

August 12, 2003



# Homeland Security

DoD Fire and Emergency  
Services Program  
(D-2003-121)

Department of Defense  
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### **Acronyms**

AFB	Air Force Base
ARFF	Aircraft Rescue and Firefighting
CBRNE	Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive
DLA	Defense Logistics Agency
DoDI	Department of Defense Instruction
F&ES	Fire and Emergency Services
GAO	General Accounting Office
GSA	General Services Administration
HAZMAT	Hazardous Materials
MACI	Military Adaptation of Commercial Items
MAF	Manhour Availability Factor
PMF	Position Manning Factor



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
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August 12, 2003

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION,  
TECHNOLOGY, AND LOGISTICS  
DEPUTY UNDER SECRETARY OF DEFENSE  
(INSTALLATIONS AND ENVIRONMENT)  
ASSISTANT SECRETARY OF THE AIR FORCE  
(FINANCIAL MANAGEMENT AND COMPTROLLER)  
DIRECTOR, DEFENSE LOGISTICS AGENCY  
NAVAL INSPECTOR GENERAL  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Report on DOD Fire and Emergency Services Program  
(Report No. D-2003-121)

We are providing this report for review and comment. We performed this evaluation in response to a request from the Deputy Under Secretary of Defense (Installations and Environment). We considered management comments on a draft of this report when preparing the final report.

DoD Directive 7650.3 requires that all issues be resolved promptly. We request that the Navy reconsider its position on Recommendation B.2. and provide comments by October 10, 2003.

If possible, please provide management comments in electronic format (Adobe Acrobat file only). Copies of the management comments must contain the actual signature of the authorizing official. We cannot accept the / Signed / symbol in place of the actual signature. If you arrange to send classified comments electronically, they must be sent over the SECRET Internet Protocol Router Network (SIPRNET).

We appreciate the courtesies extended to the staff. Questions should be directed to Mr. William C. Gallagher at (703) 604-9270 (DSN 664-9270) or Mr. Michael R. Herbaugh at (703) 604-9294 (DSN 664-9294). See Appendix G for the report distribution. Team members are listed inside the back cover.

By direction of the Deputy Inspector General for Auditing:

*Robert K. West*

Robert K. West  
Deputy Director  
Contract Management Directorate

## Office of the Inspector General of the Department of Defense

**Report No. D-2003-121**  
(Project No. D2002CB-0182)

**August 12, 2003**

### **DoD Fire and Emergency Services Program**

#### **Executive Summary**

**Who Should Read This Report and Why?** Civilian and military program managers for fire and emergency services at DoD installations should read this report. The report discusses how shortfalls for staffing and apparatus could adversely impact firefighter safety and installation missions.

**Background.** This evaluation was conducted in response to a request from the Deputy Under Secretary of Defense (Installations and Environment) to determine the adequacy and effectiveness of the DoD Fire and Emergency Services Program. The House of Representatives Report accompanying H.R. 5010, the FY 2003 Defense Appropriations Bill, states that the Committee on Appropriations was concerned that the level of fire and emergency response protection at Military installations may not meet minimum safety standards for staffing, equipment, and training. The Committee on Appropriations directed that the Deputy Under Secretary of Defense (Installations and Environment) provide adequate resources when implementing the DoD Fire and Emergency Services Strategic Plan as well as ensure that installations comply with fire protection standards, including DoD Instruction 6055.6, "DoD Fire and Emergency Services Program," October 10, 2000.

**Results.** Additional missions, increased deployments, National Guard and Reserve mobilizations, and inefficient hiring processes have adversely affected fire department staffing. As a result, firefighters have worked significant overtime, which may impact the fire department's ability to accomplish its missions and lead to potential safety risks for firefighters. The Deputy Under Secretary of Defense (Installations and Environment) with the DoD Components, should jointly update and implement DoD Instruction 6055.6 so that the instruction addresses anticipated staffing for additional missions; should establish a manpower standard that incorporates each mission assigned to the fire and emergency services program; and should establish and publish a detailed human capital strategic plan (finding A).

Although DoD and the Services developed authorization levels and replacement standards for firefighting apparatus, the Services did not provide a priority during the budget process for firefighting apparatus. As a result, the Services are underfunded by approximately \$550 million for meeting firefighting apparatus requirements, which could result in the apparatus in the inventory becoming unreliable and unserviceable and, more importantly, negatively impact installation missions. To ensure priority for firefighting apparatus during the budget process, the Army, Navy, and Marine Corps should each develop modernization plans for their respective Service for fire and emergency services apparatus (finding B).

We also reviewed the management control program as it related to DoD fire and emergency services programs. We identified material management control weaknesses, in that the management of fire and emergency service programs and implementation of DoD Instruction 6055.6 did not ensure that the installations were adequately staffed or resourced with sufficient fire apparatus to respond to emergencies. If management implements all of the recommendations, fire departments may increase their ability to accomplish missions, eliminate potential safety risks, and increase the reliability of firefighting apparatus.

**Management Comments and Evaluation Response.** The Assistant Deputy Under Secretary of Defense (Environmental, Safety & Occupational Health) concurred, stating that they plan to implement the recommendations by incorporating them into the DoD Fire and Emergency Services Strategic Plan no later than December 31, 2003. The Army Assistant Chief of Staff for Installation Management concurred and stated that the Army will participate in updating DoD Instruction 6055.6, examine the position manning factor to meet additional missions, and contact other agencies to obtain guidance on developing a Human Capital Management Plan. Additionally, the Army is developing criteria to replace firefighting apparatus, and is investigating leasing programs due to severe funding shortages for new equipment purchases. The Commander, Naval Facilities Engineering Command concurred, in general, with the apparatus modernization plan recommendations, but did not agree that leasing firefighting apparatus is an economically prudent method for updating aged apparatus. The Air Force Deputy Chief of Staff (Installations and Logistics) fully concurred, stating that the Air Force plans to implement consistent manpower standards by December 2003. The Commandant of the Marine Corps concurred, stating that the Marine Corps will work with the Deputy Under Secretary of Defense (Installations and Environment) to update DoD Instruction 6055.6. In addition, the Marine Corps will develop plans to modernize and replace aged firefighting apparatus, and will allocate funds annually until a continual funding stream is identified. We requested that the Services consider leasing firefighting apparatus in their apparatus modernization plans as an alternative to purchasing new firefighting apparatus. Because the Army agreed that leasing should be a consideration in the apparatus modernization plan and the Air Force modernization plan considers leasing as a sound strategy, we believe that the Navy should also consider in its modernization plan leasing firefighting apparatus as an alternative. Therefore, we request additional comments from the Navy on the final report by October 10, 2003. See the Finding sections of the report for a discussion of management comments and the Management Comments section of the report for the complete text of the comments.

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## Background

This evaluation was conducted in response to a request from the Deputy Under Secretary of Defense (Installations and Environment). The Deputy Under Secretary stated that as a result of the events of September 11, 2001, the importance of efficient and effective fire safety and emergency support systems within DoD has become paramount.

**House Report 107-532, FY 2003 Defense Appropriations Bill.** The House of Representatives Report accompanying H.R. 5010, the FY 2003 Defense Appropriations Bill, states that the Committee on Appropriations was concerned that the level of fire and emergency response protection at Military installations may not meet minimum safety standards for staffing, equipment, and training. The Committee on Appropriations directed that the Deputy Under Secretary of Defense (Installations and Environment) provide adequate resources when implementing the DoD Fire and Emergency Services (F&ES) Strategic Plan as well as ensure that installations comply with protection standards, including DoD Instruction (DoDI) 6055.6, "DoD Fire and Emergency Services Program," October 10, 2000.

**DoD Policy.** DoDI 6055.6 establishes the policy for the operation and administration of F&ES Program within DoD. The DoDI requires that DoD Components establish and maintain an installation F&ES program as an element of the overall DoD accident prevention program. DoD F&ES programs must comply with Department of Labor Occupational Safety and Health Administration standards, the National Fire Protection Association standards, the Commission on Fire Accreditation International Self-Assessment Manual, and fire safety criteria the DoD publishes. The DoDI also requires that DoD fire departments are prepared to respond to emergencies involving DoD facilities, structures, aircraft, transportation equipment, hazardous materials (HAZMAT), and both natural and manmade disasters. The DoDI also includes requirements for response, training, and mutual aid.

**DoD F&ES Program.** The Deputy Under Secretary of Defense (Installations and Environment) is responsible for oversight of the DoD F&ES program. The Assistant Deputy Under Secretary of Defense (Safety and Occupational Health) administers the program according to DoDI 6055.6. Each DoD Component has an F&ES program. According to the DoD Component F&ES Program Managers, 355 structural and aircraft rescue and firefighting (ARFF) fire departments are in DoD, with approximately 15,708 civilian and military firefighters.

**F&ES Working Group.** DoDI 6055.6 establishes a DoD F&ES Working Group. The DoD F&ES Working Group includes representatives from each DoD Component. The F&ES Working Group recommends policies related to fire prevention, fire suppression, training, fire apparatus, fire equipment, fire administration, emergency medical response, rescue, and HAZMAT emergency response. The F&ES Working Group also serves as the technical advisor for the F&ES program and revises the DoD F&ES Strategic Plan, develops metrics, and maintains an emergency services manual.

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**F&ES Strategic Plan.** The DoD F&ES Working Group completed the update to the 1998 DoD F&ES Strategic Plan. The strategic plan published in June 2003 identifies the challenges and opportunities, strengths and weaknesses, and critical success factors for the program. The strategic plan also lists strategies and procedures for attaining the goals of the F&ES program. Some of the strategies are:

- comply with the minimum staffing requirements identified in DoDI 6055.6 by FY 2004;
- address each identified vulnerability and risk, including chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) incidents;
- develop a concept of operations for fire department response to CBRNE incidents; and
- identify additional staffing, vehicles, equipment, and facilities to support additional missions.

