

March 1995

# CHEMICAL WEAPONS

## Army's Emergency Preparedness Program Has Financial Management Weaknesses





B-258694

March 15, 1995

The Honorable William F. Clinger, Jr.  
Chairman  
The Honorable Cardiss Collins  
Ranking Minority Member  
Committee on Government Reform and Oversight  
House of Representatives

The Honorable Floyd D. Spence  
Chairman  
The Honorable Ronald V. Dellums  
Ranking Minority Member  
Committee on National Security  
House of Representatives

As requested, we reviewed how the Army's Chemical Stockpile Emergency Preparedness Program (CSEPP) funds—about \$281 million appropriated in fiscal years 1988 to 1994—were spent. We have previously reported problems the Army experienced in improving the emergency preparedness capabilities of local communities and the ineffectiveness of its management approach.<sup>1</sup> The objectives of our current review are to (1) identify the purposes for which funds were allocated, (2) determine how funds were spent by states and counties associated with four chemical weapons storage sites, and (3) examine elements of CSEPP's financial reporting and internal control systems.

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## Background

CSEPP was established in 1988 to improve emergency response capabilities in communities near the eight sites in the continental United States where chemical weapons are stored. (Appendix I identifies the locations of these sites.) Under a memorandum of understanding, the Army shares management of CSEPP with the Federal Emergency Management Agency (FEMA). State and local officials, in accordance with state laws, have primary responsibility for developing and implementing emergency response programs for communities in the event of an emergency involving chemical agents. (Appendix II lists the states and counties participating in CSEPP.)

Through fiscal year 1994, CSEPP funds were allocated through the Assistant Secretary of the Army for Installations, Logistics, and the Environment to Army commands and contractors and to FEMA. Funds for counties flowed

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<sup>1</sup>See a list of related GAO products on page 24.

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through FEMA regions, to the states, and then to counties. The funds provided to the states are covered by the Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments (44 C.F.R., parts 13 and 14). These accounting requirements, however, do not provide adequate information for program management.

In 1993 and 1994, we reported that program officials were hampered by inadequate financial information and that CSEPP's financial management and organization needed improvements to ensure that communities could effectively respond to a chemical emergency.<sup>2</sup> We recommended that the Secretary of the Army establish a single point of accountability for the program. In October 1994, the Army began operating a consolidated office, including Army and FEMA staff, within its Chemical and Biological Defense Command. Officials said that the office is intended to operate as a focal point for CSEPP activities by improving communication and creating an environment for teamwork. The office includes teams dedicated to functional areas, such as training or automation, and teams responsible for integrating activities at each CSEPP site and advocating site-specific needs. The Army's preliminary estimate is that CSEPP will cost \$900 million.

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## Results in Brief

Because of weaknesses in CSEPP's financial management reporting and internal control systems, Army and FEMA officials lack accurate financial information to identify how funds are spent or to ensure program goals are achieved. However, by analyzing why funds were allocated and visiting four states participating in the program, we developed a general picture of expenditures. More than \$145 million (52 percent) was allocated to states and counties, \$127 million (45 percent) was allocated to the Army and FEMA, and almost \$8.9 million (3 percent) is unallocated.<sup>3</sup> More than \$67 million (24 percent) of all program funds appropriated in fiscal years 1989 to 1994 remained unexpended.

The states' allocations for major program categories were (1) \$35.1 million for communications, (2) \$28.4 million for alert and notification, (3) \$18.3 million for salaries and benefits, (4) \$15.8 million for automation, and (5) \$12.7 million for emergency operations centers. The amounts allocated to the 10 states vary, ranging from \$2.4 million for Illinois to

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<sup>2</sup>Chemical Weapons Storage: Communities Are Not Prepared to Respond to Emergencies (GAO/T-NSIAD-93-18, July 16, 1993) and Chemical Weapon Stockpile: Army's Emergency Preparedness Program Has Been Slow to Achieve Results (GAO/NSIAD-94-91, Feb. 22, 1994).

<sup>3</sup>Allocation is the distribution of budget or obligational authority from the Army to its commands or FEMA and FEMA's distribution of budget or obligational authority to states or counties. The Army calls these distributions of funds "obligations" and FEMA often calls them "awards."

