

**Audit**



**Report**

OFFICE OF THE INSPECTOR GENERAL

DEFENSE BASE REALIGNMENT AND CLOSURE  
BUDGET DATA FOR THE CLOSURE OF NAVAL AIR  
STATION CECIL FIELD, FLORIDA, AND  
REALIGNMENT OF THE AVIATION PHYSIOLOGY  
TRAINING UNIT TO NAVAL AIR STATION  
JACKSONVILLE, FLORIDA

Report No. 96-112

May 7, 1996

Department of Defense

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### **Acronyms**

BRAC	Base Realignment and Closure
MILCON	Military Construction
NAS	Naval Air Station



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

Report No. 96-112

May 7, 1996

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

**SUBJECT: Audit of Defense Base Realignment and Closure Budget Data for the  
Closure of Naval Air Station Cecil Field, Florida, and Realignment of the  
Aviation Physiology Training Unit to Naval Air Station Jacksonville,  
Florida (Project No. 6CG-5001.29)**

### **Introduction**

We are providing this report for information and use. The audit was required by Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991. Enclosure 1 provides details on the history of the Defense base realignment and closure (BRAC) process and on our auditing and reporting requirements.

This report is one in a series of reports about FY 1997 BRAC military construction (MILCON) costs. The report provides the result of the audit of one project, valued at \$3.4 million, for the realignment of the Aviation Physiology Training Unit, Naval Air Station (NAS) Cecil Field, Florida, to NAS Jacksonville, Florida.

### **Audit Results**

The Navy properly programmed requirements and estimates for project P-831T, "Aviation Physiology Training Unit." Project requirements contained in the DD Form 1391, "FY 1997 Military Construction Project Data," for the new facility were based on the training requirements for the facility. Project estimates were supported by adequate cost data.

### **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 project was a valid BRAC requirement, whether the decision for MILCON was supported with required documentation including an economic analysis, and whether the economic analysis considered existing facilities. The audit also assessed the adequacy of the management control program as it applied to the overall audit objective. The management control program objective will be discussed in a summary report on FY 1997 BRAC MILCON budget data.

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## Scope and Methodology

**Scope of This Audit.** We examined the FY 1997 BRAC MILCON budget request and supporting documentation for space requirements for one realignment project regarding the transfer of the Aviation Physiology Training Unit from NAS Cecil Field to NAS Jacksonville. We did not use computer-processed data or statistical sampling procedures to conduct this audit. See Enclosure 1 for additional information on the overall scope of the audit of BRAC MILCON costs.

**Audit Period, Standards, and Locations.** This economy and efficiency audit was conducted from February 12 through March 22, 1996, in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD. Enclosure 3 lists the organizations visited or contacted during the audit.

## Prior Audits and Other Reviews

Since 1991, numerous reports have addressed DoD BRAC issues. Enclosure 2 contains a summary of prior coverage related to the audit objectives.

## Audit Background

The mission of Aviation Physiology Training Units is to enhance operational readiness through preservation of human life and conservation of aviation assets. Aviation physiology training familiarizes prospective and designated aeronautical personnel, selected passengers, project specialists, and other authorized personnel with the aeromedical aspects of flight. It also prepares them to properly employ aviation life support systems and survival procedures.

The Navy requires all officer and enlisted aircrews to take initial and refresher aviation physiology training. The interval between training sessions cannot exceed 4 years. The Navy accomplishes the required training at Aviation Physiology Training Units at 12 Navy and Marine Corps air stations. The Aviation Physiology Training Unit at NAS Cecil Field trains an average of 1,983 military and 49 civilian personnel annually.

## Discussion

Project P-831T, valued at \$3.4 million, is for the construction of a two-story, 16,125-gross-square-foot (1,500-square-meter) aviation physiology training building at NAS Jacksonville, Florida. The new building will house classrooms, administrative space, training devices, and support areas. Major training equipment such as the hypobaric chamber, the ejection seat trainer, the line release trainer, and the night vision trainer will be relocated from NAS Cecil Field to the new building at NAS Jacksonville. The new building will be joined to the west side of the existing water survival training building, providing a single site for aircrew survival training certification.

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**Aviation Physiology Training Building at NAS Cecil Field.** The current aviation physiology training facility at NAS Cecil Field has 13,583 gross square feet (1,262 square meters) in four buildings, including a building housing classrooms, administrative space, training devices, and support areas (11,954 gross square feet); a building housing the ejection seat trainer (820 gross square feet); a building housing the night vision trainer (745 gross square feet); and a hazardous material storage shed (64 gross square feet). The facility is undersized and does not meet current classroom and teaching requirements. Additionally, no medical treatment room and no female shower and locker room are included. Injured students are treated on a stretcher surrounded by a curtain in a corner of the room housing the hypobaric chamber, and male and female students alternately use the same shower and locker room.

**Adequacy of Project Requirement Documentation.** Project estimates were adequately supported. Supporting documentation included original and current cost data, student training requirements, the architect and engineering report, and the identification of equipment that will be relocated from the existing facility at NAS Cecil Field to the new facility at NAS Jacksonville.

**Consideration of Existing Facilities.** The Navy did not perform an economic analysis because it thought that no alternatives to new construction were available. The Navy stated in its military construction project data submissions that no existing facilities are available at NAS Jacksonville and, therefore, new construction is necessary to support aviation physiology training. The Navy could not provide documentation to show how it reached that conclusion.

