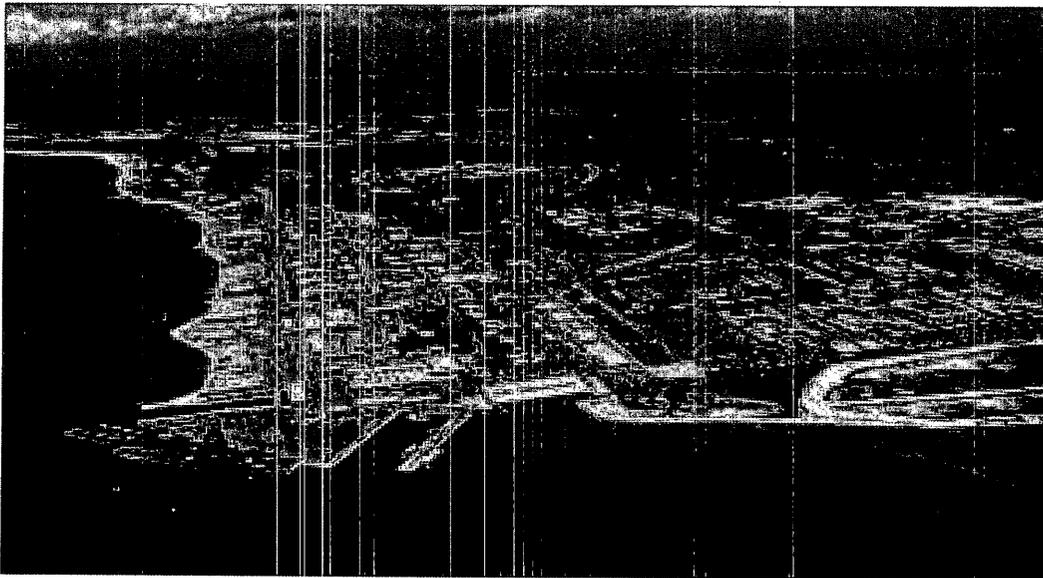


Pensacola: OTC & DFAS



**Presentation to the BRAC[®]
Commission**

Congressman Jeff Miller

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History of Pensacola and Officer Training Command

Since the early days of flight prior World War I, Pensacola has been the Cradle of Naval Aviation. Thousands of Naval Aviators fighting in the skies during World War II, Korea, Vietnam and both Gulf conflicts began their careers learning to be officers in the very buildings used today. During the 1970's, Aviation Officer Candidate battalions consisting of as many as 100 cadets filled the complex of buildings, which surround the Schools Command. Although not utilized for officer candidate training today, those same buildings serve the Navy still as office space for the NAS Pensacola commanding officer and staff, and other non-OTC administrative functions.

In October 1993, Secretary of the Navy Dalton signed a decision letter to execute the move of OCS from Newport to Pensacola making it the home for all Officer Candidate training. Part of the rationale provided by then-CNO ADM Frank Kelso, stated that the curriculum would be reduced from 16 to 14 weeks; it would produce a quality Naval Officer more efficiently; the quality of life favored Pensacola and it established a One Navy Concept (this decision letter is attached to the presentation).

In 1996, the Navy began to consolidate a reduced force structure at Fleet Concentration Areas in order to "homebase" sailors and minimize PCS moves. Along with this initiative, Pensacola was identified as a Training Concentration Area along with Great Lakes, MI and Charleston, SC. Conspicuously, Newport was not. ("Homebasing's fleet concentration areas listed," The Journal; 19 December 1996, http://www.dcmilitary.com/navy/journal/archives/archives/j_home1219.html)

Over the next eight years, CNET (now NETC) continued consolidation of officer accession programs to Pensacola by relocating the LDO/CWO and Direct Commission Officer programs to the base.

Today

OTC Pensacola trains approximately 1,900 officer accession candidates annually averaging 403 students in training in any given month. Training is centrally located to various training areas (including sites for water and land survival and follow-on aviation training) and devices (such as the wet trainer facility). Additionally, OTC is collocated with the Naval Air Technical Training Center (NATTC); a facility that has seen a 30% reduction in student loading since opening in 1997 and is within a mile of current OTC facilities. (NOTE: comparatively OTC Newport has an average of only 208 students, or half of Pensacola's throughput in a given month)

BRAC Data Analysis Summary

- The Office of the Secretary of Defense was correct in its desire to consolidate Officer Training Commands. However, its choice of Newport was dependent on a series of flawed assumptions that influenced scenario development and unnecessarily eliminated OTC Pensacola as a realignment site. Having closely looked at the OTC recommendations there are questions about both Navy scenarios and their data points. Therefore, after reviewing the following, the Navy should reconsider its decision to realign OTC commands to Newport and complete the consolidation to Pensacola that began over ten years ago.
- Officer Training Command, NAS Pensacola, includes: Navy Officer Candidate School, Limited Duty Officer Course, Chief Warrant Officer Course and the Direct Commissioning Program.
- Only Naval Station Newport and NAS Pensacola data was compared because the other facilities on the list have no effect on the outcome of the proposed OTC move. These two scenarios are marked as DON-0085 (Pensacola to Newport) and DON-0087 (Newport to Pensacola).
- It is interesting point that throughout discussions it is noted that scenario DON-0085 conflicted with scenario DON-0039, which would have closed NAVSTA Newport.
- There are four separate analysis: one specific military value analysis, a capacity analysis, one analysis of the actual scenarios which compared various OTC locations and one specifically focused on military value and COBRA data.
- It should be noted that some data is repeated in several sections of the data and scenario analysis.
- The DFAS analysis will focus on costs savings and the issues surrounding the three current DFAS sites selected under the DOD BRAC recommendations for DFAS consolidation.

Military Value Analysis

Military Value (based on a 100 point scale)

- Before analyzing the final military value document during the research into this it was found that in the minutes for N-RP-0190- Report of DAG deliberations of September 1, 2004, there is a military value chart which gives OTC Pensacola a 47.04 military value score compared with OTC Newport with a 41.57 score. This chart clearly shows that Pensacola has a commanding 5.47 lead in military value over Newport and there is no plausible explanation as to what changed in military value from September to April of 2005 when the final military value chart was released. In response to this the Navy answered that: "In the period between 1 September 2004 and 18 April 2005, the Military Value Scores (MILVAL scores) for OTC Newport and OTC Pensacola were continuously updated, as the data was refined. Therefore, the data set that was used to calculate the MILVAL scores was not based on the initial data call information, but on information that was updated throughout the BRAC process." (see attachments numbered 1, 2 and 3 at the end of this section)
- **Question:** Why is the final military value chart different from the September military value chart? What changed from the initial data call results between September 2004 and April of 2005 and why did it change? There is no justification for the change and if that military value score had been the final score then Pensacola would clearly have beaten Newport. There is no plausible justification for changing the initial data call military value numbers. It seems as though the military value scores were altered to represent a predetermined outcome.

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- The difference in overall DON Officer Accession Training Military Value Scoring, between NAS Pensacola (51.13) and NAVSTA Newport (53.35) or only 2.22 (see attachment number 2 at the end of this section). If you look at simply the first three conditions Pensacola beats Newport by a total of 48.39 to 34.65, respectively. In the second two conditions Pensacola scores 2.73 and Newport scores 18.70. I am disputing the accuracy of a number of points in each of the five sections. Broken down into the five sections in two tables below:

Table 1

	Training and Infrastructure (49.25)	Location (15)	Personnel Support (15.75)	Total (80)
Pensacola	32.33	8.14	7.92	48.39
Newport	23.86	3.82	6.97	34.65

Table 2

	Ability to Support Other Missions (10)	Environment and Encroachment (10)	Total (20)
Pensacola	.13	2.60	2.73
Newport	10	8.70	18.70

Question: Overall, which is more important to an officer training command: training infrastructure, location and personnel support or ability to support other missions and environment and encroachment? Considering the difference in military value scoring is only 2.22 points it must be worth examining the questions raised below in this presentation because that outcome could potentially increase the military value of Pensacola above and beyond the military value of Newport, which would make the case for bringing OTC down to Pensacola from Newport instead of Pensacola to Newport.

1. Training Infrastructure (49.25)

The initial justification under Military Value Analysis in the Department of the Navy: Analyses and Recommendations (Volume IV), for Officer Accession Training, page E-8 states: "The initial solution output from the configuration model provided four options, two of which were constrained due to the lack of excess capacity at Naval Air Station Pensacola, FL....The sensitivity analysis demonstrated that increasing the requirement did not significantly affect the possible options. In addition, the analysis was able to portray that capacity limitations could be offset by buildable acres is scenario configurations so dictated...." (see attachment number 4 at the end of this section) As earlier noted, the configuration analysis did not consider the available facilities located around OTC Pensacola that would more than compensate for any perceived lack of excess capacity. However, specifically to the military value of the training facilities, Pensacola far exceeded Newport.

- E&T-4: Capacity of messing facilities. Pensacola scored a 7.30 (the maximum possible score) while Newport scored a .41.
- E&T-5: Capacity of billeting facilities. Pensacola scored a 1.00 while Newport scored a 2.67
- E&T-6: Amount of buildable acres. Pensacola scored a 4.25 (the maximum possible score) while Newport scored a .67.
- Total scores for the capacity questions:
Pensacola: 12.55 Newport: 3.75
- **Question:** Based on the Navy's own data, as shown above, the original justification stating that NAS Pensacola was "constrained due to the lack of excess capacity" is not correct. Therefore, the Navy's initial decision to remove NAS Pensacola from the running for OTC consolidation is not correct.

2. Location (15)

- E&T-11: The Navy asks: "Number of training days annually lost/impaired due to weather." According to the Navy data Newport scores a 1.76 and Pensacola scores a 1.66. According to the 2004 World Almanac, the average temperature for Providence, Rhode Island was 51.25 degrees with three months having an average temperature of 34 or

below, and 8 months with a temperature of 60 or below. Rhode Island has an average of 117 days with a minimum temperature below freezing. Rhode Island has an average of Yearly snowfall of 35.9 inches. Pensacola has an average of 16 days a year when the temperature is below freezing and an average 0.2 inches of snow annually. The average temperature year round is 67.7 degrees.¹

- **Question:** The Navy says that NAVSTA Newport only lost one day of training in 2003 to weather. However, Newport had three days with delayed opening and two days when the base was completely closed due to snow and blizzards. They did not answer the question how many training days have been lost since OTC first moved to Pensacola in 1993-1994. The Navy should supply information comparing lost training days due to weather at NAS Pensacola vs. NAVSTA Newport from 1993-present day. If possible, that information should be found for the past 20 years. This should prove that Pensacola has lost fewer days of training over a longer time period and should also increase the military value score of Pensacola compared with Newport.

3. Personnel Support (15.57)

- PS-2a-c and PS-3a-d are all questions relating to housing.
 - PS-2a asks: "What was the average wait time (in months) for family housing, including Public Private Venture (PPV) units, at your installation as of 30 September 2003?" PS-2b asks: "What is the total number of adequate Bachelor Quarters (combined officer and enlisted; both current and budgeted) at your installation divided by the total military population as of 30 Sept. 2003?" PS-2c asks: What was the total number of non availabilities issued over the past five years (1999-2003) divided by the total number of transient rooms as of 30 Sept. 2003 at your installation?" Newport scores a 1.71 and Pensacola scores a .85.
 - **Question:** According to the COBRA data there are currently no officer housing units and no enlisted housing units available at NAVSTA Newport. There are 29 officer housing units and 101 enlisted housing units available at NAS Pensacola. How is it possible that Newport scores higher than Pensacola on these questions if there are available housing units at Pensacola and none at Newport?
-
- PS-3a-d: Relative value of community housing availability, affordability and proximity. PS-3a asks: "What is the community rental vacancy rate?" According to Navy data there are a total of 6,654 vacant rental units for NAS Pensacola and a total of 5,693 vacant units for NAVSTA Newport.
 - PS-3b asks: "What is the BAH (O-3 with dependents) for the locality as of 1 Jan 2004?" The officer BAH for NAS Pensacola is \$946 and the BAH for NAVSTA Newport is \$1,952. It should also be noted that the median house value in Pensacola is \$91,500 and in Newport it is \$154,081.

¹ Source: <http://www.climate-zone.com/climate/united-states/rhode-island/providence/>

- PS-3c was deleted by DAG.
- **Question:** Based on Navy data it is not possible that NAVSTA Newport scores higher than NAS Pensacola. Put simply, based on Navy data: it's cheaper to live in Pensacola, there are more houses available for rent and, as the 1993 action memorandum noted, "quality of life factors favor consolidation to Pensacola." (see Original Orders in table of contents) The BRAC Commission should look very closely at this series of data points compared with Navy data on NAVSTA Newport and NAS Pensacola. Pensacola should score higher than 1.20 and certainly should score higher than NAVSTA Newport with 2.20.

- PS-6a asks: "What were the annual unemployment rates for the 5-year period of 1999-2003?" Based on Navy data extracted from OSD BRAC database as of April 20, 2005, the unemployment rate for Pensacola was lower than that of Newport for three out of five years (see below and attachment number 5 at the end of this section).
- **Question:** Based on Navy data Pensacola had a much lower average unemployment rate over the five year period from 1999-2003 than Newport and the national average. Newport had a higher rate of unemployment than the national average over the same time period, despite having a 245.8 percent job growth for 2001. Therefore, based on Navy data, it is not possible that Pensacola and Newport could have the same score on this military value question. This clearly needs to be rescored with a higher military value score awarded to Pensacola.

Unemployment rate percent	1999	2000	2001	2002	2003	Average 1999-2003
Pensacola (basis MSA)	3.6	3.9	4.8	4.5	4.1	4.18
Newport (basis 3 counties)	4.4	3.8	4.6	5.8	6.5	5.02
National	4.2	4.0	4.7	5.8	6.0	4.94

(see attachments numbered 5 and 6 at the end of this section)

- PS-6b asks: "What was the annual covered employment (job growth) for the periods 1998-2003 as a percentage?" While Newport scores better overall for that time period 2000 Newport had a negative job growth of -71 percent. In 2001 Newport had a positive job growth of 245.8 percent. These figures do not represent normal annual job growth and therefore should be discounted. Taken as a whole, without the wild fluctuations of two extreme years, you cannot get a fair representation of positive job growth for Newport whereas Pensacola has, on average, a positive job growth of .26 percent from 1999-2003. It is also worth noting that even in 2001 with 245.8 percent positive job growth the unemployment rate was still 4.6 percent and the next year in 2002 was still 5.8 percent. (see attachment number 6 at the end of this section)

4. Ability to Support Other Missions (10)

- E&T -12a-b: The Navy has drawn a distinction between training and professional military education (PME). In the initial justification under Scenario Development and Analysis in the Department of the Navy: Analyses and Recommendations (Volume IV), for Professional Military Education, page E-11 states: "Since configuration analysis indicated that there were no options capable of producing cost savings or training efficiencies for the Department of the Navy specific Professional Military Education function, the Infrastructure Evaluation Group determined that neither consolidation nor relocation of Department of the Navy specific Professional Military Education functions could be supported. Therefore, no scenarios affecting Department of the Navy specific Professional Military Education were developed." (see attachment number 7 at the end of this section)
- Questions E&T-12a-b specifically ask: "How many square feet of classroom facilities dedicated to DON-specific PME...are also used for other training functions" and "How many days per year are your DON-specific PME...used in direct support of a joint military, foreign military or other federal, state or local agency sponsored missions?" These two points were jointly considered in the Navy data call and as such Newport scored the maximum 5.00 points and OTC Pensacola scored only .13.
- **Question:** According to the Navy, PME scenarios were not developed and PME was not supposed to be factored into a military value analysis scenario. Why, in that case was PME the lead part of two questions: E&T 12a-b, where Newport, with more PME facilities, scored a 5.00 and Pensacola scored .13? If this was not supposed to be factored in to any scenario then it has no bearing on whether OTC goes to Newport or remains in Pensacola. Therefore, this data call point is incorrect and should be revised based on the Navy's own justification.

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- E&T-13: The next data point asked "How many days per year do Reserve or Guard units use your Department of Navy-specific PME, recruit and/or officer accession training facilities for drill periods?" Again, Newport scores a 5.00 and Pensacola scores a 0. The two week long Direct Commissioning Program, part of Officer Accession Training, counts as the Annual Training (AT) Reserve drill for those reservists who go through the program. They have on average 15 two week classes a year averaging 30 people a class, which equals 450 Navy Reservists every year and is actually more than that. The total number of days that DON-specific Pensacola OTC officer accession training facilities used by Reservists is 210 per year or more than half the days of the year.
 - **Question:** There is no way that the number for Pensacola OTC should be zero based on the above information. In addition, Navy-specific PME data should not be factored in based on the fact that PME was not supposed to be jointly considered with OTC facilities.

5. Environment and Encroachment (10)

- ENV-7a: The Navy also claims that Newport scores a 3.50 and Pensacola scores a 0 in the question: "Do current Endangered Species/Marine Mammal Protection Act restrictions affect shore or in-water operations or testing/training activities conducted at

the installation or at a range that the installation manages?" NAS Pensacola has won the Natural Resources Conservation Award (Small Installation) from 1999-2001 and from 2001-2003 as a result of their Integrated Natural Resources Management Plan. According to NAVSTA Newport, they do not have such a plan or have never received such awards at least their website does not advertise them. (see attachment numbers 8 and 9 at the end of this section).

- **Question:** The request for this information was sent to the Navy and so far no response has been received. Based on the above information NAS Pensacola should not have scored a zero:

NAS Pensacola website detailing environmental awards:
<http://www.naspensacola.navy.mil/environment.htm>

DOD website for Environmental Awards:
<https://www.denix.osd.mil/denix/Public/Library/Awards/awards.html>

NAVSTA Newport website with no advertised environmental awards:
<http://www.nsnpt.navy.mil/visinfo.htm>

- In addition, the following information detailing the McAllister Point Landfill site at NAVSTA Newport should be looked at. It details the pollution associated with 34,000 cubic yards of material that would have to be dredged:
<http://www.epa.gov/superfund/sites/rods/fulltext/r0100155.pdf#search='Rhode%20Island%20environmental%20concerns,%20Naval%20Station%20Newport>
- The following information details the assignment of Superfund status to NAVSTA Newport at of November 21, 1989: <http://www.nsnpt.navy.mil/Code40/40E/Rab/irp.htm>

Military Value Attachments

DON OFFICER ACCESSION TRAINING MILITARY VALUE SCORING

#1

	MCB Quantico VA	OTC Newport RI	OTC Pensacola FL	USNA Annapolis MD
Training Infrastructure (49.25)				
E&T-1	3.23	1.57	2.37	5.25
E&T-2	5.31	3.03	4.34	5.35
E&T-4	4.15	0.41	7.30	3.41
E&T-5	3.88	2.06	1.00	8.34
E&T-6	0.00	0.00	0.00	0.00
E&T-7a-c	1.11	4.33	3.54	9.38
E&T-8	9.38	0.00	9.38	9.38
Training Infrastructure TOTAL	27.05	11.39	27.92	41.11
Location (15)				
E&T-9	0.23	0.68	3.73	0.00
E&T-10a-b	2.83	0.00	2.87	0.06
E&T-11	0.00	1.76	1.66	0.83
Location TOTAL	3.05	2.44	8.26	0.89
Personnel Support (11)				
PS-1	1.88	1.88	1.88	1.88
PS-2a-c	3.26	1.71	0.85	4.28
PS-3a-d	2.15	2.02	1.20	1.70
PS-4a-c	0.36	0.30	0.29	0.00
PS-5a-d	0.15	0.29	0.22	0.13
PS-6a-b	0.10	0.01	0.00	0.08
PS-7	1.34	1.34	1.34	1.34
PS-8a-b	1.15	0.43	0.70	0.00
PS-9	1.13	0.85	1.13	1.03
PS-10	0.00	0.01	0.06	0.00
PS-11	0.06	0.05	0.00	0.05
PS-12	0.03	0.10	0.55	0.00
PS-13	0.01	0.06	0.00	0.07
Personnel Support TOTAL	11.61	9.03	8.21	10.57
Ability to Support Other Missions (10)				
E&T-12a-b	0.14	5.00	0.04	0.45
E&T-13	0.00	5.00	0.00	0.32
Ability to Support Other Missions TOTAL	0.14	10.00	0.04	0.77
Environment and Encroachment (10)				
ENV-2a-c	0.00	5.20	2.60	6.50
ENV-7a	3.50	3.50	0.00	3.50
Environment and Encroachment TOTAL	3.50	8.70	2.60	10.00

**TOTAL MILITARY VALUE
(100.00)**

45.36

41.57

47.04

63.34

MCB Quantico VA

OTC Newport RI

OTC Pensacola FL

USNA Annapolis MD

DON OFFICER ACCESSION TRAINING MILITARY VALUE SCORING

#2

	MCB Quantico VA	NAVSTA Newport RI	NAS Pensacola FL	USNA Annapolis MD
Training Infrastructure (100)				
E&T-1	3.23	1.91	2.37	5.25
E&T-2	5.91	3.42	4.34	5.35
E&T-4	4.15	0.41	7.30	3.41
E&T-5	3.88	2.67	1.00	8.34
E&T-6	4.25	0.67	4.25	0.00
E&T-7a-c	3.93	5.40	3.70	9.38
E&T-8	9.38	9.38	9.38	9.38
Training Infrastructure TOTAL	34.13	28.65	32.33	41.11
Location (15)				
E&T-9	0.00	0.42	3.62	1.19
E&T-10a-b	2.81	1.59	2.86	0.03
E&T-11	0.00	1.76	1.66	0.83
Location TOTAL	2.81	3.82	8.14	2.06
Personnel Support (130)				
PS-1	1.88	0.00	1.88	1.88
PS-2a-c	3.26	1.71	0.85	4.28
PS-3a-d	2.15	2.02	1.20	2.04
PS-4a-c	0.34	0.29	0.24	0.33
PS-5a-d	0.04	0.16	0.15	0.33
PS-6a-b	0.10	0.01	0.01	0.08
PS-7	1.34	1.34	1.34	1.34
PS-8a-b	0.91	0.89	0.51	0.57
PS-9	1.13	0.88	1.13	1.03
PS-10	0.01	0.03	0.06	0.00
PS-11	0.06	0.05	0.00	0.06
PS-12	0.00	0.07	0.53	0.18
PS-13	0.03	0.08	0.03	0.00
Personnel Support TOTAL	11.25	6.97	7.92	12.12
Ability to Support Other Missions (10)				
E&T-12a-b	0.50	5.00	0.13	1.20
E&T-13	0.00	5.00	0.00	0.47
Ability to Support Other Missions TOTAL	0.50	10.00	0.13	1.67
Environment and Encroachment (10)				
ENV-2a-c	0.00	5.20	2.60	6.50
ENV-7a	3.50	3.50	0.00	3.50
Environment and Encroachment TOTAL	3.50	8.70	2.60	10.00

TOTAL MILITARY VALUE (100.00) 52.19 53.35 51.13 66.95

MCB Quantico VA NAVSTA Newport RI NAS Pensacola FL USNA Annapolis MD



DEPARTMENT OF THE NAVY
OFFICE OF THE SECRETARY
1000 NAVY PENTAGON
WASHINGTON DC 20350-1000

20 July 2005

The Honorable Jeff Miller
United States House of Representatives
Washington, DC 20515

Dear Congressman Miller:

This is in response to the recent inquiry from Mr. Charles Elliot of your staff to CDR Mark Hochberg, U.S. Navy, Office of Legislative Affairs, concerning the recommendation pertaining to Officer Training Command, Naval Air Station (NAS) Pensacola, FL.

We were asked: In the September 1, 2004 DAG minutes there is a military value sheet that has OTC Pensacola leading OTC Newport by nearly 6 points, but then the final military value data suddenly has OTC Newport ahead of OTC Pensacola by 2.22 points. OTC Newport jumped nearly 12 points in the space of a couple of months based on the same data call information. There is no explanation of this in the September 1, 2004 minutes and no subsequent reference to the military value, which had OTC Pensacola ahead. Could you please have someone explain to us why Newport suddenly jumped 12 points in military value?