**Mutual Aid.** DoD Components are encouraged to enter into mutual aid agreements with local fire protection agencies for F&ES. Mutual aid agreements may supplement a portion of the DoD requirements for F&ES if practical and agreeable to the local agency involved. Without the mutual aid agreement, installation commanders are authorized to assist with F&ES in the vicinity of the installation, if providing assistance is in the best interest of the United States. DoD installations we visited had mutual aid agreements that supported F&ES programs. The local communities for the installations we visited support the mutual aid process and often depend on the DoD F&ES for emergency incident support.

**Communication Interoperability.** For public safety purposes, interoperability is defined as the ability of public safety personnel to communicate with other agencies both on demand and in real time. Interoperability involves communications among a variety of public safety and public service organizations at all levels of government. In addition, interoperability encompasses different types of day-to-day mission-critical operations, mutual aid, and task force communications. A discussion of communication interoperability issues and initiatives is in Appendix B.

**Emergency Medical Services.** As part of their duties as first responders to incidents, DoD firefighters perform emergency medical services. Fire departments have increasingly taken on more emergency medical services responsibilities, and, in some cases, acquired full ambulance service. Some F&ES program managers and emergency medicine consultants believe that fire departments instead of medical treatment facilities on installations should provide ambulance service. Information on emergency medical services is in Appendix C.



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## **Objectives**

The overall objective was to determine whether the DoD F&ES program is adequate and effective. We evaluated the ability of DoD to identify, assess, and resolve fire and emergency service issues. Additionally, we reviewed DoD coordination and implementation of mutual aid agreements. For a discussion of the scope and methodology, prior coverage, and a review of the management control program as it related to the objectives, see Appendix A.

## **Other Matters of Interest**

Senior management oversight at the Office of the Secretary of Defense level is critical for the success of the DoD F&ES program. F&ES human capital and apparatus issues could adversely affect installation readiness and missions. The Deputy Under Secretary of Defense (Installations and Environment) does not require reporting the status of human capital and firefighting apparatus in annual in-progress reviews for the DoD Component F&ES programs. We brought this issue to the attention of the Deputy Under Secretary of Defense (Installations and Environment) in a management letter dated April 11, 2003. On May 19, 2003, the Principal Assistant Deputy Under Secretary of Defense (Installations and Environment) responded to the management letter, stating that oversight of the DoD Fire and Emergency Services Program is important and that his office will evaluate our recommendations along with their review of our draft report. See Appendix F for a copy of the management letter and response. In response to the draft report, the Assistant Deputy Under Secretary of Defense (Environmental, Safety and Occupational Health) did not specifically address the issues identified in the April 11, 2003, management letter. However, an official from the Office of the Assistant Deputy Under Secretary of Defense (Environmental, Safety and Occupational Health) subsequently stated that management oversight and in-progress reviews would be addressed in both a business plan and the DoD Fire and Emergency Services Strategic Plan.

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## **A. Staffing of DoD Fire Departments**

Additional missions, increased deployments, National Guard and Reserve mobilizations, and inefficient hiring processes have adversely affected fire department staffing. The condition occurred because DoD did not:

- publish a policy that addresses resource requirements for additional missions or simultaneous incidents,
- update the position manpower factor (PMF) to include increased mission requirements, or
- have a human capital strategic plan for F&ES.

As a result, DoD firefighters worked significant overtime, which may impact a fire department's ability to accomplish missions and may lead to potential safety risks to firefighters.

## **High-Level Concerns for Human Capital Management**

Various Federal agencies have highlighted the importance of managing human capital resources. The President's Management Agenda, which sets forth the President's strategy for improving management and performance of the Federal Government, outlines five goals. One of those goals is the strategic management of human capital.

In January 2001, the General Accounting Office (GAO) designated management of strategic human capital as a Government-wide high-risk area and stated that one of the challenges the Federal Government faces in human capital was a lack of strategic planning and organizational alignment. In addition, a January 2001 GAO report states that human capital shortfalls threaten the ability of many agencies to economically, efficiently, and effectively perform their missions. GAO identified the problem as a lack of a consistent strategic approach to managing and maintaining the human capital needed to maximize Government performance. In December 2002, GAO reported that Congress underscored the consequences of human capital weaknesses in Federal agencies, pinpointing solutions through oversight and hearings. Congress passed the Homeland Security Act of 2002 in November 2002. The Act includes provisions for human capital management as well as the Federal workforce.

## **Staffing Issues Affecting Fire Departments**

Installation fire departments are finding it difficult to meet minimum staffing requirements. Additional missions, increased deployments, recent National Guard and Reserve mobilizations, and the hiring process for firefighters affect both

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military and civilian firefighters. To meet minimum staffing requirements without compromising the safety of the firefighter, fire departments are forced to creatively manage human capital.

**Additional Missions.** Additional missions have increased the responsibility for DoD fire departments. The additional missions are over and above the structural fire suppression, prevention, and education duties. DoD policies identify response requirements for HAZMAT, technical rescue, wildland fire, and CBRNE incidents. DoD policies, however, do not provide increased staffing requirements that take into account either additional missions or emergency events occurring simultaneously. For information on additional missions, refer to Appendix D.

**Increased Deployments.** Military firefighters are subject to deployment for fighting fires or supporting troops either in the United States or overseas locations. The Military Personnel Human Resources Strategic Plan for 2002 states that the U.S. military has forward deployed to more locations more often in the last decade. The increased time that military firefighting personnel are deployed has potential negative impacts on installation fire departments.

The fire chief at Peterson Air Force Base (AFB), Colorado, identified manpower as one of the greatest obstacles for the fire department. When the military firefighters at Peterson AFB are not deployed, the fire department operates at a 95-percent staffing level with no staffing issues. However, deployments of the military firefighters between November and December 2002, and potential additional deployments in May and June 2003, could total 42 firefighters, and leave the fire department staffed at only 46 percent. Peterson AFB, however, launched several initiatives to account for those significant shortfalls, including greater use of National Guard and Reserve units and mutual aid as well as the use of temporary employees.

**National Guard and Reserve Mobilizations.** Increased National Guard and Reserve mobilizations affected the DoD fire departments. According to data from the Defense Manpower Data Center, DoD employs approximately 8,891 civilian firefighters--681 of whom also serve in either the Army or Air National Guard, or Army, Air Force, Naval, Marine Corps, or Coast Guard Reserves. National Guard personnel and Reservists have the potential for being mobilized for active duty at any time. The positions that those National Guard or Reserve personnel occupy while on active duty, however, are not considered vacant. Fire departments cannot hire additional firefighters without vacant positions, and must incorporate alternative solutions such as hiring temporary employees or requiring other firefighters to work overtime. Additionally, at installations where fire departments have vacant billets or are authorized to hire temporary positions, fire chiefs may encounter a lengthy hiring process.

The Fire Chief at Fort Rucker, Alabama, stated that four civilian firefighters were mobilized for National Guard or Reserve duty. The chief stated that 16 firefighters employed at Fort Rucker have the potential to be mobilized for active duty. The Fort Rucker Fire Chief also stated that if all of those 16 firefighters were mobilized for active duty at the same time, Fort Rucker would have to close 4 airfields, which would disrupt the installation training mission. In another case,

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the Fire Chief at Defense Distribution Susquehanna, Pennsylvania, stated that firefighters had to work overtime to make up for one Reservist who was mobilized to active duty. The Fire Chief at Susquehanna stated that the recruiting and hiring process became too lengthy to hire a temporary employee.

**DoD Firefighter Hiring Process.** Fire chiefs from the Army, Navy, and Marine Corps identified the hiring process as an issue. The Fire Chief at the Naval Air Station Pensacola, Florida, stated that the time it takes to fill a firefighting vacancy can be in excess of 6 months, leaving fire departments with decreased staffing. The Fire Chief also stated that the automated system the Human Resources Services Center Stennis, Mississippi, uses takes between 30 and 120 days to transmit a certification list from which the Fire Chief may select a new hire. The Fire Chief stated that after the selection process, an additional 6 to 8 weeks are required to get the firefighter on board, and the firefighter must pass an agility test. If the firefighter fails the agility test, local policy requires that the firefighter wait 90 days before retesting. If the firefighter fails the agility test a second time, the position is reopened, and the entire hiring process starts from the beginning, increasing the amount of time the fire department is understaffed.

**DoD Hiring Initiatives.** DoD is aware of problems within the hiring process and is attempting to streamline the process. The Office of the Deputy Assistant Secretary of Defense (Civilian Personnel Policy) drafted a personnel plan based on the review of best practice projects at Federal agencies. The plan, called the Best Practices Project, places employees into five career groups, each with a unique four-level salary schedule.

The plan creates new criteria for promoting, reassigning, and demoting employees, and includes provisions for on-the-spot hiring authority. The plan states that on-the-spot hiring authority may be exercised if:

- a severe shortage of candidates exists,
- the position is unique or has special qualifications,
- the position has an historically high turnover rate,
- the occupation is covered by a special salary rate, or
- an exceptional need exists.

The Director, Defense Civilian Personnel Management Service stated that when the Secretary of Defense approves the plan, it will be approved as a demonstration project for all DoD laboratory employees. The Director estimated that by 2005 Congress would approve legislation that exports the plan to all of the civilian employees in DoD.

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## Resource Requirements

DoD and the Services have not updated policies that include additional missions. Services have also not updated the PMF to account for increased missions. The Services use the PMF to determine staffing levels. Fire chiefs from each Service expressed concerns with insufficient manpower and increased requirements.

**DoD Policies.** DoDI 6055.6 provides staffing levels for structural firefighting but does not account for increased manpower levels as a result of additional missions. Staffing requirements for each shift outlined in the DoDI are based on the number of firefighting apparatus. The DoDI requires a minimum of four firefighters for each structural apparatus and that installation fire departments shall not fall below minimum staffing levels.

