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Acronyms

CADS	Containerized Ammunition Distribution System
GAO	Government Accountability Office
GWOT	Global War on Terrorism
NATO	North Atlantic Treaty Organization
USAFE	U.S. Air Forces in Europe
USAREUR	U.S. Army Europe
USCENTCOM	U.S. Central Command
USEUCOM	U.S. European Command
USMARFOREUR	U.S. Marine Corps Forces Europe
USNAVEUR	U.S. Naval Forces Europe



MAY 0 3 2007

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION, TECHNOLOGY, AND LOGISTICS COMMANDER, U.S. EUROPEAN COMMAND DIRECTOR, JOINT STAFF ASSISTANT SECRETARY OF THE AIR FORCE (FINANCIAL MANAGEMENT AND COMPTROLLER) AUDITOR GENERAL, DEPARTMENT OF THE ARMY NAVAL INSPECTOR GENERAL

SUBJECT: Report on Managing Prepositioned Munitions in the U.S. European Command (Report No. D-2007-090)

We are providing this report for information and use. No written response to this report was required, and none was received. Therefore, we are publishing this report in final form.

We appreciate the courtesies extended to the staff. Questions should be directed to Mr. Donald A. Bloomer at (703) 604-8863 (DSN 664-8863) or Mr. Leon D. Bryant at (703) 604-8859 (DSN 664-8859). See Appendix G for the report distribution. The audit team members are listed inside the back cover.

By direction of the Deputy Inspector General for Auditing:

Wanda A. Scott Assistant Inspector General Readiness and Operations Support

Department of Defense Office of Inspector General

Report No. D-2007-090

(Project No. D2006-D000LA-0251.000)

May 3, 2007

Managing Prepositioned Munitions in the U.S. European Command

Executive Summary

Who Should Read This Report and Why? DoD personnel responsible for managing munitions supporting DoD prepositioning plans in a combatant command's theater should read this report. The report provides information on U.S. European Command (USEUCOM) efforts to manage its prepositioned munitions program while downsizing and transforming its forces to meet 21st-century challenges.

Background. USEUCOM is the unified combatant command responsible for Europe and most of Africa. It also supports U.S. Central Command and the North Atlantic Treaty Organization. The Service Components of USEUCOM are U.S. Army Europe, U.S. Naval Forces Europe, U.S. Marine Corps Forces Europe, U.S. Air Forces in Europe, and U.S. Special Operations Command Europe.

USEUCOM has significantly downsized its forces, infrastructure, and materiel as a result of the end of the Cold War and ongoing DoD transformation. USEUCOM continues to transform its forces to meet future challenges and threats within the European theater and achieve U.S. strategic goals. The USEUCOM Service Components store and manage prepositioned munitions in theater. U.S. Special Operations Command Europe relies on the other Service Components for materiel for its forces.

Results. The downsizing and transforming of USEUCOM forces have allowed munitions managers to identify excess and unserviceable munitions stored in their stockpiles. In 2006, USEUCOM participated in Exercise Turbo Containerized Ammunition Distribution System, shipping 1,465 containers of excess munitions back to continental U.S. ammunition depots. In 2008, USEUCOM munitions managers plan to participate in the exercise again to remove additional excess munitions resulting from ongoing transformation. USEUCOM has an effective ammunition demilitarization program for unserviceable munitions, which is managed by U.S. Army Europe. European contractors are demilitarizing the munitions in theater, avoiding the costs of shipping the munitions to the United States.

DoD transformation has streamlined the management of prepositioned munitions. By realigning their forces, the Service Components are able to consolidate munitions infrastructure and reduce their munitions requirements. U.S. Army Europe and U.S. Air Forces in Europe are developing joint ammunition initiatives to support a rapid response by USEUCOM to global requirements.

In addition, USEUCOM has sent excess munitions from its theater to fill munitions shortages in other combatant commands. USEUCOM has provided more than 25,000 short tons of munitions to U.S. Central Command's Global War on Terrorism operations.

Internal controls were adequate in the USEUCOM munitions storage areas. We identified no material internal control weaknesses in the safety or security of the munitions storage areas.

Summary. USEUCOM has effectively managed its prepositioned munitions program while downsizing and continuing to transform. Munitions managers have identified excess and unserviceable munitions during DoD transformation. USEUCOM continues to transform its forces and review its objectives for prepositioned munitions to support future theater and global requirements.

