From: Naval Inspector General

Subj: AREA VISIT TO BAHRAIN

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

1. The Office of 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, DON civilians, and their families stationed in these locations. Area visits purposely cut across command lines to identify Navy-wide concerns and systemic issues requiring resolution. We visited Bahrain and the United Arab Emirates from 19-27 September 2016. This report 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. During the assessment, we conducted brief visits to the United Arab Emirates (b) (7)(E)...

3. Overall, we found Sailors and tenant commands in Bahrain are receiving the support they need, but the installation is faced with acute challenges involving military construction delays and cost overruns, facility space limitations on the installation, complex host-nation relationships, civilian hiring challenges, and high personnel turnover. We found these last two issues, civilian hiring and personnel turnover, challenged almost every aspect of operations in Bahrain.

4. Specific details regarding deficiencies, recommendations, and analysis of the survey and focus group discussions will be forwarded to the cognizant commands under separate correspondence.

5. My point of contact is (b) (7)(C) , Director of Inspections. (b) (7)(C)

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HERMAN A. SHELANSKI
Subj: AREA VISIT TO BAHRAIN

DUSN (M, P)
ASN (RD&A, M&RA, FM&C, EI&E)
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VCNO
OPNAV (DNS, N1, N2/N6, N3/N5, N4, N8, N9)
CNIC
CNREURAFSWA
NSA BAHRAIN
Background

The Naval Inspector General (NAVINSGEN) conducted an area visit to Bahrain from 18-27 September 2016. Our last area visit to Bahrain was in 2006. The team was augmented with subject matter experts from Navy Installations Command (CNIC), Office of the Deputy Under Secretary of the Navy for Policy (DUSN (P)), Naval Facilities Engineering Command (NAVFAC), Naval Criminal Investigative Service (NCIS), Office of Civilian Human Resources (OCHR), and U.S. Naval Forces Central Command (NAVCENT).

During the visit, we assessed the overall support provided to tenant commands in Bahrain by the installation and other commands tasked to provide such support. Specifically, we assessed mission support functions, security programs, facilities, safety, environmental, and Sailor programs. Additionally, we conducted surveys and focus group discussions to assess the quality of work life (QOWL) and home life (QOHL) for Navy military, civilian personnel, and their families stationed in Bahrain.

The inspection team obtained information through survey and focus group responses, document reviews, group discussions, and face-to-face interviews. A detailed listing of all areas assessed is captured below.

Areas/Programs Assessed

Mission Support
- Airfield Operations
- Port Operations
- Command Communications and Relationships
- (b) (7)(E)
- Jebel Ali

Tenant Support
- Command Managed Equal Opportunity
- Equal Employment Opportunity
- Manning & Manpower
- Human Resources Office
- Personnel Support Detachment
- Department of Defense Dependent School (DoDDS)
- Noncombatant Evacuation Operations
- State Department Engagement

Public Works, Housing & Safety
- Facilities
- Housing
- Energy
- Environmental
- Overseas Drinking Water
- Safety and Occupational Health
- Transportation

Security Programs
- Physical Security and Antiterrorism Force Protection
- Law Enforcement
- Emergency Management
- Operations Security

Prevention and Response
- Casualty Assistance Calls Program
- Navy Alcohol and Drug Abuse Prevention
- Overseas Screening
- Sexual Assault Prevention and Response
- Suicide Prevention

Community Support
- Child and Youth Programs
- Fleet and Family Support Center
- Legal Support
- Medical/Dental Support
- Morale, Welfare, and Recreation
- Navy College Office
- Navy Exchange
- Religious Support
- Voting Assistance

Senior Enlisted Engagement
- CPO 365
- Single Sailor Programs
- Transition GPS
Observations and Findings

The inspection team examined Naval Support Activity (NSA) Bahrain’s performance in providing operational support services to tenant commands, their deployed assets, service members, DoD civilians and dependents. We found that Sailors and tenant commands in Bahrain are largely receiving the support they need, but the installation is faced with acute challenges including military construction (MILCON) delays and cost overruns, space limitations, complex host nation relationships, civilian hiring challenges, and high personnel turnover. We found these last two issues, hiring and personnel turnover, permeated almost every aspect of operations in Bahrain.

NSA Bahrain’s location in the Kingdom of Bahrain makes it a key resource for units operating in the region. The installation provides services to over 140 tenant commands, representing each of the armed services, various DoD agencies, coalition maritime forces from 29 countries.

The base has grown dramatically in the last two decades, but the increase in personnel has outpaced the increase in base footprint, resulting in a constrained network of crowded facilities. In 2010, the pier area was expanded and became NSA II; in 2014, a bridge over the highway was added to ease transportation to and from NSA I and II; and in 2016, a new barracks on NSA II was constructed. Additional facilities, including a new headquarters building, galley, more transient quarters, and a waterfront maintenance facility, are all included in the future master facilities plan.

NSA Bahrain self-reported that they struggle to maintain an updated status of tenants utilizing their facilities, due to the near constant influx of transient personnel from a wide array of commands and agencies. Due to this underlying uncertainty of who is utilizing base facilities, NSA Bahrain is challenged to effectively provide necessary support services.

MISSION SUPPORT

Hiring and Personnel Turnover

A confluence of factors affects manning in Bahrain, which in turn impacts mission accomplishment. 90 percent of personnel are on 12 month orders which creates a higher than normal turnover rate. The high percentage of 12 month orders is a result of the Joint Travel Regulations (JTR) mandated tour lengths of 12 months unaccompanied and 24 months accompanied, and a cap on dependents in Bahrain. The high turnover rate impacts nearly every command function, as personnel spend a larger than normal portion of their tour "storming and norming" with far less "performing". The turnover rate negatively impacts mission accomplishment, knowledge management, and readiness. This is both literal and figurative, as short tours can create a short-term mindset.

12 month tours in Bahrain don't always equate to 12 months on station, especially when factoring late arrival and early departure combinations, which are fairly common. The housing search and approval process in Bahrain is more lengthy and manpower intensive than normal duty stations, due to heightened security concerns. Factoring in late arrival, a few days to acclimate, weeklong command indoctrination, housing search, and early transfer from the command, the time actually performing the job is often ten months. Overseas Tour Extension Incentive Program (OTEIP) policies should create opportunities to lessen turnover rate, however the application timelines are incongruent with 12 month orders. Sailors face application deadlines very shortly after arrival, and commands have little time to evaluate Sailor performance before deciding if they're a good fit.
The overseas screening process creates gaps when personnel (or dependents) fail to screen. Detailers’ efforts to solicit volunteers for overseas assignments can lead to time-late detailing; this sometimes forces commands to choose between accepting a gap to get properly trained personnel or taking untrained personnel simply to get them sooner. The lengthy security clearance approval process impedes productivity, as members often arrive without final clearance adjudication. Additionally, commands have limited ability to designate “key billets” for 24 month orders due to DoD policy limitations.

In many Navy commands, government civilians provide continuity to balance the military turnover; however, this is not the case in Bahrain, because regulations cap overseas tours at 5 years for civilians. Even if Department of the Navy (DON) civilian employees desired to stay longer, which many do, DoD policy provides barriers. Bahrain’s Human Resources Office (HRO) has billet gaps and leadership challenges of its own, which exacerbate an already challenging job of filling overseas positions. The average time to hire a civilian in Bahrain is 155 days, far exceeding the Navy’s goal of 80 days.

**Airfield Operations**

(b) (7)(E)

**Port Operations**

(b) (7)(E)

**Command Communications and Relationships**

The NSA Bahrain Commanding Officer has a robust outreach program, aimed at maximizing communication flow to tenant commands. Outreach includes monthly "town hall" meetings with tenant commands and meetings with Family Readiness Groups, biweekly visits to area orientation, articles in the base newspaper, messages on Armed Forces Network (AFN) radio, and 12 suggestion boxes spread throughout the installation. The focus groups, interviews, and survey comments corroborated our positive observations.

(b) (7)(E)

(b) (7)(E)
Jebel Ali

Command Managed Equal Opportunity

The NSA Bahrain Command Managed Equal Opportunity (CMEO) program is compliant with governing instructions. The Command Climate Specialist (CCS) is proactively engaged in improving the command climate and providing support to NAVCENT, Naples, and 16 additional tenant commands.

Equal Employment Opportunity

The NSA Bahrain Equal Employment Opportunity (EEO) program is not fully compliant with governing directives. There is a lack of established command Reasonable Accommodation (RA) procedures and only 30% of NSA Bahrain civilian employees have completed the federally mandated annual EEO training requirements.

Manning & Manpower

NSA Bahrain is 90 percent manned (993 of 1,102 billets authorized). Specifically, military manning is 108 percent (866 of 801 billets authorized) and civilian manning is 75 percent (60 of 80 billets authorized). NSA Bahrain is working hard to fill the vacant civilian billets; however, there are challenges with the Human Resources Office (HRO) as outlined below.

