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Fact Sheet for the Chairman,
Subcommittee on Readiness, Committee
on Armed Services, House of
Representatives

May 1989

DOD INVESTIGATIVE PROGRAMS

Background Data



National Security and
International Affairs Division

B-186178

May 10, 1989

The Honorable Earl Hutto
Chairman, Subcommittee on
Readiness
Committee on Armed Services
House of Representatives

Dear Mr. Chairman:

The former Chairman, Subcommittee on Readiness, House Committee on Armed Services, requested us to review the operations of the Army Criminal Investigation Command, the Naval Investigative Service, and the Air Force Office of Special Investigations. In discussions with Subcommittee staff, we agreed to provide a summary of statistics and background information on these organizations. The information we collected on the missions, organization, staffing, and productivity of the three investigative units is contained in appendixes I through III.

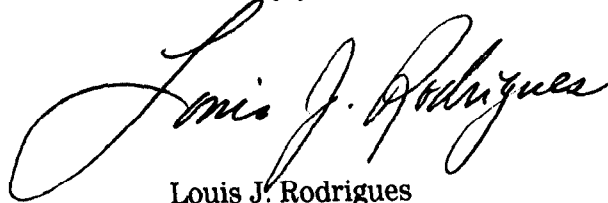
Each of these organizations investigates fraud, assault, drug violations, and property crimes, in addition to providing protective services for their respective service. The Army Criminal Investigation Command also provides protective services for the Department of Defense. The Naval Investigative Service and the Air Force Office of Special Investigations conduct counterintelligence investigations.

Because of the many differences among the organizations, direct comparisons of them, based solely on the statistics, is not possible. The information, unless otherwise noted, is as of December 1988.

Unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 14 days from the date of this letter. At that time, we will send copies to other concerned congressional committees and the Secretaries of Defense and the Army, Navy, and Air Force. We will make copies available to others upon request.

GAO staff members who made major contributions to this fact sheet are listed in appendix IV. If you need further information, please call me on 275-8412.

Sincerely yours,

A handwritten signature in cursive script, reading "Louis J. Rodrigues". The signature is written in dark ink and is positioned above the printed name and title.

Louis J. Rodrigues
Director, Logistics Issues

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Abbreviations

GAO	General Accounting Office
NIS	Naval Investigative Service

Army Criminal Investigation Command

In November 1918, General John J. Pershing organized the Army Criminal Investigation Division to investigate crimes against the Army in France. Following World War I, the Army returned to the practice of using outside investigators to investigate crimes in the Army. The Criminal Investigation Division was reestablished in 1944 as part of the Provost Marshal General's office because of the increased crime rate after the start of World War II. It was to provide staff supervision over criminal investigations, as well as coordinate investigations between commands and set standards for investigations. In 1971, the U.S. Army Criminal Investigation Command was established as a major Army command.

The Command conducts criminal investigations and crime prevention surveys, and provides protective service operations for the Department of Defense and the Department of the Army. Unlike its counterparts in the Navy and Air Force, it is not responsible for intelligence or counter-intelligence activities.

The Army Criminal Investigation Command is headquartered in the Washington, D.C., area and has six subordinate field commands—five investigative regions worldwide and the U.S. Army Criminal Investigation Laboratory. The Laboratory consists of three separate crime laboratories that provide forensic assistance to military law enforcement and other federal investigative agencies.

Table I.1 provides a breakdown of personnel between agent and support personnel.

Table I.1: Personnel Statistics for 1988

	Commissioned officer	Warrant officer	Enlisted	Civilian	Total
Agent	^a	544	513	41	1,098
Support personnel ^b	126	8	260	529	923
Total	126	552	773	570	2,021

^aThe Army Criminal Investigation Command does not have commissioned officers working as agents.

^bSupport personnel includes management.

Table I.2 shows the number of agents involved in specialty areas. Additional agents may have training in these areas but are not currently working in them.