In the period between 1 September 2004 and 18 April 2005, the Military Value Scores (MILVAL scores) for OTC Newport and OTC Pensacola were continuously updated, as the data was refined. OTC Newport went from 41.57 points to 53.35 points and OTC Pensacola went from 47.04 points to 51.13 points. In cooperation with field activities, the Infrastructure Analysis Team analyzed and corrected data for all activities in all functional groups to ensure accuracy and consistency. Therefore, the data set that was used to calculate the MILVAL scores was not based on the initial data call information, but on information that was updated throughout the BRAC process.

Four activities were evaluated under the Officer accessions function: OTC Newport, OTC Pensacola, U.S. Naval Academy and Marine Corps Base Quantico. In many cases, the scores were normalized and then weighted to give the assigned points for each question or functional area evaluated. Therefore, if the responses to one question changed for one command, the points for all of the commands are redistributed depending on the formula agreed to in the MILVAL scoring plan for that function.

I trust this information satisfactorily addresses your concerns. If we can be of further assistance, please let me know.

Sincerely,



Anne Rathmell Davis
Special Assistant to the Secretary of the Navy
for Base Realignment and Closure

The capacity parameters utilized in the configuration analysis were consistent with those applied in the capacity analysis, (e.g., academic classroom space, billeting, and messing availability). An additional parameter utilized was the available "buildable acres" present at a given installation. This parameter was critical for determination of expandability at a given installation in light of explored alternatives. Use of these parameters in the configuration analysis defined the acceptable configurations for consolidation or realignment of the current infrastructure.

The configuration analysis identified the best, second best, and third best solution sets. Sensitivity analysis was then conducted to illustrate the effect when requirements are increased by ten and 20 percent and decreased by ten percent, which allowed the decision makers to see the potential impacts of surge. Configuration analysis was conducted separately for each of the three Department of the Navy specific education and training functions: Recruit Training, Officer Accession Training, and Professional Military Education. The analysis highlighted different features and produced different potential configurations of activities and functions as solutions for each function. In some cases, decision makers were provided with solutions that indicated only one feasible option based on the capacity and military value analysis. In other cases, more than one configuration was possible by examining the situation from different perspectives.

Recruit Training Activities

The initial solution output from the configuration model closed no Recruit Training activities, despite the presence of excess capacity for billeting and messing. There were no feasible second or third options. The sensitivity analysis demonstrated that increasing the requirement necessitated all sites to remain open. Only when requirements were decreased ten percent did the model suggest closure of one of the two Marine Corps Recruit Depots.

Officer Accession Training

The initial solution output from the configuration model provided four options, two of which were constrained due to the lack of excess capacity at Naval Air Station Pensacola, FL and the U.S. Naval Academy, Annapolis, MD. The sensitivity analysis demonstrated that increasing the requirement did not significantly affect the possible options. In addition, the analysis was able to portray that capacity limitations could be offset by buildable acres if scenario configurations so dictated. Marine Corps Officer Accession Training was not affected by variations in requirements or sensitivity analyses since all Marine Corps Officer Accession Training is already performed at a single site (Marine Corps Base Quantico, VA).

Professional Military Education

The initial solution output from the configuration model closed no Professional Military Education activities. Since Navy Professional Military Education is already single-sited, the only feasible options for Navy Professional Military Education were to consolidate it with either Navy Recruit Training or Navy Officer Accession Training at another location. Sensitivity analysis increasing or decreasing the requirement did not produce any effects for

NAS_PENSACOLA_FL, FL

Demographics

The following tables provide a short description of the area near the installation/activity. NAS_PENSACOLA_FL is 58 miles from Mobile, AL, the nearest city with a population of 100,000 or more. The nearest metropolitan statistical area (MSA) is

MSA	Population
Pensacola, FL MSA	412,153

The following entities comprise the military housing area (MHA):

County/City	Population
Escambia	294410
Santa Rosa	117743
Total	412,153

Child Care

This attribute captures the number of nationally accredited child-care centers within the local community: 13

Cost of Living

Cost of Living provides a relative measure of cost of living in the local community. General Schedule (GS) Locality pay provides a relative scale to compare local salaries with government salaries and Basic Allowance for Housing (BAH) is an indicator of the local rental market. In-state tuition is an indicator of the support provided by the state for active duty family members to participate in higher-level education opportunities. For median household income and house value, the basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

Median Household Income	(US Avg \$41,994)	\$36,975	Basis: MSA
Median House Value	(US Avg \$119,600)	\$91,500	
GS Locality Pay	("Rest of US" 10.9%)	10.9%	
O-3 with Dependents BAH Rate		\$ 946	
In-state Tuition for Family Member		Yes	
In-state Tuition Continues if Member PCSs Out of State		Yes	

Education

This attribute defines the population in local school districts and identifies capacity. The pupil/teacher ratio, graduation rate, and composite SAT I/ACT scores provide a relative quality indicator of education. This attribute also attempts to give communities credit for the potential intellectual capital they provide.

NOTE: "MFR"--means a Memorandum For Record is on file at the installation/activity/agency to document problems in obtaining the required information. Reasons for not being able to obtain information may be that the school district refused to provide the information or the school district does not use or track the information. For

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Each entry, the number of school districts for which data are available of the total number of school districts reported, and the number of MFRs is indicated.

		Basis
School District(s) Capacity	48,362	1 of 1 district
Students Enrolled	43,273	1 of 1 district
Average Pupil/Teacher Ratio	26.0:1	1 of 1 district
High School Students Enrolled	11,372	1 of 1 district
Average High School Graduation Rate (US Avg 67.3%)	79.0%	1 of 1 district
Average Composite SAT I Score (US Avg 1026)	1029	1 of 1 district
Average ACT Score (US Avg 20.8)	21	1 of 1 district
Available Graduate/PhD Programs	2	
Available Colleges and/or Universities	3	
Available Vocational and/or Technical Schools	2	

Employment

Unemployment and job growth rates provide an indicator of job availability in the local community. National rates from the Bureau of Labor Statistics are also provided. For each entry, the basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

The unemployment rates for the last five years:

	1999	2000	2001	2002	2003
Local Data	3.6%	3.9%	4.8%	4.5%	4.1%
National	4.2%	4.0%	4.7%	5.8%	6.0%
Basis:	MSA	MSA	MSA	MSA	MSA

The annual job growth rate for the last five-years:

	1999	2000	2001	2002	2003
Local Data	1.5%	-.5%	-1.2%	-.3%	1.8%
National	1.5%	2.4%	.03%	-.31%	.86%
Basis:	MSA	MSA	MSA	MSA	MSA

Housing

This attribute provides an indication of availability of housing, both sales and rental, in the local community. Note: According to the 2000 Census, Vacant Sale and Vacant Rental Units do not equal total Vacant Housing Units. Vacant housing units may also include units that are vacant but not on the market for sale or rent. For each entry, the basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

Total Vacant Housing Units	18,924	Basis: MSA
Vacant Sale Units	2,935	
Vacant Rental Units	6,654	

Medical Providers

This attribute provides an indicator of availability of medical care for military and DoD civilians in the local community. The table reflects the raw number of physicians/beds and ratio of physicians/beds to population. The basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

	# Physicians	# Beds	Population	
Local Community	901	1,634	412,153	Basis: MSA
Ratio	1:457	1:252		
National Ratio (2003)	1:421.2	1:373.7		

Safety/Crime

The local community's Uniform Crime Reports (UCR) Index for 2002 per 100,000 people and the national UCR based on information from the Federal Bureau of Investigation (FBI) for 2002 is provided. The basis of the data (either MSA or state) is indicated.

Local UCR	4,230.9	Basis: MSA
National UCR	4,118.8	

Transportation

Distance to an airport shows convenience and availability of airline transportation. Public transportation shows potential for members and DoD civilians to use it to commute to/from work under normal circumstances and for leisure.

Distance from NAS_PENSACOLA_FL to nearest commercial airport: 13.5 miles
Is NAS_PENSACOLA_FL served by regularly scheduled public transportation? Yes

Utilities

This attribute identifies a local community's water and sewer systems' ability to receive 1,000 additional people.

Does the local community's water system have the ability to meet an expanded need of an additional 1,000 people moving in the local community? Yes

Does the local community's sewer system have the ability to meet an expanded need of an additional 1,000 people moving in the local community? Yes

NAVSTA_NEWPORT_RI, RI

Demographics

The following tables provide a short description of the area near the installation/activity. NAVSTA_NEWPORT_RI is 32 miles from Providence, RI, the nearest city with a population of 100,000 or more. The nearest metropolitan statistical area (MSA) is

MSA	Population
Providence-Fall River-Warwick, RI-MA	1,188,613

The following entities comprise the military housing area (MHA):

County/City	Population
Bristol	534678
Bristol	50648
Newport	85433
Total	670,759

Child Care

This attribute captures the number of nationally accredited child-care centers within the local community: 3

Cost of Living

Cost of Living provides a relative measure of cost of living in the local community. General Schedule (GS) Locality pay provides a relative scale to compare local salaries with government salaries and Basic Allowance for Housing (BAH) is an indicator of the local rental market. In-state tuition is an indicator of the support provided by the state for active duty family members to participate in higher-level education opportunities. For median household income and house value, the basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

Median Household Income	(US Avg \$41,994)	\$44,928	Basis: 3 of 3 counties
Median House Value	(US Avg \$119,600)	\$154,081	
GS Locality Pay	("Rest of US" 10.9%)	17.0%	
O-3 with Dependents BAH Rate		\$1,952	
In-state Tuition for Family Member		Yes	
In-state Tuition Continues if Member PCSs Out of State		No	

Education

This attribute defines the population in local school districts and identifies capacity. The pupil/teacher ratio, graduation rate, and composite SAT I/ACT scores provide a relative quality indicator of education. This attribute also attempts to give communities credit for the potential intellectual capital they provide.

NOTE: "MFR"--means a Memorandum For Record is on file at the installation/activity/agency to document problems in obtaining the required information. Reasons for not being able to obtain information may be that the

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School district refused to provide the information or the school district does not use or track the information. For each entry, the number of school districts for which data are available of the total number of school districts reported, and the number of MFRs is indicated.

		Basis
School District(s) Capacity	105,485	27 of 27 districts
Students Enrolled	99,263	27 of 27 districts
Average Pupil/Teacher Ratio	16.8:1	27 of 27 districts
High School Students Enrolled	29,721	21 of 27 districts
Average High School Graduation Rate (US Avg 67.3%)	89.4%	21 of 27 districts
Average Composite SAT I Score (US Avg 1026)	1013	21 of 27 districts
Average ACT Score (US Avg 20.8)		0 of 27 districts, 6 MFRs
Available Graduate/PhD Programs	5	
Available Colleges and/or Universities	6	
Available Vocational and/or Technical Schools	3	

Employment

Unemployment and job growth rates provide an indicator of job availability in the local community. National rates from the Bureau of Labor Statistics are also provided. For each entry, the basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

The unemployment rates for the last five years:

	1999	2000	2001	2002	2003
Local Data	4.4%	3.8%	4.6%	5.8%	6.5%
National	4.2%	4.0%	4.7%	5.8%	6.0%
Basis:	3 of 3 counties				

The annual job growth rate for the last five-years:

	1999	2000	2001	2002	2003
Local Data	1.5%	-71.0%	245.8%	.8%	.6%
National	1.5%	2.4%	.03%	-.31%	.86%
Basis:	3 of 3 counties				

Housing

This attribute provides an indication of availability of housing, both sales and rental, in the local community. Note: According to the 2000 Census, Vacant Sale and Vacant Rental Units do not equal total Vacant Housing Units. Vacant housing units may also include units that are vacant but not on the market for sale or rent. For each entry, the basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

Total Vacant Housing Units	16,688	Basis:
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Vacant Sale Units	1,851	3 of 3 counties
Vacant Rental Units	5,693	

Medical Providers

This attribute provides an indicator of availability of medical care for military and DoD civilians in the local community. The table reflects the raw number of physicians/beds and ratio of physicians/beds to population. The basis of the data (either MSA or number of counties in the MHA or the county of the installation) is indicated.

	# Physicians	# Beds	Population	
Local Community	1,057	1,312	1,154,789	Basis: 3 of 3 counties
Ratio	1:1,093	1:880		
National Ratio (2003)	1:421.2	1:373.7		

Safety/Crime

The local community's Uniform Crime Reports (UCR) Index for 2002 per 100,000 people and the national UCR based on information from the Federal Bureau of Investigation (FBI) for 2002 is provided. The basis of the data (either MSA or state) is indicated.

Local UCR	3,589.1	Basis: state
National UCR	4,118.8	

Transportation

Distance to an airport shows convenience and availability of airline transportation. Public transportation shows potential for members and DoD civilians to use it to commute to/from work under normal circumstances and for leisure.

Distance from NAVSTA_NEWPORT_RI to nearest commercial airport: 27.0 miles
Is NAVSTA_NEWPORT_RI served by regularly scheduled public transportation? Yes

Utilities

This attribute identifies a local community's water and sewer systems' ability to receive 1,000 additional people.

Does the local community's water system have the ability to meet an expanded need of an additional 1,000 people moving in the local community? Yes

Does the local community's sewer system have the ability to meet an expanded need of an additional 1,000 people moving in the local community? Yes

than consolidation at Naval Station Great Lakes, but could be implemented at minimal cost and achieve net savings in two years. Accordingly, the Infrastructure Evaluation Group determined it would recommend consolidation of the Officer Training Commands at Naval Station Newport.

Professional Military Education

Since configuration analysis indicated that there were no options capable of producing cost savings or training efficiencies for the Department of the Navy specific Professional Military Education function, the Infrastructure Evaluation Group determined that neither consolidation nor relocation of Department of the Navy specific Professional Military Education functions could be supported. Therefore, no scenarios affecting Department of the Navy specific Professional Military Education were developed.

Conclusion

Analysis of the limited number of Department of the Navy specific Education and Training activities demonstrated that the current configuration allows for operational and educational flexibility. Since capacity requirements were determined using historical monthly peaks, resulting in built-in surge capacity across the non-peak months, there was no need to factor in a separate surge capacity. While excess capacity exists, it is either located in support facilities (billeting and messing) or consists of classroom space at multi functional bases that does not lend itself to closure.

Recruit Training

Although Department of the Navy Recruit Training activities generally showed excess capacity for billeting and messing facilities, either mission requirements or excessive infrastructure costs to replicate facilities did not permit further consolidations within the Department of the Navy Recruit Training community.

Officer Accession Training

Marine Corps Officer Accession Training is already single sited at Marine Corps Base Quantico and thus no further consolidation is possible. Based on the analysis of the various Navy Officer Accession Training scenarios involving Naval Academy Preparatory School and the Officer Training Commands, the Infrastructure Evaluation Group determined that consolidation of the Officer Training Commands at Naval Station Newport presented the most cost-effective solution to achieve efficiencies. The consolidation of the Officer Training Commands at Newport enables a reduction in excess capacity at Department of the Navy Officer Accession Training sites, and reduction in the number of sites from four to three: Naval Station Newport, Naval Station Annapolis, and Marine Corps Base Quantico.

1999-2001 NATURAL RESOURCES CONSERVATION AWARD
(SMALL INSTALLATION)
NAVAL AIR STATION
PENSACOLA, FLORIDA

I. INTRODUCTION:

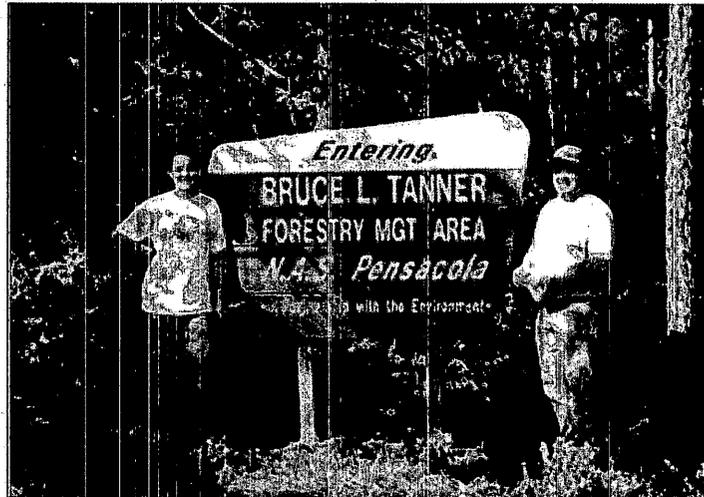
Naval Air Station Pensacola (NASP) is located in Escambia County in the panhandle of Northwest Florida. The installation occupies 8,423 acres of land -- 5,800 acres at the main installation (NASP), and 2,623 acres at other area locations, including Naval Technical Training Center (NTTC) Corry Station, Naval Education and Training Professional Development and Technology Center (NETPDTC) Saufley Field, and Navy Outlying Landing Field (NOLF) Bronson. Natural Resources (NR) work is also conducted by the NASP staff for NAS Whiting Field (NASWF), 45 miles northeast of NASP.

Land use.

Forest Management	4,800 acres*
Agriculture Leases	750 acres**
Wetlands	929 acres
Semi-improved	911 acres
Outdoor Recreation	350 acres
Miles of Shoreline	17 miles

* Includes 2,300 acres at NASWF managed by NASP NR

** NASWF, managed by NASP NR



Mission. Pensacola was discovered by Spanish explorers in 1559. In 1825, a Naval Yard was authorized and constructed in Pensacola to serve the Gulf Coast. The yard became the nation's first Naval Air Station in 1914, and became known as the "Cradle of Naval Aviation." The main mission of Naval Air Station Pensacola is to provide quality support for the operations of the Chief of Naval Education and Training, headquartered on station. In addition, the command supports over 100 Department of Defense (DOD) related tenant commands and customers, including Commander, Training Air Wing SIX, Naval Aviation Schools Command, Naval Aviation Technical Training Center, Naval Operational Medicine Institute, and Navy Public Works Center. Other support includes 27 non-defense related agencies located on Navy lands, including the National Park Service, U.S. Coast Guard, Barrancas National Cemetery, and the National Museum of Naval Aviation. A combined workforce of over 19,000 military and civilians make up the population of the Pensacola region.

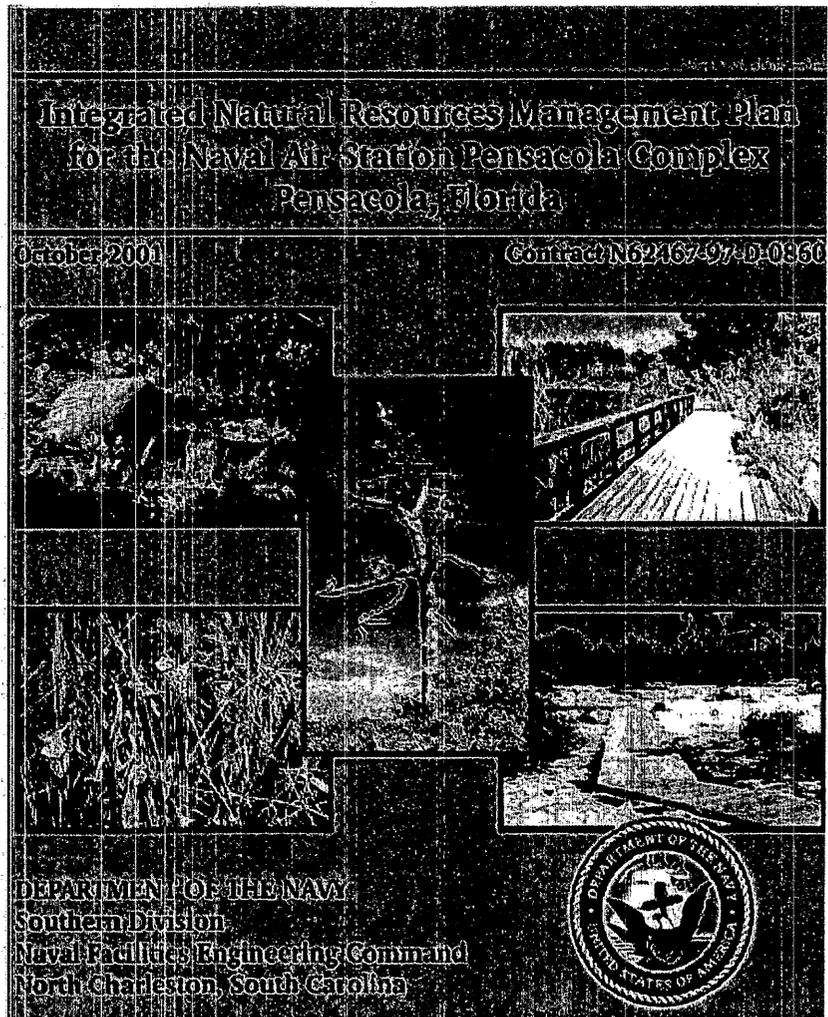
Environment. Natural resources onboard and surrounding NAS Pensacola are typical of the Florida panhandle - Southern Alabama ecosystem. Wetlands, forests, sandhills, rivers, streams, and sensitive ocean coastal zones create an environment abundant with animal, plant, and marine life. Located at the focal point of the regional ecosystem with 17 miles of shoreline, NAS Pensacola serves as a unique interface for air, water, and land resources. The protection of these environmental treasures is vital to the sustainability of NAS Pensacola, its military mission, and continued community support in achieving the public trust.

II. BACKGROUND

Management Plans. The NASP Integrated Natural Resources Management Plan (INRMP) was completed in FY 2001, and signed into action in compliance with the Sikes Act Improvement Act of 1997. This was a major accomplishment for the newly formed Pensacola Navy Regional Command, headquartered at NAS Pensacola. The new INRMP brings together the management of natural resources of three formerly independent commands into one organization and one document. NASWF completed a separate INRMP at the same time as NASP with oversight provided by the NASP NRM – two INRMP's going at one time!

NR management goals, objectives, and projects were developed for the period 2001 – 2010 for the 8,423 acres within the Regional Command. The INRMP includes a 10-year description and funding plan for mandatory and stewardship projects, and a new 10-year forest management plan. The Management Plan addresses the following in an ecosystem management context:

- **Land Management.** Includes grounds maintenance, urban forestry, soil erosion control, and watershed management. The NASP NR Manager also manages agricultural outleases (NASWF INRMP).
- **Forest Management.** Includes a new 10-year plan of work for the management of forest resources with annual increments for stewardship and proper disposition of commercial timber assets. Forestry work for NASWF is also carried out by the NASP NR Manager and Regional Forester (NASWF INRMP).
- **Fish and Wildlife Management.** Includes plans for the management of animals and plants, fisheries, wildlife, protected species, nuisance animal and plant control, and wetlands.
- **Outdoor Recreation.** Separate plan completed by the National Park Service in FY 99 and included in the new INRMP. Includes plans for nature-based outdoor recreation, including nature trails, hiking, camping, and outdoor environmental education.

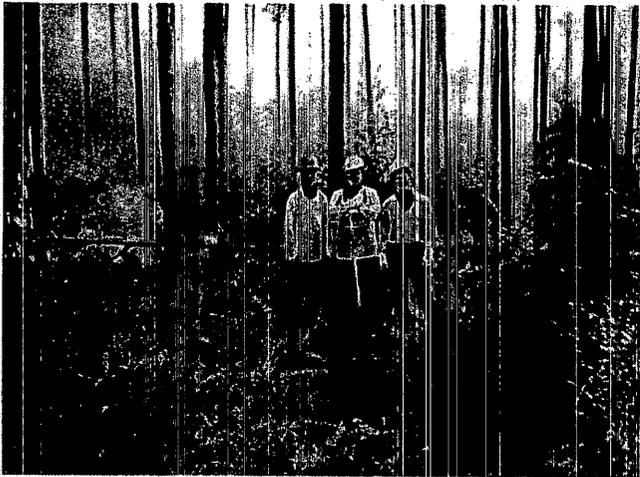


New INRMP aggressively implements the Sikes Act Requirements. INRMP and the associated EA / FONSI were completed on schedule with complete public review and NEPA compliance.

