MICROCOPY RESOLUTION TEST CHART

NATIONAL BUREAU OF STANDARDS-1963-A

AD-A193 991

NAVAL POSTGRADUATE SCHOOL
Monterey, California

DTIC
SELECTED
MAY 2 0 1988

THESIS

A FINANCIAL MANAGEMENT REVIEW OF THE NAVAL
RESERVE MANPOWER ALLOWANCE AND TRAINING
REQUIREMENTS

by

Terry L. Simpson

and

Brenda D. Ingle

December 1987

Thesis Advisor: Danny G. Matthews

Approved for public release; distribution is unlimited

88 5 19 03 5

REPORT DOCUMENTATION PAGE

1a. REPORT SECURITY CLASSIFICATION UNCLASSIFIED	1b. RESTRICTIVE MARKINGS

2a. SECURITY CLASSIFICATION AUTHORITY	3. DISTRIBUTION/AVAILABILITY OF REPORT
2b. DECLASSIFICATION/DOWNGRADING SCHEDULE	Approved for public release; distribution is unlimited

4. PERFORMING ORGANIZATION REPORT NUMBER(S)	5. MONITORING ORGANIZATION REPORT NUMBER(S)

6a. NAME OF PERFORMING ORGANIZATION Naval Postgraduate School	6b. OFFICE SYMBOL (If applicable) Code 54	7a. NAME OF MONITORING ORGANIZATION Naval Postgraduate School

6c. ADDRESS (City, State, and ZIP Code) Monterey, California 93943-5000	7b. ADDRESS (City, State, and ZIP Code) Monterey, California 93943-5000

8a. NAME OF FUNDING/SPONSORING ORGANIZATION	8b. OFFICE SYMBOL (If applicable)	9. PROCUREMENT INSTRUMENT IDENTIFICATION NUMBER

8c. ADDRESS (City, State, and ZIP Code)	10. SOURCE OF FUNDING NUMBERS			
	PROGRAM ELEMENT NO.	PROJECT NO.	TASK NO	WORK UNIT ACCESSION NO.

11. TITLE (Include Security Classification)
A FINANCIAL MANAGEMENT REVIEW OF THE NAVAL RESERVE MANPOWER ALLOWANCE AND TRAINING REQUIREMENTS

12. PERSONAL AUTHOR(S)
Simpson, Terry L. and Ingle, Brenda D.

13a. TYPE OF REPORT Master's Thesis	13b. TIME COVERED FROM _____ TO _____	14. DATE OF REPORT (Year, Month, Day) 1987, December	15. PAGE COUNT 130

16. SUPPLEMENTARY NOTATION

17. COSATI CODES			18. SUBJECT TERMS (Continue on reverse if necessary and identify by block number)
FIELD	GROUP	SUB-GROUP	Naval Reserve Manpower Training Requirements; Naval Surface Reserve Budget

19. ABSTRACT (Continue on reverse if necessary and identify by block number)

The purpose of this thesis is to describe the budget formulation and allocation process for the Naval Surface Reserve manpower and training program. The thesis describes how manpower and training requirements are used by the Department of Defense Planning, Programming and Budgeting System (PPBS), and the Navy's Program Objective Memoranda (POM) in development of budget estimates. The existing system, key players, major roles, chronology of events and organizational inter-relationships are described as they currently function.

20. DISTRIBUTION/AVAILABILITY OF ABSTRACT ☑ UNCLASSIFIED/UNLIMITED ☐ SAME AS RPT. ☐ DTIC USERS	21. ABSTRACT SECURITY CLASSIFICATION Unclassified	
22a. NAME OF RESPONSIBLE INDIVIDUAL LCDR Danny Matthews	22b. TELEPHONE (Include Area Code) (408) 646-3339	22c. OFFICE SYMBOL Code 54Ma

A Financial Management Review of the Naval Reserve
Manpower Allowance and Training Requirements

by

Terry L. Simpson
Commander, United States Naval Reserve
B.S., Wichita State University, 1971

and

Brenda D. Ingle
Lieutenant, United States Naval Reserve
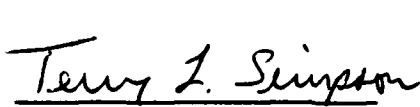B.A., National University, 1983

Submitted in partial fulfillment of the
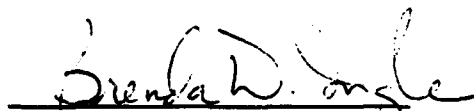requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

NAVAL POSTGRADUATE SCHOOL
December 1987

Authors: _____   _____
           Terry L. Simpson   Brenda D. Ingle

Approved by: _____
               Danny G. Matthews, Thesis Advisor

_____
               Paul M. Carrick, Second Reader

_____
               David R. Whipple, Chairman
Department of Administrative Sciences

_____
               James M. Fremgen,
Acting Dean of Information and Policy Sciences

ii

ABSTRACT

The purpose of this thesis is to describe the budget formulation and allocation process for the Naval Surface Reserve manpower and training program. The thesis describes how manpower and training requirements are used by the Department of Defense Planning, Programming and Budgeting System (PPBS), and the Navy's Program Objective Memoranda (POM) in development of budget estimates. The existing system, key players, major roles, chronology of events and organizational inter-relationships are described as they currently function.

Accesion For		
NTIS CRA&I	☑	
DTIC TAB	☐	
Unannounced	☐	
Justification		
By		
Distribution /		
Availability Codes		
Dist	Avail and/or Special	
A-1		

TABLE OF CONTENTS

I. INTRODUCTION

A. BACKGROUND

The United States Navy is fast approaching its goal of 600 ships. A major component of this growth is occurring in the Naval Reserve, currently undergoing the most ambitious expansion effort in recent history. In accommodating this growth, it is essential that the Navy's total force be properly structured and balance combat capabilities with readiness. Rapid crisis response, heavy training requirements, and fleet readiness must all be accommodated.

The difference between peacetime military capabilities and wartime requirements is intended to be filled with qualified reserve units and individuals. One major function of the Naval Reserve in peacetime is to man, equip and train for a high state of readiness upon mobilization. In training to fill this requirement and ensure effective integration upon mobilization, the Naval Reserve provides active forces with direct support which is mutually beneficial to Selected Reserve mobilization and training requirements. The phrase "mutual support" has been adopted to describe those Naval Reserve training evolutions which also provide direct assistance to active duty units in the performance of their missions. Examples are air logistics support for the continental U. S. (CONUS), air tanker

services, predeployment air combat refresher training, fleet intelligence production, fleet exercise support, ship intermediate level maintenance, cargo handling support, construction support, chaplain and medical support, and security group signal analysis.

The growth of the Naval Reserve in size and expansion of responsibility places it in a highly visible position. It is called upon to provide the fleet with what it needs to carry out its wartime mission--fully trained and readily qualifiable reserve personnel. What is the cost of a fully trained and ready reserve? What manning and training requirements led to the current level of funding? The Director of Training Curricula for Commander Naval Surface Reserve Force (COMNAVSURFRESFOR) has asked these questions when trying to determine how funds were allocated for reserve training. The annual Operations & Maintenance, Reserve funding allocated to him is provided in a single lump-sum amount, without higher level guidance or accompanying documentation to specify how the funding is to be used to accomplish requested/approved programs. Even though the Director is responsible for overall execution of his budget allocation, the present lack of budget guidance adversely affects his ability to _properly_ fund approved programs under his cognizance.

B. OBJECTIVES

The primary objective of this thesis is to study the Naval Reserve training and manpower programs, including a determination of the procedures for calculating reserve manpower allowance and training specifications for the Naval Surface Reserve Force. Included is a review of the budget formulation and allocation process for the Naval Surface Reserve Training Program.