Management Comments. We provided a draft of this report on March 26, 2007. No written response to this report was required, and none was received. Therefore, we are publishing this report in final form.

Table of Contents

Executive Summary	i
Background	1
Objectives	2
Review of Internal Controls	2
Finding U.S. European Command's Management of Prepositioned Munitions	3
 Appendixes A. Scope and Methodology B. Prior Coverage C. Glossary D. Exercise Turbo Containerized Ammunition Distribution System 2006 E. Observations on Ammunition Storage at Munitions Sites Visited F. Munitions Under Contract for Demilitarization G. Report Distribution 	7 8 9 10 11 12 13

Background

The U.S. European Command (USEUCOM) is one of nine unified combatant commands. It is the geographic combatant command responsible for more than 90 countries covering all of Europe and some parts of Africa. Its mission is to promote stability throughout its area of responsibility. USEUCOM comprises the following Service Components: U.S. Army Europe (USAREUR), U.S. Naval Forces Europe (USNAVEUR), U.S. Marine Corps Forces Europe (USMARFOREUR), U.S. Air Forces in Europe (USAFE), and U.S. Special Operations Command Europe. As of October 2006, USEUCOM had a force of more than 100,000, which it continues to reduce.

In addition to carrying out its own mission, USEUCOM supports other combatant commands and the North Atlantic Treaty Organization (NATO). It is a supporting combatant command to U.S. Central Command (USCENTCOM) for Global War on Terrorism (GWOT) operations; it enhances transatlantic security through support to NATO; and it continues to promote regional stability and U.S. interests in Europe, Africa, the Middle East, and Russia.

Since the end of the Cold War, USEUCOM has been transforming to meet future challenges and threats. During the Cold War, USEUCOM was a fight-in-place force prepared for a large-scale conflict. After the Cold War, USEUCOM ceased having an operations plan—a detailed plan for contingencies to which resources have been committed—and developed the following concept plans, which do not commit forces or resources, for its area of responsibility:

- U.S. support to NATO "out of area" operations (South Caucasus Region),
- counterproliferation of weapons of mass destruction,
- peace operations (West Africa),
- defense of Southeast Turkey, and
- stability operations for Nigeria.

USEUCOM continues to refine its daily operations and strategically reposition its forces to support DoD transformation. The repositioning of forces has affected how the Services preposition war reserve materiel in a combatant command theater.

USEUCOM prepositions munitions to give itself a strategic advantage in areas with high potential for conflict. Before USEUCOM prepositioned munitions in its theater, supplies and equipment were brought from the continental United States to the location of conflict by airlift or sealift. Compared with moving munitions from the United States, prepositioning munitions in the European theater is more cost-effective than airlift and is quicker than sealift.

Prepositioning on Land. USEUCOM stores munitions on land to support theater and global requirements. USEUCOM has munitions storage areas in several countries—Germany, Greece, Italy, Norway, Spain, and the United

Kingdom. The Service Components are responsible for managing munitions storage areas, while European contractors assist with daily operations such as security and handling.

Prepositioning on Ships. DoD prepositions materiel aboard ships to serve as swing stocks for the combatant commands. See Appendix C for definitions of swing stocks and other terms. DoD has prepositioned several ships in the USEUCOM theater. The ships are not dedicated to a theater but can be allocated and apportioned to a combatant commander as needed. The Military Sealift Command oversees the DoD afloat prepositioning program. Of the 36 ships in the program, 7 predominantly store bulk containerized sustainment ammunition.

Participating in Turbo Containerized Ammunition Distribution System. Exercise Turbo Containerized Ammunition Distribution System (CADS) tests joint capabilities to transport munitions in 20-foot military shipping containers. The Joint Chiefs of Staff direct and fund Exercise Turbo CADS, and the U.S. Transportation Command sponsors the exercise. In 2006, USEUCOM used Exercise Turbo CADS to remove excess munitions from the European theater to continental U.S. ammunition depots. See Appendix D for details about USEUCOM participation in Exercise Turbo CADS 2006. USEUCOM is planning to participate in Exercise Turbo CADS 2008 to remove additional munitions.

Objectives

Our overall audit objective was to evaluate management of prepositioned munitions by USEUCOM. Specifically, we reviewed the effect that DoD transformation and the Global War on Terrorism have had on the prepositioned munitions program in the USEUCOM theater. See Appendix A for a discussion of the scope and methodology. See Appendix B for prior audit coverage related to the objectives.

