

FY 2001 Budget Estimate

Overseas Humanitarian, Disaster and Civic Aid Appropriation



**Defense Security Cooperation Agency
Overseas Humanitarian, Disaster and Civic Aid
FY 2001 President's Budget Request**

I. Narrative Description:

The Overseas Humanitarian, Disaster and Civic Aid (OHDACA) program included two segments: the general Humanitarian Assistance/Foreign Disaster Relief Program, and Humanitarian Demining Program.

In broad terms, OHDACA programs support US military forces in meeting two key requirements specified in the Administration's National Security Strategy. The first is to maintain a robust overseas presence aimed at shaping the international security environment in a manner that deters would-be aggressors, strengthens friends and allies, and promotes peace and stability in regions of tension. The second requirement is for US forces to respond effectively when called upon to assist the victims of storms, earthquakes and other natural or manmade disasters.

OHDACA programs meet these needs by providing regional Unified Commanders-in-Chief's (CINC's) with an unobtrusive, low cost, but highly efficacious means to carry out their peacetime engagement missions, and by augmenting the CINC's capabilities to respond rapidly and effectively to humanitarian crises. In providing relief to areas of need, the US military obtains substantial training and access benefits through OHDACA activities. Across a number of operational areas—including C3I, civil affairs and logistical support—OHDACA programs enhance readiness.

The programs conducted under OHDACA are coordinated with the Department of State, and approved by the Office of the Secretary of Defense, to ensure US Government (USG) unity of effort and compliance with national security and foreign policy interests. In the process of carrying out these activities, a small amount of funding efficiently fosters multiple USG goals.

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The Humanitarian Assistance and Foreign Disaster Relief Program: Established in 1986, this program is designed to shape the military environment and enable crisis response. It seeks to avert political and humanitarian crises, promote democratic development and regional stability, and enable countries to recover from conflict. The program, by providing early assistance, minimizes the potential for crises to develop or grow further. In this way, regional stability is fostered, minimizing the risk of large-scale deployments of US military forces.

Humanitarian assistance and foreign disaster relief programs accomplish these objectives in several ways. They support the donation of excess non-lethal Department of Defense (DoD) property (including the refurbishment, storage, inspection, packaging, transportation, and spare parts support to countries in need. In addition, these programs provide transportation assistance for relief supplies donated by private voluntary and non-governmental agencies and international organizations. The program also funds procurement of specialty items in support of DoD's humanitarian mission, such as Humanitarian Daily Rations (HDR), a low-cost alternative to Meals Ready to Eat (MRE). In addition, they sponsor various on-the-ground activities carried out by US military personnel, which are aimed at relieving suffering and improving CINC presence in countries. Such activities include assessment, training, and modes construction, as well as medical, technical and logistical assistance.

In non-crisis peacetime settings, DoD humanitarian assistance supports the CINCs' regional engagement strategy by providing access to selected countries, and fostering goodwill for the US military in these countries. Correspondingly, the disaster relief element of the program supports CINCs readiness by enabling rapid responses to sudden emergencies without having to fund the incremental costs of such activities from readiness accounts. The same rationale also supports ongoing procurement of the HDR, which is specifically designed as an alternative to drawing down more expensive DoD MRE stocks.

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The CINCs have a unique capability to respond to major disasters. On short notice, they can make available transportation to deliver urgent relief. The amounts expended for any particular disaster are often too small to merit the major institutional effort of requesting a supplemental appropriation. Yet, for the individual CINC, the expense could mean that, without reimbursement from the OHDACA appropriation, readiness of his command would be affected.

In times of severe natural disaster, the US military has long been, and will continue to be, called upon to provide aid and assistance. OHDACA funding allows the CINCs to provide life-saving immediate assistance to countries in their region. These funds have helped the Services and the CINCs defray the costs of operations, including responses to natural disasters in Japan, Central America, and India, as well as costs of transportation in support of US government response to humanitarian crises in Rwanda and Bosnia. 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.

