

Fiscal Year (FY) 2008/FY 2009 Budget Estimates

Defense Security Cooperation Agency

Overseas Humanitarian, Disaster, and Civic Aid, Defense



February 2007

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**DEFENSE SECURITY COOPERATION AGENCY
Overseas Humanitarian, Disaster and Civic Aid (OHDACA)
Operation and Maintenance, Defense-Wide
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	<u>FY 2006</u> <u>Actuals</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2007</u> <u>Estimate</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2008</u> <u>Estimate</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2009</u> <u>Estimate</u>
OHDACA	120,789	2,728	-60,570	62,947	4,355	35,998	103,300,	2,023	177	105,500

I. Description of Operations Financed:

The FY 2008 budget estimate requests \$103.3 million for the OHDACA appropriation with \$63.3 million to finance the three baseline programs: humanitarian assistance, humanitarian mine action, and foreign disaster relief and emergency response. The remaining \$40.0 million will be used to finance major disasters during the first year of the two-year appropriation. If not required during the first year, the \$40.0 million will be used to finance additional humanitarian activities within each Combatant Command.

The Humanitarian Assistance (HA) Program: Established in 1986, this program is designed to assure friendly nations and allies of our support and provide basic humanitarian aid and services to populations in need. The Department and Combatant Commanders (CoCOMs) seek to help avert political and humanitarian crises, promote democratic development and regional stability, and enable countries to begin to recover from conflicts.

The HA projects and activities accomplish these objectives in several ways. They support (1) donation of excess non-lethal DoD property and (2) the provision of on-the-ground activities carried out by U.S. military personnel aimed at assuring friendly nations of our support by improving U.S. military presence in countries. Such activities include assessment of needs, rudimentary construction of clinics, schools, and roads, as well as medical, technical and logistical assistance.

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In non-crisis peacetime settings, DoD humanitarian assistance programs support the CoCOMs by providing access to and fostering goodwill for the U.S. military in selected countries.

The DoD, in coordination with the Department of State (DoS), transports non-lethal excess defense property in support of U.S. national security and foreign policy objectives. Funding also provides for distribution of relief supplies, acquisition and shipment of transportation assets to assist in distribution; purchase and provision of relief supplies; refurbishment and restoration of excess DoD non-lethal equipment; storage of excess property; and inspection, packaging and intermediary warehouse storage until excess material is delivered. The costs of DoD assistance include other smaller scale activities conducted by U.S. forces targeted at relieving suffering and promoting U.S. military presence in countries. These activities include training, rudimentary construction, and medical, technical, engineering and logistical assistance. Among the functions of such activities are surveys and assessments to ensure the DoD excess property is appropriately used for the intended purpose and that local personnel are trained in its operation and maintenance.

Humanitarian Assistance activities of the CoCOMs reflect the priorities of the Secretary of Defense and the Chairman, Joint Chiefs of Staff. They also include support programs that ensure proper administration of humanitarian activities and allow the DoD to anticipate future requirements and understand key issues related to program execution. Activities include technical and administrative assistance and studies, including initiatives to support actions to improve civilian-military collaboration and coordination of humanitarian assistance and operations with NGO and international organizations. These activities provide for timely response to emerging priorities defined by U.S. government (USG) principals as important to the bilateral military

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relations of the United States, to include requests from other agencies that further national security and foreign policy objectives.

In FY 2008, \$40.9 million is requested to support DoD humanitarian assistance programs and activities. Activities include transportation, excess property, and other targeted assistance for disaster preparedness and mitigation in countries where the other programs available. The list of projects submitted by CoCOM and country identify that each CoCOM has more projects requested than funding available. Should a major disaster not occur during the first year of this two-year appropriation, the \$40.0 million requested for Building Partnership Capacity initiatives will be used to fund additional projects on the list. However, some variation may be necessary based on environmental requirements during funding execution.

The approximately 900 Humanitarian Assistance projects by CoCOM are reflected below:

<u>Combatant Command</u>	<u>Number Projects</u>	<u>Estimated Cost (\$M)</u>
USCENTCOM	170	\$ 30.0
USEUCOM	355	34.0
USPACOM	130	7.6
USSOUTHCOM	<u>235</u>	<u>11.8</u>
	880	\$ 83.5

The Humanitarian Mine Action (HMA) Program is a major component of the USG program and supports DoD's security cooperation strategy. Explosive Remnants of War (ERW), which include landmines, unexploded ordnance, and small arms ammunitions, are the residues of

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civil wars and internal conflicts on virtually every continent. Increasingly in these conflicts, these ERW deny civilian populations their livelihoods, uproot them from their lands, and promote political instability. Today, explosive remnants of war kill or maim at least 1,000 people every month - most of them innocent civilians.

