United States General Accounting Office

GAO

Report to Congressional Committees

February 2000

DEFENSE BUDGET

Analysis of Real Property Maintenance and Base Operations Fund Movements

GAO

Accountability * Integrity * Reliability

GAO/NSIAD-00-87

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Abbreviations

O&M	Operation and Maintenance
DOD	Department of Defense

United States General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-284608

February 29, 2000

Congressional Committees

Congressional committees have expressed concerns about the extent to which the Department of Defense (DOD) has moved funds that directly affect readiness, such as those that finance training, to pay for real property maintenance and base operations. The National Defense Authorization Act for Fiscal Year 2000 requires that we review the military services' funding and management of real property maintenance and base operations.[1] This is the first in a series of GAO reports in response to that requirement. While follow-on work will try to shed more light on the relationships between readiness, quality of life, and infrastructure funding, this report examines trends in funding for real property maintenance, base operations, and unit training and operations. The services' principal source of funding for these functions is their operation and maintenance (O&M) appropriations, and the services have considerable flexibility in using O&M funds. Although these funds cannot generally be traced to their ultimate disposition, analyses of budget data can indicate whether the services obligated the funds as initially congressionally designated.[2]

DOD uses real property maintenance funds to maintain and repair buildings, structures, warehouses, roadways, runways, railway tracks, and utility plants. Base operations funding is used for services such as utilities, base communications, snow removal, security, and recreation activities. Unit training and operations funds are used to increase units' proficiency through flying and ground operations training and provide these units resources such as fuel, support equipment, and spare parts for equipment to meet their mission requirements. Throughout the remainder of this report, we refer to unit training and operating funds as unit training funds.

As agreed with your offices, we (1) identified the net differences between the initial congressional designations of O&M funding for real property

[1]P.L. 106-65, section 365.

[2]We use the term "initial congressional designation" or variations of this term throughout to refer to amounts set forth in an appropriation act's conference report. These recommended amounts are not binding unless they are also incorporated directly or by reference into an appropriation act or other statute.

maintenance and base operations and the amounts the services reported as obligated, (2) identified the net differences between the initial congressional designations of O&M funding for unit training and the amounts the services reported as obligated, and (3) determined from available DOD reports whether O&M funds were moved from unit training to pay for real property maintenance and base operations.

We reviewed funds at the most detailed budget level at which congressionally designated funds for the military services are identified, the subactivity level. The services' annual O&M budget requests are aligned in broad categories called budget activities. Each budget activity is divided into activity groups, which in turn are divided into subactivities. Although Congress reviews DOD's budget proposals for the services at the subactivity level, it appropriates funds at the aggregated account level—for the Army, the Navy, the Marine Corps, and the Air Force. To indicate how it expects O&M funds to be spent, the conferees then designate specific amounts for each subactivity in applicable conference reports. We also reviewed DOD's reports on high-priority readiness-related transfers, which describe the movement of funds among certain subactivities designated as high priority by Congress.[3] While existing reports and budget documents provide an indication of whether funds were spent in accordance with congressional designations, DOD does not have reliable records of transfers and amounts spent by subactivity. Appendix I includes additional details on our scope and methodology.

Results in Brief

From fiscal year 1994 through 1999, the military services reported obligations that were $7.1 billion (8 percent) more for real property maintenance and base operations than the $88.6 billion initial congressional designations. Almost three-fourths of the total $2.7 billion increase from fiscal year 1996 through 1999 was for base operations,[4] with the remainder going for real property maintenance. Most of the increases went to base operations and real property maintenance subactivities that finance functions that the services considered most directly related to readiness, such as the cost of utilities and the maintenance of runways.

[3]10 U.S.C. 483.

[4]We were not able to analyze base operations and real property maintenance separately prior to fiscal year 1996 because the services' budget structures combined the two until then.

For fiscal years 1994 through 1999, the services' movement of funds into and out of unit training varied. In each fiscal year from 1997 through 1999 (the only years for which detailed Army data is available) the Army reported obligations that were $1.1 billion, or about 12 percent, less than congressionally designated. The Air Force moved more than $400 million (3 percent) from unit training for fiscal years 1994 and 1995 and increased funding for unit training by $2.6 billion (10 percent) in fiscal years 1996 through 1999. The Navy and the Marine Corps consistently moved funds into unit training, increasing them by a total of $2.1 billion, or 8 percent of their combined initial congressional designations.

The Army and the Air Force have moved unit training funds to base operations and real property maintenance. Although data on the movement of O&M funds between subactivities is limited, DOD's high-priority readiness-related transfer reports show that in fiscal years 1997 and 1998, the Army moved $641 million from unit training to real property maintenance and base operations and attribute the movement of those funds to efficiencies in training. The fiscal year 1998 report states that the Air Force moved $35 million from training to base operations and notes that commanders increased real property maintenance funding by about $155 million, but did not cite the source of those funds.

Background

The O&M budget structure is multitiered, with each service's O&M request broken down into four budget activities: (1) operating forces, (2) mobilization, (3) training[5] and recruiting, and (4) administration and servicewide support.[6] Generally, the services consider subactivities within the operating forces budget activity to be most directly related to readiness. Unit training subactivities are almost all within the operating forces activity,[7] whereas real property maintenance and base operations subactivities are spread across all four of the budget activities.

