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consistency in applying nonavailable manpower; in computing manpower requirements; classifying strength in the Individuals category; and accounting for other areas of inconsistency. A draft of the Department of Defense Instruction which implements the proposed rules is included. The report also includes recommended changes to the DoD program element and resource identification code (RIC) definitions that apply to transients, personnel holding account, trainees, and students, as well as a new RIC for officer accession students.

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Final Report CR-229

**Development of Rules and Methods for
Defense-wide Standardization of Military
Manpower Accounting and Programming
(MMAPS Project)**

By:

Rodney D. McConnell
Richard L. Somers

RESOURCE MANAGEMENT OPERATIONS

Contract: MDA903-75C-0234

November 1978

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for public release and sale; its
distribution is unlimited.

OPERATIONS ANALYSIS GROUP

**GENERAL
RESEARCH** 
CORPORATION

A SUBSIDIARY OF FLOW GENERAL INC.
7655 Old Springhouse Road, McLean, Virginia 22102

Submitted to:

Deputy Assistant Secretary of Defense
(Program Management)
Office of the Assistant Secretary of Defense
(Manpower, Reserve Affairs and Logistics)

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EXECUTIVE SUMMARY

1 INTRODUCTION

This final report documents study efforts directed toward the Defense-wide standardization of military manpower accounting and programming. It discusses the project background, summarizes problems and issues, and reviews actions and results, to include military department comments on proposed standardization rules. Draft implementing instructions are included as appendixes.

2 BACKGROUND AND AREAS ADDRESSED

The Military Manpower Accounting and Programming Standardization (MMAPS) Project was initiated in October 1977. *The project objective was to develop policies, procedures, and rules that guide and direct the services to program and account consistently for active military manpower.* Principal areas of concentration were: programming conventions for the Force Structure Allowance and Individuals accounts; programming factors; nonavailable time; accounting for individuals; overall strength accountability; policies involving proceed time and separation outprocessing; and standardization of terminology. Rules proposed are intended for application in the Five Year Defense Program (FYDP), Defense Manpower Requirements Report (DMRR), Program Objective Memoranda (POM), budget estimates and the President's Budget, and various reports of actual strength identified in the draft instruction (see Appendix A).

3 RECOMMENDATIONS

The standard programming and accounting rules recommended for implementation are summarized in Section 4. Standard terminology is defined in Enclosure 2 to Appendix A, and draft revisions to program elements and resource identification code definitions are in Appendix B. The overall thrust of recommendations is to require the services to use standard conventions for projecting end fiscal year strength in the FYDP and DMRR, and common criteria to account for gains, losses, and transfers between the Force Structure Allowance and Individuals accounts.

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SECTION 1

INTRODUCTION

1.1 GENERAL

This is the final report of the General Research Corporation on the Military Manpower Accounting and Programming Standardization (MMAPS) Project. This project was undertaken for the Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics) beginning in October of 1977.

1.2 OBJECTIVE

The objective of the MMAPS project was to develop policies, procedures, and rules that guide and direct the services to program and account consistently for active military manpower. Standardized rules and procedures are essential to the Office of the Secretary of Defense for meaningful comparison and justification of military manpower requests and reporting of actual military strengths. A lack of standardization complicates analysis of manpower programs and obscures real differences in the services' manpower requirements.

1.3 BACKGROUND

A project to improve the Defense Planning and Programming Categories (DPPC), the "DPPC Improvement Study," was initiated by ASD(MRA&L) in April 1975 and continued through March 1977. That project analyzed the DPPC classification structure through a series of eleven separate studies. The final study¹ of the project concerned the Individuals DPPC consisting of transients, students, trainees, patients, prisoners, holdees, cadets, and midshipmen. Several actions were recommended by the Individuals' study which were later implemented by PCD X-7-014, 19 December 1977 including:

¹Programming Individuals in the Department of Defense, DPPC Improvement Study Report, General Research Corporation, March 1977.

- A redefinition and clarification of Transients, program element (PE) 887320.
- New definitions for Student and Trainee manpower resource identification codes (RICs).
- Revised definition for PE 887220, Force Structure Deviation.

In addition, the Individuals' study recognized other inconsistencies which could not be addressed because of the study's limited scope, and recommended that further research be initiated to develop:

- Standard definitions of military strength.
- Uniform strength accounting policies and rules.
- Uniform implementation of definitions of Individuals.
- Uniform application of "nonavailability" as a component of force structure strength.

The MMAPS project was commissioned so that these and other inconsistencies could be addressed and required changes implemented through a DoD Instruction. A more comprehensive review of the background of this project may be found in the initial MMAPS Project report.¹

1.4 ORGANIZATION OF THIS REPORT

Section 2 of this report reviews the specific inconsistencies in military manpower accounting and programming which were addressed by the MMAPS Project. The cross-service inconsistencies are divided into four general areas:

- Force structure programming
- Individuals programming
- Accounting for transients, students/trainees, and patients, prisoners, and holdees
- Strength accountability

¹Development of Rules and Methods for Defense-Wide Standardization of Military Manpower Accounting and Programming (MMAPS Project): Tentative Proposed Alternatives for Achieving Standardization of Manpower Accounting and Programming, General Research Corporation, March 1978.

Section 2 also discusses personnel management policy issues and the need for standard terminology. Section 3 describes MMAPS study activities and discusses project activities and results. Included in Section 3 are a summary of service comments on proposed standardization rules and final recommended actions for each area of inconsistency. Section 4 briefly summarizes the rules required to implement MMAPS recommendations. The draft Department of Defense Instruction (DoDI) incorporating these rules is included as Appendix A, and associated draft program element and resource identification code definitions are in Appendix B. Terms essential to understanding this report and the DoDI are defined in enclosure 2 to the DoDI (Appendix A).

SECTION 2

PROBLEMS AND ISSUES

2.1 GENERAL

Most of the problems addressed by the MMAPS Project relate to cross-service inconsistencies in the accounting and programming of Individuals. Individuals manpower is generally conceived of as the non-unit manpower needed to maintain a fully manned force structure. Because manpower levels are authorized according to a fiscally constrained and fixed total end strength, consistent accounting and programming of Individuals strength is essential to proper determination and justification of the Force Structure Allowance. This section provides only a summary review of problems and issues; more complete treatment may be found in the initial MMAPS Project report¹ and the June 1978 report on proposed standardization rules.² Actions taken and recommended relative to those issues are covered in Section 3.

2.2 MANPOWER PROGRAMMING

The fundamental programming issue involves the services' inconsistent use of Force Structure Deviation, PE 887220, in the FYDP, and inconsistent programming procedures for Individuals manpower. Each service uses a slightly different convention to display manpower in the FYDP and DMRR. For example, all services except the Navy project Individuals strength by calculating their best estimate of Individuals strength at the end of the fiscal year. The Navy projects and displays the yearly average strength for Individuals. Because the Individuals accounts are traditionally inflated with students and trainees at the end of the fiscal year (September), Navy Individuals projections tend to fall short of actual strength. Table 2.1, Programmed-Actual Strength Comparison, shows the difference between Navy actual and programmed strength in relation to the other services which project Individuals end strength.

¹MMAPS Project Standardization Alternatives report, op. cit.

²Development of Rules and Methods for Defense-Wide Standardization of Military Manpower Accounting and Programming (MMAPS Project): Proposed Standardization Rules, June 1978.