\$30.7 million for Alabama. In general, funds were used for priority items and other critical CSEPP objectives, but not all items are operational or have been purchased. For example, final automation systems and tone-alert radios have not been purchased.<sup>4</sup>

Although program managers have previously recognized the need to improve CSEPP’s financial management, they could not provide us complete and accurate financial data. Adequate internal controls to ensure assets are safeguarded and program goals are efficiently and effectively achieved do not exist; leaving the program susceptible to fraud, waste, and abuse.

## States and Counties Have Received More Than Half the Program Funds

Because of inadequate financial data and internal controls, Army and FEMA officials could not provide reliable information on actual expenditures. However, based on our analysis of the \$281 million appropriated for CSEPP, we determined that approximately \$145 million (52 percent) was allocated to states and counties, \$127 million (45 percent) was allocated to Army and FEMA organizations, and almost \$8.9 million (3 percent) remains unallocated.<sup>5</sup> Nearly half of all CSEPP allocations went for automation, communication, and salaries and benefits. Table 1 lists funding levels for major CSEPP entities.

**Table 1: Funds Allocated to CSEPP Entities for Fiscal Years 1988 to 1994**

Dollars in thousands		
CSEPP entity	Total	Percent
States and counties <sup>a</sup>	\$145,152	52
Army commands and organizations	73,793	26
Army contracts with Argonne and Oak Ridge National Laboratories	21,505	8
FEMA headquarters and regions	13,843	5
FEMA contracts	17,718	6
Unallocated	8,887	3
<b>Total</b>	<b>\$280,898</b>	<b>100</b>

Note: The Army and FEMA were working to reconcile their allocation data, which do not agree. For example, some of the Army’s totals in this table do not agree with FEMA’s totals in subsequent tables.

<sup>a</sup>Two cities also received CSEPP funds.

Source: Department of the Army.

<sup>4</sup>A tone-alert radio is an indoor emergency warning device that provides both an alert signal and verbal information.

<sup>5</sup>Many of the numbers in this report are rounded for ease of presentation.

The Army allocated funds to various commands for such purposes as improving emergency operations centers at installations where chemical weapons are stored, purchasing automation equipment, and paying salaries. Other Army allocations were for contractor support activities, including the development and procurement of CSEPP automation systems for military installations and communities. FEMA used program funds for salaries and benefits for headquarters and regional staff, and for contractor support for exercises, automation, and training.

The amount allocated to the 10 states varied, ranging from \$2.4 million for Illinois to \$30.7 million for Alabama, as shown in table 2.

**Table 2: Funds Allocated to States for Fiscal Years 1989 to 1994**

Dollars in thousands		
State	Total	Percent
Alabama	\$30,680	21
Arkansas	15,400	11
Colorado	9,462	7
Illinois	2,386	2
Indiana	11,345	8
Kentucky	14,018	10
Maryland	13,001	9
Oregon	18,647	13
Utah	18,319	13
Washington	11,891	8
<b>Total<sup>a</sup></b>	<b>\$145,149</b>	<b>100</b>

Note: The Army and FEMA were working to reconcile their allocation data, which do not agree. FEMA and state funding began in fiscal year 1989.

<sup>a</sup>Percents do not total 100 due to rounding.

Source: FEMA.

Funds were specifically allocated for such items as emergency operations centers, alert and notification sirens, computer equipment, training, and salaries and benefits. Funding levels, as allocated to the states by category, are shown in table 3.

**Table 3: Funds Allocated to States by Category**

Dollars in thousands		
Category	Total	Percent
Administration	\$5,392	4
Alert and notification	28,449	20
Automation	15,785	11
Communications	35,129	24
Emergency operations centers	12,719	9
Salaries and benefits	18,300	13
Travel	3,121	2
<b>Subtotal</b>	<b>\$118,895</b>	
Other <sup>a</sup>	26,254	18
<b>Total<sup>b</sup></b>	<b>\$145,149</b>	<b>100</b>

<sup>a</sup>The "other" category includes items such as public affairs, contracts, exercises, and training.

<sup>b</sup>Percents do not total 100 due to rounding.

Source: FEMA.

