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European Office

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Unit 25401 (GAO)
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April 29, 1994

General George A. Joulwan
Commander-in-Chief
U.S. European Command

Dear General Joulwan:

We recently completed a survey of the military services' ammunition stockpiles in Europe. Due to the limited ammunition stockage levels and excess ammunition returns of the U.S. Naval Forces, Europe, and the U.S. Marines, we focused on the activities of the U.S. Army, Europe (USAREUR) and the U.S. Air Forces in Europe (USAFE). This letter summarizes the results of our survey.

One of the main areas of interest of our survey was the return of excess ammunition to the United States. As a result of the drawdown in the European Theater, USAREUR and USAFE have significantly reduced both the number of ammunition storage sites and the size of the ammunition stockpile. USAREUR plans to complete its ammunition return program by the end of fiscal year 1995, well ahead of schedule. USAFE plans to complete its ammunition return program by the end of fiscal year 1996. Enclosure I contains additional details on the ammunition return effort. Due to the substantial progress of the ammunition return effort, we do not plan any additional work on the ammunition in Europe at this time.

Another major area of interest was the physical security of ammunition in Europe. We found that a number of organizations within USAREUR, USAFE, and the Department of Defense (DOD) provide oversight and ensure control over ammunition in the European Theater. Enclosure II contains details on these organizations and their reviews. Although there have not been reports of any major safety accidents or any major incidents of theft at U.S. controlled sites over the last 5 years, there have been reports of problems in the areas of facility maintenance (e.g., overgrown vegetation), quantity-distance requirements, and accountability. However, these

reported problems do not appear to be systemic in nature, and USAREUR and USAFE have developed systems to respond to these findings. At one ammunition site, we followed up on our prior findings on security weaknesses and found enhanced compensating internal control procedures. Due to the extent to which the security and safety of ammunition is being monitored by other organizations and the lack of serious findings by them, we do not plan to do any additional work on the security and safety of ammunition in Europe at this time.

During our survey of ammunition safety, we found a backlog of periodic ammunition inspections at the USAREUR sites we visited. As of March 1, 1994, the backlog of periodic ammunition inspections ranged from 21 percent to 32 percent of all ammunition lots scheduled for inspection. Periodic inspections detect evidence of ammunition deterioration or unserviceable conditions. According to USAREUR officials, recent staff cuts and staff diversions due to the ammunition return effort and other competing missions have caused this backlog. These officials stressed that the backlog is only temporary and that all ammunition issued to troops for training or deployments is inspected to ensure only serviceable and safe ammunition is issued. In addition, all ammunition returned to the United States is inspected prior to shipment. USAREUR officials are confident that the backlog in periodic inspections will be eliminated by the end of fiscal year 1995.

While the USAFE sites we visited did not experience a backlog in periodic inspections, we did find a backlog with ammunition awaiting maintenance or awaiting parts. A USAFE official estimated a backlog of about 72,000 staff-hours across the command for fiscal year 1993.

At sites we visited, we found that the operational status of intrusion detection devices varied, and consequently some sites were functioning with less than optimal protection. For example, all three USAREUR end-state storage sites we visited had intrusion detection systems. However, only one system was operational at the time of our visit. Units at sites where intrusion detection systems were not operating had implemented compensatory measures outlined in Army Regulation 190-11 and planned to continue these measures until the intrusion detection systems are modernized. USAREUR officials believe the compensatory measures outlined in Army Regulation 190-11 are more than sufficient to compensate for intrusion detection system failures on ammunition storage structures.

B-256845

All three sites are scheduled for modernization. The USAFE end-state storage site we visited had no intrusion detection system. USAFE officials projected installation of a new intrusion detection system in fiscal year 1994.

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We conducted our survey from August 1993 through February 1994. Details on our scope and methodology are in enclosure III.

We thank you and your staff for the courtesy and cooperation extended to us during our audit. If you or your staff wish to discuss any of these issues further, please contact me or Elliott Smith, Assistant Director for Planning and Reporting, at DSN 320-7511 or Mark E. Gebicke, Director, Military Operations and Capabilities Issues at (202) 512-5140. Major contributors to this work were Joan B. Hawkins, Assistant Director; David M. Bruno, Evaluator-in-Charge; and Donna M. Rogers, Evaluator.

Sincerely yours,


Arthur R. Goldbeck
Director, European Office

Enclosures - 3

AMMUNITION IN EUROPE

Due to the end of the Cold War, the United States is drastically decreasing the number of military personnel stationed in Europe. On September 30, 1990, before the drawdown of forces began, the United States had 310,800 military personnel stationed in Europe. By March 31, 1993, the number of U.S. military personnel had been decreased to 172,800, and this level is projected to be reduced to 109,000 by 1996.

As a result of the drawdown of forces in the European Theater, USAREUR and USAFE have significantly reduced both the number of ammunition storage sites and the size of the ammunition stockpile in Europe as shown in table I.1.

