UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

PERSONNEL AND READINESS

SEP - 1 2023

The Honorable Mike D. Rogers
Chairman
Committee on Armed Services
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

The Department's response to House Report 117–118, page 176, accompanying H.R. 4350, the National Defense Authorization Act for Fiscal Year 2022, "Individual First-Aid Kits Improvements," is enclosed.

The report summarizes a comprehensive review of the Army, Air Force, Navy, and Marine Corps procurement systems used to acquire individual first aid kits (IFAKs) and combat life saver (CLS) kits from Fiscal Years 2017-2022. Additionally, recommendations on the benefits of synchronizing the kitting process for individual IFAK/CLS components throughout the life cycle have been assessed. The Department of Defense remains committed to establishing and maintaining mission readiness by ensuring its current assets and capabilities are built to address known and potential health care challenges.

Thank you for your continued strong support for the health and well-being of our Service members. I am sending a similar letter to the Committee on Armed Services of the Senate.

Sincerely,

[redacted]

Gilbert R. Cisneros, Jr.

Enclosure:
As stated

cc:
The Honorable Adam Smith
Ranking Member

UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

PERSONNEL AND READINESS

SEP - 1 2023

The Honorable Jack Reed
Chairman
Committee on Armed Services
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

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Sincerely,

[redacted]

Gilbert R. Cisneros, Jr.

Enclosure:
As stated

cc:
The Honorable Roger F. Wicker
Ranking Member

Report to the Committees on Armed Services of the Senate and the House of Representatives

Individual First-Aid Kits Improvements

September 2023

The estimated cost of this report or study for the Department of Defense (DoD) is approximately $146,000.00. This includes $104,000.00 in expenses and $41,000.00 in DoD labor.

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A. CONGRESSIONAL REPORT REQUEST

This report is in response to House Report 117–118, page 176, accompanying H.R. 4350, the National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2022, "Individual First-Aid Kits Improvements," which requests that the Secretary of Defense submit a report to the Committees on Armed Services of the Senate and the House of Representatives, to include: (1) a comprehensive review of the current logistics systems for the Individual First-Aid Kits (IFAKs), Joint First-Aid Kits (JFAKs), and Combat Lifesaver (CLS) kits; and (2) a review of the benefits of synchronizing the kitting of components throughout the entire supply chain in a Food and Drug Administration (FDA)-registered facility to ensure quality and uniformity in the process.

This report includes the following elements:

1. Review of current logistics systems, effects of purchasing, locations, and destinations of IFAK/JFAK/CLS kit components from different contractors via different procurement channels;

2. Shipping, fees, and storage costs of the IFAK/JFAK/CLS kit components prior to kitting;

3. Storage and shipping costs of the IFAK/JFAK/CLS kits prior to delivering the IFAK/JFAK/CLS kits to Service members;

4. Personnel costs associated with labeling and kitting new IFAK/JFAK/CLS kits, and rekitting;

5. Shelf life for each component in the IFAK/JFAK/CLS kits and its impact on readiness;

6. Estimated brigade unit-level man-hours associated with monthly, quarterly, annual requirements for inspection, inventory, documentation, and reporting requirements for maintaining IFAK/JFAK/CLS kits;

7. The ability of the Military Services and warfighter to track and conduct a FDA-directed safety recall of IFAK/JFAK/CLS kit components, and;

8. Risks and benefits with synchronization of the components of IFAK/JFAK/CLS kits.

B. FINDINGS: RESPONSES TO CONGRESSIONAL ELEMENTS

1. Review of current logistics systems, effects of purchasing, and the locations and destinations of IFAK/JFAK/CLS kit components from different contractors via different procurement channels.

   Current logistics systems include: Defense Medical Logistics Standard Support (DMLSS) (Air Force); Theater Enterprise-Wide Logistics System (TEWLS) (Army); and Global Combat Support System–Marine Corps (GCSS-MC) (Navy and Marines). The Air Force First Aid Kit manager processes JFAK orders through DMLSS. Program

Executive Office (PEO) Soldier is responsible for purchasing IFAKs and CLS kits through TEWLS. The Navy Expeditionary Combat Command (NECC) purchases JFAKs/CLS kits through GCSS-MC.

Numerous inventory systems are used to track, maintain, and sustain IFAK/JFAK/CLS inventories across the Military Services. These include: Integrated Logistics System–Support (ILS-S) (Air Force); TEWLS or GCSS-A (Army); Cheatham Annex Asset Management (CAXAM) system (Navy); and Defense Property Management System Warehouse Module (DPAS-WM) (Marines). Depending on the requesting activity or unit, the materiel is delivered to a central storage location or intermediary inventory control point for inspection to ensure shelf-life, expiration date compliance, and relabeling, if necessary.

Uniformly, the Military Services are sourcing IFAK/JFAK/CLS kits to the Defense Logistics Agency (DLA) by using e-commerce sources such as the Prime Vendor (PV) (Cardinal Health and Owens & Minor); Electronic Catalog (ECAT) contingency contracts; Ability One companies; Defense Supply Center (DSC); or Defense Automated Addressing System (DAAS). Less often, the Army and Navy order components directly from a manufacturer.

The acquisition process determines which DLA contractor (supplier/distributor) fulfills the requested order. Should the Military Services order directly by component National Stock Number (NSN) or part number through DLA PV or ECAT applications, those contracts are pre-negotiated and the distributor predetermined. Mandatory sourcing directly impacts which vendor/suppliers/distributor can provide IFAKs/JFAKs/CLS kits, components, and resupply kits. This is a limiting factor in sourcing materiel. North American Rescue, Cardinal Health, Owens & Minor, Phokus Research Group, and Atlantic Diving Supply can all supply JFAKs. Other sources are available in the marketplace but are used marginally, as shown in the purchasing history graphs in the following pages.

The Military Services are receiving the majority of IFAKs/JFAKs from DLA. The IFAKs/JFAKs are pre-kitted and labeled by the manufacturer/supplier. The materiel is packaged and shipped continental United States (CONUS) and outside continental United States (OCONUS) to: HQA4 (Air Force); NECC (Navy); any ordering unit or Medical Materiel Center (MMC) (U.S. Army Medical Materiel Center, Europe) (USAMMC-E) and USAMMC-K (Republic of Korea)) (Army); and Marine Force Storage Command–Consolidated Storage Program (MFSC-CSP) warehouses (Marines). Both Marines (East Coast) and Army (Europe) control pre-position stock to resupply IFAK components and must maintain specific inventory threshold levels. Air Force and Navy factor in overseas locations into their procurement lead times to ensure timely delivery. Varying conditions also impact which vendor/supplier can provide the materiel quickly (shortest delivery time) and/or shipping to foreign countries.

Table 1: Responses to (1) and Element 1.

Air Force	The Air Force uses JFAKs. The Air Force Headquarters A4 (HQ A4) works with the First Aid Kit Manager to procure JFAKs. Central procurement of JFAKs occurs, at a minimum, once per year. The First Aid Kit Manager confirms the price and number of kits to be ordered for the year, and processes the order in DMLSS. Funds for the kits are transferred via DD-448 Military Interdepartmental Purchase Request to Port San Antonio. Procurement entails 26,000-50,000 kits per order, depending on funding availability and quantity needed. The JFAK manufacturer is an Ability One company, with some components coming from other Ability One companies (e.g., National Lighthouse for the Blind). On average, the process from the placement of order to distribution and receipt of the ordered kits takes 6 to 8 weeks, although recent supply chain disruptions have increased the timeline to 8 to 10 weeks. The Air Force also noted short notice taskings are difficult to accommodate. It is possible to get a 24-hour turnaround, but not for large quantities and not consistently. The PVs Cardinal Health and Owens & Minor are responsible for JFAK kitting and distribution directly to HQ A4. HQ A4 sends specified quantities of JFAKs to various bases, and uses a Transportation Account Code (TAC) to ship to individual locations. The Logistics Readiness Squadrons (LRS) is the unit at each base responsible for deployment of the equipment. The LRS tracks assets in Integrated Logistics System–Supply. The Air Force does not reconstitute individual components in the JFAK. Once issued, and for the duration of deployment, the kit becomes the asset of the deployer. Once the deployer returns to their home station, they return their kit. The JFAK is then considered unserviceable and replaced. Everything in a kit has an expiration date of 5 years or greater. The kits are assembled so all components with expiration dates will expire within a few months of each other. Medical Logistics (ML) is responsible for the inspection of kits coming from the manufacturer, and placing an identifying tag containing nomenclature, NSN, lot number, and expiration date. Kits are inspected upon arrival at the installation and then prior to issue to the deployer; however, there are no routine inspections by LRS or ML. Before deployment, inspections ensure kits are intact, there are no visible signs of damage, and the tag is in place. Occasionally, kits are inspected when moving between warehouses or when rotating inventory.