## Allocations at Four Storage Sites Generally Reflect Priorities

Because of weaknesses in CSEPP's financial management and reporting, Army and FEMA officials were unable to provide us a complete picture of how program funds were spent. However, by visiting four CSEPP sites and four of the five states associated with them, we developed a general picture of expenditures. In general, the funds were used for priority items and other critical CSEPP objectives, but not all items are operational or have been purchased. For example, final automation systems and tone-alert radios have not been purchased.

## Funding Priorities

In 1992, CSEPP officials issued a set of priorities to guide program expenditures. In 1993, officials supplemented the priorities with benchmarks intended to (1) guide states and local communities in their preparedness activities, (2) ensure equitable distribution of funds among states, and (3) result in functional equivalency. For example, two top priorities are alert and notification capabilities and emergency operations centers.

**State and County Expenditures**

We collected expenditure data from states and counties associated with four CSEPP sites and from the Army and FEMA. (Appendix III describes these expenditures by locality.) Because these entities do not use the same accounting systems, the data on expenditures are not comparable.

In general, CSEPP funds were used for emergency response systems and other critical items, but not all critical items have been purchased. For example, the counties in Oregon and Washington did not have CSEPP-funded alert and notification sirens as of December 1994. Oregon is using \$7 million to procure communication equipment and sirens, but this equipment is not expected to be operational until after March 1995. In addition, not every site has radio communication capabilities in its emergency operations centers, and none has protective gear ensembles or final automation systems. Table 4 shows the status of some critical items. According to FEMA officials, interim or substitute capabilities for critical items exist in some locations.

**Table 4: Availability of CSEPP-Funded Critical Items for Four Storage Sites**

Item	Anniston, Alabama	Pine Bluff, Arkansas	Tooele, Utah	Umatilla	
				Oregon	Washington
CSEPP-equipped emergency operation centers	Yes	Yes	Yes	Partial <sup>a</sup>	Partial <sup>a</sup>
Protective gear ensembles	No	No	No	No	No
Emergency operations plans	Yes	Yes	Yes	Yes	Yes
Final automation systems <sup>b</sup>	No	No	No	No	No
Alert and notification					
Sirens	Yes	Yes	Yes	No	No
Tone-alert radios	No	No	No	No	No

<sup>a</sup>Morrow County, Oregon, has a CSEPP-funded center; Umatilla County, Oregon, has a limited operational center but plans to construct a new center with program funds; and Benton County, Washington, has built a center with non-CSEPP funds.

<sup>b</sup>The Automation Program was approved in 1994. According to FEMA officials, the system has not undergone a government acceptance test.



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Program funds were allocated to some state emergency management organizations to procure large items, such as communication systems, for all CSEPP entities in the state. Funds were also allocated to salaries and benefits for state and local personnel, such as emergency response directors, automation analysts, trainers, and public information officers.

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## Financial Data and Internal Controls Are Not Adequate

Controls over CSEPP funds are inadequate. Army and FEMA officials lack accurate financial information to identify how funds are spent and to ensure program goals are achieved. In testimony presented in July 1993, we suggested that the Army establish strict controls over the accountability of program funds. Army officials subsequently stated that they are working to improve CSEPP's financial management and internal controls. However, our review revealed that little improvement has been made. Specifically, we found that (1) CSEPP expenditure data are limited and allocation data are discrepant; (2) FEMA's reports to the Army have been incomplete, inconsistent, and untimely; (3) the Army and several states are maintaining large unexpended balances of funds; and (4) some states have reprogrammed funds without the knowledge of federal officials.

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## Expenditure Data Are Limited

CSEPP expenditure financial data at the federal level are limited. Neither FEMA nor the Army has data comparing program expenditures by states and counties to specified allocations or program priorities. Data at FEMA headquarters and regions consist primarily of quarterly financial status reports that track aggregated expenditures and reports that identify states' withdrawals from the federal treasury, but not how the funds were spent. The Army does not maintain centralized expenditure data for the entire program, or for funds allocated to or spent by Army commands or contractors. Army commands also do not maintain comparable expenditure data.

FEMA's guidance on CSEPP requires states and jurisdictions to maintain detailed financial records on allocations and expenditures. However, agency officials believe the Office of Management and Budget Circular A-102 prevents them from requiring states to report how funds are spent. In September 1994, Army officials requested that FEMA obtain an Office of Management and Budget exception to the requirements of circular A-102. FEMA officials told us that they have not requested an exception but will survey the states to satisfy the Army's needs.