Cooperative Agreements. A cooperative agreement between the Navy, U.S. Fish and Wildlife Service, and Florida Fish and Wildlife Conservation Commission was signed in 1979 and continues to be effective for fish and wildlife projects. For outdoor recreation, a cooperative agreement between the Navy, the National Park Service, and the Florida Department of Environmental Protection was signed in 1987.

Organization. Natural Resources Management for NASP and the Pensacola region is conducted by the Natural Resources Manager (NRM) within the Environmental Department of the Pensacola region. Navy staffing consists of one Forester, designated as the Regional NRM, one Forester designated as the Regional Forester, and one Environmental Protection Specialist at NASWF designated as the NASWF NRM. Pensacola regional NR work includes management for all Navy lands in the area including NASWF and 11 NOLF's (separate INRMP), NETPDTC Saufley, NTTC Corry, and NOLF Bronson (managed within the NASP INRMP). In addition, periodic management work is accomplished at Coastal Systems Station, Panama City, Florida, and Naval Construction Battalion Center, Gulfport, Mississippi. Commanding Officers and facility managers of each installation are highly active and supportive of the NR program. Administrative, technical, and financial support is provided by the Natural Resources Branch, Southern Division, Naval Facilities Engineering Command, Charleston, SC. Environmental requirements funding and major claimant oversight are provided by the Chief of Naval Education and Training, Pensacola.

Innovative/additional staffing during this award period included five Student Conservation Association (SCA) Interns at NASP and six SCA Conservation Associates at NASWF. These programs significantly supported the accomplishments of the regional Navy Natural Resources program while providing a valuable educational experience to future managers of natural resources. The SCA Program is well established within the Regional Command with continuing plans for student interns and associates each year.



SCA Students assist in prescribed burning.



SCA Student coordinated the renovation and improvement of the Lake Frederic Freshwater Fishery.

III. PROGRAM SUMMARY

The Pensacola region greatly expanded its NR accomplishments this award period by concentrating its activities on the Navy's contribution within the regional ecosystem of the area influenced by the Navy. Operating in five counties of Alabama and Florida at 19 separate sites, the Navy's activities influence every biological community within the regional ecosystem.

Integrated Natural Resources Management Plan Objectives.

- Completed NR planning for the next decade, 2001 - 2010.
- Fully integrated NR work with military missions/operations -- especially for Bird Animal Aircraft Strike Hazard (BASH); updated plan; revamped BASH Working Group).
- Established renewed cooperation among NASP regional commands and tenants by completing INRMP and involving all levels of the activities and tenants.
- Improved community quality of life through active participation and management for regional conservation initiatives (State of Florida's Pitcher Plant Prairie, Garcon Point Preserve, Jones Creek Swamp Preserve).

Accomplishment of Objectives. The NR Program accomplished significant goals in each of the management plan objective areas. Completing the INRMP was significant in achieving the planning and establishing the funding stream for projects through 2010. Staffing was significantly improved upon the completion of all training requirements by the newly hired Regional Forester enabling project work to continue while the NRM focused on the accomplishment of the new INRMP. Regionalization of formerly separate commands resulted in the newly formed Regional Command taking on the direct administration of all area NR programs. This realignment resulted in more efficient NR operations and more direct influence to properly conduct programs and carry out the INRMP. As a result, area commands were brought together in a new unified initiative by the Pensacola region NR staff, enhancing effectiveness that overlapped into the community.

Outstanding Program Features:

- Area Osprey restoration project continued.
- Regional Forester position established and hired.
- SCA student support of over 10,000 NR work hours.
- Five timber sales creating \$72,811 in forestry income.
- Prescribed burning on 573 acres; 38 miles firebreaks.
- Two agriculture lease revisions.
- Tree City USA status achieved for 6th year.
- Honeybee Management Program for 5th year.
- 5 Scouting programs (1 Eagle Scout project).
- "Adoption" by local groups of 6 special NR areas.
- Received 2001 COMNAVREG Award for Community Service with 5,000 hours of service in NR stewardship.



20+ Osprey fledglings were produced each year via 19 artificial nestboxes strategically located. This reduced BASH problems and significantly increased Osprey population.



Honeybee Swarm Removal: 100+ swarms removed and saved from buildings and aircraft without using pesticides.

6 Special Interest NR Areas were adopted by local groups.



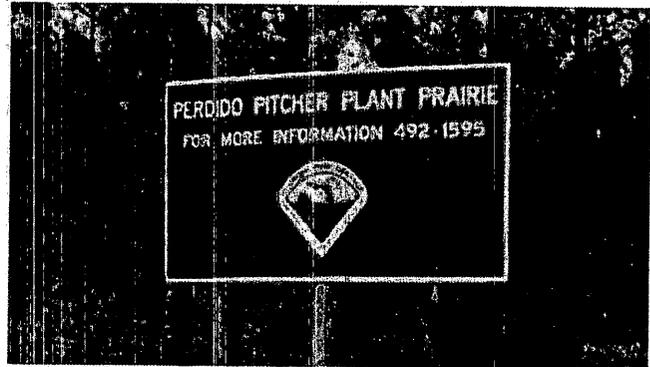
The Navy's regional influence upon the management and conservation of the ecosystem is best demonstrated by the **Area Osprey Restoration Project**. During the 10-year period from 1985-1992, only three Osprey chicks were successfully fledged at NAS Pensacola. From 1993-1997, six chicks were fledged each year. From 1998-2000, however, a total of 28 chicks were fledged in a combination of 14 artificial platforms and two natural nests. In 2001, new platforms were added and over 20 fledglings were produced. Osprey nesting platforms are located to reduce bird strikes in aviation patterns.



Osprey rescued by Navy Public Works Center from entangled fishing line (NAS Pensacola).



Navy SCA Student supporting Regional Ecosystem Restoration Prescribed Burn at Garcon Point Preserve.



IV. ACCOMPLISHMENTS

ECOSYSTEM MANAGEMENT

- State of Florida Pitcher-Plant Prairie land purchase within aviation approaches to NASP; Navy support led directly to high prioritization of the project by the state.
- Community partnerships in NR Management, resulting in major accomplishments on Navy lands.
- Partnerships with Student Conservation Association, Audubon Society, Eglin Air Force Base, Longleaf Alliance, and State of Florida agencies.
- Forestry and Military Prescribed Burning Partnership; promoted by NASP, NASWF, and the Florida Division of Forestry to broaden the regional application of prescribed fire in maintaining ecosystems.



NAS Commanding Officer, State of Florida Dept of Environmental Protection (DEP) Director, and NW Florida DEP District Director visit the Pitcher Plant Prairie following a briefing and tour by the Navy.

LAND USE MANAGEMENT

- Planted 25,000 sea oats to repair shoreline erosion caused by hurricanes and 7,000 emergent vegetation plants along bays and inlets to reduce erosion and improve riparian habitat.
- Managed 750 acres of agricultural outlease land for NASWF. Two of the three leases were renewed this award period. The leases generated an annual \$5K in lease income and decreased annual maintenance costs by \$35K.
- Conducted three International Coastal Cleanups on Navy and National Park Service lands.
- Conducted Urban Forestry Programs, resulting in four area installations being designated Tree City USA. Over 500 young trees were planted and 1,500 trees maintained.



Following the September 11th Terrorist Attacks, the 14th Year of International Coastal Cleanup at NASP had to be restricted to on-base personnel only. A record 200+ volunteers displayed their patriotism and pride by removing 2 tons of debris from Navy shorelines. The 3-year total was nearly 7 tons.



Tree City USA Award for the 6th Year.



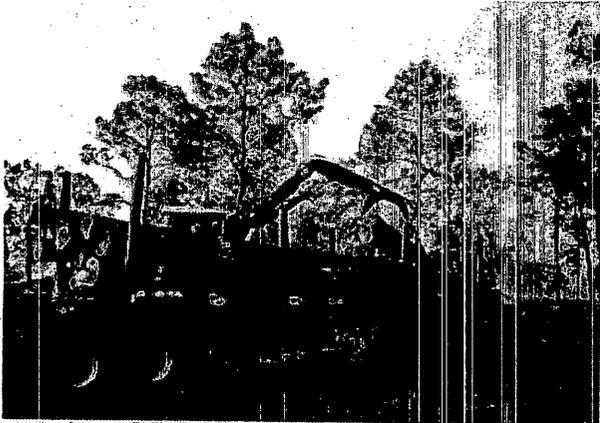
Tree Planting at Child Development Center

FOREST MANAGEMENT

- Regional Forester hired to facilitate forest management work at all area locations.
- Five timber sales harvesting 6,744 tons of commercial forest products, creating \$72,811 deposited to the DoD Forestry Account and supporting the local economy.
- Prescribed burning on 573 acres.
- 38 miles of firebreaks maintained.
- 4.2 miles of forest roads maintained.
- Completed 141 acres of site preparation for planting of forest species.
- Completed 210 acres of timber stand improvement, promoting longleaf pine.
- Reforested 314 acres to forest species including 140 acres of previously mowed grounds.
- Planted 45 acres to longleaf pine in cooperation with the Longleaf Alliance (Auburn Univ.)
- Completed the 10-year regional forest management plan for 2001-2010.
- Replaced antiquated forest management equipment with a new fire management transport truck and crawler tractor; replaced NR management vehicle.
- Purchased prescribed burning equipment: ATV, 4x6 Gators (2), and suppression spray tank.
- Developed an area 5-year salvage contract for timber damaged by natural causes or removed from construction sites, eliminating waste of resources and supporting the NRM Program.



Prescribed Burning is Essential Management for Forest Ecosystems.



Timber sales from construction sites and thinnings returned \$72,811 to the DoD forestry account.



Reforested a total of 314 acres, 140 acres of previously mowed grounds. Restoration of Longleaf Pine was accomplished.

FISH AND WILDLIFE MANAGEMENT

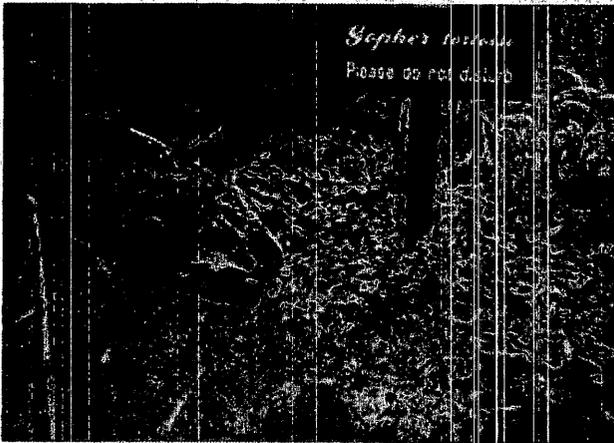
- Osprey restoration resulted in over 20 fledglings produced in artificial and natural nests.
- Completed site investigation and consultation with U.S. Fish & Wildlife Service following the listing of the federally threatened Flatwoods Salamander, located on Navy lands.
- Revised the Bird/Animal Aircraft Strike Hazard (BASH) Plan.
- Renovated and improved Lake Frederic Freshwater Fishery.
- Coordinated 6 releases of rehabilitated wildlife from the NW Florida Wildlife Sanctuary.
- Conducted nuisance wildlife management for the control of deer, beaver and coyote.

- Inventoried wetlands at three installations and coordinated four jurisdictional reviews.
- Conducted Christmas Bird Counts and spring migration surveys with the Audubon Society.
- Conducted gopher tortoise protection measures and relocation from hazard sites.
- Initiated region-wide honeybee management project saving over 100 swarms of honeybees.

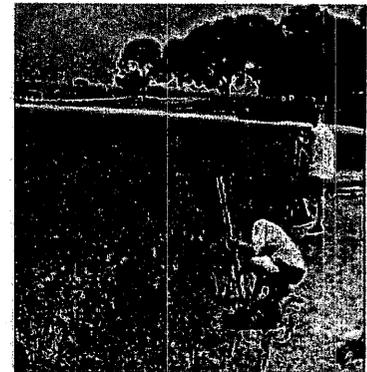


Six releases of rehabilitated wildlife were conducted on Navy lands.

The Gopher Tortoise, a "keystone species" in the regional ecosystem, enjoys protection and exclusive habitat on Navy lands in the Pensacola Region. Over 100 active burrows support a thriving population of tortoise and many other associated species.



A cooperative project with the State of Florida Department of Environmental Protection, Ecosystem Restoration Section, established 7,000 plants along NASP shorelines to assist in reducing erosion and improve riparian habitat in public waters.

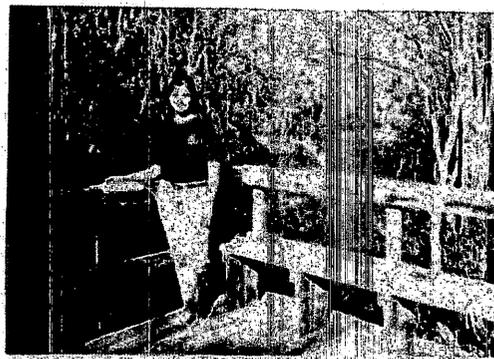


CONSERVATION EDUCATION AND COMMUNITY RELATIONS

- Performed 4,600 hours of Community and Volunteer Service in Natural Resources; awarded the COMNAVREG SE "Flagship" Award.
- Actively participated in continuing education: 11 natural resources conferences / training.
- Provided three natural resources programs to Pensacola Junior College and local elementary and middle schools in partnership with the Navy, local schools, and local agencies.
- Coordinated Eagle Scout projects and maintained Youth Primitive Camping Area.
- Developed seven interpretive public-use nature trails.
- Published Navy and area press releases and news articles promoting public awareness.



Constructed 300' Nature Trail Boardwalk for public-use NR Education and recreational fishing; designed by SCA students and built in-house using NR funding.



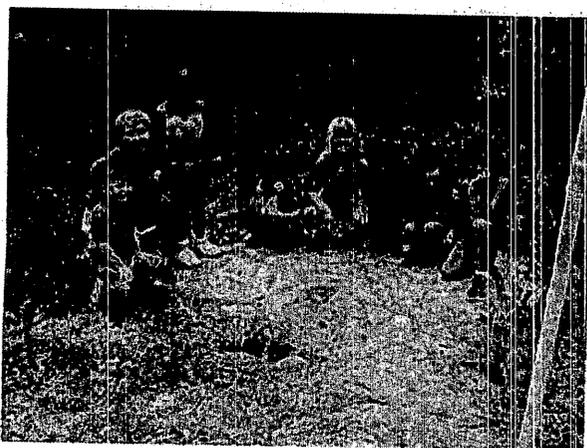
Navy Enlisted Students volunteering weekend labor hours for NR management.



Navy Chiefs construct 500' extension to Trout Point Nature Trail; expanding public-use and handicapped access.



Programs given to area youth promoted a conservation ethic and appreciation for natural resources.



U.S. Navy Community Service

Environmental Stewardship Flagship

Certificate of Volunteer Appreciation

Presented with pride and congratulations to
*Naval Air Station,
Pensacola, FL*

1st Place Regional Winner - 2000-2001 Annual Awards

in recognition of exemplary environmental stewardship to protect America's natural resource heritage and legacy.

Your dedicated commitment and voluntary service to environmental conservation preserves our nation's natural resources and strengthens America's heritage as a maritime nation.

5 October 2001
5 October 2001

John L. Albertson
COMMUNITY SERVICE
Community Support Programs Dept.
Marketing, Operations & Community
Services Manager



COMPLIANCE AND MISSION ENHANCEMENT

- The NAS Pensacola region conducted a comprehensive Natural Resources Management Program this award period -- from the quality of life improvements and beautification in land management, to forestry projects, biological surveys, and the use of natural areas to increase public ecosystem awareness and protect flight approaches.
- Budget Support: Environmental Conservation Funding and Natural Resources Stewardship Funding (Reimbursable Forestry and Agriculture Funds) were obtained for all NR projects, contracted services, labor, equipment, vehicles, material, and supplies. Special funding this award period included funding for the new INRMP. The NR staff positions were also included in the funding. Naval Facilities Engineering Command funding for SCA Students are not shown, but averaged \$50K per year.

Environmental Funds

NR Stewardship Funds (Reimbursable NR)

• FY 99	\$ 190K	\$ 85K
• FY 00	\$ 23K	\$ 108K
• FY 01	\$ 58K	\$ 114K

V. SUMMARY

The Natural Resources program in the NAS Pensacola region has achieved superior public confidence and demonstrated outstanding land management practices supporting mission accomplishment. Proper stewardship of the Navy's land and natural resources has formed the basis for a continued strong Navy presence in Pensacola. Our exceptional environmental stewardship will continue to increase public trust and improve quality of life for everyone. We are proud of our total command commitment to this vital program!



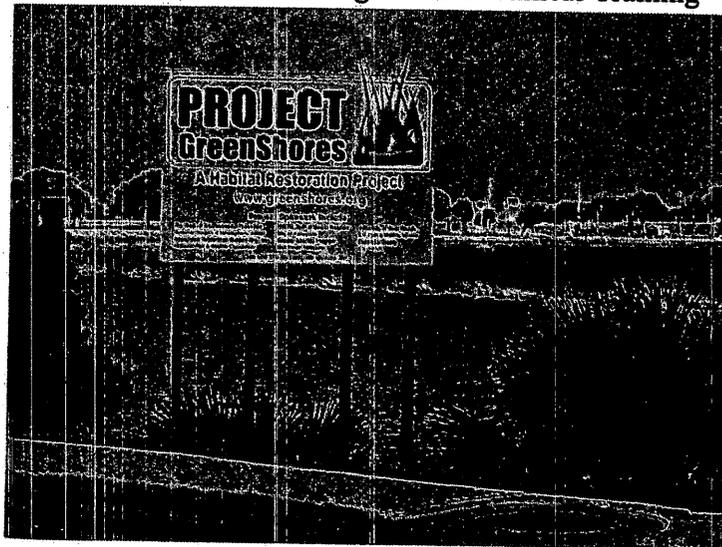
**2001-2003 NATURAL RESOURCES CONSERVATION AWARD
(SMALL INSTALLATION)
NAVAL AIR STATION
PENSACOLA, FLORIDA**

INTRODUCTION:

Naval Air Station Pensacola (NASP) is located in Escambia County in the panhandle of Northwest Florida. The installation occupies 8,423 acres of land -- 5,800 acres at the main installation (NASP), and 2,623 acres at other area locations, including Naval Technical Training Center (NTTC) Corry Station, Naval Education and Training Professional Development and Technology Center (NETPDTC) Saufley Field, and Navy Outlying Landing Field (NOLF) Bronson. The land is distributed as follows:

Land use.

Forest Management	2,449 acres
Wetlands	650 acres
Semi-improved	911 acres
Outdoor Recreation	350 acres
Improved	4,360 acres
Miles of Shoreline	17 miles



Mission. Spanish explorers discovered Pensacola in 1559. In 1825, a Naval Yard was authorized and constructed in Pensacola to serve the Gulf Coast. The yard became the nation's first Naval Air Station in 1914, and became known as the "Cradle of Naval Aviation." NASP is also home to the world-renowned Navy Blue Angels precision performance air team. The main mission of NASP is to provide quality support for the operations of the Naval Education and Training Command, headquartered on station. In addition, the command supports over 100 Department of Defense (DOD) related tenant commands and customers, including Commander, Training Air Wing SIX, Naval Aviation Schools Command, Naval Aviation Technical Training Center, Naval Operational Medicine Institute, and Navy Public Works Center. Other support includes 27 non-defense related agencies located on Navy lands, including the National Park Service, U.S. Coast Guard, Barrancas National Cemetery, and the National Museum of Naval Aviation. A significant ancillary mission is to provide operational support to fleet exercises and training missions. A combined workforce of over 19,000 military and civilians make up the population of the Pensacola region.

Environment. Natural resources onboard and surrounding NASP are typical of the Florida panhandle - southern Alabama ecosystem. Wetlands, forests, sand hills, rivers, streams, and sensitive ocean coastal zones create an environment abundant with animal, plant, and marine life. Located at the focal point of the regional ecosystem with 17 miles of shoreline, NASP serves as a unique interface for air, water, and land resources. The protection of these environmental treasures is vital to the sustainability of NASP, its military mission, and continued community support in achieving the public trust. In addition to its natural resources, NASP is also home to cultural resources managed by the National Park Service, including Fort Barrancas and Advanced Redoubt that receive approximately 50,000 visitors per year.

BACKGROUND

The NASP Integrated Natural Resources Management Plan (INRMP) was completed in FY 2001, and signed into action in compliance with the Sikes Act Improvement Act of 1997. The new INRMP brings together the management of natural resources of three formerly independent commands into one organization and one document. Naval Air Station Whiting Field completed a separate INRMP at the same time as NASP with oversight provided by the NASP Natural Resources (NR) Manager.

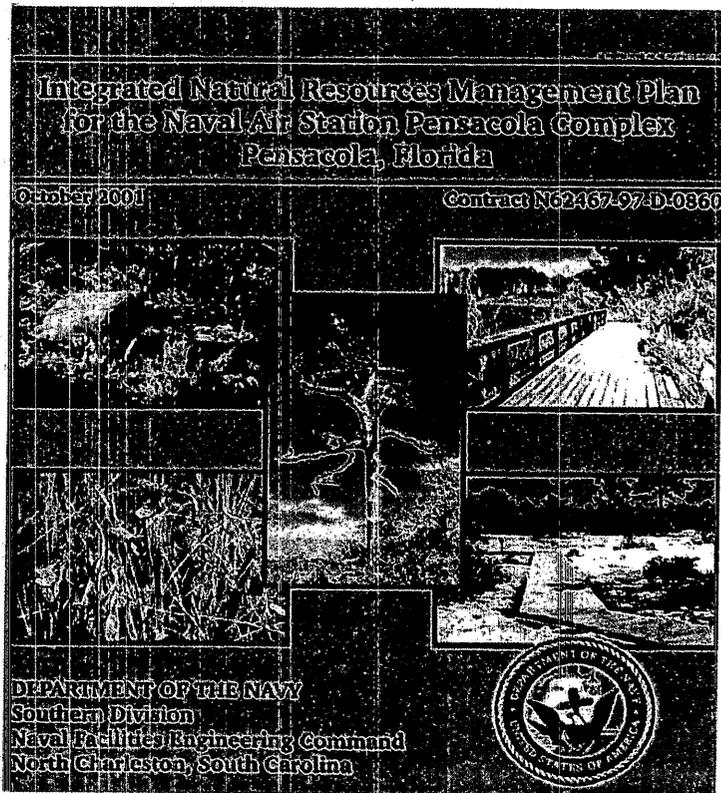
Cooperative Agreements.

A cooperative agreement between the Navy, U.S. Fish and Wildlife Service, and Florida Fish and Wildlife Conservation Commission (FFWCC) was signed in 1979 and continues to be effective for fish and wildlife projects. For outdoor recreation, a cooperative agreement between the Navy, the National Park Service, and the Florida Department of Environmental Protection was signed in 1987.

Organization.

The NR Manager (NRM) within the Environmental Department of the Pensacola region conducts NR Management for NASP and the Pensacola region. Navy staffing consists of one Forester, designated as the Regional NRM and one Forester designated as the Regional Forester. Pensacola regional NR work includes management for all Navy lands in the area including, NETPDTC Saufley, NTTC Corry, and NOLF Bronson, as well as support to NAS Whiting Field – a separate command with a separate INRMP. In addition, periodic management work is accomplished at Coastal Systems Station, Panama City, Florida, and Naval Construction Battalion Center, Gulfport, Mississippi. Commanding Officers and facility managers of each installation are highly active and supportive of the NR program. The Natural Resources Branch, Southern Division, Naval Facilities Engineering Command, Charleston, SC, provides administrative, technical, and financial support. Environmental requirements funding and major claimant oversight are provided by the Naval Education and Training Command, Pensacola.