C. THE RESEARCH QUESTION(S)

1. What department/function within DON establishes the reserve manpower allowance/billet structure and on what basis?

2. What factors are used to structure the training requirements for officer/enlisted billets in the Naval Surface Reserve Force?

3. How is the budget for the Naval Surface Reserve manpower and training requirements formulated and allocated?

D. SCOPE, LIMITATIONS, AND ASSUMPTIONS

Research will be focused in the area of Naval Reserve manpower allowance and training requirements. Specific emphasis will be placed on the determination of budget allocation procedures for the reserve training program.

E. METHODOLOGY

This joint thesis applies a problematic approach in determining the process by which the manpower and training program for Naval Surface Reserve Force is translated into the defense budget. Starting with the JCS threat scenerio

3

and tracing it down the chain of command, a clarification of the reserve billet structure is obtained and paralleled with the needs of the active duty in the event of mobilization.

Once the manpower allowance is determined, the training requirements for each specified billet are structured to meet the needs of the active duty force. The active duty force must set the guidelines and specifications of exact billet training required to adequately fulfill readiness expectations in the event of mobilization. We discovered how billet training is created to coincide with the active duty's readiness expectations. Interviews were conducted with selected gaining commands (active duty commands augmented by reservists) with surface reserve auxiliary units to determine the makeup of specific reserve billet training requirements. Interviews with higher echelon commands answered the question of how the reserve manpower allowance coincides with the specific reserve training requirements.

Once we discovered how the manpower allowance determination is made, we examined the budget requests submitted for reserve billet training for efficiency and accuracy. With this data, calculations of future budget requests will become more realistic and will improve readiness of the Naval Surface Reserves.

F. SUMMARY OF FINDINGS

The results of this thesis conclusively verify that the active Navy force is the major participant in determining the manpower allowance, training requirements, and budget allocation of the Naval Reserve. In particular, the reserve manpower levels and budgets are established through a complex and time-phased process within the Department of Defense Planning, Programming, and Budgeting System. On a macro-level, manpower and training requirements begin with the JCS Threat Scenario and end at the Resource Sponsor (i.e., OP-03, OP-05, etc.). On a micro-level, manpower and training requirements are determined through the use of industrial/human engineering techniques which consider standard workweeks, work samplings and task analysis. These factors are used in conjunction with a ship or shore unit's Required Operational Capability (ROC) and Projected Operational Environment (POE) to determine Ship Manpower Documents (SMD) and Shore Manpower Documents (SHMD).

The fact that the active force determines the Reserve Navy's manpower levels, training requirements, and budget has created problems for those responsible for Naval Reserve training. Information flowing between individuals of the active Navy and Reserve Navy tends to be inadequate or totally lacking (refer to Chapter III, Section F for further detail) in major areas (i.e., from program sponsor's to program technical managers and down the operational

5

chain of command to the gaining commands). This situation has been created, in part, because many individuals in the active Navy lack a fundamental understanding of the Reserve Navy, how it operates, and how it fits into the "big picture." As a result, Reserve Training Officers must estimate, without adequate information, the amount and type of training to be completed to satisfy M-day requirements. This situation can only lead to 'gaps' in professional/rate training which may reduce the effectiveness of a newly mobilized Naval Reserve.

G. ORGANIZATION OF THESIS

The thesis is divided into six chapters. Chapter I provides an introduction to the U.S. Naval Reserve, and its function/benefits to the active Navy. Additionally, the objectives, scope, and methodology of the thesis are provided.

Chapter II provides a historical perspective of the effectiveness of the U.S. Naval Reserve. Included is a description of the participation of Naval Reserve units in the major wars and conflicts of the U.S. throughout its history and a brief discussion of the proven value of maintaining a viable Naval Reserve.

Chapter III discusses present and future methods of providing mobilization training for the Naval Surface Reserve. Included is a discussion of program sponsors, program technical managers, and training plans.

Chapter IV develops the methods used to determine mobilization manning requirements. Functional categories and mobilization stages are described and the future manpower growth is discussed.

Chapter V describes the Navy budget formulation and execution process as it applies to the Naval Surface Reserve Force. The role of the Planning, Programming and Budgeting System in the reserve budget formulation and execution is presented.

Chapter VI presents conclusions drawn from comparisons made, problems identified and lists recommendations to improve the overall process of determining manpower, training requirements, and budget allocation of the Naval Reserve.

II.   A HISTORICAL PERSPECTIVE OF THE COST
OF THE U.S. NAVAL RESERVE

There shall be within each of the Armed Forces of the
United States a Ready Reserve, a Standby Reserve, and a
Retired Reserve, and each member of the reserve components
shall be placed in one of these categories   [Ref. 1:p.
18].

The above statement can be found within the public

statutes and is therefore a part of the public law Congress

deemed necessary to enact in an effort to ensure the

preservation of the democratic ideals for which this

nation stands.   However, even given the importance of such

legislation it is most probable that very few people either

in or outside of the military are aware that such a law as

enacted by the Congress of the United States of America

exists.   Even of those who may be aware of such legislation,

few probably realize how long it took for those words to be

so stated nor are they likely to attach much significance to

that reserve legislation.

Congress was quite specific in its intent when it

further stated:

The Congress hereby declares that the reserve
components of the Armed Forces of the United States are
maintained for the purpose of providing trained units and
qualified individuals to be available for active duty in
the Armed Forces of the United States in time of war or
national emergency, and at such other times as the
national security may require, to meet the requirements of
the Armed Forces of the regular components thereof, during
and after the period needed for procurement and training

of additional trained units and qualified individuals to achieve the planned mobilization [Ref. 1:p. 19].

The Congressional intent of providing a vehicle whereby a rapid expansion of the size and capabilities of the active force in the time of need could be effected is patently evident. The legislation which authorizes a reserve force is probably not widely known, however neither the need for nor the contribution of this nation's reserve armed force are in any way diminished. The reserve and specifically as addressed herein the Naval Reserve, has in the past been a force worthy of recognition for its invaluable contribution to this nation's defensive posture.

The concept of the Naval Reserve is not a recent idea even though the aforementioned legislation is dated 1952 and amended in 1955. The roots of the Naval Reserve go back to the "state navies" of the Revolutionary War. These "navies" made a significant contribution to the outcome of the "War for Independence" and although they were disbanded after the war, the concept had been implanted in the minds of many leaders. This is evidenced by President Jefferson's later proposal to establish a national vice state naval militia. Unfortunately, Congress could not see the need for a militia during peacetime and thus would not appropriate the money required to fund such an idea. Consequently, the organization of these experienced manpower assets was lost and along with it a viable military manpower pool. Accordingly, a feasible and practical method to provide

trained manpower on short notice in order to bolster the regular naval forces in time of war was indeed rendered impotent with that loss. This very act of complacency has unfortunately repeated itself time and time again in the course of this nation's history. The degradation in naval manpower strength during the period following the end of the Revolutionary War became quickly obvious with the outbreak of the Civil War. When the Federal forces were simply unable to muster an adequate naval force to match that of the Confederacy, Congress reacted by authorizing the hiring of ships and crews for the temporary increase of the Navy. Eventually more than half of the Union fleet consisted of "reserve ships" manned by "reserve crews." Once again at the war's end the ships and men were released. The idea of a permanent reservoir of trained "citizen sailors" simply could not be appreciated. [Ref. 2:pp. 103-4].