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**Allocation Data Are Not Accurate or Consistent**

CSEPP allocation data are not accurate or consistent. In February 1994, we reported that, although FEMA had administered 65 percent of allocated program funds, it could not accurately account for how funds were spent. Instead, its managers could provide only the amounts originally allocated for a particular purpose.

However, we found discrepancies in allocation data at all management levels—between Army and FEMA headquarters, FEMA headquarters and its regions, FEMA regions and the states, and states and counties. In addition, data from Army headquarters and different commands do not agree. Army officials were unaware of the discrepancies in their data or FEMA's data until we mentioned them.

Army and FEMA officials are working to correct the discrepancies. For example, the Argonne National Laboratory has created a database to track allocation data for the Army. In addition, FEMA has several efforts underway to improve its financial data and reports, and officials said they began investigating ways in September 1994 to improve communication across program and financial organizations. The agency plans to implement a new system by October 1995.

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**FEMA Reports Are Incomplete, Inconsistent, and Untimely**

During 1994, FEMA's programmatic and financial reports to the Army were incomplete, inconsistent, and untimely. FEMA officials told us that this was because they had not enforced their own reporting requirements for states. In 1993, the FEMA Inspector General and we reported that the agency's financial reports on CSEPP were not adequate. The Inspector General reported that financial reports did not (1) include information required to monitor the program's progress, (2) identify how funds were used to accomplish program goals, and (3) compare expenditures to program activities. In July 1993, we testified that program officials had inadequate information on the status of funds.

Although FEMA officials said that they are improving the agency's financial reporting, little progress has been made, and weaknesses in reporting continue. For example, its 1994 third-quarter report contained financial information from only 3 of the 10 states. The formats and the amount and type of detail in FEMA regions' and states' reports varied greatly, making comparisons and analysis difficult. In addition, state reports contained limited expenditure data and were in different formats. Also, the agency does not provide the reports to the Army in a timely manner. For example, the 1994 third-quarter report was not provided until September 16, 1994.

According to FEMA officials, they are dependent upon the cooperation and compliance by the states to meet these requirements.

**Twenty-Four Percent of CSEPP Funds Are Not Expended**

At the end of fiscal year 1994, states and the Army held more than \$67 million in unexpended funds, or 24 percent of all funds appropriated to the program. States had a balance of more than \$58 million in program funds allocated to them in fiscal years 1989 to 1994 but not yet expended. Various factors contribute to the balances such as delays in getting program funds to the states or premature allocation of funds. In addition, it is statutory in some states that they have the funds before they begin the procurement process. The Army also held almost \$9 million in prior-year funds that was not allocated to Army commands or FEMA. Army officials were, for the most part, unaware of the funds' existence until we mentioned them.

We reviewed FEMA's financial reports showing expenditure data by state for fiscal years 1989 to 1994. As of October 31, 1994, states had more than \$58 million in program funds allocated to them but not spent. Almost half of the unexpended balance comes from fiscal year 1994 allocations. Table 5 shows unexpended funds by state.

**Table 5: Unexpended Funds by State**

Dollars in thousands		
State	Amount	Percent
Alabama	\$17,860	31
Arkansas	3,173	5
Colorado	2,134	4
Illinois	759	1
Indiana	4,269	7
Kentucky	4,393	8
Maryland	7,814	13
Oregon	7,241	12
Utah	3,800	7
Washington	6,827	12
<b>Total</b>	<b>\$58,270</b>	<b>100</b>

Note: Funds were allocated in fiscal years 1989 to 1994. According to FEMA officials, the majority of these unexpended funds are in the procurement process at the state level.

Source: FEMA.

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We asked FEMA officials to identify allocated but not obligated funds by state.<sup>6</sup> Because their regional offices provided incomplete data for only eight states, we cannot report the total obligated but not spent. However, individual examples from several states include the following:

- In Kentucky's \$4.4 million unexpended balance, \$3.4 million is obligated for a contract signed in July 1994 to produce tone-alert radios.
- In Oregon's unexpended balance, \$1.7 million is obligated for a microwave communication system and another \$1.7 million is obligated for an emergency operation and information center for Umatilla County.
- In Washington's unexpended balance, \$2.4 million is obligated for a communication system.

