

GOVERNMENT OF THE DISTRICT OF COLUMBIA
Office of the Inspector General

Inspector General



April 5, 2012

The Honorable Vincent C. Gray
Mayor
District of Columbia
Mayor's Correspondence Unit, Suite 316
1350 Pennsylvania Avenue, N.W.
Washington, D.C. 20004

Dear Mayor Gray:

Enclosed please find a copy of a Management Alert Report (MAR 12-1-001) that the Office of the Inspector General (OIG) issued to the D.C. Fire and Emergency Medical Services Department (FEMS) on March 13, 2012, entitled *D.C.'s Primary Fireboat is 50 Years Old and In Need of Thorough Assessment; FEMS Apparently Has No Strategy For Replacing this Critical, Outdated Apparatus*. FEMS's response to the MAR, which we received on April 3, 2012, also is enclosed.¹

During our re-inspection of FEMS's fire stations, the OIG identified several concerns pertaining to the condition, operability, and eventual replacement of the District's primary fireboat, The John H. Glenn, Jr. (the Glenn.) The Glenn is 50 years old and lacks the speed, fire suppression, and accident/terrorist event response capabilities of fireboats used in other jurisdictions. FEMS does not have a current, informed understanding of the condition of the Glenn's hull and related infrastructure, and apparently has no plan for regularly inspecting, maintaining, and eventually replacing the Glenn. In recent years, other city and local governments applied for and received federal Port Security Grant Program (PSGP) funds for the purpose of acquiring new fireboats, but FEMS has never submitted such a grant application.

In response to the MAR, FEMS stated that an initial inspection of the Glenn should be completed by April 30, 2012, which would be followed by "a more extensive out of water survey," the date of which has not yet been established. FEMS also indicated that it has assembled a team that will develop a strategic plan for the fireboat, and expects to submit later this year an application for PSGP funds.

Although the OIG is conducting an ongoing re-inspection of FEMS's fire stations and the fireboat facility for which a report will be completed later this year, we are providing this

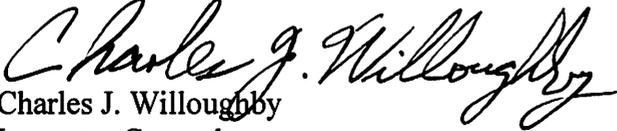
¹ Page 2 of FEMS's attached response states: "On February 14, 2011[,] Chief Ellerbe issued the following directive to the Special Operations Deputy Fire Chief" FEMS confirmed that the date in their response is incorrect; it should have read "On February 14, 2012...."

Letter to Mayor Gray
April 5, 2012
Page 2 of 4

information to you now so that you are aware of the importance of the issues addressed in the MAR and the corrective actions proposed by FEMS.

If you have questions, please contact Alvin Wright, Jr., Assistant Inspector General for Inspections and Evaluations, at (202) 727-2540.

Sincerely,


Charles J. Willoughby
Inspector General

CJW/ef

Enclosures

cc: See distribution list

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The Honorable Harold Rogers, Chairman, House Committee on Appropriations, Attention: Cornell Teague (via email)

The Honorable Norman D. Dicks, Ranking Member, House Committee on Appropriations, Attention: Laura Hogshead (via email)

The Honorable Jo Ann Emerson, Chairman, House Subcommittee on Financial Services and General Government, Attention: John Martens (via email)

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DISTRICT OF COLUMBIA
OFFICE OF THE INSPECTOR GENERAL
CHARLES J. WILLOUGHBY
INSPECTOR GENERAL

INSPECTIONS AND EVALUATIONS DIVISION
MANAGEMENT ALERT REPORT

FIRE AND EMERGENCY MEDICAL SERVICES
DEPARTMENT



**D.C.'S PRIMARY FIREBOAT IS 50 YEARS OLD AND
IN NEED OF THOROUGH ASSESSMENT; FEMS
APPARENTLY HAS NO STRATEGY FOR
REPLACING THIS CRITICAL, OUTDATED
APPARATUS**

MAR 12-I-001

MARCH 13, 2012

Inspections and Evaluations Division

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The Inspections and Evaluations (I&E) Division of the Office of the Inspector General is dedicated to providing District of Columbia (D.C.) government decision makers with objective, thorough, and timely evaluations and recommendations that will assist them in achieving efficiency, effectiveness, and economy in operations and programs. I&E goals are to help ensure compliance with applicable laws, regulations, and policies, to identify accountability, recognize excellence, and promote continuous improvement in the delivery of services to D.C. residents and others who have a vested interest in the success of the city.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
Office of the Inspector General

Inspector General



March 13, 2012

Via Hand Delivery and Email

Kenneth B. Ellerbe
Chief
D.C. Fire and Emergency Medical Services Department
1923 Vermont Avenue, N.W.
Washington, D.C. 20001

Allen Y. Lew
City Administrator
Office of the City Administrator
1350 Pennsylvania Avenue, N.W., Suite 533
Washington, D.C. 20004

Dear Chief Ellerbe and Mr. Lew:

This is a Management Alert Report (MAR 12-I-001) to inform you that during our re-inspection of D.C. Fire and Emergency Medical Services Department (FEMS) fire stations, the Office of the Inspector General (OIG) identified several concerns pertaining to the condition, operability, and eventual replacement of the District's primary fireboat, John H. Glenn, Jr. (the Glenn), which is 50 years old:

- The hull, which is the watertight steel body of the ship, has not been thoroughly inspected and mechanically tested for structural deficiencies and material weaknesses since October 2003, even though over the last 3 years it has been involved in at least two incidents during which it sustained significant damage; and
- FEMS apparently has neither a plan for how it will replace the Glenn, nor a timetable for doing so.