Some 20 years later, 1887, the modern Naval Reserve movement began with a Navy Department plan for the organization of, once again, a national naval militia force. The seed planted during the period of the Revolutionary War was again germinated. Although the national plan failed to become law, a number of states did create a naval militia. During the 1890's the Navy Department took steps to strengthen the state militias and to tie them and their training more closely to the active fleet. In the meantime, however, the outbreak of the Spanish American War created

another situation of serious manning shortages for the Navy. Without any authority for the Federal Government to use the naval militiamen the manpower problem became grave. To alleviate the situation the governors of the various states had to act to allow their militiamen to either be discharged or to take a leave of absence so that they could volunteer for duty with the Regular Navy. The response was swift and out of a total force of 24,123 enlisted men employed in the Navy during the Spanish American War 4,216 were mustered in from the naval militia organizations. The Spanish American War proved once again the necessity for a national naval reserve to augment the regular Navy during periods of need. In 1898 the effort to establish such a body again failed to reach fruition. Several similar attempts made over the next 15 years met with the same fate. These repeated failures were attributable primarily to funding issues doubtlessly resulting from public complacency and apathy prevalent during periods of relative peace. [Ref. 2:p. 105].

Finally the Naval Militia Act of 1914 was enacted which placed the Naval Militia largely under the supervision of the Navy Department. In March of 1915 Congress passed legislation establishing the "Authority for a United States Naval Reserve." This authority allowed participation in the reserve but it did not allow compensation for doing so. In 1916 a new Naval Reserve Force Act was passed which

authorized pay and uniforms for the reservists as well as establishing a training program. [Ref. 2:p. 105]

With the United States declaration of war on Germany in 1917, the newly organized Naval Reserve Force was subjected to its first big test. During World War I more than 300,000 reservists answered the call and by the end of the war 60 percent of the men and women in the Navy were Naval Reservists. The sterling record achieved by Naval Reservists during World War I is eloquently stated by the Secretary of the Navy Josephus Daniels when he wrote:

> Never again will men dare to ridicule the volunteer, the Reservist, the man who in a national crisis lays aside the civilian duty to become a soldier or sailor, to shoulder a gun or take his place in a turret. The splendid body of young men from civil life who quickly adapted themselves to military service astonished the old timers, who believed that long service was absolutely necessary to make one efficient.

> Eighteen Reservists were commended for acts of personal bravery, 110 for courageous action. Four Medals of Honor were awarded Reservists, 11 received Distinguished Service Medals; the Navy Cross was awarded to 265 officers and 50 enlisted men, and special letters of commendation for exceptional performance of duty were sent to 171 officers and men of the Naval Reserve Force. [Ref. 2:p. 106].

> This is the record that glorified all the Reservists, not alone those marked for special distinction, but the thousands who were of the same stuff and spirit. They fought well. They died well. They have left in deeds and words a record that will be an inspiration to unborn generations. [Ref. 2:p. 107]

Once again history repeated itself and after the end of World War I public apathy reigned supreme. As a result Congress was cool to the idea of spending money for such things as a Naval Reserve during peacetime. The complacency

was especially prevalent since this country had just won the "war to end all wars." Consequently, with less and less money being appropriated, the Navy was unable to maintain a reserve arm and in 1921 practically the entire Naval Reserve Force was disenrolled. Fortunately as a result of the foresightedness and actions of a few diehards who remembered the lessons learned before 1917 and previous wars, Congress was shocked into passing an act in 1925 which set up a new reorganized Naval Reserve.

Once again when war clouds formed, some 15 years hence, Naval Reservists were mobilized to help man an expanding wartime Navy. By the time World War II ended with the Japanese surrender there were nearly three million reservists on active duty. Naval Reservists accounted for more than 80 percent of the total Navy strength at that time. The Naval Reservist truly exemplified what Sir Winston Churchill was referring to in World War II when he commented that "to be a Reservist is indeed to be twice a citizen." [Ref. 2:pp. 110-11].

The Naval Reserve's performance was not without cost, however, as the ranks of the Naval Reserve were fairly well depleted by World War II. However, largely due to the realization that the Navy which successfully fought the war had been for the most part a Reserve Navy, public apathy was not so quick to manifest itself and the Navy implemented an extensive reserve recruiting program in 1946. The reserve

program was revitalized under the direction of the Naval Air Reserve Training Command headquarters located at Glenview, Illinois, and the various Naval District Commandants. [Ref. 2:p. 118].

President Truman set the tone for the postwar reserve by signing a bill in 1948 which provided retirement benefits for reservists. He further emphasized the importance of the reserve components when he said,

> If the standing forces of the Regular establishments are to be kept small, as is the tradition of the United States, the civilian Reserve must always be ready as part of the trained nucleus around which a citizen Army, Navy, Marine Corps, Coast Guard, and Air Force can be built if the need ever arises. The Reserve and Regular forces must therefore work together in effective teamwork, with the Regular services providing the equipment, the training facilities, and the expert guidance needed by the Reserve forces, and the Reserve personnel devoting their best efforts to keeping our national defense establishment in a constant state of readiness. [Ref. 2:p. 120]

It appeared that this nation had finally accepted the true potential and value of maintaining a ready reserve component even during peaceful periods. That investment in preparedness culminating with the capability to respond was given its first postwar test in 1948 when approximately 2000 Naval Air Reservists were recalled for service during the Berlin airlift. Even though the numbers serving were small, the significant point is that they were available and ready. [Ref. 2:p. 121]

Less than five years after the Japanese surrender, the Navy was once again involved in a shooting war. As had happened in each previous significant military action, the

14

Naval Reserve was called upon to assist. During the next three years of the Korean encounter, more than a quarter of a million Naval Reservists once again proved their value. Although the mobilization machinery left something to be desired, a correction of these flaws was brought about by the enactment of the Armed Forces Reserve Act of 1952. [Ref. 2:p. 123].

Due to the nature of the Korean War and the dim remembrance of World War II, public apathy set in rather rapidly after the war's termination and the reserve programs of all of the military services again fell into disrepair. By 1954 the poor condition of the reserve components was recognized by many of the national leaders. The Office of Defense Mobilization and the Senate communicated warnings concerning the damage an ill prepared Reserve could cause to our national security. These warnings were probably instrumental in causing President Eisenhower to make recommendations in 1955 for an adequate reserve. The Navy made some sweeping organization changes concerning the Naval Reserve in 1956 when it placed the management of all non-Air Naval Reserve Training under the Naval Reserve Training Command with headquarters in Omaha, Nebraska. All of this led to the "Selected Reserve" concept (Air under the headquarters at Glenview and Surface/Subsurface under the headquarters at Omaha), which provided trained units and individuals for immediate active duty when needed. (These

two headquarters were in later years combined into the Chief of Naval Reserve headquartered at New Orleans, Louisiana. This remains the current organization.) [Ref. 2:pp. 124-125].

In 1961, as a result of the Berlin crisis, President Kennedy ordered a partial mobilization of the Naval Reserve along with some reserves of the other components in a move to convince the Soviet Union of this country's determination. Approximately 8000 members of the Naval Selected Reserve were mobilized during that crisis. Fortunately, a war did not develop this time but speaking of the recall, the Honorable Carl Vinson, then Chairman of the House Armed Service Committee, said:

> These Reserves were ordered to active duty to prevent a war--not to fight a war. They were called to meet the crisis and it is to their everlasting credit that they met that crisis head-on. Let us recognize that they performed an invaluable service to the nation. [Ref. 2:p. 127]

Evidence was now available that the Naval Reserve as well as the other service reserve components had a deterrence value in addition to an actual combat value. This former and new value could only increase in worth in the years to come.

The 1962 Cuban Crisis evidenced still another value of the Naval Reserve. Although no reservists were mobilized during that crisis, Naval Air Reservists on their annual active duty for training periods as well as during their inactive duty training periods (drills) flew hundreds of

hours in direct support of the Cuban operations. This support came in the form of supply and surveillance flights. The latter function being credited with the detection of 190 different foreign ships and submarines. Thus, the Naval Reserve became a bonafide asset under circumstances requiring less than a mobilization action and was able to make a direct contribution. [Ref. 2:p. 130].

