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From: Naval Inspector General
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Subj: AREA VISIT OF NAVAL STATION GUANTANAMO BAY, CUBA

Ref: (a) SECNAVINST 5040.3A
(b) SECNAVINST 5430.57G

1. The Naval Inspector General (NAVINSGEN) conducts Readiness and Quality of Life (QOL) Area Visits to naval installations worldwide as directed by references (a) and (b). Area visit reports provide senior Navy leadership with objective assessments of readiness, Fleet support, and QOL issues that cut across command levels and component lines to identify Navy-wide concerns. They also identify specific issues that can only be addressed enterprise-wide by senior Navy leadership.

2. NAVINSGEN conducted an area visit of Naval Station Guantanamo Bay, Cuba (NAVSTA GTMO) from 14-18 September 2015. Our last visit to NAVSTA GTMO was in 2007. This report documents our findings.

3. This report contains an Executive Summary, our observations and findings, and documented deficiencies noted during the inspection. A summary of survey and focus group data, as well as a complete listing of survey frequency data, is included.

4. During our visit we assessed overall mission readiness of NAVSTA GTMO and supporting tenant commands to maintain and operate facilities and to provide services and materials in support of commands, Sailors, families, and civilian employees. We assessed facilities, safety and environmental programs, security, quality of life (QOL), and good order and discipline. Additionally, we conducted surveys and focus group discussions to assess the quality of home life (QOHL) and work life (QOWL) for Navy military and civilian personnel.

5. Our overall assessment is that NAVSTA GTMO and tenant commands are able to effectively support and execute their missions. NAVSTA GTMO is supporting tenant commands and ensuring that QOL issues for Sailors and civilian employees are adequately addressed.

6. Corrective actions

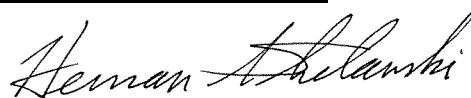
a. NAVINSGEN identified 96 discrepancies that require NAVSTA GTMO's corrective action. Programs include: Overseas Suitability Screening, Safety, Environmental Programs, Cultural Resources, Energy Conservation, Information Security, Personnel Security, Operations Security, Industrial Security, Special Security Program, Cybersecurity, Personally Identifiable Information, Emergency Management, Casualty Assistance Calls Program, Voting Assistance and Fleet, and Family Services.

Subj: AREA VISIT OF NAVAL STATION GUANTANAMO BAY, CUBA

b. Additionally, NAVINSGEN provided NAVSTA GTMO with 33 recommendations, relating to Information Technology Infrastructure, Air Transportation Accessibility, Civilian Overseas Recruitment, Use of Utility Vehicles, Traffic Enforcement, Total Force Management, Special Category Residents, Environmental Governing Standards, Third Country Nationals Employment, SAPR, and Regional Dispatch Center.

c. Correction of each deficiency or adoption of recommendations, and a description of action(s) taken or rationale of why recommendations were not adopted, shall be reported via Implementation Status Report (ISR), OPNAV 5040/2 no later than 1 May 2016. Deficiencies not corrected or recommendations not adopted by this date or requiring longer-term solutions should be updated quarterly until completed.

7. My point of contact is (b) (7)(C)



HERMAN A. SHELANSKI

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**NAVAL INSPECTOR GENERAL AREA VISIT OF
NAVAL STATION GUANTANAMO BAY
14-18 SEPTEMBER 2015**

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Executive Summary

The Naval Inspector General (NAVINSGEN) conducted an area visit of Naval Station Guantanamo Bay, Cuba (NAVSTA GTMO) from 14 to 18 September 2015. We visited NAVSTA GTMO and various tenant commands. Our last area visit of NAVSTA GTMO was in 2007. The team was augmented with subject matter experts, including personnel from the Naval Facilities Engineering Command (NAVFAC); Naval Safety Center (NAVSAFECEN); Commander, Navy Installations Command (CNIC); Naval Criminal Investigative Service (NCIS); and the Office of Civilian Human Resources (OCHR).

Our overall assessment is that NAVSTA GTMO is supporting tenant commands and activities. We found numerous quality of life issues that require attention or clear, time sensitive communications from NAVSTA GTMO leadership to all residents regarding items of concern. The current Commanding Officer has been in place a relatively short time, but is actively engaged in making improvements to the command.

During our visit, we assessed facilities, safety and environmental programs, security, good order and discipline, and quality of life for Navy military, civilian personnel, and families at NAVSTA GTMO. Additionally, we conducted surveys and focus group discussions to assess the quality of home life (QOHL) and work life (QOWL).

Our survey and focus groups discussion found that QOHL at NAVSTA GTMO was significantly lower than our historical area visit average. QOWL was comparable to our historical average. Perceived high airline ticket costs, insufficient or unreliable flight schedules of Air Mobility Command (AMC) flights, and poor internet services most adversely impact the mission and quality of life; the recent approval of a Cost of Living Allowance (COLA) for military personnel and Morale, Welfare, and Recreation (MWR) services were perceived as major positive impacts. Rated on a 10-point scale, the QOHL and QOWL was 5.72 and 6.12, respectively; the corresponding historical averages are 7.15 and 6.32. Specific comments from focus groups and surveys were passed to Navy Region Southeast and NAVSTA GTMO leadership, and are included in our report. During the course of the visit, we found a dedicated and professional staff committed to mission accomplishment under a challenging, remote environment.

KEY FINDINGS

Mission Performance

Future of NAVSTA GTMO

Throughout our visit, we inquired into the strategic vision regarding the future of the Naval Station. We concur with the assessment in the Commander, U.S. Naval Forces Southern Command message date time group 161930ZSEP15, which relied on a White Paper produced following the U.S. Navy and U.S. Coast Guard Staff Talks in 2011 and 2012. The White Paper reaffirmed NAVSTA GTMO's strategic importance as an enabler for conducting joint and full-spectrum military operations in South and Central America and the Caribbean. Its location

enables a persistent U.S. presence in the region that is essential for enhancing regional security and cooperation.

Information Technology Infrastructure

The installation and commission of an undersea fiber optic cable system connecting DoD Information Systems Network (DODIN) nodes in CONUS with NAVSTA GTMO is scheduled for completion in December 2015. From the information obtained, we have a high degree of confidence that the project will complete on time. However, we found no evidence of a holistic plan to identify key decision makers and coordination processes with stakeholders to ensure timely execution of key tasks associated with bringing the system to full capability. Failure to coordinate and execute key tasks in a timely manner will result in degradation to the existing capability.

Air Mobility Command Support

The difficulty and expense associated with air transportation on and off NAVSTA GTMO was identified during the area visit as having a major impact on quality of life. Discussions with NAVSTA GTMO leadership also highlighted air transportation as one of their top concerns. The perception is that it is difficult to obtain Space Available travel and members are frequently unable to obtain a seat due to official travel. Residents expressed that the alternative use of commercial IBC Airways was expensive and for some, cost prohibitive. Unlike many other overseas locations, there is no opportunity to use local, civilian transportation infrastructure for personal travel. The large dependent population on the Naval Station creates a significant requirement for unofficial travel.

While we assessed a perception of a continuous lack of capacity, detailed analysis shows that seats are generally available except during the high volume traffic times around traditional holidays and the peak summer vacation season. A detailed review shows an average utilization rate of 80% for inbound flights and 77% for outbound flights. This is below the AMC goal of 85%.

We are aware that USTRANSCOM and AMC must balance requirements with limited resources, that the Naval Station must provide an accurate demand signal, and that NAVSTA GTMO is a remote location. However, because it is a remote location, the usual business case planning factors must be balanced against the unique needs of personnel stationed in Guantanamo Bay.

Special Category Residents

The Navy, through the CNIC enterprise, does not have a coherent plan for implementing the statutory provision giving the Secretary of the Navy the responsibility to provide for the general welfare, including subsistence, housing, and health care of Special Category Residents (SCRs). As a result, several unresolved funding and legal questions exist.

The exact nature of the U.S. Government's duties, rights, and obligations towards the SCRs is not settled. With the vast majority of SCRs advanced in age, providing for their general welfare will require accommodation of potentially complex health, legal, and personal needs typical of an advanced age population. For example, the funding of funeral expenses, dependent travel to funerals or medical facilities, durable powers of attorney for medical and financial needs,

estate planning, and general elder care require significant resourcing and planning. In addition, the Naval Station may not have the staffing expertise to provide the desired level of support.

Command Relationships and Communication

We assessed that command communication and relationships among commands at NAVSTA GTMO are effective and a key mission enabler for Joint Task Force Guantanamo, Office of Military Commissions, and other tenant commands.

However, we observed evidence of communication gaps within the Navy's operational and administrative chains of command as they relate to NAVSTA GTMO. For example, NAVSTA GTMO leadership was not informed or asked to participate in the development of information and decision papers regarding the future of the Naval Station. Additionally, the ability of NAVSTA GTMO leadership to obtain reliable information regarding the future IT infrastructure has been a struggle. As a result, we observed wide disparity in expectations and knowledge regarding the future of IT services at the Naval Station.

Civilian Hiring Timeline

NAVSTA GTMO is an isolated duty location, making it difficult to attract and retain top civilian talent. The civilian position vacancy rates for NAVSTA GTMO and U.S. Naval Hospital (USNH) GTMO were 8% and 24%, respectively, at the time of our visit. These vacancy rates are a direct result of the hiring delays, compounded by selectees declining job offers.

In FY15, NAVSTA GTMO's average time to complete the civilian hiring process was approximately 146 days; USNH GTMO's average time was approximately 185 days. Delays are due to the many steps and stakeholders involved in the process, from release of the job announcement to onboarding. OCHR completed a Continuous Process Improvement initiative in November 2015 with respect to overseas recruitment, and is in the process of implementing changes to the process.

Personnel Support Detachment (PSD)

No significant items of deficiency were noted during our visit. In May 2015, PSD GTMO was inspected by Commander, U.S. Fleet Forces Command Field Examination Group and received an overall grade of "Excellent."

Facilities, Safety, Environmental, and Overseas Drinking Water

Facilities Condition

NAVSTA GTMO has an overall Installation Figure of Merit (IFOM) score of 79 according to the Facilities Readiness Evaluation System (FRES), which considers facility condition, configuration, and capacity. The worldwide composite Navy IFOM score is 81. Over 25% of NAVSTA GTMO Navy-funded facilities are 40 years or older and 10% of those are over 70 years old. While the Public Works Department staff is working hard to maintain buildings and utilities, we note that additional Military Construction and Operations and Maintenance funding for construction and restoration of NAVSTA GTMO's aging infrastructure portfolio is required.

Safety

A number of NAVSTA GTMO safety program deficiencies were identified. The Safety Manager has not completed required training courses and NAVSTA GTMO does not have a certified driver improvement or motorcycle safety instructor to conduct required Traffic Safety Program training. A station safety program staff member was off island at the time of the area visit for driver improvement instructor training. In addition, many fire extinguishers have not been serviced at year 6 or replaced at year 12, as required. We found that NAVSTA GTMO is not adequately enforcing traffic safety regulations and the DoDI 6055.04, CH-2, DoD Traffic Safety Program requires modification regarding the safe usage of off-road multi-passenger utility vehicles (e.g. Kawasaki "Mule").

Environmental Program

This program is not compliant. Several factors impact the ability to achieve full environmental compliance at the Naval Station, including frequent staff turnover, limited resources for environmental requirements, and infrastructure that does not meet appropriate environmental standards. While environmental programs and oversight practices are established, correction of environmental program and infrastructure-related deficiencies are needed to achieve compliance with applicable environmental standards, better protect the health of installation personnel, and sustain the military mission.

Several aspects of the NAVSTA GTMO solid waste management program are not compliant and are negatively impacting the environment:

- Use of Air Curtain Burners for incineration of Municipal Solid Waste
- Disposal of wastewater treatment sludge and cooking oil in open pits at the landfill site
- Stockpiling of vehicle tires at the landfill site
- Inadequate segregation of waste to limit incineration of recyclables (e.g., plastic)

Solid waste management deficiencies at NAVSTA GTMO were identified in 1994, 1997, 1998, 2000, and 2007 NAVINSGEN reports and in 2008, 2011, and 2014 NAVFAC External Environmental Audits. NAVSTA GTMO is seeking approval of an exception (waiver) so that current solid waste operations may continue while funding is sought for a long-term, compliant solution. Since the NAVSTA GTMO Area Visit, the Vice Chief of Naval Operations directed CNIC to develop a plan of action and milestones, in coordination with the Bureau of Medicine and Surgery (BUMED) and NAVFAC, to resolve these solid waste management issues and meet waste disposal and air quality standards.

Environmental Final Governing Standards

Commander, Navy Region Southeast (CNRSE) is responsible for maintaining the Environmental Final Governing Standards (FGS) for Cuba. The FGS provides a comprehensive set of country-specific substantive environmental provisions for overseas installations under DoD control. However, the most current FGS for Cuba is dated September 1994. Under Secretary of Defense for Acquisition, Technology and Logistics (USD(AT&L)) finalized the Overseas Environmental Baseline Guidance Document (OEBGD) on 1 May 2007. Since the FGS for Cuba has not been updated since the promulgation of the OEBGD, the OEBGD effectively provides the most current compliance standards available for NAVSTA GTMO.

NAVSTA GTMO Overseas Drinking Water Program

This program is not fully compliant. The Naval Station reverse osmosis plant services a population of roughly 6,000 personnel on average with a water production capability of 1.54 million gallons per day. Treatment is performed onsite by Sea Water Reverse Osmosis units with a seawater intake pipe located in the bay near the power plant on the Windward section of the Naval Station.

CNIC, NAVFAC, and BUMED conducted a drinking water sanitary survey in July 2015. The draft sanitary survey report included 64 deficiencies. Significant issues include Surface Water Treatment Rule compliance, corrosive water, lack of a comprehensive cross-connection/backflow prevention program, no means of measuring flow to one of the water treatment plants, chlorine gas safety issues, and improper storage of chemicals. Many of the deficiencies were repeat findings from a 2012 sanitary survey. NAVSTA GTMO has developed a plan of action and milestones to program resources and projects, and track and report completion of sanitary survey deficiencies.

Environmental Management System (EMS)

OPNAV N45 environmental policy established in the Environmental Readiness Program Manual OPNAV M-5090.1 of 10 January 2014 requires Installation Commanding Officers and senior leadership to conduct annual management reviews of the EMS. We found no evidence that these reviews have been conducted.

Spill Prevention and Response Planning

The NAVSTA GTMO spill prevention and response plan is not compliant with OEBGD sections C18.3.1. and C18.3.5. The NAVSTA GTMO spill prevention and response plan is out-of-date; an update is in progress and planned for completion during FY16. Training of spill team members is incomplete, and spill drills and exercises have not been conducted in accordance with the OEBGD. The 2014 NAVFAC Southeast Environmental Audit Report documented that the spill plan, drills, and exercises were not compliant with the OEBGD. The 2011 NAVFAC Southeast Environmental Audit Report also documented the spill plan was not compliant. This is the third report in four years that documents OEBGD deficiencies related to the spill program.

Storage Tank Management

The 2014 NAVFAC Southeast Environmental Audit Report documented numerous aboveground and underground storage tank deficiencies. The deficiencies included, but were not limited to insufficient labeling, incomplete inspections, inadequate secondary containment, inadequate overfill protection, inadequate venting, inadequate leak detection devices, inadequate tank level gauges, inadequate corrosion control, and other facility and equipment condition deficiencies. Many of the deficiencies documented in the 2014 audit were repeat findings from a 2011 audit, and have not been corrected.

Storm Water Management

Port Operations corrosion control activities are not compliant with OEBGD section C4.3.4.1. During corrosion control operations on a vessel at Port Services, abrasive blast media was present on the ground surface surrounding the vessel. There was also a large area where blast media had collected along the shoreline and within the bay.

Hazardous Waste and Used Oil Storage

Inadequate storage was noted at several locations, including used oil stored in plastic totes without secondary containment at the Naval Station's primary hazardous waste storage area; used oil stored in a plastic tote at Port Services corrosion control without secondary containment; and numerous lead-acid batteries stored outdoors at the recycling center with no battery acid spill kit or neutralization agents present.

Cultural Resources

NAVSTA GTMO has not developed an overall cultural resources management plan and additional surveys/investigations are needed to ensure all Naval Station resources are identified, protected, and managed appropriately.

Energy Conservation

The NAVSTA GTMO Energy Conservation program is not fully compliant. Administrative corrections, including Building Energy Monitor (BEM) appointment letters and submission of monthly BEM checklists, are needed to bring the program into compliance with Navy-wide and Naval Station instructions.

Security Programs and Cybersecurity

Security Overview

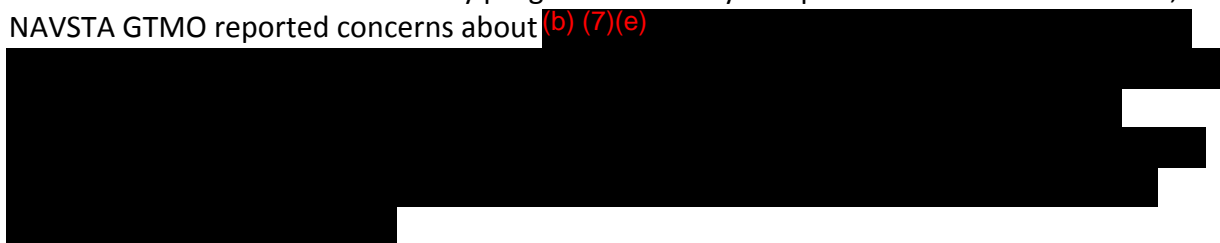
The Command Security Manager (CSM) and NAVSTA GTMO's Physical Security Officer/Antiterrorism Officer (ATO) were hired within the last calendar year. It is apparent that prior to the arrival of these key personnel, many security programs were in a caretaker status. The newly arrived security personnel at NAVSTA GTMO possess the right skills and motivation to restore their programs to Navy standards.

Information Security

NAVSTA GTMO's Information Security program is not fully compliant. NAVSTAGTMOINST 5510.1A, Standard Operating Procedures for the Information and Personnel Security Program, is NAVSTA GTMO's primary security directive used by command personnel. This instruction does not have all required information security elements of a command security instruction, as required by SECNAV M5510.36, Department of the Navy Information Security Program, Exhibit 2A, and SECNAV M5510.30, Department of the Navy Personnel Security Program, Appendix C. We also found several shredders at the command that do not meet the minimum standards for shredding as a form of destruction.

Personnel Security

NAVSTA GTMO's Personnel Security program is not fully compliant. Prior to the area visit, NAVSTA GTMO reported concerns about (b) (7)(e)



(b) (7)(e)



Industrial Security

Industrial Security at NAVSTA GTMO is not compliant. NAVSTA GTMO does not have a formally codified Industrial Security program that addresses contractors operating within areas under their direct control who are performing classified work. Since most contractors who perform classified work at NAVSTA GTMO are aboard greater than 12 months, NAVSTA GTMO should develop and enter into a Memorandum of Agreement or Security Servicing Agreement with commands that sponsor the contractors.

Physical Security and Antiterrorism Force Protection (ATFP)

NAVSTA GTMO's ATFP program is compliant. The unique geographical location of NAVSTA GTMO, limited methods of authorized entry into the installation, coupled with a dedicated Marine Corps fixed security presence afford NAVSTA GTMO greater flexibility in its employment of Naval Security Forces (NSF). While most other Navy installations have a large demand for entry control points, NAVSTA GTMO can dedicate almost all of its NSF towards mobile patrols; this arrangement provides NSF personnel increased training opportunities, supports enhanced response, and provides greater Law Enforcement support to tenant activities.

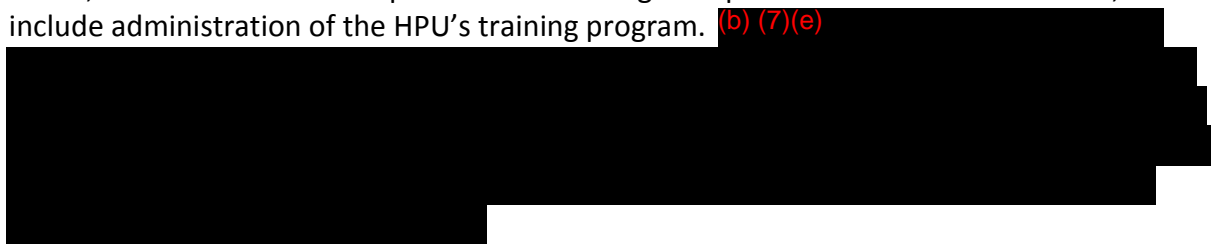
NAVSTA GTMO Harbor Patrol Unit (HPU)

NAVSTA GTMO has a dedicated HPU. At the time of the area visit, the HPU was 100% manned.

(b) (7)(e)



CNICINST 3502.2, Navy Security Force Shore Training Manual, Enclosure (1), Article 0605 requires that each HPU have one qualified Harbor Security Boat (HSB) Training Supervisor (TRASUP) with the Navy Enlisted Classification (NEC) 2004 (HSB TRASUP) assigned and on board; the HSB TRASUP is responsible for training and qualification of HSB Coxswains, to include administration of the HPU's training program. (b) (7)(e)



NAVSTA GTMO Weapons Department

We reviewed NAVSTA GTMO's Arms, Ammunition, and Explosives (AA&E) program, paying particular attention to AA&E security for the Ready for Issue (RFI) facility. NAVSTA GTMO's

AA&E security is compliant. CNRSE conducted an AA&E Explosive Safety Technical Assist Visit (ESTAV) from 4-11 September 2015 and deficiencies found during the ESTAV were corrected by the installation prior to our arrival. NAVSTA GTMO was scheduled for a Naval Ordnance Safety and Security Activity (NOSSA) Explosive Safety Inspection (ESI) in November 2015.

Operations Security (OPSEC)

OPSEC at NAVSTA GTMO is not fully compliant. NAVSTAGTMOINST 3070.1F, Operations Security, was approved by the commanding officer during our inspection. The nascent Naval Station OPSEC program has yet to be fully operationalized to achieve compliance with OPNAVINST 3432.1A, Operations Security.