Unlike fire departments in other prominent urban jurisdictions that have requested and received Department of Homeland Security (DHS) Port Security Grant Program (PSGP) funds to replace their aging fireboats, FEMS has never submitted an application for funds to procure a fireboat with the modern capabilities and equipment needed to promptly and adequately respond to an accident or terrorist attack on the Potomac or Anacostia rivers or the shoreline. FEMS's lack of a strategy for funding and procuring a replacement for the Glenn is of particular concern, given that the process of designing, building, taking delivery of, and training crew members on a new

fireboat would likely span a period of several years. Due to the age, condition, criticality of the fireboat, and the District's often-cited status as a possible target of terrorism, the OIG strongly urges FEMS to prioritize options for refurbishing and/or replacing the Glenn and to devise a strategy that includes milestone dates, projected costs, and funding sources.

Background

The Glenn and its Duties on the Potomac and Anacostia Rivers

Launched into service in 1962, the Glenn is a 71-foot steel-hulled fireboat that was used by the New York City Fire Department (FDNY) for the first 15 years of its service life. FEMS acquired the Glenn from FDNY in 1977. In January 1982, the Glenn participated in rescue and recovery operations following the crash of an Air Florida jetliner into the 14th Street Bridge, but ice on the Potomac River impeded the Glenn's progress, and that of other boats, in reaching the site of the accident, which resulted in 70 deaths. Therefore, in 1984 the bow of the Glenn was reinforced so that it could serve as an ice breaker to keep the Potomac open and navigable during the winter. The Glenn continues to serve as the District's primary fireboat and is docked at FEMS's Marine Fire and Rescue Company, which is located at 550 Water Street, S.W. According to a 2011 FEMS overview of fireboat operations obtained by the OIG team, the Glenn is a unique fire-fighting and rescue vessel as there is no other fireboat on the Potomac River with ice breaking capability:

Major areas of [Potomac and Anacostia] river response and incident mitigation include emergency medical service delivery, hazardous materials [and] decontamination response, emergency vessel assistance, fire suppression, search [and] rescue, spill [and] pollution response, water supply to land-based fire apparatus, ... shoreline emergencies, bridge[-]related¹ emergencies, ice breaking [and] ice rescue, aircraft distress calls, flood events and of course all CBRNE [chemical, biological, radiological, nuclear, and explosive] terrorist type threats.

A growing number of sightseeing vessels, charter boats, water taxis, dinner and cruise type boats operate on the Potomac and Anacostia Rivers Numerous dinner boats have a 600+ person capacity. On any given summer weekend it is not usual to have all these vessels underway on the river with [more than] 5000 persons.

National holidays, major events, visiting ships, races and regattas of all types draw large congregations of people to the river several times a year making mass-casualty and terrorist events a possibility.

¹ According to this same FEMS document, a total of 27 railway and/or motor vehicle bridges span the Potomac and Anacostia rivers.

As one FEMS official noted, its size makes the Glenn an invaluable asset that allows it to serve as a rescue “platform” capable of holding and transporting to safety significant numbers of passengers rescued from the water or from a disabled and/or sinking cruise ship. When discussing the criticality of the Glenn during a water-based rescue operation, this official cited the 2009 emergency landing of a U.S. Airways jetliner on the Hudson River (NY) as a comparable situation where the Glenn would prove invaluable.

U.S. Department of Homeland Security Port Security Grant Program

Appropriated by federal legislation² and administered by the Department of Homeland Security’s Federal Emergency Management Agency (FEMA), the PSGP provides funds for “transportation infrastructure security activities ... among port authorities, facility operators, and state and local government agencies required to provide port security services.”³ The FY 2011 PSGP *Guidance and Application Kit* states:

The vast majority of U.S. critical infrastructure is owned and/or operated by State, local, and private sector partners. The PSGP funds available to these entities are intended to support increased port-wide risk management; ... expansion of port recovery and resiliency capabilities; and further capabilities to prevent, detect, respond to, and recover from attacks involving improvised explosive devices (IEDs) and other non-conventional weapons.⁴

PSGP funds may be used for equipment acquisition. For example, the FY 2011 PSGP Guidance and Application Kit cited “[t]errorism incident prevention and response equipment” as an allowable use, and more specifically, “CBRNE [chemical, biological, radiological, nuclear, explosive] detection equipped patrol and fire[-]fighting response vehicles/vessels”⁵

In recent years, other city governments applied for and received PSGP funds for the purpose of acquiring new fireboats. For example, in January 2011, the San Francisco Fire Department was awarded \$7.8 million in FY 2008 PSGP funds for a new fireboat, and is now in the process of designing and procuring a 90-foot CBRNE-response capable fireboat. Construction and delivery of San Francisco’s fireboat are expected to be completed in the fall of 2013. In August 2010, the City of Boston announced that it had received two grants from DHS totaling \$2 million toward construction of a new 69-foot aluminum fireboat:

The City of Boston is purchasing a new state of the art fireboat with Chemical, Biological and Radiological emergency response

² For FY 2012, appropriation authority for the PSGP is found in The Consolidated Appropriations Act, 2012, Division D (Public Law 112-74). Funds for the FY 2011 PSGP were appropriated under the Department of Defense and Full-Year Continuing Appropriations Act, 2011 (Public Law 112-10).

³ FEMA, Grant Programs Directorate Information Bulletin No. 380 (Feb. 17, 2012) at 4.

⁴ FEMA, Port Security Grant Program Guidance and Application Kit Section 1 – Application and Review Information (May 2011) at 4.

⁵ *Id.* at 15-16.

capability for the Boston Fire Department. This new vessel will replace the current fireboat “FIREFIGHTER” which has been in service since 1972 and does not have the capabilities needed for a modern emergency response fireboat

“The new fireboat will be more than twice as fast as FIREFIGHTER and will be able to pump twice as much water,” [said the Commissioner of the Boston Fire Department], ... “and is designed to operate in a chemical or biological contaminated environment. This boat is light years ahead of the current fireboat and will greatly enhance our response capability....”⁶

The City of Alexandria, Virginia also applied for PSGP funds in FY 2010 and was awarded \$1.2 million for the acquisition of a new fireboat for its fire department.

