DEFENSE BASE REALIGNMENT AND CLOSURE
BUDGET DATA FOR THE REALIGNMENT OF
THE NATIONAL AIRBORNE OPERATIONS
CENTER FORWARD OPERATING BASE
FROM GRISSOM AIR FORCE BASE, INDIANA,
TO WRIGHT PATTERSON AIR FORCE BASE, OHIO

Report No. 95-257

June 27, 1995

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Department of Defense

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Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACC</td>
<td>Air Combat Command</td>
</tr>
<tr>
<td>AFB</td>
<td>Air Force Base</td>
</tr>
<tr>
<td>BRAC</td>
<td>Base Realignment and Closure</td>
</tr>
<tr>
<td>COBRA</td>
<td>Cost of Base Realignment Actions</td>
</tr>
<tr>
<td>MILCON</td>
<td>Military Construction</td>
</tr>
<tr>
<td>NAOC</td>
<td>National Airborne Operations Center</td>
</tr>
</tbody>
</table>
MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)
ASSISTANT SECRETARY OF THE AIR FORCE
(FINANCIAL MANAGEMENT AND COMPTROLLER)

SUBJECT: Audit Report on Defense Base Realignment and Closure Budget Data
for the Realignment of the National Airborne Operations Center
Forward Operating Base From Grissom Air Force Base, Indiana, to
Wright-Patterson Air Force Base, Ohio (Report No. 95-257)

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

Management comments on the draft report conformed to the requirements of
DOD Directive 7650.3. Therefore, no additional comments are required.

We appreciate the courtesies extended to the audit staff. Questions on the
audit should be directed to Mr. Joseph P. Doyle, Audit Program Director, at (703)
604-9348 (DSN 664-9348) or Mr. Charles M. Hanshaw, Audit Project Manager, at
(703) 604-9294 (DSN 664-9294). See Appendix G for the report distribution. The
audit team members are listed on the inside back cover.

Robert J. Lieberman
Assistant Inspector General
for Auditing
Executive Summary

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

Audit Objectives. The overall audit objective was to determine the accuracy of Defense base realignment and closure military construction budget data. This report provides the results of the audit of one project, with an estimated value of $8.5 million, for the realignment of the National Airborne Operations Center Forward Operating Base, formerly the National Emergency Airborne Command Post, from Grissom Air Force Base, Indiana, to Wright-Patterson Air Force Base, Ohio. This audit also assessed the adequacy of the management control program as it applied to the audit objective.

Audit Results. The Air Force did not justify the requirements and cost estimates relating to the realignment of the National Airborne Operations Center Forward Operating Base to Wright-Patterson Air Force Base, Ohio. As a result, the Air Force may expend $8.5 million to construct facilities that may not be required or that cannot be used due to an environmental constraint. See Part I for a discussion of the finding. See Appendix E for a summary of potential benefits of the audit.

The results of the management control program will be discussed in a summary report on Defense base realignment and closure military construction budget data.

Summary of Recommendations. We recommend that the Under Secretary of Defense (Comptroller) suspend the $8.5 million funding requested for the realignment of the National Airborne Operations Center Forward Operating Base until the Air Force submits a revised DD Form 1391, "FY 1996 Military Construction Project Data," based on documented and validated requirements.
We recommend that the Deputy Assistant Secretary of the Air Force (Military Installations) direct the Commanders, Air Combat Command and Air Force Materiel Command, certify the most efficient and economical facilities available for the realignment of the National Airborne Operations Center Forward Operating Base to Wright-Patterson Air Force Base. The Commanders should fully consider existing facilities that are suitable and sites that are not contaminated.

We also recommend that the Commander, Air Combat Command, validate and document the requirements for the realignment of the National Airborne Operations Center Forward Operating Base and revise and resubmit valid DD Forms 1391 for projects relevant to the realignment.

Management Comments. The Under Secretary of Defense (Comptroller) concurred with the recommendation, but felt it was premature to take action at this time. If the issue is not resolved by the start of FY 1996, the Under Secretary of Defense (Comptroller) will place funds associated with the project on administrative withhold. The Air Force concurred with all recommendations and stated that no funding will occur until the Joint Staff provides actual requirements for review. The Air Force agreed to review existing facilities, validate and document requirements, and revise DD Form 1391. A summary of management comments is at the end of the finding in Part I. The complete text of management comments is in Part III.
# Table of Contents

**Executive Summary**  

**Part I - Audit Results**  
- Audit Background  
- Audit Objectives  
- National Airborne Operations Center Facilities  

**Part II - Additional Information**  
- Appendix A. Scope and Methodology  
- Appendix B. Summary of Prior Audits and Other Reviews  
- Appendix C. Background of Defense Base Realignment and Closures and Scope of the Audit of FY 1996 Defense Base Realignment and Closure Military Construction Costs  
- Appendix D. Air Force Criteria for Base Realignment and Closure Military Construction Projects  
- Appendix E. Summary of Potential Benefits Resulting From Audit  
- Appendix F. Organizations Visited or Contacted  
- Appendix G. Report Distribution  