The HMA Program, executed by the CoCOMs, provides significant training and readiness-enhancing benefits to U.S. forces while contributing to alleviating a highly visible, worldwide problem. The program aids in the development of leadership and organizational skills for host country personnel to sustain their mine action programs after U.S. military trainers have redeployed. The DoD program provides access to geographical areas otherwise not easily available to U.S. forces and contributes to unit and individual readiness by providing unique in-country training opportunities that cannot be duplicated in the United States. U.S. military or civilian personnel do NOT enter active minefields or remove emplaced landmines. Our military forces hone critical wartime, civil-military, language, cultural, and foreign internal defense skills. Additionally, DoD health services professionals are included in training missions, which increases their knowledge and ability to deal with blast/trauma wounds, while providing advice and assistance to host nations on immediate and short-term victims' assistance issues. These victim assistance activities include epidemiological studies of injuries caused by ERW, first responder training, educational material development, surgical care and training, and enhancement of consultative services using telemedicine technology. Projects provide direct humanitarian assistance while benefiting DoD by providing excellent training opportunities for our soldiers and by expanding U.S. military medical contacts with foreign medical providers.

The Humanitarian Demining Training Center (HDTC), established at Fort Leonard Wood, Missouri, is the military center of excellence for the training of deploying U.S.

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personnel for mine action missions. The HDTC also collects information on ERW in countries approved for participation in the USG HMA program. The HDTC incorporates new demining technologies and techniques in training plans and provides current data on country specific ERW (including unexploded ordnance (UXO), mines, booby traps, and small arms ammunition) in support of training. The HDTC is also tasked to expand current training in mine risk education to include personnel from other USG agencies, NGO, and international organizations, and to develop linkages to those agencies and academic institutions.

Humanitarian Mine Action is a CoCOM-managed training and security cooperation program primarily using Special Operations Forces (SOF) to assist host nations to educate civilian populations on the dangers of explosive remnants of war and how to identify and report their locations. The program trains local demining cadre to identify suspected contaminated areas, conduct surveys and assessments, destroy ERW and return those cleared areas to productive use. It also provides supplies, services, and equipment, to a limited degree, to host country mine action centers to help clear contaminated areas impeding the repatriation of internally displaced persons and/or refugees and obstructing the means to lead productive lives. The Humanitarian Mine Action Program enhances the deployment and war-fighting skills of our military forces, and is instrumental in promoting regional stability and improving USG and CoCOMs' relations with host nations.

Travel and transportation requirements for deploying forces are a major expense of the program. Deployments primarily consist of highly skilled SOF, medical, engineers, explosive ordnance disposal (EOD), and other general purpose forces to help host nations establish mine action programs and to train and advise local cadre in managing their sustainment operations.

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In FY 2008, \$5.1 million is requested for DoD humanitarian mine action activities, as described. Funding will provide for assessments of newly designated countries, ongoing worldwide training operations, incremental funding of high-priority, emerging operations, and evaluations of current programs to determine if projected "end states" have been met.

The HMA training missions projected by CoCOM for various Host Nations are identified below.

<u>CoCOM</u>	<u>Host Nations</u>
USCENTCOM	Iraq, Lebanon, Yemen
USEUCOM	Armenia, Azerbaijan, Chad, Estonia, Georgia, Mauritania, Senegal, Tunisia, Zambia
USPACOM	Cambodia, Thailand, Vietnam
USSOUTHCOM	Argentina, Brazil, Colombia, Ecuador, Peru

Foreign Disaster Relief and Emergency Response (FDR/ER): This activity enables the CoCOMs to respond timely and effectively to crises in their areas of responsibility (AOR), assisting nations to prepare for, mitigate the effects of, and respond to disasters, which is vital to reducing the drivers of instability, enhancing the legitimacy of fragile governments, and undermining popular support of insurgents and terrorist groups. The FDR/ER enables the Commanders to assist countries by improving local crisis response capacity and training in disaster planning and preparedness. This minimizes the potential for crises to develop or expand, and thus promotes regional stability and reduces a requirement for large-scale deployment of U.S. military forces at a later date. The CoCOM disaster preparedness efforts increase host nation's capability

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to respond to natural or manmade disasters, reducing the likelihood that future disasters will require a significant USG/DoD response. Experiences in recent years demonstrate that the frequency and intensity of these missions is markedly increasing.

