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Report to the Committee on Government Operations
and the National Security Council Staff
Committee on Government Operations
House of Representatives

DRUG CONTROL

NATIONAL INSTITUTE OF
CORRECTIONS
U.S. DEPARTMENT OF JUSTICE
AGENCY

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

National Security and
International Affairs Division

B-242453

May 3, 1991

The Honorable John Conyers, Jr.
Chairman, Legislation and National
Security Subcommittee
Committee on Government Operations
House of Representatives

Dear Mr. Chairman:

As you requested, we reviewed how \$150 million appropriated in fiscal years 1989 and 1990 to support an increased National Guard role in the counter-drug activities of states, territories, and the District of Columbia (states) was allocated by the Office of the Secretary of Defense (OSD). We specifically examined whether (1) high-priority missions have been funded, (2) the equipment to be purchased will support these high-priority missions, and (3) the Department of Defense (DOD) had measured the impact of the National Guard's activities on the counter-drug efforts of law enforcement agencies. To the extent possible, we also reviewed these issues for fiscal year 1991.

Results in Brief

Our review disclosed the following:

- The funds appropriated by Congress have been allocated to activities OSD has determined as high priority; however, OSD may have been better able to make fiscal year 1991 allocation decisions if the states had prioritized the counter-drug mission funding requirements within their state plans.
- The equipment to be procured will, in most cases, support the high-priority missions; however, the National Guard Bureau and the states' Guard organizations have not determined the amount or type of equipment to be purchased with fiscal year 1991 funds.
- The impact of the Guard's counter-drug activities has not been measured.

The results of our review are summarized below and presented in more detail in appendix I.

Background

To qualify for federal funding to support the National Guard's counter-drug activities, a governor must submit a plan to OSD describing the

counter-drug missions the Guard will conduct to support law enforcement agencies. OSD, with assistance from the National Guard Bureau and other federal agencies, decides which Guard activities it will fund.

Funding for the National Guard's counter-drug activities has increased each year since 1989. Congress appropriated not less than \$40 million for fiscal year 1989 for the Guard's counter-drug operational expenses.¹ For fiscal year 1990, Congress appropriated \$110 million for the Guard's counter-drug efforts, including \$40 million for equipment purchases. For fiscal year 1991, Congress allocated \$140.9 million for the counter-drug operational costs of the Guard and other Reserve forces, in addition to \$52 million to purchase equipment. Of these 1991 funds, OSD allocated \$111.9 million for operational expenses and \$38 million for equipment purchases to the National Guard.

OSD Allocated Funds to Priority Missions

Authorizing legislation for fiscal year 1989 did not specify which Guard missions were more important than others, and consequently, the National Guard Bureau decided that states with the most pressing counter-drug interdiction needs would receive the highest priority. States submitted requests for funding totaling \$41.9 million, and OSD initially approved funding for \$35.5 million of these requests.² However, because the states' requests and the amount of funding available were relatively close, OSD did not use the state priority ranking or evaluate the priority of the missions contained in the states' requests in making its allocation. Because the \$35.5 million was provided to the National Guard Bureau for transfer to the states late in the fiscal year, the states were unable to spend \$12.4 million, which was returned to the U.S. Treasury, according to OSD and Bureau officials.

In fiscal year 1990, OSD initially allocated \$67.7 million of the \$83.1 million requested by the states on the basis of a rank-order list of counter-drug missions and a relative priority for each state it established with the help of the President's Office of National Drug Control Policy (ONDCP) and federal law enforcement agencies. OSD identified 21 top-priority states, which received \$51.5 million of the initial funding for their high-priority missions. OSD also allocated funds for some lower-

¹In this sense, operational costs include the general expenses associated with personnel and operations and maintenance.

²Of the \$40 million appropriated by Congress, \$4.5 million not initially allocated to the states was allocated by OSD and used for Guard personnel retirement pay, aircraft maintenance, and depot-level maintenance.

priority missions in lower-priority states because OSD wanted all states to receive some funding. State funding allocations were reevaluated at mid-year and at the end of the fiscal year. Based on these reevaluations, individual state allocations were adjusted, and the total amount provided to the states was reduced to \$66.8 million. Of this amount, the states spent \$65.9 million for their programs.

After reviewing the states' requests for fiscal year 1991, the National Guard Bureau forwarded to OSD \$193.2 million in states' requests to fund counter-drug missions. This amount was about \$81.3 million more than the \$111.9 million OSD eventually allocated for operational costs. As OSD officials tried to reduce this gap, they found that the decision matrix used in fiscal year 1990 was inadequate for selecting and funding the highest-priority missions of the states. Consequently, they revised the matrix and used the prior year's funding to each state as a baseline. OSD officials said that they might have been better able to make these decisions if the states had specified funding priorities among the missions included in their plans. OSD officials told us that they plan to require states to include such priorities in their fiscal year 1992 plans.

Appendix II lists the Guard's counter-drug missions and their assigned priorities for fiscal years 1990 and 1991. Appendixes III through V show state-by-state funding for counter-drug activities for fiscal years 1989 through 1991.

Equipment Procured Supports OSD's High-Priority Missions

Funds to purchase equipment were not appropriated for fiscal year 1989. For fiscal year 1990, Congress appropriated \$40 million and instructed DOD to purchase ground-based mobile radar systems, infrared radars, and communications equipment. As of January 1991, with OSD's authorization, the National Guard Bureau had committed \$17.1 million for ground-based radars, \$7.1 million for thermal imaging radars, and \$4.3 million for communications equipment. The equipment will largely support the high-priority missions that OSD has decided to fund. The ground-based radars will also be used to support Guard-led overseas counter-drug missions and will not be fully dedicated to the Guard's counter-drug activities as specified in state plans; however, there is no requirement that equipment be used only to support state missions.

For fiscal year 1991, Congress appropriated \$52 million for equipment to support National Guard and other Reserve forces' counter-drug missions. Of this amount, OSD allocated \$38 million for National Guard equipment purchases. However, the equipment needs determined by the

states' Guard organizations differ from what the National Guard Bureau proposes to procure. For example, Bureau officials told us that the states' requests focused on the requirements of their Army National Guard organizations and did not address their Air National Guard organizations' needs. The decision on what to procure is an iterative process, and the types of equipment that will be procured remains undetermined. The Bureau has formed a review committee to determine the states' equipment needs. Appendix VI lists the equipment requested by the states and the Bureau's planned equipment purchases.

Guard's Impact Has Not Been Measured

The impact of the Guard's counter-drug activities cannot be measured in traditional terms of arrests and seizures because the Guard supports law enforcement agencies and does not independently plan, control, or execute operations. Law enforcement officials told us that the Guard's support expands their counter-drug capabilities, but they cannot quantify this expansion because uniformly maintained data are not available.

The legislatively required 1990 DOD report to Congress did not describe the impact that the National Guard's counter-drug activities had on the ability of law enforcement agencies to carry out their anti-drug efforts. A DOD Inspector General draft audit report on the National Guard contains a recommendation that the Bureau develop criteria to measure the effectiveness of the support provided to the law enforcement agencies. However, according to this draft recommendation, the measures of effectiveness would be based on inputs such as the Guard's responsiveness to the requests received and the timeliness of the support provided, rather than on results of the Guard's participation. The Bureau is already using questionnaires to measure success in a way similar to that contained in the Inspector General's draft recommendation. Some states have returned the questionnaires, but the Bureau has not evaluated all the responses. However, because the questionnaires ask for assessments of the Guard's overall operational performance, evaluating the responses will not provide information necessary to judge the cost-effectiveness or the impact of the Guard's participation with law enforcement agencies.