**Part III - Management Comments**  
- Office of the Under Secretary of Defense (Comptroller) Comments  
- Department of the Air Force Comments
Part I - Audit Results
Audit Results

Audit Background

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

Audit Objectives

The overall audit objective was to determine the accuracy of Defense BRAC MILCON budget data. The specific objectives were to determine whether the proposed projects were valid BRAC requirements, whether the decision for MILCON was supported with required documentation including an economic analysis, and whether the economic analysis considered existing facilities. The audit also assessed the adequacy of the Air Combat Command (ACC) management control program as it applied to the overall audit objective.

This report provides the results of the audit of 11 line items from one BRAC MILCON project with an estimated value of $8.5 million. The project was for the realignment of the National Airborne Operations Center (NAOC) Forward Operating Base (hereafter referred to as NAOC), formerly the National Emergency Airborne Command Post, from Grissom Air Force Base (AFB), Indiana, to Wright-Patterson AFB, Ohio. See Appendix A for a discussion of the scope and methodology and Appendix B for a summary of prior coverage related to the audit objectives. The management control program will be discussed in a summary report on BRAC MILCON budget data. Therefore, this report does not discuss our review of management controls at ACC.
National Airborne Operations Center
Facilities

The Air Force did not justify the BRAC MILCON requirements and cost estimates relating to the realignment of NAOC from Grissom AFB to Wright-Patterson AFB. The requirements and costs were not justified because the Air Force did not develop and document the requirements and cost estimates in accordance with established guidance. As a result, the Air Force may expend $8.5 million to construct facilities that may not be required or that cannot be used due to an environmental constraint.

NAOC Realignment

The ACC was responsible for implementing project ZHTV943204, "Base Closure-NEACP [National Emergency Airborne Command Post] Complex," for the realignment of NAOC from Grissom AFB, Indiana, to Wright-Patterson AFB, Ohio. The project, with a value estimated at $8.5 million, included newly-constructed alert crew and aircraft and ground equipment maintenance facilities and expansion of a parking area for aircraft. The ACC did not properly justify the requirements for the proposed MILCON project.

Requirements Justification

Requirements described in DD Form 1391, "FY 1996 Military Construction Project Data," relating to the NAOC realignment were not properly justified because the Air Force did not:

- have adequate documentation,
- fully consider existing facilities, or
- follow established guidance.

Adequate Documentation. The ACC made two site surveys at Wright-Patterson AFB in FY 1993 and summarized the results in site survey reports. The ACC used the summary information as the only documentation to support requirements for new construction proposed in DD Form 1391. The ACC was unable to fully describe the methodologies used to develop the requirements.

Existing Facilities. The ACC identified existing buildings during site surveys that met NAOC crew alert and aircraft and ground equipment maintenance facility requirements.
Crew Alert. The ACC identified eight buildings that would meet requirements for the crew alert facility. Wright-Patterson AFB provided one facility, building 31217, for interim use until a new alert facility could be constructed. The site survey report indicated that the facility could not be used on a permanent basis because it would displace other dormitory residents at an annual cost of about $450,000. Our analyses did not support that conclusion. Suitable space for the displaced residents was available at Wright-Patterson AFB at no additional cost.

Another facility, building 34004, was designed as a former Strategic Air Command crew alert facility. The ACC indicated that the facility would require renovation costing about $2 million and furnishings costing about $350,000 to make it adequate for use by the NAOC crew. The ACC did not provide documentation to substantiate those costs. Even if those costs are substantiated, they are more than $1 million less than the $3.6 million estimated for the proposed new crew alert facility.

Aircraft and Ground Equipment Maintenance. The ACC identified five existing buildings that met the requirements for an aircraft and ground equipment maintenance facility. One facility was being used to store old helicopters for a museum and equipment for snow removal. That facility was also reserved under speculation that it would be needed if other Air Force missions should relocate to Wright-Patterson AFB due to future Commission decisions. Another facility that met requirements will be vacated in October 1995.

The ACC described in the DD Form 1391 other BRAC MILCON requirements resulting from the realignment of NAOC to Wright-Patterson AFB. Those requirements cannot be finalized until existing facilities that meet the NAOC crew alert and aircraft and ground equipment maintenance requirements are fully considered. The Air Force should reevaluate existing facilities to determine whether new construction is the most cost-effective means of satisfying NAOC requirements.


Air Force criteria discussed in Appendix E provide the guidance for developing BRAC MILCON project requirements and cost estimates. Air Force Instruction 32-1024, "Standard Facility Requirements," May 1994, states that
100 gross square feet per person is to be provided in an alert facility for living and sleeping quarters. The ACC did not adhere to that guidance in planning facilities relating to the NAOC realignment.