Over the last 5 years, matching funds requirements in the PSGP have varied. For example, in FYs 2007-2009, a successful PSGP applicant from the public sector was required to provide local funds equivalent to at least 25% of the total cost of the project. In FYs 2010 and 2011, there was no cost sharing or matching requirement. In FY 2012, however, funding for the PSGP has been cut significantly⁷ and the 25% match requirement was reinstated. Applications for the FY 2012 PSGP must be received by May 4, 2012; FEMA will evaluate applications and award grants to successful applicants on or before September 30, 2012.

Observations and Analysis

1. FEMS does not have a current, informed understanding of the condition and structural integrity of the Glenn’s hull and related infrastructure.

More than 8 years have passed since the Glenn’s hull was thoroughly inspected using ultrasonic testing at a U.S. Coast Guard (USCG) repair yard. Since then, the Glenn has been involved in at least two incidents during which the hull sustained significant damage.

2003-2004 Refurbishment – The Glenn’s hull was last subjected to ultrasonic testing⁸ in October 2003. At the beginning of a year-long inspection, repair, and refurbishment project⁹ at

⁶ Press Release, Boston Fire Department, New 69’ Fireboat Ordered (Aug. 6, 2010), *available at* <http://www.cityofboston.gov/news/default.aspx?id=4711> (last visited Feb. 15, 2012).

⁷ FY 2011, PSGP funding totaled \$235,029,000. For FY 2012, approximately \$97,500,000 has been allocated to the PSGP, which represents a 59% decrease from the previous year.

⁸ Ultrasonic thickness measurement (UTM) is a method of performing non-destructive measurement (gauging) of the local thickness of a solid element (typically made of metal, if using ultrasound testing for industrial purposes) basing on the time taken by the ultrasound wave to return to the surface. This type of measurement is typically performed with an ultrasonic thickness gauge This easy procedure is used to inspect metal to determine quality and safety without destroying or compromising its integrity. It is a requirement of many classification societies.

the USCG's Baltimore, MD repair yard, the Glenn's hull was thoroughly evaluated using handheld ultrasonic thickness gauges. USCG inspectors took ultrasonic readings at over 550 spots on the Glenn's hull and produced a detailed, schematic inspection report that thoroughly depicted the hull's condition, information that was then analyzed to develop recommendations for specific repairs. Numerous repairs were made to the hull and, according to the USCG employee who supervised the inspection and repair workers, FEMS approved all the recommended repairs. In his opinion, when the Glenn left the yard, "it was in as good shape as it could be" given its age.

2009 Accident – On January 31, 2009, a 160-foot dinner cruise ship struck the Glenn when it was docked at the fireboat facility. An FEMS incident report described the visible damage as "a[n] 11-foot by 13-inch (11' x 13") gouge that went completely thru the hull's steel skin exposing the below deck cabin areas ... and an indentation about 4-feet long on the port bow." An FEMS spokesman at the time characterized the damage as "considerable." For the next several days, contracted welders performed repairs on-site to cover the hole in the Glenn's hull. On February 3, 2009, a certified marine surveyor inspected both the interior and exterior of the Glenn while it was afloat and docked at FEMS's Water St., S.W. facility. Later that month, FEMS personnel piloted the Glenn to a private ship-repair yard in Baltimore, MD, which used the February 3 field survey report to guide its repair of the Glenn. Work on the Glenn was completed on March 31, 2009, at a cost of \$140,925.¹⁰ When the boat went to the shipyard, FEMS requested other maintenance and repair work totaling an additional \$70,453.¹¹ (FEMS fireboat personnel were unable to provide the OIG team with any damage assessment documentation produced by the marine surveyor, or a summary of the work performed by the shipyard following the accident. Given the severity of the damage to the Glenn and the potential impact to the Glenn's operability, the OIG is concerned by what appears to be extremely lax record-keeping at the fireboat facility.¹²)

The OIG inspection team interviewed a structural foreman at the USCG repair yard who worked on the Glenn in 2003 and 2004 but who was unaware of the January 2009 incident and,

[Http://en.wikipedia.org/wiki/Ultrasonic_thickness_measurement](http://en.wikipedia.org/wiki/Ultrasonic_thickness_measurement) (last visited Feb. 29, 2012). "A classification society is a non-governmental organization that establishes and maintains technical standards for the construction and operation of ships and offshore structures." [Http://en.wikipedia.org/wiki/Classification_Society](http://en.wikipedia.org/wiki/Classification_Society) (last visited Feb. 29, 2012).

⁹ As part of this \$3 million-plus overhaul and refurbishment, the Glenn's transmission was replaced, and new engines and electronics were installed.

¹⁰ The cruise ship's insurance company paid the shipyard directly for these repairs.

¹¹ FEMS paid the shipyard separately to, among other things, recondition the boat's propellers, replace engine cooling equipment, "spot blast and coat the underwater area," and repair a leak in an area of the boat that was not damaged by the cruise ship: the lazarette. "In modern shipbuilding and for powerboats of most sizes, the lazarette is the location of the steering gear equipment for the vessel.... [It] represents a vulnerability in that the large hull penetrations required for rudders and shafts for propulsion through the vessel[']s hull generally reside there." [Http://en.wikipedia.org/wiki/Lazarette](http://en.wikipedia.org/wiki/Lazarette) (last visited Feb. 29, 2012).

¹² Based on a review of its Information and Life Cycle Management Manual, the USCG requires that reports of routine ship repair and maintenance be kept for 5 years. Reports of dry-docking repairs (i.e., when the ship is pulled from the water in order to access, inspect and repair otherwise unreachable areas) must be kept for 20 years. "[O]ther reports pertaining to the condition, repair, and renewal of [the] hull and machinery" may only be destroyed 3 years after the information is transcribed into a "Hull History and Machinery History."

therefore, had no firsthand knowledge of the damage it caused. When asked about recommended procedure for assessing a boat after such a collision, he indicated that prudent practice would be to take the boat out of the water to both visually inspect the hull and use mechanized testing methods, including ultrasonic readings, to assess the integrity of the hull and related structures. According to an FEMS employee, the hull was not subjected to mechanized testing following the 2009 accident.