[5]The training in this budget activity is training and education at military institutions and schools, not the unit mission training we refer to in this report.

[6]The Marine Corps is an exception with only three budget activities. It does not include the mobilization budget activity.

[7]Only the Air Force's airlift operations subactivity is not within the operating forces activity. It is in the mobilization activity.

After the initial appropriation is made,[8] O&M funding levels can fluctuate for several reasons. As we recently reported,[9] the services have various ways to move funds into or out of subactivities, such as making what DOD terms fact-of-life adjustments due to changes that occurred after the budget was formulated and moving, or reprogramming, funds from one budget activity to another within the same account.[10] In addition, increases to subactivities often come from special accounts created for unanticipated expenditures such as overseas contingencies or supplemental appropriations that Congress provides for additional expenses during the year.[11] The various adjustments that can be made and the timing of those adjustments in the budget year are depicted in appendix II.

The House report on the National Defense Authorization Act for Fiscal Year 1996 noted the Committee's concerns over the extent of the resources provided for training and maintenance that are moved for other uses and the effects of such movements on readiness.[12] Congress now requires[13] DOD to provide detailed data on budget movements for high-priority readiness-related subactivities, including the total amounts moved into and out of each subactivity and an explanation of the movement.[14]

[8]In conference reports on the appropriations acts, conferees often direct DOD to make changes to its budget baseline, or congressional designations. These changes are known as unallocated adjustments and general provisions and are not designated by subactivity.

[9]*Defense Budget: DOD Should Further Improve Visibility and Accountability of O&M Fund Movements* (GAO/NSIAD-00-18, Feb. 9, 2000).

[10]DOD financial management regulations, which reflect agreements between DOD and the authorization and appropriation committees, provide general guidelines for various reprogramming actions. For example, congressional notification is required for O&M reprogramming actions of $15 million or more.

[11]Congress established special accounts for unanticipated expenditures such as overseas contingency operations to ensure DOD would have funds for these activities without having to shift funds from training, maintenance, or other O&M subactivities.

[12]House Report 104-131, p.150 (1995).

[13]10 U.S.C. 483.

[14]This reporting requirement will expire when DOD submits its annual report for fiscal year 2000. In our report, *Defense Budget* (GAO/NSIAD-00-18, Feb. 9, 2000), we suggested that Congress consider extending the reporting requirement.

Services Moved Billions Into Base Operations and Real Property Maintenance

For fiscal years 1994 through 1999, the services' reported obligations were $7.1 billion more for base operations and real property maintenance than the $88.6 billion initial congressional designations. This amount represents an increase of more than 8 percent and includes all adjustments, such as reprogramming actions, statutorily authorized transfers, and supplemental appropriations. Table 1 shows for each service the difference between initial congressional designations for base operations and real property maintenance and the services' reported obligations.

Table 1: Net Difference Between Initial Congressional Designations and Reported Obligations for O&M Base Operations and Real Property Maintenance (fiscal years 1994-99)

Current dollars in millions

			Difference from initial congressional designation	
Service	**Initial congressional designation[a]**	**Reported obligations**		**Percent of increase**
Army	$31,511.8	$34,088.0	$2,576.2	8.2
Navy[b]	21,798.4	22,114.5	316.0	1.4
Marine Corps	6,036.0	6,454.4	418.5	6.9
Air Force	29,241.5	33,069.2	3,827.7	13.1
Total	**$88,587.7**	**$95,726.1**	**$7,138.5**	**8.1**

Note: Amounts may not total due to rounding.

[a]Initial congressional designation as reported in appropriations acts conference reports.

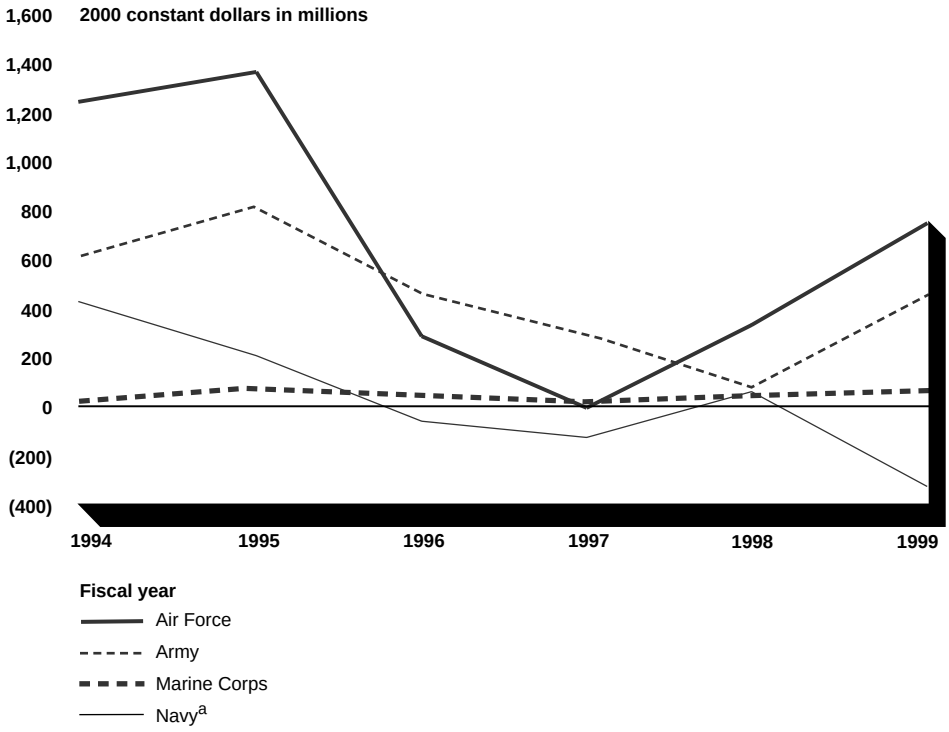
[b]Navy officials indicated that for fiscal year 1999 reported obligations, not all base operations and real property maintenance funds were accounted for in the table. This was due to the Navy restructuring these accounts after the initial congressional designation had been made. Some functions, such as those associated with equipment maintenance for communication antennas, that were formerly considered as base operations and real property maintenance are no longer accounted for in those subactivities.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

