From: Naval Inspector General  
To: Distribution  

Subj: AREA VISIT TO JAPAN  

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

Encl: (1) Report of Naval Inspector General Area Visit to Japan  

1. The Naval Inspector General conducts area visits to naval installations worldwide, as directed by references (a) and (b). Area visits provide senior Navy leadership with objective assessments of the mission support to tenant commands and quality of life support to Sailors, Department of the Navy civilians, and their families stationed at these locations. Area visits purposely cut across command lines to identify Navy-wide concerns and systemic issues requiring resolution. We visited Japan from 13-31 March 2017. Enclosure (1) documents our findings.  

2. During our visit, we assessed mission support, security programs, facilities, quality of life programs, safety and environmental compliance, and Sailor programs. Prior to our visit, we conducted an anonymous survey, and during the visit, we facilitated focus group discussions with a representative sample of the workforce. Additionally, we solicited self-assessments from those organizations in Japan that are tasked to provide support to tenant commands and Sailors and their families living in Japan. On average, the self-assessments were less critical than our findings.  

3. The good news is that installation Commanders, led by Commander, Navy Region Japan (CNRJ), are largely providing tenant commands with the support they need to perform their missions, and they are providing Sailors, civilian employees, and families the quality of life services they deserve. Areas requiring further attention are discussed in the report.  

4. Specific deficiencies, recommendations, and a detailed analysis of the survey and focus group discussions will be forwarded to CNRJ under separate correspondence.  

5. My point of contact is Director of Inspections.  

[Signature]  

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Subj: AREA VISIT TO JAPAN

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## Background

The Naval Inspector General (NAVINSGEN) conducted an area visit to Japan from 13-31 March 2017. The team was augmented with subject matter experts from Navy Installations Command, Office of the Deputy Under Secretary of the Navy for Policy (DUSN (P)), Naval Facilities Engineering Command (NAVFAC), Naval Criminal Investigative Service (NCIS), Naval Intelligence Activity (NIA), Office of Civilian Human Resources (OCHR), Commander, U.S. Pacific Fleet (PACFLT), and U.S. Seventh Fleet (C7F). Our last area visit to Japan was in 2009.

The inspection team assessed the region’s collective ability to provide operational support services to tenant commands and provide quality of life (QOL) support to the Sailors, DON civilians, and family members stationed in Japan. Specifically, we assessed mission support functions, security programs, facilities, safety, environmental, and Sailor programs at three locations in Japan: Naval Air Facility (NAF) Atsugi, Fleet Activities Yokosuka, and Fleet Activities Sasebo. We conducted surveys and focus group discussions at each installation on assessing the quality of work life (QOWL) and home life (QOHL) for personnel in Japan. Captured below is a detailed listing of areas assessed.

Area Visits by the Naval Inspector General (NAVINSGEN) are characterized by inquiring into programs that support our Sailors, Families, and Civilians. MWR, housing, CDC, commissary, and the exchange are some of the programs that we inspect and what we consider family readiness. In addition to those, we also look at operational readiness items, such as manning, maintenance, facilities and infrastructure. Area visits are different than command inspections in that they are more focused on program effectiveness than strict program compliance. We employ an evidence-based methodology by gathering data through pre-visit surveys and self-assessments and on-site focus groups with Sailors, families, and civilians. We utilize that data and combine it with information gathered from interactions with the workforce to make an informed evaluation of effectiveness. Family and operational readiness programs are largely hosted by installation commanders, but many other Navy and DOD agencies are accountable for their success. This construct of “stove-piped” support creates challenges for installation commanders to overcome and will be addressed further in the report.

## Areas/Programs Assessed

### Mission Support
- Airfield Operations
- Command Communications and Relationships
- Manning
- Cost of Living Allowance (COLA)
- Ship Maintenance
- Port Operations

### Tenant Support
- Schools
- Equal Employment Opportunity
- Human Resources
- Information Technology Infrastructure
- Military Equal Opportunity
- Personnel Support Detachment (PSD)

### Community Support
- Child Development Center (CDC)
- Commissary
- Fleet & Family Support Center (FFSC)
- Galleys
- Legal Support
- Medical & Dental Support
- Morale, Welfare, & Recreation (MWR)
- Navy College Office
- Navy Exchange
- Religious Support
- Voting Assistance