2011 Leaks in Lazarette – On January 1, 2011, an FEMS fireboat employee discovered a hole in the Glenn’s lazarette that FEMS employees suspect occurred during ice breaking operations. A wooden plug was inserted into the hole and as the fireboat duty log notes, “[a]ll members [were required] to do periodic checks to make sure [the] plug [was] holding.” The following week, Metropolitan Police Department divers helped FEMS replace the wooden plug with a bolt, nut, and other materials. A contracted welder came the next day but the planned repair failed “due to additional leaks [that were] discovered” in the lazarette. Several days later, the welder completed the repair of the steel in a 2’x2’ area using concrete, which is a common, accepted method according to the USCG foreman.

However, as another interviewee told the OIG team, FEMS does not know how bad the hull is because it has not been subjected to ultrasonic testing in a number of years.

2. **Despite the Glenn’s age, condition, and limited capabilities compared to newer, more modern fireboats, FEMS apparently has no plan for refurbishing or replacing it.**

A senior FEMS official responsible for oversight of the Glenn told the OIG team that the fireboat’s engines and other major systems are due to be inspected in 2012, which would necessitate removing it from service for at least several months. During such an inspection, the hull typically also is inspected and repaired where necessary. However, this official was not aware of any plan to conduct the inspection and work this year. The USCG structural foreman told the team that boat inspection, maintenance, and repair must be consistent and periodic, and that the older the boat, the more frequently it should be pulled out of the water and inspected. He said the USCG pulls its boats and ice breakers “at least every couple of years.” The OIG is concerned by the apparent lack of a schedule and plan for routinely inspecting and repairing the Glenn, particularly because it is 50 years old and was involved in incidents in recent years that resulted in damage to the hull.

FEMS should devise a plan to study the Glenn’s utility, and analyze the economy of repairing, upgrading, and modernizing it versus the benefits afforded by acquiring a modern fireboat. The OIG also is concerned that FEMS has no plan for the eventual replacement of the Glenn and consistently has failed to pursue federal funding opportunities that other local jurisdictions have leveraged to replace outdated, underequipped fireboats. The OIG inspection team learned that in FY 2011, FEMS employees drafted some of the required PSGP application materials with the intent of requesting \$6.5 million to procure a new fireboat with capabilities not found on the Glenn. However, FEMS never submitted an application, reportedly due to poor

planning and unassigned responsibility.¹³ A FEMA grants specialist with the PSGP told the team that he was not aware of any District agency ever submitting a PSGP application, and noted that due to significant outreach efforts by DHS, PSGP funding availability and associated deadlines are well-publicized. He opined that if an entity is “fairly active” in the maritime community, it is aware of the announcement of each year’s PSGP eligibility requirements and submission deadlines.

Conclusion and Recommendations

The Glenn is 50 years old and lacks the speed, fire suppression, and CBRNE event response capabilities of fireboats used in other jurisdictions. FEMS does not have a current, informed understanding of the condition and structural integrity of the hull, and apparently has no plan for regularly inspecting, maintaining, and eventually replacing the Glenn. FEMS’s failure to submit applications for PSGP funding, especially during those fiscal years when there was no 25% funds matching requirement, suggests a lack of appropriate concern with replacing the Glenn and poor planning on the part of its management to actively pursue non-District funding sources. Given the importance of the Glenn’s requirement to respond to an accident or act of terrorism at District-area bridges and high-profile government and historical sites along the Potomac and Anacostia rivers, FEMS must be more active and vigilant in its management oversight to ensure: (1) the operability of the current fireboat and the safety of those FEMS staff members assigned to it, and (2) the timely, efficient, and economical replacement of the Glenn. To that end, the OIG recommends:

1. That the Chief of FEMS formulate expeditiously a plan and timeline to have the Glenn thoroughly inspected, out of the water, for mechanical and structural deficiencies, and request an assessment of its serviceability and overall seaworthiness;
2. That the Chief of FEMS request an analysis of the Glenn’s anticipated remaining service life and devise a plan for its periodic inspection, maintenance, and repair to ensure its ability to fulfill its stated mission during its remaining service life; and
3. That the Chief of FEMS prioritize: (1) submission of a FY 2012 Port Security Grant Program application, (2) assessment and pursuit of other federal funding opportunities, and (3) development of a detailed plan – to include milestone dates, projected costs, and anticipated funding sources – for the eventual replacement of the Glenn.

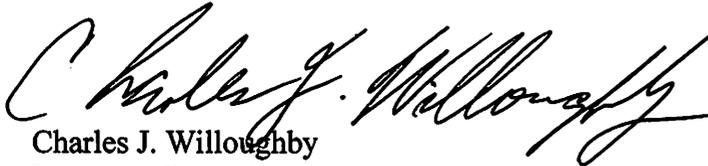
Please provide a written response to this MAR by March 26, 2012. Your response should include actions taken or planned, dates for completion of planned actions, and reasons for any

¹³ The Glenn is a Type III fireboat under National Fire Protection Association (NFPA) classification standards. According to the draft application materials, FEMS intended to seek PSGP funds to acquire a Type II fireboat. “There are no [NFPA] Type II Fireboats within the Washington DC metropolitan [area] There are no fireboats on the Potomac River that carry enough firefighting foam to suppress a large flammable liquid or aircraft fire. Type II vessels carry 250 gallons [of foam] or more The minimum pumping capacity of a [T]ype II fireboat is 10,000 gallons per minute. Larger pump capacity is just one of many justifications for a modern type II fireboat.”

disagreement with the concerns and recommendations presented. Please distribute this MAR only to those who will be directly involved in preparing your response.

Should you have any questions prior to preparing your response, please contact [REDACTED] Deputy Assistant Inspector General for Inspections and Evaluations, at [REDACTED] or (202) 727-2540.