Civilian Human Resources

During our visit, we received numerous complaints about poor performance by the HRO, specifically concerning civilian hiring delays and pay setting. The Bahrain HRO provides support to the installation and associated tenant commands. The HRO’s reporting supervisor is CNREURAFSWA, with the base CO having performance rating input. The HRO has two key positions that are currently vacant; these vacancies left the office staffed with the HR manager as acting director, a GS-11 HR Specialist and six Foreign Nationals to function in a high tempo environment. To complicate matters, during the recent summer PCS season, HRO employee leave periods were not staggered, which further contributed to the hiring delays. Unfortunately, the acting HR Director was away from the office during our visit, and this absence limited our ability to thoroughly assess the situation.

Civilian Hiring

Civilian recruitment in an overseas environment holds specific challenges. In 2016, it took an average of 128 days for Bahrain’s HRO to hire civilian employees via merit promotion and 182 days when using external recruitment. This end-to-end hiring metric is more than double the Navy’s goal of 80 days.
There are numerous factors that impact recruitment timeliness including medical requirements, security screening, and obtaining a passport. We recognize that the solution to overseas recruitment challenges and lengthy hiring timeframes does not reside solely in the HRO, and that it is important for leaders to view this entire process as a system from identification of an upcoming vacancy, through classifying and advertising the position, to selection and eventual arrival of the new hire. Teamwork with all stakeholders is critical to shortening the timeframes to bring new employees onboard. NSA Bahrain established a Working Group to help understand and resolve the situation. Additionally, as a mitigation measure, Navy Region EURAFSWA self-reported they intend to assign HR personnel on temporary assignment to augment the HRO and reduce the backlog of hiring actions.

**Pay Setting**

Our inspection noted numerous complaints from foreign nationals (FN) employed by NSA Bahrain. These complaints included: inability to acquire health care insurance and workman’s compensation, dissatisfaction with paying into Bahrain’s unemployment (1%) account, not receiving an increase to their allowances, and starting at paygrade step zero (vice step one). While the HRO is unable to change the government of Bahrain’s policies regarding civilian employment, in some cases, HRO leadership could reduce confusion through better communication and more frequent status updates for the FN employee’s complaints.

**Personnel Support Detachment**

Our pre-inspection survey and focus group results shows the NSA Bahrain Personnel Support Detachment (PSD) suffers from a similar reputation as the HRO, meeting performance metrics in only 7 of 16 categories according to the Bureau of Naval Personnel (BUPERS). However, the Bahrain PSD has made significant improvements in 2016, including: outreach and communications with waterfront commands, customer service hours, and continued training of Command Pass Coordinators (CPC).

**Department of Defense Dependents School (DoDDS)**

DoDDS is a well-managed institution providing a quality educational experience.

**Noncombatant Evacuation Operations**

NSA Bahrain Instruction 3440.4A is well documented and current. The incremental changes in the plan are captured with each bi-annual exercise.

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

Facilities and real property space limitations create challenges for Navy missions in Bahrain. The space limitations are a result of the combined effects of growth in tenant population without a corresponding growth in real estate for U.S. Navy use.

**Facilities**
NREURAFSWA and NSA Bahrain have ineffective controls over the tenant population onboard the installation, and therefore struggle to effectively align theater missions, tasks, and basing assets. We recommend increased communication with NAVCENT to better share information. On a positive note, the NSA Bahrain command element is actively involved in a facility utilization process that relocates tenant commands not making best use of space into other facilities that better fit their requirements.

**Military Construction**

The U.S. Army Corps of Engineers (USACE) has responsibility for the execution of military construction projects in Bahrain. Thirteen projects programmed between Fiscal Years 2008 and 2016 have had significant problems with schedule and quality, which negatively impacted mission accomplishment and quality of life. CNIC has been involved in addressing these delays, and USACE owes NAVFAC a plan to correct these problems. We will provide NREURAFSWA a separate issue paper to further articulate the matter.

**Base Operating Services (BOS)**

Public Works Department (PWD) Bahrain provides BOS to the tenant commands in Bahrain and it monitors contractor performance through on-site Performance Assessment Representatives (PAR), who are themselves contractors. This arrangement is in conflict with the Naval Facilities Acquisition Supplement, which defines a PAR as a government official. NAVFAC has plans to hire civilian employees to replace the contractor PARs and is also forming a plan to determine how to replace the BOS contractor in the UAE with government officials.

**Housing**

The Navy has authority to grant dependent entry approval into Bahrain and has requested. NSA Bahrain has no accompanied on-base housing; and all families occupy residences off-base.

**Unaccompanied Housing**

Barracks 263 operates under a waiver from the Assistant Secretary of the Navy (Energy, Installations & Environment) because its 2+2 configuration does not meet Navy unaccompanied housing standards. The second barracks at NSA 1 has a 2+0 configuration. NSA Bahrain in a 1+1 configuration, and then recall the unaccompanied E-3s and E-4s who were living off-base.

**Accompanied Housing**

In a housing program review performed in 2016, CNIC Headquarters found the Fleet and Family Support Center (FFSC) to be understaffed to perform its functions, supported an installation request to hire six additional positions, and recommended filling three housing staff vacancies. FFSC personnel validate the force protection and life safety features of off-base housing rented by service members and U.S civilian employees, verify that landlords are not setting rents above market rates, ensure residents’ leases are written properly, and resolve disputes between service members and landlords. The understaffing results in an extended housing check-in process, increased temporary living allowance
costs to the Navy, less time for service members to carry out assigned duties, and frustration for families. That frustration was clearly evident in the focus groups held during the area visit.

**Energy**

The energy program in Bahrain is heavily influenced by a hot and humid environment, a relatively cheap supply of electrical power and water, and a growing population on a compact base footprint. NSA Bahrain has a good electrical master plan, but requires continued work in order to achieve energy conservation and energy security goals.

**Environmental**

The environmental program is well managed and fully compliant, yet faces several challenges as outlined below.

**Environmental Organization and Staffing**

The Public Works Department (PWD) environmental program is led by a civilian (GS-13) Installation Environmental Program Director, who is on a 24-month overseas assignment. The rest of the staff are local-hire employees, who provide continuity of program management that has significantly contributed to program success within the NSA Bahrain fence line. CNREURAFSWA has a vacant billet for an environmental program manager located in Bahrain. CNREURAFSWA and NAVFAC EURAFSWA provide guidance and “reach back” environmental support to Bahrain from Naples, Italy.

**Environmental Policy**

The Final Governing Standards (FGS) are the basis for environmental policy at U.S. Navy installations located outside the United States. FGS updates are required on a 5-year cycle; the FGS for Bahrain, environmental management system and Environmental Quality Assessments

NAVFAC EURAFSWA carried out the most recent external audit of the Bahrain environmental management system in January 2016. The report noted minor environmental management system findings which were corrected immediately. Given the significant change and growth at NSA Bahrain, the environmental management system objectives and targets merit review in order to anticipate and account for changing circumstances.

**Overseas Drinking Water**

The overseas drinking water program is well managed. In the meantime, the installation provides bottled water to personnel at NSA 3 and in the BANZ area.

**Safety & Occupational Health**
The safety program is compliant and well managed. The Safety Office completed a self assessment in January 2016, which accurately reflected the compliant status of the overall safety program.

Safety and Occupational Health (SOH) Organization and Staffing

The NSA Bahrain Safety Office supports NSA Bahrain, NAVCENT, PWD, and other tenants based in Bahrain. The Safety Office is fully staffed, although the civilian Safety Manager position has been filled since July 2015 by an active duty Aviation Safety Officer, with limited experience in installation-level SOH.

In a 2013 Safety and Occupational Health Management Evaluation (SOHME), CNREURAFSWA recommended a grade increase for the Safety Manager from GS-0018-12 to GS-0018-13. The SOHME cited “the complexities and responsibilities associated with directing a program which supports multiple high hazard industrial operations” to justify the grade increase. NSA Bahrain has been unable to hire a civilian Safety Manager since the last one departed in July 2015 and has compensated by assigning an active duty officer.

Local-hire civilian employees provide the cohesiveness and continuity that sustain Bahrain’s safety program. They are fully qualified safety professionals with an invaluable knowledge of NSA Bahrain and its tenant commands. Their working knowledge and effective use of CNIC’s safety management software program – ESAMS – is above average compared with other installations we’ve visited.

Explosive Safety

The requirements on the NSA Bahrain explosives safety program (b) (7)(E) are being met. However, there has been no increase in supervision or oversight. NSA Bahrain should consider hiring additional explosive safety officers.