The OHDACA funded FDR/ER activities support readiness by providing the legal authority and funding to enable rapid responses by DoD elements to sudden emergencies. Amounts expended for any particular disaster are often too small to merit the major institutional efforts of requesting supplemental appropriations or Presidential Drawdown authority pursuant to the Foreign Assistance Act of 1961. Yet, for the individual CoCOM, the readiness of the command would be adversely affected without funding for these expenses from the OHDACA appropriation.

In times of severe natural disasters such as the Pacific Tsunami (2004) and Pakistan Earthquake (2006), the U.S. military has been and will continue to be called on to provide aid and assistance. The CoCOMs have unique assets and capabilities to respond to major disasters. OHDACA funding allows the CoCOMs to provide immediate life-saving assistance to countries in their region. OHDACA funding is available to support the DoD response to small-scale contingencies, and to provide seed money aimed at leveraging larger assistance packages from national and international donors responding to complex emergencies.

The DoD also plays a key role in humanitarian crises by providing effective response when asked by the DoS and the Agency for International Development. The U.S. military offers exceptional operational reach and can be immediately deployed as a stopgap measure to limit the extent of emergencies. The DoD's ability to respond rapidly assists in the containment of crises and limits threats to regional stability by donating and/or transporting relief aid within hours or a few days of a disaster. The DoD is unmatched in regard to command and control, logistics, transportation, and communications, and in

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the amount of cargo able to be transported by available air or sealift. These capabilities would be extremely expensive to develop and maintain in any other government agency.

Emergency response encompasses transportation, logistical support, provisions of Humanitarian Daily Rations (HDRs) (to maintain the health of moderately malnourished recipients until conventional relief programs or targeted feeding can be resumed), search and rescue, medical evacuation, and assistance to internally displaced persons and refugees, in the form of both supplies and services. Projects also include those that help build recipient country and non-governmental organizations' emergency response capability to reduce the potential need for U.S. military involvement in future crises response.

In FY 2008, \$17.2 million is requested to improve the capacity of the Department, through the CoCOMs, to respond to the increasing number and degree of natural and man-made disasters and to mitigate the humanitarian aspects of security crises.

Building Partnership Capacity Initiatives: The U.S. military will continue to be called upon to provide aid and assistance during major overseas disasters because of the unique assets and capabilities we can provide. The OHDACA is the appropriation used to finance the DoD's effort during such disasters. However, at the present time, when a disaster occurs, the baseline OHDACA appropriation is often depleted in order to fund the major disaster halting the progress on humanitarian projects until the OHDACA appropriation can be replenished. This often damages the credibility between the CoCOMs and countries within the AOR as projects are often the result of long-term negotiations. An increase of \$40.0 million is being requested to fund the purchase of necessary supplies (i.e., water, HDRs, tents, blankets, etc.) and the transportation of personnel and supplies to

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the affected location. This advance planning will alleviate the need to halt or place baseline projects on hold because this funding will be available during the first year of the appropriation to fund major disasters allowing the humanitarian assistance projects to continue with the baseline funding. If the funding is not used during the first year of availability, it will be used during the second year to finance additional humanitarian activities within each CoCOM as the requests for humanitarian projects always exceeds the funding available. Such projects may include but are not limited to: construction or renovation of schools and hospitals, shipment of excess property, medical training, construction of wells, and road construction.

II. Force Structure Summary: None.

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III. Financial Summary (\$ in Thousands):

	FY 2006 <u>Actuals</u>	Budget <u>Request</u>	FY 2007		<u>Appropriated</u>	<u>Current Estimate</u>	FY 2008 <u>Estimate</u>
			<u>Amount</u>	<u>Percent</u>			
A. <u>Budget Activity Subactivities:</u>							
BA 1 Operating Forces	120,789	63,204	-257	-.4%	62,947	62,947	103,300
Humanitarian Assistance	38,611	40,302	-257	-.4%	40,045	40,045	40,966
Humanitarian Mine Action Program	6,480	5,000			5,000	5,000	5,115
Foreign Disaster Relief/Emergency Response	75,698	17,902			17,902	17,902	17,219
Building Partnership Capacity Initiative							40,000
Total	120,789	63,204	-257	-.4%	62,947	62,947	103,300

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B. <u>Reconciliation Summary</u>	<u>Change</u> FY 2007/FY 2007	<u>Change</u> FY 2007/FY 2008	<u>Change</u> FY 2008/FY 2009
Baseline Funding	63,204	62,947	103,300
Congressional Adjustments (Distributed)			
Congressional Adjustments (Undistributed)			
Adjustments to Meet Congressional Intent			
Congressional Adjustments (General Provisions)	-257		
Subtotal Appropriated Amount	62,947	62,947	103,300
Fact-of-Life Changes (CY to CY Only)			
Subtotal Baseline Funding	62,947	62,947	
Anticipated Supplemental Reprogrammings			
Price Changes		4,355	2,023
Functional Transfers			
Program Changes		35,998	177
Current Estimate	62,947		
Less: Wartime Supplemental			
Normalized Current Estimate	62,947	103,300	105,500