### Prevention & Response Programs
- Overseas Screening
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- Navy Alcohol and Drug Abuse Prevention (NADAP)
- Sexual Assault Prevention and Response (SAPR)
- Suicide Prevention

Public Works, Housing & Safety
- Facilities
- Housing
- Energy
- Environmental
- Overseas Drinking Water

- Safety and Occupational Health

Security Programs
- Physical Security and Antiterrorism/ Force Protection (AT/FP)
- Law Enforcement
- Emergency Management

Sailor Programs
- Command Indoctrination
- CPO 365
- Single Sailor Programs
- Transition GPS

Observations and Findings

EXECUTIVE SUMMARY

The good news is that installation Commanders, led by Commander, Navy Region Japan (CNRJ), are providing tenant commands with the support they need to perform their missions, and they are providing Sailors, civilian employees, and families the quality of life services they deserve. Additionally, not only are the strategic and operational relationships with Japan strong, but also the local relationship between the base Commanders and Mayors and the Japanese people in general improve the quality of life for our Sailors, families and civilians.

Prior to our visit, CNRJ provided his top challenges and concerns, and they are outlined below:

1. Aging infrastructure
2. Future capability support
3. Permanent field carrier landing practice (FCLP) site
4. Uncertainty regarding Atsugi master plan
5. Civilian overseas five-year rule limitations.

Our assessment largely validated these concerns, and the report will further highlight them.

Additionally, we solicited self-assessments from those organizations in Japan that are tasked to provide support to tenant commands and Sailors and their families living in Japan. On average, the self-assessments were less critical than our findings. A possible explanation is that NAVINSGEN inspectors, through repetition and independence, are better suited to identify deficiencies. However, Navy should not be satisfied with this assessment mismatch; in fact, we should strive to inculcate our culture with a renewed emphasis on critical self-assessments. Of note, the Commander of Fleet Activities (CFA) Yokosuka and the supporting commands in Yokosuka provided by far the most accurate self-assessment of any area visit to date. In the future, we believe there is value in having echelon 2 commands provide a self-assessment of their support for OCONUS regions. This will lead to the development of better support metrics and provide data to supporting Commanders regarding how well they are performing; ideally, this will activate a high-velocity learning cycle specific to forward deployed naval forces (FDNF).
Similarly, the strategic laydown (SLD) process appears to have limited effectiveness due to overall funding constraints. The Japan Facilities Improvement Program (JFIP) will not solve the problem. After peaking at over $1.2B per year across all service components in the mid-1990s, the government of Japan (GOJ) JFIP contributions are expected to remain at approximately $200M per annum in the future. The Navy component share is approximately $60M per year, which typically goes toward housing, community support, and utilities infrastructure. Further, JFIP construction capacity is pressurized by Fukushima earthquake repairs and 2020 Tokyo Olympics infrastructure builds.

In Yokosuka, we found berthing barges to be in poor material condition. While onsite, we recommended the ship repair facility and hospital collaborate to conduct an industrial hygiene survey to ensure barge inhabitant safety; preliminary results from an industrial hygiene survey confirmed the barges are safe for inhabitants. We also notified Commanding Officers who have Sailors utilizing these barges.

Yokosuka and Sasebo both have shortfalls in unaccompanied housing. Additionally, we concur with CNRJ that Iwo-To utilization and divert limitations warrant continued pursuit of a permanent FCLP site solution at a location that complies with the CNO requirement.

In CONUS commands, our civilian employees provide continuity amid military turnover. This, however, is not the case overseas as DoD policy limits civilian employees to 5 years in overseas billets. This rule introduces continuous churn to an already inefficient civilian hiring process, and the impact is magnified in highly technical fields such as aviation/ship repair and public works. A stable civilian work force is even more important in areas like Japan, as it is important to understand cultural issues and develop relationships that build trust. We recommend Navy mitigate the negative impacts of this policy by...
delegating the 5-year waiver approval threshold to the Regional Commander. Further, we recommend Navy consider more bonuses for civilian hiring in this region.

In spite of the challenges mentioned above, our Sailors and families generally find the camaraderie of shared hardships, travel opportunities, the safety of living in Japanese society, and the friendliness and politeness of our Japanese hosts to be overwhelmingly positive. In fact, many Sailors serve multiple tours in Japan for these reasons. Our pre-event survey indicated that Japan Sailors’ quality of work life rating of 6.45 was slightly higher than our overseas average of 6.2; and, the Sailors’ and families’ quality of home life rating of 6.63 was also slightly higher than our overseas average of 6.51. We believe our strategic and operational relationship with Japan remains strong, but there are opportunities where we can make this better. An at-sea officer exchange program, shared shore infrastructure such as dual use fuel piers, and other collaborative efforts would further strengthen our ties.

