

# Department of Homeland Security **Office of Inspector General**

## Annual Review of the United States Coast Guard's Mission Performance (FY 2013)





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Department of Homeland Security

Washington, DC 20528 / [www.oig.dhs.gov](http://www.oig.dhs.gov)

SEP 11 2014

MEMORANDUM FOR: Rear Admiral Todd A. Sokalzuk  
Assistant Commandant for Resources and  
Chief Financial Officer  
United States Coast Guard

FROM: Anne L. Richards   
Assistant Inspector General for Audits

SUBJECT: *Annual Review of the United States Coast Guard's Mission  
Performance (FY 2013)*

Attached for your information is our final report, *Annual Review of the United States Coast Guard's Mission Performance (FY 2013)*. We incorporated the technical comments from the United States Coast Guard in the final report, as appropriate. The report contains no recommendations.

Consistent with our responsibility under the *Inspector General Act*, we will provide copies of our report to appropriate congressional committees with oversight and appropriation responsibility over the Department of Homeland Security. We will post the report on our website for public dissemination.

Please call me with any questions, or your staff may contact John E. McCoy II, Deputy Assistant Inspector General for Audits, at (202) 254-4100.

Attachment



## Table of Contents

Executive Summary .....	1
Background .....	2
Results of Review .....	3
Resource Hours for Non-Homeland Security and Homeland Security Missions ....	4
The USCG’s Mission Performance .....	7
FY 2013 Budget Information .....	7
Management Comments and OIG Analysis .....	7

## Appendixes

Appendix A: Objectives, Scope, and Methodology .....	8
Appendix B: Management Comments to the Draft Report .....	10
Appendix C: Non-Homeland Security Missions.....	11
Appendix D: Homeland Security Missions.....	22
Appendix E: FY 2013 Performance Measure Summary .....	33
Appendix F: Major Contributors to This Report .....	34
Appendix G: Report Distribution .....	35

## Abbreviations

DHS	Department of Homeland Security
FY	fiscal year
GAO	Government Accountability Office
OIG	Office of Inspector General
OMB	Office of Management and Budget
SPD	Strategic Planning Direction
USCG	United States Coast Guard



## **Executive Summary**

This report presents our annual review of the United States Coast Guard's (USCG) mission performance, as required by the *Homeland Security Act of 2002*. The act defines the USCG's 11 statutory missions as either non-homeland security missions or homeland security. The act also prohibits the Secretary of Homeland Security from substantially reducing any of the USCG's missions after its transfer to the Department of Homeland Security, except as specified in subsequent acts.

The objective of this review was to determine the extent to which the USCG is maintaining its historical level of effort on non-homeland security missions. To address our objective, we reviewed the resource hours the USCG used to perform its various missions. We also reviewed the USCG's performance measures and results for each non-homeland security and homeland security mission. We did not verify the accuracy of the USCG-provided data.

According to USCG's data, the majority of resource hours are no longer dedicated to homeland security missions. For fiscal year 2013, the USCG dedicated about the same percentage of resource hours to homeland security missions as to non-homeland security missions.

The USCG reported that it met or exceeded 15 of 23 summary performance measure targets in fiscal year 2013. This includes 9 of 12 non-homeland security performance measures and 6 of 11 homeland security performance measures targets. In fiscal year 2013, the USCG budgeted nearly the same percentage of funding to its non-homeland security and homeland security missions.

This report contains no recommendations.



## Background

Section 888 of the *Homeland Security Act of 2002*, Public Law 107-296, dated November 25, 2002, directs the Department of Homeland Security (DHS) Office of Inspector General (OIG) to conduct an annual review that assesses the performance of all USCG missions, with an emphasis on non-homeland security missions. The act defines the USCG’s 11 statutory missions as either non-homeland security missions or homeland security missions, and prohibits the Secretary of Homeland Security from substantially or significantly reducing any of the USCG’s missions or its capability to perform those missions. Table 1 depicts the USCG’s 11 statutory missions and the alignment of those missions with DHS programs.

**Table 1: Alignment of DHS Programs With Statutory Non-Homeland Security and Homeland Security Missions**

<b>Non-Homeland Security Missions</b>	<b>Alignment With DHS Programs</b>
1. Living Marine Resources	Maritime Law Enforcement
2. Marine Safety	Maritime Prevention
3. Marine Environmental Protection	Maritime Response
	Maritime Prevention
4. Search and Rescue	Maritime Response
5. Aids-to-Navigation	Marine Transportation System Management
6. Ice Operations	Marine Transportation System Management
<b>Homeland Security Missions</b>	<b>Alignment With DHS Programs</b>
1. Ports, Waterways, and Coastal Security	Maritime Security Operations
	Maritime Prevention
2. Drug Interdiction	Maritime Law Enforcement
3. Migrant Interdiction	Maritime Law Enforcement
4. Defense Readiness	Defense Operations
5. Other Law Enforcement	Maritime Law Enforcement

Source: DHS OIG based on USCG-provided data.

The USCG uses resource hours to determine the amount of time expended on each of its non-homeland security and homeland security missions. We analyzed the total number of resource hours reported by the USCG for fiscal years (FY) 2011 through 2013. The USCG-calculated baseline is an annual average of resource hours based on eight FY



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Department of Homeland Security

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quarters preceding September 11, 2001. We did not verify the resource hour data reported by the USCG, nor did we validate whether the USCG accurately classified resource hours used for each mission. We assessed total resource hours for the 11 individual missions to identify the changes in each.

The USCG completes a Strategic Planning Direction (SPD) for each fiscal year. This document provides strategic guidance for aligning frontline activities with overarching priorities. According to the SPD, the demand for USCG services will continue to increase as maritime activity increases. According to the USCG, resource decisions in the FY 2014 SPD reflect careful tradeoffs among future capability and current services.

The USCG establishes targets based on the Office of Management and Budget's (OMB) *FY 2008 Program Assessment Rating Tool Guidance*, which states that targets should be "ambitious and achievable," and built off a reliable baseline. USCG personnel said they are aiming for an ambitious and achievable target in accordance with this OMB guidance, which promotes continued improvements, and therefore, not every target might be achieved every year.

### Results of Review

Our review of USCG-provided data indicated that in FY 2013, the USCG budgeted nearly the same percentage of funding to its non-homeland security and homeland security missions. FY 2013 homeland security mission resource hours totaled 284,496, while non-homeland security mission resource hours totaled 285,848. FY 2013 homeland security mission resource hours decreased by about 19 percent from FY 2012 and remained about 53 percent above the baseline. Non-homeland security mission resource hours decreased by about 12 percent from FY 2012 and were 4 percent below the baseline.

The total number of resource hours for all missions has continued to decline since FY 2005. With the exception of ice operations, resource hours for the USCG's individual missions decreased by 5 to 28 percent in FY 2013. Coast Guard personnel attribute the decreases to the March 2013 sequestration reductions in spending required by the *Budget Control Act of 2011*.

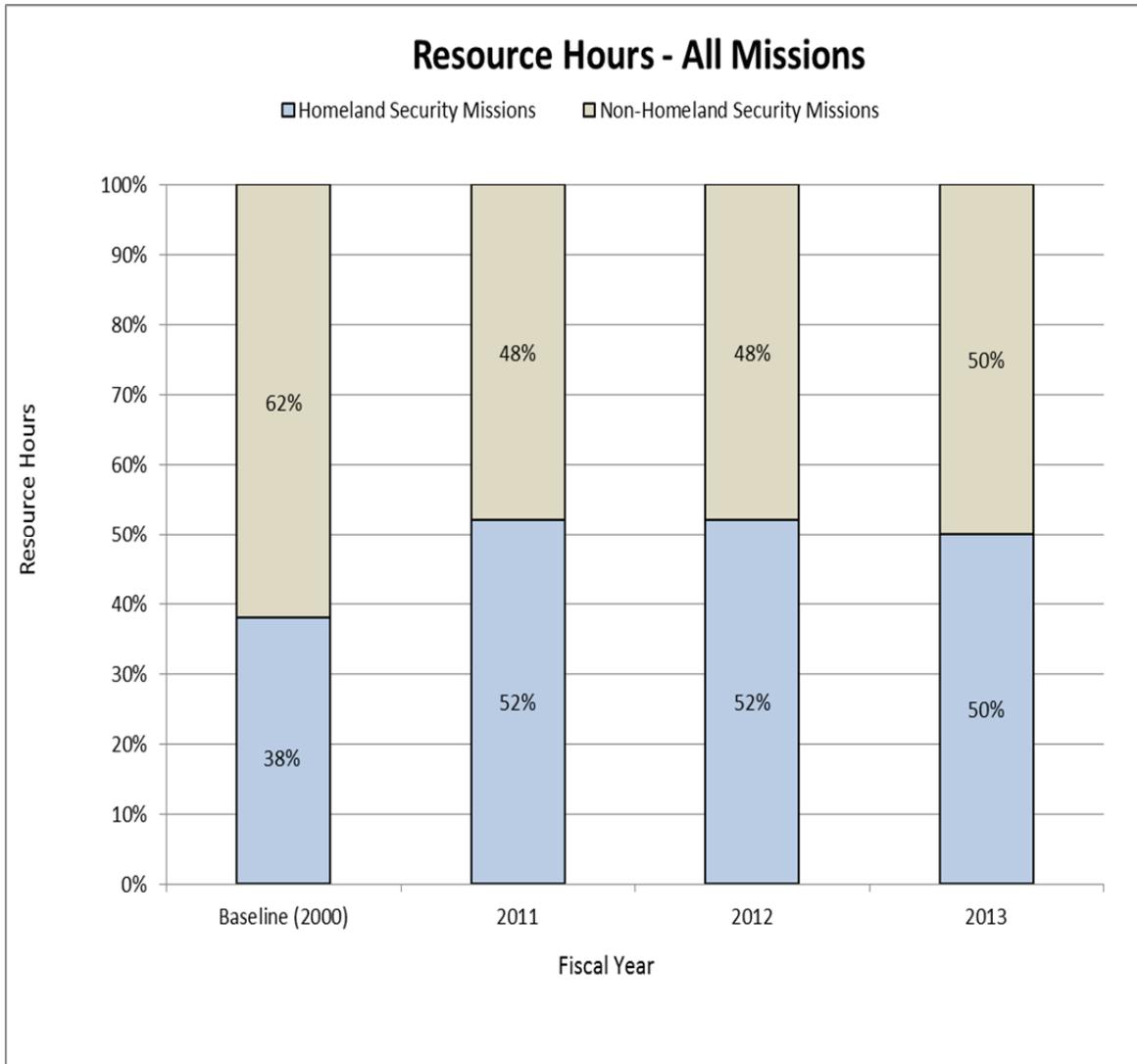
The USCG reported that it met or exceeded 15 of 23 summary performance measures in FY 2013. This includes 9 of 12 non-homeland security performance measures and 6 of 11 homeland security performance measures. For FY 2013, the USCG budgeted about 50 percent of its funding for non-homeland security missions and about 50 percent for homeland security missions.