**Facility Plan.** The ACC used the appropriate guidance to plan the proposed space for living and sleeping quarters in the alert facility, but added 50 gross square feet of space for each of those quarters. As a result, ACC planned the crew alert facility with space totaling 26,000 gross square feet. Had ACC adhered to established guidance for alert facility space requirements, the facility would require 18,000 gross square feet.

**Facility Design.** The U.S. Army Corps of Engineers Louisville District, Kentucky, drafted a design for the crew alert facility in February 1995. An apparent breakdown in communication with ACC resulted in the facility being designed with space totaling 36,000 square feet, 10,000 square feet more than the ACC plan. The ACC was unable to explain the 10,000-square-foot difference. If the crew alert facility is constructed according to the present design, it will exceed established standard space requirements by about 18,000 square feet, or by 100 percent.

**Development and Documentation of Project Cost Estimates**

The Air Force could not justify the cost estimates in the DD Form 1391. The lack of documentation supporting the requirements prevented us from determining the reasonableness of the cost estimates. The Air Force contended that the cost estimates were based on an Air Force Form 1178B report generated from its Programming, Design, and Construction Management Information System.

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 based on 35-percent conventional design methodology.

The Air Force overrode the system's features by manually inputting the cost estimates on the DD Form 1391 into the system. As a result, the cost estimates generated by the system matched the cost estimates on the DD Form 1391 and were meaningless.

The Air Force should validate and document facility requirements for the NAOC mission at Wright-Patterson Air Force Base, and revise and resubmit DD Form 1391 based on validated and documented requirements and military construction standards.
Environmental Constraint

The ACC plans to construct the NAOC crew alert facility on a site that is contaminated with cancer-causing substances. The ACC originally identified a suitable site for the alert facility near building 30016 in Area C of Wright-Patterson AFB. The Office of Environmental Management, 88th Air Base Wing, Wright-Patterson AFB, determined that the soil at that site was suitable for construction. Subsequently, the proposed site was changed to a location between buildings 30072 and 30123 that the Office of Environmental Management had found to be contaminated with tetrachloroethylene and trichloroethylene. The Centers for Disease Control, U.S. Department of Health and Human Services, list those chemicals as carcinogens. As a result, the Office of Environmental Management recommended against using that site.

The Commander, 88th Air Base Wing, approved the contaminated site, but recommended that environmental issues be considered when estimating the overall costs. The U.S. Army Corps of Engineers report, "Geotechnical Report," January 1995, stated that Wright-Patterson AFB decided to proceed with designs for the alert facility at the site in question and that the site should be treated as though it were clean.

The ACC relied on the environmental finding of no significant impact for the site near building 30016 to prepare cost estimates for constructing the crew alert facility at the contaminated site. Due to the lack of documentation, we could not determine whether ACC followed the Commander's recommendation to consider environmental issues when preparing costs estimated in the DD Form 1391 for the contaminated site between buildings 30072 and 30123.

We do not agree with the decision to continue plans and designs for the alert facility on the contaminated site. Extra costs are required to clean up the contaminated site. Other suitable clean sites are available. Further, due to the contaminants, the alert facility might not be suitable for habitation when constructed.

Summary

Section 2905 of Public Law 101-510 stipulates that funds authorized for base realignment and closure should be used only to construct replacement facilities or facilities necessary to meet mission requirements. The Air Force did not justify the BRAC MILCON requirements and cost estimates proposed in DD Form 1391 relating to the NAOC realignment. The ACC could not provide adequate documentation, including an economic analysis that included full consideration of existing facilities and the environmental constraint. The Air Force further exacerbated the justification by overriding its Programming, Design, and Construction Management Information System to generate cost estimates. The Air Force should certify the most efficient and economical facilities available for the realignment of the NAOC mission to
Wright-Patterson AFB. The Air Force should also validate and document construction requirements for the realignment and revise and resubmit DD Form 1391 based on validated and documented requirements and military construction standards. The Under Secretary of Defense (Comptroller) should not allow the release of funds for the Air Force to proceed with the project until the deficiencies discussed in this report are corrected.

Recommendations and Management Comments

1. We recommend that the Under Secretary of Defense (Comptroller) suspend the $8.5 million of funding requested for project ZHTV943204, "Base Closure-NEACP [National Emergency Airborne Command Post] Complex," for the realignment of National Airborne Operations Center Forward Operating Base to Wright-Patterson Air Force Base until the Air Force submits a revised DD Form 1391, "FY 1996 Military Construction Project Data," based on documented and validated requirements.

Under Secretary of Defense (Comptroller) Comments. The Under Secretary of Defense (Comptroller) concurred with the recommendation, but stated that it was premature to take action at this time because the funding for the project is included in the FY 1996 BRAC budget request. However, if the issue is not resolved by the start of FY 1996, the funds associated with the project will be placed on administrative withhold pending resolution of the issues. The complete text of the comments of the Under Secretary of Defense (Comptroller) is in Part III.