Finally, FDNF liberty policies send a clear message to the government of Japan and Sailors regarding the importance of our strategic relationship. While a few unfortunate incidents garner national attention, the vast majority of Sailors are making good decisions and are serving as excellent ambassadors. We reviewed data over an 8-year period regarding incidents requiring foreign criminal jurisdiction and found no interdependence between liberty policy enforcement and frequency of the egregious liberty incidents that negatively impact our relationship with Japan. We recommend leadership further explore any correlation and consider adding positive incentives to the liberty policy to reward desired behavior.

**MISSION SUPPORT**

**Airfield Operations**

The NAF Atsugi airfield is owned, maintained, and operated by the Japanese Maritime Self-Defense Force (JMSDF). NAF Atsugi is effectively performing assigned airfield operations. C-12 and Army UC-35 aircraft are currently maintained in a WWII era hangar but will be relocated to a more acceptable hangar in Atsugi upon Carrier Air Wing Five’s fixed-wing squadrons’ relocation to Marine Corps Air Station (MCAS) Iwakuni. The planned Air Wing relocation is a complex endeavor for commands and families making a move, and it also presents challenges for those remaining behind.

**Command Communications and Relationships**

Although no single authority is responsible for establishing relationships between commands or ensuring effective communications across the installation, base leadership plays a critical role in facilitating these functions for tenant commands and their dependents. The separate installations are effectively executing these functions and employ myriad methods to cultivate relationships and facilitate communications, including regularly scheduled meetings with command triads and critical base support and QOL providers. CFA Yokosuka has made a concerted effort to increase communications upon assuming command and communicates in both English and Japanese while speaking at All Hands forums. Further, CFA Yokosuka utilizes a locally developed survey to understand better-serviced population quality of life opinions and a weekly newsletter to highlight installation news items. The
newsletter provides an Interactive Customer Evaluation (ICE) feedback forum, as well as a calendar of events with inputs from the Defense Commissary Agency (DeCA), Navy Exchange (NEX), Navy Morale, Welfare and Recreation (MWR), and other quality of life providers. We consider the survey use and newsletter with ICE feedback to be best practices.

**Manning**

Sailors are routinely cross-decked amongst ships within the Strike Group or placed on operational holds (OPHOLDs). While cross-decking fixes the immediate problem, it masks underlying causes such as overseas screening challenges and manning shortages of experienced Sailors with the requisite skillsets. This places the burden on existing Sailors already enduring a high OPTEMPO environment during peacetime. Moreover, current detailing processes routinely issues orders with short lead times; this compounds OPHOLD and cross-decking challenges as units attempt to mitigate billet gaps when prospective gains with near-term arrival dates fail to meet overseas screening requirements.

**Cost of Living Allowance (COLA)**

Pre-event surveys and focus groups identified COLA as a major negative contributor to Sailor and dependent Quality of Life. COLA rates across the region declined precipitously during the fall/winter of 2016. The decrement coincided with both a weakening of the Yen’s exchange rate as well as the implementation of the most recent Retail Pricing Survey (RPS) index adjustment. COLA dissatisfaction appears to be fundamentally rooted in perception and communication problems. A few observations:

- COLA is intended to insulate service members and families from local pricing and exchange rate impacts upon their purchasing power for select essential goods and services. COLA does not
exist to supplement purchasing power at the NEX, Commissary, or on-line retailing at distributors such as Amazon.com. As such, comments offered during focus groups such as “COLA rates have gone down, but the prices at the Commissary haven’t changed” reflect a fundamental COLA misunderstanding.

- Across the Navy, there is an erroneous perception that COLA serves as a de facto incentive for overseas duty assignment. Based upon feedback from Sailors stationed in Japan, the notion that Sailors and families can take orders to Japan and “make some extra money” is prevalent. There is a risk of dissatisfaction due to the inherent uncertainty in COLA rates so long as this perception endures.