The war in Vietnam resulted in still a different perspective of the Naval Reserve. It marked for the first time that substantial numbers of Naval Reservists had played a major role in a major military action without having been mobilized for the task. In 1968 the Navy did mobilize six reserve air squadrons and two reserve Construction Force Battalions. What is not generally known, however, is that before those partial call-ups were ordered, there were already more than 100,000 Naval Reservists on active duty. This situation was the result of a 1958 order that required all new Naval Reservists to serve a minimum of two years on active duty when they enlisted. This requirement has been since increased to three years and with the exception of approximately 2000 Ready Mariner recruits each year it is still applicable today. [Ref. 2:pp. 132-133]

Thus, the Naval Reserve as a result of the 1958 order became, and still is indirectly a major supplier of manpower for the active force during peacetime as well as wartime. Probably a more important aspect of this arrangement is that

many of the men and women who report to Naval Reserve units have very recent active duty experience of two to three years in duration. Experience is a by-product of the current day Naval Reserve program.

The value and contribution of the Naval Reserve through the early 1970's can be summed up quite well in the words of Admiral Thomas H. Moorer, then Chief of Naval Operations:

> For nearly two hundred years, since the days of the naval militias of the Revolutionary War, the citizen sailors of our Naval Reserve have been an essential element in our nation's seapower and military preparedness.
>
> The role of the Naval Reserve in World Wars I and II is well documented. Their value during the crisis in Berlin, Korea, Cuba, and most recently in Vietnam, speaks for itself.
>
> The history of the Naval Reserve is one of brave men and women whose skills, dedication and hard work over the years have enabled our Navy and our American way of life to be what they are today. The Navy's tradition of victory is a heritage of which our countrymen are justifiably proud--and one which Naval Reservists have helped to make a reality.
>
> The challenges which this nation faces at sea in the years to come indicate the continued need for the most effective naval and maritime capability. The officers and men of the United States Naval Reserve have a significant role in contributing to the overall strength of that capability. [Ref. 2:p. 136]

As stated by Admiral Moorer, the record of the Naval Reserve speaks for itself. However, because of changing world conditions resulting in changing envisioned wartime scenario, which essentially discount lengthy conventional sea or land battles, the feeling has been expressed by some that a Naval Reserve does not hold the same value today as

18

it did some twenty years ago. Accordingly, to those opponents the Naval Reserve is not worth the cost of present day maintenance.

The maintenance of a Naval Reserve is of course of major significance for those in the Navy establishment. It is the regular Navy who is responsible for establishing the reserve requirements. It also conspicuously holds the overall responsibility for the funding and a major portion of the recruiting aspects of the Naval Reserve. While the administration and training aspect falls under the purview of the Chief of Naval Reserve, inasmuch as he reports directly to the Chief of Naval Operations, the regular Navy is ultimately responsible for and intimately involved in those aspects as well.

Probably the one key element that surfaces most frequently during discussions dealing with the reserve issue is the aspect of money. Before any of the various aspects previously mentioned can be executed or implemented there must be funding. It is this aspect of money that invokes the greatest amount of emotion from the opponents of the current day Naval Reserve. Accordingly, it is at this juncture that the deepest opposition is manifested. Since funding fenced for the reserve forces may reduce available funding for other programs in the active Navy, significant disagreements about the most effective uses of available funding often arise. The Department of Defense, like all

19

other government agencies, is a public trustee and therefore legally and morally obligated to elicit the best possible use from taxpayer's dollars. Therefore, in a period of potentially austere budgets, the validity of the need to maintain an effective Naval Reserve mobilization force must be a major factor in determining proper allocation of funding by the Congress and all subordinate levels in the chain of command.

This aspect of public funding has in the past been either overlooked or relegated by many members of the military to a position of minor importance.

Therefore, the intent of this thesis is to discuss the funding and financial management of the Reserve manpower and training programs.

III. PRESENT AND FUTURE METHODS OF PROVIDING MOBILIZATION TRAINING FOR THE NAVAL SURFACE RESERVE

The Naval Reserve continues to grow in mission responsibility and manpower (refer to Chapter IV, Section A for growth figures). The training of this larger force receives top priority from the Chief of Naval Reserve. This section includes a description of training initiatives within the surface program, which are designed to meet the expanding role of the Naval Reserve in the total force.

A high priority of the Naval Reserve is to provide training which improves readiness. Substantial increases in the size of the Naval Reserve force combined with the horizontal integration of new equipment pose significant training challenges for the Commander, Naval Reserve Force (COMNAVRESFOR) and the Chief of Naval Education and Training (CNET).

The Navy is making numerous changes in the training and administration of the surface reserve program, including 95,000 Naval reservists not assigned to Naval Reserve ships, but assigned as augment units to the surface reserve program. This plan represents the culmination of three years of intensive planning based on needs identified by a 1983 Inspector General Report and the CNO Training Assessment Team. It responds to the expanding mission of the surface reserve program including the requirement to

21

update weapons systems and platforms. The plan will be implemented using existing and expanded Navy facilities. A number of reserve centers will be enlarged to serve as regional training centers, called Readiness Centers. The Readiness Centers will provide specific training tailored to documented unit training or Individual Reserve Billet Training Plan (RBTP) requirements. (The Readiness Center concept and RBTPs will be discussed in depth later in this chapter).

A. ORGANIZATION AND RESPONSIBILITIES

   1. Echelon 1--The Chief of Naval Operations (CNO)

   The CNO provides policy direction for all Naval Reserve Training Programs. Minimum acceptable levels of readiness are established in CNO Executive Boards (CEB). Naval Reserve Unit activations, deactivations and modifications, as well as Naval Reserve policy, are provided by CNO (OP-09R).

   2. Echelon 2--The Commander, Naval Reserve Force (COMNAVRESFOR)

   COMNAVRESFOR is responsible for the medium and long range planning of all items relating to the training of Naval Reservists and providing a training assessment and feedback system.

