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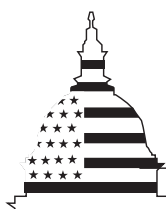
Report to the Chairman and Ranking  
Member, Subcommittee on Military  
Personnel, Committee on Armed  
Services, U.S. Senate

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January 2001

# MILITARY PERSONNEL

Full Extent of Support  
to Civil Authorities  
Unknown but Unlikely  
to Adversely Impact  
Retention



G A O

Accountability \* Integrity \* Reliability



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

January 26, 2001

The Honorable Tim Hutchinson  
Chairman  
The Honorable Max Cleland  
Ranking Member  
Subcommittee on Military Personnel  
Committee on Armed Services

United States Senate

The Department of Defense (DOD) provides a variety of assistance, from disaster relief to translations, to federal agencies, to state and local governments, to private citizens, and even to other nations. Some of this support has been provided for decades. DOD provides this assistance while maintaining its warfighting capabilities and participating in overseas operations. These combined factors have raised concern regarding the extent and cost of participation in civil activities as well as their effect on uniformed military personnel. Consequently, you asked us to determine (1) the extent to which uniformed military personnel supported civil activities; (2) the effect on retention of using servicemembers to provide this assistance; (3) whether any alternative sources exist to provide this support; and (4) the extent to which entities have reimbursed DOD for its support.

We obtained information on such support from each of the military services, the theater commanders in chief, and selected recipient agencies. As agreed, we omitted DOD's peacekeeping operations and limited our review of the National Guard's support to that rendered under presidential declarations of federal emergencies. Because DOD is not required to centrally manage the assistance it provides to civil entities, the Department was unable to give us complete information. However, DOD officials told us that the data provided us was the best available and probably included all major assistance. A detailed discussion of our scope and methodology appears at appendix I.

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## Results in Brief

Under a variety of statutes, DOD fairly frequently provides a wide range of support to numerous organizations at home and abroad. Based on the incomplete data we received, we estimate that, in fiscal 1999, DOD

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provided support in at least 7,125 instances<sup>1</sup> to at least 345 or more entities, including international organizations; private citizens; and federal; state; local; and foreign governments.<sup>2</sup> We estimate this support consumed more than 2 million military staffdays<sup>3</sup> (about 0.4 of 1 percent of total active-duty military staffdays). The total cost of this support could not be estimated, as DOD provided such data for fewer than 20 percent of the instances it reported to us. However, we conservatively estimate the cost of pay and allowances for this support to be about \$180 million. The active force provided the bulk of the support, and such assistance was typically short in duration, with 90 percent lasting fewer than 10 days. Physical security was the type of support most frequently given, followed by air transport. In terms of staffdays of support provided, the largest amount was for humanitarian assistance to foreign nations.

Providing assistance to civil authorities does not appear to negatively affect retention. DOD data show that, overall, retention has remained relatively stable over the last decade. Data from the 1999 DOD Survey of Active Duty Personnel indicates that (1) only a small proportion of the force has been involved in support to civil authorities, (2) such assignments have been of relatively short duration, and (3) military personnel view those assignments as contributing to the national interest. Our discussions with officials from selected military units—those with high deployment rates and frequent participation in support to civil entities—indicated that such assignments have very little impact on retention. They said, in fact, that providing support may in some cases positively influence retention, as it often helps those in distress. DOD's personnel deployment data systems were insufficiently detailed to conduct a data-based assessment of the time that military personnel spend supporting civil authorities. However, visibility over all deployments is likely to improve as statutorily required changes to DOD's definition of deployments and tracking of deployments are implemented in fiscal year 2001.<sup>4</sup>

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<sup>1</sup> An instance of support is one occurrence of assistance as reported to us by DOD; it may include many types of support, as in the case of responses to natural disasters or humanitarian crises.

<sup>2</sup> In particular, DOD's data did not generally capture such locally provided assistance as flag presentations and other community-relations support.

<sup>3</sup> A staffday equals 8 hours, or 1 day, of support by one service member of a DOD component.

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There are alternatives to the use of military personnel. DOD and some civil entities have used contractors rather than military personnel for certain activities, such as construction, transportation, and medical treatment. There are limitations on the kinds of support that contractors can provide, however.

DOD does not centrally track or manage costs of and reimbursements for its support to civil authorities. Information we received from unit-level providers was insufficient to determine the extent of costs and reimbursements. We did find that for most of the 197 support instances we reviewed that occurred in 1997–99 for the State Department, the Drug Enforcement Administration, and the Secret Service, DOD did bill and collect about \$31.7 million in reimbursable costs, including military pay and allowances. Furthermore, DOD asked its components to report outstanding bills and identified about \$2.9 million in unpaid bills from 11 agencies. DOD is now collecting the late payments from these agencies.

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## Background

DOD provides support to non-DOD entities under numerous authorities (see app. II). Some of these authorities, such as the Economy Act,<sup>5</sup> require reimbursement for actual costs incurred by DOD, including military pay and allowances. For example, the Economy Act is recognized in a memorandum by the President's Chief of Staff that directs reimbursement for certain civil officials traveling on military flights. In cases where military personnel are detailed to civil agencies, reimbursement may depend on the law authorizing the detail. Sometimes, statutorily authorized interagency agreements may specify what, if any, reimbursements will be made. For instance, under a 1999 agreement, the Department of Health and Human Services agreed to pay only for the incremental costs that DOD incurred in providing support to refugee resettlement at Fort Dix.<sup>6</sup> Finally, certain DOD support is not reimbursable. For example, DOD is authorized to transport, without charge to any country, on a space-available basis,

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<sup>4</sup> National Defense Authorization Act for Fiscal Year 2000 (P.L. 106–65 sec. 586, Oct. 5, 1999, amended by P.L. 106–398, sec. 574, Oct. 30, 2000, codified at 10 U.S.C. 991, and section 923, codified at 10 U.S.C. section 487).

<sup>5</sup> The Economy Act (31 U.S.C. section 1535, 1536) authorizes agencies to obtain goods or services by interagency agreement.

<sup>6</sup> Incremental costs are defined as only those costs DOD would incur to provide specified support (e.g., food, contract personnel, equipment, utilities).

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supplies provided by nongovernmental sources for humanitarian assistance.

The approval process for support to civil entities varies. It can range from review and approval by the Secretary of Defense down to the local commander's discretion, who may provide immediate emergency assistance in the event of imminently serious conditions involving lives, suffering, or great property damage. Units are selected according to the needed capabilities, proximity to the incident, and current military obligations.

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## Military Support Frequent and Varied, but Full Extent Unknown

In fiscal year 1999, DOD provided many types of support to civil authorities and organizations. This support was diverse and provided from bases all over the world by both the active and reserve components. Given the global nature of this support and the absence of a requirement for DOD to centrally monitor it, any records of such assistance was kept at local units; these were not readily available.

Some centrally managed assistance came from active and National Guard counterdrug programs and other support for which Congress specifically appropriates funding. In fiscal 1999, these types of assistance cost about \$1 billion—about 0.4 percent of DOD's total budget. The bulk of this support was counterdrug activities, which totaled \$941 million. These programs do not figure into the rest of our report.<sup>7</sup>

Because DOD did not centrally maintain the data we requested regarding nonspecially appropriated assistance, it directed all services and theater commanders in chief to gather such data from their units. The material we received from this effort still lacked much of the information needed, particularly regarding costs. Several officials said they could not account for all support to civil entities, especially that performed at the local commander's discretion. As a result, our estimates of instances, duration, staffdays, and costs are understated. A different picture of military assistance emerges depending upon which measure of extent is used—the number of support instances or the number of support staffdays. We

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<sup>7</sup> We have also omitted from this report DOD data on funeral honors, as we could not identify that portion of the support that was nonmilitary. In fiscal year 1999, DOD estimates that 37,700 instances of funeral honors were provided at a cost of about 75,400 staffdays, which we estimate to have cost about \$13.2 million in pay and allowances.



grouped the support reported to us into certain categories, as shown in table 1.

**Table 1: Categories of DOD Assistance Provided to Civil Entities in Fiscal Year 1999**

Category	Instances		Staffdays	
	Total	Percent	Total	Percent
Humanitarian <sup>a</sup> and refugees	190	3	864,239	43
Miscellaneous (e.g., repairs, medicine, ceremonial)	616	9	556,996	28
Natural disasters (e.g., earthquakes, fires, tornadoes, in the United States)	283	4	446,384	22
Meteorology, science, and research	354	5	71,860	4
Security (dog teams, protection, police)	4,696	65	37,200	2
Special events <sup>b</sup>	109	2	23,588	1
Air transport <sup>c</sup>	992	14	11,637	1
<b>Total</b>	<b>7,240<sup>d</sup></b>	<b>102<sup>e</sup></b>	<b>2,011,904<sup>d</sup></b>	<b>101<sup>e</sup></b>
<b>Overall</b>	<b>7,125</b>		<b>2,009,350</b>	

Note: Numbers of instances and staffdays are estimates.

<sup>a</sup>Support to foreign nations.

<sup>b</sup>The papal visit, the State of the Union Address, the international ski competition, and the support to the Secret Service for the NATO summit.

<sup>c</sup>Contains some instances also included in the Humanitarian and refugee category.

<sup>d</sup>Exceeds actual instances and staffdays because some instances fell into more than one support category.

<sup>e</sup>Exceeds 100 percent due to rounding.

Source: DOD.

By far, the category of support most frequently provided was security, followed distantly by air transport. However, as also shown in table 1, a different picture results when military support is measured in terms of staffdays. For example, while security was the most common type of assistance, it accounted for only 2 percent of the total staffdays of support provided to non-DOD entities. Similarly, while 14 percent of the total instances of support was for air transport, only 1 percent of the staffdays were used for transport. From a staffday perspective, only 3 percent of all instances of support was for humanitarian and refugee assistance, it consumed about 43 percent of the total staffdays. Natural disasters comprised only 4 percent of the total support instances but consumed about 22 percent of the total staffdays. Recipients of this military support in

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fiscal 1999 ranged from private citizens to 36 U.S. states and territories and 43 foreign nations. The most frequent recipients—that is, the ones accounting for the most instances of support—were the Treasury Department (27 percent), followed closely by the State Department (25 percent) and U.S. city and county governments (21 percent). However, the non-DOD entities that received the most support in fiscal 1999 in terms of staffdays were the foreign nations (40 percent) and the Federal Emergency Management Agency (21 percent). For more detail, see figures 2 and 3 in appendix III.

The personnel who provided military assistance in fiscal year 1999 possessed a wide variety of military skills, ranging from weather observers and instructors to linguists and communications specialists. Certain events, such as hurricanes and earthquakes, called for support from servicemembers in many roles—medics, engineers, pilots, rescuers, depot managers, cooks, drivers, and many others. The most frequently used personnel (in terms of support instances) were explosive ordnance detection and disposal units (dog teams) and the aircrews of helicopters and fixed-wing aircraft. (For more information, see app. III, table 3.) Other support was provided year round; we received information on several such types of assistance, including

- meteorological and climatological information to government agencies and the public,
- calibration and maintenance of measurement and diagnostic equipment,
- medical treatment, and
- de-mining operations in Europe and Asia.

Military support in fiscal 1999 varied considerably in length. Nearly all the 7,125 instances of support—90 percent—lasted 10 days or less; more than 80 percent lasted only 1 day. (For more information on duration, see app. III, tables 2 and 4, and figures 2 and 3.)