	The Air Force does not re-pack individual components within the JFAK. The JFAK comes complete and sealed from the manufacture (The Resource Center). The JFAK is stored in the Logistics Readiness Squadron warehouse until it has been tasked for deployment, once issued for deployment the seal is broken and the JFAK is considered "used". Once the JFAK returns from deployment the kit is disposed of and replaced with a brand new kit in the inventory. The cost for the JFAK includes all the individual components, vendor packing/overhead fees and shipping to its owing activity, no additional fees or costs are incurred to the owing activity or end-user (deployer).
Army	The Army uses both IFAK and CLS kits. The requirement for IFAK and CLS are based on guidance from HQDA G4 Army Pre-Positioned Stocks (APS) Programs in conjunction with the APS Operational Projects review process. This process is completed by the respective Army Service Combatant Command, Army Materiel Command (AMC), and the AMC Commodity Managers with the Army Medical Logistics Command (AMLC) subordinate organization the U.S. Army Medical Materiel Agency (USAMMA) serving as the manager for Class VIII (medical) APS and CL VIII centrally managed contingency programs. The components of both IFAKs and CLS kits are updated based on guidance from the Army Combat Developer and the US Army Medical Materiel Development Activity; a subordinate unit of the Army Medical Research and Development Command. The individual components are established and codified in the Unit Assemblage (UA) 245C. All components are managed in the Assemblage Management Module for TEWLS. The IFAK is not associated with a UA and is not managed to the component level in TEWLS. The Army's IFAK Carrier Office of Responsibility is responsible for the development and design of the IFAK carrier. PEO Soldier procures the approved IFAK carriers to support Rapid Fielding Initiative, while the components inside the case are procured by DLA. IFAKs may be requisitioned as complete kits or by individual component via NSNs if resupplying an individual IFAK. For the CLS kits, the replacement component items are ordered 60-90 days out from the expiration dates (pending funding and resource priorities established by higher headquarters). Expiring IFAKs are re-ordered as complete kits based on the IFAK expiration date and/or by components by PEO Soldier. The Army vendor, Southeastern Kentucky

	Rehabilitation Industries, Inc. (SEKRI), is responsible for kitting of new IFAKs. IFAKs are assembled in a SEKRI owned warehouse. An Army product manager works with PEO Solider to understand source applicable components and capabilities required of items included in IFAKs and CLS kits. DLA Class VIII Cost Recovery Rate (CRR) applies if the IFAK or CLS kit is procured through DLA Defense Working Capital Fund. A CRR is also applied if procured through an Army Supply Support Activity (SSA). Total kitting and shipping costs are captured in the DLA Troop Support (TS) Medical CRR. Both IFAKs and CLS kits are distributed to Army units through the medical logistics (CL VIII) supply chain via commercial carrier or other means per PV and/or DLA contractual vehicles (determined through acquisition process). Distribution is through DLA TS Medical channels. IFAKs or CLS kits requisitioned by Army units go through the medical supply chain to the ordering unit for unit storage. If the IFAK or CLS kit is being maintained in an Army MMC or Installation Medical Supply Activity (IMSA), it is held in their warehouse/storage facility locations. MMC storage is located at USAMMC-E (Germany) and USAMMC-K (Republic of Korea). IMSA storage is located at any of the Army installation MTF locations; at the unit level, any Army installation world-wide. The IFAK is provided to the individual Army Service member as part of their Organizational Clothing and Individual Equipment issue upon arrival at an installation/duty station, and the CLS kit is ordered by the operational unit and issued to the CLS trained/designated Soldier. Both leverage Army supply account procedures to maintain accountability of the item to the user level. For IFAK and CLS kit inventories maintained at MMCs, the Enterprise Resource Planning system of record is TEWLS. For IFAKs or CLS kits maintained in an Army SSA as Authorized Stockage List or at unit level, the system of record is Global Combat Support System-Army (GCSS-A). No specific individual item inspection is required if the item is received by the medical logistics (CL VIII) supply chain distribution node (e.g., IMSA, SSA, MMC) in the original manufacturer packaging with lot and expiration dates listed. The gaining Soldier or unit will execute an inspection of the IFAK or CLS kit contents and report any discrepancies.

	All expired or unserviceable materiel in IFAKs or CLS kits are required to be disposed of IAW applicable Army Regulations (AR), policies, and standard operating procedures (SOPs) (AR 40-61, AR 700 series, local unit SOPs) by the unit "owning" the inventory.
Navy	The Navy uses IFAKs/JFAKs and CLS kits. The NECC Medical Logistics Facility Manager, Program Manager, and Administrator are responsible for procuring new JFAKs and CLS kits through ECAT PV. Two types of JFAKs are procured: Maritime Assault Kit (North American Rescue (NAR) - Cardinal Health, Owens & Minor) and Split Kit NECC (Phokus Research Group - Cardinal Health, Owens & Minor, Atlantic Diving Supply (ADS)). The NAVAL SUPPLY P485 reference manual is used to guide procurement amounts. New JFAKs and CLS kits are distributed by the PV to the NECC Medical Logistics Facility in Williamsburg, VA, where they arrive pre-kitted. North American Rescue and Phokus Research Group are responsible for kitting. JFAKs/CLS kits are labeled with an NSN and serial number once they arrive at the NECC facility. Kits are also inspected upon arrival for expiration date. The CAXAM system is used for inventory management. CAXAM can track receipt, inventory, and issuance of JFAKs and CLS kits, but is not capable of stock level reporting. The NECC facility uses a first in, first out inventory management system. Due to a reserve-heavy force, there is a requirement for on-hand inventory. JFAKs are issued in bulk to Echelon IV commands and below. Units submit a request through the electronic system, and JFAKs are shipped via United States Transportation Command. Requesting units have their own internal processes for issuing JFAKs to end users. CLS kits are issued at the NECC facility to requesting units for deployment. Civilian personnel at Navy warehouses cannot issue IFAKs/CLS kits. The medical department must requisition and issue kits, a procedure specific to the Navy. Navy does not use a third party for rekitting of JFAKs/CLS kits. Reconstitution is completed at the NECC Medical Logistics Facility by General Schedule civilians, E-8 active duty, and contracted employees. These employees are also responsible for sustainment activities including additional inspection for expired components and updated inventory documentation. Expired components are replaced with components stocked in the NECC facility. Expired materiel is thermally disposed of or medically discarded, and disposal of kit bags are processed through DLA Disposition Services.