*NOTE: The Commander, Naval Reserve Force is "double-hatted" and is also responsible for the position as the Director of Naval Reserve (OP-09R). (See Fig. 1) In the capacity as the
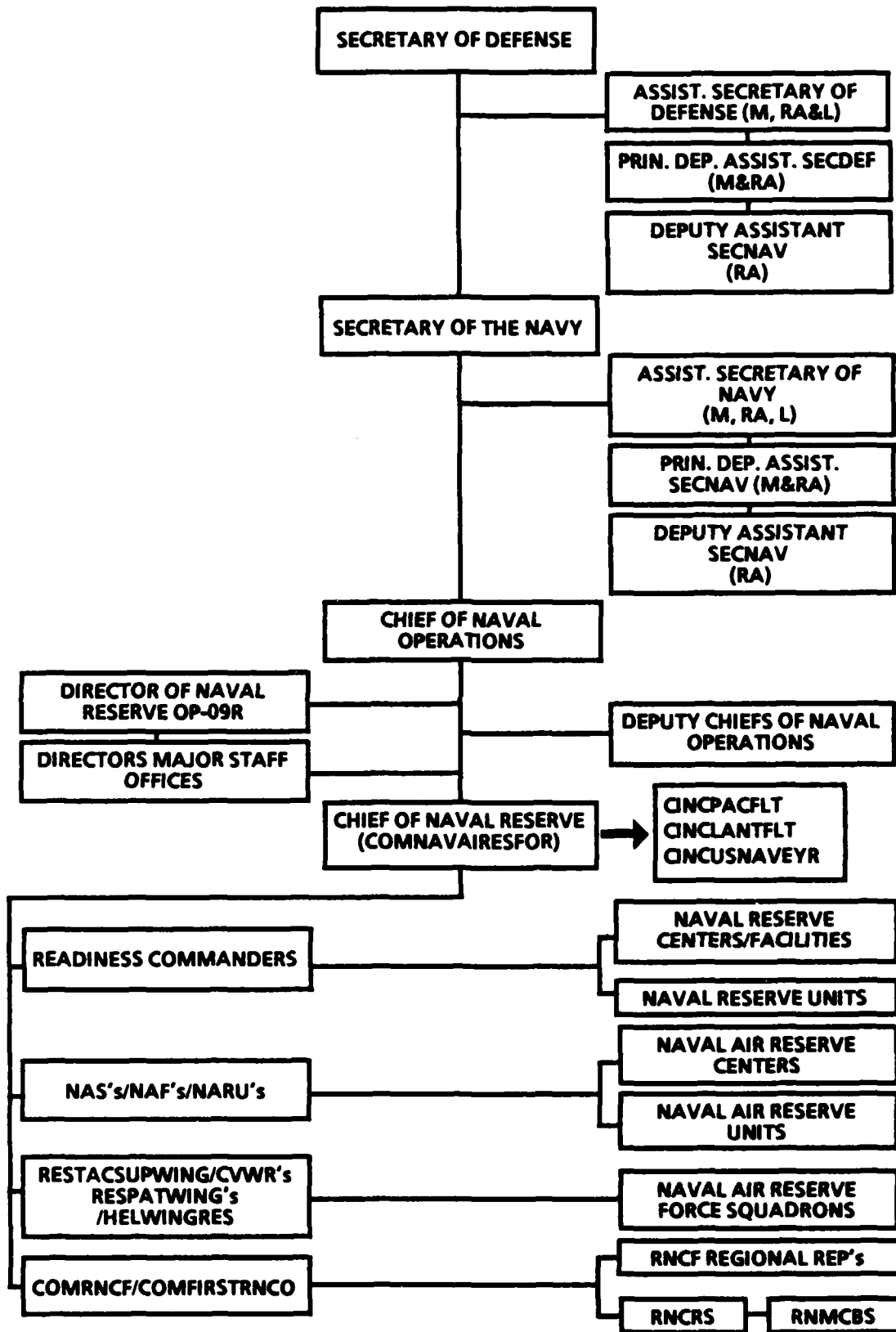
Figure 1. Naval Reserve Organizational Chart

23

Director of Naval Reserve (OP-09R), the following responsibilities exist:

To exercise for CNO policy, direction, control, administration, and management of the Naval Reserve; to establish plans, programs, priorities, organizations, procedures, and standards for the Naval Reserve; . . . to provide budgetary support for Naval Reserve Activities. [Ref. 3:p. 3]

3. Echelon 3--The Commander Naval Surface Reserve Force (COMNAVSURFRESFOR)

COMNAVSURFRESFOR is responsible for prescribing the procedures governing the training of Naval Surface Reservists and monitoring, at subordinate levels, the implementation thereof. Additionally, COMNAVSURFRESFOR develops and promulgates Reserve Billet Training Plans (with support and concurrence from program sponsors, gaining commands and technical managers), manages the development, production and distribution of Naval Surface Reserve Force curricula, and develops/executes the means to periodically evaluate the effectiveness of the training program, both on an individual and unit basis.

4. Echelon 4--The Commander Naval Reserve Readiness Commands (COMNAVRESREDCOMS)

COMNAVRESREDCOMs are responsible for coordinating all of the training at centers and facilities within their assigned geographic areas of responsibility. This coordination includes monitoring the distribution of all applicable training hardware and software to appropriate sites, auditing the implementation of all training programs, and identifying/validating the requirements of additional

equipment/programs to assist in the training process. Additionally, the COMNAVRESREDCOM will schedule and/or coordinate Active Duty for Training (ACDUTRA) and Inactive Duty Training Travel (IDTT) of all assigned Naval Reservists.

5. Echelon 5

   a. The Commanding Officer, Naval and Marine Corps Reserve Center/Naval Reserve Center; Officer-in-Charge, Naval Reserve Facility (Refer to Appendix C for Locations)

   The Center CO/Facility OIC, via the Planning Board for Training (PBFT), are responsible for planning, scheduling and executing all consolidated training at their center/facility. In those areas where the Readiness Center concept has been fully implemented, the Commanding Officers of Naval Reserve Readiness Centers are responsible in addition to the consolidated training of units organic to their center, for the planning, scheduling and execution of all training at the Readiness Center for personnel ordered to the site from other centers or for export of that training which is resident within the Readiness Center to other training activities. Additionally, the Center CO/Facility OIC will specify the drill weekend for all units within their center(s) and facility(s) and specify which instructional periods are allocated for Readiness Center consolidated training and which are to be used for unit training. The Center CO/Facility OIC, as Chairman of the Planning Board for Training, is also responsible for

coordinating, monitoring and supporting the training implementation within all units at the center/facility and for ensuring that mobilization readiness progress is being achieved.

      b.   The Commanding Officers/Officers in Charge, Naval Reserve Unit (Unit COs/OICs).

The Unit COs/OICs are responsible for the planning, scheduling, execution and documentation of all unit training within their assigned unit. Additionally, they are responsible for ensuring that all applicable training has been implemented to ensure that each unit member achieves individual mobilization readiness and realizes full opportunity for individual professional development.

B. NAVAL RESERVE PROGRAM SPONSORS AND RESERVE PROGRAM TECHNICAL MANAGERS

Though not directly in the administrative chain-of-command for the Naval Reserve program, program sponsors and program technical managers play an essential role in the training of Naval reservists.

1. Naval Reserve Program Sponsors

Naval Reserve program sponsors are responsible for determining program objectives, time phased support requirements, and for appraising progress, readiness and military worth for a given weapon system, function or task. In accordance with total force policy, a program sponsor may employ reserve programs to provide additionally needed

resources. While administration of the active and reserve components differs markedly, the technical requirements of the mission to be fulfilled are essentially the same. The program sponsor is, therefore, in the best position to plan for the reserve force which will be within his management area when activated, to provide them with necessary equipment, and to evaluate their readiness. Thus, the program sponsor is also the reserve program sponsor, since he has the same policy and planning responsibilities with respect to the Naval Reserve as he has for the regular Navy.

2. Reserve Program Technical Managers

In many instances, other commands, bureaus or offices of the Navy Department are in better positions than program sponsors to actively participate in day to day program management. Thus, the additional reserve program responsibility category of reserve program technical manager is assigned. Reserve program technical managers are specifically charged to provide input and participate in the decision process regarding the size and mix of their respective reserve programs in coordination with their appropriate reserve program sponsors. They are also tasked with the detailed mobilization requirements of allowances, grades, designators, rates, ratings, Naval Officer Billet Codes (NOBC), Naval Enlisted Classifications (NEC), acceptable substitution criteria (i.e., Yeoman (YN) for Aviation Maintenance Administrationman (AZ); Electronics

Technician (ET) for Operations Specialist (OS)), number and location of units, and appropriate training requirements.

It is essential that reserve program sponsors work closely with reserve program technical managers in carrying out their responsibilities to provide the highest level of professional and technical direction for their respective programs. Reserve program technical managers are responsible to their respective reserve program sponsor for the technical administration of related service activities.

The Naval Reserve program sponsors, their representatives, Naval Reserve programs technical managers and their representatives are identified in Table 1.

C. MISSION OF THE NAVAL RESERVE FORCE

The mission of the Naval Reserve is to provide trained units and qualified personnel for active duty in the naval forces, in time of war or national emergency, or when otherwise authorized by Law. (Title 10, U. S. Code, Section 262).