Counterintelligence (CI) Training and Support

NAVSTA GTMO is not fully compliant with established requirements in DoDD 5240.06, Counterintelligence Awareness and Reporting (CIAR). CI training for NAVSTA GTMO personnel is provided by the NCIS NAVSTA GTMO office; however, the training is not always provided to personnel within 30 days of initial assignment or employment to NAVSTA GTMO and every 12 months thereafter.

Cybersecurity

NAVSTA GTMO's Cybersecurity is not compliant. (b) (7)(e)

[REDACTED]

Emergency Management (EM)

EM at NAVSTA GTMO is not fully compliant. At the time of the area visit, NAVSTA GTMO's EM Manager had been in the position for ten weeks. The new EM Manager is dedicated and is making significant efforts towards re-vitalizing the EM program. There is no record of an annual review of the Installation EM Plan, as required by OPNAVINST 3440.17A, Department of the Navy Emergency Management Program, since the plan was signed in 2009.

(b) (7)(e)

[REDACTED]

Resource Management, Quality of Life, and Community Support

We found that services and programs, including Commissary, Navy Exchange, Child Development Center, Military and Family Service Center, Religious Programs, MWR, and legal were effective in supporting quality of life for the NAVSTA GTMO community.

Medical/Dental Support

USNH GTMO provides good basic care to a varied patient population within the limits of their manning and specialty capabilities, but they face significant challenges that affect their ability to provide high quality care. Although routine transfer to Naval Medical Facilities in Jacksonville, Florida, or Portsmouth, Virginia is supportable for specialty care, this incurs significant cost in both time and money.

A number of issues significantly impact the USNH's ability to provide high quality medical care, leading to potential negative outcomes for high risk patients: (1) poor internet connectivity to support electronic records management; (2) infrequent AMC flights impact the USNH's ability to transport military and civilian patients off-island for specialty care in a timely manner; (3) civilian hiring delays; and (4) a slow MEDEVAC process for military members.

Casualty Assistance Calls Program

The NAVSTA GTMO Casualty Assistance Calls program is not compliant. The Casualty Assistance Calls Officer (CACO) has been on board for less than 6 months and assumed a program that had not been properly maintained.

Voting Assistance

The NAVSTA GTMO Installation Voting Assistance (IVA) program is not compliant. The office is not meeting their responsibility to provide voting assistance services to all service personnel, family members, and DoD civilians across all commands aboard the Naval Station. The IVA officer was recently assigned to the position. The IVA officer's efforts to date have not included tenant command personnel; his focus has been the personnel only assigned to the Naval Station.

By current procedure, the IVA office's standard email address is not answered by the Naval Station IVA officer. Emails sent to the standard email address are received at the CNIC Navy Voting Program Office and then forwarded to a personal email, leading to response delays.

The current IVA office is in the NAVSTA GTMO HQ building in a shared space. As such, it is not optimal for privacy and it is not easily accessible to non-Navy tenants, DoD civilians, and family members.

Sexual Assault Prevention and Response (SAPR)

The NAVSTA GTMO SAPR program is compliant. Our engagement with NAVSTA GTMO and tenant commands, interviews and round table discussions with Sailors and Navy civilians, and document reviews confirmed that area leaders are committed to maintaining an environment free of sexual assault (SA) and victim care in the area is good. Excellent resources are in place and this complex program is well run.

SAPR Victim Advocates (VA) routinely transport SA victims in their privately owned vehicles (POVs) for Sexual Assault Forensic Examinations (SAFE), meetings with the Sexual Assault Response Coordinator (SARC), NCIS interviews, and other required appointments associated with the processing of a SA. There is undue liability placed upon the SAPR VA when they transport a victim of SA in their POV.

Fleet and Family Service Center (FFSC)

It was noted that the FFSC Director, SARC, and Victim Advocate offices were not soundproofed; conversations could be clearly heard in the hallways and in other offices. OPNAVINST 1752.2B, Family Advocacy Program (FAP), and NAVSTAGTMOINST 1752.1A, Family Advocacy Program, require the offices to have adequate soundproofing to protect sensitive discussions. A request had been submitted and the soundproofing work is under contract, but the issue had not been corrected at the time of the visit.

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Areas/Programs Assessed

- **Mission Performance**
 - Total Force Management
 - Personnel Support Division Support
 - Civilian Human Resource Support
 - Command Communications
 - Command Relationships
 - Special Category Residents
 - Information Technology Infrastructure
 - Port and Air Operations
 - Air Mobility Command Support
- **Facilities, Environmental, and Safety**
 - Facilities
 - Safety and Occupational Health
 - Energy Conservation
 - Environmental Management
 - Military Unaccompanied Housing
 - Family Housing
- **Security Programs and Information Assurance**
 - Information and Personnel Security
 - Industrial and Operations Security
 - Physical Security and Antiterrorism Force Protection
 - Cybersecurity and Personally Identifiable Information
 - Counterintelligence Training and Support
 - Special Security Programs
 - Emergency Management
- **Resource Management/Compliance Programs**
 - Morale, Welfare and Recreation
 - Navy College/Education Programs
 - Fleet and Family Support Center
 - Religious Support
 - Sexual Assault Prevention and Response
 - Suicide Prevention
 - Command Managed Equal Opportunity
 - Navy Alcohol and Drug Abuse Prevention
 - Hazing Policy Training and Compliance
 - NAVSTA GTMO Legal Support and Ethics
 - Voting Assistance Program
 - Galleys
 - Commissary
 - Navy Exchange
 - Child Youth Programs/Child Development Center
 - Medical and Dental Support

Observations and Findings

MISSION PERFORMANCE

The Mission Performance Team obtained facts and opinions through survey and focus group responses, document reviews, group discussions, and face-to-face interviews to gather information and assess the mission performance of Naval Station Guantanamo Bay, Cuba (NAVSTA GTMO). In performing our assessment, we relied primarily on the Commander, Navy Region Southeast (CNRSE) Instruction, CNRSEINST 5450.4, Missions, Functions, and Tasks of Naval Station Guantanamo Bay, Cuba, and applicable laws, treaties, and statutes as they apply to the Naval Station.

As part of our visit, we reviewed the following areas:

- Information Technology Infrastructure
- Port Operations
- Air Operations
- Operational Logistics
- Air Mobility Command Support
- Special Category Residents
- Command Relationships and Communication at Guantanamo Bay
- Personnel Support Detachment Support
- Total Force Management

The use of Cuban territory for a Naval Station is authorized under a treaty with the Government of Cuba and is formalized in a lease agreement between the Government of Cuba and the United States. The treaty was originally signed in 1903 and updated in 1934. The terms of the treaty allow the United States to maintain a Naval Station in Guantanamo Bay, Cuba in exchange for an annual payment. The agreement may only be terminated by mutual agreement or by abandonment of the Naval Station by the United States. The Naval Station Commanding Officer, along with a State Department Representative, conducts monthly “fence line” meetings with Cuban officials. The primary purpose of these meetings is to discuss issues of security, communications, and mutual support. The recent restoration of diplomatic relations between the United States and Cuba has not changed the Naval Station's relationship with its Cuban neighbors.

Throughout our visit, we inquired into the strategic vision regarding the future of the Naval Station. We concur with the assessment in the Commander, U.S. Naval Forces Southern Command (COMUSNAVSOC) message date time group (DTG) 161930ZSEP15, which relied on a White Paper produced following the U.S. Navy and U.S. Coast Guard Staff Talks in 2011 and 2012. The White Paper reaffirmed NAVSTA GTMO's strategic importance as an enabler for conducting joint and full-spectrum military operations in South and Central America and the Caribbean. The Naval Station's location enables a persistent U.S. presence in the region, which is essential for enhancing regional security and cooperation.

For example:

- NAVSTA GTMO's role as a forward operating base supports a layered defense strategy to secure the air and maritime approaches to the United States. This enables the Departments of Homeland Security and Defense to detect and counter conventional threats or irregular challenges to U.S. national security interests.
- The organic logistics capabilities inherent to NAVSTA GTMO enable U.S. forces to operate more effectively and efficiently. Ships and aircraft operating in this region can remain on station longer and minimize the time required for refueling and resupply when utilizing the Naval Station for logistics purposes.
- The Migrant Operations Center and Non-Domestic Migrant Processing Center at NAVSTA GTMO are critical resources for the Departments of State and Homeland Security. The Naval Station is an essential component to several operational and contingency plans for steady state and mass migration events, because of its location and specific designation under Presidential Executive Order.
- NAVSTA GTMO is indispensable as a strategic forward operating facility for humanitarian assistance/disaster relief (HA/DR) operations for the U.S. Government. With its active airfield and mooring capacity for U.S. ships, it provides a critical distribution/staging area for a U.S. HA/DR response in the Caribbean region.

Throughout our visit, we observed concern from CNRSE and NAVSTA GTMO leadership over potential obfuscation of the Naval Station's strategic mission and the separate mission of the detention facility operated by the Joint Task Force Guantanamo (JTF GTMO), also located at NAVSTA GTMO. We concur with leadership that media attention and publication regarding the future of the detention facility may be mistaken as a report on the future of the U.S. Navy's presence in Cuba. The strategic importance of NAVSTA GTMO is independent of the presence of JTF GTMO. We recommend that all future strategic communication regarding the Navy's operations on the island clearly distinguish the Naval Station's mission from JTF GTMO.

Information Technology (IT) Infrastructure

IT is a significant concern because of (1) the importance of reliable communications systems to the Naval Station's mission, (2) the necessity for media, contractors, banks, and other service providers to utilize the Navy's IT capability, and (3) the reliance of the Naval Station's residents on the same infrastructure for their personal communications. This makes the Naval Station's IT system essential to both mission accomplishment and quality of life.

The installation and commission of an undersea fiber optic cable system connecting DoD Information Systems Network (DODIN) nodes in CONUS with NAVSTA GTMO is scheduled for completion in December 2015. From the information obtained, we have a high degree of confidence that the project will complete on time. However, we found no evidence of a holistic plan that identifies responsibilities and synchronizes key tasks to ensure optimization of

NAVSTA GTMO's communications, data capabilities, Wi-Fi, cellular, and cable services once the installation is complete.

This conclusion is largely based on the fact that there is no single individual in charge of the effort to ensure that NAVSTA GTMO's IT infrastructure will be ready to connect to the new system and support all NAVSTA GTMO tenants who use the current IT infrastructure/services. While stopgap measures are being pursued, the risk of service reduction/elimination is real and will have a negative impact on mission, support services, and quality of life for NAVSTA GTMO, tenant commands, and families. There was no evidence of a holistic plan to identify key decision makers and coordination processes with stakeholders to ensure timely execution of key tasks associated with bringing the system to full capability.

As a result, we foresee several potential risks:

- non-Navy Exchange contractors such as bank, media, and support contractors, will not have the capability they require to provide services
- significant price increase from legacy service providers during any potential bridge contract
- key mission requirements, such as emergency management systems and medical applications, may be delayed

Issue Paper A-1 addresses this issue in further detail.

Port Operations

NAVSTA GTMO is performing its mission to provide port and airfield operations, as required by CNRSEINST 5450.4. Port operations provides an immense volume of services to the Naval Station. For example, NAVSTA GTMO maintains the only Navy Dive Locker and Decompression Chamber in the U.S. Southern Command (USSOUTHCOM) Area of Responsibility. Due to the geography of the Naval Station, small boat transportation is necessary to transport personnel from the Windward side of the Naval Station to the Leeward side where the airfield is located. To meet this requirement, Port Operations maintains a fleet of ferries, utility boats, and other small craft. In FY15, the Naval Station transported 242,067 passengers and 50,430 vehicles. All ferries are subject to inspection by the Board of Inspection and Survey (INSURV) and we found all craft well maintained. NAVSTA GTMO also supports fleet operations. In FY15, NAVSTA GTMO hosted 126 ships for 525 berth days. The Dive Locker supported 152 mission essential dive operations.

Air Operations

Air operations are well run. The facilities at the airfield have been renovated within the last few months and the three C-12s are well maintained.

Operational Logistics

We assessed that NAVSTA GTMO is capable of supporting operational and logistics requirements for fleet units, including USCG vessels that use the port frequently.

Air Mobility Command (AMC) Support

AMC support is a significant quality of life concern. The Naval Station's airfield is the only option for air travel on or off the Naval Station. Any real or perceived barriers to air travel negatively impact the morale and welfare of families, service members, and civilian employees. In addition, disruption to air service causes delays in mail and parts delivery, and other key logistics requirements.

There are three primary methods of obtaining air transportation for unofficial travel: Space Available (Space-A) and Passenger Space Paid (PSP) on Government owned or contracted AMC flights, or commercial travel with IBC Airways. PSP seats cost \$300 per seat for a one-way ticket and each person travelling must purchase a seat (infants cannot fly in a parent's lap free like commercial airlines). IBC Airways is usually available two times per week at a cost of \$318 one way. Current regularly scheduled AMC flights are:

- AMC chartered passenger service every Friday and every other Tuesday to Jacksonville, FL and Norfolk, VA ("Rotator")
- AMC C-130 service to Jamaica once a week
- U.S. Transportation Command (USTRANSCOM)/Office of Military Commissions (OMC) sponsored contracted service once a week to Joint Base Andrews

While we assessed a perception of continuous lack of capacity, detailed analysis shows that seats are generally available except during high volume traffic times around traditional holidays and the peak summer vacation season. A detailed review showed an average utilization rate of 80% for inbound flights and 77% for outbound flights, which is below the AMC goal of 85%. Travel utilizing IBC Airways reduces the demand for Space-A travel by an average of 201 spaces per month outbound and 184 spaces per month inbound. Although there is a perception that it is difficult to get a Space-A flight, the elimination of the commercial IBC Airways service would result in a demand that exceeds existing AMC capacity. AMC has, on occasion, attempted to vary their schedule to better serve holiday periods, but the customer response to the schedule change was negative. AMC has also explored contracting a commercial carrier, but could not obtain the required endorsement from JTF GTMO to ensure a minimum level of use.

Discussions and correspondence with the Navy liaison to AMC revealed that there is some truth to a rumor of the elimination of PSP. DoDI 4515.13-R, Air Transportation Eligibility, has not been updated since 1994 and an update has been in staffing for a number of years with no projected approval date. If the revised reference is approved, a 1973 CNO waiver will no longer be in effect, eliminating the PSP category. However, there will be provisions that will increase eligibility for people to travel to/from the Naval Station on Space-A.

There are no restrictions to other commercial carriers applying to provide regular air service, but none have applied. The NAVSTA GTMO Commanding Officer stated a desire to have other carriers compete for the air service, but we are unaware of any planned efforts to compete the service.

We are aware that USTRANSCOM and AMC must balance requirements with limited resources, that the Naval Station must provide an accurate demand signal, and that NAVSTA GTMO is a remote location. However, because it is a remote location, the usual business case planning factors must be balanced against the unique needs of personnel stationed in Guantanamo Bay.

Issue Paper A-2 addresses this issue in further detail.

U.S. Mail Delivery

We heard in both surveys and focus groups that mail delivery delays affect NAVSTA GTMO residents' ability to pay bills and conduct other mail dependent personal business in a timely manner. Mail addressed to NAVSTA GTMO residents is sent from the east and west coast military mail processing facilities to Chicago, Illinois per a 2014 memorandum of understanding between DoD and the U.S. Postal Service (USPS). From Chicago, the mail is then transported to Norfolk, Virginia, where it is consolidated by Navy postal operations until a full pallet is available to be transported to NAVSTA GTMO via scheduled AMC flight. The NAVSTA GTMO postal office reported that U.S. Mail is normally delivered to NAVSTA GTMO every two to three weeks.

Issue Paper A-3 addresses this issue in further detail.

Special Category Residents

The Navy does not have a coherent plan for implementing the statutory provision giving the Secretary of the Navy the responsibility to provide for the general welfare, including subsistence, housing, and health care of Special Category Residents (SCR) (see National Defense Authorization Act of 2006, Pub. L. No. 109–163 § 377). CNIC has implemented the legislation through CNICINST 5800.3A, Guidelines for Management and Support of Special Category Residents On Board Naval Station Guantanamo Bay, Cuba. Although the authority to provide care for SCRs was codified in law in 2006, SCRs have received support from the U.S. Government since the 1960s. Several unresolved funding and legal questions still exist.

The exact nature of the U.S. Government's duties, rights, and obligations towards the SCRs is not settled. With the vast majority of SCRs advanced in age, providing for their general welfare will require accommodation of potentially complex health, legal, and personal needs typical of an advanced age population. For example, the funding of funeral expenses, dependent travel to funerals or medical facilities, durable powers of attorney for medical and financial needs, estate planning, and general elder care require significant resourcing and planning. In addition, the Naval Station does not have the staffing expertise to provide the desired level of support.

During our visit, we saw no evidence of a coherent plan to address these issues or define the boundaries of support for SCRs. As a result, we observed that the Naval Station is forced to deal with each personal crisis, death, or other circumstances on an independent basis.

Issue Paper A-4 addresses this issue in further detail.

Command Relationships and Communication

We assessed that command communication and relationships among commands at NAVSTA GTMO are effective and a key mission enabler for JTF GTMO, OMC, and other tenant commands. However, we observed evidence of communication gaps within the Navy's operational and administrative chains of command as they relate to NAVSTA GTMO. For example, we saw that NAVSTA GTMO leadership was not informed or asked to participate in the development of information and decision papers regarding the future of the Naval Station. Furthermore, the ability of NAVSTA GTMO leadership to obtain reliable information regarding the future IT infrastructure has been a struggle. As a result, we observed wide disparity in expectations and knowledge regarding the future of IT services. Given the significant impact that affordable and accessible communications have on quality of life, we view the ability of the NAVSTA GTMO leadership to provide transparency and manage expectations as key to morale and mission accomplishment.

Total Force Management and PSD Support

Manning/Manpower

NAVSTA GTMO HQ staff manning is at 91% (388 of 426) with officers at 94% (16 of 17 billets filled), enlisted at 87% (230 of 265 billets filled). The command did not identify military manning concerns.

There is no record that an Shore Manpower Requirements Determination (SMRD) or like assessment has been performed, or is scheduled to be performed, to validate NAVSTA GTMO HQ manpower to adequately support functions detailed in the NAVSTA GTMO Mission, Functions, and Tasks (MFT) published 1 May 2015. In accordance with OPNAVINST 1000.16 (series), Navy Total Force Manpower Policies and Procedures, manpower authorizations for shore activities comprise the personnel entitlement of Navy commands to perform assigned tasks per the MF&T.

Recommendation 1. That NAVSTA GTMO request a SMRD or like assessment per OPNAVINST 1000.16K.

Civilian Hiring Timeline

In FY15, the average time for NAVSTA GTMO to complete the hiring process for civilian employees was 146 days, a 30-day average reduction from the FY14 time of 176 days. Although NAVSTA GTMO reduced their hiring cycle time, U.S. Naval Hospital (USNH) GTMO's hiring time increased significantly. On average, it took the USNH GTMO approximately 185 days to complete the hiring process, which is 54 days longer than in FY14. The delay in the overseas hiring process is due to the many steps and stakeholders involved, from release of the job announcement to onboarding. Approximately two-thirds of the time it takes to hire a civilian for an overseas assignment is consumed by obtaining passports, visas, required medical screenings, navigating the process, and scheduling and executing the household goods and privately owned vehicle (POV) shipments.

NAVSTA GTMO is an isolated duty location, making it difficult to attract and retain top civilian talent. At the time of our visit, the civilian position vacancy rate was 8% for NAVSTA GTMO and 24% for USNH GTMO. These vacancy rates are a direct result of the excessive hiring delays, compounded by selectees declining job offers.

We found that some selectees ultimately declined NAVSTA GTMO job offers due to excessive hiring process times and concerns about the limited medical services available, identified in the “Guantanamo Bay (GTMO) Tour Statement of Understanding, Living and Working Conditions for Overseas” provided with their tentative job offer. In addition, some focus group participants stated that after arriving aboard NAVSTA GTMO, they were informed that specific MEDEVAC insurance was required to be purchased prior to arrival or they would be held responsible for the payment of emergency medical evacuation costs, if required. Due to the concern of high costs associated with MEDEVAC, it is perceived that some civilian employees have transferred from NAVSTA GTMO; others stated that it is a constant personal worry. While researching this concern, we identified that NAVSTA GTMO had promulgated incorrect information regarding transportation off island for medical services not provided by USNH GTMO or medical evacuation of DoD civilian employees and their dependents. Per the Joint Travel Regulations (JTR), government funded travel is authorized for DoD civilian employees and their dependents for medical services that are not provided at the OCONUS permanent duty station and for medical evacuations.

The high civilian vacancy rates across NAVSTA GTMO commands negatively impact the workforce, as these duties are assigned to the commands’ military and civilian workforce. We found instances where the affected workforce was required to work beyond their normal hours to meet these additional work demands and affected civilian employees often worked beyond compensated hours due to the additional workload.

Issue Paper A-5 addresses this issue in further detail.

Recommendation 2. That NAVSTA GTMO Human Resources Office (HRO) advise NAVSTA GTMO and tenant commands on the use of recruitment incentives.

Recommendation 3. That NAVSTA GTMO HRO hold periodic management discussions with NAVSTA GTMO and tenant command leadership to address human resources challenges and develop strategies to improve recruitment and retention.

Recommendation 4. That NAVSTA GTMO coordinate with CNRSE to update CNRSEINST 4650.1A, Management of Officially Directed Medical Travel and Travel of Escorts and Attendants Programs, including enclosure (4), to align with the entitlements regarding DoD civilian employees and their dependents’ medical care as outlined in the JTR.

Recommendation 5. That NAVSTA GTMO and tenant commands include the “Guantanamo Bay (GTMO) Tour Statement of Understanding, Living and Working Conditions for Overseas” in vacancy job announcements.

Personnel Support Detachment (PSD) Guantanamo Bay

In 2015, PSD Guantanamo Bay services 5,800 personnel in 23 UICs and non-home ported ship movements. Manning is solely staffed by military personnel at 108% (13 of 12), with one officer assigned.