The active Army was the lead provider by far. In fiscal year 1999, the Army expended more than 870,000 staffdays—43 percent of the total. Second was the active Air Force, with 565,000 staffdays (28 percent). The National Guard was third with nearly 250,000 staffdays (12 percent), followed by the active Navy (nearly 175,000, or 9 percent) and the active Marine Corps (88,900, or 4 percent). Total participation by the reserve components was nearly 1,700 staffdays (0.1 percent). (For more details, see app. II, table 2 and figure 4.) However, the numbers for all these groupings might be larger, since more than 57,500 staffdays (3 percent) were reported to us as

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expended by unidentified service personnel. DOD was able to provide little data on costs, either for the total or for pay and allowances. About 18 percent of the support instances provided by DOD included total costs (\$459 million), and only 3 percent included pay and allowance costs (\$20.4 million). However, we were able to improve upon this data

- By using reimbursable aircraft rates and some reported billing data, we estimate total costs for another 9 percent of the support instances, yielding \$508 million for 27 percent of all instances.
- By using a generic rate for pay and allowances (that we generated—see app. I) for another 97 percent of the support instances, we estimated that the entire 7,125 instances of assistance cost about \$180 million in pay and allowances.
- By adding estimated pay and allowances to those instances that did not provide total costs, we estimated the total cost in fiscal year 1999 for all instances was \$666 million.

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## DOD Support to Civil Entities Does Not Appear to Affect Retention

At the time of our review, DOD did not maintain deployment information in sufficient detail to enable a data-based assessment of how support for civil activities relates to servicemembers' retention. However, retention has remained stable over the last decade, and a DOD-wide survey indicates that deployments to support civil entities do not appear to negatively affect retention. Similarly, discussions with officials from selected units that frequently provide support indicate that these types of deployments do not appear to have a negative effect on retention. Visibility over all deployments, including those to support civil authorities, should improve as DOD, during fiscal year 2001, implements changes required by the National Defense Authorization Act for Fiscal Year 2000.

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## DOD Survey and Visits with Units Suggest That Deployments for Civil Activities Do Not Affect Retention

DOD's retention information for fiscal years 1989–99 shows that all the services retained about 90 percent of their officers. Retention of enlisted service members over the same period was also consistent but varied by service. Appendix IV shows officer and enlisted retention rates for fiscal years 1989–99.

Survey data that we analyzed indicates that assignment to support civil authorities is unlikely to negatively affect retention. According to a 1999 DOD survey administered to a random sample of 66,000 servicemembers, more personnel were satisfied with military life and intended to stay in the military than were dissatisfied and planned to leave. Frequent deployments

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were only one of many factors that servicemembers cited for leaving. Pay was by far the most frequently cited reason for leaving or considering leaving. Personal and family time and job enjoyment were also cited as reasons for leaving. While satisfaction was lower among those who spent more time away from home, the majority of those surveyed—almost 82 percent—reported spending fewer than 5 months away from their home station, with 45 percent away less than a month.

The 1999 survey also showed that only a small percentage of the force reported participating in events or deployments that could be considered support to civil authorities.

- 6 percent participated in humanitarian assistance;
- 4 percent participated in domestic-disaster assistance or civil emergency operations; and
- 2 percent participated in counterdrug operations.

Of the servicemembers that participated in these deployments, most reported being away fewer than 3 months, and 82 percent of those that participated in domestic disaster assistance reported being deployed less than 1 month. This is consistent with the data DOD provided on the typical duration of instances of military support to civil entities. Since very few personnel have been assigned to such activities and the length of such assignments was generally short, we believe it unlikely that such assignments would negatively affect retention. The survey also showed that participants tended to view such domestic disaster and foreign humanitarian-assistance deployments as important to the national interest.

Our discussions with officials in selected DOD units that had participated in civil support and had high deployment rates indicated that deployments for these events minimally affected a servicemember's decision to leave the military. According to officials in the Air Force's active and reserve component wings that provide airlift support and the Army unit that provides chemical and biological weapons expertise, deployments to support civil activities do not impair retention. They said that while civil support contributes to time away from servicemembers' home stations, the deployments are generally of short duration and unlikely to directly influence decisions to leave the military. Officials noted that many deployments to support civil activities, such as disaster relief, humanitarian assistance, or special events, actually have a positive influence on retention. They said that a servicemember is more likely to leave the

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military because of an undesirable assignment or duty station or because of employment opportunities in the private sector.

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### Required Changes to Provide Better Deployment Visibility

Statutorily required changes to the management of DOD personnel deployment should result in better information about the many types of deployments, including those supporting civil activities. This could help DOD assess the effect that deployment rates and certain types of deployment may have on retention. Previously, each service defined and measured deployments differently, and their deployment categories were insufficiently detailed to identify many deployments, including those in support of civil entities.

The National Defense Authorization Act for Fiscal Year 2000 directed DOD to establish, to the extent practicable, uniform terminology and policies for deployments of units and servicemembers and to track and monitor deployments at the individual servicemember level. DOD began implementing these changes beginning October 2000. For example, DOD developed more detailed deployment categories based on the single deployment definition. Servicemembers engaged in civil support will be tracked under categories such as counterdrug, domestic civil, humanitarian, or law enforcement support, according to DOD officials.

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### Contractors May Provide Alternative to DOD Support of Civil Activities

To reduce the total number of military personnel needed for an operation, some federal organizations, including DOD, have used contractors as an alternative to military personnel for such functions as medical treatment, supply operations, housing construction, and transportation.<sup>8</sup> The State Department, for example, is using a contractor to staff a medical clinic formerly run by military personnel for embassy personnel in Haiti. Also, in an effort to reduce costs, the Secret Service quit using military doctors to accompany agents overseas and instead contracted with Johns Hopkins University for the same service. According to Secret Service officials, this arrangement saved it about \$230,000 per year.

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<sup>8</sup> We issued the following reports on the use of contractors: *Contingency Operations: Army Should Do More to Control Contract Cost in the Balkans* (GAO/NSIAD-00-225, Sept. 29, 2000) and *Contingency Operations: Opportunities to Improve the Logistics Civil Augmentation Program* (GAO/NSIAD-97-63, Feb. 11, 1997).

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The agencies that we reviewed tended to look to DOD for support as a last resort. The Federal Emergency Management Agency, for example, requests DOD support only when other sources of support are unavailable. In addition, the Department of Justice considers DOD personnel support only if it is overwhelmed by the magnitude of a situation or if it needs technical expertise unique to the military. And while DOD has agreed to provide the State Department airlift for noncombatant evacuations, State prefers to use commercially chartered aircraft, if possible, because it provides more scheduling flexibility and provides cost information in advance, according to Department of State officials.

Although contractors can provide an alternative to military personnel under some conditions, there are limitations on using them. Certain functions related to the public interest, such as military command, criminal investigations, or foreign relations, cannot be contracted for because they are considered inherently governmental.<sup>9</sup> Practicality can also limit the use of contract support. Time requirements, for example, can make the use of contractors impractical, as in the resettlement of Kosovar refugees in 1999. After being tasked to support the Department of Health and Human Services in this operation, DOD decided to use military personnel instead of contractor support under an existing Army logistics augmentation contract because the requirement to establish facilities for the incoming refugees was under the 15 days of notice that the contract stipulated. Although the contractor could have done the job in the required time, the contract would have required modification in this case and would likely have cost additional money, according to DOD officials. Operating conditions can also make the use of contractors impractical. For example, while the Department of State prefers to use contract aircraft for noncombatant evacuations if possible, it will request DOD aircraft if hostile conditions exist.

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## Reimbursement for DOD Support Is Not Centrally Managed or Tracked

DOD units that provided support for civil activities are responsible for tracking costs and collecting payments for costs incurred when appropriate. Neither the Office of the Secretary of Defense nor the military departments are required to centrally manage or track reimbursements associated with the support. We found that DOD was sometimes slow to bill for the services provided. We also found that recipient agencies were

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<sup>9</sup> Federal Activities Inventory Reform Act of 1998 (P. L. 105-270, Oct. 19, 1998); Office of Management and Budget Circular Number A-76, Revised Supplemental Handbook (1999).

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sometimes late in making reimbursement payments. Nevertheless, DOD was paid for the reimbursable support it provided in most of the cases that we reviewed.

The Economy Act<sup>10</sup> is often used as authority for DOD support to other agencies; it requires reimbursement of actual costs for the goods or services provided. We reviewed the records of three of the many agencies that DOD provided support to under this act. We selected these agencies because each provided lists that included many instances of DOD support under the Economy Act. We did not determine the universe of DOD's Economy Act support to all agencies. We believe the 195 agreements of support that we chose are representative because they are typical of the Economy Act support that DOD and other agencies reported to us.

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## DOD Does Not Always Promptly Bill for Some Reimbursable Support

DOD's financial management regulation requires components involved in civil activities to bill recipients for the support within 30 calendar days of the last month in which the support was provided. Supporting DOD units bill recipients directly or through the Defense Finance and Accounting Service. To determine whether DOD billed and collected reimbursable costs, we reviewed 195 instances of DOD Economy Act support for the Department of State, the Drug Enforcement Administration, and the Secret Service during fiscal years 1997–99. We found that DOD was in some cases slow in billing the three entities but collected about \$36.6 million in reimbursable support costs for 163 of the 195 instances.

One area in which DOD acknowledged that it had not consistently collected reimbursements was for airlifts provided by the Air Force's 89th Airlift Wing for executive branch travel. As we noted in a previous report, reimbursements had not been collected for 63 instances of airlift support from 1993 to 1999.<sup>11</sup> We estimate in our report that DOD was owed about \$1.9 million from non-DOD agencies for these airlifts. The State Department and other agencies were not billed because the Air Force had not provided to the Defense Finance and Accounting Service the necessary

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<sup>10</sup> The Economy Act authorizes agencies to enter into interagency agreements to obtain goods or services. DOD's financial management regulation requires reimbursement for military labor, based on the actual hours worked or assigned, and for military fringe benefits and temporary duty costs for support provided under the act.

<sup>11</sup> *Defense Transportation: 89th Airlift Wing Executive Branch Policies Improved, but Reimbursement Issues Remain* (GAO/NSIAD–99–170, Aug. 16, 1999)

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information on the airlifts. In early 1999, the Air Force reported the airlifts to the Defense Finance and Accounting Service and it prepared bills for them. In May and June of 2000, the State Department received bills for \$378,205 for 26 airlifts from 1995 to 1999. The State Department paid all of these bills in June 2000, according to State Department documents and a Defense Finance and Accounting Service official.

The Drug Enforcement Administration had not received bills for some of the support that DOD provided. During fiscal years 1997–99, the Drug Enforcement Administration had 43 support agreements with DOD under the Economy Act. As of November 2000, the agency had paid \$19.4 million to DOD under 30 of the agreements. Drug Enforcement Administration records show that the agency had not paid for support under 13 (30 percent) of the agreements, but agency officials said that DOD had not yet billed the agency for the support. In addition, DOD had not billed the Drug Enforcement Administration until July 2000 for support provided under the Economy Act in 1991 and 1992. Because the appropriation that was originally obligated for these agreements had expired, the agency paid these two bills from a current appropriation.

The Secret Service also had not received bills for some of the support that DOD provided during fiscal years 1997–99. The Secret Service had 126 support agreements with DOD under the Economy Act and, as of October 2000, had reimbursed DOD \$16.8 million. Secret Service accounting records show that, for 19 of the 126 agreements (15 percent), reimbursement had not been made to DOD as of October 2000. However, Secret Service officials said that they had not been billed for the support provided under the 19 agreements. In addition, DOD has not yet billed the Secret Service for \$65,000 in support provided under an Economy Act agreement from fiscal year 1992.