DoDI 2000.18, "Department of Defense Installation Chemical, Biological, Radiological, Nuclear and High-Yield Explosive Emergency Response Guidelines," December 4, 2002, provides guidelines for fire and HAZMAT response functions for CBRNE events. The instruction, however, does not identify staffing levels that will support a CBRNE response. The number of firefighters required for HAZMAT response at installations we visited varied. The Fire Chiefs at installations we visited decided, based on HAZMAT capabilities, the number of firefighters required. Using National Fire Protection Association standards, the DoD F&ES Working Group determined that 15 was the minimum number of trained personnel required to respond to HAZMAT and CBRNE incidents.

**Position Manpower Factor.** The Services have not updated the PMF to take into consideration increased missions. The Marine Corps Fire Protection Program Manager stated that the Marine Corps has not updated the PMF since 1976. The formula for determining the number of firefighters required for a 72-hour work week is determined by using the minimum staffing levels identified in DoDI 6055.6. That number is multiplied by the PMF. The PMF is based on the manhour availability factor (MAF).

**Manhour Availability Factor.** The MAF is defined as the average time an assigned individual is available to perform their primary duties during 1 month. The MAF is used for determining the PMF and is calculated by subtracting the average time a firefighter is unavailable to perform assigned duties, or nonavailability time, from the assigned time for 1 month. Factors such as annual and sick leave, approved special absences, permanent change of station time, medical leave, education and training, physical fitness testing, and administrative duties are taken into consideration when calculating the MAF.

The Services calculate the PMF by multiplying the number of hours per day, days per week, and weeks per month (4.348) and dividing the total by the MAF. Because the MAF does not take into account the increased manhours needed to perform additional missions, the PMF does not reflect the number of positions needed to staff a position for 72 hours.

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**Responses to Simultaneous Incidents.** DoDI 6055.6 does not address staffing requirements for emergency events that occur simultaneously. Fire departments given responsibilities in addition to structural firefighting do not have the additional resources for responding to multiple incidents. The Fire Chief at Defense Distribution Susquehanna, Pennsylvania, identified safety issues concerning responses to simultaneous incidents. He stated that his department is able to respond to two concurrent calls, but is only able to provide interior fire suppression at one incident. The other response would be exterior operations only because the fire department cannot provide two teams of four when responding to more than one call. National Fire Protection Association 1500, "Standard on Fire Department Occupational Safety and Health Program," 2002, requires a minimum of four firefighters to work a structural fire--two individuals in the hazard area and two individuals present outside the hazard area.

## Human Capital Strategy

DoD lacks a human capital strategy for the F&ES program. A human capital strategy for the F&ES program may help DoD identify shortfalls within F&ES as well as provide a basis for the human capital resources required for supporting F&ES programs. Various government agencies have already published guidance on management of human capital assets. In August 2002, DoD published the Military Human Resources Strategic Plan and the Civilian Human Resources Strategic Plan 2002 - 2008. Those plans do not, however, discuss using a human capital strategic plan for the management of human capital specifically for the F&ES program. Additionally, DoD published a F&ES Strategic Plan in June 2003, which identifies the lack of a human capital strategy as a challenge for DoD. However, the Strategic Plan does not list development of a human capital strategy as a strategic goal or objective.

**Guidance for Human Capital Management.** The Office of Management and Budget, the Office of Personnel Management, and GAO independently published models and guides designed to help agencies manage human capital. To address the need for a comprehensive human capital framework, the Office of Management and Budget, the Office of Personnel Management, and GAO collaborated to produce the Human Capital Assessment and Accountability Framework. The framework provides a basis for self-assessments and support for achieving the Human Capital Standards for Success. Because the framework does not prioritize elements or performance indicators, agencies can modify the framework to meet varying missions, plans, or budgets. For additional discussion of human capital strategy standards, see Appendix E.

**DoD F&ES Strategic Plan.** The DoD F&ES Strategic Plan does not include a human capital strategy. One of the goals in the DoD F&ES Strategic Plan discusses complying with the minimum staffing requirements identified in DoDI 6055.6 by FY 2004. The goal requires that DoD installations fill vacant positions and identify mission requirements where staffing is not currently provided. The DoD F&ES Strategic Plan would be the ideal location for DoD to address human capital issues in a detailed F&ES human capital strategy.

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DoD can modify the Office of Personnel Management human capital framework to address such issues as increased deployments, National Guard and Reserve mobilizations, inefficient hiring processes, and additional missions without additional resources.

## Effects of Staffing Issues

As a result of staffing deficiencies, DoD firefighters are working significant overtime. Substantial and continuous overtime may hinder the ability of installation fire departments to accomplish missions by compromising response times and firefighting capabilities. Additionally, significant overtime poses potential safety risks for firefighters.

**Overtime.** DoD fire departments manage human capital shortfalls by routinely requiring firefighters to work significant amounts of overtime. Service guidance outlines staffing requirements for fire departments based on a 72-hour work week. Firefighting duty consists of 24-hour shifts, 3 days per week, with 24 hours off between shifts. However, the fire chiefs at 11 of the 13 installations visited required firefighters to work overtime to compensate for staffing shortfalls. For example, at Defense Distribution Susquehanna, Pennsylvania, firefighters worked 4,280 hours of overtime during a 13-month period from January 2002 through February 2003. At Marine Corps Air Station, Cherry Point, North Carolina, firefighters worked 11,530 hours of overtime in FY 2002, costing \$221,989.

**Mission Impacts and Safety Risks.** Significant overtime and staffing shortfalls may impact the ability of DoD fire departments to achieve their mission. Fire chiefs also identified potential safety risks to firefighters.

**Mission Impacts.** Staffing shortages may have a substantial impact on Seymour Johnson AFB, North Carolina, and could affect the ability of the fire department at the installation to complete their mission of fire protection. In June 2000, Seymour Johnson AFB published a Risk Management Program, which identifies impacts on responses during times of staffing shortages. The program document indicates that single event responses will be limited, and response times may be significantly delayed when staffing levels fall below 60 percent. The fire chief at Seymour Johnson AFB stated that as of March 2003, 7 firefighters are deployed and 26 firefighters are scheduled for deployment in June 2003. With the deployments, staffing levels may fall below 60 percent.

**Safety Risks.** Peterson AFB cited safety issues as a potential problem with continued human capital shortfalls. The Fire Chief at the Peterson AFB fire department stated in a letter to the Commander of the Civil Engineering Squadron that during times of deployment, the fire operations element at Peterson AFB is understaffed. The letter stated that, with no additional staff, the potential for fire departments to perform interior fire and rescue services for aircraft and facilities decreases. Additionally, the letter states that staffing shortages also contribute to an increased safety risk to firefighters, the base population, and the 1.2 million annual customers at the Colorado Springs Airport as a result of firefighters working up to 96 hours each week for months at a time. The Peterson AFB fire

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department provides all crash, fire, and rescue services to the Colorado Springs Airport and terminal. Other effects of severely reduced staffing during deployment include cancelled leave, lower morale, and reduced productivity.

## Summary

Additional missions have placed increased responsibilities on fire departments, while increased deployments and mobilization of National Guard and Reserve units have had significant impacts on military and civilian firefighter staffing and left fire departments understaffed. Inefficient hiring processes have hindered the ability of installation fire departments to fill vacant positions or hire temporary employees. When updating the fire protection policy and manpower standards, DoD and the Services have not taken into consideration the additional missions. Additionally, DoD has not published a strategic plan specifically for F&ES human capital to plan for operating fire departments during times of decreased staffing. Fire departments have creatively managed personnel during times of human capital shortfalls, but due to significant overtime, may encounter obstacles to meeting firefighting missions as well as potential safety issues.

## Recommendations and Management Comments

**A. We recommend that the Deputy Under Secretary of Defense (Installations and Environment), in coordination with the DoD Components:**

**1. Update, publish, and implement DoD Instruction 6055.6 “DoD Fire and Emergency Services Program,” October 10, 2000, to address staffing for:**

**a. Hazardous material and chemical, biological, radiological, nuclear and high-yield explosives response.**

**b. Technical rescue.**

**c. Simultaneous emergency incidents.**

**2. Establish consistent manpower standards for each of the DoD Components and incorporate all the missions assigned to the fire and emergency services program.**



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**3. Establish and publish a detailed strategic plan for human capital specifically for fire and emergency services that identifies and resolves issues such as additional missions, increased deployments, National Guard and Reserve mobilizations, and inefficient hiring processes without increased resources.**

**Assistant Deputy Under Secretary of Defense (Environmental, Safety & Occupational Health) Comments.** The Assistant Deputy Under Secretary of Defense (Environmental, Safety & Occupational Health) concurred and plans to implement the recommendations no later than December 31, 2003 by incorporating them into the DoD Fire and Emergency Services Strategic Plan.

**Army Comments.** The Assistant Chief of Staff for Installation Management concurred, stating that updating the current DoDI 6055.6 is necessary to meet first responder requirements. As current chair of the DoD Fire and Emergency Services Working Group, the Army will recommend that the Working Group initiate revision of the DoDI. Revision will include examination of the PMF to meet existing and increased missions and reduce overtime. In addition, the Army will contact other government agencies for guidance on developing a human capital management plan identifying new mission and staffing requirements.

**Navy Comments.** The Commander, Naval Facilities Engineering Command concurred and will work with the Deputy Under Secretary of Defense (Installations and Environment) to develop a policy addressing resource requirements for additional missions and simultaneous incidents. The Navy will also work to develop both a consistent manpower standard and a human capital strategic plan that addresses fire and emergency services.

**Air Force Comments.** The Assistant Deputy Chief of Staff (Installations and Logistics) concurred, stating that updating the DoDI 6055.6 to include staffing for HAZMAT, CBRNE response, technical rescue, and simultaneous emergency incidents will support efforts to prepare Air Force fire departments for the missions. In addition, the Air Force will continue to update the Air Force manpower standard. The Air Force Management and Information Agency completed a study for updating the PMF and the MAF, which will increase firefighter manpower requirements by 106 positions. The Air Force expects the update to be implemented no later than December 31, 2003.

