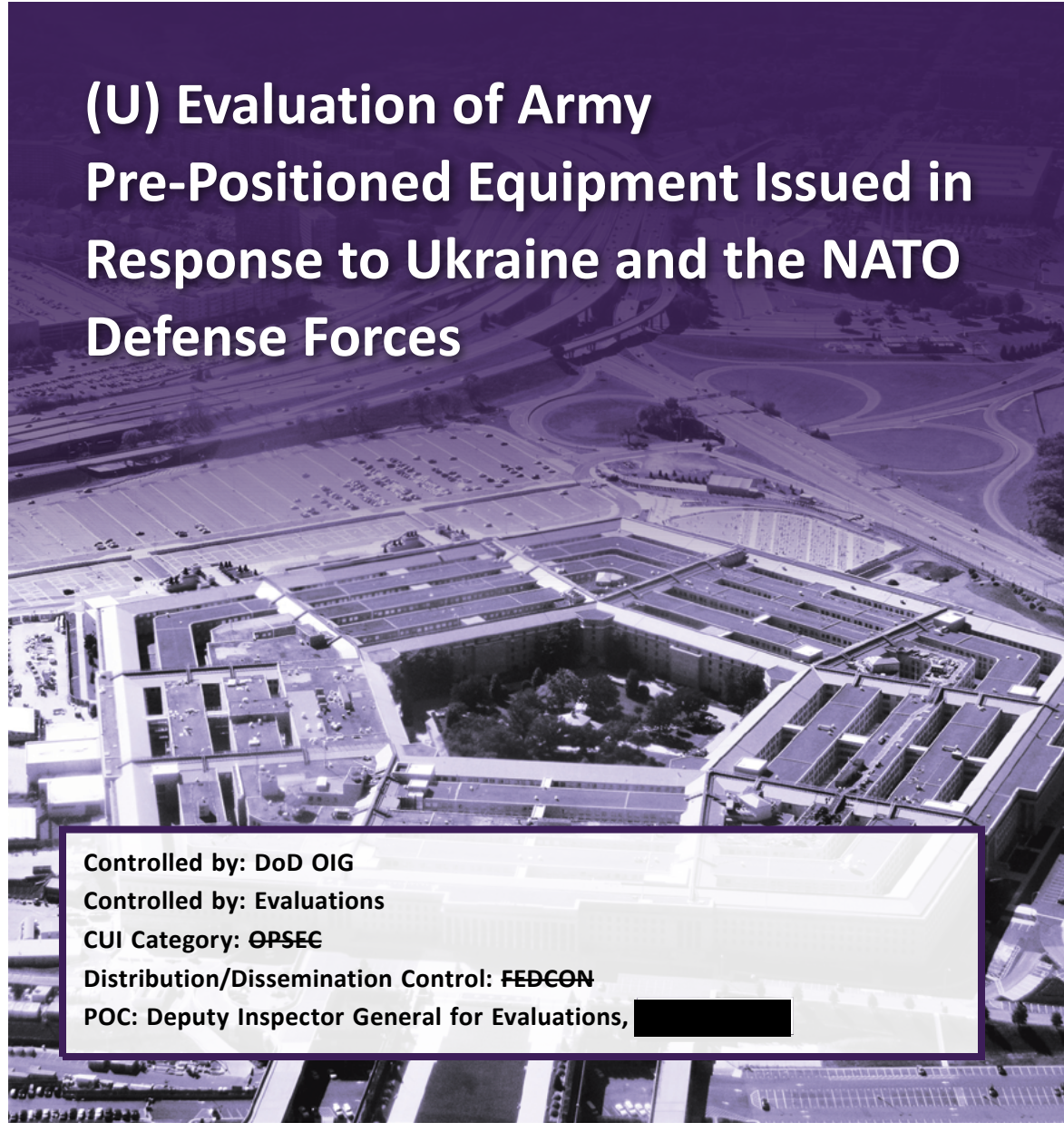


CUI

# INSPECTOR GENERAL

*U.S. Department of Defense*

FEBRUARY 27, 2023



## (U) Evaluation of Army Pre-Positioned Equipment Issued in Response to Ukraine and the NATO Defense Forces

Controlled by: DoD OIG

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POC: Deputy Inspector General for Evaluations, [REDACTED]

INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE

CUI







# (U) Results in Brief

## *(U) Evaluation of Army Pre-Positioned Equipment Issued in Response to Ukraine and the NATO Defense Forces*

**(U) February 27, 2023**

### **(U) Objective**

(U) The objective of this evaluation was to determine the extent to which the Army Sustainment Command and 405th Army Field Support Brigade (405 AFSB) maintained and accounted for Army pre-positioned stocks (APS) of military equipment in their storage areas, and planned for the repair of issued APS-2 (a site in Europe) equipment in response to Russia's invasion of Ukraine and in support of the NATO Defense Forces.

### **(U) Background**

(U) In March 2022, for the first time in history, the Army issued APS-2 equipment, stored in Germany, to an entire armored brigade combat team that deployed to Europe from the United States. The DoD's efforts to support NATO's deterrence of Russian aggression after Russia's invasion of Ukraine used U.S. pre-positioned stocks and equipment from the APS-2 equipment set. The United States deployed an additional 7,000 Soldiers, including the 1st Armored Brigade Combat Team, 3rd Infantry Division. The 1st Armored Brigade Combat Team received thousands of vehicles and pieces of equipment from the APS-2 sites in Germany.

### **(U) Finding**

(U) The 405 AFSB quickly issued APS-2 equipment to the 1st Armored Brigade Combat Team. Some equipment issued from APS-2 was non-Fully Mission Capable, and we found that the 405 AFSB

### **(U) Finding (cont'd)**

(U) can improve its equipment maintenance and coordination processes. Maintenance and coordination shortfalls occurred because:

- (U) the maintenance requirements for APS equipment during storage did not meet the Army maintenance standard;
- (U) the 405 AFSB could not meet the equipment exercise requirements for maintenance of APS equipment during storage;
- (U) the 405 AFSB and 1st Armored Brigade Combat Team prepared for the deployment without coordinated procedures and timelines to prepare and issue equipment from APS-2 locations; and
- (U) the 405 AFSB lacked clearly defined and consistent procedures during the APS-2 equipment issuance at the equipment configuration and handover area.

~~(CUI)~~ As a result of the non-Fully Mission Capable status of APS-2 equipment issued to the 1 ABCT, [REDACTED]

[REDACTED]

### **(U) Recommendations**

(U) We recommend that the Army officials:

- (U) develop or update, and implement: maintenance processes to track the mission capability of APS equipment, ways to exercise equipment, a checklist to help deploying units coordinate during rapid deployments, and requirements to configure equipment for transport and for combat;
- (U) clarify joint inventory requirements at the equipment configuration and handover area; and
- (U) provide guidance on identifying and ensuring the availability of personnel to support surge requirements for rapid deployments.



# (U) Results in Brief

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*(U) Evaluation of Army Pre-Positioned Equipment Issued in Response to Ukraine and the NATO Defense Forces*

## (U) Management Comments and Our Response

(U) Army officials agreed with the recommendations. Please see the Recommendations Table on the next page for the status of the recommendations.



**(U) Recommendations Table**

(U) Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Commander, Army Materiel Command	None	1	None
Commander, Army Sustainment Command	None	4.a, 4.b, 4.c	None
405 AFSB Commander	None	2, 3	None <b>(U)</b>

(U) Please provide Management Comments by March 31, 2023.

**(U) Note:** The following categories are used to describe agency management’s comments to individual recommendations.

- **(U) Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **(U) Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **(U) Closed** – DoD OIG verified that the agreed upon corrective actions were implemented.





**INSPECTOR GENERAL**  
**DEPARTMENT OF DEFENSE**  
 4800 MARK CENTER DRIVE  
 ALEXANDRIA, VIRGINIA 22350-1500

February 27, 2023

MEMORANDUM FOR COMMANDER, ARMY MATERIEL COMMAND  
 COMMANDER, ARMY SUSTAINMENT COMMAND  
 COMMANDER, 405 ARMY FIELD SUPPORT BRIGADE

SUBJECT: (U) Evaluation of Army Pre-Positioned Equipment Issued in Response to Ukraine  
 and the NATO Defense Forces (Report No. DODIG-2023-053)

(U) This final report provides the results of the DoD Office of Inspector General's evaluation. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

(U) The Deputy Commanding General of the Army Materiel Command, responding for the Commander, Army Materiel Command, agreed to address Recommendation 1; therefore, this recommendation is resolved and open. The Army Sustainment Command Executive Director for Support Operations, responding for the Commander of the Army Sustainment Command, agreed to address Recommendations 4.a, 4.b, and 4.c; therefore, these recommendations are resolved and open. The 405 Army Field Support Brigade Commander agreed to address Recommendations 2 and 3; therefore, these recommendations are resolved and open.

(U) As discussed in the Recommendations, Management Comments, and Our Response section of this report, we will close the recommendations when the Commander of the Army Materiel Command, the Commander of the Army Sustainment Command, and the 405 Army Field Support Brigade Commander provide documentation that the guidance, policies, and procedures addressing the recommendations have been established and implemented.

(U) If you have any questions or would like to meet to discuss the evaluation, please contact [REDACTED]. We appreciate the cooperation and assistance received during the evaluation.

FOR THE INSPECTOR GENERAL:

A handwritten signature in black ink, appearing to read "J. DuBinok".

Jefferson L. DuBinok  
 Acting Assistant Inspector General for Evaluations  
 Evaluations Programs, Combatant Commands,  
 and Overseas Contingency Operations



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## (U) Introduction

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### (U) Objective

(U) The objective of this evaluation was to determine the extent to which the U.S. Army Sustainment Command (ASC) and 405th Army Field Support Brigade (405 AFSB) maintained and accounted for Army pre-positioned stocks (APS) of military equipment in their storage areas, and planned for the repair of issued APS-2 equipment in response to Russia's invasion of Ukraine and in support of the NATO Defense Forces. APS includes equipment, end items, and support materiel configured for combat, and APS sites are positioned strategically around the world. APS-2 sites are located in Europe and support U.S. European Command (USEUCOM).

(U) The DoD Office of Inspector General revised this project's objective to address only the portion of the APS-2 equipment issuance process that occurred at the time we conducted this evaluation. Specifically, this project narrowed the project objective by focusing only on repairs and omitted equipment replenishment and replacement. The DoD Office of Inspector General later announced the following evaluation to address replenishment and replacement of weapons provided to Ukraine: "Evaluation of the Department of Defense's Replenishment of Weapons Stockpiles Provided to Ukraine."