Review of Internal Controls

USEUCOM internal controls over munitions storage areas provided adequate safety and security. We identified no material internal control weaknesses, although we did not test inventory accountability. See Appendix E for information on the condition of the storage areas visited.

U.S. European Command's Management of Prepositioned Munitions

USEUCOM managed prepositioned conventional munitions while carrying out DoD transformation and supporting the Global War on Terrorism (GWOT). Munitions management during USEUCOM transformation involved:

- participating in Exercise Turbo CADS, which shipped excess munitions back to ammunition depots in the continental United States, and
- using European contractors as part of an ammunition demilitarization program to dispose of expired and unserviceable munitions.

In addition, USEUCOM provided 25,000 short tons of munitions to USCENTCOM GWOT operations. As a result, USEUCOM has been able to remove excess munitions, support other combatant commands, and manage remaining munitions stockpiles.

Management of Prepositioned Munitions

USEUCOM has an effective prepositioned munitions program. As part of that program, the Service Components of USEUCOM—with the exception of U.S. Special Operations Command Europe—manage their munitions separately and store them in various locations. U.S. Special Operations Command Europe forces rely on the other Service Components for materiel. Site visits to six ammunition storage facilities revealed the munitions are stored in secure facilities and in serviceable condition. See Appendix E for a list of the munitions sites visited and the auditors' observations on ammunitions storage.

U.S. Army Europe. Before June 2006, the Army stored two types of munitions stocks in Europe. U.S. Army Materiel Command managed Army prepositioned stocks, while USAREUR managed theater stocks. Army prepositioned stocks are prepositioned materiel for forces not stationed in theater to fall in on; theater stocks are stored to support forces stationed in theater.

U.S. Army management identified excess prepositioned munitions in the European theater. USAREUR and the Army Materiel Command transferred some excess to fill munitions shortages in the other combatant commands. USAREUR participated in Exercise Turbo CADS 2006, shipping 3,937 short tons of additional excess munitions back to U.S. ammunition depots. The Army used the exercise to remove all its prepositioned stock munitions, leaving theater stocks as the only munitions in the USEUCOM theater.

U.S. Naval Forces Europe. USNAVEUR prepositions ordnance in the Mediterranean Sea that supports USEUCOM and global requirements. USNAVEUR manages surface and aviation ordnance for the Navy. Additionally, USNAVEUR prepositions ground munitions and manages aviation munitions for

the Marines. Prepositioned ordnance supports Fleet Forces Command and Marine Forces Command forces deploying in support of USEUCOM and global operations. The prepositioned ordnance program of USNAVEUR also supports U.S. Naval Forces Central Command, which does not preposition ordnance in the USCENTCOM theater.

USNAVEUR ordnance managers identified and are managing excess ordnance in their stockpiles. USNAVEUR shipped 20 containers of excess ordnance to ammunition depots in the continental United States during Exercise Turbo CADS 2006. Also, USNAVEUR continues to use space available aboard passing Navy ships to remove excess ordnance from the theater.

U.S. Marine Corps Forces Europe. As of October 2006, there were no Marine combat forces assigned to the European theater. USMARFOREUR prepositions munitions for deploying Marine forces supporting USEUCOM and global requirements. The Marine Prepositioning Programs Section, the Marine Corps Systems Command, and USNAVEUR manage the Marines' prepositioned munitions stockpiles in Europe.

USMARFOREUR prepositions both aviation and ground munitions in Spain and Norway. Naval Station Rota, in Spain, stores prepositioned munitions that support Marine Expeditionary Units and air combat elements. The Marine Corps Prepositioning Program-Norway, mandated by the Secretary of Defense in 2005, stores 30 days of munitions that support a brigade-level Marine Air-Ground Task Force.

The managers of the Marine Corps European munitions stockpiles identified and are managing excess munitions. USMARFOREUR participated in Exercise Turbo CADS 2006, shipping 209 containers of excess munitions to continental U.S. ammunition depots.

U.S. Air Forces in Europe. USAFE stores and manages munitions known as war reserve materiel in the USEUCOM theater. War reserve materiel consists of conventional munitions and precision guided missiles. USAFE munitions support USEUCOM concept plans, NATO, GWOT operations, and the operations plans of both USCENTCOM and U.S. Pacific Command.