Recommendations

We recommend that the Secretary of Defense direct the Assistant Secretary of Defense for Reserve Affairs to

- implement the OSD plan to require each state to prioritize the National Guard counter-drug missions for which it requests funding and

-
- delay approval of the National Guard Bureau's fiscal year 1991 equipment procurement plan until the Bureau can determine exactly how much to spend on equipment and what types of equipment are most needed by the states' National Guard organizations for counter-drug activities.
-

Our objectives, scope, and methodology are discussed in appendix VII.

We did not obtain written agency comments; however, we discussed the information in this report with DOD officials and have incorporated their comments where appropriate.

As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from its issue date. At that time, we will send copies to the Secretary of Defense, the Directors of the Office of Management and Budget and ONDCP, and others on request.

Please contact me on (202) 275-5790 if you or your staff have any questions on this report. Major contributors to this report were Donald L. Patton, Assistant Director; John M. Miller, Evaluator-in-Charge; and Jesus A. Martinez, Evaluator.

Sincerely yours,



Harold J. Johnson
Director, Foreign Economic
Assistance Issues

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Abbreviations

DOD	Department of Defense
GAO	General Accounting Office
ONDCP	Office of National Drug Control Policy
OSD	Office of the Secretary of Defense

National Guard Support to Law Enforcement Agencies

In 1977, the Hawaii National Guard was the first to assist law enforcement agencies in counter-drug missions. By 1988, 32 states were using Guard assistance as part of their counter-drug efforts. However, this assistance was limited in scope and generally conducted as the Guard units performed normal training activities. Costs associated with this assistance were paid for by the states.

To ensure the availability of military support to law enforcement agencies nationwide, Congress in 1988 tasked the Department of Defense (DOD) with a drug interdiction mission as part of the National Defense Authorization Act (P.L. 100-456, Sept. 29, 1988). This legislation increased the National Guard's role to include counter-drug support missions which were under the direction of the governor of each state, territory, and the District of Columbia.¹ For fiscal year 1989, Congress appropriated not less than \$40 million for the Guard's drug interdiction activities to support local, state, and federal counter-drug law enforcement activities (P.L. 100-463, Oct. 1, 1988). For fiscal year 1990, Congress appropriated \$70 million for Guard operational costs and \$40 million to procure equipment (P.L. 101-165, Nov. 21, 1989).

To receive funding for counter-drug missions, a governor must submit a plan to the Office of the Secretary of Defense (OSD) that addresses how the state intends to use its National Guard to assist law enforcement agencies. The plan outlines missions, as determined with the advice of the law enforcement agencies that would receive this assistance, to be conducted by the Guard and requests the appropriate resources to conduct these missions. The missions are predominately interdiction, eradication, and urban drug enforcement operations (see app. II).

The DOD Coordinator for Drug Enforcement Policy and Support, who is also the Assistant Secretary of Defense for Reserve Affairs, is responsible for reviewing, approving, and allocating funds for the states' plans, with the assistance of the National Guard Bureau. The Bureau assists OSD by reviewing each plan for consistency with Bureau policy and legal requirements, determining each mission's costs, and making funding recommendations. Further assistance to OSD comes from the Office of National Drug Control Policy (ONDCP) and the Departments of Army, Air Force, and Justice, which review the states' plans for consistency with their own policies and guidelines. ONDCP and these departments advise

¹ Within the context of the legislation and this report, the term "governor" includes the Commanding General of the National Guard for the District of Columbia. The term "states" refers to the 50 states, 3 territories, and the District of Columbia.

OSD of potential policy conflicts, but they do not participate in the funding process.

Funding for Counter-Drug Missions

OSD initially allocated funds for what it considered to be the high-priority missions of all states and territories during fiscal years 1989, 1990, and 1991. These decisions were based on mission priorities consistent with the President's national anti-narcotics strategy and advice from federal law enforcement agencies. Because OSD decided that all states would receive some level of funding, some lower-priority programs conducted in the lower-priority states also received funding.

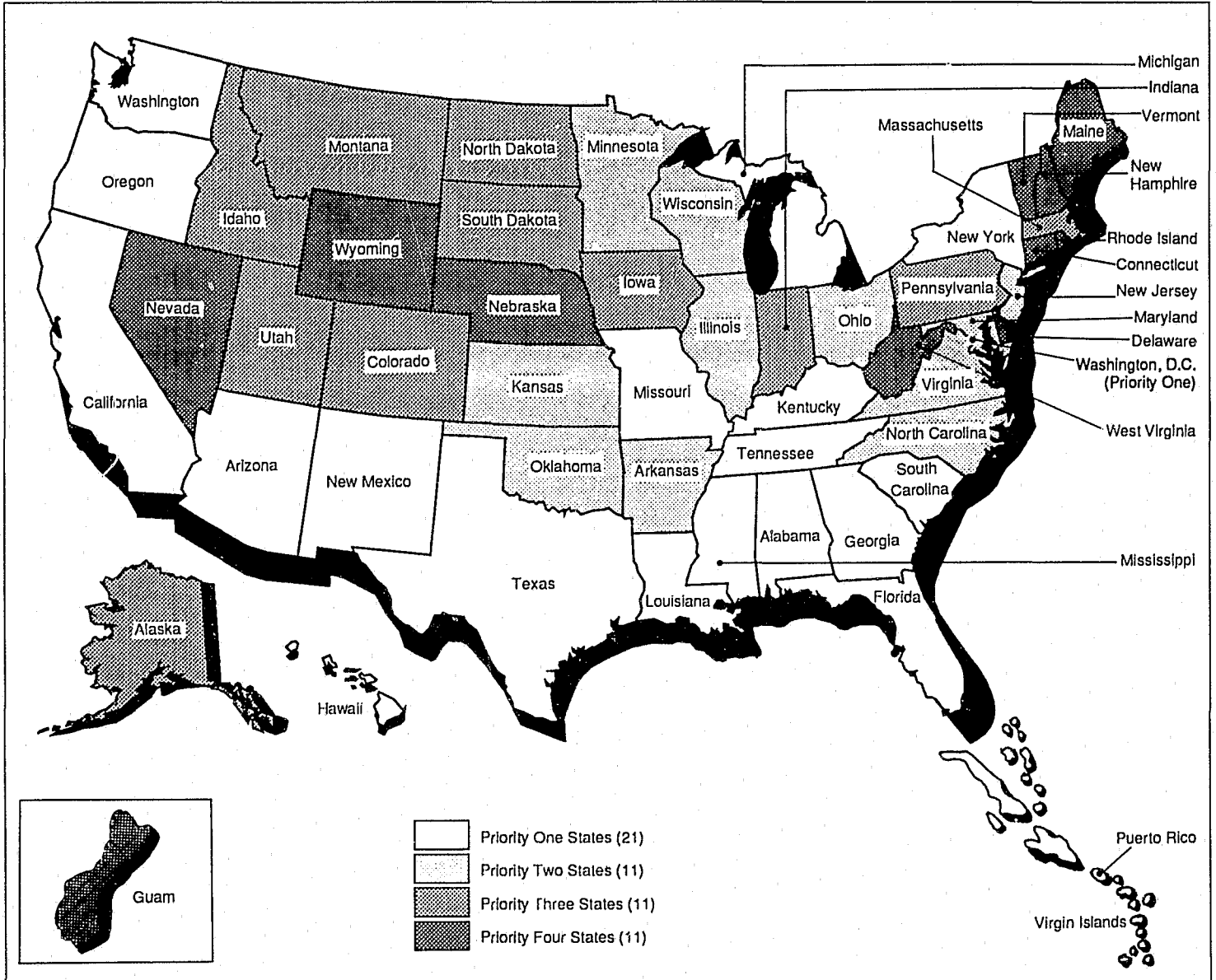
OSD has continued to develop and improve its methodology for setting funding priorities, particularly for fiscal year 1991, when it had less funds to allocate to the states than states had requested. However, OSD and National Guard Bureau officials acknowledged that they lack sufficient information on the relative funding priorities for activities within the states' counter-drug plans—information that could make funding decisions easier. OSD officials told us that they plan to require states to assign priorities among their varying missions in the fiscal year 1992 plans.