Sincerely,



Charles J. Willoughby
Inspector General

CJW/ef

cc: Mr. Paul A. Quander, Jr., Deputy Mayor for Public Safety and Justice
The Honorable Phil Mendelson, Chairperson, Committee on the Judiciary
Mr. Phillip Lattimore, Director and Chief Risk Officer, Office of Risk Management



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District of Columbia**

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Vincent C. Gray
Mayor

GOVERNMENT OF THE DISTRICT OF COLUMBIA
D.C. FIRE AND EMERGENCY MEDICAL SERVICES DEPARTMENT



Kenneth B. Ellerbe
Fire and EMS Chief

March 27, 2012

Charles J. Willoughby, Esquire
Inspector General
Office of the Inspector General
717-14th Street, N.W., Fifth Floor
Washington, DC 20005

RE: MAR 12-I-001

Dear Mr. Willoughby:

This letter serves as the cover to our response regarding the above-mentioned Management Alert Report. Our response should accurately address all of the conclusions and recommendations contained in the report.

Should you have any additional questions or concerns, please feel free to contact my office at (202) 673-3127.

Sincerely,

Kenneth B. Ellerbe
Fire and EMS Chief

cc: Paul Quander, Deputy Mayor for Public Safety and Justice

Attachment



Vincent C. Gray
Mayor



Kenneth B. Ellerbe
Fire and EMS Chief

D.C. FIRE AND EMERGENCY MEDICAL SERVICES DEPARTMENT

MANAGEMENT ALERT REPORT (MAR) 12-I-001

Prepared on March 27, 2012

Chief Ellerbe has reviewed the Office of the Inspector General, Management Alert Report, MAR 12-I-001 and agrees with the listed recommendations. Chief Ellerbe has developed the following plan to implement the recommendations.

FEMS will be applying for the FY2012 Port Security Grant as recommended by the report. The characterization of the Department missing out on Port Security Grant opportunities was misleading. The comparisons in the report were not comparing similar grant pools and situations. The Port of Washington is classified as an "All Other Port Areas" – the lowest classification of port in the grant process. The report references the San Francisco Fire Department's January 2011 award of \$7.8 million and the 2010 announcement of \$2 million in awards to Boston as examples that are comparable to Washington, DC. This is inaccurate, San Francisco is a Type I Port competing in a funding pool of \$58,500,000 and Boston is a Type II Port competing in a funding pool of \$29,250,000. The Port of Washington is competing in a funding pool of \$4,875,000. For the period 2009 - 2011, 158 grants were awarded to ports with the classification, "All Other Port Areas"; the average award was \$229,428. This should be contrasted to our need of \$7,000,000. Because of our port's classification as an "All Other Port Area", it is highly unlikely that our grant application will be successful.

Conclusions and Recommendations

- 1. That the Chief of FEMS formulate expeditiously a plan and timeline to have the Glenn thoroughly inspected, out of the water, for mechanical and structural deficiencies, and request an assessment of its serviceability and overall seaworthiness;**

Immediate Solution to Address Safety Concerns:

On March 14, Chief Ellerbe directed Special Operations [REDACTED] and Apparatus [REDACTED] to initiate the process of having the John Glenn surveyed. The survey should be completed by April 30, 2012. The results of the survey will determine the scope and expediency of the timeline development.

- The initial marine survey will be conducted in water by a qualified marine surveyor to determine the current condition and seaworthiness of the John Glenn. The survey will determine if the vessel is safe to use, as well as what maintenance and repairs are required or are likely to be required in the near future. This survey will be used to develop the timeline for conducting a more extensive out of water survey. Estimated cost for marine survey is \$3,500.
- Out of Water Inspection, including ultrasonic inspection of hull. This inspection will be completed on a timeline determined by the results of the marine survey.

- Scheduling of the out of water inspection will requiring working with the existing shipyards to assure an opening in their schedules to accommodate our needs.
- Cost and time estimates are difficult to determine as repairs may be required during this process. The price and time range could be similar to the 2009 repairs, which took 45 days and \$165,000; or to the 2003 overhaul which took one year and cost \$5,000,000.

2. That the Chief of FEMS request an analysis of the Glenn's anticipated remaining service life and devise a plan for its periodic inspection, maintenance and repair to ensure its ability to fulfill its stated mission during its remaining service life.

Actions Already Taken:

Strategic Plan Development:

On February 14, 2011 Chief Ellerbe issued the following directive to the Special Operations

████████████████████

Assemble a team from the Fireboat, a member of the Apparatus Division and one of the Special Operations Battalion Fire Chiefs to develop a strategic plan for the Fire Boats. The plan should answer the following questions, plus any others that the committee believes is important.

1. Define the current capabilities of the Fireboat, reference Coast Guard and NIMS standards.
2. Determine the emergency water supplies needs in the city (use ██████████ as a reference) describe how these can be satisfied by a fire boat platform including limitations.
3. Determine the “tug” type capabilities need or expected to be needed on the river.
4. A description of the hazards on the river, maximum passenger loads and hazardous materials shipped on the river. Make some predictions about how those issues will look in 15 – 20 years.
5. In 2006 the department was awarded a budget enhancement for a 6th man assigned to the Fireboat, that position was reprogrammed – please revisit the optimal manning discussion for the fireboat.
6. A description of how the fireboats are used to assist National Airport
7. Describe the rescue capabilities on the river.
8. Describe the need for an ice breaker including any statutory or customary requirements.
9. Referencing the above items create a gaps analysis between the current capability and the needs.
10. Then create a generic list of capabilities for a fireboat that closes some, if not all, of the identified gaps.

To Support Strategic Plan Development:

On March 26, Chief Ellerbe directed Special Operations [REDACTED] to conduct a needs assessment of the Port of Washington using the National Fire Protection Association 1925, Standard on Marine Firefighting Vessels - , Annex B Marine Fire-Fighting Vessel Design Considerations.