**Marine Corps Comments.** The Commandant of the Marine Corps concurred, stating that the Marine Corps will work with the Deputy Under Secretary of Defense (Installations and Environment) to address staffing issues in DoDI 6055.6. The Marine Corps will also publish a human capital strategic plan that addresses fire and emergency services.

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## B. DoD Firefighting Apparatus Modernization

Although DoD and the Services developed authorization levels and replacement standards for firefighting apparatus, the Services did not give priority during the budget process to firefighting apparatus. The condition occurred because the Service F&ES Program Managers and Vehicle Funding Advocates\* did not plan for the modernization of the fleet. As a result, the Services are underfunded by \$550,059,739 for meeting firefighting apparatus requirements, which could result in apparatus becoming unreliable and unserviceable, and have a negative impact on installation missions.

### Firefighting Apparatus

The fleet of DoD firefighting apparatus consists of various types of firefighting and rescue vehicles. The firefighting and rescue vehicles in the fleet include structural pumpers, ladder trucks, ARFF vehicles, HAZMAT vehicles, brush trucks, along with numerous specialty rescue vehicles. The authorizations for firefighting apparatus are based on requirements in DoDI 6055.6.

Based on DoDI 6055.6, the standard for structural pumpers is based on travel and response times. DoDI 6055.6 dictates that the DoD Components determine the standard for other types of firefighting apparatus for each installation. The guidelines in DoDI 6055.6 for response times require that for 90 percent of the alarms the first apparatus must arrive at the incident within 5 minutes and the remaining apparatus must arrive within 10 minutes. DoDI 6055.6 requires that airfield fire departments must be able to respond to an incident within 3 minutes of an alarm. The Services use independently established criteria for replacement of firefighting apparatus and procure firefighting apparatus through either the General Services Administration (GSA) or the Defense Logistics Agency (DLA).

**Replacement Criteria.** The Services use independently established criteria for replacement of fire apparatus based on a number of factors. Those factors include life expectancies, one-time repair costs, and downtime. The life expectancy for fire apparatus varies among the Services and vehicle type, and ranges from 7 to 25 years. The Navy, Air Force, and Marine Corps developed one-time repair cost factors based on the life expectancy and age of the apparatus. The factors are multiplied by either the replacement cost or original procurement costs, which determines the repair limit. The Army authorizes that one-time repairs can be as much as 15 percent of the current acquisition cost of a like item. Any repair

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\*The Vehicle Funding Advocates for each Service include the Chief, Materiel Support Group, U.S. Army Tank-automotive and Armaments Command; the Team Leader for Transportation Management-Naval Facilities Engineering Command; the Fire Operations Program Manager Air Force Civil Engineering Support Agency; and the Marine Corps Program Manager for Garrison Mobile Equipment.

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between 15 percent and 50 percent requires Major Command approval, and repairs that exceed 50 percent are not authorized. The Navy and Marine Corps, however, limits the maximum downtime for apparatus to 10 percent of fleet availability.

**Procuring Firefighting Apparatus.** The Services procure firefighting apparatus through either the GSA supply schedule or the DLA Prime Vendor program. GSA and DLA have contracts with fire apparatus manufacturers, and act as brokers between the Services and contractors. GSA and DLA manage the contracts from the time the order is placed until delivery of the apparatus, providing customer service and followup for any quality deficiency reports.

## Funding Priority

The Services did not give priority during the budget process to firefighting apparatus. Throughout the programming process, fire apparatus was classified as, or grouped with, nontactical vehicles and not recognized as mission critical. The Service Vehicle Funding Advocates identified fire apparatus deficiencies for outyears using various vehicle reporting and tracking systems. The Services did not, however, use information from the tracking systems during the programming of funds, and subsequently did not fully fund firefighting apparatus to meet the deficiencies.

**Army.** The Army reallocated to other Army programs the FY 2004 through FY 2006 funds for structural firefighting apparatus. The Army Vehicle Funding Advocate stated that because structural firefighting apparatus are classified as nontactical vehicles, they must compete for funding with combat systems, tanks, and tactical trucks. The Army Vehicle Funding Advocate believed that the budget decision makers do not recognize the mission criticality of structural firefighting apparatus. The Army Vehicle Funding Advocate forwards, each year, the firefighting apparatus deficiencies through the chain of command, but the advocate stated that the Army makes the decision not to include the total firefighting apparatus deficiencies in the budget.

**Navy.** The Navy Vehicle Funding Advocate stated he had submitted requests for full funding of firefighting apparatus, but the funding had not been approved because of limited procurement funding available and a relatively low priority for apparatus in relation to other Navy programs. Amounts allocated to firefighting apparatus are used for highest priority replacements. The Navy Vehicle Funding Advocate also stated that firefighting apparatus funding, while lower than needed, has been increased beginning in FY 2004. Navy firefighting apparatus is identified as a separate line item under Other Procurement, Navy, Activity 5, which includes passenger-carrying vehicles, general-purpose trucks, and construction and maintenance equipment. The Navy Vehicle Funding Advocate stated that the resource manager for firefighting apparatus consults with him and uses vehicle information from a Navy-wide data call to determine funding. The Navy Vehicle Funding Advocate believes the resource manager and chain of command recognize the criticality of firefighting apparatus, but other higher priority programs do not allow full funding for firefighting opportunities.

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**Air Force.** The Air Force Vehicle Funding Advocate stated that for the last 5 years, funding for nontactical vehicles, which includes fire apparatus, was reallocated to higher priority tactical vehicles and systems. The Air Force Vehicle Funding Advocate stated that the lack of funding has deteriorated the firefighting apparatus fleet. The Air Force Vehicle Funding Advocate stated that prior to 2002, the Air Force used prioritization lists to determine firefighting funding. Major Commands consolidate and prioritize the installation lists, which would then be consolidated and reprioritized again by Air Force headquarters. The Air Force Vehicle Funding Advocate stated that Air Force Civil Engineering Support Agency, the Air Force agency responsible for overseeing fire operations, was not consulted during the budget process. As of 2002, the Air Force Civil Engineering Support Agency is the funding advocate for firefighting apparatus, and they have subsequently developed a modernization plan for the firefighting apparatus fleet.

**Marine Corps.** The Marine Corps Vehicle Funding Advocate stated that the Cargo Program, which includes the firefighting apparatus fleet, competes with all the Marine Corps programs, tactical and nontactical, for scarce Procurement, Marine Corps funding. The Cargo Program, overall, has met with limited success during programming cycles when competing with weapons systems modernization demands. The Marine Corps traditionally recognizes the importance of firefighting apparatus and, while funds are constrained and inadequate to meet all replacement demands, a significant portion annually goes toward its acquisition. Cargo Program funding levels have essentially remained constant, except for annual inflation adjustment. The Marine Corps Vehicle Funding Advocate stated that firefighting apparatus must compete within the overall Cargo Program against other equally critical requirements.

## **Fleet Modernization Planning**

The Service F&ES Program Managers and Vehicle Funding Advocates did not plan for modernization of the fleets. In 2002, however, the Air Force developed a vehicle modernization plan for FY 2005 through FY 2009 that identifies the strategies necessary for firefighting fleet modernization, sustains the fleet, and improves existing levels of service. A modernization plan provides the priority that will obtain predictable funding for modernizing and sustaining the fleet.

**Air Force Firefighting Vehicle Modernization Plan.** The Air Force Firefighting Vehicle Modernization Plan states that maintaining a state-of-the-art firefighting and rescue apparatus fleet that will support flight and ground operations is paramount. Air Force headquarters personnel approved the plan. The plan provides guidelines that:

- initiate fleet modernization and remedy existing vehicle shortfalls;
- replace eligible assets; and
- minimize deployment requirements.

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The plan has detailed methodologies for not only determining priorities and the funding amount needed to accomplish fleet modernization but allocating funding equitably among the Major Commands based on percentage of fleet ownership. The plan also discusses:

- vehicle requirements validation,
- reduction of assets through leasing, and
- cost avoidance measures.

Inclusion of those factors within a modernization plan and approval of the plan by high-ranking officials should provide the justification that will support throughout the budget process the fighting apparatus.

To achieve total fleet modernization, the Air Force plan requests \$25 million each year until FY 2025. However, the Air Force Vehicle Funding Advocate stated that, in addition to the \$25 million for each year, the Air Force would require an additional 8-percent annual growth factor to resolve within 20 years all the deficiencies.

## **Fleet Status**

The Services are underfunded by \$550,059,739 for meeting firefighting apparatus requirements. The deficiency includes the apparatus needed for meeting authorizations and replacing eligible apparatus. To meet the deficiency, the Services need 1,973 firefighting apparatus--264 apparatus below authorizations and another 1,709 eligible for replacement. The Air Force has the greatest deficiency of apparatus--1,150 apparatus at a cost of \$341,082,301--whereas the Marine Corps is the least deficient with 174 apparatus at a cost of \$33,317,000.

The following table shows as of March 7, 2003, the number of fire apparatus authorized, on hand, and eligible for replacement for each Service. The table also reflects the total number of apparatus and funding needed to meet deficiencies.

<b>Service Firefighting Apparatus Information</b>					
<u>Service</u>	<u>Authorize</u> <u>d</u>	<u>On-</u> <u>Hand</u>	<u>Eligible for</u> <u>Replacemen</u> <u>t</u>	<u>Total</u> <u>Deficiency</u> <sup>1</sup>	<u>Cost of</u> <u>Deficiency</u> <sup>2</sup>
Army	849	753	223	296 <sup>3</sup>	\$88,587,000
Navy <sup>4</sup>	569	583 <sup>5</sup>	353	353	87,073,438
Air Force	2,121	1,946	975	1,150	341,082,301
Marine Corps	236	220	158	174	33,317,000
<b>Total</b>	<b>3,775</b>	<b>3,502</b>	<b>1,709</b>	<b>1,973</b>	<b>\$550,059,739</b>
<sup>1</sup> The Total Deficiency is the number of apparatus short of authorizations plus the apparatus eligible for replacement as of March 7, 2003 <sup>2</sup> The Cost of Deficiency is based upon FY 2003 cost per vehicle type provided by the Services. <sup>3</sup> The Total Deficiency for the Army is 319 apparatus, but the Army has 23 vehicles due in. <sup>4</sup> The Navy numbers do not include apparatus procured with the Navy Working Capital Fund. <sup>5</sup> The number includes apparatus in the inventory awaiting disposal.					