Marine Corps	The Marines use both IFAKs and CLS kits. Marine Corps Systems Command is responsible for the initial issue, modernization, and maintenance of both the IFAK and CLS component line list per requirements document and NAVMC 4002.A. The IFAK is purchased by MFSC-CSP Warehouse as either the complete kit or individual components. IFAKs are ordered as needed when the safety stock threshold is met. The threshold for replacement is based on just in time requirements. The CLS is purchased at the unit level at each Marine Expeditionary Force (MEF). A DD Form 1348-6 requisition is submitted through DLA or GCSS-MC, or directly from manufacturers. IFAK and CLS kitting is performed by either The Resource Center with a standing DLA pricing agreement with a 3-month lead time, or North America Rescue, which is available through either DLA or GCSS with a 1-month lead time. The cost of the complete kit includes the shipping, kitting, and labeling. IFAKs are shipped to the MFSC-CSP Warehouse who issues IFAKs (not JFAKs or CLS kits) to Marines after materiel is inspected for damage and their expiration dates are verified. The IFAK is managed via the Consolidated Storage Program (CSP)/Consolidated Issue Facility (CIF) at each of the I, II or III MEF and Marine Force Reserve, who are responsible for the procurement, maintenance, and sustainment of the IFAK as funded by the MEF. MEF locations include Camp Pendleton, Camp Lejeune, and Camp Kisner. IFAKs are further issued as standard Infantry Combat Equipment gear to Marines and Sailors assigned to Fleet Marine Force. The IFAK is tracked in DPAS-WM. In case of a recall, the location of an IFAK is pulled from DPAS-WM; if required, the warfighter is then contacted to exchange the IFAK. The CLS kit is maintained at the unit's aid station and will be distributed to the CLS kit designated Marines as directed by the commander's mission. Inventory management, issuance, and inspections are performed by CIF and unit level. Marine Corps Systems Command does not rekit fielded IFAKs or CLS kits. CSP/CIF MEF are responsible for rekitting and relabeling IFAKs. Rekitting is conducted at the individual warehouses contained within MFSC-CSP. Unit's aid stations are responsible for rekitting CLS kits.

	This is managed by the Regional Project Officers. There is no service contract associated with Marine Corps Systems Command for rekitting. CSP/CIF and unit level are responsible for disposal of IFAK and CLS components. Disposal within MFSC-CSP occurs at various DLA-Disposition Services sites located near I, II, and III MEF. Whole IFAKs are rarely disposed of; instead, they are reconstituted as needed. When disposal is necessary, items are sent to DLA-Disposition Services as required.

Summary of Service Logistics and Inventory systems, procurement channels, kit/labeler and destinations as stated by the Military Services via the RFI.

Table 2: Responses to (1) and Element 1.

	Air Force	Army	Navy	Marine Corps
Kit Type	JFAK	IFAK/CLS	IFAK/JFAK/CLS	IFAK/CLS
Logistics System	DMLSS	TEWLS	GCSS-MC	GCSS-MC
Inventory System	ILS-S	TEWLS or GCSS-A	CAXAM	DPAS-WM
Procurement Channel	DLA-PV or Ability One company	DLA, Army MMC or Army SSA	DLA-PV via ECAT	DLA-PV
Kitting	DLA (The Resource Center)	DLA, Distributor or Supplier	DLA, Distributor or Supplier	DLA (The Resource Center)
Labeling	DLA (The Resource Center)	DLA, Distributor or Supplier	Distributor or Supplier and NECC	Manufacture, CSP/CIF, and unit level.
Location Destination	HQA4 tranships to various bases	MMC warehouse, Army MTFs, IMSA storage facilities, or Army SSA	NECC Warehouse, issues to units	CSP/CIF, MFSC-CSP Warehouses

Review of Service Specific IFAK/JFAK/CLS Kits

Summary of Service IFAK/JFAK/CLS kits, components and supplements as stated by the Military Services via the request for information (RFI).

Table 3: Responses to (1) and Element 1.

	IFAK/JFAK, Cost and Shelf Life	CLS	Supplements
Air Force	JFAK - 6545016320167 $232.55 - 60 months	None reported	None reported
Army	IFAK - 6545015392732 $379.66 - 36 months RS - 6515016715639 $153.44 - 36 months	6545016774906 $667.80 - 36 months	None reported
Navy	IFAK - 6545015392732 $368.51 - 36 months RS – 6545015392737 $16.60 - 36 months RS - 6545015392740 $215.74 - 60 months	6545015714470 $859.73 - 36 months	6515016979998 $12.49 - 36 months
Marine Corps	IFAK - 6545015392732 $368.51 - 36 months RS - 6545015392737 $16.60 - 36 months RS - 6545015392740 $215.74 - 60 months	6545015714470 $859.73 - 36 months	6515016979998 $12.49 - 36 months 8465016334305 $19.86
Note: Number and types of components within an IFAK are determined and specified by the individual Service activity. IFAK components differ among the Military Services. Typically, the higher the price of a kit, the more components it contains. The Army and the Air Force do not have supplements for the IFAK.			

Purchasing: Exploratory Analysis

Retrospective analysis was conducted using available Joint Medical Asset Repository (JMAR) data (FY 2017-2021) to better understand historical purchasing trends and key vendors supplying IFAK/JFAK/CLS kits. Few suppliers supplied high dollar and/or high volumes of IFAK, JFAK, CLS kits, and related resupply kits between FY 2017-2021).

Figures 1 to 4 and Tables 4 to 8 represent the various historical purchasing trends.

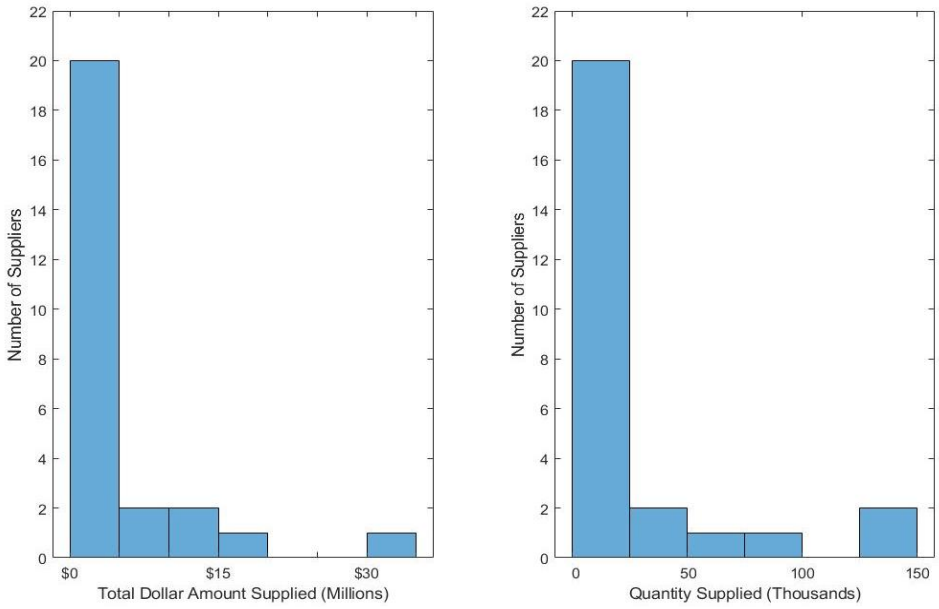

Figure 1: Number of suppliers providing high dollar amounts or high quantities of IFAK/JFAK/CLS kits and components (JMAR data, FY 2017-2021).

The Air Force spent approximately $7.2 million less than the Army spent over a 5-year period (FY 2017-2021) and received approximately 183,000 less units.