TABLE 2.1
PROGRAMMED-ACTUAL STRENGTH COMPARISON

		ARMY				NAVY				MARINES				AIR FORCE				
		ACT. (DMRR)	PGM (DMRR)	CHG / PGM	% CHG	ACT. (DMRR)	PGM (DMRR)	CHG / PGM	% CHG	ACT. (DMRR)	PGM (DMRR)	CHG / PGM	% CHG	ACT. (DMRR)	PGM (DMRR)	CHG / PGM	% CHG	
FY 75	FORCE STRUCTURE ALLOWANCE	670.2	651.1	+19.1	+ 2.9	434.5	451.5	-17.0	- 3.8	159.8	158.0	+1.8	+1.1	547.0	542.9	+4.1	+0.8	
	INDIVIDUALS	113.8	133.9	-20.1	-15.0	100.4	84.6	+15.8	+18.7	36.2	38.4	-2.2	-5.7	65.5	68.7	-3.2	-0.2	
	TOTAL	783.9	785.0	- 1.1	- 0.1	534.9	536.1	- 1.2	- 0.2	196.0	196.4	-0.4	-0.2	612.6	611.5	+1.1	+0.2	
FY 76	FORCE STRUCTURE ALLOWANCE	662.5	656.9	+ 5.6	+ 0.9	426.0	441.0	-15.0	- 3.4	154.3	159.8	-5.5	-3.4	522.3	518.6	+3.7	+0.7	
	INDIVIDUALS	116.5	125.2	- 8.7	- 6.9	98.5	83.6	+14.9	+17.8	37.9	36.2	+1.7	+4.7	62.9	65.6	-2.7	-4.1	
	TOTAL	779.0	782.0	- 3.0	- 0.4	524.5	524.6	- 0.1	0	192.3	196.0	-3.7	-0.2	585.2	584.1	+1.1	+0.2	
2-2	FY TQ	FORCE STRUCTURE ALLOWANCE	654.9	652.4	+ 2.5	+ 0.4	422.2	438.2	-16.0	- 3.7	152.2	155.7	-3.5	-2.2	522.9	517.5	+5.4	+1.0
		INDIVIDUALS	127.3	137.7	-10.4	- 7.6	105.4	93.7	+11.7	+14.9	37.5	40.3	-2.8	-6.9	60.1	66.4	-6.3	-9.5
	TOTAL	782.2	790.0	- 7.8	- 1.0	527.6	531.8	- 4.2	- 0.8	189.8	196.0	-6.2	-3.2	583.1	584.0	-0.9	-0.2	
FY 77	FORCE STRUCTURE ALLOWANCE	661.9	656.1	+ 5.8	+ 0.9	421.9	442.2	-20.3	- 4.6	155.0	152.2	+2.8	+1.8	512.1	509.3	+2.8	+0.5	
	INDIVIDUALS	119.8	132.9	-13.1	- 9.9	107.8	93.8	+14.0	+14.9	36.7	39.8	-3.1	-7.8	58.3	61.7	-3.4	-5.5	
	TOTAL	781.8	789.0	- 7.2	- 0.9	529.7	536.0	- 6.3	- 1.2	191.6	192.0	-0.4	-0.2	570.5	571.0	-0.5	- 0	

ACT. = Actual

PGM = Program

CHG/PGM = Change from program

Whenever Individuals end strength is predicted, adjustments to the Force Structure Allowance may be necessary in the FYDP to enable the services to program the force structure at the documented level, free from temporary fluctuations of Individuals strength, and yet remain within the bounds of the authorized total end strength. It is intended that these adjustments be included by using the Force-Structure Deviation, PE 887220. A negative force structure deviation indicates a temporary undermanning of the force structure at the end of the fiscal year.

None of the services, except for the Army, uses the Force Structure Deviation. The Navy's use of average Individuals strength, together with their Force Structure Allowance, minimizes the need for the Force Structure Deviation but gives an inaccurate picture of force structure and Individuals end strength. The Marine Corps, rather than projecting its total Force Structure Allowance, projects the expected (attainable) force structure end strength and documents that level of manning in its troop lists. Force structure deviation is thus not necessary since programmed force structure levels are based on expected end year manning. The Air Force uses the same programming procedure as the Navy (average Individuals and Force Structure Allowance) but does not have large fluctuations of Individuals manpower at the end of the fiscal year; consequently, average programmed and actual end strengths are approximately equal and the Force Structure Deviation is not needed.

The different programming procedures used by the services are a source of confusion and potential misunderstanding, and have apparently contributed in at least one instance to a sizable congressional reduction in the DoD manpower authorization request. Section 138(c)(3), Title 10, USC, is explicit in requiring the display of "the annual active duty end-strength level for each component of the armed forces."

2.3 INDIVIDUALS PROGRAMMING FACTORS

Programming factors for Individuals are poorly documented and out-dated in some services, and no common application methodology exists. This

is particularly true in the case of transients. Each service has developed factors (showing the average length of time spent in a transient status) which are multiplied by the expected number of permanent change of station (PCS) moves to obtain an estimate of transient strength. Factors are not in all cases well documented nor are they updated regularly. Accurate factors are, of course, essential for accurate transient programming.

Only Army and Air Force factor development is well documented. The Army records by month the average amount of transient time used by every member on PCS orders through use of its Transient Accounting System. The Air Force takes a statistical sample of leave and travel vouchers, which is updated every two years. The Navy and Marine Corps also use a sampling technique, but in neither case is the method well documented. The last Navy factor update was in 1974 (with minor manual adjustments in 1976); Marine Corps factors are updated every year.

2.4 NONAVAILABLE TIME AND INDIVIDUALS

Review of practices for charging personnel to unit nonavailable time, as opposed to accounting for them in an Individuals category, was a major area of consideration. MMAPS research established that inconsistent use of in-unit nonavailable time was primarily caused by the lack of specific, uniform accounting rules for patients, prisoners, and holdees (PE 887320, Personnel Holding Account).

The Air Force is the only service which has explicitly used in-unit nonavailable time in lieu of certain Individuals categories. It excludes all separatees (personnel awaiting separation), patients hospitalized for less than 90 days, and temporary duty students en route PCS from the Individuals category. Until recently, Air Force prisoners were also excluded from the Individuals category. This inconsistency in accounting has caused Air Force patients, prisoners, and holdees actual strength to vary significantly from the other services. The subject is discussed further in Subsections 2.5.4 and 2.5.5.

2.5 INDIVIDUALS ACCOUNTING

The majority of the issues addressed during the MMAPS Project concerned the inconsistent practices used by the services to account for personnel in the Individuals categories. Individuals include active military members who are: traveling between permanent assignments (transients); engaged in formal noninitial-entry training (students); engaged in initial-entry training (trainees and officer accession students); or reassigned to medical, disciplinary, or separation holding facilities (patients, prisoners, and holdees).

2.5.1 Transients--No-Cost Moves

A "no-cost" move is simply defined as a change of assignment or station which involves no cost to the government; however, in accounting for transients, the services use different definitions for no-cost moves and different personnel policies for members ordered on a no-cost move. For example, Army and Navy no-cost moves occur between units but Marine Corps no-cost moves occur between monitored commands. Since members on leave or temporary duty during a no-cost move are accounted for as transients, inconsistencies in reported actual transients strength are created. The Air Force counts none of its members on no-cost moves as transients because leave and temporary duty are not authorized during the move.

The lack of a uniform policy on no-cost moves has caused considerable inconsistency in the Transients category. Navy "no-cost" transient end strength was estimated to be 2400 at the end of FY 77; in contrast, the Marine Corps estimated 126, the Army 1300, and the Air Force none.

2.5.2 Temporary Duty Students En Route PCS

Current DoD program element (PE) and resource identification code (RIC) definitions specify that military members temporarily attending formal courses of instruction (less than 20 weeks) in conjunction with

a permanent change of station should be accounted for, while in training, as students. It was verified during the MMAPS study that the Army and Air Force are not following the DoD guidance and are counting TDY students en route PCS as transients. This inconsistency makes comparison of the services' strength reports difficult and fosters misunderstanding of manpower programs.

2.5.3 Officer Accession Students

According to RIC definitions established with PCD X-7-014, officer students include all active duty military officers attending school of 20 weeks or longer as a PCS duty assignment or undergoing noninitial-entry training in a temporary duty status while on PCS orders or undergoing initial-entry training. Initial-entry training for officers is comprised of officer basic courses and any initial skill or proficiency training accomplished prior to traveling to the member's first duty station (including transit time to or between initial-entry courses). None of the services precisely conforms to this definition in accounting for those officer students in initial-entry training. Further, there is no provision in the current definition to separate officers in initial-entry training from those officers attending classes as part of further career development (similar to the distinction currently made between enlisted students and enlisted trainees). Lack of a uniform accounting practice has complicated justification of service manpower requests. The lack of differentiation between officers in initial-entry and noninitial-entry training has complicated the determination of wartime manpower requirements.

2.5.4 Enlisted Trainees

Despite attempts to develop a standard definition of enlisted trainees in PCDs X-5-030 and X-7-014, the services have not completely conformed to the existing guidance. The current RIC definition of enlisted trainees includes all active enlisted military personnel who have

not completed initial-entry training. Initial-entry training is comprised of recruit, initial-skill, or other proficiency training accomplished prior to a member's movement to his first permanent duty station. It also includes all time in transit to or between initial-entry courses. Each service, although essentially following the definitions, has minor discrepancies in its trainee accounting. Conformance to a standard definition of trainee is essential not only to permit comparison of service manpower programs, but also to facilitate communication between the services and with the Office of the Secretary of Defense.