Table I.2: Specialty Agent Positions for 1988

Position	Number of agents
Polygraph	37
Latent prints	10
Questioned documents (handwriting, obliterated document restoration, etc.)	10
Photography	7
Firearms	7
Chemistry	5
Technical services	61
Fraud	103

Table I.3 shows the total estimated operating budgets for fiscal years 1984 through 1989. The total budget amounts shown include estimated military manpower costs. These costs are not controlled by the Army Criminal Investigation Command and are therefore not part of its formal budget.

Table I.3: Operating Budget Amounts

Dollars in millions				
Fiscal year	Operations, Maintenance	Military Personnel	Other ^a	Total
1984	\$21.0	\$39.3	\$0.9	\$61.1 ^b
1985	22.5	40.8	1.6	64.9
1986	21.9	42.5	2.7	67.1
1987	29.4 ^c	44.2	2.1	75.6 ^b
1988	31.9	45.9	3.3	81.1
1989	31.9	47.8	0.4	80.1

^aOther includes base commercial equipment and construction allowances.

^bDoes not add due to rounding.

^cThe large increase beginning in fiscal year 1987 resulted from the implementation of the Command's automation effort and implementation of a procurement fraud program staffed by civilian agents.

Table I.4 shows the number of cases closed for fiscal years 1985 through 1988.

Table I.4: Investigative Case Statistics

Type of case	Fiscal year			
	1985	1986	1987	1988
Fraud	1,640	1,671	1,650	1,177
Criminal	13,479	11,049	10,225	8,942
Total	15,119	12,720	11,875	10,119

Table I.5 shows the dollar amounts associated with fraud cases in 1984 through 1988. Recoveries include money and property returned to the government either through the investigative process or through military command action (administrative) or the criminal justice system (civil). Losses represent the dollar value of losses to the government identified during the investigative process.

Table I.5: Losses, Recoveries, and Fines for Fraud Cases^a

	Year				
	1984	1985	1986	1987	1988
Recoveries and seizures	\$10,028	\$4,837	\$3,353	\$5,336	\$16,495 ^a
Fines, forfeitures, and restitution	8,976	1,361	3,441	8,224	1,000
Administrative amount recovered	479	461	760	5,801	1,726
Civil amount recovered	38	0	0	50	88,751 ^b
Total recoveries	\$19,521	\$6,659	\$7,554	\$19,411	\$107,972
Losses	\$46,248	\$19,894	\$29,038	\$34,931	\$164,436 ^c

^aAll amounts shown are for the year in which action was taken.

^b\$88 million from one case (Bell Helicopter).

^c\$117 million from one case (Bell Helicopter).

Table I.6 shows the disposition of Command investigations.

Table I.6 Disposition of Investigations^a

Disposition	Year				
	1984	1985	1986	1987	1988
No action	3,802	3,259	2,544	2,315	1,182
Article 15					
Punished	3,661	3,116	2,156	2,334	2,099
Not guilty/not punished	31	39	6	3	3
Discharges	258	288	187	156	118
Military court					
Convicted	2,475	2,163	1,882	1,756	884
Acquitted	159	139	100	79	29
Civilian court					
Punished	1,370	1,496	1,247	951	286
Not guilty/not punished	709	605	748	510	171
Administrative action ^b	5,345	4,611	4,000	3,463	2,006

^aAn investigation may involve more than one subject.

^bAdministrative actions include oral or written reprimands, bar to reenlistment, and payment of restitution.

Naval Investigative Service

A naval investigative unit was first established in 1915 when Naval Intelligence was assigned to secure information on the navies of probable enemies. In the fall of 1916, the first undercover unit was established in New York City under the supervision of the Office of Naval Intelligence. However, investigative activity greatly decreased after World War I. When the Navy had difficulty recruiting officers for the Intelligence Reserve in the 1930s, it began hiring civilian special agents.

Following entry into World War II, the investigative organization was comprised mostly of reserve officers. At that time, their responsibilities expanded beyond investigating sabotage, espionage, and subversive activities to include personnel security inquiries, investigation of Japanese activities in the United States, and fraud matters. Following World War II, investigative activity again decreased; however, a small corps of civilian special agents was retained. Work load and manpower increased following the Korean War with broadened jurisdiction in investigations and counterintelligence.

