

United States General Accounting Office

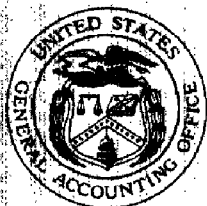
GAO

Report to the Ranking Republican,
Committee on Armed Services, House of
Representatives

November 1993

DOD BUDGET

Department of Defense Support for Domestic Civil Activities





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

National Security and
International Affairs Division

B-254252

November 26, 1993

The Honorable Floyd D. Spence
Ranking Republican
Committee on Armed Services
House of Representatives

Dear Mr. Spence:

As requested, we are providing information on the Department of Defense's (DOD) domestic activities in areas other than those involving its core mission of preparing for or conducting military operations. We refer to such activities as support for domestic civil activities. As you requested, we developed a list of those programs which we judged to be activities not related to DOD's core mission, analyzed the funding trends of these programs, and discussed with DOD officials the impact they have upon military readiness and warfighting capability. We provided a preliminary briefing to your staff on these issues. This report provides the final results of our work.

Results in Brief

DOD has developed neither a standard definition nor a list of its support for domestic civil activities. It can be a very subjective determination of whether specific DOD-funded activities, ranging from counter-narcotics to use of military bands, involve its core mission of preparing for or conducting military operations. Consequently, for the purposes of this report, we developed a list based on examples provided in several DOD documents and discussions with DOD officials.

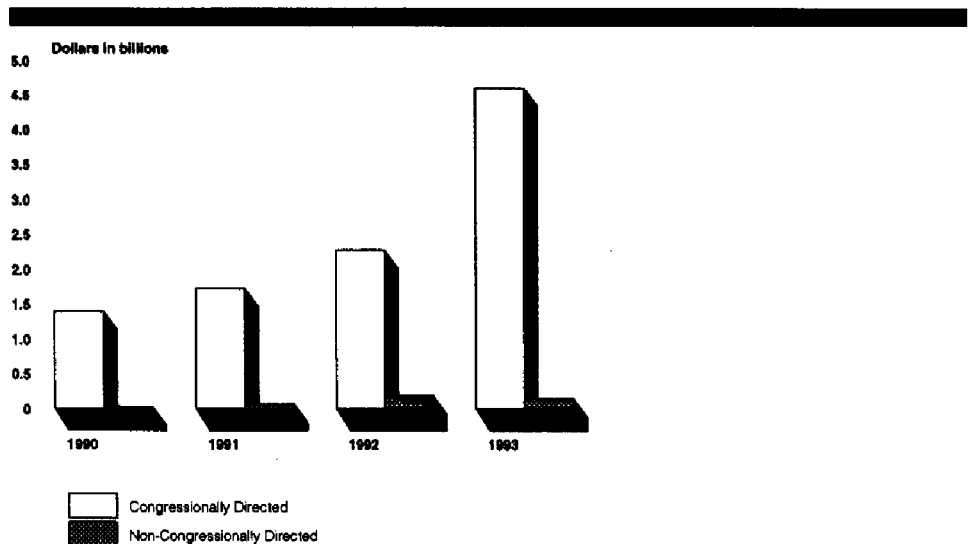
Our review of domestic activities include those conducted in the United States and in U.S. territories and possessions and those that are conducted outside these areas but serve a domestic agenda, such as assistance in dealing with Haitian and other refugees, and customs matters. We did not include classified programs. Our scope encompassed activities undertaken at the direction of Congress¹ and activities initiated by the executive branch, including activities conducted on an emergency basis in cooperation with other federal agencies and planned activities that DOD funds without specific congressional direction.

¹These are activities which DOD was directed to perform by Congress through appropriations acts, authorization acts, or conference reports.

For fiscal years 1990 through 1993, DOD allocated at least \$10.4 billion to these activities. This figure, however, understates the full amount spent because data on such activities are incomplete. The Office of the Secretary of Defense, the military services, and the defense agencies do not maintain all relevant cost data concerning their participation in these activities. Furthermore, the data they do maintain exist in a variety of formats, which complicates any analysis.

Of the \$10.4 billion in funding for these activities that we were able to identify, about 96 percent was allocated for congressionally directed activities, such as counter-narcotics operations, defense conversion, and medical and environmental research. The other 4 percent was allocated for unplanned activities, such as natural disasters and civil unrest, and planned activities budgeted by DOD, such as support for the Boy Scout Jamboree. Based upon data which we were able to obtain, over the last 4 fiscal years annual funding for activities that are congressionally directed has increased dramatically while funding for non-congressionally directed activities has been low (see fig. 1). As a percentage of the overall DOD budget, funding for these activities has grown from 0.5 percent in fiscal year 1990 to 1.8 percent in fiscal year 1993.

Figure 1: Funding for DOD Support for Domestic Civilian Activities, Fiscal Years 1990-93



While DOD has not assessed the impact of these activities on military readiness and capability, officials we interviewed noted both positive and negative effects. These officials were concerned that readiness and capability could be impaired if DOD's role in these activities continues to grow significantly. In light of these concerns, DOD has begun to study the issue and develop military doctrine pertaining to these activities.