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### Supported Agencies Were Not Always Timely in Reimbursing DOD for Billed Support

Recipient federal agencies are not always timely in reimbursing DOD for the support they receive. The fiscal year 2000 and 2001 DOD appropriations acts<sup>12</sup> prohibit DOD from providing additional reimbursable support to another agency whose reimbursements for previous support are more than 90 days in arrears. To obtain information on late payments, the Office of the Under Secretary of Defense (Comptroller) asked DOD components to review their records and report all the outstanding bills for support. They

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<sup>12</sup> P.L. 106–79, sec. 8122, Oct. 25, 1999, and P.L. 106–259, sec. 8103, Aug. 9, 2000.



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reported that 11 departments and agencies owed almost \$2.9 million of outstanding payments to DOD as of April 2000. The bills were dated in 1998 and 1999, and one was dated February 1997. Letters requesting payment and copies of the unpaid bills were sent to each of the agencies.

DOD was most concerned about the State Department's unpaid bills because it owed more than half (about \$1.9 million) of the total amount. In an April 2000 letter, the DOD Comptroller requested immediate payment. In a May 2000 letter, State said that it would not pay outstanding bills of about \$1.4 million<sup>13</sup> related to embassy security provided in Nairobi, Kenya. State asked for additional Marine Corps security guards after the embassy bombing there in August 1998. Starting in June 2000, DOD required the State Department to pay in advance for all routine Economy Act support, including airlifts. In a July 2000 letter to DOD, the State Department said that it would pay the \$1.4 million owed for embassy security, and it made that payment to DOD in September 2000. Immediately after receiving the payment, DOD stopped requiring the State Department to pay in advance for all routine Economy Act support.

The remaining 10 agencies that owed about \$1 million in outstanding bills had paid or planned to pay their bills, according to an Office of the Under Secretary of Defense (Comptroller) official. In some cases, payments to DOD had been misdirected, payments made to DOD had not been recorded, and DOD's bills were incorrect. Office of the Under Secretary of Defense (Comptroller) is continuing to receive additional information from DOD components on outstanding payments due from other agencies.

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## Agency Comments and Our Evaluation

We provided a draft of this report to the Office of the Secretary of Defense; the Secretary of State; the Secretary of the Treasury; the Attorney General; the Secretary of Health and Human Services; and the Director, Federal Emergency Management Agency.

The Departments of State, Treasury, Justice, and Health and Human Services did not have comments and DOD and the Federal Emergency Management Agency provided written comments. None of the agencies

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<sup>13</sup> DOD also reported an outstanding State Department bill of \$484,351 for helicopter lift support for avalanche relief in Austria. In this case, the State Department requested DOD support on behalf of the government of Austria, which assumed responsibility for paying for it. The State Department paid the bill in May 2000.

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raised questions about our findings. We have incorporated technical comments as appropriate.

Appendixes V and VI are DOD's and the Federal Emergency Management Agency's comments, respectively, in their entirety.

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We are sending copies of this report to the Secretary of Defense; the Secretary of the Army; the Secretary of the Navy; and the Secretary of the Air Force. We will also send copies to the Secretary of State; the Secretary of the Treasury; the Attorney General; the Secretary of Health and Human Services; and the Director of the Federal Emergency Management Agency. We will make copies available to others on request.

Please contact me at (202) 512-4300 if you or your staff have any questions concerning this report. Key contacts and contributors on this assignment are listed in appendix VII.

A handwritten signature in black ink that reads "Henry L. Hinton, Jr." with a stylized flourish at the end.

Henry L. Hinton, Jr.  
Managing Director  
Defense Capabilities and Management

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# Scope and Methodology

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To determine the extent to which DOD supported civil activities, we interviewed several headquarters organizations that coordinated the provision of goods and services to civil organizations. In particular, we discussed pertinent policy guidance and regulations with officials in those organizations. We used existing data to assess the extent of DOD's support, but those data generally did not demonstrate the full extent of DOD's support. Therefore, we limited our analysis on the extent of DOD's support to fiscal year 1999. We based our analysis on two major sources of information:

- File copies of formal requests for support that had been received by the Office of the Secretary of Defense.
- Detailed support data gathered at our request by DOD from military providers. DOD tasked its commands and offices to gather certain specific data—events, dates, types of support, recipients, providers, staffdays, costs, billing, reimbursements, and statutes authorizing reimbursements or waivers—from their subordinate units.

Most of the responses we received were incomplete, particularly concerning the numbers of military personnel and costs. Consequently, the data presented in this report are only estimates of the level of support DOD provided in fiscal year 1999. As agreed, we also limited our review of National Guard support to its participation in presidentially required federal support, not state-directed efforts.

To estimate the pay and allowance costs associated with the support DOD provided civil authorities in fiscal year 1999, we developed weighted average cost factors for each service. To calculate the daily cost of an event, we multiplied the total number of staffdays by a cost factor to get the daily cost of an event. Because many of the reports of support lacked cost data or cost factors that we could use in estimating cost, we had to develop reasonable cost factors ourselves. In addition to not knowing which cost factors by rank to use, we would usually know only the number of staffdays involved in the event and would not know the breakdown by rank. Therefore, in developing cost factors, we had to address

- which cost factor to use by grade, and
- the grades of military personnel who participated in support efforts.

To address the first problem, we used the official 1999 DOD reimbursement rates (those used by the military to bill non-DOD entities). These rates included basic pay, retired pay accrual, basic housing allowance, and other

such factors to compute, on an annual basis, the rate by grade. We converted the annual rates to daily rates by dividing by 365.

To address the second problem, we assumed that the breakdown for an event would be the same as for the service as a whole. We used a weighted average to develop our cost by grade. This seemed reasonable, since most of a service is composed of lower-ranked personnel, and it seemed likely that most of the support personnel would also be lower-ranked. For example, in 1999, personnel ranked E-1 through E-5 made up 60 percent of the Army. For an event supported by more than one service, we used that service's cost factor for its staffdays and the other service's cost factor for its staffdays. For the Reserves and the National Guard, we used the active Air Force, Army, or Navy rates, as appropriate. For those instances where the service was not identified, we used an average of the total cost factor for all the services. The daily rates we generated and used were as follows:

- U.S. Air Force, Air National Guard, and Air Force Reserve, \$146.88.
- U.S. Army, Army National Guard, and Army Reserve, \$128.18.
- U.S. Navy and Navy Reserve, \$142.97.
- U.S. Marine Corps, \$115.48.
- Generic National Guard (branch unidentified), \$136.30.
- Component unidentified, \$135.46.

Generally, our DOD sources gave us either the total number of staffdays for a support instance or the calendar duration and number of personnel. For 15 instances, however, we were given data on the duration of the support and the peak number of staffdays. For these instances, we estimated the total number of staffdays in the following manner:

- For 10 of these instances lasting 23 calendar days or less we estimated the total staffdays in each case by multiplying duration by peak staffdays because of their nature (6 were natural disasters) and their relatively short duration. For example, for 7 days in May 1999, DOD gave assistance for tornado recovery efforts in Oklahoma. At its peak, this event was supported by 11 active-duty Army personnel. To estimate the total staffdays for the event, we multiplied the peak number (11) by the duration (7 days) to arrive at an estimated total of 77 staffdays.
- For three of the remaining five instances with durations longer than 23 calendar days, we judged it appropriate, given their nature, to derive our estimates of total staffdays by multiplying duration by peak staffdays.

- For the last two instances, which had durations of 91 and 365 calendar days, we assumed a period of buildup, a peak period, and a drawdown period. We assumed one sixth of the duration was for build-up, one sixth for drawdown, and two thirds for peak. For the buildup, we divided the peak staffdays by the number of days for the buildup. For each day of the buildup, we assumed that the staffday total would increase by this calculated number until the peak staffday was reached. We assumed the reverse for the drawdown. Using this assumed distribution for the staffdays for these two instances, we summed the staffdays to get the total.

To determine whether DOD support provided for civil activities has adversely affected military retention, we examined retention trends for the four military services and across DOD for fiscal years 1989–99. We reviewed several recent studies on DOD retention and deployments, including the 1999 DOD-wide survey of active-duty personnel. We identified units that deployed often, using DOD personnel deployment data, and determined, from information collected during our review of the extent of activity, which of these units frequently deployed for civil activities. We visited some of these units (see list at the end of this appendix) to discuss how deployments for civil support have affected personnel retention. To discuss changes in the tracking of deployments, we met with and reviewed information from DOD officials involved in developing and implementing the congressionally mandated changes to DOD's personnel deployment tracking systems.

Concerning the availability of sources other than DOD to support civil activities, we contacted each of the military services' logistics contract augmentation offices to obtain and discuss with officials the use of contractor support. We reviewed pertinent directives and Office of Management and Budget guidance on the performance of services by contractors. We discussed with officials from various recipient agencies their rationale for requesting DOD support and contacted several commercial contractors regarding their capabilities to provide such support.

To determine whether DOD charged other agencies for the support provided and whether these agencies reimbursed DOD, we reviewed statutes, directives, and regulations that provide policy and procedures on reimbursements. We also identified the various authorities requiring full or partial reimbursement or that authorized a waiver of support costs. In addition, we analyzed DOD's fiscal year 1999 data regarding the extent of

support to determine which support was reported to be reimbursable and the amounts reimbursed.

For a more detailed review of billings and reimbursement payments, we selected 195 instances of support provided under the Economy Act by many different DOD components to the State Department, the Drug Enforcement Administration, and the Secret Service. We selected these agencies because they provided lists to us that included many instances of support from DOD under the Economy Act. Many other agencies also use Economy Act support, but we did not determine the universe of DOD's Economy Act support to these agencies. Therefore, we cannot possible to project our findings on billings and reimbursement to the universe. However, we believe the 195 instances of support we chose are representative because they are typical of all the Economy Act support reported to us by DOD and other agencies. We determined the amount the agencies were billed for DOD's support and the status of payments to DOD. We interviewed financial management officials on the timeliness of billings by DOD. In addition, we reviewed the efforts of the Office of the Secretary of Defense (Comptroller) to identify DOD bills that had not been paid by other agencies and to collect the amounts that were in arrears.

We did not include support services provided by the Army Corps of Engineers in our review because the Corps' mission involves monitoring contractors rather than directly supplying support. Support services provided to DOD by other federal agencies were also beyond the scope of our review.

Due to the volume and decentralized nature of the available data and the limited time available, we did not verify DOD data for accuracy, especially that on billed and reimbursed amounts. We excluded any classified support that DOD provided.

We performed our work at the following DOD, service, and civil agencies located in Washington, D.C.:

- Office of the Executive Secretary.
- Directorate for Accession Policy, Office of the Assistant Secretary of Defense, Force Management Policy.
- Director, Joint Chiefs of Staff (Manpower and Personnel), J-1.
- Office of the Secretary of Defense (Comptroller).
- Departments of the Army, Navy, and Air Force (Comptroller).
- Director of Military Support.

- Army and Air National Guard.
- Director, Programs, Resources and Assessments, Drug Enforcement Policy and Support, Office of the Assistant Secretary of Defense, Special Operations/Low-Intensity Conflict.
- Washington Headquarters Services.
- Director, Innovative Readiness Training, Office of the Assistant Secretary of Defense for Reserve Affairs (Readiness, Training, and Mobilization).
- Federal Emergency Management Agency.; Department Of State.; Department Of Justice.; Department of Treasury.; and Department of Health and Human Services.

We also visited the following military units:

- Technical Escort Unit, Edgewood Arsenal, Maryland.
- 437th (active) and the 315th (reserve) Airlift Wings, Charleston Air Force Base, South Carolina.

We conducted this review from October 1999 to January 2001 in accordance with generally accepted government auditing standards.