### (U) Background

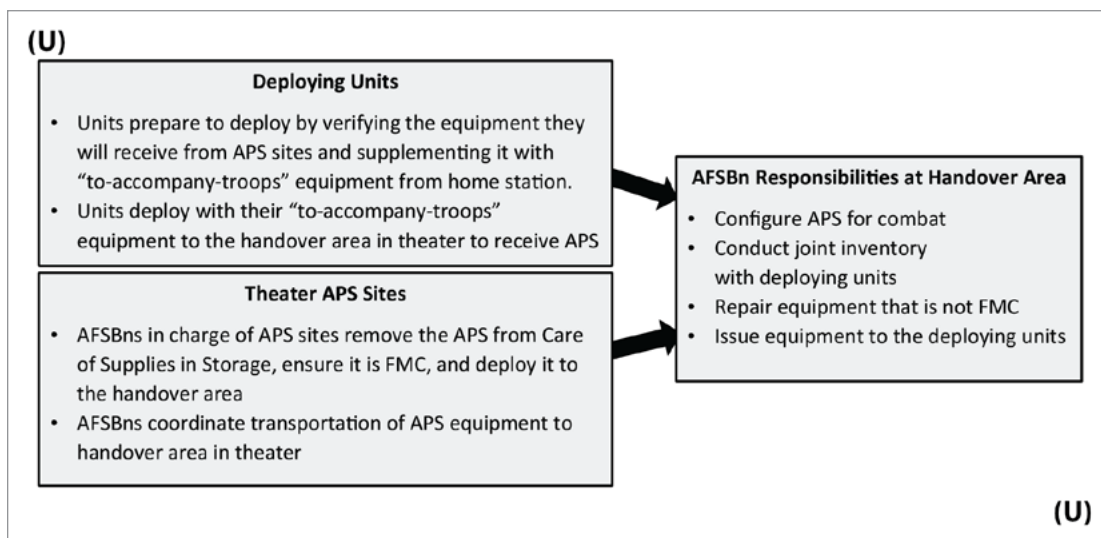
(U) The Army organizes its APS into seven geographic regions, with APS-2 designated for Europe. After Russia invaded Ukraine in February 2022, the Army used equipment it had pre-positioned in Europe as part of the DoD's response to support NATO. This was the first time the Army used the APS-2 to issue equipment to an entire armored brigade combat team. In March 2022, the United States deployed approximately 7,000 Soldiers, including the 1st Armored Brigade Combat Team (1 ABCT), 3rd Infantry Division (3 ID), to support the NATO's response to Russia's invasion of Ukraine. The 1 ABCT/3 ID, or 1 ABCT, received thousands of vehicles and pieces of equipment from the APS-2 sites in Mannheim, Germany (Coleman Work Site), and Dulmen, Germany (Dulmen Work Site).

### ***(U) Pre-Positioned War Reserve Materiel and APS***

(U) The U.S. military maintains pre-positioned war reserve materiel (PWRM), stocks of critical equipment and supplies, in strategic locations for rapid response in a global operation. The Army maintains PWRM within the APS program. Deploying forces and "to-accompany-troops" equipment, or TAT, arrive in theater

(U) primarily by air.<sup>1</sup> Upon arrival, deploying personnel receive pre-positioned equipment from the APS equipment configuration handover area (handover area). The supported combatant command and the Army Materiel Command are responsible for shipping the equipment to the handover area. The Army field support battalions (AFSBns), which report to the 405 AFSB, provide supply and maintenance support at the handover area. AFSBns inspect equipment and weapons and repair vehicles that are not fully mission capable (FMC) to bring them to FMC status, checking fire control systems, and staging equipment by unit sets.<sup>2</sup> The AFSBn transfers equipment to a receiving unit through a process that includes a joint inventory to confirm the accuracy of the property inventory and transfer.

(U) Figure 1. Roles and Responsibilities of Deploying Units and APS Sites



(U) Source: DoD OIG

## (U) Key Roles and Responsibilities for APS-2 Equipment Planning and Execution

(U) The following organizations have responsibilities for APS equipment in Europe.

- (U) The Joint Staff Logistics Directorate (J-4), validates requirements, including PWRM requirements, with combatant commands and assesses PWRM programs in supporting those requirements.

<sup>1</sup> (U) Army Techniques Publication 3-35.1, “Army Pre-positioned Operations,” April 2022. states that to-accompany-troops equipment, or TAT, includes equipment such as certain radios, individual weapons, tools, and other items that Soldiers will keep in their possession during deployment.

<sup>2</sup> (U) FMC refers to systems and equipment that are safe and have all mission-essential subsystems installed and operating as designated by applicable Army regulation.

(U) Unit sets are equipment, end items, and support materiel configured for combat (to include authorized stockage list, shop stock, and unit basic load) that are positioned ashore and afloat to reduce deployment response time and support the Army’s force projection strategy.



- (U) The Office of the Deputy Chief of Staff Operations, Plans, and Training (G-3/5/7), Headquarters, Department of the Army (HQDA) provides strategic direction for APS resources, adjudicating APS budget and equipment demands between theaters and communicating those demands to HQDA senior leadership.
- (U) The Army Materiel Command (AMC) is the APS-2 program executive agent. The AMC is responsible for ensuring operational readiness of APS-2 equipment and advising HQDA when deficiencies in resources preclude the AMC from accomplishing the APS mission.
- (U) U.S. Army Europe and Africa (USAREUR-AF) is the Army Service component command assigned to the U.S. European Command (USEUCOM). USAREUR-AF works closely with the USEUCOM Commander and other supporting commands to determine the locations for the staging and issuance of APS-2 equipment.
- (U) The ASC is the responsible agent charged with accounting for, storing, maintaining, and issuing APS-2 materiel. The ASC develops the procedures necessary to support issuance, storage, and care of supplies in storage (COSIS) at APS-2 sites. The ASC is responsible for exercising command and control over APS issuances through the in-theater AFSBn commanders, and is ultimately responsible for all non-medical APS-2 equipment.
- (U) The 405 AFSB provides mission command of assigned AFSBns and coordinates support for APS-2. The 405 AFSB reports to the ASC and is responsible for coordinating the reception and issuance of APS-2 major end items and limited secondary items from the AFSBn to the receiving unit.
- (U) The AFSBns report to the 405 AFSB and are responsible for managing APS-2 assets, including accounting for and maintaining unit sets, operational project stocks, and sustainment stocks in support of USAREUR-AF. AFSBns use a combination of Department of the Army civilians, local national direct hires, and contract service providers to perform COSIS functions.

### ***(U) APS-2 Organization and Management***

(U) APS-2 includes four sites: two in Germany, one in Belgium, and one in the Netherlands. The 405 AFSB provides materiel support to U.S. forces throughout Europe and coordinates AFSBn operations. USAREUR-AF exercises operational control over the 405 AFSB, even though the 405 AFSB is assigned to ASC. Under the direction of the 405 AFSB, three AFSBns coordinate operations at the four APS sites. The Army is constructing a fifth APS-2 site in Poland, with plans to reach initial operating capability in FY 2023. As of 2022, these APS-2 sites collectively house two ABCTs' worth of equipment for approximately 9,000 Soldiers, which includes infantry, armor, engineer, artillery, military police, sustainment, and medical capabilities.

## ***(U) DoD and Department of the Army Criteria Specific to Storage and Issuance of APS***

(U) Various criteria govern the APS program and the maintenance of PWRM at APS sites. Army Techniques Publication 3-35.1 provides the Army's authoritative doctrine for planning, organizing, executing, and supporting APS operations. Technical Manual (TM) 38-470 establishes the procedural requirements for COSIS at APS sites. Army Regulation (AR) 710-1 establishes requirements for managing Army war reserve materiel. AR 710-2 prescribes policy for Army supply operations below the national level.<sup>3</sup>

## ***(U) Transfer of APS-2 Equipment to Ukraine***

(U) The United States used APS-2 sites to provide military equipment to Ukraine to counter Russian aggression. Through the Presidential Drawdown Authority under section 506(a)(1) of the Foreign Assistance Act, the President may, in an emergency, authorize the immediate transfer of articles and services from U.S. stocks without congressional approval. The U.S. military transferred numerous vehicles and other equipment from APS-2 stocks to Ukraine through this authority since the Russian invasion of Ukraine, including High Mobility Multipurpose Wheeled Vehicles, Infantry Fighting Vehicles, and High Mobility Artillery Rocket Systems (as shown in Figure 2), among other vehicles and equipment.



<sup>3</sup> (U) TM 38-470, "Storage and Maintenance of Army Pre-Positioned Materiel," January 28, 2022.  
(U) AR 710-1, "Centralized Inventory Management of the Army Supply System," November 28, 2016.  
(U) AR 710-2, "Supply Policy below the National Level," March 28, 2008.

## (U) Finding

### (U) The 405 AFSB Quickly Issued APS-2 Equipment to the 1 ABCT, but Can Improve Its Equipment Maintenance and Coordination Processes

~~(CUI)~~ From February 27, 2022, through March 24, 2022, the 405 AFSB rapidly moved and issued APS-2 equipment to the 1 ABCT during its deployment to Europe. However, the 405 AFSB faced challenges with coordinating equipment issuance and maintaining equipment. Although the 405 AFSB, specifically AFSBn–Mannheim and AFSBn–Germany, moved and issued equipment to the 1 ABCT in a timely manner, the AFSBns provided some vehicles that were not FMC to support the 1 ABCT’s rapid deployment.<sup>4</sup> For example, one week after issuance, the overall 1 ABCT FMC rates were [REDACTED]

[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED] We found that, with the limited amount of time to prepare for the 1 ABCT’s rapid deployment, while coordination and communication between 405 AFSB and the 1 ABCT occurred, deployment planning and execution could improve.

(U) These conditions occurred because:

- (U) the COSIS maintenance requirements for APS equipment in TM 38-470, did not meet the Army maintenance standard in AR 750-1; for example, AR 750-1 states that the Army maintenance standard requires specific checks and services at specific intervals, prescribed by the technical manual for each equipment type, alternatively TM 38-470 only requires service when entering COSIS—every 24 or 48 months—and a visual surveillance of the vehicle exterior every 30 days during storage.<sup>5</sup>
- (U) the 405 AFSB could not meet the requirement to exercise APS equipment; for example, the 405 AFSB could not meet the TM 38-470 requirement to exercise combat vehicles every 18 months if stored outdoors, and every 36 months if stored in a controlled humidity environment, due to lack of exercise tracks;<sup>6</sup>

<sup>4</sup> (U) A “not fully mission capable” vehicle has a maintenance fault that keeps the vehicle from being capable of performing its primary mission.