**Resource Hours for Non-Homeland Security and Homeland Security Missions**

In FY 2013, the USCG used nearly the same percentage of its resource hours for non-homeland security missions (about 50 percent) as for homeland security missions, as illustrated in the following chart.

**Chart 1: Resource Hours – All Missions**



Source: DHS OIG based on USCG-provided data.

As illustrated in table 2, the total number of resource hours the USCG dedicates to its specific statutory missions continues to decline. In FY 2013, the total USCG-reported resource hours dropped to 570,344, which is a decline of about 17 percent compared with 683,594 hours in FY 2011.



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Department of Homeland Security

**Table 2: FY 2013 Coast Guard Resource Hours**

Missions	FY 2011		FY 2012		FY 2013	
	Hours	% of total Mission Hours	Hours	% of total Mission Hours	Hours	% of total Mission Hours
<b>Non Homeland Security</b>						
Living Marine Resources	93,616	13.7%	94,379	13.9%	79,004	13.8%
Marine Safety	64,210	9.4%	63,632	9.4%	57,447	10.1%
Marine Environmental Protection	4,682	0.7%	3,091	0.5%	2,298	0.4%
Search and Rescue	55,934	8.2%	58,770	8.7%	52,974	9.3%
Aids-to-Navigation	98,819	14.5%	97,960	14.5%	83,697	14.7%
Ice Operations	10,747	1.5%	7,528	1.0%	10,428	1.8%
<b>Sub-total</b>	<b>328,008</b>	<b>48.0%</b>	<b>325,360</b>	<b>48.0%</b>	<b>285,848</b>	<b>50.1%</b>
<b>Homeland Security</b>						
Ports, Waterways, Coastal Security	155,969	22.8%	150,699	22.3%	108,015	18.9%
Drug Interdiction	73,401	10.7%	85,089	12.6%	80,883	14.2%
Migrant Interdiction	72,213	10.6%	69,018	10.2%	56,464	9.9%
Defense Readiness	41,424	6.1%	34,644	5.1%	29,695	5.2%
Other Law Enforcement	12,579	1.8%	12,117	1.8%	9,439	1.7%
<b>Sub-total</b>	<b>355,586</b>	<b>52.0%</b>	<b>351,567</b>	<b>52.0%</b>	<b>284,496</b>	<b>49.9%</b>
<b>Total</b>	<b>683,594</b>	<b>100.0%</b>	<b>676,927</b>	<b>100.0%</b>	<b>570,344</b>	<b>100.0%</b>

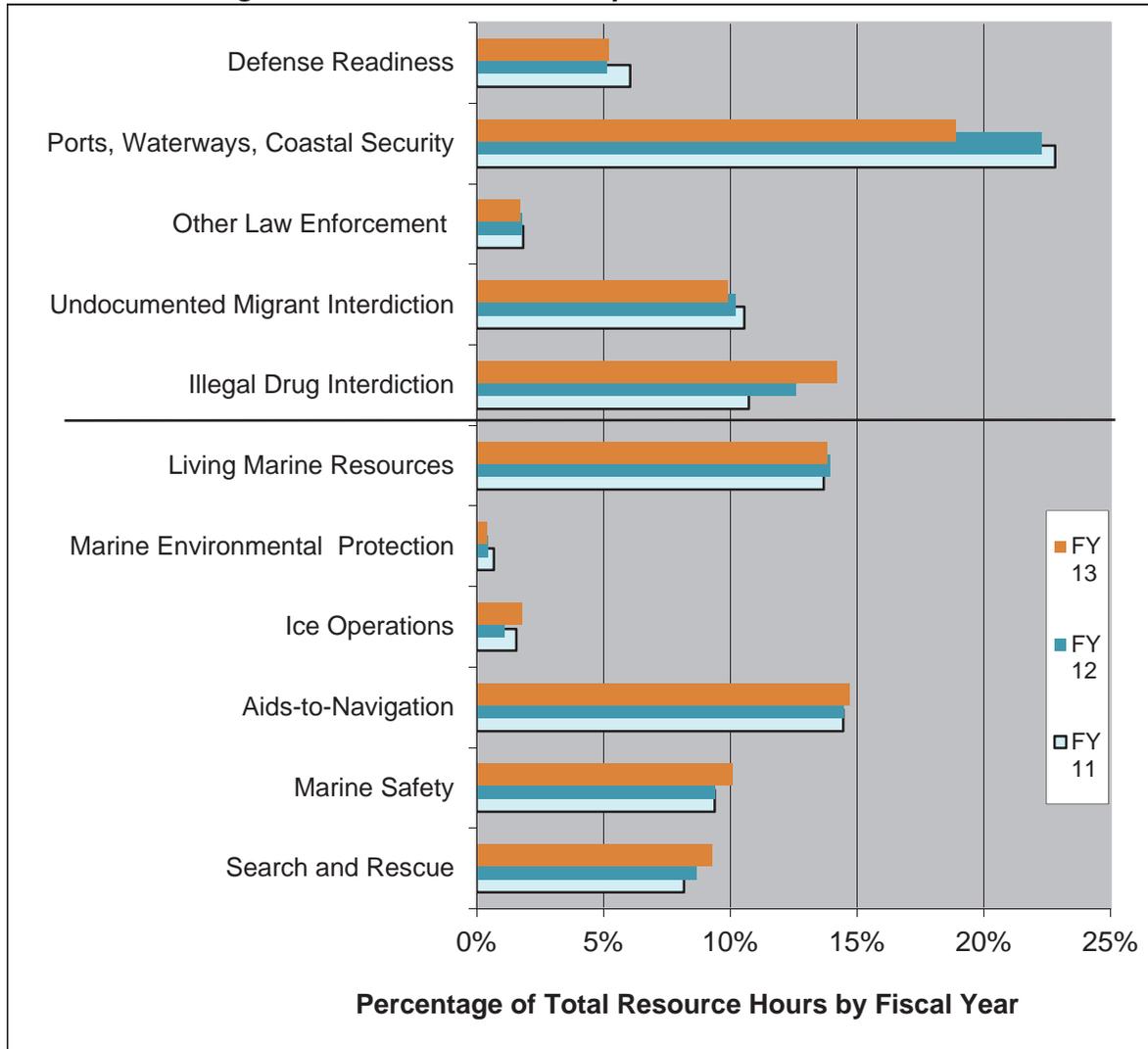
Source: DHS OIG based on USCG-provided data. (\*Individual totals may have been rounded to the nearest tenth. As a result, the table contains inconsequential rounding differences of 0.1% in FYs 2011 through 2013.)



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Department of Homeland Security

The percentages of total resource hours by statutory mission areas from FY 2011 through FY 2013 are illustrated in chart 2.

**Chart 2: Percentage of Total Resource Hours by Fiscal Year**



Source: DHS OIG based on USCG-provided data.

Resource hours for non-homeland security missions are summarized in appendix C, and homeland security missions are summarized in appendix D.



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#### **The USCG's Mission Performance**

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We based the performance portion of our review on the USCG's December 2013 internal report titled *United States Coast Guard Fiscal Year 2013 Performance Report*, as well as previous USCG performance reports and OIG reports. Because USCG performance reports are internal documents, they contain additional management and break-out measures that we did not include in our report. This report includes those measures that the USCG considers summary measures. In FY 2013, the USCG used the same 23 summary performance measures as they had in FY 2012.

Non-homeland security performance measures and results are included in appendix C, and homeland security measures and results are in appendix D. Appendix E contains a summary of the USCG's FY 2013 performance measures for its 11 missions.

#### **FY 2013 Budget Information**

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In FY 2013, the USCG budgeted approximately 50 percent of its funding for non-homeland security missions and approximately 50 percent for homeland security missions. Based on the USCG's *FY 2015 Congressional Justification*, the historical funding gap between non-homeland security and homeland security missions is expected to remain narrow. For FY 2014, the USCG budgeted about 48 percent of its mission operating expenses for non-homeland security missions and about 52 percent for homeland security missions. The largest percentage of the USCG's mission resources continues to be dedicated to its ports, waterways, and coastal security mission, which is projected to account for about 24 percent of the budgeted operating expenses in FY 2014.