On February 4, 1966, the Naval Investigative Service (NIS) was established. Today, unlike the other services, NIS has an all-civilian agent force, with the exception of about 30 Marine Corps investigators. In 1972, the personnel security investigative functions were transferred to the newly created Defense Investigative Service.

NIS is a field activity of the Naval Investigative Service Command. The Command's mission is to maintain, command, and operate a worldwide organization to fulfill the investigative and counterintelligence responsibilities of the Department of the Navy, except those combat-related counterintelligence matters within the functional responsibilities of the Marine Corps. It is headquartered in the Washington, D.C., area and has 10 regional offices worldwide supported by 150 resident agencies, units, and afloat units. In addition, NIS has three regional forensic laboratories that provide analyses of narcotics and dangerous drugs, arson evidence, and selected fingerprint examinations.

Table II.1 provides a breakdown of agents and support personnel in NIS.

Appendix II
Naval Investigative Service

Table II.1: Personnel Statistics^a (1984 Through 1988)

	Year				
	1984	1985	1986	1987	1988
Agents					
Field	716	806	834	931	857
Supervisory	168	173	196	205	228
Total	884	979	1,030	1,136	1,085
Support	458	522	687	772	694
Total	1,342	1,501	1,717	1,908	1,777

^aIncludes all civilian personnel. The 30 Marine Corps investigators assigned to NIS are not included in this table.

Table II.2 provides a breakdown of agents by function.

Table II.2: Agent Breakdown by Function, Including Supervisors (1984 Through 1988)

	Year				
	1984	1985	1986	1987	1988
Criminal	625	623	634	640	578
Fraud	106	134	143	143	157
Counterintelligence	123	182	206	274	279
Technical	14	19	19	20	21
Polygraph	16	21	26	57	50
ADP ^a	0	0	2	2	0
Total	884	979	1,030	1,136	1,085

^aAutomated data processing

Table II.3 shows NIS's operating budgets for fiscal years 1985 through 1989.

Table II.3: Operating Budget Amounts

Dollars in millions	
Fiscal year	Amount
1985	\$71.5
1986	78.9
1987	93.2
1988	97.6
1989	104.9

Table II.4 shows the number of cases opened and closed during fiscal years 1984 through 1988.

Appendix II
Naval Investigative Service

Table II.4: Investigative Case Statistics

Type of case	Number of cases opened per fiscal year				
	1984	1985	1986	1987	1988
Fraud	3,750	3,992	3,889	3,736	3,257
Criminal	18,926	19,468	17,570	17,035	15,415
Total	22,676	23,460	21,459	20,771	18,672

Type of case	Number of cases opened per fiscal year				
	1984	1985	1986	1987	1988
Fraud	3,028	3,703	3,887	3,640	3,318
Criminal	16,748	19,191	17,238	16,317	16,138
Total	19,776	22,894	21,125	19,957	19,456

Table II.5 shows the dollar amounts associated with fraud cases in fiscal years 1984 through 1988.

Table II.5: Losses, Recoveries, and Fines for NIS Fraud Cases

Dollars in thousands

	Fiscal year				
	1984	1985	1986	1987	1988
Recoveries ^a	\$13,664	\$9,812	\$45,868	\$84,244	\$71,998
Fines ^a	0	2	1,048	544	1,920
Total	13,664	9,814	46,916	84,788	73,918
Losses ^b	\$22,220	\$27,525	\$72,450	\$100,233	\$91,118

^aRecoveries and fines are shown for the year action was taken.

^bLosses represent the dollar value of losses to the government identified during the investigative process and are shown for the year the case was closed (investigative action complete).

Table II.6 shows the number of individuals convicted in conjunction with NIS cases during fiscal years 1986 through 1988.

Table II.6: Convictions From Cases^a

	Fiscal year		
	1986	1987	1988
Article 15	571	589	978
Military court	1,223	1,215	1,772
Civilian court	368	452	750
Administrative action	122	140	185

^aA case may involve more than one individual.

Air Force Office of Special Investigations

The Air Force Office of Special Investigations was created in 1948. It was originally established and continues to operate within the Office of the Inspector General. The director of the Office, a military officer, serves as a member of the Inspector General's staff.