- 3. That the Chief of FEMS prioritize: (1) submission of a FY 2012 Port Security Grant Program application, (2) assessment and pursuit of other federal funding opportunities, and (3) development of a detailed plan - to include milestone dates, projected costs and anticipated funding sources - for the eventual replacement of the Glenn.**

Actions Taken:

On March 16, 2012, Chief Ellerbe directed Special Operations [REDACTED] to complete the Single Point of Contact Notification of the Department's intent to file a Port Security Grant Application for FY2012. (confirmation form attached).

Actions to be taken:

- Chief Ellerbe has directed Special Operations [REDACTED] to complete Step I of the FY2012 Port Security Grant Process – determination of eligibility by April 27, 2012.
- Chief Ellerbe has directed Special Operations [REDACTED] to submit a complete application for the FY2012 Port Security Grant by May 4, 2012. This application will ask for approximately \$7,000,000 to replace the John Glenn with a similar vessel.

Next Steps in Strategic Development:

- Chief Ellerbe has directed that concurrent to the immediate survey and development of a strategic plan for the Fireboat, Special Operations [REDACTED] determine a Summary of Options for the Fireboat. This process will examine the following areas:
 - Specify hull and machinery upgrades to extend the service life of the John Glenn;
 - Evaluate off the shelf replacement options; and
 - Prepare performance specifications for the new boat.
- Chief Ellerbe has directed Special Operations [REDACTED] to develop timelines for implementation of the Strategic Plan based upon the findings of the survey and the elements of the strategic plan. The establishment of the timeline is not a universal exercise and will be influenced by other factors.

Comment on Port Security Grants:

Port Security Grants: Additional information about Port Security Grants and the applicability to solving the challenge of replacing the John Glenn. Replacing the Glenn with a similar vessel will cost in the neighborhood of \$7,000,000.

The District of Columbia Fire and EMS Department, as well as the Metropolitan Police Department, is eligible to apply for and receive awards from the Port Security Grant Programs. A summary snapshot of the "All Other Port Areas" Grant Awards for the period FY2009 – FY2011 show 158 awards for an average award of \$229,428 – the total amount awarded was \$36,249,545. The high award amount was \$1,942,500 and the low award amount was \$1,632.

Fire and EMS Department History with the Port Security Grant Program:

- FY2011 - Initiated but did not complete application
 - Initial planning activities included a joint application with MPD to include training.
- FY2010 – No application filed, discussion with MPD about enhancing radiation detection capabilities on the waterways was explored but program managers determined that grant funds from 2008 UASI grant would cover this need.

Previous years discussions between [REDACTED] (Program Manager, DC Fire and EMS) and other managers in the Fire and EMS Department determined that because of the small funding pool available versus the amount of funding required to replace the John Glenn, resulted in decisions not to apply for the Port Security Grant for the purpose of replacing the John Glenn. Fire and EMS did receive a 2005 State Homeland Security Grant in the amount of \$485,622 to replace and enhance the response capabilities of Fireboat 2.

Note: In 1983 Congress appropriated the funds to have the "Glenn" modified to become a true ice breaker. This coincided with the move of the Coast Guard Unit from Old Town Alexandria to Fort Belvoir, VA.

FY 2012 PSGP Allocations

Port Area Group Designations

Table 2 lists the specific port areas by Group that are eligible for funding through the FY 2012 PSGP.

Group I, II, and III Port Areas

Seven port areas have been selected as Group I (highest risk), 48 port areas have been selected as Group II, and 35 port areas have been selected as Group III. Each Group I, Group II, and

Group III port area will compete for funding identified in their corresponding Group. These amounts are based upon the FY 2012 DHS risk analysis.

This will allow applicants to submit IJs for projects without being confined to a set dollar amount, providing DHS the opportunity to conduct field and national reviews of each project and make awards based on the two overarching priorities of the PSGP, risk based funding and regional security cooperation, as well as evaluating the extent to which each IJ buys-down risk for their port area.

All Other Port Areas

Ports not identified in Group I, II, or III will compete for the funding identified for the “All Other Port Areas” Group, and will submit their application and associated documentation directly to FEMA. “All Other Port Areas” are allowed to receive grant funds from their geographically proximate higher Group if the project has regional impact across the entire port area, but not from both funding groups for the same project.

The District of Columbia is included in the “All Other Port Areas” section of the grant: Eligible entities not located within one of the port areas identified above, but operating under an AMSP, are eligible to compete for funding within “All Other Port Areas” Group Total Award Amount for this group is \$4,875,000.

Allocation (GAO Report 12-47 Port Security Grant Program)

Each port area’s allocation is driven by the results of the PSGP risk analysis model. However, the allocation process varies among groups as described below.

- **All Other Port Areas:** Port areas not evaluated using the risk model, but which operate under an Area Maritime Security Plan (AMSP), 13 are eligible to compete for funding with the All Other Port Areas Group—in a manner similar to Group III, but without using risk scores as a factor in project selection.

Historical Awards from Port Security for “All Other Port Areas”:

2011 Awards

FY2011 PSPP “All Other Port Areas” Allocation \$11,751,450 (FY2011 Port Security Grant Program)

FY2011 PSGP “All Other Port Areas” Actual Allocation \$11,750,039 (FY2011 Grant Program Overview)

43 Awards, Average Awards \$273,257

State	Port Area	Entity Name	Allocation
AK	Seward	Alaska Railroad Corporation	\$295,000
AL	Port of Florence	Murphy Oil Corporation Sheffield Terminal	\$148,000
AR	Dardanelle	Pope County Sheriff's Office	\$1,098,958
CT	Mystic/Stonington	Mystic Fire Department	\$700,000
	Norwalk	City of Norwalk	\$79,980
	Stamford	City of Stamford	\$610,000
	Stratford	Town of Stratford	\$13,163
FL	Freeport	Murphy Oil USA Freeport Terminal	\$47,000
IA	Bettendorf	Bettendorf Fire Department	\$250,000
	LeClaire	Scott County Iowa	\$175,000
IL	Moline	City of Moline Fire Department	\$195,000
IN/KY	Evansville	Kentucky Department of Fish and Wildlife Resources	\$221,718
KY	Port of Hickman-Fulton	Hickman-Fulton County Riverport Authority	\$67,756
MA	Cape Cod Canal	Town of Sandwich	\$900,000
	Falmouth	Town of Falmouth, MA	\$194,206
	Hyannis	Town of Barnstable Harbormaster	\$61,200
		Hy-Line Cruises	\$119,999
	Northeastern MA Ports	Massachusetts Environmental Police	\$108,499
	Woods Hole	Woods Hole, Martha's Vineyard and Nantucket Steamship Authority	\$267,500
	Yarmouth	Town of Yarmouth Harbormaster	\$340,489
MD/VA	National Capital Region	Maryland Department of Natural Resources	\$40,000
ME	Bar Harbor	BHWW, LLC	\$46,058
MI	Holland & Grand Haven Ports	Ottawa County Sheriff's Office	\$507,490