Factors contributing to the unexpended balances are delays in providing funds to the states and premature allocation of funds. For example, in fiscal years 1992 and 1993, funds were not allocated to some states and counties until the second or third quarters of the fiscal years because of delays at various levels in the process. This reduced the time available for states and counties to obligate the funds and accomplish tasks before the end of the fiscal year.

Part of the unexpended balances results from carried-over funding for tone-alert radios. For example, almost \$5.2 million of the funds were provided to Alabama in fiscal year 1993 for tone-alert radios and not spent because the state and county had not finished studying where to place the radios. In July 1994, FEMA officials estimated the radio study would be completed during the fourth quarter of fiscal year 1995, 2 years after the funds were released to the state. As of December 1994, the study had not started. In addition, the policy on the type of radio to use changed, which contributed to the delay. FEMA and Alabama officials told us that the funds may have been prematurely allocated.

The Army has expressed its concern to FEMA over these unexpended funds. In July 1994, the Army asked the agency to (1) enforce its requirement that states identify unexpended funds in a timely manner and (2) reallocate them for critical unmet needs. Despite these measures, more than \$67 million (24 percent) of program funds appropriated since 1989 remain unexpended.

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<sup>6</sup>Obligated funds are funds designated for orders placed, contracts awarded, services rendered, or other similar transactions.

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## States Have Reallocated Funds

Without FEMA headquarters' approval or knowledge, at least two states reprogrammed funds from their allocated purposes. In Arkansas, \$325,000 originally allocated for decontamination equipment and almost \$88,000 in unobligated funds were reprogrammed to construct CSEPP state office space. The redistribution did not comply with FEMA policy that the state obtain prior written approval from agency headquarters. In Washington, almost \$100,000 in fiscal year 1990 procurement funds originally allocated for telecommunication equipment was reprogrammed to design a new emergency operations center for the state. In this case, Washington received approval from its FEMA regional office. Until we brought these cases to their attention, Army and FEMA officials at the national level were not aware of them.

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## Changes at FEMA Could Adversely Affect Already Limited Financial Controls

FEMA is changing the process it uses to budget and distribute CSEPP funds to states. These changes could adversely affect already limited controls over CSEPP funding and raise concerns regarding the appropriateness of FEMA continuing to administer CSEPP funds. In fiscal year 1995, one of FEMA's priorities is to reform the comprehensive cooperative agreement process, beginning by eliminating program-designated funding and replacing it with functionally designated funding across all programs. Under this proposed process, CSEPP funds may lose their identity if funds for many programs are awarded to the states by functional categories. If CSEPP is included, it will further reduce program managers' already limited ability to relate expenditures to specific program objectives. Agency officials do not expect CSEPP to be included in the new combined funding process and said that a decision on the program's status under the new process is expected by March 1995.

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## Recommendations

We recommend that the Secretary of the Army (1) consolidate financial as well as programmatic functions at the new joint CSEPP office in the Chemical and Biological Defense Command and (2) strengthen the new office's procedures for financial reporting and accountability, including requiring regions, states, and counties to report financial data consistent with the format used to award allocations.

We recommend that the Director of FEMA remove CSEPP from the agency's comprehensive cooperative agreements umbrella and administer the program separately, not commingled with other agency programs.

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## Scope and Methodology

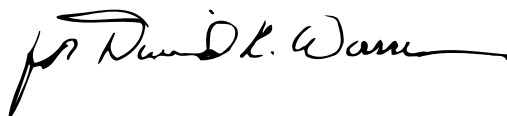
We developed information for this report by reviewing documents and interviewing officials from the Army and FEMA and from four states and numerous counties associated with Anniston, Alabama; Pine Bluff, Arkansas; Tooele, Utah; and Umatilla, Oregon, installations. Because of weaknesses in CSEPP's financial management and reporting, we were unable to develop a complete picture of the purposes for which program funds were expended. However, through visits to the storage sites, states, and counties, we were able to document and analyze a portion of the \$94.9 million allocated to five states. In some cases, because expenditure data were not available, we obtained and used allocation data. (Appendix IV lists the organizations and sites we contacted.) We did not verify the financial data provided to us by the various entities and did not assess whether the expenditures enhanced community preparedness.