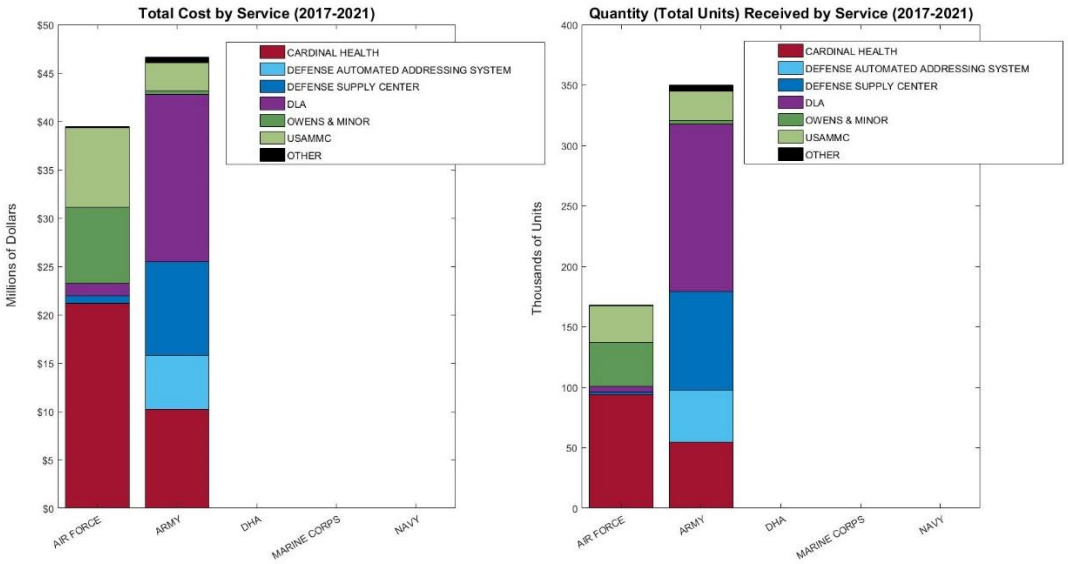

Figure 2: Total dollar amount spent on IFAK/JFAK/CLS kits and components by manufacturer, in millions of dollars, and quantity of IFAK/JFAK/CLS kits and components received from each manufacturer, in thousands of units
(JMAR data, FY 2017-2021). 'Other' category includes manufacturers with total orders of less than $500,000 or less than 20,000 units over a 5-year period.
Note: Several Services use USAMMC as a DLA Theater Lead Agent for Medical Material. The DSC is a DLA Land and Maritime Inventory Control Point.

Table 4: Year over Year purchasing of IFAK/JFAK/CLS kits – **USAF** (JMAR data, FY 2017-2021).

	Year Over Year Cost - USAF					
	2021	**2020**	**2019**	**2018**	**2017**	**5 Year Cost**
AR500ARMOR	$0.00	$314.60	$0.00	$0.00	$0.00	**$314.60**
ARCENT	$0.00	$49,245.36	$0.00	$0.00	$0.00	**$49,245.36**
ARMY PROPERTY	$0.00	$1,360.55	$0.00	$0.00	$0.00	**$1,360.55**
BEAU SAUCIER	$0.00	$6,000.00	$0.00	$0.00	$0.00	**$6,000.00**
CARDINAL HEALTH	$5,740,127.81	$3,098,069.67	$1,500,619.10	$5,060,758.13	$5,807,618.13	**$21,207,192.84**
DEFENSE SUPPLY CENTER	$25,076.96	$0.00	$39,927.75	$0.00	$680,586.43	**$745,591.14**
DLA	$0.00	$1,294,280.64	$19,107.90	$0.00	$1,703.23	**$1,315,091.77**
FORT BRAGG SURPLUS	$0.00	$0.00	$4,079.88	$0.00	$0.00	**$4,079.88**
GSA AF ADVANTAGE	$0.00	$7,017.80	$4,981.10	$0.00	$0.00	**$11,998.90**
LIGHTHOUSE FOR THE BLIND	$0.00	$2,081.02	$664.30	$0.00	$0.00	**$2,745.32**
LONDON BRIDGE TRADING	$0.00	$0.00	$3,105.76	$0.00	$0.00	**$3,105.76**
NORTH AMERICAN RESCUE	$0.00	$10,508.22	$2,779.98	$0.00	$0.00	**$13,288.20**
OWENS & MINOR	$159,287.17	$351,602.67	$6,166,831.78	$271,189.58	$927,399.32	**$7,876,310.52**
USAMMC	$618,890.74	$618,220.92	$856,410.52	$4,159,511.58	$1,940,738.22	**$8,193,771.98**
TOTAL	**$6,543,382.68**	**$5,438,701.45**	**$8,598,508.07**	**$9,491,459.29**	**$9,358,045.33**	**$39,430,096.82**

Table 5: Year over Year purchasing of IFAK/JFAK/CLS kits – **ARMY** (JMAR data, FY 2017-2021).

	Year Over Year Cost - ARMY					
	2021	**2020**	**2019**	**2018**	**2017**	**5 Year Cost**
ARMY PROPERTY	$86,062.08	$0.00	$0.00	$0.00	$0.00	**$86,062.08**
ATS TACTICAL GEAR	$0.00	$428.89	$0.00	$0.00	$0.00	**$428.89**
CARDINAL HEALTH	$1,040,512.11	$1,690,781.15	$1,573,746.18	$5,804,646.24	$104,725.24	**$10,214,410.92**
COMBAT MEDICAL SYSTEMS	$1,452.08	$3,653.62	$125.78	$0.00	$0.00	**$5,231.48**
DEFENSE AUTOMATED ADDRESSING SYSTEM	$406,301.05	$1,884,016.99	$2,180,677.39	$773,460.52	$351,108.61	**$5,595,564.56**
DEFENSE SUPPLY CENTER	$1,009,459.92	$1,290,476.93	$4,132,113.69	$2,455,776.50	$806,800.91	**$9,694,627.95**
DLA	$1,059,213.31	$6,965,006.14	$1,399,310.71	$4,385,249.08	$3,468,380.13	**$17,277,159.37**
INTERFINDERS INC.	$0.00	$0.00	$0.00	$25,400.84	$70,863.13	**$96,263.97**
MJL ENTERPRISES	$0.00	$1,457.31	$1,363.29	$91.74	$0.00	**$2,912.34**
NORTH AMERICAN RESCUE	$137,968.60	$179,326.48	$19,682.34	$0.00	$2,799.80	**$339,777.22**
OWENS & MINOR	$159,905.18	$93,854.00	$78,663.82	$33,296.98	$23,749.01	**$389,468.99**
SEKRI	$0.00	$0.00	$0.00	$6,002.21	$8,964.02	**$14,966.23**
TACTICAL MEDICAL SOLUTIONS	$5,470.46	$9,741.13	$4,939.59	$4,986.09	$4,903.71	**$30,040.98**
US MEDICAL SOURCE LLC	$0.00	$0.00	$0.00	$0.00	$22,408.90	**$22,408.90**
USAMMC	$199,162.86	$823,500.47	$321,024.28	$1,169,786.66	$356,646.81	**$2,870,121.08**
TOTAL	**$4,105,507.65**	**$12,942,243.11**	**$9,711,647.07**	**$14,658,696.86**	**$5,221,350.27**	**$46,639,444.96**

Table 6: Year over Year IFAK/JFAK/CLS kits received – **USAF**
(JMAR data, FY 2017-2021).

	Year Over Year Quantity Received - USAF					
	2021	**2020**	**2019**	**2018**	**2017**	**5 Year Total**
AR500ARMOR	0	10	0	0	0	**10**
ARCENT	0	186	0	0	0	**186**
ARMY PROPERTY	0	5	0	0	0	**5**
BEAU SAUCIER	0	2	0	0	0	**2**
CARDINAL HEALTH	25,386	13,768	6,625	22,842	25,355	**93,976**
DEFENSE SUPPLY CENTER	76	0	131	0	2,135	**2,342**
DLA	0	4,248	105	0	17	**4,370**
FORT BRAGG SURPLUS	0	0	42	0	0	**42**
GSA AF ADVANTAGE	0	75	34	0	0	**109**
LIGHTHOUSE FOR THE BLIND	0	31	7	0	0	**38**
LONDON BRIDGE TRADING	0	0	24	0	0	**24**
NORTH AMERICAN RESCUE	0	39	1	0	0	**40**
OWENS & MINOR	670	1,425	28,694	1,323	4,202	**36,314**
USAMMC	2,280	2,341	3,563	15,007	7,088	**30,279**
TOTAL	**28,412**	**22,130**	**39,226**	**39,172**	**38,797**	**167,737**

Table 7: Year over Year IFAK/JFAK/CLS kits received – **ARMY**
(JMAR data, FY 2017-2021).

