THRU ASSISTANT SECRETARY OF THE ARMY (I&E)~~

FOR INSPECTOR GENERAL, DEPARTMENT OF DEFENSE

SUBJECT: Audit Report on Relocation of Defense Information Systems Agency, Western Hemisphere, Fort Ritchie, Maryland (Project # 5CG-5035)

1. Reference Draft audit report, subject: same as above, 24 May 1995.

2. The Department of the Army concurs with the findings presented in the referenced audit IAW DoD directive 7650.3. However, we do not agree with the recommendations as stated. The following comments are presented:

a. The Army has included the stated strength figure in its cost analysis and has submitted those figures to the Defense Base Closure and Realignment Commission on 31 May 1995.

b. The Army agrees with the validation requirement as stated in AR 5-18 and indicated in the DoD IG draft report; however, IAW DA Pam 5-18, 29 Oct 93, the overall responsible activity for validation of other than Army activities is the Assistant Chief of Staff for Installation Management. However, the installation and MACOM have a responsibility to try and validate personnel strength numbers before it gets to HQDA. Enclosed is the Military District of Washington' response to the DoD IG draft report.

Recommendation redirected.

Enclosure not included.

3. This action was coordinated with ACSIM.

4. Point of contact for this issue is LTC (P) Powell, (703) 697-1765.

Encl

for MICHAEL G. JONES
COL, GS
Director, The Army Basing Study

Audit Team Members

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

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