

Audit



Report

**SUMMARY REPORT ON THE AUDIT OF DEFENSE BASE
REALIGNMENT AND CLOSURE CONSTRUCTION BUDGET DATA
FOR FYs 1997 AND 1998**

Report No. 98-175

July 2, 1998

**Office of the Inspector General
Department of Defense**



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
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MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION
AND TECHNOLOGY
UNDER SECRETARY OF DEFENSE (COMPTROLLER)
SECRETARY OF THE ARMY
ASSISTANT SECRETARY OF THE NAVY (FINANCIAL
MANAGEMENT AND COMPTROLLER)
ASSISTANT SECRETARY OF THE AIR FORCE
(FINANCIAL MANAGEMENT AND COMPTROLLER)
DIRECTOR, DEFENSE LOGISTICS AGENCY
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Summary Report on the Audit of Defense Base Realignment and
Closure Construction Budget Data for FYs 1997 and 1998
(Report No. 98-175)

We are providing this audit report for information and use. We considered management comments on a draft of this report when preparing the final report.

Comments on a draft of this report conformed to the requirements of DoD Directive 7650.3 and left no unresolved issues. Therefore, additional comments are not required.

We appreciate the courtesies extended to the audit staff. Questions on the audit should be directed to Mr. Wayne K. Million, at (703) 604-9312 (DSN 664-9312) or Mr. Michael A. DiRenzo, at (703) 604-9314 (DSN 664-9314). See Appendix I for the report distribution. The audit team members are listed inside the back cover.

A handwritten signature in black ink, reading "Robert J. Lieberman", is positioned above the typed name.

Robert J. Lieberman
Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. 98-175
(Project No. 7CG-5002.21)

July 2, 1998

Summary Report on the Audit of Defense Base Realignment and Closure Construction Budget Data for FYs 1997 and 1998

Executive Summary

Introduction. This report results from audits done in response to a requirement in Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991. The law 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 (BRAC) does not exceed the original estimated cost provided to the Commission on Defense Base Realignment and Closure (the Commission). If the requested budget amounts exceed the original project cost estimates, Defense is required to explain to Congress the reasons for the differences. The law also requires the Office of the Inspector General, DoD to review each BRAC military construction project for which there is a significant difference between the estimates provided to the Commission and those submitted in the budget.

Since Public Law 102-190 was enacted, we have issued numerous reports, including three summary reports covering FYs 1992 through 1996 BRAC military construction budget data. We also issued 63 reports covering FYs 1997 and 1998 BRAC military construction budget data in response to the requirement. Those 63 Inspector General, DoD reports discuss our review of 115 projects valued at \$744.3 million. Appendix B lists the Inspector General reports, as well as reports issued by the Military Department audit organizations on BRAC military construction budget data. This report summarizes the 63 reports for FYs 1997 and 1998.

Audit Objectives. The overall audit objective was to determine the accuracy of FYs 1997 and 1998 BRAC military construction budget data. The specific objectives were to determine whether the proposed projects were valid BRAC requirements, whether the decision for military construction was supported with required documentation including an economic analysis, and whether the economic analysis considered existing facilities. We also assessed the adequacy of the management control program as it applied to the audit objectives. This report summarizes the results of the specific objectives in Finding A, and discusses the management control objective in Finding B.

Audit Results. The accuracy of FYs 1997 and 1998 BRAC military construction budget data was questionable for 71 of 115 projects we reviewed.

The Military Departments submitted BRAC military construction projects in the FYs 1997 and 1998 military construction budgets based on overstated requirements and unsupported specifications and costs. As a result, the budget requests for 55 BRAC military construction projects were overstated by \$167.8 million (22.5 percent). Also, funding for 16 other BRAC military construction projects valued at \$103.6 million had to be suspended until further documentation was obtained and submitted (Finding A).

The major commands of the Military Departments did not effectively implement management control procedures established for the BRAC military construction planning, programming, and budgeting process. As a result, the management officials responsible for approving the BRAC military construction projects for programming and budget action did not have reasonable assurance that projects were complete and accurate (Finding B).

Implementing the recommendations from the 63 audit reports would result in the design and construction of appropriately sized facilities and at least \$167.8 million of BRAC military construction funds put to better use. See Appendix C for a listing of the invalid or partially valid projects from the 63 audit reports where funds could be put to better use. Strengthening the management controls over the BRAC military construction budget process should provide more complete and accurate BRAC military construction budgets for the Military Departments.

Summary of Recommendations. The 63 previously issued audit reports recommended that the Military Departments submit revised DD Forms 1391, "Military Construction Project Data," to accurately reflect requirements for all BRAC military construction projects that were overstated or inadequately documented, and to reduce the requested budget amounts for the projects. The reports also recommended that the Under Secretary of Defense (Comptroller) place funds on administrative withhold until accurate DD Forms 1391 were submitted.

We recommend that the Secretaries of the Military Departments and Director, Defense Logistics Agency require heads of major commands and installations to certify that BRAC military construction projects are valid, adequately documented, and are either 35-percent design complete or based on the parametric estimation process when submitting project budget requests.

Management Actions. In response to the 63 reports issued, management generally concurred with our recommendations and took corrective action to revise the BRAC military construction project submissions and reduce the budget requests. The Under Secretary of Defense (Comptroller) placed funds for the projects on administrative withhold pending resolution of the audit issues. Appendix C shows the status of the 55 projects with questionable costs.

Management Comments. The Navy and the Air Force concurred stating that they agreed that BRAC military construction projects should be valid, documented, and either 35-percent design complete or based on the parametric estimation process when project budget requests are submitted. The Army and the Defense Logistics Agency partially concurred and a review of their comments indicates that they agreed with the intent of the recommendation. See Part I for a more detailed discussion of management comments and Part III for the complete text of management comments.

Audit Response. As a result of management comments, we revised Appendixes C and D and some wording throughout the report. We consider management comments to be fully responsive. Accordingly, no additional comments are required.

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Part I - Audit Results

Audit Background

Commission on Defense Base Realignment and Closure. On May 3, 1988, the Secretary of Defense chartered the Commission on Defense Base Realignment and Closure (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, to enact the Commission's recommendations. Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," November 5, 1990, reestablished the Commission. That law established the DoD Base Closure Account to fund any necessary facility renovation or military construction (MILCON) projects associated with Defense base realignment and closure (BRAC). 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 BRAC actions must be completed within 6 years after the President transmits the recommendations to Congress.

Table 1 shows the number of actions recommended by the Commission each year and summarizes the Commission's estimated costs and net savings.

Table 1
The Commissions' Estimated BRAC Costs and Savings
(billions of FY 1996 dollars)

	<u>BRAC Actions</u>		<u>Closure Costs</u>	<u>Recurring Annual Savings</u>	<u>Total Savings*</u>
	<u>Realignments</u>	<u>Closures</u>			
1988	86	59	\$ 2.2	\$0.7	\$ 6.8
1991	34	48	4.0	1.6	15.8
1993	130	45	6.9	1.9	15.7
1995	<u>104</u>	<u>28</u>	<u>3.6</u>	<u>1.6</u>	<u>19.3</u>
Total	354	180	\$16.7	\$5.8	\$57.6

*Net savings after closure costs, measured over 20 years and discounted to present value at 4.2 percent.

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 (COBRA). COBRA uses standard cost factors to convert the suggested BRAC options into dollar values to provide a way to compare options. After the President and Congress approve the BRAC actions, DoD realigning activity officials prepare a DD Form 1391, "FY 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.

Audit Objectives

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. If the requested budget amounts exceed the original project cost estimates, the Secretary of Defense is required to explain to Congress the reasons for the differences. Public Law 102-190 also states that the Office of the Inspector General, DoD, must evaluate significant increases in BRAC MILCON project costs between the estimated costs provided to the Commission and those submitted in the budget and then report to the congressional Defense committees.

The overall audit objective was to determine the accuracy of FYs 1997 and 1998 BRAC military construction budget data. The specific objectives were to determine whether the proposed projects were valid BRAC requirements, whether the decision for military construction was supported with required documentation including an economic analysis, and whether the economic analysis considered existing facilities. We also assessed the adequacy of the management control program as it applied to the audit objectives. This report summarizes the results of the specific objectives in Finding A and discusses the management control objective in Finding B. See Appendix A for a discussion of the audit process, including a discussion of the limitations and expansion of the overall audit scope.

Previous Reports. We have issued numerous reports covering FYs 1992 through 1998 BRAC MILCON budget data. See Appendix B for a listing of the reports covering FYs 1997 and 1998 BRAC MILCON budget data, three summary reports covering FYs 1992 through 1996 BRAC MILCON budget data, and recent related Service audit reports.

Finding A. Support for Defense Base Realignment and Closure Military Construction Projects

The Military Departments submitted BRAC MILCON projects in their FYs 1997 and 1998 budget requests that contained overstated requirements and were not supported by complete facility specifications and costs.

Overstatements occurred because major commands:

- did not always revise the scope of BRAC MILCON projects to incorporate changes in work load or force structure and
- improperly included non-BRAC requirements in budget requests for some projects.

Facility requirements were unsupported or incomplete because major commands:

- did not use existing facility criteria and unit cost factors or
- failed to include required documentation.

As a result, of 115 BRAC MILCON projects reviewed, valued at \$744.3 million, 55 projects valued at \$353.0 million were overstated by a total of \$167.8 million. Additionally, funding for 16 other BRAC MILCON projects, valued at \$103.6 million, had to be suspended until further documentation was obtained and submitted.

Budget Background

Documented validation of MILCON project requirements by the major commands ensures that only needed facilities are constructed. In planning for MILCON, Military Department commanding officers and facility planners identify facility requirements based on the assigned mission, the condition and use of existing facilities, and an analysis of alternatives to new construction. Facility requirements and military construction projects comprise the basis for an installation's master plan or capital improvement plan.

Installation commanders submit the facility requirements to the major command responsible for review and approval. The major command approves the MILCON project after it determines that the facility requirements are justified and that no existing facility is available.

Military Department regulations state that major commands, as the initial approval authority, are responsible for validating the information used to support

Finding A. Support for Defense Base Realignment and Closure Military Construction Projects

a MILCON project. Also, major commands are required to review project documentation to ensure that projects are necessary and fully supported and that documentation used to support projects is complete and current throughout the planning cycle.

Summary of Audit Results in Previous Reports

Major commands submitted BRAC MILCON projects that contained requirements that were overstated as well as projects that were based on unsupported or incomplete specifications and costs. Our audit reports disclosed that 71 BRAC MILCON projects, valued at \$456.6 million, contained questionable costs totaling \$211.2 million. The questionable costs resulted from the following problems.

Overstated Requirements. Major commands' project requirements were inaccurate for several reasons.

Outdated Scope. Major commands did not revise the scope of some BRAC MILCON projects to reflect changes in work load or force structure. BRAC MILCON costs for 29 projects, valued at \$237.5 million, contained questionable costs totaling approximately \$96.9 million because of overstated requirements.

Non-BRAC Requirements. Overstatements also occurred because major commands included projects that were based on requirements not directly associated with BRAC. MILCON costs for two projects, valued at about \$5.5 million, contained questionable costs totaling \$5.5 million because of non-BRAC requirements being included.

Unsupported or Incomplete Facility Specifications and Costs. Some facility specifications and costs were unsupported or incomplete because major commands did not use existing facility criteria and unit cost factors, and lacked adequate documentation as required by applicable regulations. BRAC MILCON costs for 40 projects, valued at \$213.6 million, contained \$108.8 million of questionable costs.

Project Validation and Resolution. In response to our audit reports, management revised the BRAC MILCON project submissions for the projects questioned. Table 2 categorizes the questionable aspects of FYs 1997 and 1998 projects. Of 71 projects, 13 projects totaling \$52.5 million were invalid and we recommended that they be canceled. Another 42 projects totaling \$300.5 million were partially valid, but required reduction in scope by approximately \$115.2 million. The remaining 16 projects totaling \$103.6 million were determined to be valid once adequate documentation was obtained.

Finding A. Support for Defense Base Realignment and Closure Military Construction Projects

**Table 2
Projects Containing Questionable Costs**

	<u>Total Questionable Projects</u>	<u>Invalid Projects</u>	<u>Partially Valid Projects</u>	<u>Valid Projects</u>
Overstated/Scope not Revised	29	0	21	8
Overstated/Non-BRAC	2	2	0	0
Unsupported or Incomplete	<u>40</u>	<u>11</u>	<u>21</u>	<u>8</u>
Total	71	13	42	16

Overstated Requirements

Overstatements Due to Outdated Scope. The major commands evaluated project justifications in relation to engineering adequacy, but not in relation to need. The facility planners or other authorized project personnel at the major commands inadequately verified or validated the accuracy of workload data, personnel strength, and assigned equipment. In addition, major commands did not update project documentation when changes occurred in workload data, personnel strength, and assigned equipment. Of the 29 overstated projects, 21 projects were partially valid, and 8 projects were valid. Examples of the invalid and partially valid projects are discussed below.

Navy Projects. The Marine Corps overestimated construction budget costs for three projects associated with the realignment of four CH-46 helicopter squadrons and four CH-53E helicopters to Marine Corps Air Station Camp Pendleton, California, resulting from the closure of Marine Corps Air Station Camp Tustin, California. The inaccurate cost estimates occurred because the Marine Corps did not notify the Office of the Under Secretary of Defense (Comptroller) of updated design cost estimates developed by an independent architect-engineer firm. The inaccurate estimates also occurred because the Marine Corps overstated facility requirements and included non-BRAC requirements in the DD Forms 1391. We recommended deleting the non-BRAC requirements from the project budget request. The Marine Corps agreed to reduce the funding request for the overstated requirements.

Air Force Projects. The Air Force overestimated requirements for BRAC MILCON project DDPF959004, "Numbered Air Force Headquarters," valued at \$4.3 million resulting from the closure of Bergstrom Air Reserve Base and the realignment of the 10th Air Force Headquarters to Naval Air Station Fort Worth, Texas. The Air Force did not consider an existing building that became available after the BRAC decision and did not consider using pre-wired workstations provided by an Air Force activity. As a result, the Air Force may have overstated project cost by \$1.9 million, the difference in cost between constructing a new building and renovating an existing building, and overstated the project by \$0.2 million for acquiring pre-wired workstations from another source. We

Finding A. Support for Defense Base Realignment and Closure Military Construction Projects

recommended preparing an economic analysis of the use of building 390 for permanent 10th Air Force Headquarters. The Air Force concurred with the recommendation and removed the pre-wired workstations from the DD Form 1391 BRAC MILCON budget request.

Defense Logistics Agency Projects. The Defense Logistics Agency (DLA) overestimated non-administrative facility costs for BRAC MILCON projects related to the relocation and realignment of Defense Personnel Support Center, Philadelphia, Pennsylvania, and its tenants to the Naval Aviation Supply Office, Philadelphia. DLA did not adequately document the requirement to construct an expansion of the existing Aviation Supply Office compound fitness center. We recommended reducing the budget by \$628 thousand. DLA agreed to cancel the fitness center project and deleted it from the budget request.

Overstatements Due to Non-BRAC Requirements. Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," November 5, 1990, requires that only one-time costs of base closure be charged to the DoD Base Closure Account. On two projects, we identified non-BRAC requirements that were included in BRAC MILCON budget estimates

Navy Project. Project P-164T, "Fire Station," valued at \$2.6 million, was submitted for the construction of a new fire house at the Naval Training Center Great Lakes, Illinois, to replace and consolidate two existing fire stations built in the 1940s. The fire station was not a valid BRAC requirement. Naval officials directed the Naval Facilities Engineering Command (NAVFAC) to include the fire station as a BRAC requirement at the Naval Training Center Great Lakes. We recommended canceling BRAC funding for the project. The Navy concurred and deleted the project from the budget request.