- There is a general lack of understanding of the COLA policy and index calculation, and it is exacerbated by misinformation, such as the notion that “low survey participation last summer” triggered COLA reduction. In fact, the most recent Living Patterns Survey (LPS), which solicits Sailor input on shopping patterns, was conducted in FY15 and all installations across Navy Region Japan met or exceeded the participation rate necessary to ensure statistical validity. The Defense Travel Management Office (DTMO), which oversees COLA policy and implementation across the Defense Department, performed a Retail Pricing Survey in FY16, but it did not incorporate Sailor/dependent input as it is solely intended to gauge price differences between the local economy and on-base stores.

**Port Operations**

Port operations in Navy Region Japan are assessed partially effective. (b) (7)(E), (b) (7)(F)

Recently, some coordination seams between Port Operations and Public Works were identified and corrected. Waterfront stakeholders now meet monthly to discuss maintenance, and a major project to preserve and sustain bollards, fenders, and ground tackle is underway.

Sasebo does not have a pier capacity challenge today, and necessary modifications to shore power are proceeding to prepare for the arrival of USS AMERICA in the future. (b) (7)(E), (b) (7)(F)

will stress both mission support and QOL enablers such as unaccompanied housing, DoD schools, CDC, and branch health clinic, (b) (7)(E), (b) (7)(F)

Although not a port operations asset, berthing barges in Japan represent a safety concern, based on their age and material condition. The barges are U.S. Pacific Fleet assets and managed by the ship repair facility (SRF). Maintenance and repair efforts are constrained by their high utilization rate, resulting in either disruption to crew comfort or perpetual deferrals of critical maintenance on systems such as
Collection, Holding, and Transfer (CHT). Maintenance periodicity requirements outlined in Program Execution Office (PEO) SHIPS “Berthing and Messing Barge Maintenance Plan” are significantly exceeding targets for “open and inspect” requirements as well as dry-docking, likely to accelerate the deterioration of vessels approaching 80 years of service life. Further, we identified potential Sailor health and safety risks based upon acknowledged hazards in the defunct engineering plants on the barges. Additionally, the efficacy of risk mitigation measures such as asbestos encapsulation was not verified through recurring industrial hygiene or air quality assessments. Finally, a 2015 Board of Inspection and Survey (INSURV) assessment noted inoperative fire, flooding, and toxic gas alarms, raising the risk to embarked sailors. The inability of the crew to access barge engineering spaces, based upon known hazards in the area such as potentially friable asbestos, raises the risk of hazards such as fire or flooding, rendering the functionality of alarms and sensors critical. While onsite, we recommended the SRF and hospital collaborate to conduct an industrial hygiene survey to ensure barge inhabitant safety; this has since been completed, with no health or safety concerns noted. We also notified Commanding Officers who had Sailors utilizing these barges.

Ship Maintenance

Historically, the high OPTEMPO of FDNF assets assumed that regional resources, specifically the SRF and local contract firms, would perform emergent repairs and CNO availabilities, but that modernization and extended/drydock availabilities would be conducted stateside following a hull swap. Over time, more modernization and drydocking have been done in theater, allowing ships like USS CURTIS WILBUR to remain forward deployed for more than two decades. SRF Yokosuka, principally resourced to support aircraft carrier maintenance and repair requirements, has been able to absorb the preponderance of work for carrier strike group surface assets.

The small number of ships in Sasebo, coupled with their cyclical patrol schedule, limits the size of SRF Det Sasebo to avoid extended dwell time. When the three ships return from patrol, they all require maintenance at the same time and for a limited duration before the next patrol, creating a “feast or famine” effect that has limited the size and capacity of local contractors in the same manner as SRF Sasebo. Neither the USN nor private businesses can sustain a business model with sufficient capacity while ships are in port.

Serving as the basis for periodic hull swaps, FDNF ships return to CONUS for maintenance and modernization deemed infeasible in Japan.

A recently proposed FDNF maintenance plan recommends ships operate for ten years between docking availabilities, and that ships identified for FDNF hull swap conduct a docking availability immediately before relocation. An excellent basis for hull swap planning, but recent experience indicates execution challenges.
TENANT SUPPORT

Schools

One-third of all students attending DoD schools in Japan attend one of four schools in Yokosuka, with the Sullivans Elementary School representing the largest single student population within DoDEA. Parents expressed favorable views of all Yokosuka schools and lauded the quality of special education services and Military Family Life Counselor support. Parents expressed concerns that the elementary school at NAF Atsugi and nearby middle and high schools at Camp Zama did not fully meet their expectations. Atsugi parent focus groups expressed a desire for increased school administration communication as well as concerns over playground safety citing a 200-1 student to supervisor ratio, school nurse availability, and lack of transportation for middle school extracurricular activities. The school Superintendent seemed receptive to this feedback. In Sasebo, parents expressed that the four local DoDD schools are providing quality education. However, feedback indicated a lack of dedicated onsite adolescent clinical counselor at the Sasebo and Yokosuka high schools. Though Military Family Life Counselors are resident within each school, we observed they might not have the ability to provide enduring mental health counseling. We intend to send a separate letter to the DoD Education Activity (DODEA), outlining a detailed summary of parent feedback.