While the personnel management community has a major role and responsibility in the timely submission of personnel transactions, personnel administration is ultimately a command responsibility. Timeliness associated with personnel transactions impacts operational planning, personnel accounting, and mission success. Specifically, personnel transactions that include gains and losses, reenlistments, extensions, unauthorized absences, and nonjudicial punishments are reviewed and tracked for timeliness and accuracy.

The following programs were reviewed at PSD GTMO and found to meet or exceed Navy standards for report transmissions:

- Overseas Housing Allowance
- Leave
- Defense Travel System
- Basic Allowance for Housing

PSD GTMO maintains an overall timeliness rate of 95.7% and accuracy rate of 96.6%. In accordance with MILPERSMAN 1000-025, Personnel Transaction Timeliness, the policy is to achieve a 97% timeliness rate. PSD GTMO is slightly below this rate, due in large part to SELRES pay account issues with the Navy Mobilization Processing Site (NMPS) Norfolk and compounded by frequent internet outages and limited bandwidth with the legacy IT system.

In May 2015, PSD GTMO was inspected by the U.S. Fleet Forces (USFF) Field Examination Group and received an overall grade of "Excellent." This grade is a combination of the grades from their Military Personnel and Military Pay offices and a grade for the overall Command Responsibility. The administrative/personnel office received a grade of "Excellent." The Disbursing Office received an overall grade of "Outstanding." No significant items of deficiency were noted during our visit.

Overseas Suitability Screening

The Overseas Suitability Screening Program was assessed as not fully compliant. Several deficiencies need to be corrected. We found that NAVSTA GTMO has not included overseas screening as a Managers' Internal Control Program assessable unit and the command has not been maintaining overseas screening records for two years.

Deficiency 1. NAVSTA GTMO has not identified the overseas suitability program as an assessable unit in their Managers' Internal Control Program, as required by SECNAVINST 5300.39, Department of the Navy Military Overseas Suitability Screening and Civilian Overseas Processing Program.

Recommendation 6. That NAVSTA GTMO publish Military Overseas Suitability Screening information on its website to identify medical, dental, educational, and potential duty limiting conditions or requirements for both service and family members.

Deficiency 2. NAVSTA GTMO does not maintain overseas screening records for a period of two years, as required by SECNAVINST 5300.39.

FACILITIES AND HOUSING, ENVIRONMENTAL, ENERGY CONSERVATION, AND SAFETY AND OCCUPATIONAL HEALTH

Facilities Condition

The NAVSTA GTMO Public Works Department (PWD) has an effective facilities management program, though civilian staffing challenges, including effects of the 5-year rule, has resulted in vacancy rates that remain near 25%. This Naval Station has an overall Installation Figure of Merit (IFOM) score of 79 according to the Facilities Readiness Evaluation System (FRES), which considers facility condition, configuration, and capacity. To put this in context, Naval Operating Base Norfolk is rated as a 73, and the worldwide composite Navy IFOM score is 81. While the PWD staff is working hard to maintain buildings and utilities, we note that additional Military Construction (MILCON) and Operations and Maintenance (O&M) funding for construction and restoration of NAVSTA GTMO's aging portfolio of infrastructure is required; over 25% of Navy-funded facilities are 40 years or older, and 10% of those are over 70. We note Fire Station 1 is 71 years old, in poor condition, and needs to be replaced.

Safety and Occupational Health (SOH)

Safety programs at NAVSTA GTMO were reviewed and found to be generally well managed with exceptions noted in subsequent paragraphs. The following areas were assessed:

- SOH organization and staffing
- SOH councils and committees
- Safety awards program
- Hazard abatement program
- Hazardous material control and management program
- Employee reports of unsafe/unhealthful conditions program
- SOH inspection program
- SOH training program
- Recreation/off-duty safety program
- Personal protective equipment program
- Respiratory protection program
- Energy control program
- Confined space entry program
- Weight handling safety program
- Ergonomics program
- Industrial hygiene survey program
- Occupational reproductive hazards program
- Medical surveillance programs
- Hearing conservation and noise abatement program
- Fire safety

SOH Programs at NAVSTA GTMO are not fully compliant. The Installation Safety Manager needs to complete two courses required by instruction, many fire extinguishers have not been

serviced at year 6 or replaced at year 12, as required by the National Fire Protection Act (NFPA 10), and NAVSTA GTMO is not compliant with the Navy's Traffic Safety Program; the station doesn't have a certified driver improvement or motorcycle safety instructor to conduct required training. We note that one of the NAVSTA GTMO Safety Program staff members was off island at the time of the area visit for driver improvement instructor training. We also noted DoDI 6055.4, CH-2, DoD Traffic Safety Program, regarding the safe usage of off-road multi-passenger utility vehicles (e.g. Kawasaki "Mule"), that requires modification and enforcement. Additionally, we found a lack of clarity in how NAVSTA GTMO should enforce traffic safety regulations, given the absence of a Status of Forces Agreement for this location.

Issue Papers A-6 and A-7 address these issues in further detail.

Deficiency 3. The NAVSTA GTMO Safety Manager has not completed 2 of 9 safety courses (Navy Ergonomics Program, CIN A-493-0085; Machinery and Machine Guarding Standards, CIN A-493-0073) as required by instruction. Reference: OPNAVINST 5100.23G CH-1, Chapter 6, paragraph 0602d(2).

Deficiency 4. NAVSTA GTMO is not performing maintenance and hydrostatic testing of fire extinguishers as required. Reference: National Fire Protection Association (NFPA) 10, Chapter 7.3.6.

Deficiency 5. NAVSTA GTMO does not provide traffic safety courses via certified driver improvement or certified motorcycle safety instructors. Reference: OPNAVINST 5100.12J, paragraphs 8c and 12e.

Environmental

Environmental Readiness

A review of operations at NAVSTA GTMO was conducted considering all major environmental compliance and conservation program areas, with a focus on solid waste, drinking water, storm water, hazardous waste, spill planning and response, storage tanks, natural resources, cultural resources, and environmental management. Solid waste deficiencies are the highest priority for action and funding.

The environmental staff is knowledgeable and works diligently to support both mission readiness and environmental compliance. However, the program is not compliant. Several factors impact the ability to achieve full environmental compliance at the Naval Station, including frequent staff turnover, limited resources for environmental requirements, and infrastructure that does not meet appropriate environmental standards. While environmental programs and oversight practices are established, correction of environmental program and infrastructure-related deficiencies are required to achieve compliance with applicable environmental standards, better protect the health of installation personnel, and sustain the military mission.

Environmental Final Governing Standards (FGS)

CNRSE is responsible for maintaining the Environmental FGS for Cuba. FGS provide a comprehensive set of country-specific substantive environmental provisions for overseas installations under DoD control. DoDI 4715.05, Environmental Compliance at Installations Outside the United States of 1 November 2013, defines FGS maintenance requirements. Assistant Secretary of the Navy for Energy Installations and Environment (ASN(E,I&E)) has delegated FGS maintenance responsibilities to CNRSE. DoDI 4715.05 requires periodic updates of FGS as needed and at least every five years. However, the most current FGS for Cuba is dated September 1994. Under Secretary of Defense for Acquisition, Technology and Logistics (USD(AT&L)) finalized the Overseas Environmental Baseline Guidance Document (OEBGD) on 1 May 2007. Since the FGS for Cuba has not been updated since the promulgation of the OEBGD, the OEBGD effectively provides the most current compliance standards available for NAVSTA GTMO, although the FGS is normally the primary source document.

Issue Paper A-8 addresses this issue in further detail.

Solid Waste Management

Several aspects of the NAVSTA GTMO solid waste management program are not compliant with the OEBGD (and FGS), negatively impacting the environment:

- Use of Air Curtain Burners for incineration of Municipal Solid Waste (MSW)
- Disposal of wastewater treatment sludge and cooking oil in open pits at the landfill site
- Stockpiling of vehicle tires at the landfill site
- Inadequate segregation of waste to limit incineration of recyclables (e.g., plastic)

Solid waste management deficiencies at NAVSTA GTMO were identified in 1994, 1997, 1998, 2000, and 2007 NAVINSGEN reports and in 2008, 2011, and 2014 Naval Facilities Engineering Command (NAVFAC) External Environmental Audits.

A 2014 NAVFAC Southeast Environmental Audit Report included a review of the use of Air Curtain Burners for incineration of MSW and indicated prior emissions-modeling calculations showed the emission rates of particulate matter, cadmium, lead and dioxins/furans exceeded the standards listed in OEBGD Table C2.T3, which correspond closely with the relevant Code of Federal Regulations (40 CFR 60). The Environmental Audit finding was based upon the results of a visual emissions testing and dispersion modeling study conducted under NAVFAC Southeast contract. For historical reference, a 2012 modeling study showed that the air curtain incinerators in operation at the Naval Station did not meet many of the OEBGD air emission standards, but using air-modeling analysis, the report stated that there did not appear to be adverse human health effects. However, this study also noted that since the air curtain incinerators are designed to burn wood waste only, "...there appears to be little chance that compliance with the opacity and emission standards can be met while also using them to burn MSW due to the variability of the items being burned." The Air Curtain Burner specifications provided by PWD Environmental indicate the units are designed for high temperature burning of forest slash, land clearing debris, green waste and storm debris.

The Naval Station contracted landfill operators deposit cooking oil, wastewater treatment sludge, and potentially other waste from pump trucks into open pits at the MSW landfill location on a recurring basis. This practice has been in place for many years. According to staff interviews, the NAVSTA GTMO MSW landfill is unlined and does not include a leachate collection system or groundwater monitoring system. OEBGD section C7.3.12 establishes several requirements for MSW landfill operations, including, but not limited to: establishment of criteria for unacceptable wastes, detection, and prevention of the disposal of wastes determined unsuitable for the landfill; operation of the landfill in a manner to protect the health and safety of personnel associated with the operation; and maintenance of conditions that are unfavorable for the harboring, feeding and breeding of disease vectors. The 2014 NAVFAC Southeast Environmental Audit Report and a similar audit conducted in 2011 both documented that the disposal of cooking oil and wastewater treatment sludge was not compliant with the OEBGD.

The Naval Station landfill operators stockpile vehicle tires at the MSW landfill. This practice has been in place for many years. The tire stockpile poses a fire hazard and provides a place for water to collect, allowing for the propagation of mosquitoes and disease vectors. OEBGD section C7.3.12.8 requires maintenance of conditions that are unfavorable for the harboring, feeding, and breeding of disease vectors. The 2011 and 2014 NAVFAC Southeast Environmental Audit Reports both documented that this practice is not compliant with the OEBGD. NAVSTA GTMO developed a MILCON project in 2012 to construct a compliant incinerator facility capable of Waste-to-Energy (WTE) conversion. Funding was not approved for the project; however, WTE options are under consideration for execution through an Energy Savings Performance Contract (ESPC).

Consistent with provisions established in the DoDI 4715.05, NAVSTA GTMO is seeking approval of an exception (waiver) to the 1994 FGS so that current solid waste operations may continue while funding is sought for a long-term, compliant solution. A NAVSTA GTMO letter of 18 August 2015 to USSOUTHCOM, was endorsed by CNRSE on 24 August 2015 and by COMUSNAVSO on 31 August 2015. The exception request is currently at USSOUTHCOM for review and potential approval in accordance with DoDI 4715.05. The 18 August 2015 letter acknowledges the current waste incineration and landfill operations are not in compliance with the OEBGD (and FGS) and are not fulfilling NAVSTA GTMO's near-term or long-term disposal requirements.

Other options for disposal of solid waste at NAVSTA GTMO have been researched by the PWD staff. However, space limitations were cited as limiting factor against establishment of a compliant landfill facility and annual costs for preparation, handling, shipping and disposal off-island are estimated at roughly \$6M per year.

Deficiency 6. NAVSTA GTMO solid waste disposal operations using air curtain incinerators are not in compliance with the relevant OEBGD. Reference: OEBGD, Table C2.T3

Deficiency 7. NAVSTA GTMO disposes of liquid wastes in an unlined landfill facility. Reference: OEBGD, Section C7.3.11.

Deficiency 8. NAVSTA GTMO is stockpiling vehicle tires, presenting a fire hazard and allowing for the propagation of mosquitoes and disease vectors. Reference: OEBGD section C7.3.12.8.

Recommendation 7. That NAVSTA GTMO develop a comprehensive strategy for construction and operation of compliant solid waste management facilities. Since prior reliance on the Waste-to-Energy (WTE) program has been unsuccessful, development of a strategy independent of WTE options is advised.

NAVSTA GTMO operates a nascent recycling program that has incomplete coverage across all tenant activities and is limited to certain recyclables. According to staff interviews, the program only sorts and segregates items placed in recycling bins; any municipal waste placed in regular trash bins is not sorted and is transported to the MSW landfill for incineration. Some recyclables are packaged for transport to a Navy installation in Jacksonville, Florida.

According to staff interviews, there are plans in place to expand the program geographically by adding additional recycling containers across the Naval Station and modifying the Base Operating Support (BOS) contract to increase the scope of the operations to include the JTF GTMO, since the Navy activities on NAVSTA GTMO are already covered. The staff also indicated the recycling program could benefit from increased community education and outreach. Improvements to the program would have several benefits, including improved air quality from incinerator operations at the MSW landfill due to reduced incineration of recyclable plastics currently not sorted from JTF GTMO refuse. Reductions in purchasing of non-recyclable plastics in the supply chain to the Naval Station would also result in improvements to the air quality at the Naval Station by avoidance of incineration of this type waste. Improved recycling and waste minimization would also extend the life of the existing MSW landfill.

Deficiency 9. NAVSTA GTMO has not instituted a Naval Station-wide recycling program. Reference: OEBGD section C7.3.9.

Recommendation 8. That NAVSTA GTMO improve and maximize its recycling program to reduce waste and minimize or eliminate incineration of recyclable materials. References: OEBGD C7.3.3 and C7.3.9.

Drinking Water

The Overseas Drinking Water (ODW) program was assessed as not fully compliant with CNICINST 5090-series instructions. The Naval Station reverse osmosis plant services a population of roughly 6,000 personnel on average with a water production capability of 1.54 million gallons per day and storage capacity of 13.3 million gallons. Treatment is performed onsite by Sea Water Reverse Osmosis (SWRO) units with a seawater intake pipe located in the bay near the power plant on the Windward section of the installation. There are six SWRO units and filtered water is pumped to Water Treatment Plant #3 (WTP3) for finishing, disinfection, and storage. The Naval Station has roughly 80 miles of distribution lines, including a cross-bay pipeline that services the Leeward section.

CNIC, NAVFAC, and Bureau of Medicine and Surgery conducted a drinking water sanitary survey in July 2015. The draft sanitary survey report included 64 deficiencies. Significant issues include Surface Water Treatment Rule compliance, corrosive water, lack of a comprehensive cross-connection/backflow prevention program, no means of measuring flow at WTP3, chlorine gas safety issues, and improper storage of chemicals. Many of the deficiencies were repeat findings from a 2012 sanitary survey. The Naval Station has developed a plan of action and milestones to program resources and projects, and track and report completion of the sanitary survey deficiencies.

NAVSTA GTMO PWD team members, BOS contractor personnel, and Naval Station personnel are undertaking numerous actions toward achieving full compliance with CNIC's overseas drinking water instructions that define testing, reporting, water quality boards, operator training/certification, and other requirements. During the inspection, we observed good housekeeping practices at the drinking water facilities, and record keeping appeared to be up-to-date. NAVSTA GTMO has a functioning Installation Water Quality Board, as required by CNIC policy. The Naval Station's operators have provisional certifications from CNIC and the water system has been granted a Conditional Certificate to Operate. The Naval Station's drinking water has been determined to be Fit for Human Consumption by the Environmental Health Officer at NH GTMO in accordance with NAVMED P-5010-5 (Rev 6-2008), Manual of Naval Preventive Medicine, Chapter 5.

Deficiency 10. NAVSTA GTMO has not corrected deficiencies noted in the 2015 sanitary survey, some of which are repeat findings from the 2012 sanitary survey. References: CNICINST 5090.1, U.S. Drinking Water Quality Standards for U.S. Navy Installations Overseas; CNICINST 5090.2, Overseas Drinking Water Operation and Operator Requirements; and CNICINST 5090.3, Navy Overseas Drinking Water Program Ashore.

Environmental Management System (EMS)

OPNAV N45 environmental policy established in the Environmental Readiness Program Manual OPNAV M-5090.1 of 10 January 2014, requires Installation Commanding Officers and senior leadership to conduct annual management reviews of the EMS. PWD was unable to provide documentation of prior reviews. EMS management reviews provide an excellent opportunity to highlight environmental progress and deficiencies, achieve command concurrence regarding environmental priorities and to focus installation resources appropriately. Annual management reviews are an important environmental communication mechanism.

Deficiency 11. NAVSTA GTMO has not conducted required annual EMS management reviews. Reference: OPNAV M-5090.1 Chapter 17, 17-3.2.r.

Spill Prevention and Response Planning

The NAVSTA GTMO spill prevention and response plan is not in compliance with OEBGD sections C18.3.1. and C18.3.5. The spill prevention and response plan is out-of-date; an update is in progress and planned for completion during FY16. Training of spill team members is incomplete, and spill drills and exercises have not been conducted in accordance with the OEBGD. The 2014 NAVFAC Southeast Environmental Audit Report documented that the spill

plan, drills and exercises were not compliant with the OEBGD. The 2011 NAVFAC Southeast Environmental Audit Report also documented the spill plan was not compliant. This is the third report in four years that documents OEBGD deficiencies related to the spill program.

OEBGD section C18.3.1 requires DoD installations prepare, maintain, and implement a Spill Prevention and Response Plan, which provides for the prevention, control, and reporting of all spills of POL and hazardous substances. The plan must provide measures to prevent, and to the maximum extent practicable, to remove a worst-case discharge from the facility. The plan should be updated at least every 5 years or within 6 months of any significant changes to operations; or when there have been two significant spills to navigable waters in any 12-month period; or when there has been a spill of 1,000 gallons or greater. OEBGD section C18.3.5 requires installations provide necessary training and spill response drills to ensure the effectiveness of personnel and equipment.

Deficiency 12. NAVSTA GTMO has not updated the spill prevention and response plan.

References: OEBGD C18.3.1 and C18.3.5.

Deficiency 13. NAVSTA GTMO has not conducted required spill drills and exercises.

References: OEBGD C18.3.1 and C18.3.5.

Deficiency 14. NAVSTA GTMO has not ensured all associated spill-training requirements were met. References: OEBGD C18.3.1 and C18.3.5.

Storage Tank Management

The 2014 NAVFAC Southeast Environmental Audit Report documented numerous aboveground and underground storage tank deficiencies. The deficiencies included, but weren't limited to insufficient labeling, incomplete inspections, inadequate secondary containment, inadequate overfill protection, inadequate venting, inadequate leak detection devices, inadequate tank level gauges, inadequate corrosion control, and other facility and equipment condition deficiencies. Many of the deficiencies documented in the 2014 audit were repeat findings from a 2011 audit, and haven't yet been corrected. According to PWD, a Public Works project(s) is planned to correct many of the facility and equipment deficiencies, but it was unclear whether the contract would be awarded in FY15 or deferred to FY16. Additionally, it wasn't clear whether all known facility and equipment deficiencies at the Naval Station would be addressed in the project(s).

OEBGD section C9.3.2.1 requires inspections and testing on all petroleum, oil, and lubricant (POL) storage containers in accordance with recognized industry standards. Section C9.3.2.2 states that POL storage containers must be provided with a secondary means of containment (e.g., dike); or POL storage containers that are equipped with adequate technical spill and leak prevention options (such as overfill alarms and flow shutoff or restrictor devices) may provide a double wall container as secondary containment. Section C9.3.2.5 requires periodic inspection of all aboveground valves, piping, and appurtenances associated with POL storage containers. Section C9.3.3.1 requires integrity and leak testing on buried piping associated with POL storage containers at the time of installation, modification, construction, relocation, or replacement; new buried piping must be protected against corrosion in accordance with recognized industry standards. Section C9.3.3.2 states POL storage containers shall be designed or modernized in

accordance with good engineering practice to prevent unintentional discharges by use of overflow prevention devices.

Deficiency 15. NAVSTA GTMO has not corrected all deficiencies to storage tank facilities and equipment. References: OEBGD C9.3.2.1, C9.3.2.2, C9.3.2.5, C9.3.3.1, and C9.3.3.2.

Deficiency 16. NAVSTA GTMO has not completed all recurring storage tank inspections. References: OEBGD C9.3.2.1, C9.3.2.2, C9.3.2.5, C9.3.3.1, and C9.3.3.2.

Storm Water Management

Port Operations corrosion control activities are not compliant with OEBGD section C4.3.4.1. During corrosion control operations on a vessel at Port Services, abrasive blast media was present on the ground surface surrounding the vessel. There was also a large area where blast media has collected along the shoreline and within the bay.

OEBGD section C4.3.4.1 requires development and implementation of storm water pollution prevention plans for specified activities, including, but not limited to, corrosion control, and painting/depainting activities.

Deficiency 17. NAVSTA GTMO does not use compliant storm water control practices at Port Services or compliant containment for spent media during blasting operations. Reference: OEBGD C4.3.4.1.

Deficiency 18. NAVSTA GTMO had not removed spent blast media along the shoreline for proper disposal. Reference: OEBGD C4.3.4.1

Hazardous Waste and Used Oil Storage

Inadequate storage was noted at several locations, including: (a) used oil stored in plastic totes without secondary containment at the installation's primary hazardous waste storage area, (b) used oil stored in a plastic tote at Port Services corrosion control without secondary containment, and (c) numerous lead-acid batteries stored outdoors at the recycling center with no battery acid spill kit or neutralization agents present.

OEBGD section C9.3.2.2 states POL storage containers must be provided with a secondary means of containment capable of holding the entire contents of the largest single tank plus sufficient freeboard to allow for precipitation and expansion of product. OEBGD Chapter 6 establishes requirements for proper hazardous waste storage, including, but not limited to, lead-acid batteries.