# Compendium of Major Legal Authorities Authorizing DOD Support to Civil Organizations

Authorities For Detail <sup>a</sup>	Reimbursement
10 U.S.C. section 711. The President, with the advice and consent of the Senate, may appoint an officer from each of the three military departments as senior members of the Military Staff Committee of the United Nations.	Not mentioned. <sup>b</sup>
10 U.S.C. section 711a. Commissioned officers of the three military departments may be detailed for duty with the American Red Cross by the Secretary of the military department concerned for medical- or dental-related activities.	Not mentioned.
10 U.S.C. section 712. Upon application of the country concerned, the President may detail military personnel to various countries to assist in military matters.	Arrangements may be made with the receiving countries for reimbursement or other cost-sharing associated with having the detailed members perform functions under this section.
10 U.S.C. section 713. The Secretary of a military department, upon request by the Secretary of State, may assign or detail members of the armed forces for duty as couriers and building inspectors.	Assignment or detail may be with or without reimbursement. However, the member's travel expenses may be paid as authorized for officers of the Foreign Service from State Department appropriations.
10 U.S.C. section 719. Upon the request of the Secretary of Commerce, the Secretary of a military department may assign or detail military personnel for duty in the National Oceanic and Atmospheric Administration.	Reimbursement required.
10 U.S.C. section 1491. The Secretary of Defense shall ensure, upon request, that a funeral honors detail is provided for the funeral of any veteran.	Not mentioned.
10 U.S.C. section 3534. The President may detail not more than three Corps of Engineers officers to assist the Mayor of the District of Columbia.	Not mentioned.
10 U.S.C. section 4301. The Secretary of the Army may detail Army members as students at educational institutions or as students, observers, or investigators at industrial plants, hospitals, and other places in order to acquire knowledge and perfect their skills.	Expenses incident to the detail shall be paid from any Army appropriation.
10 U.S.C. section 5983. Upon request by the Secretary of State, the Secretary of the Navy may assign enlisted members of the Navy to serve as custodians at any embassy, legation, or consulate.	Not mentioned.
10 U.S.C. section 5985. The President may detail Navy officers as superintendents or instructors at state or regional maritime academies that receive benefits under the Merchant Marine Act, 1936 (46 U.S.C. App. section 1295c).	Not mentioned, but see 46 U.S.C. App. section 1295c, at the end this section.
10 U.S.C. section 5986. To promote naval engineering and architecture, the President, upon the application of any established scientific school in the United States, may detail a qualified Navy officer as a professor in that school.	Not mentioned.
10 U.S.C. section 9301. The Secretary of the Air Force may detail Air Force members as students at educational institutions or as students, observers, or investigators at industrial plants, hospitals, and other places in order to acquire knowledge and perfect their skills.	Expenses incident to the detail shall be paid from any Air Force appropriation.

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<b>Authorities For Detail<sup>a</sup></b>	<b>Reimbursement</b>
22 U.S.C. section 287d-1. The President, in support of United Nations activities specifically directed to the peaceful settlement of disputes, may detail to the United Nations no more than 1,000 personnel of the armed forces.	Reimbursement required, but in exceptional circumstances, or when the President finds it to be in the national interest, he may waive, in whole or in part, the reimbursement requirement.
22 U.S.C. section 2388. The head of any U.S. agency may detail, assign, or otherwise make available any officer or employee to an international organization to serve with, be a staff member of, or provide technical or professional advice to such organization.	Reimbursement not required, but by agreement may be obtained for all or part of the detailee's compensation, travel expenses, and benefits and allowances. See 22 U.S.C. section 2390.
22 U.S.C. section 2348. The President may furnish assistance to friendly countries and international organizations for peacekeeping operations and other programs carried out in furtherance of the national security interests of the United States.	Such assistance may include reimbursement to DOD for expenses incurred under 22 U.S.C. section 287d-1 except that such reimbursements may not exceed \$5 million unless a greater amount is authorized by this section.
36 U.S.C. section 2101. The President shall appoint one officer of the Regular Army to serve as secretary of the American Battle Monuments Commission. Also, armed forces members may be appointed members of the Commission by the President.	Not mentioned.
36 U.S.C. section 2102. On request by the American Battle Monuments Commission, the head of any U.S. agency may make personnel and facilities available to the Commission.	Reimbursement required for pay and allowances of personnel made available to the Commission.
42 U.S.C. section 2473. Members of the military services may be detailed to the National Aeronautics and Space Administration under cooperative agreements with the service Secretaries.	Not mentioned. However, the detail of a member may be to the same extent as that to which he/she might be lawfully assigned in DOD.
42 U.S.C. section 5144. Authorizes any federal agency to temporarily detail personnel to emergency support teams involved in major disasters or emergencies.	Reimbursement may or may not be required as determined by the President.
46 U.S.C. App. 1295c(e). The President may detail any of the personnel of the Navy, Coast Guard, or the U. S. Maritime Service to any state maritime academy to serve as superintendents, professors, lecturers, or instructors.	Not required.
<b>Authorities for Services<sup>c</sup></b>	<b>Reimbursement</b>
8 U.S.C. section 1521. The Director, Office of Refugee Resettlement, may enter into arrangements with other agencies to fund and administer programs relating to refugee resettlement	Not mentioned.
8 U.S.C. section 1522(b)(3). The Secretary of Health and Human Services is authorized to make arrangements (including cooperative arrangements with other federal agencies) for the temporary care of refugees in the United States in emergency situations, including the establishment of processing centers.	Not mentioned.
10 U.S.C. section 168. The Secretary of Defense may conduct military-to-military contacts designed to encourage a democratic orientation of other countries' military forces. Activities may include exchanges of military and civilian personnel.	Not mentioned, but appropriations authorized.
10 U.S.C. section 371. DOD may provide information collected during the normal course of military training or operations that may be relevant to a violation of federal or state law to appropriate federal, state, or local law-enforcement officials.	10 U.S.C. section 377 requires a civilian law enforcement agency to reimburse DOD for support provided under 10 U.S.C. section 371-382 unless support is provided in the normal course of training or operations or the support results in a benefit to DOD akin to training or operations. <sup>d</sup>

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**Authorities For Detail<sup>a</sup>**

**Reimbursement**

10 U.S.C. section 372(a). DOD may make available to any federal, state, or local law enforcement agency for law enforcement purposes any DOD equipment, base facility, or research facility.

10 U.S.C. section 377 requires a civilian law-enforcement agency to reimburse DOD for support provided under 10 U.S.C. section 371–382 unless support is provided in the normal course of training or operations or the support results in a benefit to DOD akin to training or operations.<sup>d</sup>

10 U.S.C. section 372(b). In preparation for or in response to an emergency involving chemical or biological agents, DOD may, in addition to equipment and facilities, provide appropriate material or expertise to federal, state, and local law-enforcement or emergency-response agencies.

10 U.S.C. section 377 requires a civilian law-enforcement agency to reimburse DOD for support provided under 10 U.S.C. section 371–382 unless support is provided in the normal course of training or operations or the support results in a benefit to DOD akin to training or operations.<sup>d</sup>

10 U.S.C. section 373. DOD personnel can train federal, state, or local law-enforcement officials in the operation and maintenance of equipment and provide such officials with expert advice.

10 U.S.C. section 377 requires a civilian law enforcement agency to reimburse DOD for support provided under 10 U.S.C. section 371–382 unless support is provided in the normal course of training or operations or the support results in a benefit to DOD akin to training or operations.<sup>d</sup>

10 U.S.C. section 374. DOD personnel may be made available to maintain equipment made available to civilian law-enforcement agencies and may operate equipment for a federal and civilian law-enforcement agency with respect to violations of certain criminal laws, including those relating to controlled substances, immigration, and customs and for specified purposes, such as aerial reconnaissance, and interception of vessels or aircraft outside the land area of the United States.

10 U.S.C. section 377 requires a civilian law-enforcement agency to reimburse DOD for support provided under 10 U.S.C. section 371–382 unless support is provided in the normal course of training or operations or the support results in a benefit to DOD akin to training or operations.<sup>d</sup>

P.L. 101–510 section 1004, as amended, 10 U.S.C. section 374 note. Authorizes DOD, through fiscal year 2002, to provide a variety of support for counterdrug activities to federal, state, local, or foreign law-enforcement agencies, including the transportation of personnel, establishment of bases for facilitating counterdrug activities, and ground reconnaissance.

Not required.

10 U.S.C. section 382. At the Attorney General's request and under jointly prescribed regulations, DOD may provide equipment and personnel to assist specified law-enforcement activities during an emergency involving a biological or chemical weapon of mass destruction.

10 U.S.C. section 377 requires a civilian law-enforcement agency to reimburse DOD for support provided under 10 U.S.C. section 371–382 unless support is provided in the normal course of training or operations or the support results in a benefit to DOD akin to training or operations.

P.L. 106–65 section 1023, 10 U.S.C. section 382 note. Until September 30, 2004, the Secretary of Defense, at the request of the Attorney General, may assist civil authorities by deploying DOD personnel or resources in responding to an act of terrorism or threat of such act involving a weapon of mass destruction within the United States.

Reimbursement required for DOD's incremental costs of providing assistance unless waived by the Secretary of Defense. However, if the Department of Justice receives an appropriation for such assistance, the Attorney General shall reimburse DOD, regardless of a waiver.

10 U.S.C. section 401. Authorizes DOD to carry out humanitarian and civic assistance activities in a foreign country in conjunction with authorized military operations. Examples of such activities include medical, dental, and veterinary care; construction of rudimentary roads; well drilling; and construction of basic sanitation facilities.

Not required. Expenses to be paid out of funds specifically appropriated for humanitarian and civic assistance.

P.L. 106–259 section 8009.<sup>c</sup> The Secretary of the Army may provide medical services at, and transportation to, Army hospitals in Hawaii for civilian patients from American Samoa, the Commonwealth of Northern Mariana Islands, the Marshall Islands, the Federated States of Micronesia, Palau, and Guam.

The Secretary may provide services without reimbursement.

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Authorities For Detail <sup>a</sup>	Reimbursement
10 U.S.C. section 402. Authorizes DOD to transport without charge to any country, on a space-available basis, supplies provided by nongovernmental sources intended for humanitarian assistance.	Not required.
10 U.S.C. section 404. Authorizes the President to direct DOD to provide disaster assistance outside the United States in the form of transportation, supplies, services, and equipment.	Not required. Amounts appropriated for DOD's Overseas Humanitarian, Disaster, and Civic Aid programs shall be available to fund assistance.
10 U.S.C. section 2012. The Secretary of a military department may authorize units or individual members to provide support and services to designated non-DOD governmental organizations, youth and charitable activities, and other entities approved by the Secretary. The assistance must be otherwise authorized by law or incidental to military training.	Not mentioned.
10 U.S.C. section 2342. Secretary of Defense may enter into an agreement with NATO governments and other organizations for the reciprocal provision of logistic support, supplies, and services to their respective military forces.	10 U.S.C. section 2344. Logistics support, supplies, and services under such agreement may be acquired or transferred by the United States on a reimbursement basis or by replacement in kind or exchange of supplies or services of an equal value.
10 U.S.C. section 2543. The Secretary of Defense may, with respect to presidential inaugural ceremonies, provide assistance to the Presidential Inaugural Committee and the congressional Joint Inaugural Committee.	Reimbursement required. The Presidential Inaugural Committee shall reimburse the Secretary for any assistance the Secretary deems appropriate beyond items specifically identified. The Committee shall also defray any expense incurred for the delivery, return, rehabilitation, replacement, or operation of loaned property.
10 U.S.C. section 2544. The Secretary of Defense, in connection with a national or world Boy Scout Jamboree, may lend cots, blankets, and other equipment; furnish services and expendable medical supplies; and provide transportation.	Supplies and expendable medical supplies are provided without reimbursement. Reimbursement is required for the delivery, return, rehabilitation, or replacement of loaned equipment and for any actual costs of transporting Scouts or loaned equipment.
10 U.S.C. section 2545. The Secretary of Defense is authorized to provide transportation for Girl Scouts as well as their equipment and property to and from specified national and international meetings.	Reimbursement required for actual transportation costs.
10 U.S.C. section 2546. The Secretary of a military department may make shelter and incidental services available to the homeless. Bedding may also be made available to non-DOD entities operating homeless shelters.	Not required.
10 U.S.C. section 2548. The Secretary of a military department, in connection with an annual conference of a national military association, may provide limited air and ground transportation, communications, medical assistance, administrative support, and security support, provided that the services can be provided in conjunction with military training and meet other requirements.	Not mentioned. Services can be provided only within funds available to the Secretary concerned.
10 U.S.C. section 2549. Implicitly authorizes the Secretary of Defense to provide inpatient medical care in the United States to foreign military and diplomatic personnel or their dependents.	Reimbursement is required unless comparable care is made available to a comparable number of U.S. military personnel and their dependents in the foreign personnel's country.