## Mission Impacts

The firefighting apparatus that exceeds requirements for age, one-time repair cost, or downtime can become unreliable or unserviceable and could have a negative impact on installation missions. For example, the Vice Chief of Naval Education and Training sent a memorandum to the Chief of Naval Operations that states 100 percent of the ARFF vehicles within the Chief of Naval Education and Training Command are overaged. The memorandum also states that airfield operations at Naval Education and Training installations had to be halted on 59 occasions in 2001 because of ARFF vehicle nonavailability.

The Director of Public Safety at Fort Rucker sent a memorandum about Military Adaptation of Commercial Items (MACI) to the Commander of Army Training and Doctrine Command, stating that the firefighting apparatus supporting the airfield is overaged and has not been programmed for replacement. The manufacturer for the MACI is no longer in business, which makes obtaining replacement parts difficult. The memorandum states that the difficulty in

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obtaining replacement parts presents a readiness issue because the flight-training mission depends on having serviceable firefighting apparatus. According to the Army Fire Chief, Army fire departments have cannibalized parts from out-of-service MACIs to keep front line MACIs in the field, but the MACIs are reaching the point where the items are unreliable and unserviceable.

## Conclusion

The Services are underfunded by \$550,059,739 to meet firefighting apparatus requirements. The firefighting apparatus deficiency is made up of the number of apparatus short of authorizations plus the apparatus eligible for replacement. Firefighting apparatus shortages and maintenance problems are disrupting installation missions. The Service F&ES Program Managers and Vehicle Funding Advocates should jointly develop plans for modernizing firefighting apparatus and seek approval of the plans from senior officials to establish a predictable funding stream that modernizes and sustains the firefighting apparatus fleet. Firefighting apparatus should be classified as mission critical.

## Recommendations, Management Comments, and Evaluation Response

**B. We recommend that the Fire and Emergency Services Program Managers from the Army, Navy, and Marine Corps develop modernization plans for their respective Service for fire and emergency services apparatus. The plans shall include a fleet modernization initiative that requires:**

- 1. Development of a detailed methodology for prioritizing the procurement of apparatus.**
- 2. Consideration of leasing firefighting apparatus that will reduce authorizations.**
- 3. Identification of the required funding that modernizes the fleet as well as a methodology that ensures equitable funding throughout the Service.**
- 4. Approval by Service headquarters that ensures mission criticality of firefighting apparatus.**

**Army Comments.** The Army concurred and is developing criteria for replacement of fire apparatus as well as rebuilding fire trucks and investigating leasing programs.

**Air Force Comments.** Although not required to comment, the Assistant Deputy Chief of Staff (Installations and Logistics) stated that the Air Force has provided the Firefighting Vehicle Modernization Plan to the other Service representatives for their consideration to develop their own plan.

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**Navy Comments.** The Commander, Naval Facilities Engineering Command concurred, in general, with the apparatus modernization plan recommendation. However, the Commander did not agree that the Services should lease firefighting apparatus, stating that leasing is not economically prudent, not practical, and will not reduce authorizations.

**Evaluation Response.** We requested that the Services consider in their modernization plans leasing firefighting apparatus as an alternative to purchasing new firefighting apparatus. Because the Army agreed that leasing should be a consideration in the apparatus modernization plan and the Air Force modernization plan considers leasing as a sound strategy, we believe that the Navy should also consider in its modernization plan leasing firefighting apparatus as an alternative. Therefore, we request that the Navy provide additional comments in response to the final report.

**Marine Corps Comments.** The Commandant of the Marine Corps concurred, stating that it will develop plans to modernize and replace aged firefighting apparatus and, until continual funding is achieved, will allocate \$500,000 annually for firefighting apparatus replacement equipment. In addition, other resource alternatives, such as leasing options, will be pursued.



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## Appendix A. Scope and Methodology

We analyzed DoD and Service policies and procedures, and the laws and acts related to F&ES. We also reviewed published research and literature on F&ES. The documents we reviewed were dated from March 1994 through December 2002.

We evaluated the ability of DoD to identify, assess, and resolve F&ES issues. During site visits, we reviewed information concerning communications and interoperability, human capital, vehicle procurement, coordination with local communities, training, and management controls. We interviewed officials from the Office of the Deputy Under Secretary of Defense (Installations and Environment), DoD Component headquarters, and DoD installations. We also interviewed local community fire chiefs, and fire and emergency preparedness officials from the Department of Energy and the Federal Emergency Management Agency to obtain information on compliance of DoD with DoDI 6055.6 and National Fire Protection Association standards.

**Universe and Sample.** According to DoD Component F&ES Program Managers, there are 355 structural and ARFF fire departments. Based on the recommendations from DoD Component F&ES Program Managers, we judgmentally selected 13 installations that represented each of the Services and DLA. We visited and reviewed the F&ES programs at the following installations:

- Fort Belvoir, Virginia
- Fort Carson, Colorado
- Fort Rucker, Alabama
- Navy Regional Fire Rescue Hampton Roads, Virginia
- Naval Air Station Patuxent River, Maryland
- Naval Air Station Pensacola, Florida
- Air Force Academy, Colorado
- Peterson AFB, Colorado
- Seymour Johnson AFB, North Carolina
- Marine Corps Air Station Cherry Point, North Carolina
- Marine Corps Base Camp Pendleton, California
- Marine Corps Base Quantico, Virginia
- Defense Distribution Susquehanna, Pennsylvania

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We performed this evaluation from July 2002 through April 2003 according to standards implemented by the Inspector General of the Department of Defense. We did not include fire prevention in our review of the DoD F&ES program. Additionally, our scope was limited in that we did not review ARFF departments at Marine Corps installations visited because those fire departments are separate from the structural fire departments. However, we reviewed nontactical apparatus to include ARFF apparatus. We did not review F&ES programs at National Guard or Reserve installations. In addition, we limited our review to fire departments located in the continental United States.

**Use of Computer-Processed Data.** We did not evaluate the general and application controls of the FORMIS manpower database the Defense Manpower Data Center uses to process civilian and military personnel data. We did not evaluate the controls because the data were used to provide only a perspective of the National Guard and Reserve mobilization issue. However, not evaluating the data did not affect any conclusions reached during the evaluation.

**General Accounting Office High-Risk Area.** GAO has identified several high-risk areas throughout the Government and in DoD. This report provides coverage of the Strategic Human Capital Management and DoD Support Infrastructure Management high-risk areas.

## Management Control Program Review

DoD Directive 5010.38, "Management Control (MC) Program," August 26, 1996, and DoD Instruction 5010.40, "Management Control (MC) Program Procedures," August 28, 1996, require DoD organizations to implement a comprehensive system of management controls that provides reasonable assurance that programs are operating as intended and to evaluate the adequacy of the controls.

**Scope of the Review of the Management Control Program.** We reviewed the adequacy of DoD management controls over the management of F&ES programs within the DoD Components. We also reviewed management's self-evaluation applicable to those controls.

**Adequacy of Management Controls.** We identified material management control weaknesses for DoD as defined by DoDI 5010.40. DoD management controls over the management of F&ES programs and the implementation of DoDI 6055.6 were not sufficient to ensure that the installations were adequately staffed or resourced with sufficient fire apparatus to respond to emergencies involving facilities, structures, transportation equipment, hazardous materials, and natural and manmade disasters. If management implements all the recommendations, fire departments may increase their ability to accomplish missions, eliminate potential safety risks, and increase the reliability of firefighting apparatus. A copy of the report will be provided to the senior official responsible for management controls in the Office of the Deputy Under Secretary of Defense (Installations and Environment) and the Departments of the Army, Navy, and Air Force.

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**Adequacy of Management’s Self-Evaluation.** We reviewed at 13 sites the adequacy of management’s self-evaluation. At two of the sites visited, DoD officials did not identify the F&ES Program as an assessable unit and, therefore, did not identify or report the material management control weaknesses the evaluation identified. At seven of the sites visited, DoD officials identified the F&ES Program as part of an assessable unit. However, in its evaluation, DoD officials did not identify the specific material management control weaknesses the evaluation identified because the evaluations covered a much broader area. At the remaining four sites visited, DoD officials identified the F&ES Program as assessable units. However, management either did not conduct evaluations, did not identify weaknesses during evaluations, or did not report identified weaknesses.

## **Management Comments on the Management Controls**

**Army Comments.** The Army stated that it cannot establish a baseline requirement until DoDI 6055.6 is revised to reflect up-to-date requirements. Once the Instruction is updated, management can decide staffing and equipment requirements and priorities that maximizes fire and emergency services at Army installations. In addition, the Army stated that, although Army fire departments may not be assessable units, the new Army Baseline Services Standards generate base operations requirements for the Army Program Objective Memorandum based on an F&ES Operational Readiness Inspection. Also, headquarters, Department of the Army establishes a Management Control Plan that requires all fire departments to be inspected triennially using the frequency of the F&ES Operational Readiness Inspection.

## **Prior Coverage**

During the last 5 years, GAO and the Air Force have issued three reports related to human capital and emergency medical response. Unrestricted GAO reports can be accessed over the Internet at <http://www.gao.gov/>. Unrestricted Air Force Audit Agency reports can be accessed at <http://www.afaa.hq.af.mil>.

## **GAO**

GAO Report No. GAO-03-237, “Oversight Process Needed to Help Maintain Momentum of DoD’s Strategic Human Capital Planning,” December 2002

GAO Report No. GAO-02-373, “A Model of Strategic Human Capital Management,” March 2002

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**Air Force**

Air Force Audit Agency Report No. 97051035, "Emergency Medical Response Ambulance Services," November 23, 1998

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## Appendix B. Communication Interoperability

Of the 13 installations visited, 7 installation fire departments were using communications systems not compatible with systems the local communities used. DoD firefighters work around the incompatibility by either exchanging radios with local departments or purchasing radios identical to those of the local fire departments. DoD and other Federal agencies are working to remedy the problem of interoperability.