	Year Over Year Quantity Received - ARMY					
	2021	**2020**	**2019**	**2018**	**2017**	**5 Year Total**
ARMY PROPERTY	576	0	0	0	0	**576**
ATS TACTICAL GEAR	0	11	0	0	0	**11**
CARDINAL HEALTH	4,192	8,724	10,842	30,407	578	**54,743**
COMBAT MEDICAL SYSTEMS	28	73	1	0	0	**102**
DEFENSE AUTOMATED ADDRESSING SYSTEM	2,538	11,004	15,020	9,754	4,814	**43,130**
DEFENSE SUPPLY CENTER	5,681	7,451	32,079	25,528	10,704	**81,443**
DLA	6,054	37,654	14,862	39,823	40,142	**138,535**
INTERFINDERS INC.	0	0	0	268	995	**1,263**
MJL ENTERPRISES	0	31	29	2	0	**62**
NORTH AMERICAN RESCUE	1,167	1,512	165	0	20	**2,864**
OWENS & MINOR	1,249	627	529	272	147	**2,824**
SEKRI	0	0	0	41	142	**183**
TACTICAL MEDICAL SOLUTIONS	42	75	38	41	57	**253**
US MEDICAL SOURCE LLC	0	0	0	0	230	**230**
USAMMC	1,251	7,129	1,923	9,905	3,825	**24,033**
TOTAL	**22,778**	**74,291**	**75,488**	**116,041**	**61,654**	**350,252**

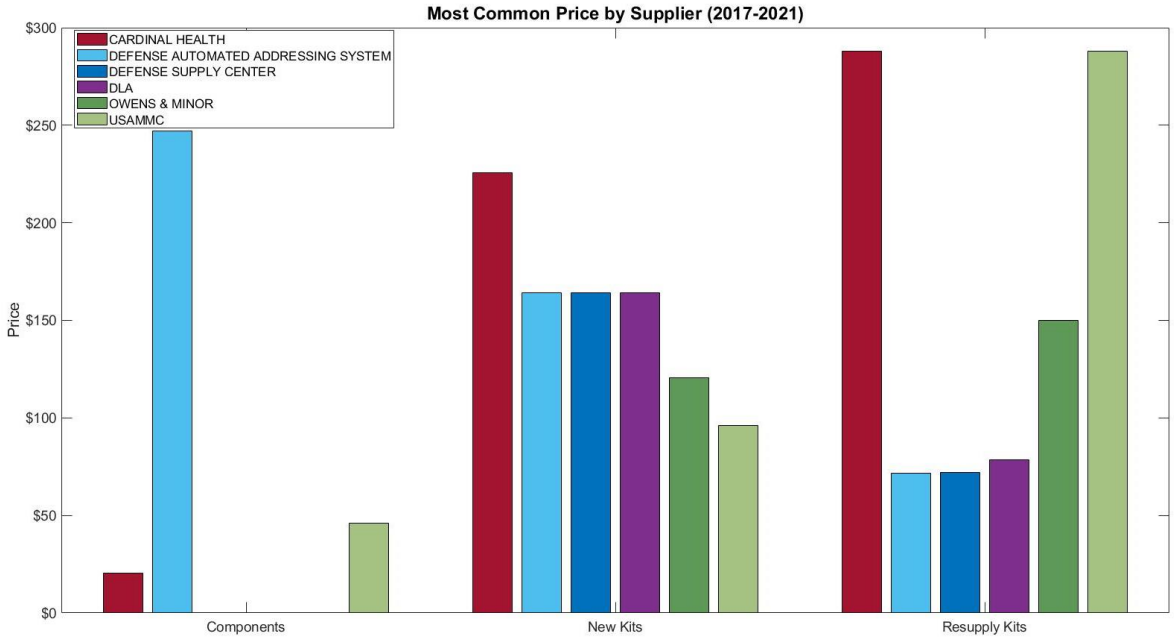

Figure 3: Mode price of components, new IFAK/JFAK/CLS kits, and resupply IFAK/JFAK/CLS kits for manufacturers supplying orders totaling over $500,000 (JMAR data, FY 2017-2021).

Over a 5 year period, the mode price of new IFAK/JFAK/CLS kits was fairly consistent among most manufactuers. Cardinal Health prices were above average. Prices for components and resupply kits were more varied. Cardinal Health and USAMMC had higher than average prices for resupply kits, and DAAS had higher than average prices for components.

Table 8: Mode, Mean, and Median prices for IFAK/JFAK/CLS kits for all manufacturers (JMAR data, FY 2017-2021).

Category			
Components	$47.01	$66.07	$47.01
New Kits	$164.08	$168.77	$164.08
Resupply Kits	$78.56	$122.22	$72.22

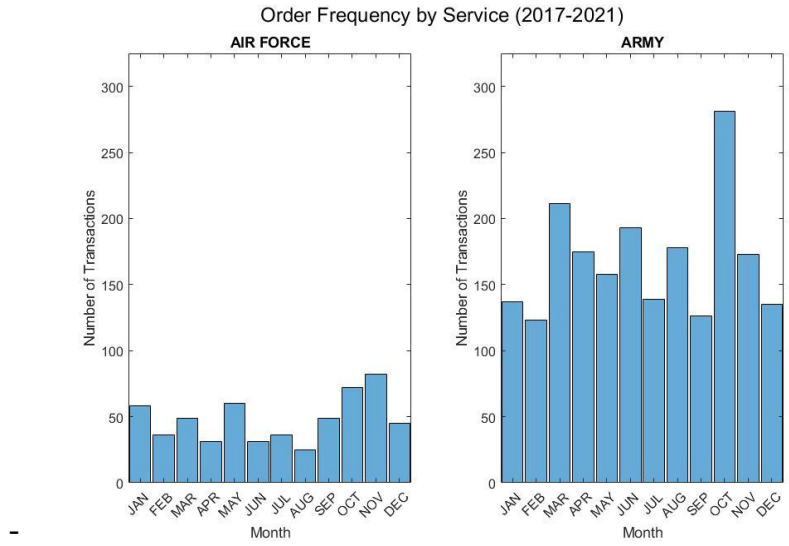

Figure 3: Number of orders per month (JMAR data, FY 2017-2021).
Note: DHA, Marine Corps, and Navy not shown (less than five orders per month).

Purchasing: Lead Time Analysis

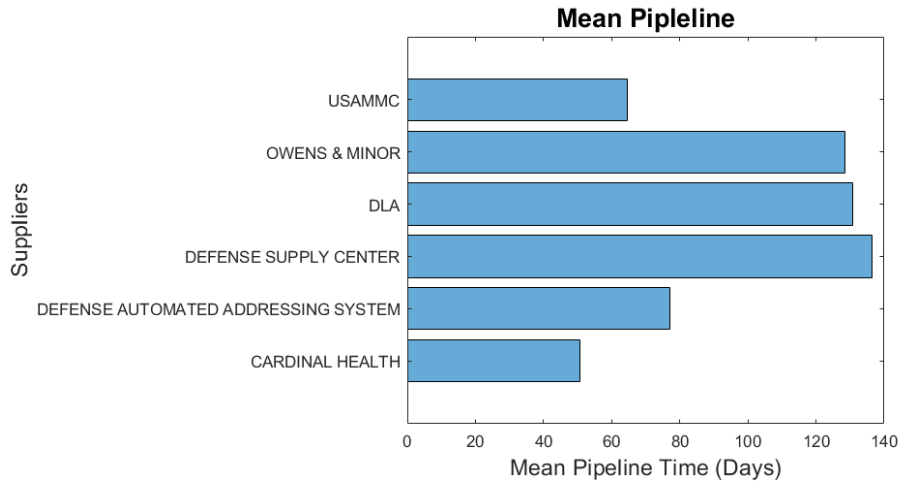

Figure 4: Mean pipeline time by manufacturer for IFAK/resupply kits. Pipeline time is the time between ordering and main organization receipt (JMAR data, 2018-present)