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10 U.S.C. section 2551. Funds authorized to be appropriated to DOD for a fiscal year for humanitarian assistance shall be used for the purpose of providing transportation of humanitarian relief and for other humanitarian purposes worldwide.	Not mentioned.
10 U.S.C. section 2554. The Secretary of Defense may provide assistance for the World Cup Soccer Games, the Goodwill Games, the Olympics, and any other civilian sporting event in support of essential security and safety at such event if the Attorney General certifies that assistance is necessary. Other assistance may also be provided in support of other needs relating to such event.	Not mentioned with regard to security and safety services. However, other assistance must be reimbursed in accordance with 10 U.S.C. section 377 (discussed previously in connection with 10 U.S.C. section 371) and other applicable law.
10 U.S.C. section 2602. The President may accept the cooperation and assistance of the American Red Cross. Employees of the American Red Cross, when performing duties in connection with assisting the armed forces, may be furnished (1) transportation; (2) meals and quarters, at their expense or that of the Red Cross, except that if civilian employees of the armed forces are quartered without charge, employees of the Red Cross may also be quartered without charge; and (3) available office space, warehousing, wharfage, and means of communications. Also, supplies of the Red Cross may be transported.	Travel is at the expense of the United States in the same manner as civilian employees of the armed forces. Office space and communications are furnished without charge, and the transportation of Red Cross supplies is at the expense of the United States if it is determined that the supplies are necessary for the assistance offered to DOD.
10 U.S.C. section 2604. The Secretary of Defense may cooperate with and assist the United Seamen's Service in establishing and providing facilities and services in foreign areas. Personnel of the United Seamen's Service, who perform duties in connection with such cooperation and assistance, have the same benefits as assisting Red Cross personnel under 10 U.S.C. section 2602.	Travel is at the expense of the United States in the same manner as civilian employees of the armed forces. Office space and communications are furnished without charge, and the transportation of United Seamen's Service supplies is at the expense of the United States if it is determined that the supplies are necessary for the assistance offered to DOD.
10 U.S.C. section 2606. The Secretary concerned may cooperate with and assist qualified scouting organizations in establishing facilities and services at locations outside the United States. Personnel of the scouting organizations may be transported at the expense of the United States, provided office space, warehousing, utilities, and communications. Scouting supplies may also be transported.	Travel expenses are limited to those provided to DOD civilian employees; office space, etc., is provided without charge, and scouting supplies can be transported at government expense. No mention is made of meals and quarters.
10 U.S.C. section 2635. Subject to certain conditions, the Secretary of Defense may assist the Department of Health and Human Services and the Department of Transportation in providing medical emergency helicopter services to civilians.	Reimbursement, if any, is to be determined by the Secretary.
10 U.S.C. section 2641. The Secretary of Defense may provide transportation on medical evacuation aircraft to transport a veteran to or from a Department of Veterans Affairs medical facility or to transport the remains of a deceased veteran who died at such facility after being transported to the facility under this provision.	No charge may be imposed on the veteran or his survivors. However, the Department of Veterans Affairs shall reimburse DOD for any transportation costs that DOD otherwise would not have incurred.
10 U.S.C. section 2641a. The Secretary of Defense may provide transportation on DOD aircraft on a space-available basis for American Samoa veterans between American Samoa and Hawaii if hospital care is required.	Not required.

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10 U.S.C. section 4626. The Secretary of the Army may sell aviation fuel, oil, and supplies for, and may furnish mechanical and other assistance to, aircraft operated by a foreign military or air attaché accredited to the United States.	Not mentioned. However, aircraft shelter may be furnished without charge.
10 U.S.C. section 4744. The Secretary of the Army may, on a space-available basis, permit specified classes of individuals (and in some cases, their families) to be transported on vessels operated by the Army transport agencies or by any military DOD transport agency.	Reimbursement required for the transportation of families and of officers and employees of Puerto Rico on official business.
10 U.S.C. section 7227. The Secretary of the Navy may furnish specified services and supplies to foreign naval vessels and military aircraft.	Generally, reimbursement is required without an advance of funds if foreign government provides similar services and supplies. However, routine port and airport services may be furnished at no cost if such services are provided by U.S. naval personnel and equipment without direct cost to the Navy. Also, reimbursement is not required if either routine service is provided U.S. naval vessels or military aircraft under a reciprocal agreement providing for the services without reimbursement by the United States.
10 U.S.C. section 9305. The Secretary of the Air Force may provide for the training of civilians selected from the instructional staff of civilian flying schools used by the Air Force to educate and train members of the Air Force.	Training is to be without cost to the United States, except for necessary training supplies.
10 U.S.C. section 9626. The Secretary of the Air Force may sell aviation fuel, oil, and supplies for, and may furnish mechanical and other assistance to, aircraft operated by a foreign military or air attaché accredited to the United States.	Not mentioned. However, aircraft shelter may be furnished without charge.
14 U.S.C. section 141(b). The Coast Guard, with the consent of the head of any U.S. agency, may avail itself of the agency's officers, employees, and facilities in the performance of its duties.	Not mentioned.
18 U.S.C. section 112 (f). The Attorney General, in enforcing a criminal provision prohibiting assaults against foreign officials, official guests, and internationally protected persons, may request the assistance of the military departments.	Not mentioned.
18 U.S.C. section 175a. The Attorney General may request the Secretary of Defense to provide assistance under 10 U.S.C. section 382 in support of activities relating to the enforcement of 18 U.S.C. section 175 in an emergency situation involving a biological weapon of mass destruction.	Reimbursement required to the extent required by 10 U.S.C. section 377.
18 U.S.C. section 229E. The Attorney General may request the Secretary of Defense to provide assistance under 10 U.S.C. section 382 in support of activities relating to the enforcement of 18 U.S.C. section 229 in an emergency situation involving a chemical weapon. <sup>f</sup>	Reimbursement required to the extent required by 10 U.S.C. section 377.
18 U.S.C. section 831(d). In connection with criminally prohibited transactions involving nuclear materials under section 831, the Attorney General may request DOD assistance in accordance with chapter 18, title 10 U.S.C. (Military Support for Civilian Law-Enforcement Agencies).	Reimbursement may be required per 10 U.S.C. section 377. See discussion under 10 U.S.C. section 371.

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18 U.S.C. section 831(e). In connection with criminally prohibited transactions involving nuclear materials, the Attorney General may request DOD assistance in enforcing this section, notwithstanding the Posse Comitatus Act (18 U.S.C. section 1385).	The Secretary may require reimbursement as a condition of assistance.
18 U.S.C. section 1116. The Attorney General, in enforcing a criminal provision prohibiting the murder or manslaughter of foreign officials, official guests, and internationally protected persons, may request the assistance of the military departments.	Not mentioned.
18 U.S.C. section 1201. In enforcing a criminal provision against kidnapping a foreign official, an internationally protected person, or an official guest, the Attorney General may request assistance from the military departments.	Not mentioned.
P.L. 94-524, as amended, 18 U.S.C. section 3056 note. Executive departments and agencies provide the Secret Service with services, equipment, and facilities on a temporary or permanent basis, as requested.	Reimbursement required when temporary or permanent assistance provided. However, DOD temporary assistance directly relating to protecting the President and specified other individuals is not reimbursable.
22 U.S.C. Section 4805. Federal agencies may provide, with or without reimbursement, security inspections, logistical support, and other overseas security functions, including protection of U.S. government personnel on duty abroad and U.S. missions as authorized by the Secretary of State and agreed to by the providing agency.	Reimbursement depends on the terms of the agreement between the agencies.
31 U.S.C. section 1108(g). Amounts available under law are available for field examinations of appropriation estimates. The use of the amounts is subject only to regulations prescribed by the appropriate standing committees of Congress. (DOD interprets this authority as authorizing DOD to provide transportation for members and staff of congressional committees when they conduct field examinations of DOD appropriation estimates.)	Not required where DOD estimates involved. See, DOD Directive 4515.12, Dec. 12, 1964, Nonsponsored Nonreimbursable Travel, para. 5.1.1.
31 U.S.C. section 1535, 1536 (The Economy Act). These provisions provide general authority for one federal agency to provide goods and services to another federal agency.	Reimbursement of actual costs required for the goods or services provided.
39 U.S.C. section 411. Authorizes DOD and other executive agencies to furnish real and personal property and personal and nonpersonal services to the Postal Service.	Reimbursement, if any, is determined by agreement between the Postal Service and the providing agency.
42 U.S.C. section 5170a. Authorizes the President to direct any federal agency to utilize its authorities and resources in support of assistance efforts of state and local governments after a major disaster. <sup>9</sup>	Reimbursement may or may not be required as determined by the President.
42 U.S.C. section 5170b(a). On the President's direction, federal agencies are authorized to provide state and local governments various forms of assistance that are essential to meeting immediate threats to life or property resulting from a major disaster.	The federal government is required to absorb at least 75 percent of the eligible cost of assistance provided under this section. However, reimbursement may be available from funds appropriated for disaster relief. See 42 U.S.C. section 5147.
42 U.S.C. section 5170b©. Authorizes DOD to perform immediate emergency work to preserve life or property for up to 10 days in situations that may be major disasters or emergencies.	Reimbursement shall be made from funds appropriated for disaster relief for emergency work provided under this subsection.
42 U.S.C. section 5185. The President is authorized during, or in anticipation of, an emergency or major disaster to provide communications systems to state and local governments.	Not mentioned, but reimbursement may be available under 42 U.S.C. section 5147.