2. We recommend that the Deputy Assistant Secretary of the Air Force (Military Installations) direct the Commanders, Air Combat Command and Air Force Materiel Command, to certify the most efficient and economical facilities available for the National Airborne Operations Center mission at Wright-Patterson Air Force Base. The Commanders should fully consider existing facilities that are suitable and sites that are not contaminated.

Air Force Comments. The Air Force concurred with the recommendation and stated that the Air Force Material Command, the Air Combat Command, and the Joint Staff (J-36) will perform a joint site survey to consider existing facilities that are suitable and sites that are not contaminated.

3. We recommend that the Commander, Air Combat Command:

   a. Validate and document the Defense base realignment and closure military construction requirements relevant to the realignment of the National Airborne Operations Center mission to Wright-Patterson Air Force Base.
b. Revise and resubmit DD Form 1391, "FY 1996 Military Construction Budget Data," based on validated and documented requirements and military construction standards in DoD and Air Force guidance.

Air Force Comments. The Air Force concurred with the recommendation to validate and document the requirements and submit a revised DD Form 1391.
Part II - Additional Information
Appendix A. Scope and Methodology

Scope of This Audit. We reviewed the FY 1996 BRAC MILCON budget request and related documentation relevant to BRAC MILCON project ZHTV943204 for the realignment of NAOC to Wright-Patterson AFB, Ohio. The DD Form 1391 contained 11 line items, estimated at about $8.5 million. We discussed the budget request and related documentation with Air Force and Joint Staff cognizant management. The line items and estimated costs are listed in the following table.

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Estimated Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Base Closure-NEACP [National Emergency Airborne Command Post] Complex</td>
<td>$3,589,000</td>
</tr>
<tr>
<td>Security Improvements/Vehicle Parking</td>
<td>435,000</td>
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<tr>
<td>Aircraft Ground Equipment Operations Area</td>
<td>90,000</td>
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<tr>
<td>Refuel Vehicle Parking</td>
<td>310,000</td>
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<tr>
<td>Aircraft and Ground Equipment Maintenance</td>
<td>1,250,000</td>
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<tr>
<td>Alarm and Traffic Control System</td>
<td>310,000</td>
</tr>
<tr>
<td>Aircraft Parking Utilities/Lighting</td>
<td>650,000</td>
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<tr>
<td>Blast Fence and Paving Alterations</td>
<td>825,000</td>
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<tr>
<td>Demolish Buildings</td>
<td>175,000</td>
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<tr>
<td>Contingency Fee</td>
<td>382,000</td>
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<tr>
<td>Supervision, Inspection, and Overhead</td>
<td>481,000</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$8,497,000</strong></td>
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Audit Period, Standards, Potential Benefits, and Locations. This economy and efficiency audit was made from January through March 1995 in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD. Accordingly, we included tests of management controls considered necessary. The audit did not rely on computer-processed data or statistical sampling procedures. See Appendix E for the potential benefits resulting from the audit. Appendix F lists the organizations visited or contacted during the audit.
Appendix B. Summary of Prior Audits and Other Reviews

Since 1991, numerous audit reports have addressed DoD BRAC issues. This appendix lists selected BRAC reports issued by the Inspector General, DoD.

Inspector General, DoD

<table>
<thead>
<tr>
<th>Report No.</th>
<th>Report Title</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>95-249</td>
<td>Defense Base Realignment and Closure Military Construction Budget Data for Goodfellow Air Force Base, San Angelo, Texas</td>
<td>June 23, 1995</td>
</tr>
<tr>
<td>95-226</td>
<td>Defense Base Realignment and Closure Military Construction Budget Data for the Realignment of Rickenbacker Air National Guard Base, Ohio</td>
<td>June 8, 1995</td>
</tr>
<tr>
<td>95-223</td>
<td>Defense Base Realignment and Closure Military Construction Budget Data for the Closure of Marine Corps Air Stations El Toro and Tustin, California, and Realignment to Naval Air Station Miramar, California</td>
<td>June 8, 1995</td>
</tr>
<tr>
<td>95-222</td>
<td>Defense Base Realignment and Closure Budget Data for the Proposed Construction of the Automotive Vehicle Maintenance Facility, Guam</td>
<td>June 7, 1995</td>
</tr>
</tbody>
</table>
### Appendix B. Summary of Prior Audits and Other Reviews