Each of the services moved funds into its base operations and real property maintenance subactivities from fiscal years 1994-99. Figure 1 shows that, beginning in fiscal year 1996, the Army, the Navy, and the Air Force reported obligations more closely aligned with congressionally designated amounts than in previous years. However, the trend began to reverse for

the Air Force in fiscal year 1998 and for the Army and the Navy in fiscal year 1999, while the Marine Corps trend has remained fairly steady.

Figure 1: Service Changes to Initial Congressional Designations–Base Operations and Real Property Maintenance (fiscal years 1994-99)



[a]Navy officials indicated that for fiscal year 1999 reported obligations, not all base operations and real property maintenance funds were accounted for in the table. This was due to the Navy restructuring these accounts after the initial congressional designation had been made. Some subactivities formerly considered as base operations and real property maintenance are no longer accounted for in those subactivities.

Source: Our depiction based on congressional appropriations acts conference reports and DOD's O&M budget data.

Most Funds Moved Into Readiness Related Subactivities

We analyzed the changes to base operations and real property maintenance funding separately for fiscal years 1996 through 1999. Further, we analyzed the movement of funds by budget activity. We were not able to analyze data in this way prior to fiscal year 1996 because the services' budget structure combined base operations and real property maintenance. Table 2 shows that during fiscal years 1996 through 1999, the services' reported

obligations were $2.7 billion (4.5 percent) more for base operations and real property maintenance than the initial $61.2 billion congressional designation. Most of the identified increase (about $2 billion, or 73 percent) was for base operations within the services' operating forces budget activity, which the services consider to be most directly related to readiness.

Table 2: Net Difference Between Initial Congressional Designations and Reported Obligations for Base Operations and Real Property Maintenance, by Budget Activity (fiscal years 1996-99)

Current dollars in millions

	Difference between initial designations and reported obligations[a]				
Service subactivity	**Operating forces**	**Mobilization**	**Training and recruiting[b]**	**Administration and servicewide**	**Total difference**
Army					
Base operations	$1,092.6	[c]	$246.3	($82.5)	**$1,256.4**
Real property maintenance	295.6	($11.2)[d]	(126.7)	(124.0)	**33.6**
Subtotal	**$1,388.2**	**($11.2)[d]**	**$119.6**	**($206.5)**	**$1,290.1**
Navy					
Base operations	26.0	[c]	(124.2)	(155.5)	**(253.7)**
Real property maintenance	(28.7)	[c]	11.7	(25.0)	**(41.9)**
Subtotal	**($2.7)**		**($112.6)**	**($180.5)**	**($295.7)**
Marine Corps					
Base operations	138.2	[c]	(24.7)	1.3	**114.7**
Real property maintenance	177.1	[c]	25.2	2.4	**204.8**
Subtotal	**$315.3**		**$0.6**	**$3.7**	**$319.5**
Air Force					
Base operations	725.8	78.5	(39.6)	135.6	**900.3**
Real property maintenance	317.6	40.4	92.5	69.2	**519.7**
Subtotal	**$1,043.5**	**$118.9**	**$52.9**	**$204.8**	**$1,420.0**
Total					
Base operations	1,982.6	78.5	57.8	(101.1)	**2,017.7**
Real property maintenance	761.6	29.2	2.8	(77.3)	**716.2**
Total	**$2,744.3**	**$107.6**	**$60.5**	**($178.5)**	**$2,734.0**

Note: Parentheses denote negative numbers, and amounts may not total due to rounding.

[a]Initial congressional designations for these subactivities as reported in appropriations acts conference reports. Differences equal reported obligations minus initial congressional designations.

[b]The training in this budget activity is training and education at military institutions and schools, not the unit mission training we refer to in this report.

[c]The Army and the Navy did not have these subactivities in their mobilization budget activities. The Marine Corps does not have a mobilization budget activity.