In coordination with the Department of State or the Agency for International Development, DoD plays a key role in humanitarian crises when it can offer unique assets for effective response and when the magnitude of the emergency exceeds what civilian agencies can handle initially. The US military offers exceptional operational reach and can be immediately deployed as a stopgap measure. DoD's unique rapid response capabilities assist in the containment of crises and limit threats to regional stability by transporting and providing relief aid within hours or a few days of a disaster. The US military has unmatched capabilities in regard to rapid response time, logistics, transportation, command, control, and communications, and in the scale of cargo transportable by available air assets. These capabilities would be extremely expensive to develop and maintain in any other government agency.

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The Humanitarian Demining Program is also a major component of the USG and DoD's peacetime engagement efforts. On May 16, 1996, the President directed several unilateral actions in announcing his new anti-personnel landmine (APL) policy:

- "we must...strengthen efforts to clear existing minefields."

- "the Department of Defense will expand its efforts to develop better mine-detection and mine clearing technology for use in the many countries that are still plagued by mines."

- "We will also strengthen our program for training and assisting other nations as they strive to rid their territory of these devices."

This budget request fully supports the President's guidance. The Humanitarian Demining Program assists countries that are experiencing the adverse affects of uncleared landmines. The program also aids in the development of leadership and organizational skills to sustain the programs after US military trainers have redeployed. US military personnel do not enter active minefields or remove emplaced landmines. Significant benefits accrue to the DoD program provides access to geographical areas otherwise not easily available to US forces and contributes to unit and individual readiness by providing unique in-country training opportunities that cannot be duplicated in the United States. For example, US military forces hone critical wartime, civil-military, language, cultural, and foreign internal defense skills. Additionally, DoD health services professionals are conducting training missions overseas 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. As with other OHDACA activities, this program also provides benefits to DoD by expanding training opportunities and contact with the defense programs of other countries (i.e., it provides the CINCs with the resources to conduct other cooperative military exercises).

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The Humanitarian Demining Program, executed by the Geographic CINCs, permits DoD to contribute to alleviating a highly visible, worldwide problem, while at the same time

accruing significant training and readiness-enhancing benefits to US forces. The Department of State estimates that over 100 million landmines are scattered across the globe today. They are the residues of civil wars and internal conflicts on virtually every continent. Increasingly in these conflicts, landmines have been targeted against civilians to deny their livelihoods, uproot them from their lands, and promote political instability. Today, anti-personnel landmines kill or maim at least 1200 people every month—most of them innocent civilians.

The Humanitarian Demining Program helps governments educate civilian populations on the dangers of landmines and how to identify and report them. The program trains local demining cadres to find and destroy landmines and return mined areas to productive use. It also provides supplies, services, and equipment, to a limited degree, to host country personnel trained to clear mined areas that impede the repatriation of refugees and obstruct the means to lead productive lives. Additionally, DoD health service professionals conduct programs to assist victims of landmines. These Victim Assistance programs include epidemiological studies of landmine injuries, first responder training, educational material development, surgical care and training, and enhancement of consultative services using telemedicine technology. Victim Assistance programs provide direct humanitarian assistance and benefit DoD by providing excellent training opportunities and by expanding US military medical contacts with foreign medical providers. The Humanitarian Demining Program improves USG and CINC's relations with host nations, enhances the deployment and warfighting skills of our military forces, and is instrumental in promoting regional stability.

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II. Description of Operations Financed:

The FY 2001 Budget Estimate Submission (BES) requests \$64.9 million in the OHDACA account to finance humanitarian assistance, foreign disaster relief, and humanitarian demining programs.

1. Humanitarian Assistance and Foreign Disaster Relief:

Of the amount, \$39.4 million is proposed for FY 2001 to finance humanitarian Assistance and foreign disaster relief worldwide activities. Program segments include: CINC humanitarian assistance programs, emergency response/preparedness carried out mostly by the CINCs (including Humanitarian Daily Rations), and routine transportation provided for privately donated relief supplies. Program descriptions and proposed funding levels follow.

a. CINC humanitarian assistance programs:

The budget includes \$29.4 million in FY 2001 for CINC humanitarian assistance activities.