USAFE munitions managers identified and are managing excess prepositioned munitions in the USEUCOM theater. USAFE participated in Exercise Turbo CADS 2006 to move 772 containers of munitions to continental U.S. ammunition depots, including all munitions from the Moron, Spain, munitions storage area. USAFE has identified more than 12,000 short tons of additional excess munitions, which it plans to remove from theater during Exercise Turbo CADS 2008.

Demilitarization Program. USEUCOM has an ammunition demilitarization program for its Service Components; USAREUR, 21st Theater Support Command, manages this program. As of October 2006, there were contracts in place with European contractors to demilitarize more than 4,600 short tons of expired and unserviceable munitions. The Services' munitions managers have identified additional munitions needing demilitarization and will require further funding. The demilitarization of ammunition in the European theater avoids significant costs of transporting unserviceable munitions to the continental United States. Appendix F contains a list of items scheduled for demilitarization.

Transformation's Effect on Prepositioned Munitions

DoD transformation has resulted in USEUCOM strategically restructuring its forces to meet future theater and global challenges. Transformation has caused USEUCOM Service Components to reduce their stockpiles to support smaller and more capable forces.

U.S. Army Europe. USAREUR is transforming its munitions stockpiles, infrastructure, and forces. During the Cold War, USAREUR prepositioned more than 300,000 short tons of ammunition at more than 100 ammunition storage points. As of October 2006, USAREUR had 40,000 short tons of munitions at five ammunition storage points within the USEUCOM theater. The new munitions requirements will support brigade combat teams, which are replacing heavy armored divisions. Munitions managers in USAREUR have reduced costs by consolidating and closing ammunition storage facilities.

U.S. Naval Forces Europe. In 2005, USNAVEUR reduced its ordnance requirement from 2.3 million pounds net explosive weight to 1.0 million pounds net explosive weight. USNAVEUR continues to consolidate its ordnance storage infrastructure, with plans to stop using two of five ordnance depots. USNAVEUR identified more than \$3 million in potential monetary benefits from reduced annual operating costs associated with this consolidation.

U.S. Marine Corps Forces Europe. DoD transformation has primarily affected the Marines' prepositioning of munitions in Norway. The Marines began prepositioning munitions in Norway during the Cold War, under the Norway Air-Landed Marine Expeditionary Brigade program. This program limited the Marines' use of stored materiel to the defense of Norway. In 2005, the Secretary of Defense signed a new memorandum of agreement transforming the program into the Marine Corps Prepositioning Program-Norway. This program allows for prepositioned materiel stored in six caves in Norway to support USEUCOM and global mission requirements. USMARFOREUR continues to review and adjust its prepositioning objectives to better support the Marines' global requirements.

U.S. Air Forces in Europe. USAFE continues to transform its conventional munitions program. During the Cold War, USAFE stored more than 260,000 short tons of munitions at 57 munitions storage areas in the USEUCOM theater. As of October 2006, USAFE had stored approximately 44,000 short tons at nine locations. USAFE stores munitions at six munitions storage locations and the three main operating bases: Aviano Air Base, Spangdahlem Air Base, and Royal Air Force Lakenheath. USAFE is planning to consolidate the munitions storage locations to the main operating bases. USAFE plans to close a munitions storage area in Hochspeyer, Germany, during 2007.

Joint Ammunition Initiatives. USAREUR and USAFE are collaborating on joint ammunition initiatives. These Service Components are developing rapid-response packages that will be stored at air bases in the USEUCOM theater. Joint initiatives will increase USEUCOM capabilities for immediate response. In an emerging initiative, the Army may transfer the munitions storage area at Camp Darby in Italy to USAFE. By controlling Camp Darby, USAFE would enhance

its capability to distribute bulk and containerized ammunition in support of USEUCOM task force requirements.

Support to GWOT on Munitions

USEUCOM has supported and continues to support USCENTCOM GWOT operations. As of October 2006, four of the USEUCOM Service Components had supported GWOT operations with more than 25,000 short tons of munitions. The table below details the ammunition that USEUCOM Service Components have provided to USCENTCOM GWOT operations.