<sup>5</sup> (U) AR 750-1, “Army Materiel Maintenance Policy,” October 28, 2019.

<sup>6</sup> (U) APS sites use exercise tracks to test equipment—including different speeds and maneuvers—which cannot occur on non-post roadways. These exercises allow the DoD to discover vehicle maintenance faults while the vehicle is in operation in a safe environment. Additionally, many of the DoD vehicles and platforms are not authorized on roadways. The specific technical manuals for each type of equipment specify the exercise requirements for each vehicle type.



- (U) the 405 AFSB and the 1 ABCT did not develop new or coordinate existing procedures and timelines to prepare for the issuance of equipment from APS-2 locations; for example, there was a lack of coordination of shop stock repair parts availability, and lack of planning to meet maintenance requirements for hazardous cargo vehicles; and
- (U) the 405 AFSB did not consistently follow existing procedures or plan sufficient personnel to issue equipment to the 1 ABCT at the handover area; for example, coordination of joint inventory procedures at the handover area.

~~(CUI)~~ As a result of the non-FMC status of APS-2 equipment issued to the 1 ABCT,

[REDACTED]

so they could meet Army equipment readiness standards during the deployment.<sup>7</sup>

### **(U) The 405 AFSB Quickly Issued Equipment to 1 ABCT**

(U) The 405 AFSB rapidly moved and issued APS-2 equipment to the 1 ABCT during the 1 ABCT's deployment to Europe. The AFSBn-Mannheim moved the APS-2 equipment from the storage locations to the handover area, which was Grafenwoehr Training Area, Germany, from February 24, 2022, through March 24, 2022. Meanwhile, the AFSBn-Germany oversaw the equipment issuance to the 1 ABCT at the handover area from March 14, 2022, to April 1, 2022. ATP 3-35.1 emphasizes speed and efficiency during the APS equipment issuance process. The ATP states that in a contingency environment, where APS operations are extremely complex, speed of issuance is necessary to meet operating tempo.

(U) The AFSBn-Mannheim Commander stated that his battalion initially estimated that this APS-2 issuance would require 75 days to complete, but AMC leaders expected the issuance to be complete within 45 days of official authorization. The AFSBn-Mannheim Commander also stated that ultimately, the AFSBn-Mannheim delivered its APS-2 equipment to the 1 ABCT in 26 days after receiving the official authorization for its release. Additionally, the AFSBn-Mannheim Commander stated that the AFSBns used all means at their

<sup>7</sup> ~~(CUI)~~ [REDACTED]

(U) disposal to transport equipment to the handover area, including commercial line haul, German rail lines, U.S. military heavy equipment transporters, and truck transport from the German military.

(U) An AFSBn-Germany official stated that during the 1 ABCT issuance, his AFSBn oversaw the entire issuance at the handover area. This official stated that the AFSBn-Germany began receiving equipment at the handover area on February 24, 2022, and that the process of issuing the equipment went well, despite short notice for the start date of issuance and the continuous arrival of equipment to the handover area by different transportation methods. A civilian AFSBn-Germany official stated that there are unit sets of equipment designated for each battalion unit identification code, and that a unit set management team followed each unit set of equipment from the APS site to the handover area. The civilian AFSBn official stated that AFSBn transportation personnel also traveled to the handover area to oversee the equipment delivery. According to the AFSBn-Germany executive officer, the transport and issuance of APS-2 equipment to the 1 ABCT occurred 9 days ahead of the AMC's 45-day requirement.

### **(U) The 405 AFSB Can Improve its Equipment Maintenance Process**

(U) We found that the COSIS maintenance program produced vehicles that were not fully mission capable, and did not support the 1 ABCT's rapid deployment. The COSIS maintenance checks and services did not meet the Army maintenance standard required by AR 750-1. Furthermore, the 405 AFSB was unable to exercise the APS equipment, as required by TM 38-470 and AR 750-1. As a result, the 405 AFSB APS-2 equipment issued to the 1 ABCT presented the 1 ABCT with maintenance and readiness challenges.

### ***(U) APS-2 COSIS Maintenance Checks and Service Schedules Did Not Meet the Army Maintenance Standard***

(U) The COSIS maintenance requirements for APS equipment during storage, as stated in TM 38-470, do not meet the Army maintenance standard in AR 750-1. For example, AR 750-1 states that the Army maintenance standard is defined by the technical manual specific to each type of vehicle. AR 750-1 requires the specific checks and services prescribed by the technical manual for each equipment type, performed at specific weekly, monthly, quarterly, and semiannual intervals. TM 38-470 standards are inconsistent with AR 750-1. TM 38-470 requires a complete vehicle service every 24 or 48 months during COSIS, with visual

(U) surveillance of the vehicle exterior every 30 days during storage.<sup>8</sup> AR 750-1 states that Army equipment meets the Army maintenance standard when the equipment is FMC and the equipment’s maintenance faults are identified by the specific checks and services performed at the intervals prescribed by the appropriate technical manuals.

~~(CUI)~~ To achieve the highest level of equipment readiness, AR 220-1 states that at least 90 percent of the given equipment set must be FMC. The equipment that 1 ABCT received was less than 90 percent FMC. For example, 1 ABCT documents showed that one week after issuance, the overall 1 ABCT FMC rates were [REDACTED]

[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED].

~~(CUI)~~ [REDACTED]

[REDACTED]

(U) Source: The DoD OIG.

<sup>8</sup> (U) A 10-series TM provides instructions for operations and operator maintenance of the vehicle. A 20-series TM provides instructions for the unit’s support maintenance team.

(U) The primary purpose of the TM 38-470 surveillance program during COSIS is early detection of potentially serious maintenance deficiencies, such as flat tires, fluid leaks, insect or rodent infestations, or vehicle corrosion. While these types of visual inspections are included in the AR 750-1 required checks and services, the Army maintenance standard also requires numerous preventive maintenance checks and services to keep vehicles and equipment FMC that are not required by TM 38-470. For example, for the Light Medium Tactical Vehicle (LMTV) the associated technical manuals prescribe 25 weekly and 12 monthly preventive maintenance checks and services. Additionally, the LMTV technical manuals prescribe an additional 48 semiannual preventive maintenance checks and services.<sup>9</sup> These specific checks are based on time intervals, not usage, but are not required by TM 38-470 for LMTVs in storage.

### ***(U) The 405 AFSB Was Unable to Exercise APS Equipment***

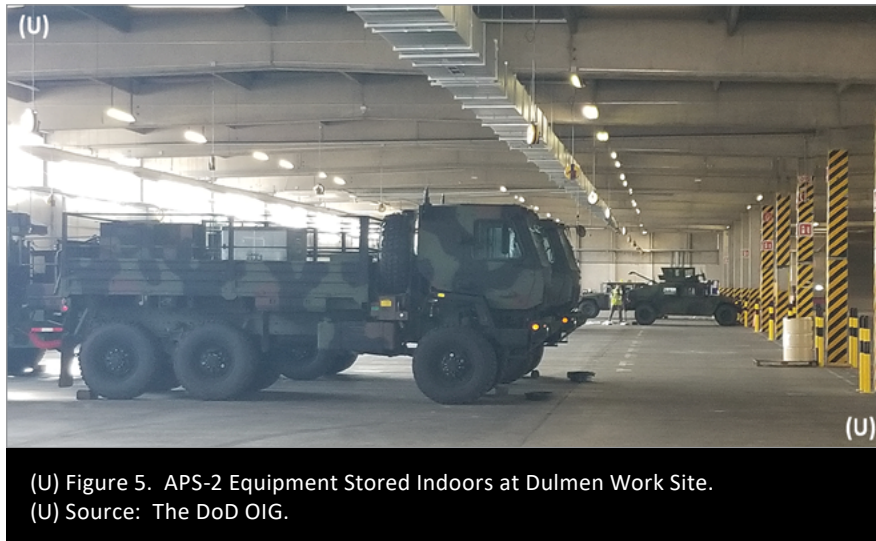
(U) The 405 AFSB could not exercise APS equipment during storage, as required in TM 38-470 and in equipment technical manuals, because their facilities do not have exercise tracks. According to TM 38-470, equipment exercise must be integrated into the cyclic maintenance program for APS equipment to the fullest extent possible. TM 38-470 states that the primary purpose of equipment exercise is to determine the degree of functionality of equipment, prevent its accelerated deterioration, and maintain the equipment's operational capability. It states that combat vehicles in storage require exercise every 36 months in a controlled humidity environment, and every 18 months if stored outdoors. Tactical vehicles in storage require exercise every 48 months in a controlled humidity environment, and every 24 months, if stored outdoors.



(U) Figure 4. APS-2 Equipment Stored Outdoors at Dulmen Work Site, Germany.

(U) Source: The DoD OIG.

<sup>9</sup> (U) TM 9-2320-365-10 is the 10-series TM for the LMTV, and TM 9-2320-365-20 is the 20-series TM for the LMTV.



(U) The lack of 405 AFSB exercise tracks contributed to the 405 AFSB issuing equipment to the 1 ABCT that was non-FMC. An AFSBn–Mannheim official stated that there was no exercise track at either Dulmen Work Site or Coleman Work Site to carry out this vehicle exercise requirement. We physically observed that neither site has an exercise track.

(U) A maintenance and a support operations officer from the Mannheim battalion stated that, because of the lack of a dedicated exercise track, APS-2 contractor personnel are unable to exercise vehicles, per the exercise requirements in the vehicle technical manuals. An AFSBn maintenance official stated that many equipment faults that render vehicles non-FMC often go undetected because the vehicles do not receive required exercise. A senior AFSBn contracting officer’s representative stated that many APS-2 vehicle faults are caused by the COSIS cycle, and mission capability will not improve without regular exercise of APS-2 equipment.

### ***(U) APS-2 Equipment Issued to the 1 ABCT Presented Maintenance and Readiness Challenges***

(U) The 405 AFSB issuance of non-FMC equipment to the 1 ABCT presented maintenance and readiness challenges, lowering the 1 ABCT’s overall mission capability rates for combat and tactical vehicles and degrading command, control, and communications. According to AR 750-1, Army equipment meets the Army maintenance standard if: (1) the equipment is FMC, (2) maintenance personnel have identified all equipment faults and completed all equipment services, or (3) parts required to complete corrective maintenance actions are on a funded requisition.