Air Force Project. Project XUMU963007, "Site Utilities," valued at \$2.9 million, was submitted for the replacement of all utilities serving the Air Education Training Command (AETC), Vandenberg Air Force Base (AFB), California. The Air Force incorrectly justified the project because of the consolidation of the AETC training mission to Vandenberg AFB. The AETC at Vandenberg AFB occupied three buildings prior to BRAC realignment of the AETC training missions from Chanute and Lowry AFBs. The consolidated training site will consist of those three facilities, plus new facilities on the site either already constructed or planned for the future. The planned replacement utility systems would not add any new capacity or provide utilities to new facilities necessitated by the BRAC. Therefore, the replacement of an existing utility is not a valid BRAC requirement. We recommended deleting the project, valued at \$2.9 million, from the FY 1997 budget. The Air Force provided additional documentation to support part of the project and deleted the non-BRAC requirements from the budget request.

Unsupported or Incomplete Facility Requirements

Major commands did not always prepare detailed cost estimates and project justifications. Therefore, documentation of facility requirements was sometimes unsupported or incomplete. Documentation should have included functions to be

Finding A. Support for Defense Base Realignment and Closure Military Construction Projects

Navy Projects. The Navy planned to construct a 34,189-square foot medical annex and 193,000-square foot parking structure adjacent to the existing hospital. The requirement for the annex was unsupported because of personnel reductions in the Naval Hospital Bremerton area that Naval facility planners did not consider in their determinations of space requirements. We recommended deleting the project valued at \$11 million. The Navy concurred and deleted the project from the budget request.

The Navy did not execute the most efficient and cost-effective option in the decision to relocate the Fleet Imaging Center Pacific for project P-524T, "Fleet Imaging Center Pacific," valued at \$1.85 million. The Navy based the relocation decision on the 1995 BRAC law, which states that only those activities in support of family housing may remain on Naval Air Station Barbers Point. The Navy does not have an official policy concerning activities remaining on a retained portion of an installation that is recommended for closure. Additionally, the Navy has no directive requiring the Fleet Imaging Center Pacific to relocate. We recommended canceling the project. The Navy concurred and deleted the project from the budget request.

Air Force Project. The Air Force did not develop the required documentation for Project PRJY921012R1, "Renovate QLA Support Facility," at Wright-Patterson AFB, resulting from the closure of McClellan AFB, including an economic analysis to support the decision, project scope, and cost estimate. In response to our report, the Air Force decided not to implement the project, valued at \$2.5 million.

Adequate Documentation and Requirements

Of the 115 projects we reviewed, valued at \$744.3 million; 44 projects, valued at \$287.7 million, were fully supported and properly planned, programmed, and documented at the time of our review.

Service Audits of BRAC Projects

The Army Audit Agency, Naval Audit Service, and the Air Force Audit Agency reviewed some BRAC MILCON projects. Results of those reviews are summarized below.

Army Audit Agency. The Army Audit Agency reviewed 28 projects valued at \$314 million. The review showed that \$237.7 million was adequately supported, \$20.8 million was valid but not supported, and \$55.8 million either was not required or was not appropriate for BRAC funding. Inaccurate cost factors, not retaining documentation, and not identifying alternatives and preparing economic analyses on the alternatives contributed to the unsupported requirements.

Naval Audit Service. The Naval Audit Service reviewed 28 projects valued at \$191 million. Of the \$191 million, \$8.5 million could be put to better use. Of the 28 projects reviewed, 3 projects were partially invalid, and 25 projects were valid.

Finding A. Support for Defense Base Realignment and Closure Military Construction Projects

\$20.8 million was valid but not supported, and \$55.8 million either was not required or was not appropriate for BRAC funding. Inaccurate cost factors, not retaining documentation, and not identifying alternatives and preparing economic analyses on the alternatives contributed to the unsupported requirements.

Naval Audit Service. The Naval Audit Service reviewed 28 projects valued at \$191 million. Of the \$191 million, \$8.5 million could be put to better use. Of the 28 projects reviewed, 3 projects were partially invalid, and 25 projects were valid. The Naval Audit Service determined that existing Navy guidance did not contain adequate management controls necessary to identify inaccurate or incomplete project supporting data.

Air Force Audit Agency. The Air Force Audit Agency reviewed seven projects valued at \$28 million. All seven projects reviewed were valid and supportable. Although installations did not have complete documentation or economic analyses needed to support the proposed construction projects, installation personnel were completing these requirements at the conclusion of the Air Force Audit Agency audits.

Summary of Recommendations

In the 63 Inspector General, DoD reports summarized in this audit, we recommended that the Army, the Navy, the Air Force, and DLA prepare new DD Forms 1391 on all projects that had inadequate documentation; and submit revised budget requests that would exclude invalid project requirements and cost estimates. We recommended that the Under Secretary of Defense (Comptroller) withhold funds until revised DD Forms 1391 with validated requirements were submitted. We also recommended that the Military Departments reduce the funding allocated to the projects as needed and reprogram the savings to support other BRAC requirements. See Appendix C for a list of the invalid and partially valid projects and the specific reductions in project costs that were recommended as a result of the audit. See Appendix D for a description of causes for each of the invalid or partially valid projects.

The Army Audit Agency recommended that the Army make improvements to the existing guidance to enhance the BRAC 1995 process. The Naval Audit Service recommended that the Navy reduce the scope of the projects and reprogram the funds to other BRAC requirements.

Summary of Management Comments and Actions

The Military Departments generally concurred with our recommendations and took corrective action to revise BRAC MILCON project submissions and reduce budget requests. The Under Secretary of Defense (Comptroller) adjusted or placed funds for the projects on administrative hold pending resolution of the audit issues.

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

Of 115 BRAC MILCON projects reviewed, totaling \$744.3 million, 71 projects (62 percent) contained questionable costs totaling \$211.2 million. That condition was caused by major commands and installations not effectively implementing the management control procedures established for the BRAC MILCON planning, programming, and budgeting process. A contributing factor was the short time frame imposed by the base closure process, which resulted in activities preparing and submitting BRAC MILCON projects without following all established procedures for initial design completion and supporting documentation. As a result, management officials responsible for approving BRAC MILCON projects for programming and budget action did not have reasonable assurance that projects submitted were complete and accurate.

Procedures and Criteria for Military Construction Projects

DoD 7000.14-R, "Financial Management Regulation," July 1996, establishes the basic criteria and procedures to support MILCON authorization and appropriation requests. Also, the Under Secretary of Defense (Comptroller) memorandum, "Financial Management Policy and Procedures for Base Closure and Realignment," December 21, 1993, established the budget and accounting procedures for BRAC funds.

Military Department Guidance for BRAC MILCON

Each Military Department issued implementing instructions for the MILCON process and supplemental guidance for the BRAC MILCON process.

Army Guidance. Army Regulation 415-15, "Army Military Construction Program Development and Execution," August 30, 1994, establishes policies and procedures for planning Army construction projects other than BRAC projects.

However, paragraph 1-1.d. of the regulation states:

Although this regulation does not govern construction programming funded under Base Realignment and Closure (BRAC), many of the principles and guidelines associated with sound planning, design, and construction apply.

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

Because of the similarities in the program requirements between BRAC MILCON and normal MILCON, the Army chose to use the MILCON process described in Army Regulation 415-15 for planning, programming, and budgeting for BRAC MILCON. It also used DD Form 1391 for documenting and executing BRAC MILCON projects.

Army Regulation 415-15 requires that project planners support construction cost estimates with standard or repetitive (historical) costs. The historical cost data recorded in the Army Programming, Administration, and Execution System are to be used unless justification for deviating from the standards is documented on the DD Form 1391.

The District Engineer develops a current working cost estimate for various design phases (10-, 35-, 60-, 90-, and 100-percent complete) of a construction project. A current working estimate is a cost estimate based on detailed architect-engineer drawings of the building and site plans. The 35-percent design current working estimate is the first working estimate to contain detail on architect-engineer requirements. The 35-percent design estimate is required before the DD Form 1391 is submitted for normal MILCON budgets. However, a 35-percent design working estimate is not required before submission of the DD Form 1391 budget estimate for BRAC MILCON projects.

Army management utilized the Army Audit Agency as an additional control, to audit all BRAC MILCON requirements needed to implement the 1993 and 1995 Commission recommendations. Army management established a separate process to resolve disagreements with the auditors before the Army initiated project design. The process ensured that suggested actions were fully considered and that inappropriate projects and projects with inappropriate scopes were not funded from the BRAC account. The Army Audit Agency stated that installations and major commands generally followed BRAC MILCON planning guidance; however, the Army could make improvements in the guidance to enhance the future BRAC budget process.

Navy Guidance. The NAVFAC issued "The Installation Planning, Design, and Management Guide (E-1 Guide), June 30, 1997, in response to Naval Audit Service recommendations to improve procedures and management controls for MILCON proposals. The E-1 Guide is the primary source of facilities requirements policy and technical guidance to all shore activities. It will replace paper notices, instructions, and publications, wherever possible, with electronic information at the desktop. The E-1 Guide includes the following Navy guidance for both MILCON and BRAC MILCON requirements.

NAVFAC Instruction 11010.44E, "Shore Facilities Planning Manual," October 1990, provides the Navy policy on, and identifies responsibilities and procedures for, the facilities requirements planning process. The instruction provides guidance on preparing MILCON project documentation. The guidance applies to all Navy and Marine Corps shore activities responsible for the planning and programming of land and facility use, acquisition, and disposal. The same guidance applies to BRAC MILCON projects.

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

NAVFAC Instruction 11010.44E requires that major commands (approving authorities) review MILCON project documentation to ensure that the projects submitted by the requester (user) are for valid requirements and that the documentation will justify and support the budget cost estimate. Justification should include documentation of the step-by-step process by which the project requirement and budget estimate were developed, and the justification should stand alone when reviewed by others. The instruction also provides that the "major claimant . . . ensure completeness and currency of project documentation throughout the planning and programming cycle."

In an October 13, 1993 memorandum, the Commander, NAVFAC stated that no BRAC MILCON project was to proceed beyond the project engineering phase (35-percent design) until the Engineering Field Division certified the project ready for design completion. During the project-engineering phase, a study is conducted to systematically develop the scope, requirements, and costs for a given project. As part of the certification process, the Engineering Field Division must review the DD Forms 1391, to ensure that project planning documents are complete, accurate, and sufficient to allow the design to proceed.

To further emphasize BRAC MILCON controls, on December 14, 1993, the Commander, NAVFAC issued a memorandum instructing all NAVFAC field activities to:

... identify BRAC Funding as a separate assessable unit for the current five-year Management Control Program. The vulnerability (risk) assessment should be a 'high' risk rating due to the nature of the program and the continuous processes evolving within the program.

Air Force Guidance. The Air Force follows three basic instructions for the MILCON process. Air Force Instruction 32-1021, "Planning and Programming of Facility Construction Projects," May 12, 1994, supersedes Air Force Regulation 86-1, "Programming Civil Engineering and Appropriated Fund Resources," September 26, 1986. The instruction describes the detailed documentation needed to support MILCON project requirements and the estimated MILCON costs. The instruction also requires major commands to use the Programming, Design, and Construction Management Information System in preparing detailed cost estimates on DD Form 1391, "Military Construction Project Data," in sufficient detail to permit cost validation. Congress approved the use of the system to estimate costs for budget requests for MILCON projects. The system is designed to generate parametric estimates based on historical costs for various types of facilities. The parametric cost estimation process is an alternative to developing actual cost estimates that are based on 35-percent conventional design methodology.

The instructions also established facility boards to effectively manage available resources, determine priority of customer needs, and provide recommendations concerning the use of real property facilities and civil engineering resources. At the major command level, the facility boards validate requirements, establish priorities, and approve facility programs.

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

Air Force Instruction 32-1024, "Standard Facility Requirements," May 31, 1994, supersedes Air Force Manual 86-2, "Civil Engineering, Programming, Standard Facility Requirements," May 4, 1987. The instruction establishes the criteria for estimating and documenting standard facility mission-essential requirements.

Air Force Instruction 32-1032, "Planning and Programming of Real Property Maintenance Projects Using Appropriated Funds," May 11, 1994, implements Air Force Policy Directive 32-10. The instruction prescribes methods for documenting and justifying project requirements and associated costs.

In March 1995, the Office of the Chief of Staff for Base Realignment and Transition issued instructions for preparing BRAC MILCON cost estimates. The instructions provided a standard approach that Air Force activities were to use to develop and support BRAC MILCON projects that would result in a validated, approved program with a level of detail required to support budget requests. If Air Force activities use the standard approach along with other Air Force instructions, projects should be valid and should contain the level of detail required to justify budget requests. The instructions require all BRAC MILCON cost estimates to be supported with sufficient information for someone unfamiliar with the subject area to be able to reconstruct each step of the cost estimate.

BRAC MILCON Project Support

Despite the management controls established for the normal MILCON process and controls described in the supplemental Military Department guidance for the BRAC MILCON process, the Military Departments' budget requests included questionable costs totaling \$211.2 million on 71 BRAC MILCON projects. Those numbers represent problems in 62 percent of the 115 BRAC MILCON projects we reviewed. It also means that 28 percent of the \$744.3 million in costs was questionable. In response to our audit reports, the Military Departments provided additional documentation to support the costs of the projects that we questioned. Based on the updated information, 16 of the 71 projects were completely valid, but the rationale for the other 55 projects remained flawed. As discussed in Finding A, the questionable costs resulted from major commands not revising the scope of the MILCON project to incorporate changes in work load or force structure, including non-BRAC requirements, and not using or documenting the facility criteria or unit cost as required by applicable regulations.

Time Constraints Affect the BRAC MILCON Process

The short time frame imposed by the base closure process, which results in activities preparing and submitting DD Forms 1391 without allotting sufficient time for design and documentation, caused many of the problems we found during our audit.

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

Normal MILCON Process. Under normal circumstances, planning and programming for MILCON projects can take up to 6 years. As part of that process, activities begin planning the MILCON projects 1 year or more before design begins. The 35-percent design estimate is required before the DD Form 1391 is submitted for normal MILCON budgets. Depending on the complexity of the project, the preparation of the 35-percent design can take 8 months or longer. The 35-percent design estimate is the first working estimate to contain detail on the architect-engineer requirements. The project scope and cost estimates are revised, and the budget costs are adjusted as the design nears 100-percent completion.