[d]The Army had this subactivity in its mobilization budget activity beginning in fiscal year 1999.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

Services' Movement of Unit Training Funds Differs

Over the period studied, the services' movement of funds for their unit training subactivities varied. In fiscal years 1997-99,[15] the Army moved $1.1 billion, about 12.2 percent of the funds congressionally designated for unit training, from those subactivities. During fiscal years 1994-99, the Navy and the Marine Corps consistently moved funds into unit training, increasing them by a total of $2.1 billion, or 8 percent of their combined congressional designation. The Air Force moved more than $400 million (3 percent of its congressionally designated amount) from unit training during fiscal years 1994 and 1995 and increased funding for unit training by $2.6 billion (10 percent) for fiscal years 1996-99. The reported obligations include all adjustments, such as reprogramming actions, statutorily authorized transfers, and supplemental appropriations.

[15]The Army restructured its operating forces budget activity in fiscal year 1997 and did not maintain a link between the old and new budget structures. The unit training subactivities were affected by this change and data before fiscal year 1997, therefore, is not available for them.

Table 3: Net Difference Between Initial Congressional Designations and Reported Obligations for O&M Unit Training (fiscal years 1994-99)

Current dollars in millions

			Difference from congressional designation	
Service	**Initial congressional designation[a]**	**Reported obligations**		**Percent**
Army	$8,975.3[b]	$7,876.1[b]	($1,099.2)[b]	(12.2)[b]
Navy	23,419.2	25,300.5	1,881.2	8.0
Marine Corps	2,100.0	2,290.4	190.4	9.1
Air Force	36,807.1	38,940.0	2,132.9	5.8

Note: Parentheses denote negative numbers, and amounts may not total due to rounding.

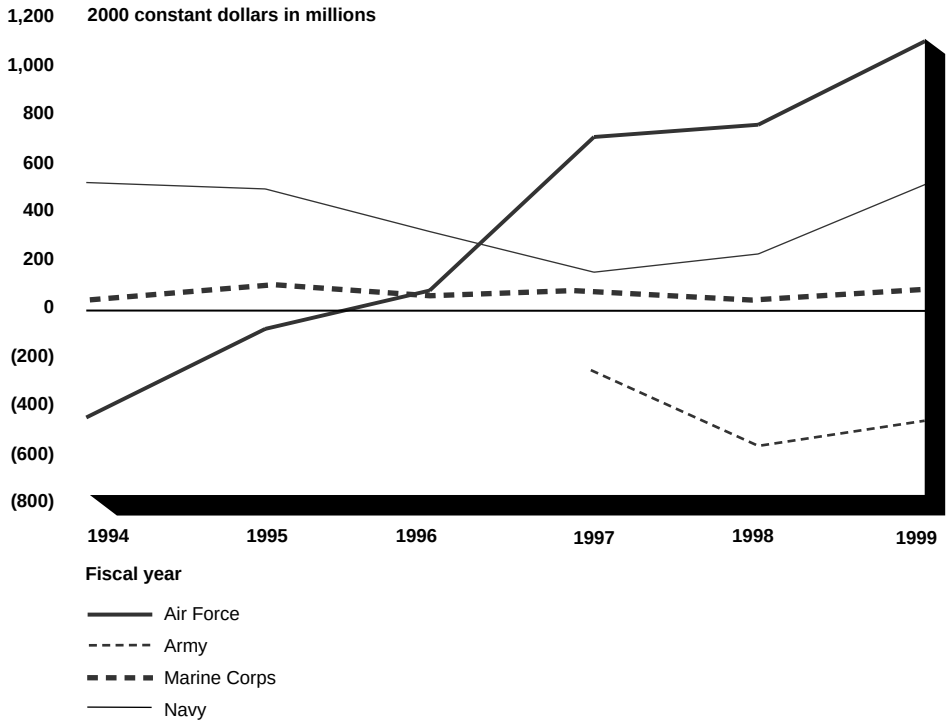
[a]Initial congressional designations as reported in appropriations acts conference reports.

[b]Army data is for 3-year period, fiscal years 1997-99. Comparable data is not available for prior years.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

Figure 2 shows, by year, the extent to which the services' reported obligations for unit training differed from the initial congressional designations for fiscal years 1994 through 1999.

Figure 2: Service Changes to Initial Congressional Designations–Unit Training (fiscal years 1994-99)



Source: Our depiction based on congressional appropriations acts conference reports and DOD's O&M budget data.

Appendix III presents data on each services' O&M unit training subactivities, including the amounts congressionally designated and those reported as obligated for fiscal years 1994-99.

Army and Air Force Unit Training Funds Moved to Base Operations and Real Property Maintenance

We could not determine the total amount of funds moved from unit training into real property maintenance or base operations because funds moved out of one DOD subactivity cannot generally be traced to another subactivity. However, DOD's reports on high-priority readiness-related transfers for certain subactivities indicate that the Army and the Air Force have moved some funds from their unit training subactivities to base operations and real property maintenance subactivities in recent years. The reports for the Navy and the Marine Corps gave no indications of such fund movements.