We performed our work between October 1993 and December 1994 in accordance with generally accepted government auditing standards. As requested, we did not obtain official agency comments on a draft of this report. However, we discussed our findings with Army and FEMA officials and have included their views where appropriate.

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Unless you publicly announce this report's contents earlier, we plan no further distribution until 30 days from its issue date. At that time, we will send copies to the Chairmen of the Senate Committee on Armed Services and the Senate and House Committees on Appropriations, the Secretary of Defense, the Director of FEMA, the Director of the Office of Management and Budget, and other interested parties. We will make copies available to others upon request.

Please contact me at (202) 512-8412 if you or your staff have any questions. Major contributors to this report are listed in appendix V.



Donna M. Heivilin  
Director, Defense Management  
and NASA Issues

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# Contents

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Letter		1
Appendix I Storage Locations in the Continental United States		16
Appendix II States and Counties Participating in CSEPP		17
Appendix III State and County Allocations and Expenditures Associated With Four CSEPP Sites	Anniston Army Depot, Anniston, Alabama Pine Bluff Arsenal, Pine Bluff, Arkansas Tooele Army Depot, Tooele, Utah Umatilla Depot Activity, Umatilla, Oregon and Washington	18 18 19 19
Appendix IV Sites and Agencies Included in Our Review		20
Appendix V Major Contributors to This Report		21
Related GAO Products		24
Tables	Table 1: Funds Allocated to CSEPP Entities for Fiscal Years 1988 to 1994 Table 2: Funds Allocated to States for Fiscal Years 1989 to 1994	3 4



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**Contents**

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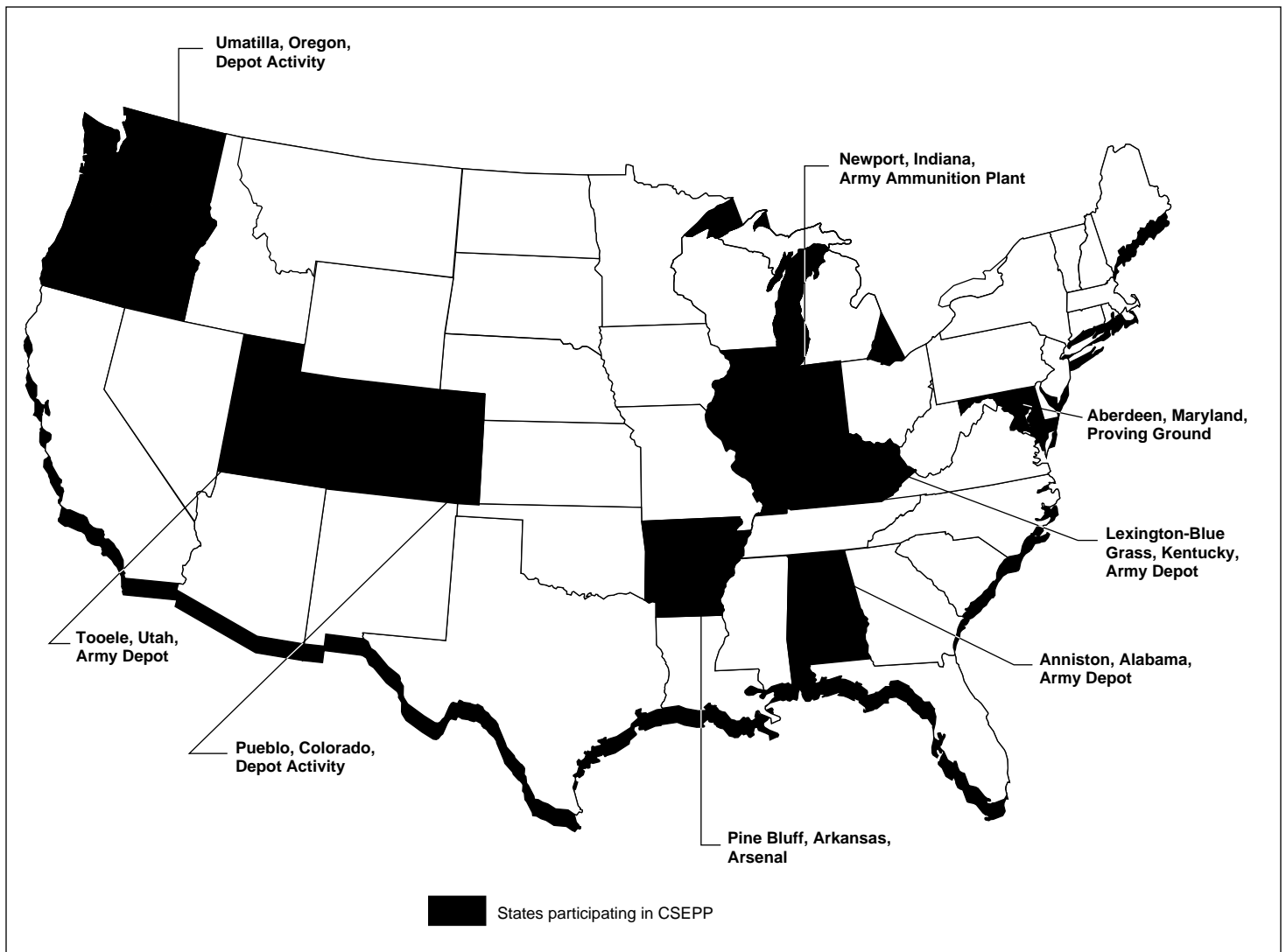
Table 3: Funds Allocated to States by Category	5
Table 4: Availability of CSEPP-Funded Critical Items for Four Storage Sites	6
Table 5: Unexpended Funds by State	9