Deficiency 19. Used oil is stored without proper secondary containment at the primary hazardous waste storage area and at Port Services corrosion control. Reference: OEBGD section C9.3.2.2.

Deficiency 20. Lead-acid batteries are stored outdoors at the recycling center without battery acid spill kits or neutralization agents on site. Reference: OEBGD Chapter 6.

Recommendation 9. That NAVSTA GTMO review all used oil and hazardous waste storage and ensure facilities and practices are compliant with OEBGD requirements. References: OEBGD C9.3.2.2 and Chapter 6.

Known Petroleum Contaminated Sites and Suspected Contamination

On behalf of NAVSTA GTMO, NAVFAC Southeast completed a review in 2007/2008 to develop initial documentation of historical petroleum releases at the installation. The review documented numerous sites of concern with subsurface fuel contamination at the Windward and Leeward sections of the installation. The documentation regarding the sites was limited to information available via records reviews, interviews and site visits. No environmental testing (e.g., soil or groundwater) was completed during the review.

DoD policy regarding remediation of environmental contamination at overseas installations is promulgated in DoD Instruction 4715.08, Remediation of Environmental Contamination Outside the United States of 1 November 2013. Key provisions of this DoD Instruction include:

- DoD Components will take prompt action to address a substantial impact to human health and safety due to environmental contamination that is caused by DoD activities and is located on a DoD installation.
- If a DoD Component is aware that there is a reasonable likelihood of a substantial impact to human health and safety as a result of environmental contamination on a DoD installation, the DoD Component conducts an investigation until it determines either that a substantial impact to human health and safety exists or further investigation is not justified. Such determinations are supported by a health impact assessment generated as part of the investigation process. An investigation is focused on, and limited to, the specific evidence or allegation that contamination is present at a particular location. Investigations will be based upon accepted science and only involve testing that is relevant to demonstrating a substantial impact.
- Remediation of contamination may only be conducted after a health impact assessment is completed demonstrating a substantial impact to human health and safety.
- The determination that environmental contamination poses a substantial impact to human health and safety is made by the responsible in-theater component commander after consultation with the appropriate DoD medical authority. Action addressing a substantial impact to human health and safety are considered complete when the environmental contamination no longer poses a substantial impact to human health and safety.

DoDI 4715.08 also stipulates that DoD Lead Environmental Components shall provide, as necessary, country-specific remediation guidance. CNRSE is the designated Lead Environmental Component for Cuba and has not developed country-specific remediation guidance. Therefore, the DoD instruction provides available guidance in this regard.

In the past, NAVSTA GTMO, CNRSE, and NAVFAC Southeast have requested environmental compliance funding to complete additional data collection and a health impact assessment for several of the known petroleum contaminated sites. The funding was not approved by CNIC Environmental and/or OPNAV N45. CONUS Environmental Restoration program funding may not be utilized at overseas installations. Consequently, NAVSTA GTMO has not completed a health impact assessment to determine whether contamination poses a substantial impact to human health and safety.

While the risk is seemingly low, additional data collection and analysis could more conclusively document any human health risk consistent with the provisions of the applicable DoD policy. Additional data collection and analysis could determine whether contamination has migrated to surface waters and/or presents fire and safety hazards due to proximity of contamination to buried utility lines or occupied buildings. Multiple historic petroleum release sites are near the Bay, which is used as a source of the installation's reverse osmosis water plant and is a source of seafood for consumption by installation residents. There have been known work stoppages, which have occurred due to petroleum product being encountered during excavations. Additional data collection and mapping would also improve project planning efforts to ensure petroleum contamination is avoided if possible, or to ensure project plans and specifications include appropriate planning/response provisions.

Recommendation 10. That NAVSTA GTMO resubmit a request(s) to CNIC for environmental compliance funding to enable an update of the prior petroleum site inventory, completion of appropriate data collection and analysis, and development of a health impact assessment to more conclusively determine potential human and safety risks. Alternatively, CNRSE funding could be made available for these purposes.

Recommendation 11. That NAVSTA GTMO map known petroleum contaminated sites and integrate the maps into project review procedures and installation master planning datasets.

Cultural Resources

NAVFAC has completed several cultural resource investigations at NAVSTA GTMO over a period of many years. These investigations included archaeological overviews and surveys and addressed approximately 20% of the Naval Station footprint. These investigations recorded numerous sites and recovered many artifacts. Additionally, the Lighthouse keeper's cottage houses a collection of artifacts and memorabilia on display.

NAVSTA GTMO and NAVFAC Southeast are planning a project to inventory and provide a preservation assessment of the collections of artifacts and memorabilia. The project will begin in FY16 and will include development of a database, an inventory of all artifacts and materials (e.g., photos, maps, etc.), and will develop a preservation needs assessment with management recommendations (e.g., storage environment, needed rehabilitation, etc.).

NAVSTA GTMO has not developed an overall cultural resources management plan and additional surveys/investigations are needed to address the remainder of the Naval Station to ensure resources are identified, protected and managed appropriately.

OEBGD section C12.3.4 requires installations to prepare, maintain, and implement a cultural resources management plan that contains information needed to make appropriate decisions about cultural and historic resources identified on the installation inventory, and for mitigation of any adverse effects. Section C12.3.5.1 requires installations to inventory historic and cultural resources in areas under DoD control – the inventory shall be developed from a records search and visual survey.

Deficiency 21. NAVSTA GTMO has not developed a cultural resource management plan and completed additional cultural resource investigations/surveys. References: OEBGD, Sections C12.3.4 and C12.3.5.1.

Recommendation 12. That NAVSTA GTMO complete the planned inventory and preservation assessment of artifact collections. Installation staff support for this effort (not limited to environmental staff) should be provided to ensure successful results are achieved. Reference: OEBGD C12.3.5.1.

Energy Conservation

The NAVSTA GTMO Energy Conservation program is not fully compliant with governing directives. Although the Installation Energy Program Manager position was vacant at the time of our visit, we noted many strong renewable energy assets, such as four wind turbines that can generate approximately 3.5MW and nearly 1MW of photovoltaic arrays. This is coupled with a solid metering infrastructure, robust energy project development efforts, and ongoing behavior modification initiatives such as mock utility billing in family housing areas. Administrative corrections, including Building Energy Monitor (BEM) appointment letters and submission of monthly BEM checklists, are needed to bring the program into compliance with Navy-wide and installation instructions. The holistic ESPC as a means to finance further utility and renewable energy opportunities has merit; however, over-reliance on this mechanism as the sole strategy to address utility production, energy conservation, and solid waste management requirements has the potential to negatively impact operations. For example, preliminary analysis indicated that projected waste streams at NAVSTA GTMO may be insufficient to produce an economically feasible waste-to-energy plant operation. Plans should be developed for alternatives beyond the ESPC for funding known requirements in the event the final ESPC business arrangement doesn't deliver sufficient energy to fully support operations.

Deficiency 22. NAVSTA GTMO BEMs are not appointed in writing and submitting monthly BEM checklists to the Installation Energy Manager as required. Reference: NAVSTAGTMOINST 4100.2A, Energy and Water Management Program, paragraphs 7.e.(3) and 7.d.(1)d.

NAVSTA GTMO Family Housing and Barracks Programs

Family housing and permanent party barracks programs were reviewed through document reviews, staff interviews, and site visits. As a closed, overseas installation, NAVSTA GTMO provides shelter for all military, civilian, dependent, and contractor personnel assigned to the island and represents one of the Navy's few remaining Government-owned housing sites. Both

barracks and family housing are managed effectively, and notable Family Housing Construction, Navy (FHCON,N) funding has replaced or repaired family housing units to ensure service members, civilian personnel, and their families live in good quality neighborhoods. Site visits confirmed that the vast majority of family housing units are maintained in good condition. Barracks building conditions range from good to poor, resulting primarily from mechanical system deficiencies. We noted that Barracks buildings H5, H5A, 1670, and 1678 (Marine Hill Barracks) need cooling system and boiler repairs to resolve recurring hot water and air conditioning issues. PWD GTMO has projects developed and programmed funding to address these needs.

SECURITY PROGRAMS AND CYBERSECURITY/TECHNOLOGY

The Security Programs and Cybersecurity and Technology Team used survey and focus group responses, document review, and face-to-face interviews to assess the following areas:

- Information Security
- Personnel Security
- Industrial Security
- Physical Security and Antiterrorism/Force Protection
- Special Security Programs
- Operations Security
- Counterintelligence Training and Support
- Cybersecurity
- Personally Identifiable Information
- Emergency Management

Command Security Overview

NAVSTA GTMO employs two civilian series 0080 Security Specialists, of which one is the Command Security Manager (CSM) and the other is the Naval Station's Physical Security Officer/Antiterrorism Officer (ATO). Both positions were filled within the last calendar year. It is also noted that the Naval Station training officer and Emergency Manager positions were also filled within the last calendar year. Overall, it is apparent that prior to the arrival of several key personnel in Naval Station security programs, many functions were in a caretaker status. The newly-arrived security and Emergency Management (EM) personnel at NAVSTA GTMO possess the right skills and motivation to restore their programs to Navy standards.

(b) (7)(e)

Special Security Programs were not inspected during this area visit, but we did review the status of corrective actions from a May 2015 SSO Navy inspection. Special Security Programs are discussed further in this report.

Recommendation 13. That NAVSTA GTMO annotate on the command organization chart that the Command Security Manager is afforded direct access to the Commanding Officer per SECNAV M5510.36, Section 2.3, paragraph 2.

Information Security

NAVSTA GTMO's Information Security Program is not fully compliant with SECNAV M5510.36. We provided training and assistance during the inspection.

NAVSTAGTMOINST 5510.1A, Standard Operating Procedures for the Information and Personnel Security Program, is NAVSTA GTMO's primary security directive used by command personnel. This instruction does not have all required information security elements of a command security instruction, as required by SECNAV M5510.36, Exhibit 2A and SECNAV M5510.30,

Department of the Navy Personnel Security Program, Appendix C. Specific deficiencies are discussed below and in the Personnel Security Section of this report.

NAVSTAGTMOINST 3070.1F, Operations Security, paragraph 6c1 states “All material not cleared for public release will be shredded or burned prior to disposal.” We found several shredders at the command that do not meet the minimum standards for shredding as a form of destruction. For example, the shredders in the installation administration office, the Emergency Manager’s office, and the CSM’s office are not on the NSA-approved shredder list and do not meet the minimum standards for destruction of Controlled Unclassified Information (CUI) or Personally Identifiable Information (PII).

Deficiency 23. NAVSTAGTMOINST 5510.1A does not contain controls on the reproduction of classified material to include limitations and special controls placed on information by originators. Reference: SECNAV M5510.36, Exhibit 2A, paragraph 2m.

Deficiency 24. NAVSTAGTMOINST 5510.1A does not identify requirements for the safeguarding of classified information to include how classified information shall be protected during working hours and in other situations. Reference: SECNAV M5510.36, Section 2-2, paragraph 1b.

Deficiency 25. NAVSTAGTMOINST 5510.1A does not have established command destruction procedures, to include reference to the command’s emergency plan and emergency destruction supplement. Reference: SECNAV M5510.36, Exhibit 2A, paragraph 2o.

Deficiency 26. NAVSTAGTMOINST 5510.1A does not contain procedures for the review of classified information prepared by the command to ensure correct classification and marking, to include identification of security classification guidance commonly used and where they are located. Reference: SECNAV 5510.36, Exhibit 2A, paragraph 2j.

Deficiency 27. NAVSTA GTMO does not have an effective information security education program. Reference: SECNAV M5510.36, Section 3-1.

Deficiency 28. NAVSTA GTMO does not have procedures in place for classified meetings at the command or hosted at cleared facilities. Reference: SECNAV M5510.36, Section 7-13.

Deficiency 29. NAVSTA GTMO does not have procedures to ensure the proper dissemination of classified and controlled unclassified information originated or received by the command outside DoD and to foreign governments. Reference: SECNAV M5510.36, Section 8-1.

Deficiency 30. NAVSTA GTMO does not have procedures established for preparing classified bulky shipments as freight. Reference: SECNAV M5510.36, Section 9-7.

Deficiency 31. NAVSTA GTMO command mailroom does not have a GSA-approved security container to store United States Postal Service (USPS) First Class, certified, registered mail and commercial express deliveries overnight. Reference: SECNAV M5510.36, Section 10-3.

Deficiency 32. Multiple shredders used for unclassified material destruction are not on the NSA Evaluated Products List (EPL) and are not authorized for the shredding of classified material and/or CUI. Reference: SECNAV M-5510.36, Sections 10-18 and 10-20.

Deficiency 33. NAVSTA GTMO does not ensure military and civilian personnel whose duties significantly involve the handling, creation, or management of classified information are documented on performance evaluations. References: DoDM 5200.01, DoD Information Security Program: Overview, Classification, and Declassification, Volume 1, Enclosure 2, paragraph 7h; SECNAV M5510.36, Section 2.1, paragraph 5h.; and SECNAV M5510.30, Department of the Navy Personnel Security Program, Section 2-2, paragraph 2k.

Deficiency 34. NAVSTA GTMO's Communications Security (COMSEC) EAP is not part of the command's overall EAP and has not been signed by the Commanding Officer. Reference: EKMS-1B, EKMS Policy and Procedures for Navy Electronic Key Management System Tiers 2 & 3, Annex M, Paragraph 2i.

Deficiency 35. The CSM does not maintain liaison with the command's Public Affairs Officer (PAO) to ensure that proposed press releases and information intended for public release are subjected to a security review. Reference: SECNAV M5510.36, Section 2-2, paragraph 1h.

Deficiency 36. NAVSTA GTMO does not include the CSM in the prepublication review process for command information intended for public release. Reference: SECNAV M-5510.36, Section 8-8, paragraph 1.

Deficiency 37. Annual technical inspections are not being conducted on the Open Storage Secret Secure Rooms at NAVSTA GTMO. Reference: DON IA PUB 5239-22, Information Assurance (IA) Protected Distribution Systems (PDS), Section 7.3.1.

Personnel Security

NAVSTA GTMO's Personnel Security program is not fully compliant with SECNAV M5510.30.

Prior to the area visit, NAVSTA GTMO reported concerns about (b) (7)(e)

[REDACTED]

The former alternative is cost prohibitive and the latter alternative would have a tremendous negative impact to the mission of the Naval Station. Given present mission, resource and civilian hiring constraints, pursuance of (b) (7)(e)

[REDACTED] option to address both the mission needs of the installation (b) (7)(e)

[REDACTED]

(b) (7)(e)

(b) (7)(e)

(b) (7)(e)

Deficiency 38. NAVSTAGTMOINST 5510.1A does not contain a list of areas within the command authorized for general visiting. Reference: SECNAV M5510.30, Appendix C, paragraph 1b(5).

Deficiency 39. NAVSTAGTMOINST 5510.1A does not clearly identify all areas which are off limits to visitors. Reference: SECNAV M5510.30, Appendix C, paragraph 1b(5).

Deficiency 40. NAVSTAGTMOINST 5510.1A does not formulate guidelines for foreign travel briefings and identify the individual responsible for the briefing/debriefing. Reference: SECNAV M5510.30, Appendix C, paragraph 1b(6).

Deficiency 41. NAVSTAGTMOINST 5510.1A, Enclosure (7), paragraphs 1 and 2a delineate conflicting guidance on who can authorize interim security clearances. Reference: SECNAV M5510.30, Section 9-4, paragraph 1.

Deficiency 42. NAVSTAGTMOINST 5510.1A does not assign responsibilities for final preparation of investigation requests. Reference: SECNAV M5510.30, Appendix C, paragraph 1b(8).

Deficiency 43. NAVSTAGTMOINST 5510.1A does not establish procedures for documenting clearance and command access in the Joint Personnel Authentication System (JPAS). Reference: SECNAV M5510.30, Appendix C, paragraph 1b(9).

Deficiency 44. NAVSTAGTMOINST 5510.1A, Enclosure (3), paragraph 6 does not direct individual responsibilities (for personnel who possess a security clearance) to participate in foreign travel briefings. Reference: SECNAV M5510.30, Section 4-10, paragraph 1a(1).

Deficiency 45. NAVSTAGTMOINST 5510.1A does not assign responsibilities for reporting derogatory or suspicious behavior information to the Department of Defense Central Adjudication Facility (DoD CAF). Reference: SECNAV M5510.30, Appendix C, paragraph 1b(10).

Deficiency 46. NAVSTA GTMO briefings and training do not include awareness training on the administrative and legal sanctions that military and civilian personnel are subject to for knowingly, willfully, or negligently committing security violations. Reference: SECNAV M5510.30, Section 1-13.

Deficiency 47. There are discrepancies between the access determination levels and position sensitivity determinations for several personnel in the Joint Personnel Authentication System (JPAS). Reference: SECNAV M5510.30, Section 1-5, Paragraph 15e.

Deficiency 48. Position sensitivity levels are not accurately reflected in numerous civilian Position Descriptions (PD). Reference: SECNAV-5510.30, Section 5-3, Paragraphs 1a and 1b.

Deficiency 49. (b) (7)(e)

Deficiency 50. During a random review of billets in JPAS, some civilian records showed completed National Agency Checks with Local and Credit Checks (NACLC) vice an Access National Agency Check with Written Inquiries (ANACI) or higher type of background investigation. Reference: SECNAV M5510.30, Exhibit 5A.

Deficiency 51. Ten required Personnel Security Investigations (PSI) for personnel are out of date and require re-investigation. Reference: SECNAV M-5510.30, Department of the Navy Personnel Security Program, Section 7-2, paragraphs 1c(2) and (3).

Deficiency 52. Information Technology (IT) position level designations for all users at NAVSTA GTMO are not annotated within the Joint Personnel Adjudication System (JPAS). Reference: SECNAV M5510.30, Section 5-2, paragraph 6.

Recommendation 14. That NAVSTA GTMO update its Command Security Instruction, NAVSTAGTMOINST 5510.1A, to document current policy and procedures for revocation and retrieval of Common Access Cards (CAC) from departing contractors, foreign nationals, and Government civilians.

Recommendation 15. That the CSM, SSO, and Information Systems Security Manager (ISSM) coordinate with the Human Resources Office (HRO) to review JPAS records for command personnel and audit Civilian PDs for accuracy.

Industrial Security

Industrial Security at NAVSTA GTMO is not compliant with SECNAV M5510.36, Chapter 11. SECNAV M5510.36, Section 11-1 requires that NAVSTA GTMO have a formally codified Industrial Security Program since the installation has contractors operating within areas under their direct control that perform classified work. A comprehensive, formalized Industrial Security regulation when executed correctly ensures all security requirements are met for contractors who perform classified work on the Naval Station.

Since most contractors who perform classified work at NAVSTA GTMO are aboard greater than 12 months, NAVSTA GTMO should develop and enter into a Memorandum of Agreement (MOA) or Security Servicing Agreement (SSA) with commands that sponsor the contractors. The MOA/SSA are not only required, but they formally codify specific security service responsibilities between the Naval Station, sponsoring command and contractor.

Deficiency 53. NAVSTA GTMO does not have an Industrial Security Program. References: SECNAV M-5510.36, Department of the Navy Information Security Program, Chapter 11.

Deficiency 54. NAVSTA GTMO does not have an effective Industrial Security policy. References: SECNAV M-5510.36, Section 11-1; and SECNAV M5510.36, Exhibit 2A, paragraph 2k.

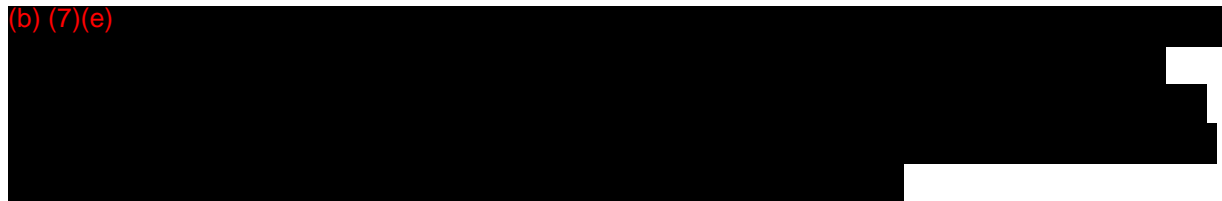
Recommendation 16. That NAVSTA GTMO develop and enter into a MOA or SSA with commands that sponsor contractors that perform classified work on board the Naval Station per SECNAV M-5510.36 Section 2-10.

Physical Security and Antiterrorism Force Protection (ATFP)

NAVSTA GTMO's ATFP Program is compliant with DoDI 2000.16, DoD Antiterrorism Standards, and OPNAVINST F3300.53C, Navy Antiterrorism Program. NAVSTA GTMO's Physical Security Program is compliant with OPNAVINST 5530.14E (CH-2), Navy Physical Security and Law Enforcement Program. The latest revision of the installation ATFP Plan was approved on 11 September 2015. The installation's Antiterrorism Officer (ATO) is designated in writing. The last installation ATFP exercise was held in November 2014; the exercise included exercising the installation up to Force Protection Condition (FPCON) Delta.

The unique geographical location of NAVSTA GTMO, limited methods of authorized entry into the installation, coupled with a dedicated Marine Corps fixed security presence afford NAVSTA GTMO greater flexibility in its employment of Naval Security Forces (NSF). While most other Navy installations have a large demand for entry control points (ECP) (which reduce NSF response capabilities), NAVSTA GTMO can dedicate almost all of its NSF towards mobile patrols; this arrangement provides NSF personnel increased training opportunities, supports enhanced response and provides greater Law Enforcement (LE) support to tenant activities.

(b) (7)(e)



NAVSTA GTMO Harbor Patrol Unit (HPU)

NAVSTA GTMO has a dedicated HPU with its own Unit Identification Code (UIC) separate from the landward NSF. (b) (7)(e)

(b) (7)(e)

We also noted that several Sailors from the landward NSF are qualified on Harbor Security Boats (HSB) to perform HPU duties; while not required, these additional qualifications support watch bill flexibility for the Naval Station. It is noted that HPU duty is a specialized skillset and NAVSTA GTMO's over-reliance on landward NSF personnel to man HSBs is contrary to the intent of CNICINST 5530.5, CNIC Harbor Patrol Unit Operating Procedures, and should be avoided when possible.