For example, the reports on high-priority readiness-related transfers for fiscal years 1997 and 1998[16] show that the Army moved a total of $641 million from its unit training subactivities to the real property maintenance and base operations subactivities and attribute the movement of those funds to efficiencies in training. Moreover, the Air Force noted in its fiscal year 1998 report that $35 million was moved from a unit training subactivity to base operations. In the same report, the Air Force noted that commanders increased real property maintenance funding by about $155 million but did not cite the source of those funds.

The reports on high-priority readiness-related transfers also identified additional sources of funds for real property maintenance and base operations. For example, in fiscal year 1998, the Air Force moved about $347 million into base operations and about $11 million into real property maintenance from the Overseas Contingency Operations Transfer Fund and the Overseas Humanitarian, Disaster, and Civic Aid transfer account.

Agency Comments and Our Evaluation

A draft of this report was provided to DOD for oral comments. The Director of Installations Requirements and Management within the Office of the Deputy Under Secretary of Defense (Installations) generally agreed with the facts presented in the report. He emphasized that many of the funding changes noted in our report are caused by reprogramming changes for which congressional notification is required. We agree that reprogramming is one of the many ways that DOD moves funds. As stated earlier in our report, O&M funding levels can fluctuate for several reasons. The amounts representing the differences between the initial congressional designation and the amounts the services reported as obligated include all adjustments, such as fact-of-life changes, unallocated changes, reprogramming actions, statutorily authorized transfers, and supplemental appropriations. In recognition of these comments, we included a depiction of the types of adjustments that can be made as appendix II.

We are sending copies of this report to the Honorable William S. Cohen, Secretary of Defense; the Honorable William J. Lynn III, Under Secretary of Defense (Comptroller and Chief Financial Officer); the Honorable Louis

[16]The report on high-priority readiness-related transfers for fiscal year 1999 was not released in time to be reviewed for this report.

Caldera, Secretary of the Army; the Honorable Richard Danzig, Secretary of the Navy; General James Jones, Commandant of the Marine Corps; the Honorable F. Whitten Peters, Secretary of the Air Force; the Honorable Jacob J. Lew, Director, Office of Management and Budget; and interested congressional committees and members. Copies will also be made available to others upon request.

Please contact me at (202) 512-5140 if you or your staff have any questions concerning this report. GAO contacts and staff acknowledgments are listed in appendix IV.

Neal P. Curtin
Associate Director
National Security Preparedness Issues

List of Congressional Committees

The Honorable John W. Warner
Chairman
The Honorable Carl Levin
Ranking Minority Member
Committee on Armed Services
United States Senate

The Honorable Ted Stevens
Chairman
The Honorable Daniel K. Inouye
Ranking Minority Member
Subcommittee on Defense
Committee on Appropriations
United States Senate

The Honorable Floyd D. Spence
Chairman
The Honorable Ike Skelton
Ranking Minority Member
Committee on Armed Services
House of Representatives

The Honorable Jerry Lewis
Chairman
The Honorable John P. Murtha
Ranking Minority Member
Subcommittee on Defense
Committee on Appropriations
House of Representatives

Objectives, Scope, and Methodology

As agreed with Defense authorization committees' staff, we (1) identified the net differences between the initial congressional designations[1] of operations and maintenance (O&M) funding for real property maintenance and base operations and the funding the services reported as obligated, (2) identified the net differences between the initial congressional designations of O&M funding for unit training and the funding the services reported as obligated, and (3) determined from available Department of Defense (DOD) reports whether O&M funds were moved from unit training to pay for real property maintenance and base operations.

To identify the net differences in the initial congressional designations for those subactivities and the amounts obligated for them, we compared O&M amounts initially designated by subactivity in conference reports on the applicable appropriations acts with amounts reported as obligated for the same subactivities in DOD's budget documents. We used DOD's reported obligation data because no reliable accounting data was available. However, our recent financial statement audit results show that DOD's budget data is of limited reliability. Specifically, we reported in May 1999 that DOD does not know the true amount of funds that are available to obligate and spend in its appropriations because obligated balances are not always correct or supported and fund control weaknesses impair DOD's ability to properly identify and manage budget authority.[2] In addition, because the Army restructured its operating forces budget activity in fiscal year 1997, we were limited to using the unit training subactivity data that was available after the restructuring.

Officials from each service identified for us O&M subactivities that fund unit training. Each service organizes its unit training funds differently into particular subactivities. Thus, information on the services' unit training is not comparable. Further, we reviewed base operations and real property maintenance separately only for fiscal years 1996-99. Prior to fiscal year 1996, funds for these functions were maintained in the same subactivities.

[1]We use the term "initial congressional designation" or variations of this term throughout to refer to amounts set forth in an appropriation act's conference report. These recommended amounts are not binding unless they are also incorporated directly or by reference into an appropriation act or other statute.

[2]*Department of Defense: Status of Financial Management Weaknesses and Actions Needed to Correct Continuing Challenges* (GAO/T-AIMD/NSIAD-99-171, May 4, 1999).