Fiscal Year 1989 Decisions

For fiscal year 1989 funding decisions, the National Guard Bureau decided that states with the most severe drug problems should receive the greatest consideration. With advice from the Drug Enforcement Administration and U.S. Customs Service, it determined that the most serious threat existed primarily along the southern border states. Consequently, it established the four state priority levels shown in figure I.1.

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Figure I.1: National Guard Bureau's Ranking of States by Priority



Note: Map includes four states changed to priority one status as of fiscal year 1990: Michigan, Kentucky, Missouri, and Tennessee.
Source: National Guard Bureau.

State National Guard organizations with a longer history of working with local, state, and federal law enforcement agencies were given additional consideration with respect to their status among the four state groupings.

Although the Bureau went through this priority-setting process for fiscal year 1989, OSD ultimately did not have to use the priority ranking for states because the total state requests for operational funding were close to the appropriated amount. For that year, OSD initially allocated \$35.5 million, or 85 percent, of the \$41.9 million requested by the states. According to an OSD official, minor cuts totaling \$6.4 million were made to all state plans to reduce funding to the appropriated amount without the use of a priority system. All 54 states received some funding.

Even though states received less than they requested, about 35 percent of the \$35.5 million, or \$12.4 million, went unspent because funds were made available late in the fiscal year. According to OSD and Bureau officials, the unspent funds were returned to the U.S. Treasury. Twelve states did not have their plans approved and spending authorized until April 1, 1989. Another 36 states received funding authorizations 1 month later, and the last 6 states received funding authorizations by August 22, 1989. For most states, this left less than 5 months to conduct their missions.

OSD and the Bureau did not revise their funding allocations to the states during the fiscal year. However, after the close of fiscal year 1989, the Bureau redistributed funding among the states that had incurred expenditures in excess of their original allocations. (See app. III for details on state-by-state spending.)

Fiscal Year 1990 Decisions

For fiscal year 1990, Congress appropriated \$70 million for National Guard counter-drug operational programs, but 53 of the 54 states requested a total of \$83.1 million.² OSD took several steps to close the gap between the requested amounts and the available funds.

OSD initially reduced the \$83.1 million requested to \$79.7 million by disallowing \$3.4 million in travel expenses and other minor items. Because the requests still exceeded the amount of funding that Congress had appropriated, OSD developed a priority-setting process that considered

²New Hampshire initially made no request for funding. Later in the fiscal year, it submitted a request for \$87,000, of which OSD authorized \$84,000 during May 1990.

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the state priorities established for 1989 and a rank-order list of missions developed with help from the National Guard Bureau, ONDCP, U.S. Customs Service, Immigration and Naturalization Service, U.S. Border Patrol, and Drug Enforcement Administration. As a result of this process, and considering the President's September 1989 "National Drug Control Strategy," OSD specified 25 missions and assigned weighted values to reflect the ranking. (See app. II.) It also increased the number of high-priority states from 17 to 21. ONDCP officials generally supported OSD's ranking of missions and believed the ranking reflected the President's national strategy. Officials of the Border Patrol and Customs Service also agreed with the priorities established by OSD.

OSD then developed a decision matrix that considered both the 25 mission priorities and the priority ranking of the 54 states. A value was assigned to each mission in each state's plan. As illustrated in a shortened version of OSD's decision matrix in table I.1, OSD stressed missions targeting cocaine and heroin in the high-priority states. The overall mission weight was determined by multiplying the state's assigned weight by the individual mission's weight. For example, Alabama's and California's cargo-control missions scored a 64; the state's weight of 4 multiplied by the cargo mission's weight of 16. Colorado's ground transportation mission scored a 12; 2 multiplied by 6.

Table I.1: Illustrative Extract of OSD Decision Matrix for Fiscal Year 1990 Initial Funding Decisions

State	Assigned weight	Mission ^a		
		Ground transport (6)	Aerial surveillance (10)	Cargo control (16)
Alabama	4	^b	^b	64
California	4	^b	40	64
Kansas	3	18	30	^b
Maryland	3	^b	^b	48
Alaska	2	^b	20	32
Colorado	2	12	20	^b
Delaware	1	^b	10	^b
Guam	1	^b	^b	16

^aThe mission's assigned weight is shown in parentheses. Higher mission weights reflect a greater concentration on targeting cocaine and heroin.

^bMission not requested.

Source: Office of the Secretary of Defense.

As a result of the initial allocation using this decision matrix, OSD cut the lowest-priority missions, thereby reducing the total allocation by

another \$4.3 million. However, whereas the high-priority missions in the high-priority states were fully funded, eight states were left unfunded. Therefore, to ensure that all states received some funding, OSD earmarked 15 percent of the available funding for high-priority missions in these eight states. This decision to earmark funds, plus congressional direction to allocate not less than \$10 million to the California National Guard,³ affected OSD's ability to fund the highest-priority missions.

In addition, OSD had to reduce the funding requests by another \$7.7 million to provide for \$2.3 million for centrally managed support costs and to close the gap between the funds that were requested and that were available. OSD cut this amount from cargo-inspection and intelligence-gathering missions in five high-priority states to bring the initial state allocations and the amount available for fiscal year 1990 into balance. OSD allocated the remaining \$67.7 million for individual state operations; the 21 high-priority states received \$51.5 million, while the other 33 states received \$16.2 million.

Fiscal Year 1990 Reallocations

During the initial allocation, OSD approved the distribution of 70 percent of the \$67.7 million. Before distributing the remaining 30 percent, the Bureau evaluated the states' expenditures to identify funding that could be reallocated to accommodate under-funded, or unfunded, state requirements. As a result of this review, conducted during May 1990, the Bureau reallocated funds from states whose spending was expected to fall short of their initial allocation and provided those funds to states with additional requirements. At the end of the fiscal year, the Bureau made a final review and reallocation of funds.