	Port of Marquette	State of Michigan Department of Natural Resources (DNR)	\$371,258
MO	Ste. Genevieve County	Ste. Genevieve County Sheriff's Office	\$393,396
MP	Northern Mariana Islands	Commonwealth of the Northern Mariana Islands	\$680,000
		Commonwealth Ports Authority	\$290,823
NY	Latham	NYS Division of Military and Naval Affairs	\$37,608
	Oswego	Port of Oswego Authority	\$160,400
	Port Jefferson	Bridgeport and Port Jefferson Steamboat Co	\$288,591
	Rochester	Monroe County	\$350,000
	Suffolk County	County of Suffolk-Suffolk County Police Department	\$196,747
OH	Port Clinton, South and North Bass Islands, Sandusky	Miller Boat Line	\$22,805
		Ohio Department of Natural Resources/Division of Watercraft	\$220,000
SC	Hilton Head Island	Town of Hilton Head Island	\$292,045
TX	Fernandina	Kinder Morgan Liquids Terminals, LLC	\$311,085
	Harlingen	Port of Harlingen Authority	\$176,300
VT	Lake Champlain	Vermont Department of Public Safety	\$55,000
WA	Grays Harbor	Port of Grays Harbor	\$135,600
WI	Marinette	Marinette County Emergency Management	\$120,201
		Marinette Fuel & Dock Co.	\$71,092
		Marinette Marine Corporation	\$852,348
	Sheboygan Harbor	Sheboygan County	\$237,724

2010 Awards

FY2010 PSPP "All Other Port Areas" Allocation \$14,400,000 (FY2010 Grant Program Overview)
 FY2010 PSGP "All Other Port Areas" Actual Allocation \$14,399,994 (IB 342)

48 Awards, Average Award \$300,000 (based on Original Awards)

FY2010 PSGP Awards Amended (DHS IB 347)

State	Port Area	Entity Name	Original Allocation	Adjusted Allocation
AK	Juneau	Marine Exchange of Alaska Inc.	\$0	\$876,532
KY	Owensboro	City of Owensboro	\$0	\$43,109
KY	Paducah	Westlake Vinyls Inc.	\$0	\$35,320
MA	Yarmouth	Town of Yarmouth Harbormaster	\$83,657	\$151,152
NY	Wayne County	Wayne County Office of Sheriff	\$14,535	\$73,979
MI/WI	Marinette/Menominee	Michigan Department of Natural Resources & Environment	\$1,204,408	\$122,508

FY2010 PSGP Awards (DHS IB 342)

State	Port Area	Entity Name	Allocation
AK	Whittier	Alaska Railroad Corporation	\$311,224
AL	Chattahoochie	Alabama Conservation Department	\$241,692
AL	Sheffield	Murphy Oil Corporation Sheffield Terminal	\$11,000
AR	Dardanelle	Pope County-AR	\$332,988
CT	Norwich Harbor	City of Norwich Connecticut	\$231,825
FL	Freeport	Murphy Oil Corporation Freeport Terminal	\$117,300
IA	Davenport	City of Davenport Fire Department	\$200,000
IL	Clinton Lake	Illinois Department Of Natural Resources	\$166,000
IL	Peoria	City of Peoria	\$207,046
IL	Peoria	Illinois Department Of Natural Resources	\$263,500
IL	Peoria	Peoria County Emergency Management Agency	\$13,607
IL	Peoria	Tazewell County Sheriff's Office	\$104,034

IN	City of Evansville	City of Evansville, Indiana	\$76,000
KY	City of Hickman, Fulton County	Hickman-Fulton Co. Riverport Authority	\$34,150
KY	Owensboro	Owensboro Riverport Authority	\$65,255
LA	Shreveport	Caddo Bossier Parishes Port Commission	\$963,488
LA	Terrebonne	Terrebonne Parish Sheriff's Office	\$214,860
MA	Duxbury	Duxbury Harbormaster Department	\$183,289
MA	Falmouth	Town of Falmouth, MA	\$232,230
MA	Hyannis	Town of Barnstable Harbormaster	\$121,624
MA	New Bedford	City of New Bedford Harbor Development Commission	\$195,488
MA	New Bedford	Massachusetts Environmental Police	\$977,201
MA	Provincetown	Provincetown Public Pier Corporation	\$99,950
MA	Quincy	City of Quincy, Massachusetts	\$1,942,500
MA	Woods Hole	Woods Hole, Martha's Vineyard and Nantucket Steamship Authority	\$461,250
MA	Yarmouth	Town of Yarmouth Harbormaster	\$83,657
MD	Charles County	Charles County Government	\$440,799
ME	Bar Harbor	BHWW, LLC	\$46,749
MI	Ludington	City of Ludington	\$41,122
MN	Dakota County	Dakota County Sheriff's Office	\$39,900
MN	Eagan	Eagan Fire Department	\$5,000
MN	Wright County	Wright County Sheriff's Office	\$90,109
MO	Cape Girardeau County	Cape Girardeau County	\$580,800
NY	Oswego	Oswego City Police Department	\$40,700
NY	Oswego	Port of Oswego Authority	\$14,094
NY	Port Jefferson	Bridgeport & Port Jefferson Steamboat Co.	\$280,980
NY	Rochester	Monroe County Office of Emergency Management	\$288,800
NY	Suffolk County	Suffolk County Sheriff's Office	\$1,281,668
NY	Town of Smithtown	Town of Smithtown, Department of Public Safety	\$341,000
NY	Wayne County	Wayne County Office of Sheriff	\$14,535
OH	South Bass Island/Catawba Point	Miller Boat Line, Inc.	\$107,541
TX	Mansfield	Texas Parks and Wildlife Department	\$346,496

