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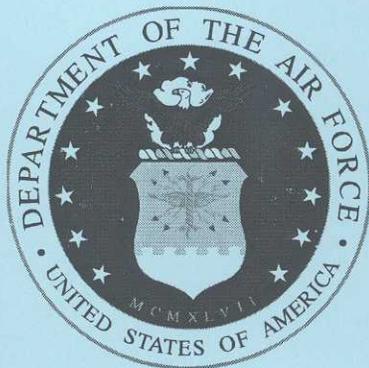
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AIR FORCE AUDIT AGENCY



2005 BASE REALIGNMENT AND CLOSURE – INSTALLATION CAPACITY ANALYSIS QUESTIONNAIRE

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AUDIT REPORT

F2004-0007-FB4000

24 August 2004

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Executive Summary

INTRODUCTION

Congress amended the Defense Base Closure and Realignment Act of 1990 through the Fiscal Year (FY) 2002 National Defense Authorization Act (Public Law 107-107, 28 December 2001) to allow the Department of Defense (DoD) to pursue another round of base realignments and closures in FY 2005. The law and Office of the Secretary of Defense (OSD) guidance require that base realignment and closure recommendations be based on the force structure plan, infrastructure inventory, and selection criteria. To that end, OSD, the military departments, and defense agencies developed questions to obtain data for measuring and analyzing the current capacity of military installations to accommodate force structure and identify excess capacity.

OBJECTIVES

The Deputy Assistant Secretary for Basing and Infrastructure Analysis (SAF/IEB) requested we assess the adequacy of Air Force 2005 Base Realignment and Closure (BRAC) installation capacity analysis questions for Data Call 1. The overall audit objective was to assess whether the questions would adequately identify installation physical capacity. Specifically, we determined whether BRAC officials (1) complied with the *Air Force Internal Control Plan for 2005 Base Realignment and Closure Process* during questionnaire development and approval and (2) included questions that would satisfy requirements of BRAC law and OSD guidance, while providing the most accurate and reliable data to senior leaders for BRAC decision-making.

CONCLUSIONS

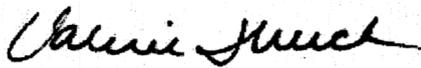
(FOUO) We concluded that, in general, BRAC personnel (1) complied with OSD guidance and the *Air Force Internal Control Plan for 2005 Base Realignment and Closure Process* during installation capacity analysis question development and approval and (2) after making changes to address issues this audit identified, developed installation capacity analysis questions that should provide accurate, reliable data to senior leaders for analyzing installation physical capacity. During question development, we identified potential problems with 42 of the 106 Air Force installation capacity analysis questions approved by the Base Closure Executive Group (BCEG). Problems identified included questions that

Executive Summary

(a) presented opportunities for inconsistent responses, (b) lacked specified sources, (c) specified invalid sources, (d) were not clearly written, (e) requested data in a form that would not be easily quantifiable, and (f) did not adequately explain the methodology and/or computations. (Tab A, page 1)

RECOMMENDATIONS Management completed corrective actions during the audit; therefore, this report contains no recommendations requiring corrective action.

MANAGEMENT'S RESPONSE Management officials agreed with the overall audit results.



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Table of Contents

	<u>Page</u>
EXECUTIVE SUMMARY	i
TAB	
A Air Force Capacity Analysis Questions	1
APPENDIX	
I Background Information	5
II Audit Scope and Prior Audit Coverage	7
III Locations Audited/Reports Issued	9
IV Points of Contact	11
V Final Report Distribution	13

Tab A

Air Force Capacity Analysis Questions

SYNOPSIS

(FOUO) In general, Air Force BRAC personnel (1) complied with OSD guidance and the *Air Force Internal Control Plan for 2005 Base Realignment and Closure Process* during installation capacity analysis question development and approval; and (2) after making changes to address issues this audit identified, developed installation capacity analysis questions that should provide accurate, reliable data to senior leaders for analyzing installation physical capacity. The questionnaire development process also adequately addressed lessons learned from prior BRAC audits and, with a few exceptions, the questions were not redundant; required subjective and consistent responses that would be easily quantifiable and summarized; included valid source references; were clear and understandable; and included detailed, fully explained computations and methodology.

