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Acronyms

BRAC Base Realignment and Closure
MILCON Military Construction
MEMORANDUM FOR ASSISTANT SECRETARY OF THE NAVY (FINANCIAL MANAGEMENT AND COMPTROLLER)

SUBJECT: Audit of 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 (Project No. 6CG-5001.38)

Introduction

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

This report is one in a series about FY 1997 BRAC military construction (MILCON) costs. The report provides the results of the audit of an FY 1996 project submitted too late to be included in previous audit coverage. The project, valued at $18.3 million, is for the realignment of the Office of the Judge Advocate General and the Naval Facilities Engineering Command from leased office space in Alexandria, Virginia, to Government-owned office space in the Washington Navy Yard.

Audit Results

Audit Objectives

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

Scope and Methodology

Scope of This Audit. We examined the FY 1996 BRAC MILCON budget request, economic analysis, and supporting documentation for space requirements for the project regarding the transfer of the Office of the Judge Advocate General and the Naval Facilities Engineering Command from leased space to space in the Washington Navy Yard. We did not use computer-processed data or statistical sampling procedures to conduct this audit. See Enclosure 1 for additional information on the overall scope of the audit of BRAC MILCON costs.

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

Prior Audits and Other Reviews

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

Audit Background

DoD Financial Management Regulation, DoD 7000.14-R, volume 2B, "Department of Defense Financial Management Regulation (Budget Presentation and Formulation)," requires each military construction project to be supported by a DD Form 1391. Projects costing more than $2 million also require an economic analysis. The DD Form 1391 is supposed to provide justification for the project and data, such as a description of the proposed construction and its estimated cost. The Navy uses the Naval Facilities Engineering Command Instruction 11010.44E, "Shore Facilities Planning Manual: A System for the Planning of Shore Facilities," October 1990, for guidance on preparing the DD Form 1391.
To control the costs of military construction and to ensure that the quantity and quality of space are distributed equitably, the Secretary of the Navy issued Secretary of the Navy Instruction 5910.7A, "Space and Facilities Management Procedures, National Capital Region," April 22, 1993. The instruction provides procedures for determining space requirements based on grades, ranks, and positions of staff and is applicable to all Navy and Marine Corps organizational entities in the National Capital Region.

Discussion

Project P-002T, estimated to cost $18.3 million, is for the conversion of an existing Government-owned industrial building located at the Washington Navy Yard, Washington, D.C. The building has four levels and a size of 156,000 gross square feet.

Adequacy of Project Requirement Documentation. Project estimates were adequately supported. Supporting documentation included original and current cost data, the architect and engineering report, and the identification of personnel that will be relocated.

Consideration of Existing Facilities. The 1993 Commission on Defense Base Closure and Realignment recommendations directed that specific Navy organizations relocate from their current leased space to Government-owned space within the National Capital Region. Because the Navy Yard space satisfies that recommendation, an economic analysis was not performed and was not necessary.
Management Comments

We provided a draft of this report to you on May 8, 1996. Because this report contains no findings or recommendations, no comments were required, and none were received. Therefore, we are publishing this report in final form.

We appreciate the courtesies extended to the audit staff. For additional information on this report, please contact Ms. Kimberley A. Caprio, Audit Program Director, at (703) 604-9248 (DSN 664-9248) or Mr. Kent E. Shaw, Audit Project Manager, at (703) 604-9228 (DSN 664-9228). Enclosure 4 lists the report distribution. The audit team members are listed inside the back cover.

Robert J. Lieberman
Assistant Inspector General
for Auditing

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

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

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

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

Limitation and Expansion to Overall Audit Scope. Because the Cost of Base Realignment Actions computer model develops cost estimates as a BRAC package and not for individual BRAC MILCON projects, we were unable to determine the amount of cost increases for each individual BRAC MILCON
Background of Defense Base Realignment and Closure and Scope of the Audit of FY 1997 Defense Base Realignment and Closure Military Construction Costs

project. Additionally, because of prior audit efforts that determined potential problems with all BRAC MILCON projects, our audit objectives included all large BRAC MILCON projects.

Overall Audit Selection Process. We reviewed the FY 1997 BRAC MILCON $820.8 million budget submitted by the Military Departments and the Defense Logistics Agency. We excluded projects that were previously reviewed by DoD audit organizations. We grouped the remaining BRAC MILCON projects by location and selected groups of projects that totaled at least $1 million for each group. We also reviewed those FY 1996 BRAC MILCON projects that were not included in the previous FY 1996 budget submission, but were added as part of the FY 1997 BRAC MILCON budget package.
Summary of Prior Audits and Other Reviews

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

Inspector General, DoD

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<tr>
<td>96-165</td>
<td>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</td>
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<td>96-144</td>
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### Summary of Prior Audits and Other Reviews

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<td>96-128</td>
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## Summary of Prior Audits and Other Reviews

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<td>Defense Base Realignment and Closure Budget Data for the Construction of a Multiple Purpose Facility at Fort McCoy, Wisconsin</td>
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<td>96-118</td>
<td>Defense Base Realignment and Closure Budget Data for the Medical and Dental Clinic Expansion Project at Naval Weapons Station Charleston, South Carolina</td>
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<td>96-116</td>
<td>Defense Base Realignment and Closure Budget Data for the Relocation of Deployable Medical Systems to Hill Air Force Base, Ogden, Utah</td>
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<td>96-112</td>
<td>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</td>
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<td>96-101</td>
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<td>April 26, 1996</td>
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## Summary of Prior Audits and Other Reviews

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Organizations Visited or Contacted

Office of the Secretary of Defense
Under Secretary of Defense (Comptroller), Washington, DC

Department of the Navy
Chief of Naval Operations, Washington, DC
Naval Facilities Engineering Command, Alexandria, VA

Enclosure 3
Report Distribution

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Auditor General, Department of the Army

Department of the Navy

Assistant Secretary of the Navy (Financial Management and Comptroller)
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Department of the Air Force

Assistant Secretary of the Air Force (Financial Management and Comptroller)
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Director, Defense Logistics Agency
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- Senate Subcommittee on Defense, Committee on Appropriations
- Senate Subcommittee on Military Construction, Committee on Appropriations
- Senate Committee on Armed Services
- Senate Committee on Governmental Affairs
- House Committee on Appropriations
- House Subcommittee on Military Construction, Committee on Appropriations
- House Subcommittee on National Security, Committee on Appropriations
- House Committee on Government Reform and Oversight
- House Subcommittee on National Security, International Affairs, and Criminal Justice, Committee on Government Reform and Oversight
- House Committee on National Security
Audit Team Members

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

Paul J. Granetto
Kimberley A. Caprio
Kent E. Shaw
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Robert E. Beets
Tara Queen
INTERNET DOCUMENT INFORMATION FORM

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