2.5.5 Medical Nonavailability

The current definition of "patients" (PE 887320) is followed by all services but because the definition is not specific, inconsistency is created in reported actual manpower. The present definition requires that all military personnel who have been reassigned from a permanent unit to a medical holding company be counted as patients; however, the reassignment policies are drastically different among services. The Army and Air Force generally reassign members to medical holding facilities when hospitalization is expected to exceed 90 days. The Marine Corps uses 30 days of hospitalization as the reassignment criterion, and the Navy uses criteria which vary from 30 days (sea duty) to 180 days (overseas duty). Patients who are not reassigned are counted as members of their permanent unit and hence may be programmed as contributing to unit nonavailable time.

Inconsistent reassignment policies cause a real impact on reported actual strengths, as shown in Table 2.2, Comparison of Patient End Strength.

TABLE 2.2
COMPARISON OF PATIENT END STRENGTH

	Patient End Strength (Actual FY 77)	Percentage of Total Strength	Reassignment Policy
ARMY	1382	0.21	90 days
NAVY	1158	0.28	30-180 days
MARINE CORPS	535	0.35	30 days
AIR FORCE	≈400	0.08	90 days

Standardization of medical nonavailability is complicated because each service has a variety of contingencies under which personnel can be reassigned. Such contingencies are often needed to meet a service's particular needs. The Navy and Marine Corps, for example, required a quicker reassignment procedure to insure that their units afloat maintain readiness.

2.5.6 Disciplinary Nonavailability

As with medical nonavailability, a lack of a specific definition (PE 887320) has caused inconsistency in manpower reports. Although each service accounts for all personnel reassigned for disciplinary reasons as individuals, there is no common reassignment policy. Table 2.3, Comparison of Prisoner End Strength, shows the impact of the lack of standardization.

TABLE 2.3
COMPARISON OF PRISONER END STRENGTH

	Prisoner End Strength (Actual FY 77)	Percentage of Total Strength
ARMY	2903	0.44
NAVY	3653	0.87
MARINE CORPS	1241	0.80
AIR FORCE	≈200	0.04

Navy prisoner end strength is much higher than that of the Army as Naval personnel must often be reassigned from sea duty in order to await trial, whereas in the Army reassignment only occurs after conviction of a serious crime (30 days or more confinement). The need to maintain full manning of ships requires that Navy members be reassigned for pretrial confinement or restriction to base. The Marine Corps and Air Force numbers tend to reflect real differences in numbers of prisoners, although some areas of prisoner accounting are not uniform in these services. The Air Force, until recently,¹ reassigned none of its personnel for

¹The Air Force included prisoners in its FY 77 end strength and is in the process of adjusting the disciplinary nonavailable time factors.

disciplinary reasons and thus accounted for no prisoners. Air Force prisoners were carried as members of their permanent unit power was counterbalanced through overmanning of units based on statistically determined nonavailable time factors (see Subsection 2.4)

2.6 STRENGTH ACCOUNTABILITY

In all services, various categories of personnel are not counted as part of actual military strength. However, there is no uniform guidance for the practice of dropping personnel from strength accountability and each service uses a different method (see Table 2.4, Dropped from Strength Accountability).

TABLE 2.4
DROPPED FROM STRENGTH ACCOUNTABILITY

	Army [¶]	Navy	Marine Corps ^{**}	Air Force ⁺⁺
Deserters	D [§]	D	D	D(180)
POWs	D	F	F	D
MIA	D	F	F	D
Missing	D	F	F	D
Interned/Detained	D	F	F	D
Disciplinary Confinement	H*	H	H	H/D ⁺

Key: D = Dropped from Strength Accountability

D(180) = Dropped after 180 days of absence

F = Force Structure

H = Personnel Holding Account

* = Punitive discharges are executed before sentence is served

+ = Dropped when sentenced to foreign/civilian confinement greater than six months or military confinement greater than six months with a punitive discharge

§ = Dropped when desertion status is officially declared, usually after 30 days of absence

¶ = AR 630-10, para 3.2; AR 680-1, Table 3.5

** = PRIM, MC order 1080-35B, para 5154

++ = AFR 35-40, Table 2.2

At present, the inconsistencies involve only a minimal number of people. A lack of standardization of the practice could cause significant variance in manpower programs in a wartime situation.

Personnel who are dropped from strength accountability are not, unless other action is taken, excluded from a military status. Consequently, some dropped personnel legitimately continue to accrue pay and benefits but may not be explicitly provided for military pay appropriation requests based on projected average strength. In time of war, the practice of dropping from strength accountability could cause a large group of personnel to lack funding.

2.7 PERSONNEL MANAGEMENT POLICIES

During this project, inconsistencies (the use of proceed time, waiting time, and preseparation nonavailability) were found to be caused by differences in personnel management policies rather than accounting inconsistencies. Although policy and personnel management differences did not specifically lie within the scope of MMAPS, these subjects are addressed here because of their impact on strength accounting and projections.

2.7.1 Proceed Time

Proceed time is an authorized four-day absence to be taken en route PCS so that a military member can attend to personal affairs, particularly to establish or disestablish residence. However, proceed time is not consistently applied by the services, and since it is authorized en route PCS, inconsistency affects the Transients account and comparability of service manpower reports.

Only the Marine Corps and the Navy authorize proceed time at present. The Marine Corps provides every member en route PCS (except for moves specifically denied under DoDD 1327.5) with proceed time, and the Navy grants it only to members traveling to sea duty or overseas tours. Both the Navy and Air Force have plans to change their authorization of proceed time to include only PCS moves to sea duty and unaccompanied tour areas.

2.7.2 Waiting Time

Waiting time is time lost by members en route PCS who are awaiting assignment or transfer. Unavoidable delays are included as waiting time in the Transients category by all services, but actual delays tend to be more extensive in some services than others. The services and DoD already recognize the inefficiency of waiting time and have taken steps to reduce it. No change of accounting rule or definition can resolve this apparent inconsistency.

2.7.3 Preseparation Nonavailability

Preseparation nonavailability was originally considered as an area of inconsistency since the Army, Navy, and Marine Corps (in contrast to the Air Force) accounts for separating personnel as a distinct portion of the Personnel Holding Account. All Army, and many Navy and Marine Corps personnel are sent to locations other than their last permanent duty station for separation out-processing. These "separatees" are reassigned to a special separation unit or point and are thus set apart. The Air Force, which does separate personnel from the last permanent duty station, has no way to account for separatees other than as members of their last duty unit. The Air Force practice is advantageous because it keeps the member in a duty status at this last permanent station until the date of separation; however, in the other services, separation out-processing must sometimes be accomplished in a special unit. The last permanent station may not be equipped for out-processing (e.g., a ship).

A lack of standardization affects the reported end strength of the Personnel Holding Account. Table 2.5, Comparison of Separatee End Strength, shows the impact the services separation policies have on DMRR reported end strength.

TABLE 2.5
COMPARISON OF SEPARATEE END STRENGTH

	<u>Separatee End Strength</u>	<u>Percentage of Total Strength</u>
ARMY	2064	0.31
NAVY	1211	0.29
MARINE CORPS	519	0.34
AIR FORCE	—	0

2.8 TERMINOLOGY

During the MMAPS Project, communication with the services and OSD officials was complicated because of a lack of common definitions. Many terms that are widely used throughout DoD often take on various meanings in each service to reflect differences in manpower accounting and programming. A term which completely defines a general concept in one service may incompletely define or not be applicable to the same general concept in another service. An example is unit assigned strength. Assigned strength in the Navy would not include transients or members on temporary duty for any reason (medical, disciplinary, or training). In the Army, assigned strength would include all members except transients. In the Air Force, all personnel are assigned strength.

Because the lack of standard terminology makes communication difficult and causes misunderstanding of manpower programs and reports, standard definitions have been developed in conjunction with this project and, as previously mentioned, are incorporated in this report as Enclosure 2 to Appendix A.

SECTION 3

ACTIONS AND RESULTS

3.1 GENERAL

The MMAPS Project was organized into five distinct phases. The first two phases, Functional Research and Determination of Standardization Requirements and Means, led to the submission of the interim report, "Tentative Proposed Alternatives for Achieving Standardization of Manpower Accounting and Programming," cited earlier. The next two phases, Investigation of Impact of Changes, and Development of Standardization Rules, resulted in the second interim report "Proposed Standardization Rules" (also previously cited). The final phase, Preparation of Implementing Documentation, focused upon incorporating MMAPS recommendations into the documents needed to standardize manpower accounting and programming practices.

3.2 DEVELOPMENT OF ALTERNATIVES

In the initial phases of MMAPS, emphasis was directed to verification of the services' manpower accounting and programming practices. As a starting point, current practices were thoroughly documented (see Table 3.1, Military Manpower Accounting Differences). Although some published documentation (regulations, manuals, etc.) was useful, most of the information concerning service manpower accounting practices was unavailable from secondary sources. Interviews with service representatives had to be conducted at the services' personnel accounting centers to accumulate the information required to continue the project.