(U) AR 750-1 defines FMC equipment as equipment that is on hand and has no faults that prevent it from performing its combat missions. According to AR 220-1, equipment is operationally ready if it is determined to be FMC in accordance with the standards prescribed in the technical manual for the applicable equipment.<sup>10</sup>

***(U) Issuing Non-FMC Equipment Led to Low Operational Readiness Rates for Vehicles and Weapon Systems***

(U) The 405 AFSB issued non-FMC equipment to the 1 ABCT. The issued equipment had operational readiness rates below 90 percent. According to testimonial information provided by the 1 ABCT leadership, the 405 AFSB workforce aggressively worked to fix vehicle faults during issuance. However, multiple leaders from 1 ABCT stated that some of the equipment issued to the 1 ABCT was non-FMC, based on the requirements in AR 750-1 and AR 220-1.<sup>11</sup>

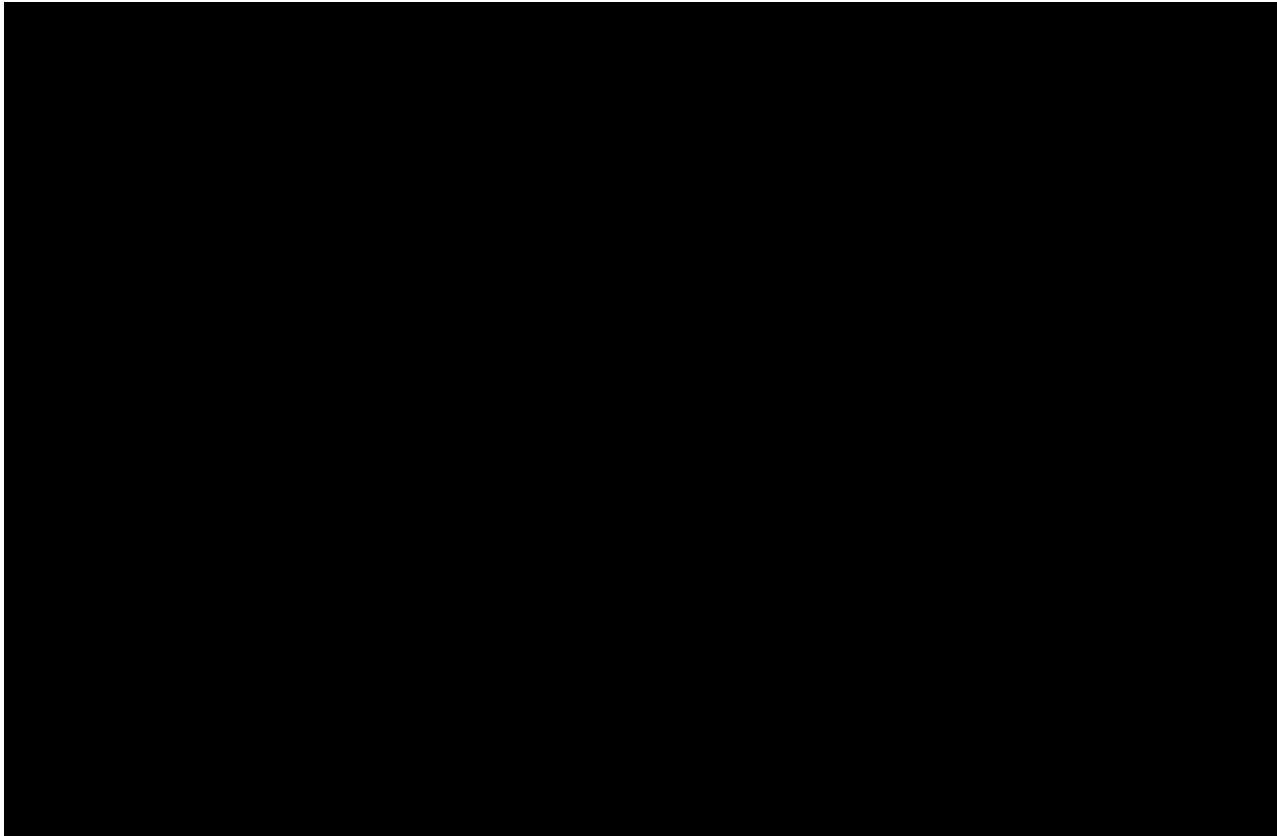
(CUI) [Redacted text block]

(CUI) [Redacted text block]

<sup>10</sup> (U) AR 220-1, "Army Unit Status Reporting and Force Registration-Consolidation Policies," April 15, 2019.  
<sup>11</sup> (U) AR 220-1 provides and requires readiness level metrics that indicate how well a given unit or organization is maintaining its on-hand equipment.  
<sup>12</sup> (U) Pacing items are a category of mission essential equipment items in the DoD, according to AR 220-1, "Army Unit Status Reporting and Force Registration-Consolidated Policies," April 15, 2010. Examples of pacing items for the 1 ABCT brigade engineer battalion include the D7 bulldozer and the M1150 Assault Breacher Vehicle (ABV).

(CUI) [Redacted]  
[Redacted]  
[Redacted]  
[Redacted] [Redacted]  
[Redacted]  
[Redacted]

(CUI) [Redacted]



(U) Source: The DoD OIG

(U) AFSBn officials named the COSIS processes and restrictions as the cause of the maintenance problems. An AFSBn contracting officer’s representative stated that vehicles issued from an APS site, particularly if they have not received exercise for 2 to 4 years, always have maintenance faults that require money and time to fix. A senior AFSBn maintenance official stated that although COSIS calls for periodic equipment services, these services do not reveal problems that a thorough technical inspection and operation of the equipment would reveal.

<sup>13</sup> (CUI) [Redacted]  
[Redacted]

## **(U) The 405 AFSB and 1 ABCT Could Improve Coordination and Communication Procedures**

(U) We found that 405 AFSB and 1 ABCT coordinated during the limited amount of time from notification to the 1 ABCT's rapid deployment. However, we also found a number of communication and coordination shortfalls between the 405 AFSB and the 1 ABCT during deployment planning and execution. These shortfalls included a lack of pre-deployment checklists, timelines, and points of contact for preparation and issuance of APS-2 equipment. There was late coordination of actual APS-2 property on hand, and a lack of coordination on the availability of shop stock repair parts and on host nation requirements for hazardous cargo vehicles. Finally, there was a lack of clarity on 405 AFSB operating procedures at the handover area.

## ***(U) The 405 AFSB and 1 ABCT Did Not Have Comprehensive Procedures and Schedules to Issue APS-2 Equipment***

(U) Coordination shortfalls occurred because the 405 AFSB and 1 ABCT lacked comprehensive procedures and timelines to prepare for the issuance of equipment from APS-2 locations. Although there were tailorable checklists for planning and executing APS equipment for issuance in APS doctrine, the 405 AFSB and 1 ABCT did not use existing procedures or develop new ones that could support an ABCT rapid deployment. We were told that this occurred because this was the first time the 405 AFSB issued equipment to an ABCT sized-element in a rapid deployment situation. ATP 3-35.1 emphasizes the usefulness of deployment checklist items that can serve as the launching point for the planning and execution of APS operations, and offers checklist templates that can be tailored to fit the issuance process for a specific mission at a handover area. Relevant pre-deployment checklist items in the ATP 3-35.1 template include determining APS unit equipment on-hand, verifying the equipment the unit will deploy with from home station, and requesting and receiving standard operating procedures from the handover area. Higher headquarters checklists in the ATP 3-35.1 include authorization of direct liaison with the deploying unit, and informing the deploying unit of the exact APS unit sets upon which to draw, by unit identification code.

## ***(U) The 405 AFSB and 1 ABCT Were Unable to Reconcile Property Books During Pre-Deployment***

(U) During the 1 ABCT's pre-deployment process, the property book officers (PBOs) for the 405 AFSB and 1 ABCT were unable to complete a timely reconciliation of quantities of APS-2 equipment on hand at the 405 AFSB. ATP 3-35.1 states that deploying units drawing APS materiel should become familiar with the quantity, type, and models of the equipment prior to their deployment. The ATP states

(U) that units must access property records in automated systems, such as Global Combat Support System–Army, to identify unit equipment shortages so the unit can determine its “to-accompany-troops” equipment requirements.

(U) The 1 ABCT PBO stated that the 405 AFSB PBO conducted a crosswalk of the APS-2 property book from December 15, 2021, to February 16, 2022, before 1 ABCT’s deployment. This crosswalk compared the equipment that was listed as on hand in the APS-2 property book with the actual quantities on hand. According to the crosswalk document, the 405 AFSB PBO discovered that the 405 AFSB had less equipment on hand than what the property book reflected. The 1 ABCT PBO stated that, while the quantities of major end items were correct, the 405 AFSB property book did not completely identify and account for missing secondary equipment and component items. Because the 1 ABCT began arriving in Germany on February 27, 2022, the 1 ABCT had limited time to adjust for all the APS-2 property shortages that were not identified during the crosswalk. The 1 ABCT PBO stated, however, that he and the 405 AFSB PBO continued to coordinate their efforts to address the 405 AFSB property book shortages over the course of the 1 ABCT’s 6-month deployment to Europe.

~~(CUI)~~ The property book crosswalk showed that, out of 918 lines of equipment, 180 lines, or 20 percent, had fewer pieces of equipment on hand than what the APS-2 property book reflected.<sup>14</sup> During the deployment, the 1 ABCT brought over 27,000 items to Europe as to-accompany-troops equipment to rectify the discrepancies discovered during the equipment crosswalk. While the 1 ABCT sourced replacements for 154 of the previously identified 180 lines of discrepancies, 26 lines remained at least partially unfilled at the onset of the 1 ABCT’s deployment to Europe. Of these unfilled lines, after the property book crosswalk, the 1 ABCT identified 159 pieces of equipment as unavailable to accompany its deploying troops. [REDACTED]

(U) The 1 ABCT PBO stated that AFSB property book quantities changed up to the date of the 1 ABCT’s deployment, which changed the 1 ABCT’s decisions on which equipment it would bring to Germany. He stated that this lack of timely coordination, in addition to the short timeline to prepare for deployment, delayed the 1 ABCT’s process of accounting for and sustaining the property deployed to Germany, and resulted in a late establishment of separate property books for the deployed 1 ABCT companies.<sup>16</sup>

<sup>14</sup> (U) The “crosswalk” refers to a document that included 405 AFSB and 1 ABCT line items and identified discrepancies between both organizations’ records.