#### **Management Comments and OIG Analysis**

The USCG provided technical comments that have been incorporated into the final report.



## **Appendix A**

### **Objectives, Scope, and Methodology**

The DHS OIG was established by the *Homeland Security Act of 2002* (Public Law 107-296) by amendment to the *Inspector General Act of 1978*. This is one of a series of audit, inspection, and special reports prepared as part of our oversight responsibilities to promote economy, efficiency, and effectiveness within the Department.

Section 888(f)(1) of the *Homeland Security Act of 2002* directs the Inspector General to conduct an annual assessment of the USCG's performance of all its missions, with a particular emphasis on non-homeland security missions. The objective of this review was to determine the extent to which the USCG is maintaining its historical level of effort on non-homeland security missions.

We reviewed the following Government Accountability Office (GAO) reports and testimonies:

- GAO-12-751R, *Observations on the Coast Guard's and Department of Homeland Security's Fleet Studies*, May 31, 2012
- GAO-12-741, *Legacy Vessels' Declining Conditions Reinforce Need for More Realistic Operational Targets*, July 2012
- GAO-12-934T, *Mission Performance Challenged by the Declining Condition and Rising Cost of Its Legacy Fleet*, September 2012
- GAO-13-321, *Clarifying the Application of Guidance for Common Operational Picture Development Would Strengthen Program*, April 2013
- GAO-14-527, *Resources Provided for Drug Interdiction Operations in the Transit Zone, Puerto Rico, and the U.S. Virgin Islands*, July 2014

We analyzed the total number of resource hours reported by the USCG for FYs 2011 through 2013. We did not attempt to verify the resource hour data, nor did we attempt to validate whether the USCG had accurately categorized such data. We assessed total resource hours for the USCG's 11 individual missions to identify the changes in each.

We analyzed performance measures and targets to determine whether the measures for each of the USCG's missions had been accomplished. We obtained information on performance from the USCG's internal report, *United States Coast Guard Fiscal Year 2013 Performance Report*. In addition, we reviewed our *Annual Review of the United States Coast Guard's Mission Performance (FY 2012)*, dated September 2013, for prior performance measure data. We obtained budget information from DHS' *Budget-in-Brief* for FY 2013 and the *FY 2015 Congressional Justification*.



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We conducted this review between July 2014 and August 2014 under the authority of the *Inspector General Act of 1978*, as amended, and according to the *Quality Standards for Inspections* issued by the Council of the Inspectors General on Integrity and Efficiency.



## **Appendix B**

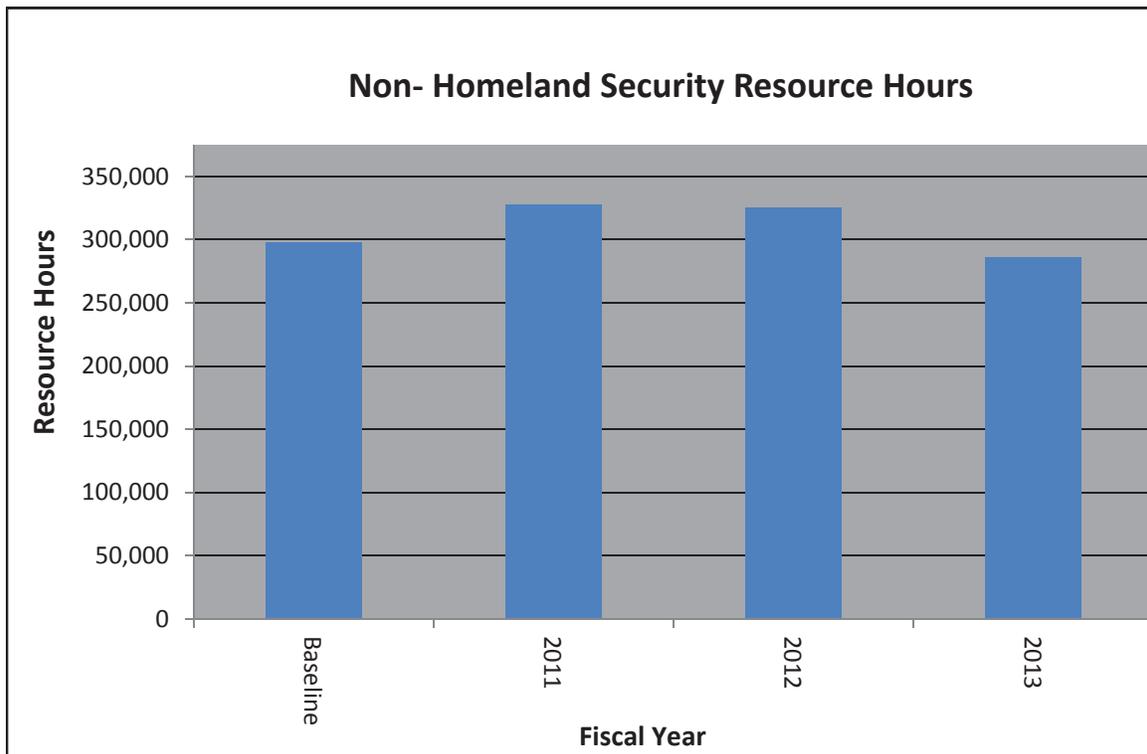
### **Management Comments to the Draft Report**

While the USCG did not provide a formal response, it did provide technical comments that, where appropriate, have been incorporated into the final report.



## Appendix C Non-Homeland Security Missions

The USCG's FY 2013 non-homeland security mission resource hours totaled 285,848, a decrease of about 12 percent from FY 2012, and a 4 percent decrease below the baseline level. The following graph illustrates the trend in non-homeland security mission resource hours since 2011 compared with the baseline period.



Source: DHS OIG based on USCG-provided data.

In FY 2013, the USCG reported that it met or exceeded 9 of 12 summary performance measures for its six non-homeland security missions, the same number they had met in FY 2012. The resource hours and summary performance measures and results for each non-homeland security mission are discussed in the following subsections.

### Living Marine Resources

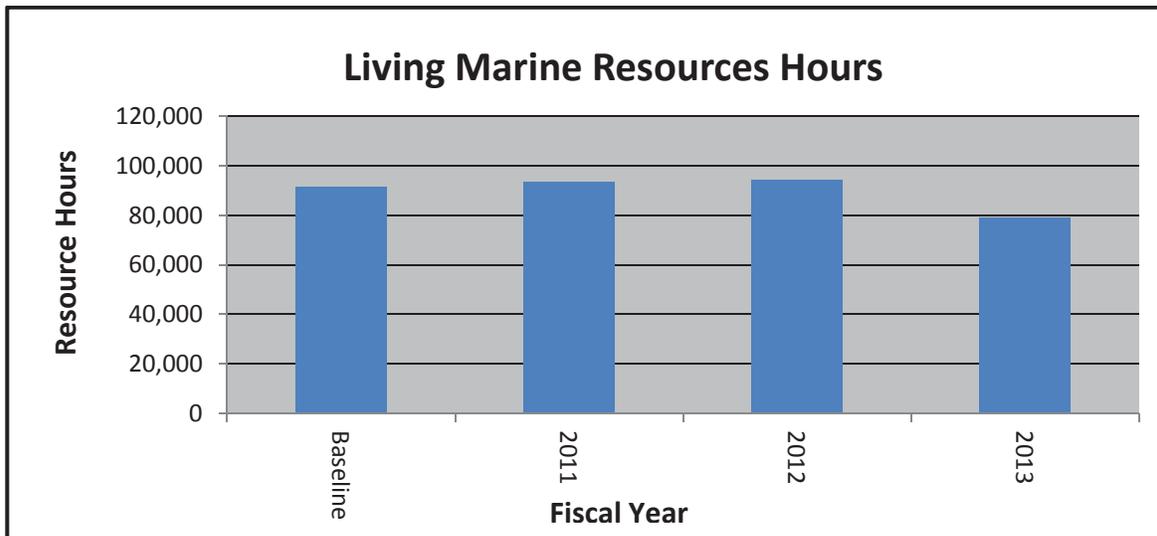
Living marine resources law enforcement is an obligation under the *Magnuson-Stevens Fishery Conservation and Management Act*, the *Endangered Species Act*, and several other laws for the protection of marine resources. Its core responsibility is to provide effective and professional enforcement to advance national goals for the conservation, management, and recovery of living marine resources, marine protected species, and



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Department of Homeland Security

national marine sanctuaries and monuments. This includes enforcement of living marine resource regulations and other activities that strengthen both domestic and international living marine resources regimes.

**Resource Hours:** FY 2013 resource hours for living marine resources totaled 79,004. This is a decrease of about 16 percent from FY 2012, and is lower than the baseline by about 13 percent.



Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG uses the percentage of fishing vessels observed at sea complying with domestic regulations as a measure of its impact on enforcement of U.S. fisheries and protected species regulations. The measure reflects the percentage of USCG boardings at sea where no significant violations of domestic living marine resources regulations were detected. As shown in the following chart, the USCG reported that it met its fishing regulation compliance rate living marine resources performance measure in FY 2013.