Once manpower accounting and programming practices were fully documented, efforts were directed to the development of alternatives for standardization. It was noted that standardization of each inconsistency would require at least one service to adjust its accounting or programming procedures. Next, alternatives were developed which considered all

TABLE 3.1
MILITARY MANPOWER ACCOUNTING DIFFERENCES

		<u>PE</u> <u>Definition</u>	<u>Army</u>	<u>Navy</u>	<u>MC</u>	<u>AF</u>
TRANSIENTS	- Travel - Leave - Proceed - Waiting - TDY enroute (not trng) - Accession to 1st duty	TN TN TN TN TN TN	TN TN TN TN TN/S	TN TN TN TN	TN TN TN TN TN	TN TN TN TN T/S ¹
STUDENTS	- PCS Students - TDY Students (enroute PCS) - TDY Students (return to unit) - Officer Accessions - To Initial Off Trng - At Initial Off Trng	S S F S S	S TN F S S	S S F TN S	S S F TN S	S ¹ TN F S ¹ S
TRAINEES	- To Initial Entry Trng - At Initial Entry Trng - To Initial Skill Trng - At Initial Skill Trng	T T T T	T T ² T ³ T	T T ³ T T	T T T T	T ¹ T ¹ T ¹ T
PERSONNEL HOLDING ACCOUNT						
Medical - Not available for >		H ⁸	H ⁴	H ⁵	30 day H	H ⁴
Disciplinary - Civilian - confined >30 days - confined <30 days		H H	F/H F	H ⁶ H ⁶	H F	H H
Military - confined >30 days - confined <30 days - awaiting trial - awaiting sentence - awaiting appeal - returned from dropped - restricted to base		H H H H H H	H F F F H F	H ¹¹ H ¹⁰ H ¹⁰ H ¹⁰ H F	H H H H H F	H H H F F
Presepsrstion - awaiting discharge		H	H	H	H	F/TN ⁷
DROPPED FROM ROLLS - Deserter - MIA - Missing - POW - Interned - Detained - Disciplinary Confinement		† † † † † †	D D D O D H	D(180) D O D F H	O F F F F H	D(180) D D D D H/D ⁹

KEY: TN = Transients, S = Students, T = Trainees, H = Holdees (Personnel Holding Account),
 F = Accounted for in the Force Structure (unit), D = Dropped from Strength Accountability immediately,
 D(180) = Dropped from Strength Accountability after 180 days, † = no current DOD guidance.

¹Programming is inconsistent with accounting. Programmed as transients (TDY students enroute PCS are programmed in unit nonavailable time).

²A small percentage of advanced trainees are counted as students.

³Includes travel to the first initial course only. Travel to additional instruction is counted in the transient account.

⁴Holdee when nonavailability is expected to be greater than 90 days.

⁵Holdee when nonavailability is expected to be greater than 30 days on ses duty, 45 days on shore duty, 180 days on overseas duty.

⁶Holdee status depends upon the type or order issued by decision of local commanders.

⁷The Air Force has no special units for separastees. Personnel awaiting separation are members of their units until separation or, are transients until separation if returning from overseas.

⁸No length of time specified.

⁹DFR when sentenced to Foreign/Civilian confinement greater than 6 months or military confinement greater than 6 months with a punitive dischrsge.

¹⁰By general court-martial only.

¹¹Personnel sentenced to less than 30 days who are transferred to another command for the administration of discipline are counted as Holdees.

service viewpoints. The advantages and disadvantages of each alternative were studied and discussed with OSD officials to determine the desirability of standardization in each area.

The initial interim report, "Tentative Proposed Alternatives for Achieving Standardization of Manpower Accounting and Programming," was published at the end of March 1978. This report listed each issue with various alternatives for standardization. General advantages and disadvantages were also briefly discussed.

3.3 DEVELOPMENT OF PROPOSED STANDARDIZATION RULES

The next phases of the MMAPS Project focused upon the development of the proposed standardization rules which were later formally staffed with the military services. These alternatives formed the basis of discussion with service representatives who oversee and work with the personnel accounting and manpower programming systems. Through extensive interaction with the services, each alternative's impact on manpower accounting and programming was assessed.

Much effort was spent in determining the possible ramifications of implementing each alternative. Aside from assessing the difficulties of implementation (changes required to data processing systems, regulations, manuals, and programming procedures), potential effects on manpower management, personnel morale, the Budget, the FYDP, and the DMRR were also studied. Although emphasis was placed on determining dollar costs, the proposed changes potentially affected so many offices and subsystems that no one office was able or willing to estimate costs.

Using the assessments of impact, final proposed rules were developed; however, chosen rules did not always follow the path of least impact. Many of the rules were chosen so that the Individuals categories and total military strength accounting would be bound by logical, meaningful concepts.

For example, Individuals have been defined as military manpower outside the control of unit or installation commanders to distinguish them from nonavailable manpower accounted for in force structure units (which are under the direct or indirect control of a unit commander). Total active strength has been defined as all active duty military members except those who are officially declared to be outside of military control and whose date of return is unknown (POWs, missing, detained or interned personnel, and deserters).¹

For each area of inconsistency described in Section 2, a proposed rule was developed and the tentative acceptance of OSD officials was secured. The chosen standardization rules, rationale for the rules, and expected impact of rule implementation, together with recommended changes to definitions of common terms, were presented in the interim report, "Proposed Standardization Rules," published in June 1978. The report was forwarded to the services by OSD on 19 July 1978. Comments were requested from each service and concerned OSD offices, to include any corrections to the facts presented in the report, an implementation schedule, and changes to definitions of commonly used terms.

3.4 PROPOSED RULES, COMMENTS, APPROVED RECOMMENDATIONS

This subsection lists the proposed standardization rules as they were staffed with the services. Based on the comments from the services and OASD(Comptroller), some of the proposed rules were revised (revised rules are also listed). These rules with revisions were presented to the Deputy Assistant Secretary of Defense (Program Management) for final review and then included in a draft DoD Instruction (Appendix A) and PE/RIC definitions (Appendix B).

¹ Military strength also excludes members confined with punitive discharges (after final appellate review) since their discharges have been ordered even though the execution of them may occur after sentence is completed.

- Manpower Programming

Proposed Rule. Component end strength projections should be best estimates of projected actual (attainable) end strength in each program element of the FYDP and each DPPC of the DMRR. Force structure deviation should be eliminated as no longer necessary.

Army Comments:

Present procedures which reflect projected end strength by DPPC in the DMRR are considered adequate ...

We do not see any benefit of forcing the FYDP to match the DMRR ...

The rationale for distribution of a [force structure] deviation is not clear below DPPC [levels].

... will draw FYDP away from actual manpower program (spaces).

FYDP to FYDP audit trails would be impossible to complete.

Navy Comments:

Navy has no objection to expressing its Individuals manpower program on the basis of end-year manning, given retention of Force Structure Deviation account which is proposed for elimination in the report. In the DMRR, the value of this account ... would be spread proportionately to Navy [force] structure manpower requirements in a manner similar to Army's methodology in the FY 1979 DMRR. In the FYDP, it would be necessary to retain this manning imbalance in aggregate form in the Force Structure Deviation account.

Retention and use of the Force Structure Deviation Account ... is required by Navy since it is not possible to predict with ... reliability exactly where year-end manning shortfalls ... will occur.

Since the service manpower program will continue to be evaluated and defended at ... Program Element levels ..., application of arbitrary manning adjustments [proposed rule] will preclude rational development and consideration of the Navy manpower request.

OASD(Comptroller) Comments:

Such a proposal would result in Service submission not reflecting force requirements adjusted by the plus and minus nuances of the personnel management's system to assign strengths on September 30 to each and every unit in all the Services.

The existing system which uses the Force Structure Deviation ... is supported by this office.

Revised Rule. Individuals manpower will show the services' best estimate of expected actual (attainable) end strength in each Individuals DPPC and PE or RIC. Each DPPC of the DMRR will also show the services' best estimate of expected actual (attainable) end strength. Force Structure Deviation will continue to be used in the FYDP to show expected temporary manning imbalances between projected Force Structure Allowance and projected force structure actual strength in aggregate form.

Rationale. The rule will conform to the intent of Congress and provide a commonality of approach among OSD and the military services. A single program will thus be presented in the DMRR and a common approach will also be provided by all services in the FYDP.

- Individuals Programming Factors

Proposed Rule. Factors for programming Individuals accounts should be updated at least every other year to provide an accurate estimate of projected actual end strength.

All services and OASD(Comptroller) concur.