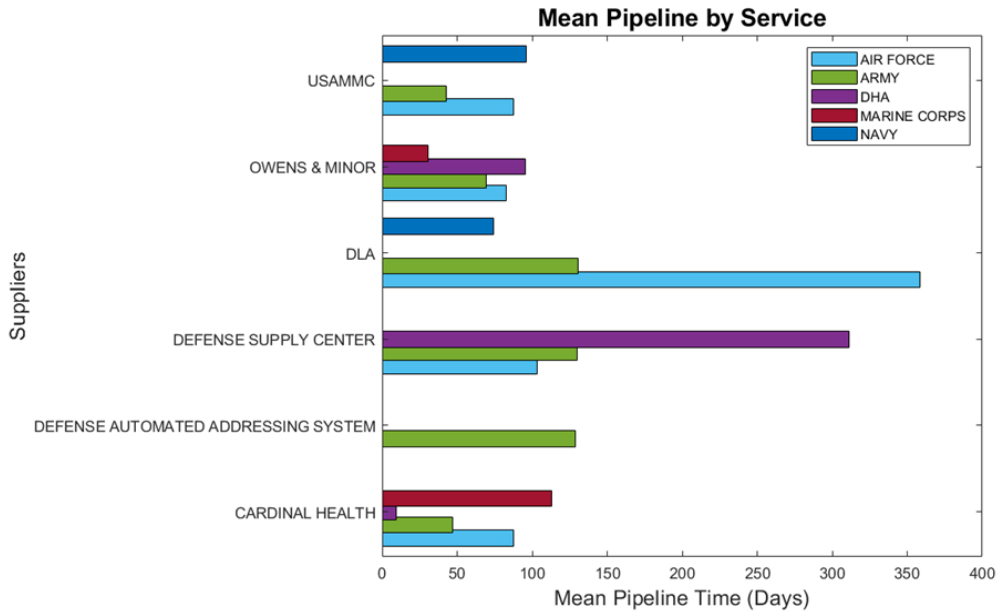

Figure 5: Mean pipeline time by manufacturer and Service for IFAK/resupply kits. Pipeline time is the time between ordering and main organization receipt (JMAR data, FY 2018-present).

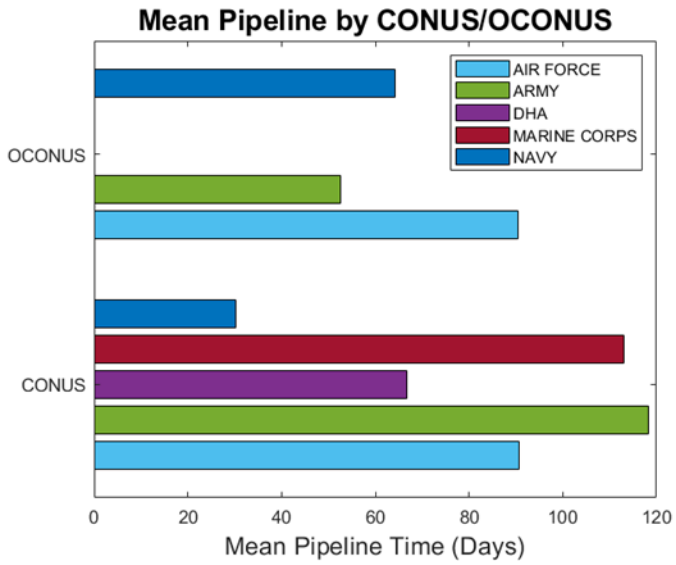

Figure 6: Mean pipeline time by Service and CONUS or OCONUS indication (JMAR data, FY 2018-present).

Table 9: Manufacturers with an average pipeline time over 100 days (JMAR data, FY 2018-present).

Manufacturer	
CRO MEDICAL GEAR	264
AR500ARMOR	164
DLA	136.4
DEFENSE SUPPLY CENTER	130.7
DEFENSE AUTOMATED ADDRESSING SYSTEM	128.6
GSA AF ADVANTAGE	118.3

Table 10: Manufacturers with an average pipeline time under 30 days (JMAR data, 2018-present).

Manufacturer	
NORTH AMERICAN RESCUE	29.2
ATS TACTICAL GEAR	28
EMERGENCYKITS.COM	28
FORT BRAGG SURPLUS	28
ARMY PROPERTY	27.3
COMBAT MEDICAL SYSTEMS	26.3
LONDON BRIDGE TRADING	25.5
ARCENT	25
BEAU SAUCIER	19
JBC CORP MEDICAL PRODUCTS	17
SOUTHEASTERN KENTUCKY REHAB	12

Purchasing: Geographic Analysis

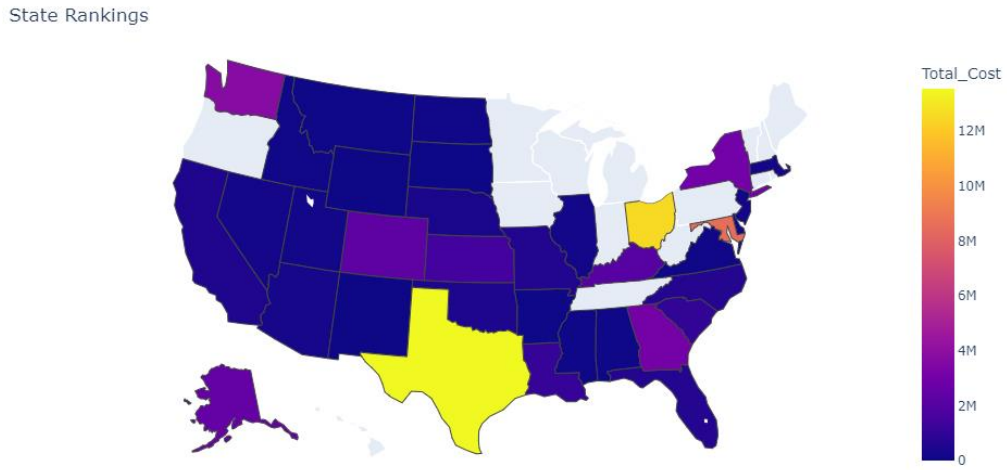

Figure 7: Heat Map of CONUS purchases by state (JMAR data, FY 2017-2021). Total purchase cost of CONUS IFAK and resupply kits accounted for in JMAR over the past 5 years has been $60,002,348. Main organizations located in Texas, Ohio, and Maryland account for 57.8 percent of total purchased IFAK and resupply kits.

Table 11: OCONUS IFAKs/resupply kits by country (JMAR data, FY 2017-2021). Total purchase cost of CONUS IFAK and resupply kits over the past 5 years has been $ 31,445,796.

Site Country	
GERMANY	$11,201,642.18
QATAR	$9,127,936.34
KUWAIT	$3,585,638.60
KOREA	$3,210,915.28
USA	$2,306,132.32
JPN	$708,173.72
ITALY	$512,177.48
AFGHANISTAN	$341,233.36
GBR	$286,843.21
IQ	$93,398.84
JAPAN	$35,135.28
TURKEY	$22,297.45
AX2	$9,914.72
SA	$4,265.70
ESP	$91.74
UAE	$0.00

2. Shipping, fees, and storage costs of the IFAK/JFAK/CLS kits components prior to kitting.

Table 12: Responses to Element 2.