(b) (7)(e)



(b) (7)(e)



As part of a larger effort to standardize and raise training standards across the Navy Shore Enterprise (NSE), CNIC, in coordination with USFF, developed and promulgated CNICINST 3502.2, Navy Security Force Shore Training Manual in September 2015. CNICINST 3502.2, Chapter 6 places additional emphasis on the training, certification, evaluation, and readiness of HSB crews, which is appropriate given that HPUs in the Navy incur collision rates comparable to other Navy warfare communities.

CNICINST 3502.2, Enclosure (1), Article 0605 requires that each HPU have one qualified HSB Training Supervisor (TRASUP) with the Navy Enlisted Classification (NEC) 2004 (HSB TRASUP) assigned and on board; the HSB TRASUP is responsible for training and qualification of HSB Coxswains, to include administration of the HPU's training program. (b) (7)(e)

To address this pending loss, NAVSTA GTMO arranged to send a qualified Sailor to an October 2015 convening of a required HSB TRASUP Course of Instruction (COI) (A-062-0049). The HSB TRASUP COI is required by CNICINST 3502.2, Enclosure (1), Article 0605, paragraph b(3) as one of the pre-requisites for qualification. The October convening of the HSB TRASUP COI was cancelled and the next COI is in April 2016. As a result, NAVSTA GTMO runs the risk of being gapped in this HSB TRASUP billet. CNRSE has confirmed a quota for the April 2016 COI for the NAVSTA GTMO HSB TRASUP candidate.

(b) (7)(e)

Military Working Dog (MWD) Kennels

NAVSTA GTMO's MWD program is compliant with OPNAVINST 5585.2C, Department of the Navy Military Working Dog Program. There is a longstanding issue with the surface of the kennel's designated training area/confidence course. The surface of the training area/confidence course area contains rocks, coral, and other debris vice an optimal smooth turf surface. The existing surface area causes cuts and injuries to the pads of canines assigned to the MWD department. To address this, in 2013 NAVSTA GTMO established a temporary training area outside the (b) (7)(e). We examined the temporary training area and it is effective in addressing the surface concerns previously discussed. We recommend that NAVSTA GTMO implement a permanent solution to the MWD training surface problem.

NAVSTA GTMO Weapons Department

We reviewed NAVSTA GTMO's Arms, Ammunition, and Explosives (AA&E) program, paying particular attention to AA&E security for the Ready for Issue (RFI) facility. NAVSTA GTMO's AA&E security is compliant with OPNAVINST 5530.13C, Department of the Navy Physical Security Instruction for Conventional Arms, Ammunition, and Explosives (AA&E). CNRSE conducted an AA&E Explosive Safety Technical Assist Visit (ESTAV) from 4-11 September 2015

and deficiencies found during the ESTAV were corrected by the installation prior to our arrival. NAVSTA GTMO was scheduled for a Naval Ordnance Safety and Security Activity (NOSSA) Explosive Safety Inspection (ESI) in November 2015.

Deficiency 55. The NAVSTA GTMO Emergency Action Plan does not contain all required elements. Reference: CNICINST 3440.17, Navy Installation Emergency Management Program Manual, Standard 7, Page 165, Tenant Command Emergency Action Plan.

Recommendation 17. That NAVSTA GTMO repair and/or overhaul the MWD training area/confidence course surface.

Special Security Programs

(b) (7)(e) [REDACTED]
[REDACTED] We briefly reviewed the status of corrective actions from the inspection and (b) (7)(e) [REDACTED]
[REDACTED] NAVSTA GTMO corrected all but one deficiency identified during the SSO Navy's inspection, and the installation has a plan in place to correct the remaining deficiency.

(b) (7)(e) [REDACTED]
[REDACTED] This arrangement precludes

(b) (7)(e) [REDACTED]
[REDACTED]

(b) (7)(e) [REDACTED]
[REDACTED]

(b) (7)(e)

Deficiency 56. (b) (7)(e)

Deficiency 57. (b) (7)(e)

(b) (7)(e)

(b) (7)(e)

Operations Security (OPSEC)

OPSEC at NAVSTA GTMO is not fully compliant with OPNAVINST 3432.1A, Operations Security. NAVSTAGTMOINST 3070.1F, Operations Security, was approved by the commanding officer during our inspection. The nascent installation OPSEC program has yet to be fully operationalized to achieve compliance with OPNAVINST 3432.1A. The OPSEC officer (b) (7)(e)

While NAVSTA GTMO has an approved Critical Information List (CIL), the CIL is general in nature, does not account for Naval Station capabilities (to include tenant commands), and has not yet been promulgated. Going forward, NAVSTA GTMO's OPSEC program (and accompanying CIL) requires better integration across the planning, operations, and intelligence functions of the command. NAVSTA GTMO should have the procedures, capability, and integration to properly apply their OPSEC program to current or emerging operational requirements and/or threats. We recommend review of CJCSI 3213.01D, Joint Information Operations Security and JP 3-13.3, Operations Security to ensure the command's OPSEC program and CIL are operationalized and aligned with both CNRSE, JTF GTMO, and its Combatant Commander (CCDR) OPSEC programs. We further recommend that NAVSTA GTMO re-conduct the five-step OPSEC planning process taking into account tenant command capabilities to ensure maximum efficacy.

A recommended best practice we observed at other commands is that the CIL is promulgated as a command notice vice being a part of the command's OPSEC instruction. Disseminating the CIL in a notice provides a forcing function for the command to periodically re-assess its CIL and to enhance administrative efficiency.

Deficiency 58. The NAVSTA GTMO CIL is not disseminated throughout the command so all personnel know what information is deemed critical by the Commanding Officer and requires protection. Reference: DoD 5205.02-M, Appendix 1 to Enclosure 3, paragraph 2a(5).

Deficiency 59. The OPSEC Officer does not formally review contracts for OPSEC requirements. References: DoD 5205.02-M, Enclosure 6, paragraph 1a; and OPNAVINST 3432.1A, Enclosure (1), paragraph 5d.

Deficiency 60. The OPSEC Officer and Security Manager are not involved in the review process of information intended for public release. References: DoD 5205.02-M, Enclosure 5, paragraph 1a; and OPNAVINST 3432.1A, Enclosure (1), paragraph 5n(3).

Deficiency 61. NAVSTA GTMO does not conduct required specialized training for OPSEC program managers/coordinators, Public Affairs personnel, contracting specialists, and personnel responsible for the review and approval of information intended for public release. References: DoDD 5205.02E, DoD Operations Security (OPSEC) Program, Enclosure 2, paragraph 11(l); and CJCSI 3213.01D Joint Information Operations Security, Enclosure A, paragraph 6i(2).

Recommendation 20. That NAVSTA GTMO review CJCSI 3213.01D and JP 3-13.3 to ensure the command's OPSEC Program and CIL are operationalized and align with both CNRSE and its CCDR OPSEC programs.

Recommendation 21. That NAVSTAGTMO OPSEC working group meeting minutes include greater detail to capture discussion points.

Recommendation 22. That NAVSTAGTMO modify its public release review process to include the OPSEC Officer, the CSM, web administrators, PAO and other officials designated by the Commanding Officer, who also shares responsibility for the release of information.

Counterintelligence (CI) Training and Support

NAVSTA GTMO is not fully compliant with established requirements with DoDD 5240.06, Counterintelligence Awareness and Reporting (CIAR). CI training to NAVSTA GTMO personnel is performed by the NCIS NAVSTA GTMO office; the content of the training is compliant with DoDD 5240.06.


Deficiency 62. CI awareness training is not provided to personnel within 30 days of initial assignment or employment to NAVSTA GTMO and every 12 months thereafter. Reference: DoDD 5240.06, Counterintelligence Awareness and Reporting (CIAR), Enclosure 3, paragraph 3a.

Deficiency 63. Records for the completion of CI awareness training at NAVSTA GTMO do not contain all the required elements. Reference: DoDD 5240.06, Enclosure 3, paragraph 3d.

Deficiency 64. CI awareness training records at NAVSTA GTMO are not maintained for five years. Reference: DoDD 5240.06, Enclosure 3, paragraph 3e.

Cybersecurity

NAVSTA GTMO's Cybersecurity was assessed as not compliant. (b) (7)(e)



(b) (7)(e)



Deficiency 65. NAVSTA GTMO's (b) (7)(e)



Deficiency 66. NAVSTA GTMO (b) (7)(e)



Personally Identifiable Information (PII)

NAVSTA GTMO's PII program is not fully compliant with SECNAVINST 5211.5E, Department of the Navy (DON) Privacy Program. NAVSTAGMOINST 5211.1B, Privacy Act Program, was recently approved by the commanding officer and has not been operationalized.

Several elements of the PII program are missing and documentation for program elements did not exist prior to June 2015. The PII Coordinator is newly appointed and has a plan to bring the program into compliance. Multiple shredders at NAVSTA GTMO did not meet the minimum standards for the destruction of PII. SECNAVINST 5211.5E, paragraph 8b(1) states "Disposal methods are considered adequate if the records are rendered unrecognizable or beyond reconstruction...". For example, we found several non-PII compliant shredders at Bulkeley Hall that produced shred that contained recognizable words/numbers; the shred from these shredders can be reconstructed to its original form with little effort. In one instance, we found a large continuous piece of shred, which contained PII, and command accounting information that was easily pieced back together without effort.

Deficiency 67. NAVSTA GTMO does not have a functional Privacy Act Team (PAT). Although personnel have been identified on paper, no action or documentation exists to show a functioning team. Reference: SECNAVINST 5211.5E, paragraph 30a(2).

Deficiency 68. NAVSTA GTMO does not track annual PII training for contractors. Reference: ALNAV 070/07, DON PII Annual Training Policy, paragraph 1a.

Deficiency 69. NAVSTA GTMO does not have the required biannual auditable record of PII semi-annual spot checks. One baseline spot check was recently completed. No documentation of spot checks was available for FY13 or FY14. Reference: ALNAV 070/07, paragraph 1b.

Recommendation 23. That NAVSTA GTMO remove non-compliant shredders and replace with shredders that meet minimum requirements of SECNAVINST 5211.5E, paragraph 8b(1).

Emergency Management (EM)

EM at NAVSTA GTMO is not fully compliant with OPNAVINST 3440.17A, Department of the Navy Emergency Management Program. At the time of the area visit, NAVSTA GTMO's EM Manager had been in the position for ten weeks. The new EM Manager is dedicated and is making significant efforts towards re-vitalizing the EM program. We noted that the EM Manager does not have SIPRNET access; this negatively impacts his ability to perform all of his duties.

We reviewed NAVSTAGTMOINST 3440.17, NAVSTA GTMO Emergency Management Program dated 7 August 2009. There is no record of an annual review of the Installation EM Plan, as required by OPNAVINST 3440.17A, since the plan was signed in 2009. (b) (7)(e)

The Training Department at NAVSTA GTMO that supports EM and ATP/LE exercises requires improvement. We reviewed some records from recent exercises and the feedback recorded by the Training team is effectively a list of problems (mainly drill control-related) with very little fidelity in understanding the root causes and subsequent corrective actions. Contributing to this, the Naval Station does not require the Training department to utilize After Action Reports (AAR) or hold personnel accountable for providing objective, post-exercise assessments tied to both the EM and ATP/LE training programs and an assessment of performance. The Naval Station recently hired a new Training Officer and he appears to have the ability to raise the quality of training during future exercises. NAVINSGEN provided training to the EM Manager, the Security Officer, and Training Officer during the inspection.

We recommend that NAVSTA GTMO coordinate with CNRSE to conduct an EM assist visit in the next six to nine months to identify deficiencies and ensure corrective actions are taken.

(b) (7)(e)

(b) (7)(e)

(b) (7)(e)

Deficiency 70. (b) (7)(e)

Deficiency 71. The EM Manager had not developed resource management objectives and implemented resource management procedures. References: DoDI 6055.17, DoD Installation Management Program, Enclosure 3, paragraph 4b(1); and OPNAVINST 3440.17A, Enclosure (2), paragraph 2c.

Deficiency 72. NAVSTA GTMO has not reviewed or revised (as required) the EM plan on an annual basis since 2009. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraphs 5b and 8b.

Deficiency 73. Until recently, NAVSTA GTMO has not held quarterly EM working group meetings on a consistent basis. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 7b.

Deficiency 74. NAVSTA GTMO could not verify if backup power to the central control for the Giant Voice (Outdoor Mass Notification) system had been tested to provide four or more hours of backup operation. Reference: Unified Facilities Criteria (UFC) 4-021-01, Design and O&M: Mass Notification Systems, paragraph 3-5.4.2.

Deficiency 75. (b) (7)(e)

Deficiency 76. (b) (7)(e)

Deficiency 77. (b) (7)(e)

Deficiency 78. (b) (7)(e)

Deficiency 79. The Training program for Category 5 personnel does not result in certification of each Category 5 person. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 9a.

Deficiency 80. NAVSTA GTMO does not have a comprehensive training continuum for Category 1 and 5 personnel. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 9b.

Deficiency 81. NAVSTA GTMO is not aware of the EM specialty training requirements identified by CNIC or CNRSE. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 9c.

Deficiency 82. Public level awareness training does not include Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) topics or CNRSE specific guidance. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 9d.

Deficiency 83. EM After Action Reports (AAR) and Lessons Learned reports are not developed or used for EM exercises. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 11c.

Deficiency 84. EM AARs are not retained for a minimum of two years. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 11e.

Deficiency 85. NAVSTA GTMO is not utilizing relevant UFCs to mitigate structural effects of natural and man-made disasters. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 12f.

Recommendation 24. That NAVSTA GTMO re-examine the hazard assessment used to derive the installation EM plan.

Recommendation 25. That NAVSTA GTMO grant SIPRNET access to the EM Manager.

Recommendation 26. That NAVSTA GTMO request an EM assist visit from CNRSE in the next six to nine months.

RESOURCE MANAGEMENT, QUALITY OF LIFE, AND COMMUNITY SUPPORT

The Resource Management, Quality of Life, and Community Support Team assessed 17 areas and programs. The findings below reflect responses from survey respondents, onsite focus group participants, document review, facility site visits, and face-to-face personnel interviews.

The following programs and functions are well administered and contribute to overall QOL:

- Morale, Welfare, and Recreation Programs
- Navy College Programs/Education Services
- Religious Support
- Fleet and Family Support Center
- Sexual Assault Prevention and Response
- Suicide Prevention
- Equal Employment Opportunity
- Command Managed Equal Opportunity
- Navy Alcohol and Drug Abuse Prevention
- Hazing Policy Training and Compliance
- Legal Support
- Galleys
- Commissary/Navy Exchange
- Child Youth Programs/Child Development Centers
- Medical/Dental Support

The MWR programs, Galleys, Commissary, Navy Exchanges, Child Development Center (CDC), and medical and dental activities at NAVSTA GTMO adequately support Naval Station communities. All of the above programs have dedicated personnel who provide excellent support to the station despite the ongoing common themes of poor internet connectivity, difficulty getting people and material on and off island, and filling gapped billets. The SAPR and Suicide Prevention programs are some of the best that we have observed during recent inspections and area visits.

Medical/Dental Support

USNH GTMO provides good basic care to a varied patient population within the limits of their manning and specialty capabilities, but they face significant challenges that affect their ability to provide high quality care. Although routine transfer to Naval Medical Facilities in Jacksonville, Florida or Portsmouth, Virginia is supportable for specialty care, this incurs significant cost in both time and money.

Larger cross-cutting issues noted in other areas also significantly impact their ability to provide high quality medical care:

- Poor internet connectivity – This significantly impairs their ability to coordinate patient care via provider-to-provider communication, JTF GTMO patient coordination, and uploading or receiving radiology results.
- AMC flights – Infrequent flights affect sending patients off island for specialty consult care. It also impedes patient care because of the long wait times to send and receive the 25% of laboratory tests that are mailed out. In addition, the wait for air transportation can also affect items easily affected by heat, such as lab reagents, vaccines, mail out tests, and medications.
- Civilian Hiring delays – The hospital looks well-staffed by active duty on the AMD, but it does not reflect significant civilian position vacancies. This often results in inexperienced junior staff holding down two or three different positions where they may be asked to perform functions for which they are not properly trained. For example, they have an HM3 as the Patient Admin MEDEVAC coordinator holding a position vacated by a retired Army LTC, or newly trained providers who are acting as department heads. In addition, if there is a mass casualty or migrant ops event, they may be overwhelmed and assistance from stateside is many hours away.
- MEDEVACs – The MEDEVAC process for military members is slower than for civilians because of differences in TRICARE's process. Hospital staff are concerned that they are at risk for losing a patient or risking additional complications due to the emergency, overwhelming their capability before a patient can be transported to the mainland for a higher level of care.

Casualty Assistance Calls Program

The NAVSTA GTMO Casualty Assistance Calls Program is not compliant. The Casualty Assistance Calls Officer (CACO) has been on board less than 6 months and assumed a program that had not been maintained under previous leadership. While he is making progress, the program is still not established per guiding instructions.

Deficiency 86. The Casualty Assistance Calls Program has not been established per guiding instructions. References: DoDI 1300.18, OPNAVINST 1770.1A, and CNICINST 1770.2.

Voting Assistance

The NAVSTA GTMO Installation Voting Assistance (IVA) office is not compliant. Our team identified several key elements that need attention to align this program with DoDI 1000.04, Federal Voting Assistance Program. In particular, the Naval Station has an unmet responsibility under the instruction to provide voting assistance services to all service personnel, family members, and DoD civilians across all commands. The IVA officer was recently assigned to this position and is also the command Voting Assistance Officer (VAO). The IVA/VAO's efforts to date have not included tenant command personnel; his focus has been only personnel assigned to the Naval Station. It is for this reason that it is a best practice to separate these positions. This new IVA/VAO is motivated to improve the Voting Assistance programs on the station and

within his command. The command needs to pay particular attention to assigning new IVA and VAO when the assigned individual rotates in the early spring 2016 timeframe to ensure proper voting assistance is provided in an election year.

By current procedure, the IVAO standard email address is not answered by the station IVA officer. Emails sent to the standard email address are received at the CNIC Navy Voting Program Office and then forwarded to a personal email, leading to response delays. An email test showed that responses from the appointed IVA officer and command VAO took longer than 72 hours.

The IVA office should be easily accessible to all personnel and requires a certain amount of privacy to allow the use of a computer to enter private information for voter registration. The current IVA office is in the Naval Station HQ building, in a shared space. As such, it is not optimal for privacy and it is not easily accessible to non-Navy tenants, DoD civilians, and family members.

Deficiency 87. The IVA office does not provide voter assistance to all military service personnel and their dependents, civilian Federal employees, and all qualified voters who reside on NAVSTA GTMO. Reference: DoDI 1000.04, Enclosure 4 paragraph 2c.

Deficiency 88. The IVA office is not included in the administrative in-processing and out-processing activities required of reporting and detaching personnel. Reference: DoDI 1000.04, Enclosure 4 paragraph 2c

Deficiency 89. The IVA office is not fully compliant with providing quarterly statistical information and records on voter registration assistance. Reference: DoDI 1000.04, Enclosure 4 paragraph 2z.

Deficiency 90. The IVA office is not compliant with establishing a component-wide means to communicate effectively with and expeditiously disseminate voting information to VAOs, uniform services, and overseas DoD civilian members of the DoD component and their voting age dependents. Reference: DoDI 1000.04, Enclosure 4 paragraph 2j.

Deficiency 91. The IVA office is not compliant with ensuring voters who are eligible to cast absentee ballots on DoD facilities are able to do so in a private and independent manner. Reference: DoDI 1000.04, Enclosure 4 paragraph 2u.

Deficiency 92. NAVSTA GTMO has not appointed an IVA officer with the intent to serve 12 months or longer. Reference: CNIC instruction 1742.1, paragraph c4.

Deficiency 93. The VAO has not retained records of training conducted, including dates and attendees, at the unit level for at least one calendar year. Reference: DoDI 1000.04, Enclosure 4, paragraph 2s.

Deficiency 94. A standard email address for the command must be established to ensure emails are answered in a timely and concise manner. Reference: DoDI 1000.04, Enclosure 4, paragraph 2r.

Recommendation 27. The IVA office should be located in a well-advertised, fixed location and should be physically co-located with an existing office that receives extensive visits by Service personnel, family members, and DoD civilians, as recommended by DoDI 1000.04.

Recommendation 28. The assigned IVA officer should serve a minimum of 18 months, beginning in October of the year prior to the regularly scheduled general election for Federal offices as recommended by DoDI 1000.04, Enclosure 4 paragraph 2d.

Recommendation 29. The command VAO should be assigned and separated from the IVA officer, as recommended by the Installation Voter Assistance Office Handbook, Chapter 2, paragraph 3. Two separate continuity binders should be maintained for these positions.

Sexual Assault Prevention and Response (SAPR)

Our engagement with NAVSTA GTMO and tenant commands, interviews and round table discussions with Sailors and Navy civilians, and document reviews confirmed that: (1) area leaders are committed to maintaining an environment free of sexual assault (SA) and (2) victim care in the area is good. Excellent resources are in place and this complex program is well run. Best practices evident in NAVSTA GTMO SAPR program include:

- Staffing a Sexual Assault Response Coordinator (SARC) office, one day a week, at the JTF GTMO Chapel to better support JTF GTMO SA victims throughout the stages of reporting, investigation, and disposition.
- Message reporting and tracking by the Data Collection Coordinator (DCC) (required per OPNAVINST 3100.6J) is robust, well organized, detailed, and limits information to only those with an absolute need to know. One of the best DCC processes we have seen in over two years.

We identified a practice at NAVSTA GTMO that raises concern with respect to the transportation of SA victims. SAPR Victim Advocates (VA) routinely transport SA victims in their POVs for Sexual Assault Forensic Examinations (SAFE), meetings with the SARC, NCIS interviews, and other required appointments in the processing of a SA. There is undue liability placed upon the SAPR VA when they transport a victim of SA in their POV.