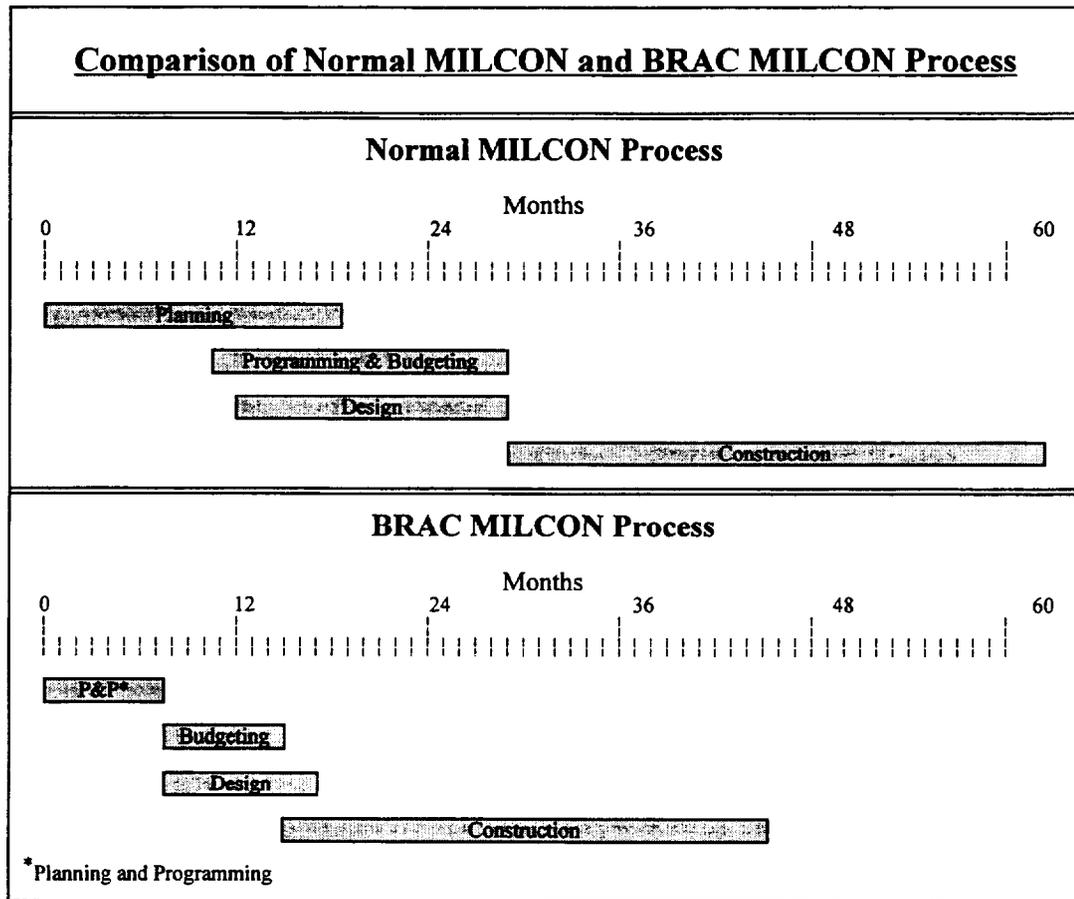
BRAC MILCON Process. During the BRAC process, the Military Departments must initiate actions to close bases no later than 2 years after the date on which the President transmits the report of the Commission to Congress. Also, all closures and realignments must be completed no later than the end of the 6-year period beginning on the same date. Initial planning and programming begins when the Secretary of Defense sends the BRAC recommendations to the Commission. However, installations must develop initial BRAC MILCON project scope and cost justifications after the Commission report is issued, which is within 2 to 3 months of the initial budget submission. That does not allow time for completion of many of the construction requirements, including the 35-percent design, to be clearly defined at the time the budget is submitted.

Because of time limitations, major commands and installations responsible for developing BRAC MILCON projects did not completely follow established MILCON and BRAC MILCON procedures to validate and support project requirements and costs. As an example, the Air Force Audit Agency evaluated \$117 million of BRAC MILCON projects and reported that at 17 audited installations, only 2 installations had completed all the required supporting documentation by the time the audit fieldwork was complete. The Air Force Audit Agency reported that all installations were fully aware of the documentation requirements and were either completing or preparing to complete the required supporting documentation.

Navy officials stated that adequate procedures exist to provide an accurate and reliable DD Form 1391. However, Navy officials admitted that as a result of the short lead times associated with BRAC projects, all the procedures of NAVFAC Instruction 11010.44E may not have been followed.

The figure below compares the time frames for the planning, programming, and budgeting process for normal MILCON projects with the time frames required for the BRAC MILCON projects.

**Finding B. Management Controls for Defense Base Realignment and Closure
Military Construction Funding Requests**



Solutions

The planning, programming, and budgeting process for BRAC MILCON projects must be accomplished in a much shorter time than the process for normal MILCON. The shorter time forces planning officials to take shortcuts, in effect compromising many of the management controls that the Military Departments established for the normal MILCON process, thus increasing the vulnerability of BRAC funds to waste. Despite the short time frame, we believe that officials at the major commands of the Military Departments who are responsible for requesting and approving funding for BRAC MILCON projects can do a better job of planning and programming cost-effective BRAC MILCON projects. The Army initiative to use the Army Audit Agency to screen projects before they are submitted to the Office of Secretary of Defense is commendable. However, audit resources throughout DoD are limited, and it would be very difficult to audit every DD Form 1391 as part of the program/budget formulation process.

The situation is compounded by established funding procedures. The annual budget submission for BRAC MILCON funds includes a list of all BRAC MILCON projects anticipated to be accomplished based on the closure and realignment requirements. Each year, the Military Departments submit a financial plan to request allocations of base closure funds. For planned BRAC MILCON

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

requirements, each project to be executed using requested BRAC funds is individually listed on the financial plan. Our audits showed some BRAC MILCON projects are not at 35-percent design at the time of budget submission.

In response to recommendations contained in our audit report 96-093, "Summary Report on the Audit of Defense Base Realignment and Closure Budget Data For FYs 1995 and 1996," April 3, 1996, the Under Secretary of Defense (Comptroller) agreed that BRAC MILCON projects should be at least 35-percent design complete or based on parametric estimation process. DoD 7000.14-R, Financial Management Regulation, Volume 2B, Chapter 7, "Budget Presentation and Formulation," July 1996, requires that as a minimum BRAC construction projects should be at least 35-percent design complete or based on parametric estimation processes to be included in the budget submission.

The audits included in this report found that 62 percent of the BRAC MILCON project budget requests were invalid or not adequately supported. This continues to be a problem indicating that increased management oversight of the BRAC MILCON budget process is required.

Recommendations, Management Comments, and Audit Response

We recommend that the Secretaries of the Military Departments and the Director, Defense Logistics Agency require the heads of major commands and installations certify that BRAC MILCON projects are valid; and ensure that supporting data is accurate, current, and 35-percent design complete or based on the parametric estimation process when submitting project budget requests.

Army Comments. The Army primarily concurred stating that because the Army Audit Agency audits the proposed BRAC projects before the project budget requests are submitted, they are accurate and current. The Army supports the Office of the Secretary of Defense policy requiring that projects be at least 35-percent design complete before inclusion in the budget submission.

Navy Comments. The Navy concurred stating that the Navy will continue to submit either the 35-percent design or a parametric estimate on BRAC MILCON projects when submitting budget requests.

Air Force Comments. The Air Force concurred stating that all projects submitted in the FY 1999 President's Budget were at least 35-percent designed. Because there are currently no BRAC MILCON projects proposed for FY 2000 or 2001, the recommendations will be included in Air Force Guidance when/if another round of base closures is authorized.

Defense Logistics Agency Comments. The Defense Logistics Agency partially concurred stating that they fully support the need for certifying that BRAC projects, like MILCON projects, are valid, and that supporting data is accurate

**Finding B. Management Controls for Defense Base Realignment and Closure
Military Construction Funding Requests**

and current. DLA stated that BRAC projects are 35-percent design complete or based on the parametric estimation process when submitting project budget requests.

Audit Response. The comments received from the Army, the Navy, the Air Force, and DLA are responsive to the intent of the recommendation.

Part II - Additional Information

Appendix A. Audit Process

Scope

Limitations and Expansion to Overall Audit Scope. We compared the total COBRA cost estimates for each BRAC package with the FYs 1992 through 1997 (1991 Commission), FYs 1994 through 1999 (1993 Commission) and FYs 1996 through 2001 (1995 Commission) BRAC MILCON budgets submitted by the Military Departments and DLA. See Appendixes E and F for a comparison of the BRAC actions related to the FYs 1997 and 1998 BRAC budget submissions. Because COBRA develops cost estimates as a BRAC package and not for individual BRAC MILCON projects, we did not 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 FYs 1997 and 1998 BRAC MILCON projects.

DoD-wide Corporate Level Government Performance and Results Act (GPRA) Goals. In response to the GPRA, the Department of Defense has established 6 DoD-wide corporate level performance objectives and 14 goals for meeting these objectives. This report pertains to achievement of the following objectives and goals:

Objective: Fundamentally reengineer the Department and achieve a 21st century infrastructure.

Goal: Reduce costs while maintaining required military capabilities across all DoD mission areas. (DoD-6).

General Accounting Office High Risk Area. The General Accounting Office has identified several high risk areas in the DoD. This report provides coverage of the Defense Contract Management high risk area.

Methodology

Universe and Sample. We reviewed the FYs 1997 and 1998 BRAC MILCON budgets, totaling \$792.9 million and \$473.2 million, respectively, submitted by the Military Departments and DLA. We grouped projects by location and selected groups of projects that totaled at least \$1 million for each location. 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. We selected 115 projects for review. We excluded projects that were reviewed by the Military Department audit organizations. See Appendix G for a list of the BRAC MILCON projects reviewed.

We examined the BRAC MILCON budget request, economic analysis, and supporting documentation; and interviewed management personnel responsible for planning, programming and developing the requirements for each of the 115 BRAC MILCON projects reviewed.

Audit Type, Dates, and Standards. We conducted this economy and efficiency audit from December 1995 through October 1997, in accordance with auditing standards issued by the Comptroller General of the United States, as implemented by the Inspector General, DoD. We included such tests of management controls considered necessary. We did not use computer-processed data or statistical sampling procedures during the course of the audit.

Contacts During the Audit. We visited or contacted individuals and organizations within DoD. Further details are available upon request.

Management Control Program

DoD Directive 5010.38, "Management Control Program," August 26, 1996, 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. Specifically, we reviewed management control procedures regarding estimating and validating the BRAC MILCON projects. We also examined the portion of the management control program applicable to validating the accuracy of BRAC MILCON budget requirements. We also reviewed the results of any self-evaluations of those management controls.

Adequacy of Management Controls. The audit identified material management control weaknesses as defined by DoD Directive 5010.38. See Finding B for a discussion of the adequacy of the management controls. A copy of the report will be provided to the senior official responsible for management controls in each of the Military Departments, DLA, and the Office of the Under Secretary of Defense (Comptroller).

Adequacy of Management's Self Evaluation. The Army identified BRAC funding as an assessable unit. Army management used the Army Audit Agency to audit the BRAC MILCON requirements needed to implement the 1993 and 1995 Commission recommendations. Results of their audits are discussed in finding B of this report.

The NAVFAC required its field activities to identify "BRAC funding" as a separate assessable unit for the current five-year Management Control Program. The NAVFAC did not identify the material weakness and relied on audits by the Naval Audit Service to evaluate its controls. The Naval Audit Service reported that existing Navy guidance did not contain adequate controls to identify inaccurate or incomplete project supporting data but was implementing procedures to improve internal controls for approving MILCON projects. Navy procedures and controls are discussed in finding B of this report.

Appendix A. Audit Process

The Air Force did not identify BRAC MILCON funding as an assessable unit and, therefore, did not identify or report the management control weakness identified by the audit.

DLA identified implementation of BRAC 1995 realignment and closure plans as an assessable unit. DLA conducted a self-assessment, after issuance of the audit reports summarized in this audit report, and issued a report on June 30, 1997. The DLA self-assessment report stated that existing controls are adequate to effectively implement plans.

Appendix B. Summary of Prior Coverage

Since 1991, the Office of the Inspector General, DoD and the Military Department audit organizations have issued numerous audit reports that address DoD BRAC issues. This appendix lists the Office of the Inspector General, DoD reports, as well as reports issued by the Military Department audit organizations on BRAC MILCON budget data. Reports prior to FY 1994 are not individually listed except for summary reports.

Inspector General, DoD Reports

Report No.	Report Title	Date
98-015	Defense Base Realignment and Closure Budget Data for the Realignment of Undergraduate Pilot Training from Reese Air Force Base, Texas, to Columbus Air Force Base, Mississippi	October 27, 1997
97-200	Defense Base Realignment and Closure Budget Data for the Realignment of Onizuka Air Station, California, to Falcon Air Force Base, Colorado	July 30, 1997
97-191	Defense Base Realignment and Closure Budget Data for the Realignment of Undergraduate Pilot Training from Reese Air Force Base, Texas, to Laughlin Air Force Base, Texas	July 18, 1997
97-189	Defense Base Realignment and Closure Budget Data for the Realignment of Certain Functions from Kelly Air Force Base, Texas, to Brooks Air Force Base, Texas	July 14, 1997
97-184	Defense Base Realignment and Closure Budget Data for the Realignment of Naval Surface Warfare Center Annapolis, Maryland, to Naval Surface Warfare Center Philadelphia, Pennsylvania	July 1, 1997
97-179	Defense Base Realignment and Closure Budget Data for the Relocation of Deployable Medical Systems to Hill Air Force Base, Ogden, Utah	June 26, 1997
97-169	Defense Base Realignment and Closure Budget Data for Naval Hospital Bremerton, Washington	June 19, 1997
97-164	Defense Base Realignment and Closure Budget Data for the Realignment of the System Program Office from McClellan Air Force Base, California, to Wright-Patterson Air Force Base, Ohio	June 18, 1997

Appendix B. Summary of Prior Coverage

Inspector General, DoD Reports (cont'd)

Report No.	Report Title	Date
97-162	Defense Base Realignment and Closure Budget Data for the Relocation of the Fleet Hospital Support Office to Cheatham Annex, Williamsburg, Virginia	June 16, 1997
97-161	Defense Base Realignment and Closure Budget Data for the Realignment of Undergraduate Pilot Training from Reese Air Force Base, Texas, to Vance Air Force Base, Oklahoma	June 13, 1997
97-149	Defense Base Realignment and Closure Budget Data for Naval Air Station Jacksonville, Florida	June 2, 1997
97-139	Defense Base Realignment and Closure Budget Data for the Realignment of Grissom Air Reserve Base, Indiana	May 2, 1997
97-115	Defense Base Realignment and Closure Budget Data for the Realignment of Four Navy Activities from Leased Space in Arlington, Virginia, to the Naval Security Station, Washington, D.C.	March 28, 1997
97-113	Defense Base Realignment and Closure Budget Data for the Relocation of Public Works Center from Naval Training Center San Diego, California, to the Taylor Street Annex, San Diego, California	March 24, 1997
97-109	Defense Base Realignment and Closure Budget Data for Hangar Utility Improvements and the Relocation of the F-14D Aircraft from Naval Air Station Miramar, California to Naval Air Station Oceana, Virginia Beach, Virginia	March 14, 1997
97-095	Defense Base Realignment and Closure Budget Data for the Relocation of the Fleet Imaging Center Pacific from the Naval Air Station Barbers Point, Hawaii, to the Naval Station Pearl Harbor, Hawaii	February 19, 1997
97-088	Defense Base Realignment and Closure Budget Data for the Construction of an Enlisted Dormitory at Buckley Air National Guard Base, Colorado	February 5, 1997
97-076	Defense Base Realignment and Closure Budget Data for the Relocation of the United States Naval Ship Mercy to the Naval Submarine Base San Diego, California	January 22, 1997

Inspector General, DoD Reports (cont'd)