Congressionally Directed Support for Domestic Civil Activities

Congressionally directed activities accounted for \$10 billion (96 percent) of the \$10.4 billion in total funding we identified for fiscal years 1990 to 1993. Table 1 shows the distribution of this congressionally directed funding among DOD appropriations accounts. Table 2 describes some of the activities Congress directed DOD to undertake. (App. I provides further information on funding for congressionally directed activities.)

Table 1: Congressionally Directed Activities by Account, Fiscal Years 1990-93

Dollars in millions					
Account	1993	1992	1991	1990	Total ^c
O&M ^a	\$1,200.2	\$67.3	\$21.3	\$21.6	\$1,310.2
RDT&E ^b	1,867.8	661.5	294.5	225.6	3,049.4
Procurement	30.8	8.7	7.5	419.7	466.6
Other	362.5	288.7	305.0	270.0	1,226.2
Counter-narcotics	1,140.7	1,247.6	1,084.1	450.0	3,922.4
Total^c	\$4,602.0	\$2,273.8	\$1,712.4	\$1,386.9	\$9,974.8

^aOperations and maintenance.

^bResearch, development, test, and evaluation.

^cTotals may not add due to rounding.

Table 2: Examples of Congressionally Directed Activities by Account

Account	Examples
O&M	Defense conversion initiatives, security at sporting events, and participation in national celebrations.
RDT&E	Technological, medical, and environmental research, including research on jet fuels, manufacturing systems, cancer, and nutrition.
Procurement	Coast Guard ships and Civil Air Patrol aircraft.
Other	High school career academies and Junior Reserve Officer Training Corps development.
Counter-narcotics	Detection of aerial and maritime transits of illegal drugs into the United States.

Non-Congressionally Directed Support for Domestic Civil Activities

Our review showed that DOD funded about \$215.4 million for activities initiated by the executive branch. These funds were allocated for such programs as assistance to the Boy Scout Jamboree and the World War II 50th Anniversary Commemorative Commission. Table 3 shows the distribution among DOD accounts. (App. II provides further details on these obligations.)

Table 3: Discretionary Funding for Support for Domestic Civil Activities by Account, Fiscal Years 1990-93

Dollars in millions					
Account	1993	1992	1991	1990	Total
O&M	\$60.9	\$53.7	\$47.1	\$23.9	\$185.6
RDT&E	21.8	0	0	0	21.8
Other	^a	0	8.0 ^b	0	8.0
Total	\$82.7	\$53.7	\$55.1	\$23.9	\$215.4

^a\$14 million has been earmarked for high school career academies (\$7 million) and Junior Reserve Officer Training Corps career academies (\$7 million).

^b\$8 million was transferred to the Department of Education for a Center for Commerce and Industrial Expansion.

In addition, we identified \$202 million in the last 4 fiscal years for unplanned activities conducted in support of other government agencies. Table 4 shows the amounts obligated for these activities. (App. III provides further information on funding for unplanned support for domestic civil activities.)

Table 4: Unplanned Funding for Support for Domestic Civil Activities, Fiscal Years 1990-93

Dollars in millions					
Activity	1993	1992	1991	1990	Total ^b
Disaster relief	^a	\$125.9	\$9.7	\$1.3	\$136.9
Civil unrest	0	5.7	^a	^a	5.8
Customs and immigration	\$59	^a	0.2	0.2	59.5
Total^b	\$59	\$131.7	\$9.9	\$1.5	\$202.1

^aFunding under \$100,000.

^bTotals may not add due to rounding.

Impact on Military Readiness and Capability

According to DOD Directive 3025.1, military operations generally will have priority over support to civil authorities unless otherwise directed by the Secretary of Defense. However, there is no requirement for military units to measure the impact of civil support activities on their readiness and

capability to perform military operations. In addition, DOD has not completed any studies related to this issue.²

DOD officials we interviewed said that on the basis of their own experience, domestic civil activities had both positive and negative effects on readiness and capability. On the positive side, officials cited the training benefits of such activities.

- An Army brigade commander said that during the Los Angeles riot, his troops received real world training in areas such as deployment, small unit tactics, and command and control. Junior officers also gained command experience.
- The Commanding General of the Hawaii National Guard said that mobilizing for Hurricane Iniki was similar to mobilizing for war.
- Engineer unit commanders told us that the engineering and construction tasks involved in support of domestic civil activities mirror those they would perform during normal operations.

Negative effects cited by DOD officials were as follows:

- Some DOD officials said the training benefits of domestic civil activities were sometimes overrated. For example, they were concerned that combat units deployed too long in these activities may miss opportunities to conduct core military training.
- Officials cited equipment-related problems caused by such support activities. Equipment will reach the end of its service life faster with use in these operations. This is especially true with U.S. airlift assets which have been heavily used for both domestic support activities and international peacekeeping and humanitarian roles since the end of the Gulf War.
- Equipment used in these activities may not be available for other uses. For example, war plans for the Pacific region require four Airborne Warning and Control System (AWACS) aircraft, but two of these aircraft are almost always deployed for counter-narcotics operations in the Caribbean. This would not be a problem if there is time to redeploy them before the outbreak of any hostilities. However, if this time is not available, problems would occur.
- Numerous staff hours are required to manage support provided for domestic civil activities. The staff responsible for these activities may

²However, in our June 1993 report on disaster assistance, we found that reports before and after deployment for 11 of the 16 active Army units deployed to south Florida showed that their readiness was not degraded by the deployment. For the other five units, the degree of degraded readiness was minor and not clearly due to their deployment.

experience increased stress because they must still perform their other assignments, officials said.