Proposed rule should be implemented.

- Transients No-Cost moves

Proposed Rule. Personnel undergoing a no-cost move should not be counted as transients except on a no-cost move between ships.

Army Comments:

[Military personnel] should be allowed to take leave between the period of reassignment from one unit to another regardless of the category of move ...

... that leave time [during a no-cost move] is not directly contributing to the mission of any unit, [and] it properly belongs in the transient account ...

Navy Comments:

Frequently the training or TEMDU is an integral part of the [no-cost move] and is not optioned with the unit commanders. Therefore, any enroute training travel time between duty stations should properly be charged to the transient account.

The rationale for accepting leave time in the transient account for "cost" moves and not doing so for "no-cost" moves is not clear.

OASD(Comptroller) Comments:

... leave taken in connection with a no-cost move should be treated in the same way as leave is treated in connection with a move which involves travel costs and time.

Unless we can identify a basic difference in terms of availability to either the losing or gaining unit during the leave period, we can see no reason to treat leave differently for no-cost moves.

Proposed rule should be implemented.

Rationale: There is a difference between no-cost moves (no PCS) and cost moves (which involve travel time). The Transients account was intended to include people whose nonavailability is caused by travel, i.e., a change of stations, and not to account for people on leave. Leave taken without changing stations should be properly charged to the gaining or losing unit. The proposed rule does not state that leave (or TDY) should not be granted during a no-cost move--only that such leave should be excluded from the Transients account since no change of station is involved. Temporary duty training en route during a no-cost move is to be included in the student category.

- Temporary Duty Students En Route PCS

Proposed Rule. The current rule concerning TDY students en route PCS should be retained and enforced. Members attending courses for less than 20 weeks while en route PCS should be counted as students.

All services and OASD(Comptroller) concur.

Affected services agree to make necessary adjustments.

Current rule should be retained and enforced.

- Officer Accession Students

Proposed Rule. An officer accession student RIC should be created for officers who are attending initial-entry

courses of instruction (taken prior to traveling to a member's first permanent duty station) or traveling to or between initial-entry courses.

All services and OASD(Comptroller) concur.

Services agree to make necessary changes.

Current rule should be retained and enforced.

- Trainee Accounting

Proposed Rule. Enlisted personnel should be accounted for separately as enlisted trainees when attending initial-entry courses of instruction (taken prior to traveling to a member's first permanent duty station) or traveling to or between initial-entry courses.

Navy, Marine Corps, Air Force, and OASD(Comptroller) concur.

Army Comments:

The category of individual addressed [post-MOS training before a first permanent duty station] is not trainee.

The post-MOS training is specialized training for which other soldiers are also selected and attend in a "student" status.

It is illogical, awkward, and confusing ... to account for attendees at a given course on the basis of prior status.

The proposed rule should be implemented.

Rationale: Soldiers in advanced initial-entry training (post-MOS) are not trained in the skills required at their first permanent duty station. Trainees are military members who have not had opportunity to apply skills

for which they have been or are in training. Other definitions of trainee complicate manpower accounting in other services.

- Medical Nonavailability

Proposed Rule. All military personnel should be reassigned to a medical holding facility when the period of hospitalization has exceeded, or is expected to exceed, 30 days.¹

Army Comments:

The proposal would increase the personnel management workload of hospital administration staffs beyond their capabilities.

Many hospitals [cannot] accommodate the increase in anticipated ambulatory patients.

Two additional PCS moves would be required for the extra transfer.

Navy Comments:

... the proposed rule will cause an increase in the number of required PCS moves with an attendant increase in the cost of the PCS moves program.

Air Force Comments:

... implementation of a 30-day vs a 90-day rule for medical nonavailability is inappropriate.

... the Air Force has maintained an effective state of readiness under the 90-day rule ...

... the rationale for the 30-day rule appears to be based on two exceptions to the majority ...

¹Contingencies for reassignment due to combat injury, drug or alcohol abuse, and personnel separated from their assigned unit are permitted.

Other impacts ... include: an increased transient account (more PCS moves), an increased patient account, a quantum increase in patient squadron section workload ..., the cost of 3000 to 9000 additional PCS moves each year, the man-hours associated with those moves ..., increased workload on the personnel functional area to work the PCS increases, inconsistency with tour stabilization policy and morale/welfare disintegration.

Revised Rule. All military members will be reassigned to a medical holding facility whenever hospitalization has exceeded or is expected to exceed, 90 days (30 days for members on sea duty).¹

Rationale: Although all impacts raised by the services were foreseen and discussed in the June interim report, the cost of standardization was judged to be excessive. The revised rule offers some standardization (approximately 300,000 military members are on sea duty) at minimal cost. The rule documents Service inconsistencies.

- Disciplinary nonavailability

Proposed Rule. Members should be reassigned to a disciplinary holding company (or disciplinary status) when convicted of a crime with a sentence to confinement of 30 days or more.²

Army, Marine Corps, Air Force and OASD(Comptroller) concur.

Navy comments not received.

Proposed rule should be implemented.

¹Revised rule involves other contingencies also included in the proposed rule. See draft change to PE 887320, Appendix B. .

²Also reassigned when returned from a dropped status; or when on sea duty and awaiting trial, serving sentence of less than 30 days, or undergoing restriction to base (see draft PE 887320, Appendix B).

- Dropped From Strength Accountability

Proposed Rule. POWs, missing, detained, and interned personnel, and deserters should not be reported as active military strength. Deserters should be dropped from strength accountability after 30 days' absence without leave. Personnel confined with a punitive discharge should not be reported as active military strength after final appellate review is completed.

Navy Comments:

... it is essential that from a financial management viewpoint that the number of active duty members reported as being on-board be in agreement with the numbers of personnel paid from the MPN appropriation.

Air Force Comments:

... the 180-day rule has the advantage of simplifying deserter transactions and providing a "buffer time" so that "short-term" deserters are returned without paperwork complications.

... delay of the DFR point to 180 days keeps the "deserter-return incentive" present at the base/unit level longer.

Suggest another condition be added ... Personnel sentenced to confinement in a civilian/foreign penal institution [be dropped from strength] (after the 180th day of absence).

Disposition: The proposed rule should not be changed. Provisions have been made to keep on-board strength tied to the military personnel appropriation (see the draft DoDI, Appendix A). The 180-day deserter rule would delay PCS replacement in the Army, which might not be able to successfully man vacancies with TDY personnel (as is done in the Air Force). The date of return to

military control for personnel in civilian/foreign confinement is known (otherwise, they would be considered interned or detained) and therefore they should be counted as military strength unless a discharge procedure can be initiated.

- Proceed Time

Proposed Rule. Proceed time should be given to all service members traveling to/from sea duty, unaccompanied tours, and overseas tours with nonconcurrent travel (subject to constraints established in DoDI 1327.5).

Army and Navy studying problem further.

Marine Corps Comments:

Marine Corps policy of authorizing proceed time with all PCS moves except where prohibited, is justified since it meets the intent of this directive [DoDI 1327.5] and allows time for the individual Marine to accomplish personal business without the pressures of job assignments.

The proposed elimination of proceed time ... does not appear to be justified.

A more likely consequence of restricting proceed time would be an increase in average leave utilization [en route PCS].

The Marine Corps is currently implementing a Unit Deployment Plan ... [which] will replace the once prevalent "transient" attitude with one of more community involvement and responsibility. This necessitates proceed time, since moves would often be more complex ...

Air Force Comments:

If the GRC recommended policy is adopted as written, the Proceed Time Program and procedures will have to be modified to include overseas tours with nonconcurrent travel.

OASD(Comptroller):

The report states that DoD Directive 1327.5 defines proceed time as a four-day delay ..., principally concerned with establishing and disestablishing a residence. The recommendation appears to assume this only occurs going overseas/sea duty unaccompanied at that time ...

... the recommendation does not appear to establish a reasonable and rational policy for proceed time.

Disposition: Action has been deferred until comments from the Army and Navy are received. The issue should then be referred to OASD(Military Personnel Policy) for disposition.

If the use of proceed time is to be standardized, then a middle ground, between elimination of proceed time (Army) and authorization of proceed time for all moves (Marine Corps), should be sought. As both the Navy and Air Force have made plans to grant proceed time to those traveling to sea duty and unaccompanied tours, i.e., those members who need the extra time most, this middle ground is rational and reasonable.

• Preseparation Nonavailability

Proposed Rule. Army, Navy (to the extent possible), and Marine Corps should develop methods to accomplish separation out-processing at the last permanent duty station.

Army and Navy are studying the proposed rule.

Marine Corps and OASD(Comptroller) concur.