Programs include transportation, excess property, and other targeted assistance for Sub-Saharan Africa, the Pacific Rim and Asia, Europe, North Africa, Latin America, the Caribbean, and the Middle East. Current plans call for the CINCs to conduct humanitarian assistance activities as part of their peacetime theater engagement plan in their regions, and to enhance readiness for crisis response to humanitarian emergencies in their regions.

DoD, in coordination with the Department of State, transports excess defense non-lethal property in support of US national security and foreign policy objectives.

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Funding also provides for distribution of relief supplies; acquisition and shipment of transportation assets to assist in distribution; acquisition and provision of relief supplies; refurbishment and restoration of excess DoD equipment; storage of excess property; and inspection, packaging and intermediary warehouse storage until excess items can be delivered. The costs of providing DoD assistance include other smaller scale CINC activities conducted by US military personnel targeted at relieving suffering and improving CINC presence in countries, including assessment, training and installation, and modest construction, and medical, technical, engineering and logistical assistance. Among the functions of such activities is survey and assessment to ensure the DoD excess property is appropriate, and to install equipment and train personnel in its operation.

CINC humanitarian assistance activities reflect the priorities of the Secretary of Defense and the Chairman, Joint Chiefs of Staff and also provide support programs that ensure proper administration of CINC program activities and allow DoD to anticipate future requirements and understand key issues related to the program. Programs include technical and administrative assistance and studies, including programs to support CINC initiatives to improve civilian-military cooperation and coordination in humanitarian programs and operations. This item also allows response in the course of the fiscal year to the priorities defined by USG principals as important to the bilateral military relations of the United States, to include requests from other agencies which further the national security and foreign policy objectives of the United States.

b. CINC Emergency Response/Preparedness:

The budget proposes \$10.0 million in FY 2001 to improve the capacity of the Department, through the CINCs, to respond to natural and man-made disasters and to the humanitarian aspects of security crises. Among the activities covered by this item are transportation of emergency assistance during foreign disasters and programs to prepare for such activities.

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Of this amount, \$2.0 million is for the procurement of 400,000 Humanitarian Daily Rations (HDRs) and for prepositioning and storage of the HDRs in various locations.

The FY 2000 purchases of 400,000 HDRs will sustain our stocks into FY 2001. Fiscal Year 2001 and our remaining FY 2000 purchases are based on our current assessment of a minimum level of 400,000 per year of recurring requirements in response to crises.

Prior to 1993, DoD was required to use the authority under Section 506 of the Foreign Assistance Act to drawdown Meals Ready to Eat (MREs) out of US military stocks to meet emergency requirements in Northern Iraq and Bosnia. DoD development and purchase of HDRs allows the USG to more effectively meet foreign disaster relief requirements at one third the cost of MREs. The HDR program has also strengthened the industrial base for production of the MRE.

An additional \$6 million is included to cover the costs of other DoD crisis response and preparedness activities. Such programs include systematic collection and analysis of information relating to disasters and other humanitarian crises, establishment of collaborative relations and programs with partners in the private sector in the US, and with those in foreign countries, and training in issues relevant to response to humanitarian crisis.

This item also provides for support for unanticipated requirements that are tasked by the National Command Authority. Examples include certain activities in support of humanitarian evacuation. (For example, in FY 1996 and 1997, the Department

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has covered a small portion of the cost associated with the evacuation of Kurdish employees and associates of DoD and the USG from northern Iraq.)

Emergency response include transportation, logistical support, search and rescue, medical evacuation, and refugee assistance, in the form of both supplies and services. Projects also include those that build Non Government Organizations (NGO) and recipient country emergency response capability, so as to reduce the potential need for US military involvement in crisis response.

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c. Transportation of donated relief.