The Selected Reserve includes commissioned units and reinforcing and sustaining units. Commissioned units are complete units with designated missions and supporting weapon systems, such as ships, aircraft, and construction battalions, that will deploy as a unit. Most of these commissioned units are located along the coastal areas of the United States and have about 31,000 reservists. The

TABLE 1

NAVAL RESERVE PROGRAM SPONSORS, SPONSOR'S REPRESENTATIVES, TECHNICAL MANAGERS AND TECHNICAL MANAGER'S REPRESENTATIVES

PROGRAM/SUB PROGRAMS	RESERVE PROGRAM SPONSOR	RESERVE PROGRAM SPONSOR REPRESENTATIVE	RESERVE PROGRAM TECHNICAL MANAGER	RESERVE PROGRAM TECHNICAL MANAGER REPRESENTATIVE
1 Submarine Forces	CNO (OP-02)	OP-29	OP-291C	OP-291C
2 Mine Forces	CNO (OP-03)	OP-03R	OP-374	OP-374C
3 Mobile Logistic Support Forces	CNO (OP-03)	OP-03R	OP-375	OP-375C
4 Surface Combatant Forces	CNO (OP-03)	OP-03R	OP-321	OP-32R
5 Air Forces	CNO (OP-05)	OP-05R	OP-05R	OP-05R
6 Cargo Handling Forces	CNO (OP-04)	OP-414	COMNAVSUPSYSCOM	SUP-OP
7 Construction Forces	CNO (OP-04)	OP-44E	COMNAVFACENGCOM	FAC-06
8 Amphibious Forces	CNO (OP-03)	OP-03R	OP-372	OP-372E
9 Marine Corps Forces	Commandant, Marine Corps	MC-REST	MC-REST	MC-REST-4
10 Special Warfare Forces	CNO (OP-03)	OP-03R	OP-37	OP-372G
12 Major Fleet/Force Command	CNO (OP-094)	OP-094	OP-940C3	OP-940C3
13 Major Unified/Joint/Shore Command	CNO (OP-093)	OP-09BD	OP-09BD	OP-09BD
14 Support of Allies	CNO (OP-06)	OP-605E	SACLANT	Code 0029

[Ref. 13:p D-5]

TABLE 1 (CONTINUED)

PROGRAM/SUB PROGRAMS	RESERVE PROGRAM SPONSOR	RESERVE PROGRAM SPONSOR REPRESENTATIVE	RESERVE PROGRAM TECHNICAL MANAGER	RESERVE PROGRAM TECHNICAL MANAGER REPRESENTATIVE
15 Telecommunications	CNO (OP-094)	OP-940E4	COMNAVTELCOM	Code 13R
16 Security Group	CNO (OP-094)	OP-940E4	COMNAVSECGRU	Code C11
17 Intelligence	CNO (OP-009)	OP-009	COMNAVINTCOM	NIC-02R
20 Oceanography	CNO (OP-095)	OP-952	COMNAVOCEANO	OCEANO N3
21 Military Sealift	CNO (OP-04)	OP-04R	COMSC	Code M-13
22 Naval Control of Shipping	CNO (OP-06)	OP-06N	COMSC	Code M-13
23 Bases and Stations	CNO (OP-04)	OP-04R	OP-04R	OP-04R
24 Naval Material Command	CNO (OP-04)	OP-04R	CHNAVMAT	MAT-045R
25 Air Systems Command	CNO (OP-05)	OP-05R	COMNAVAIRSYSCOM	NAVAIR 101R
26 Electronics Systems Command	CNO (OP-04)	OP-41R	COMNAVELEXSYSCOM	NELEX 902
27 Facilities Engineering Command	CNO (OP-04)	OP-44B	COMNAVFACENGCOM	FAC-06
28 Civil Defense	CNO (OP-403)	OP-403E	OP-09R2	OP-09R24
29 Sea Systems Command	CNO (OP-04)	OP-04R	COMNAVSEASYSCOM	SEA 00NR

[Ref. 13:p D-6]

TABLE 1 (CONTINUED)

PROGRAM 11 (SUB PROGRAMS)	RESERVE PROGRAM SPONSOR	RESERVE PROGRAM SPONSOR REPRESENTATIVE	RESERVE PROGRAM TECHNICAL MANAGER	RESERVE PROGRAM TECHNICAL MANAGER REPRESENTATIVE
30 Supply Systems	CNO (OP-04)	OP-414	COMNAVSUPSYSCOM	SUP-OP
31 Merchant Marine	CNO (OP-04)	OP-405E	OP-405E	OP-405E
32 Medical/Dental	CNO (OP-093)	OP-931	BUMED	BUMED (NM6S-36)
33 Training	CNO (OP-01)	OP-114	CNET	CNET 019
34 Personnel Systems	CNO (OP-01)	OP-01NR	NMPC-9	NMPC-9
35 Public Affairs	CNO (OP-007)	OI-7	OI-7R	OI-7R
36 Law	CNO (OP-09B)	OP-09BD	JAG	JAG-62
37 Chaplains	CNO (OP-01)	OP-01H	OP-01HR	OP-01HR
38 Research	CNO (OP-098)	OP-098G	CNR	CNR (Code 740)
39 Selective Service System*	CNO (OP-09R)*	OP-09R2*	OP-09R2	OP-09R24
40 Mobilization Assignment Control Group/General VTU	CNO (OP-09R)	OP-09R24	CNAVRES	CNAVRES (Code 361)

* Director, Selective Service Systems representative for matters concerning the programs is Code AAM, Selective Service Headquarters, Washington, D. C.

[Ref. 13:p D-17]

remaining 91,000 Selected Reservists are assigned to reinforcing and sustaining units. For research purposes, reinforcing and sustaining units are the focus of our attention. The approximately 3,000 reinforcing and sustaining units are at approximately 250 training centers located throughout the United States and are subordinate to 16 Naval Readiness Command (REDCOM) Regions (refer to Appendix C for REDCOM geographic locations). These units are composed of reservists with many different ratings. Upon mobilization, they are programmed to augment specific Navy ships and shore operations located in and outside the continental United States. These reinforcing and sustaining units are intended to increase active Navy units to wartime manpower authorizations.

Each Selected Reservist in a reinforcing or sustaining unit is assigned to a specific mobilization billet. A mobilization billet is a designated assignment aboard a specific ship or shore activity that the Selected Reservist is expected to perform upon mobilization. Selected Reservist training is directed at qualifying Selected Reserves to operate or maintain the specific systems or equipment described in their Reserve Billet Training Plans (RBTP). The Selected Reserve must also demonstrate at the mobilization site/ship that they can reasonably perform as a productive and useful member of the unit and that they can

perform the required duties at the work center or watch station.

D. THE RESERVE BILLET TRAINING PLAN (RBTP)

The RBTP provides specific Reserve Billet Descriptions (RBD) and Reserve Billet Training Requirements (RBTRs) for mobilization billets assigned to the Naval Reserve in Navy manning documents. The RBTP identifies minimum training requirements and segregates them by methods that can be accomplished by Naval Reserve personnel. The unit RBTP contains:

- RBD (Reserve Billet Description)--contains billet administrative data, e.g., name/rate, gaining command, billet title, rank/rate, etc. together with primary responsibilities, specific duties, and qualification objectives.

- RBTR (Reserve Billet Training Requirement)--contains billet administrative data, together with the training sequence, training, priority subjects, the types of training required (ACDUTRA/IDTT/Classroom), the approximate time required for completion, qualification percentages, and suggested post qualification training subjects.