<sup>15</sup> (U) The AN/VSQ-2D (V) 1 radio set is a surface vehicle configuration of the Enhanced Position Location Reporting System, which acts as a primary data and imagery communications system. KIV-7M encryption equipment is a National Security Agency Type-1 multi-channel encryptor that provides both programmable link and network encryption capabilities.

<sup>16</sup> (U) AR 735-5, “Property Accountability Policies,” November 9, 2016, states that when an element of a unit deploys, separate property book records for the property accompanying the element will be established. On arrival at the location of the contingency or war, units will receive property book support from the task force PBO. On termination of the contingency or war, accountability for property will be returned to the owning unit before the deploying units return to their home stations.

(U) The 1 ABCT PBO emphasized that early coordination between the 405 AFSB PBO and other key stakeholders on site before APS issuance is critical to an operation the size of the 1 ABCT's. He also stated that unit-level communication between the deploying unit and the AFSB and its AFSBns must occur earlier than it did for the 1 ABCT's equipment issuance.

### ***(U) The 405 AFSB and 1 ABCT Did Not Coordinate Shop Stock Availability and Requirements***

(U) Neither the 1 ABCT nor the 405 AFSB adequately planned or coordinated shop stock for the vehicles issued from the APS-2 sites. Shop stock is defined as high-demand repair parts and consumable supplies stocked within a support-level maintenance activity for internal use during accomplishment of maintenance requests. ATP 3-35.1 states that unit sets of APS include shop stock, and that the APS sites will provide units with initial shop stock items at the time of the APS issuance.

(U) Leaders from the 1 ABCT stated that the lack of shop stock list (SSL) items at the equipment site was the main challenge the 1 ABCT faced during the APS-2 equipment issuance. A 1 ABCT maintenance leader stated that he understood from APS-2 officials that APS-2 SSL parts would be available, and discussed equipment deficiencies at APS-2 before the 1 ABCT's departure for Europe. The maintenance leader also stated that the 1 ABCT did not receive any advance notice from the 405 AFSB that only limited SSL would be present at the handover area. The 1 ABCT Commander stated that 1 ABCT received a well-stocked authorized stockage list, but an inadequate SSL. The 1 ABCT PBO stated that the 1 ABCT received some SSL during the APS-2 equipment issuance. However, he said that the SSL was not available in sufficient quantity and that many items the 1 ABCT received could not be used. For example, the 1 ABCT received spare tires for High Mobility Multipurpose Wheeled Vehicles; however, the 1 ABCT did not receive any High Mobility Multipurpose Wheeled Vehicles from the APS-2 sites.

(U) A USAREUR-AF logistics staff officer stated that the SSL was very limited for the 1 ABCT and that there was confusion about SSL between the 1 ABCT and 405 AFSB before the deployment. An APS-2 site manager stated that the 1 ABCT should have received an SSL of current APS parts at the handover area but did not. The site manager also stated that, with adequate planning and coordination, SSL items at APS-2 sites can meet the requirements of APS-2 equipment in COSIS, as well as deploying units. However, he stated that direct communication between the AFSBns and the deploying units was difficult during pre-deployment. Officials from AFSBn-Mannheim stated that they did not have any direct communication with the 1 ABCT during deployment planning and preparation, and the AFSBn-Mannheim site manager stated that there were too many links in the communication chain to talk directly to deploying units. He stated that neither the 405 AFSB nor the ASC had updated the SSL for new APS-2 parts and supplies, and that the SSL did not meet the 1 ABCT's requirements.



### ***(U) The 405 AFSB and 1 ABCT Did Not Coordinate Vehicle Certification Requirements for Hazardous Cargo***

(U) 1 ABCT and 405 AFSB did not coordinate or plan for the certification of hazardous cargo vehicles issued from APS-2 sites. Army in Europe Regulation 55-4 states that unit commanders are responsible for ensuring that all vehicles, trailers, and equipment used to transport ammunition or bulk fuel have a valid, original copy of the Hazardous Cargo Certificate of Approval when the vehicle is on a European public road.<sup>17</sup>

(U) An HQDA G-3/5/7 official stated that, while all vehicles the 1 ABCT received were supposed to be hazardous cargo-certified, the trucks and trailers the 1 ABCT received were not certified. As a result, the 1 ABCT had to certify these vehicles after the 405 AFSB issued them. A 1 ABCT battalion staff officer stated that his battalion did not know about the requirement for hazardous cargo certification before it arrived at the handover area. He stated that none of his battalion's trucks and trailers were hazardous cargo-certified when AFSBn personnel issued them to his battalion. A 1 ABCT battalion supply officer stated that, during his battalion's gunnery training, the battalion relied on certified trucks and trailers from other battalions in the 1 ABCT.

### ***(U) 405 AFSB Operating Procedures Could Be More Clear and Consistent During Equipment Issuance***

(U) Coordination shortfalls between the 405 AFSB and the 1 ABCT also occurred because the 405 AFSB did not follow existing procedures or plan for sufficient personnel to issue equipment to the 1 ABCT at the handover area. Specifically, those procedures included the combat configuration of the APS-2 equipment for issuance, conduct of joint inventories at issuance, and the ability to meet surge requirements to support a rapid APS-2 equipment issuance.

### ***(U) Lack of Combat Configuration Slowed the Issuance of Some APS-2 Equipment***

(U) According to the 1 ABCT officials, the lack of equipment in the proper combat configuration limited the speed of the issuance of numerous vehicles used by the 1 ABCT, including M109A6 Paladin Howitzers, LMTVs, M1 Abrams Tanks, Joint Light Tactical Vehicles, and M88 recovery vehicles. ATP 3-35.1 states that configuration of APS equipment at the handover area includes installing batteries, replacing fuel, uploading weapon systems and sensitive items, and making quick fix repairs. However, multiple 1 ABCT officials stated that much of the APS-2 equipment issued to the 1 ABCT was not configured for combat at the handover area.<sup>18</sup>

<sup>17</sup> (U) Army in Europe Regulation 55-4, "Safe Movement of Hazardous Goods by Surface Modes," October 11, 2016.

<sup>18</sup> (U) Configuration for combat is defined as configuring prepositioned unit sets of equipment for rapid issuance to deploying units.

~~(U)~~ A 1 ABCT maintenance official stated that a lack of APS-2 vehicles configured for combat at the handover area was a challenge for the 1 ABCT, as many issued vehicles did not have the necessary secondary items to ensure that they worked properly. The 1 ABCT maintenance official said that, for example, over 60 percent of the M88 recovery vehicles issued to the 1 ABCT did not have all of their required secondary equipment in the vehicle, and that the 1 ABCT had to remove parts from multiple M88 recovery vehicles to create working M88s. [REDACTED]

(U) APS doctrine instructs APS sites to configure unit sets of equipment for combat before issuance, to reduce equipment issuance times. ATP 3-35.1 states that APS unit sets may be configured for combat to reduce the preparation and issuance time required to round out deploying Army units. This reduces installation, configuration times, maintenance, inventories, and other logistical activities for units drawing APS equipment. Additionally, ATP 3-35.1 states that equipment in combat configuration and maintained at FMC standards reduces equipment issuance times.



(U) Figure 7. APS-2 equipment arrayed by company unit identification code at Coleman Work Site, Germany.

(U) Source: The DoD OIG.

(U) The type of equipment configuration at the APS storage sites has ramifications for how quickly the APS-2 equipment can be transported to a handover area. An AFSBn-Germany official stated that AFSBn personnel at the APS-2 sites store equipment in configure for combat format due to guidance from the AMC, and therefore personnel at APS-2 sites store basic issue items and components of end items alongside their associated vehicles (Figure 8).<sup>19</sup>



(U) Figure 8. Interior of a basic issue item box stored outdoors at Coleman Work Site, Germany.  
(U) Source: The DoD OIG.

(U) AR 190-51 states that communications and electronic equipment, tool sets, night vision devices, and other high-value optical equipment require double barrier protection when not in use, including during transit. AR 190-51 further states that units must secure these items within two locked and secured containers or structures.<sup>20</sup> To meet these requirements, an AFSBn-Mannheim official stated that APS-2 sites should store APS-2 equipment in a configuration for transportation status, as opposed to a configured for combat status. This official stated that 405 AFSB personnel install communications systems in the vehicles at the storage sites as part of configure for combat, but then personnel must uninstall communications systems and pack them separately for transporting when it is time to transport them to the handover area.

<sup>19</sup> (U) Basic issue items are those essential ancillary items required to operate the equipment and to enable it to perform the mission and function for which it was designed or intended.

<sup>20</sup> (U) AR 190-51, "Security of Unclassified Army Resource, Sensitive and Non-sensitive," June 27, 2019.

(CUI) Reconfiguring vehicles before issuance takes time and resources. A civilian AFSBn-Mannheim official estimated that it takes the AFSBn-Mannheim workforce 2 hours, plus additional staffing and funding, to convert an APS-2 vehicle from configure for combat to configured for transport for movement to the handover area. [REDACTED]

[REDACTED]

(CUI) [REDACTED]

This official further stated that conversion from configure for combat to configured for transportation primarily includes removing radios and secondary items from installation kits, and that

each conversion risks damaging the equipment. An AFSBn-Germany official stated that it takes the AFSBn-Germany workforce approximately 30 minutes per wheeled vehicle to convert from configure for combat to configured for transportation, and that this process can take longer for tracked vehicles or for certain vehicles with more sensitive equipment.

***(U) The 1 ABCT and 405 AFSBn-Germany Did Not Consistently Conduct a Joint Inventory of APS-2 Equipment***

(U) The 1 ABCT and AFSBn-Germany did not complete joint inventories of APS equipment during the transfer of accountability and equipment issuance. 1 ABCT leaders shared concerns about inconsistent AFSBn inventory processes at the handover area, including personnel, processes, and equipment familiarity.

(U) APS doctrine states that units losing and gaining APS equipment must conduct joint inventories. ATP 3-35.1 states that AFSBns transfer accountability to the receiving unit, which includes conducting a joint inventory of APS equipment and ensuring that property data transfers result in 100 percent accuracy of property inventory. TM 38-470 states that planning for equipment handover between the AFSBn and the deploying unit includes a joint inventory of materiel between losing and gaining units.