<u>Report No.</u>	<u>Report Title</u>	<u>Date</u>
97-074	Defense Base Realignment and Closure Budget Data for the Relocation of Naval Aviation Engineering Services Unit from Marine Corps Air Station El Toro, California, to Naval Air Station Miramar, California	January 17, 1997
97-071	Defense Base Realignment and Closure Budget Data for the Relocation of the Carrier Air Wings from Naval Air Station Miramar, California, to Naval Air Station Lemoore, California	January 15, 1997
97-069	Defense Base Realignment and Closure Budget Data for the Relocation of the E-2 Maintenance Hangar from Naval Air Station Miramar, California, to Naval Air Station North Island, California	January 14, 1997
97-048	Defense Base Realignment and Closure Budget Data for the Realignment of the Defense Personnel Support Center and Its Tenants to the Naval Aviation Supply Office Compound, Philadelphia, Pennsylvania	December 13, 1996
97-046	Defense Base Realignment and Closure Budget Data for the Closure of Naval Training Center Orlando, Florida, and Realignment of Maintenance and Storage Facilities to Taft U.S. Army Reserve Center, Orlando, Florida	December 13, 1996
97-042	Defense Base Realignment and Closure Budget Data for the Utility Reconfiguration at the Naval Shipyard, Philadelphia, Pennsylvania	December 10, 1996
97-013	Defense Base Realignment and Closure Budget Data for the Construction of an Addition to the Chapel Center at Sheppard Air Force Base, Texas	October 30, 1996
96-235	Defense Base Realignment and Closure Budget Data for the Construction of Family Housing at Naval Submarine Base Bangor, Washington	September 30, 1996
96-234	Defense Base Realignment and Closure Budget Data for the Construction of Family Housing at Naval Air Station Pensacola, Florida	September 30, 1996
96-233	Defense Base Realignment and Closure Budget Data for the Relocation of Marine Air Control Group-48 from Naval Air Station Glenview, Illinois, to Naval Air Station Atlanta, Georgia	September 30, 1996

Appendix B. Summary of Prior Coverage

Inspector General, DoD Reports (cont'd)

Report No.	Report Title	Date
96-223	Defense Base Realignment and Closure Budget Data for the Construction of Family Housing at Altus Air Force Base, Oklahoma	September 18, 1996
96-222	Defense Base Realignment and Closure Budget Data for the Construction of Family Housing at Naval Air Station Fallon, Nevada	September 22, 1996
96-220	Defense Base Realignment and Closure Budget Data for the Closure of Marine Corps Air Station Tustin, California, and Realignment of Helicopter Squadrons and Aircraft to Marine Corps Air Station Camp Pendleton, California	September 13, 1996
96-218	Quick Reaction Report on Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Barbers Point, Hawaii, and Realignment to Marine Corps Base Hawaii Kaneohe Bay	September 4, 1996
96-209	Defense Base Realignment and Closure Budget Data for the Closure of Defense Electronics Supply Center Dayton, Ohio, and Realignment to Defense Supply Center Columbus, Ohio	August 13, 1996
96-206	Defense Base Realignment and Closure Budget Data for the Realignment of Navy and Air Force Food Services Training at Lackland Air Force Base, Texas	August 2, 1996
96-204	Defense Base Realignment and Closure Budget Data for the Realignment of the Deployment Function for the 10th Mountain Infantry (Light) Division to Fort Drum, New York	July 31, 1996
96-199	Defense Base Realignment and Closure Budget Data for the Realignment of the Defense Distribution Depot Columbus, Ohio	July 25, 1996
96-191	Defense Base Realignment and Closure Budget Data for the Relocation of the Carrier Air Wings from Naval Air Station Miramar, California, to Naval Air Station Lemoore, California	July 3, 1996
96-171	Defense Base Realignment and Closure Budget Data for Realigning the Office of the Judge Advocate General and the Naval Facilities Engineering Command to the Washington Navy Yard	June 21, 1996

Inspector General, DoD Reports (cont'd)

Report No.	Report Title	Date
96-170	Defense Base Realignment and Closure Budget Data for the Realignment of Five Navy Activities from Leased Space in Arlington, Virginia, to the Naval Security Station, Washington, D.C.	June 19, 1996
96-166	Defense Base Realignment and Closure Budget Data for the Closure of Lowry Air Force Base, Colorado, and Realignment to Sheppard Air Force Base, Texas	June 18, 1996
96-165	Defense Base Realignment and Closure Budget Data for the Construction of the Hazardous Material Storage Addition to Warehouse 28 at Defense Distribution Region West, Tracy, California	June 17, 1996
96-158	Defense Base Realignment and Closure Budget Data for the Redirect of the 726th Air Control Squadron from Shaw Air Force Base, South Carolina, to Mountain Home Air Force Base, Idaho	June 11, 1996
96-154	Defense Base Realignment and Closure Budget Data for the Realignment of the National Airborne Operations Center to Wright-Patterson Air Force Base, Ohio	June 10, 1996
96-147	Defense Base Realignment and Closure Budget Data for the Closure of Naval Training Center Orlando, Florida, and Realignment of Maintenance and Storage Facilities to Taft U.S. Army Reserve Center, Orlando, Florida	June 6, 1996
96-144	Defense Base Realignment and Closure Budget Data for the Realignment of Grissom Air Reserve Base, Indiana	June 6, 1996
96-142	Defense Base Realignment and Closure Budget Data for the Closure of Bergstrom Air Reserve Base, Texas, and Realignment of the 10th Air Force Headquarters to Naval Air Station Fort Worth, Joint Reserve Base, Texas	June 5, 1996
96-139	Defense Base Realignment and Closure Budget Data for the Closure of Griffiss Air Force Base and Realignment of Rome Laboratory and Northeast Air Defense Sector, Rome, New York	June 3, 1996
96-137	Defense Base Realignment and Closure Budget Data for the Realignment of March Air Force Base, Riverside, California	May 31, 1996

Appendix B. Summary of Prior Coverage

Inspector General, DoD Reports (cont'd)

Report No.	Report Title	Date
96-136	Defense Base Realignment and Closure Budget Data for the Closure of Gentile Air Force Station, Dayton, Ohio, and Realignment of Defense Logistics Agency Components to Wright-Patterson Air Force Base, Ohio	May 31, 1996
96-135	Defense Base Realignment and Closure Budget Data for the Fleet Anti-Submarine Warfare Training Center Pacific, San Diego, California	May 30, 1996
96-131	Defense Base Realignment and Closure Budget Data for the Realigning Elements of Headquarters, Department of the Navy, to the Washington Navy Yard	May 28, 1996
96-128	Defense Base Realignment and Closure Budget Data for the Naval Training Center Great Lakes, Illinois	May 24, 1996
96-127	Defense Base Realignment and Closure Budget Data for the Closure of Roslyn Air National Guard Base and Realignments to Stewart Air National Guard Base, New York	May 23, 1996
96-126	Defense Base Realignment and Closure Budget Data for the Realignment of Rickenbacker Air National Guard Base, Ohio	May 21, 1996
96-122	Defense Base Realignment and Closure Budget Data for the Realignment of the Air Education and Training Command at Vandenberg Air Force Base, California	May 17, 1996
96-119	Defense Base Realignment and Closure Budget Data for the Construction of a Multiple Purpose Facility at Fort McCoy, Wisconsin	May 14, 1996
96-118	Defense Base Realignment and Closure Budget Data for the Medical and Dental Clinic Expansion Project at Naval Weapons Station Charleston, South Carolina	May 13, 1996
96-116	Defense Base Realignment and Closure Budget Data for the Relocation of Deployable Medical Systems to Hill Air Force Base, Ogden, Utah	May 10, 1996
96-112	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	May 7, 1996

Inspector General, DoD Reports (cont'd)

Report No.	Report Title	Date
96-110	Defense Base Realignment and Closure Budget Data for the Realignment of the 301st Rescue Squadron, Air Force Reserve, from Homestead Air Force Base, Florida, to Patrick Air Force Base, Florida	May 7, 1996
96-108	Defense Base Realignment and Closure Budget Data for the Naval Shipyard, Philadelphia, Pennsylvania.	May 6, 1996
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 Realignment and Closure 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 1993-1994	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

Army Audit Agency Reports

AA 97-227	Base Realignment and Closure 1995 Construction Requirements - Headquarters 6th U.S. Army Recruiting Brigade, Nellis Air Force Base	June 30, 1997
AA 97-226	Base Realignment and Closure 1995 Construction Requirements 5th Readiness Group, Travis Air Force Base, California	June 30, 1997
AA 97-140	Base Realignment and Closure 1995 Construction Requirements, U.S. Army Medical Equipment and Optical School, Sheppard Air Force Base, Wichita Falls, Texas	March 11, 1997

Appendix B. Summary of Prior Coverage

Army Audit Agency Reports (cont'd)

Report No.	Report Title	Date
AA 96-287	Base Realignment and Closure 1995 Construction Requirements, U.S. Army Aviation and Troop Command, Fort Monmouth, New Jersey	September 30, 1996
AA 96-311	Base Realignment and Closure 1995 Construction Requirements, Letterkenny Army Depot, Chambersburg, Pennsylvania	September 30, 1996
AA 96-200	Base Realignment and Closure 1995 Construction Requirements, Fort Carson, Colorado	August 26, 1996
AA 96-072	Base Realignment and Closure 1995 Construction Requirements, Fort Lewis, Washington	August 20, 1996
AA 96-259	Base Realignment and Closure 1995 Construction Requirements, Fort Belvoir, Virginia	August 19, 1996
AA 96-134	Base Realignment and Closure 1995 Construction Requirements, Fort Detrick	May 10, 1996
AA 96-133	Base Realignment and Closure 1995 Construction Requirements, Fort George G. Meade	April 16, 1996
AA 96-165	Base Realignment and Closure 1995 Construction Requirements, U.S. Army Training Center and Fort Jackson	April 10, 1996
AA 96-146	Base Realignment and Closure 1995 Construction Requirements, Fort Huachuca, Arizona	April 5, 1996
AA 96-123	Base Realignment and Closure 1995 Construction Requirements, McAlester Army Ammunition Plant	March 25, 1996
AA 96-080	Base Realignment and Closure 1995 Construction Requirements, U.S. Army Engineer Center and Fort Leonard Wood, Missouri	March 5, 1996
AA 96-097	Base Realignment and Closure 1995 Construction Requirements, U.S. Army Alaska	February 14, 1996
AA 96-095	Base Realignment and Closure 1995 Construction Requirements, Walter Reed Army Medical Center, Washington, DC	February 12, 1996
AA 96-009	Base Realignment and Closure 1995 Construction Requirements, Anniston Army Depot, Anniston, Alabama	November 13, 1995

Naval Audit Service Reports

Report No.	Report Title	Date
004-97	Fiscal Year 1998 Military Construction Projects Stemming From Decisions of the 1993 and 1995 Base Closure and Realignment Commissions	October 18, 1996
029-96	Fiscal Years 1996 and 1997 Military Construction Projects Stemming From Decisions of the 1995 Base Closure and Realignment Commission	February 27, 1996
072-95	Fiscal Year 1997 Military Construction Projects Stemming From Decisions of the 1993 Base Closure and Realignment Commission	September 29, 1995

Air Force Audit Agency Report

96052028	Military Construction Requirements Associated with the Realignment and Closure of Kelly and McClellan AFBs	July 25, 1996
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Appendix C. Recommended Changes in Project Estimates for Projects Identified as Invalid or Partially Valid

<u>Project Location</u>	<u>Project Number</u>	<u>Amount of Estimate on DD Form 1391 (thousands)</u>	<u>Recommended Amount of Change</u>	
			<u>Invalid Projects (thousands)</u>	<u>Partially Valid Projects (thousands)</u>
<u>Navy</u>				
FASWTC Pacific, San Diego	P-387T	\$ 1,900	\$ 0	\$ 910
Fort McCoy	P-701T	3,500	0	1,500
Lackland AFB	P-973U	3,250	3,250	0
MCAS Pendleton	P-031T	18,210	0	7,447
MCAS Pendleton	P-028T	10,750	0	2,461
MCAS Pendleton	P-026T	14,320	0	14,320
MCAS Pendleton	P-518S	38,230	0	6,014
MCBH Kaneohe Bay	P-504T	5,100	0	2,700
MCBH Kaneohe Bay	P-297T	1,400	0	590
MCBH Kaneohe Bay	P-288T	5,100	0	483
MCBH Kaneohe Bay	P-268T	38,300	0	2,400
MCBH Kaneohe Bay	P-703T	5,100	0	690
NAS Jacksonville	P-231U	3,000	3,000	0
NAS Whidbey Island	P-600T	3,200	0	219
Naval Hospital Bremerton	P-019T	11,000	11,000	0
Navy Shipyard, Philadelphia	P-597S	13,000	0	13,000
NS Pearl Harbor	P-524T	1,850	1,850	0
NSWC Philadelphia	P-186U	5,700	0	1,200
NSWC Philadelphia	P-185U	6,200	0	3,000
NSY Philadelphia	P-597S	13,000	0	2,200
NTC Great Lakes	P-164T	2,560	2,560	0
Security Station Washington	P-003T	14,580	0	623
Taylor Street Annex, San Diego	P-175T	1,800	0	(2,140)
Washington Navy Yard	P-001T	2,000	0	2,000
Navy Total:		\$223,050	\$21,660	\$59,617

See Appendix H for Acronyms.

Appendix C. Recommended Changes in Project Estimates for Projects Identified as Invalid or Partially Valid

<u>Project Location</u>	<u>Project Number</u>	<u>Amount of Estimate on DD Form 1391 (thousands)</u>	<u>Recommended Amount of Change Invalid Projects (thousands)</u>	<u>Partially Valid Projects (thousands)</u>
<u>Air Force</u>				
Buckley ANGB	CRWU 95 3050	\$8,200	\$ 8,200	\$ 0
Brooks AFB	CNBC993000R	3,900	0	250
Columbus AFB	EEPZ973006R1	1,100	0	(1,284)
Falcon AFB	GLEN973023	300	300	0
Falcon AFB	GLEN973009	500	0	116
Fort Drum	FPBB 96 9510	300	0	300
Grissom ARB	CTGC 93 9001	640	640	0
Grissom ARB	CTGC 93 9001	1,100	0	369
Grissom ARB	CTGC 95 9008	340	0	340
Grissom ARB	CTGC 95 9019	1,350	0	194
Grissom ARB	CTGC 95 9019	1,500	1,500	0
Lackland AFB	MPYJ 95 3260	2,250	2,250	0
March ARB	PCZP 95 9004	1,350	0	201
March ARB	PCZP 95 9006	400	0	148
NAS Fort Worth	DDPF 95 9004	4,300	0	251
NEADS	JREZ 95 9632	800	0	55
Rickenbacker ANGB	NLZG 93 9686	2,000	0	2,000
Rome Laboratory	JREZ 94 0055	2,550	0	359
Rome Laboratory	JREZ 94 0056	940	0	330
Sheppard AFB	VNVP 93 3025	800	0	800
Sheppard AFB	VNVP 95 3004	2,400	0	4,800
Vandenberg AFB	XUMU 96 3007	2,900	2,900	0
Wright-Patterson AFB	PRJY921012R1	2,500	2,500	0
Air Force Total:		<u>\$42,420</u>	<u>\$18,290</u>	<u>\$9,229</u>
<u>Defense Logistics Agency</u>				
ASO Compound	DPSC to ASO	\$19,500	\$ 0	\$ 628
Hill AFB	DEPMEDS	\$39,400	0	\$39,400
DDRE Columbus	DDRE BRAC 95.3	3,306	0	3,019
DSC Columbus	93-114.1	6,950	0	3,026
Hill AFB	DDRW DDOU	12,600	12,600	0
Wright-Patterson AFB	DCMAO Field	297	0	27
Wright-Patterson AFB	DCMAO Dayton	1,900	0	153
Wright-Patterson AFB	DAASC	3,580	0	150
Defense Logistics Agency Total:		<u>\$ 87,533</u>	<u>\$12,600</u>	<u>\$ 46,403</u>
Total:		<u>\$353,003</u>	<u>\$52,550</u>	<u>\$115,249</u>
Total Invalid and Partially Valid Projects			\$167,799	

See Appendix H for Acronyms.