TX	Matagorda Bay	Texas Parks and Wildlife Department	\$346,496
VT	Lake Champlain	Vermont Department of Public Safety	\$18,000
WI	Marinette	Marinette County	\$186,607
WI	Marinette	Michigan Department of Natural Resources & Environment	\$1,204,408
WI	Pierce County	County of Pierce	\$645,900
WI	Sturgeon Bay	Door County Sheriff's Department	\$187,132

2009 Awards

FY2009 PSPP "All Other Port Areas" Allocation \$15,344,000 (FY2009 Port Security Grants)
 FY2009 PSGP "All Other Port Areas" Actual Allocation \$10,099,512 (FY2009 Grants Program Overview)

67 Awards, Average Award \$150,739

State	Port Area	Entity Name	Allocation
AK	Dutch Harbor	City of Unalaska	\$27,098
	Homer	Port of Homer City of Home	\$107,252
	Juneau	Cruise Line Agencies of Alaska Southeast Inc.	\$62,884
	Ketchikan	City of Ketchikan	\$20,625
	Kodiak	Horizon Lines of Alaska LLC	\$23,096
	Seward	Alaska Railroad Corporation	\$24,400
	Skagway	Cruise Line Agencies of Alaska Southeast Inc.	\$76,882
	Southeast Alaska	Marine Exchange of Alaska	\$139,500
	Whittier	Alaska Railroad Corporation	\$24,400
AR	Monroe	State of Louisiana Levee District Police	\$24,945
CA	Redwood City	City of Redwood City	\$75,705
		Port of Redwood City	\$176,903
CT	Stamford	Sprague Energy Corp	\$24,945
DC	National Capital Region	Maryland Department of Natural Resources	\$1,580,493
FL	Tallahassee	City of Tallahassee	\$4,800
GU	Guam	Port Authority of Guam	\$1,223,644
HI	Maui, Molokai	Island Petroleum	\$22,500
KY	Ballard County	Ballard County	\$43,500

	Hickman	Hickman-Fulton County Riverport Authority	\$24,975
	Owensboro	City of Owensboro Fire Department	\$187,864
		Owensboro Riverport Authority	\$32,625
		Southern States Cooperative Inc.	\$17,000
		Yelvington Fire Department	\$25,000
		Green River Area Development District	\$19,575
	Paducah	City of Paducah	\$24,822
		Reidland Farley Fire District	\$229,443
LA	Monroe	Ouachita Parish Sheriff's Office	\$25,000
		State of Louisiana Levee District Police	\$1,632
MA	Chatham	Town of Chatham - Harbormaster	\$23,776
	Falmouth	Town of Falmouth	\$93,000
	Hyannis	Town of Barnstable	\$24,643
	New Bedford	Sprague Energy Corp	\$24,560
	New Bedford/Fairhaven	Massachusetts Governor's Seaport Council	\$344,784
	Plymouth	Plymouth Fire Department	\$525,000
		Plymouth Harbor Master Department	\$236,250
	Quincy (Quincy Terminal)	Sprague Energy Corp	\$24,933
	Quincy (Twin River Terminal)	Sprague Energy Corp	\$11,900
	Wareham	Town of Wareham-Harbormaster	\$168,750
ME	Bar Harbor	Town of Bar Harbor	\$473,106
	Maine - multiple	Maine Department of Public Safety Maine State Police	\$168,299
		Maine Port Authority	\$22,481
	Rockland	City of Rockland	\$8,605
	Searsport	Sprague Energy Corp	\$24,200
MI	Harbor Beach	DTE Energy Company	\$85,000
	Menominee	K&K Warehousing Inc.	\$10,777
	St. Claire	DTE Energy Company	\$80,000
	Trenton	DTE Energy Company	\$75,000
MN	Hasting	Dakota County Sheriff's Office	\$103,741
MP	Pago Pago	American Samoa Department of Homeland Security	\$370,000
	Saipan	Commonwealth of the Northern Mariana Islands Ports Authority	\$946,000
NY	Clayton	Clayton Volunteer Fire Department	\$40,680

	Nassau	County of Nassau	\$415,882
	Oceanside	Sprague Energy Corp	\$24,900
	Oswego	Oswego City Police Department	\$24,389
		Sprague Energy Corp	\$24,200
	Suffolk	County of Suffolk	\$86,100
	Wayne County	Wayne County Office of Sheriff	\$109,585
OH	Newport	Ergon Trucking Inc. - Marietta	\$12,499
RI	Quonset	North Kingstown Police Dept	\$24,920
TX	Mansfield	Texas Parks and Wildlife Department	\$283,549
	Rockport	Texas Parks and Wildlife Department	\$283,549
VI	Virgin Islands	Hovensa LLC	\$97,243
VT	Lake Champlain	Vermont Department of Public Safety	\$17,500
WA	Grays Harbor	Port of Grays Harbor	\$208,424
WI	Marinette	Marinette Fuel & Dock Co.	\$23,545
	Pierce County	County of Pierce	\$281,250
	Sturgeon Bay	Sturgeon Bay Police Department	\$24,984

Previous Years

FY2008 PSGP "All Other Port Areas" Allocation \$19,150,000 (FY2008 Port Security Grants)

FY2007 PSGP "Tier IV" Allocation \$10,058,500 (FY2007 Port Security Grants)

Prior to 2007 a different set of allocation guidelines was used, making a direct comparison on funding incomplete.