(U) A 1 ABCT senior leader stated that in some cases, despite daily synchronization meetings at the handover area, AFSBn personnel did not consistently participate in the technical inspection and inventory of the equipment at issuance. A 1 ABCT battalion maintenance warrant officer stated that only one AFSBn representative was available to inspect and inventory the M1068 Standard Integrated Command Post vehicles, even though each battalion headquarters and the brigade headquarters had several of these tracked vehicles. A 1 ABCT company commander stated that his company had no AFSBn representative present during inventory,

(U) and a 1 ABCT battalion supply officer stated that often the companies in his battalion completed their inventory before their basic issue items arrived at the handover area. This is an example of vehicles and equipment not configured for combat at the handover area, and is not in accordance with the requirement to reconfigure APS vehicles for combat before issuance, in accordance with ATP 3-35.1. Incomplete inventories also complicate unit accountability for issued items during the deployment and during equipment turn-in. Finally, a 1 ABCT battalion supply officer stated that some of the AFSBn personnel at the handover area did not seem knowledgeable on parts and equipment during issuance, and did not bring reference manuals for equipment issuance. An AFSBn quality assurance (QA) chief expressed a similar concern about reference manuals, stating that the AFSBn-Germany and the 1 ABCT had not coordinated the responsibility to bring required hard copies of the maintenance checks and services portions of the vehicle technical manuals on site, thus failing to meet this basic requirement for technical inspection of the equipment before signing over equipment to the deploying unit.

(U) An AFSBn-Mannheim support operations officer acknowledged that APS doctrine directs a joint inventory of APS equipment at issuance, but stated that taking time to complete a joint inventory was not realistic when transferring equipment to an entire ABCT. Additionally, an AFSBn director of maintenance and a 405 AFSB officer who oversaw the issuance at the handover area stated that, during the 1 ABCT equipment issuance, some 1 ABCT drivers and crews began inventories and technical inspections as soon as the equipment arrived, without waiting to coordinate and conduct a joint inventory with the issuing AFSBn.

### ***(U) The 405 AFSB Had Difficulty Meeting Personnel Surge Requirements***

(U) The 405 AFSB had difficulty meeting the issuance requirements and timeline for the 1 ABCT with the personnel it had on hand at the handover area. ATP 3.35.1 states that the issuance process emphasizes speed and requires AFSBn personnel to ensure that equipment is ready to issue when the deploying unit arrives. The AFSB Deputy Commander stated that the 405 AFSB requirement for on-site personnel must surge significantly to rapidly issue equipment to an entire brigade. He said that the ability to coordinate a surge of equipment specialists is critical, and that these personnel would have to be formally requested from the AFSB's higher headquarters. A senior AFSBn official stated that the APS-2 contractor did not have the necessary workforce to do everything required in the short timeline planned for the 1 ABCT equipment issuance. He stated that surging contractors from other sites to assist was a problem, due to the compressed nature of the issuance. He stated that the APS-2 contractor worked with the AFSBn 7 days per



(U) week to get the equipment ready for issuance. An AFSBn QA chief stated that the 405 AFSB leadership has to determine a way to build a rapid surge capacity in the future with a sufficient workforce to support an equipment issuance as large as the issuance to the 1 ABCT.

(U) Additionally, documentation from the AFSBn-Germany Deputy Commander showed that, of the 18 QA personnel authorized at the Dulmen Work Site, only 2 were on hand during the issuance of equipment to 1 ABCT. An AFSBn chief of QA stated that, due to the specialized nature and complexity of the APS equipment, the AFSBn needs QA subject matter experts at the work sites, including at the handover areas. As of September 2022, the QA chief was writing position descriptions to begin hiring three subject matter experts, one for wheeled vehicles, one for tracked vehicles, and one for communications.

### **(U) Lack of Maintenance and Coordination Interrupted the 1 ABCT's Operations and Required Additional Resources**

~~(CUI)~~ As a result of a lack of equipment supply and maintenance coordination, 1 ABCT spent additional time and resources during its deployment addressing supply and maintenance challenges. As an example, the 1 ABCT received insufficient SSL of repair parts, which it could have used to bring some of its APS-2 vehicles to FMC status. As another example, throughout the deployment, the 1 ABCT continued to repair APS-2 vehicles to the FMC standards required by the host nation as a prerequisite for hazardous cargo certifications. Extra time spent repairing vehicles took time and equipment away from training. The 1 ABCT also expended additional funds after issuance and during its initial training to execute its deployment. The 1 ABCT resource manager stated that [REDACTED]  
[REDACTED]. Additionally, in August 2022, a USAREUR-AF G-4 representative stated that USAREUR-AF had spent an additional \$5.8 million on hazardous vehicle certifications for the 1 ABCT since the beginning of the 1 ABCT deployment in February 2022.

## **(U) Recommendations, Management Comments, and Our Response**

### **(U) Recommendation 1**

**(U) We recommend that the Commander of the Army Materiel Command conduct a review to determine whether an update to the maintenance processes is required to include and track the mission capability of Army pre-positioned stock equipment in storage, and implement the results of the review.**

### **(U) AMC Commander Comments**

(U) The Deputy Commanding General of the AMC agreed and stated that AMC will work closely with the ASC to review both maintenance processes and mission capability as the AMC conducts further support missions in the USEUCOM theater. He also stated that the AMC will use those opportunities to refine its processes and procedures.

### **(U) Our Response**

(U) The Deputy Commanding General addressed the specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We will close the recommendation when the AMC provides:

- (U) the results of its review of: maintenance processes and mission capability tracking of APS equipment in storage and opportunities for refinement of AMC processes and procedures to further support missions in the USEUCOM theater; and
- (U) documentation that the AMC implemented the results of the review, as appropriate.

### **(U) Recommendation 2**

**(U) We recommend that the Commander of the 405 Army Field Support Brigade, in coordination with the Commander of the Army Materiel Command, identify and implement ways to exercise APS-2 equipment, in accordance with care of supplies in storage and Technical Manual 38-470 requirements.**

### **(U) 405 AFSB Commander Comments**

(U) The 405 AFSB Commander agreed and stated that the 405 AFSB plan includes improving facility infrastructure at Coleman Work Site – Mannheim by constructing a test track to properly exercise APS equipment. She stated that the Installation Management Command-Europe has earmarked \$650 million to improve the

(U) infrastructure at Coleman Work Site, which includes the construction of a test track by 2028. She stated the 405 AFSB will coordinate with the Installation Command-Europe and USAREUR-AF to ensure facility projects are executed on schedule.

### ***(U) Our Response***

(U) The 405 AFSB Commander addressed the specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We request that the 405 AFSB Commander address plans for exercising APS-2 equipment at Coleman Work Site prior to completion of the test track in 2028, and address exercise plans at Dulmen Work Site in Dulmen, Germany, also identified in the report as lacking an exercise track. We will close the recommendation when the Commander identifies and implements ways to exercise APS-2 equipment stored at Dulmen Work Site.

### ***(U) Recommendation 3***

**(U) We recommend that the Commander of the 405 Army Field Support Brigade develop and implement a procedures checklist with APS-2 preparation and issuance milestones that will help deploying units coordinate their efforts with the Army field support battalion workforces during future rapid deployments.**

### ***(U) 405 AFSB Commander Comments***

(U) The 405 AFSB Commander agreed and stated that the 405 AFSB has drafted an APS-2 Issue and Receipt Standard Operating Procedure that will be complete by April 2023. The standard operating procedure will include checklists for units to use in preparation for issue and turn-in of APS-2 equipment, as well as chapters on accountability, maintenance, preparation, and certification of transporting hazardous material, sensitive items, and agricultural cleaning/disinfection requirements for military movements.

### ***(U) Our Response***

(U) The 405 AFSB Commander addressed the specifics of the recommendation; therefore, the recommendation is resolved, but remains open. We will close the recommendation when we have reviewed the published 405 AFSB APS-2 Issue and Receipt Standard Operating Procedure.

## ***(U) Recommendation 4***

**(U) We recommend that the Commander of the Army Sustainment Command:**

- a. **(U) Update Army Techniques Publication 3-35.1 to include requirements that Army pre-positioned stocks be configured for transport at the APS storage site and update procedures that Army pre-positioned stocks be configured for combat at the equipment configuration and handover area.**

### ***(U) ASC Commander Comments***

(U) The ASC Executive Director for Support Operations, responding for the ASC Commander, agreed and stated that ATP 3-35.1, as written, implies that APS equipment may be configured for transport to meet reception, staging, integration, and onward movement requirements. He said that the ATP states that prepositioned equipment should be configured for combat to the maximum extent possible to minimize draw times and enable rapid build-up of combat power by the supported command, and he further stated that the ATP requires configuration of equipment at the point of issue as part of the draw process.

(U) The Executive Director stated that the ASC will coordinate with the AMC and the Combined Arms Support Command to clearly articulate the considerations to determine configuration requirements for APS equipment during COSIS. He stated that the ASC will work with the AMC and the theater support commands to clearly identify theater-specific movement requirements at the equipment configuration and handover areas.

### ***(U) Our Response***

(U) The ASC Executive Director for Support Operations, responding for the ASC Commander, addressed the specifics of the recommendation; therefore, the recommendation is resolved, but remains open. We will close the recommendation when the ASC provides the results of its review and documentation of its actions to articulate the considerations to determine configuration requirements for APS equipment during COSIS, and, with the AMC and the theater support commands, to identify the theater-specific movement requirements at the equipment configuration and handover areas.

- b. **(U) Clarify APS joint inventory requirements at the equipment configuration and handover areas.**

***(U) ASC Commander Comments***

(U) The ASC Executive Director for Support Operations, responding for the ASC Commander, agreed and stated that the ASC will ensure that issuing AFSBs properly execute joint inventories, as planned, before transferring accountability. The ASC will emphasize through the AMC to the U.S. Army Forces Command that deploying units must conduct joint inventories as outlined in ATP 3-35.1 and as required to meet transfer of accountability as outlined in Army Regulation 710-2 and Department of the Army Pamphlet 710-2-1, paragraph 9-2, receipt and issue of property inventory.

***(U) Our Response***

(U) The ASC Executive Director for Support Operations, responding for the ASC Commander, addressed the specifics of the recommendation; therefore, the recommendation is resolved, but remains open. We will close the recommendation when the ASC provides a copy of its guidance to the AFSBs, and the AMC provides a copy or record of its update to the U.S. Army Forces Command, clarifying the requirement for AFSBs and deploying units to conduct joint inventories at the equipment configuration and handover areas.