Proposed rule should be implemented.

SECTION 4 IMPLEMENTATION

4.1 IMPLEMENTING DOCUMENTATION

The final phase of the MMAPS Project focused primarily on the preparation of documents needed to institutionalize standard military manpower programming and accounting rules. A draft DoD Instruction (Appendix A) and draft changes to PEs/RIC definitions (Appendix B) were prepared.

The draft DoD Instruction incorporates all of the final recommended rules shown in Subsection 3.4 to provide a source of general guidance for military manpower accounting and programming. The Instruction also includes definitions of commonly used terms which were prepared to aid communications among the services and OSD.

Although the draft DoD Instruction applies for the most part to displays of manpower in the Defense Manpower Requirements Report and Five Year Defense Program, other reports of military manpower may also be affected by our proposed rules. Research was undertaken to identify those reports (directed by DoD Issuances) which required adjustment. Adjustments to the DMRR and FYDP are accomplished through changes to program element and resource identification code definitions.

Publishing of the draft DoD Instruction, recommended PE/RIC changes, and incorporation of the draft changes to existing DoD documents will assist in allowing for a uniform system of military manpower accounting and programming. Remaining differences in manpower accounting practices are principally attributable to service personnel management needs which must be accommodated (such as Navy sea duty requiring different rules than land-based duty).

4.2 SUMMARY

In summary, after consideration of service comments as well as those of OSD offices, most of the revised standardization rules are recommended for adoption. The rule concerning proceed time was held in abeyance pending receipt of service comment; any change to current policy on proceed time will necessitate a change to DoDI 1327.5 rather than the draft DoDI (Appendix A). The final recommended rules may be summarized as follows:

- Military Manpower Programs will be best estimates of projected actual (attainable) end strength in the Defense Manpower Requirements Report. In the Five Year Defense Program, the force structure program elements will show end-year active military manpower requirements, the Individuals category will show end-year strength projections, and Force Structure Deviation PE will be used to adjust for differences between Force Structure Allowance and projected actual strength.
- Factors for programming individuals will be updated at least every two years and submitted for review as part of the service budget estimate. Military services will use end-year estimators for programming Individuals.
- Temporary duty students en route PCS will be counted as students.
- Enlisted persons will be counted as trainees from entry on active duty until departure for the first permanent duty station.
- Officers will be counted as accession students from entry on active duty until departure for the first permanent duty station and separated from other students by a new RIC.
- Military members will be reassigned to a medical holding facility when the period of hospitalizaton has exeeeeded,

or is expected to exceed, 90 days (30 days for sea duty).

- Military members will be counted in a disciplinary status only post-trial and only for sentences of 30 days or more; when awaiting disposition after return from a dropped status; or when reassignment must take place to insure operational readiness of a ship.
- Personnel undergoing a no-cost move will not be counted as transients except on a no-cost move between ships.
- POWs, MIAs, missing, interned or detained personnel, deserters, and members sentenced to confinement with a punitive discharge (after appellate review) will be dropped from total strength in OSD strength reports when status is officially declared. Deserters will be so declared after 30 days' absence without leave.
- Separation outprocessing should be accomplished at a member's last permanent duty station insofar as possible.

APPENDIX A

DRAFT DODI FOR
PROGRAMMING AND ACCOUNTING FOR ACTIVE MILITARY MANPOWER



NUMBER

Department of Defense Instruction

SUBJECT: Programming and Accounting for Active Military Manpower

- References:
- (a) DoD Instruction 1120.6, "Monthly Report of Military Strength," September 11, 1964
 - (b) DoD Instruction 7730.1, "Reports on Personnel Distribution by Country or Other Specific Areas and by Operating Location in the United States," March 14, 1975
 - (c) DoD Instruction 7730.26, "Statistical Reports on Military Personnel Strengths and Turnover by Race," August 21, 1964
 - (d) DoD Instruction 7730.56, "Monthly Report of Personnel Statistics," September 15, 1975
 - (e) through (j), see enclosure 1

A. PURPOSE

This instruction establishes uniform policies, procedures, rules, and definitions of terms for military manpower accounting and programming within the Department of Defense. Cross-service consistency in manpower reporting is necessary for effective management of Defense military manpower and for full understanding of requirements, both within and outside DoD.

B. APPLICABILITY

The provisions of this instruction apply to all DoD components and encompass all active military manpower authorizations funded from Defense appropriations (including reimbursables) and accounted for or programmed in the Five Year Defense Program and other reports submitted to OSD under the provisions of references (a) through (g).

C. DEFINITIONS

Terms essential to understanding of this instruction are defined in enclosure 2. It is intended that these terms be used as the standard vocabulary for manpower accounting/programming communications among the services and OSD.

D. POLICY

The military departments and other DoD components involved in military personnel reports and projections will conform to the uniform, general rules outlined herein. Detailed accounting and programming practices within the military departments are expected to be internally consistent and fully supportive of these rules.

E. PROCEDURES

1. General. This section addresses both military manpower accounting and programming. It covers standard procedures for total strength accountability, for reporting of Individuals and for program projections of both Individuals and force-structure allowance. In all cases where not specifically addressed, it is expected that manpower programming practices will be consistent with the rules and definitions applicable for manpower accounting. This means that projected strength estimates for a given category, such as transients or patients, must represent precisely the same set of personnel defined in that category for accounting purposes.

2. Military Manpower Accounting

a. Total Strength

(1) Active duty military personnel will be counted and reported as part of total service strength beginning on the date of their enlistment, reporting to active duty, or return to military control. They will continue to be so counted until separation, release from active duty, retirement, death, or loss from military control (see (2) below). Personnel will be counted as gains to active military strength on the effective date of the gain action. They will be dropped from military strength on the day following the effective date of the loss action. Comparable effective date procedures will be followed for changes of status within military strength, such as transfers between and among force structure units and Individuals accounts.

(2) Active duty military personnel who are outside of military control and whose date of return of military control is uncertain (including prisoners of war, missing personnel, personnel interned or detained in foreign countries, and deserters) will not be reported as part of active actual military strength. They will be dropped effective on the date their status is officially declared; deserters will be so declared and dropped after 30 day's absence without leave. Military personnel who are sentenced to confinement with a bad conduct or dishonorable discharge will also be dropped effective on the date of completion of final appellate review of the sentence.

(a) Manpower excluded from military strength may be entitled to pay and benefits as military members. Exclusion from military strength reporting does not, by itself, affect status as an active duty member.

(b) Appropriations for military manpower entitled to pay and benefits but not reported in military strength must be requested separately as a nonstrength-related budget entry (reference (e)).

b. Individuals. The personnel in this group are military personnel who are not considered Force Structure manpower and consist generally of transients, patients, prisoners, holdees, students, trainees, and cadets.

(1) Transients. All military members who are not available for duty while executing permanent change of station (PCS) orders (defined by appendix J of the Joint Travel Regulations, reference (h)) will be reported as transients. Transients will comprise all military personnel in a travel, proceed, leave enroute or temporary duty enroute status on PCS orders to execute an accession, separation, training, operational or rotational move as defined by the DoD Budget Guidance Manual, reference (e). Personnel who are not available for duty during a no-cost move will be included in unit strength rather than in the transients category except for no-cost movement between ships. Personnel involved in a no-cost move should be allowed to take leave in accordance with the policies set forth in DoDI 1327.5, Leave and Liberty, reference (i). Transients will not include military members: on temporary duty for training enroute to a new permanent station (counted as students); moving to or between initial entry courses of instruction (but members traveling from last initial entry course to first duty station will be counted as transients); participating in an organized unit move; or traveling after discharge from a separation point to a home of record. Transients are defined by program element 887320 in the FYDP Program Structure Handbook, reference (j).

(2) Students. Students will include all active military personnel who are attending noninitial entry courses of instruction in a PCS status (normally a combined course length of 20 weeks or more at one location) or in a temporary duty status while executing a permanent change of station. Noninitial entry training will include all formal courses of instruction attended after arrival at a member's first permanent duty station. Officer candidates will be included as enlisted students. Students will not include Reserve Component personnel temporarily on active duty for training who are not counted as active strength, enlisted trainees, officer accession students, or members undergoing motivational or rehabilitation training. Students are defined by resource identification codes in the FYDP Program Structure Handbook, reference (j).