Equal Employment Opportunity

CNRJ provides effective Equal Employment Opportunity (EEO) program support to personnel stationed in Yokosuka, Sasebo, Atsugi, Okinawa, and Misawa. To enhance tenant engagement, we recommend the CNRJ EEO office conduct monthly face-to-face or telephonic meetings with service installation commanders and/or their designated EEO representatives. The Deputy EEO Officer fulfills Special Emphasis Program Manager, and Reasonable Accommodation Coordinator functions. The Reasonable Accommodation program is in place; however, it lacks clear procedures for serviced command use. The absence of local procedures may result in employees with disabilities not receiving accommodations to perform their jobs effectively.

Human Resources

Civilian human resource services are assessed partially effective, and several areas require attention. A universal complaint of HR servicing is that end-to-end (E2E) hiring process is too lengthy. To address this, Human Resources Office (HRO) Yokosuka has implemented region-wide changes. They have adopted an approach using command specific teams to fill positions. While this change is relatively nascent, it is already yielding improvement as evidenced by the following table.
This workforce shaping creates a "store front" HR operation with the majority of back office work performed at HRO Yokosuka. We recommend that the affected installations have an opportunity to provide feedback on the process change.

In CONUS commands, our civilian employees provide continuity amid military turnover; however, this is not the case overseas as DoD policy limits civilian employees to 5 years in overseas billets. This rule introduces continuous churn to an already inefficient civilian hiring process, and the impact is magnified in highly technical fields such as aviation/ship repair and public works. A stable civilian workforce is even more important in areas like Japan, as it is important to understand cultural issues and develop relationships that lead to trust. We recommend Navy mitigate the negative impacts of this policy by delegating the 5-year waiver approval threshold to the Regional Commander. Further, we recommend Navy consider more bonuses for civilian hiring in this region. In the interim, supporting commands such as NAVSEA, NAVAIR and NAVFAC should have a workable, economical plan to support FDNF.

**Information Technology Infrastructure**

The Overseas Navy Enterprise Network (ONE-Net) and other IT systems provide effective mission and quality of life support throughout the region. We recommend employing this preventative measure vice maintaining today’s reactive policy which is time-consuming and results in the elimination of all customer data resident on affected workstations. Further, there is an insufficient ONE-Net capacity to support the Internet traffic at some regional locations. Specifically, some commands that do not use ONE-Net systems leverage ONE-Net bandwidth thereby restricting internet throughput for ONE-Net users. The corresponding latency causes lost mission productivity. Performance tests would better quantify this issue, and we recommend an Interconnect Agreement (ICA) established for those commands that use different systems but utilize ONE-Net bandwidth. Finally, we were impressed with CFA Sasebo NAVFAC & IT weekly production meetings that enable integration of IT infrastructure.
requirements into project planning, streamlining IT infrastructure installation. We consider this a best practice worthy of emulation.

**Military Equal Opportunity**

The NAVFORJAPAN, dual-hatted as CNRJ, Command Climate Specialist (CCS) billet was gapped for approximately a year but is now filled, and the incumbent is working to correct several issues. The CCS oversees five remote locations from an office in Yokosuka. We recommend the CCS visit all remote locations at least semi-annually to assess installation CMEO processes, provide training, and share best practices. We were impressed that CNRJ has employed a 21st Century Sailor mobile training team that provides quarterly training on destructive behaviors. Further, we commend the CTF-76 use of command resiliency teams to conduct root cause analyses of issues that impact Sailor quality of life and consider this a best practice.