Living Marine Resources			
Performance Measure – Fishing Regulation Compliance Rate			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
97.4%	98.3%	96%	98.1%
√ Met	√ Met		√ Met

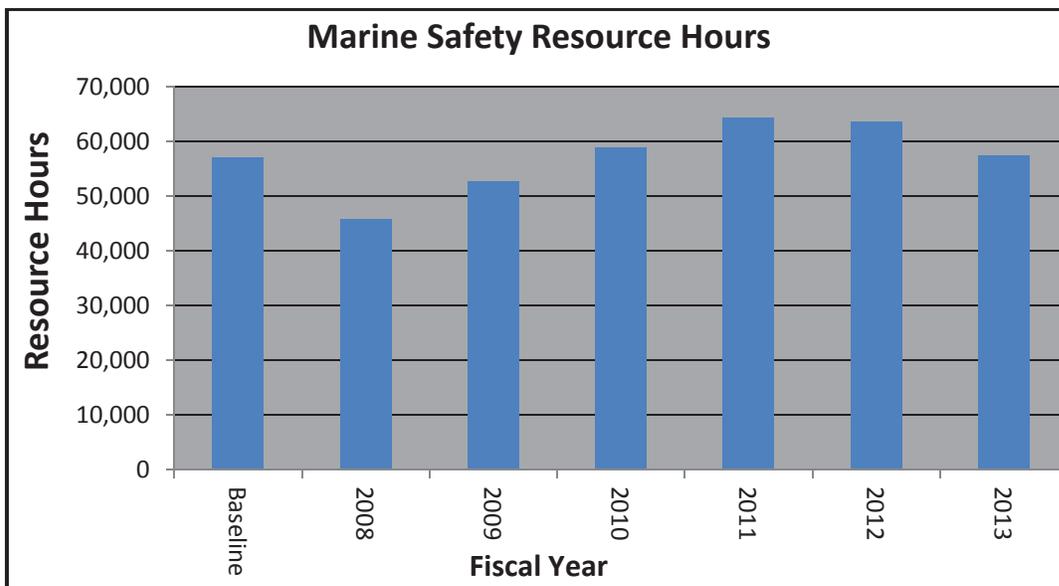
Source: DHS OIG based on USCG-provided data.



### Marine Safety

The focus of the USCG’s marine safety mission is the prevention of deaths, injuries, and property loss. Marine safety responsibilities include ensuring the safe and environmentally sound operation of millions of recreational vessels and thousands of U.S. flagged commercial vessels. The USCG develops and enforces Federal marine safety regulations, certifies and provides credentials to more than 218,000 mariners, investigates commercial marine casualties and shares its findings, and conducts compulsory inspections as well as voluntary safety exams.

**Resource Hours:** The USCG did not report hours for this mission prior to 2005. The baseline consists of the five-year average of marine safety resource hours for FYs 2008–2012. FY 2013 resource hours totaled 57,447. This is a 10 percent decrease from FY 2012, and is about 1 percent above the five-year average baseline.



Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG reported that it met three of four summary performance measures related to marine safety in FY 2013. Federal regulations require the person in charge of a commercial U.S. flagged vessel to notify the USCG of any loss of life or injury requiring professional medical treatment beyond first aid. The USCG uses the number of reported deaths and injuries as a measure of commercial mariner and passenger safety and the five-year average number of deaths and injuries as an indicator of long-term performance trends. In FY 2013, the USCG reported fewer commercial mariner deaths and injuries than projected but reported more commercial passenger deaths and injuries than projected, as shown in the following tables. According to the USCG, more reported commercial passenger deaths



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Department of Homeland Security

and injuries are primarily attributable to growth in the cruise line industry and changing regulations.

Marine Safety						
Performance Measure – Five-Year Average Number of Commercial Mariner Deaths and Injuries						
FY 2008 Actual	FY 2009 Actual	FY 2010 Actual	FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
498	475	454	431	426	453	418
N/A	√ Met	√ Met	√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.

Marine Safety						
Performance Measure – Five-Year Average Number of Commercial Passenger Deaths and Injuries						
FY 2008 Actual	FY 2009 Actual	FY 2010 Actual	FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
253	228	238	232	256	254	282
N/A	√ Met	√ Met	X Not Met	X Not Met		X Not Met

Source: DHS OIG based on USCG-provided data.

Federal regulations also require operators or owners of vessels used for recreational purposes to file a boating accident report when a person dies or disappears from the vessel under circumstances that indicate death or injury, or a person is injured and requires medical treatment beyond first aid. The USCG uses the number of reported deaths and injuries as a measure of marine safety for the recreational boating segment of the U.S. maritime community, and a five-year average of these as an indicator of long-term performance trends. The USCG reported that it met its target for this measure in FY 2013.



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Marine Safety						
Performance Measure - Five-Year Average Recreational Boating Deaths and Injuries						
FY 2008 Actual	FY 2009 Actual	FY 2010 Actual	FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
4,070	4,038	3,959	3,904	3,791	3,880	3,693
√ Met	√ Met	√ Met	√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.

In FY 2013, the USCG met the performance measure for the five-year average number of commercial and recreational deaths and injuries.

Marine Safety						
Performance Measure – Five-Year Average Number of Commercial and Recreational Deaths And Injuries						
FY 2008 Actual	FY 2009 Actual	FY 2010 Actual	FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
N/A	N/A	N/A	4,567	4,473	4,546	4,241
N/A	N/A	N/A	√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.

**Marine Environmental Protection**

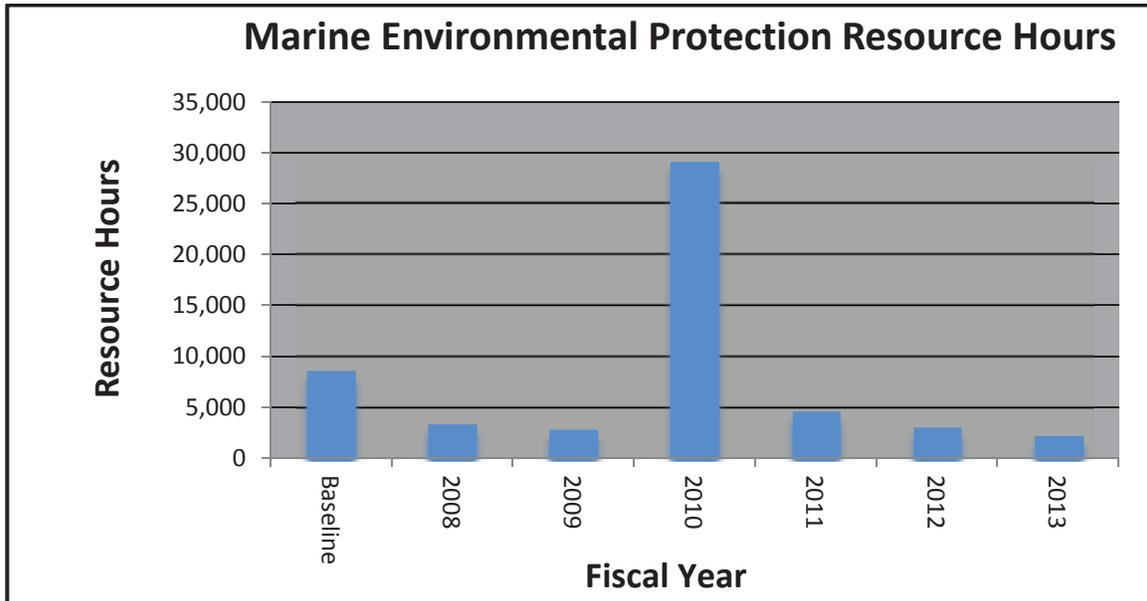
The marine environmental protection mission focuses on minimizing oil and hazardous substance effects on human health, the environment, and the marine transportation system. The USCG regulates the handling of oil, hazardous substances, and other shipboard wastes to prevent their discharge into U.S. and international waterways, stop unauthorized ocean dumping, reduce ship-based air emissions, and avert the introduction of invasive species. The USCG is the lead Federal agency for directing the removal and mitigation of oil spills from the waters and adjoining shorelines of the coastal zone.

**Resource Hours:** The baseline for this mission consists of the five-year average of resource hours for FYs 2008-2012. Marine environmental protection resource hours totaled 2,298 in FY 2013. This represents a decrease of 26 percent from FY 2012. These resource hours are lower than the resource hours typical for this mission in



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FYs 2008-2009, prior to the Deepwater Horizon incident (British Petroleum oil spill in 2010).



Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** Federal regulation requires vessel or facility operators to report the discharge of any hazardous substance that equals or exceeds reportable quantities, and requires the reporting of any discharge of oil or oil products that cause a sheen, discoloration, sludge, or emulsion on or below the surface of any navigable waterway of the United States. The USCG uses the number of chemical discharge incidents and the number of oil spills greater than 100 gallons as proxy indicators of marine environmental protection, and normalizes five-year averages of these incidents as indicators of long-term trends. In FY 2013, the USCG reported that it met the target for the average number of chemical discharge incidents in the maritime environment.

Marine Environmental Protection						
Performance Measure – Average Number of Chemical Discharge Incidents in the Maritime Environment						
FY 2008 Actual	FY 2009 Actual	FY 2010 Actual	FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
19.8	18.7	16.9	15	14.2	16	14.6
N/A	√ Met	√ Met	√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.



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USCG also reported that it met the target for the average number of oil spills in the maritime environment.