Traffic Safety

NSA Bahrain has no motorcycle training range, and CNIC has not funded motorcycle training overseas. Although there is no motorcycle training available in Bahrain, there are currently 31 documented motorcycle riders. NSA Bahrain should re-assess the need for a local motorcycle safety course.

Zone Inspections

The NSA Bahrain Executive Officer accompanies Safety personnel on weekly zones inspections at various parts of the installation. During our visit, Safety personnel inspected a Morale, Welfare and Recreation food service area (the “Oasis”, located in building 261) and identified a floor in the food preparation area that requires replacement. This practice of zone inspections demonstrates active Command support for the safety program.

Transportation

Public Works Transportation self-reported that leased vehicles assigned to tenant units are used in violation of home-to-work prohibitions. NSA Bahrain has a plan to monitor traffic at the gates to identify offenders.
SECURITY PROGRAMS

Command Security Overview

Throughout our visit, we were impressed with the professionalism of the Security Force.

Physical Security and Antiterrorism/Force Protection (ATFP)

NSA Bahrain’s ATFP plan is current, and has been exercised through force protection condition (FPCON) Charlie to ensure resource levels are sufficient to support their current mission.

Law Enforcement

The Operations Division, primarily responsible for the law enforcement and security patrols, following their last Mission Profile Validation – Protect (MPV-P) assessment, additional posts have been manned. The MWD division. There are

Operations Security (OPSEC)

OPSEC at NSA Bahrain is compliant with governing directives. NSA Bahrain has a formal OPSEC program under the supervision of a properly trained and qualified OPSEC officer, and has effectively integrated their own OPSEC program into the programs of the major tenant commands, and into the base ATFP program.

Emergency Management

Emergency Management at NSA Bahrain is compliant with governing directives, with only minor deficiencies noted. NSA Bahrain maintains a Local Dispatch Center (LDC) capability.
NSA Bahrain is currently pursuing improvements to their Mass Notification System (MNS) to ensure real-time notification is made to personnel on post. In order to maintain permanent manning of the LDC.

PREVENTION & RESPONSE PROGRAMS

NAVCENT’s Prevention and Response Programs are effective and executed in accordance with governing instructions, with the exception of the Sexual Assault Prevention Response program.

Sexual Assault Prevention Response

Sexual Assault Prevention and Response (SAPR) program is not fully compliant. The Sexual Assault Response Coordinator (SARC), SAPR POC, and the Victim Legal Counsel (VLC) are actively engaged with NSA Bahrain and tenant commands. Updates to command instructions, service record reviews, and training completion are required to bring this program into compliance.

COMMUNITY SUPPORT PROGRAMS

We observed community support programs were effective in supporting the Bahrain community. Manning shortfalls are placing a strain on the existing workforce, limiting the number of services that can be provided. There is a particularly large strain on Medical and Dental support.

Medical and Dental Support

The Naval Branch Health Clinic provides excellent care for NSA Bahrain, within the limits of their manning. The clinic serves enrolled family members, base tenant commands, and ships operating in the region. However, they face a number of challenges including: the imposition of customs fees on medications, medical supplies and equipment; an increasing demand for mental healthcare, particularly pediatric mental healthcare and Educational Development Intervention Services (EDIS); the impact of high staff turnover; and keeping up with increasing demand for care in a high OPTEMPO AOR.

The most serious risk to the mission is medications and medical supplies are being delayed in customs awaiting release approval from the Ministry of Health (MOH) and the National Healthcare Regulating Agency (NHRA). The NHRA recently imposed customs fees on medications, vaccinations, medical supplies and equipment. Although the defense cooperative agreement under which the base operates
specifies medical supplies are not to be charged customs fees, the MOH and the NHRA recently began holding up supply shipments until fees were paid.

**SAILOR PROGRAMS**

Sailor programs are compliant with governing directives. The installation provides activities suited to the population it supports, and Sailors generally enjoy the services provided.

**Survey and Focus Group Findings**

We conducted surveys and focus group discussions to assess the quality of home life (QOHL) and work life (QOWL). Our overall assessment is that NSA Bahrain is supporting tenant commands and adequately providing quality of life (QOL) services for Sailors and their families, and civilian employees within existing constraints.

Pre-visit survey and focus group discussions indicated QOHL and QOWL at NSA Bahrain were lower than our historical area visit averages, but were similar to the average for overseas locations. Primary negative impacts to QOHL and QOWL included concerns over cost of living, spouse access to employment, and length of workday.

**Deficiencies and Recommendations**

A comprehensive list of deficiencies and recommendations will be forwarded to NREURAFSWA under separate correspondence.
From: Naval Inspector General
To: Commander, Navy Region Europe, Africa, and Southwest Asia

Subj: AREA VISIT TO BAHRAIN

Ref: (a) NAVINSGEN ltr 5040 Ser N3/0123 of 6 Feb 17

Encl: (1) List of Deficiencies from Bahrain area visit
(2) List of Recommendations from Bahrain area visit
(3) Implementation Status Report (ISR), OPNAV Form 5040/2
(4) Summary of Key Results and Data from Bahrain pre-inspection Survey
(5) Summary of Focus Group Perceptions from Bahrain workforce
(6) Issue Paper

1. The Office of the Naval Inspector General conducted an area visit to Bahrain and the United Arab Emirates from 19 to 27 September 2016. Reference (a) is our area visit report, previously distributed under separate correspondence.

2. Enclosure (1) includes a list of deficiencies identified during the area visit, forwarded for your awareness and corrective action. Enclosure (2) includes a list of our recommendations, based on best practices as observed from previous inspections; they are forwarded for your consideration. Correction of each deficiency, and a brief description of action(s) taken, should be reported using an implementation status report (ISR) form, enclosure (3), on a quarterly basis with the first submission due on June 7, 2017. ISRs should be submitted to the collective email address naviginspections.FCT@navy.mil. Deficiencies not corrected by this date should be updated quarterly until completed. Enclosure (4) is a summary of information collected from our anonymous pre-event online survey, and enclosure (5) is a summary of information collected from the on-site focus groups. This information is provided for your usage as appropriate. Finally, enclosure (6) includes an Issue Paper that addresses a topic whose resolution requires action from an organization outside the inspected command. Request Navy Region Europe, Africa, and Southwest Asia work together to coordinate resolution.

3. My point of contact is [Redacted], Director of Inspections.

Copy to:
ASN (EI&E)
CNIC

HERMAN A. SHELANSKI
Deficiencies

MISSION AND TENANT SUPPORT

Equal Employment Opportunity

**Deficiency 1.** NSA Bahrain does not have an established procedure for processing requests for Reasonable Accommodation and, where appropriate, for providing Reasonable Accommodation to employees with disabilities. Reference: Civilian Human Resources Manual (CHRM) 1606, Procedures for Processing Requests for Reasonable Accommodation, paragraphs 3.k and 3.l.

**Deficiency 2.** Mandatory annual EEO training requirements are not completed. References: SECNAVINST 12410.25, 5.h(3) and DON Office of Civilian Human Resources, https://www.portal.navy.mil/donhr/TrainingDevelopment/Pages/MandatoryTraining.aspx.

Human Resources

**Deficiency 3.** Bahrain HRO is not establishing pay at step one of the appropriate grade for newly hired non-appropriated fund (NAF) local national personnel. Reference: Central Command Regulation (CCR) 690-3, 16-11.

FACILITIES, PUBLIC WORKS, HOUSING AND SAFETY

Facilities

**Deficiency 4.** PWD Bahrain monitors base operating services contractor performance through a contractor performance assessment representative when this role is required to be a government employee. Reference: Naval Facilities Acquisition Supplement, Section 1.602-2 (c)(1).

**Deficiency 5.** Barracks 263 does not meet minimum adequacy standards for permanent party personnel. Reference: DoD 4165.63-M, Enclosure 3, Table 2, as adjusted by ASN(EI&E) memo of 11 Aug 11.

Energy

**Deficiency 6.** NSA Bahrain is not distributing energy and water consumption data to departments and tenants. Reference: NSA BAHRAINAHRAININST 4100.1A.

Environmental

**Deficiency 7.** Water from the distribution systems at NSA 3 and the BANZ area is not fit for human consumption. Reference: CNIC Memorandum 5200 Ser N4/13U84375 dtd 2 Aug 2013, Determination of Fit for Human Consumption and Public Notification for the Overseas Drinking Water Program.

**Deficiency 8.** The drinking water system is conditionally certified to operate, and is currently unable to achieve full certification due to sanitary survey deficiencies. Reference: CNIC Instruction 5090.2, ODW Operation and Operator Requirements.
Safety & Occupational Health

Deficiency 9. Commander Navy Region Europe, Africa, and South West Asia (CNREURAFSWA) and NAVFAC EURAFSWA have no written agreement, signed by both parties, for NSA Bahrain to administer the confined space program on behalf of PWD Bahrain. Reference: OPNAVINST 5100.23G, CH-1, paragraph 2703.e.