Additional and innovative staffing during this award period included five Student Conservation Association (SCA) 12-week Interns (2500+ hours of support). NASP partnered with five different universities to sponsor these students: Texas A&M University, University of Vermont, University of California Los Angeles, Emory University, and New York University. These programs significantly supported the accomplishments of the regional Navy NR program while providing a valuable educational experience to future managers of natural resources. The SCA Program is well established within the Regional Command with continuing plans for student interns and associates each year.



New INRMP aggressively implements the Sikes Act Requirements. INRMP and the associated EA / FONSI were completed on schedule with complete public review and NEPA compliance.



Navy SCA Student supporting Regional Ecosystem Restoration Prescribed Burn at Garcon Point Preserve.



SCA Student coordinated the renovation and improvement of the Lake Frederic Freshwater Fishery.

PROGRAM SUMMARY

The Pensacola Navy region greatly expanded its NR accomplishments this award period by concentrating its activities on the Navy's influence within the regional ecosystem.

Integrated Natural Resources Management Plan Objectives.

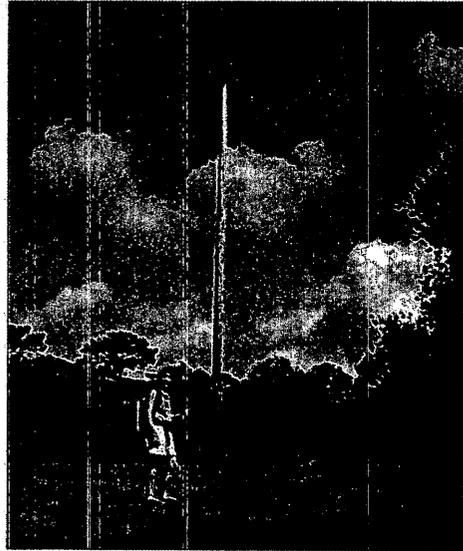
- Completed NR planning for the next decade, 2001 - 2010.
- Fully integrated NR work with military missions/operations -- especially for Bird Animal Aircraft Strike Hazard (BASH); updated plan; revamped BASH Working Group.
- Established renewed cooperation among NASP regional commands and tenants by completing the INRMP and involving all levels of the activities and tenants.
- Improved community quality of life through active participation and management for regional conservation initiatives (State of Florida's Pitcher Plant Prairie, Garcon Point Preserve, Jones Creek Swamp Preserve).

Accomplishment of Objectives. The NR Program accomplished significant goals in each of the management plan objective areas. Completing the INRMP was significant in achieving the planning and establishing the funding stream for projects through 2010. The newly hired Regional Forester enabling project work to continue while the NRM focused on the accomplishment of the new INRMP significantly improved staffing upon the completion of all training requirements. Regionalization of formerly separate commands resulted in the newly formed Regional Command taking on the direct administration of all area NR programs. Former installation "points of contact" were no longer available, resulting in more efficient NR operations and more direct influence to properly conduct programs and carry out the INRMP. As a result, area commands were brought together in a new initiative of unity by the Pensacola region NR staff, enhancing effectiveness that overlapped into the community.

Outstanding Program Features:

- Area Osprey restoration project continued. 20+ Osprey fledglings were produced each year.
- Regional Forester position established and hired.
- SCA student support of over 2,500 NR work hours.

- Five timber sales creating \$51,236 in forestry income.
- Prescribed burning on 137 acres; 19 miles firebreaks.
- Tree City USA status achieved for 9th year.
- Honeybee Management Program for 5th year.
- 5 Scouting programs (1 Eagle Scout project).
- "Adoption" by local groups of 6 special NR areas.
- Received 2001 COMNAVREG Award for Community Service with 5,000 hours of service in NR stewardship.



19 artificial Osprey nestboxes strategically located reduced BASH problems and significantly increased area Osprey population.



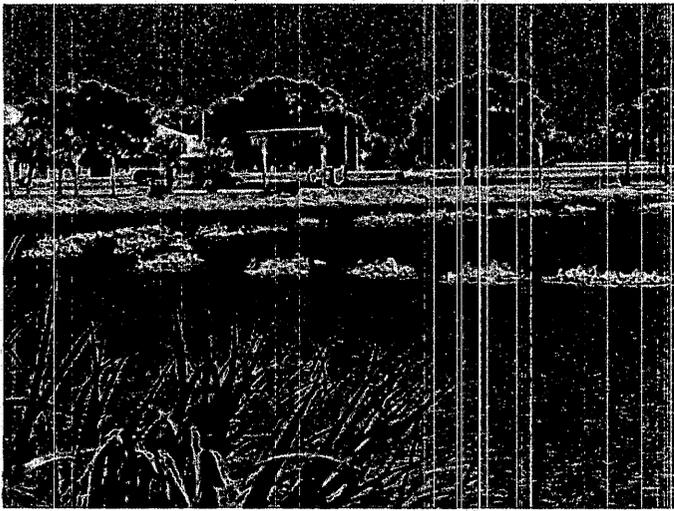
Honeybee Swarm Removal:
100+ swarms removed and saved from buildings and aircraft without using pesticides.

The Area Osprey Restoration Project best demonstrates the Navy's regional influence upon the management and conservation of the ecosystem. During the 10-year period from 1985-1992, only three Osprey chicks were successfully fledged at NAS Pensacola. From 1993-1997, six chicks were fledged each year. From 1998-2000, however, a total of 28 chicks were fledged in a combination of 14 artificial platforms and two natural nests. From 2001 - 2003, new platforms were added and over 20 fledglings were produced each year. Osprey nesting platforms are located to reduce bird strikes in aviation patterns.

Tree City achieved for 9th year!



Osprey rescued by Navy Public Works Center from entangled fishing line (NAS Pensacola).



ACCOMPLISHMENTS

Ecosystem Management

- **Project Green Shores.** Navy Seabees worked with Community Environmental leaders to construct an offshore reef comprised of 6,000 tons of recycled rock from the base. The resulting project and all partners received awards from Coastal America and the DoD.

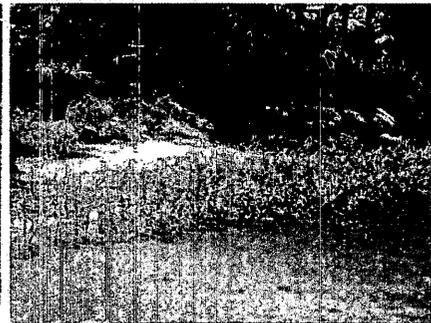
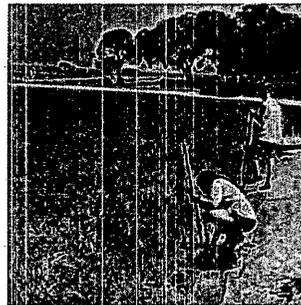
Project Green Shores offshore reef and estuary.

- State of Florida Pitcher-Plant Prairie land purchase within aviation approaches to NASP; continued Navy support resulting in purchasing half of the Prairie's 7,000 acres.
- Community partnerships in NR Management, resulting in major accomplishments on Navy lands: Partnerships with SCA, Audubon Society, Eglin Air Force Base, Longleaf Alliance, and State of Florida agencies.
- Forestry and Military Prescribed Burning Partnership; promoted by NASP and the Florida Division of Forestry to broaden the regional application of prescribed fire in maintaining ecosystems.
- Participated in the Florida Forever program for the Lower Perdido River Buffer encompassing 7,800 acres.



Land Use Management

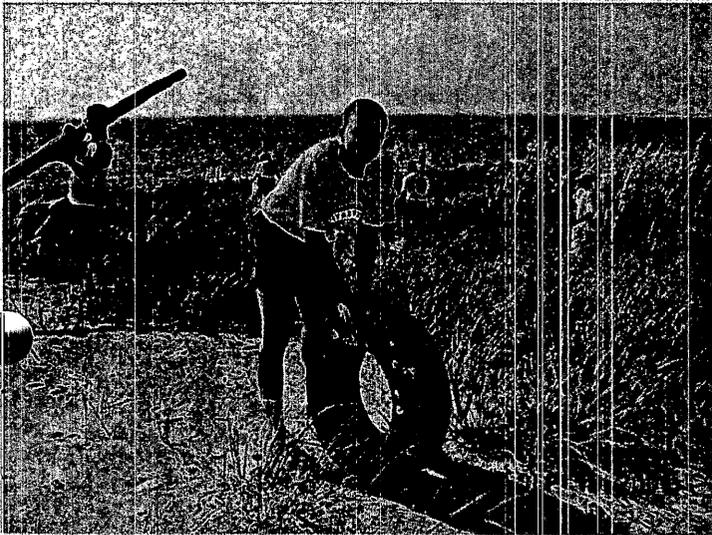
- Planted 14,000 sea oats to repair shoreline erosion caused by hurricanes and 7,000 emergent vegetation plants along bays and inlets to reduce erosion and improve riparian habitat.
- Restored 3,000 feet of waterfront via beach renourishment and seawall repair.
- Conducted Urban Forestry Programs, resulting in three area installations being designated Tree City USA. Over 500 young trees were planted and 1,500 trees maintained.
- Conducted three International Coastal Cleanups on Navy and National Park Service lands.



A cooperative project with the State of Florida Department of Environmental Protection, Ecosystem Restoration Section, established 7,000 plants along NASP shorelines to assist in reducing erosion and improve riparian habitat in public waters.



Following the September 11th Terrorist Attacks, the 14th Year of International Coastal Cleanup at NASP had to be restricted to on-base personnel only. A record 200+ volunteers displayed their patriotism and pride by removing 2 tons of debris from Navy shorelines. The 3-year total was nearly 7 tons.



Tree Planting at Child Development Center



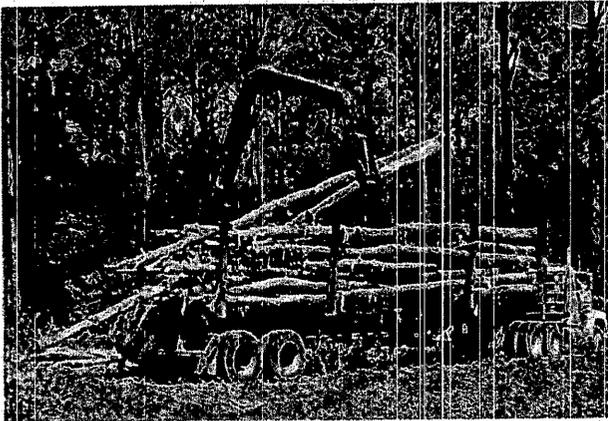
CDR Beaudrot (Reserve projects officer) and CAPT Pruitt (CO, right) lend a hand for coastal cleanup 2003 (16th Annual)

Forest Management

- Regional Forester hired to facilitate forest management work at all area locations.
- Two timber sales harvesting 4,724 tons of commercial forest products, creating \$51,236 deposited to the DoD Forestry Account and supporting the local economy.
- Prescribed burning on 137 acres.
- 19 miles of firebreaks maintained.
- 4.2 miles of forest roads maintained.
- Managed additional 141 acres of site preparation for planting of forest species.
- Planted 45 acres to longleaf pine in cooperation with the Longleaf Alliance (Auburn Univ.)
- Completed the 10-year regional forest management plan for 2001-2010.
- Replaced antiquated forest management equipment with a new fire management transport truck and crawler tractor; replaced NR management vehicle.



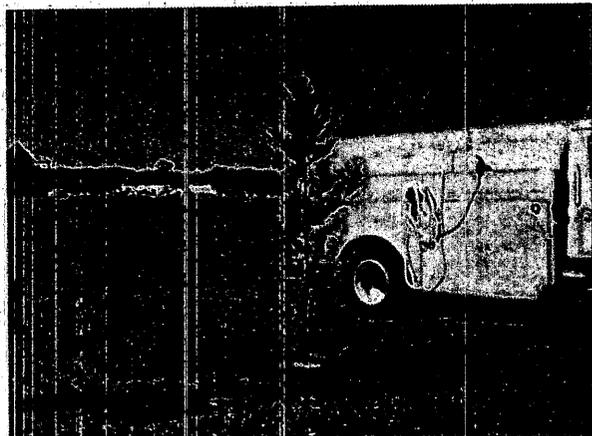
Prescribed Burn at Corry



Timber Sale

- Purchased prescribed burning equipment: ATV, 4x6 Gators (2), and suppression spray tank.
- Developed an area 5-year salvage contract for timber damaged by natural causes or removed from construction sites, eliminating waste of resources and supporting the NR Program.

New trees established



Fish and Wildlife Management

- Osprey restoration resulted in over 20 fledglings produced in artificial and natural nests annually; installed 3 new nestboxes.
- Revised the BASH Plan.
- Renovated and improved Lake Frederic Freshwater Fishery.



The Gopher Tortoise, a "keystone species" in the regional ecosystem, enjoys protection and exclusive habitat on Navy lands. Over 100 active burrows support a thriving population.

- Coordinated 4 releases of rehabilitated wildlife from the NW Florida Wildlife Sanctuary.
- Conducted nuisance wildlife management for the control of deer, beaver and coyote.
- Inventoried wetlands at three installations and coordinated four jurisdictional reviews.
- Conducted Christmas Bird Counts and spring migration surveys with the Audubon Society.
- Conducted gopher tortoise protection measures and relocation from hazard sites.
- Initiated region-wide honeybee management project saving over 100 swarms of honeybees.
- Initiated deer depredation plan for aviation safety in conjunction with the Gulf Breeze Zoological Society and FFWCC.
- Sea turtle nesting protection. Initiated consultation with FFWCC and U.S. Fish and Wildlife to reduce base lighting. As part of this effort, a \$300,000 lighting renovation project was initiated by NASP and funded in FY2003.

Pest Management

- Partnered with National Park Service (NPS) and received NPS grant for \$55,000 to control invasive species on Navy lands.
- Regional forester certified as DOD Pest Manager; NRM and forester also recertified.
- Continued nuisance wildlife management.
- Initiated program to identify domestic pets via implanted chip identification.



National Park Service partners with Navy to control cogongrass and other invasive species.



Constructed 300' Nature Trail Boardwalk for public-use NR Education and recreational fishing; designed by SCA students and built in-house using NR funding.

Other Natural Resources

- Maintained seven interpretive natural trails, 5,000+ users per year.
- Two youth camping areas.
- Coordinated with Big Lagoon State Park (FDEP division of Parks and Recreation) to manage access into Tarkiln Bayou State Preserve.



SCA Intern



Navy Enlisted Students volunteering



Navy Chiefs construct 500' extension to Trout Point Nature Trail; expanding public-use and handicapped access.

Conservation Education

- Actively participated in continuing education: 8 natural resources conferences/training.
- Provided three natural resources programs to Pensacola Junior College and local elementary and middle schools in partnership with the Navy, Audubon Society, local schools, and local agencies.
- Coordinated Eagle Scout projects and maintained Youth Primitive Camping Area.



Community Relations

- Averaged 5,000 hours per year of Community and Volunteer Service in Natural Resources; awarded the COMNAVREG SE "Flagship" Award (First place in 2001, runner-up in 2002 and 2003).
- Published Navy and area press releases and news articles promoting public awareness.



U.S. Navy
Community Service

Environmental Stewardship Flagship

Certificate of Volunteer Appreciation

Presented with pride and congratulations to
*Naval Air Station,
Pensacola, FL*

1st Place Regional Winner - 2000-2001 Annual Awards

in recognition of exemplary environmental stewardship to protect America's natural resource heritage and legacy.

Your dedicated commitment and voluntary service to environmental conservation preserves our nation's natural resources and strengthens America's heritage as a maritime nation.

5 October 2001
5 October 2001

J. L. Albertson
COMMNAVREG SE
Community Support Programs Dept.
Marketing, Operations & Community
Services Manager



Environmental Enhancement

NASP continues to be a NR program model for environmental stewardship. The careful management of the NR assets at NASP has allowed NASP personnel and the public to enjoy protected habitats via trails, boardwalks, and camping areas.

Mission Enhancement

Implementing nuisance wildlife management, updating the BASH plan, and installing osprey nest boxes all serve to protect flight approaches and operations. The NR team is actively involved in facilities planning which results in efficient ecosystem management by coordinating timber sales, controlled burns, tree plantings, species relocations, and minimizing impacts to wetlands and other sensitive habitats. The NR program has demonstrated outstanding land management practices supporting mission accomplishment while also

protecting NR assets.

Natural Resources Compliance Program

- The NAS Pensacola region delivered a comprehensive Natural Resources Management Program this award period. Features such as quality of life improvements, beautification in land management, coordinated forestry projects, completed biological surveys, and the use of

natural areas to increase public ecosystem awareness and protect flight approaches are all aspects of the NR program at NASP.

- **Budget Support:** Environmental conservation funding and NR stewardship funding (Reimbursable Forestry and Agriculture Funds) were obtained for all NR projects, contracted services, labor, equipment, vehicles, material, and supplies. Naval Facilities Engineering Command funding for SCA Students are not shown, but averaged \$10K per year.

Environmental Funds

NR Stewardship Funds (Reimbursable NR)

FY 01 \$ 39K
 FY 02 \$ 51K
 FY 03 \$ 111K

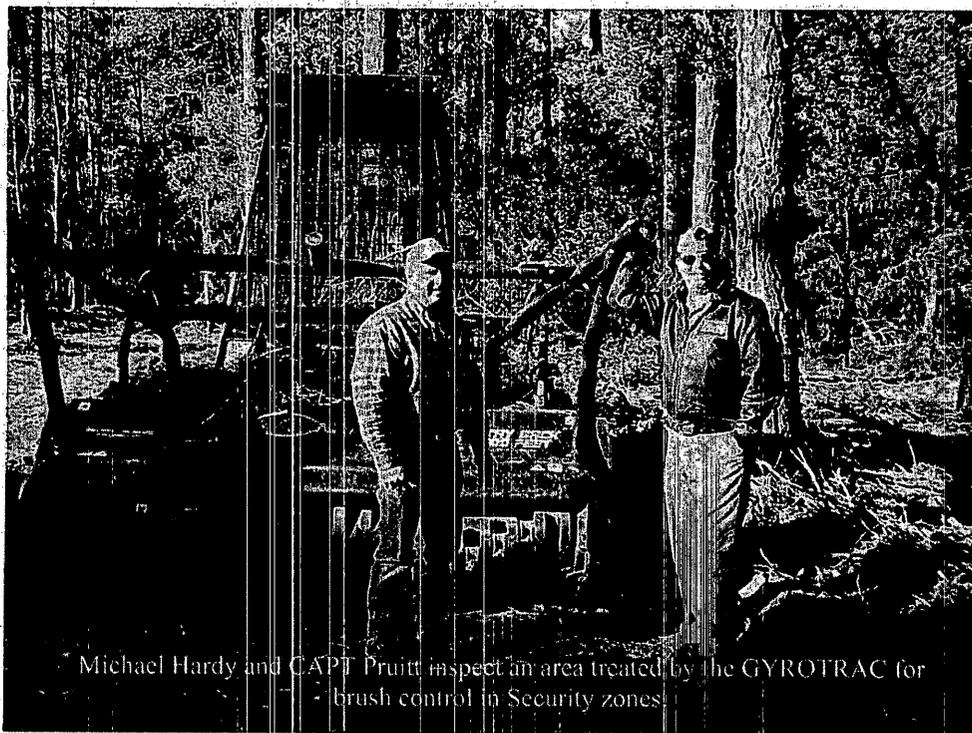
\$ 116 K
 \$ 128K
 \$ 126K



Florida Division of Forestry inspects effectiveness of Invasive Species Control for Chinese Tallowtree



Navy, Florida Department of Environmental Protection, and Florida Park Service determine Land Management alternatives at NOLF Bronson, adjacent to the Pitcher Plant Prairie 7,000 acre preserve



Michael Hardy and CAPT Pruitt inspect an area treated by the GYROTRAC for brush control in Security zones

COBRA Analysis

COBRA

- According to payback section of DON-0085: “The total estimated one-time cost to the Department of Defense to implement this recommendation is \$3.57 million. The net of all costs and savings to the Department during the implementation period is a savings of \$1.38 million. Annual recurring savings to the Department after implementation are \$0.91 million with a payback expected in four years. The net present value of costs and savings to the Department over 20 years is a savings of \$10.00 million.” (see attachment number 1 at the end of this section)
- Looking at only the BAH costs for Newport vs. Pensacola based on COBRA analysis of DON-0085 it is clear that the costs associated with this alone would be greater than the projects savings over twenty years of \$10 million.
- According to COBRA, the monthly cost of Officer BAH at Newport is \$1,952 and the monthly Enlisted BAH is \$1,420. There are no available officer or enlisted housing units. Therefore, every single officer and enlisted position that moves to NAVSTA Newport will have no choice but to accept BAH. Twenty-eight officers and twenty-eight enlisted personnel are scheduled to move with OTC to Newport. The annual cost of 28 officers BAH is \$655,872. The annual cost of 28 enlisted personnel BAH at Newport is \$477,120. Combined, the cost of 28 officers and 28 enlisted BAH annually at NAVSTA Newport is \$1,132,992. The cost over twenty years, which can only increase, is \$22,659,840. The annual cost at NAS Pensacola, with officer BAH at \$946 and enlisted BAH at \$758, combined is \$572,544 annually and \$11,450,880 over 20 years (see table below).

	<u>Monthly Officer BAH</u>	<u>Monthly Enlisted BAH</u>	<u>Annual BAH for 28 Officer and 28 Enlisted</u>	<u>Total BAH costs for 56 military personnel over 20 years</u>
NAS Pensacola	\$946	\$758	\$572,544	\$11,450,880
NAVSTA Newport	\$1952	\$1420	\$1,132,992	\$22,659,840
Cheaper at NAS Pensacola by:	-\$1006	-\$662	-\$560,448	-\$11,208,960

(see attachments numbered 2 and 3 at the end of this section)

- **Question:** According to the COBRA analysis the difference between BAH costs for Pensacola vs. Newport for 28 officers and 28 enlisted personnel over twenty years is \$11,208,960. The Navy would save \$11,208,960 on BAH costs alone over 20 years by moving OTC NAVSTA Newport to OTC NAS Pensacola. The total annual savings projected for 20 years for DON-0085 is \$10 million. If this data has not been included in the cost savings analysis then it proves that the Navy would actually lose \$1,208,960 over 20 years on BAH costs alone by moving OTC from Pensacola to Newport. In addition, there are currently no available officer housing units available and no enlisted housing units available at NAVSTA Newport. There are 29 officer housing units available and

101 enlisted housing units available at NAS Pensacola. The space is available to accommodate more personnel from NAVSTA Newport.

COBRA Attachments

1

Candidate Recommendation # DON-0085

Recommendation: Realign Naval Air Station Pensacola, FL by relocating Officer Training Command Pensacola, FL to Naval Station Newport, RI and consolidating with Officer Training Command Newport, RI.

Justification: Navy Officer Accession Training is currently conducted at three installations: (1) U.S. Naval Academy Annapolis, MD hosts Midshipman Training; (2) Naval Station Newport hosts Naval Academy Preparatory School and Officer Training Command Newport, which includes Officer Indoctrination School and Seaman to Admiral-21 Program courses; and (3) Naval Air Station Pensacola hosts Officer Training Command Pensacola which includes Navy Officer Candidate School, Limited Duty Officer Course, Chief Warrant Officer Course, and the Direct Commissioning Program. Consolidation of Officer Training Command Pensacola and Officer Training Command Newport will reduce inefficiencies inherent in maintaining two sites for similar training courses through reductions in facilities requirements, personnel requirements (including administrative and instructional staff), and excess capacity. This action also supports the Department of the Navy initiative to create a center for officer training at Naval Station Newport.

Payback: The total estimated one-time cost to the Department of Defense to implement this recommendation is \$3.57 million. The net of all costs and savings to the Department during the implementation period is a savings of \$1.38 million. Annual recurring savings to the Department after implementation are \$0.91 million with a payback expected in four years. The net present value of the costs and savings to the Department over 20 years is a savings of \$10.00 million.