One million two hundred fifty thousand is included for the transportation of privately donated goods through the Denton and Funded Transportation Programs. This will allow a minimum level of support for this activity. Providing such support to US citizens and NGOs provides two principal benefits to DoD. It supplements the total assistance available for humanitarian response with private resources, thus reducing DoD's potential exposure, and also cultivates goodwill between DoD and the US citizenry and NGOs with which US forces are increasingly called upon to collaborate in the complex contemporary battlefield. DoD transport for other organizations' relief supplies is the lowest cost transportation (usually by sea or in-theater air assets) whenever requirements allow.

2. Humanitarian Demining Program:

The President's policy of May 16, 1996 directed a significant expansion in DoD humanitarian demining clearance and mine awareness training programs. To support the President's new anti-personnel landmine policy, \$25.5 million is reflected in FY 2001 to fund the geographical CINC humanitarian demining activities. These funds will provide for assessments of newly designated countries, ongoing worldwide training operations, incremental funding of high-priority, emerging operations such as Bosnia, and evaluations of current programs to determine if projected "end states" have been met. Travel and transportation requirements for deploying forces are a major expense of the program. Deployments utilize highly skilled Special Operations Forces (SOF), medical personnel, Explosive Ordnance Disposal personnel, and general purpose forces to establish indigenous demining programs and train and advise host nation cadre in managing sustainment operations. Countries which will receive humanitarian demining assistance or are under consideration for such assistance include Bosnia, Chad, Costa Rica, Djibouti, Ecuador, Estonia, Egypt, Guatemala, Honduras, Jordan, Mauritania, Moldova, Mozambique, Laos, Lebanon, Namibia, Nicaragua, Oman, Peru, Rwanda, Swaziland, Thailand, Vietnam, Yemen, and Zimbabwe.

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I. Financial Summary (O&M: \$ in Thousands):

	FY 1999	FY 2000		FY 2001	<u>Estimate</u>
		<u>Budget</u> <u>Actuals</u>	<u>Request</u>		
A. <u>Subactivity Group</u>					
<u>Estimate</u>					
DSCA, OHDACA	104,500	55,800	55,800	55,800	64,900
B. <u>Reconciliation Summary:</u>					
			<u>Change</u> <u>FY 2000/FY 2000</u>	<u>Change</u> <u>FY 2000/FY 2001</u>	
Baseline Funding			55,800	55,511	
Rescission			-289		
Price Change				+906	
Program Changes				+8,483	
Current Estimate			55,511	64,900	
C. <u>Reconciliation of Increases and Decreases:</u>					
1. FY 2000 President's Budget Request				55,800	
2. Congressional Adjustments				0	
3. FY 2000 Current Estimate				55,800	
4. FY 2000 Rescission			-289	55,511	

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5. Program Decreases		
OHDACA funded contractors be decreased		
at the CINC and Joint Staff level.		-7,161
	48,350	
6. Price Growth	+906	49,256
7. Program Increases		+15,644
a) ACOM - An increase in the Humanitarian Assistance program will allow CINC USACOM to fund two HA-excess property shipments from CONUS to the Azores and renovate one small clinic in Sao Tome. These projects significantly augment the regional engagement of US Forces and are consistent with the CINCs Theater Engagement plan.		+470
b) EUCOM - An increase in the HA program will allow CINC EUCOM to fund thirty-four small HA-excess property shipments from Europe and provide 43 rudimentary construction and renovation projects in clinics, hospitals, Orphanages, and classrooms throughout 46 of the countries in Africa and the poorest nations in Europe. These projects significantly augment the regional engagement of US forces and are consistent with the CINCs Theater Engagement plan.		+10,574
c) CENTCOM - An increase in the HA program will allow CINC CENTCOM to fund 7 HA-excess property shipments from CONUS and provide 11 rudimentary construction and renovation projects in clinics, hospitals, orphanages, and classrooms throughout Jordan, Oman, Kenya, Turkmenistan, Seychelles and Djibouti. These projects significantly augment the regional engagement of US forces and are consistent with the CINCs Theater Engagement plan.		+1,200
d) PACOM - An increase in the HA program will allow CINC		+2,200

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PACOM to fund 9 small HA-excess property shipments within the Pacific theater and provide 16 rudimentary construction and renovation projects in clinics, hospitals, orphanages, and classrooms in the countries of Fiji, Tonga, Samoa, Laos, Bangladesh, Mongolia, Nepal, the Philippines, Mauritius, and the Marshall Islands. These projects significantly augment the regional engagement of US forces and are consistent with the CINCs Theater Engagement plan.