Deficiency 10. NSA Bahrain has no written, site-specific confined space rescue plan. Reference: OPNAVINST 5100.23G, CH-1, paragraph 2728.

SECURITY PROGRAMS

Physical Security and Antiterrorism/Force Protection (ATFP)

Deficiency 11. (b) (7)(E)

Deficiency 12. (b) (7)(E)

Deficiency 13. (b) (7)(E)

Deficiency 14. (b) (7)(E)

Emergency Management

Deficiency 15. NSA Bahrain Mass Notification system is not capable of providing real-time information and instructions to people in buildings using intelligible voice communications. Reference: CNI 3440.17, paragraph 6; and Unified Facilities Criteria (UFC) 4-021-01, Design and O&M: Mass Notification Systems, paragraph 2-2.

Deficiency 16. Category determination for personnel assigned to NSA Bahrain and all tenant commands is incomplete and inconsistent. Reference: OPNAVINST 3440.17A, Enclosure (2), paragraph 3.

PREVENTION & RESPONSE AND COMMUNITY SUPPORT

Sexual Assault Prevention Response

**Deficiency 18.** SAPR training, required for military, civilians and civilians who supervise service members has not been completed. References: DoDI 6495.02, CH-2, Enclosure (10), paragraphs 1.b, 2, 3.e and f; SECNAVINST 1752.4B, Enclosure (3), paragraph 2d; and OPNAVINST 1752.1C, Chapter 2, paragraphs 1, 15.ac, 22.f, Appendix 2B (page 2B-3), and Chapter 10, paragraph 1.

**Deficiency 19.** NSA Bahrain did not conduct a command review of all NAVPERS 1070/887 or FC 91 documents in OMPF for permanently assigned personnel. Reference: OPNAVINST 1752.1C, Chapter 2, paragraph 15.ab, and Appendix 2B (page 2B-1).

**Deficiency 20.** The Commanding Officer and Executive Officer did not receive the required MRE 514 brief within 30 days of taking office. References: DoDI 6495.02, CH-2, Enclosure (5), paragraph 3.b; SECNAVINST 1752.4B, Enclosure (5), paragraph 3.b; and OPNAVINST 1752.1C, Chapter 2, paragraph 15.b and Appendix 2B (page 2B-1).

Suicide Prevention Program

**Deficiency 21.** Suicide prevention training was not completed by civilian personnel and full-time contractors. References: OPNAVINST 1720.4A, paragraph 5.a(1), 6.h(3), and Enclosure 3, paragraph 1.
Recommendations

MISSION AND TENANT SUPPORT

Airfield Operations

Recommendation 1. That Naval Forces Central Command (NAVCENT) and CNREURAFSWA continue coordination to find a housing solution that doesn’t require them to make annual lease payments in advance.

Jebel Ali Support

Recommendation 3. That Naval Forces Central Command (NAVCENT) and CNREURAFSWA continue coordination to find a housing solution that doesn’t require them to make annual lease payments in advance.

Human Resources

Recommendation 4. That CNREURAFSWA make the Human Resources Office (HRO) Director position a priority fill.

Recommendation 5. That Deputy CNREURAFSWA provide more extensive oversight of the HRO.

Recommendation 6. That HRO review NSA Bahrain’s hiring scorecard on a recurring basis and brief NSA Bahrain leadership using metrics regarding hiring processes.

Personnel Support Detachment

Recommendation 7. That Bahrain tenant commands consider assigning Command Pass Coordinator (CPC) duties to more senior, experienced Petty Officers.

FACILITIES, PUBLIC WORKS, HOUSING AND SAFETY

Facilities

Recommendation 8. That NAVCENT and CNREURAFSWA coordinate more closely to provide NSA Bahrain with data on tenant commands approved to work onboard NSA Bahrain.

Housing

Recommendation 9. That NSA Bahrain hire six additional housing positions identified in the CNIC Housing Program Review.
Energy

Recommendation 10. That NSA Bahrain follow through on its electrical master plan with a return on investment analysis and project planning documentation in order to achieve energy conservation and energy security goals.

Environmental

Recommendation 11. That PWD Environmental Division consult with CNREURAFSWA to seek written clarification on how the exemptions described in section 1.3 of (b) (7)(E) apply when/if the Navy does not provide a full range of installation services.

Recommendation 12. That NSA Bahrain plan to re-assess its Environmental Management System objectives and targets at key milestones that represent significant changes, such as the introduction of residential facilities to the NSA II area, the potential consolidation of activities in the NSA III area, the planned completion of demolition and construction activities in the “BANZ” area, and the requested increase in dependent entry approvals.

Safety & Occupational Health


Recommendation 14. That NSA Bahrain ensure users of lasers read manufacturer literature and labeling and report any instances of contact of the laser beam with an eye to the safety office immediately.

Recommendation 15. That NSA Bahrain assess the number of explosive safety officers required to effectively manage the explosives safety program.

Recommendation 16. That NSA Bahrain notify incoming personnel that no motorcycle training is offered in country and that riders should meet current training requirements prior to arrival in Bahrain.

SECURITY

Physical Security and Antiterrorism/Force Protection (ATFP)

Recommendation 17. (b) (7)(E)
PREVENTION & RESPONSE

Sexual Assault Prevention Response

Recommendation 18. That NSA Bahrain add the SAPR POC to the command check-in sheet.
Summary of Key Survey Results

PRE-EVENT SURVEY

In support of the Bahrain area visit, NAVINSGEN conducted an anonymous online survey of active duty military and Department of the Navy (DON) civilian personnel. The survey produced 788 respondents (673 military, 115 civilian). According to reported demographics, the sample represented the NSA Bahrain workforce with a better than a 5% margin of error at the 95% confidence level. Selected topics are summarized in the sections below, followed by a frequency report of specific questions.

Quality of Life

Quality of Work Life (QOWL)

Quality of life was assessed using a scale from 1 to 10, where 1 is worst and 10 is best. The overall NSA Bahrain average quality of work life (QOWL), 6.13, was lower than the historical area visit average, 6.39 (Figure 1). The overall NSA Bahrain average quality of home life (QOHL), 6.25, was significantly lower than historical area visit average, 7.19 (Figure 2) but was on par with other overseas locations.

Figure 1. Distribution of QOWL 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 each bar. Counts for each rating are shown above each bar. The most frequent rating is shown in blue.
Figure 2. Distribution of QOHL 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 each bar. Counts for each rating are shown above each bar. The most frequent rating is shown in blue.

Figure 3 compares females and males rating of QOWL. Figure 4 compares military and civilian rating of QOWL. There are no significant differences in how females and males or military and civilians rated QOWL.

Figure 3. Distribution of QOWL from the pre-event survey. The x-axis represents the percentage of survey participants and the y-axis lists the rating scale. Scanning from left to right allows the reader to compare the percentage of female and male participant ratings on QOWL.
Military and Civilian QOWL

Figure 4. Distribution of QOWL from the pre-event survey. The x-axis represents the percentage of survey participants and the y-axis lists the rating scale. Scanning from left to right allows the reader to compare the percentage of military and civilian participant ratings on QOWL.

In order to get a clearer understanding of the drivers of survey participant QOWL rating, participants were asked to indicate whether the following factors have a positive, neutral, or negative impact on their QOWL rating. These factors included:

- Job satisfaction
- Leadership support
- Leadership opportunities
- Workload
- Work Hours/Schedule
- Advancement opportunities
- Awards and recognition
- Training opportunities
- Command morale
- Command climate
- Quality of workplace facilities

Factors of potential concern were identified by distributional analyses, where 20% negative responses served as a baseline. The baseline is derived from a simple assumption that Navy leadership may want to be alerted to a factor in which potentially more than one out of five respondents would indicate that the topic had a negative impact on their rating. The aggregate of all survey participants indicated quality of workplace facilities (31%), length of workday (30%), training opportunities (25%), and command morale (25%) factors had a significant negative impact on QOWL. Comparisons between demographic groups yielded more specific results. Military participants rated length of workday (33%) as significantly impacting their QOWL rating. Civilian participants indicated that quality of workplace facilities (52%), advancement opportunities (44%), training opportunities (39%), award and recognition programs (34%), and leadership opportunities (32%) significantly impacted their QOWL rating. Females did not significantly differ from males.

Command Morale & Climate

The survey asked participants to expand on their perceptions of command morale and command climate factors. Considering the above analysis suggesting that 25% of the participants rated command
morale as contributing to their negative rating on QOWL, a deeper dive into command morale and climate is presented. Participants were asked to rate their perceptions to questions concerning the factors below:

- job importance to command
- command safety
- communication up and down chain of command
- treatment with respect by superiors
- fairness of performance evaluation
- military-civilian relations
- command equal opportunity program
- resolution of climate issues
- fraternization
- Favoritism
- discrimination
- sexual harassment
- hazing

Only one factor was significantly above the 20% baseline indicating a negative impact on command morale and climate: favoritism.