The DOD officials we interviewed generally believed that while the readiness of individual units may be degraded temporarily because of these activities, the overall war-fighting capabilities of the military have not been impaired. Nonetheless, many officials expressed concern that the negative effects could be exacerbated if DOD continues to take on additional domestic responsibilities, coupled with international activities such as the Somalia operation, which are not linked to its core war-fighting mission, especially during this time of force and budget reductions. DOD has begun to pay more attention to managing such activities. At various levels, DOD is beginning to study the issue and develop relevant guidance.

- The Joint Staff began in the summer of 1992 to evaluate the impact of DOD support for domestic civil activities on the National Military Strategy and to formulate a joint doctrine for DOD's involvement.
- The Army is revising Field Manual 100-5, "Operations," to include a chapter on operations other than war.
- In early 1993, the Army's Vice Chief of Staff tasked that Army War College resources be used to study this issue by (1) conducting a survey of domestic roles the Army currently performs, (2) assessing the domestic roles the Army should or could perform, and (3) providing some illustrative cases that can be used for doctrinal development and "programmatic templating." The study was completed in April 1993.
- The Commander in Chief of U.S. Atlantic Forces has published papers in the past 18 months on the potential role of the military in domestic civil agency assistance.

Agency Comments

The Department of Defense reviewed a draft of this report and fully concurred with it. (DOD's comments are reprinted in app. IV.)

Scope and Methodology

To conduct our review, we interviewed and obtained documents from officials at DOD, civilian federal agencies, and private institutions. Within DOD, we interviewed officials at the Pentagon, Washington, D.C.; Forces Command, Atlanta, Georgia; Atlantic Command, Norfolk, Virginia; and Pacific Command, Honolulu, Hawaii. We also spoke with individuals at the Federal Emergency Management Agency and several nongovernmental organizations. In addition, we drew on previous work performed by our

office on DOD's role in counter-narcotics operations and domestic disasters.

We compiled a list of domestic civil support activities conducted during fiscal years 1990 to 1993. We based this list upon examples (1) provided in the Joint Chiefs of Staff briefing paper, dated March 17, 1993, on nontraditional roles and operations other than war; (2) included in chapter 8 of a final draft of Army Field Manual 100-5, "Operations"; (3) listed as domestic support operations in a draft of Army Field Manual 100-19, "Domestic Support Operations"; and (4) provided by DOD officials. Generally, these examples included such categories as disaster and humanitarian relief, community adjustment or assistance, counter-narcotics, assistance to local law enforcement agencies, environmental efforts, ceremonial functions, and assistance to other agencies.

Some activities, particularly those within the research, development, test, and evaluation accounts, have both civilian and military applicability. These programs are, in large part, specifically intended for a civilian benefit, such as defense conversion or some other economic development purpose. However, because the extent to which the programs have a military or civilian benefit cannot be quantified, we included them as community adjustment or assistance programs.

After identifying a program as being support for a domestic civil activity, we asked DOD to provide funding information for fiscal years 1990 to 1993. The appendixes reflect the information that was provided.

As stated earlier, DOD data on these activities are incomplete; thus, we have not identified all such activities in our review. The lack of a standard definition for such an activity and the absence of a DOD requirement to track and maintain all costs complicate any analysis of the issue. Data were not always available for past years; thus, the increase in funding is in part the result of incomplete DOD records. In addition, we did not verify the accuracy of the data provided to us.

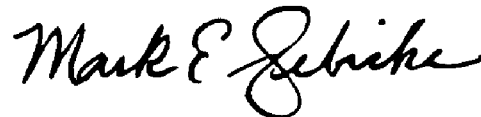
We conducted our review between March and August 1993.

We are sending copies of this report to the Secretary of Defense, the Administrator of the Federal Emergency Management Agency, and the

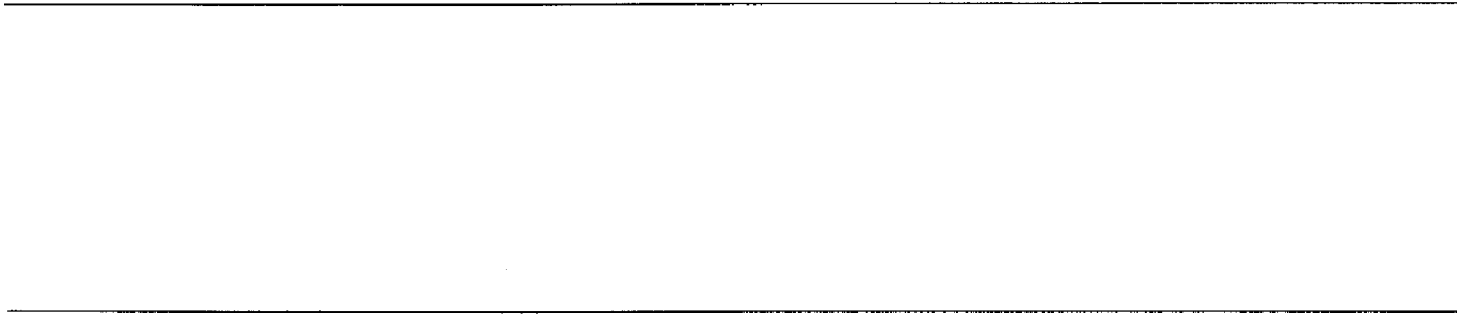
Director of the Office of Management and Budget. We will also make copies available to others upon request.