Recommendation 30. NAVSTA GTMO should consider providing a Government furnished vehicle for the 24/7 SAPR VA watchstanders to transport victims of SA.

Legal

During the course of the visit, a number of NAVINSGEN team members observed a significant number of Government passenger vehicles in use aboard the Naval Station. Team members reported passenger vehicles carrying what appeared to be family members, including small children, a child car seat in the back seat of a Government passenger vehicle, and Government passenger vehicles were observed parked outside a number of the MWR venues during and after work hours. In accordance with 31 U.S.C. 638a(c)(2), the use of Government-owned or -leased motor vehicles is restricted to official purposes.

The NAVSTA GTMO use of Government passenger vehicle policy enforcement was not reviewed during the area visit due to time and resource constraints.

Recommendation 31. That NAVSTA GTMO ensure official use of Government passenger vehicles are in accordance with 31 U.S.C. 1344; 10 U.S.C. 2637; 41 CFR part 102-5; DoDI 4500.36, Acquisition, Management, and Use of Non-Tactical Vehicles (NTVs); DoDM 4500.36-R, Acquisition, Management, and Use of DoD Non-Tactical Vehicles; and the Joint Travel Regulations.

Fleet and Family Support Center (FFSC)

It was noted that the FFSC Director, SARC, and Victim Advocate offices were not soundproofed; conversations could be clearly heard in the hallways and in other offices. Due to the possibly sensitive nature of conversations, OPNAVINST 1752.2B, Family Advocacy Program (FAP), and NAVSTAGTMOINST 1752.1A, Family Advocacy Program, require the offices to have adequate soundproofing. A request had been submitted and the soundproofing work is under contract, but the issue had not been corrected at the time of the visit.

Deficiency 95. The FFSC Director, SARC, and Victim Advocate counselors are unable to maintain strict confidentiality and privacy with their patrons in person or on telephone calls due to inadequate office soundproofing. References: OPNAVINST 1752.2B Enclosure 1, paragraph 9d; and NAVSTAGTMOINST 1752.1A paragraph c8.

Child Youth Programs/Child Development Center

Overall, the Child Youth Programs and Child Development Center (CDC) are well run and strive to provide numerous opportunities for activities and childcare. There were a number of survey and focus group comments about capacity at the CDC and it resulting in a negative impact on spouse's ability to obtain work. However, as of the visit, the only waitlist needed for childcare was in the infant care age group. According to the CDC director, it is rare to have anyone on the waitlist and a new CDC facility with increased capacity will be opening soon.

Numerous sources, to include NAVSTA GTMO CDC employees, reported unauthorized in-home care was being provided aboard the Naval Station. It was also reported that social media resources were being used to solicit in-home care. There are currently no certified Child Development Home providers for in-home care on the island. One of the barriers identified is the non-availability of insurance coverage for potential providers. If unauthorized in-home care is being provided, then required CDC spaces are being artificially depressed, and do not reflect the actual requirement.

DoDI 6060.2, Child Development Programs, 19 January 1993, Paragraph E2.1.8.6 identifies home-based child care services as those that are provided for members of the Armed Forces and DoD civilian personnel by an individual who is certified by the Secretary of the Military Department concerned or Defense Agency Director and/or Commander concerned as qualified to provide those services, and provides those services 10 hours or more per week per child on a regular basis for compensation. This is also referred to as Family Home Day Care, Family Home Care, and Family Day Care.

Recommendation 32. That NAVSTA GTMO investigate claims of unauthorized in-home child care services.

Recommendation 33. That NAVSTA GTMO provide advisories to all residents to ensure that unauthorized in-home child care services are not provided.

SENIOR ENLISTED ENGAGEMENT

The NAVINSGEN Command Master Chief (CMDPCM) engaged in various enlisted leadership groups, both junior and senior. A separate meeting was held with local Command Master Chiefs, Command Sergeant Major, and Senior Enlisted Leaders to get a sense of the quality of family life and the single sailor experience at NAVSTA GTMO. The NAVINSGEN CMDPCM also participated in focus groups with spouses and Ombudsmen.

During focus groups, Sailors and their families indicated that adequate services were provided to support them within the region. Various sites were visited to include the barracks, galley, liberty center, gym, and other miscellaneous sites to gauge quality of life conditions at NAVSTA GTMO.

There was a general sense that Sailor career management programs were established throughout the region and that most senior enlisted leaders were engaged with the career development board process.

The top concerns shared by Sailors and their family were:

- Travel off island
- Internet service

Upon visiting the Satellite Communication Systems, Inc. (which serves as single point internet service provider for residents), we discovered the price for internet access ranges from \$49 per month to \$3600 per month for residents. Most of the families we spoke with use the \$79 service, which provides speeds comparable to dial-up or low end DSL and only allows one user to access the internet at a time; the next package offered cost \$160. The Navy Exchange is researching the ability to provide internet service to residents living in the barracks and in housing.

Our overall assessment is that foundational programs were established to support Sailors' career development and adequate services were provided to support families throughout the region. Uniforms, grooming, and military bearing were a challenge; increased consistent deckplate leadership reinforcing the Navy standard is required.

Appendix A: Issue Papers

SUMMARY OF ACTIONS

Issue Papers that follow require responses to recommendations in the form of Implementation Status Reports (ISR). If you are an Action Officer for a staff listed in Table A-1, please submit ISRs as specified for each applicable recommendation, along with supporting documentation, such as plans of action and milestones and implementing directives.

- Submit initial ISRs using OPNAV Form 5040/2 no later than 1 March 2016. Each ISR should include an e-mail address for the action officer, where available. This report is distributed through Navy Taskers and ISRs should be submitted through the assigned document control number. An electronic version of OPNAV Form 5040/2 is added to the original Navy Tasker Package, along with the inspection report, upon distribution.
- Submit quarterly ISRs, including "no change" reports, until the recommendation is closed by NAVINSGEN. When a long-term action is dependent upon prior completion of another action, the status report should indicate the governing action and its estimated completion date. Further status reports may be deferred, with NAVINSGEN concurrence.
- When action addressees consider required action accomplished, the status report submitted should contain the statement, "Action is considered complete." However, NAVINSGEN approval must be obtained before the designated action addressee is released from further reporting responsibilities on the recommendation.
- The NAVINSGEN point of contact for ISRs is (b) (7)(C) [REDACTED]

Table A-1. Action Officer Listing for Implementation Status Reports

COMMAND	RECOMMENDATION NUMBER(S) XXX-15
DUSN(P)	043, 046
DASN(CHR)	034, 035
OPNAV 09F	039
OPNAV N4	047
OCHR	036
CNIC	027, 033, 044
NAVSUP	032
CNRSE	028, 030, 031, 041, 044, 045, 048, 049
NAVSTA GTMO	028, 029, 030, 036, 037, 038, 040, 042, 044, 045

ISSUE PAPER A-1: NAVSTA GTMO IT INFRASTRUCTURE AND SERVICES

References: (a) Naval Station Guantanamo Bay, Cuba Comprehensive Site Assessment of Communications Infrastructure Draft version 1.0, 15 Oct 14
(b) CNRSEINST 5450.4, Mission, Functions, and Tasks of Naval Station Guantanamo Bay, Cuba, 14 Oct 02
(c) Integrated Priority List of Capability Gaps (IPL) FY14-18 (S)
(d) NAVCOMTELCOMINST 2066.1B, Navy Base Communications Manual

Issue: We found no evidence of a holistic plan that identifies responsibilities and synchronizes key tasks to ensure optimization of NAVSTA GTMO's communications, data capabilities, Wi-Fi, cellular and cable services once a planned undersea fiber optic cable is connected to NAVSTA GTMO.

Background: The lack of IT infrastructure investment at NAVSTA GTMO has resulted in limited network support associated with satellite communications provided to DoD, non-DoD federal organizations, non-governmental organizations (NGOs), commercial entities, and residents at NAVSTA GTMO. NGOs, commercial entities, and residents must rely on the Navy contracted internet service provider for data services; currently all activities aboard NAVSTA GTMO use existing network and communication systems.

Current limitations imposed by satellite latency and limited bandwidth are negatively impacting mission objectives of tenant activities aboard NAVSTA GTMO, as well as the quality of life of the residents. In 2011, U.S. Southern Command requested the installation of an undersea fiber optic cable to be installed at NAVSTA GTMO to resolve network latency and bandwidth issues on the existing network. Documents reviewed include references (a) through (d).

Discussion: The installation and commission of an undersea fiber optic cable system connecting DoD Information Systems Network (DODIN) nodes in CONUS with NAVSTA GTMO is scheduled for completion in December 2015. This connection will have the potential to reduce the current latency of approximately 600ms to less than 20ms, prevent service interruptions from inclement weather, and provide a cost saving due to the reduction of operation cost for current SATCOM bandwidth.

Although we found a collaborative approach by various organizations, we found no evidence that a single authority is overseeing, coordinating and synchronizing the efforts required to systematically upgrade network infrastructure, contract services, identify and source required appropriated and non-appropriated funding, and to provide management

and sustainment of NAVSTA GTMO's IT infrastructure once established.

The lack of an oversight authority is evident in the current informal, piecemeal approach to identifying required IT infrastructure upgrades and services required to improve operational capabilities of NAVSTA GTMO tenant activities, support organizations, and residents' quality of life.

Several examples illustrate this ad hoc approach: NEXCOM is waiting for CNIC to provide documentation that will allow NEXCOM, once contracted, to expand planned internet services to over 30 non-DoD activities that include the American Red Cross, International Organization for Migration, DoDEA schools, and Bank of America; NCTAMS is exploring options to extend the current internet contract to cover the gap between when the undersea cable is connected and NEXCOM contracts for expanded internet services starts; due to the lack of a holistic plan and to ensure no disruption or degradation in IT services primarily to JTF GTMO and OMC, DISA is considering extending satellite support at significant cost until required IT infrastructure upgrades and services are accomplished.

Due to the lack of a holistic plan and oversight authority, NAVINSGEN has no confidence that required services and improvements in IT infrastructure will be accomplished in a timely manner to ensure NAVSTA GTMO achieves the intended increase in operational capability for all tenants, non-DoD activities and residents once the undersea cable is connected.

Recommendation: 027-15. That CNIC be assigned as the oversight authority for coordinating and synchronizing responsibilities and key tasks required by agencies and activities involved in optimizing NAVSTA GTMO IT infrastructure and services.

NAVINSGEN POC:

(b) (7)(C) [Redacted]

ISSUE PAPER A-2: NAVSTA GTMO AIR TRANSPORTATION ACCESSIBILITY

References: (a) DoDI 4515.13-R, Air Transportation Eligibility, November 1994
(b) 32 CFR Part 766, Use of Department of the Navy Aviation Facilities by Civil Aircraft, Section 6(c)

Issue: Air transportation on and off NAVSTA GTMO can be difficult and expensive to obtain.

Background: The perceived difficulty and expense associated with air transportation on and off NAVSTA GTMO was identified during the area visit as having a major impact on quality of life. Discussions with NAVSTA leadership also highlighted air transportation as one of their top concerns. The perception is that it is frequently difficult to obtain Space-A travel and members are frequently unable to obtain a seat due to official travel. Residents expressed that the alternative use of commercial IBC Airways was expensive and for some, cost prohibitive. Unlike many other overseas installations, there is no opportunity to use the local civilian transportation infrastructure for personal travel. The fact that there is a large dependent population on NAVSTA GTMO creates a significant requirement for non-service member or DoD civilian personal, non-official travel.

For travel in a non-official status, there are essentially three methods of obtaining air transportation: Space-Available (Space-A) and Passenger Space Paid (PSP) on Government owned or contracted Air Mobility Command (AMC) flights, or commercial travel with IBC Airways.

Space-A and PSP: Space-A follows standard AMC rules, while the concept of PSP is unique to NAVSTA GTMO where individuals on personal travel can opt to use personal funds to pay the standard U.S. Transportation Command (USTRANSCOM) calculated route rate that is billed to Government travel accounts when members are on official orders. Individuals are essentially paying for a ticket and are guaranteed a seat on an aircraft. This is currently allowed under reference (a) due to a 1973 CNO signed waiver specifically for NAVSTA GTMO. The rates for reserving seats are considered by personnel to be expensive; there is no ability for advanced purchase at a discount like on a regular commercial flight. Current regularly scheduled AMC flights are:

- AMC chartered passenger service every Friday and every other Tuesday to Jacksonville, FL and Norfolk, VA (“Rotator”)
- AMC C-130 service to Jamaica once a week
- USTRANSCOM/Office of Military Commissions sponsored contracted service once a week to Andrews

IBC Airways: commuter service to/from Ft. Lauderdale, FL is nominally available twice a week. These flights are affected by a requirement for periodic reapplication by IBC Airways per reference (b) to allow civilian use of a Naval Air Facility. This is currently allowed under reference (a) due to Navy Region Southeast legal counsel determination that CO NAVSTA GTMO has the authority to permit this arrangement despite the requirement of 32CFR part 766 that private commercial carrier use of a Navy airfield be approved by CNO. Like the AMC PSP rates, IBC Airways tickets are considered expensive (on average \$585.00 one way), but a significant discount is offered for the return trip if the traveler purchases a round trip ticket.

Discussion: The utilization rates for the inbound and outbound NAVSTA GTMO/Naval Air Station Jacksonville rotator were calculated by using passenger data from 01 August 2014 to 07 July 2015. Average utilization over that period was only 80% on inbound flights and 77% on outbound flights; this includes Space-A travel usage. When AMC calculates utilization rates, they are only allowed to use numbers of reserved spaces (official travel) and therefore only show a utilization rate of 58%. The AMC goal on all routes worldwide is 85%. Only 16 out of the last 74 outbound flights were 98-100% full, even after adding Space-A passengers, and only 6 of the 74 inbound flights were 98-100% full. A 98% full aircraft would translate to not being able to fit another family of four onboard. The high utilization flights were typically Friday flights during holiday or summer vacation travel.

Travel utilizing IBC Airways reduces the demand for Space-A travel by an average of 201 spaces per month outbound and 184 spaces per month inbound. Although there is a perception that it is difficult to get a Space-A flight, the loss of the commercial IBC Airways service would result in a demand that exceeds existing AMC capacity. AMC has on occasion attempted to vary their schedule to better serve holiday periods, but the customer response to the schedule change was negative.

Discussions and correspondence with the Navy Liaison to AMC revealed that there is some truth to a rumor of PSP being eliminated. Reference (a) has not been updated since 1994 and an update has been in staffing for a number of years. If that revised reference is approved, there will be provisions affecting Guantanamo Bay travelers; the reference will increase eligibility for people to travel to/from the station on Space-A. Once the revision is approved, the 1973 CNO waiver will no longer be in effect, eliminating the PSP category. The revision has been in staffing for years and there is no projected approval date at this time. There are no restrictions to other commercial carriers applying to provide regular air

service, but none have applied. CO NAVSTA GTMO has stated a desire to have other carriers compete.

Recommendations: 028-15. CNRSE and CO NAVSTA GTMO determine if the level of support for the Passenger Space Paid option and if so, prepare the PSP waiver request for CNO approval if the DoDI 4515.13-R revision is issued.

029-15. NAVSTA GTMO develops avenues for advertising all space "A" opportunities to change current perception of limited availability and increase utilization.

030-15. CNRSE and NAVSTA GTMO leadership assess customer demand and if appropriate, pursue alternate commercial air service. Consider sponsoring an industry day type event to assess interest by commercial air carriers.

031-15. CNSRE evaluate commercial carrier use for compliance with 32CFR part 766 and other pertinent directives.

NAVINGEN POC:

(b) (7)(C)
[Redacted]

ISSUE PAPER A-3: MAIL DELIVERY SYSTEM AND SCHEDULE FOR NAVSTA GTMO

References: (a) OPNAVINST 5112.6E, Navy Postal Instruction
(b) OPNAVINST 5218.7C, Navy Official Mail Management Program
(c) DoD Instruction 4525.6-M, Department of Defense Postal Manual

Issue: NAVSTA GTMO mail delivery delays are negatively impacting residents' quality of life.

Background: We heard in both the survey and focus groups that delays in mail delivery to NAVSTA GTMO are impacting GTMO residents' quality of life. We heard that by the time they receive their bills by mail, they are most often past due. We also heard that in addition to mail delivery delays, the residents' ability to pay bills and conduct other personal business online is not an option due to the poor internet connectivity (See Issue Paper A-1).

Discussion: Due to the unique, remote location of NAVSTA GTMO, U.S. Mail delivery from the continental U.S. is a relatively slow multi-step process. The NAVSTA postal office tracks timeliness of mail delivery and reports that it normally takes two to three weeks for mail to be delivered to the naval station. All U.S. Mail destined for NAVSTA GTMO is processed through Chicago, IL (per a 2014 memorandum of understanding between DoD and USPS), and then delivered to Norfolk, VA. Once the mail is delivered to Norfolk, it is consolidated by the Navy Regional Mail Center, and then delivered to the Air Mobility Command (AMC) in Norfolk for onward movement to NAVSTA GTMO. AMC schedules cargo flights to NAVSTA GTMO when a sufficient number of pallets (minimum of 8) are ready for transport. Mail is only delivered on cargo flights, not on the recurring AMC passenger flights to NAVSTA GTMO. Mail is not the highest priority for transport on the AMC cargo aircraft. For example, fresh fruits and vegetables are a higher priority.

Once the mail arrives at the NAVSTA GTMO, it is sorted and made available for pick-up by each tenant command, and finally distributed to addressees. This can take another week and it was reported that in some cases longer. As a result, many residents receive bills that are past due.

Transporting mail on both cargo and passenger flights from Norfolk, VA to NAVSTA GTMO will improve mail delivery timelines.

Recommendation: 032-15. That NAVSUP Postal Products & Services Office coordinate with AMC to transport mail from Norfolk, VA on both cargo and passenger AMC flights to NAVSTA GTMO.

NAVINGEN POC: (b) (7)(C) [Redacted]

ISSUE PAPER A-4: SPECIAL CATEGORY RESIDENTS AT NAVSTA GTMO

References: (a) National Defense Authorization Act of 2006
(Pub. L. No. 109–163 § 377)
(b) CNICINST 5800.3A, Guidelines for Management and Support of Special
Category Residents onboard Naval Station Guantanamo Bay, Cuba

Issue: Providing for the welfare and care of Special Category Residents (SCR) at
Guantanamo Bay, Cuba.

Background: The Navy, through the CNIC enterprise, does not have a coherent plan for
implementing the statutory provision giving the Secretary of the Navy the
responsibility to provide for the general welfare, including subsistence,
housing, and health care, of Special Category Residents (SCRs). See
references (a) and (b). Although the authority to provide care for SCRs
was codified in law in 2006, SCRs have received support from the U.S.
Government since the 1960s. As a result, several unresolved funding and
legal questions still exist.

Discussion: The exact nature of the Government’s duties, rights, and obligations
towards the SCRs is not settled. With the vast majority of SCRs advanced
in age, providing for their general welfare will require accommodation of
potentially complex health, legal, and personal needs typical of an
advanced age population. For example, the funding of funeral expenses,
dependent travel to funerals or medical facilities, durable powers of
attorney for medical and financial needs, estate planning, and general
elder care require significant resourcing and planning.

During our visit, we saw no evidence of a coherent plan to address these
issues or define the boundaries of support for SCRs. As a result, we
observed that the Naval Station is forced to deal with each personal crisis,
death, or other circumstances on an independent basis.

Recommendation: 033-15. That CNIC coordinate with OJAG, OGC, OPNAV N46 to develop a
coordinated and legally sufficient strategy on rights, duties, and
obligations of the Navy with respect to providing for the general welfare
of Special Category Residents.

NAVINGEN POC:

(b) (7)(C)

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ISSUE PAPER A-5: CIVILIAN OVERSEAS RECRUITMENT CHALLENGES

References: (a) SECNAVINST 12300.9, Staffing, Placement and Employment, 1 Apr 11
(b) Civilian Human Resources Manual, Subchapter 330.1, Standard Recruitment Request for Personnel Action Procedures

Issue: NAVSTA GTMO civilian recruitment for the overseas environment holds particular challenges.

Background: In FY15, it took an average of approximately 146 days to hire a civilian at NAVSTA GTMO, which is a 30-day reduction from FY14. Although NAVSTA GTMO reduced their average hiring cycle time, U.S. Naval Hospital GMTO's average hiring time increased significantly to 185 days, which is 54 days longer than in FY14. The increase in the hiring cycle time is due to the many steps involved in the overseas hiring process, from the time a vacancy is submitted for recruitment until a person enters on duty. This, in turn, makes it difficult for NAVSTA GTMO and tenant commands to keep its vacancy rates low. The average civilian vacancy rate across NAVSTA GTMO is in the double digits.

Discussion: The effects of sequestration, hiring freezes, and a government shutdown in FY13 severely impacted hiring timelines as most recruitment actions were placed on hold for approximately 18 months. This affected recruitment efforts across the Navy and significantly contributed to long delays in NAVSTA GTMO and tenant commands' ability to fill vacancies.

Recruitment timelines have also been extended as the Department of the Navy (DON) participates in Operation Hiring Solution, an effort to have all of Navy's major commands staffed up to FY15 controls prior to FY16 so DON does not lose labor funding due to under-execution. This is causing a larger than normal number of recruitment actions being submitted to Office of Civilian Human Resources (OCHR) Operations Centers.

The Overseas Civilian Hiring process, which has many stakeholders and can be very lengthy, is substantially more complex than the CONUS hiring process. Approximately two-thirds of the time it takes to hire a civilian for overseas assignment is consumed by obtaining passports, visas, required medical screenings, navigating the process, as well as scheduling and executing the household goods and privately owned vehicle shipments.

We found that delays in the hiring process were exacerbated by the fact that the NAVSTA GTMO Human Resources Satellite Office had only two employees that processed HR actions at the time of the visit - the Director, and one Human Resources Specialist. The front desk assistant

did not have the access or expertise to process most HR actions.