Munitions Provided to Global War on Terrorism Operations by the U.S. European Command

Service	Quantity	
<u>Component</u>	(short tons)	Types of Munitions
USAREUR	2,000	Hellfire missiles and conventional munitions
USNAVEUR	8,000	Tomahawk missiles and conventional munitions
USMARFOREUR	1,700	Maverick missiles and conventional munitions
USAFE	<u>13,800</u>	Precision guided and conventional munitions
Total	25,500	

(as of October 2006)

Summary

USEUCOM has effectively managed its prepositioned munitions program while downsizing and continuing to transform its forces. Munitions managers have identified excess and unserviceable munitions during DoD transformation and used Exercise Turbo CADS 2006 to move excess munitions from USEUCOM theater to ammunition depots in the continental United States. USEUCOM is working with European contractors to demilitarize expired and unserviceable munitions in theater. USEUCOM has supported USCENTCOM GWOT operations with munitions and filled munitions shortages in other combatant commands. USEUCOM continues to transform its forces and review its objectives for prepositioned munitions to support future theater and global requirements.

Appendix A. Scope and Methodology

We evaluated the management of prepositioned munitions in the USEUCOM theater. Additionally, we evaluated the effects that DoD transformation and GWOT have had on the prepositioned munitions programs in the European theater. We reviewed the findings and recommendations of prior audits by the Government Accountability Office (GAO), U.S. Army Audit Agency, and Naval Audit Service. We reviewed applicable regulations and guidance, including the 2006 Quadrennial Defense Review, "Transformation Planning Guidance," DoD Instruction 3000.4, and DoD Directive 3110.6.

We conducted interviews with officials from the Joint Staff, Army Materiel Command, Marine Corps Systems Command, Military Sealift Command, USEUCOM, USAREUR, USNAVEUR, USMARFOREUR, and USAFE to discuss the management of prepositioned munitions and effects that DoD transformation and GWOT have had on the prepositioned munitions program. Additionally, we conducted site visits at Miesau Army Depot, Naval Air Station Sigonella, Hammerkammen and Kavlaa munitions storage caves, Ramstein Air Base, and Spangdahlem Air Base to observe the Service Components' management of munitions.

We performed this audit from September 2006 through January 2007 in accordance with generally accepted government auditing standards.

Use of Computer-Processed Data. We did not use computer-processed data to perform this audit.

Government Accountability Office High-Risk Area. The Government Accountability Office has identified several high-risk areas in DoD. This report provides coverage of DoD Support Infrastructure Management and DoD Supply Chain Management high-risk areas.

Internal Controls Program Review

DoD Instruction 5010.40, "Managers' Internal Control (MIC) Program Procedures," January 4, 2006, requires DoD organizations to implement a comprehensive system of management controls that provide reasonable assurance that programs are operating as intended and to evaluate the adequacy of the controls.

Scope of the Review of the Internal Controls Program. We reviewed the internal control program for the munitions storage areas. Specifically, we reviewed the safety and security procedures at the munitions storage areas. We did not test inventory accountability.

Adequacy of Internal Controls. The U.S. European Command's munitions storage areas' internal controls over safety and security were adequate; we identified no material internal control weaknesses.

Appendix B. Prior Coverage

During the last 5 years, the Government Accountability Office (GAO), the U.S. Army Audit Agency, and the Naval Audit Service have issued six reports discussing prepositioned war reserve materiel in the Military Departments and combatant commands.

GAO

GAO Report No. 05-427 "Defense Logistics: Better Management and Oversight of Prepositioning Programs Needed to Reduce Risk and Improve Future Programs," September 6, 2005

GAO Report No. 05-765R "Defense Management: Munitions Requirements and Combatant Commander's Needs Still Require Linkage," August 12, 2005

Army

U.S. Army Audit Agency Report No. A-2006-0197-ALE, "Army Prepositioned Stocks in Europe," August 30, 2006

U.S. Army Audit Agency Report No. A-2006-0200-ALL, "Management of Army Prepositioned Stocks – U.S. Army Materiel Command," August 23, 2006

U.S. Army Audit Agency Report No. A-2006-0149-ALE, "Military Construction Projects Supporting Army Prepositioned Stocks in Europe," June 29, 2006

Navy

Naval Audit Service Report No. N2006-0033, "Models Used by the Marine Corps to Determine Requirements and Budget for Ammunition," June 30, 2006

Appendix C. Glossary

Afloat Prepositioning – Prepositioning of ships loaded with equipment and supplies (including ammunition and petroleum) as an alternative to land-based programs. This concept provides ships and on-board force support equipment and supplies positioned near potential crisis areas for rapid delivery to joint airlifted forces in the area of operations. Afloat prepositioning enhances a force's capability to respond to a crisis quickly.