To determine from DOD reports whether the services moved O&M funds from unit training to pay for real property maintenance and base operations, we reviewed DOD's high-priority readiness-related transfer reports for fiscal years 1997 and 1998 and determined whether they included documentation on the movement of funds between subactivities. We discussed the relevant information in these reports with service officials.

We performed our review at the Office of the Under Secretary of Defense (Personnel and Readiness) and the Office of the Deputy Under Secretary of Defense (Installations); the budget offices at the Army, the Navy, the Marine Corps, and the Air Force headquarters; the Army Forces Command, the Commander in Chief Atlantic Fleet, and the Air Combat Command. We conducted our review from November 1999 through February 2000 in accordance with generally accepted government auditing standards.

How O&M Funds Can Be Moved

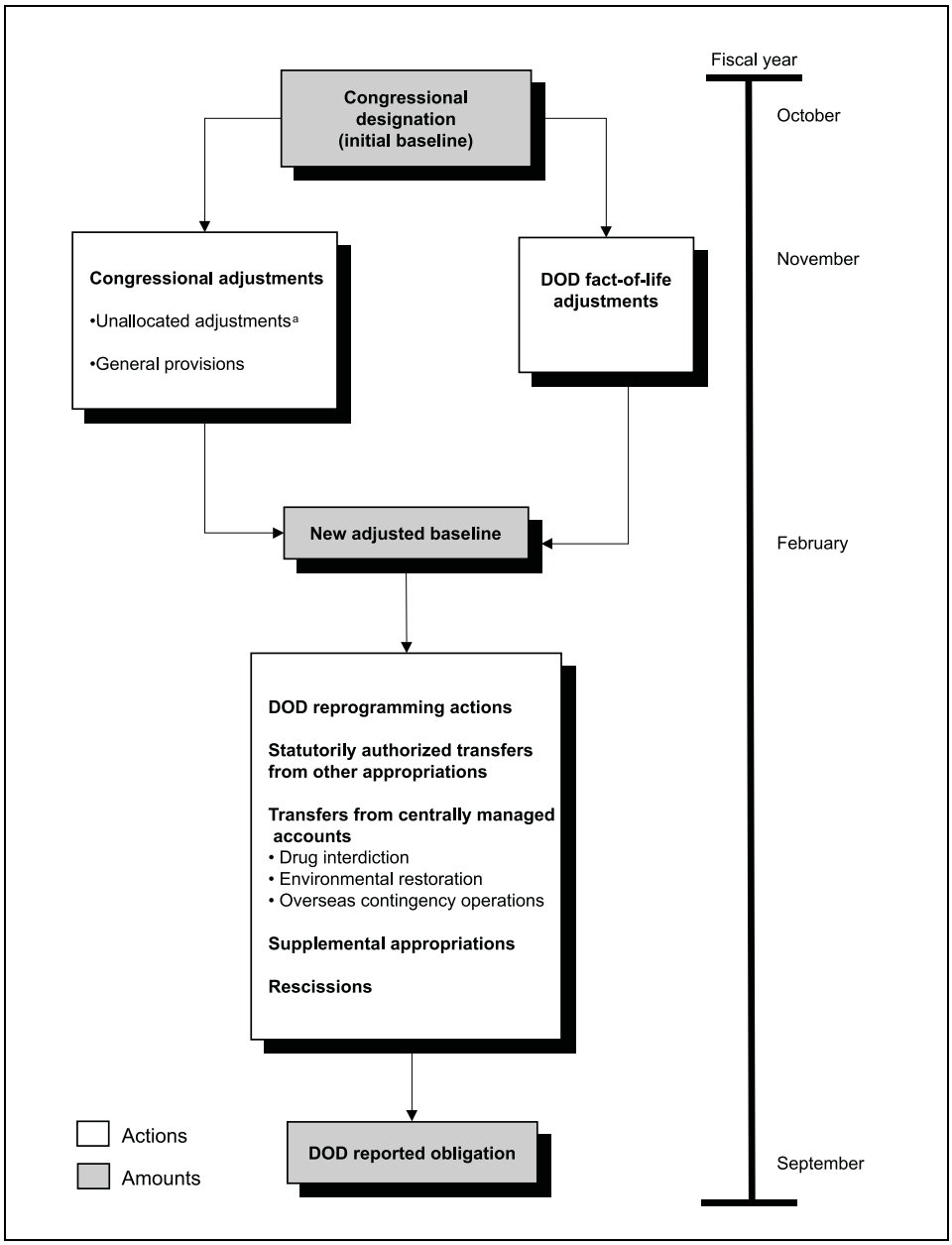
DOD has considerable flexibility in using O&M funds and can move them in several ways. As shown in figure 3, after the initial appropriation is made, DOD can adjust funding through

- adjustments directed by Congress in conference reports on apropriations acts and
- fact-of-life adjustments DOD believes are necessary due to changes, such as unplanned force structure changes, that have occurred since the budget was formulated.

After making these initial fund movements, DOD establishes a new "adjusted" baseline budget. It can then move funds among subactivities through

- reprogramming actions, to move funds from one budget activity to another within the same account;
- statutorily authorized transfers, to move funds from other Defense appropriations (such as Procurement);
- transfers from congressionally established, centrally managed accounts (such as for overseas contingencies);
- supplemental appropriations that Congress provides for additional expenses during the year; and
- rescissions, with which Congress cancels appropriated funds.