Appendix D. Causes of Invalid and Partially Valid Projects

<u>Project Location</u>	<u>Project Number</u>	<u>Causes of Invalid Projects</u>		<u>Causes of Partially Valid Projects</u>	
		<u>Overstated</u>	<u>Unsupported</u>	<u>Overstated</u>	<u>Unsupported</u>
<u>Navy</u>					
FASWTC Pacific, San Diego	P-387T			X	
Fort McCoy	P-701T			X	
Lackland AFB	P-973U		X		
MCAS Pendleton	P-026T				X
MCAS Pendleton	P-028T			X	
MCAS Pendleton	P-031T			X	
MCAS Pendleton	P-518S			X	
MCBH Kaneohe Bay	P-268T			X	
MCBH Kaneohe Bay	P-288T			X	
MCBH Kaneohe Bay	P-297T			X	
MCBH Kaneohe Bay	P-504T			X	
MCBH Kaneohe Bay	P-703T			X	
NAS Jacksonville	P-231U		X		
NAS Whidbey Island	P-600T			X	
Naval Hospital Bremerton	P-019T		X		
NSY Philadelphia	P-597S				X
NS Pearl Harbor	P-524T		X		
NSWC Philadelphia	P-185U				X
NSWC Philadelphia	P-186U				X
NSY Philadelphia	P-597S				X
NTC Great Lakes	P-164T	X			
Security Station Washington	P-003T				X
Taylor Street Annex, San Diego	P-175T				X
Washington Navy Yard	P-001T			X	
<u>Air Force</u>					
Brooks AFB	CNBC993000R				X
Buckley ANGB	CRWU 95 3050		X		
Columbus AFB	EEPZ2973006R1				X
DDRE, Columbus	DDRE BRAC95.3				X
Falcon AFB	GLEN973009			X	
Falcon AFB	GLEN973023		X		
Fort Drum	FPBB 96 9510				X
Grissom ARB	CTGC 93 9001		X		
Grissom ARB	CTGC 93 9001				X
Grissom ARB	CTGC 95 9008				X
Grissom ARB	CTGC 95 9019		X		
Grissom ARB	CTGC 95 9019				X
Lackland AFB	MPYJ 95 3260		X		
March ARB	PCZP 95 9004				X
March ARB	PCZP 95 9006			X	
NAS Ft. Worth	DDPF 95 9004			X	
NEADS	JREZ 95 9632				X
Rickenbacker ANGB	NLZG 93 9686				X

See Appendix H for a list of acronyms.

Appendix D. Causes of Invalid and Partially Valid Projects

<u>Project Location</u>	<u>Project Number</u>	<u>Causes of Invalid Projects</u>		<u>Causes of Partially Valid Projects</u>	
		<u>Overstated</u>	<u>Unsupported</u>	<u>Overstated</u>	<u>Unsupported</u>
<u>Air Force (cont'd)</u>					
Rome Laboratory	JREZ 94 0056			X	
Rome Laboratory	JREZ 94 0055			X	
Sheppard AFB	VNVP 93 3025			X	
Sheppard AFB	VNVP 95 3004			X	
Vandenberg AFB	XUMU963007	X			
Wright-Patterson AFB	DCMAO Field				X
Wright-Patterson AFB	DAASC				X
Wright-Patterson AFB	DCMAO Dayton				X
Wright-Patterson AFB	PRJY921012R1		X		
<u>Defense Logistics Agency</u>					
ASO Compound	DPSC to ASO			X	
Hill AFB	DEPMEDS			X	
DSC Columbus	93-114.1				X
Hill AFB	DDRW DDOU		X		
Total		2	11	21	21

See Appendix H for a list of acronyms.

Appendix E. Comparison of Cost of Base Realignment Actions Computer Model Estimates to Amounts in the FY 1997 Budget Submission

Table E-1. 1991 Commission
(dollars in thousands)

Army

No FY 1997 MILCON Budget Submission for 1991 Commission

Navy

No FY 1997 MILCON Budget Submission for 1991 Commission

Air Force

Installation/Activity	COBRA Model	Budget Submission FYs 1992-1997	Difference	Percent Change	Budget Submission FY 1997
Bergstrom AFB*, TX	\$22,500	\$15,279	\$ 7,221	32	0
Carswell AFB, TX	20,000	5,987	14,013	70	0
Castle AFB, CA	69,800	48,770	21,030	30	0
Chanute AFB, IL	0	55,288	(55,288)	Infinite	2,900
Eaker AFB, AR	4,700	0	4,700	100	0
England AFB, LA	20,400	9,657	10,743	53	0
George AFB, CA	0	52,586	(52,586)	Infinite	0
Grissom AFB, IN	12,500	13,182	(682)	(5)	6,600
Loring AFB, ME	15,800	0	15,800	100	0
Lowry AFB, CO	188,100	139,357	48,743	26	13,390
MacDill AFB, FL	9,400	5,738	3,662	39	0
Mather AFB, CA	0	48,096	(48,096)	Infinite	2,180
Myrtle Beach AFB, SC	35,700	13,059	22,641	64	0
Norton AFB, CA	0	0	0	0	0
Pease AFB, NH	0	0	0	0	0
Program Management	0	42,961	(42,961)	Infinite	580
Richards-Gebaur ARS, MO	33,400	35,275	(1,875)	(6)	0
Rickenbacker AGB, OH	61,500	60,967	533	1	14,150
Williams AFB, AZ	5,300	1,200	4,100	77	0
Wurtsmith AFB, MI	11,100	0	11,100	100	0
Air Force Total	\$510,200	\$547,402	\$(37,202)		\$39,800
1991 Commission Totals for FY 1997 Budget	\$510,200	\$547,402	\$(37,202)		\$39,800

*See Appendix H for Acronyms.

**Appendix E. Comparison of Cost of Base Realignment Actions Computer Model
Estimates to Amounts in the FY 1997 Budget Submission**

**Table E-2. 1993 Commission
(dollars in thousands)**

Army

No FY 1997 MILCON Budget Submission for 1993 Commission

Navy

Installation/Activity	COBRA Model	Budget Submission FYs 1994-1999	Difference	Percent Change	Budget Submission FY 1997
NAS, Agana	0	0	0	0	0
NAS, Alameda, CA	\$100,754	\$ 23,590	\$ 77,164	77	0
NADEP, Alameda, CA	26,810	1,700	25,110	94	0
NRTF, Annapolis, MD	0	0	0	0	0
NAS Barbers Point, HI	727,204	190,412	536,792	74	115,862
NAS, Cecil Field, FL	203,923	4,170	199,753	98	4,170
NSY, Charleston, SC	0	7,390	(7,390)	Infinite	0
NS, Charleston, SC	96,711	25,903	70,808	73	0
FISC, Charleston, SC	0	0	0	0	0
NAS, Dallas, TX	13,584	109,789	(96,205)	(708)	2,010
NAF, Detroit, MI	0	0	0	0	0
NRTF, Driver, VA	334	0	334	100	0
NAS, Glenview, IL	1,916	27,240	(25,324)	(1,321)	9,100
SEAADSA, Indian Head, MD	0	0	0	0	0
NAF, Martinsburg, WV	0	0	0	0	0
NAS, Memphis, TN	213,815	349,112	(135,297)	(63)	0
NS, Mobile, AL	300	0	300	100	0
FHO, Niagara Falls, NY	0	0	0	0	0
NADEP, Norfolk, VA	29,316	26,705	2,611	9	0
NH, Oakland, CA	25,437	10,464	14,973	59	0
NH, Orlando, FL	42,697	23,600	19,097	45	0
NTC, Orlando, FL	261,454	96,383	165,071	63	2,683
NADEP, Pensacola, FL	37,891	21,500	16,391	43	0
FISC, Pensacola, FL	0	0	0	0	0
NCEL, Port Hueneme, CA	20,590	20,600	(10)	0	0
SUBMEPP, Portsmouth, NH	0	1,700	(1,700)	Infinite	0
WESTDIV NAVFAC, San Bruno, CA	0	0	0	0	0
NPWC, San Francisco, CA	0	0	0	0	0
NWS, Seal Beach, CA	0	0	0	0	0
NS, Staten Island, NY	0	6,160	(6,160)	Infinite	0
NS, Treasure Island, CA	2,261	36,750	(34,489)	(1525)	0
NSY, Mare Island, CA	33,921	42,151	(8,230)	(24)	0
Naval Air Warfare Centers	47,000	79,155	(32,155)	(68)	0
NCCOSC (NISE East)	0	43,400	(43,400)	Infinite	0
Naval Surface Warfare Centers	12,383	10,300	2,083	17	0
Naval Undersea Warfare Centers	0	0	0	0	0
Reserve Centers & Readiness Command	0	2,500	(2,500)	Infinite	0
PERA Centers	1,011	4,729	(3,718)	(368)	0
MCAS El Toro, CA	0	417,250	(417,250)	Infinite	91,283
NAF Midway Island	0	9,000	(9,000)	Infinite	3,000
NAS Miramar, CA	0	77,181	(77,181)	Infinite	11,810
NETC Newport, RI	0	1,000	(1,000)	Infinite	0
NTC San Diego, CA	0	33,563	(33,563)	Infinite	3,400
National Capital Region	162,880	170,472	(7,592)	(5)	42,190
Planning, Design & Management	0	115,412	(115,412)	Infinite	0
Navy Total	\$2,062,192	\$1,989,281	\$72,911		\$285,508

Appendix E. Comparison of Cost of Base Realignment Actions Computer Model Estimates to Amounts in the FY 1997 Budget Submission

<u>Installation/Activity</u>	<u>COBRA Model</u>	<u>Budget Submission FYs 1994-1999</u>	<u>Difference</u>	<u>Percent Change</u>	<u>Budget Submission FY 1997</u>
<u>Air Force</u>					
Gentile AFS, OH	0	0	0	0	0
Griffiss AFB, NY	\$ 46,000	\$ 23,955	\$ 22,045	48	\$ 3,300
Homestead AFB, FL	52,059	20,589	31,470	61	3,500
KI Sawyer AFB, MI	106,507	141,838	(35,331)	(33)	7,000
March AFB, CA	116,410	109,105	7,305	6	3,600
Newark AFB, OH	0	0	0	0	0
O'Hare ARS, IL	0	0	0	0	0
USAF Program Management	0	28,118	(28,118)	Infinite	0
Air Force Total	\$320,976	\$323,605	\$(2,629)		\$17,400
<u>Defense Logistics Agency</u>					
Defense Electronic Supply Center	\$17,429	\$12,329	\$ 5,100	29	0
Defense Distribution Depot Toole	15,576	0	15,576	100	0
Defense Personnel Support Center	63,767	35,140	28,627	45	\$20,950
DCMD - West	10,699	5,700	4,999	47	0
Defense Logistics Agency Total	\$ 107,471	\$ 53,169	\$ 54,302		\$ 20,950
1993 Commission Totals for FY 1997 Budget	\$2,490,639	\$2,366,055	\$124,584		\$323,858

**Appendix E. Comparison of Cost of Base Realignment Actions Computer Model
Estimates to Amounts in the FY 1997 Budget Submission**

**Table E-3. 1995 Commission
(dollars in thousands)**

Army

Installation/Activity	COBRA Model	Budget Submission FYs 1996-2001	Difference	Percent Change	Budget Submission FY 1997
Aviation Troop Command, MO	\$ 67,994	\$ 42,700	\$25,294	37	\$ 2,200
Baltimore Publication Center, MD	0	0	0	0	0
Bayonne Military Ocean Terminal, NJ	29,940	38,000	(8,060)	(27)	0
Concept Analysis Agency, MD	1,030	7,500	(6,470)	(628)	7,500
Detroit Arsenal, MI	0	5,900	(5,900)	Infinite	0
Fitzsimons Army Medical Center, CO	66,674	27,600	39,074	59	4,650
Fort Buchanan, Puerto Rico	4,200	0	4,200	100	0
Fort Chaffee, AR	0	5,690	(5,690)	Infinite	0
Fort Dix, NJ	0	3,100	(3,100)	Infinite	0
Fort Greely, AK	13,230	580	12,650	96	0
Fort Holabird, MD	0	0	0	0	0
Fort Hunter-Liggett, CA	0	6,720	(6,720)	Infinite	0
Fort Indiantown Gap, PA	0	6,580	(6,580)	Infinite	0
Fort Lee, VA	0	0	0	0	0
Fort McClellan, AL	183,361	207,500	(24,139)	(13)	182,300
Fort Meade, MD	0	0	0	0	0
Fort Pickett, VA	12,375	3,300	9,075	73	0
Fort Richie, MD	44,388	33,680	10,708	24	9,150
Fort Totten, NY	0	1,900	(1,900)	Infinite	1,900
Info Systems Software Cntr, VA	6,336	14,000	(7,664)	(121)	0
Kelly Support Cntr, PA	0	0	0	0	0
Letterkenny Army Depot, PA	0	0	0	0	0
Minor Fort Dix	160	310	(150)	(94)	0
Minor FORSCOM	120	0	120	100	0
Minor Fort Lewis	10,600	12,900	(2,300)	(22)	0
Oakland Army Base	14,239	0	14,239	100	0
Red River Army Depot, TX	0	0	0	0	0
Savanna Army Depot,	21,358	22,250	(892)	4	22,250
Seneca Army Depot, NY	0	4,150	(4,150)	Infinite	0
Sierra Army Depot, CA	0	1,500	(1,500)	Infinite	0
Stratford Army Engine Plant, CT	0	0	0	0	0
Tri Service Reliance	0	0	0	0	0
Army Program Management	0	34,858	(34,858)	Infinite	9,690
Army Total	\$476,005	\$480,718	\$(4,713)		\$239,640

Appendix E. Comparison of Cost of Base Realignment Actions Computer Model Estimates to Amounts in the FY 1997 Budget Submission