<table>
<thead>
<tr>
<th>Report No.</th>
<th>Report Title</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>95-221</td>
<td>Defense Base Realignment and Closure Budget Data for the Closure of Naval Training Center San Diego, California</td>
<td>June 6, 1995</td>
</tr>
<tr>
<td>95-208</td>
<td>Defense Base Realignment and Closure Budget Data for Realignment of Construction Battalion Unit 416 From Naval Air Station Alameda, California, to Naval Air Station Fallon, Nevada</td>
<td>May 31, 1995</td>
</tr>
<tr>
<td>95-205</td>
<td>Defense Base Realignment and Closure Budget Data for the Relocation of Marine Corps Manpower Center at Marine Corps Combat Development Command, Quantico, Virginia</td>
<td>May 26, 1995</td>
</tr>
<tr>
<td>95-203</td>
<td>Defense Base Realignment and Closure Military Construction Budget Data for the Army Reserve Center, Sacramento, California</td>
<td>May 25, 1995</td>
</tr>
<tr>
<td>95-198</td>
<td>Defense Base Realignment and Closure Budget Data for the Closure of the Underway Replenishment Training Facility, Treasure Island, California, and Realignment to the Expeditionary Warfare Training Group Atlantic, Norfolk, Virginia</td>
<td>May 19, 1995</td>
</tr>
<tr>
<td>95-196</td>
<td>Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Alameda, California, and Realignment to Puget Sound Naval Shipyard, Washington</td>
<td>May 17, 1995</td>
</tr>
<tr>
<td>95-191</td>
<td>Defense Base Realignment and Closure Budget Data for the Closure of Naval Reserve Readiness Center San Francisco, California, and Realignment to Naval and Marine Corps Reserve Center Alameda, California</td>
<td>May 15, 1995</td>
</tr>
<tr>
<td>95-172</td>
<td>Defense Base Realignment and Closure Budget Data for Griffiss Air Force Base, New York</td>
<td>April 13, 1995</td>
</tr>
<tr>
<td>Report No.</td>
<td>Report Title</td>
<td>Date</td>
</tr>
<tr>
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</tr>
<tr>
<td>95-154</td>
<td>Audit of Construction Budget Data for Realigning Naval Training Centers Orlando and San Diego to Various Locations</td>
<td>March 21, 1995</td>
</tr>
<tr>
<td>95-150</td>
<td>Defense Base Realignment and Closure Budget Data for Closing Naval Station Charleston, South Carolina, and Realigning Projects at Various Sites</td>
<td>March 15, 1995</td>
</tr>
<tr>
<td>95-051</td>
<td>Defense Base Realignment and Closure Budget Data for Closing Mare Island Naval Shipyard, California, and Realigning Projects to Various Sites</td>
<td>December 9, 1994</td>
</tr>
<tr>
<td>95-041</td>
<td>Defense Base Realignment and Closure Budget Data for the Closure of Marine Corps Air Stations El Toro and Tustin, California, and the Realignment to Naval Air Station Miramar, California</td>
<td>November 25, 1994</td>
</tr>
<tr>
<td>95-039</td>
<td>Defense Base Realignment and Closure Budget Data for Naval Air Station Miramar, California, Realigning to Naval Air Station Fallon, Nevada</td>
<td>November 25, 1994</td>
</tr>
<tr>
<td>95-037</td>
<td>Realignement of the Fleet and Mine Warfare Training Center from Naval Station Charleston, South Carolina, to Naval Station Ingleside, Texas</td>
<td>November 23, 1994</td>
</tr>
<tr>
<td>95-029</td>
<td>Defense Base Realignment and Closure Budget Data for Naval Air Station Miramar, California, and Realigning Projects to Various Sites</td>
<td>November 15, 1994</td>
</tr>
<tr>
<td>95-010</td>
<td>Defense Base Realignment and Closure Budget Data for Marine Corps Air Station Tustin, California, and Realignment to Marine Corps Air Station Camp Pendleton, California</td>
<td>October 17, 1994</td>
</tr>
</tbody>
</table>
Appendix B. Summary of Prior Audits and Other Reviews