BACKGROUND

The Defense Base Closure and Realignment Act of 1990, as amended, allowed the DoD to pursue another round of base realignments and closures in FY 2005. Within DoD, the Secretary of Defense provided direction and guidance for this BRAC round in a November 2002 kickoff memorandum and in an April 2003 policy memorandum. Based on DoD guidance, the Air Force developed the *Internal Control Plan for 2005 Base Realignment and Closure Process* and formulated questions to obtain installation capacity analysis data.

AUDIT RESULTS 1 – CAPACITY ANALYSIS QUESTIONS

Condition. (FOUO) We identified potential problems with 42 of the 106 Air Force installation capacity analysis questions developed for BRAC Data Call 1 and approved by the BCEG. Of the 42 questions with problems (some questions had multiple problems), 12 questions presented opportunities for inconsistent responses; 12 questions lacked specified sources; 10 questions (of 15 that could be tested)¹ included invalid specified sources; 6 questions were not clear; 5 questions requested data in a form that would not be easily quantifiable; and 2 questions included methodology and/or computations that were not adequately explained. The following paragraphs provide examples:

¹ We tested centrally-managed sources such as the Air Force Automated Civil Engineering System and the Command, Control, Communications, and Computer Intelligence, Surveillance, and Reconnaissance Infrastructure Planning System, but not sources unique to each installation.

Tab A

Air Force Capacity Analysis Questions

Consistency. (FOUO) We reviewed each question to determine whether question format and expected responses were consistent. Examples of problems identified included requests for measurements without defining the unit of measure (i.e., square feet, yards, or thousands of square feet).

Sources. (FOUO) We determined whether all questions referenced a recommended source, and verified sources where possible (i.e., using centralized databases such as the Air Force Automated Civil Engineering System for real property information and the Command, Control, Communications, and Computer Intelligence, Surveillance, and Reconnaissance Infrastructure Planning System for communications data). Invalid sources included references to individuals or office symbols versus a system, study, or report [e.g., “OG/CC” versus Air Installation Compatible Use Zone study or Flight Information Publication chart].

Clarity. (FOUO) We reviewed each question to determine whether each was clear, understandable, and would generate the desired response. For example, if the amplification (explanatory notes) defined the time period of a constraint as flight operations in days, the corresponding table should not request time in terms of hours.

- **Ease of Quantification/Summarization. (FOUO)** We evaluated questions to determine whether the response would be easily quantifiable and summarized into a usable form. For example, instead of requesting “other” responses, we determined whether it was feasible to include a table with all possible responses that would impact decisions. Or, if the response would be in a numeric format, we determined whether a drop-down menu with a range of numbers might be more appropriate.
- **Detailed and Fully Explained Methodology. (FOUO)** We determined whether all factors of a computation were clearly defined, as well as how data should be derived. For example, if the question requested the cost of a constraint, it should include a definition of relevant costs, the period of time the costs were incurred (e.g., over the last 12 months or an average over the last 5 years), and how the cost should be computed.

Cause. These deficiencies existed because question writers were under a short suspense and were inexperienced at developing questions that would achieve the most accurate and reliable data.

Air Force Capacity Analysis Questions

Impact. Clear and understandable questions, adequate amplification, and an objective review process will increase the reliability and integrity of data obtained for base closure and realignment decisions.

Management Corrective Action. (FOUO) Throughout the audit, we briefed our findings to key members of the Air Force Base Closure Working Group, and they took action to correct deficiencies identified before submission of Air Force installation capacity analysis questions to OSD for approval. As a result, and based on our review of the revised questions received on 5 December 2003, we concluded the Air Force installation capacity analysis questions for Data Call 1 should result in valid, fully supported data for analyzing installation physical capacity. Therefore, this report does not include recommendations requiring corrective actions.

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Background Information

PUBLIC LAW

The Defense Base Closure and Realignment Act of 1990, enacted as Title XXIX of the National Defense Authorization Act for FY 1991 (Public Law 101-510), established the foundation for the process used to analyze and recommend the closure and realignment of military installations inside the United States. Congress amended the Act through the National Defense Authorization Act for FY 2002 (Public Law 107-107, 28 December 2001) to allow the DoD to pursue another round of base realignments and closures in FY 2005.