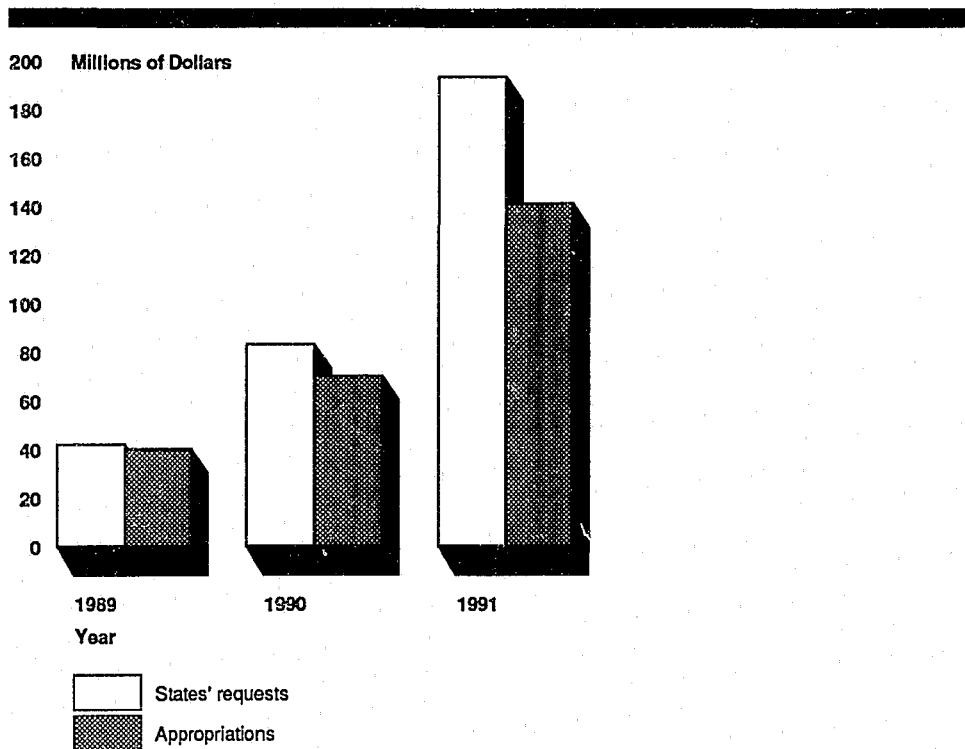
On the basis of the final funding reallocation, states received \$66.8 million during fiscal year 1990. All but \$1 million of this amount was spent by the states by the end of the fiscal year. Funding allocated to the 21 high-priority states increased from \$51.5 million to \$51.9 million as a result of the mid- and end-of-year reviews. These states spent 98.5 percent of their final allocation. Headquarters management costs were \$2 million, with \$2.1 million of the \$70 million appropriation remaining unspent. (App. IV provides a state-by-state breakdown of funding and expenditures for fiscal year 1990.)

³Although \$10 million was intended, the California National Guard received only \$7.99 million during the initial funding.

States' Fiscal Year 1991 Requests Exceeded Appropriations

For fiscal year 1991, the Bureau recommended that OSD provide \$193.2 million for Guard counter-drug operational funding. Congress allocated \$140.9 million for the National Guard's and other Reserves' counter-drug activities in fiscal year 1991. Of this amount, OSD allocated \$111.9 million for National Guard operational funding and centrally managed expenses. This funding level was \$81.3 million less than the Bureau requested for the states. Figure I.2 illustrates the widening gap between states' requests and the appropriated funds.

Figure I.2: States' Total Requests and Congressional Appropriations for Operational Funding



According to OSD officials, the decision matrix OSD used in fiscal year 1990 is inadequate for selecting and funding high-priority missions when state funding requests greatly exceed available funds. If this matrix were used, only a few states and programs would receive most of the funding, and other states and programs would receive none. For example, the matrix allocated 42 percent of available funding in fiscal year 1990 to the cargo-control mission. In fiscal year 1991, OSD received a similar level of requests for this mission, but if the same decision methodology had been used, \$65.8 million, or 59 percent, of the

\$111.9 million would have been allocated to this single mission, leaving only about \$46 million to fund all the remaining Guard requests. OSD officials said that an allocation such as this would have been inappropriate.

To address these problems, OSD amended the matrix and approved and allocated \$108.1 million of the \$111.9 million available for the states' requests. According to OSD officials, had the states provided information on the relative funding priorities among their missions, OSD would have considered this information in its decisions, but the states did not set their own priorities. Consequently, OSD limited the available funding for cargo-control missions to 35 percent of the total program, equivalent to about \$43 million. According to an OSD official, the states were given 65 percent of their requested cargo-control funding. As a baseline for minimum funding, OSD used each state's fiscal year 1990 funding level. With this criteria, OSD allocated funds for missions strictly according to the weights determined by the matrix. (App. V lists the funding requested and received by each state.)

According to ONDCP and OSD officials, state law enforcement priorities should be part of states' plans. ONDCP officials told us that states submit mission "laundry lists" to OSD without indicating the priority of each mission. They said that the Guard and law enforcement agencies are in the best position to determine the appropriate mission funding priorities relative to the funding available to them. While state-determined priorities were not considered in 1991 funding decisions, OSD is accommodating such priorities by allowing states to reallocate funds in 1991 without obtaining authorization from OSD. As they reallocate these funds, however, the states must not degrade missions originally funded by the Bureau and can reallocate funds only to OSD-approved missions.

For the future, OSD is considering a plan to give the states a baseline funding figure within which each state would build its program with respect to both national and local priorities. OSD would use the states' prior-year funding adjusted for expected changes in appropriations to develop the baseline amount. States would establish their own priorities by proposing the funding level for each mission within the plan and would have to justify any requests for funds that exceed the baseline.

National Guard Equipment Purchases

Funds to purchase equipment were not appropriated for fiscal year 1989, but for fiscal year 1990, Congress appropriated \$40 million, with which the National Guard Bureau plans to procure the types of equipment Congress directed it to buy. The equipment distribution among states appears consistent with the states' priority ranking and, to a large extent, will support the operational missions approved by OSD. OSD plans to use the ground-based radars in foreign counter-drug operations implemented by Guard units, which will reduce their availability to support the states' Guard missions as cited in their plans; however, the legislation does not require that the equipment be used only to support state missions.

For fiscal year 1991, the Bureau has not yet determined the states' additional equipment requirements. The Bureau believes that the states' requests reflect the needs of the Army National Guard and excludes those of the Air National Guard. In addition, the states requested more diverse equipment than the Bureau expected. To determine the states' actual needs, the Bureau has formed an equipment procurement review committee.

Fiscal Year 1990 Funds Earmarked by Congress

According to Senate Report 101-132, dated September 14, 1989, Congress intended that \$30 million of the \$40 million appropriated be spent for four mobile ground-based radars, \$6.6 million for forward-looking infrared radars (generally referred to as thermal imaging systems),⁴ and \$3.4 million for communications equipment to allow interoperability with local law enforcement agencies. Similarly, House Conference Report 101-345, dated November 13, 1989, directed that funds be used to procure "forward-looking infrared radars, mobile radars, communications equipment, and other essential items of equipment."

Although Congress directed what equipment to buy, the Bureau was left to determine the number of thermal imaging system units, the mix of communications equipment, and the distribution of the procured equipment. (See table I.2.) By obtaining four mobile ground radars from excess Air Force inventory, the Bureau will free up \$12.9 million of the \$30 million allocated for the radars. With the additional \$12.9 million,

⁴Although the Senate and Conference reports referred to forward-looking infrared radars, this is not the generic term for infrared systems, but is derived from the company name of FLIR Systems, Inc. This system is generally referred to as a thermal imaging system.