(3) Enlisted Trainees and Officer Accession Students. Enlisted trainees and officer accession students will include those active duty enlisted and officer military personnel who have not completed initial entry training. Enlisted initial entry training includes recruit training, initial skill training, and other proficiency or developmental training accomplished prior to travel to the member's first permanent duty station. Officer initial entry training includes officer basic courses and all initial skill and proficiency training taken prior to

travel to the member's first permanent duty station. Initial entry training will also include all in-transit time from entry on active duty until completion of the last initial entry course of instruction. Enlisted trainees and officer accession students will not include: Reserve Component personnel temporarily on active duty for recruit or other training who are not counted as part of active military strength; personnel entering active duty who are traveling to their first permanent duty station with no initial entry training enroute; personnel who have completed all initial entry training and have commenced travel to the first permanent duty station; enlisted personnel engaged in on-the-job training at their first permanent duty station; students in ROTC, Reserve Officer Candidate program, Aviation Reserve Officer Candidate program, and Platoon Leaders Class program; service academy cadets and midshipmen; and Armed Forces Health Professional Scholarship Program students. Enlisted trainees and officer accession students are defined by resource identification codes in the FYDP Program Structure Handbook, reference (j).

(4) Cadets and Midshipmen. Cadets and midshipmen will include all student members of military service academies. Cadets and midshipmen are defined by resource identification codes in the FYDP Program Structure Handbook, reference (j).

(5) Patients, Prisoners, and Holdees. Patients, Prisoners, and Holdees will comprise those active duty military members who have been reassigned to medical, disciplinary, or separation holding facilities or detachments. Patients, Prisoners, and Holdees are defined by program element 887210 in the FYDP Program Structure Handbook, reference (j).

(a) Patients. Military members will be reassigned to a medical holding detachment and thus counted as Individuals strength in applicable manpower reports only: when hospitalization has exceeded or is expected to exceed 90 days for land-based units or 30 days for members on sea duty; when hospitalization results from injury in a combat area; when hospitalized and return to duty is unlikely; or when reassignment of transient personnel or members otherwise separated from their units of assignment must occur to ensure efficient personnel management.

(b) Prisoners. A military member will be reassigned to a holding detachment or to a disciplinary status, and included in Individuals strength only when: the member has been convicted by military, civilian, or a foreign court and sentenced to confinement of 30 days or more; the member is awaiting disposition after having returned to military control from a dropped from strength status; or the member must be reassigned from sea duty to insure operational readiness of a ship. Personnel confined in domestic civil or foreign penal institutions will not be dropped from the rolls until discharged from military service.

(c) Holdees. Active military members who must be reassigned from their last permanent duty station to undergo separation out-processing or to await administrative discharge will be accounted for as holdees in the Individuals strength. The military services will attempt to separate the majority of these personnel at their last permanent duty station.

c. Nonavailable Personnel. Personnel who are not available to perform mission related duties but whose availability for duty is effectively controllable, directly or indirectly, by a unit, installation, or senior local commander will not be included in Individuals strength. This includes leave within units, additional duties or details, non-mission related local training (e.g., race relations, NCO preparatory schools, etc.) and sick call or short-term hospitalization. Such personnel will be accounted for as members of the (permanent) unit to which they are assigned.

3. Military Manpower Programming

a. Individuals Programming

(1) Projections of Individuals manpower displayed in reports directed by references (b),(e),(f), and (g) will show the military services' best estimates of expected actual Individuals strength at the end of the fiscal year. Projected average individuals strength will not be used as a substitute for projected end strength.

(2) At least every two years, the military services will update and submit as part of the budget estimate directed by reference (e) (beginning with the FY 81 Budget Estimate), a list of programming factors used to calculate Individuals end strength (described at enclosure 3), and a brief description of the method and sources of data used to develop the factors.

b. Force Structure Programming

(1) Five Year Defense Program

(a) In each force structure program element of the Five Year Defense Program (excludes Individuals manpower in program elements 887210, 887320, and resource identification codes 0041-0048 and 0132-0142), the military services will show their end-year active military manpower requirements, based on the projected peacetime documented strength for the current, budget, and program years.

(b) Any difference between expected actual (attainable) force structure strength and the summation of all programmed force structure manpower requirements for a fiscal year will be shown as the force structure deviation, program element 887220. A negative force

structure deviation signifies an expected temporary undermanning of the force structure at the end of a fiscal year. A positive force structure deviation signifies a temporary overmanning of the force structure at the end of a fiscal year.

(2) Defense Manpower Requirements Report. In each Defense Planning and Programming Category of the Defense Manpower Requirements Report, the military services will show their best estimate of expected actual (attainable) active military end strength for current, budget, and program years. The sum of manpower in all Defense Planning and Programming Categories, excluding Individuals, must equal the sum of all force structure program elements (excludes Individuals manpower) including the force structure deviation in the Five Year Defense Program for each fiscal year.

E. EFFECTIVE DATE AND IMPLEMENTATION

The provisions of this Instruction will be effective with the FY 81 Budget to be submitted at the end of fiscal year 1979 and for all reports submitted on or after October 1, 1979.

Enclosures - 3

1. List of References
2. Definitions
3. Submission of Manpower Programming Factors

REFERENCES

- (e) DoD Instruction 7110.1, "Guidance for the Preparation of Budget Estimates, Budget Execution Programs, and Apportionment Request and Related Support Materials," August 23, 1968, and Manual (7110.1-M).
- (f) Assistant Secretary of Defense (Manpower and Reserve Affairs) memorandum, September 12, 1974, "Quarterly Report of Active Manpower Strengths by DoD Manpower Program Categories."
- (g) DoD Instruction 1110.XX (Proposed), Defense Manpower Requirements Report (DMRR).
- (h) Joint Travel Regulations, Volume I, April 1977.
- (i) DoD Instruction 1327.5, "Leave and Liberty," June 29, 1974.
- (j) DoD Instruction 7045.7, "The Planning, Programming and Budgeting System," October 29, 1969, and Handbook (7045.7H).

DEFINITIONS

1. Actual Strength - the number of personnel actually in, or projected to be in, an organization or account at a specified point in time.
2. Assigned Strength - actual strength of an entire service, not necessarily equal to actual strength of a unit since individuals may be assigned but not joined.
3. Authorized Strength - the total strength authorized by Congress or the total strength for which Congressional authorization has been requested (for internal service applications only, may be used synonymously with documented strength as defined below).
4. Average Strength - the arithmetic mean strength for a specific time span.
5. End Strength - strength at the end of a fiscal year (synonymous with end-year strength). Single Point strengths for other points in time must be specified (such as "end first-quarter strength"). Can be applied to actual, authorized, or documented strengths on a projected or historical basis.
6. Force Structure - the totality of units in a military service.
7. Force Structure Allowance - the sum of the documented strengths of the force structure. Excludes Individuals accounts.
8. Force Structure Deviation - the difference between projected force-structure allowance and projected actual force structure strength. Force structure deviation allows for unavoidable seasonal changes in force structure strength.
9. Force Structure Strength - the total strength of a military service that pertains to units. Encompasses all strengths except Individuals. (Synonymous with "operating" strength as used internally by the Army).
10. Historical Strength - strength at a past point or period in time (pertains to actual, authorized, or documented strength).
11. Individuals - A Defense Planning and Programming category which includes transients, students/trainees, cadets/midshipmen, and patients, prisoners, and holdees (further defined within).
12. Manpower Accounting - The process of recording and maintaining the current and historical actual strength of a DoD component, to include all status information essential for personnel management and force readiness determination.

13. Manpower Programming - the process of compiling and projecting future manpower requirements, documenting these requirements, integrating them into the overall PPB process, and translating them into a form which provides a basis for personnel procurement, training, and assignment actions.
14. Man-year - a measurement of average strength over the course of a year; equivalent to one man for one year.
15. Nonavailable Personnel - assigned personnel losses allowed for participation in those activities directed, recognized and approved by a military department which render an individual unavailable for assigned primary duties. Excludes assigned personnel losses not controlled by unit or local commanders which are provided for as Individuals' manpower.
16. Peacetime Force Structure Allowance - the sum of all documented strengths of all units in the peacetime force structure.
17. Projected Strength - an estimate of strength at a future point in time (pertains to actual, authorized, or documented strength).
18. Documented Strength - the peacetime or wartime strength appearing on the unit Manning documents in a military service at a specific point in time.
19. Strength - a quantity of personnel (manpower).
20. Unit - any military element with a structure prescribed by competent authority such as a table of organization and equipment or Manning document.
21. Wartime Force Structure Allowance - the documented strength of all units in the force-structure when full mobilization is in effect (previously known as "structure strength").

SUBMISSION OF
MANPOWER PROGRAMMING FACTORS

The following programming factors will be submitted to the Office of the Secretary of Defense (Comptroller) as an addition to the Budget estimate at least every two years.