**Quality of Home Life (QOHL)**

Figure 5 compares females and males survey participants on their ratings of QOHL. Figure 6 contrasts military and civilian participants on their rating of QOHL. No differences were observed. To aid in the understanding of the drivers of survey participant QOHL rating, participants were asked to indicate whether the following factors have a positive, neutral, or negative impact on their QOHL rating. These factors included:

- Quality of home
- Quality of the school for dependent children
- Quality of the childcare available
- Shopping and dining opportunities
- Recreational opportunities
- Access to spouse employment
- Access to medical/dental care
- Cost of living

**Male and Female QOHL**
Military and Civilian QOHL

Factors of potential concern were identified by distributional analyses, where 20% negative responses served as a baseline. The aggregate of all survey participants indicated cost of living (61%), access to spouse employment (51%), recreational opportunities (33%), and access to quality medical/dental care (26%) factors had a significant negative impact on QOHL. Comparisons between demographic groups yielded more specific results. Civilian participants indicated that access to medical/dental care (56%) significantly impacted their QOHL rating. Female participants indicated that quality of childcare available (46%) significantly impacted their QOHL rating.

Area Support and Services

Satisfaction with area support and services was assessed using a scale from 1 to 10, where 1 is worst and 10 is best. The bullets below illustrate the various area support services surveyed and the average rating.

- Fleet Family Support Center (FFSC); 7.26
- Morale Welfare and Recreation (MWR); 7.27
- Navy Exchange (NEX); 6.23
- Commissary (Base grocery store); 4.46
- Healthcare benefits; 6.30
- Family Healthcare benefits; 6.11
- Child Development Center (CDC); 5.75
- Residence; 6.88
Additional analysis revealed the following amplification of each of the area support and services. Medical appointment availability (28%) and waiting time (24%) were concerns of the survey participants. Some survey participants negatively rated cost (43%) and the variety of merchandise (33%) at the NEX. Almost a fourth of the survey participants (24%) rated the affordability of housing negatively. Participants expressed concerns regarding the commissary/base grocery store with the variety of products/produce/meat selections (43%), quality of products/produce/meat selections (39%), and cost (51%).

Mission Tools & Resources

Below is a list with aggregate strongly disagree and disagree response percentages to survey questions probing the adequacy of tools and resources that support the mission. Items of potential concern were identified by distributional analyses, where 20% negative responses served as a baseline.

- The Human Resource Service Center provides timely, accurate response to my queries. (85%)
- My (local) Human Resource Office provides timely, accurate response to my queries. (73%)
- My command /organization conduct recruitment actions fairly and fill job vacancies with the best-qualified candidate. (40%)
- I work more hours than I report in a pay period because I cannot complete all assigned tasks during scheduled work hours. (43%)
- My position description is current and accurately describes my functions, tasks, and responsibilities. (32%)
- My current work week affords enough time to complete mission tasks in a timely manner while maintaining an acceptable work-home life balance. (33%)
- I have the tools and resources needed to do my job properly. (26%)
- I am satisfied with the overall quality of my workplace facilities. (26%)

QOL Summary Comments

The last question on the survey asked participants to submit comments about other impacts on their QOL. There was not a dominant theme in the comments. Here are a few comments of note: “The work/life balance is completely out of proportion on PCs.” “The cost of living here is outrageous.” “Civil service employees are required to pay federal taxes which is unfair and inequitable.” “Not getting enough time off, working long and late hours is a constant occurrence.”

DoDDs school is not providing same services as other DoDDs schools throughout the Region.” “Our CO literally has said ‘morale is none of my concern’. “PSD here in Bahrain doesn’t support IA members and it is left up to our parent command to process travel claims. With the 13 hour time difference to my parent command, it is difficult to resolve pay/travel issues and travel claims go over 30 days without payment.” “Due to PSD, Bahrain, not supporting IAs and the time difference to my parent command, I have to wake up in the middle of the night to make phones calls at 0200 to my parent command, in an effort to resolve travel claim issues.” “We are drastically undermanned.” “Wow, what an awful place to be stationed with family.” “Housing office is completely mismanaged, corrupt, and failing.” “The housing process for new check-ins is an absolute nightmare, and is designed primarily to support housing office’s convenience over that of the Sailors assigned to afloat and ashore units in Bahrain.” “Galley food is horrible.”
Survey Response Frequency Report

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

- SD  Strongly Disagree
- D   Disagree
- N   Neither Agree or Disagree
- A   Agree
- SA  Strongly Agree
- -   Negative
- N   Neutral
- +   Positive
- N   Never
- R   Rarely
- S   Sometimes
- F   Frequently
- A   Always
### 2016 AREA VISIT TO BAHRAIN

<table>
<thead>
<tr>
<th>Military</th>
<th>Civilian</th>
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<tbody>
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<td>Male</td>
<td>Female</td>
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<tr>
<td>287</td>
<td>78</td>
</tr>
<tr>
<td>66%</td>
<td>18%</td>
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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 the availability of opportunities for professional growth.

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<td>7%</td>
<td>5%</td>
<td>9%</td>
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<td>9%</td>
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</table>

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

<table>
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<tr>
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<tbody>
<tr>
<td>Job satisfaction</td>
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<td>Leadership support</td>
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<td>Leadership opportunities</td>
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<tr>
<td>Workload</td>
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<tr>
<td>Work Hours/Schedule</td>
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<tr>
<td>Advancement opportunities</td>
</tr>
<tr>
<td>Awards and recognition</td>
</tr>
<tr>
<td>Training opportunities</td>
</tr>
<tr>
<td>Command morale</td>
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<tr>
<td>Command climate</td>
</tr>
<tr>
<td>Quality of workplace facilities</td>
</tr>
</tbody>
</table>

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.

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<tr>
<th>Count</th>
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For each of the factors below, please indicate whether they have a positive, neutral, or negative impact on your QOHL rating.

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<tbody>
<tr>
<td>Quality of home</td>
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<td>Quality of the school for dependent children</td>
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<tr>
<td>Quality of the childcare available</td>
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<tr>
<td>Shopping &amp; dining opportunities</td>
</tr>
<tr>
<td>Recreational opportunities</td>
</tr>
<tr>
<td>Access to spouse employment</td>
</tr>
<tr>
<td>Access to medical/dental care</td>
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<tr>
<td>Cost of living</td>
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</tbody>
</table>

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

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<thead>
<tr>
<th>SD</th>
<th>D</th>
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<th>A</th>
<th>SA</th>
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<tbody>
<tr>
<td>0%</td>
<td>16%</td>
<td>20%</td>
<td>35%</td>
<td>25%</td>
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</tbody>
</table>

My current workweek affords enough time to complete mission tasks in a timely manner while maintaining an acceptable work-home life balance.
### 2016 AREA VISIT TO BAHRAIN

<table>
<thead>
<tr>
<th>SD</th>
<th>D</th>
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<th>A</th>
<th>SA</th>
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</thead>
<tbody>
<tr>
<td>68</td>
<td>78</td>
<td>78</td>
<td>139</td>
<td>52</td>
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<tr>
<td>16%</td>
<td>19%</td>
<td>19%</td>
<td>33%</td>
<td>13%</td>
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My position description is current and accurately describes my functions, tasks, and responsibilities.

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<tr>
<th>SD</th>
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<td>4</td>
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<td>0</td>
<td>32</td>
<td>11</td>
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<tr>
<td>6%</td>
<td>29%</td>
<td>0%</td>
<td>48%</td>
<td>17%</td>
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I work more hours than I report in a pay period because I cannot complete all assigned tasks during scheduled work hours.

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<td>14</td>
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<td>15</td>
<td>12</td>
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<td>24%</td>
<td>19%</td>
<td>19%</td>
<td>21%</td>
<td>17%</td>
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</table>

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

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<tr>
<th>SD</th>
<th>D</th>
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<tbody>
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<td>26</td>
<td>20</td>
<td>0</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>48%</td>
<td>37%</td>
<td>0%</td>
<td>13%</td>
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My (local) Human Resources Office provides timely, accurate responses to my queries.

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<td>25</td>
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<td>0</td>
<td>19</td>
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<tr>
<td>37%</td>
<td>34%</td>
<td>0%</td>
<td>28%</td>
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The DON civilian recruitment process is responsive to my command’s civilian personnel requirements.

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<tr>
<td>37</td>
<td>27</td>
<td>271</td>
<td>58</td>
<td>18</td>
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<tr>
<td>9%</td>
<td>7%</td>
<td>66%</td>
<td>14%</td>
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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.

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<td>17</td>
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<td>42</td>
<td>96</td>
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<td>7%</td>
<td>8%</td>
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I am satisfied with the overall quality of my workplace facilities.