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the Bureau will buy additional thermal imaging system units and communications equipment, increase purchases to include aerial searchlights and ground and air position-locating devices, fund aircraft upgrades to accommodate the additional equipment requirements, and procure a used C-26 aircraft already equipped with thermal imaging, compatible communications, and radar.

Table I.2: National Guard Bureau's Fiscal Year 1990 Procurement Plan (as of January 14, 1991)

Equipment	Congressionally directed spending	Planned procurement	
		Quantity	Cost estimate
Dollars in millions			
Ground-based radars			
Procurement	\$30.00	0	0
No upgrade cost	^e	1	0
Upgrade cost	^d	3	\$17.09
Thermal imaging			
system units	6.60	51	7.14
Communications	3.40	270 ^a	4.28
C-26 aircraft	^d	1	6.01
Aerial searchlights	^d	126	1.80
LORANs ^b (air)	^d	93	0.35
LORANs (ground)	^d	270	0.20
Aircraft upgrades			
for thermal imaging			
system units	^d	^c	2.75
Technical assistance	^d	^e	0.37
Unallocated money	^e	^e	0.01
Total	\$40.00		\$40.00

^aThe plan includes 270 units for aircraft; the quantity of ground units was unspecified.

^bLORAN is an acronym used by a variety of manufacturers to describe air and ground position-locating devices.

^cThe plan does not specify the number to be procured.

^dCongress did not direct spending.

^eNot applicable.

As of January 1991, the Bureau had contracted out for \$19.5 million of the \$40 million in equipment, and the states had begun receiving the equipment.

**Equipment Will Support
High-Priority Missions**

In comparing the Bureau's planned equipment purchases with the approved fiscal year 1990 missions, we found that the planned purchases will support one or more high-priority missions, as defined by OSD, except for the ground-based radars. Table I.3 shows the number of high-priority missions that the equipment will support and the number of states that will receive the equipment. For example, the aerial searchlight would support three of the fiscal year 1990 high-priority missions and would be distributed to 53 states.

Table I.3: High-Priority Missions and States Affected by Planned Fiscal Year 1990 Equipment Purchases

Equipment	Number of missions	Number of states
Ground-based radars	0	4
Thermal imaging systems	3	27
Communications	16	54
C-26 aircraft	1	1
Aerial searchlights	3	53
LORANs (air)	5	53
LORANs (ground)	2	54

The ground-based radars would have supported the ground radar monitoring mission, a low-priority mission that was not funded by OSD in 1990. If the Bureau follows through with plans to create a fiscal year 1991 aviation enforcement mission—which would use the ground-based radars—these radars would then support a high-priority mission. However, we were told by OSD that the ground radars will also be used for overseas counter-drug missions run by Guard units that are not part of the states' plans to support law enforcement agencies. Legislation appropriating funds for equipment does not require that these purchases support state plan missions only.

The equipment purchased with fiscal year 1990 funds will initially be distributed to the high-priority states and then to the lower-priority states for their missions. All states will receive some equipment, as shown in table I.3, and all of the priority states will receive thermal imaging system units. Ground-based radar systems will be distributed to high-priority states, and the Bureau plans to use the C-26 aircraft for detection and monitoring missions along the southern border of Texas.

**Fiscal Year 1991
Equipment Needs
Undetermined**

A difference exists between what OSD allocated for National Guard equipment purchases and what the states say they need and want. Congress appropriated \$52 million to purchase equipment for counter-drug activities conducted by the Guard and other Reserve forces (P.L. 101-511, Nov. 5, 1990), and OSD allocated \$38 million of this amount for the Guard. However, the states indicated needs valued at about \$27 million, primarily to meet the requirements of the Army National Guard. In addition, the Bureau's planned equipment procurement deviates, in types and numbers, from what the states advised the National Guard Bureau they need. The Bureau is still working to resolve these differences.

In their fiscal year 1991 plans, 53 of the 54 states provided the Bureau with their equipment needs, estimated at about \$27 million. Bureau officials advised us that the \$27 million did not include sufficient requests to meet the Bureau's estimated \$22 million in equipment needs for the states' Air National Guard organizations. They said that the states' requests focused on the needs of the Army National Guard organizations and included many items not previously considered by the Bureau. Still, the \$27 million in requested equipment may overstate needs because some of the equipment included will be procured with fiscal year 1990 funds. For example, the 1990 procurement will meet states' requests for air communications equipment. In addition, some requests may be satisfied through other sources.

During February 1991, the Bureau asked the states to update their requests. The states were given a list of 57 types of equipment identified from among the \$27 million in requests described above. In many instances, the states increased their requests of certain items. As illustrated in table I.4, these requests differ in what the states say they need and what the Bureau currently plans to procure with fiscal year 1990 and 1991 funds. Appendix VI provides a complete listing of equipment requested by the states.

**Appendix I
National Guard Support to Law
Enforcement Agencies**

Table I.4: Illustrative Comparison of States' Requests and the National Guard Bureau's Planned Equipment Purchases for Selected Items

Equipment	States' needs	Bureau's 1990 plan	Bureau's 1991 plan
Thermal imaging system units	105	51	75
Communications (air)	297	270	100
Aerial searchlights	84	126	0
LORANs (air)	260	93	0
LORANs (ground)	203	270	54
Night vision goggles	867	0	0
Cellular telephones	157	0	0
Night vision scopes	196	0	0
Video cameras	106	0	0
Still cameras	132	0	0
Computers	205	0	0
Ground sensors	524	0	0

^aFunds were budgeted for this equipment, but the number of items was not specified.

Of the \$52 million appropriated, OSD allocated \$38 million for National Guard equipment purchases. To work within this allocation, Bureau officials are considering an allocation of \$16 million for the states' Army National Guard organizations and \$22 million for the Air National Guard organizations. However, Bureau officials acknowledged that both allocations need further review. As of January 1991, Bureau officials had not resolved these problems but had formed a counter-drug procurement review committee to determine the equipment needs of each state.

Impact of Guard Assistance Has Not Been Measured

The impact of Guard assistance to law enforcement agencies has never been measured. The role of the Guard in counter-drug enforcement activities makes it difficult to establish a cause-and-effect relationship between its activities and traditional measures of law enforcement success, such as arrests and seizures. Although law enforcement officials told us that the Guard's assistance has expanded their counter-drug efforts, information to substantiate this is not available. The problem of measuring the impact of counter-drug activities is not limited to the National Guard; according to the Assistant Secretary of Defense for Reserve Affairs, the problem extends to all DOD counter-drug support provided to law enforcement agencies.

No Causal Relationship Between Assistance and Enforcement

National Guard Bureau policy provides that Guard personnel and equipment may be deployed to assist local, state, or federal law enforcement agencies in drug interdiction, eradication, and law enforcement functions but prohibits the Guard's direct involvement in enforcement actions. The Guard, for example, cannot become directly involved in the arrest or detainment of drug suspects, nor in maintaining custody of seized drugs, contraband, or other evidence associated with law enforcement activities.

Because of these limitations, OSD officials stated that it is difficult to establish a cause-and-effect relationship between the Guard's support and traditional measures of law enforcement success. For example, if the Guard is asked to fly over a marijuana field and photograph it, the Guard controls the quality of the overflight but not the subsequent seizures. The resulting seizures, or the lack of seizures, would not be directly tied to the work performed by the Guard. Similarly, Guard personnel may inspect cargo containers, but Customs Service personnel take responsibility for selecting the containers to be examined.