**Personnel Support Detachment**

The Personnel Support Detachments (PSD) in Japan are well-managed, and they provide effective support to tenant commands. We note room for improvement in the areas of timeliness of liquidating travel and starting special pay allowances, but we recognize serviced commands also share responsibility in this area. We also note suboptimal attendance by tenant commands at monthly Command Pay and Personnel Administrator (CPPA) meetings. With the pending PSD regionalization, the CPPA role will become increasingly more important.

**PUBLIC WORKS, HOUSING AND SAFETY**

**Facilities**

Navy Region Japan facilities programs are partially effective. Previously discussed concerns over aging infrastructure, non-availability of MILCON funding and the inability of the JFIP to sustain installations are particularly acute in Yokosuka. The Navy’s share of JFIP typically goes toward housing, community support, and utilities infrastructure, and CFA Yokosuka relies on MILCON to support the FDNF. That project is proposed for FY22 in Navy’s POM-18 budget.

Throughout the region, we observed that JFIP funding along with dedicated and capable host nation workforces – approximately 85% of whose salaries are paid by the government of Japan – maintain bases to a standard at or above the Navy average. The region installation figure of merit (IFOM) is 78, slightly above the Navy average of 77, although the NAF Atsugi IFOM of 81 and CFA Sasebo IFOM of 85 are well above the Navy average. CFA Sasebo has benefitted from relatively stable base loading and long-range planning. Certain facilities, particularly housing and clubs, can quickly become susceptible to mold and other environmental-related deterioration once vacated unless the installation strategically invests in operating climate control systems and maintaining building shells. At current funding levels, the installation would not be able to do so without detracting from other facilities used by remaining base residents. Other vacated facilities, particularly concrete buildings, may be preserved by removing interior furnishings and shutting down building systems. Older facilities, such as World War II era hangars and smaller, two-bedroom housing...
units, may be more appropriately demolished to make developable space available for future
construction. Even after the departure of fixed-wing units, Atsugi will have a shortfall of adequate
administrative space for remaining base functions.

Though well maintained, CNRJ facilities are aging due to shrinking GOJ financial contributions. After
peaking at over $1.2B per year across all service components in the mid-1990s, JFIP contributions from
GOJ are expected to remain at approximately $200M per year into the future; approximately $60M per
year is the Navy component share. Furthermore, the decrease in construction funding is exacerbated by
Fukushima earthquake repairs and 2020 Tokyo Olympics infrastructure builds, which raise local
construction costs due to material and labor shortfalls.

**Housing**

Navy Region Japan housing programs are partially effective. CFA Yokosuka and CFA Sasesbo have a
deficit of unaccompanied housing and are unable to house all Sailors within the CNO’s standard and
therefore must operate under the interim assignment policy. All three installations have a surplus of
family housing and require most families to live on base in accordance with a U.S. Forces Japan policy to
maximize occupancy rates of family housing units constructed by the government of Japan – which
constitutes nearly all the inventory. The policy has some unintended consequences. First, at a time in
which the region’s curfew policy highlights sensitivities over off-base liberty incidents, unaccompanied
E-4s are living off-base while accompanied O-4s have no choice but to live on base. Additionally, that
third of Yokosuka residents assigned to the Ikego housing area do not have access to the same
community support facilities available to main base residents without making a commute of half an hour
or more. A commuter bus operates under a CNO waiver and specifically serves active duty service
members. Those for whom the bus is not available can avoid traffic congestion by paying expressway
tolls of $3 each way or take a train with a fare of about $4 per passenger each way. The situation is
similar in between the Sasebo main base and its Hario housing area. Finally, we recommend that
installations review their assignment policies and clearly communicate them in order to make them
transparent to all concerned.

For those Sailors and civilian employees authorized off-base housing, the Yokosuka Housing Service
Center reviews leases and inspects quarters for safety and security features, but does not ensure that
rental prices reflect current market conditions. We intend to submit a separate issue paper addressing
cost controls for overseas housing allowance.

**Energy**

Navy Region Japan energy programs are effective but can be improved by hiring trained, full-time
installation energy managers. The positions were vacant at each installation we visited. Each
installation also had energy security concerns.
Environmental

Navy Region Japan environmental programs are partially effective. CFA Yokosuka closed only 3 of 46 deficiencies since a May 2016 external audit and were not meeting milestones for correcting the remaining items. A 2016 fire in the hazardous waste yard highlighted the dangers of environmental non-compliance and drew attention to the inadequate size of the yard. We observed a region-wide gap in sustaining risk communication capabilities related to the now-closed Shinkampo Incinerator Complex outside Atsugi and unexploded ordnance found in the vicinity of Yokosuka’s Ikego housing area.