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<u>C. Reconciliation of Increases and Decreases</u>	<u>Amount</u>	<u>Totals</u>
FY 2007 President's Budget Request		63,204
1. Congressional Adjustments		-1,128
a. Distributed Adjustments		
b. Undistributed Adjustments		
c. Adjustments to meet Congressional Intent	-257	
FY 2007 Appropriated Amount		62,947
2. War-Related and Disaster Supplemental Appropriations		
3. Fact of Life Changes		
FY 2007 Baseline Funding		62,947
4. Reprogrammings (requiring 1415 Actions)		
Revised FY 2007 Estimate		62,947
5. Less: Item 2, War-Related and Disaster Supplemental Appropriations and Item 4, Reprogrammings, Iraq Freedom Fund Transfers		
FY 2007 Normalized Current Estimate		62,947
6. Price Change		4,355
7. Functional Transfers		
8. Program Increases		40,000
a. Annualization of New FY 2007 Program		
b. One-Time FY 2008 Increases		
c. Program Increase in FY 2008 in Building Partnership Capacity	40,000	
9. Program Decreases		-1,753
a. Annualization of FY 2006 Program Decreases		
b. One-Time FY 2006 Increases		
c. Program Decreases in FY 2008 in Disaster Relief Programs due to affordability (FY 2007 Baseline: \$17,902)	-4,002	

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<u>C. Reconciliation of Increases and Decreases</u>	<u>Amount</u>	<u>Totals</u>
FY 2008 Budget Request		103,300
10. Price Change		2,023
11. Functional Transfers		
12. Program Increases		1,057
a. Annualization of New FY 2008 Program		
b. One-Time FY 2009 Increases		
c. Program increase in Disaster Relief Programs (FY 2008 baseline: \$17,219 thousand)	1,057	
13. Program Decreases		-880
a. Annualization of FY 2008 Program Decreases		
b. One-Time FY 2008 Decreases		
c. Program decrease in Building Partnership Capacity Program to continue funding at the \$40.0 million program level FY 2008 baseline: \$40,000 thousand)	-880	
FY 2009 Budget Request		105,500

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IV. Performance Criteria and Evaluation Summary

As is the case with humanitarian projects and support of foreign disaster relief and emergency crises, additional and immediate requirements emerge during the execution year. Accordingly, performance criteria are difficult to summarize. Useful measures are the amount of actual obligations reported, planned obligations, and the number of projects and training missions planned and identified in the descriptions of the operations financed for each subactivity above.

Funding Levels	FY 2006 Estimate	FY 2007 Request	FY 2008 Request
Humanitarian Assistance Program	38,611	40,045	40,966
Humanitarian Mine Action Program	6,480	5,000	5,115
Foreign Disaster Relief/Emergency Response	75,698	17,902	17,219
Building Partnership Capacity			40,000
Total	120,789	62,947	103,300

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VI. OP 32 Line Items as Applicable (Dollars in Thousands):

<u>OP 32 Line</u>	<u>FY 2006</u> <u>Actuals</u>	<u>Change</u> <u>FY 2006/FY 2007</u>		<u>FY 2007</u> <u>Estimate</u>	<u>Change</u> <u>FY 2007/FY 2008</u>		<u>FY 2008</u> <u>Estimate</u>
		<u>Price</u>	<u>Program</u>		<u>Price</u>	<u>Program</u>	
308 Travel of Persons	1,393	33	-1,209	217	5	0	222
415 DLA Managed Supplies & Materials	12,900	77	-12,391	586	13	0	599
711 MSC Cargo	2,027	266	9,107	11,400	3,169	-12,419	2,150
771 Commercial Transportation	51,933	1,091	-48,024	5,000	115	38,318	43,433
920 Sup & Materials	229	5	454	688	16	4,984	5,688
925 Equipment Purchase	170	4	-174	0	0	0	0
987 Other Intra-Gov Purchase	2,670	64	-831	1,903	44	0	1,947
989 Other Contracts	32,769	786	9,598	43,153	993	5,115	49,261
998 Other Costs	16,698	401	-17,099	0			
Total	120,789	2,728	-60,570	62,947	4,355	35,998	103,300

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