Its mission is to (1) investigate economic and general crimes, (2) provide personal protective services, (3) collect and report information for protecting bases, and (4) provide counterintelligence services and support. As with the other military services, its personnel security investigation mission (except at overseas locations) was transferred to the Defense Investigative Service in 1972. This transfer resulted in a reduction of one-third of its agent force.

The Office's headquarters is at Bolling Air Force Base, Washington, D.C., and it has 19 district offices worldwide. These districts are supported by 142 detachments and 46 operating locations. Unlike the other service investigative agencies, the Office operates its own agent training academy, located at its headquarters. Also, unlike the other agencies, it does not operate any crime laboratories. Instead, it has special agents trained in forensic science who assist ongoing investigations when needed. The Office maintains a listing of approved crime laboratories for use when needed. The majority of the laboratories used by the Office are government laboratories that do not charge any fees. When necessary, however, the Office will approve the use of a contract laboratory.

Table III.1 provides a breakdown of personnel for fiscal years 1984 through 1988.

Table III.1: Personnel Statistics (1984 Through 1988)

	Fiscal year				
	1984	1985	1986	1987	1988
Agents					
Officer	537	546	557	595	543
Enlisted	878	881	894	958	925
Civilian	149	152	187	232	244
Total	1,564	1,579	1,638	1,785	1,712
Support					
Officer	55	58	63	57	57
Enlisted	389	411	426	440	431
Civilian	328	335	338	351	342
Total	772	804	827	848	830
Total	2,336	2,383	2,465	2,633	2,542

Table III.2 identifies the number of different specialty agent positions.

Table III.2: Specialty Agent Positions for 1988

Position type	Number of positions
Forensics	10
Polygraph	92
Technical support	126
Personnel security	9
Computer specialist	12
Counterintelligence	450
Fraud	273

Table III.3 provides the operating budgets for fiscal years 1985 through 1989.

Table III.3: Operating Budget Amounts

Dollars in millions	
Fiscal year	Amount
1985	\$87.5
1986	92.6
1987	105.1
1988	108.1
1989	109.5

Table III.4 shows the number of cases opened and closed during calendar years 1985 through 1988.

Table III.4: Investigative Case Statistics

Type of case	Number of cases opened			
	1985	1986	1987	1988
Fraud	1,298	1,187	1,603	1,885
Criminal	4,862	4,481	5,435	6,244
Total	6,160	5,668	7,038	8,129
Type of case	Number of cases closed			
	1985	1986	1987	1988
Fraud	1,301	1,145	1,380	1,733
Criminal	4,935	4,430	5,139	5,756
Total	6,236	5,575	6,519	7,489

Table III.5 shows the dollar amounts associated with fraud cases during calendar years 1984 through 1988.

Appendix III
Air Force Office of Special Investigations

Table III.5: Losses, Recoveries, and Fines for Fraud Cases

Dollars in thousands

	Year				
	1984	1985	1986	1987	1988
Recoveries/savings ^a	\$27,915	\$22,200	\$42,415	\$104,687	\$52,509
Fines ^a	1,222	2,750	3,558	4,142	3,882
Total	\$29,137	\$24,950	\$45,973	\$108,829	\$56,391
Losses ^b	\$26,286	\$83,254	\$114,962	\$126,216	\$101,625

^aMost recoveries/savings and all fines are shown for the year action was taken. The remaining recoveries/savings are for the year the case was closed.

^bLosses represent the dollar value of losses to the government identified during the investigative process and are shown for the year the case was closed (investigative action complete).

Table III.6 shows what action was taken against subjects identified during investigations.

Table III.6: Disposition of Investigations^a

	Fiscal year			
	1985	1986	1987	1988
No action	959	778	726	693
Article 15	848	549	630	771
Civilian Court	465	487	568	549
Military Court	593	642	687	806
Discharge	766	574	628	685
Other	1,101	862	798	1,102

^aAn investigation may involve more than one individual.

Major Contributors to This Fact Sheet

**National Security and
International Affairs
Division,
Washington, D.C.**

William E. Beusse, Assistant Director
James F. Reid, Evaluator-in-Charge
R. Bruce Brown, Evaluator
Jean L. Fox, Evaluator

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