Overseas Drinking Water

Navy Region Japan overseas drinking water programs are partially effective. All three installations have test source, system, and tap water quality in accordance with established standards and provide clean water to base residents, but they also each have unresolved sanitary survey deficiencies. Atsugi had a project programmed to correct most of its deficiencies, and Yokosuka some of its deficiencies, but other deficiencies at Yokosuka and all the deficiencies at Sasebo remain unfunded. During the visit, NAVFAC Far East published an instruction assigning roles and responsibilities for backflow prevention and cross connection control programs, which should help installations address organization-related deficiencies.

Safety and Occupational Health

Navy Region Japan safety and occupational health programs are effective. The programs benefit greatly from a stable and capable host nation work force. The region, however, has not received a Safety and Occupational Health Management Evaluation from CNIC Headquarters in the previous three years, nor has it carried out such evaluations for any of the visited installations in the past three years. Moreover, two of the installations did not have properly assigned asbestos program managers. We observed asbestos-related risk communication shortfalls similar to those described for other environmental hazards.

SECURITY PROGRAMS

Physical Security and Antiterrorism/Force Protection (AT/FP)

Physical security and AT/FP is effective with administrative deficiencies noted at most sites. We found that most of AT/FP plans required revision to comply with OPNAVINST F3300.53C and DoDI 2000.16, to clarify command policies and correct noted errors. In developing a revised plan, installations should consider all hazards and should coordinate tenant requirements to support personnel, facilities, and equipment.

We found minimal tenant coordination with installation security forces at most sites. Tenants are required to provide a list of their restricted areas: four tenants provided their list in Atsugi, and one at CFA Yokosuka. CFA Sasebo had a list from all tenants; however, many of the areas do not meet the definition of a restricted area, and none were categorized correctly as level II or III. Also, few tenant
commands had provided AT/FP plans for review and coordination with the installation. (b) (7)(E), (b) (7)(F)

With the addition of [additional information], manning is sufficient to maintain both the physical security and law enforcement programs.

CNIC recently conducted a Command Assessment for Readiness and Training (CART) at one installation, and the self-assessment in preparation for the CART was thorough and effective. The installation was taking appropriate steps to mitigate deficiencies and implement long-term corrective measures in place.

Law Enforcement

Law enforcement in Navy Region Japan is assessed effective from an administrative standpoint. However, we observed a confluence of factors that may be counter-productive. All three installations complied with CNRJ guidance regarding the usage of alcohol detection devices (ADD). When combining an already restrictive liberty policy with the aggressive implementation of ADDs and a policy of apprehending curfew violators, senior enlisted leadership indicated Sailors were often staying out later (and subsequently drinking more) simply to avoid a curfew violation and being tested with an ADD. We relayed these concerns to installation leadership to ensure policies don’t have unintended consequences of more destructive behaviors.

Emergency Management

Emergency Management (EM) was assessed as partially effective. (b) (7)(E), (b) (7)(F)

Current EM plans do not provide actionable processes to fulfill the requirements of OPNAVINST 3440.17A. At one site, the EM plan has been rewritten in non-standard format contrary to OPNAVINST 3440.17A, Enclosure (2), Standard 7, and at another, only 8 of 14 EM standards were defined as operational. Most tenants have not provided copies of their Emergency Action Plans or designated their personnel in appropriate categories as required. Many of the tenants who had provided this information had not done so sufficiently. For example, some commands had listed all-hands as Category 1, and had not properly categorized non-mission essential personnel (e.g. administrative) as Category 2, hindering the installation commander from appropriately planning continuous base operations in support of the operational and combatant commander’s needs.

Lessons learned from the 2011 Tōhoku earthquake and tsunami, and subsequent Operation Tomodachi, have not been incorporated into the Emergency Management plans at any of the sites. With the recent hiring of new installation emergency managers at all locations, these valuable lessons will fade. We recommend the Regional Emergency Manager perform EM assist visits (virtual or on site) to provide installations with necessary guidance.

Training plans require improvement at all three installations. None of the installation emergency management or physical security plans identify who is responsible for this training. (b) (7)(E), (b) (7)(F)
PREVENTION & RESPONSE PROGRAMS

CNR Japan’s Prevention and Response Programs are assessed as effective and executed in accordance with governing instructions except for the Sexual Assault Prevention Response program.