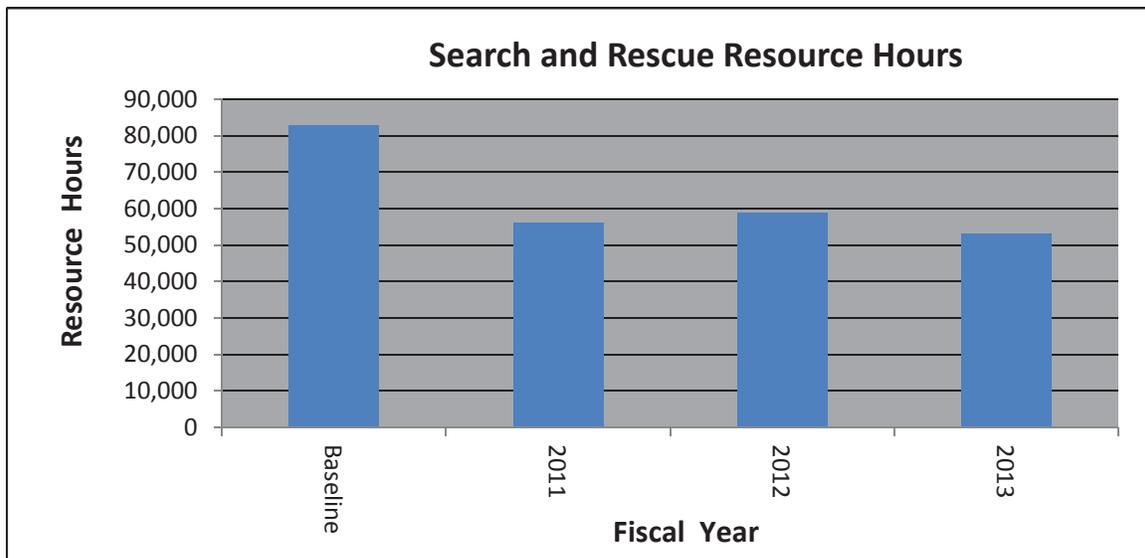
Marine Environmental Protection Performance Measure						
Average Number of Oil Spills in the Maritime Environment						
FY 2008 Actual	FY 2009 Actual	FY 2010 Actual	FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
13.1	11.8	11.5	10.2	10.5	11.4	10
√ Met	√ Met	√ Met	√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.

**Search and Rescue**

USCG strives to minimize lives lost, injury, and property loss or damage, by rendering aid to those in distress in the maritime environment and elsewhere as called upon. The search and rescue mission is accomplished through resource readiness, distress monitoring and communication, search planning, on-scene operations, and domestic and international partnerships.

**Resource Hours:** Search and rescue is a demand-driven mission. The requirement for search and rescue missions increases or decreases relative to the number of people requiring the USCG’s assistance. Resource hours in FY 2013 totaled 52,974, a decrease of 10 percent from FY 2012.



Source: DHS OIG based on USCG-provided data.



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**Performance Measures and Results:** The FY 2013 target for percentage of people in imminent danger saved in the maritime environment was not met. In FY 2013, the USCG executed 17,721 search and rescue cases and saved 3,263 lives. Numerous variables affect the final percentage of people saved from imminent danger. Weather conditions, water temperature, and distance to reported position of distress impact are a few examples of factors that ultimately impact individual case outcomes. There is no single factor to explain the fluctuations occurring on an aggregate level. The USCG stated that it will continue to analyze search and rescue data to determine potential causes for variances and contributing factors.

Search and Rescue			
Performance Measure – Percent of People in Imminent Danger Saved in the Maritime Environment			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
77.3%	77.3%	100%	78.7%
X Not Met	X Not Met		X Not Met

Source: DHS OIG based on USCG-provided data.

USCG reported that it did not meet its FY 2013 target for percentage of time that rescue assets are on-scene within two hours. However, overall performance is in line with the USCG’s expectations based on placement of resources and proximity to shore of the majority of search and rescue incidents. This measure has been adjusted to exclude cases in which an operational decision was made to delay a response.

Search and Rescue			
Performance Measure – Percent of Time Rescue Assets are On-Scene within 2 Hours			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
93.0%	93.50%	100%	92.0%
X Not Met	X Not Met		X Not Met

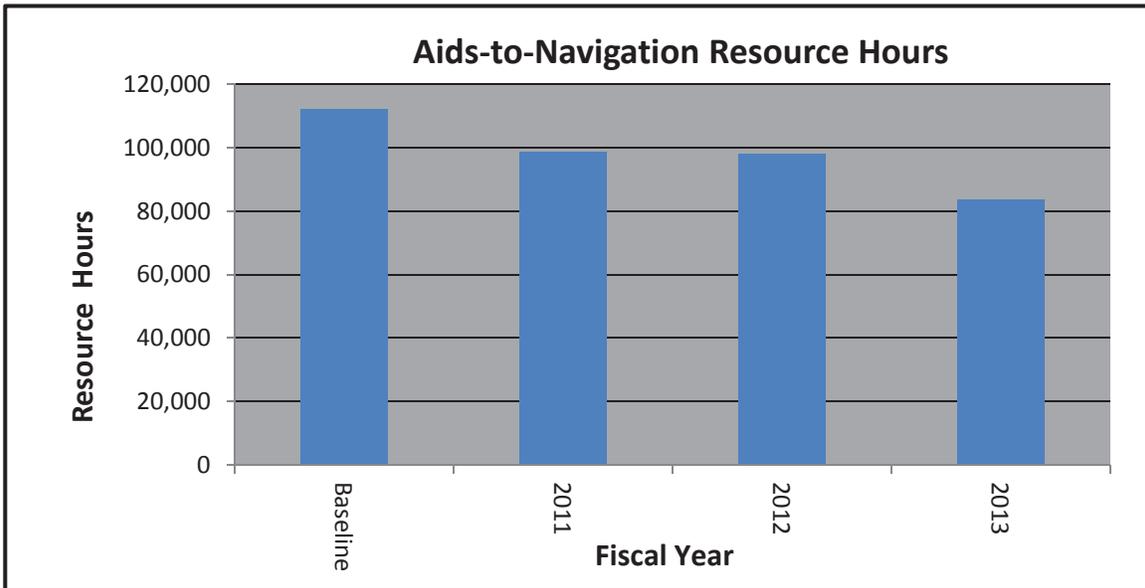
Source: DHS OIG based on USCG-provided data.



**Aids-to-Navigation**

The USCG establishes, maintains, and operates more than 49,000 buoys and beacons that comprise the U.S. Visual Aids to Navigation System. The purpose of the system is to mitigate transit risks by reducing the potential for collisions, allisions, and groundings.

**Resource Hours:** FY 2013 resource hours totaled 83,697, a decrease of about 15 percent from FY 2012. This is about a 25 percent decrease from the baseline level.



Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG reported that it met its FY 2013 target for the availability of maritime navigation aids for the seventh consecutive year.

Aids-to-Navigation			
Performance Measure – Availability of Maritime Navigation Aids			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
98.5%	98.3%	97.5%	98.2%
√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.



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In FY 2013, the USCG reported that it met its target for the average number of navigational accidents. This is the third time this measure was met in the past six years.

Aids-to-Navigation			
Performance Measure – Average Number of Navigational Accidents			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
1,945	1,932	2,012	1,869
√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.

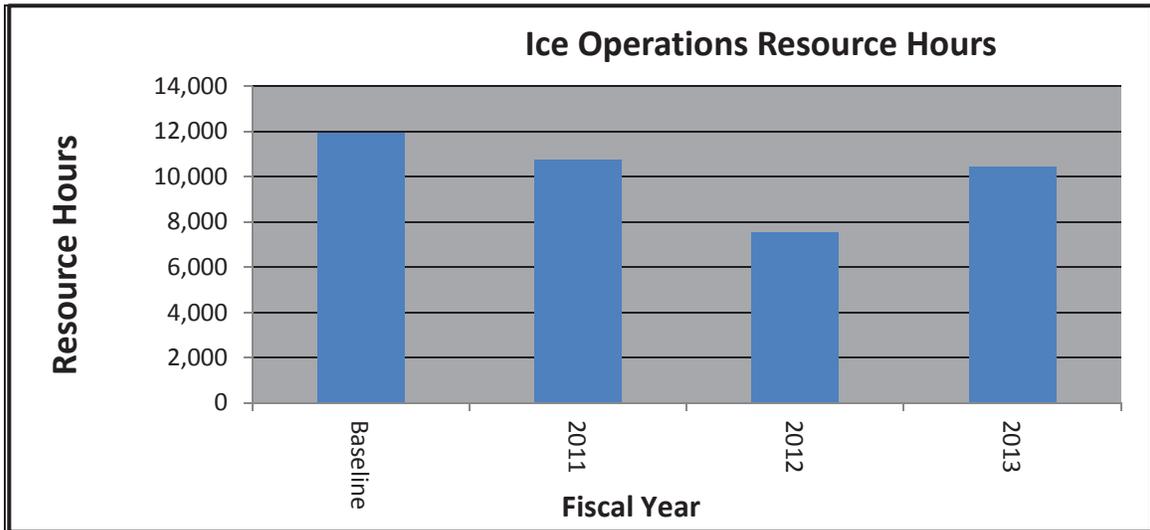
**Ice Operations**

Ice Operations consist of Polar Icebreaking, International Ice Patrol, and Domestic Icebreaking. This mission supports winter commerce and prevents and responds to ice that causes flooding. On the Great Lakes, the USCG partners closely with Canada to execute these responsibilities.

**Resource Hours:** In FY 2013, resource hours totaled 10,428, an increase of about 39 percent from FY 2012, and about 13 percent lower than the baseline level. Coast Guard personnel attribute the increase in mission hours to a harsher than average ice season requiring 32 percent more than average operating hours to maintain the Great Lakes and Northeast shipping channels during the ice season. Additionally, Coast Guard Cutter Polar Star was reactivated during FY 2013, after having zero operating hours since FY 2006. In comparison to FY 2013, FY2012 was a slightly below average ice season, requiring four percent fewer operating hours than average to maintain the Great Lakes and Northeast shipping channels during the ice season.