Air Force	The pre-kitted JFAK cost includes shipping and fees. HQ A4 receives a bulk shipment of JFAKs and re-ships specific quantities to individual locations at various bases.
Army	The pre-kitted IFAK and CLS kit cost includes shipping and fees. If the unit orders an IFAK using Ecommerce (Medical/Surgical Prime Vendor Program or Electronic Catalog Program) the delivery costs are borne by the vendor and included in the delivered price of the item. If the IFAK is ordered via Military Standard Requisitioning and Issue Procedures, DLA applies a CRR to the acquisition cost of the IFAK to cover its storage, maintenance, and delivery costs.
Navy	The pre-kitted JFAK and CLS kit cost included shipping fees. NECC stores materiel at no additional cost. Components for rekitting are shipped to the same facility as new kits.
Marine Corps	The pre-kitted IFAK and CLS kit cost includes shipping and fees.

3. Storage and shipping costs of the IFAKs/JFAKs/CLS kits prior to delivering the to the Service members. As described in Table 13, the Army, for example, uses a direct ship method from the vendor or DLA directly to the unit. The storage and shipping costs are built in at the wholesale level. Therefore, the Army has no additional storage or shipping costs prior to delivering the kits from the unit to the Service members.

Table 13: Responses to Element 3.

Air Force	Air Force HQ A4 uses TAC codes to ship JFAKs to individual locations. The end user pays for shipping fees if overnight services are requested. Ground shipping is included in the price of the JFAK.
Army	The Army vendor, SEKRI, is responsible for kitting new IFAKs. IFAKs are assembled in a SEKRI owned warehouse. An Army product manager works with PEO Solider to understand the capabilities required of items included in IFAKs and CLS kits, and identify and source applicable components.
Navy	JFAKs are ordered in bulk numbers by requesting units (echelon IV commands and below). Units issue JFAKs to end users using their own internal processes. CLS kits are issued to requesting units at the NECC Medical Logistics Facility.

Marine Corps	The IFAK and CLS kit shipping cost is included in the kit price. DLA Troop Support awards and administers contingency based readiness contracts through CEC and VMI that extend storage and maintenance fee allowances. The materiel is stored at the CIF as funded by the MEF and further distributed to the MFSC-CSP for CLS for unit distribution.

4. Personnel costs associated with labeling and kitting new IFAKs/JFAKs/CLS kits, and rekitting.

   The assumption for calculating unit-level man-hours associated with monthly, quarterly, annual requirements for inspection, inventory, documentation, and reporting requirement for maintaining IFAKs/JFAKs/CLS kits is one Active Duty E-8 FTE per kit at the rate of $29.62/hour multiplied by total number of hours[1]; Cost estimate for single occurrence.

Table 14: Responses to Element 4.

Air Force	New Kits: JFAKs arrive pre-kitted from the vendor (Ability One). Vendor packaging fees are included in the cost of the JFAK. Rekitting: The Air Force does not have a resupply kit and does not reconstitute individual components. The JFAK is a onetime use kit. There are no personnel costs associated with rekitting.
Army	To include hours constitute the requirements for inspection, inventory, documentation, and reporting, New Kits: IFAKs arrive pre-kitted from the vendor. Packaging and shipping fees are included. The Army estimates 1 minute is required to inspect the packaging and components of a new IFAK. CLS are resupplied by component at the unit level. The Army estimates 5 minutes is required to inspect the packaging and components of CLS. Rekitting: IFAK and CLS rekitting is done at the component level by units. The Army estimates 5 minutes is required to rekit an IFAK and 10 minutes is required to rekit a CLS. IFAK: Cost per kit = $29.62 * 0.02/hour = $0.59 Personnel Cost Total = 10,000 IFAKs * $0.59 = $5,924 CLS: Cost per kit = $29.62 * 0.17/hour = $4.94 Personnel Cost Total = 5,000 CLSs * $4.94 = $24,683

[1] https://militarypay.defense.gov/Pay/Basic-Pay/Active-Duty-Pay/

Navy	New Kits: JFAKs and CLS kits arrive at the NECC Medical Logistics Facility pre-kitted from the vendor (NAR, Cardinal Health, Owens & Minor, ADS) via the distributor, where they are labeled with an NSN and serial number. Personnel costs for labeling new kits are wrapped into the total contract cost. *No specific man-hours/ FTE data provided.* Rekitting: The Navy estimates 30 minutes are required for rekitting JFAKs and 60 minutes are required for rekitting CLS kits. This includes the time to pull expired items, reconstitute components, label JFAKs/CLS kits, adjust records in the CAXAM inventory management system, inventory, and reorder new supplies. JFAK: Cost per kit = $29.62 * 0.5/hour = $14.81 Personnel Cost Total = 100 * $14.81 = $148.10 CLS: Cost per kit = $29.62 * 1/hour = $29.62 Personnel Cost Total = 100 * $29.62 = $296.20
Marine Corps	New Kits: IFAK kitting is performed by The Resource Center with a standing DLA pricing agreement. Price of a new kit includes kitting. No service contract or cost is associated with Marine Corps Systems Command. Total cost to issue/deploy kit to a Service member is $368.51 per new pre-kitted IFAK. *No specific man-hours/ FTE data provided.* CLS kitting is performed by North American Rescue, which is available through DLA or GCSS. Price of a new kit includes kitting. No service contract or cost is associated with Marine Corps Systems Command. Total cost to a new Service member is $859.73 per new pre-kitted CLS kit. *No specific man-hours/ FTE data provided.* Rekitting: The Consolidated Storage Program (CSP)/CIF is responsible for rekitting IFAKS. No service contract or fee is associated with Marine Corps Systems Command. *No specific man-hours/ FTE data provided.* Marine Corps Systems Command does not rekit CLS kits. Unit's aid station is responsible for rekitting CLS at the unit level. No service contract or fee is associated with Marine Corps Systems Command. *No specific man-hours/ FTE data provided.*

5. Shelf life for each component in the IFAKs/JFAKs/CLS kits and its impact on readiness.

Table 15: Responses to Element 5.

Air Force	The Air Force does not reconstitute individual components of the JFAK. Varying shelf life for replaced components are not an issue for readiness as the JFAK follows expiration date of the earliest expiring component. The JFAK shelf life code is 60 (Q) months. *No specific shelf life (code) was provided for individual components.*
Army	The Army IFAK and CLS includes components with varying shelf-life codes of 36 months (code 7), 60 months (code S), 84 months (code T), and 120 months (code W). Therefore, there is not an overall shelf-life code for the entire set due to the variance in shelf-life for the internal components. The IFAK inventory is tracked by end item and the expiration date that is marked on the kit, which reflects the earliest/shortest shelf life component expiration date. This information only applies to the AMLC/USAMMA managed Army APS program (COMPO 6) inventories and does not reflect Army COMPO 1-3 IFAKs or CLS kits unit level management practices. Managing the varying expiration dates requires command discipline and may present a challenge to ensuring IFAK/CLS kit readiness. The IFAK inventory is tracked by end item and the expiration date that is marked on the kit, which reflects the earliest/shortest shelf life component expiration date. This information only applies to the AMLC/USAMMA managed Army APS program (COMPO 6) inventories and does not reflect Army COMPO 1-3 IFAKs or CLS kits unit level management practices.
Navy	The Navy JFAK includes components with shelf life codes of 36 (Q), 48 (R), and 60 (S) months. The CLS kit shelf life code is 36 (Q) months. Tracking various expiration dates across different kits is laborious, and the risk of expired items in a kit is a risk to readiness, particularly given the supply chain disruptions that have become more common since the COVID-19 pandemic[2].
Marine Corps	The Navy IFAK includes components with shelf life codes of 36 (Q), 48 (R), and 60 (S) months.