Sexual Assault Prevention Response

We found installation leadership to be fully committed to maintaining an environment free of sexual assault (SA), but we also found vulnerabilities. At some locations, we observed confusion between the role of SAPR point of contact and Sexual Assault Response Coordinator (SARC), leading to inappropriate access to restricted information. We also conducted drills with the base CDO to ensure proper execution of the SAPR watchstander checklist and identified room for improvement. However, we also observed some excellent practices in awareness and reporting procedures. The NAF Atsugi security dispatch script is outstanding. The script immediately lets the caller know what needs to be done if the call is related to a restricted sexual assault report. We also commend CFA Sasebo’s use of the DoD SAFE Helpline coffee cup sleeves at all base locations that serve hot beverages; this is a simple and effective method to increase program awareness.

COMMUNITY SUPPORT PROGRAMS

Community support programs were effective in supporting the CNR Japan community. Manning shortfalls and high demand for these programs are placing a strain on the existing workforce and limiting the number of services that can be provided.

Child & Youth Programs

We found Child and Youth Programs (CYP) in Japan to be effective; however, at some locations, we observed a strain on the programs due to delays in hiring while awaiting completion of required background checks. Prior to June 2016, background checks were managed at the installation level and took approximately ten weeks, with employees fully adjudicated by OPM within approximately 120 days. In June 2016, CNIC consolidated background checks for their programs in a newly-created Central Suitability Office (CSO) in response to a Naval Audit Service report. Since then, the CYPs at Atsugi, Yokosuka, and Sasebo have submitted a total 413 background check requests and have not yet received responses on any of them.

Commissary

The commissaries in Japan are effectively providing groceries to authorized patrons; however, we received complaints about the high price of produce, quick spoilage of meats, limited inventory, and staffing shortages. Our observations validated many of these comments. The commissaries are bound by contract to a vendor who provides locally-sourced produce items at more expensive rates than the same items packaged for sale on the local economy. It was reported to us that the vendor charges the same transportation charge for locally procured produce as that charged for produce shipped from the US. The Yokosuka commissary does a good job of educating customers on the challenges associated with shipping food from the Unites States. Commissaries in Atsugi and Sasebo may benefit from providing more education to dispel myths, inform families of refund processes, and provide feedback to vendors. Finally, we note that the Sasebo commissaries are challenged by manning in several critical positions and hampered by space constraints that make it difficult to stock shelves with an inventory
level adequate to support the demand. We intend to send a separate letter to the Defense Commissary Agency, outlining a detailed summary of customer feedback.

**Medical and Dental Support**

Naval Hospital Yokosuka and its branch health clinics provide excellent care within the limits of their manning and specialty capabilities. They serve enrolled family members, base tenant commands, and ships operating in the region. However, they face a number of challenges including a large non-enrollee population seeking care and critical manning gaps that appear to have led to complaints of poor access to care for active duty family members. Although, the hospital and its branch clinics are staffed to care for 32,000 active duty and family member beneficiaries, last year they treated over 16,000 additional non-enrollees, mostly civilian employees who are eligible for care only on a space available basis but perceived as a "must see" population. They are often older and require more extensive medical treatment than service members and their family members. Additionally, gaps in the civilian overseas screening process are not effective in preventing civilian employees and family members with extensive health care needs from moving to Japan. The hospital and clinics face additional challenges with critical manning gaps including primary care physicians, critical care nurses and mental health providers; BUMED will address staffing requirements during compliance visits scheduled later this year.

**Navy College Office**

The Navy College Office is assessed as not effective. The regional director in Yokosuka is trying to cover personnel shortages in the Yokosuka office as well as other bases in Japan; but the lack of personnel means offices are closed much of the time, limiting educational counseling and testing services for Sailors and their families. While Sailors in Atsugi can travel to Yokosuka to take tests and obtain educational counseling, they often travel the night before the test, stay overnight to muster for a 0700 test the following day, and are not reimbursed for the train rides, tolls, or lodging costs incurred. For young Sailors who may not have any experience with college enrollment, the impact is significant. The existence of a virtual education center in Norfolk offering counseling services mitigates the situation, but the hours of operation suit stateside Sailors, not overseas Sailors.

**SAILOR PROGRAMS**

Sailor programs are compliant with governing directives. The installations provide activities suited to the population they support, and Sailors generally enjoy the services provided.