I can be reached at (202) 512-5140 if you or your staff have any questions concerning this report. The major contributors to this report were Donald L. Patton, Assistant Director, and Cord A. Sterling, Evaluator.

Sincerely yours,

A handwritten signature in cursive script that reads "Mark E. Gebicke".

Mark E. Gebicke
Director, Military Operations
and Capabilities Issues



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Abbreviations

AWACS	Airborne Warning and Control System
DOD	Department of Defense
FEMA	Federal Emergency Management Agency

Funding for Congressionally Directed Support for Domestic Civil Activities, Fiscal Years 1990-93

Table I.1: Operations and Maintenance, All Services and Agencies

Service	1993	1992	1991	1990	Total
Army	\$14,900,000	\$6,050,000	\$273,000	\$250,000	\$21,473,000
Navy	9,308,000	5,110,000	2,000,000	2,000,000	18,418,000
Air Force	16,000,000	13,100,000	0	0	29,100,000
Marine Corps	3,000,000	3,000,000	0	0	6,000,000
National Guard	59,256,000	0	0	0	59,256,000
Defense agencies	1,097,700,000	40,000,000	19,000,000	19,300,000	1,176,000,000
Total	\$1,200,164,000	\$67,260,000	\$21,273,000	\$21,550,000	\$1,310,247,000

Table I.2: Operations and Maintenance, Army

Fiscal year	Activity	Funding
1993	Presidio of San Francisco	\$14,000,000
	Capitol Fourth Project	450,000
	Memorial Day Celebration	450,000
Subtotal		14,900,000
1992	POW/MIA ^a Office	5,000,000
	Capitol Fourth Project	350,000
	Memorial Day Celebration	350,000
	Oregon Department of Economic Development	350,000
Subtotal		6,050,000
1991	Capitol Fourth Project	273,000
Subtotal		273,000
1990	Memorial Day Celebration	250,000
Subtotal		250,000
Total		\$21,473,000

^aPrisoner of War/Missing in Action.

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**Table I.3: Operations and Maintenance,
Navy**

Fiscal year	Activity	Funding
1993	Naval Observatory	\$9,308,000
Subtotal		9,308,000
1992	Naval Undersea Museum	2,100,000
	Oregon Museum of Science and Industry	1,600,000
	Naval Observatory	900,000
	Burial of Ancestral Remains, Hawaii	300,000
	Model Recycling Center	210,000
Subtotal		5,110,000
1991	Cabot/Dedalo Museum Foundation	2,000,000
Subtotal		2,000,000
1990	National Museum of Naval Aviation	2,000,000
Subtotal		2,000,000
Total		\$18,418,000

**Table I.4: Operations and Maintenance,
Air Force**

Fiscal year	Activity	Funding
1993	Weather Reconnaissance	\$14,500,000
	Windsor School Renovation, Washington State	1,500,000
Subtotal		16,000,000
1992	Weather Reconnaissance	13,100,000
Subtotal		13,100,000
Total		\$29,100,000

**Table I.5: Operations and Maintenance,
Marine Corps**

Fiscal year	Activity	Funding
1993	USMC ^a Child Abuse Prevention Program	\$3,000,000
Subtotal		3,000,000
1992	New Parent Support Program	3,000,000
Subtotal		3,000,000
Total		\$6,000,000

^aUnited States Marine Corps.

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**Table I.6: Operations and Maintenance,
National Guard**

Fiscal year	Activity	Funding
1993	National Guard Civilian Youth Opportunities Pilot Program	\$30,000,000
	National Guard Civilian Youth Program	14,000,000
	National Guard Outreach Los Angeles	10,000,000
	Urban Youth Program	3,000,000
	STARBASE Youth Education Program	2,256,000
Total		\$59,256,000

**Table I.7: Operations and Maintenance,
Defense Agencies**

Fiscal year	Activity	Funding
1993	Defense Conversion	\$472,000,000
	Active Forces Transition Enhancements	254,000,000
	Disaster Relief	70,000,000
	Disaster Relief Efforts	50,000,000
	Philadelphia Naval Shipyard Economic Conversion	50,000,000
	Legacy Resource Management	50,000,000
	Guard and Reserve Transition Initiatives	40,000,000
	Civilian Community Corps	40,000,000
	Presidio of San Francisco	27,000,000
	Disaster Relief Planning	10,000,000
	World Cup USA	9,000,000
	Environmental Impact on Indian Lands	8,000,000
	World University Games	6,000,000
	Defense Conversion Commission	5,000,000
	National Board for the Promotion of Rifle Practice	2,700,000
	Summer Olympics	2,000,000
	National Guard Health Care to Communities	1,500,000
	Hawaiian Volcano Observatory	500,000
Subtotal		1,097,700,000
1992	Legacy Resource Management	25,000,000
	Defense Conversion Commission	5,000,000

(continued)