[2] https://www.whitehouse.gov/cea/written-materials/2021/06/17/why-the-pandemic-has-disrupted-supply-chains/

	IFAKs are ordered as needed when the safety stock threshold is met. This is performed by Consolidated Storage Program/Consolidated Issue Facility and unit level. The threshold for replacement is based on just in time requirements. MFSC-CSP IFAKs are sustained at the MEF level, tracking inventory via DPAS-WM. The expiration dates adjusts when the new components are added. The inventory is tracked in DPAS-WM. When a percentage of expiring material is not accurately forecasted, annual operating target (OPTAR) budgets are negatively impacted.

6. Estimated brigade unit-level man-hours associated with monthly, quarterly, annual requirements for inspection, inventory, documentation, and reporting requirements for maintaining IFAK/JFAK/CLS kits.

   The assumption for calculating unit-level man-hours associated with monthly, quarterly, annual requirements for inspection, inventory, documentation, and reporting requirement for maintaining IFAKs/JFAKs/CLS kits is one Active Duty E-8 FTE per kit at the rate of $29.62/hour multiplied by total number of hours[3]; Cost estimate for single occurrence.

Table 16: Responses to Element 6.

Air Force	JFAKs are inspected by ML upon arrival from the manufacturer, and when issued. There is no routine inspection by ML or LRS. *No specific man-hours/ FTE data provided.*
Army	Army inspects items upon receipt and when issued, as well as during storage. Army unit-level man-hours associated with monthly, quarterly, annual requirements for inspection, inventory, documentation, and reporting: Personnel Cost Total = FTE $29.62/hour * 675/hours = $20,000 yearly Disposal Personnel Cost Total = FTE $29.62/hour * 400/hours = $11,848 yearly Inspection Personnel Cost Total = FTE $29.62/hour * 800/hours = $23,696 yearly Resupply/Sustainment
Navy	JFAKs and CLS kits are inspected upon arrival at NECC Medical Logistics Facility. This is estimated to take one hour. Additional sustainment activities are estimated to require two personnel for five hours each.

[3] https://militarypay.defense.gov/Pay/Basic-Pay/Active-Duty-Pay/.

	Cost per JFAK/CLS Kit = $29.62 * 11 = $325.82 yearly Personnel Cost Total = 100 * $325.82 = $32,582 yearly
Marine Corps	Personnel Cost Total = FTE $29.62/hour * 15,190/hours = $450,000 yearly Inspection, Inventory, Documentation, Reporting

7. The ability of the Military Services and warfighter to track and conduct a FDA-directed safety recall of IFAK/JFAK/CLS kits components.

Table 17: Responses to Element 7.

Air Force	The JFAK vendor used by the Air Force has the ability to track components by lot number in case of a recall. In the event a recall is issued, a notice would be sent to bases to pull the lot number out of inventory. The lot would then be returned to ML and components would be replaced before reissue to LRS. This is the only example of a time the Air Force would replace individual components.
Army	Expiring IFAKs are re-ordered in TEWLS-AMM as complete kits based on the IFAK kit expiration date. For the CLS, the replacement component items are ordered 60-90 days out from the expiration dates, pending funding and resource priorities established by higher HQ. For CLS kits, the replacement component expiration date, and for IFAKs, the replacement kit expiration date, are tracked in TEWLS. DLA and depots use this information to respond to any FDA notices/recalls for stocks that have not been issued to units. Once IFAKs/CLSs are issued to units, they are tracked on a hand receipt and an individual Service member's equipment record. Department of Defense (DoD)-wide Medical Materiel Quality Control messages are monitored by units medical supply personnel for FDA recall notices. In the event of a notice, the medical supply section then contacts the hand receipt holder to action the FDA notice. The TEWLS can track inventory to the component level for the MES CLS since it is assigned a UA with components. The IFAK is not assigned a UA with components and is tracked as a complete kit. Expired components materiel. Based on funding constraints/priorities, expiring item replacement may be delayed and create conditions where CLS kits or IFAKs could be issued to a gaining unit in a contingency/deployment with < 100% fill of

	component items. This risk is common across all DoD and Army sustainment commodities with materiel having a shelf-life.
Navy	The Navy uses CAXAM software for inventory tracking. Lot numbers are recorded in CAXAM for all items upon arrival at the NECC Medical Logistics Facility. CAXAM can currently track receipt, issue, and inventory of what is stored in the NECC facility. Inventory is updated in real time, and components can be tracked down to the component level.
Marine Corps	IFAKs are ordered as needed when the safety stock threshold is met. Performed by Consolidated Storage Program/Consolidated Issue Facility and unit level. The threshold for replacement is based on just in time requirements. MFSC-CSP IFAKs are sustained at the MEF level, tracking inventory via DPAS-WM. The expiration dates adjusts when the new components are added. The updated inventory is tracked in DPAS-WM. When a percentage of expiring material is not accurately forecasted, annual OPTAR budgets are negatively impacted.

8. Risks and benefits with synchronization of the components of IFAK/JFAK/CLS kits.

   One risk associated with synchronizing and centralizing management of IFAK/JFAK/CLS kits is supply chain disruption. Centralization of storage creates a single point of failure, a concern already expressed by the Navy, who store all Navy IFAKs/JFAKs/CLS kits at NECC Medical Logistics Facility. Additional risks that were communicated include decreased mobility of operations due to reliance on a "just in time" approach to stocking IFAKs/JFAKs/CLS kits, as well as limited flexibility in moving kits between locations to support changing requirements, which is a risk to readiness. Centralized Army IFAK/CLS materiel at DLA presents a supply chain challenge and impacts readiness for similar reasons as the Navy. There is limited IFAK/CLS stocks within Army echelons to draw upon if supply chains are disrupted.

   Several benefits to synchronizing IFAKs/JFAKs/CLS kits, components, and resupply kits, are to manage all materiel as stockpile inventory across all Military Services. Reconstitution should be encouraged instead of complete disposal. Standardization of the resupply kit is recommended to promote uniformity, better pricing agreements and predictable replacement of recalled or expired components. For example, three Military Services use the same IFAK but differ in the resupply kit. Standardizing to one resupply kit increases buying power through contingency contracts for common use items. Central procurement of all IFAK/JFAK/CLS will improve accountability and bulk acquisition efforts.

C. CONCLUSION

Items in the IFAK/JFAK are intended to manage trauma related injuries attributed to the leading causes of deaths on the battlefield. Although all active duty Service members are uniformly trained to the same standards of tactical casualty care, kits to perform that care vary by Service, and even internally within a specific Service. However, several noteworthy process variances can be improved upon by implementing a singular streamline process. Such variances include: conforming to centralized versus decentralized procurement of materiel; consistent purchase of either a resupply kit or full-kit replacement; reduction of duplicate labeling from manufacturer and labeler; and or limit excessive transshipments from central location to individual user locations if materiel can be shipped directly to the end user. A unified effort should be established to reduce redundancies across the Military Services.

As outlined in Section 8, the risks associated with synchronizing and centralizing the management of IFAK/JFAK/CLS kits is supply chain disruption. Centralizing storage creates a single point of failure, as well as a decrease in mobility of operations and readiness. Benefits to synchronizing IFAKs/JFAKs/CLS kits, components, and resupply kits, are to manage all materiel as stockpile inventory across all Military Services. Reconstitution should be encouraged instead of complete disposal. Standardization of the resupply kit is recommended to promote uniformity, better pricing agreements and predictable replacement of recalled or expired components. Standardizing to one resupply kit increases buying power through contingency contracts for common use items. Central procurement of all IFAK/JFAK/CLS will improve accountability and bulk acquisition efforts.

DoD medical logistics efforts continue to provide mission ready medical equipment deployable to any location on the globe. The logistical requirement to sustain the materiel exists and there is flexibility in where that support comes from, giving our medical forces room for variation depending on the situation. The Military Services have resources to support the Geographic Combatant Commanders, U.S. Special Operations Command, and National Guard and Reserve in a scaled capacity if needed. The above benefits of synchronization would more greatly enhance that support.