Table I.1: Ammunition Stockpile and Number of Storage Sites

Major command	Short tons on-hand ^a	Total sites
USAREUR^b		
1991	900,000	101 ^c
1994	300,000	5
Projected end-state level	85,000 ^d	3
USAFE^b		
1991	260,000	132 ^c
1994	130,000	28
Projected end-state level	87,000	9

^aEstimates and projections provided by USAREUR and USAFE

^bBy fiscal year.

^cUSAREUR ammunition storage sites include large storage areas such as pre-stockage points (long-term storage sites), ammunition supply points (transient points for training ammunition), and basic load storage areas (unit level stocks stored in tactical configuration for readiness and emergency purposes).

^dIncludes 73,000 short tons owned by USAREUR and 12,000 short tons owned by the Department of the Army, stored at Camp Darby, Italy.

^eUSAFE ammunition storage sites include main operating bases, co-located bases, and stand-by bases as well as munitions maintenance squadrons (Theater).

In May 1992, USAREUR's projected ammunition return end-state date was 2002. However, due to anticipated resource reductions, USAREUR accelerated its program. Currently, USAREUR is 7 years ahead of its original schedule and plans to complete its return program by the end of fiscal year 1995. Although USAFE's program is not as extensive as USAREUR's, USAFE officials believe they will meet their planned fiscal year 1996 completion date.

CONTROLS OVER AMMUNITION

Various organizations and commands within USAREUR, USAFE, and DOD provide oversight and ensure internal control over ammunition in the European Theater. These internal control procedures include periodic assessments from the unit level through DOD in accordance with established regulations as shown in table II.1.

Table II.1: Oversight Organizations

Oversight organization	Type of oversight	Major regulation
Unit level ^a	Periodic inventories & safety/security inspections	AFR 125-37 AFR 127-100 AR 190-11 AR 385-64 DA SB 742-1 USAREUR Reg-742-2 TM 9-1300-206 DOD 5100.76-M
Military and local national security personnel ^b	Round-the-clock security; periodic security inspections	AFR 56-10 AFR 125-37 AR 190-11
Quality Assurance Personnel ^c	Monitor ammunition movements; periodic stockpile inspections; assess quality of ammunition maintenance	USAFER 66-5 DA SB 742-1 USAREUR Reg-742-2 TM 9-1300-206
Service Audit Agencies ^d	Verify stockpile inventories and internal controls	Chief Financial Officers Act
Inspector General Offices ^e	Assess organizational effectiveness, including assessment of ammunition operations such as inspection, maintenance, safety, and security ^f	AFR 123-1 USAREUR Reg-1-201
DOD Explosives Safety Board	Annual safety inspections of ammunition storage sites	DOD Directive 6055.9

^aUnits that receive, handle, store, maintain, or issue ammunition.

^bSecurity personnel include the USAREUR Provost Marshall's Office and the USAFE Resource Protection Office.

^cQuality assurance personnel include USAREUR Quality Assurance Specialists (Ammunition Surveillance) and USAFE Quality Assurance/Safety staff.

^dArmy Audit Agency and Air Force Audit Agency.

^eDepartment of Army Inspector General, Air Force Inspection Agency/The Inspector General of the Air Force, and DOD Inspector General.

^fIncludes Quality Air Force Assessments (formerly Unit Effectiveness Inspections).

The work of these oversight organizations is comprehensive and ongoing. For example, as of March 1, 1994, the Army Audit Agency was conducting a survey of internal controls and accountability over ammunition and missiles within the European Theater and the Air Force Audit Agency had recently completed an audit of accountability and physical control over ammunition.

SCOPE AND METHODOLOGY

To obtain theater-wide information for each of the military services' conventional ammunition management and return programs in Europe, we visited Headquarters, U.S. Forces European Command, Stuttgart, Germany; USAREUR, Heidelberg, Germany; 21st Theater Army Area Command and 200th Theater Army Materiel Management Center, Kaiserslautern, Germany; USAFE in Europe, Ramstein Air Base, Germany; Fleet Marine Forces Europe, Stuttgart, Germany; U.S. Naval Forces, Europe, London, England; Army Materiel Command, Alexandria, Virginia; and the Military Sealift Command, Washington, D.C. In addition, we contacted the Military Traffic Management Command, Rotterdam, the Netherlands.

To obtain information on the activities of U.S. military inspection and audit agencies pertaining to conventional ammunition, we coordinated our review with and examined reports prepared by the Department of the Army Inspector General's Office and the Army Audit Agency; the U.S. Air Force Inspector General's Office and Air Force Audit Agency; the U.S. Navy Inspector General's Office and Naval Audit Service; and the DOD Inspector General's Office and the DOD Explosives Safety Board.

To obtain information on the daily operation and oversight of USAREUR and USAFE's conventional ammunition programs, we visited USAREUR ammunition storage sites in Kriegsfeld, Koeppern, Miesau, and Munster, Germany, and Livorno, Italy. We visited USAFE ammunition storage sites in Morbach and Sembach, Germany, and Livorno and Aviano, Italy.

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