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<td>66</td>
<td>94</td>
<td>160</td>
<td>57</td>
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<td>16%</td>
<td>23%</td>
<td>39%</td>
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Rate your satisfaction with your Child Development Center (CDC) on a scale of 1 (worst to 10 (best).

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<tbody>
<tr>
<td></td>
<td>30%</td>
<td>30%</td>
<td>40%</td>
</tr>
<tr>
<td>Availability of childcare services (regular &amp;/or drop off)</td>
<td>30%</td>
<td>40%</td>
<td>30%</td>
</tr>
<tr>
<td>Quality of childcare services (regular &amp;/or drop off)</td>
<td>10%</td>
<td>40%</td>
<td>50%</td>
</tr>
<tr>
<td>Cost of childcare services</td>
<td>50%</td>
<td>30%</td>
<td>20%</td>
</tr>
<tr>
<td>Staff’s customer service</td>
<td>60%</td>
<td>20%</td>
<td>20%</td>
</tr>
<tr>
<td>Hours of operation</td>
<td>60%</td>
<td>20%</td>
<td>20%</td>
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Rate your overall satisfaction with the Fleet Family Support Center (FFSC) services on a scale of 1 (worst) to 10 (best).

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<tr>
<td></td>
<td>51%</td>
<td>45%</td>
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## 2016 AREA VISIT TO BAHRAIN

<table>
<thead>
<tr>
<th>Service</th>
<th>Rating 60%</th>
<th>Rating 35%</th>
<th>Rating 5%</th>
</tr>
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<tbody>
<tr>
<td>Quality of services</td>
<td>60%</td>
<td>35%</td>
<td>5%</td>
</tr>
<tr>
<td>Appointment availability</td>
<td>45%</td>
<td>50%</td>
<td>5%</td>
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<tr>
<td>Staff’s customer service</td>
<td>59%</td>
<td>38%</td>
<td>3%</td>
</tr>
<tr>
<td>Hours of operation</td>
<td>49%</td>
<td>46%</td>
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### Rate your overall satisfaction with your healthcare benefits on a scale of 1 (worst) to 10 (best).

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

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

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<td>23%</td>
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### Rate your overall satisfaction with the Navy Exchange (NEX) on a scale of 1 (worst) to 10 (best).

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<td>15%</td>
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### Rate your overall satisfaction with the Commissary on a scale of 1 (worst) to 10 (best).

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<td>15%</td>
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### Rate your overall satisfaction with the Commissary on a scale of 1 (worst) to 10 (best).

| Variety of MWR services available | 60% | 27% | 12% |
| Quality of services               | 61% | 32% | 7%  |
| Cost                              | 51% | 36% | 13% |
| Staff’s customer service          | 60% | 32% | 8%  |
| Hours of operation                | 58% | 31% | 11% |

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

| Variety of merchandise selections  | 29% | 35% | 37% |
| Quality of merchandise selections  | 43% | 41% | 16% |
| Cost                              | 24% | 31% | 45% |
| Staff’s customer service          | 61% | 30% | 9%  |
| Hours of operation                | 64% | 27% | 9%  |
### 2016 AREA VISIT TO BAHRAIN

<table>
<thead>
<tr>
<th>Count</th>
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<th>27</th>
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<th>31</th>
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<th>7</th>
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<td>24%</td>
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Enclosure (4)

| Variety of products/produce/meats selection | 13% | 44% | 44% |
| Quality of products/produce/meats selection | 17% | 45% | 38% |
| Cost | 10% | 38% | 52% |
| Staff's customer service | 39% | 44% | 16% |
| Hours of operation | 41% | 43% | 16% |

Rate your overall satisfaction with your residence.

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<th>1</th>
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<td>24%</td>
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</tbody>
</table>

| Location of dwelling | 69% | 24% | 7% |
| Quality of dwelling | 55% | 32% | 13% |
| Affordability of the dwelling | 36% | 38% | 26% |
| Within Basic Allowance for Housing amount | 49% | 39% | 12% |
| Affordability of insurance | 24% | 68% | 8% |
| Quality of neighborhood | 33% | 52% | 16% |
| Safety and security | 46% | 44% | 10% |
| School system | 14% | 79% | 7% |

My command is concerned about my safety.

<table>
<thead>
<tr>
<th>SD</th>
<th>D</th>
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<th>A</th>
<th>SA</th>
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<tbody>
<tr>
<td>7%</td>
<td>17</td>
<td>52</td>
<td>180</td>
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<tr>
<td>2%</td>
<td>4%</td>
<td>13%</td>
<td>43%</td>
<td>38%</td>
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My job is important and makes a real contribution to my command.

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<tr>
<td>12</td>
<td>19</td>
<td>46</td>
<td>157</td>
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<tr>
<td>3%</td>
<td>5%</td>
<td>11%</td>
<td>38%</td>
<td>44%</td>
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</table>

__________ is occurring at my command.

| Fraternization | 85 | 108 | 149 | 49 | 20 |
| Favoritism | 71 | 88 | 127 | 82 | 43 |
| Gender/Sex Discrimination | 126 | 133 | 120 | 19 | 13 |
| Sexual Harassment | 168 | 132 | 98 | 11 | 2 |
| Race Discrimination | 168 | 132 | 98 | 11 | 2 |
| Hazing | 174 | 136 | 91 | 14 | 6 |

I have adequate leadership guidance to perform my job successfully.

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<th>SA</th>
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<td>86</td>
<td>161</td>
<td>86</td>
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<tr>
<td>8%</td>
<td>12%</td>
<td>21%</td>
<td>39%</td>
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My performance evaluations have been fair.

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<th>SA</th>
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<tr>
<td>2%</td>
<td>4%</td>
<td>36%</td>
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The awards and recognition program is fair and equitable.

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<td>8%</td>
<td>12%</td>
<td>31%</td>
<td>31%</td>
<td>18%</td>
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Military and civilian personnel work well together at my command.

<table>
<thead>
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<th>D</th>
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<th>SA</th>
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<td>4%</td>
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<td>25%</td>
<td>40%</td>
<td>27%</td>
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My superiors treat me with respect and consideration.

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<tr>
<td>6%</td>
<td>7%</td>
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<td>41%</td>
<td>35%</td>
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My command attempts to resolve command climate issues.

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<td>84</td>
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<td>5%</td>
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I have adequate time at work to complete my General Military Training and/or mandatory civilian training.

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<thead>
<tr>
<th></th>
<th>Yes</th>
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<tbody>
<tr>
<td>226</td>
<td>117</td>
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<tr>
<td>66%</td>
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Summary of Focus Group Perceptions

On 19 and 20 September 2016, NAVINSGEN conducted focus groups and interviews with various active duty military (86), civilian personnel (39), and spouses (14) for a total of 139 participants. Focus group participants were asked to characterize as major, moderate, or minor the impact on the mission, job performance, and/or quality of life for each topic using a standardized Impact Matrix (See Matrix 1 below).

Matrix 1: Command Inspection Impact Matrix

<table>
<thead>
<tr>
<th>IMPACT</th>
<th>Major</th>
<th>Moderate</th>
<th>Minor</th>
</tr>
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<tbody>
<tr>
<td>Negative</td>
<td>▪ Severe negative impact on command climate or quality of life</td>
<td>▪ Negatively impacts the mission, job performance, or quality of life, but does not meet any of the Major impact requirements</td>
<td>▪ General distractor that does not meet the Moderate impact standard</td>
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<tr>
<td></td>
<td>▪ Unable to accomplish a mission or task</td>
<td></td>
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<tr>
<td></td>
<td>▪ Accepted substantial risk to accomplish an assigned mission or task</td>
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<td></td>
<td>▪ Deferred key mission readiness tasks</td>
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<td></td>
<td>▪ Clearly violates law or regulation (e.g., Title 10, U.S.C., 32 CFR) or Navy policy</td>
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<td></td>
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<tr>
<td>Positive</td>
<td>▪ Outstanding aspect of command climate or quality of life</td>
<td>▪ Positively impacts mission, job performance, or quality of life, but does not meet any of the Major impact requirements</td>
<td>▪ General positive effect that does not meet the Moderate impact standard</td>
</tr>
</tbody>
</table>

Table 1 lists the top eight focus group topics that were expressed as a major impact on the mission, job performance, or QOL. The overall tone of the focus groups and interviews was earnest and professional, with participants volunteering concerns regarding quality of life, job performance, and mission accomplishment. Participants seemed to be forthcoming with their participation and discussions were lively.
Table 1. Participant-Derived Focus Group Topics Expressed as a Major Impact on the mission, job performance, or quality of life.