Navy

Installation/Activity	COBRA Model	Budget Submission FYs 1996-2001	Difference	Percent Change	Budget Submission FY 1997
FISC, Charleston, SC	0	0	0	0	0
FISC, Guam	\$ 5,064	0	\$ 5,064	100	0
FISC, Oakland, CA	754	\$15,400	(14,646)	(1942)	\$15,400
Long Beach Naval Shipyard, CA	17,683	1,840	15,843	90	1,840
MCAS, El Toro/Tustin, CA	84,127	0	84,127	100	0
NADEP, Pensacola, FL	0	0	0	0	0
NAF Adak, AK	\$ 0	\$ 0	0	0	0
NAF, Detroit, MI	0	0	0	0	0
NAS, Agana, Guam	33,313	1,220	32,093	96	0
NAS Alameda, CA	0	19,018	(19,018)	Infinite	0
NAS Barbers Point, HI	0	0	0	0	0
NAS, Cecil Field, FL	60,694	31,742	28,952	48	22,244
NAS, Corpus Christi, TX	3,927	0	3,927	100	0
NAS, Key West, FL	0	0	0	0	0
NAS, Miramar, CA	0	52,363	(52,363)	Infinite	3,780
NAS, South Weymouth, MA	6,889	2,500	4,389	64	0
NATSF, Philadelphia, PA	0	844	(844)	Infinite	844
Naval Activities, Guam	41,276	1,518	39,758	96	0
NBL, New Orleans, LA	0	0	0	0	0
Naval Info Sys Mgt Cntr, Arlington, VA	0	0	0	0	0
Naval Shipyard, Philadelphia, PA	0	0	0	0	0
NAVSEA, Arlington, VA	149,950	128,340	21,610	15	13,200
NAWC, Louisville/Indianapolis	38,602	0	38,602	100	0
NAWC, Oreland, PA	0	0	0	0	0
NAWC, Warminster, PA	1,270	951	319	26	0
NAESU, Philadelphia, PA	718	721	(3)	(1)	721
NBL, New Orleans, LA	0	0	0	0	0
NCCOSC-East, Norfolk, VA	2,359	0	2,359	100	0
NCCOSC-West, San Diego, CA	0	0	0	0	0
NMRI, Bethesda, MD	200	1,870	(1,670)	(835)	1,870
NMSSO, Chesapeake, VA	781	3,996	(3,215)	(412)	0
NPRDC, San Diego, CA	2,857	0	2,857	100	0
NPWC, Guam	0	0	0	0	0
NRC, Washington DC	6,530	4,744	1,786	28	4,744
NRD, San Diego, CA	250	0	250	100	0
NRL, Orlando, FL	0	0	0	0	0
NSG Command, Washington DC	0	0	0	0	0
NSWC, Carderock, MD	8,000	26,253	(18,253)	(228)	13,250
NSWC, White Oak, MD	0	4,500	(4,500)	Infinite	0
NTC, Orlando, FL	149,039	127,516	21,523	14	3,464
NTC, San Diego, CA	646	3,250	(2,604)	(403)	0
NUWC, Keyport, WA	0	0	0	0	0
NUWC, New London, CT	0	0	0	0	0
Office of Naval Research, VA	0	0	0	0	0
SPAWAR Arlington, VA	0	0	0	0	0
SRF, Guam	0	0	0	0	0
SUPSHIP, Long Beach, CA	0	0	0	0	0
SPAWAR, VA	0	0	0	0	0
Planning, Design & Management	0	39,700	(39,700)	Infinite	9,700
Navy Total	\$614,929	\$468,286	\$146,643		\$91,057

**Appendix E. Comparison of Cost of Base Realignment Actions Computer Model
Estimates to Amounts in the FY 1997 Budget Submission**

Air Force

Installation/Activity	COBRA Model	Budget Submission FYs 1996-2001	Difference	Percent Change	Budget Submission FY 1997
Bergstrom ARB, TX	\$ 4,687	\$ 5,020	\$ (333)	(7)	\$ 5,020
Eglin AFB, FL	0	0	0	0	0
Grand Forks AFB, ND	0	0	0	0	0
Griffiss AFB, 485th Engineering, NY	800	0	800	100	0
Griffiss AFB, 10th Light Div, NY	50,870	48,000	2,870	6	46,000
Hill AFB, UT	0	0	0	0	0
Homestead AFB, 301st Rescue Squad, FL	6,431	5,900	531	8	5,900
Homestead AFB, 726th Air Cntrl, FL	5,000	0	5,000	100	0
Kelly AFB, TX	104,638	94,870	9,768	9	0
Lowry AFB, CO	417	0	417	100	0
Malmstrom AFB, MN	18,880	17,400	1,480	8	11,200
McClellan AFB, CA	97,497	70,870	26,627	27	0
O'Hare ARS, IL	1,362	2,200	(838)	(62)	0
Onizuka AS, CA/Wurtsmith AFB, MI	27,569	26,160	1,409	5	0
Ontario IAP AGS, CA	694	640	54	8	640
REDCAP, NY	700	890	(190)	(27)	890
Reese, AFB, TX	4,767	4,400	367	8	1,450
Roslyn AGS, NY	9,374	6,950	2,424	(26)	0
USAF Program Management	0	28,288	(28,288)	Infinite	5,543
Air Force Total	\$333,686	\$311,588	\$22,098		\$76,643

Defense Logistics Agency

Defense Depot, Columbus, OH	\$ 1,000	\$ 287	\$ 713	71	0
Defense Depot, Ogden, UT	21,945	24,400	(2,455)	(11)	\$21,900
Defense Industrial Supply Cntr, PA	3,385	0	3,385	100	0
Defense Depot Memphis, TN	454	0	454	100	0
DCMD - International	0	0	0	0	0
DCMD - South	0	0	0	0	0
Defense Logistics Agency Total	\$ 26,784	\$ 24,687	\$ 2,097		\$ 21,900
1995 Commission Totals for FY 1997 Budget	\$1,451,404	\$1,285,279	\$166,125		\$429,240
1991, 1993 and 1995 Commission Totals for FY 1997 Budget	\$4,452,243	\$4,198,736	\$253,507		\$792,898

Appendix F. Comparison of Cost of Base Realignment Actions Computer Model Estimates to Amounts in the FY 1998 Budget Submission

Table F-1. 1993 Commission
(dollars in thousands)

Army

Installation/Activity	COBRA Model	Budget Submission FYs 1994-1999	Difference	Percent Change	Budget Submission FY 1998
Letterkenny Army Depot, PA	\$27,199	\$ 9,150	\$18,049	66	0
Tooele Army Depot, TX	10,371	0	10,371	100	0
Belvoir RDEC*, VA	4,716	5,308	(592)	(13)	0
Fort Monmouth, NJ	27,579	29,634	(2,055)	(7)	0
Vint Hill Farms Station, VA	44,456	32,218	12,238	28	0
Presidio of San Francisco, CA	0	0	0	0	0
Orlando NTC, FL	0	3,650	(3,650)	Infinite	\$3,650
Army Program Management	0	8,854	(8,854)	Infinite	0
Army Total	\$114,321	\$88,814	\$25,507		\$3,650

Navy

NAS Agana, Guam	0	0	0	0	0
NAS, Alameda, CA	\$100,754	\$23,590	77,164	77	0
NADEP, Alameda, CA	26,810	1,700	25,110	94	0
NRTF, Annapolis, MD	0	0	0	0	0
NAS, Barbers Point, HI	727,204	162,911	564,293	78	14,969
NAS, Cecil Field, FL	203,923	3,400	200,523	98	3,400
NSY, Charleston, SC	0	7,390	(7,390)	Infinite	0
NS, Charleston, SC	96,711	25,903	70,808	73	0
FISC Charleston, SC	0	0	0	0	0
NAS, Dallas, TX	13,584	109,789	(96,205)	(708)	0
NAF, Detroit, MI	0	0	0	0	0
NRTF, Driver, VA	334	0	334	100	0
MCAS El Toro, CA	0	375,657	(375,657)	Infinite	49,025
NAS Glenview, IL	1,916	26,647	(24,731)	(1290)	12,007
SEAADSA, Indian Head, MD	0	0	0	0	0
NAF, Martinsburg, WV	0	0	0	0	0
NAS, Memphis, TN	213,815	349,112	(135,297)	(63)	0
NAF Midway Island	0	9,000	(9,000)	Infinite	0
NAS Miramar, CA	0	78,281	(78,281)	Infinite	2,600
NS, Mobile, AL	300	0	300	100	0
NETC Newport, RI	0	1,000	(1,000)	Infinite	0
FHO, Niagara Falls, NY	0	0	0	0	0
NADEP, Norfolk, VA	29,316	17,700	11,616	40	5,100
NH, Oakland, CA	25,437	11,359	14,078	55	11,359
NH, Orlando, FL	42,697	23,600	19,097	45	0
NTC, Orlando, FL	261,454	96,400	165,054	63	2,700
NADEP, Pensacola, FL	37,891	21,500	16,391	43	0
FISC, Pensacola, FL	0	0	0	0	0
NCEL, Port Hueneme, CA	20,590	20,600	(10)	0	0
SUBMEPP, Portsmouth, NH	0	1,700	(1,700)	Infinite	0
WESTDIV NAVFAC, San Bruno, CA	0	0	0	0	0
NTC San Diego, CA	0	33,312	(33,312)	Infinite	5,349

*See Appendix H for Acronyms.

**Appendix F. Comparison of Cost Base Realignment Actions Computer Model
Estimates to Amounts in the FY 1998 Budget Submission**

Navy (cont'd)

<u>Installation/Activity</u>	<u>COBRA Model</u>	<u>Budget Submission FYs 1994-1999</u>	<u>Difference</u>	<u>Percent Change</u>	<u>Budget Submission FY 1998</u>
NPWC, San Francisco, CA	0	0	0	0	0
NWS, Seal Beach, CA	0	0	0	0	0
NS, Staten Island, NY	0	6,160	(6,160)	Infinite	0
NS, Treasure Island, CA	2,261	36,750	(34,489)	(1,525)	0
NSY, Mare Island, CA	33,921	35,596	(1,675)	(5)	0
NAVAL Air Warfare Centers	47,000	79,155	(32,155)	(68)	0
NCCOSC (NISE East)	0	43,400	(43,400)	Infinite	0
NAVAL Surface Warfare Centers	12,383	10,300	2,083	17	0
Naval Undersea Warfare Centers	0	0	0	0	0
Reserve Centers & Readiness Command	0	2,500	(2,500)	Infinite	0
PERA Centers	1,011	4,729	(3,718)	(368)	0
National Capital Region	162,880	168,472	(5,592)	(3)	1,000
Planning, Design, & Management	0	225,936	(225,936)	Infinite	0
Navy Total	2,062,192	\$2,013,549	\$ 48,643		\$107,509

Air Force

No FY 1998 MILCON Budget Submission for the 1993 Commission

Defense Logistics Agency

No FY 1998 MILCON Budget Submission for the 1993 Commission

1993 Commission Totals for FY 1998 Budget	2,176,513	\$2,102,363	\$74,150		\$111,159
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**Appendix F. Comparison of Cost Base Realignment Actions Computer Model
Estimates to Amounts in the FY 1998 Budget Submission**

**Table F-2. 1995 Commission
(dollars in thousands)**

Army

Installation/Activity	COBRA Model	Budget Submission FYs 1996-2001	Difference	Percent Change	Budget Submission FY 1998
Aviation Troop Command, MO	\$ 67,994	\$ 42,700	\$ 25,294	37	0
Baltimore Publication Center, MD	0	0	0	0	0
Bayonne Military Ocean Terminal, NJ	29,940	20,474	9,466	32	15,800
Concept Analysis Agency, MD	1,030	7,500	(6,470)	(628)	487
Detroit Arsenal, MI	0	5,900	(5,900)	Infinite	5,900
Fitzsimons Army Medical Cntr, CO	66,674	24,750	41,924	63	14,795
Fort Buchanan, Puerto Rico	4,200	0	4,200	100	0
Fort Chaffee, AR	0	5,200	(5,200)	Infinite	4,862
Fort Dix, NJ	0	3,100	(3,100)	Infinite	0
Fort Greely, AK	13,230	600	12,630	95	600
Fort Holabird, MD	0	0	0	0	0
Fort Hunter-Liggett, CA	0	0	0	0	0
Fort Indiantown Gap, PA	0	0	0	0	0
Fort Lee, VA	0	0	0	0	0
Fort McClellan, AL	183,361	207,800	(24,439)	(13)	34,254
Fort Meade, MD	0	0	0	0	0
Fort Pickett, VA	12,375	3,100	9,275	75	3,100
Fort Richie, MD	44,388	35,750	8,638	19	1,092
Fort Totten, NY	0	1,950	(1,950)	Infinite	1,950
Info Systems Software Center, VA	6,336	8,650	(2,314)	(37)	5,890
Kelly Support Center, PA	0	0	0	0	0
Letterkenny Army Depot, PA	0	0	0	0	0
Minor Fort Dix, NJ	160	0	160	100	0
Minor FORSCOM	120	0	120	100	0
Minor Fort Lewis, WA	10,600	13,375	(2,775)	(26)	12,758
Oakland Army Base, CA	14,239	2,200	12,039	85	2,200
Red River Army Depot, TX	0	0	0	0	0
Savanna Army Depot, IL	21,358	22,250	(892)	(4)	1,319
Seneca Army Depot, NY	0	2,950	(2,950)	Infinite	1,550
Sierra Army Depot, CA	0	1,500	(1,500)	Infinite	1,500
Stratford Army Engine Plant, CT	0	0	0	0	0
Tri Service Reliance	0	0	0	0	0
Army Program Management	0	36,858	(36,858)	Infinite	3,750
Army Total	\$476,005	\$446,607	\$29,398		\$111,807

Navy

NAF Adak, AK	0	0	0	0	0
NAS, Agana, Guam	\$33,313	\$ 1,220	\$ 32,093	96	0
NAS, Alameda, CA	0	19,900	(19,900)	Infinite	0
NSWC, Carderock, MD	8,000	24,460	(16,460)	(206)	\$6,183
Naval Info Sys Mgt Cntr, Arlington, VA	0	0	0	0	0
NRC, Arlington, VA	0	4,744	(4,744)	Infinite	0
NAVSEA, Arlington, VA	149,950	171,700	(21,750)	(15)	86,488
Office of Naval Research, VA	0	0	0	0	0
NSWC, Arlington, VA	0	0	0	0	0

**Appendix F. Comparison of Cost Base Realignment Actions Computer Model
Estimates to Amounts in the FY 1998 Budget Submission**

Navy (cont'd)

Installation/Activity	COBRA Model	Budget Submission FYs 1996-2001	Difference	Percent Change	Budget Submission FY 1998
NMRI, Bethesda, MD	200	1,870	(1,670)	(835)	0
NAS, Cecil Field, FL	60,694	42,988	17,706	29	26,580
NMSSO, Chesapeake, VA	781	3,996	(3,215)	(412)	0
NAF Detroit, MI	0	0	0	0	0
MCAS, El Toro, CA	84,127	1,410	82,717	98	1,410
FISC, Guam	5,064	0	5,064	100	0
Naval Activities, Guam	41,276	2,100	39,176	95	600
NPWC, Guam	0	0	0	0	0
SRF, Guam	0	0	0	0	0
NAWC, Aircraft Div, Indianapolis, IN	0	0	0	0	0
NAS, Key West, FL	0	0	0	0	0
NUWC, Keyport, WA	0	0	0	0	0
Naval Shipyard, Long Beach, CA	17,683	0	17,683	100	0
NSWC, Louisville, KY	38,602	0	38,602	100	0
NAS, Miramar, CA	0	77,550	(77,550)	Infinite	31,430
NUWC, New London, CT	0	0	0	0	0
NBL, New Orleans, LA	0	0	0	0	0
NISE-East Coast Det	2,359	0	2,359	100	0
FISC, Oakland, CA	754	24,263	(23,509)	(3118)	3,900
NAWC, Oreland, PA	0	0	0	0	0
NRL, Orlando, FL	0	0	0	0	0
NTC, Orlando, FL	149,039	127,502	21,537	14	0
NADEP, Pensacola, FL	0	0	0	0	0
NATSF, Philadelphia, PA	0	1,165	(1,165)	Infinite	0
NAESU, Philadelphia, PA	718	400	318	44	0
Naval Shipyard, Philadelphia, PA	0	0	0	0	0
NIE, San Diego, CA	0	0	0	0	0
NPRDC, San Diego, CA	2,857	5,138	(2,281)	(80)	0
NRD, San Diego, CA	250	0	250	100	0
NTC, San Diego, CA	646	3,250	(2,604)	(403)	0
NAS South, Weymouth, MA	6,889	2,500	4,389	64	0
NAWC, Warminster, PA	1,270	951	319	25	0
NCCOSC, Warminster, PA	0	0	0	0	0
NSWC, White Oak, MD	0	4,500	(4,500)	Infinite	0
Stand Alone Naval Center	0	0	0	0	0
Various Locations	0	0	0	0	0
Program Management	0	33,800	(33,800)	Infinite	0
NAS Corpus Christi	3,927	0	3,927	100	0
Naval Reserve Center	0	0	0	0	0
FISC-Charleston	0	0	0	0	0
NAS Barbers Point	0	0	0	0	0
NUWC Keyport, WA	0	0	0	0	0
NSG Potomac	0	0	0	0	0
Naval Recruiting Command, DC	6,530	0	6,530	100	0
SRF Guam	0	0	0	0	0
SUPSHIP Long Beach	0	0	0	0	0
Navy Total	\$614,929	\$555,407	\$59,522		\$156,591