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**Abbreviations**

CSEPP	Chemical Stockpile Emergency Preparedness Program
FEMA	Federal Emergency Management Agency

# Storage Locations in the Continental United States



# States and Counties Participating in CSEPP

<b>State</b>	<b>County</b>
Alabama	Calhoun Clay Cleburne Etowah St. Clair Talladega
Arkansas	Arkansas Cleveland Dallas Grant Jefferson Lincoln Lonoke Prairie Pulaski Saline
Colorado	Pueblo
Illinois	Edgar Vermillion
Indiana	Fountain Parke Vermillion
Kentucky	Clark Estill Fayette Garrard Jackson Madison Powell Rockcastle
Maryland	Harford Baltimore Kent
Oregon	Gilliam Morrow Umatilla
Utah	Salt Lake Tooele Utah
Washington	Benton

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# State and County Allocations and Expenditures Associated With Four CSEPP Sites

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## Anniston Army Depot, Anniston, Alabama

Of the \$31 million allocated to Alabama, over \$7.8 million (25 percent) went to Alabama's Emergency Management Agency and other state offices. The state received \$4.2 million for automation and \$3.5 million for salaries and benefits. Ten million dollars were allocated for a communication system. Officials estimate that a contract for communication equipment will be let by July 1995 and that the equipment will be manufactured and installed in 1996 or 1997.

Alabama allocated more than \$21.6 million (70 percent) to six counties. Almost \$17 million was allocated to Calhoun County, one of two counties in Anniston Army Depot's immediate response zone. The county received about \$1.5 million to construct and equip an emergency operations center and \$1 million to test 43 alert and notification sirens for Calhoun and Talladega counties and the depot. Talladega County, the other immediate response county, received \$3 million to operate an emergency operations center, procure an 800-megahertz communication system and an automation system, and pay salaries and benefits. Another \$2 million was allocated to four counties in the protective action zone for such items as automation, office furniture, travel, and salaries and benefits.

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## Pine Bluff Arsenal, Pine Bluff, Arkansas

Arkansas was allocated over \$15 million, of which \$10.7 million went to the state Office of Emergency Services and other state-level units such as the Department of Health. More than \$700,000 was allocated to the Office of Emergency Services for computer hardware, software, licenses, and spare parts. In addition, more than \$476,000 was allocated for contracts to support planning, training, and technical aspects of the program, and more than \$400,000 was used for state office space. Much of Arkansas's funding went to items that benefited local communities' preparedness. For example, \$1.2 million was allocated to purchase 58 voice-message sirens for Jefferson and Grant Counties and the Pine Bluff Arsenal. Likewise, almost \$4 million was allocated to purchase an 800-megahertz communication system. Of this amount, more than \$3 million was used to purchase about 500 radios.