<table>
<thead>
<tr>
<th>Topic</th>
<th>Major</th>
<th>Moderate</th>
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<tbody>
<tr>
<td>Housing Process</td>
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<tr>
<td>Manning and Manpower</td>
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<tr>
<td>Human Resources</td>
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<td>PSD</td>
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<tr>
<td>Medical/Dental</td>
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<td>Parking</td>
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<td>Pay and Compensation</td>
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<tr>
<td>Hiring Process</td>
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Notes. Descending order of the number of focus group/interview topics that were expressed as a major impact on the mission, job performance, and/or quality of life in at least four military, civilian or spouse groups; colored arrows indicate active duty military (⊥), civilian (⊥) and spouse (⊥). An arrow pointing up indicates a positive impact. An arrow pointing down is a negative impact.

**Housing Process**

The most frequently mentioned topic in the focus groups centered on the housing process. Examples of the discussion topics included the complex and backlogged housing process which takes a lot of time away from work. Frustrations included not having a robust black list for houses that are not properly maintained. Overseas Housing Allowance (OHA) policies drive up rental rates and forces people out of their homes when the landlord rents to multiple US personnel and double the landlord’s rental income. Once in their housing, people are generally pleased they live in nicer housing than they could generally afford.

**Military Comments**

“Things break in my house and nobody comes and fixes them.” “The blacklist does not keep properties off limits.” “Housing is understaffed.” “Director of Housing is awesome. But, he wears three hats.” “Realtors show us houses from landlords who are not approved by Housing Office.” “I had issues with the TLA system.” “I have had problems between PSD and housing. There doesn't appear to be any logic to the system. Housing needs more manning, better processes, and electronic capabilities.” “I have had problems with communicating and understanding housing policy and BAH.” “We need to understand process for paperwork.” “NSA2 new barracks should give priority to ships on pier.” “Landlords know what people get [OHA] by rank.” “Landlords prefer two employees living in one house because the landlord can get twice the rent.” “You can only sign a one year lease and you have to move your stuff on your own dime if your landlord doesn't renew lease.” “Housing office has too many steps. People have to spend a month going to meaningless meetings. Their hours aren't great. The housing office [personnel] loses paperwork. There are few [personnel] that know their job. Foreigners won't work with paperwork and housing office doesn't care.” “There’s no incentive to save money; in the same building people will pay way different.” “Initial costs - 1st month rent up front.” “PSD is slow to pay.” “Sailors don't know to have money saved up.” “Housing opening on Fridays is a positive thing.”
Civilian Comments
“The housing is nice.” “We need allowance for utilities.” “There seems to be a lack of standardized process. Constantly changing policy or difference in policy based on who you talk too. People spend too much time (miss work) dealing with issues at the housing office.”

Spouse Comments
“There is a new housing policy that breaks apart rent and utilities into separate payments. No one wants to rent to me because they are used to the old system or they do not have a utility meter.” “My friend’s landlord did not renew her contract, so, she had to move.” “The housing office isn’t very helpful - they just tell you if you can get house or not.” “You have to use other families to find agent & look for houses yourself.” “I would like to have a do not rent list for some villas.”

Manning and Manpower
The most common negative topic in the military focus groups was manning/manpower. Examples of the discussion topics included manpower shortages and high turnover rates impacting performance. Civilian personnel are concerned about how vacant billets require higher workload and longer hours for others.

Military Comments
“Suicide prevention is needed. A lot of problems are being attributed to being overworked--and lack of sleep. 3 suicides were mentioned [occurring after leaving Bahrain], that would be worth looking into.” “Many manpower shortages reported.” “People report to duty station unqualified for the job creating additional work.” “We are concerned about the turn-over rates and the length of the unaccompanied tours. It feels like a revolving door.” “Our mission has increased but manpower hasn’t. We need additional medical personnel.” “The second a sailor understands their job, they’re turning over.” “Sailors will get stuck out here going from one ship to another. Bahrain is the least desirable sea duty. PCRON & MCRON don't have enough support and manning.” “COLA is the only reason people want to come out here.” “First tour JOs should not be on mine sweep. Everyone is gapped; billets have been gapped for 6 months.”

Civilian Comments
“Military billets are a low priority.” “Budget cuts result in manpower shortfalls. Some jobs require people to work fifteen hours a day. Some support is provided, but lacks require training.” “The process for hiring and the time it takes to bring on someone adds an additional burden.” “Our manning is down by 40%. We need to come up with proper incentives to attract the right people.” “The military twelve month rotation is not long enough.”

Human Resources
The most common negative topic in the civilian focus groups was human resources. Examples of the discussion topics included an overall lack of support, large backlog, and unresponsiveness. Below is a sample of the comments made in the focus groups.

Military Comments
“There is a lack of support from HRO.” “Civilians have to pay for hotels out of their own pockets.” “Human Resources is very frustrating to work with. They don’t get travel tickets until the day of travel.” “HRO needs to train their personnel about their responsibilities and to be proactive.” “They are
undermanned.” “The hiring process takes too long.” “I try to fill billets with GS, but there is not enough supply of people. I end up using active duty people to cover empty billets.” “It takes three months to post a job and six months later to interview them. After the background check the person takes another job by then.”

Civilian Comments

“The job opportunities for dependents are not there and for those jobs for dependents the hiring process is too long.” “HR support is a concern. There is very little Communication. You send actions to HR and nothing happens. And, actions that do happen are inconsistent. I am not sure who is in charge at HR.” “HR Support is non-existent, leading to frustration.” “The problems are both local and regional.” “Disciplinary actions are not completed and you are unable to obtain past performance information.” “The hiring process takes too long. Often times, there are problems with job announcements and applications are never received or we never receive response from HRO regarding applications.” “It takes too long to get security clearance.” “The results are people are doing three or four different jobs. Civilians are overworked and underappreciated.” “There are limited jobs for spouses, and most jobs are going to BGs.” “HRO gives wrong guidance, slow in processing payments. They are more worried about getting paid than getting work done.” “BGs have a different system for clearances, and get done quicker.” “It takes too long to get corrections made, completing travel vouchers, and providing information.” “Getting paid takes too long (months).” “The hiring process takes too long—losing people because process takes too long.” “Actions lost in a "Black Hole".” “Incentives inconsistently applied. It is hard to get people to stay.” “The on-boarding process is an issue. Hiring is an issue, and the problems of hiring from the states.” “HR should receive additional manpower to resolve current and ongoing issues.” “Healthcare options should be explained during hiring process.” “On-boarding is a burned out process and we can't hire sufficient people. Serious backlog in HRO processes. Lose people before we complete the hiring process.” “Language barriers are preventing us from getting the BG skillsets needed.” “Paperwork for hiring frustrates the process. It doesn't seem like we are pay BGs enough.” "HR is absolutely broken broken broken.” “[HRO] The folks are very nice and want to help and be a good office - I guess they're understaffed.” "Everything takes forever." “I just hired someone but it took forever to get an offer. I got the offer in Nov, but took 4-5 months to get him here.”

PSD

Participants indicated PSD performance has a significant impact on mission, job performance, and/or QOL. Examples of the discussion topics included incorrect or missing pay and errors caused by untrained PSD personnel.

Military Comments

“Pay is screwed up when people arrive, creating out of pocket expenses.” “Allowances don't compensate for costs.” “There are problems in getting paid.” “It seems that PSD has inexperienced people working there and is undermanned.” “There is a major backlog preventing them from getting caught up.” “Personnel in PSD need training.” “They keep messing up our pay.” “PSD's hours of operation is limited.” “There is a problem with out of pocket cost.” “Biggest problem is getting things through PSD. Transaction are lost or deleted. There is a problem with people on shore getting sea pay.” “This is the worst PSD in the US Navy. It takes a month or two to process TLA; reported in Dec, travel claim processed in July.” “PSD mistakenly ADSEP’d me while I was here. I had to go in daily and argue that I was here and didn’t get paid for 3 months!” “I haven't been paid for my Feb travel claim.” “One of my sailors has not been paid his back BAH for 3 months - I haven't had any work out of him for a
month.” “Everybody here has major issue w/ PSD.” “It took forty-five days to process small travel claim.” “TLA process is fairly speedy now.” “Reserves are completely different - have to submit monthly travel claims to get per diem and every single Reservist has had issues with pay slow rolling in office. PSD OIC has improved process.” “PSD resets 30 day clock when kicked back claim.” “Going over there [to PSD] is only way to get things done.” “PSD personnel are on one year orders- constant churn of personnel not as efficient PSD personnel.”

**Medical and Dental**

Participants indicated Medical/Dental has a significant impact on mission, job performance, and/or QOL. Examples of the discussion topics included difficulty scheduling appointments, and insufficient numbers of practitioners. Below are some examples of comments from participants.