**Appendix II**  
**Compendium of Major Legal Authorities**  
**Authorizing DOD Support to Civil**  
**Organizations**

Continued from Previous Page

Authorities For Detail <sup>a</sup>	Reimbursement
42 U.S.C. section 5192. In any emergency, the President may direct any federal agency to use its authority and resources to support state and local emergency assistance efforts.	Reimbursement may or may not be required, as determined by the President.
42 U.S.C. section 5197. Authorizes the Director of the Federal Emergency Management Agency to use the services of federal agencies in connection with emergency preparedness.	Agencies may be reimbursed for their expenditures, personnel compensation, or the use or consumption of their materials and facilities to the extent that funds are available.
49 U.S.C. section 1113. The National Transportation Safety Board may use available services, equipment, personnel, and facilities of other U.S. departments and agencies.	Use may be on a reimbursable or other basis.
P.L. 101–165, 103 as amended by P.L. 103–139, section 8131. Establishes the Emergency Response Fund, Defense, that the Secretary may use to provide supplies and services in anticipation of or in response to requests from other federal entities and state and local governments for assistance in responding to natural or manmade disasters.	Reimbursement required.
50 U.S.C. section 2312. Until the President designates another lead agency, the Secretary of Defense provides civilian employees of federal, state, and local agencies with training and expert advice regarding emergency responses to a use or threatened use of a weapon of mass destruction or related materials. (DOD advises that, effective Oct. 1, 2000, the Attorney General will assume the Secretary's responsibilities. The Attorney General may then use DOD personnel and capabilities to provide training and expert advice under the program. Reimbursement comments remain the same.)	Not mentioned, but appropriations authorized.
50 U.S.C. section 2314. The Secretary of Defense is to develop and maintain at least one domestic terrorism rapid-response team, composed of military members and DOD civilian employees, capable of aiding federal and nonfederal officials in the detection, neutralization, containment, dismantlement, and disposal of weapons of mass destruction containing chemical, biological, or related materials.	Not mentioned.
50 U.S.C. section 2333. The Secretary of Defense, in consultation with the Commissioner of Customs, shall carry out programs for assisting customs officials and border guards in the independent states of the former Soviet Union, the Baltic states, and other countries of Eastern Europe in preventing the unauthorized transfer and transportation of nuclear, biological, and chemical weapons and related materials, by providing training, expert advice, and the loan and maintenance of equipment and audits.	Not mentioned, but appropriations authorized.
Miscellaneous Authority	Reimbursement
Memorandum from the Chief of Staff to the President. Describes basis for White House-directed use of DOD aircraft, including use for Presidential Directed Missions on a nonreimbursement basis.	Not required per memorandum.

<sup>a</sup> These authorities primarily cover the detail of DOD military personnel, although some services may be involved.

<sup>b</sup> The notation “not mentioned” indicates only that the described authority does not address reimbursement for provided details or services. Reimbursement may be required under other authority, such as the Economy Act, 31 U.S.C. section 1535, 1536.



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**Appendix II**  
**Compendium of Major Legal Authorities**  
**Authorizing DOD Support to Civil**  
**Organizations**

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<sup>c</sup> These authorities primarily involve furnishing services but may also involve details of DOD military personnel.

<sup>d</sup> 10 U.S.C. section 377 provides that reimbursement, if required, should be made under the Economy Act, 10 U.S.C. section 1535, 1536, or other applicable law.

<sup>e</sup> This provision is found in the DOD Appropriations Act for Fiscal Year 2001. Similar language has been enacted in prior DOD appropriations acts and can be found at 10 U.S.C. section 401 note.

<sup>f</sup> 18 U.S.C. section 2332c, prohibiting chemical weapons and referenced in 10 U.S.C. section 382, was repealed by section 201©, P.L. 105-277, 112 Stat. 2681-871 (1998). The same public law created a new prohibition against chemical weapons at 18 U.S.C. section 229.

<sup>g</sup> E.O. 12656, November 18, 1998, as amended, assigns “lead” and “supporting” responsibilities to various federal agencies in connection with providing disaster relief. If DOD provides services to a lead federal agency or to a state or local government, reimbursement is generally expected, absent a presidential determination or statutory prohibition to the contrary. See 42 U.S.C. section 5147 (providing that agencies may be reimbursed for providing disaster relief); the Economy Act, 31 U.S.C. section 1535, 1536; the Defense Emergency Response Fund, P.L. 101-165 (1989); and DOD Directive 3025-1, January 15, 1993.

# Detailed Data on Extent of Military Support to Civil Entities

**Table 2: Instances, Duration, and Staffdays of DOD Support to Civil Entities in Fiscal Year 1999**

Component and service	Instances	
	Number <sup>a</sup>	Percent of Total
Active Army	4,948	67
Army Reserve	5	0
Active Air Force	1,615	22
Air Force Reserve	5	0
Active Navy	199	3
Navy Reserve	4	0
Active Marine Corps	189	3
Army National Guard	69	1
Air National Guard	158	2
generic National Guard	4	0
Not identified	166	2
Totals <sup>a</sup>	7,362	
Overall	7,125	

**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

Calendar days					Staffdays				
Average	Maximum	Minimum	Number <sup>a</sup>	Percent of Total	Average	Maximum	Minimum	Number	Percent of Total
2	365	1	10,122	25	176	659,340	1	871,821	43
7	17	3	37	0	258	980	3	1,291	0
12	365	1	18,606	46	350	153,300	1	565,311	28
11	38	1	57	0	69	304	1	343	0
8	365	1	1,601	4	877	82,583	1	174,526	9
9	17	5	34	0	15	21	5	58	0
5	365	1	980	2	470	85,234	1	88,900	4
22	365	1	1,530	4	3,386	44,013	1	233,619	12
8	120	1	1,224	3	83	2,517	1	13,187	1
106	365	2	425	1	698	2,190	2	2,790	0
37	365	1	6,130	15	346	11,664	1	57,503	3
			40,746					2,009,349	
5	365	1	38,387		282	659,340	1	2,009,350	

Note: Figures are our estimates.

<sup>a</sup> Totals of instances, calendar days, and staffdays exceed true totals because in many cases more than one service or component rendered assistance.

Source: DOD.

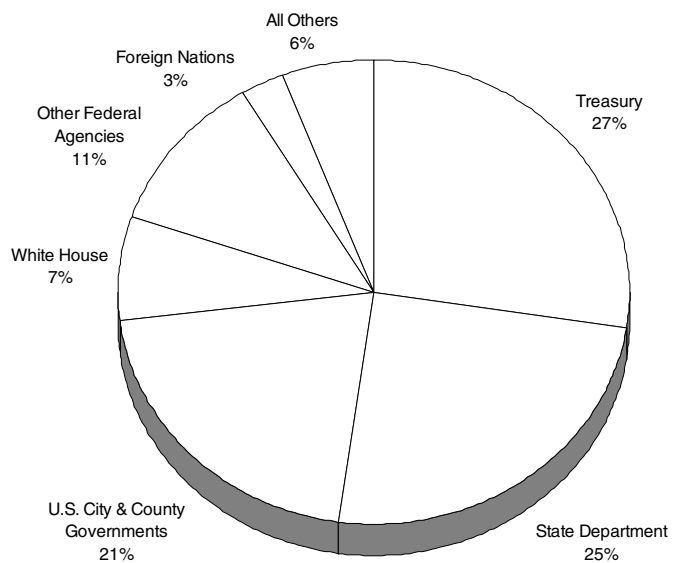
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**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

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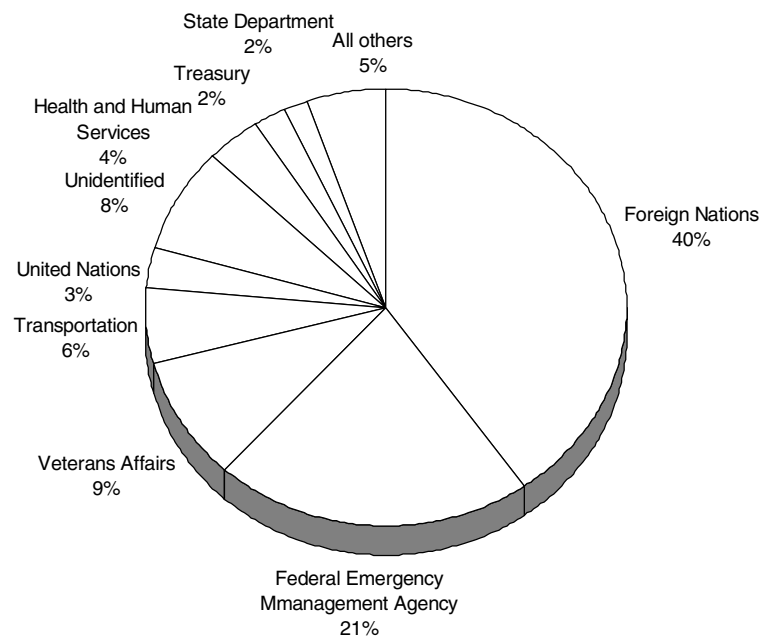
**Figure 1: Frequency of Civil Recipients of Military Assistance, Fiscal Year 1999**  
**(Percent of Total Instances)**



Source: DOD.

**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

**Figure 2: Consumers of Military Support, Fiscal Year 1999 (Percent of Staffdays)**



Source: DOD.

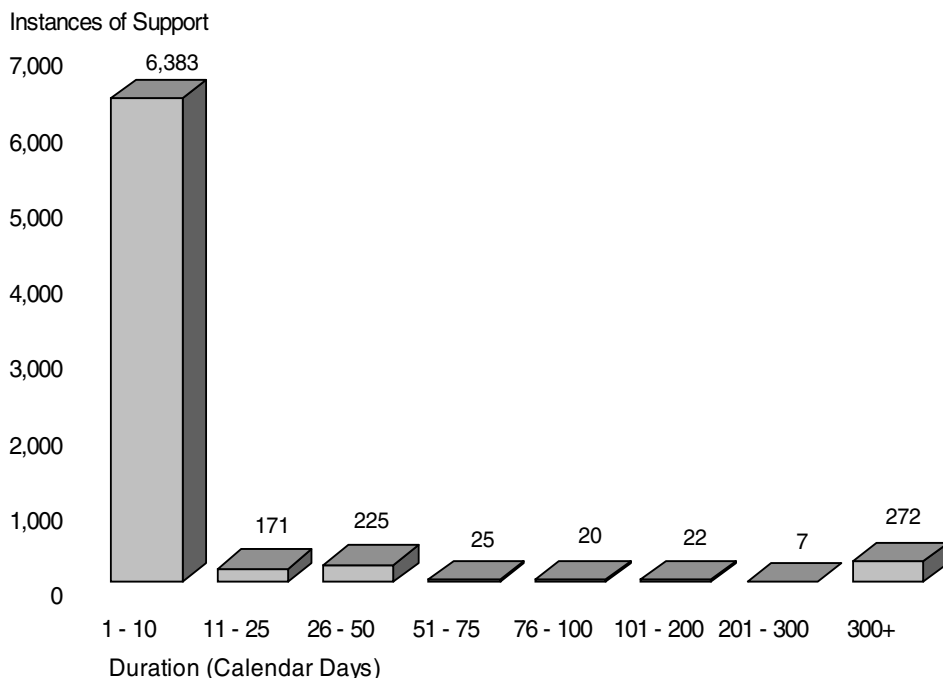
**Table 3: Military Occupations Most Frequently Providing Support to Civil Entities, Fiscal Year 1999**

Occupations	Instances		Staffdays	
	Number	Percent	Number	Percent
Explosive ordnance detection/disposal (dog teams)	4,613	65	33,106	2
Aircrews	1,208	17	706,376	35
Air support (e.g., ground crews, maintenance)	254	4	183	0
Investigators of explosive mishaps	212	3	848	0
Linguists and translators	137	2	9,850	1
Military police and other protection personnel	119	2	11,875	1

Note: Figures are our estimates.

Source: DOD.

Figure 3: Duration of DOD Support, Fiscal Year 1999



Note: Figures are our estimates.

Source: DOD.