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Fiscal year	Activity	Funding
	National Board for the Promotion of Rifle Practice	5,000,000
	World University Games	3,000,000
	Summer Olympics	2,000,000
	Subtotal	40,000,000
1991	Legacy Resource Management	10,000,000
	National Board for the Promotion of Rifle Practice	5,000,000
	Japanese American Museum	4,000,000
	Subtotal	19,000,000
1990	Goodwill Games	14,600,000
	National Board for the Promotion of Rifle Practice	4,700,000
	Subtotal	19,300,000
Total		\$1,176,000,000

Table I.8: Research, Development, Test, and Evaluation, All Services and Agencies

Service	1993	1992	1991	1990	Total
Army	\$291,891,000	\$49,950,000	\$44,000,000	\$33,500,000	\$419,341,000
Navy	5,000,000	21,000,000	0	0	26,000,000
Air Force	243,700,000	242,500,000	194,500,000	192,100,000	872,800,000
Defense agencies	1,327,250,000	348,000,000	56,000,000	0	1,731,250,000
Total	\$1,867,841,000	\$661,450,000	\$294,500,000	225,600,000	3,049,391,000

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**Table I.9: Research, Development,
Test, and Evaluation, Army**

Fiscal year	Activity	Funding
1993	Breast Cancer Research	\$210,000,000
	AIDS ^a Research	56,891,000
	National Defense Center for Environmental Excellence	20,000,000
	Synaptic Transmission Research	3,000,000
	Prostate Disease Research	2,000,000
Subtotal		291,891,000
1992	AIDS Research	26,750,000
	Neuroscience Center	10,000,000
	Infectious Disease Research	8,700,000
	Nutrition Research	2,500,000
	Prostate Disease Research	2,000,000
Subtotal		49,950,000
1991	AIDS Research	44,000,000
Subtotal		44,000,000
1990	AIDS Research	33,500,000
Subtotal		33,500,000
Total		\$419,341,000

^aAcquired Immune Deficiency Syndrome.

**Table I.10: Research, Development
Test, and Evaluation, Navy**

Fiscal year	Activity	Funding
1993	National Center for Advanced Gear Manufacturing	\$5,000,000
	Subtotal	5,000,000
1992	Bone Marrow Typing Research	20,000,000
	Infectious Disease Research	1,000,000
Subtotal		21,000,000
Total		\$26,000,000

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**Table I.11: Research, Development,
Test, and Evaluation, Air Force**

Fiscal year	Activity	Funding
1993	National Aero-Space Plane Technology Program	\$141,200,000
	Space Nuclear Thermal Propulsion Program	55,500,000
	National Center for Manufacturing Sciences	45,000,000
	Coal-based Jet Fuel	2,000,000
	Subtotal	243,700,000
1992	National Aero-Space Plane Technology Program	200,000,000
	National Center for Manufacturing Sciences	30,000,000
	Marywood College, Pennsylvania	10,000,000
	Coal-based Jet Fuel	2,500,000
	Subtotal	242,500,000
1991	National Aero-Space Plane Technology Program	161,500,000
	National Center for Manufacturing Sciences	30,000,000
	Coal-based Jet Fuel	3,000,000
	Subtotal	194,500,000
1990	National Aero-Space Plane Technology Program	192,100,000
	Subtotal	192,100,000
	Total	\$872,800,000

**Table I.12: Research, Development,
Test, and Evaluation, Defense
Agencies**

Fiscal year	Activity	Funding
1993	Strategic Environmental Research and Development Program	\$180,000,000
	Sematech Research	100,000,000
	Dual-use Critical Technology Partnerships	100,000,000
	Regional Technology Alliances Assistance Program	100,000,000
	Manufacturing Extension Programs	100,000,000
	Defense Dual-use Assistance Extension Program	100,000,000
	University Research Grants	171,450,000
		(continued)

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Fiscal year	Activity	Funding
	Multiuse High-performance Computing	68,600,000
	High-temperature Superconductor/Diamond Materials	65,000,000
	Commercial-Military Integration Partnerships	50,000,000
	Multi-chip Modules	46,200,000
	Advanced Materials Synthesis and Processing	30,000,000
	Manufacturing Engineering Education Programs	30,000,000
	Agile Manufacturing and Enterprise Integration	30,000,000
	Rapid Prototyping of Application Specific Signal Processors	26,000,000
	Defense Advanced Manufacturing Technology Partnerships	25,000,000
	Superconducting Magnetic Energy Storage	20,000,000
	Medical Free Electron Laser	20,000,000
	Historically Black Colleges and Universities	15,000,000
	Infrared Focal Plane Array Technology	15,000,000
	Multifunction Self-aligned Gate Technology	10,000,000
	U.S.-Japan Management Training	10,000,000
	Texas Regional Institute for Environmental Studies	5,000,000
	Coal Utilization Center	5,000,000
	Acoustic Charge Transport	5,000,000
	Subtotal	1,327,250,000
1992	University Research Grants	94,600,000
	Strategic Environmental Research	79,800,000
	Pre-competitive Technology Development	60,000,000
	Superconductive Magnetic Energy Storage	40,000,000
	Medical Free Electron Laser	23,600,000

(continued)

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Fiscal year	Activity	Funding
	Historically Black Colleges and Universities	15,000,000
	Diamond Substrate Materials	12,500,000
	U.S.-Japan Management Training	10,000,000
	Multi-chip Modules	9,500,000
	Superconducting Materials	3,000,000
Subtotal		348,000,000
1991	DARPA ^a Concurrent Engineering	25,000,000
	Liberty Science Center	15,000,000
	Advanced Manufacturing Institute	6,000,000
	Coal Utilization Center	5,000,000
	Materials Research Center	5,000,000
Subtotal		56,000,000
Total		\$1,731,250,000

^aDefense Advanced Research Projects Agency.