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Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG reported that it met its FY 2013 target for the number of days critical waterways are closed to commerce due to ice. Favorable environmental conditions, continued partnership with the Canadian Coast Guard, and effective employment of domestic icebreaking assets contributed to achieving the performance target.

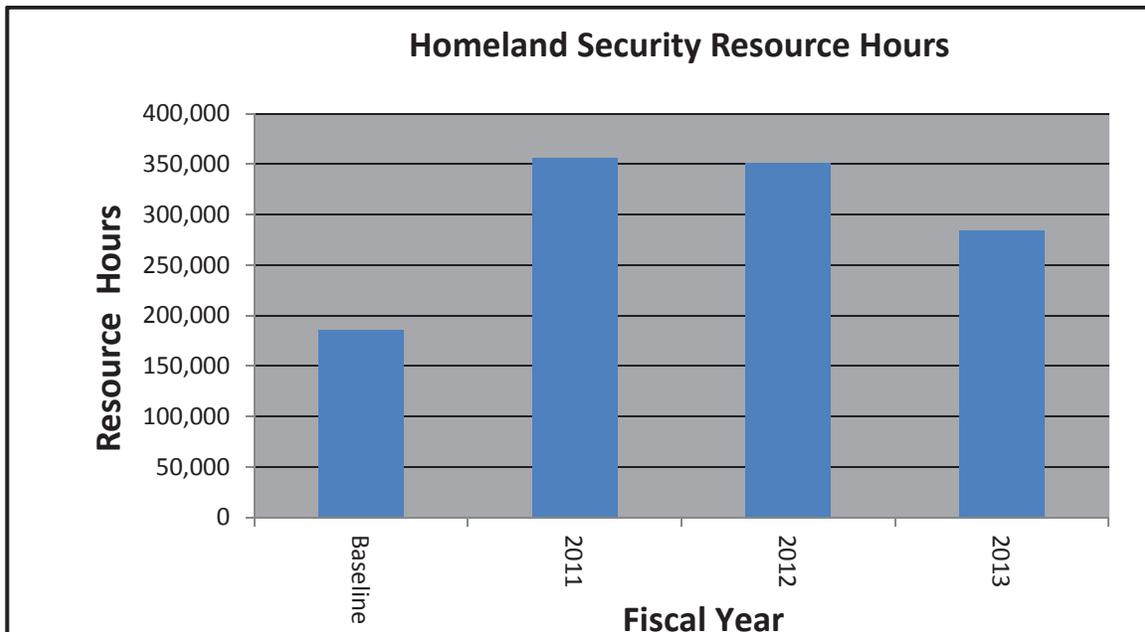
Ice Operations			
Performance Measure – Number of Days Critical Waterways Are Closed to Commerce Due to Ice			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
0	0	2 avg. & 8 severe	1
√ Not Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.



## Appendix D Homeland Security Missions

The FY 2013 homeland security mission resource hours totaled 284,496, a decrease of approximately 19 percent from FY 2012, but remains 53 percent above the baseline, as depicted in the following graph.



Source: DHS OIG based on USCG-provided data.

In FY 2013, the USCG reported that it met or exceeded 6 of 11 summary performance measures for its 5 homeland security missions, compared with meeting 2 of 11 summary performance measures in FY 2012. The resource hours and performance measures and results for each homeland security mission are summarized in the following subsections.

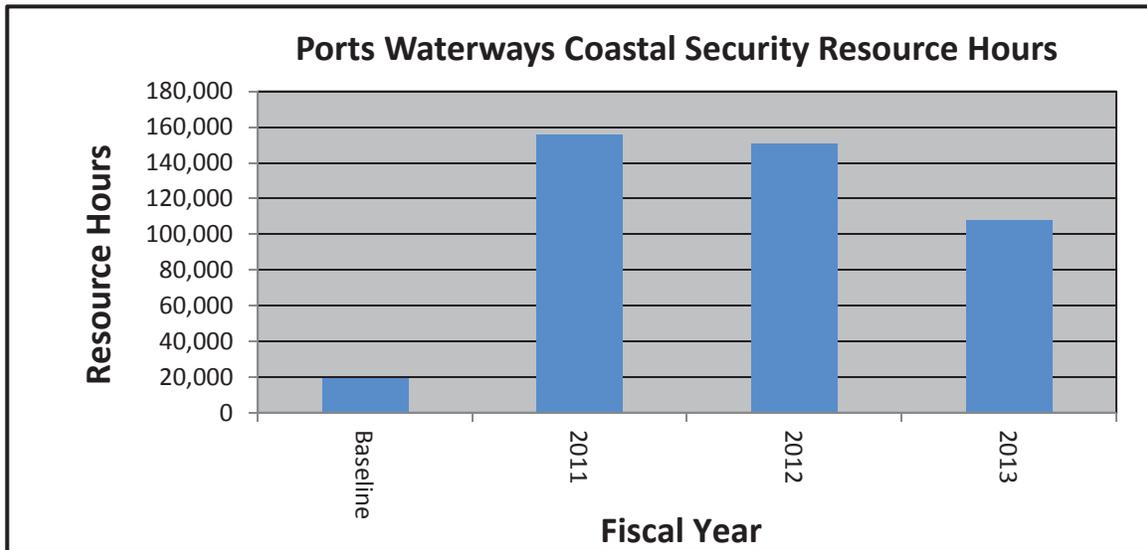
### Ports, Waterways, and Coastal Security

The ports, waterways, and coastal security mission aims to deny terrorists the use and exploitation of the maritime domain and marine transportation system as a means for attacks on U.S. territory, population centers, vessels, and maritime critical infrastructure and key resources. This mission includes preparedness, planning and exercises, antiterrorism and counterterrorism activities, and initial recovery efforts if attacks occur.

**Resource Hours:** In FY 2013, resource hours for ports, waterways, and coastal security totaled 108,015, which is a decrease of 28 percent from FY 2012.



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Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** USCG reported that it met five of its six FY 2013 targets for ports, waterways, and coastal security.

The maritime security risk measures are risk-based outcome measures that begin with an assessment of likely high-consequence maritime terrorist attack scenarios. Threat, vulnerability, and consequence levels are estimated for each scenario, which generates a proxy (index) value of “raw risk” that exists in the maritime domain. Next, the USCG interventions (security and response operations, regime and awareness activities) for the fiscal year are scored against the scenarios with regard to the decreases in threat, vulnerability, and consequence that each has been estimated to have afforded. The resulting measures are proxy measures of performance.

As depicted in the following table, the USCG reported that it met its FY 2013 target for the percent reduction of all maritime security risk subject to USCG influence.

Ports, Waterways, and Coastal Security			
Performance Measure – Percent Reduction of All Maritime Security Risk Subject to USCG Influence			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
44%	36%	36%	36%
√ Met	X Not Met		√ Met

Source: DHS OIG based on USCG-provided data.



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USCG met its FY 2013 target for percent reduction of all maritime security risk resulting from USCG consequence management.

<b>Ports, Waterways, and Coastal Security</b>			
<b>Performance Measure – Percent Reduction of Maritime Security Risk Resulting from USCG Consequence Management</b>			
<b>FY 2011 Actual</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Target</b>	<b>FY 2013 Actual</b>
4%	2%	4%	4%
√ Met	X Not Met		√ Met

Source: DHS OIG based on USCG-provided data.

The USCG met its target for the percent reduction of maritime security risk resulting from USCG efforts to prevent a terrorist from entering the United States via maritime means.

<b>Ports, Waterways, and Coastal Security</b>			
<b>Performance Measure – Percent Reduction of Maritime Security Risk Resulting from USCG Efforts to Prevent a Terrorist Entering the United States via Maritime Means</b>			
<b>FY 2011 Actual</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Target</b>	<b>FY 2013 Actual</b>
43%	34%	34%	34%
X Not Met	X Not Met		√ Met

Source: DHS OIG based on USCG-provided data.

USCG met its target for the percent reduction of maritime security risk resulting from USCG efforts to prevent a weapon of mass destruction from entering the United States via maritime means.



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Ports, Waterways, and Coastal Security			
Performance Measure – Percent Reduction of Maritime Security Risk Resulting from USCG Efforts to Prevent a Weapon of Mass Destruction from Entering the United States via Maritime Means			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
28%	24%	24%	24%
X Not Met	X Not Met		√ Met

Source: DHS OIG based on USCG-provided data.

USCG met its FY 2013 target for the annual *Maritime Transportation Security Act* facility compliance rate with transportation worker identification credential regulations.

Ports, Waterways, and Coastal Security			
Performance Measure – Annual Maritime Transportation Security Act Facility Compliance Rate with Transportation Worker Identification Credential Regulations			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
99%	99%	99%	99.9%
√ Met	√ Met		√ Met

Source: DHS OIG based on USCG-provided data.

USCG missed its target for the third year for the measure now called “Security Compliance Rate for High Risk Maritime Facilities.” It was previously titled “Percent of Maritime Facilities in Compliance with Security Regulations.” USCG reported that for this metric, “compliance” indicates that a facility did not receive a notice of violation or a civil penalty for failure to comply with Federal regulations. While performance did not fully achieve the target of 100 percent, data indicates the overall “Security Compliance Rate for High Risk Maritime Facilities” remains extremely high at 99.3 percent (i.e., 99.3 percent, did **not** receive a notice of violation or civil penalty). This is an improvement over 2012’s rate of 98.7 percent and is a positive indicator that the notice of violations and/or civil penalties which were issued prompted corrective action.