- c. **(U) Provide guidance to the Army Field Support Brigades on identifying and ensuring the availability of sufficient and appropriate personnel to support surge requirements for ABCT rapid deployments.**

***(U) ASC Commander Comments***

(U) The ASC Executive Director for Support Operations, responding for the ASC Commander, agreed and stated that the ASC will ensure proper integration between the AFSBs and the Army Service Component Commands to understand the rotational timelines, operational requirements, and any additional personnel requirements to ensure timely issuance of APS stocks. Additionally, he stated that the ASC will apply all lessons learned from the 2022 issuance of APS-2, as well as recommendations highlighted in the DoD report in all preparations for future APS issues. Theater AFSBs will ensure these lessons are shared with the appropriate AFSBs supporting upcoming rotations, and that proper personnel will be identified and resourced in a timely manner to ensure no interruption to the rotational brigade's mission. The ASC will identify any shortfalls and will communicate with the ASC staff for immediate action; additionally, Headquarters, ASC will reinforce early reporting through the use of the published commander's critical information requirements list.



***(U) Our Response***

(U) The ASC Executive Director for Support Operations, responding for the ASC Commander, addressed the specifics of the recommendation; therefore, the recommendation is resolved, but remains open. We will close the recommendation when the ASC Commander provides us with the guidance to the theater AFSBs on identifying and ensuring the availability of sufficient and appropriate personnel to support surge requirements for ABCT rapid deployments.

## (U) Appendix

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### (U) Scope and Methodology

(U) We conducted this evaluation from June 2022 through January 2023 in accordance with the “Quality Standards for Inspection and Evaluation,” published in December 2020 by the Council of the Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to ensure that objectives are met and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

(U) The DoD OIG revised this project’s objective to address only the portion of the APS-2 equipment issuance process that occurred at the time we conducted this evaluation. Specifically, this project narrowed the project objective by focusing only on repairs and omitting replenishment and replacement of equipment. The DoD Office of Inspector General announced the following related evaluation to address replenishment and replacement of weapons provided to Ukraine: “Evaluation of the Department of Defense’s Replenishment of Weapons Stockpiles Provided to Ukraine.”<sup>21</sup>

(U) The scope of this project pertained to the mission capability of the PWRM in APS-2 in support of deploying forces. The scope of the project included an evaluation of the APS-2 equipment issuance process and the availability of APS-2 equipment, supplies, and repair parts in accordance with policies, regulations, technical publications, processes, and procedures the DoD and the Army developed and implemented to store, maintain, and issue APS equipment. The scope also included the QA and property accountability requirements involved in the APS-2 issuance process. We collected evidence from the March 2022 issuance of APS-2 vehicles and equipment to the 1 ABCT, and the sustainment of the equipment during the ABCT’s rotation in support of NATO Defense Forces.

(U) The team traveled to Germany and physically observed APS-2 operations at APS-2 sites in Mannheim and Dulmen, Germany. The team visited USAREUR-AF headquarters in Wiesbaden, Germany; 405 AFSB headquarters in Kaiserslautern, Germany; 405 AFSBn–Mannheim, Germany; and 405 AFSBn–Germany in Dulmen, Germany. The team interviewed officials and collected documentation from the following organizations: Joint Staff J-44; Office of the Deputy Chief of Staff G-3/5/7, HQDA; USEUCOM J-4; USAREUR-AF; AMC and ASC, 21st Theater Sustainment Command, 405 AFSB, and 1 ABCT.

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<sup>21</sup> (U) DoD Office of Inspector General Report Number D2022-DEV0PA-0149.000.

## **(U) Evidence and Documentation Reviewed**

(U) To determine the extent to which the ASC and 405 AFSB maintained and accounted for Army pre-positioned stocks of military equipment in their storage areas, and planned for the repair of issued APS-2 equipment in response to Russian's invasion of Ukraine and in support of the NATO Defense Forces, we reviewed DoD, Army, 405 AFSB, and 1 ABCT documentation related to APS storage and issuance. The team analyzed 1 ABCT equipment status reports and equipment FMC update briefs, and analyzed 405 AFSB and 1 ABCT property book documents. We reviewed 405 AFSB quality assurance documents, performance work statements, maintenance and issuance standard operating procedures, and manning documents. We reviewed 1 ABCT after action review documents, and verified them with 1 ABCT and 405 AFSB testimonial evidence. Our team conducted physical observation of the 405 AFSBn APS-2 work sites in Mannheim and Dulmen, along with work site senior leaders, where we gained further insights into APS-2 storage and issuance and also confirmed or clarified our collected documentation. Finally, we conducted interviews with DoD, Army, 405 AFSB, and 1 ABCT military and civilian leaders in the United States and in Germany.

## **(U) Chairman of the Joint Chiefs of Staff Instruction**

(U) Chairman of the Joint Chiefs of Staff Instruction 4310.01F, August 29, 2022

## **(U) Army Standards and Regulations**

(U) Army Regulation 750-1, "Army Materiel Maintenance Policy," October 28, 2019

(U) Army Regulation 220-1, "Army Unit Status Reporting," April 15, 2010

(U) Army Regulation 190-51, "Security of Unclassified Army Resources, Sensitive and Non-Sensitive," June 27, 2019

(U) Army Techniques Publication No. 3-35.1, "Army Pre-Positioned Operations," April 2022

(U) Army Techniques Publication No. 4-98, "Army Field Support Brigade," June 2021

(U) Technical Manual 38-470, "Storage and Maintenance of Army Pre-Positioned Stock Materiel," January 28, 2022

(U) Field Manual No. 3-96, "Brigade Combat Team," January 19, 2021

(U) Army in Europe Regulation 55-4, "Safe Movement of Hazardous Goods by Surface Modes," October 11, 2016

## **(U) Use of Computer-Processed Data**

(U) We did not use computer-processed data to perform this evaluation.

## **(U) Prior Coverage**

(U) During the last 5 years, the DoD Office of Inspector General (DoD OIG) issued two reports and the Government Accountability Office (GAO) issued three reports on APS matters. Unrestricted DoD OIG reports can be accessed at <http://www.dodig.mil/reports.html/>. Unrestricted GAO reports can be accessed at <http://www.gao.gov>.

### **(U) DoD OIG**

(U) Report No. DODIG-2018-132, “Management of Army Equipment in Kuwait and Qatar,” June 29, 2018

(U) The DoD OIG determined whether the Army maintained and accounted for equipment stored in Kuwait and Qatar. The DoD OIG examined APS-5 program equipment specifically because the majority of Army support equipment stored and maintained in Kuwait and Qatar is APS equipment. The evaluation found that the Army did not ensure that personnel properly maintained the prescribed cyclic maintenance schedules for APS-5 vehicles and weapon systems stored in Kuwait and Qatar.

(U) Report No. DODIG-2018-152, “Management of Army and Marine Corps Pre-positioned Stocks in U.S. European Command,” September 17, 2018

(U) The DoD OIG determined whether the Army and Marine Corps maintained and stored pre-positioned stock in accordance with established maintenance schedules and storage requirements in the USEUCOM area of responsibility. The DoD OIG reviewed the storage and maintenance of Supply Class VII vehicles and weapons for Army pre-positioned stock and the Marine Corps Pre-Positioning Program–Norway. The evaluation found that Army and Marine Corps officials did not ensure proper storage humidity levels, weapons maintenance, and vehicle maintenance.

**(U) GAO**

(U) Report No. GAO-21-358, "Warfighter Support: The DoD Needs a Complete Picture of the Military Services' Pre-positioning Programs," March 4, 2021

(U) The GAO assessed the extent to which the DoD had made progress in implementing a joint oversight framework for the Services' pre-positioning programs. In previous reports, the GAO had identified weaknesses in the DoD's (U) efforts to establish a joint oversight framework to guide its ability to assess the Services' pre-positioning programs. The report stated that the DoD had taken steps to implement a joint oversight framework but did not yet have a complete view of the Services' pre-positioning programs.

(U) Report No. GAO-19-244, "The DoD Needs Joint Oversight of the Military Services' Programs," January 31, 2019

(U) The GAO reviewed the DoD's implementation plan for managing the Military Services' pre-positioned stock programs, as required by the FY 2014 National Defense Authorization Act. The GAO assessed the extent to which: (1) the DoD's implementation plan addresses mandated reporting elements, and (2) the DoD has made progress in implementing a joint oversight approach for managing the Services' pre-positioned stock programs. The report stated that the plan does not fully address four of the seven plan elements required by the FY 2014 National Defense Authorization Act.

(U) Report No. GAO 17-653, "Pre-positioned Stocks: The DoD Needs to Develop a Department-Wide Vision and Goals to Guide Program Management," July 31, 2017

(U) The GAO assessed the extent to which the DoD's strategic policy addresses mandated reporting elements and describes the status of the DoD's implementation plan. The GAO analyzed the DoD's strategic policy against the elements required in the FY 2014 National Defense Authorization Act, and discussed the status of the implementation plan with DoD officials. The report stated that the DoD's 2017 strategic policy on its pre-positioned stock programs addressed one of the six mandated reporting elements, strategic planning and resource guidance. The report stated that the 2017 strategic policy did not address vision and end states, interim goals, strategic environment and challenges, metrics, or a framework for joint department oversight of the DoD's pre-positioned stock programs, as required.

## (U) Management Comments

### (U) Commander, Army Materiel Command



DEPARTMENT OF THE ARMY  
HEADQUARTERS, U.S. ARMY MATERIEL COMMAND  
4400 MARTIN ROAD  
REDSTONE ARSENAL, AL 35898-5000

AMIG

13 February 2023

MEMORANDUM FOR Department of Defense, Inspector General, 4800 Mark Center Drive, Alexandria, VA 22350-1500

SUBJECT: Army Materiel Command (AMC) Response to the Draft Report – Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

1. Reference: DoD Inspector General Draft Report - Evaluation of Army Pre-Position Equipment (APS) Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000).