Program Evaluation Omitted From DOD's Report to Congress

The National Defense Authorization Act for Fiscal Years 1990 and 1991 (P.L. 101-189, Nov. 29, 1989) requires the Secretary of Defense to submit an annual report to Congress that includes information on "the size, scope, and results of Department of Defense drug interdiction operations" not later than February 1, 1990 and 1991. Although the legislation did not specifically mention National Guard counter-drug activities as part of the reporting requirement, OSD's 1990 annual report to Congress on DOD counter-drug efforts described the activities of the National Guard. The report did not address the results of the Guard's interdiction and counter-drug operations. The report discussed resources used by the Guard in support of law enforcement operations without linking resources to results. For example, the report stated that in 1989, the Guard conducted more than 1,811 support missions involving 6,796 personnel and 149,449 work days of effort, but it did not attempt to measure the effectiveness of these activities. Senate Report 101-384, dated July 20, 1990, made it clear that Congress wants OSD to evaluate and report on the effectiveness of DOD counter-drug activities. It added the requirement to include "appropriate measures of effectiveness and applications of such measures to the various operations and activities; and an assessment of the overall contribution" of the DOD programs to the national counter-drug effort in its report.

Measurable Indicators of Guard Support Are Not Compiled

U.S. Customs Service, U.S. Border Patrol, and Drug Enforcement Administration officials believe that the Guard's support allows them to expand their missions beyond what would otherwise be possible. However, data that may illustrate the increased coverage is not maintained. This information is not available at the National Guard Bureau because, according to officials there, they cannot track all aspects of operations controlled by law enforcement agencies. The situation is similar at law enforcement agencies. According to Customs Service officials, they did not track the containers examined for drugs until 1989, and current operations cannot be compared to years prior to 1989. Border Patrol officials told us that Guard support in repairing and maintaining Border Patrol vehicles and preparing new vehicles for service helps to put many more agents into the field, but statistics on how many are not maintained.

Measuring Agencies' Satisfaction as an Indicator of Program Success

OSD and National Guard Bureau officials believe that the effectiveness of the Guard should be judged on the Guard's ability to perform a mission to the satisfaction of the requesting law enforcement agency and not the end result of the mission. The Assistant Secretary of Defense for Reserve Affairs has requested that the Bureau develop a system to measure the success of drug support operations on this basis. The Bureau developed questionnaires to be filled out by the senior Guard and law enforcement officials participating in each support operation. The questionnaires included the following questions:

- (1) Was the support provided as requested by the law enforcement agency?
- (2) Did the Guard's support start and terminate for the period requested?
- (3) Was the Guard properly equipped to support the operation?
- (4) Did you feel that the operation was successful?
- (5) Was there a cooperative attitude among all parties?
- (6) Did the Guard personnel fully understand the mission?
- (7) Was there ample flexibility in the Guard's chain of command?

(8) Did Guard support enhance the overall degree of mission accomplishment?

Beginning in March 1990, the Bureau required that the questionnaires be included as an attachment to the "after-action" reports already being submitted at the completion of each mission. While some states have returned questionnaires, the Bureau has not tabulated the results. Bureau officials stated that they reviewed the responses and acted on identified problems as necessary.

According to officials of the DOD Inspector General's office, a recently completed audit on the Guard's support to U.S. drug interdiction efforts will report that the National Guard Bureau does not have a method of quantifying the effectiveness of the Guard's counter-drug support missions. The draft audit report contains a recommendation that the Bureau develop criteria to measure the effectiveness of the support provided "to the law enforcement agencies that encompass response to and satisfaction of valid requests received, timeliness of support provided, and execution of counternarcotics plans." However, implementing this recommendation still will not provide information necessary to judge the cost-effectiveness of the Guard's participation in counter-drug support missions.

Assigned Priorities of Approved Missions

Mission	Assigned weight ^a
Fiscal Year 1990	
Aerial photo reconnaissance	50
Film processing for photo reconnaissance	50
Cargo inspection and search	16
Searching of aircraft, watercraft, or motor vehicles	14
Coordination/liaison management support	13
Ground surveillance (border/airstrip)	12
Administration/intelligence, automated data processing, and logistics support	11
Aerial surveillance (drug interdiction)	10
Aerial surveillance (intelligence-gathering)	10
Training of soldiers and airmen	10
Aerial transport of law officers	10
Aerial transport of contraband	10
Searching, collecting, and removing contraband	9
Transporting law enforcement fuel and fuel tanks	9
Aerial reconnaissance and transport	9
Aerial reconnaissance (marijuana/watercraft/aircraft/motor vehicles)	8
Ground reconnaissance (marijuana/drug operations)	6
Ground transport of law officers	6
Ground transport of contraband	6
Engineer support	5
Maintenance support	5
Ground radar monitoring (tracking aircraft)	4
Security for radar sites	4
Training law enforcement personnel	2
Transportation of seized watercraft	2
Fiscal Year 1991	
Ground reconnaissance or mobile patrols	35
Aerial reconnaissance (marijuana eradication)	30
Cargo inspection (inbound and outbound)	25
Aerial surveillance (drug interdiction)	20
Aviation enforcement (air interdiction with ground radar support)	17
Ground surveillance (drug interdiction)	15
Ground radar support (includes security)	14
Aerial photo reconnaissance	13
Film processing for photo reconnaissance	12
Coordination, liaison, and management	11

(continued)

Appendix II
Assigned Priorities of Approved Missions

Mission	Assigned weight^a
Administration, intelligence, automated data processing, logistics, and maintenance support	10
Marijuana/drug lab eradication/detection	9
Aerial transportation support	8
Surface transportation support	7
Engineer support	6
Training program (National Guard and law enforcement agencies)	5

Note: Reconnaissance involves looking for an activity in an unidentified location, whereas surveillance involves documenting an activity in a known location.

^aEach mission's relative weight is based on its priority as determined by the Office of the Secretary of Defense.

Fiscal Year 1989 Operational Funding for National Guard Counter-Drug Activities

Dollars in thousands

State ^a	Initial funding ^b	Final funding ^c	Expended	Percentage of final funding spent
Alabama	\$952	\$1,266	\$1,249	98.7
Alaska	303	379	359	94.7
Arizona	879	931	545	58.5
Arkansas	368	594	523	88.0
California	3,078	3,401	2,361	69.4
Colorado	175	230	221	96.1
Connecticut	97	107	72	67.3
Delaware	104	115	45	39.1
District of Columbia	2,003	1,763	263	14.9
Florida	3,795	3,695	2,264	61.3
Georgia	398	469	365	77.8
Guam	75	75	10	13.3
Hawaii	271	330	254	77.0
Idaho	128	161	152	94.4
Illinois	210	337	335	99.4
Indiana	267	414	339	81.9
Iowa	229	300	195	65.0
Kansas	324	415	399	96.1
Kentucky	355	857	833	97.2
Louisiana	1,191	1,316	863	65.6
Maine	177	453	433	95.6
Maryland	217	280	218	77.9
Massachusetts	212	216	66	30.6
Michigan	151	355	333	93.8
Minnesota	385	391	54	13.8
Mississippi	494	544	330	60.7
Missouri	702	855	552	64.6
Montana	469	570	424	74.4
Nebraska	225	259	151	58.3
Nevada	181	251	232	92.4
New Hampshire	59	59	5	8.5
New Jersey	591	637	357	56.0
New Mexico	329	382	199	52.1
New York	1,842	1,919	1,786	93.1
North Carolina	571	1,142	1,127	98.7
North Dakota	71	72	16	22.2
Ohio	392	637	620	97.3