The RBTP was developed to provide unit billet description and the specific minimum requirements which must be accomplished for qualification of each billet. The RBTP organizes training into methods which Selected Reserves can accomplish specified objectives by means of ACDUTRA, IDTT, or resources available at the training site. The RBTP forms the baseline by which training proficiency will be assessed and certified in a formal qualification process finalized by the approval of the unit commanding officer and

33

appropriately documented justification. The RBTP will also assist in refining ACDUTRA/IDTT and formal school requirements and programming necessary support resources.

E. ADDITIONAL TRAINING

To enhance military knowledge and provide well-rounded Naval Reservists, the following non-rate related training is a required addition to the Naval Reserve Training Program.

1. Professional Training

Military and occupational training necessary to ensure the comprehensive professional competence of an individual to occupy a specific mobilization billet. This includes functional training requirements which are not rating or billet specific, but necessary to the individual's functional effectiveness within the organization to which assigned, over and above the knowledge, skills and proficiency required by the billet. Many of these training requirements are platform related. They are seldom rate related and include:

- First Aid
- General Damage Control
- Shipboard Firefighting
- Chemical, Biological and Radiological Defense
- 3-M Management
- Leadership and Management Training
- Instructor Training

- Other training which specifically enhances functional effectiveness. [Ref.4:p. I-1-2]

    2. Directed Training

        Directed Training is training directed by the CNO and required to develop individual awareness of rights, responsibilities and the role of the member in the Navy. Primarily an information program that includes:

    - Naval Reserve Orientation

    - General Military Training

    - Standards of Conduct/Conflict of Interests

    - Information Security

    - Human Resources/Equal Opportunity

    - CNO/Command Special Interest Items. [Ref.4:p. I-1-2]

    3. Professional Education

        Professional education is generic education necessary to develop the career potential of the individual so that he may be advanced/promoted to positions of greater responsibility and higher authority. Included in this type of training are:

    - Rate Training/"A" Schools

    - Reserve Officer Schools Program and Post Graduate Schools

    - Navy/DOD Correspondence Courses. [Ref.4:p. I-1-3]

F. NAVY TRAINING PLAN (NTP)

    A Navy Training Plan (NTP) must be initiated and developed by program sponsors when planning for training that   introduces   new   technological   and   managerial

35

developments, weapons systems/platforms, or reestablishing previous training which require acquisition or allocation of manpower, personnel and training (MPT). Planning for the training process is evolutionary and begins early in the system acquisition process with the development of Manpower, Personnel and Training Concept Document (MPTCD) and Manpower, Personnel and Training Resource Requirements Document (MPTRRD). As the system matures, the MPT information in these documents forms the basis for NTP preparation which defines the MPT requirements over the life of the system/program. NTPs are the primary guide for the development of RBTPs. Without NTPs the Naval Reserve Force has no concept of the training requirements which were established early in the program acquisition stage. In the past, the reserve requirements in NTPs were listed as "none" or "not applicable," therefore the management of the Naval Reserve program was forced to train Selected Reservists with undefined requirements. In 1983, the Navy Inspector General recommended that program and resource sponsors revise NTPs to reflect the existence of the Naval Reserve Force and to develop clear-cut MPT requirements for each program which sponsored Naval Reservists. The Navy Training/ Planning Process has now evolved to the point that in addition to developing MPT requirements for Naval Reservists, a need exists to identify the training requirements of the Reserve Force specific geographical area (e.g., training activities,

36

and Reserve Readiness Centers). This has led to the establishment of the Reserve Program NTP and Area NTP. Table 2 is a detailed listing of the departments which are responsible for the development and review process of NTPs for the Naval Reserve Program.

TABLE 2

NAVY TRAINING PLAN RESPONSIBILITY ASSIGNMENT

Program Sponsor	OP-09R
Resource Sponsor	DCNO/DMSO
Functional Mission Sponsor	OP-09R
MPT Mission Sponsor	OP-01
Principal Development Activity (PDA)	SYSCOM
Training Support Agency (TSA)	SYSCOM
Training Agency (TA)	CNRF/CNET

G. NEWLY DEVELOPED TRAINING CONCEPTS

The Automated Billet Qualification Tracking System (ABQTS) is under development for use in tracking individual and unit training accomplishment. In addition to traditional platform instruction, Active Duty for Training (ACDUTRA) and Inactive Duty Training Travel (IDTT) at Navy schools and gaining commands, contract instruction, interactive video and modularized Naval Enlisted Classification (NEC) producing "C" school courses are being developed. The Surface Training Improvement Program (S-TIP)

will feature computer supported rate testing, diagnosis and remedial training similar to the Aviation Training Improvement Program (A-TIP) program used in the Naval Air Reserve. Enlisted skill proficiency will be sustainable using a "triad" of training, which comprises on-the-job training guides, onboard instructors and home study packages.

The Reserve Allied Medical Program (RAMP) uses civilian training programs to satisfy critical Naval Enlisted Classifications (NECs) that are not attainable through "A" school or not practical through "C" school because of length or availability of courses.

The Surface Reserve Training Program is a check of training programs designed to provide trained reservists in support of an expanding Naval Reserve Force. The plan provides training that will result in improved Selected Reserve retention and enhanced unit readiness. It will also provide increased mutual support for the active force.

IV. NATIONAL SECURITY DEFENSE AND MANPOWER OBJECTIVES

The basic national security objective is to preserve the United States as a free nation with its fundamental institutions and values intact. This involves assuring the physical security of the United States and maintaining an international climate in which U.S. interests are protected. Achieving this objective is dependent upon the ability to influence international affairs from a position of recognized strength, to deter potential enemies, to fight when necessary, and to terminate those conflicts on terms compatible with U.S. national security interests. To meet these strategies, a strong and capable manpower force is essential.

Defense manpower is made up of active military, reserve military and civilian personnel (we will concentrate on reserve military only for this thesis). The manpower program is developed based on the forces required to execute our military strategy. However, the size of the force structure is also affected by fiscal constraints and our capability to mobilize and deploy forces in the event of war.

The force structure is based on DOD's Total Force Policy, which recognizes that all units in the force structure contribute to success in wartime. In structuring

forces, units are placed in the Selected Reserve whenever
feasible to maintain as small an active component peacetime
force as national security policy and military strategy
permit. Service planning assumes that Selected Reserve
units and pretrained military manpower will be made
available for any contingency for which they are required to
bring the total force to required combat capability. Some
reserve units must also be available for activation for
limited periods without a declaration of war or national
emergency. Active component units, on the other hand, are
those forces needed for a contingency not involving
mobilization, for immediate deployment in a major war before
Selected Reserve units can be deployed, and for forward
deployment in peacetime as a deterrent against major
conflicts.

A. FUTURE MANPOWER GROWTH

The Navy active duty end-strength request in FY 1987
represents an increase of 11,400, or 2.0 percent, over FY
1986 levels. Well established measurement criteria show
that personnel readiness in the Navy increased substantially
between 1981 and 1984 [Ref. 9:pp. 675-676], and is without
question the foundation of the Navy's overall readiness
improvement. To sustain this progress, the FY 1987
personnel request supports a measured increase in manpower
to allow the manning of today's force, to support it
adequately with shore based maintenance and support

facilities, and to expand the skill and experience levels needed for the near future. Reserve force structure growth stemming from total force initiatives to provide new or expanded missions to the Naval Reserve and programmed expansion to support prior assignments necessitates Selected Reserve end strength growth of 13,547, or 9.5 percent, in FY 1987. [Ref. 10:p. 11]. The distribution of Reserve manpower during the current Navy expansion period reflects growth not only in the number of ships and squadrons, but also in the support elements of the force. Table 3 depicts the growth profiles as currently programmed. The far right column shows growth planned for each Defense Planning and Programming Category (DPPC) over the five year period ending in FY 1991. The specific figures may change as a result of annual budget decisions; however, the general proportions should remain relatively stable.