We determined that no space is available in existing buildings to accommodate aviation physiology training. We reviewed the NAS Jacksonville facilities schedule and identified 13 buildings suitable for applied training. Only three of the buildings had sufficient unoccupied space that potentially could be modified to house the Aviation Physiology Training Unit. In addition, the unoccupied space in the three buildings was already scheduled for other uses. We also discussed the availability of space with the Deputy Director, Facilities and Engineering Department, and examined existing buildings on NAS Jacksonville.

On March 26, 1996, the Officer in Charge, Naval Healthcare Support Office Jacksonville, prepared for the project record a document that shows that the buildings on NAS Jacksonville that are suitable for academic and applied instruction are either in use or scheduled for use and, therefore, are not available to house the Aviation Physiology Training Unit.

**Other Matters of Interest.** During our review of the Aviation Physiology Training Unit, NAS Cecil Field, we learned that the size of the aviation physiology training facility was understated by 3,832 gross square feet in documents used to support project P-831T. That understatement occurred because an addition to Building 198 constructed in 1993 was not recorded in the property records of NAS Cecil Field. Building 198 is the primary building used by the Aviation Physiology Training Unit. In a March 26, 1996, letter, the Officer in Charge, Naval Healthcare Support Office Jacksonville, requested that the Public Works Officer, NAS Cecil Field, revise the property record for

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Building 198 to reflect the accurate square feet. Additionally, officials at the Naval Healthcare Support Office Jacksonville stated that they would correct project P-831T documents.

## **Management Comments**

We provided a draft of this report to you on April 5, 1996. Because the report contains no findings or recommendations, comments were not required and none were received. Therefore, we are publishing this report in final form.

We appreciate the courtesies extended to the audit staff. For additional information on this report, please contact Mr. Garold E. Stephenson, Audit Program Director, at (703) 604-9332 (DSN 664-9332) or Mr. Eugene E. Kissner, Audit Project Manager, at (703) 604-9323 (DSN 664-9323). Enclosure 4 lists the planned report distribution. The audit team members are listed inside the back cover.



Robert J. Lieberman  
Assistant Inspector General  
for Auditing

Enclosures

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## **Background of Defense Base Realignment and Closure and Scope of the Audit of FY 1997 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 Defense 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.

**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.

**Military Department BRAC Cost-Estimating Process.** To develop cost estimates for the Commission, the Military Departments used the Cost of Base Realignment Actions computer model. The Cost of Base Realignment Actions computer model 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 1997 Military Construction Project Data," for each individual MILCON project required to accomplish the realigning actions. The Cost of Base Realignment Actions computer model 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 the Cost of Base Realignment Actions computer model 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

## **Background of Defense Base Realignment and Closure and Scope of the Audit of FY 1997 Defense Base Realignment and Closure Military Construction Costs**

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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 1997 BRAC MILCON \$820.8 million 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. We also reviewed those FY 1996 BRAC MILCON projects that were not included in the previous FY 1996 budget submission, but were added as part of the FY 1997 BRAC MILCON budget package.

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## Summary of Prior Audits and Other Reviews

Since 1991, numerous audit reports have addressed DoD BRAC issues. This enclosure lists the summary reports for the audits of BRAC budget data for FYs 1992 through 1996 and BRAC audit reports published since the summary reports.

### Inspector General, DoD

<u>Report No.</u>	<u>Report Title</u>	<u>Date</u>
96-104	Defense Base Realignment and Closure Budget Data for the Construction of the Overwater Antenna Test Range Facility at Newport, Rhode Island	April 26, 1996
96-101	Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Barbers Point, Hawaii, and Realignment of P-3 Aircraft Squadrons to Naval Air Station Whidbey Island, Washington	April 26, 1996
96-093	Summary Report on the Audit of Defense Base Closure and Realignment Budget Data for FYs 1995 and 1996	April 3, 1996
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

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## **Organizations Visited or Contacted**

### **Office of the Secretary of Defense**

Assistant Secretary of Defense (Health Affairs)  
Defense Medical Program Activity, Falls Church, VA  
Defense Medical Facilities Office, Falls Church, VA

### **Department of the Navy**

Bureau of Medicine and Surgery, Washington, DC  
Naval Healthcare Support Office, Jacksonville, FL  
Naval Facilities Engineering Command, Alexandria, VA  
Naval Facilities Engineering Command Southern Division, Charleston, SC  
Naval Air Station Cecil Field, FL  
Aviation Physiology Training Unit  
Naval Air Station Jacksonville, FL  
Facilities and Engineering Department  
Water Survival Training Department  
Naval Air Station Pensacola, FL  
Naval Aviation Survival Training Programs Directorate  
Marine Corps Air Station, Cherry Point, NC  
Aviation Physiology Training Unit

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Deputy Chief of Naval Operations (Logistics)  
Chief, Bureau of Medicine and Surgery  
Officer in Charge, Naval Healthcare Support Office, Jacksonville  
Auditor General, Department of the Navy  
Commander, Naval Facilities Engineering Command  
Commanding Officer, Southern Division  
Commanding Officer, Naval Air Station Cecil Field  
Officer in Charge, Aviation Physiology Training Unit  
Commanding Officer, Naval Air Station Jacksonville

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Senate Subcommittee on Military Construction, Committee on Appropriations  
Senate Committee on Armed Services  
Senate Committee on Governmental Affairs  
House Committee on Appropriations  
House Subcommittee on Military Construction, 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 Bob Graham, U.S. Senate  
Honorable Connie Mack, U.S. Senate  
Honorable Tillie K. Fowler, U.S. House of Representatives

## **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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