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 675 jobs (295 direct jobs and 380 indirect jobs) over the 2006-2011 period in the Pensacola-Ferry Pass-Brent, FL Metropolitan Statistical Area, which is 0.32 percent of economic area employment. The aggregate economic impact of all recommended actions on this economic region of influence was considered and is at Appendix B of Volume I.

Community Infrastructure: A review of community attributes indicates no issues regarding the ability of the infrastructure of the communities to support missions, forces, and personnel. There are no known community infrastructure impediments to implementation of all recommendations affecting the installations in this recommendation.

Environmental Impact: Naval Station Newport, RI is in Serious Non-attainment for Ozone (1-Hour) and in Moderate Non-attainment for Ozone (8-Hour) but no Air Conformity Determination will be required. No impacts are anticipated for air quality; cultural, archeological, or tribal resources; dredging; land use constraints or sensitive resource areas; marine mammals, resources, or sanctuaries; noise; threatened and endangered species or critical habitat; waste management; water resources; or wetlands. This recommendation does not impact the costs of environmental restoration, waste management, or environmental compliance activities. The aggregate environmental impact of all recommended BRAC

#2

COBRA INPUT DATA REPORT (COBRA v6.10)
Data As Of 5/6/2005 4:10:19 PM, Report Created 5/6/2005 5:35:10 PM

Department : NAVY
Scenario File : \\server1\cobra-et\DON0085\DON-0085 6 may 05.CBR
Option Pkg Name: DON-0085
Std Fctrs File : C:\Documents and Settings\cobra-et\Desktop\COBRA 6.10\BRAC2005.SFF

INPUT SCREEN ONE - GENERAL SCENARIO INFORMATION

Model Year One : FY 2006
Model does Time-Phasing of Construction/Shutdown: Yes

Base Name, ST (Code) Strategy:

NAVSTA NEWPORT, RI (N32411) Realignment
NAS PENSACOLA, FL (N00204) Realignment

INPUT SCREEN TWO - DISTANCE TABLE
(Only shows distances where personnel or equipment are moving)

Point A: Point B: Distance:

NAVSTA NEWPORT, RI (N32411) NAS PENSACOLA, FL (N00204) 1,380 mi

INPUT SCREEN THREE - MOVEMENT TABLE

Transfers from NAS PENSACOLA, FL (N00204) to NAVSTA NEWPORT, RI (N32411)

	2006	2007	2008	2009	2010	2011
Officer Positions:	28	0	0	0	0	0
Enlisted Positions:	28	0	0	0	0	0
Civilian Positions:	14	0	0	0	0	0
Student Positions:	207	0	0	0	0	0
NonVeh Missn Eqpt (tons):	50	0	0	0	0	0
Suppt Eqpt (tons):	50	0	0	0	0	0
Military Light Vehicles:	0	0	0	0	0	0
Heavy/Special Vehicles:	0	0	0	0	0	0

INPUT SCREEN FOUR - STATIC BASE INFORMATION

Name: NAVSTA NEWPORT, RI (N32411)

Total Officer Employees:	478	Base Service (for BOS/Sust):	Navy
Total Enlisted Employees:	798	Total Sustainment (\$K/Year):	33,975
Total Student Employees:	2,146	Sustain Payroll (\$K/Year):	6,322
Total Civilian Employees:	3,821	BOS Non-Payroll (\$K/Year):	49,719
Accomp Mil not Receiving BAH:	0.0%	BOS Payroll (\$K/Year):	47,406
Officer Housing Units Avail:	0	Family Housing (\$K/Year):	0
Enlisted Housing Units Avail:	0	Installation PRV (\$K):	1,867,774
Starting Facilities (KSF):	8,022	Svc/Agcy Recap Rate (Years):	114
Officer BAH (\$/Month):	1,952	Homeowner Assistance Program:	No
Enlisted BAH (\$/Month):	1,420		
Civ Locality Pay Factor:	1.170	TRICARE	In-Pat Out-Pat
Area Cost Factor:	1.04	Admits	Visits Prescrip
Per Diem Rate (\$/Day):	158	CostFactor	4,059.00 118.00 10.17
Freight Cost (\$/Ton/Mile):	0.39	Actv MTF	430 71,552 60,547
Vehicle Cost (\$/Lift/Mile):	4.84	Actv Purch	601 15,768
Latitude:	41.511040	Retiree	130 28,109 55,943
Longitude:	-71.247310	Retiree65+	100 16,837 94,478

#3

Department : NAVY
 Scenario File : \\server1\cobra-et\DON0085\DON-0085 6 may 05.CBR
 Option Pkg Name: DON-0085
 Std Fctrs File : C:\Documents and Settings\cobra-et\Desktop\COBRA 6.10\BRAC2005.SFF

INPUT SCREEN FOUR - STATIC BASE INFORMATION

Name: NAS PENSACOLA, FL (N00204)

Total Officer Employees:	886	Base Service (for BOS/Sust):	Navy
Total Enlisted Employees:	2,966	Total Sustainment (\$K/Year):	43,273
Total Student Employees:	4,633	Sustain Payroll (\$K/Year):	430
Total Civilian Employees:	6,129	BOS Non-Payroll (\$K/Year):	76,700
Accomp Mil not Receiving BAH:	19.6%	BOS Payroll (\$K/Year):	62,054
Officer Housing Units Avail:	29	Family Housing (\$K/Year):	9,736
Enlisted Housing Units Avail:	101	Installation PRV(\$K):	2,800,363
Starting Facilities (KSF):	12,138	Svc/Agcy Recap Rate (Years):	114
Officer BAH (\$/Month):	946	Homeowner Assistance Program:	No
Enlisted BAH (\$/Month):	758		
Civ Locality Pay Factor:	1.109	TRICARE	In-Pat Out-Pat
Area Cost Factor:	0.87		Admits Visits Prescrip
Per Diem Rate (\$/Day):	120	CostFactor	4,765.00 99.00 32.38
Freight Cost (\$/Ton/Mile):	0.29	Actv MTF	1,945 126,360 141,617
Vehicle Cost (\$/Lift/Mile):	4.84	Actv Purch	104 7,378
Latitude:	30.351100	Retiree	850 76,030 292,442
Longitude:	-87.274900	Retiree65+	652 33,910 344,578

INPUT SCREEN FIVE - DYNAMIC BASE INFORMATION

Name: NAVSTA NEWPORT, RI (N32411)

	2006	2007	2008	2009	2010	2011
1-Time Unique Cost (\$K):	0	0	0	0	0	0
1-Time Unique Save (\$K):	0	0	0	0	0	0
1-Time Moving Cost (\$K):	0	0	0	0	0	0
1-Time Moving Save (\$K):	0	0	0	0	0	0
Env Non-MilCon Req'd (\$K):	0	0	0	0	0	0
Activ Mission Cost (\$K):	0	0	0	0	0	0
Activ Mission Save (\$K):	0	0	0	0	0	0
Misn Contract Start (\$K):	0	0	0	0	0	0
Misn Contract Term (\$K):	0	0	0	0	0	0
Supt Contract Term (\$K):	0	0	0	0	0	0
Misc Recurring Cost (\$K):	249	249	249	249	249	249
Misc Recurring Save (\$K):	0	0	0	0	0	0
One-Time IT Costs (\$K):	0	0	0	0	0	0
Construction Schedule(%)	0%	0%	0%	0%	0%	0%
Shutdown Schedule (%)	0%	0%	0%	0%	0%	0%
Misn Milcon Avoidnc (\$K):	0	0	0	0	0	0
Procurement Avoidnc (\$K):	0	0	0	0	0	0
MTF Closure Action:	None	Fac	ShDn(KSF):	0	FH ShDn:	0.000%

Original Orders

**Previous orders to Consolidation of Aviation Officer Candidate School
(AOCS) and Officer Candidate School (OCS) from Newport to Pensacola,
September 17, 1993**

- According to payback section of DON-0085: "The total estimated one-time cost to the Department of Defense to implement this recommendation is \$3.57 million. The net of all costs and savings to the Department during the implementation period is a savings of \$1.38 million. Annual recurring savings to the Department after implementation are \$0.91 million with a payback expected in four years. The net present value of costs and savings to the Department over 20 years is a savings of \$10.00 million." (see the attachment number 1 at the end of this section)

 - **Question:** Under the original Action Memorandum (signed by ex-CNO Admiral Frank Kelso, II in 1993-attached) which consolidated AOCS and OCS from Newport to Pensacola implemented in 1994 it states: "CNET conducted a study which indicated consolidation in either Newport or Pensacola would result in the same annual savings of approximately \$1.9M. Quality of Life factors, however, favor consolidation in Pensacola." (see attachment number 2 at the end of this section) OTC was moved in 1994. In the eleven years since it moved to Pensacola the Navy has saved \$1.9 million a year. The total amount of savings to date, based on Navy information, is \$20.9 million. The total savings from just the past eleven years have eclipsed the projected savings to the department (\$10 million) projected over 20 years. In fact, based solely on the savings to date and using annual projected savings (\$0.91 million) minus actual annual savings over the past 11 years (\$1.9 million) it would COST the Navy an extra \$1 million annually to complete this move, based on Navy data. Did the Navy factor in these annual \$1.9 million savings into their 20 year projected savings under DON-0085?
-
- In the same Action Memorandum from 1993 it states: "Our plan consolidates existing curricula into one which standardizes the program, promotes the "one Navy" concept, and produces a quality naval officer more efficiently." (see attachment number 2 at the end of this section)

 - **Question:** What has changed since 1993 that somehow nullifies this? The "one Navy" concept still exists and OCS in Pensacola still "produces a quality naval officer more efficiently."
-
- Again, in that same Action Memorandum from 1993 it states: "Quality of Life factors, however, favor consolidation in Pensacola."

 - **Question:** What has changed since 1993 that somehow nullifies this? It the Quality of Life somehow drastically improved in Newport so much that it eclipses that of Pensacola?
-

Original Orders Attachment

|

Candidate Recommendation # DON-0085

Recommendation: Realign Naval Air Station Pensacola, FL by relocating Officer Training Command Pensacola, FL to Naval Station Newport, RI and consolidating with Officer Training Command Newport, RI.

Justification: Navy Officer Accession Training is currently conducted at three installations: (1) U.S. Naval Academy Annapolis, MD hosts Midshipman Training; (2) Naval Station Newport hosts Naval Academy Preparatory School and Officer Training Command Newport, which includes Officer Indoctrination School and Seaman to Admiral-21 Program courses; and (3) Naval Air Station Pensacola hosts Officer Training Command Pensacola which includes Navy Officer Candidate School, Limited Duty Officer Course, Chief Warrant Officer Course, and the Direct Commissioning Program. Consolidation of Officer Training Command Pensacola and Officer Training Command Newport will reduce inefficiencies inherent in maintaining two sites for similar training courses through reductions in facilities requirements, personnel requirements (including administrative and instructional staff), and excess capacity. This action also supports the Department of the Navy initiative to create a center for officer training at Naval Station Newport.

Payback: The total estimated one-time cost to the Department of Defense to implement this recommendation is \$3.57 million. The net of all costs and savings to the Department during the implementation period is a savings of \$1.38 million. Annual recurring savings to the Department after implementation are \$0.91 million with a payback expected in four years. The net present value of the costs and savings to the Department over 20 years is a savings of \$10.00 million.

Economic Impact on Communities: Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 675 jobs (295 direct jobs and 380 indirect jobs) over the 2006-2011 period in the Pensacola-Ferry Pass-Brent, FL Metropolitan Statistical Area, which is 0.32 percent of economic area employment. The aggregate economic impact of all recommended actions on this economic region of influence was considered and is at Appendix B of Volume I.

Community Infrastructure: A review of community attributes indicates no issues regarding the ability of the infrastructure of the communities to support missions, forces, and personnel. There are no known community infrastructure impediments to implementation of all recommendations affecting the installations in this recommendation.

Environmental Impact: Naval Station Newport, RI is in Serious Non-attainment for Ozone (1-Hour) and in Moderate Non-attainment for Ozone (8-Hour) but no Air Conformity Determination will be required. No impacts are anticipated for air quality; cultural, archeological, or tribal resources; dredging; land use constraints or sensitive resource areas; marine mammals, resources, or sanctuaries; noise; threatened and endangered species or critical habitat; waste management; water resources; or wetlands. This recommendation does not impact the costs of environmental restoration, waste management, or environmental compliance activities. The aggregate environmental impact of all recommended BRAC

#2

DEPARTMENT OF THE NAVY
CHIEF OF NAVAL AIR TRAINING
NAVAL AIR STATION
CORPUS CHRISTI, TEXAS 78419-5163

1500
Ser 01/03025
28 OCT 1993

From: Chief of Naval Air Training
To: Commanding Officer, Naval Aviation Schools Command
Subj: CONSOLIDATION OF AVIATION OFFICERS CANDIDATE SCHOOL (AOCS) AND OFFICER CANDIDATE SCHOOL (OCS)
Ref: (a) PHONCON btwn RADM Hayden (CNATRA)/CAPT Coonan NASC of 22 Oct 93
Encl: (1) CNET ltr 1500 Ser N-24/172 of 22 Oct 93

1. Enclosure (1) directs the consolidation of AOCS and OCS at NAS Pensacola by April 1994. As discussed in reference (a), request Naval Aviation Schools Command liaison directly with Naval Education and Training Command (NETC) to implement the new consolidated course, keeping CNATRA informed.
2. CNATRA point of contact is LT Karen R. Hyde, N313, DSN 861-3822 or commercial (532) 939-3822.

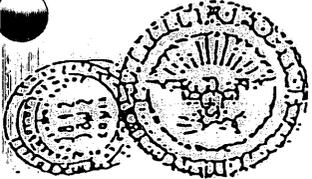
P. R. Statsky
P. R. STATSKY
Chief of Staff

Copy to:
CNET
NETC

Enclosure (2).



#2



DEPARTMENT OF THE NAVY
CHIEF OF NAVAL EDUCATION AND TRAINING
720 DALLAS ST
PENSACOLA FLORIDA 32504 5220

1500
Ser N-24\1

22 OCT 1993

From: Chief of Naval Education and Training
To: Chief of Naval Air Training

Subj: CONSOLIDATION OF AVIATION OFFICER CANDIDATE SCHOOL (AOCS)
AND OFFICER CANDIDATE SCHOOL (OCS)

1. On 15 October 1993, Secretary Dalton announced his decision to consolidate AOCS and OCS into a 13 week course of instruction at NA Pensacola. The new consolidated course (OCS) class will convene in April 1994.

2. Please develop and forward a Plan of Action and Milestones (POAM) not later than 12 November 1993 to include staffing, final curriculum revision, class convening schedule, and logistics/transfer of training materials. Direct liaison with the Bureau of Naval Personnel, the Commander, Navy Recruiting Command and Commander, Naval Education and Training Center is authorized.

3. By copy of this letter, the Commander, Navy Recruiting Command is requested to take appropriate action to effect the assignment of all OCS officer candidates to Pensacola vice Newport beginning in April 1994.


R. K. U. KIHUNE

Copy to:
CINNAVPERS
COMNAVCRUITCOM
ETC



#2

DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, DC 20350-2000

IN REPLY REFER TO
Ser 00/3U500125
17 Sep 93

MEMORANDUM FOR THE SECRETARY OF THE NAVY

Subj: CONSOLIDATION OF AVIATION OFFICER CANDIDATE SCHOOL (AOCS)
AND OFFICER CANDIDATE SCHOOL (OCS) - ACTION MEMORANDUM

1. I recommend we consolidate Aviation Officer Candidate School (AOCS) and Officer Candidate School (OCS) in Pensacola, FL in FY-94. Our plan consolidates existing curricula into one which standardizes the program, promotes the "one Navy" concept, and produces a quality naval officer more efficiently. A pilot course of instruction was conducted 28 May to 13 August 1993 at Naval Aviation Schools Command, NAS Pensacola which underscored the viability of consolidation.

2. GAO Report dated 6 November 1992, "Officer Commissioning Programs: More Oversight and Coordination Needed" recommends consolidation of AOCS and OCS in Newport, RI. CNET conducted a study which indicated consolidation in either Newport or Pensacola would result in the same annual savings of approximately \$1.9M. Quality of Life factors, however, favor consolidation in Pensacola.

~~If you concur with this consolidation, the first consolidated OCS class could begin in April 1994.~~

Frank B. Kelso II
FRANK B. KELSO, II

SECNAV DECISION:

Approved _____

Disapproved _____

Other _____

OPTIONAL FORM NO 7-001

FAX TRANSMITTAL

Page 4 of 4

To: *Cdr Nick Nichols*
Dupl Agency: _____
From: *Cdr Chris Feeney*
Priority: *N715*
Date: _____
Fax # _____

Fax # *922-4901*

GENERAL SERVICES ADMINISTRATION



#2

DOCUMENT CLEARANCE SHEET

Classification of attached material UNCLASSIFIED

Classification of this sheet only UNCLASSIFIED

PRIORITY / DEADLINE DATE: ROUTINE

RECOMMENDED SICHER CNO

VENO: 19/16

RETURN TO: Room 4E536

After: Each Clearance

Last Clearance

Signature

ATTACHED OUTGOING DOCUMENT

TYPE MEMO

ADDRESSEE(S) NONE

SERIAL

SUBJECT

CONSOLIDATION OF AVIATION OFFICER CANDIDATE SCHOOL (AOCS) AND OFFICER CANDIDATE SCHOOL (OCS)

BACKGROUND BRIEFING

ISSUE: Provide recommendation to SECNAV to consolidate Aviation Officer Candidate School (AOCS) and Officer Candidate School (OCS).

BACKGROUND/DISCUSSION:

- Consolidated pilot course of instruction included an "Aviation Indoctrination Week (AIW)" whereby aviation officer candidates reported prior to non-aviation candidates for rigorous physical and military indoctrination. The pilot monitoring team assessment strongly recommended deleting AIW as sufficient application of stress was applied during the consolidated course and AIW fosters a "We-They" concept.

- Pilot monitoring team also lauded the employment of USMC Drill Instructors in concert with USN CPO's as a very effective method of training.

- Consolidated pilot course was an 11 week curriculum which deleted a significant portion of the existing warfare-specific training while retaining the core topics required for all officer accessions. Post-pilot assessment indicates two weeks of additional lesson topics (airmanship, seamanship) are required to meet officer accession Professional Core Competencies.

RECOMMENDATION:

CNO approve the following recommendations and sign the SECNAV action memorandum:

- 1. Expand 11 week consolidated curriculum to 13 weeks. Yes [checked] / No / Other
2. Consolidate AOCS/OCS at Pensacola in FY-94. Yes [checked] / No / Other
3. Delete Aviation Indoctrination Week. Yes [checked] / No / Other
4. Employ both USMC DI's and USN CPO's during training. Yes [checked] / No / Other

Continued on page 2

SIGNATURE

OFFICE CODE AND/OR TITLE

DATE

N7

PHONE

Classification of this sheet only

This sheet is unclassified when removed from the described material unless entry of classified information requires classification of this sheet.

DRAFTER

Handwritten signature and stamp

1443

<!--StartFragment-->NNS821. SECNAV Announces Officer Candidate School Consolidation
PENSACOLA, Fla. (NNS) -- On Oct. 15, Secretary of the Navy John H.

ton announced the consolidation of Aviation Officer Candidate
School (AOCS) and Officer Candidate School (OCS) in Pensacola, Fla.

The school will be called Officer Candidate School and will be
located at the Naval Aviation Schools Command in Pensacola. The
first 13-week class will begin in April 1994. Both aviation and
non-aviation officer candidates will now attend Officer Candidate
School in Pensacola, saving about \$1.9 million annually.

Currently, the location of AOCS is Pensacola. OCS will be
relocating from Newport, R.I. Both schools utilized about 25
percent capacity at each location. Combining OCS and AOCS in
Pensacola will still maintain the Navy's ability to accommodate
increased student load requirements if necessary.

Officer Candidate School will have a total of 400 students for
1994, and will include 280 non-aviation candidates and 120 aviation
candidates. The school will operate with 39 staff members
consisting of four Marine drill instructors, eight senior Navy
enlisted personnel, and 27 Navy officers as instructors and staff
personnel.

Story by CNET Public Affairs

<!--EndFragment-->

Scenario Analysis

Scenario Analysis DON-0085/DON-0087

MILCON

- On page E-10 under Scenario Development and Analysis: Officer Accession Training: "...COBRA analysis was conducted on each of the scenario data calls. Review by the Infrastructure Evaluation Group of the scenario data call responses and COBRA analysis indication that consolidating the Officer Training Command...at NAS Pensacola or Naval Station Great Lakes...would incur substantial one-time and recurring costs including significant new construction and/or rehabilitation and creation of additional support infrastructure." (see attachment number 1 at the end of this section) At this point the decision was made to only further evaluate the scenarios of consolidating OTC at Great Lakes or Newport with the final decision made that Newport would be the best place for it.
- On page 7 of the minutes for the DON Analysis Group (DAG) meeting from December 21, 2004, under point 18 it states that: "Since the payback for Scenario DON-0087 was over 100 years and there are still significant MILCON costs associated with this scenario, the DAG decided to continue to refine the scenario data call results, but recommend that the Infrastructure Evaluation Group (IEG) discontinue further analysis of this scenario." (see the attachment number 2 at the end of this section)
- The MILCON costs associated with the move of OTC according to Navy information provided in N-RP-0396 Report of DAG Deliberations of 21 December 2004, DON Infrastructure Analysis Team, MILCON Summary, Tab 7, page 9, (see attachment number 3 at the end of this section) include:

Construction FAC Description	UM	New	Rehab	Cost	Total
Applied Instruction Building (OTC- OIS classroom/admin)	Square Feet		8,896	.48	
Applied Instruction Building (OTC- OIS classroom/admin)	SF		10,132	.54	
Applied Instruction Building (OTC- OIS)	SF	25,430		4.72	
Student Barracks (OTC)	SF	116,982		18.61	

Student Barracks	SF		21,200	.97	
Fire and Rescue Training Facility (OTC)	EA	1		1.14	
					\$26.46 million

Note: this is not total MILCON needed. This represents 26.46 out of 26.71 million needed according to the Navy.

- In RP-0396 Report of DAG Deliberations of 21 December 2004, DON Infrastructure Analysis Team, MILCON Summary, Tab 7, page 14 it states: "MILCON requirement might be partially offset by piggy backing with post Hurricane Ivan MILCON projects." (see attachment number 4 at the end of this section)
- **Question:** Which MILCON and rehabilitation costs were factored into this? Considering that the DAG recommended that the IEG did not further develop scenario DON-0087 and as of December 2004 many of the contracts for Ivan had still not been awarded, it is unlikely that this analysis was ever completed. If it were done today the results would arguably show a huge decrease in both MILCON and rehabilitation costs due to Emergency Supplemental funding thus drastically lowering the overall costs for DON-0087 and removing the main reason why further study of the scenario was discontinued. Specifically, rehab on Applied Instruction buildings and the Student Barracks may have been done with Emergency Supplemental funds, thus removing 1.99 million in MILCON money, which alone adds up to more than the total cost of MILCON needed for a move of OTC to Newport, as provided in DON-0085. One example is that of building 633 Naval Aviation School. Prior to Hurricane Ivan the top floor of the building, which encompasses classroom space, was to be rehabbed. As a result of Ivan the timeframe on the rehab was moved up and the funds were provided by the Emergency Supplemental. The Navy should be asked to further this part of the study to see how many other "piggy backed" costs would be offset today that weren't factored in December of 2004?²

Fire and Rescue Training Facility (OTC)

- We spoke to a LCDR at OTC as to how students flow from Pensacola and receive their firefighting requirement. To the best of his knowledge graduate officers do not attend a basic firefighting course in Great Lakes or Newport prior to going to their fleet assignment. Officers going to surface units perform their firefighting qualification at the fleet concentration areas of Norfolk and San Diego. There is also one in Mayport.
- In other words, other than the BOOST and Seaman to Admiral Candidates and Naval Academy, no other ascension programs use it and that seemed fine for Navy requirements. One could probably argue it makes far more sense to reconstitute the facility at NAS Pensacola where officers could receive all basic training and aviation before heading to the fleet.