FY 2011 was the first year tracking this measure.



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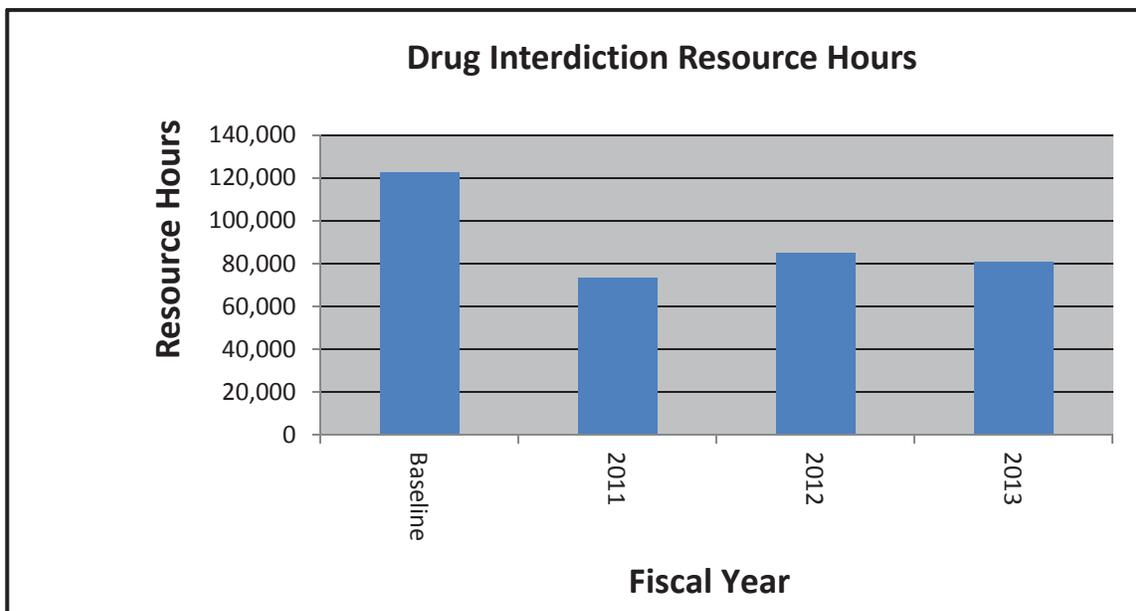
Ports, Waterways, and Coastal Security			
Performance Measure – Security Compliance Rate for High Risk Maritime Facilities			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
99.9%	98.7%	100%	99.3%
X Not Met	X Not Met		X Not Met

Source: DHS OIG based on USCG-provided data.

**Drug Interdiction**

USCG’s drug interdiction efforts support national strategies to disrupt the market for illegal drugs and prevent transnational threats from reaching the United States. The USCG is the lead Federal agency for maritime interdiction and shares the lead for drug interdiction in the territorial seas of the United States with U.S. Customs and Border Protection. The USCG coordinates with its interagency partners including the Department of Defense, Department of Justice, Department of State, and other components within DHS, to deter illicit drug trafficking.

**Resource Hours:** FY 2013 resource hours totaled 80,883, a decrease of 5 percent from FY 2012, and 34 percent below baseline levels.



Source: DHS OIG based on USCG-provided data.



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**Performance Measures and Results:** The USCG uses the interagency Consolidated Counter Drug Database as its main source for tracking cocaine movement estimates. The one performance measure related to drug interdiction, removal rate for cocaine from noncommercial vessels in the maritime transit zone, was met in FY 2013.

<b>Drug Interdiction</b>			
<b>Performance Measure – Removal Rate for Cocaine from Non-commercial Vessels in Maritime Transit Zone</b>			
<b>FY 2011 Actual</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Target</b>	<b>FY 2013 Actual</b>
11.6%	13.4%	14.1%	15.3%
X Not Met	X Not Met		√ Met

Source: DHS OIG based on USCG-provided data.

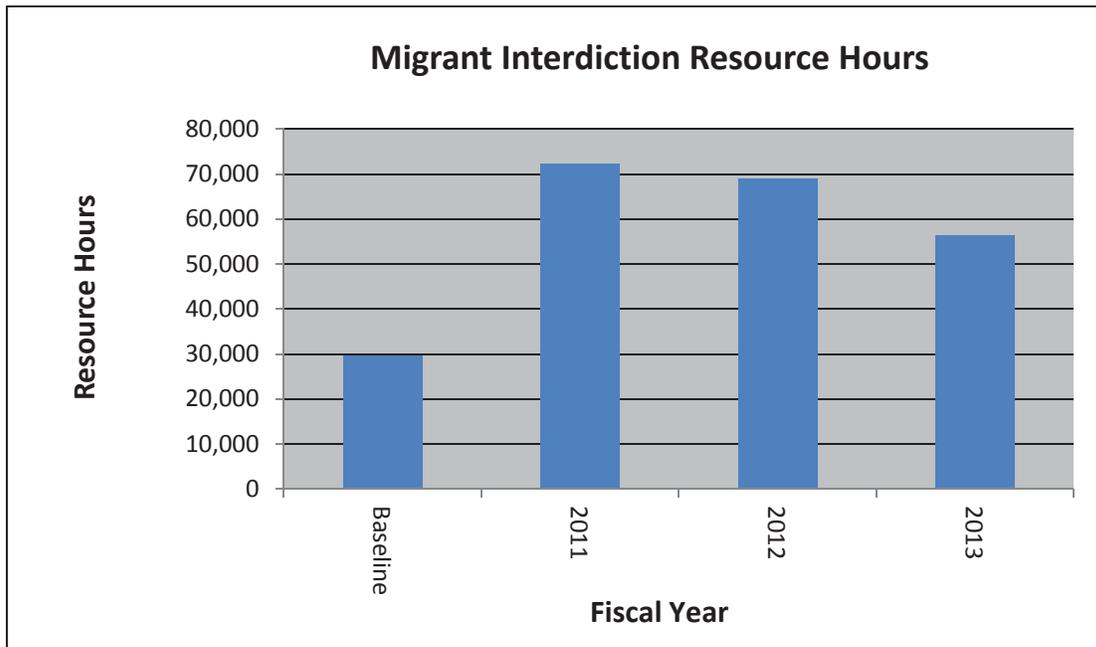
**Migrant Interdiction**

USCG’s Alien Migrant Interdiction Operations are designed to provide an effective law enforcement presence at sea and achieve three main objectives: (1) deter undocumented migrants and transnational human smugglers from using maritime routes to enter the United States, (2) detect and interdict undocumented migrants and human smugglers far from the U.S. border, and (3) expand USCG participation in multi-agency and bi-national border security initiatives. The USCG leads the interdiction mission on the high seas, and it partners with U.S. Customs and Border Protection and U.S. Immigration and Customs Enforcement for shoreside interdiction operations.

**Resource Hours:** Migrant interdiction resource hours remain about 90 percent above baseline levels. In FY 2013, resource hours totaled 56,464, a decrease of 18 percent from FY 2012.



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Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG reported that it did not meet its two performance measures related to migrant interdiction in FY 2013. Although the target for percentage of undocumented migrants who attempt to enter the United States via maritime routes that are interdicted was not met, the actual result of 68.9 percent was a decrease from 73 percent in FY 2012.

Migrant Interdiction			
Performance Measure – Percentage of Undocumented Migrants who Attempt to Enter the United States via Maritime Routes that are Interdicted by U.S. Coast Guard and Other Law Enforcement Agencies			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
72.8%	73.0%	73.3%	68.9%
X Not Met	X Not Met		X Not Met

Source: DHS OIG based on USCG-provided data.

As shown in the following table, the USCG did not meet its target for the percentage of undocumented migrants who attempt to enter the United States via maritime routes interdicted by the Coast Guard by 17.2 percent. USCG reported that the Alien Migrant Interdiction Operations mission was impacted by sequestration, both through decreased awareness of events and through decreased resources available to respond to events. USCG explained that in FY 2013, the USCG interdiction rate was



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27 percent compared to 52.8 percent in FY 2012. The decrease is primarily due to the large number of interdictions by partner nations, which accounted for 46 percent of total interdictions. Those interdictions, while reflecting positively on the overall interdiction rate for FY 2013 (68.9 percent), negatively impact the USCG interdiction rate, since the USCG’s share of interdictions is smaller. Reduced coverage hours for USCG Alien Migrant Interdiction Operations negatively affected the interdiction percentage rate.

<b>Migrant Interdiction</b>			
<b>Performance Measure – Percent of Undocumented Migrants who Attempt to Enter the United States via Maritime Routes Interdicted by the Coast Guard</b>			
<b>FY 2011</b>	<b>FY 2012</b>	<b>FY 2013</b>	<b>FY 2013</b>
<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>
51.7%	52.8%	44.8%	27.6%
√ Met	√ Met		X Not Met

Source: DHS OIG based on USCG-provided data.