Table I.13: Procurement, All Services

Service	1993	1992	1991	1990	Total
Army	\$8,000,000	0	0	0	\$8,000,000
Navy	8,000,000	0	0	\$413,000,000	421,000,000
Air Force	14,800,000	\$8,674,000	\$7,475,000	6,700,000	37,649,000
Total	\$30,800,000	\$8,674,000	\$7,475,000	\$419,700,000	\$466,649,000

Table I.14: Procurement, Army

Fiscal year	Activity	Funding
1993	Natural Gas Fuel Cell Demonstration	\$6,000,000
	Natural Gas Cooling Demonstration	2,000,000
Total		\$8,000,000

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Table I.15: Procurement, Navy

Fiscal year	Activity	Funding
1993	Natural Gas Fuel Cell Demonstration	\$6,000,000
	Natural Gas Cooling Demonstration	2,000,000
Subtotal		8,000,000
1990	Coast Guard Icebreaker	329,000,000
	Coast Guard Patrol Boat	84,000,000
Subtotal		413,000,000
Total		\$421,000,000

Table I.16: Procurement, Air Force

Fiscal year	Activity	Funding
1993	Civil Air Patrol	\$6,800,000
	Natural Gas Fuel Cell Demonstration	6,000,000
	Natural Gas Cooling Demonstration	2,000,000
Subtotal		14,800,000
1992	Civil Air Patrol	8,674,000
Subtotal		8,674,000
1991	Civil Air Patrol	7,475,000
Subtotal		7,475,000
1990	Civil Air Patrol	6,700,000
Subtotal		6,700,000
Total		\$37,649,000

**Appendix I
Funding for Congressionally Directed
Support for Domestic Civil Activities, Fiscal
Years 1990-93**

Table I.17: Other, All Services and Agencies

Fiscal year	Activity	Funding
1993	Coast Guard Operations	\$253,000,000
	Assistance to Local Educational Agencies	50,000,000
	Junior ROTC ^a Expansion	50,000,000
	Tidelands for Washington State	5,000,000
	Visitors Center at Naval Academy	4,500,000
	Subtotal	362,500,000
1992	National Security Education Trust Fund	150,000,000
	Coast Guard Operations	138,700,000
	Subtotal	288,700,000
1991	Coast Guard Operations	295,000,000
	Port Facilities, American Samoa	5,000,000
	Solomon Islands Parliament Building	5,000,000
	Subtotal	305,000,000
1990	Coast Guard Operations	160,000,000
	Defense Emergency Response Fund	100,000,000
	Claude Pepper Memorial Foundation	10,000,000
	Subtotal	270,000,000
	Total	\$1,226,200,000

Note: These programs are those which were either not part of the O&M, RDT&E, or Procurement accounts or those whose funding source could not be determined by us or DOD.

^aReserve Officer Training Corps.

Table I.18: Counter-Narcotics, All Services and Agencies

Fiscal year	Funding
1993	\$1,140,651,000
1992	1,247,600,000
1991	1,084,100,000
1990	450,000,000
Total	\$3,922,351,000

Funding for Non-Congressionally Directed Support for Domestic Civil Activities

Table II.1: Operations and Maintenance, All Services and Agencies

Service	1993	1992	1991	1990	Total
Army	\$7,730,400	\$9,764,300	\$6,843,700	\$5,878,600	\$30,217,000
Navy	16,392,000	16,615,000	17,895,000	12,273,000	63,175,000
Air Force	7,330,156	17,010,931	15,131,290	2,400,000	41,872,377
Defense agencies	29,500,000	10,279,000	7,199,000	3,353,000	50,331,000
Total	\$60,952,556	\$53,669,231	\$47,068,990	\$23,904,600	\$185,595,377

Table II.2: Operations and Maintenance, Army

Fiscal year	Activity	Funding
1993	Presidential Innauguration Support	\$1,484,400
	Boy Scout Jamboree	3,050,000
	World War II Commemorative Commission	2,132,000
	Shelter for Homeless	1,064,000
Subtotal		7,730,400
1992	Military Assistance to Safety and Traffic	4,930,000
	World War II Commemorative Commission	2,310,000
	Boy Scout Jamboree	1,450,000
	Shelter for Homeless	1,069,000
	Support to U.S. Postal Service	5,300
Subtotal		9,764,300
1991	Military Assistance to Safety and Traffic	5,798,000
	Shelter for Homeless	1,042,000
	Support to U.S. Postal Service	3,700
Subtotal		6,843,700
1990	Military Assistance to Safety and Traffic	5,625,000
	Boy Scout Jamboree	234,000
	Support to U.S. Postal Service	19,600
Subtotal		5,878,600
Total		\$30,217,000