Table 4 provides the average duration (in calendar days) and consumption (in staffdays) of assistance by category of support. On average, an instance of support lasted about 5 days and consumed about 280 staffdays. Overall, the support consumed more than 2 million staffdays. Humanitarian and refugee assistance averaged the longest duration and accounted for the most staffdays of support. This category and one other—responses to natural disasters—together accounted for only an estimated 27 percent of the calendar days of assistance but about 65 percent (1.3 million) of the staffdays. The high number of staffdays for these categories resulted from the extensive responses (319 instances) that DOD made to redress the damage wreaked by six hurricanes that year—Brett, Dennis, Floyd, Francis, George, and Mitch. In all, military support to hurricane recovery efforts in the United States and abroad exceeded 1 million staffdays.

**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

**Table 4: Average Duration and Staffdays of Fiscal Year 1999 Military Support, by Category**

Category	Duration (calendar days)			Staffdays		
	Average	Total	Percent	Average	Total	Percent
Humanitarian and refugees	45	8,456	22	4,549	864,239	43
Miscellaneous	15	9,175	24	2,255	556,996	28
Natural disasters	7	1,986	5	1,577	446,384	22
Meteorology, science, and research	36	12,710	33	203	71,860	4
Security	1	2,513	7	8	37,200	2
Special events	16	1,764	5	216	23,588	1
Air transport <sup>a</sup>	2	2,015	5	12	11,637	1
<b>Total<sup>b</sup></b>		<b>38,619<sup>b</sup></b>	<b>101<sup>c</sup></b>		<b>2,011,904<sup>b</sup></b>	<b>101<sup>c</sup></b>
Overall	5	38,387		282	2,009,350	

Note: Figures are our estimates.

<sup>a</sup>Contains some instances also included in the humanitarian and refugee category.

<sup>b</sup>Exceed the true number of calendar days and staffdays, because some instances fell into more than one support category.

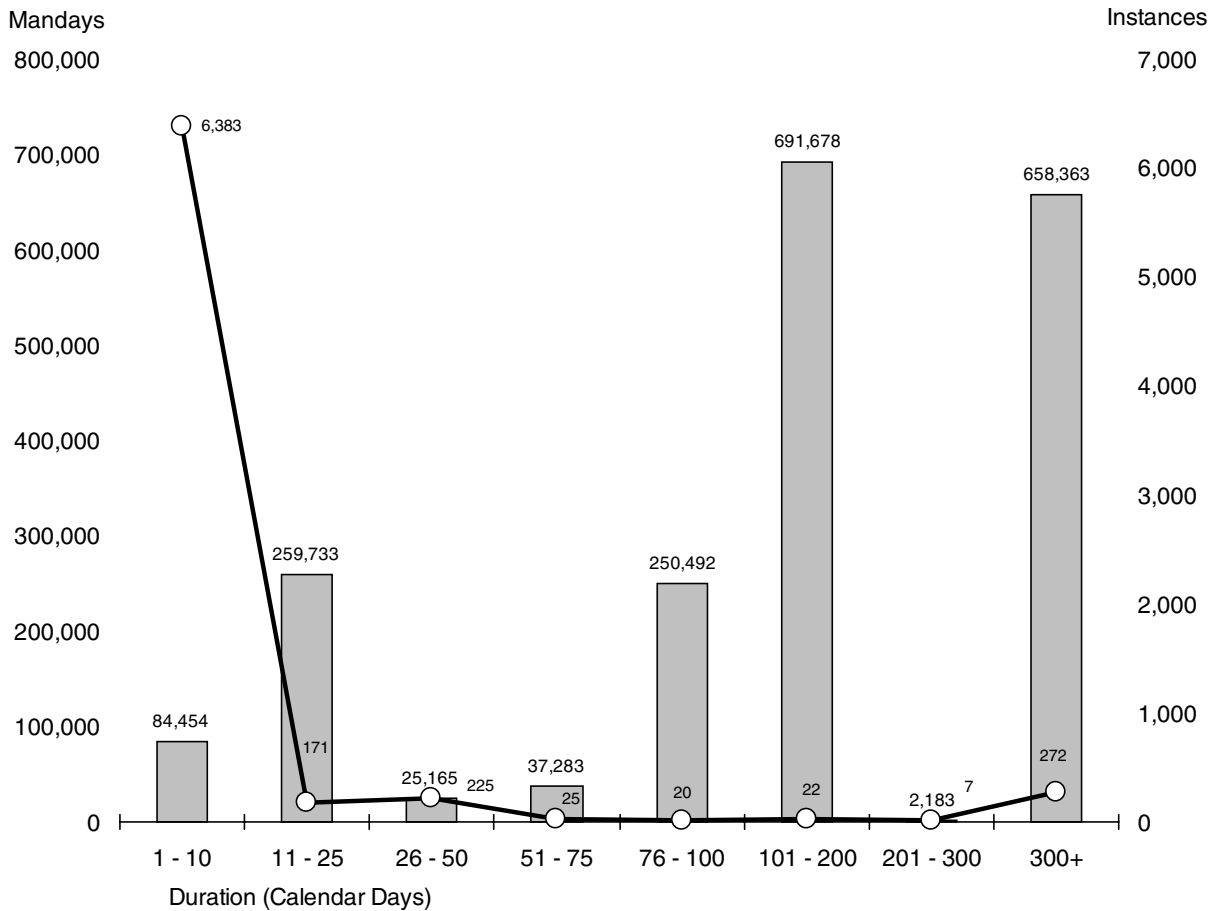
<sup>c</sup>Adds to more than 100 percent due to rounding.

Source: DOD

As figure 4 shows, nearly all instances of support in fiscal year 1999 (about 90 percent) lasted no longer than 10 days and totaled fewer than 85,000 staffdays. The most staffdays were expended on instances that lasted 101–200 days and more than 300 days; the least on those lasting 26–50 days and 200–300 days.

**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

**Figure 4: Staffdays and Instances of Fiscal Year 1999 DOD Support by Range of Duration**



Note: numbers are our estimates

Source: DOD.

However, as seen in table 5 the support instances of shortest duration averaged the smallest consumption of staffdays. More than 80 percent of all instances lasted only 1 day and averaged only 6 staffdays of personnel support.



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**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

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**Table 5: Average and Total Staffdays of Fiscal Year 1999 DOD Support to Civil Entities**

<b>Duration</b>	<b>Total Staffdays</b>	<b>Average Staffdays</b>
1 to 10 days	84,454	13
11 to 25	259,733	1,519
26 to 50	25,165	112
51 to 75	37,283	1,491
76 to 100	250,492	12,525
101 to 200	691,678	31,440
201 to 300	2,183	312
301+	658,363	2,420
Overall	2,009,350 <sup>a</sup>	282

Figure 5 below shows the staffdays and reported instances of DOD support by three broad groupings of providers: active-duty military, National Guard, and other (Reserves and unidentified).

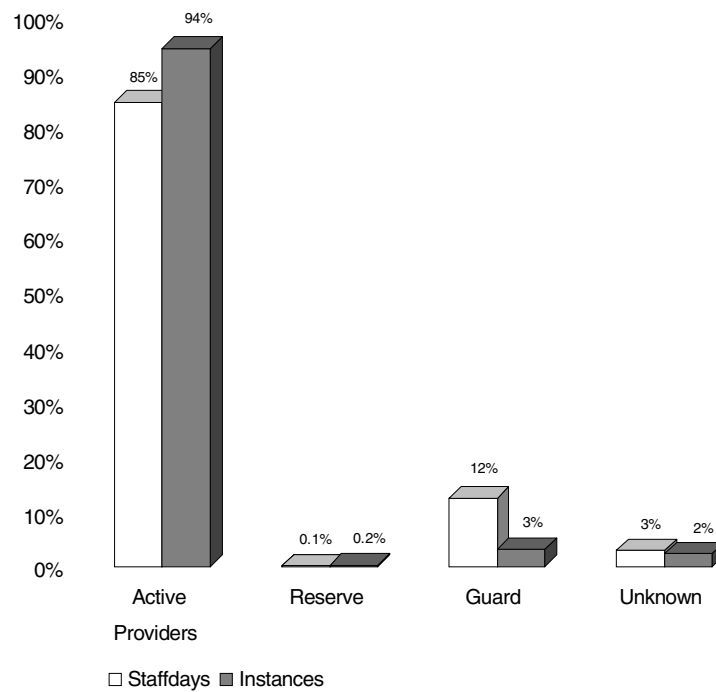
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**Appendix III**  
**Detailed Data on Extent of Military Support**  
**to Civil Entities**

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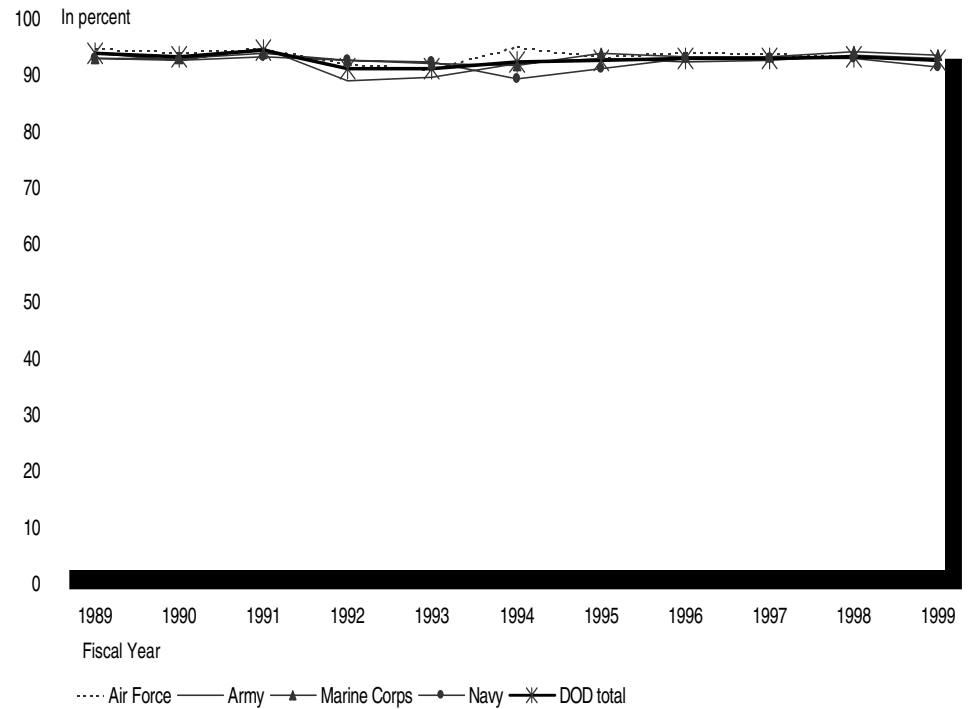
**Figure 5: DOD Providers of Fiscal Year 1999 Military Support, by Instances and Staffdays**



Source DOD.

# Officer and Enlisted Retention Rates

**Figure 6: Retention Rates Among Nonretirement Eligible Commissioned and Warrant Officers by Service and DOD-Wide (Fiscal Years 1989–99)**



Note: Service retention rates should be viewed independently and not compared to each other because each service, in order to sustain desired experience levels, determines a rate of retention based on its mission and structure.

Source: Defense Manpower Data Center, Active Duty Master File.