Figure 3: How O&M Funds Are Moved Throughout the Fiscal Year



[a]In the conference report on the appropriations act, conferees often direct DOD to make changes to its budget baseline. These changes are known as unallocated adjustments and general provisions.

Source: Our depiction, based on Defense Financial Management Regulation DOD 7000.14-R, conference reports on the appropriations acts, and interviews with officials from the Office of the Under Secretary of Defense (Comptroller).

Initial Congressional Designations and DOD Obligations by O&M Unit Training Subactivity

In this appendix, we present information on services' O&M unit training subactivities, including the amounts congressionally designated and those reported as obligated by the services for fiscal years 1994 through 1999.

Table 4: Net Difference Between Initial Congressional Designations and Reported Obligations for Army O&M Unit Training Subactivities (fiscal years 1997-99)

Current dollars in millions

Army O&M subactivity[a]	Initial designation[b]	Reported obligations	Net difference
Fiscal year 1997			
Divisions	$1,276.6	$998.5	($278.1)
Corps combat forces	369.1	257.2	(111.8)
Corps support forces	276.2	310.8	34.5
Echelon above corps forces	442.7	411.1	(31.5)
Land forces operations support	634.4	816.7	182.3
Subtotal	**$2,998.9**	**$2,794.3**	**($204.6)**
Fiscal year 1998			
Divisions	1,173.5	886.2	(287.3)
Corps combat forces	332.9	229.9	(103.0)
Corps support forces	323.2	259.7	(63.5)
Echelon above corps forces	440.5	394.8	(45.8)
Land forces operations support	658.1	670.9	12.9
Subtotal	**$2,928.2**	**$2,441.6**	**($486.7)**
Fiscal year 1999			
Divisions	1,172.9	940.6	(232.3)
Corps combat forces	299.7	224.7	(75.0)
Corps support forces	316.4	259.7	(56.7)
Echelon above corps forces	434.6	425.2	(9.4)
Land forces operations support	824.6	790.0	(34.6)
Subtotal	**$3,048.2**	**$2,640.2**	**($408.0)**
Total	**$8,975.3**	**$7,876.1**	**($1,099.2)**

Notes: The data for the Army is only for fiscal years 1997-99 because it restructured its budget in fiscal year 1997 for these subactivities. Amounts may not total due to rounding.

[a]These O&M subactivities are located in the operating forces budget activity, which the Army considers to be most directly related to unit training and operations.

[b]Initial congressional designations for each O&M subactivity as reported in conference reports on DOD appropriations acts, fiscal years 1997-99.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

Table 5: Net Difference Between Initial Congressional Designations and Reported Obligations for Navy O&M Unit Training Subactivities (fiscal years 1994 –99)

Current dollars in millions

Navy O&M subactivity[a]	Initial designation[b]	Reported obligations	Net difference
Fiscal year 1994			
Mission and other ship operations	$1,932.1	$2,149.2	$217.1
Mission and other flight operations	1,776.5	1,971.9	195.4
Subtotal	**$3,708.5**	**$4,121.1**	**$412.6**
Fiscal year 1995			
Mission and other ship operations	1,891.2	2,046.3	155.1
Mission and other flight operations	1,922.6	2,174.8	252.2
Subtotal	**$3,813.8**	**$4,221.2**	**$407.4**
Fiscal year 1996			
Mission and other ship operations	1,885.2	1,985.9	100.7
Mission and other flight operations	1,796.3	1,966.7	170.4
Subtotal	**$3,681.5**	**$3,952.6**	**$271.0**
Fiscal year 1997			
Mission and other ship operations	1,895.7	1,924.1	28.3
Mission and other flight operations	1,767.4	1,873.6	106.3
Subtotal	**$3,663.1**	**$3,797.7**	**$134.6**
Fiscal year 1998			
Mission and other ship operations	2,108.1	2,216.9	108.8
Mission and other flight operations	2,357.7	2,449.9	92.2
Subtotal	**$4,465.8**	**$4,666.8**	**$201.0**
Fiscal year 1999			
Mission and other ship operations	1,987.9	2,083.3	95.4
Mission and other flight operations	2,098.6	2,457.9	359.2
Subtotal	**$4,086.5**	**$4,541.1**	**$454.6**
Total	**$23,419.2**	**$25,300.5**	**$1,881.2**

Note: Amounts may not total due to rounding.

[a]These O&M subactivities are located in the operating forces budget activity, which the Navy considers to be most directly related to unit training and operations.

[b]Initial congressional designations for each O&M subactivity as reported in conference reports on DOD appropriations acts, fiscal years 1994-99.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

Table 6: Net Difference Between Initial Congressional Designations and Reported Obligations for Marine Corps O&M Unit Training Subactivities (fiscal years 1994-99)

Marine Corps O&M subactivity[a]	Initial designation[b]	Reported obligations	Net difference
Fiscal year 1994			
Operational forces	$304.1	$314.1	$10.0
Fiscal year 1995			
Operational forces	318.6	367.0	48.4
Fiscal year 1996			
Operational forces	344.1	367.8	23.7
Fiscal year 1997			
Operational forces	365.3	394.7	29.4
Fiscal year 1998			
Operational forces	378.1	392.1	14.1
Fiscal year 1999			
Operational forces	389.8	454.7	64.9
Total	**$2,100.0**	**$2,290.4**	**$190.4**

Note: Amounts may not total due to rounding.