**Military Comments**

“There is only one counselor available. It takes three to four weeks to get appointment. It's stressful, so sailors should have access.” “Scheduling a medical/Dental appointment is not prioritized to afloat units deployed.” “When sailors go to medical our in town, they keep them for observation overnight for two days and do unnecessary tests because Tricare gives them an authorization for two days.”

**Civilian Comments**

“Civilians have to go off-base for medical care. It is not always quality care.” “Getting reimbursement for medical care in town is an issue.” “Emergency [medical] care is not available on weekends [on base].” “There are long wait times to get care.” “No continuity between care givers because of personnel rotations/turn-overs.” “There isn’t dental care for dependents on base.” “We need better overseas screening.” “There is no [on base] medical available for retirees. You have to rely on Tricare Standard. There should be a disclosure as part of job offer.”

**Spouse Comments**

“They have only 4 providers and two IDCs, who can't see dependents.” “Not all females feel comfortable seeing a male doctor.” “There isn’t a pediatrician on base. We have to go into town.” “Trying to call the clinic for an appointment is impossible. It is easier to come in and ask for an appointment in person.” “In town hospitals require up-front payment.” “A flyer is provided upon check-in with the numbers to Tricare; but, often people lose the flyer in the move in process.” “The clinic does not have its own website, it takes you to Sigonella.” “There are plenty of local nurses [dependents] that they could hire.” “How is the Navy going to bring more people into NSA Bahrain [referring to 900 dependents quota] if the clinic can't handle the capacity now?”

**Parking**

Participants indicated parking has a significant impact on mission, job performance, and/or QOL. Examples of the discussion topics included difficulty finding parking, and reserved parking spots not being used. Additionally participants indicated that parking in the NSA2 parking lot added an undue burden. Civilians and spouses were more concerned about parking than military personnel.
Military Comments

“Recommend parking garage be built to reduce parking problems.” “There are too many reserved parking slots that are not always used.” “The parking shuttle is not always effective.”

“You have to park far away and can't drive from NSA1 to NSA2 in POV. “You can only use highway entrance to NSA2.”

Civilian Comments

“It is hard to find parking.” “You have to come in early to get parking.” “NSA-2 parking is 20 minutes away. I don't feel safe parking that far away.” “There is a lack of shuttles to parking.” “Parking restrictions add 30 minutes to commute.” “Parking causing a defense force issue. The solution is to restrict parking to people working in the morning.” “I circle for a half hour in the morning sometimes.” “NSA2 has a 20-25 min walk but it exits onto the highway in the wrong direction and adds 45 minutes to the commute.” “Why am I competing with people on leisure hours?” “It is not safe to park outside base.”

Spouse Comments

“Parking is scarce.” “NSA2 opened parking, but no one wants to use it; especially mothers with children to walk over the bridge.” “NAVCENT reserved parking is empty every day.” “It takes 30 to 40 minutes to get out of NSA2 lot.” “Medical only has two parking spots.” “A handicap accessible bus would be great.” “I work on base but leave an hour early [from home] and have to bring another outfit to change into [heat causes her to sweat through her clothes].” “The base changed the access point to NSA2 and bridge which adds twenty plus minutes of driving.” “People who work on NSA2 park on NSA1 because they can't exit NSA2 to their house.” “Many E-9 spots are always empty or their spouses use them.” “There is just not enough parking spots.”

Pay and Compensation

Participants indicated pay and compensation has a significant impact. Examples of the discussion topics included difficulty and delays in getting pay and OHA corrected. Temporary Additional Duty (TEMADD) afloat Sailors don’t get same compensation because they are assigned sea duty.

Military Comments

“Pay is delayed.” “Ration allowance might not fully cover cost.” “Allowance doesn't equal requirements (hardship).” “Allowances don't compensate for costs.” “Why stop hazardous duty pay?[ship’s crew]” “Crew doesn't get same pay/allowances because they are assigned to sea duty - not the same as those on shore duty; perhaps TEMADD sailors be assigned to squadron then TAD to ship.”

Civilian Comments

“Enforce new pay policies for BG employees.” “Tour lengths are a problem.” “We got misleading information on LQA [Living Quarters Allowance].”

Spouse Comments

“TLA [Temporary Lodging Allowance] and OHA [Oversea Housing Allowance] took six months to get straighten out. In the end it was all fixed, but frustrating.” “It seems the paperwork is always wrong.” “There is no communication between command and PSD.” “I don't like the new restricted lease. It
makes it harder to look for a house.” “I pay two to three times more than neighbors. I had to pay out of pocket for the first month’s rent.” “If you can’t find a place, you have to move somewhere off TLE month to month until you find a place.”

**Hiring Process**

The hiring process was discussed as a significant impact. This topic was discussed by civilian and spouse participants. Examples of the discussion topics included the extended hiring process taking too long for each step and the slow onboarding process. The cumulative effect is gapping a billet for months waiting to hire someone who may get a job in the meantime. Spouse employment process so long that they PCS before on-boarding.

**Civilian Comments**

“It takes too long to get to the interviews. Than it takes too long hire them. And, it takes a long time before they actually start work.” “Vacant billets are hurting mission accomplishment.” “There are a number of location factors such as cost of living, the heat, work environment, and can’t bring families which creates challenges in hiring. We need incentives to get people to come here.” “When I on-boarded, I had a tourist passport, no ID, no base access, HR was glacially slow.” “I am aware of other people having problems with allowances.”

**Spouse Comments**

“You get hired in May – but you actually have to wait 5 to 6 months to begin work. By the time you get a job, you here, you are PCSing.”
Issue Paper

Issue Papers address topics that are outside the control of the inspected command, and therefore require additional coordination. Request the below listed command submit a response to this Issue Paper via OPNAV Form 5040/2 (Implementation Status Report (ISR)) no later than May 17, 2017 with quarterly updates thereafter, if necessary.

NAVINSGEN point of contact for ISRs is (b)(7)(C), Deputy Director of Inspections, (b)(7)(C)

Table 1. Action Officer Listing for Implementation Status Reports

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<thead>
<tr>
<th>COMMAND</th>
<th>RECOMMENDATION NUMBER</th>
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<tr>
<td>ASN(E1&amp;E)</td>
<td>021-16</td>
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Reference: (a) DoDD 4270.5, Military Construction

Background: The Navy programmed more than $500 million for thirteen MILCON and Unspecified Minor MILCON projects in Bahrain between fiscal years 2008 and 2016. In accordance with reference (a), USACE has responsibility for the execution of these projects.

Bahrain’s location is of enduring strategic importance to the U.S. Navy and therefore a site where the Navy is likely to continue to invest in the infrastructure required to maintain an operational presence. In comparison, Army presence in country is very small, and even its enduring locations throughout rest of the CENTCOM AOR do not match the Navy’s level of commitment in Bahrain.

Discussion: All 13 noted projects have had significant problems with schedule and quality. At the time of our area visit, only one FY15 and one FY16 project had not been awarded.
- Two projects in post-award design were each two months behind schedule.
- Seven of the remaining projects were incomplete or not usable and past Original Required Completion date (ORC). Anticipated timeline for complete and usable are:
  - two projects more than four years past ORC
  - three projects more than two years past ORC
  - two projects more than one year past ORC
- One project was delivered during the NAVIG visit in September 2016 at 20 months past ORC.

This pattern of schedule delays introduces direct operational risk with respect to construction of a ship maintenance facility required for stationing LCS in Bahrain and a hangar to support P-8A deployments. Delays to the construction of two housing projects resulted in approximately $33 million dollars of Navy costs for off-base unaccompanied housing and transient housing. Design and construction deficiencies have resulted in new facilities including water storage tanks, a transportation shop, and an entry control point sitting empty, awaiting millions of dollars of repairs in order to make them usable. The Naval Facilities Engineering Command (NAVFAC) has accounted for $15 million in contract modification expenses that could have been avoided if USACE processed the modifications more efficiently, and it has spent another $500 thousand in operations & maintenance (facilities sustainment) funding making new facilities usable. NAVFAC is in discussions with USACE over contractor and Army liability for correcting other deficiencies.

USACE manages these projects from an office in Winchester, Virginia, with an inadequately-staffed Resident Office in Bahrain. The USACE consistently applies
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design standards that do not conform to conditions in Bahrain further contributing to delays and cost overruns.

USACE has not agreed to transfer MILCON execution authority to the Navy, but instead promised to provide NAVFAC a plan by the end of Fiscal Year 2016 to correct these problems. Meanwhile, NAVFAC has dedicated construction managers in Bahrain – without receiving any supervision, inspection & overhead funding from MILCON appropriations – to make up for some of the USACE shortcomings in project management.

Recommendation: 021-16. That the Assistant Secretary of the Navy (Energy, Installations & Environment) request the Assistant Secretary of Defense for Energy, Installations & Environment to designate the Department of the Navy as the Department of Defense construction agent in Bahrain.

NAVINSGEN POC: (b) (7)(C)