2. Recommendation 1. "We recommend that the Commander of the Army Materiel Command conduct a review to determine if an update to the maintenance processes is required to include and track the mission capability of Army pre-positioned stocks equipment in storage and implement the results of the review."

a. Upon review, AMC concurs with comment to DoD Inspector General Recommendation 1. AMC will work closely with the Army Sustainment Command (ASC) to review both maintenance processes and mission capability as we conduct further support missions in the European Command (EUCOM) theater and use those opportunities to refine our processes and procedures.

b. The APS program has provided senior commanders with strategic options for several operations across the Conflict-Crisis-Competition spectrum by delivering rapid deployment equipment at the point of need at the speed of war. The APS-2 program has provided an Armored Brigade Combat Team (ABCT) equipment set with several battalion and company-sized enabler sets for the initial Assure & Deter and Response operations; supported DEFENDER 22 and is preparing to support DEFENDER 23 and has executed numerous Presidential Drawdown Authority (PDA) actions.

c. APS-2 will continue to support EUCOM / U.S. Army Europe and Africa (USAREUR-AF) by providing equipment to execute the current Operation Trident Ready training mission while restoring legacy equipment for further PDA actions. The ASC and AFSB teams will continue to keep APS-2 equipment sets at a high state of Readiness to provide additional strategic and operational flexibility within the EUCOM theater.

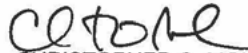


## (U) Commander, Army Materiel Command (cont'd)

3. AMC acknowledges Recommendations 2, 3 and 4 and will continue to support ASC analysis and reviews while enabling coordination with Forces Command (FORSCOM), Combined Arms Support Command (CASCOM) and USAREUR-AF to accomplish the goals described in the ASC and Army Field Sustainment Brigade (AFSB) responses to Recommendations 2, 3 & 4.

4. The U.S. Army Materiel point of contact is [REDACTED]

Encl

  
CHRISTOPHER O. MOHAN  
Lieutenant General  
Deputy Commanding General

Controlled by: The Inspector General of the Army (SAIG-ZA)  
Controlled by: The U.S. Army Materiel Command Inspector General  
CUI Category: PRVCY/CTI  
Distribution/Dissemination Controls: FEDCON  
POC: [REDACTED]

## (U) Commander, Army Sustainment Command



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DEPARTMENT OF THE ARMY  
HEADQUARTERS US ARMY SUSTAINMENT COMMAND  
1 ROCK ISLAND ARSENAL  
ROCK ISLAND IL 61299-6500

AMAS-SP

09 February 2023

MEMORANDUM FOR Headquarters, U.S. Army Sustainment Command, Commanding General, 1 Rock Island Arsenal, Rock Island IL 61299

SUBJECT: Army Sustainment Command Response to the Draft Report – Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

1. Reference: DoD Inspector General Draft Report - Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000).
2. Recommendation 4a. We recommend that the commander of the Army Sustainment Command update Army Techniques Publication 3-35.1 to include requirements that Army pre-positioned stocks be configured for transport at the APS storage site and update procedures that Army pre-positioned stocks be configured for combat at the equipment configuration and handover area.
  - a. Upon review, ASC concurs with comment to DoD Inspector General recommendation number 4a.
  - b. ATP 3-35.1, as written, implies that APS equipment may be "configured for transport" as required to meet theater Reception, Staging, Onward Movement, and Integration (RSOI) requirements.
  - c. ATP 3-35.1 Paragraph 1-8 states that "Pre-positioned equipment should be configured for combat to the maximum extent possible to minimize draw times and enable rapid build-up of combat power by the supported command." Furthermore, ATP 3-35.1 Paragraph 4-8 lists "Configuration of Equipment" as a required activity at the point of issue as part of the draw process.
  - d. ASC will coordinate with AMC and CASCOM (the proponent for ATP 3-35.1) to clearly articulate the considerations to determine configuration requirements for APS stocks during Care of Supplies in Storage (COSIS). APS storage configuration is influenced by the Concept of Support to the OPLAN, specific equipment maintenance requirements, Component of End Item (COEI) storage and security requirements, and

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## (U) Commander, Army Sustainment Command (cont'd)

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AMAS-SP

SUBJECT: Army Sustainment Command Response to the Draft Report – Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

mode of transportation to any subsequent Equipment Configuration and Handover Areas (ECHA).

e. Additionally, ASC will work with AMC and the Theater TSCs to clearly identify theater specific movement requirements for APS equipment and ensure the configuration of APS in storage is optimized to support rapid movement to the point of issue required by the theater RSOI plan.

3. Recommendation 4b. We recommend that the commander of the Army Sustainment Command clarify APS joint inventory requirements at the equipment configuration and handover areas.

a. Upon review, ASC concurs with comment to the DoD Inspector General recommendation number 4b.

b. ASC will ensure that issuing AFSBs properly execute the joint inventories, as planned, prior to transfer of accountability. ASC will emphasize through AMC to FORSCOM that deploying units must conduct joint inventories as outline in ATP 3-35.1 and as required to meet transfer of accountability as outlined in AR 710-2 and DA PAM 710-2-1 Para 9-2, Receipt and issue of property inventory.

4. Recommendation 4c. We recommend that the commander of the Army Sustainment Command provide guidance to the Army Field Support Brigades on identifying and ensuring the availability of sufficient and appropriate personnel to support surge requirements for ABCT rapid deployments.

a. Upon review, ASC concurs with DoD Inspector General recommendation number 4c.

b. ASC will ensure proper integration between the APS AFSBs and the ASCC to understand the rotational timelines, operational requirements, and any additional personnel requirements to ensure timely issuance of APS stocks. Additionally, ASC will apply all lessons learned from the 2022 draw, as well as recommendations highlighted in the DOD report in all preparations for future APS issues. Theater AFSBs will ensure these lessons are shared with the appropriate AFSBns supporting upcoming rotations, and proper personnel identified and resourced in a timely manner to ensure no interruption to the rotational BDE's mission. ASC will identify any shortfalls and will communicate with the ASC staff for immediate action; additionally, HQ ASC will reinforce early reporting through the use of the published commander's critical information requirement (CCIR) list.

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## (U) Commander, Army Sustainment Command (cont'd)

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SUBJECT: Army Sustainment Command Response to the Draft Report – Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

5. Furthermore, I concur with the Commander, 405th Army Field Support Brigade's response and recommendations to the report as set forth by DoD Inspector General. The enclosed response is sufficient and addresses the intent of the report.

6. The POC for this memorandum is [REDACTED]

1 Encls

1. 405th AFSB Memo, 08 FEB 23

  
DAN J. REILLY  
Executive Director for Support Operations

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## (U) AFSB Commander



DEPARTMENT OF THE ARMY  
UNITED STATES ARMY FIELD SUPPORT BRIGADE  
U. S. EUROPEAN COMMAND  
UNIT 29704  
APO AE 09227

ASEU-SO

8 February 2023

MEMORANDUM FOR Headquarters, U.S. Army Sustainment Command, Commanding General, 1 Rock Island Arsenal, Rock Island IL 61299

SUBJECT: 405<sup>th</sup> Army Field Support Brigade Response to the Draft Report – Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

1. Reference: DoD Inspector General Draft Report - Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

2. Recommendation 1: We recommend that the Commander of U.S. Army Materiel Command (AMC) conduct a review to determine if an update to the maintenance processes is required to track the mission capability of APS equipment in storage and implement the results of the review.

a. I concur with DoD Inspector General recommendation number one. In support of this recommendation, in March 2023 the 405<sup>th</sup> AFSB has its first review of the contractor's PWS scheduled; additional reviews will be scheduled throughout FY23 as required. Amendments will be made for any contractual or local national workforce shortfalls to ensure the workforce can execute fleet maintenance outside of the two-year COSIS cycle and in support of exercises and real-world contingency response.

3. Recommendation 2: We recommend Commander, 405<sup>th</sup> Army Field Support Brigade (AFSB), in coordination with the Commander, AMC, identify and implement ways to exercise APS-2 equipment, in accordance with care of supplies in storage and Technical Manual 38-470 requirements.

a. I concur with DoD Inspector General recommendation number two. 405<sup>th</sup> AFSB will coordinate with HQ, U.S. Army Sustainment Command (ASC), AMC, and United States Army Europe and Africa (USAEUR-AF) to identify and implement ways to exercise equipment stored across APS-2 sites.

b. The 405<sup>th</sup> AFSB's plan of action includes the following steps:

(1) Improve facility infrastructure at Coleman Work Site (CWS) - Mannheim to construct a test track to properly exercise APS equipment. Installation

## (U) AFSB Commander (cont'd)

SUBJECT: 405<sup>th</sup> Army Field Support Brigade Response to the Draft Report – Evaluation of Army Pre-Position Equipment Issued in Response to Ukraine and the NATO Defense Forces (Project No. D2022-DEV0PC-0145.000)

Management Command – Europe (IMCOM-E) has earmarked \$650M to improve the infrastructure at CWS, which includes plans for the construction of a test track by 2028. The 405<sup>th</sup> AFSB will coordinate with IMCOM-E and USAEUR-AF to ensure facility projects are executed on schedule.

3. Recommendation 3: We recommend Commander, 405th AFSB develop and implement a procedures checklist with APS-2 preparation and issuance milestones that will help deploying units coordinate their efforts with the AFSB workforce during future rapid deployments.

a. I concur with the DoD Inspector General recommendation number three.

b. The 405<sup>th</sup> AFSB has drafted an APS-2 Issue and Receipt Standard Operating Procedure (SOP) to be complete by April 2023. The SOP will include checklists for units to utilize in preparation for issue and turn-in of equipment from APS 2, as well as chapters on accountability, maintenance, preparation, and certification of transporting hazardous materials, sensitive items, and agriculture cleaning/disinfection requirements for military movements

4. The POC for this memorandum is [REDACTED]

HILLS.CRYSTALMA [REDACTED]  
RGIE. [REDACTED]

CRYSTAL M. HILLS  
COL, LG  
Commanding



## (U) Acronyms and Abbreviations

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- (U) **ABCT** Armored Brigade Combat Team
- (U) **AFSB** Army Field Support Brigade
- (U) **AFSBn** Army Field Support Battalion
- (U) **AMC** Army Materiel Command
- (U) **APS** Army Pre-Positioned Stocks
- (U) **AR** Army Regulation
- (U) **ASC** Army Sustainment Command
- (U) **ATP** Army Techniques Publication
- (U) **COSIS** Care Of Supplies In Storage
- (U) **FMC** Fully Mission Capable
- (U) **HQDA** Headquarters Department of the Army
- (U) **LMTV** Light Medium Tactical Vehicle
- (U) **PBO** Property Book Officer
- (U) **PWRM** Pre-Positioned War Reserve Materiel
- (U) **QA** Quality Assurance
- (U) **SSL** Shop Stock List
- (U) **TM** Technical Manual
- (U) **USAREUR-AF** U.S. Army Europe and Africa

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