**National Problem.** In April 1999, the Public Safety Wireless Network conducted a study of the communications interoperability issues in the fire and emergency medical community. More than 1,000 fire and emergency medical agencies nationwide took part in the survey used for the study. Many of the respondents indicated that the limited interoperability had, at some time, hampered their ability to respond to a call. Agencies identified the most serious problems related to the operation of their land mobile radio systems as dead spots, interference, insufficient equipment, outdated equipment, and channel congestion.

**Initiatives.** To preserve frequency and bandwidth, DoD and other Federal agencies have undertaken initiatives and adopted policies that govern use of land mobile radios and spectrum use. One such initiative--SAFECOM<sup>†</sup>--is one of the President's top three electronic Government initiatives. DoD has adopted mandates the National Telecommunications and Information Administration published requiring systems that use less bandwidth to operate.

**SAFECOM.** The role of SAFECOM is to provide public safety agencies with the knowledge, leadership, and guidance needed to help them achieve short-term interoperability and long-term compatibility. SAFECOM partners work to address the difficulties associated with public safety radio network incompatibilities and the need for developing better business processes. The program manager for SAFECOM stated that the program will introduce work packages in three stages:

- interoperability solutions successfully fielded at state and local levels and tied to grant monies for implementation,
- development of standards for the desired levels of integration, and
- next generation communications equipment on a common infrastructure/backbone.

The Program Manager for SAFECOM stated that the final stage of the initiative is slated to begin in 2004. DoD is not one of the Federal partners for SAFECOM, but the program manager for SAFECOM shares information and coordinates with

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<sup>†</sup>In the past, SAFECOM was the acronym for Wireless Public Safety Interoperable Communications Program. SAFECOM is now the complete title of the program.

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the DoD Director of Wireless for Command, Control, and Communications, and Intelligence. The program manager for SAFECOM requested that DoD entities coordinate all communication efforts with the Director of Wireless.

**Narrowbanding Initiatives.** DoD has adopted a land mobile radio policy that will ensure new systems are timely and cost effective, and are achieving the interoperability for DoD missions. The policy states that all land mobile radios operating in the United States must comply with narrowbanding mandates by the dates the National Telecommunications and Information Administration published. The mandates require that eligible radio systems operate in a channel one-half the size used.

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## Appendix C. Emergency Medical Services

The Services have not effectively integrated the F&ES and emergency medical services programs to provide the installations with efficient out-of-hospital emergency medical care. Some installation fire departments are under pressure from local commanders to assume additional emergency medical service responsibilities without receiving additional resources. Increased emergency medical service requirements include advanced life support, paramedic duties, or patient transport service. According to Service emergency medicine consultants, better integration between medical treatment facilities and fire departments on the installations is needed. The Army emergency medicine consultant suggested that medical staff could start training firefighters in the use of automatic external defibrillators, which could increase a patient's chance of survival. An increasing amount of calls to installation fire departments are for emergency medical services rather than fire suppression. DoD fire departments reported that up to 75 percent of their calls are for medical emergencies.

**Staffing and Training.** Service emergency medicine consultants reported difficulty in maintaining qualified medical first responders. Large medical treatment facilities are equipped to train paramedics and emergency medical technicians and provide additional training for technicians to remain current in the specialty. However, smaller medical treatment facilities have difficulty sustaining an effective training program. Fire departments have firefighters trained to the emergency medical technician level and can provide basic life support.

**Ambulances.** The Services use different methods for providing ambulance service on an installation. Medical treatment facilities, fire departments on the installation, or contractors may provide ambulance service depending on local needs and conditions. According to the Navy F&ES Program Manager, the delivery system for the installation emergency medical services that the medical treatment facilities provide does not meet community standards of care for either response or performance. Service emergency medicine consultants indicated that because the fire departments are first responders to an incident, fire departments should provide ambulance service on the installation. Service F&ES Program Managers we visited stated that they were willing to provide ambulance services out of their fire departments if given the needed resources to do so. Needed resources for ambulance service included staffing for ambulance transport vehicles, additional fire station space for ambulance response, increased training requirements, and funding for required equipment and replacement vehicles. The Marine Corps budgeted in FY 2004 for installation fire departments to provide ambulance service.

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## Appendix D. Additional Missions for Fire Departments

Fire departments are taking on additional missions beyond the structural fire suppression, inspection, and education duties. Additional missions include HAZMAT, technical rescues, wildland fires, and CBRNE responses.

**HAZMAT Response.** The DoDI 6055.6 states that fire departments must be prepared to respond to emergencies involving HAZMAT. Fire departments must establish integrated regional HAZMAT response programs with DoD Components, other Federal agencies, and municipal entities to avoid duplication of resources.

**Technical Response.** Service regulations require that fire chiefs at Army, Navy, Air Force, and Marine Corps installations establish and maintain a fire protection and an emergency services program that includes specialized rescue response. The Air Force and Army F&ES programs must include confined space rescue tailored to meet the requirements of the installation. Additionally, regulations for Navy and Marine Corps F&ES programs require that fire departments provide technical rescue services that include water, dive, high-angle, and confined space rescue capabilities when hazards at the installations require the capabilities. Even though the DLA F&ES regulation does not specifically address water or high-angle rescue, the Defense Distribution Susquehanna, Pennsylvania fire department performed those types of rescues as part of its normal duties. The DoDI 6055.6 dictates that Service Components establish rescue response requirements.

**Wildland Fire Response.** DoDI 6055.6 states that any DoD fire department response to wildland fires shall be in accordance with the Federal Wildland Fire Management Policy and Program Review of 1995 and the Interagency Fire Management Agreement. The Instruction also states that, where fire departments provide rescue services, rescue response programs should be staffed with appropriately trained and equipped personnel.

**CBRNE Response.** DoDI 2000.18 discusses installation responsibilities for emergency response for managing the consequences of a CBRNE incident. The instruction applies to all emergency responders of a CBRNE incident, including firefighters. DoDI 2000.18 states that fire and hazardous materials response functions should include fire suppression, rescue, atmospheric monitoring of chemical and biological substances, and mass decontamination of patients.



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## Appendix E. Human Capital Strategy Standards

A human capital strategy for the F&ES program may help DoD identify shortfalls within F&ES and provide a basis for supporting human capital requirements. Various government agencies have published guidance on human capital management. The Office of Personnel Management identified six human capital standards for success. The standards should be considered and addressed within a human capital strategy. The standards for success are strategic alignment, workforce planning and deployment, leadership and knowledge management, results-oriented performance culture, talent, and accountability.

**Strategic Alignment.** The human capital strategy is aligned with mission, goals, and organizational objectives and should be integrated into strategic plans, performance plans, and budgets.

**Workforce Planning and Deployment.** The organization should be citizen-centered, delayed, and mission-focused, and should leverage electronic Government and competitive sourcing.

**Leadership and Knowledge Management.** Organization leaders and managers effectively manage people, ensure continuity of leadership, and sustain a learning environment that drives continuous improvement in performance.

**Results-Oriented Performance Culture.** The organization has a diverse, results-oriented, high-performance workforce, and has a performance management system that effectively differentiates between high and low performance, and links individual, team, and unit performance to organizational goals and desired results.

**Talent.** The organization has closed most mission-critical skills, knowledge, and competency gaps and deficiencies, and has made meaningful progress toward closing all.

**Accountability.** Organization human capital decisions are guided by a data-driven results-oriented planning and accountability system.

# Appendix F. Management Letter Dated April 11, 2003, and Response



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
400 ARMY NAVY DRIVE  
ARLINGTON, VIRGINIA 22202-4704

APR 11 2003

MEMORANDUM FOR DEPUTY UNDER SECRETARY OF DEFENSE  
(INSTALLATIONS AND ENVIRONMENT)

SUBJECT: Management Oversight of the DoD Fire and Emergency Services Program

As part of the Evaluation of the DoD Fire and Emergency Services (F&ES) Program (Project No. D2002CB-0182), we identified a condition at the Office of the Deputy Under Secretary of Defense (Installations & Environment) (DUSD [I&E]) and the DoD Components that could adversely affect the performance of the DoD F&ES Program and, therefore, warrants prompt attention. The condition we identified related to management oversight of the F&ES program.

**Management Oversight.** The Government Performance and Results Act of 1993 states that Federal managers are seriously disadvantaged in their efforts to improve program efficiency and effectiveness because of inadequate information on program performance. DoD Instruction (DoDI) 6055.6, "DoD Fire and Emergency Services Program," October 10, 2000, imposes minimum requirements for personnel, equipment, training, and other elements needed to execute the vision of protecting those who defend America. During the evaluation, the program manager at the DUSD(I&E) level was not aware of the oversight being conducted to enforce DoDI 6055.6. Additionally, the program managers at the DoD Component level could not provide adequate supporting documentation for information on elements of their F&ES programs such as human capital, firefighting apparatus, and budget, without executing data calls. Without the information being readily available, F&ES program managers are disadvantaged in any effort to identify, assess, and resolve program deficiencies, or improve the efficiency and effectiveness of their programs.

**DoD Policy.** DoDI 6055.6 requires that each DoD Component provide an annual in-progress review reflecting the status of their F&ES program. However, DUSD(I&E) and the DoDI 6055.6 do not require inclusion of specific information within the in-progress review briefings. The Services gave their most recent in-progress review briefings in January 2002. The Navy in-progress review did not discuss F&ES. The Army in-progress review provided an overview of the F&ES program, and the Air Force and Marine Corps in-progress reviews identified F&ES staffing, vehicle, and communication interoperability issues. The Defense Logistics Agency stated that they are not required to provide an annual in-progress review.