(continued)

**Appendix III
Fiscal Year 1989 Operational Funding for
National Guard Counter-Drug Activities**

State^a	Initial funding^b	Final funding^c	Expended	Percentage of final funding spent
Oklahoma	\$559	\$686	\$407	59.3
Oregon	947	1,167	1,120	96.0
Pennsylvania	1,018	929	104	11.2
Puerto Rico	1,243	1,291	505	39.1
Rhode Island	197	197	63	32.0
South Carolina	756	877	693	79.0
South Dakota	114	138	100	72.5
Tennessee	562	702	541	77.1
Texas	5,017	4,733	4,003	84.6
Utah	514	583	443	76.0
Vermont	12	16	5	31.3
Virginia	550	701	515	73.5
Virgin Islands	984	910	15	1.6
Washington	353	354	201	56.8
West Virginia	93	125	83	66.4
Wisconsin	281	340	278	81.8
Wyoming	71	71	4	5.6
Subtotal	35,541	39,997^e	27,630	69.1
Centrally managed funds ^d	4,460	0	0	0
Total	\$40,001^e	\$39,997^e	\$27,630	69.1

^aListing includes all 50 states, 3 territories, and the District of Columbia.

^bThe National Guard Bureau could not provide the amounts requested by individual states and what it recommended to OSD for fiscal year 1989; therefore, this information is not included.

^cOSD and the Bureau did not revise their funding allocations to the states during the year. After the end of the fiscal year the Bureau redistributed unused funds among the states whose expenditures exceeded their original allocations.

^dCentrally managed funds included retirement pay accounts and funds for aircraft and depot-level maintenance, which were allocated among the states after the fiscal year ended.

^eTotal does not equal \$40 million due to rounding.

Fiscal Year 1990 Operational Funding for National Guard Counter-Drug Activities

Dollars in thousands

State ^a	Requested	Initial funding	Final funding ^b	Expended	Percentage of final funding spent
Alabama	\$1,992	\$1,551	\$1,984	\$1,934	97.5
Alaska	837	835	604	604	100.0
Arizona	3,003	2,364	1,993	1,948	97.7
Arkansas	1,087	992	1,000	987	98.7
California	7,210	7,991	9,842	9,783	99.4
Colorado	362	244	207	208	100.5
Connecticut	62	62	63	62	98.4
Delaware	133	134	59	57	96.6
District of Columbia	2,964	2,349	1,136	1,136	100.0
Florida	8,272	6,037	4,492	4,379	97.5
Georgia	3,367	2,429	1,717	1,715	99.9
Guam	290	279	210	210	100.0
Hawaii	741	708	695	688	99.0
Idaho	251	235	139	144	103.6
Illinois	231	222	244	243	99.6
Indiana	387	333	399	397	99.5
Iowa	381	326	299	298	99.7
Kansas	466	349	485	463	95.5
Kentucky	3,079	2,751	3,594	3,454	96.1
Louisiana	2,447	1,829	1,823	1,820	99.8
Maine	493	488	665	663	99.7
Maryland	933	906	759	758	99.9
Massachusetts	1,321	1,036	819	805	98.3
Michigan	657	474	504	503	99.8
Minnesota	655	555	477	477	100.0
Mississippi	1,284	1,104	1,001	1,002	100.1
Missouri	563	507	437	437	100.0
Montana	327	296	247	236	95.5
Nebraska	818	756	794	773	97.4
Nevada	215	191	199	202	101.5
New Hampshire	0 ^c	0 ^c	75	74	98.7
New Jersey	1,564	1,562	1,073	1,050	97.9
New Mexico	764	654	1,014	1,008	99.4
New York	8,096	4,912	4,575	4,556	99.6
North Carolina	2,451	2,144	1,662	1,658	99.8
North Dakota	108	88	115	112	97.4

(continued)

**Appendix IV
Fiscal Year 1990 Operational Funding for
National Guard Counter-Drug Activities**

State^a	Requested	Initial funding	Final funding^b	Expended	Percentage of final funding spent
Ohio	\$615	\$378	\$381	\$380	99.7
Oklahoma	667	532	617	597	96.8
Oregon	1,706	1,216	1,424	1,406	98.7
Pennsylvania	1,221	1,019	1,267	1,253	98.9
Puerto Rico	726	691	928	729	78.6
Rhode Island	215	143	154	141	91.6
South Carolina	2,222	1,904	1,461	1,458	99.8
South Dakota	146	129	116	87	75.0
Tennessee	903	668	1,045	1,029	98.5
Texas	13,663	10,936	11,086	11,024	99.4
Utah	701	509	354	353	99.7
Vermont	76	62	61	61	100.0
Virginia	1,010	931	747	739	98.9
Virgin Islands	241	130	119	113	95.0
Washington	681	316	1,078	1,069	99.2
West Virginia	134	120	145	145	100.0
Wisconsin	316	286	419	411	98.1
Wyoming	29	25	25	25	100.0
Subtotal	83,083	67,688	66,828	65,864	98.6
Centrally managed funds ^d	6,629	2,312	3,174	2,020	63.6
Total	\$89,712	\$70,000	\$70,002^e	\$67,884	97.0

^aListing includes all 50 states, 3 territories, and the District of Columbia.

^bFinal funding figures reflect the fiscal year funding redistributions made by the National Guard Bureau as of February 19, 1991. The Bureau plans another redistribution of unused funds among the states whose expenditures exceeded their allocation.

^cNew Hampshire initially made no request for funding. Later in the fiscal year, it submitted a request for \$87,000, of which OSD authorized \$84,000 in May 1990.

^dCentrally managed funds included amounts for headquarters management and air transportation of law enforcement personnel. The National Guard Bureau distributed the air transportation funding during May 1990.

^eTotal does not equal \$70 million due to rounding.

Fiscal Year 1991 Operational Funding for National Guard Counter-Drug Activities

Dollars in thousands

State ^a	Requested	Initial funding	Percentage funded
Alabama	\$2,785	\$2,088	75.0
Alaska	978	674	68.9
Arizona	9,360	5,311	56.7
Arkansas	3,795	1,021	26.9
California	31,219	20,038	64.2
Colorado	555	315	56.8
Connecticut	530	71	13.4
Delaware	90	64	71.1
District of Columbia	2,012	1,173	58.3
Florida	6,317	4,697	74.4
Georgia	3,917	2,062	52.6
Guam	1,041	579	55.6
Hawaii	940	734	78.1
Idaho	370	270	73.0
Illinois	2,498	860	34.4
Indiana	751	432	57.5
Iowa	294	294	100.0
Kansas	480	480	100.0
Kentucky	6,089	4,002	65.7
Louisiana	4,354	3,907	89.7
Maine	1,148	931	81.1
Maryland	3,917	1,269	32.4
Massachusetts	1,557	847	54.4
Michigan	1,763	773	43.8
Minnesota	1,408	513	36.4
Mississippi	5,452	3,567	65.4
Missouri	2,916	2,313	79.3
Montana	501	363	72.5
Nebraska	1,081	838	77.5
Nevada	558	428	76.7
New Hampshire	219	170	77.6
New Jersey	2,878	1,743	60.6
New Mexico	9,701	4,614	47.6
New York	9,896	4,994	50.5
North Carolina	2,072	1,765	85.2
North Dakota	852	190	32.6
Ohio	1,015	430	42.4
Oklahoma	3,212	707	22.0