[a]These O&M subactivities are located in the operating forces budget activity, which the Marine Corps considers to be most directly related to unit training and operations.

[b]Initial congressional designations for each O&M subactivity as reported in conference reports on DOD appropriation acts, fiscal years 1994-99.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

Table 7: Net Difference Between Initial Congressional Designations and Reported Obligations for Air Force O&M Unit Training Subactivities (fiscal years 1994–99)

Current dollars in millions

Air Force O&M subactivity	Initial designation[b]	Reported obligations	Net difference
Fiscal year 1994			
Primary combat forces[a]	$2,544.9	$2,480.6	($64.3)
Primary combat weapons[a]	458.1	470.5	12.4

Continued

Current dollars in millions

Air Force O&M subactivity	Initial designation[b]	Reported obligations	Net difference
Combat enhancement forces[a]	319.4	275.1	(44.3)
Air operations training[a]	489.0	484.7	(4.3)
Combat communications[a]	561.8	536.5	(25.3)
Airlift operations[c]	1,566.4	1,316.6	(249.8)
Subtotal	**$5,939.6**	**$5,563.9**	**($375.7)**
Fiscal year 1995			
Primary combat forces[a]	2,868.1	2,731.6	(136.5)
Primary combat weapons[a]	542.6	503.3	(39.3)
Combat enhancement forces[a]	404.1	294.0	(110.1)
Air operations training[a]	583.6	627.0	43.4
Combat communications[a]	844.4	924.7	80.3
Airlift operations[c]	1,182.6	1,299.9	117.3
Subtotal	**$6,425.3**	**$6,380.4**	**($44.9)**
Fiscal year 1996			
Primary combat forces[a]	2,713.9	2,508.2	(205.7)
Primary combat weapons[a]	389.7	402.2	12.5
Combat enhancement forces[a]	257.1	259.9	2.8
Air operations training[a]	655.5	617.3	(38.2)
Combat communications[a]	846.5	1,065.1	218.6
Airlift operations[c]	1,533.8	1,639.7	105.9
Subtotal	**$6,396.6**	**$6,492.3**	**$95.7**
Fiscal year 1997			
Primary combat forces[a]	1,950.7	2,280.2	329.5
Primary combat weapons[a]	394.4	394.3	(0.1)
Combat enhancement forces[a]	253.2	252.8	(0.4)
Air operations training[a]	515.8	585.8	70.0
Combat communications[a]	913.3	1,105.1	191.8
Airlift operations[c]	1,584.2	1,660.3	76.1
Subtotal	**$5,611.6**	**$6,278.4**	**$666.8**
Fiscal year 1998			
Primary combat forces[a]	2,572.8	2,926.7	353.9
Primary combat weapons[a]	457.9	414.7	(43.2)
Combat enhancement forces[a]	256.2	253.0	(3.2)
Air operations training[a]	617.8	728.0	110.2
Combat communications[a]	981.9	1,148.9	167.0

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Current dollars in millions

Air Force O&M subactivity	Initial designation[b]	Reported obligations	Net difference
Airlift operations[c]	1,908.1	2,053.6	145.5
Subtotal	**$6,794.8**	**$7,524.9**	**$730.1**
Fiscal year 1999			
Primary combat forces[a]	2,355.4	2,463.9	108.5
Primary combat weapons[a]	234.3	230.0	(4.3)
Combat enhancement forces[a]	196.0	216.9	20.8
Air operations training[a]	567.9	718.2	150.3
Combat communications[a]	958.7	1,094.9	136.2
Airlift operations[c]	1,326.8	1,976.1	649.3
Subtotal	**$5,639.2**	**$6,700.1**	**$1,060.9**
Total	**$36,807.1**	**$38,940.0**	**$2,132.9**

Continued from Previous Page

Note: Amounts may not total due to rounding.

[a]These O&M subactivities are located in the operating forces budget activity, which the Air Force considers to be most directly related to unit training and operations.

[b]Initial congressional designations for each O&M subactivity as reported in conference reports on DOD appropriations acts, fiscal years 1994-99.

[c]Although this subactivity is located in the mobilization budget activity, it is a congressionally designated high-priority readiness-related subactivity and the Air Force also considers it to be unit training.

Source: Our analysis based on congressional appropriations acts conference reports and DOD's O&M budget data.

GAO Contacts and Staff Acknowledgments

GAO Contacts

Brenda Farrell (202) 512-3604
Janet Keller (757) 552-8133

Staff Acknowledgments

In addition to those named above, Douglas Mills, Laura Talbott, Janine Cantin, Janine Prybyla, Stacey Keisling, Harry Jobes, Julia Kennon, and Stefano Petrucci made key contributions to this report.

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