**Appendix IV  
Officer and Enlisted Retention Rates**

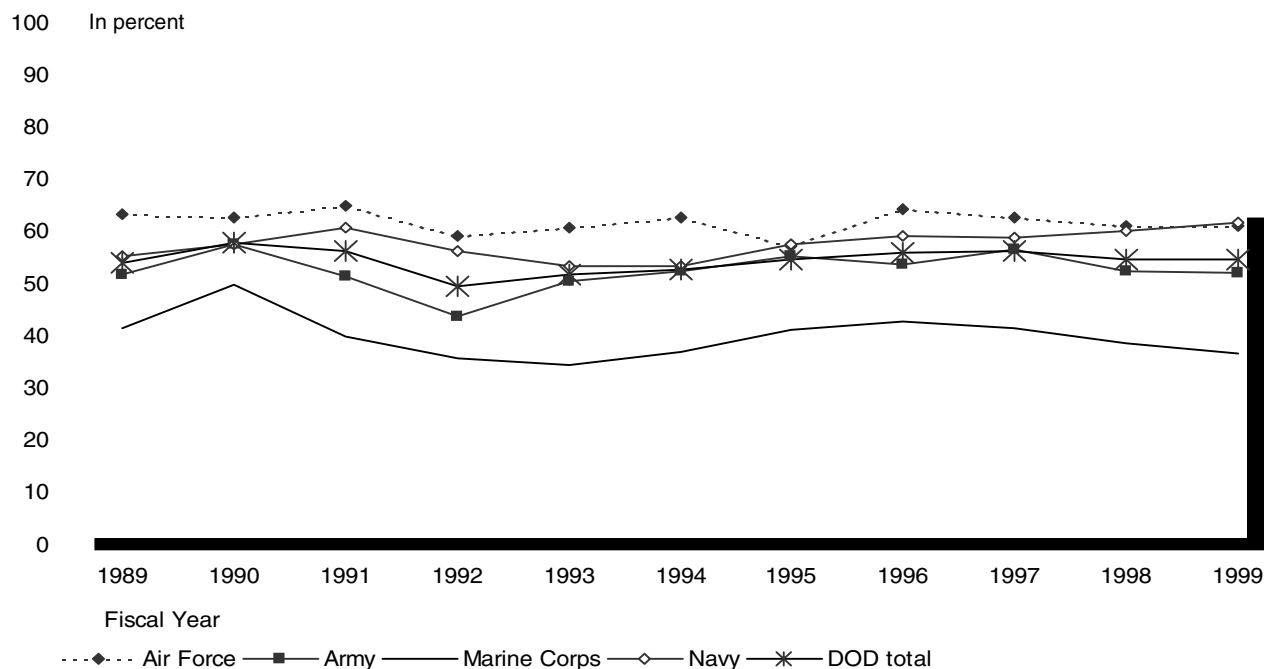
**Table 6: Retention Rates Among Nonretirement-Eligible Commissioned and Warrant Officers (Combined), by Service and DOD-Wide (Fiscal Years 1989–99)**

<b>Service and DOD-wide</b>	<b>Fiscal year</b>										
	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
<b>Air Force</b>											
Total officers	88,288	87,234	83,090	80,326	74,924	69,606	68,020	65,633	63,814	61,911	59,789
Number continuing	83,581	81,982	78,636	73,769	68,081	66,081	63,388	61,646	59,732	57,649	55,509
Continuation rate (%)	94.7	94.0	94.6	91.8	90.9	94.9	93.2	93.9	93.6	93.1	92.8
<b>Army</b>											
Total officers	90,019	90,191	87,715	85,755	79,040	73,950	71,349	69,481	67,057	65,985	65,467
Number continuing	84,434	83,306	82,943	76,259	70,674	67,792	66,047	63,992	62,004	61,659	60,767
Continuation rate (%)	93.8	92.4	94.6	88.9	89.4	91.7	92.6	92.1	92.5	93.4	92.8
<b>Marine Corps</b>											
Total officers	17,046	17,009	16,672	16,407	16,033	15,298	14,574	14,233	14,309	14,226	14,160
Number continuing	15,796	15,795	15,623	15,163	14,737	13,979	13,637	13,271	13,338	13,380	13,472
Continuation rate (%)	92.7	92.9	93.7	92.4	91.9	91.4	93.6	93.2	93.2	94.1	93.5
<b>Navy</b>											
Total officers	57,259	56,506	58,234	57,821	56,389	53,993	50,448	48,255	46,698	45,185	44,016
Number continuing	53,119	52,246	54,168	53,436	51,979	48,139	45,870	44,721	43,244	41,833	40,116
Continuation rate (%)	92.8	92.5	93.0	92.4	92.2	89.2	90.9	92.7	92.6	92.6	91.1
<b>DOD total</b>											
Total officers	252,612	250,940	245,711	240,309	226,386	212,847	204,391	197,602	191,878	187,307	183,688
Number continuing	236,930	233,329	231,370	218,627	205,471	195,991	188,942	183,630	178,318	174,521	169,864
Continuation rate (%)	93.8	93.0	94.2	91.0	90.8	92.1	92.4	92.9	92.9	93.2	92.5

Source: Defense Manpower Data Center, Active Duty Master File.

Appendix IV  
Officer and Enlisted Retention Rates

**Figure 7: Retention Rates Among Nonretirement-Eligible Enlisted Personnel by Service and DOD-Wide (fiscal years 1989–99)**



Note: Personnel in this figure have 1-19 years of service. Service retention rates should be viewed independently and not compared to each other because each service, in order to sustain desired experience levels, determines a rate of retention based on its mission and structure.

Source: Defense Manpower Data Center, Active Duty Master File.

**Table 7: Retention Rates Among Nonretirement-Eligible Enlisted Personnel by Service and DOD-Wide (Fiscal Years 1989–99)**

Service and DOD-wide	Fiscal Year										
	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>Air Force</b>											
Total eligible	94,092	112,244	103,383	98,294	86,089	77,475	82,160	75,818	71,867	69,493	68,550
Number retained	59,310	69,904	66,866	57,791	52,072	48,269	46,627	48,468	44,851	42,304	41,681
Retention rate (%)	63.0	62.3	64.7	58.8	60.5	62.3	56.8	63.9	62.4	60.9	60.8

**Appendix IV  
Officer and Enlisted Retention Rates**

(Continued From Previous Page)

<b>Service and DOD- wide</b>	<b>Fiscal Year</b>										
	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
<b>Army</b>											
Total eligible	219,680	189,257	165,105	191,929	150,859	134,914	143,562	144,793	128,167	107,290	104,364
Number retained	113,151	108,406	84,318	83,477	75,743	70,106	79,156	77,274	72,184	55,799	54,102
Retention rate (%)	51.5	57.3	51.1	43.5	50.2	52.0	55.1	53.4	56.3	52.0	51.8
<b>Marine Corps</b>											
Total eligible	45,376	44,651	49,444	56,370	51,169	46,997	47,243	51,572	50,986	48,912	46,901
Number retained	18,638	22,069	19,522	20,038	17,382	17,295	19,220	21,893	20,888	18,802	17,066
Retention rate (%)	41.1	49.4	39.5	35.5	34.0	36.8	40.7	42.5	41.0	38.4	36.4
<b>Navy</b>											
Total eligible	154,437	149,854	143,007	147,803	142,221	132,257	115,347	114,542	119,119	105,023	101,623
Number retained	85,090	85,759	86,429	82,402	75,593	70,004	65,980	67,425	69,745	62,739	62,415
Retention rate (%)	55.1	57.2	60.4	55.8	53.2	52.9	57.2	58.9	58.6	59.7	61.4
<b>DOD total</b>											
Total eligible	513,585	496,006	460,939	494,396	430,338	391,643	388,312	386,725	370,139	330,718	321,438
Number retained	276,189	286,138	257,135	243,708	220,790	205,674	210,983	215,060	207,668	179,644	175,264
Retention rate (%)	53.8	57.7	55.8	49.3	51.3	52.5	54.3	55.6	56.1	54.3	54.5

Note: Personnel in this figure have 1-19 years of service.

Source: Defense Manpower Data Center, Active Duty Master File.

# Comments from the Department of Defense

Note: GAO comment supplementing those in the report text appears at the end of this appendix.



FORCE MANAGEMENT  
POLICY

ASSISTANT SECRETARY OF DEFENSE  
4000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-4000

JAN 9 2001

Mr. Henry L. Hinton, Jr.  
Managing Director  
Defense Capabilities and Management  
U.S. General Accounting Office  
Washington, DC 20548

Dear Mr. Hinton:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) draft report, "MILITARY PERSONNEL: Full Extent of Support to Civil Authorities Unknown But Unlikely To Adversely Impact Retention" dated December 5, 2000 (GAO Code 702026/OSD Case 3015). The Department has no objections to the contents of the draft GAO report, but are concerned about the implications of the title chosen to summarize GAO's review.

The title of the draft report implies a complete and detailed GAO review of military retention in general versus retention of personnel assigned to those organizations and agencies specifically surveyed during the course of the review, then extrapolating the results to all personnel in units under similar circumstances. The Department would suggest that the title of the final GAO Report be changed to "MILITARY PERSONNEL: Full Extent of Support to Civil Authorities Unknown But Unlikely to Adversely Impact Retention of Surveyed Units" to reflect the limitations and the scope of the review. This will ensure that DoD, GAO, and the Senate Armed Services Committee gain maximum benefit from this GAO Review.

The Department appreciates the opportunity to comment on the draft GAO Report.

Sincerely,

  
Alphonso Maldon, Jr.



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The following are GAO's comments on the Department of Defense's letter dated January 9, 2001.

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## GAO Comments

1. DOD cited a concern about the title of the report, stating that it implied a complete and detailed review of military retention in general rather than the retention of personnel assigned to those organizations and agencies specifically surveyed during the course of the review. Actually, our assessment of the impact of military support assignments on retention was based primarily on DOD's 1999 Survey of Active Duty Personnel. That survey was administered to a stratified random sample of 66,000 servicemembers and can be projected to represent the views of the entire force. Consequently, we believe it is appropriate to indicate in the title that military support to civil authorities is unlikely to have a negative impact on retention.



# Comments From the Federal Emergency Management Agency



## Federal Emergency Management Agency

Washington, D.C. 20472

JAN 5 2001

RR-RC-AD

Mr. Henry L. Hinton, Jr.  
Managing Director  
Defense Capabilities and Management  
U.S. General Accounting Office  
Washington, D.C. 20548

Dear Mr. Hinton:

In reference to your December 6, 2000, letter to James L. Witt, Director, Federal Emergency Management Agency (FEMA), we are providing comments on your draft report on Department of Defense Support to Civil Authorities (GAO code 702026).

We have reviewed the subject document and concur with its overall findings; however, we have no readily available documentation to confirm the estimated DOD staff days of FEMA support. As the report indicates, FEMA tends to utilize DOD assets as "a last resort" when other Agencies cannot provide the assistance needed, this is most evident in the use of transportation or the military ability to expeditiously mobilize assets. With regard to mission assignments we have recently instituted procedures to track and expeditiously process and pay mission assignment costs. However, delays have been experience with DOD because of lack of timely billing and proper supporting documentation. In this regard at Headquarters alone, we currently have 33 open mission assignments totaling \$30,679,607 in unliquidated obligations. We are working closely with DOD to expedite closeout of these accounts.

Thank you for the opportunity to comment. If you have any questions please call me on (202) 646-3692 or have a staff member call Bruce Baughman, Director, Operations and Planning Division on (202) 646-2981.

Sincerely,

A handwritten signature in black ink, appearing to read "Lacy E. Sulter", is positioned above the typed name.

Lacy E. Sulter  
Executive Associate Director  
Response and Recovery Directorate

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# GAO Contacts and Staff Acknowledgments

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## GAO Contacts

Norman J. Rabkin (202) 512-5140  
William E. Beusse (202) 512-5140  
Brenda S. Farrell (202) 512-5140

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## Staff Acknowledgments

In addition to the contacts named above, Dudley C. Roache, Jr., Ken Adams, Albert Abuliak, Alan M. Byroade, Colin L. Chambers, Melissa McDowell, Charles Perdue, and Alan S. Goldberg made key contributions to this report.

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- 1-800-424-5454 (automated answering system)



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