1. Average length of time for completion of PCS accession separation, training, operational, rotational, and no-cost moves (where applicable).
2. Adjustment factors applied against projections of yearly average student, trainee, officer accession, or transient strength to develop end-strength estimates.
3. Programming factors used to project the end strength of Patients, Prisoners, and Holdees based on historical strength of Patients, Prisoners, and Holdees as a percentage of end strength.

APPENDIX B
PROGRAM ELEMENT AND RESOURCE IDENTIFICATION CODE DEFINITIONS

PROGRAM ELEMENT DEFINITION		ELEMENT CODE 887210		
TITLE Personnel Holding Account	Authority: PCD X-5-030 Date: 24 Feb 76			
INCLUDES	DESCRIPTION			
<p>Manpower authorization and the associated costs specifically identified and measurable to the following:</p> <p>Active duty military personnel who are dropped from the assigned strength of an operational or training unit and attached to a "holding" or detention activity for the following reasons:</p>				
<p>A. <u>Medical Nonavailability</u></p> <ol style="list-style-type: none"> 1. Receiving medical care, under medical observation, or awaiting reassignment upon termination of medical treatment whenever hospitalization has exceeded, or is expected to exceed, 90 days (30 days for members on sea duty), or when hospitalization is the result of injury in a combat area. 2. Members who are hospitalized less than 90 days (30 days sea duty) may also be included if hospitalization results from drug or alcohol abuse, if the member's assigned unit is scheduled to depart from the area, or if the member is separated from his unit of assignment and must be reassigned to insure effective personnel management. <p>B. <u>Disciplinary Nonavailability</u></p> <ol style="list-style-type: none"> 3. Confined serving an approved court-martial sentence or foreign or civilian sentence of 30 days or more. 4. Awaiting appellate review of a military, foreign, or civilian sentence of 30 days or more. 5. Assigned to a correctional training facility or behavioral retraining group for 30 days or more. 6. Awaiting disposition upon return from a "dropped from military control" status. 7. When reassignment from sea duty must occur to ensure operational readiness and mobility of a ship for the following reasons: <ol style="list-style-type: none"> a. To await trial, sentencing, appeal, or serve a sentence less than 30 days in foreign, civilian, or military confinement or correctional retraining. b. For restriction to post/base while under criminal investigation. <p>C. <u>Preseparation Nonavailability</u></p> <ol style="list-style-type: none"> 8. Transferred from the last permanent duty station to complete separation out-processing. 9. Awaiting administrative discharge. 				

PROGRAM ELEMENT DEFINITION	ELEMENT CODE
Transients	(A,F,M,N) 887320
TITLE:	Authority: Date: PCD X-5-030 24 Feb 76 PCD X-7-014
INCLUDES	DESCRIPTION
<p>Manpower authorizations and associated costs of active duty military personnel in travel, proceed, leave enroute, or temporary duty enroute status while on Permanent Change of Station (PCS) orders. Includes personnel:</p> <ol style="list-style-type: none">1. In PCS status between duty stations.2. Awaiting transportation or enroute change of orders.3. In leave or temporary duty status while on permanent change of assignment orders which involve a "no-cost" move between two ships in the same home port.*4. Enroute from overseas or CONUS duty stations for separation.5. Enroute from training to a permanent duty assignment.	
<p>Transients include active duty military manpower engaged in the following PCS moves:</p> <p><u>Accession</u>: Movement from point of entry into active duty directly to first permanent duty station (for prior service personnel) or from final period of initial entry training to first permanent duty station (see exclusions below).</p> <p><u>Training</u>: Movement from previous CONUS permanent duty station to schooling or other training of 20 weeks or longer duration; and movement from such training to their next permanent CONUS duty station. Also includes travel of enlisted personnel to training leading to a commission.</p> <p><u>Operational</u>: Movement to and from permanent duty stations (other than for training) within CONUS and within an overseas area.</p> <p><u>Rotational</u>: Movement involving transoceanic travel, except for accession and separation moves.</p> <p><u>Separation</u>: Movement from last permanent duty station to point of separation, including movement from overseas.</p>	
EXCLUDES:	
Military personnel in a leave or temporary duty status when between assignments on a "no-cost" move (other than movement between ships in the same home port).*	
Military personnel participating in an organized unit move.	
(Former) military personnel in travel status from separation point to home of record.	
Military personnel in leave or temporary duty status, who are programmed to return to the same duty unit. These manpower authorizations are included in appropriate parent unit of assignment.	
Military personnel on temporary duty for training status while enroute PCS. These are counted as Students.	
Movement of officer and enlisted personnel upon entry into active service to and between initial entry courses of instruction. For enlisted personnel, initial entry training consists of recruit, initial skill, or proficiency training, and,	
* Denotes changes	(continued on following page)

PROGRAM ELEMENT DEFINITION		ELEMENT CODE (A, F, M, N) 887320
TITLE: Transients		Authority: PCD X-5-030 24 Feb 76 PCD X-7-014
INCLUDES:		DESCRIPTION
		where applicable, courses of instruction leading to commissioning as an officer. For officer personnel, initial entry training consists of officer basic courses and/or entry level specialty courses. As indicated above regarding Accession moves, only officer and enlisted movements following completion of initial entry training shall be considered as Transient strength. All in-transient time in this excluded category will be accounted for in enlisted trainee or officer accession student RICs.
EXCLUDES:		

D R A F T

RESOURCE IDENTIFICATION CODE DEFINITION

OFFICER ACCESSION STUDENTS*

	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
Active Service Officer Accession Students	0045	0046	0047	0048

Officer accession students comprise that active duty officer strength which has not completed initial-entry training. Officer initial-entry training includes officer basic courses and all initial-skill or proficiency training taken prior to commencing movement to the member's first permanent duty station. Officer accession student strength also includes all in-transit time from entry into active service through completion of the final course of initial-entry training which terminates officer accession status. Includes officer students at the Uniformed Service University of Health Services.

Excludes:

ROTC, ROC, AVROC, PLC, and service academy cadets and midshipmen.

Armed Forces Health Professional Scholarships Program Students.

Reserve component personnel temporarily on active duty for recruit of other training provided by the active forces who are not counted as part of active strength.

Personnel entering active duty who are traveling to their first permanent duty station with no entry-level training enroute (counted in program element 887320, Transients).

Personnel who have completed all entry-level and proficiency training and have commenced travel to a first permanent duty station (counted in program element 887320, Transients).

*New RIC

D R A F T

RESOURCE IDENTIFICATION CODE DEFINITION

TRAIINEES

	<u>End Strengths - Memo Non-Add</u>			
	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
Active Service Enlisted Trainees	0135	0136	0137	0138

Enlisted trainees comprise that active duty enlisted strength which has not completed initial-entry training. Enlisted initial-entry training includes recruit training, initial skill training, and any other form of proficiency training accomplished prior to commencing movement to the member's first permanent duty station. Enlisted trainees strength also includes all in-transit time commencing upon entry into active service through completion of the final course of initial-entry training which terminates enlisted trainee status. Personnel destined for Officer Candidate School but in recruit or initial-skill training will be counted as Enlisted Trainees.

Excludes:

Reserve component personnel temporarily on active duty for recruit or other training provided by the active forces who are not counted as part of active strength.

Personnel who have completed all entry-level and proficiency training and have commenced travel to a first permanent duty station (counted in program element 887320, Transients).*

Personnel entering active duty who are traveling to their first permanent duty station with no entry-level training enroute (counted in program element 887320, Transients).*

Personnel engaged in on-the-job training programs at their permanent unit of assignment (counted as members of the permanent unit).*

* Denotes changes

D R A F T

RESOURCE IDENTIFICATION CODE DEFINITION
STUDENTS

	<u>End Strengths - Memo Non-Add</u>			
	<u>Army</u>	<u>Navy</u>	<u>Marine Corps</u>	<u>Air Force</u>
Active Service Officer Students	0041	0042	0043	0044
Active Service Enlisted Students	0131	0132	0133	0134

Active duty military personnel attending non-initial entry schools of 20 weeks or longer duration as a PCS duty assignment or undergoing non-initial entry training in a temporary duty status while on PCS orders. For purposes of this definition, non-initial entry training is defined as any temporary or permanent duty PCS training accomplished after arrival at a member's first permanent non-training duty station. Includes officer candidates.*

Student RICs will be used only in the program elements comprising the Defense Planning and Programming Categories of Individual Training and Force Support Training.

Exclusions

Enlisted Trainees
Officer Accession Students*

Personnel assigned to correctional or behavioral training facilities to undergo motivational and behavioral rehabilitation in lieu of confinement. See PE 887210, Personnel Holding Account.

Reserve component personnel temporarily on active duty for advanced training who are not counted as part of active strength.

* Denotes changes