**Appendix II
Funding for Non-Congressionally Directed
Support for Domestic Civil Activities**

**Table II.3: Operations and
Maintenance, Navy**

Fiscal year	Activity	Funding
1993	Blue Angels	\$16,392,000
Subtotal		16,392,000
1992	Blue Angels	14,441,000
	National Museum of Naval Aviation	2,174,000
Subtotal		16,615,000
1991	Blue Angels	15,381,000
	National Museum of Naval Aviation	2,514,000
Subtotal		17,895,000
1990	Blue Angels	12,273,000
Subtotal		12,273,000
Total		\$63,175,000

**Table II.4: Operations and
Maintenance, Air Force**

Fiscal year	Activity	Funding
1993	Presidential Innauguration	\$92,848
	Civil Rescue Missions	255,677
	Secret Service Support	2,481,631
	Thunderbirds	4,500,000
Subtotal		7,330,156
1992	Aerial Spraying	261,767
	Civil Rescue Missions	668,375
	Thunderbirds	3,400,000
	Secret Service Support	12,680,789
Subtotal		17,010,931
1991	Alaska Oil Spill	7,030
	Secret Service Support	10,124,260
	Thunderbirds	5,000,000
Subtotal		15,131,290
1990	Thunderbirds	2,400,000
Subtotal		2,400,000
Total		\$41,872,377

**Appendix II
Funding for Non-Congressionally Directed
Support for Domestic Civil Activities**

Table II.5: Operations and Maintenance, Defense Agencies

Fiscal year	Activity	Funding
1993	Office of Economic Adjustment	\$29,500,000
1992	Office of Economic Adjustment	10,279,000
1991	Office of Economic Adjustment	7,199,000
1990	Office of Economic Adjustment	3,353,000
Total		\$50,331,000

Table II.6: Research, Development, Test, and Evaluation, All Services and Agencies

Service	1993	1992	1991	1990	Total
Army	\$2,000	0	0	0	\$2,000
Defense agencies	21,800,000	0	0	0	21,800,000
Total	\$21,802,000	0	0	0	\$21,802,000

Table II.7: Research, Development, Test, and Evaluation, Army

Fiscal year	Activity	Funding
1993	National Neurofibromatosis Foundation	\$2,000
Total		\$2,000

Table II.8: Research, Development, Test, and Evaluation, Defense Agencies

Fiscal year	Activity	Funding
1993	Molten Carbonate Fuel Cell Demonstrations	\$11,800,000
	Natural Gas Vehicle Research and Development	10,000,000
Total		\$21,800,000

Unplanned Funding for Support for Domestic Civil Activities

The Department of Defense (DOD) is tasked with performing a number of unplanned operations such as disaster relief, assistance during civil unrest, and customs and immigration assistance. DOD's involvement in these operations between fiscal years 1990 and 1993 includes:

- **Disaster relief:** At the request of the Federal Emergency Management Agency (FEMA), DOD provided assistance 18 times between fiscal years 1990 and 1993 during nationally declared emergencies. FEMA reported that it reimbursed DOD \$137 million for costs incurred by various Defense entities providing this assistance. DOD was most active in 1992, when it provided about \$126 million in assistance during disasters such as Hurricanes Andrew and Iniki and Typhoon Omar.¹
- **Civil unrest:** Although military personnel are prohibited by law from becoming directly involved in domestic law enforcement, they may serve in peripheral roles such as guarding federal property and providing transportation for National Guard and law enforcement agencies. According to DOD, the only significant law enforcement action that it was involved in between fiscal years 1990 and 1993 was the Los Angeles riot of 1992. DOD reported that this operation cost about \$5.7 million.² The Army reported that it spent another \$98,000 for operations related to incidents of civil unrest during the 1990 to 1993 period, but it could not link these costs to specific incidents.
- **Customs and immigration:** DOD provided support to the U.S. Immigration and Naturalization Service in at least three significant operations between fiscal years 1990 and 1993. The first two operations involved U.S. efforts to stem the flow of Haitian refugees trying to reach the United States and to assist refugees interned at the Guantanamo Bay Naval Installation. As of March 1993, DOD reported that the costs of these operations totaled \$57 million. In the third operation, DOD provided assistance in preventing a shipload of Chinese from entering the United States illegally. The Army's reported cost for this operation was about \$2 million, but other services assigned to this operation were unable to provide cost data on the assistance they provided. The Army reportedly incurred \$451,000 in additional costs related to immigration activities between 1990 and 1993, but it could not identify what activities these expenses represented.

DOD conducts a number of other domestic support activities on an as-needed, but nonemergency, basis. Although the costs for these

¹See our report, *Disaster Assistance: DOD's Support for Hurricanes Andrew and Iniki and Typhoon Omar* (GAO/NSIAD-93-180, June 18, 1993).

²DOD incurs the costs of National Guard operations during incidents of civil unrest when the Guard is removed from its state status and is federalized. This was the case during the Los Angeles riot.

**Appendix III
Unplanned Funding for Support for
Domestic Civil Activities**

operations cannot be determined, officials indicate they are generally not significant due to the types of activities performed. The Corps of Engineers, for instance, manages construction projects for other government agencies, which reimburse its costs. The National Guard also conducts activities that are not related to national emergencies or civil unrest, but costs are supposed to be paid by the requesting agency or state. We were told, however, that some costs of assistance provided to a local community are not recorded or billed to the recipient and, therefore, are not reimbursed. These costs, according to Army officials at 2nd Army headquarters, are minor.