- e) SOUTHCOM - An increase in the HA program will allow CINC +1,200 SOUTHCOM to transport 16 HA-excess property shipments from CONUS and complete 4 rudimentary construction projects to include clinics in Haiti, a hospital in Panama, an orphanage in Bolivia, and classrooms in Paraguay. These projects significantly augment the regional engagement of US forces and are consistent with the CINCs Theater Engagement plan.

8. FY 2001 Budget Request

64,900

In FY 1999 \$37.5 million was provided in the FY 1999 Emergency Supplemental Appropriations Act Public Law 106-31 for Hurricane Mitch overseas disaster relief and humanitarian assistance.

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I. Performance Criteria and Evaluation Summary:

As is the case with humanitarian/disaster crises, additional requirements emerge during the execution year. Accordingly, performance criteria are difficult to summarize. Useful measures are (1) the amount of actual obligations reported to Congress under existing notification requirements (Section 2551, 10 US Code) and (2) other information provided as part of the budget justification process.

	<u>FY 1999 Actuals</u>	<u>FY 2000 Estimate</u>	<u>FY 2001 Estimate</u>
Humanitarian Demining:			
Number of Countries Served	23	32	34
Funding Level (dollars in millions)	16.0	25.6	25.5
Humanitarian Assistance:			
Number of Countries Served	81	103	100
Number of HA Projects	169	378	300
Funding Level (dollars in millions)	19.2	20.1	29.4
Foreign Disaster Relief:			
Number of Disasters Natural	8	5	5
Number of Disasters Manmade	2	2	2
Number of Countries Served	12	8	8
Number of Transportation Missions	203	100	100
Number of Humanitarian Daily Rations Procured (millions)	1	.4	.4
Funding Level (dollars in millions)	69.3	10.1	10.0

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I. Personnel Summary: None

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

	FY 1999 <u>Actuals</u>	Change FY 1999 to FY 2000		FY 2000 <u>Estimate</u>	Change FY 2000 to FY 2001		FY 2001 <u>Estimate</u>
		<u>Price Growth</u>	<u>Program Growth</u>		<u>Price Growth</u>	<u>Program Growth</u>	
Travel of Persons	5,929	71	5,649	11,649	175	1,127	12,951
Army Supplies & Materials	30	0	0	30	0	0	30
DLA Supplies & Materials	3,000	141	859	4,000	180	-180	4,000
Supplies & Materials (GSA Managed)	3,692	44	883	4,619	69	0	
4,688							
DLA Distribution Depot	1,125	-3	-68	1,054	40	1,095	
2,189							
Military Sealift Command	992	0	-292	700	0	1,389	
2,089							
MAC SAAM	7,226	0	-4,587	2,639	0	783	
3,422							
MSC Cargo	2,574	0	-1,317	1,257	0	1,560	
2,817							
MTMC (Other)	483	0	-213	270	0	1,634	
1,904							
Commercial Cargo	1,199	1,623	19	204	1,846	28	
3,073							
Rents (Non-GSA)	622	8	2	632	10	0	
642							
Supplies &							

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Mat'ls (Non-GSA)	18,225	219	-14,388	4,056	61	617	
4,734							
Equip Purchases	3,051	36	1,941	5,028	76	129	
5,233							
Mgmt & Prof.							
Services	0	0	724	724	11	544	1,279
Other Costs	55,923	671	-39,587	17,007	256	-1,414	
15,849							
Total	104,495	1,206	-50,190	55,511	906	8,483	
64,900							