<table>
<thead>
<tr>
<th>Report No.</th>
<th>Report Title</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>94-179</td>
<td>Defense Base Realignment and Closure Budget Data for McGuire Air Force Base,</td>
<td>August 31, 1994</td>
</tr>
<tr>
<td></td>
<td>New Jersey; Barksdale Air Force Base, Louisiana; and Fairchild Air Force Base,</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Washington</td>
<td></td>
</tr>
<tr>
<td>94-146</td>
<td>Defense Base Realignment and Closure Budget Data for Closing Naval Air Station</td>
<td>June 21, 1994</td>
</tr>
<tr>
<td></td>
<td>Cecil Field, Florida, and Realigning Projects to Various Sites</td>
<td></td>
</tr>
<tr>
<td>94-141</td>
<td>Defense Base Realignment and Closure Budget Data for Naval Air Stations</td>
<td>June 17, 1994</td>
</tr>
<tr>
<td></td>
<td>Dallas, Texas, and Memphis, Tennessee, Realigning to Carswell Air Reserve Base,</td>
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<tr>
<td></td>
<td>Texas</td>
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<tr>
<td>94-127</td>
<td>Defense Base Realignment and Closure Budget Data for the Realignment of the</td>
<td>June 10, 1994</td>
</tr>
<tr>
<td></td>
<td>Defense Personnel Support Center to the Naval Aviation Supply Office Compound</td>
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</tr>
<tr>
<td>94-126</td>
<td>Defense Base Realignment and Closure Budget Data for the Closure of Naval Air</td>
<td>June 10, 1994</td>
</tr>
<tr>
<td></td>
<td>Station Glenview, Illinois, and Realignment Projects at Fort McCoy, Wisconsin,</td>
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<tr>
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<td>Base, Texas</td>
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<tr>
<td>94-125</td>
<td>Defense Base Realignment and Closure Budget Data for the Naval Medical Center</td>
<td>June 8, 1994</td>
</tr>
<tr>
<td></td>
<td>Portsmouth, Virginia</td>
<td></td>
</tr>
<tr>
<td>94-121</td>
<td>Defense Base Realignment and Closure Budget Data for Naval Air Technical</td>
<td>June 7, 1994</td>
</tr>
<tr>
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<td>Training Center, Naval Air Station Pembroke, Florida</td>
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<td>Budget Data for Naval Training Center Great Lakes, Illinois</td>
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</tr>
<tr>
<td>Report No.</td>
<td>Report Title</td>
<td>Date</td>
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<td>Naval Station Treasure Island, California</td>
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<td>94-107</td>
<td>Griffiss Air Force Base, New York, Defense Base Realignment and Closure Budget Data for</td>
<td>May 19, 1994</td>
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<td>Military Construction at Other Sites</td>
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<td>94-105</td>
<td>Defense Base Realignment and Closure Budget Data for a Tactical Support Center at</td>
<td>May 18, 1994</td>
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<td>Naval Air Station Whidbey Island, Washington</td>
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<td>94-103</td>
<td>Air Force Reserve 301st Fighter Wing Covered Aircraft Washrack Project, Carswell Air Reserve</td>
<td>May 18, 1994</td>
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<td>Base, Texas</td>
<td></td>
</tr>
<tr>
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<td>and 1994</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Years 1992 and 1993</td>
<td></td>
</tr>
</tbody>
</table>
Appendix C. Background of Defense Base Realignment and Closures and Scope of the Audit of FY 1996 Defense Base Realignment and Closure Military Construction Costs

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

BRAC Costs and Savings
(Billions of FY 1996 Dollars)

<table>
<thead>
<tr>
<th>BRAC Actions</th>
<th>Closure Costs</th>
<th>6-Year Net Savings</th>
<th>Recurring Annual Savings</th>
<th>Total Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Realignments</td>
<td>Closures</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1988</td>
<td>86</td>
<td>$.59</td>
<td>$.2.2</td>
<td>$.0.3</td>
</tr>
<tr>
<td></td>
<td>130</td>
<td>$.45</td>
<td>$.6.9</td>
<td>$.4</td>
</tr>
<tr>
<td>1991</td>
<td>34</td>
<td>$.48</td>
<td>$.4.0</td>
<td>$.2.4</td>
</tr>
<tr>
<td></td>
<td>113</td>
<td>$.33</td>
<td>$.3.8</td>
<td>$.4</td>
</tr>
<tr>
<td>Subtotal</td>
<td>250</td>
<td>152</td>
<td>13.1</td>
<td>3.1</td>
</tr>
<tr>
<td>1995</td>
<td>113</td>
<td>$.33</td>
<td>$.3.8</td>
<td>$.4</td>
</tr>
<tr>
<td>Total</td>
<td>363</td>
<td>185</td>
<td>$16.9</td>
<td>$7.1</td>
</tr>
</tbody>
</table>

Required Defense Reviews of BRAC Estimates. Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991, states that the Secretary of Defense shall ensure that the authorization amount that DoD requested for each MILCON project associated with BRAC actions does not exceed the original estimated cost provided to the Commission. Public Law 102-190 also states that the Inspector General, DoD, must evaluate significant increases in BRAC MILCON project costs over the estimated costs provided to the Commission and send a report to the congressional Defense committees.
Appendix C. Background of Defense Base Realignment and Closures and Scope of the Audit of FY 1996 Defense Base Realignment and Closure Military Construction Costs

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

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

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

The following criteria provide Air Force guidance for developing Defense BRAC MILCON project requirements and cost estimates.

- Air Force Instruction 32-1021, "Planning and Programming of Facility Construction Projects," May 12, 1994, prescribes methods for documenting and justifying project requirements and associated costs. The instruction requires a cost estimate to be prepared in conjunction with the DD Form 1391 in sufficient detail to permit cost validation. The instruction also requires installation commanders to determine whether inactive, excess, or only partially occupied Government facilities and installations are available to meet requirements. The host installation will provide the same assistance and other services to tenant and supported units as it normally provides for its own units. Commanders are required to certify that excess existing space cannot be used to satisfy requirements.