Appendix F. Comparison of Cost Base Realignment Actions Computer Model Estimates to Amounts in the FY 1998 Budget Submission

Air Force

Installation/Activity	COBRA Model	Budget Submission FYs 1996-2001	Difference	Percent Change	Budget Submission FY 1998
Bergstrom ARB, TX	\$ 4,687	\$ 5,020	\$ (333)	(7)	0
Eglin AFB, FL	0	0	0	0	0
Grand Forks AFB, ND	0	0	0	0	0
Griffiss AFB, 485th Engineering, NY	800	0	800	100	0
Griffiss AFB, 10th Light Div, NY	50,870	48,000	2,870	6	\$2,000
Hill AFB, UT	0	0	0	0	0
Homestead AFB, 301st Rescue Squad, FL	6,431	5,900	531	8	0
Homestead AFB, 726th Air Control, FL	5,000	0	5,000	100	0
Kelly AFB, TX	104,638	41,327	63,311	61	13,580
Lowry AFB, CO	417	0	417	100	0
Malmstrom AFB, MN	18,880	15,800	3,080	16	0
McClellan AFB, CA	97,497	59,820	37,677	39	27,530
O'Hare ARS, IL	1,362	2,200	(838)	(62)	0
Onizuka AS, CA Wurtsmith AFB, MI	27,569	25,160	2,409	9	25,160
Ontario IAP AGS, CA	694	640	54	8	0
REDCAP, NY	700	890	(190)	(27)	0
Reese AFB, TX	4,767	4,730	37	1	3,280
Roslyn AGS, NY	9,374	6,000	3,374	36	0
USAF Program Management	0	26,036	(26,036)	Infinite	4,157
Air Force Total	\$333,686	\$241,523	\$92,163		\$75,707

Defense Logistics Agency

Defense Depot, Columbus, OH	\$ 1,000	0	\$ 1,000	100	0
Defense Depot, Odgen, Utah	21,945	\$50,065	(28,120)	(128)	\$17,900
Defense Industrial Supply Center, PA	3,385	0	3,385	100	0
Defense Depot Memphis, TN	454	0	454	100	0
DCMD - International	0	0	0	0	0
DCMD - South	0	0	0	0	0
Defense Logistics Agency Total	\$ 26,784	\$ 50,065	(\$ 23,281)		\$ 17,900
1995 Commission Totals for FY 1998 Budget	1,451,404	\$1,293,602	\$157,802		\$362,005
1993 and 1995 Commission Totals for FY 1998 Budget	3,627,917	\$3,395,965	\$231,952		\$473,164

Appendix G. FYs 1997 and 1998 Base Closure Locations Selected for Audit

Losing Base Gaining Base	MILCON Project	Description	Report Number
Bergstrom ARB*			
NAS Fort Worth	DDPF 95 9004	Numbered Air Force Headquarters	96-142
Castle AFB			
Altus AFB	AGGN 95 4015	Family Housing and Land Purchase	96-223
Chanute and Lowry AFBs			
Vandenberg AFB	XUMU 96 3007	Site Utilities	96-122
DDRE, Depot Columbus			
DDRE, Depot Columbus	DDRE BRAC 95.3	Convert Whse 41/42 to Inactive War Reserve Bulk Whse	96-199
DDRW, Tracy			
DDRW, Tracy	DLA DDRW	Hazardous Material Storage Addition to Warehouse 28	96-165
Defense Depot Ogden			
Hill AFB	DEPMEDS	General Purpose Warehouse and Outside Storage	97-179
Hill AFB	DDRW DDOU	DEPMEDS (Deployable Medical Systems), Relocation	96-116
DESC Dayton			
DSC Columbus	93-114.1	Renovate Operations Space	96-209
DPSC and Its Tenants			
ASO Compound	DPSC to ASO	Convert/Reconfigure Facilities for DPSC	97-048
ASO Compound	DPSC to ASO	Convert Facilities for DPSC Tenants	97-048
ASO Compound	DPSC to ASO	Convert Facilities for DPSC Adjacent Tenants	97-048
FASWTC, San Diego			
FASWTC, San Diego	P-387T	Gymnasium, Fleet Anti-Submarine Warfare Training Center	96-135
FASWTC, San Diego	P-387T	Gymnasium, Fleet Anti-Submarine Warfare Training Center	96-135
FISC Oakland, Annex			
Cheatham Annex	P-029	Cargo Staging Area	97-162
Cheatham Annex	P-028	Warehouse Renovation	97-162
Gentile AFS			
Wright-Patterson AFB	DCMAO Dayton	Renovate Building 30030	96-136
Wright-Patterson AFB	DAASC	Renovate Building 30207	96-136
Wright-Patterson AFB	DCMAO Field	Renovate Building 30030 (Parking Lot)	96-136
Griffiss AFB			
Fort Drum	WOXG 95 9613	Vehicle Operations/Heated Parking	96-204
Fort Drum	WOXG 95 9609	Runway/Apron/Instrument Lighting System	96-204
Fort Drum	FPBB 96 9510	Fire Station, Add to	96-204
NEADS Facilities	JREZ 95 9632	NEADS Facilities	96-139
Rome Laboratory	JREZ 94 0056	Support Facilities, Alter	96-139
Rome Laboratory	JREZ 94 0055	Consolidated Logistical Facilities, Alter	96-139
Grissom AFB			
Grissom ARB	CTGC 95 9019	Munitions Storage	96-144
Wright-Patterson AFB	ZHTV 94 3204A	National Airborne Operations Center Complex	96-154
Grissom ARB	CTGC 95 9008	Vehicle Maintenance	96-144
Grissom ARB	CTGC 93 9001	Base Boundary Fence/Main Gate	96-144
Grissom ARB			
Grissom ARB	CTGC 95 9019	Munitions Storage and Small Arms Range	97-139
Grissom ARB	CTGC 93 9001	Base Boundary Fence/Main Gate	97-139
Homestead AFB			
Patrick AFB	SXHT 95 9002	Para-rescue Training Facility	96-110
Patrick AFB	SXHT 95 9011	Miscellaneous Maintenance Shops	96-110
Patrick AFB	SXHT 95 9004	Corrosion Control/Fuel Cell Maintenance Facility	96-110
Kelly AFB			
Brooks AFB	CNBC993000R	Add to and Alter YAD/Textile Library	97-189
Leased Space Arlington			
Security Sta. Washington	P-003T	Security Facility Upgrade	97-115
Lowry AFB			
Buckley ANGB	CRWU 96 1460	Troop Support Facility	97-088
Lackland AFB	MPYJ 95 3260	Technical Training Academic Facilities, Alter	96-206
Lackland AFB	P-973U	Mess Specialist "A" School	96-206
Sheppard AFB	VNVP 93 3025	Chapel Center, Add to	97-013
Sheppard AFB	VNVP 93 3025	Chapel Center, Add to	96-166
Buckley ANGB	CRWU 95 3050	Enlisted Dormitory	97-088
Sheppard AFB	VNVP 94 3006	PMEL	96-166
Sheppard AFB	VNVP 95 3004	Kitchen and Bakery, Central Preparation	96-166

*See Appendix H for Acronyms.

Appendix G. FYs 1997 and 1998 Base Closure Locations Selected for Audit

Losing Base Gaining Base	MILCON Project	Description	Report Number
March AFB			
March ARB	PCZP 95 9006	Supply Administration and Communications, Alterations to	96-137
March ARB	PCZP 95 9004	Isolate Utilities and Construct Perimeter Security Fence	96-137
MCAS El Toro			
NAS Miramar	P-020U	NAESU Administrative and Training Spaces	97-074
MCAS Tustin			
MCAS Pendleton	P-029T	Warehouse and Special Storage Facilities	96-220
MCAS Pendleton	P-026T	Aircraft Parking Apron	96-220
MCAS Pendleton	P-028T	BEQ Physical Fitness Center	96-220
MCAS Pendleton	P-031T	Maintenance Facilities	96-220
MCAS Pendleton	P-518S	Aircraft Maintenance Facilities	96-220
MCAS Pendleton	P-027T	Training and Administrative Facility	96-220
NAS Memphis			
NAS Pensacola	H-406T	Family Housing	96-234
NAS Miramar			
NAS North Island	P-820U	Maintenance Hangar	97-069
NAS Lemoore	P-186T	Administrative Facility	97-071
NAS Oceana, Virginia Beach	P-165U	Hangar Utility Improvements	97-109
NAS Lemoore	P-186T	Administrative Office Building	96-191
Naval Medical Center Oakland			
NSB San Diego	P-124T	US Naval Ship Mercy Pier Renovation	97-076
Navy Leased Space			
Naval Security Station	P-003T	Building Renovation	96-170
Washington Navy Yard	P-002T	Administrative Building	96-171
Navy Shipyard, Philadelphia			
Navy Shipyard, Phil.	P-597S	Utilities Reconfigurations (Phase II)	96-108
National Capital Region			
Washington Navy Yard	P-001T	Headquarters Building Renovation	96-131
NSWC Annapolis			
NSWC Philadelphia	P-185U	Acoustics Research and Development Facility	97-184
NSWC Philadelphia	P-186U	Electrical Power Systems Research and Development Facility	97-184
NSY Philadelphia			
NSY Philadelphia	P-597S	Utility Reconfigurations (Phase II)	97-042
NTC Orlando			
Taft US Army RSV Cntr	P-001T	Facilities Modifications	96-147
Taft US Army RSV Cntr	P-001T	Facility Modifications	97-046
NWS Charleston	P-019U	Medical and Dental Clinic Expansion	96-118
McClellan AFB			
Wright-Patterson AFB	PRJY921012R1	Renovate QLA (System Program Office) Support Facility	97-164
NAS Alameda			
NSB Bangor	H-404T	Family Housing	96-235
NSB Bangor	H-405T	Family Housing	96-235
NSB Bangor	H-406T	Family Housing	96-235
NAS Alameda and NAS Miramar			
NAS Fallon	H-410T	Family Housing	96-222
NAS Barbers Point			
NAS Whidbey Island	P-600T	Ground Support Equipment Facility	96-101
MCBH Kaneohe Bay	P-270T	Aircraft Maintenance Hangar, Alterations to	96-218
MCBH Kaneohe Bay	P-297T	Missile Facility	96-218
NS Pearl Harbor	P-524T	Fleet Imaging Center Pacific	97-095
MCBH Kaneohe Bay	P-269T	Modify Aircraft Wash and Rinse Facility	96-218
MCBH Kaneohe Bay	P-508T	Ordnance Facility	96-218
MCBH Kaneohe Bay	P-504T	Utilities Upgrade	96-218
MCBH Kaneohe Bay	P-299T	Tactical Support Facility	96-218
MCBH Kaneohe Bay	P-268T	Aircraft Parking Apron	96-218
MCBH Kaneohe Bay	P-703T	Hazardous Material and Hazardous Waste Storage	96-218
MCBH Kaneohe Bay	P-288T	Hazardous Material and Hazardous Waste Storage	96-218
MCBH Kaneohe Bay	P-286T	Bachelor Quarters	96-218
MCBH Kaneohe Bay	P-276T	Training Facility	96-218
MCBH Kaneohe Bay	P-274T	Aviation Supply Facility	96-218
MCBH Kaneohe Bay	P-272T	Aircraft Maintenance Facility, Alterations to	96-218
MCBH Kaneohe Bay	P-271T	Building Renovations	96-218
NAS Cecil Field			
NAS Jacksonville	P-231U	Medical/Dental Clinic Addition	97-149
NAS Jacksonville	P-831T	Aviation Physiology Training Unit	96-112

Appendix G. FYs 1997 and 1998 Base Closure Locations Selected for Audit

Losing Base Gaining Base	MILCON Project	Description	Report Number
NAS Glenview			
Fort McCoy	P-701T	Equipment Maintenance Facility	96-119
NAS Atlanta	P-906T	Marine Reserve Training Facility	96-233
NAS Atlanta	P-330	Reserve Training Building	96-233
NTC San Diego			
Taylor Street Annex	P-175T	Public Works Shops	97-113
NTCs Orlando and San Diego			
NTC Great Lakes	P-585T	BEQ Facility Upgrades	96-128
NTC Great Lakes	P-164T	Fire Station	96-128
NTC Great Lakes	P-582T	BEQ Renovation	96-128
NTC Great Lakes	P-588T	BEQ Reactivation	96-128
NTC Great Lakes	P-569S	Collocated Dental Research Facilities	96-128
NUWC New London			
NUWC Newport	P-026S	Overwater Antenna Test Range Facility	96-104
Onizuka Air Station			
Falcon AFB	GLEN973023	Fitness Facilities	97-200
Falcon AFB	GLEN973009	Dining Facilities	97-200
Reese AFB			
Laughlin AFB	MXDP973004R2	Engine Staging Facility	97-191
Laughlin AFB	MXDP973003R2	Add to Child Development Center	97-191
Columbus AFB	EEPZ973006R1	Aircraft Maintenance Hangar	98-015
Vance AFB	XTLF983303	Improvements to Child Development Center	97-161
Rickenbacker ANGB			
Rickenbacker ANGB	NLZG 93 9729	Jet Fuel Storage/Distribution Complex	96-126
Rickenbacker ANGB	NLZG 93 9686	Alter Base Maintenance Shops Buildings 885/888	96-126
Rickenbacker ANGB	NLZG 93 9687	Alter Support Shops	96-126
Rickenbacker ANGB	NLZG 93 9690	Alter Fencing and Utilities	96-126
Rickenbacker ANGB	NLZG 93 9700	Alter Fuel System Maintenance Dock	96-126
Roslyn ANGB			
Stewart ANGB	WHAY 95 9635	Communications Training Complex	96-127
Shaw AFB (726th ACS)			
Mountain Home AFB	QYZH 97 3020	726th ACS (Air Control Squadron) Complex Phase II	96-158
Mountain Home AFB	QYZH 96 3030	726th ACS (Air Control Squadron) Complex Phase I	96-158
Various Bases in CA and FL			
Naval Hospital Bremerton	P-019T	Medical Annex	97-169