DUSD(I&E), in conjunction with the DoD Components by way of the F&ES Working Group, should build an in-progress review requirement that includes the critical elements of an effective F&ES program. The in-progress review could include the following F&ES program elements:

- Human capital;
- Firefighting apparatus;
- Emerging mission requirements such as chemical, biological, radiological, nuclear, and high-yield explosives response, and emergency medical response;
- Numbers of responses by type of emergency;
- DoD Certification Program; and
- Commission on Fire Accreditation International Program.

Inclusion of those critical program elements in the in-progress review requirement would give DUSD(I&E) a status of the DoD Component F&ES programs as DoDI 6055.6 requires. In addition, F&ES program managers at the DoD Component level would know the status of their program through the data collection and analysis process. Component F&ES program managers could use the information for identifying, assessing, and resolving any program deficiencies, as well as improving the efficiency and effectiveness of their F&ES programs. Further, the in-progress reviews should serve as a forum for the DoD Components to raise new and emerging F&ES issues to the DUSD(I&E) level.

Following the initial requirement-based in-progress review, DUSD(I&E) and the DoD Components should establish a baseline of the status for the DoD F&ES program from which to devise program goals and objectives. In addition, DUSD(I&E) and the Components should generate metrics for program performance, and report the status of the DoD F&ES program up the chain of command using a tracking or status system similar to the green-yellow-red method.

We request you provide a response to our concerns and suggestions by May 12, 2003. We will provide a formal briefing on the issues discussed above, if desired. If you have any questions on this matter, contact Mr. William C. Gallagher at (703) 604-9270 (DSN 664-9270) or Mr. Michael R. Herbaugh at (703) 604-9294 (DSN 664-9294).

*Robert K. West*

Robert K. West  
Deputy Director  
Contract Management Directorate



ACQUISITION,  
TECHNOLOGY  
AND LOGISTICS

OFFICE OF THE UNDER SECRETARY OF DEFENSE

3000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-3000

MAY 19 2003

MEMORANDUM FOR INSPECTOR GENERAL OF THE DEPARTMENT OF  
DEFENSE

SUBJECT: Management Oversight of the DoD Fire and Emergency Services Program

Thank you for your recent letter regarding management oversight of the DoD Fire and Emergency Services Program. We concur that oversight of this program is very important. This office will evaluate your recommendations in concert with our review of your upcoming evaluation of the DoD Fire and Emergency Services Program.

My point of contact is Lt Col Art Kaminski at (703) 604-1621 or [art.kaminski@osd.mil](mailto:art.kaminski@osd.mil).

Philip W. Grone

Principal Assistant Deputy Under Secretary of Defense  
(Installations and Environment)



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## **Appendix G. Report Distribution**

### **Office of the Secretary of Defense**

Under Secretary of Defense (Acquisition, Technology, and Logistics)  
Deputy Under Secretary of Defense (Installations and Environment)  
Under Secretary of Defense (Comptroller)/Chief Financial Officer  
Deputy Chief Financial Officer  
Deputy Comptroller (Program/Budget)

### **Department of the Army**

Assistant Secretary of the Army (Financial Management and Comptroller)  
Auditor General, Department of the Army  
Assistant Chief of Staff for Installation Management

### **Department of the Navy**

Commandant of the Marine Corps  
Deputy Commandant for Installations and Logistics  
Assistant Secretary of the Navy (Manpower and Reserve Affairs)  
Naval Inspector General  
Auditor General, Department of the Navy  
Commander, Naval Facilities Engineering Command

### **Department of the Air Force**

Assistant Secretary of the Air Force (Financial Management and Comptroller)  
Auditor General, Department of the Air Force  
Deputy Chief of Staff Installations and Logistics

### **Other Defense Organizations**

Director, Defense Logistics Agency

### **Non-Defense Federal Organizations and Individuals**

Office of Management and Budget

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## **Congressional Committees and Subcommittees, Chairman and Ranking Minority Member**

Senate Committee on Appropriations  
Senate Subcommittee on Defense, Committee on Appropriations  
Senate Committee on Armed Services  
Senate Committee on Governmental Affairs  
House Committee on Appropriations  
House Subcommittee on Defense, Committee on Appropriations  
House Committee on Armed Services  
House Committee on Government Reform  
House Subcommittee on Government Efficiency and Financial Management, Committee on Government Reform  
House Subcommittee on National Security, Emerging Threats, and International Relations, Committee on Government Reform  
House Subcommittee on Technology, Information Policy, Intergovernmental Relations, and the Census, Committee on Government Reform

# Assistant Deputy Under Secretary of Defense (Environmental, Safety and Occupational Health) Comments



ACQUISITION,  
TECHNOLOGY  
AND LOGISTICS

OFFICE OF THE UNDER SECRETARY OF DEFENSE

3000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-3000

JUL 16 2003

MEMORANDUM FOR INSPECTOR GENERAL DEPARTMENT OF DEFENSE

SUBJECT: DoD IG Report on DoD Fire and Emergency Services Program  
(Project No. D2002CB-0182)

We reviewed the DoD Inspector General Draft Report on DoD Fire and Emergency Services Program (Project No. D2002CB-0182). We have no comments and concur with the findings and recommendations. We plan to implement the recommendations by incorporating them into the DoD Fire and Emergency Services Strategic Plan. We should complete the planning process by December 31, 2003.

My point of contact is Lt Col Art Kaminski at (703) 604-1621 or [art.kaminski@osd.mil](mailto:art.kaminski@osd.mil).

Handwritten signature of John Paul Woodley Jr.

John Paul Woodley Jr.  
Assistant Deputy Under Secretary of Defense  
(Environmental, Safety & Occupational Health)



# Army Assistant Chief of Staff for Installation Management Comments



REPLY TO  
ATTENTION OF

DEPARTMENT OF THE ARMY  
ASSISTANT CHIEF OF STAFF FOR INSTALLATION MANAGEMENT  
800 ARMY PENTAGON  
WASHINGTON DC 20310-0600



DAIM-ZA

13 JUN 2003

MEMORANDUM THRU

~~DIRECTOR OF THE ARMY STAFF~~ *CFE 16 Jun 03*  
~~DEPUTY ASSISTANT SECRETARY OF THE ARMY (INSTALLATIONS AND HOUSING)~~ *QASA (I&E) 6/20/03*  
CHIEF, AUDIT COORDINATION FOLLOWUP, ROOM 2B139, PENTAGON

Joseph W. Whitaker  
Deputy Assistant Secretary of the Army  
(Installations and Housing)  
QASA (I&E)

FOR INSPECTOR GENERAL, DEPARTMENT OF DEFENSE, 400 ARMY NAVY DRIVE, ARLINGTON, VIRGINIA 22202-4704

SUBJECT: REPORT ON DOD FIRE AND EMERGENCY SERVICES PROGRAM (PROJECT NO. D2002CB-0182)

1. Reference Office of the Inspector General of the Department of Defense Draft of Proposed Report, DoD Fire and Emergency Services Program, Project No. D2002CB-0182, dated 25 Apr 03 (Encl 1).
2. We concur with comments on subject report Findings A and B and management control section of Appendix A (Encl 2). We also appreciate your close cooperation with our functional proponent for fire and emergency services during the nine-month development of this report.
3. The point of contact is Mr. Bruce Park, PE, DAIM-FDF-FE, Director of Army Fire & Emergency Services, DSN 328-6174 or (703) 428-6174.

2 Encls

*Larry J. Lust 13/4/03*  
LARRY J. LUST  
Major General, GS  
Assistant Chief of Staff  
for Installation Management

CF:  
ODUSD (I&E) SOH, 3400 DEFENSE PENTAGON, WASHINGTON, DC 20301-3400  
INSTALLATION MANAGEMENT AGENCY, ATTN: SFIM-OP-P, 2511 JEFFERSON DAVIS HIGHWAY, ARLINGTON, VIRGINIA 22202-3926



**Assistant Chief of Staff for Installation Management/Installation  
Management Agency Comments**

1. Finding A Comments:

- Update of current DoDI 6055.6, DoD Fire and Emergency Services (F&ES) Program is necessary to meet new "first responder" requirements assigned to fire departments. As current Chair of the DoD F&ES WG, Army will recommend our WG initiate revision of DoDI at our next meeting on 9 & 10 July 03.
- One of the key elements in the DoDI revision will be examination of the position-manning factor (PMF) to meet ancillary and additional mission requirements and to reduce the inordinate amount of overtime caused by these shortages.
- We will contact OMB, OPM, and GAO to obtain their guidance on building a Human Capital Management plan to identify new mission and staffing requirements for all Active Army, Reserve and National Guard F&ES organizations.

2. Finding B Comments:

- We are currently developing criteria for replacement of fire apparatus and working with other military services through our DoD F&ES WG to standardize DoD criteria and strengthen POM justification. A reorganization of Army major command (mission oriented organizations) into geographical regions (only base operations functions) will improve management of non-tactical vehicles (includes fire trucks) by now being part of the Army's Assistant Chief of Staff for Installation Management (ACSIM) where the proponent for F&ES also resides.
- We are rebuilding fire trucks and investigating leasing programs due to the severe shortage of new equipment funding (Other Procurement, Army). The Army buys new fire trucks from GSA. The Army would like to lease fire trucks from GSA, however, GSA does not currently lease fire trucks to the government as their leasing programs operate on a revolving fund basis. There are manufacturers interested in leasing fire trucks to the DoD. One such vendor is Oshkosh Capital who gave a presentation at the 10 April DoD WG meeting. We will look into the Federal Acquisition Regulations (FAR) and OMB Circulars A-11 & A-94 to determine process used.
- Developing uniform DoD replacement criteria will substantially increase our fire truck funding credibility during Military Services and/or DoD POM

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**"Continuation"**

exercises. It will also ensure fire truck priorities based on a metric vice arbitrary management decisions.