² That question was sent to Navy OLA at 10:30am on Wednesday, June 15, 2005.

- **Question:** If this facility is not a requirement for OTC then why has it been factored into the MILCON costs when, according to the Navy, they do their fire rescue training at the fleet?

Student Barracks (OTC)

- According to the Navy, they need 116,982 square feet of new student barracks. In fact, in the notes on RP-0396 Report of DAG Deliberations of 21 December 2004, DON Infrastructure Analysis Team, MILCON Summary, Tab 7, page 9, it says: "MILCON cost driver is Student Barracks: \$19.58M." (see attachment number 3 at the end of this section)
 - **Question:** If you look at the buildings that are going to be affected by BRAC realignments at NAS Pensacola, one of them is the main NETC building. This building is a 129,908 square foot building. If NETC leaves, there will be 129,908 square feet of empty building, more than 10,000 square feet extra than required for the needs of OTC as identified by the Navy, thus eliminating the major MILCON cost driver. (see attachment number 5 at the end of this section)
-
- Should the Navy be interested in a campus like environment with co-located facilities there is an option that the NASP Commanding Officer buildings, marked as 623 and 624 in the map attached, could be moved into the vacated NETC building 628. This would leave 623 and 624 vacant, which are two building identical to buildings 601 and 602 directly across the street from these buildings which are already part of OTC. These buildings have 54,752 square feet each in user occupied area and 65,604 total square feet of facility area. Therefore, if the NAPS Co were to move to the vacated NETC buildings an additional 109,504 square feet of user occupied area and 131,207 square feet of facility area would be available to any incoming additional OTC units or personnel, which is more than the total square footage required by the Navy in DON-0087. This would also eliminate the major MILCON driver associated with DON-0087. (see the sixth attachment at the end of this section)
 - Taking the point immediately above one step further building 603, directly across from buildings 602 and 603, currently houses DFAS and SPAWARS facilities. The total facility area of this building is 259,400 square feet. If the other realignments involving DFAS and SPAWARS do go ahead as currently proposed (which we do not support) then this huge, multi-level building would be available for use for the consolidated OTC facilities from Newport. (see the sixth attachment at the end of this section)

Scenario Analysis Attachments

possible. However, the results of the configuration analysis indicated the possibility of consolidating the two Navy Officer Training Commands and relocating with Naval Academy Preparatory School at a single site. Scenario data calls were issued to the Officer Training Commands and Naval Academy Preparatory School to determine whether efficiencies and cost savings could occur if these Officer Accession Training functions were consolidated/relocated at a single site. Naval Station Newport RI, Naval Air Station Pensacola FL, and Naval Station Great Lakes IL were designated as potential consolidation sites based on configuration analysis. Additionally, a scenario data call was issued to the U.S. Naval Academy and Naval Academy Preparatory School to determine if collocation of U.S. Naval Academy and Naval Academy Preparatory School at Naval Station Annapolis MD would produce efficiencies and cost savings.

COBRA analysis was conducted on each of the scenario data calls. Additionally, COBRA analysis was conducted using data subsets from two of the scenarios reflecting consolidation of the Officer Training Commands at a single site while leaving Naval Academy Preparatory School at its current location and relocating Naval Academy Preparatory School independently of the Officer Training Commands. Review by the Infrastructure Evaluation Group of the scenario data call responses and COBRA analysis indicated that consolidating the Officer Training Commands and relocating Naval Academy Preparatory School at Naval Air Station Pensacola or Naval Station Great Lakes, consolidating the Officer Training Commands at Naval Air Station Pensacola or Naval Station Great Lakes, and relocation of Naval Academy Preparatory School to Naval Air Station Pensacola, Naval Station Great Lakes or Naval Station Annapolis would incur substantial one-time and recurring costs including significant new construction and/or rehabilitation and creation of additional support infrastructure. However, analysis of consolidating the Officer Training Commands at Naval Station Newport indicated that significant savings could be achieved with minimal one-time and recurring costs while gaining training efficiencies. Additionally, analysis indicated that the greatest degree of training efficiency would be achieved by consolidating the Officer Training Commands at Naval Station Great Lakes due to additional billet eliminations made possible by potential synergies between the Officer Training Commands and the Recruit Training Command at Naval Station Great Lakes. The Infrastructure Evaluation Group determined that further analysis should be conducted on consolidating the Officer Training Commands at Naval Station Newport and Naval Station Great Lakes.

Economic impact, community infrastructure, and environmental impact analyses were conducted on scenarios consolidating the Officer Training Commands at Naval Station Newport and Naval Station Great Lakes. Review by the Infrastructure Evaluation Group of these analyses determined that there were no substantial economic, community infrastructure, or environmental issues affecting these scenarios.

The Infrastructure Evaluation Group determined that while consolidation of the Officer Training Commands at Naval Station Great Lakes would yield the greatest training efficiencies in terms of billets eliminated, the substantial costs and lack of net savings over a 20-year payback period made this scenario cost prohibitive. Consolidation of the Officer Training Commands at Naval Station Newport would achieve nine fewer billet eliminations

Subj: REPORT OF DAG DELIBERATIONS OF 21 DECEMBER 2004

17. Mr. Leather also noted that, although MILCON costs remained the primary one-time cost driver, the costs were significantly reduced for scenarios DON-0086 and DON-0087 due to the fact that this COBRA analysis excluded the relocation of NAPS. Specifically, the MILCON costs for scenario DON-0086 were reduced from \$31M to \$19.29M and the MILCON costs for scenario DON-0087 were reduced from \$50.8M to \$26.71M. See slides 8 and 9 of enclosure (7). CDR Black and Mr. Leather then reviewed the recurring costs and savings for each scenario. See slides 10 through 13 of enclosure (7).

18. The DAG recalled that scenario DON-0085 potentially conflicts with scenario DON-0039, which closes NAVSTA Newport, but noted that it provides Payback in two years and provides 20-year NPV savings. The DAG decided to recommend that the IEG approve conducting selection criteria 6 through 8 analyses and Candidate Recommendation Risk Assessment for scenario DON-0085. The DAG recalled that NETC prefers OTC consolidation at NAVSTA Great Lakes (scenario DON-0086), but noted that the Payback is 21 years and there are still significant, although reduced, MILCON costs associated with this scenario. The DAG decided to recommend that the IEG remove the action to relocate NAPS from this scenario and approve conducting selection criteria 6 through 8 analyses and Candidate Recommendation Risk Assessment. Since the Payback for scenario DON-0087 was over 100 years and there are still significant MILCON costs associated with this scenario, the DAG decided to continue to refine the scenario data call results, but recommend that the IEG discontinue further analysis of this scenario.

19. CDR Philip A. Black, USN, members of the IAT E&T Team, and Mr. Jack Leather provided preliminary COBRA results for three scenarios locating NAPS - DON-0137, which relocates NAPS to NAVSTA Annapolis, MD; DON-0086, which relocates NAPS to NAVSTA Great Lakes; and, DON-0087, which relocates NAPS to NAS Pensacola. Enclosure (8) pertains. CDR Black reminded the DAG that the IEG approved issuance of a scenario data call for scenario DON-0137 at its 9 December 2004 deliberative session. He informed the DAG that the IAT E&T Team used a subset of the scenario data call responses to conduct COBRA analysis to relocate NAPS to NAVSTA Great Lakes and NAS Pensacola, but exclude the consolidation of OTCs. He stated that this analysis would enable the DAG to evaluate the cost and savings associated with relocating NAPS to these two locations.

20. Mr. Leather noted that the initial data indicates that, due to necessary one-time costs (primarily MILCON to rehabilitate

#3



Department of the Navy
Infrastructure Analysis Team

MILCON Summary

Scenario: DON-0087 (Pensacola) Construction FAC Description	NAS Pensacola			
	UM	New	Rehab	Cost
Applied Instruction Building (OTC - OIS classroom/admin)	SF		8,896	0.48
Applied Instruction Building (OTC - OIS classroom/admin)	SF		10,132	0.54
Applied Instruction Building (OTC - STA-21 classroom/admin)	SF	25,430		4.72
Fire and Rescue Training Facility (OTC)	EA	1		1.14
Student Barracks (OTC)	SF	116,982		18.61
Student Barracks (OTC)	SF		21,200	0.97
Auditorium (OTC- OIS/STA-21)	SF		6100	0.25
TOTAL				26.71

All Dollars Shown in Millions

Notes:

-MILCON cost driver is Student Barracks: 19.58M

9

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Department of the Navy
Infrastructure Analysis Team

Scenario Issues

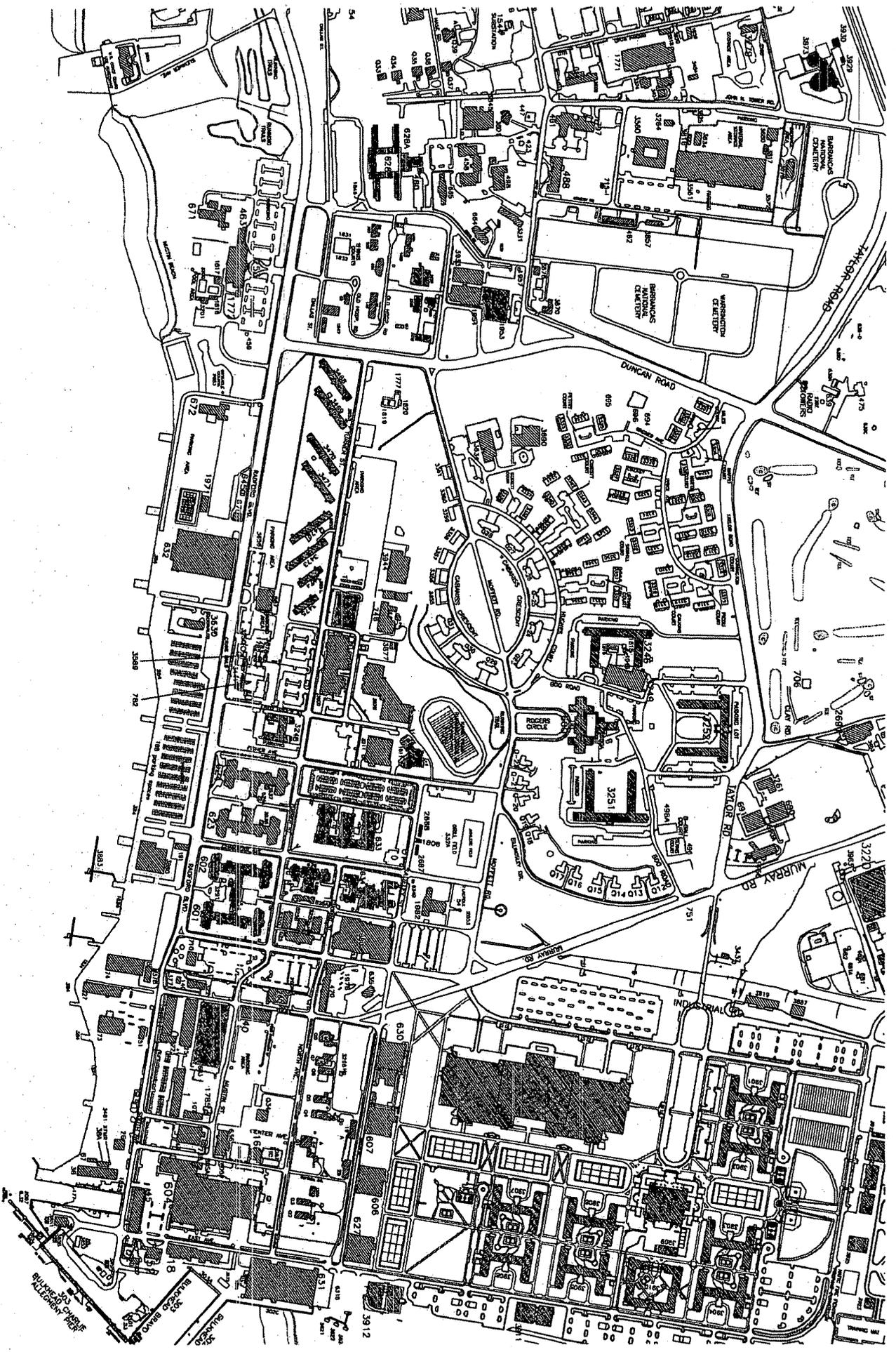
- **DON-0085 (Newport)**
 - Savings realized in 2 years
 - Potential conflict with Scenario DON-0039 (Close NAVSTA Newport)
- **DON-0086 (Great Lakes)**
 - Savings realized in 21 years
 - Recurring costs drivers are: BOS, Housing Allowance, and TRICARE
 - Significant reduction in staff footprint (24 people)
 - NETC favors Great Lakes as a consolidation site due to personnel, facility support, and mission synergies gained from locating officer accessions training with the Recruit Training Command (RTC)
- **DON-0087 (Pensacola)**
 - No savings (100+ years)
 - Recurring costs drivers are: BOS, Sustainment, and TRICARE
 - MILCON requirement might be partially offset by piggy backing with post Hurricane Ivan MILCON projects

#4

14

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NAVAL AIR STATION PENSACOLA - Mainline Facilities															
Facility Number	Property Record Number	Facility ID Number (NFA)	Facility Name	Year Built	Historic Indicator	User Name	User Occupied Area	Facility Area	Facility Type Code	Category Code	Facility Analysis Code	Property Replacement Value	AIS Deficiency Costs	FCL Condition Index	Facility Count
Total - Type 2 Facilities (Buildings)															
480	202868	NFA1000006381816	CNET STORAGE GROUNDS CREW	1943	-	NETC	802 SF	802 SF	2	21977	2191	\$95,051	\$29,812	0.31	1
601	200553	NFA100000634209	AOC QTRS/WMESS	1956	R	OTCP	54,752 SF	65,604 SF	2	72414	7240	\$10,040,128	\$508,751	0.05	1
602	200555	NFA100000634216	AOC QTRS/WMESS	1956	R	OTCP	54,751 SF	65,603 SF	2	72114	7213	\$11,312,904	\$192,500	0.02	1
603	200557	NFA100000634227	DFAS/SPAWAR/ADMIN	1957	R	DFAS/PENS DFAS-TSO	145,170 SF 11,068 SF	259,400 SF	2	61010	6100	\$38,733,070	\$6,969,512	0.18	1
						SPAWAR	75,264 SF								
626	200585	NFA100000634399	AOC QUARTERS/W/O MESS ETC	1939	R	OTCP	35,526 SF	35,326 SF	2	72114	7213	\$5,518,196	\$1,425,532	0.26	1
628	202867	NFA100000638125	NETC ADMINISTRATION BUILDING	1942	R	NETC	129,908 SF	129,908 SF	2	61010	6100	\$18,954,749	\$8,256,679	0.44	1
633	200595	NFA100000634450	NAASC (NAVAL AVIATION SCHOOL)	1941	R	OTCP	26,507 SF	117,766 SF	2	17120	1712	\$20,212,305	\$4,344,076	0.21	1
634	200596	NFA100000634449	LIBRARY/COLLEGE CHURCH/CHAPEL	1940	R	NETPDTG	3,943 SF	58,488 SF	2	74076	7416	\$9,151,655	\$1,253,524	0.14	1
741	200723	NFA100000634726	NETPDTG TRAINING BLDG	1944	-	NETC	4,486 SF	10,900 SF	2	17117	1441	\$1,670,079	\$101,362	0.06	1
						NETPDTG	6,414 SF								
1811	201841	NFA100000635459	AEROSPACE MED/RO/OFFICES	1956	-	NAMRL	23,530 SF	23,530 SF	2	31031	3102	\$6,295,653	\$648,343	0.10	1
1953	202851	NFA100000638713	AEROSPACE MED/RESEARCH BLDG	1985	-	NAMRL	65,023 SF	65,023 SF	2	31031	3102	\$17,397,461	\$317,640	0.02	1
1955	202953	NFA100000638731	MECHANICAL EQUIPMENT BLDG	1985	-	NAMRL	3,776 SF	3,776 SF	2	82640	8910	\$643,803	\$291,637	0.45	1
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3233	202863	NFA100000638820	GENERAL STORAGE	1971	-	NAMRL	8,000 SF	8,000 SF	2	44110	4421	\$633,275	\$152,038	0.24	1
3617	203186	NFA100000638820	WET TRAINER FACILITY	2001	-	OTCP	1,802 SF	1,802 SF	2	17120	1712	\$329,035	\$0	0.00	1
3880	203096	NFA100000639927	STORAGE BLDG	1994	-	OTCP	86 SF	86 SF	2	44135	4422	\$2,861	\$0	0.00	1
3873	203110	NFA100000640069	BRIG	1995	-	BRIG	29,000 SF	29,000 SF	2	73015	7312	\$6,315,100	\$25,286		1
3929	203111	NFA100000640078	BRIG STORAGE BUILDING	1995	-	BRIG	704 SF	704 SF	3	45110	4521	\$25,286			1
3930	203112	NFA100000640087	BRIG INBUSTRIES BUILDING	1995	-	BRIG	2,000 SF	2,000 SF	2	21356	2133	\$257,827			1
Total - Type 3 Facilities (Structures)															
1808	201804	NFA100000635645	REVIEWING STAND	1956	-	OTCP	-	-	3	69025	6900	\$6,172	\$24,660	4.00	1
2883	202347	NFA100000636387	OBS/SPACE COURSE	1961	-	OTCP	-	-	3	17950	1790	\$78,632	\$3,407	0.04	1
2887	202348	NFA100000636396	REVIEWING STAND	1963	-	OTCP	-	-	3	69025	6900	\$6,172	\$16,927	2.73	1
2888	202349	NFA100000636403	REVIEWING STAND	1963	-	OTCP	-	-	3	69025	6900	\$6,172	\$29,124	4.72	1
3877	-	-	LEADERSHIP/DEVEL COURSE	2001	-	OTCP	-	-	3	-	-	-	-	-	1
												\$97,153	\$74,018		5



Facility Number: -
 Prop Record No: -

Facility Name: **NASP Mainside**
 Facility Location: NAS Pensacola
 Building Area: GSF

Facility Fully or Partially Occupied by Activity Identified For BRAC Realignment

FMD
 FACILITY MANAGEMENT DIVISION
 NAVAL AIR STATION PENSACOLA

Capacity Analysis

Capacity Analysis

1. Errors in Capacity Analysis

- According to Military Value Analysis in the Department of the Navy: Analyses and Recommendations (Volume IV), for Officer Accession Training, Attachment E, Description of Analysis of the Navy Specific Education and Training Functions, the Navy performed an initial capacity analysis to see if excess capacity existed at the various Officer Accession Training sites. "Built-in surge" was determined using the historical monthly peak and assuming that rate across all twelve months. Pensacola showed an excess of 30% and Newport 77% (DON IAT brief 27 Sept 2004 –see the attachment number 1 at the end of this section)
- The IAT then began a configuration analysis manually applying optimization model methodology. The purpose of this methodology is "to generate alternative configurations for existing infrastructure, i.e., develop solutions that minimize excess capacity, while meeting the 20-year Force Structure Plan requirements." (p. E-7 –see attachment number 2 at the end of this section)

a. **Flawed Assumption In Configuration Analysis**

- DON IAT analysts describe their guidance on how to interpret and apply the optimization model in it's "BRAC 2005: Analysis Handbook (Rev. 1.01)" dated June 9, 2005. This model allows a higher-resolution approach to measuring capacity by considering additional information on existing base infrastructure, not just a specific activity. For surge capacity, the Handbook states, "the time to expand the physical capital through rental, the reconstitution of any mothballed resources, and the construction of new facilities should be incorporated as part of the analysis." (p.9 – see attachment number 3 at the end of this section)
- For performing configuration analysis, particularly scenario development, the document is clear:

"No other expansion of the primary plant is considered in initial capacity analysis. However, data on the potential for expansion and facility restoration should be collected *for use in the later scenario generation analysis.*" (p.10 – see attachment number 4 at the end of this section)

- DON IAT configuration analysis limited the available academic classroom SF to the Naval Aviation Schools Command (building 633). This ignored the potential of other buildings in the immediate area that could easily be reconstituted as classroom space. For example, building 634, currently used by NETPDTC as a library and learning center - and recommended for realignment - possesses an additional 3,943 SF that could be converted quickly and cheaply to OTC classrooms. Still other facilities exist in the complex and were overlooked. (see attachment number 5 at the end of this section)

- By limiting their configuration analysis of NAS Pensacola to one building, the IAT biased future deliberations involving OTC Pensacola.

b. Flawed Assumption for Surge

- According to Attachment E, the Infrastructure Analysis Team (IAT) determined that academic classroom space would determine a site's capacity for officer accession training. Using peak monthly average-on-board (AOB) for FY03 at each site, the IAT compared current capacity to the 20-year Force Structure Plan requirements (a reduction of 4.4%). IAT then added historical monthly peaks to establish a "built-in surge capacity across the non-peak months" thus eliminating "the need to factor in a separate surge capacity." From this, the IAT "identified whether or not excess capacity existed for the Officer Accession Training function."
- In doing so, the Navy established a flaw in its methodology which propagated into an over-assessment of required capacity for OTC consolidation. While recognizing that seasonal variation occurs within various courses of instruction, the IAT failed to consider the seasonal variation across commands. For example, if two courses at different locations – one running from January to June and another from July to December – and each running a monthly AOB of 500 were to be considered for consolidation, the IAT would add the two numbers for a "built-in surge" of 1,000 ... far beyond any realistic surge for the individual, non-conflicting courses.
- Peak monthly AOB for each site occurs at different times during the fiscal year. While Newport experiences a peak AOB in June (434), Pensacola experiences its peak six months earlier in January (524). Combining the two throughputs sets an unrealistically high monthly surge rate of 958, which extrapolated over the course of a fiscal year creates an OTC annual throughput of 11,496 officer accession candidates (excluding USNA). Current (FY03) annual production is only 3,171 creating an unrealistic annual throughput surge requirement of 262%.
- Even when focusing on the combined AOB rates by month, the 958 level establishes a 27% built-in surge rate for the highest production month (752 in June) and a 156% built-in surge rate for the lowest (373 in May). (Source data: DON IAT Briefs 31 August 2004 and 27 September 2004) See Figure 1.