The instruction also requires that project cost estimates be based on completed requirements and management plan and parametric cost model estimate or 35-percent conventional design. DD Form 1391 must show that design will be completed in time to award the construction in the fiscal year for which funding is requested. Projects that have not achieved this status at the time of the budget estimate submission risk being deleted from the program.

- Air Force Instruction 32-1024, "Standard Facility Requirements," May 31, 1994, provides general guidance for developing standard facility requirements. All available space must be considered when establishing a space deficiency and when justifying programming action.


- In April 1993, the Deputy Assistant Secretary of the Air Force (Installations) and the chairperson of the Air Force Base Closure Executive Group issued instructions for preparing FY 1993 BRAC MILCON cost estimates. The instructions provided a standard approach that Air Force activities were to use to develop and support BRAC MILCON projects. If Air Force activities used the standard approach, projects would be valid and would 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.

• Air Force Instruction 32-6005, "Unaccompanied Housing Management and Operations," April 28, 1994, outlines rules for unaccompanied housing at Air Force installations. It explains adequacy standards and assignment of permanent party people to unaccompanied officers quarters, unaccompanied noncommissioned officers quarters, and unaccompanied enlisted quarters. The adequacy standards, outlined in Chapter 2, pertain to existing facilities only.

### Appendix E. Summary of Potential Benefits Resulting From Audit

<table>
<thead>
<tr>
<th>Recommendation Reference</th>
<th>Description of Benefit</th>
<th>Amount and Type of Benefit</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Economy and Efficiency. Suspends the FY 1996 BRAC MILCON budget for project ZHTV943204, &quot;NEACP [National Emergency Airborne Command Post] Complex,&quot; because cost estimates were not adequately validated and documented.</td>
<td>$8.5 million* of funds put to better use in the Air Force FY 1996 Base Closure Account.</td>
</tr>
<tr>
<td>2.</td>
<td>Management Controls. Reevaluates the use of existing facilities and the effects of environmental contamination.</td>
<td>Undeterminable.*</td>
</tr>
<tr>
<td>3.a.</td>
<td>Economy and Efficiency. Validates and documents BRAC MILCON requirements relevant to NAOC realignment</td>
<td>Undeterminable.*</td>
</tr>
<tr>
<td>3.b.</td>
<td>Economy and Efficiency. Revises and resubmits DD Form 1391 with valid cost estimates based on validated requirements and established guidance.</td>
<td>Undeterminable.*</td>
</tr>
</tbody>
</table>

*Exact amount of benefits will depend on future budget decisions and budget requests.
Appendix F. Organizations Visited or Contacted

Office of the Secretary of Defense

Under Secretary of Defense (Comptroller), Washington, DC

Office of the Joint Staff

Deputy Director for National Military Command Systems (J-36), Washington, DC
National Airborne Operations Center Program Office, Offutt Air Force Base, NE

Department of the Army

U.S. Army Corps of Engineers Louisville District, KY

Department of the Air Force

Air Combat Command, Langley Air Force Base, VA
55th Wing, Offutt Air Force Base, NE
Air Force Materiel Command, Wright-Patterson Air Force Base, OH
   Aeronautical Systems Center, Wright-Patterson Air Force Base, OH
   88th Air Base Wing, Wright-Patterson Air Force Base, OH
Assistant Secretary of the Air Force (Financial Management and Comptroller), Washington, DC
Assistant Secretary of the Air Force (Manpower, Reserve Affairs, Installations, and Environment), Washington, DC
Office of the Deputy Chief of Staff (Plans and Operations), Washington, DC
Headquarters, Air Force Reserve, Robins Air Force Base, GA
Grissom Air Reserve Base, IN
Appendix G. Report Distribution

Office of the Secretary of Defense

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

Office of the Joint Staff

Director, Joint Staff (J-36)

Department of the Army

Auditor General, Department of the Army
  U.S. Army Corps of Engineers Louisville District

Department of the Navy

Assistant Secretary of the Navy (Financial Management and Comptroller)
  Auditor General, Department of the Navy

Department of the Air Force

Commander, Air Combat Command
  Commander, 55th Wing
Commander, Air Force Materiel Command
  Commander, Aeronautical Systems Center
  Commander, 88th Air Base Wing
Assistant Secretary of the Air Force (Financial Management and Comptroller)
Assistant Secretary of the Air Force (Manpower, Reserve Affairs, Installations, and Environment)
  Deputy Assistant Secretary of the Air Force (Installations)
Deputy Chief of Staff (Plans and Operations)
  Auditor General, Department of the Air Force
Appendix G. Report Distribution

Other Defense Organizations

Director, Defense Contract Audit Agency
Director, Defense Logistics Agency
Director, National Security Agency
  Inspector General, National Security Agency