Jefferson and Grant Counties, the two counties in the Pine Bluff Arsenal's immediate response zone, received \$2.4 million and \$400,000 in program funding, respectively. Both counties have completed their emergency operations centers; Jefferson County's emergency operations center cost \$1.2 million, and Grant County's center cost \$239,000.

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## Tooele Army Depot, Tooele, Utah

Of the \$18.3 million allocated to Utah in fiscal years 1989 to 1994, \$10 million (55 percent) was allocated to its Office of Comprehensive Emergency Management and the Departments of Health and of Environmental Health. These funds were used for such items as communication systems, automation equipment, training and exercises, as well as for salaries and benefits. The state designated about \$507,000 for construction of a command post.

Of the \$18.3 million allocated to Utah, \$7.2 million (39 percent) was allocated to Tooele County, the immediate response zone county for Tooele Army Depot. More than \$6 million was allocated to the county in fiscal years 1993 and 1994. The county constructed an emergency operations center for about \$345,000, and installed 37 alert and notification sirens for \$2 million. During fiscal years 1989 and 1993, the county used about \$255,000 for automation, \$105,000 for communication, and \$499,000 for salaries and benefits. More than \$2.6 million was allocated through the county in fiscal years 1993 and 1994 for 24-hour and other emergency capabilities at the Tooele Valley Regional Medical Center.

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## Umatilla Depot Activity, Umatilla, Oregon and Washington

Oregon and Washington, the states associated with the Umatilla storage site, were allocated \$30.5 million in program funding. Oregon was allocated \$18.6 million, and Washington was allocated almost \$12 million.

Of the funds allocated to Oregon, \$11.6 million (62 percent) went to Oregon's Office of Emergency Management. Umatilla and Morrow Counties, the two immediate response zone counties, were allocated \$4.7 million and \$1.2 million in program funding, respectively. These amounts do not include \$162,000 jointly allocated in fiscal year 1992 to Umatilla and Morrow Counties. Umatilla County did not receive funding for its emergency operations center until fiscal year 1994, and construction had not started as of December 1994. Morrow County has constructed an emergency operations center for \$345,000.

Nine million dollars (75 percent) of Washington's program funds were allocated to the state's Departments of Emergency Management, Agriculture, and Ecology. The money was allocated for such items as communication systems, automation, and salaries and benefits. Benton County, Washington, received \$2.3 million, which included \$1.7 million in fiscal year 1993 for 22 sirens. The sirens are expected to be operational in November 1995.

# Sites and Agencies Included in Our Review

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Entities that we contacted or visited during our review included the following:

- Assistant Secretary of the Army for Installations, Logistics, and the Environment, Washington, D.C.;
- U.S. Army Nuclear and Chemical Agency, Springfield, Virginia;
- the Army Materiel Command, Alexandria, Virginia;
- U.S. Chemical and Biological Defense Command, Aberdeen Proving Ground, Maryland;
- Federal Emergency Management Agency: Washington, D.C.; Region IV, Atlanta, Georgia; Region VI, Denton, Texas; Region VIII, Denver, Colorado; and Region X, Bothell, Washington;
- Anniston, Pine Bluff, Tooele, and Umatilla installations;
- states and counties near the Anniston, Pine Bluff, Tooele, and Umatilla installations;
- Oak Ridge National Laboratory, Oak Ridge, Tennessee; and
- Argonne National Laboratory, Argonne, Illinois.

# Major Contributors to This Report

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Julia A. Dubois, Senior Evaluator

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# Related GAO Products

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Chemical Weapons: Obstacles to the Army's Plan to Destroy Obsolete U.S. Stockpile (GAO/NSIAD-90-155, May 24, 1990).

Chemical Weapons: Stockpile Destruction Delayed at the Army's Prototype Disposal Facility (GAO/NSIAD-90-222, July 30, 1990).

Chemical Weapons: Stockpile Destruction Cost Growth and Schedule Slippages Are Likely to Continue (GAO/NSIAD-92-18, Nov. 20, 1991).

Chemical Weapons Destruction: Issues Affecting Program Cost, Schedule, and Performance (GAO/NSIAD-93-50, Jan. 21, 1993).

Chemical Weapons Storage: Communities Are Not Prepared to Respond to Emergencies (GAO/T-NSIAD-94-91, July 16, 1993).

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