	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
	FY03											
Newport AOB	237	297	91	124	116	267	237	97	434	229	174	198
Pcola AOB	453	428	418	524	453	404	353	276	318	342	433	437
Total	690	725	509	648	569	671	590	373	752	571	607	635
Surge of 20%	828	870	611	778	683	805	707	448	902	685	729	762

FY 03 Combined AOB

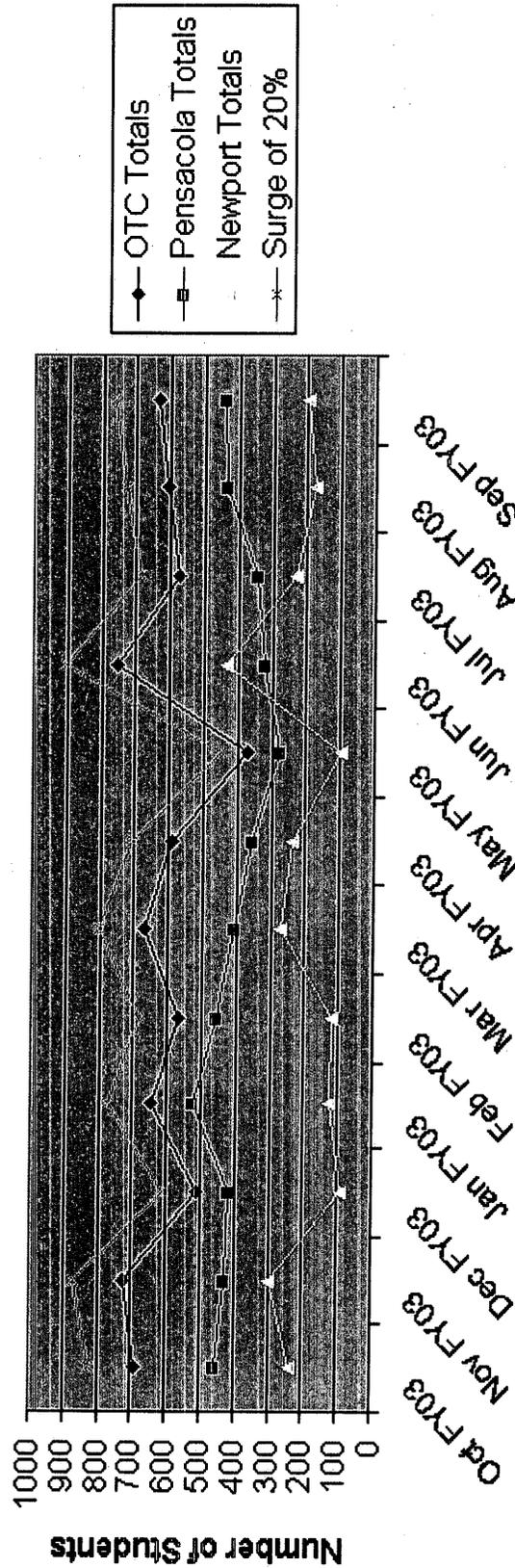


Figure 1 Comparison of Monthly AOB with a monthly surge rate of 20%

2. Impact on Scenario Development

- By limiting the number of usable facilities and overestimating the surge requirement, the IAT set conditions from which Pensacola could not compare well in the scenarios under development.

a. Classroom Capacity

- Using IAT numbers and the Average-On-Board method ascribed in NAVFAC P-80 "Training Facilities," the current required classroom capacity for Newport (434 AOB peak) and Pensacola (524 AOB peak), are 9,506 SF and 11,291 SF respectively. The IAT established surge of 958 leads to a required total of 20,797 SF. As Figure 2 shows, the 27% excess in the peak month translates into an additional 1,200 SF over an assumed surge of 20% per month and 4,500 SF over FY03 peak month AOB.

Course CDP	Course Title	Annual Input (AI)	Monthly Student AOB	NSF Per Student (NSF)	Requirement Net Area (SF)	Current Classroom Capacity (SF) Pensacola	Excess SF
FY 03 Totals	OTC - all	752	752	14.5	16325	16047	-278
Surge +20%	OTC - all	902	902	14.5	19581	16047	-3534
IAT Analysis	OTC - all	958	958	14.5	20797	16047	-4750

Figure 2 Comparison of classroom space requirements

- Using the 20% surge scenario, Pensacola lacks 3,534 SF of classroom space. As mentioned earlier, the inclusion of just one building within the complex currently considered for realignment would have erased the worse-case deficit.

b. Billeting

- The effect carries over to billeting requirements, by including a 200+ bed requirement over current FY03 AOB and 50+ if one assumes a 20% surge. The main barracks for officer accession candidates are listed as 601 and 602; each capable of housing 202 students. Through its flawed configuration analysis, the IAT missed the potential of buildings 623 and 624, the current home to the base commanding officer and staff. Both buildings originally served as barracks for AOC candidates and could be easily reconstituted at a relatively small cost.

c. Cost Drivers

- DON IAT assumptions and errors lead to an overestimation of the required MILCON. IAT estimates the Navy will have to pay for the following facilities at a one-time cost of \$26.71 million. (Figure 3)

	UM	New	Rehab	Cost
Applied Instruction Bldg	SF		8896	\$480,000
Applied Instruction Bldg	SF		10132	\$540,000
Applied Instruction Bldg	SF	25430		\$4,720,000
Fire and Rescue Trng Facility	EA	1		\$1,140,000
Student Barracks	SF	116982		\$18,610,000
Student Barracks	SF		21200	\$970,000
Auditorium	SF		6100	\$250,000
Total				\$26,710,000

Figure 3 IAT Cost Analysis for Pensacola Consolidation scenario (DON-0087) (DON Analysis Group Briefing slides dated 23 December 2004)

- Actual requirements based on the adjustments and consideration above show more reasonable costs since new construction is no longer necessary (Figure 4).

	Actual New	Actual Rehab	New Cost (\$ per SF)	Rehab Cost (\$ per SF)	Actual Cost
Applied Instruction Bldg	0	8896	185.6	53	\$471,488
Applied Instruction Bldg	0	10132	185.6	53	\$536,996
Applied Instruction Bldg	0	3954	185.6	53	\$209,562
Fire and Rescue Trng Facility	1	0	1140000	0	\$1,140,000
Student Barracks	0	54751	159	45.75	\$2,504,858
Student Barracks	0	54751	159	45.75	\$2,504,858
Auditorium	0	6100	0	41	\$250,100
Total					\$7,617,863

Figure 4 Revised Scenario numbers

- Further opportunities exist for additional cost reductions if the fire and rescue facility located on base at the NATTC compound can be used as is or modified slightly.

3. Capacity Analysis Summary

- By limiting the configuration analysis only to those facilities currently used by OTC Pensacola, the IAT ignored actual optimization model methodology and underestimated the value of training facilities on the base. Further, by wrongly adding the two peak months together to establish a maximum, the IAT overestimated capacity requirements.
- Both these actions lead to an overestimation of the cost for MILCON causing Pensacola to be removed from consideration as a realignment site.
- The BRAC Commission should revisit the decision to eliminate Pensacola in light of these issues.

Capacity Analysis Attachments



Department of the Navy
Infrastructure Analysis Team

Capacity Analysis

	Throughput	Classroom SF	Billleting (# Beds)	Messing (# Students Fed)							
RTC	34,299	11,862	119,901	27,947	77%	14,126	11,862	16%	18,752	14,796	21%
MCRD-PI	19,459	6,706	29,023	13,910	52%	8,168	6,706	18%	8,736	6,706	23%
MCRD-SD	15,935	6,000	84,940	11,895	86%	5,400	6,000	-11%	8,600	6,366	26%
MCB-CL (MCT)	10,072	1,302	20,000	14,184	0%	6,814	1,302	81%	7,588	3,691	51%
MCB-CL (SNCOA)	1,158	263		5,761							
MCB-CP (MCT)	11,962	1,607	51,680	15,467	60%	1,648	1,826	-11%	5,715	2,960	48%
MCB-CP (SNCOA)	930	231		5,470							
OTC-N	1,274	434	42,135	9,506	77%						
OTC-P	1,897	524	16,047	11,291	30%						
MCB-Q (OCS)	1,338	1,240	38,946	20,870							
MCB-Q (MBS)	2,294	1,283		11,499	14%						
MCB-Q (SNCOA)	1,966	608		12,204							
USNA	4,200	4,358	389,557	137,277	65%	4,656	4,358	6%	4,578	4,372	4%
MACTE (SNCOA)	240	40	1,989	1,080	46%						
MCB-H (SNCOA)	115	32	8,980	349	96%						
SEA	300	60	5,040	1,710	66%	62	62	0%			
CLS	842	115	5,250	3,622	31%						

Recruit Training & MCT

Capacity - Requirement = Excess

Professional Military Education

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Military Value Analysis

The military value matrix was developed after review of the BRAC 2005 Education and Training Joint Cross-Service Group matrices, with modifications based on technical expert input, tailoring for Department of the Navy specific activities, and matrices previously approved by the Infrastructure Evaluation Group. The military value questions were grouped into five attribute areas, covering Training Infrastructure, Location, Personnel Support, Ability to Support Other Missions, and Environmental and Encroachment. Primary emphasis was placed on student throughput, classrooms, and training facilities on larger facilities and training centralization. Training centralization refers to the degree to which the installation has the required training facilities to complete their training mission(s) and the percentage of students needing cost orders to attend. Personnel Support was valued similarly to other Department of the Navy functions.

Recruit Training

The highest value accrued to those activities with larger facilities and a higher degree of training centralization. The military value scores ranged from 34.53 to 77.14, with 53.27 the overall average military value.

Officer Accession Training

The highest value accrued to those activities with larger facilities and a higher degree of training centralization. The military value scores ranged from 51.13 to 66.95, with 55.91 the overall average military value.

Professional Military Education

The highest value accrued to those activities with larger facilities and a higher degree of training centralization. The military value scores ranged from 34.83 to 59.30, with 52.12 the overall average military value.

Configuration Analysis

The configuration analysis methodology was based upon the mathematical logic of the optimization model designed for BRAC 2005. The optimization model methodology was intended to generate alternative configurations for existing infrastructure, i.e., develop solutions that minimize excess capacity, while meeting the 20-year Force Structure Plan requirements. Notionally, the model finds the configuration (among all possible combinations satisfying imposed requirements) that best meets the decision maker's goals. The model was designed for analysis of multiple installations or activities, and the resulting number of alternatives generated by the model can be large. Since Department of the Navy specific education and training did not have large numbers of installations and activities to analyze, it was possible to conduct the configuration analysis manually using the optimization model logic.

is the *maximum level* of throughput from the *current base structure*? The issues include questions such as:

- Whether skilled labor should be considered in determining capacity,
- The meaning of surge requirements and surge capacity,
- When to consider planned or possible expansion of facilities.

These definitional issues are addressed below. In addition, we introduce some inherent challenges to measuring capacity that arise when there are several throughputs at a single activity that compete for the use of some key resources.

Normal capacity is a measure of potential throughput using current physical infrastructure resources, as distinct from input resources such as labor and materials, under normal (sustainable) working conditions. It should be assumed that the workforce and material needed to sustain throughput are available.

Surge capacity is the potential throughput if current physical resources are used as intensively as realistically possible. Surge capacity and requirements address the ability to provide sufficient operational support in the time between the initial identification of a need for increased throughput and the time when additional capacity can be created. It usually refers to using the current resources more intensely (e.g., increasing the staffing, working additional shifts and more days per week, running the equipment at higher speeds). Furthermore, surge might involve a usage level that cannot be sustained over a long period of time. The surge capacity should be determined by how realistically the throughput could be increased, given some assumptions on workforce, materials availability, and equipment maintenance. Specifically, it should be assumed that the workforce necessary to achieve normal capacity is already in place. The amount of additional labor that could be applied should be based on a realistic assessment of how much overtime that workforce can provide, and how readily available the required skills are in the short-term labor market. In addition, the intensity of usage of the physical capital should be based on a realistic assessment of how long that throughput rate can be sustained and how long it will take for additional physical capital to be in production. Furthermore, the time to expand the physical capital through rental, the reconstitution of any mothballed resources, and the construction of new facilities should be incorporated as part of the analysis. The materials required to meet the surge capacity should be assumed available because the focus of the analysis is on the physical plant's throughput capacity.

Excess capacity. Excess capacity could be evaluated in two ways:

1. the excess of normal capacity over normal requirements
2. the excess of surge capacity over requirements during surge periods

The minimum of these two values would be the relevant measure of excess capacity, i.e., the capacity that could be eliminated without impairing military readiness. It is not appropriate to evaluate excess capacity as the excess of normal capacity over surge requirements.

2.2.1 Workforce assumptions

There is often debate as to whether specialized workers should be considered, along with facilities, in determining normal capacity. The answer is no. BRAC analyses focus on facilities alone, and should incorporate a long-term perspective. Labor may be constrained in a short-term horizon, but, over time, can be expanded. Consider the error introduced by incorporating labor constraints in normal capacity. Suppose, for example, skilled mechanics use only half of the available physical capacity in aviation depots. If reported capacity were adjusted down to reflect the labor usage, the excess capacity in facilities would be obscured. That could lead to missing an opportunity to dispose of facilities and consolidating the specialized workforce in those that remain.

2.2.2 Current base structure and the potential for expansion

The stated intention of the initial capacity analysis is to assess the capacity of the current physical structure. We may face a number of ambiguities in making the assessment. What about construction or renovation already underway? The suggested practice is to consider these as complete. What about mothballed facilities or those in need of repair? It may be appropriate to consider these as if they were in operating condition to the extent that restoring the facilities does not require substantial time or expense. It is difficult to say exactly where the boundary between facilities that count and those that don't should lie. No other expansion of the primary plant is considered in initial capacity analysis. However, data on the potential for expansion and facility restoration should be collected for use in the later scenario generation analysis.

NAVAL AIR STATION PENSACOLA - Mainside Facilities															
Facility Number	Property Record Number	Facility ID Number (NFA)	Facility Name	Year Built	Historic Indicator	User Name	User Occupied Area	Facility Area	Facility Type Code	Category Code	Facility Analysis Code	Property Replacement Value	AIS Deficiency Costs	FCL Condition Index	Facility Count
Total - Type 2 Facilities (Buildings)															
480	202866	NFA100000638116	CNET STORAGE GROUNDS CREW	1943	-	NETC	698,498 SF	893,904 SF	2	21977	2191	\$143,464,061	\$24,687,762	0.31	18
601	200553	NFA100000634209	AOC QTRS W/MESS	1936	R	OTCP	54,752 SF	65,604 SF	2	72411	7240	\$95,051	\$29,812	0.05	1
602	200555	NFA100000634218	AOC QTRS W/MESS	1936	R	OTCP	54,751 SF	65,603 SF	2	72114	7213	\$10,040,128	\$508,751	0.02	1
603	200557	NFA100000634227	DFAS/SPAWAR/ADMIN	1937	R	DFAS/PENS DEAS-TSO	145,170 SF	259,400 SF	2	61010	6100	\$38,733,070	\$6,969,512	0.18	1
626	200585	NFA100000634389	AOC QUARTERS W/O MESS ETC	1939	R	SPAWAR	75,264 SF	35,326 SF	2	72114	7213	\$5,518,196	\$1,425,532	0.26	1
628	202867	NFA100000638125	NETC ADMINISTRATION BUILDING	1942	R	NETC	129,908 SF	129,908 SF	2	61010	6100	\$18,954,749	\$8,256,679	0.44	1
633	200595	NFA100000634450	NASG (NAVAL AVIATION SCHOOL)	1941	R	OTCP	26,507 SF	117,766 SF	2	17120	1712	\$20,212,305	\$4,344,076	0.21	1
634	200596	NFA100000634469	LIBRARY/COLLEGE CTR/CHAPEL	1940	R	NETPDTIC	3,943 SF	58,488 SF	2	74076	7416	\$9,151,655	\$1,253,524	0.14	1
741	200723	NFA100000634726	NETPDTIC TRAINING BLDG	1944	-	NETC	4,486 SF	10,900 SF	2	17117	1441	\$1,670,079	\$101,362	0.06	1
1811	201841	NFA100000635459	AERO SP MED RDT/OFFICES	1956	-	NAMRL	23,530 SF	23,530 SF	2	31031	3102	\$6,295,653	\$646,343	0.10	1
1953	202951	NFA100000638713	AEROSPACE MED RESEARCH BLDG	1965	-	NAMRL	65,023 SF	65,023 SF	2	31031	3102	\$17,397,461	\$317,640	0.02	1
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3233	202963	NFA100000638820	GENERAL STORAGE	1971	-	NAMRL	8,000 SF	8,000 SF	2	44110	4421	\$633,275	\$152,038	0.24	1
3677	203166	NFA200000228219	WET TRAINER FACILITY	2001	-	OTCP	1,802 SF	1,802 SF	2	17120	1712	\$329,035	\$0	0.00	1
3880	203096	NFA100000639927	STORAGE BLDG	1994	-	OTCP	86 SF	86 SF	2	44135	4422	\$2,861	\$0	0.00	1
3873	203110	NFA100000640069	BRIG	1995	-	BRIG	29,000 SF	29,000 SF	2	73015	7312	\$6,315,100	\$25,266	0.00	1
3929	203111	NFA100000640078	BRIG STORAGE BUILDING	1995	-	BRIG	704 SF	704 SF	2	45110	4521	\$25,266	\$0	0.00	1
3930	203112	NFA100000640087	BRIG INDUSTRIES BUILDING	1995	-	BRIG	2,000 SF	2,000 SF	2	21356	2133	\$257,827	\$0	0.00	1
Total - Type 3 Facilities (Structures)															
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2683	202347	NFA100000636387	OBSTACLE COURSE	1961	-	OTCP	-	-	3	17950	1790	\$78,637	\$3,407	0.04	1
2687	202348	NFA100000636399	REVIEWING STAND	1963	-	OTCP	-	-	3	69025	6900	\$6,172	\$16,827	2.73	1
2688	202349	NFA100000636403	REVIEWING STAND	1963	-	OTCP	-	-	3	69025	6900	\$6,172	\$29,124	4.72	1
3877	-	-	LEADERSHIP DEVEL COURSE	2001	-	OTCP	-	-	3	-	-	-	-	-	1

DFAS Analysis

BRAC Recommendation to Realign DFAS Consolidation to Saufley

DFAS's decision to consolidate sites to three locations will provide greater cost savings for the Department of Defense and other federal agencies. However, the selection of Denver as a consolidation site adds unnecessary costs based on faulty data and assumptions. Therefore, while the overall plan is good, consolidation to Saufley Field can enhance the plan's military value over the selection of Denver.

There are several reasons why the selection of Denver needs to be reviewed. Among them are the Denver decision's adherence to BRAC principles, installation ownership, condition and site security concerns.

I. Problems with Denver

A. Guiding Principles – Reduction of standalone facilities

The Headquarters and Support Activities Joint Cross Service Group (HSA JCSG) used among other overarching principles, eliminate redundancy, duplication and excess capacity, and reduce costs. These guiding principles helped focus the HSA JCSG common assumptions to include the following: "Stand-alone military facilities/installations are less desirable than collocation." (HSA JCSG Military Value Analysis Report dated 8 February 2004, p.3 - see attachment number 1)

DFAS Denver is located at 6760 E. Irvington Place, Denver, Colorado 80279 on the former Lowry AFB. Lowry was BRAC'd in 1991 and officially closed in 1994. However, the Air Force maintained control over 115 acres associated with the Air Force Reserve Personnel Center (ARPC) and DFAS Denver. The rest of the former base has been redeveloped into a mixed use residential/commercial community (www.lowry.org).

Under the 2005 recommendation, ARPC will be realigned to Randolph and Robins AFBs leaving DFAS Denver as the sole tenant of the Buckley Annex facility (confirmed OSD BRAC Clearinghouse Tasker 0343). It is by definition, a standalone facility (Tasker 0343). Allowing DFAS to remain as a tenant, prevents the Air Force from disposing of the 115 acres of what otherwise would be excess capacity. (see attachment number 2)

B. Potential Lease Issue

If DFAS is going to consider military value and capacity in view of the realignment of ARPC, it must also review the ramifications of such a decision on those very same numbers.

A major thrust of BRAC 2005 was to divest of leased facilities wherever possible. This was echoed within HSA JCSG's overarching strategy (Volume VII Final BRAC Report, HSA-JCSG-D-05-326, p.16 - see attachment number 3). With the move of ARPC, the Air Force will no longer have a use for the former Lowry AFB property on their register.

At that point, they will follow normal BRAC process for disposing of property through the General Services Administration (GSA). While the property is offered to other federal agencies prior to public disposal, DFAS is not encouraged to establish property "ownership." In fact, DFAS's own founding instruction, DoD Directive 5118.5 dated November 26, 1990 (see attachment number 4) states:

"5.1.2 Use established facilities and services of the Department of Defense and other Federal Agencies, whenever practicable, to avoid duplication and to achieve modernization, efficiency, economy, and user satisfaction."

Even the DFAS Denver agreement with the Air Force recognized this limitation when it stated in its "Delegation of Facility Manager – Information Memorandum" dated 15 October 1992 that DFAS "cannot hold property." (Tasker 0343 - see attachment number 2)

Would the Air Force retain the facility after vacating it, thus avoiding a lease requirement? While any disposal decision must wait until the BRAC recommendations become law, Air Force Policy Directives suggest the answer:

"1. ... Policy governs the 'life cycle' management of real property, to ensure that the Air Force acquires and maintains *only the minimum property necessary to meet peacetime and mobilization requirements.*" (AFPD 32-90, 10 September 1993 - see attachment number 5)

And further:

"7.1 The Assistant Secretary of the Air Force for Manpower, Reserve Affairs, Installations and Environment (SAF/MI) ... provides oversight for the program to ensure that only real property required to achieve the *military mission* is retained." (AFPD 32-90, 10 September 1993 - see attachment number 5)

And again:

"7.3 The Air Force Real Estate Agency (AFREA) ... reports unneeded real property (with or without improvements) and leaseholds to GSA for federal screening and disposal as 'surplus' real property." (AFPD 32-90, 10 September 1993 - see attachment number 5)

This supports acting Air Force Secretary Michael Dominguez recent quote, "We are bringing back the fence line to be able to cede real property." (GovExec.com article: "Air Force might keep bases open after personnel moves, May 17, 2005 - see attachment number 6).

Under the current recommendation, Denver will be no different than Indianapolis. DFAS Indianapolis is located on the former Fort Benjamin Harrison closed in BRAC 91. In accordance with HSA JCSG accepted military value criteria, Indianapolis was not

considered owned earning it a "No" (Volume VII Final BRAC Report, HSA-JCSG-D-05-326, p. M-1 – see attachment number 7)

Applying the same requirement to the Denver facility, post ARPC, the military value decreases from .803 to .653 or from 3rd to 8th in the DFAS ranking. The overall three facility average also drops from .714 to .664.

C. Facility and Security Issues

The JCSG worked diligently to evaluate a facility's condition in light of security concerns. For metric purposes, the HSA JCSG chairman, Donald Tison strove for consistency across functional groups commenting "commonality doesn't have to apply in every attribute and metric, but some commonality is good where it makes sense, e.g., space standards and condition codes." (HSA JCSG meeting minutes April 1, 2004, p.2 – see attachment number 8).

For consistency, the services chose the Unified Facilities Criteria UFC-4-010-1 which rates on a scale of C1 (highest security) through C4 (lowest). DFAS utilized a green/amber/red rating with green receiving full credit and red none.

DFAS Denver's green rating is at odds with ARPC's evaluation of C4. How can the same building receive totally opposite ratings?

II. Saufley Alternative

The BRAC commission should reassess the decision to choose Denver over the better alternative of Pensacola Saufley Field.

A. Facilities Capacity

In analyzing space availability, the HSA JCSG reports Saufley as having 57,244 usable square feet (USF) and Denver possessing 292,991 USF. DFAS surmises that the additional 127,964 USF associated with ARPC will be just enough to meet space requirements (Registered Scenarios as of: 1/7/2005, p256 of 1169 as an example - <http://www.dod.mil/brac/minutes/minute-files/ISG/ISG50Minutes21Jan2005aredacted.pdf> - see attachment number 9). However, DFAS lists its required space after force structure and BRAC reductions as 230,880 USF (Spreadsheet listing HSA-0018 DFAS Authorization and Space Requirements as of 4 February 2005). DFAS calculates this using 1443 personnel.

This same logic should have driven its evaluation of Saufley Field by assuming the recommended scenario in which NETPDTC moves to Millington, TN. With the realignment of NETPDTC, Saufley frees up 293,747 USF for a combined DFAS/NETPDTC total of 346,322 USF (base facility numbers). This will more than

make up requirements for DFAS's end state. This figure doesn't even include an additional 68,814 USF currently available at DFAS Pensacola NAS roughly 10 miles away.

B. Operating Cost per square foot

Pensacola NAS possesses an operating cost of 5.7 and Saufley a 7.38 to Denver's 9.15.

C. Maintenance and Security

In Denver, DFAS will have to provide for its own maintenance and security whereas Saufley receives security through the Navy and has access to prison labor rates from the neighboring Federal Prison Camp.