Additionally, NAVSTA GTMO is an isolated duty location, which makes it difficult to attract and retain top civilian talent. Some commands possess the business case and would benefit from the use of recruitment incentives. At the time of our visit, the civilian position vacancy rates for NAVSTA GTMO and USNH GTMO were 19% and 43%, respectively. This excessive vacancy rate is a direct result of the excessive hiring delays, compounded by selectees declining job offers. In some instances, positions at the hospital had been declined by the primary and alternate selectees.

We found that some selectees ultimately declined NAVSTA GTMO job offers due to excessive hiring process times and concerns about the limited medical services available, identified in the “Guantanamo Bay (GTMO) Tour Statement of Understanding, Living and Working Conditions for Overseas” provided with their tentative job offer. In addition, some focus group participants stated that after arriving onboard NAVSTA GTMO, they were informed that specific MEDEVAC insurance was required to be purchased prior to arrival or they would be held responsible for the payment of emergency medical evacuation costs, if required. Due to the concern of high costs associated with MEDEVAC, it is perceived that some civilian employees have transferred from NAVSTA GTMO; others stated that it is a constant personal worry.

While researching this concern, we identified that NAVSTA GTMO had promulgated incorrect information regarding transportation off island for medical services not provided by USNH GTMO or medical evacuation of government civilians and their dependents. Per the Joint Travel Regulations, government funded travel is authorized for DoD civilian employees and their dependents for medical services that are not provided at the OCONUS permanent duty station and medical evacuations.

The high civilian vacancy rates across NAVSTA GTMO commands negatively impact the workforce. The duties of these vacant positions are assigned to the commands’ existing military and civilian workforce. We found numerous instances that the affected workforce is required to work beyond their normal work hours to meet the additional work demands. We found affected civilian employees often worked beyond compensated hours because of this additional workload. Some civilian employees reported performing additional duties for up to a year.

The complex process, roles, and responsibilities of overseas hiring are not

clearly understood by DON stakeholders enterprise-wide, and consolidated and comprehensive guidance for managers does not exist.

DON OCHR conducted a Continuous Process Improvement (CPI) initiative on overseas recruitment. This CPI was completed in November 2015 and OCHR is in the process of implementing recommendations. The CPI identified numerous efficiencies in various overseas hiring processes. Currently, the DON CONUS hiring cycle timeline is 80 calendar days. The equivalent for OCONUS hiring has not been established by OCHR.

In addition to the CPI on overseas recruitment, DON OCHR will soon issue a decision on the overseas HR delivery service model. In April 2012, HR Service Delivery was implemented in CONUS with the intention of being reviewed for implementation overseas. DON OCHR, in partnership with Navy major commands, conducted a CPI initiative on overseas service delivery, which is scheduled to be completed and implemented in FY16. A formalized list of services, roles, and responsibilities is under development.

Importantly, the solution to overseas recruitment challenges and lengthy hiring timeframes does not reside solely in the Human Resource Offices; leaders should view this entire process as a system, from identification of an upcoming vacancy, through advertising the position, to selection and onboarding. Teamwork with all stakeholders is critical to reducing the timeframes to bring new employees onboard.

Recommendations: 034-15. That Deputy Assistant Secretary of the Navy, Civilian Human Resources (DASN(CHR)) direct the publication of a Civilian Human Resources Manual or equivalent Manager's Guide for DON Overseas Civilian Hiring process. The guide should incorporate Request for Personnel Action requirements, timelines, metrics, process mapping, and decisions and process improvements from DON Overseas Human Resources Service Delivery and Overseas Recruitment Continuous Process Improvement initiative, completed in November 2015.

035-15. That DASN(CHR) direct the formal establishment of overseas "Ombudsmen" at HROs to guide the prospective employee efficiently through the steps associated with hiring/onboarding to an overseas position to include benefits and entitlements.

036-15. That OCHR direct OCONUS Human Resources Offices to include the Statement of Living and Working Conditions for Overseas Duty Locations in the USAJOBS announcement.

NAVINGEN POC:

(b) (7)(C)
[Redacted]

ISSUE PAPER A-6: USE OF GOVERNMENT AND CONTRACTOR UTILITY VEHICLES

References: (a) JTF GTMO-CDR Memorandum for the Record of 4 Sept 2015, Policy #4.1, Use of Government Non-Tactical Vehicles (NTV)
(b) DoDI 6055.4, CH-2, DoD Traffic Safety Program
(c) OPNAVINST 5100.12J, Navy Traffic Safety Program
(d) Kawasaki Mule 4010 TRANS 4X4 Utility Vehicle Owner's Manual
(e) Polaris Ranger Owner's Manual
(f) OPNAVINST 11200.5D, Motor Vehicle Traffic Supervision

Issue: JTF GTMO and contractor personnel use non-tactical utility vehicles for transportation on paved roads of NAVSTA GTMO, though the manufacturers' recommend against this type of use.

Background: JTF GTMO authorized the use of Government NTVs on the paved roadways of NAVSTA GTMO as specified in reference (a). Speed limits aboard NAVSTA GTMO range from 25 miles per hour (MPH) to 45 mph and NTVs have been involved in several non-collision accidents, including vehicle roll-overs in the past 3 years.

Reference (b) defines a Low-Speed Vehicle (LSV) as any 4-wheeled motor vehicle whose top speed is greater than 20 miles per hour but less than 25 miles per hour, and whose gross vehicle weight rating is less than 3,000 pounds; however, this instruction does not specifically define off-road utility vehicles used at NAVSTA GTMO. Reference (c) further specifies safety devices required for LSVs. References (d) and (e) provide manufacturer's recommendations on the safe use of utility vehicles. Reference (f) outlines enforcement of traffic safety policies, regulations, and laws.

Discussion: NTVs operating at speeds in excess of 25 mph with off-road tires on paved roads poses additional, avoidable risk for all vehicle operators, passengers, and pedestrians on board NAVSTA GTMO. While safety devices such as seatbelts, mirrors, signals and lighting are installed and used on these NTVs as required by references (b) and (c), operating at speeds greater than 25 mph with off-road tires on paved roads reduces handling and control.

The owners-manual of the Kawasaki Mule 4010 TRANS 4X4 Utility Vehicle, reference (d), states "do not operate this vehicle on public roads or paved surfaces." The owner's manual for Polaris Ranger vehicle, reference (e), further advises "NEVER Operate: on paved surfaces--pavement may seriously affect handling and control."

Seatbelts are the only safety devices installed in a NTV to protect drivers and passengers from injury in the event of a collision. The NAVSTA GTMO Safety Manager identified five total NTV mishaps in the past five years. Three of those mishaps were NTV rollover incidents and two were NTV mishaps that resulted in medical evacuations.

In order to reduce risk of further NTV mishaps, a 25 mph speed limit for NTVs would provide a low-cost administrative control to enhance safety. As such, NAVSTA GTMO and JTF GTMO should work jointly to establish and enforce NTV traffic safety rules as described in reference (f).


Recommendations: 037-15. That NAVSTA GTMO coordinate with JTF GTMO to codify, promulgate, and enforce Naval Station policy that redefines utility vehicles as low-speed vehicles to be operated at a maximum speed of 25 miles per hour.

038-15. That NAVSTA GTMO coordinate with JTF GTMO to revise Policy #4.1 to define utility vehicles as LSVs and specify safe use of as prescribed in in the revised NAVSTA policy.

039-15. That OPNAV 09F work with their service counterparts and DoD to update reference (b) [DoDI 6055.4, CH-2, DoD Traffic Safety Program] to define and specify the appropriate use of utility vehicles.

NAVINGEN POC:

(b) (7)(C)

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ISSUE PAPER A-7: TRAFFIC ENFORCEMENT AT NAVSTA GTMO

References: (a) DoDI 6055.4, CH-2, DoD Traffic Safety Program
(b) OPNAVINST 5100.12J, Navy Traffic Safety Program
(c) OPNAVINST 11200.5D, Motor Vehicle Traffic Supervision

Issue: Enforcement of traffic regulations is hampered by the absence of a Status of Forces Agreement (SOFA), applicable state traffic laws.

Background: References (a) and (b) provide guidance on traffic safety program management and implementation. Reference (c) is a joint instruction (AR 190-5/OPNAV 11200.5D/AFI 31-218(I)/MCO 5110.1D/DLAR 5720.1, Military Police Motor Vehicle Traffic Supervision) that details how military police will enforce traffic regulations. However, NAVSTA GTMO does not have applicable state laws or a SOFA to provide a legal standard for enforcement of safe motor vehicle operation aboard the installation.

Discussion: Reference (c), chapter 5 outlines an approved program for enforcement of safe driving through a traffic point system and maintenance of driving records. Table 5-1 of that instruction prescribes mandatory minimum or maximum suspension or revocation periods. However, it stipulates that traffic points are not assessed for suspension or revocation actions.

For this reason, NAVSTA GTMO should develop an installation traffic-enforcement instruction with a prescribed point system and Traffic Court roles and responsibilities to promulgate and enforce traffic laws not identified in OPNAVINST 11200.5D. This instruction should be developed jointly by representatives of the installation Transportation Officer, Security Officer, Safety Manager, Vehicle Registration Officer and Judge Advocate General, Joint Task Force Guantanamo (JTF-GTMO) JAG, and other appropriate functional representatives.

Recommendation: 040-15. That NAVSTA GTMO develop and promulgate an installation traffic-enforcement instruction applicable to all activities on the installation, including JTF GTMO, with a prescribed point system and Traffic Court roles and responsibilities to help enforce traffic regulations.

NAVINGEN POC:

(b) (7)(C)

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ISSUE PAPER A-8: REVISION OF FINAL GOVERNING STANDARDS (FGS) FOR CUBA

Reference: (a) DoD Instruction 4715.05, Environmental Compliance at Installations Outside the United States

Issue: The most current FGS for Cuba is dated September 1994 and requires update in accordance with instruction.

Background: FGS provide a comprehensive set of country-specific substantive environmental provisions for overseas installations under DoD control. Reference (a) defines FGS maintenance requirements. Assistant Secretary of the Navy for Energy Installations and Environment (ASN(E,I&E)) has delegated FGS maintenance responsibilities to Commander, Navy Region Southeast (CNSRE).

Discussion: DoDI 4715.05 requires periodic updates of FGS as needed and at least every five years. However, the most current FGS for Cuba is dated September 1994. Under Secretary of Defense for Acquisition, Technology and Logistics (USD(AT&L)) finalized the Overseas Environmental Baseline Guidance Document (OEBGD) on 1 May 2007. Since the FGS for Cuba has not been updated since the promulgation of the OEBGD, the OEBGD effectively provides the most current compliance standards available for NAVSTA Guantanamo Bay, although the FGS is normally the primary source document.

Recommendation: 041-15. That CNSRE update the Environmental Final Governing Standards for Cuba.

NAVINGEN POC: (b) (7)(C)

ISSUE PAPER A-9: EMPLOYMENT OF (b) (7)(e) AT NAVSTA GTMO

- References: (a) SECNAV M5510.30, Department of the Navy Personnel Security Program
(b) OPNAVINST 1700.9E (CH-1), Child and Youth Program, Chapter 16
(c) OPNAVINST 5530.13C, Department of the Navy Physical Security Instruction for Conventional Arms, Ammunition, and Explosives (AA&E)
(d) DoDM 1000.13, DoD Identification (ID) Cards: ID Card Life-Cycle, Volume 1

(b) (7)(e)

- (i) NAVSTAGTMOINST 5530.4, Access Control
(j) Undersecretary of Defense for Intelligence (USD-I) DTM 09-12, "Interim Policy Guidance for DoD Physical Access Control," through Change 5

Issue: (b) (7)(e)

The installation is authorized by an (b) (7)(e)

There are three issues:

(1) (b) (7)(e)

(2) (b) (7)(e)

(3) (b) (7)(e) [Redacted]

Background: (b) (7)(e) [Redacted]

Appropriated Fund Billets:
(b) (7)(e) [Redacted]

Non-Appropriated Fund Billets:
(b) (7)(e) [Redacted]

* (b) (7)(e) [Redacted]

(b) (7)(e) [Redacted]

Reference (j), attachment 3 requires commanders of installations to require proofing and vetting to determine fitness and eligibility for

(b) (7)(e)

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Economic impacts of replacing TCNs at GTMO

(b) (7)(e)

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Discussion: (b) (7)(e)

(b) (7)(e)

(b) (7)(e)

(3) (b) (7)(e)

Recommendations: (b) (7)(e)

(b) (7)(e)

(b) (7)(e)

(b) (7)(e)

(b) (7)(e) [Redacted]

(b) (7)(e) [Redacted]

NAVINGEN POC:

(b) (7)(C) [Redacted]

ISSUE PAPER A-10: REGIONAL DISPATCH CENTER (RDC) AT NAVSTA GTMO

- References:
- (a) CNICINST 3440.18, Region Dispatch Centers
 - (b) CNRSEINST 3440.18, Region Dispatch Center
 - (c) CNRSE Installation COOP Emergency Dispatch Training Manual, July 2011
 - (d) OPNAVINST 3440.17A, Navy Installation Management Program
 - (e) CNICINST 3440.17, Navy Installation Emergency Management Program Manual

Issue: (b) (7)(e) [Redacted]

Background: Commander, Navy Installations Command promulgated reference (a) in 2011 as a means to standardize equipment acquisition and sustainment while providing centralized management, training and certification of all Public Safety dispatch functions at RDCs. Additionally, the RDC model provides CNIC a Continuity of Operations (COOP) capability, which did not exist for dispatch functions prior to 2011. The primary goals of the RDC model are reduced enterprise costs, more highly trained, certified and stable dispatcher workforce and better ability to maintain Public Safety dispatch configuration management for the Navy Shore Enterprise (NSE) while driving the Navy to conform to both Department of Defense (DoD) and Department of Homeland Security (DHS) interoperability requirements.

Reference (e) directs OCONUS dispatch consolidation to be handled on an individual basis allowing for consideration of multiple functional areas, geographic co-location, and inclusion of host nation requirements as applicable. (b) (7)(e)

[Redacted]

(b) (7)(e) [Redacted]

(b) (7)(e)

CNRSE provides advocacy and training support to NAVSTA GTMO, utilizing a “train the trainer” concept where the CNRSE RDC training instructor travels to NAVSTA GTMO to train and certify dispatchers through the Association of Public Safety Communications (APCO) Telecommunicator standards. CNRSE is also sending two GTMO Sailors to the APCO instructor course, thereby giving the installation the means to train and certify their own dispatchers at the local level.

Prior to 2013, NAVSTA GTMO’s (b) (7)(e)
CNRSE took steps to (b) (7)(e)
In 2013, (b) (7)(e)

(b) (7)(e)

Discussion: (b) (7)(e)

(b) (7)(e)

- (b) (7)(e) [Redacted]

- (b) (7)(e) [Redacted]

- (b) (7)(e) [Redacted]

(b) (7)(e) [Redacted]

(b) (7)(e) [Redacted]

Recommendations:

(b) (7)(e) [Redacted]

(b) (7)(e) [Redacted]

NAVINGEN POC:

(b) (7)(C) [Redacted]

Appendix B: Summary of Key Survey Results

PRE-EVENT SURVEY

In support of Naval Station Guantanamo Bay (NAVSTA GTMO) Area Visit held 14-18 September 2015, the Naval Inspector General (NAVINSGEN) conducted an anonymous online survey of active duty military and Department of the Navy (DON) civilian personnel from 27 July 2015 to 28 August 2015. The survey produced 284 respondents (184 military, 100 civilian). According to reported demographics, the sample slightly underrepresented the NAVSTA GTMO civilian workforce with a 5% margin of error at the 95% confidence level. Selected topics are summarized in the sections below. A frequency report is provided in Appendix C.

Quality of Life

Quality of life was assessed using a scale from 1 to 10, where 1 is worst and 10 is best. The overall NAVSTA GTMO average quality of home life (QOHL), 5.72 was significantly lower than the area visit average, 7.15 (Figure B-1). The overall NAVSTA GTMO average quality of work life (QOWL), 6.12 was comparable to the area visit average, 6.32 (Figure B-2). Average QOHL for civilian (6.19) respondents was higher than military (5.46) respondents.

The overall impact of selected factors on QOWL life rating is summarized in Table B-1. Factors of potential concern were identified by distributional analyses, where 20% negative responses served as a baseline for comparison. According to this criterion, Quality of Workplace Facilities (34%), and Command Morale (28%) were identified factors perceived to have a negative impact on QOWL. However, there were subgroup differences in perceived negative impacts on QOWL (c.f., highlighted subgroup percentages in Table B-1).

The perceived impact of factors on QOHL life rating is summarized in Table B-2. Not surprisingly given the NAVSTA GTMO's remote location, shopping, and dining opportunities (70%) and cost of living (38%) were broadly identified as negative impacts on QOHL rating. However, civilian respondents more often (39%) identified Access to Quality Medical/Dental Care as a negative impact on QOHL than military respondents (9%), whereas military respondents more often (27%) identified Quality of Home as a negative impact on QOHL than civilian respondents (15%).

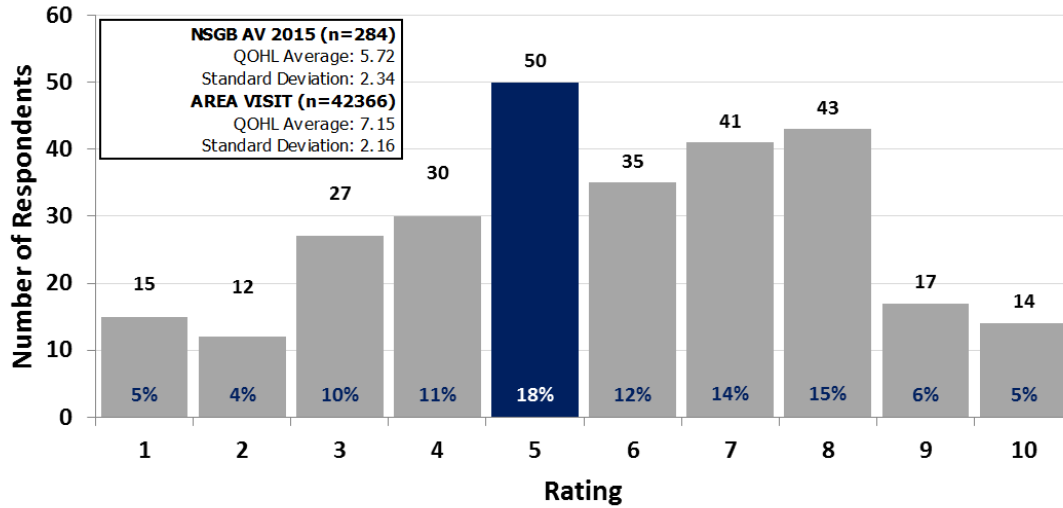


Figure B-1. Distribution of quality of work life ratings from the pre-event survey. The x-axis lists the rating scale and the y-axis represents the number of survey respondents. Response percentages for ratings are shown at the base of the bar. Counts for each rating are shown above each bar. The most frequent rating is shown in blue.

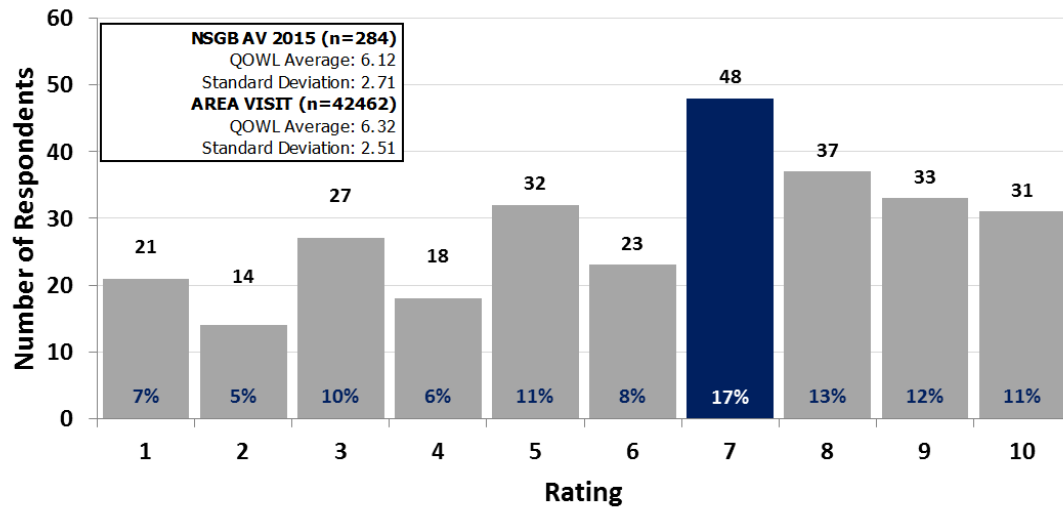


Figure B-2. Distribution of quality of home life ratings from the pre-event survey. The x-axis lists the rating scale and the y-axis represents the number of survey respondents. Response percentages for ratings are shown at the base of the bar. Counts for each rating are shown above each bar. The most frequent rating is shown in blue.

Table B-1. Negative Impacts on Quality of Work Life Rating

Factor	Overall	Military	Civilian	Male	Female
Job satisfaction	16%	18%	16%	16%	20%
Leadership support	18%	17%	22%	14%	26%
Leadership opportunities	17%	15%	26%	14%	27%
Length of workday	20%	26%	8%	19%	20%
Advancement opportunities	23%	15%	43%	21%	30%
Training opportunities	26%	19%	44%	26%	31%
Awards and recognition	25%	25%	30%	21%	36%
Command morale	28%	34%	21%	25%	37%
Command climate	23%	27%	18%	20%	30%
Quality of workplace facilities	34%	38%	26%	30%	40%

Notes. Perceived impact of assessed factors on quality of work life rating based on negative versus aggregate positive and neutral response percentages. Low percentages are "better." Overall values in bold are significantly different than a 20% baseline; highlighted subgroup percentages indicate significantly different response distributions.