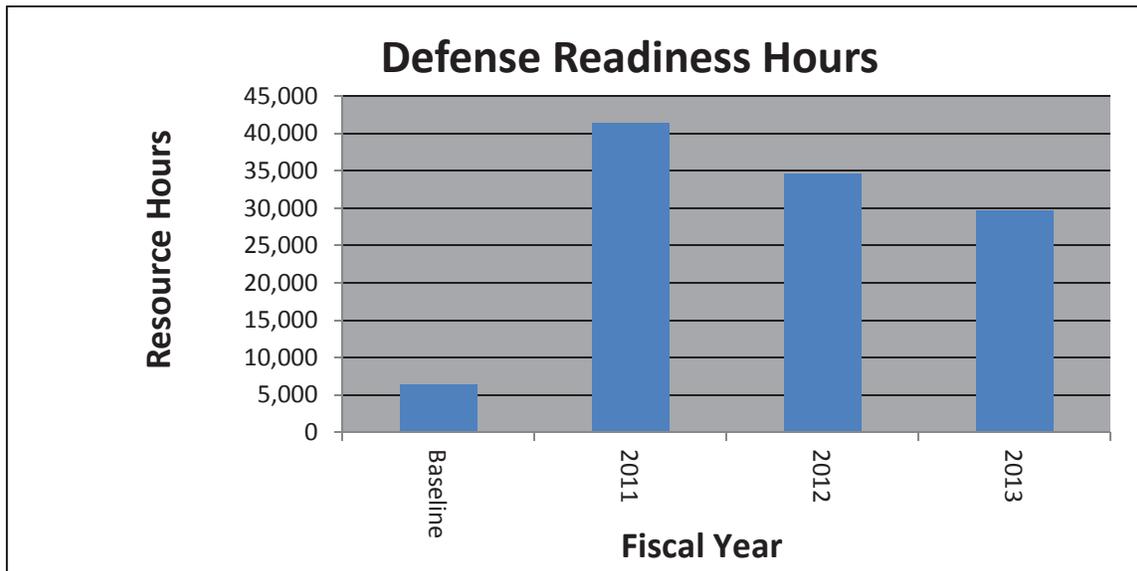
**Defense Readiness**

The USCG maintains a level of readiness and training that allows for immediate integration with Department of Defense forces, for peacetime operations or during times of war.

**Resource Hours:** In FY 2013, resource hours for defense readiness totaled 29,695. Although resource hours decreased by 14 percent from FY 2012 to FY 2013, they were still well above the baseline.



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Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG did not meet its overall target of percent defense readiness for the year. According to the USCG, the declining readiness of its high-endurance cutter fleet continues to pose significant challenges to mission performance. High-Endurance Cutter fleet readiness challenges are being addressed in part by modernization of assets, which will yield essential system-wide capability for maritime homeland security mission areas and sustain operational performance.

Defense Readiness			
Performance Measure – Defense Readiness Assessment of all USCG High-Endurance Cutters, Patrol Boats, and Port Security Units			
FY 2011 Actual	FY 2012 Actual	FY 2013 Target	FY 2013 Actual
25.1%	27.2%	35.9%	24.2%
X Not Met	X Not Met		X Not Met

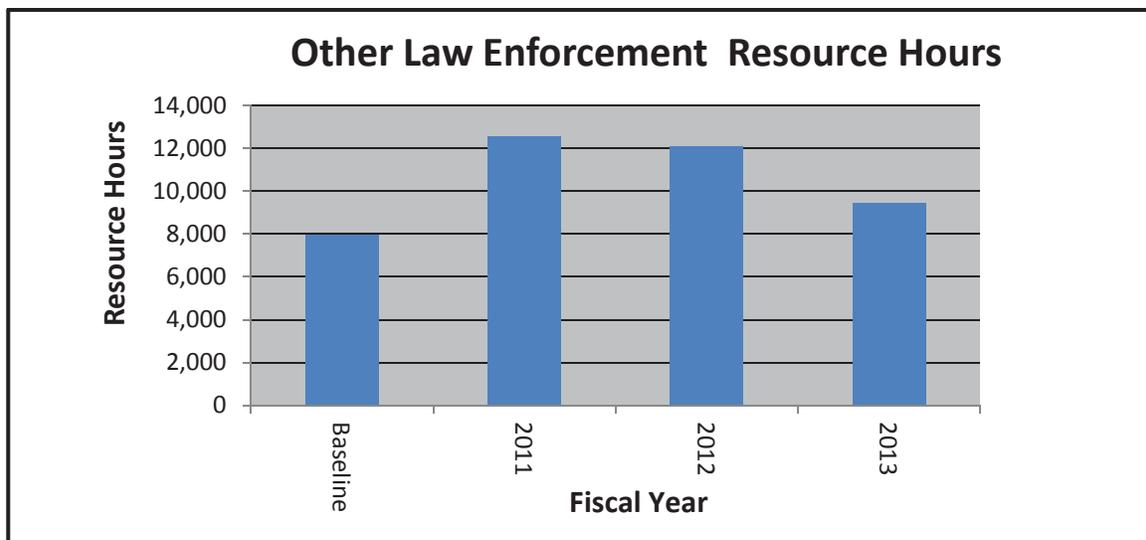
Source: DHS OIG based on USCG-provided data.



### Other Law Enforcement

The other law enforcement mission orchestrates the enforcement of regulations on foreign fishing vessels. This enforcement takes two forms: the first is the deterrence, detection, and interdiction of illegal incursions into the U.S. exclusive economic zone<sup>1</sup> by foreign fishing vessels. The protection of the U.S. exclusive economic zone from incursions by foreign fishing vessels contributes to a fundamental USCG maritime security objective to protect our Nation’s renewable natural resources. The second part of the other law enforcement mission is to ensure compliance with international agreements for the management of living marine resources. This is accomplished primarily through enforcement of conservation and management measures created by Regional Fishery Management Organizations.

**Resource Hours:** In FY 2013, resource hours for the Other Law Enforcement mission totaled 9,439, a decrease of about 22 percent from FY 2012.



Source: DHS OIG based on USCG-provided data.

**Performance Measures and Results:** The USCG uses the number of detected incursions into the U.S. exclusive economic zone by foreign fishing vessels as a measure of its performance. In FY 2013, there were 189 detected incursions of foreign fishing vessels into the U.S. exclusive economic zone, which did not meet the performance target of fewer than 140 incursions. According to the USCG, this is likely a result of increased USCG and partner agency patrol efforts in the area.

<sup>1</sup> The exclusive economic zone is the zone where the United States and other coastal nations have jurisdiction over economic and resource management. The exclusive economic zone includes waters 3 to 200 miles offshore (or 9 to 200 miles offshore in western Florida and in Texas).



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<b>Other Law Enforcement</b>			
<b>Performance Measure – Number of Detected Incursions of Foreign Fishing Vessels Violating U.S. Waters</b>			
<b>FY 2011 Actual</b>	<b>FY 2012 Actual</b>	<b>FY 2013 Target</b>	<b>FY 2013 Actual</b>
122	160	<140	189
√ Met	X Not Met		X Not Met

Source: DHS OIG based on USCG-provided data.



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## Appendix E

### FY 2013 Performance Measure Summary

Mission	Measure	Met	Not Met
<b>Non-Homeland Security Missions</b>			
Living Marine Resources	Fishing Regulation Compliance Rate	X	
Marine Safety	5-Yr Average Number of Recreational Boating Deaths and Injuries	X	
	5-Yr Average Number of Commercial Mariner Deaths and Injuries	X	
	5-Yr Average Number of Commercial Passenger Deaths and Injuries		X
	5-Yr Average Number of Commercial and Recreational Boating Deaths and Injuries	X	
Marine Environmental Protection	Average Number of Chemical Discharge incidents in the Maritime Environment	X	
	Average Number of Oil Spills in the Maritime Environment	X	
Search and Rescue	Percentage of people in Imminent Danger Saved in the Maritime Environment		X
	Percent of Time Rescue Assets are On-Scene within 2 Hours		X
Aids-to-Navigation	Availability of Maritime Navigation Aids	X	
	Average Number of Navigational Accidents	X	
Ice Operations	Number of Days Critical Waterways Are Closed to Commerce Due to Ice	X	
<b>Total Non-Homeland Security Performance Measures</b>		<b>9</b>	<b>3</b>
<b>Homeland Security Missions</b>			
Ports, Waterways, and Coastal Security	Percentage Reduction of all Maritime Security Risk Subject to USCG Influence	X	
	Percent Reduction of Maritime Security Risk Resulting from USCG Consequence Management	X	
	Percent Reduction of Maritime Security Risk Resulting from USCG Efforts to prevent a Terrorist Entering the United States via Maritime Means	X	
	Percent Reduction of Maritime Security Risk Resulting from USCG Efforts to Prevent a Weapon of Mass Destruction from Entering the United States via Maritime Means	X	
	Annual MTSA Facility Compliance Rate with Transportation Worker Identification Credential Regulations	X	
	Security Compliance Rate For High Risk Maritime Facilities		X
Drug Interdiction	Removal Rate for Cocaine from Non-commercial Vessels in Maritime Transit Zone	X	
Migrant interdiction	Percentage of Undocumented Migrants who Attempt to Enter the United States via Maritime Routes that are Interdicted		X
	Percent of Undocumented Migrants who Attempt to Enter the United States via Maritime Routes Interdicted by the USCG		X
Defense Readiness	Defense Readiness Assessment of all USCG High-Endurance Cutters, Patrol Boats, and Port Security Units		X
Other Law Enforcement	Number of Detected Incursions of Foreign Fishing Vessels Violating U.S. Waters		X
<b>Total Homeland Security Performance Measures</b>		<b>6</b>	<b>5</b>
<b>Total USCG Performance Measure</b>		<b>15</b>	<b>8</b>

Source: DHS OIG based on USCG-provided data.



## **Appendix F**

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## **Appendix G**

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