Concept Plan – An abbreviated operations plan. It may require considerable expansion or alteration to convert it into a complete operations plan or operation order.

Conventional Ammunition – A device charged with explosives, propellants, pyrotechnics, or initiating composition for use in connection with defense or offense, including demolitions. Conventional ammunition includes small arms, mortar, cannon, artillery, and gunship ammunition, as well as bombs, rockets, projectiles, landmines, grenades, demolition materiel, flares, and pyrotechnics. Also known as **conventional munitions**.

Net Explosive Weight – The actual weight in pounds of explosive mixtures or compounds that is used to determine explosive limits.

Operations Plan – A complete and detailed plan for the conduct of military operations that is prepared in response to actual and potential contingencies. It contains a full description of the concept of operations, including applicable annexes and time-phased force and deployment data. It identifies the specific forces, functional support, and resources required to execute the plan.

Ordnance – Ammunition, explosives, chemicals, pyrotechnics, bombs, weapon systems, and the support equipment required to operate a weapon.

Short Ton -2,000 pounds

Sustainment Stocks – Stocks of materiel that support the execution of approved operations plans beyond the initial period covered by basic stocks and until resupply is available.

Swing Stocks – Swing stocks are positioned afloat or ashore and are capable of supporting the requirements of more than one contingency in more than one theater of operations.

Theater – The geographical area outside the continental United States for which a combatant commander has been assigned responsibility.

Appendix D. Exercise Turbo Containerized Ammunition Distribution System 2006

Table D-1. Composition of Shipment for Exercise Turbo CADS

USEUCOM Component	Containers Shipped
USAREUR	464
USNAVEUR	20
USMARFOREUR	209
USAFE	772
Total	1,465

Military Sealift Command contracted two ships to move the 1,465 containers of serviceable munitions to continental U.S. munitions depots.

Destination Anniston Army Depot	Location Anniston, AL	Total Containers 204
Crane Army Ammunition Activity	Crane, IN	154
Indian Head Division, Naval Surface Warfare Center	Indian Head, MD	3
Letterkenny Army Depot	Chambersburg, PA	7
Lexington-Blue Grass Army Depot	Richmond, KY	314
McAlester Army Ammunition Plant	McAlester, OK	310
Red River Army Depot	Texarkana, TX	89
Tooele Army Depot	Tooele, UT	383
Whiteman Air Force Base	Johnson County, MO	1
Total		1,465

Table D-2. Continental U.S. Ammunition Depots That Received Excess Munitions

Appendix E. Observations on Ammunition Storage at Munitions Sites Visited

Service <u>Component</u>	Site	Location	Date of Visit	Auditors' Storage Observations*
USAREUR	Miesau Army Depot	Kaiserslautern, Germany	Oct. 24, 2006	Fair/Good
USNAVEUR	Naval Air Station Sigonella	Sigonella, Sicily	Nov. 1, 2006	Good
USMARFOREUR	Hammerkammen cave	Trondheim, Norway	Nov. 6, 2006	Excellent
USMARFOREUR	Kavlaa cave	Trondheim, Norway	Nov. 7, 2006	Excellent
USAFE	Ramstein Air Base	Kaiserslautern, Germany	Oct. 17, 2006	Good/Excellent
USAFE	Spangdahlem Air Base	Spangdahlem, Germany	Oct. 18, 2006	Good/Excellent

The auditors observed the conditions of USEUCOM ammunition storage areas. The following ratings are based on auditor observations because USEUCOM did not have promulgated guidance.

 * Excellent – The ordnance is safe from the elements in a climate-controlled facility. Good – The ordnance is safe from the elements but not in a climate-controlled facility. Fair – The facility is not climate controlled, lacks interior lighting, and has exterior corrosion and a damp interior but is able to meet mission requirements. Poor – The ordnance is not safe from the elements.

Appendix F. Munitions Under Contract for Demilitarization

(as of October 2006)

Type of Munitions	Short Tons
Dragon missiles	136
Cluster bombs-Norway	789
Non-self-destruct anti-tank mines	928
Phosphorus-filled munitions	267
Pyrotechnic items	384
Hazardous classes 1.1-1.4 and inert items	<u>2,168</u>
Total	4,672

Appendix G. Report Distribution

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