Finally, military units at all levels conduct a wide variety of activities whose costs also cannot be determined. These activities include the Marine Corps' Toys for Tots and the Navy's Adopt a School programs.

Comments From the Department of Defense



POLICY

OFFICE OF THE UNDER SECRETARY OF DEFENSE

WASHINGTON, D. C. 20301-2000

In reply refer to
I-93/43358

20 SEP 1993

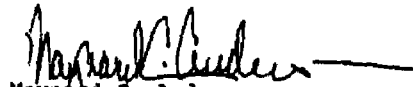
Mr. Frank C. Conahan
Assistant Comptroller General
National Security and International Division
U. S. General Accounting Office
Washington, D.C. 20548

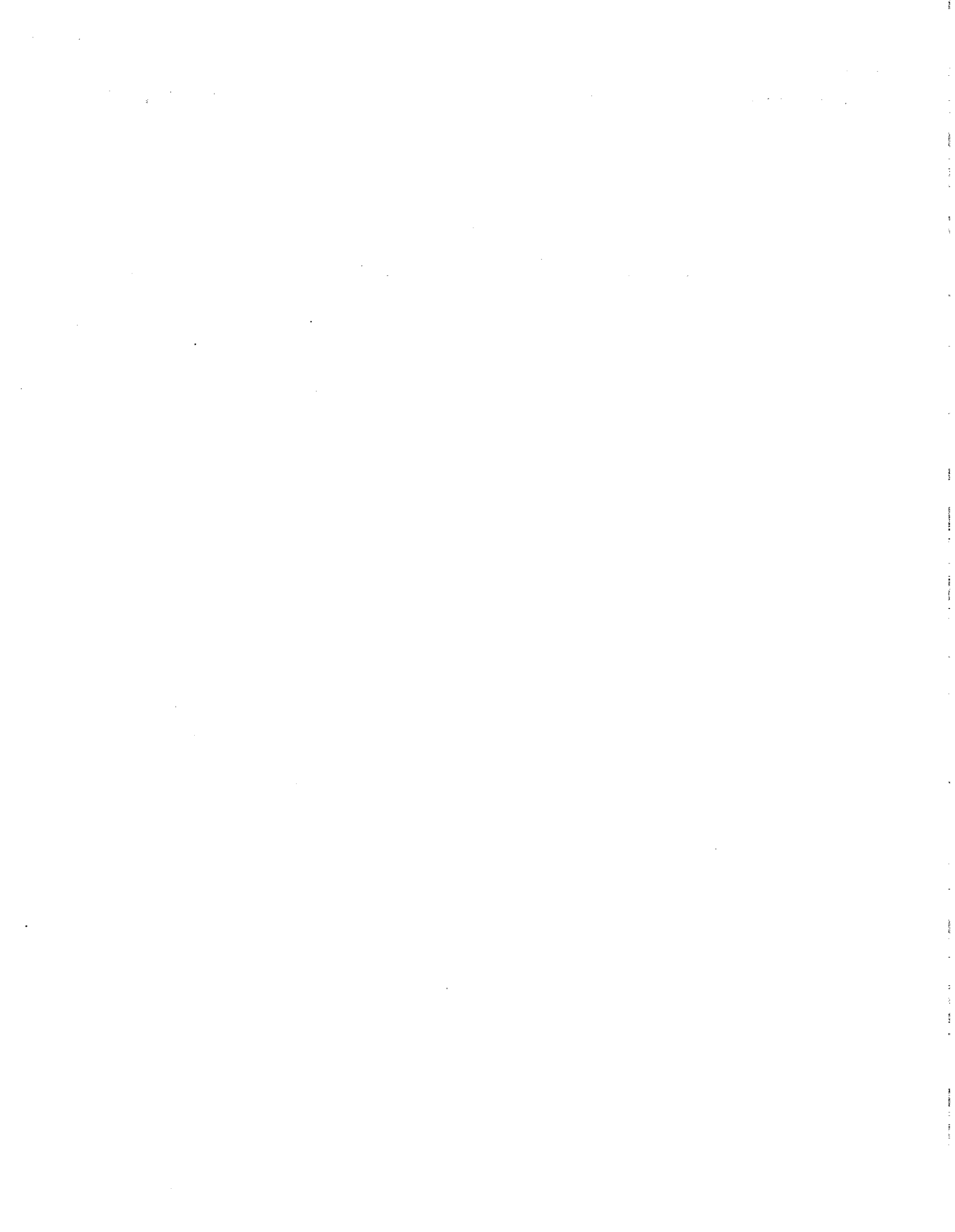
Dear Mr. Conahan:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) draft report, "DOD BUDGET: Department of Defense Support For Domestic Civil Activities," dated August 27, 1993 (GAO Code 703010/OSD Case 9515).

The DoD has reviewed the draft report and concurs without further comment. The Department appreciates the opportunity to review the report in draft form.

Sincerely,


Maynard C. Anderson
Acting Deputy Under Secretary
of Defense (Security Policy)



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