Appendix H. Acronyms for Appendixes C, D, E, F, and G

AFB	Air Force Base
AFS	Air Force Station
AGE	Aircraft Ground Equipment
AGS	Air Guard Station
ANGB	Air National Guard Base
ARB	Air Reserve Base
ARS	Air Reserve Station
AS	Air Station
ASO	Aviation Supply Office
BEQ	Bachelor Enlisted Quarters
DAASC	Defense Automatic Addressing System Center
DCMAO	Defense Contract Management Area Operations
DCMD	Defense Contract Management District
DDRE	Defense Distribution Region East
DSC	Defense Supply Center
DESC	Defense Electronic Supply Center
DLA	Defense Logistics Agency
DOT	Department of Training
DPSC	Defense Personnel Support Center
FASWTC	Fleet Anti-Submarine Warfare Training Center
FHO	Family Housing Office
FISC	Fleet Industrial Supply Center
FORSCOM	Forces Command
HQ	Headquarters
IAP	International Air Port
JOBS	Jobs Orientation Basic Skills
MCAS	Marine Corps Air Station
MCBH	Marine Corps Base Hangar
NAB	Naval Amphibious Base
NADEP	Naval Aviation Depot
NAESU	Naval Aviation Engineering Support Unit
NAF	Naval Air Facility
NAS	Naval Air Station
NATSF	Naval Aviation Training Shore Facility
NAVFAC	Naval Facilities Engineering Command
NAVSEA	Naval Sea Systems Command
NAWC	Naval Air Warfare Center
NAWC AD	Naval Air Warfare Center Aircraft Division
NBL	Naval Biodynamics Laboratory
NCCOSC	Naval Command Control and Ocean Surveillance Center
NCEL	Naval Civil Engineering Laboratory
NCR	National Capital Region
NEADS	Northeast Air Defense Sector
NETC	Naval Education and Training Center
NH	Naval Hospital
NIE	Naval In-Service Engineering
NISE	Naval In-Service East
NMRI	Naval Medical Research Institute
NMSSO	Naval Management Systems Support Office
NPRDC	Naval Personnel Research & Development Center

Appendix H. Acronyms for Appendixes C, D, E, F, and G

NPWC	Naval Public Works Center
NRC	Naval Reserve Center
NRD	Naval Recruiting District
NRL	Naval Research Laboratory
NRTF	Naval Radio Transmission Facility
NS	Naval Station
NSB	Naval Submarine Base
NSG	Naval Security Group Command
NSG-NW	Naval Security Group-North West
NSWC	Naval Surface Warfare Center
NSY	Naval Shipyard
NTC	Naval Training Center
NUWC	Naval Undersea Warfare Center
NWS	Naval Weapons Station
PERA	Planning, Estimating, Repair and Alterations (Surface)
PMEL	Precision Measurement Equipment Laboratory
RDEC	Research Development and Engineering Center
REDCAP	Readiness Capability
SEAADSA	Sea Automated Data Systems Activity
SPAWAR	Space & Naval Warfare Systems Command
SRF	Ship Repair Facility
SUBMEPP	Submarine Maintenance Engineering, Planning, and Procurement
SUPSHIP	Supervisor of Shipbuilding, Conversion and Repair
USAF	United States Air Force
WESTDIV NAVFAC	Western Division, Naval Facilities Engineering Command

Appendix I. Report Distribution

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House Subcommittee on Military Construction, Committee on Appropriations
House Subcommittee on National Security, Committee on Appropriations
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House Subcommittee on Government Management, Information, and Technology,
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House Subcommittee on National Security, International Affairs, and Criminal Justice,
Committee on Government Reform and Oversight
House Committee on National Security

Part III – Management Comments

Department of the Army Comments



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
ASSISTANT CHIEF OF STAFF FOR INSTALLATION MANAGEMENT
800 ARMY PENTAGON
WASHINGTON DC 20310-0800



DAIM-BO

MAY 11 1998

MEMORANDUM THRU

~~DIRECTOR OF THE ARMY STAFF~~ *7/45/98*

~~ASSISTANT SECRETARY OF THE ARMY (INSTALLATIONS, LOGISTICS AND ENVIRONMENT)~~ *ARM 5/13/98* Alma Moore
PAASA (ILE)

FOR INSPECTOR GENERAL, DEPARTMENT OF DEFENSE (AUDITING),
400 ARMY NAVY DRIVE, ARLINGTON, VA 22202-2884

SUBJECT: Summary Report on the Audit of Defense Base Realignment and Closure Budget Data for
FYs 1997 and 1998 (Project No. 7CG-5002.21)

1. Enclosed is the Army's position and comments on the subject audit report.
2. Point of contact for this action is Brenda Mendoza, DAIM-BO, 703-695-8030.

Encl
as

David A. Whaley
DAVID A. WHALEY
Major General, GS
Assistant Chief of Staff
for Installation Management

CF:
USAAA (Ms. Rinderknecht)
DAIM-ZR (Mrs. Moore)

Coordination:
DASA(L&H) - Mr. Manuel/697-1155
ASA(FM) - Mr. Anderholm/697-5088
DAIM-FDR - Mr. Carter/697-4125

DODIG DRAFT REPORT
SUMMARY REPORT ON THE AUDIT OF DEFENSE BASE REALIGNMENT AND CLOSURE
BUDGET DATA FOR FYs 1997 AND 1998
PROJECT NO. 7CG-5002.21

FINDING A. The Military Departments submitted BRAC MILCON projects in their FYs 1997 and 1998 budget requests that contained overstated requirements and were not supported by complete facility specifications and costs.

SUMMARY OF RECOMMENDATIONS. In the 63 IG DoD reports summarized in this audit, we recommended that the Army, the Navy, the Air Force, and the Defense Logistics Agency prepare new DD Forms 1391 on all projects that had inadequate documentation; and submit revised budget requests that would exclude invalid project requirements and cost estimates. We recommended that the Under Secretary of Defense (Comptroller) withhold funds until revised DD Forms 1391 with validated requirements were submitted. We also recommended that the Military Departments reduce the funding allocated to the projects as needed and reprogram the savings to support other BRAC requirements.

ARMY POSITION. Office of the Inspector General, DoD memorandum dated 6 Mar 98 indicated that no comments are required in response to finding A, which summarizes the findings in earlier reports.

FINDING B. Of 115 BRAC MILCON projects reviewed totaling \$744.3 million, 71 projects (62 percent) contained questionable costs totaling \$211.2 million. That condition was caused by major commands and installations not effectively implementing the management control procedures established for the BRAC MILCON planning, programming, and budgeting process. A contributing factor was the short time frame imposed by the base closure process, which resulted in activities preparing and submitting BRAC MILCON projects without following all established procedures for initial design completion and supporting documentation. As a result, management officials responsible for approving BRAC MILCON projects for programming and budget action did not have reasonable assurance that projects submitted were complete and accurate.

RECOMMENDATION. We recommend that the Secretaries of the Military Departments and the Director, Defense Logistics Agency require that heads of major commands and installations certify that BRAC MILCON projects are valid; and ensure that supporting data are accurate, current, and 35-percent design complete or based on the parametric estimation process when submitting project budget requests.

ARMY POSITION. Partially concur. Although MACOMs and installations currently validate BRAC projects on DD Form 1391, subsequent audit by AAA has shown that many projects submitted for design were either partially or totally invalid. Without AAA scrutiny, the Army would not have reasonable assurance that supporting data for proposed BRAC projects are accurate and current.

The Army supports OSD policy requiring that projects be at least 35 percent design complete before inclusion in the budget submission and does not generally include such projects in Army budget estimates. However, in some cases it has proven more cost effective to include a small MILCON project at less than 35 percent design in the budget rather than extend operating costs at a closing installation.

ADDITIONAL FACTS. Appendices C and D of the draft report incorrectly list construction at Hill Air Force Base for Deployable Medical Systems (DEPMEDS) as an Army project. Request that in the final report DODIG revise appendices C and D to display DEPMEDS as a Defense Logistics Agency construction requirement.

Department of the Navy Comments



DEPARTMENT OF THE NAVY
OFFICE OF THE ASSISTANT SECRETARY
(INSTALLATIONS AND ENVIRONMENT)
1000 NAVY PENTAGON
WASHINGTON, D.C. 20350-1000

12 MAY 1998

MEMORANDUM FOR THE DEPARTMENT OF DEFENSE ASSISTANT INSPECTOR
GENERAL FOR AUDITING

SUBJECT: Summary Report on the Audit of Defense Base Realignment
and Closure Budget Data for FYs 1997 and 1998
(Project No. 7CG-5002.21)

The Department of Navy's response to Finding B of subject
draft audit report is attached.

A handwritten signature in cursive script, appearing to read "Duncan Holaday".

Duncan Holaday
Deputy Assistant Secretary
(Installations and Facilities)

Attachment:

1. DON Response to DODIG Draft Audit Summary Report

Copy to:

ASN (FMB)
ASN (FMO-31)
NAVINGSGEN (02)
COMNAVFAC (00G2)

DEPARTMENT OF THE NAVY RESPONSE
to
DODIG DRAFT REPORT OF MARCH 6, 1998
OR
SUMMARY REPORT ON THE AUDIT OF DEFENSE BASE REALIGNMENT AND
CLOSURE BUDGET DATA FOR FYs 1997 AND 1998
(Project No. 7CG-5002.21)

FINDING B.

RECOMMENDATION. We recommend that the Secretaries of the Military Departments and the Director, Defense Logistics Agency require that heads of major commands and installations to certify BRAC MILCON projects are valid, adequately documented, and are either 35-percent design complete or based on the parametric estimation process when submitting project budget requests.

DEPARTMENT OF THE NAVY RESPONSE. Concur. The Navy will continue to submit either the required 35-percent design or a parametric estimate on BRAC MILCON projects when submitting budget requests to the Department of Defense.

Department of the Air Force Comments



Office Of The Assistant Secretary

DEPARTMENT OF THE AIR FORCE
WASHINGTON DC

3 April 1998

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING
OFFICE OF THE INSPECTOR GENERAL
DEPARTMENT OF DEFENSE

FROM: SAF/MIIT
1660 Air Force Pentagon
Washington, DC 20330-1660

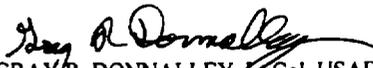
SUBJECT: Draft Summary Report on the Audit of Defense Base Realignment and Closure
Budget Data for FYs 1997 and 1998 (Project No. 7CG-5002.21)

This is in reply to your memorandum requesting the Assistant Secretary of the Air Force (Financial Management and Comptroller) provide Air Force comments on your finding B of subject draft audit report.

The report on finding B recommends that the Secretaries of the Military Departments and the Director, Defense Logistics Agency require that heads of major commands and installations certify that BRAC MILCON projects are valid; and ensure that supporting data is accurate, current, and 35 percent design complete or based on the parametric estimation process when submitting project budget requests.

The Air Force CONCURS. The FY 1999 President's Budget was submitted to Congress in February 1998. All projects included were at least 35% designed. As there are currently no BRAC MILCON projects proposed for FY 2000 or 2001, your recommendation will be included in our Air Force Guidance when/if another round of Base Closures is authorized.

Our point of contact is Mr. Lester R. Schauer, DSN 227-6559.


GRAY R. DONNALLEY, Lt Col, USAF
Chief, Base Transition Division

cc:
SAF/MII
SAF/FMBIC
USAF/ILEC

Defense Logistics Agency Comments



DEFENSE LOGISTICS AGENCY
HEADQUARTERS
8725 JOHN J. KINGMAN ROAD, SUITE 2533
FT. BELVOIR, VIRGINIA 22060-6221

IN REPLY
REFER TO

DDAI

MAY 8 1998

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING
DEPARTMENT OF DEFENSE
ATTN: DIRECTOR, CONTRACT MANAGEMENT DIRECTORATE

SUBJECT: Draft Audit Report, "Summary Report on the Audit of Defense Base Realignment and Closure
Budget Data for FYs 1997 and 1998," March 6, 1998 (Project No. 7CG-5002.21)

Enclosed are DLA comments in response to your request of 6 March 1998. Please contact
Ms. Annell Williams, DDAI, 767-6274 if you have any questions.

Encl


JEFFREY GOLDSTEIN
Chief (Acting) Internal Review

cc:
DLSC-BIP
DLSC-B

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Defense Logistics Agency Comments

Subject: Summary Report on the Audit of Defense Base Realignment and Closure Budget Data for FYs 1997 and 1998 (Project No. 7CG-5002.21)

Finding A: No comments are required in response to Finding A, which summarizes the findings in the earlier reports.

Finding B: The major commands of the Military Departments did not effectively implement management control procedures established for the BRAC military construction planning, programming, and budgeting process. As a result, the management officials responsible for approving the BRAC military construction projects for programming and budget action did not have reasonable assurance that projects were complete and accurate.

Recommendation: DoD-IG recommends that the Secretaries of the Military Departments and the Director, Defense Logistics Agency require that heads of major commands and installations certify that BRAC MILCON projects are valid; and ensure that supporting data is accurate, current, and 35-percent design complete or based on the parametric estimation process when submitting project budget requests.

DLA Comments:

The Defense Logistics Agency (DLA) cannot concur with the subject draft report. Although DLA partially concurs with the recommendation for Finding B. As noted in the individual findings below the draft report and its appendices contain numerous inaccuracies and make the following comments necessary.

Finding A: Support of Defense Base Realignment and Closure Military Construction Projects

Overstated Requirements

Defense Logistics Agency Projects. The audit report states "The Defense Logistics Agency overestimated non-administrative facility costs for BRAC MILCON projects related to the relocation and realignment of Defense Personnel Support Center, Philadelphia, Pennsylvania, and its tenants, to the Naval Aviation Supply Office, Philadelphia. The Defense Logistics Agency did not adequately document the requirement to construct an expansion of the existing Aviation Supply Office compound fitness center..."

BRAC guidelines allow for like facilities at gaining sites, similar to what is available at the losing site, and we programmed accordingly. However, due to subsequent lack of support for this fitness center expansion, we developed and submitted a new DD Form 1391, "FY 1997 Military Construction Project Data," for project "Convert and Reconfigure Facilities for Defense Personnel Support Center (DPSC)," eliminating the fitness center expansion and reducing the budget estimates accordingly.

Part II - Additional Information

Appendix C, Appendix D and Appendix E.

These appendices are very misleading in that they show only cost changes with no regard as to whether a beneficial or negative change occurred. The information, as shown, does not give any consideration to project scopes which were reduced by DLA engineers as a result of DLA management decisions, or mission changes implemented after the BRAC MILCON projects were developed. They simply compare the budget submissions to the COBRA model or the original DD Forms 1391. Projects which were reduced, or deleted due to management diligence in revising the scopes, appear the same as projects which had increases.

Finding B. Management Controls for Defense Base Realignment and Closure Military Construction Funding Requests

Partially concur. DLA fully supports the need for certifying that BRAC projects, like MILCON projects, are valid, that supporting data is accurate, current and that BRAC projects are 35-percent design complete or based on the parametric estimation process when submitting project budget requests. This is what DLA requires from its commanders when submitting projects.

DLA is a dynamic organization and mission realignments, reductions, operating methodologies, and management decisions, implemented after BRAC decisions and announcements, impacted BRAC projects. It is policy that the DLA facilities staff aggressively monitors all mission changes and modify or cancel the projects as required throughout the planning, programming and design phases.

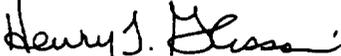
Internal Management Control Weakness:

(X) Nonconcur.

Action Officer: Thomas Karst, DLSC-BIP, (703)767-3554, May 1, 1998

Review/Approval: Frederick N. Baillie, Executive Director, Resource, Planning and Performance Directorate (DLSC-B)

Coordination: Annell W. Williams, DDAI

DLA APPROVAL: 

HENRY T. GLISSON
Lieutenant General, USA
Director, DLA

MAY 6 1998

Audit Team Members

The Contract Management Directorate, Office of the Assistant Inspector General for Auditing, DoD, prepared this report

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