**3. Management Control Program Review Comments:**

- We cannot establish a baseline requirement until DoDI 6055.6 is revised to reflect current day requirements. Once this is done management can decide staffing and equipment requirements and priorities to maximize F&ES at Army installations. A recent Report to Congress showed Army fire departments were authorized 81% of required DoDI 6055.6 staffing, with the remaining 19% covered by waivers and local Installation commander risk management decisions.
  
- Although our departments may not be assessable units, new Army Baseline Services Standards (ABS) are used to generate base operations requirements for the Army Program Objective Memorandum (POM) based on a F&ES Operational Readiness Inspection (F&ES ORI) metric reflecting "RED, AMBER, or GREEN" status of fire departments. Also, ACSIM/HQDA uses the F&ES ORI inspection frequency to establish a Management Control Plan that requires all fire departments be inspected triennially.

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# Commander, Naval Facilities Engineering Command and Deputy Commandant for the Marine Corps (Installation and Logistics) Comments



DEPARTMENT OF THE NAVY  
OFFICE OF THE ASSISTANT SECRETARY  
(INSTALLATIONS AND ENVIRONMENT)  
1000 NAVY PENTAGON  
WASHINGTON, D.C. 20380-1000

July 3, 2003

MEMORANDUM FOR DOD INSPECTOR GENERAL

SUBJECT: Draft Report: Department of Defense (DoD) Inspector General,  
"DOD Fire and Emergency Service Program" (2CB-0182)

As requested by Attachment 1, comments are provided on the subject draft report. Navy and Marine Corps comments are provided at Attachments 2 and 3. Per your action officer the suspense for comments submission was changed from 25 June 03 to 9 July 03.

My point of contact is Mr. Richard Wright, Director of Safety and Occupational Health, at (703) 614-5530.

*R. Eugene Rodwin*  
*for*

Connie K. DeWitte  
Deputy Assistant Secretary  
of the Navy (Safety)

Attachments:

1. Memorandum: Coordination of DoD 3150-8-M, Nuclear Weapon Accident Response Procedures.
2. Navy comments
3. Marine Corps Comments

Copy to: NAVIG

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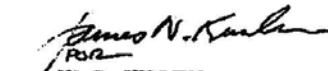
\*Two pages of the comments from Commander, Naval Facilities Engineering Command were omitted because they were duplicates of other pages.



DEPARTMENT OF THE NAVY  
NAVAL FACILITIES ENGINEERING COMMAND  
1322 PATTERSON AVENUE, SE SUITE 1000  
WASHINGTON NAVY YARD DC 20374-5065

IN REPLY REFER TO:  
2 July 2003

From: Commander, Naval Facilities Engineering Command  
To: Assistant Secretary of the Navy (Installations and Environment)  
Subj: DODIG DRAFT REPORT - DOD FIRE AND EMERGENCY SERVICES  
PROGRAM (REPORT 02CB-0182)  
Ref: (a) NAIG r/s 2003U165000255 of 7 May 03  
Encl: (1) Navy Comments  
1. In accordance with the reference, the enclosure is forwarded.

  
FOR  
W. D. KILLEN  
By direction

Final Report  
Reference

**U. S. Navy  
Comments to Findings and Recommendations on  
DODIG Draft Report (O2CB-0182)**

**Finding A – Staffing of DOD Fire Departments:** The Navy agrees with the finding and the staffing recommendations. The Navy will work with the Deputy Under Secretary of Defense (Installations and Environment) to develop a policy that addresses the resource requirements for additional missions and simultaneous incidents and assist in the development of a consistent manpower standard and a human capital strategic plan that addresses fire and emergency services. Increased staffing requirements resulting from the recommendations will compete with other Navy program requirements.

**Finding B – DOD Firefighting Apparatus Modernization:** Navy concurs, in general, with the findings and the apparatus modernization recommendations.

Revised

The paragraph on page 13 relative to the Navy does not accurately reflect the funding relationship between the Navy Vehicle funding Advocate and the Navy resource manager. Recommend the last sentence be replaced with the following:

“The Navy Vehicle Funding Advocate stated that the resource manager for firefighting apparatus consults with him and uses vehicle information from a Navy wide data call to determine funding. The Navy Vehicle Funding Advocate believes the resource manager and chain of command recognize the criticality of firefighting apparatus, but other higher priority programs do not allow full funding for firefighting opportunities.”

**Fleet Modernization Planning**

Revised

Recommend the first sentence be replaced with the following:

“The Navy Vehicle Funding Advocate stated he had submitted requests for full funding of firefighting apparatus but it has not been approved due to limited procurement funding available and a relatively low priority for apparatus in relation to other Navy programs. Amounts allocated to firefighting apparatus are used for highest priority replacements. The Vehicle Funding Advocate also stated that firefighting apparatus funding, while lower than needed, has been increased beginning in FY2004.”

**Recommendations**

Do not agree that Services should lease firefighting apparatus, it is not economically prudent and is not practical, and it will not reduce authorizations.

Enclosure (1)



DEPARTMENT OF THE NAVY  
HEADQUARTERS UNITED STATES MARINE CORPS  
2 NAVY ANNEX  
WASHINGTON, DC 20380-1775

IN REPLY REFER TO:  
7500/2CB-0182  
RFR-40  
5 Jun 2003

MEMORANDUM FOR ASSISTANT SECRETARY OF THE NAVY (INSTALLATIONS  
AND ENVIRONMENT)

Subj: DODIG DRAFT REPORT - DOD FIRE AND EMERGENCY SERVICES  
PROGRAM (REPORT 02CB-0182)

Ref: (a) NAVIG r/s 2003U165000255 of 07May03

Encl: (1) Marine Corps Comments

1. IAW the reference the enclosure is forwarded.

A handwritten signature in black ink, appearing to read 'R. F. Kassel'.

R. F. Kassel  
By Direction of the  
Commandant of the Marine Corps

U.S. Marine Corps  
Comments to Findings and Recommendations on  
DODIG Draft Report (02CB-0182)

1. Finding A - Staffing of DoD Fire Departments: The Marine Corps concurs with the finding and the staffing recommendations. The Marine Corps will work with the Deputy Under Secretary of Defense (Installations and Environment) to address the staffing issues in DoDI 6055.6, which establish a consistent manpower standard and publish a human capital strategic plan that addresses fire and emergency services. Any new staffing required as a result of the recommendations must compete with other Marine Corps program requirements.

2. Finding B - DoD Firefighting Apparatus Modernization: The Marine Corps concurs, in general, with the findings and the apparatus modernization recommendations. The Marine Corps will develop plans for modernizing and replacing its worn-out firefighting apparatus and will annually identify funds within the Commercial Cargo Program to replace the apparatus. Until a continual funding stream is identified, the Marine Corps intends to allocate a minimum of \$500,000, annually, for firefighting apparatus replacement. Other resource alternatives, like leasing options, will be pursued contingent upon availability of O&MMC funding to help satisfy unfunded requirements.

3. The paragraph on page 13 relative to the Marine Corps needs does not accurately reflect the funding relationship between the Vehicle Funding Advocate and the budget authority, and depicts an almost dictatorial process. It fails to capture the rigor caused by competing demands against balancing the program, which is what the Advocate was portraying. Recommend the following revision:

"The Marine Corps Vehicles Funding Advocate stated that the Cargo Program (which includes the firefighting apparatus fleet) competes with all Marine Corps programs, tactical and nontactical, for scarce Procurement, Marine Corps (PMC) funding. The Cargo Program, overall, has met with limited success during programming cycles when competing with weapons systems modernization demands. The Marine Corps traditionally recognizes the importance of firefighting apparatus and, while funds are constrained and inadequate to meet all replacement demands, a significant portion annually goes toward its acquisition. Commercial Cargo Program funding levels have essentially remained constant, except for annual inflation adjustment. The Marine Corps Vehicle Funding Advocate stated

Revised

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that firefighting apparatus must compete within the overall Commercial Cargo Program against other equally critical requirements."



# Air Force Deputy Chief of Staff Installations and Logistics Comments



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE  
WASHINGTON DC

02 JUL 2003

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING  
OFFICE OF THE INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE

FROM: HQ USAF/IL

SUBJECT: DoD Fire and Emergency Services (F&ES) Report, Project No. D2002CB-0182

This is in reply to your memorandum requesting the Assistant Secretary of the Air Force (Financial Management and Comptroller) to provide Air Force comments on subject report.

We concur with the report and provide the following comments:

a. Recommendation A.1 (page 10). We concur DoD 6055.6 needs to be updated to address staffing for hazardous material (HAZMAT), chemical, biological, radiological, nuclear, and high yield explosive (CBRNE) response, technical rescue, and simultaneous emergency incidents. HAZMAT response is typically associated with accidental release of industrial chemicals and has always been an AF F&ES mission. CBRNE response is typically associated with intentional use of materials in a weapon of mass destruction (WMD). Updating DoD 6055.6 to include these terms and roles will support our efforts to prepare AF fire departments for these missions.

b. Recommendation A.2 (page 10). We concur that consistent manpower standards need to be established. The Air Force will continue efforts to update Air Force Manpower Standard 44EF, which provides staffing for Air Force fire departments. The Air Force Management and Innovations Agency (AFMIA) just completed a study to update the position manpower factors (PMF) and the subsequent manpower availability factor (MAF). These factors directly determine the number of fire and emergency services (F&ES) personnel authorized for each Air Force fire department. These efforts will increase fire fighter manpower requirements by 106 positions and is currently in staff coordination with expected implementation this calendar year.

c. Recommendation B (page 16). We have provided our Fire Fighting Vehicle Modernization Plan (FFVMP) to the other service representatives for their consideration to develop their own plan. The FFVMP has served the AF well by identifying requirements, replacements, justification, and budgeting data.

Our point of contact is Major Rick Mathews, AF/ILEX, at DSN 664-3745.

  
SUSAN A. O'NEAL  
Asst DCS/Installations & Logistics

## **Team Members**

The Contract Management Directorate, Office of the Assistant Inspector General for Auditing of the Department of Defense prepared this report. Personnel of the Office of the Inspector General of the Department of Defense who contributed to this report are listed below.

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