Prior to undertaking an analysis of installations for realignment and closure, the law required the Secretary of Defense to provide Congress:

- A force-structure plan for the Armed Forces based on an assessment by the Secretary of the probable threats to national security during the 20-year period beginning with FY 2005, the probable end-strength levels and major military force units (including land force divisions, carrier and other major combatant vessels, air wings, and other comparable units) needed to meet these threats, and the anticipated funding levels that will be available for national defense purposes during such period.
- A comprehensive inventory of military installations world-wide for each military department, with specifications of the number and type of facilities in the active and reserve forces of each military department.

Using the force-structure plan and infrastructure inventory, the law further required the Secretary to provide:

A description of the infrastructure necessary to support the force structure described in the force-structure plan.

- A discussion of categories of excess infrastructure and infrastructure capacity.
- An economic analysis of the effect of the closure or realignment of military installations to reduce excess infrastructure.

SECRETARY OF DEFENSE GUIDANCE

Secretary of Defense memorandum, *Transformation Through Base Realignment and Closure*, 15 November 2002, initiated the 2005 BRAC process. The memorandum not

Background Information

only called for the elimination of excess capacity, but also the rationalization of DoD's infrastructure with defense strategy to maximize both war fighting capability and efficiency. The Under Secretary of Defense for Acquisition, Technology, & Logistics memorandum, *Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One -- Policy, Responsibilities, and Procedures*, April 16, 2003, together with Appendix B, *OSD Internal Control Plan for the 2005 Base Realignment and Closure Process*, established the foundation of policy, responsibilities, and procedures for developing realignment and closure recommendations.

SECRETARY OF THE AIR FORCE GUIDANCE

Secretary of the Air Force memorandum, *2005 Base Realignment and Closure (BRAC 2005)*, 26 November 2002, initiated the BRAC process within the Air Force. The *Air Force Internal Control Plan for 2005 Base Closure and Realignment Process*, 28 July 2003, further refined the requirements established in the OSD Policy Memorandum One and Internal Control Plan.

Audit Scope and Prior Audit Coverage

AUDIT SCOPE

Audit Coverage. (FOUO) We performed audit work at HQ Air Force, specifically the Air Force BRAC 2005 Division (SAF/IEBB). We performed the review from September through November 2003 using documents (BRAC law, OSD guidance, and the Air Force BRAC 2005 Internal Control Plan) dated December 2001 through July 2003. We completed audit fieldwork and briefed the results to management in December 2003. We issued the report to management in June 2004. During the audit, we evaluated the questionnaire development and approval procedures implemented using the *Air Force Internal Control Plan for 2005 Base Realignment and Closure Process* and lessons learned from prior BRAC audits to determine whether procedures adequately addressed deficiencies noted during previous BRAC rounds. Based on the lessons learned, we reviewed each question approved by the BCEG for redundancy; subjectivity of responses required; consistency; inclusion and validity of source references; clarity; ease of quantification and summarization; and detailed, fully explained computations and methodology.

Sampling Methodology. We did not use statistical or judgmental samples or computer assisted auditing tools and techniques to analyze data or project results in this audit.

Data Reliability. We did not rely on computer-generated data to support conclusions in this audit.

Auditing Standards. We conducted this audit in accordance with generally accepted government auditing standards and, accordingly, included a review of the management controls prescribed by BRAC law and OSD and Air Force guidance in determining whether Air Force installation capacity analysis questions developed for BRAC Data Call 1 would adequately identify installation physical capacity.

PRIOR AUDIT COVERAGE

(FOUO) We did not identify any Air Force Audit Agency (AFAA), DoD Inspector General, or Government Accountability Office reports issued within the past 5 years that addressed the same or similar objectives as this audit. However, we did apply lessons learned from AFAA Advisory Report 97052033, *Base Realignment and Closure Lessons Learned, 1993 and 1995*, 7 April 1998. Specifically, the report highlighted opportunities for improvement from the 1993 and 1995 BRAC rounds in the use of standard sources, databases, methodologies, and current data; and in providing documentation to support responses to data call questions. During the audit we used these lessons learned to determine whether Air Force BRAC officials specified sources, considered the use of

Audit Scope and Prior Audit Coverage

centralized databases, required validation that data was current, and specified requirements for documenting responses to data call questions as part of the question development process.

**Locations Audited/
Reports Issued***

Organization/Location

Headquarters, U.S. Air Force

SAF/IEB
Pentagon, Washington DC

*We did not issue installation-level reports during this review.

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The disclosure/denial authority prescribed in AFPD 65-3 will make all decisions relative to the release of this report to the public.

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