D. "Breadth and Depth" of Expertise

Within the Technology Services Organization at Saufley, the wealth of expertise far outstrips Denver:

- Malcolm Baldrige Quality Award Pre-Assessment pilot study findings: "effective, systematic processes" (2002).
- Selected as ePayroll Federal service provider by OPM - and the only Federal provider with a non-integrated pay/personnel solution (2002).
- Gartner benchmark study citing TSO Pensacola software development costs as 30% lower than private industry (2002).
- Certified as Software Engineering Institute Capability Maturity Model Level 4 (2002) – This is the second highest attainable level and a first for DFAS. For perspective, only 7.3% of all government and private industry IT projects achieved this same level of performance.
- Top 5 Quality Projects in U.S. Government by DoD Office of the Undersecretary of Defense for Acquisition Resources (2003).
- Over 60% of the TSO workforce have earned a bachelors degree or higher, over half from the local University of West Florida.
- A ready pool of interns in finance, accounting and computer science from the University of West Florida.
- A-76 study #1 for DCPS, with no private industry bids received (2001) – too cost efficient.
- A-76 study #2 for DCPS (with scope broadened), with no private industry bids received (2002).

III. Subjective Reasoning

Ultimately, the DFAS selection of Denver over other sites under consideration boiled down to a subjective analysis. From the Infrastructure Steering Group's January 21, 2005 minutes:

“Mr. Tison then addressed a question that had been posed at the January 7, 2005, ISG meeting from Mr. Wynne regarding the Defense Finance and Accounting Service (DFAS) Buckley Air Force Annex site in Denver, Colorado (H&SA-0018). At that meeting, Mr. Wynne had asked Mr. Tison to further investigate whether Denver was really the appropriate location to remain open and absorb other DFAS activities from a cost-effective basis. Mr. Tison stated that his group had reevaluated the data on this and that Denver was the best choice, emphasizing that *his group had operated on the strategy that it is more effective to collapse your workload in areas where you already have the personnel expertise.*”

And again, during a March 24, 2005 presentation:

“These sites (Denver, Indianapolis, and Columbus) have the breadth and depth of the Business Line functions, the personnel strength, and the facilities needed to mitigate risk and provide strategic redundancy.”

Saufley, Pensacola NAS and other sites “were not selected because they do not have the breadth and depth of the Business Line functions, the personnel strength, and the facilities needed to mitigate risk and provide strategic redundancy.”

(<http://www.dod.mil/brac/minutes/minute-files/ISG/ISG59Minutes24Mar2005redacted.pdf> - 16MB file)

Denver ranks third lowest on locality pay and its operating costs per square feet are nearly \$2 higher than Saufley Field. As two of the top weighted metrics and all other measures nearly the same, the real choice came down to personal preference over performance.

Pensacola employees have demonstrated that their “depth and breadth” of expertise is strong enough to deserve industry recognition and achieve some of the lowest unit costs in DFAS.

For true, cost savings that brings long term value to the Department of Defense, the BRAC commission should realign the Denver consolidation to Saufley Field.

DFAS Attachments

common functions and should be considered for potential savings, as well as reduction in the real estate footprint.

(2) Analysis of functions may result in recommendations to eliminate duplicate services, reduce administrative, technical and supervisory overhead, and/or reduce facilities.

(3) Recommendations resulting from analyses could include installation realignments, and/or movement of organizations not presently on DoD installations to space that becomes available on DoD installations. (DoD installation defined as owned space with a controlled perimeter and access.)

(4) Over time changes in systems, processes, and technical advances in automation have created opportunities to adjust physical location and size of activities.

(5) Many and varied DoD activities perform common headquarters, administrative and business related functions.

(6) Continuity of government requires redundant capabilities within and between headquarters of some commands.

(7) The location of specific headquarters, commands, and functions may be strategically significant.

(8) Stand-alone military facilities/installations are less desirable than co-location.

(9) Services and the JCSGs will share analytical data.

(10) Elements of JCSG and Service analyses may overlap.

(11) All DoD installations (as defined in 1. c. (3) above) generally provide an equal level of force protection.

d. Linkage to the Overall BRAC Process. The military value modeling process links directly to other BRAC processes. Capacity analysis defines where functions are performed and provides an estimate of physical and operational excess capacity. Capacity and military value data are input to an optimization model that provides a starting point for scenario development. In some cases HSA JCSG's military value models will not be optimized. In several instances the population of realignment possibilities is too small; in others business process reengineering will drive recommendations, so a simpler analytical process will suffice. Ongoing functional analysis, not embodied in a particular BRAC process, helps determine constraints that will influence the optimization and scenario development processes. Functional analysis also helps the analyst develop an organization's candidate reconfiguration based on



DEPARTMENT OF THE ARMY
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WASHINGTON DC 20310-0700
HSA-JCSG-D-05-326

REPLY TO
ATTENTION OF

DAPR-ZB

22 June 2005

MEMORANDUM FOR OSD BRAC CLEARINGHOUSE

SUBJECT: OSD BRAC Clearinghouse Tasker 0343 – Subject: Questions on BRAC 2005 Recommendations for Air Reserve Personnel Center

1. Reference: E-mail, Charles Elliott, Rep. Jeff Miller (FL-01), 16 June 2005, subject as above.

2. Issue/Question:

a. Question 1. The BRAC 2005 recommendations include realigning the Air Reserve Personnel Center to Randolph AFB and Robbins AFB (HSA p33). HSA-JCSG-D05-326 provides elaboration on how military value was calculated for military personnel centers including ARPC. Under Appendix D-1: Criterion 1, Attribute 1 (Military Personnel Center Location), metric 1 asks "Is this Center on an installation? Function is binary. If a military personnel center exists within the perimeter of the main/host installation, then a 1 or Yes is given; otherwise 0 or No. Leased space is given 0." - What is a "main/host installation?" - Did ARPC receive a No (appendix K-1, fifth column) due to being a) leased space, b) annexed space away from the main/host installation, c) previously BRAC'd location, or d) stand-alone location? Criterion 1, Attribute 2 (Survivability), metric 1 discusses AT/FP standards. Under UFC 4-010-01, ARPC received a "level 2" rating (Appendix K-1, eighth column). UFC 4-010-01 does not delineate levels. - How many levels are there? - How is level 2 defined? - How does Level 2 translate into AT/FP standards for inhabited buildings? - How does level 2 compare to facilities located on an active military base? - Does the ARPC facility possess a UFC 4-010-01 defined "controlled perimeter? Criterion 2, Attribute 1(Facility Condition), metric 1 is the facility condition code rated from C1-C4. Appendix K-1, second column rates ARPC as C4. Leased space and C4 receive a 0 in scoring. - Does this mean ARPC is in leased space? - If not leased space, what defines ARPC as receiving a C4?

b. Question 2. The FY 1999 Base Structure Report lists the DFAS Denver Annex as an active, Air Force owned facility. - Does the Air Force lease this facility or own it?

c. Question 3. If the facility is leased, who is the owner?

d. Question 4. What is the nature of DFAS Denver's current agreement to use space within the building?

e. Question 5. Under BRAC 2005, the Air Force is vacating the ARPC building (6760 E. Irvington Place, Denver, CO 80280). - Will the Air Force have any activities remaining in the facility?

f. Question 6. If not, will the Air Force continue to carry this property on its property list once the realignment is complete?



2

DAPR-ZB

SUBJECT: OSD BRAC Clearinghouse Tasker 0343 – Subject: Questions on BRAC 2005 Recommendations for Air Reserve Personnel Center

3. Response:

a. Question 1. Detailed information for these questions can be found in the documentation provided on the DoD BRAC website. Please follow the paths provided for each question.

Refer to the DoD BRAC website at: <http://www.defenselink.mil/brac/>. In the Additional Documentation Section (left hand column), select Joint Cross Service Groups, then select Headquarters and Support Activities and select the Military Value Documentation zip file. Open the file named Mil Pers. There you will find the methodology for Criterion 1, Attribute 1 on page 2. A main/host installation is defined as "the military installation serving as executive agent for the personnel facility." In ARPC's case, this is Buckley AFB. In the certified responses to the Military Value Data Call, the Air Force answered the associated question with a "No" indicating ARPC was not within the perimeter of their main/host installation as defined. No option was available to further differentiate the answer for the various sub categories. HSA JCSG understands ARPC to be annexed space away from the main/host installation, is a previously BRAC'd location and is a stand-alone facility.

Refer to the DoD BRAC website at: <http://www.defenselink.mil/brac/>. In the Additional Documentation Section (left hand column), select Joint Cross Service Groups, then select Headquarters and Support Activities and select the Military Value Documentation zip file. Open the document file named Mil Pers. There you will find the methodology for Criterion 1, Attribute 2 on page 6. This indicates that there are 3 levels. Level 2 is used for a facility that is not on a military installation and for which the function being analyzed (military personnel functions only) occupies less than 25%. This application is taken from the general parameters for partial occupancy contained in UFC-4-010-01. Facilities located on an active military base receive the full score of 1.0 and ARPC was analyzed with a score of .8. While the ARPC facility does possess a UFC 4-010-01 defined "controlled perimeter," this aspect is not included in the algorithm to provide ARPC's score for this metric.

Refer to the DoD BRAC website at: <http://www.defenselink.mil/brac/>. In the Additional Documentation Section (left hand column), select Joint Cross Service Groups, then select Headquarters and Support Activities and select the Military Value Documentation zip file. Open the document file named Mil Pers. There you will find the methodology for Criterion 2, Attribute 1 in the introductory comments on page 9 for facility condition codes. ARPC was not required to answer based on the applied standard that they are not located within the perimeter of the main/host installation as defined. ARPC is located on Buckley Annex approximately 9 miles from its host installation at Buckley AFB. Referencing the Background as described on page 9, the purpose of this question is to determine the condition of existing Admin space on the installation to determine its military value for expansion purposes. Rather than looking only at the specific Military Personnel Center building, the metric measures Admin facilities for the entire installation. The score used for military value is not that of the AFPC building itself, rather the installation where it resides. ARPC is not on a military installation as defined for this metric and so it receives the lowest score.

#2

DAPR-ZB

SUBJECT: OSD BRAC Clearinghouse Tasker 0343 – Subject: Questions on BRAC 2005 Recommendations for Air Reserve Personnel Center

b. Questions 2-3. With regards to the DFAS Denver Annex site, the Air Force owns the facility which is currently referred to as Buckley Annex -- the facility is not in leased space.

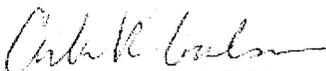
c. Question 4. The nature of DFAS's current agreement is found in the enclosed Delegation of Facility Manager – Information Memorandum, dated October 16, 1992 (note: Peterson AFB property holding designation was later changed to Buckley AFB). Under BRAC 2005, only the ARPC portion of the building is being vacated. Refer to the DoD BRAC website at: <http://www.defenseLINK.mil/brac/>. In the Joint Cross Service Group Reports section (left hand column), select the link to the Headquarters and Support Activities Report. On page 48 you can read that the DFAS portion of the building remains in use and the HSAJCSG Recommendation to Consolidate DFAS functions consolidates additional DFAS personnel into the facility from other DFAS locations.

d. Question 5. According to the Air Force, no Air Force activities are currently projected for the facility once the ARPC portion is vacated.

e. Question 6. The Air Force will make a determination as to retention or disposal of the Buckley Annex once the BRAC Commission Recommendations become law. Should the Air Force pursue disposal of this or any property, it will proceed in accordance with Section 2905. (b) Management and Disposal of Property, of the Defense Base Closure and Realignment Act of 1990, as amended through FY05 Authorization Act (Public Law 101-510, as amended).

4. Coordination: Lt Col Laffey, Air Force BRAC, 17 Jun 2005; Mr Chittick, DFAS, 17 Jun 2005.

Enclosure
As stated



CARLA K. COULSON

COL, GS

Deputy Director, Headquarters and
Support Activities JCSG

d. Overarching Strategy

Early on in the process, general guiding principles, which formed an overarching strategy, were established by the HSA JCSG members. These principles, previously described, are: improve jointness; eliminate redundancy, duplication and excess physical capacity; enhance force protection; exploit best business practices; increase effectiveness, efficiency and interoperability; and reduce costs.

Following assignment of functions, Subgroups further developed the strategy as follows:

- Rationalize single function administrative installations
- Rationalize headquarters presence within a 100-mile radius of the Pentagon
- Eliminate leased space
- Consolidate headquarters and back-shop functions
- Consolidate/regionalize installation management
- Consolidate the Defense Finance and Accounting Service
- Create a Joint corrections enterprise
- Consolidate military personnel functions
- Consolidate civilian personnel functions
- Establish Joint pre/re-deployment mobilization sites

These helped to guide the HSA JCSG's scenario development, deliberation and declaration of Candidate Recommendations (CRs).



Department of Defense DIRECTIVE

NUMBER 5118.5

November 26, 1990

Incorporating Change 1, December 13, 1991

DA&M

SUBJECT: Defense Finance and Accounting Service

- References:
- (a) Title 10, United States Code
 - (b) DoD Directive 5118.3, "Comptroller of the Department of Defense," May 24, 1988/1989
 - (c) DoD 7220.9-M, "Department of Defense Accounting Manual," October 1983
 - (d) DoD 5025.1-M, "Department of Defense Directives System Procedures," April 1981
 - (e) DoD Directive 7750.5, "Management and Control of Information Requirements," August 7, 1986

1. PURPOSE

Pursuant to the authority vested in the Secretary of Defense under provisions of reference (a), this Directive establishes the Defense Finance and Accounting Service (DFAS) as an Agency of the Department of Defense with responsibilities, functions, authorities, and relationships as outlined below.

2. APPLICABILITY

This Directive applies to the Office of the Secretary of Defense (OSD); the Military Departments; the Chairman, Joint Chiefs of Staff and Joint Staff; the Unified and Specified Commands; the Inspector General of the Department of Defense (IG, DoD); the Defense Agencies; and the DoD Field Activities (hereafter referred to collectively as "DoD Components").

#4

3. ORGANIZATION AND MANAGEMENT

3.1. The DFAS is established as an Agency of the Department of Defense under the direction, authority, and control of the Comptroller of the Department of Defense (C, DoD).

3.2. The DFAS shall consist of a Director, selected by the Secretary of Defense, and such subordinate organizational elements as are established by the Director within resources authorized by the Secretary of Defense.

3.3. Military personnel shall be assigned to the DFAS in accordance with approved authorizations and procedures for assignment to joint duty.

4. RESPONSIBILITIES AND FUNCTIONS

4.1. The Director, Defense Finance and Accounting Service (DFAS), is the principal DoD executive for finance and accounting requirements, systems, and functions identified in DoD Directive 5118.3 (reference (b)), and shall:

4.1.1. Organize, direct, and manage the DFAS and all assigned resources.

4.1.2. Direct finance and accounting requirements, systems, and functions for all appropriated, nonappropriated, working capital, revolving, and trust fund activities, including security assistance.

4.1.3. Establish and enforce requirements, principles, standards, systems, procedures, and practices necessary to comply with finance and accounting statutory and regulatory requirements applicable to the Department of Defense.

4.1.4. Provide finance and accounting services for the DoD Components and other Federal activities, as designated by the C, DoD.

4.1.5. Direct the consolidation, standardization, and integration of finance and accounting requirements, functions, procedures, operations, and systems within the Department of Defense and ensure their proper relationship with other DoD functional areas (e.g., budget, personnel, logistics, acquisition, civil engineering, etc.).

4.1.6. Execute statutory and regulatory financial reporting requirements and render financial statements.

4.1.7. Serve as the proponent for civilian professional development in finance and accounting disciplines, and act as approval authority for competency standards and training requirements for appropriate military positions within the DFAS.

4.1.8. Provide advice and recommendations to the C, DoD, on finance and accounting matters.

4.1.9. Approve the establishment or maintenance of all finance and accounting activities independent of the DFAS.

4.1.10. Develop, issue, and maintain DoD 7220.9-M (reference (c)), in accordance with DoD 5025.1-M (reference (d)), consistent with governing statutes, regulations, and policies.

4.1.11. Perform other functions as the Secretary of Defense, Deputy Secretary of Defense, or the C, DoD, may prescribe.

4.2. The Comptroller of the Department of Defense (C, DoD) shall provide guidance and direction to the Director, DFAS, on policies and procedures related to the development and operation of DFAS programs and systems.

4.3. The Heads of DoD Components shall:

4.3.1. Comply with the requirements, principles, standards, procedures, and practices issued pursuant to paragraph 4.1., above.

4.3.2. Obtain finance and accounting services from the DFAS.

4.3.3. Provide facilities, personnel, and other support and assistance required to accomplish DFAS objectives, consistent with this Directive and the responsibilities and functions in paragraph 4.1., above, and the authorities in section 6., below.

4.4. Operational commanders shall continue to be responsible for the control, location, and safety of deployed accounting and finance personnel and resources.

5. RELATIONSHIPS

5.1. In the performance of assigned responsibilities and functions, the Director, DFAS, shall:

5.1.1. Maintain liaison with the DoD Components, other Government Agencies, foreign governments, and private sector organizations for the exchange of information concerning assigned programs, activities, and responsibilities.

5.1.2. Use established facilities and services of the Department of Defense and other Federal Agencies, whenever practicable, to avoid duplication and to achieve modernization, efficiency, economy, and user satisfaction.

5.2. The Heads of the DoD Components shall coordinate with the Director, DFAS, on all matters related to the responsibilities and functions listed in paragraph 4.1., above.

6. AUTHORITIES

The Director, DFAS, is specifically delegated authority to:

6.1. Represent the C, DoD, on finance and accounting matters.

6.2. Have free and direct access to, and communicate with, the DoD Components and other Executive Departments and Agencies concerning finance and accounting activities, as necessary.

6.3. Enter into agreements with the DoD Components and other Government or non-Government entities for the effective performance of the DFAS mission and programs.

6.4. Establish DFAS facilities if needed facilities or services of other DoD Components are not available. Establishment of new facilities and services will be accomplished using normal program and budget processes.

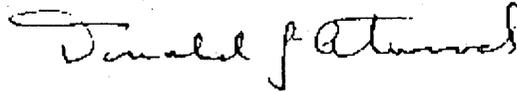
6.5. Obtain reports, information, advice, and assistance from the DoD Components, consistent with the policies and criteria of DoD Directive 7750.5 (reference (e)).

#4

DODD 5118.5, November 26, 1990

7. EFFECTIVE DATE

This Directive is effective immediately.



Donald J. Atwood
Deputy Secretary of Defense

Enclosures - 1

E1. Delegations of Authority

E1. ENCLOSURE 1
DELEGATIONS OF AUTHORITY

Pursuant to the authority vested in the Secretary of Defense, and subject to the direction, authority, and control of the Secretary of Defense, and in accordance with DoD policies, Directives, and Instructions, the Director, Defense Finance and Accounting Service (DFAS), or in the absence of the Director, the person acting for the Director, is hereby delegated authority as required in the administration and operation of the DFAS to:

E1.1.1. Establish advisory committees and employ part-time advisors, as approved by the Secretary of Defense, in support of assigned DFAS functions pursuant to 10 U.S.C. 173; Pub. L. 92-463, "Federal Advisory Committee Act"; and DoD Directive 5105.4, "Department of Defense Federal Advisory Committee Management Program," September 5, 1989.

E1.1.2. Designate any position in the DFAS as a "sensitive" position, in accordance with 5 U.S.C. 7532; Executive Order 10450, as amended; and DoD Directive 5200.2, "DoD Personnel Security Program," December 20, 1979, as appropriate.

E1.1.2.1. Authorize, in case of an emergency, the appointment to a sensitive position, for a limited period of time, of a person for whom a full field investigation or other appropriate investigation, including the National Agency Check, has not been completed; and

E1.1.2.2. Authorize the suspension, but not terminate the service, of an employee in the interest of national security.

E1.1.3. Authorize and approve overtime work for assigned civilian personnel in accordance with 5 U.S.C. Chapter 55, Subchapter V, and applicable Office of Personnel Management (OPM) regulations.

E1.1.4. Authorize and approve:

E1.1.4.1. Travel for assigned personnel, in accordance with Joint Travel Regulations.

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E1.1.4.2. Invitational travel to persons serving without compensation whose consultative, advisory, or other services are required for assigned activities and responsibilities pursuant to 5 U.S.C. 5703.

E1.1.5. Approve the expenditure of funds available for travel by assigned or detailed military personnel for expenses regarding attendance at meetings of technical, scientific, professional, or other similar organizations in such instances when the approval of the Secretary of Defense, or designee, is required by law (37 U.S.C. 412 and 5 U.S.C. 4110 and 4111). This authority cannot be redelegated.

E1.1.6. Develop, establish, and maintain an active and continuing Records Management Program under DoD Directive 5015.2, "Records Management Program," September 17, 1980; DoD Directive 5400.7, "DoD Freedom of Information Act Program," May 13, 1988; and DoD Directive 5400.11, "Department of Defense Privacy Program," June 9, 1982.

E1.1.7. Establish and use imprest funds for making small purchases of material and services, other than personal services, when it is determined more advantageous and consistent with the best interests of the Government, in accordance with DoD Directive 7360.10, "Disbursing Policies," January 17, 1989.

E1.1.8. Authorize the publication of advertisements, notices, or proposals, in newspapers, magazines, or other public periodicals as required for the effective administration and operation of assigned responsibilities, consistent with 44 U.S.C. 3702.

E1.1.9. Establish and maintain appropriate property accounts, appoint Boards of Survey, approve reports of survey, relieve personal liability, and remove accountability for Agency property contained in the authorized property accounts that has been lost, damaged, stolen, destroyed, or otherwise rendered unserviceable, in accordance with applicable laws and regulations.

E1.1.10. Promulgate the necessary security regulations for the protection of property placed under the jurisdiction of the Director, pursuant to DoD Directive 5200.8, "Security of Military Installations and Resources," July 29, 1980.

E1.1.11. Establish and maintain a publications system for the promulgation of common accounting and finance regulations; instructions, and reference documents, and changes thereto, pursuant to the policies and procedures prescribed in DoD 5025.1-M, "Department of Defense Directives System Procedures," April 1981, authorized by DoD Directive 5025.1, December 23, 1988.

#4

E1.1.12. Exercise the powers vested in the Secretary of Defense by 5 U.S.C. 301, 302(b), and 3101 on the employment, direction, and general administration of assigned employees.

E1.1.13. Administer oaths of office to those entering the Executive Branch of the Federal Government or any other oath required by law in connection with employment therein, in accordance with 5 U.S.C. 2903, and designate in writing, as may be necessary, officers and employees of the DFAS to perform this function.

E1.1.14. Establish a DFAS Incentive Awards Board, and pay cash awards to, and incur necessary expenses for the honorary recognition of, civilian employees of the Government whose suggestions, inventions, superior accomplishments, or other personal efforts, including special acts or services, benefit or affect the DFAS or its subordinate activities, in accordance with 5 U.S.C. 4503, OPM regulations, and DoD Directive 5120.15, "Authority for Approval of Cash Honorary Awards for DoD Personnel," August 13, 1985.

E1.1.15. Act as an agent for the collection and payment of employment taxes imposed by Chapter 21 of the Internal Revenue Code of 1954, as amended; and, as such agent, make all determinations and certifications required or provided for under the Internal Revenue Code of 1954, as amended (26 U.S.C. 3122), and the Social Security Act (42 U.S.C. 405(p)(1) and (2)), as amended *for members and employees paid by DFAS*.

E1.1.16. Enter into and administer contracts directly or through a Military Department, a DoD contracting administration service component, or other Government Department or Agency, as appropriate, for supplies, equipment, and services required to accomplish the DFAS mission.

E1.1.17. Oversee disbursing officials and operations in accordance with the procedures of 31 U.S.C., as follows:

E1.1.17.1. Manage the approval and appointment process for disbursing, certifying officials pursuant to 31 U.S.C. 3321, 3325, and 10 U.S.C. 2773.

E1.1.17.2. Make determinations and recommendations with respect to the granting of relief to disbursing *and accountable* officials pursuant to the authority contained in 31 U.S.C. 3527.

E1.1.17.3. Approve requests to hold cash at personal risk for authorized purposes, including imprest funds, and to redelegate such authority as appropriate in the