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**National Security and
International Affairs Division**

B-280030

May 15, 1998

The Honorable Herbert Bateman
Chairman
The Honorable Solomon Ortiz
Ranking Minority Member
Subcommittee on Military Readiness
Committee on National Security
House of Representatives

The Honorable Gene Taylor
House of Representatives

**Subject: Reserve Forces: Cost, Funding, and Use of Army Reserve Components
in Peacekeeping Operations**

During our March 1998 testimony before the Subcommittees on Military Readiness and Military Personnel, House Committee on National Security, Representative Taylor expressed an interest in increasing the use of Army Reserve and Army National Guard personnel for peacekeeping missions in Bosnia and other locations, including Macedonia.¹ Representative Taylor noted that the provision of additional funding may need to be resolved to accomplish this objective. To assist the Congress in determining the necessary funding level, Representative Taylor asked us to provide information on the cost and use of reservists in a peacekeeping operation. This letter provides (1) the Army's incremental cost estimate to mobilize, deploy, and pay a reservist called up for active duty; (2) information on the Department of Defense's (DOD) fiscal year 1998 supplemental funding request for military operations and fiscal year 1999 budget amendment for military operations, which include funds for the use of reservists in Bosnia and Macedonia; (3) the type of reserve units that would be used in these missions; and (4) the number and type of Army reservists deployed for Bosnia operations since 1995. To accomplish our objectives, we interviewed Army officials and obtained pertinent documentation from them.

¹Military Readiness: Observations on Personnel Readiness in Later Deploying Army Division (GAO/T-NSIAD-98-126, Mar. 20, 1998).

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According to budget information provided by the Army, the monthly incremental cost to use a reservist averages about \$4,385 per month, which accounts for the military pay and accrued benefits provided to a reservist while in active duty status. This status includes all reserve component soldiers who are mobilized, in transit, deployed, demobilized, or on leave. In addition to the military pay, there is a one-time cost of about \$800 for the mobilization of each reservist called up for active duty. This figure could increase if the reservist needs additional training before deployment. Also, for the Bosnia operation, there is a one-time cost of about \$600 per reservist for mission-specific clothing, such as cold weather gear.

On March 3, 1998, the President submitted to the Congress a fiscal year 1998 supplemental appropriations request, which included funding for continued U.S. participation in the North Atlantic Treaty Organization force in Bosnia. On April 30, 1998, both the House and Senate passed legislation that provides \$478.9 million in supplemental funding for DOD operations in Bosnia.² These supplemental appropriations, as well as previously appropriated funds approved by the Congress, will fund mobilized reserve component pay and allowances of \$155.7 million and \$1.9 million for Army operations in Bosnia and Macedonia, respectively. The \$155.7 million is to fund an average of about 3,000 activated reservists per month for the Bosnia mission in fiscal year 1998. However, it is uncertain whether all of the funding for reserve military pay will be needed. For example, the Army plans to reduce the number of reservists in the Bosnia mission for the last 3 months of fiscal year 1998. The Army estimates that only about 600 to 800 reservists will remain activated for this mission during that time.

In addition to its request for fiscal year 1998 supplemental funds for its Bosnia and Macedonia operations, DOD submitted a fiscal year 1999 budget amendment for funding operations in Bosnia and Macedonia. This request includes \$205.9 million and \$1.9 million in mobilized reserve components pay and allowances for Army operations in Bosnia and Macedonia, respectively. This funding, if approved by the Congress, would allow the U.S. military mission and the use of reservists to continue in Bosnia and Macedonia. The \$50 million increase for the Bosnia mission would fund about 900 more activated Army reservists per month in fiscal year 1999 than in fiscal year 1998. However, all of this funding may not be needed for reserve military pay, since all reserve personnel requirements for the Bosnia mission have not been established for the next rotation of Army forces beginning in October 1998. Moreover, once these reserve personnel requirements are determined, U.S. Forces Command policy is to notify reserve units 6 months before mobilization to allow for

²This legislation, H.R. 3579, was enacted as the 1998 Supplemental Appropriations and Rescissions Act (P.L. 105-174, May 1, 1998).

training time. Due to this 6-month notification policy, all required reserve personnel may not be activated at the beginning of fiscal year 1999.

Since Bosnia mission requirements have not been finalized, decisions on which reserve units to mobilize for fiscal year 1999 have not been made, except for a few public affairs and civil affairs units. Currently, personnel from the 1st Cavalry Division and III Corps are developing Bosnia mission requirements and determining the active units that can be deployed to meet the requirements. Also, recent Army guidance states that, because of budget constraints, the Army strategy for staffing both unit and individual requirements is to use the active component first. Reserve forces will be utilized for those requirements that cannot be met by active forces from all services. According to Army officials, final requirements for reservists for the Bosnia and Macedonia missions may not be established until June 1998. At that time, needed reserve units will be notified for training. The units will receive mobilization orders approximately 30 days before they are to mobilize.

As of November 1997, over 15,000 personnel from both the Army Reserve and the Army National Guard have been used for the Bosnia operation. This figure includes reservists deployed in Bosnia as well as reservists stationed in Hungary, Croatia, Germany, Italy, and the United States. Army reservists in Bosnia have performed duties such as military police officers; veterinarians; chaplains; engineers; firefighters; and transportation, finance, personnel, and postal administration specialists. The number, type, and area of deployment for the Army reservists are described in appendix I.

Officials from the Office of the Secretary of Defense and the Army provided technical comments on a draft of this letter, which we incorporated where appropriate. They did not provide an official position on our draft.

We conducted our work from April to May 1998 in accordance with generally accepted government auditing standards.

We are sending copies of this letter to the Chairman and Ranking Minority Member, Subcommittee on Military Personnel, House Committee on National Security; other congressional committees; and the Secretaries of Defense and the Army. Copies will also be made available to others on request.

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Please contact me on (202) 512-5140 if you or your staff have any questions concerning this letter. The major contributor to this letter is Bill Solis, Assistant Director.

A handwritten signature in black ink, reading "Mark E. Gebicke". The signature is written in a cursive style with a large, prominent initial "M".

Mark E. Gebicke
Director, Military Operations
and Capabilities Issues

NUMBER AND TYPE OF RESERVISTS ACTIVATED FOR THE
BOSNIA MISSION FROM DECEMBER 1995 TO NOVEMBER 1997

Career field/specialty	Bosnia/Croatia/Hungary	Germany/Italy	Total
Special operations	1,751	15	1,766
Public affairs	402	35	437
Medical	339	1,093	1,432
Military history	24	6	30
Military police	766	1,603	2,369
Postal	122	256	378
Finance	54	253	307
Rear area operations	616	28	644
Movement control/transportation	743	217	960
Mobilization support/reception	0	715	715
Logistics	409	441	850
Military intelligence	0	559	559
Personnel	110	222	332
Engineering	337	0	337
Aviation	133	55	188
Fire support	591	0	591
Maintenance	426	190	616
Infantry	147	0	147
Other	65	1,802	1,867
Subtotal	7,035	7,490	14,525
Reservists in United States			721
Total			15,246

Source: Army.

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