Non-Defense Federal Organizations and Individuals

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

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

  Senate Committee on Appropriations
  Senate Subcommittee on Defense, Committee on Appropriations
  Senate Committee on Armed Services
  Senate Committee on Governmental Affairs
  House Committee on Appropriations
  House Subcommittee on National Security, Committee on Appropriations
  House Committee on Government Reform and Oversight
  House Subcommittee on National Security, International Affairs, and Criminal Justice, Committee on Government Reform and Oversight
  House Committee on National Security

Honorable Dan Coats, U.S. Senate
Honorable Mike Dewine, U.S. Senate
Honorable Richard G. Lugar, U.S. Senate
Honorable Stephen Buyer, U.S. House of Representatives
Honorable Tony P. Hall, U.S. House of Representatives
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Part III - Management Comments
MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING, DOD IG

SUBJECT: Audit Report on Defense Base Realignment and Closure Budget Data for the Realignment of the National Airborne Operations Center Forward Operating Base from Grissom Air Force Base, Indiana, to Wright-Patterson Air Force Base, Ohio (Project No. 5CG-5817.25)

This responds to your May 15, 1995, memorandum requesting our comments on the subject report.

The audit recommends that the USD(Comptroller) suspend funding of $8.5 million for Military Construction project, 19F943204 associated with the realignment of the National Airborne Operations Center Forward Operating Base from Grissom Air Force, Indiana.

The funding for the project at issue is included in the FY 1996 BMAC budget request. We generally agree with the audit and recommendations; however, since the Air Force has yet to comment formally on the audit and the amount of the savings has not been resolved, it is premature to take action at this time. However, if the issue is not resolved by the start of the fiscal year, we will place funds associated with the project on administrative withhold. Further, any savings resulting from the audit will be reprogrammed to other BMAC requirements as appropriate.

B. K. Passeur
Director for Construction
Department of the Air Force Comments

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

FROM: HQ USAF/CT
1670 Air Force Pentagon
Washington DC 20320-1670

SUBJECT: Draft Audit Report, Defense Base Realignment and Closure Budget Data for the
Realignment for the National Airborne Operations Center Forward Operating Base
from Ghent Army Air Force Base, Indiana, to Wright-Patterson Air Force Base, Ohio
(Project No 5CG-8017.25)

1. This is in reply to your Memorandum to the Assistant Secretary of the Air Force (Financial
Management and Comptroller) requesting Air Force comments on the draft report.

2. The first DOD(EO) recommendation is to suspend the $2.5 million of funding requested for
project ZHTV9462304, Base Closure - NBACP (National Emergency Airborne Command Post)
complex for the realignment of National Airborne Operations Center Forward Operating Base to
Wright-Patterson Air Force Base until the Air Force submits a revised DD Form 1891 based on
documented and validated requirements.

AIR FORCE COMMENTS: Concur. No funding will occur on this NBAC MILCON project
until the Joint Brief (J-36) releases the project and provides actual requirements for review.
Estimated completion date is 5 Jul 95.

3. The second DOD(EO) recommendation is to fully consider existing facilities at Wright-
Patterson AFB that are suitable and sites that are not contaminated.

AIR FORCE COMMENTS: Concur. A HQ AFMC/AO/254 joint site survey will be scheduled
for the second week of Jul 95 or earlier.

4. The third DOD (EO) recommendation is to validate and document the Base Realignment and
Closure Military Construction requirements relevant to the realignment of the National Airborne
Operations Center Mission to Wright-Patterson Air Force Base. Review and renumber DD Form
1891 based on the validated requirements.
AIR FORCE COMMENTS: Ceasar. The revised documents will be prepared the third week of July 95.

5. Our Point of Contact for this report is Mr. Lester R. Schoener, HQ USAWCBC, DSN 227-6559

[Signature]

Maj. Gen. BLUMER, Jr.
Major General, USAF
Special Assistant to the Chief of Staff
for Reorganization and Transition
Audit Team Members

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

Paul J. Granetto
Joseph P. Doyle
Charles M. Hanahaw
Jeffery L. Lynch
Joseph E. Wolski
Robin A. Hysmith
INTERNET DOCUMENT INFORMATION FORM

A. Report Title: Defense Base Realignment and Closure Budget Dat for the Realignment of the National Airborne Operations Center Forward Operating Base From Grissom Air Force Base, Indiana, To Wright Patterson Air Force Base, Ohio

B. DATE Report Downloaded From the Internet: 01/09/99

C. Report’s Point of Contact: (Name, Organization, Address, Office Symbol, & Ph #): OAIG-AUD (ATTN: AFTS Audit Suggestions) Inspector General, Department of Defense 400 Army Navy Drive (Room 801) Arlington, VA 22202-2884

D. Currently Applicable Classification Level: Unclassified

E. Distribution Statement A: Approved for Public Release

F. The foregoing information was compiled and provided by: DTIC-OCA, Initials: _VM_ Preparation Date 01/09/99

The foregoing information should exactly correspond to the Title, Report Number, and the Date on the accompanying report document. If there are mismatches, or other questions, contact the above OCA Representative for resolution.