(continued)

Appendix V
Fiscal Year 1991 Operational Funding for
National Guard Counter-Drug Activities

State^a	Requested	Initial funding	Percentage funded
Oregon	\$3,373	\$1,682	49.9
Pennsylvania	2,661	2,072	77.9
Puerto Rico	4,760	3,646	76.6
Rhode Island	309	179	57.9
South Carolina	2,750	1,923	69.9
South Dakota	146	124	84.9
Tennessee	1,847	1,603	86.8
Texas	39,077	15,203	38.9
Utah	1,122	861	76.7
Vermont	97	62	63.9
Virginia	821	811	98.8
Virgin Islands	297	168	56.6
Washington	6,670	3,645	54.6
West Virginia	360	159	44.2
Wisconsin	509	417	81.9
Wyoming	117	39	33.3
Subtotal	193,167	108,121	56.0
Centrally managed funds ^b	5,799	3,793	65.4
Total	\$198,966	\$111,914	56.2

^aListing includes all 50 states, 3 territories, and the District of Columbia.

^bCentrally managed funds included amounts for headquarters management and undistributed amounts for medical support and missions centrally coordinated by the National Guard Bureau.

States' Equipment Requests and National Guard Bureau's Planned Equipment Purchases

Equipment	States requesting equipment ^a	Number of items		
		States' requests	Bureau's 1990 plan	Bureau's 1991 plan
Aviation support				
Thermal imaging system units	39	105	51	75
VHF-FM radios	43	297	270	100
Searchlights	30	84	126	0
LORANs ^d	49	260	93	0
Night vision goggles	33	326	0	0
OH-58 helicopter upgrades	32	96	^b	26
Loudspeakers	22	67	0	0
Air sling equipment	22	74	0	0
Pontoon landing gear	7	16	0	0
Bulletproof vests	32	389	0	0
Ground support				
LORANs	36	203	270	54
Night vision goggles	43	541	0	0
Cellular telephones	36	157	0	0
Night vision scopes	32	196	0	0
Video cameras	43	106	0	0
Still cameras (35 mm)	40	132	0	0
Ground sensors	28	524	0	0
Base station communication systems	34	91	^b	^c
VHF-FM handheld radios	40	584	^b	^c
Handheld radio battery chargers	30	247	^b	^c
VHF-FM mounted radios	29	156	^b	^c
VHF-FM repeaters	30	109	^b	^c
Pagers	31	236	0	0
Secure telephone units	24	61	0	0
Binoculars	41	307	0	0
Spotting scopes	28	157	0	0
Machetes	27	933	0	0
Coveralls	28	951	0	0
Safety glasses	30	769	0	0
Pairs of gloves	33	1,847	0	0
Bulletproof vests	26	656	0	0
Searchlights	23	52	0	0
Handheld spotlights	22	132	0	0
Diver recall systems	7	21	0	0
Hi-intensity underwater lights	7	20	0	0

(continued)

**Appendix VI
States' Equipment Requests and National
Guard Bureau's Planned
Equipment Purchases**

Equipment	States requesting equipment ^a	Number of items		
		States' requests	Bureau's 1990 plan	Bureau's 1991 plan
Diving gear	6	21	0	0
Diver tanks	6	40	0	0
Administrative support				
Computers	41	109	0	0
Laptop computers	41	96	0	0
Printers	42	111	0	0
VCRs with monitors	35	59	0	0
Fax machines	33	58	0	0
Photostat copier machines	31	41	0	0
Security safes	29	35	0	0
Calculators	25	59	0	0
Typewriters	24	79	0	0
Overhead projectors	24	33	0	0
Paper shredders	21	31	0	0
Office furniture	14	49	0	0

^aOn the basis of the states' responses, the National Guard Bureau consolidated its list of 57 items down to 49 items to account for similar items listed more than once.

^bThe plan does not specify the number to be procured.

^cThe Bureau's fiscal year 1991 equipment procurement plan, dated January 15, 1991, lists 54 ground communication packages, but it does not specify the number of each type of equipment to be procured.

^dLORAN is an acronym used by a variety of manufacturers to describe air and ground position-locating devices.

Objectives, Scope, and Methodology

The Chairman of the Legislation and National Security Subcommittee, House Committee on Government Operations, asked us to examine the National Guard's counter-drug missions funded through DOD. Specifically, we determined whether (1) high-priority missions have been funded, (2) the equipment to be procured will support these high-priority missions, and (3) the Guard's activities have assisted the counter-drug efforts of law enforcement agencies.

To determine whether OSD has funded high-priority missions, we reviewed legislation defining the mission of the Guard and the National Guard Bureau's policy and guidance on the role of the Guard. We also reviewed the states' plans and pertinent documents related to the approval and funding of missions in support of drug enforcement operations. We interviewed officials from OSD, the Bureau, and the Office of National Drug Control Policy about OSD's criteria for approving and funding missions supported by the Guard and about whether the criteria were within the context of guidance provided by the President's National Drug Control Strategy. We also met with officials from the U.S. Customs Service, U.S. Border Patrol, and the Drug Enforcement Administration to get their views on mission priorities.

To assess whether the equipment to be procured for counter-drug missions will support the high-priority programs, we interviewed OSD, Bureau, and federal law enforcement officials, as well as Guard officials in California and Texas. We reviewed the Bureau's methodology for determining planned equipment purchases and analyzed states' requests for equipment. We also asked Guard officials from California and Texas for their views on equipment needs and priorities.

To evaluate whether the Guard's activities have assisted the counter-drug efforts of law enforcement agencies, we reviewed Guard reports submitted to the Bureau after the completion of each mission and DOD reports submitted to Congress. We interviewed OSD, U.S. Customs Service, Immigration and Naturalization Service, and U.S. Border Patrol officials to determine their views on National Guard activities in support of drug law enforcement operations. Also, we interviewed officials from the Office of National Drug Control Policy and the DOD Inspector General about the impact of the Guard's counter-drugs efforts.

We interviewed District of Columbia National Guard officials and California National Guard officials in Sacramento and Los Alamitos, visited law enforcement installations of the U.S. Customs Service in Long Beach and Los Angeles Police Department, and interviewed officials of the Los

**Appendix VII
Objectives, Scope, and Methodology**

Angeles County Sheriff's Department and the San Diego County Sheriff's Department. Finally, we interviewed Texas National Guard officials in Austin and U.S. Customs Service and Border Patrol officials in Laredo, Texas.

We conducted our review between February 1990 and February 1991 in accordance with generally accepted government auditing standards.

OFFICE OF THE ATTORNEY GENERAL

The first section of the Act provides that the Attorney General shall have the custody of the records of the Government and shall see that they are preserved and that they are accessible to the public. The second section provides that the Attorney General shall have the custody of the records of the Government and shall see that they are preserved and that they are accessible to the public.

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