Table B-2. Impact of Factors on Quality of Home Life Rating

Factor	Negative	Other
Quality of home	23%	77%
Quality of the school for dependent children	27%	73%
Quality of the childcare available	29%	71%
Shopping & dining opportunities	70%	30%
Recreational opportunities	16%	84%
Access to spouse employment	25%	75%
Access to medical/dental care	20%	80%
Cost of living	38%	62%

Notes. Perceived impact of factors on quality of work life rating based on negative versus aggregate positive and neutral (Other) responses. Negative values in bold are significantly different than a 20% baseline.

Table B-3. Perceived Job Importance and Occurrence of Workplace Behaviors

Question Topic	NAVSTA GTMO	Area Visit
Job Importance	81%	87%
Fraternization	22%	22%
Favoritism	41%	39%
Gender/Sex Discrimination	11%	20%
Sexual Harassment	8%	10%
Race Discrimination	8%	19%
Hazing	6%	5%

Notes. Aggregate strongly agree and agree (SA+A) response percentages for selected command climate topics. Area Visit percentages from FY10-14. Excepting Job Importance, lower percentages are “better.” Bold values indicate a significantly different distribution of SA+A responses than Area Visit.

Area Job Importance and Workplace Behaviors

Table B-3 lists aggregate strongly agree and agree response percentages to survey questions addressing perceived job importance, and whether fraternization, favoritism, gender/sex discrimination, sexual harassment, or hazing occurs at NAVSTA GTMO. Overall area visit percentages over a 5-year period are shown for comparison. Excepting job importance, lower values are “better.”

- Perceived job importance at NAVSTA GTMO was lower than the 5-year area visit value.
- Perceived occurrence of gender/sex discrimination and race discrimination at NAVSTA GTMO were lower than the area visit values.

Area Support and Services

The bullets below indicate average ratings for various area support and services that were significantly below a 6.5 baseline on a 10-point scale, or significantly different between subgroups. Negative impacts on ratings are based on the previously applied 20% baseline or distributional differences between subgroups.

- Related to previously reported negative impacts on QOHL rating, civilians rated their satisfaction with healthcare benefits (6.03) significantly lower than military (7.61); 46% of civilians indicated types of healthcare services as a negative impact on their rating.
- Satisfaction ratings for the NEX (5.65) and Commissary (5.47) were negatively impacted by variety, quality, and cost of merchandise (see also, related line item in Table B-2).
- Average satisfaction rating for Bachelor housing was 5.75; quality of dwelling indicated (39%) as a negative impact on satisfaction rating (27% overall).
- Average satisfaction rating for Fleet and Family Services Center (7.65) was above the baseline.

Appendix C: Summary of Focus Group Perceptions

FOCUS GROUPS

On 14 September 2015, NAVINSGEN conducted a total of 16 focus groups at NAVSTA GTMO, 7 with various groupings of active duty military ranks, 6 with various groupings of civilian grades, and 3 with Ombudsmen and spouses (both enlisted and officer). There were a total of 42 NAVSTA GTMO focus group participants: 13 military, 13 civilians, 16 spouses. Each focus group was scheduled for approximately 1-hour and consisted of 1-facilitator and 2-note takers. The facilitator followed a protocol script: (a) focus group personnel introductions, (b) brief introduction to the NAVINSGEN mission, (c) privacy, Whistleblower statutes (excepting Offshore General focus groups, where this statute is not applicable), and basic ground rules, (d) participant-derived list of topics concerning support and services, and cross-cutting Navy topics, perceived to have the most impact on quality of life (QOL) and/or mission accomplishment, and (e) subsequent refinement and discussion of participant-derived topics with an emphasis on understanding the perceived impact. Note takers transcribed focus group proceedings, which were subsequently entered and coded in a spreadsheet database to determine the total number of focus groups in which the same or comparable topic and its perceived impact were discussed.

Table C-1 lists focus groups topics that were expressed as a major impact on the quality of life or the mission in at least two military, DON civilian, and/or spouse focus groups. Military, civilian, and spouse focus groups at NAVSTA GTMO mentioned Internet most often as having a major negative impact on the quality of life and the mission.

Table C-1. Participant-Derived Focus Groups Topics Expressed as a Major Impact on the Quality of Life or Mission Accomplishment.

Topic	Impact		
	Major	Moderate	Minor
Air Mobility Command	●●●●●●●●●●●●●●●●	●●●	
Internet	●●●●●●●●●●●●●●●●	●●●	
Housing	●●●●●●●●●●●●●●●●	●●●	●●●
MWR	●●●●●●●●●●●●●●●●	●●●	
Medical/Dental	●●●●●●●●●●●●●●●●	●●●	
Legal	●●●●●●●●●●●●●●●●	●●●	
Childcare Services	●●●●●●●●●●●●●●●●	●●●	
COLA	●●●●●●●●●●●●●●●●	●●●	

Notes. Descending order of the number of focus groups topics that were expressed as a major impact on quality of life and/or mission accomplishment in at least two groups. Colored circles indicate active duty military (●), civilian (●), and spouse (●) groups at NAVSTA GTMO. MWR = Morale, Welfare, & Recreation. COLA = Cost of Living Allowance.

Air Mobility Command (AMC)

Nine groups expressed major/moderate negative impacts of AMC flights on QOL. All of the groups mentioned high ticket costs (including surcharges for infants and small children not occupying a seat) as a major negative impact on personal finances. Participants strongly expressed that ticket price is too high, in excess of \$300 one-way per seat. Perceived high costs, insufficient or unreliable flight schedules, and frequency (especially during peak travel seasons) were expressed as a detriment to QOL. Participants also expressed that at least one day on both ends of travel is essentially wasted due to preparatory requirements, producing additional strain on families with smaller children during the waiting periods, as well as increased costs associated with lodging at Jacksonville. Civilian participants, in particular, expressed concern regarding the availability of Space Available priority and the new policy that will go into effect next year.

Internet

Nine groups expressed major/moderate negative impacts on mission accomplishment and QOL associated with the performance and cost of internet service. The ability to complete online training certifications and professional education was expressed as a challenge due to poor (slow) internet service in the workplace and at home. Medical communications via internet were also expressed as a challenge, especially between the hospital and joint forces, due to the inability to encrypt content containing privacy-sensitive information. All subgroups expressed difficulties in maintaining operating software or conducting software downloads due to poor internet performance. Spouses expressed concern regarding the inability to maintain family contacts as a result of challenges in sharing photos or video connectivity via web cam. Perceived inadequacies in internet performance, when measured against the cost of services, were expressed as a major negative impact on QOL. Some participants reported that Morale, Welfare, & Recreation (MWR) WiFi spots offer an alternative cost-avoidance option; however, the high demand for MWR-provided WiFi service has produced its own drawbacks.

Housing

Six focus groups expressed various impacts on QOL related to aspects of housing, including the general condition of the barracks and unaccompanied housing (e.g., Marine Hill) areas, recent perceived reduction in the timeliness and quality of maintenance services, and some questions regarding housing assignments. Officers who commented on housing generally expressed that the quality of housing for officers and chiefs is much better compared to housing for junior enlisted (barracks); some military members perceive that civilians “seem to get newer housing.”

Morale, Welfare & Recreation (MWR)

Participants generally expressed a major positive impact on quality of life as a function of MWR. However, spouses expressed the need for more youth athletic programs and expressed disappointment that the pool for small children has been closed for such a long time. Other participants questioned whether NAVSTA GTMO is receiving MWR investments commensurate with local sales given that MWR is “the only game in town—they have to be making money.”

Medical/Dental

Medical insurance and availability of dental services were expressed as major negative impacts on civilian QOL. Military participants expressed mission impacts in terms of limited medical capability, especially given costs and logistics challenges associated with MEDEVAC operations.

Legal

The absence of prosecutorial authority over civilians, contractors, and foreign nationals that violate laws and regulations, and challenges associated with members engaged in stateside legal issues, were expressed as major negative impacts on the mission and QOL.

Childcare Services

Non-availability of childcare services was expressed as a major negative impact on QOL, especially in terms of a spouse's ability to seek employment options. Participants commenting on this topic acknowledged that a new Child Development Center facility with expanded capacity would soon open, but expressed concern that the facility would not have enough capacity to accommodate demand.

Cost of Living Allowance (COLA)

The recently added COLA for military was expressed as a major positive impact on military QOL; the absence of COLA for civilians was expressed as a major negative impact on civilian QOL.

Other Focus Group Topics with Expressed Major Impact

Topics that were expressed as a major impact on quality of life and/or mission accomplishment in only one focus group are briefly described below, first in order of importance based on the number of groups that expressed moderate impacts, and then in alphabetical order.

Commissary/NEX (1 Major, 3 Moderate, 2 Minor). Several focus groups expressed various levels of negative impact on QOL, primarily as a function of the availability and cost of food/merchandise. Two themes within this topic emerged during focus group discussions:

- (1) Participants expressed dissatisfaction with the commissary inventory and the inability to get items to NAVSTA GTMO reportedly available to customers in Jacksonville. In fact, this was a point of contention with some spouses in that families living on NAVSTA GTMO do not have alternative shopping options on the Naval Station, whereas Jacksonville customers have several shopping alternatives.
- (2) Participants acknowledged plentiful name-brand (more expensive) options for sale at the NEX, but expressed a desire for more discounted items (e.g., NEX brand or comparable store brand products).

Manning/Manpower (1 Major, 2 Moderate). Focus group participants expressed major/moderate negative impacts on mission accomplishment (delays) and QOL (increased workloads, inability to take leave) related to manning/manpower.

Mail Service (1 Major, 1 Moderate). Military and civilian focus groups expressed major and moderate impacts (unspecified or not recorded) associated with slow and less frequent mail service.

Policy (1 Major, 1 Moderate). The 5-year tour limit was expressed as a major negative impact on mission operations, especially for civilians in medical positions. The inability to grant a common access card (or other forms of controlled access cards) to foreign national employees was expressed as a moderate negative impact on productivity.

Government Vehicles (1 Major). Focus group participants questioned whether Government vehicles were being used only for official/authorized purposes, and questioned whether examples such as driving through McDonalds, loading/unloading recreational equipment, and vehicles with child seats were appropriate use. Participants also expressed that joint forces personnel on the Naval Station may have different authorization than tenant Navy command personnel that may result in confusion in determining what is right and wrong Government vehicle use.

(b) (7)(e)



Safety (1 Major). Participants in a civilian focus group expressed concern regarding potential safety risks and shortcomings in the execution of safety requirements. Examples provided were children riding bikes without helmets, adults not wearing proper reflective gear at night, and drivers talking on cell phones. In addition, participants claimed that some security officers may not be upholding safety standards (the aforementioned cell phone example was offered in the context of security enforcement personnel “driving by” the supposed perpetrator).

Other Focus Group Topics with Expressed Moderate Impact

Topics not previously mentioned that were expressed in at least one focus group as a moderate impact on quality of life and/or mission accomplishment are briefly described below, first in order of importance based on the number of groups that discussed the topic and then in alphabetical order.

Communication (1 Moderate, 1 Minor). Some spouses expressed moderate/minor impacts on QOL related to Naval Station communications, suggesting that improvements could be made in communicating information to families (e.g., would like MWR to use all forms of communication available including the “base roller”). The “base roller” on television was expressed as a good medium for communicating information to families, but that its contents could be expanded and refreshed more often.

Hiring Process (1 Moderate, 1 Minor). Supervisory military and civilian personnel expressed moderate/minor impacts on mission performance related to the time required for the hiring process and perceived risk involved in the inability to screen civilian hires for medical conditions.

Food (1 Moderate, 1 Minor). Food options—“need better selection”— and customer service were expressed as a moderate/minor negative impact on QOL.

Naval Station Amenities (1 Moderate). A few moderate negative impacts on QOL were expressed in terms of the general availability and quality of amenities such as uniform shop hours and the quality of barbers/beauticians.

Phone Services (1 Moderate). Focus group participants identified costs associated with phone service as a moderate negative impact on QOL.

Travel (1 Moderate). Focus group participants expressed concern that the current travel policy does not take into consideration aforementioned limiting factors in AMC flight service that may affect the execution of official travel in support of professional development.

Appendix D: Survey Response Frequency Report

Numerical values in the following tables summarize survey responses to forced-choice questions as counts and/or percentages (%; in some cases rounding errors may occur). Response codes are listed below in the order that they appear.

- SD Strongly Disagree
- D Disagree
- N Neither Agree nor Disagree...
- A Agree
- SA Strongly Agree

- Negative
- N Neutral
- + Positive

- N Never
- R Rarely
- S Sometimes
- F Frequently
- A Always

Military		Civilian	
Male	Female	Male	Female
130	54	52	48
46%	19%	18%	17%

Single	Married	Separated	Divorced
121	146	15	2
43%	51%	5%	1%

On a scale from 1 (worst) to 10 (best), please rate your Quality of Work Life (QOWL). QOWL is the degree to which you enjoy where you work and available opportunities for professional growth.

	1	2	3	4	5	6	7	8	9	10
Count	21	14	27	18	32	23	48	37	33	31
%	7%	5%	10%	6%	11%	8%	17%	13%	12%	11%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your QOWL rating.

	+	N	-
Job satisfaction	162	73	49
Leadership support	155	76	53
Leadership opportunities	127	104	53
Advancement opportunities	138	91	55
Workload	110	104	70
Work Hours/Schedule	113	92	79
Training opportunities	76	132	76
Awards and recognition	95	106	83
Command morale	94	122	68
Command climate	84	104	96
Quality of workplace facilities	162	73	49

On a scale from 1 (worst) to 10 (best), please rate your Quality of Home Life (QOHL). QOHL is the degree to which you enjoy where you live and the opportunities available for housing, recreation, etc.

	1	2	3	4	5	6	7	8	9	10
Count	15	12	27	30	50	35	41	43	17	14
%	5%	4%	10%	11%	18%	12%	14%	15%	6%	5%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your QOHL rating.

	+	N	-
Quality of home	145	74	64
Quality of the school for dependent children	30	19	18
Quality of the childcare available	25	21	19
Shopping & dining opportunities	12	72	200
Recreational opportunities	136	103	45
Access to spouse employment	53	41	31
Access to medical/dental care	118	107	56
Cost of living	60	108	102

My command gives me sufficient time during working hours to participate in a physical readiness exercise program.

SD	D	N	A	SA
0	30	33	52	36
0%	20%	22%	34%	24%

There are adequate facilities (such as a fitness center) to support my participation in a physical readiness program year round.

SD	D	N	A	SA
0	11	13	73	81
0%	6%	7%	41%	46%

How would you rate your satisfaction with Personnel Support Detachment (PSD)?

Above Average	Average	Below Average	UNSAT
34	84	29	16
19%	46%	16%	9%

Nineteen respondents (10%) reported that they have not used PSD.

How would you rate the timeliness of the service provided by your command Pay & Administration Support System (PASS) Liaison Representative [PLR]?

Above Average	Average	Below Average	UNSAT
23	55	10	7
13%	30%	5%	4%

Eighty-seven respondents (48%) reported that they have not used PASS PLR.

Rate your overall satisfaction with the Fleet Family Support Center (FFSC) services on a scale of 1 (worst) to 10 (best).

	1	2	3	4	5	6	7	8	9	10
Count	5	3	3	6	14	9	22	60	35	36
%	3%	2%	2%	3%	7%	5%	11%	31%	18%	19%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your FFSC rating.

	+	N	-
Family/Social Services available	128	58	7
Quality of services	131	53	9
Appointment availability	122	65	7
Staff's customer service	143	46	5
Hours of operation	119	65	10

Rate your overall satisfaction with your healthcare benefits on a scale of 1 (worst) to 10 (best).

	1	2	3	4	5	6	7	8	9	10
Count	7	5	6	11	18	22	30	43	17	34
%	4%	3%	3%	6%	9%	11%	16%	22%	9%	18%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your healthcare benefits rating.

	+	N	-
Types of healthcare services available	89	54	50
Appointment availability	125	52	16
Waiting time	114	58	21
Time with staff or care provider	119	60	14
Hours of operation	105	67	21

Rate your overall satisfaction with your family's healthcare benefit on a scale of 1 (worst) to 10 (best).

	1	2	3	4	5	6	7	8	9	10
Count	11	4	4	4	40	22	27	38	16	27
%	6%	2%	2%	2%	21%	11%	14%	20%	8%	14%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your family's healthcare benefit rating.

	+	N	-
Types of healthcare services available	61	82	50
Appointment availability	90	87	16
Waiting time	80	92	21
Time with staff or care provider	96	84	13
Hours of operation	85	88	20

Rate your overall satisfaction with the Morale Welfare and Recreation (MWR) services on a scale of 1 (worst) to 10 (best).

1	2	3	4	5	6	7	8	9	10
12	13	14	13	23	17	41	70	34	36
4%	5%	5%	5%	8%	6%	15%	26%	12%	13%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your MWR rating.

	+	N	-
Variety of MWR services available	175	58	40
Quality of services	154	76	43
Cost	139	87	47
Staff's customer service	160	75	38
Hours of operation	152	86	35

Rate your overall satisfaction with the "Navy Exchange (NEX)" on a scale of 1 (worst) to 10 (best).

	1	2	3	4	5	6	7	8	9	10
Count	18	20	18	25	53	31	44	48	13	12
%	6%	7%	6%	9%	19%	11%	16%	17%	5%	4%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your "NEX" rating.

	+	N	-
Variety of merchandise selections	39	97	146
Quality of merchandise selections	70	115	97
Cost	50	100	132
Staff's customer service	160	84	38
Hours of operation	159	90	33

Rate your overall satisfaction with the "Commissary" on a scale of 1 (worst) to 10 (best).

	1	2	3	4	5	6	7	8	9	10
Count	21	18	21	25	48	35	37	36	12	13
%	8%	7%	8%	9%	18%	13%	14%	14%	5%	5%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your "Commissary" rating.

	+	N	-
Variety of products/produce/meats selection	56	91	133
Quality of products/produce/meats selection	44	107	129
Cost	51	112	117
Staff's customer service	166	86	28
Hours of operation	148	98	34

Rate your overall satisfaction with your housing on a scale of 1 (worst) to 10 (best).

	1	2	3	4	5	6	7	8	9	10
Count	20	8	14	24	37	29	42	49	34	21
%	7%	3%	5%	9%	13%	10%	15%	18%	12%	8%

For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your housing rating.

	+	N	-
Location of dwelling	188	74	16
Quality of dwelling	132	71	75
Quality of neighborhood	148	118	12
Safety and security	100	152	26

My current work week affords enough time to complete mission tasks in a timely manner while maintaining an acceptable work-home life balance.

SD	D	N	A	SA
33	38	52	116	38
12%	14%	19%	42%	14%

My position description is current and accurately describes my functions, tasks, and responsibilities.

SD	D	N	A	SA
10	22	0	38	26
10%	23%	0%	40%	27%

I work more hours than I report in a pay period because I cannot complete all assigned tasks during scheduled work hours.

N	R	S	F	A
23	27	23	15	12
23%	27%	23%	15%	12%

My supervisor establishes my critical elements and conducts at least one performance progress review during the annual performance rating cycle.

SD	D	N	A	SA
5	9	0	48	26
6%	10%	0%	55%	30%

The Human Resource Service Center provides timely, accurate response to my queries.

SD	D	N	A	SA
29	20	0	25	10
35%	24%	0%	30%	12%

My (local) Human Resource Office provides timely, accurate response to my queries.

SD	D	N	A	SA
28	22	0	30	7
32%	25%	0%	34%	8%

A grievance/complaint in my command will be handled in a fair, timely, and just manner.

SD	D	N	A	SA
16	24	115	85	36
6%	9%	42%	31%	13%

My command /organization conducts recruitment actions fairly and fill job vacancies with the best-qualified candidate.

SD	D	N	A	SA
31	56	0	55	23
19%	34%	0%	33%	14%

The DON civilian recruitment process is responsive to my command's civilian personnel requirements.

SD	D	N	A	SA
36	31	159	34	14
13%	11%	58%	12%	5%

During the last performance evaluation cycle, my supervisor provided me with feedback that enabled me to improve my performance before my formal performance appraisal/EVAL/FITREP.

SD	D	N	A	SA
8	16	32	53	37
5%	11%	22%	36%	25%

I have the tools and resources needed to do my job properly.

SD	D	N	A	SA
35	57	50	101	34
13%	21%	18%	36%	12%

I am satisfied with the overall quality of my workplace facilities.

SD	D	N	A	SA
36	49	51	105	35
13%	18%	18%	38%	13%

My command is concerned about my safety.

SD	D	N	A	SA
7	16	35	136	82
3%	6%	13%	49%	30%

My job is important and makes a real contribution to my command.

SD	D	N	A	SA
9	16	29	115	108
3%	6%	10%	42%	39%

_____ is occurring at my command.

	SD	D	N	A	SA
Fraternization	14%	22%	42%	13%	9%
Favoritism	9%	18%	33%	25%	16%
Gender/Sex Discrimination	22%	26%	41%	5%	5%
Sexual Harassment	27%	28%	36%	5%	3%
Race Discrimination	27%	28%	36%	5%	3%
Hazing	34%	34%	26%	3%	3%

My command attempts to resolve command climate issues.

SD	D	N	A	SA
7	32	94	104	39
3%	12%	34%	38%	14%

I have adequate guidance from command leadership to perform my job successfully.

SD	D	N	A	SA
25	32	49	123	48
9%	12%	18%	44%	17%

My performance evaluations have been fair.

SD	D	N	A	SA
8	11	89	115	53
3%	4%	32%	42%	19%

The awards and recognition program is fair and equitable.

SD	D	N	A	SA
22	39	96	90	29
8%	14%	35%	33%	11%

Military and civilian personnel work well together at my command.

SD	D	N	A	SA
6	23	59	125	63
2%	8%	21%	45%	23%

My superiors treat me with respect and consideration.

SD	D	N	A	SA
10	28	34	133	71
4%	10%	12%	48%	26%

**My command's Sexual Assault
Prevention and Response (SAPR)
Program is effective.**

SD	D	N	A	SA
5	4	88	120	59
2%	1%	32%	43%	21%

**A sexual assault report/complaint in my
command will be handled in a fair,
timely, and just manner.**

SD	D	N	A	SA
5	3	91	104	72
2%	1%	33%	38%	26%