B. PROGRAMMED MANPOWER, PROGRAMMED MANNING, AND OPERATING STRENGTH

A major component of the Navy's growth toward the goal of manning 600 ships is occurring in the Naval Reserve. The endeavor is the efficient use of limited resources while being cognizant of the need to be prepared to respond rapidly to crisis, accomplish heavy training requirements, and maintain fleet readiness. The gap between peacetime capability and wartime requirements must be filled with qualified reserve units and trained individuals. The major

TABLE 3

NAVY SELECTED RESERVE STRENGTH DISTRIBUTION BY DPPC
(Strength in Thousands

DPPC	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
Strategic	0.5	0.5	0.5	0.5	0.5	0.5
Tactical/Mobility	81.6	89.3	94.4	97.0	98.5	98.8
Auxiliary Activities	7.2	7.9	7.9	7.9	7.9	7.9
Support Activities	46.7	51.4	54.8	55.3	55.9	55.9
Individuals	5.9	6.0	6.5	6.6	6.7	6.7
IMAs	0.5	0.6	0.8	0.8	0.9	1.0
TOTALS*	142.2	155.7	164.7	168.2	170.4	170.7

*Totals may not add due to rounding

Source: [Ref. 11:p. IV-3]

function of the Naval Reserve in peacetime is to man, equip and train for an increased state of readiness upon mobilization. In training to fill the gap and ensure effective integration upon mobilization, the Naval Reserve provides active forces with direct support which is mutually beneficial to Selected Reserve mobilization requirements.

Expansion of the Naval Reserve is integral to expansion of the total force. Increases in Selected Reserve manpower will be distributed among the DPPC categories (previously discussed in Table 3). Note that the program manpower structure has continued to grow at a much slower rate than the programmed manning. Programmed manning represents the

degree to which trained personnel fill the structure. However, it does not measure trained strength in units. Table 4 represents the Reserve Trained Strengths in Units.

TABLE 4

NAVAL RESERVE TRAINED IN UNIT STRENGTH
(In Thousands)

	FY 85	FY 86	FY 87	FY 91
End Strength	129.8	142.2	155.7	170.7
- Training Pipeline	5.5	5.9	6.0	6.7
- IMAs	0.3	0.5	0.6	1.0
Operating Strength	124.0	135.8	149.1	163.0
- NON Unit AGR	9.4	9.4	9.9	10.9
+ Unit AC Personnel	2.0	2.0	2.0	2.0
Trained Unit Strength	116.6	128.4	141.2	154.1
Wartime Unit Structure	140.6	146.3	152.3	163.0
% Trained in Units	82.9	87.8	92.7	94.5

Selected Reserve manning increased from 88 percent to 93 percent from FY 1985 to FY 1986 and is projected to increase in FY 1987 to 98 percent of the programmed manpower structure, as illustrated by Table 5. Reserve force ships and squadrons are priority manned, followed by ship and squadron augmentation units; combat and combat support units, such as special warfare units, Shore Intermediate Maintenance Activities (SIMAs), and mobile construction battalions. Auxiliary activities, which include intelligence, communications, and research weather units,

TABLE 5
ACTIVE NAVY PROGRAMMED MANPOWER STRUCTURE, PROGRAMMED MANNING AND END STRENGTH (THOUSANDS)

DEFENSE PLANNING AND PROGRAMMING CATEGORIES	FY 1985 PRGMD MNPWR STRCT	PRGMD MNG	% MNG	FY 1986 PRGMD MNPWR STRCT	PRGMD MNG	% MNG	FY 1987 PRGMD MNPWR STRCT	PRGMD	% MNG
STRATEGIC	21.0	20.7	99	21.6	21.2	98	21.9	21.8	99
Offensive Strategic Forces	19.1	18.8	98	19.5	19.1	98	19.7	19.6	99
Strategic Control and Surveillance Forces	1.9	1.9	100	2.1	2.1	100	2.2	2.2	100
TACTICAL/MOBILITY	287.9	273.9	95	298.9	292.8	98	304.0	302.9	100
Land Forces	4.4	4.4	100	4.3	4.3	100	4.6	4.6	100
Division Forces	(4.4)	(4.4)	(100)	(4.3)	(4.3)	(100)	(4.6)	(4.6)	(100)
Tactical Air Forces	66.2	61.3	93	72.2	69.0	86	72.1	72.1	100
Naval Forces	216.9	207.8	96	222.1	219.0	99	226.7	-25.8	100
ASW and Fleet Air Def. Forces	(130.8)	(125.7)	(96)	(134.0)	(132.9)	(99)	(138.9)	138.1)	(99)
Amphibious Forces	(32.9)	(30.9)	(94)	(33.2)	(33.2)	(100)	(34.4)	(34.2)	(99)
Naval Support Forces	(53.2)	(51.2)1	(96)	(54.9)	(52.9)	(96)	(53.5)	(53.5`	(100)
Mobility Forces	0.4	0.4	100	0.4	0.4	100	0.5	0.5	100
AUXILIARY ACTIVITIES	32.8	23.7	72	33.7	24.8	74	33.9	24.8	73
Intelligence	11.2	8.5	76	11.3	8.8	78	11.4	9.0	79
Centrally Managed Com.	12.8	7.7	60	13.2	7.9	60	13.0	7.8	60
Research and Development	6.7	5.6	84	7.1	6.0	85	7.2	6.1	85
Geophysical Activities	2.0	1.9	95	2.1	2.0	95	2.4	2.0	83
SUPPORT ACTIVITIES	168.9	150.5	89	171.9	150.0	87	174.3	153.1	88
Base Operating Support	73.4	66.6	91	73.4	61.8	84	72.8	63.1	87
Combat Installations	(31.3)	(25.7)	(82)	(31.3)	(23.4)	(75)	(31.2)	(24.4)	(78)
Support Installations	(42.1)	(41.0)	(98)	(42.1)	(38.4)	(91)	(41.5)	(38.7)	(93)
Medical Support	12.4	11.0	89	12.4	11.1	90	12.3	11.7	95
Personnel Support	7.8	7.7	99	8.2	8.2	100	8.8	8.8	100
Individual Training	35.5	28.5	80	36.5	29.6	81	37.1	29.2	78
Force Support Training	15.0	14.4	96	16.6	16.6	100	18.0	17.2	96
Central Logistics	7.5	6.3	84	7.5	6.6	88	7.9	7.0	89
Supply Operations	(2.0)	(1.6)	(80)	(2.0)	(1.8)	(90)	(2.1)	(2.0)	(95)
Maintenance Operations	(3.8)	(3.2)	(84)	(3.8)	(3.1)	(82)	(4.1)	(3.3)	(80)
Logistics Support Operations	(1.7)	(1.5)	(88)	(1.7)	(1.7)	(100)	(1.7)	(1.7)	(100)
Centralized Support Activities	7.6	6.6	87	7.6	6.9	91	7.6	6.7	88
Management Headquarters	8.6	8.2	95	8.6	8.2	95	8.7	8.3	95
Federal Agency Support	1.1	1.1	100	1.1	1.1	100	1.2	1.1	92
TOTAL FORCE STRUCTURE	510.7	468.8	92	526.2	488.8	93	534.0	502.6	94
OPERATING STRENGTH DEVIATION (MAN-YEARS)	(-7.9)			-7.1 (-7.9)			-7.0 (-6.9)		
INDIVIDUAL MOBILIZATION AUGMENTEE	102.0			99.6			97.1		
INDIVIDUALS									
END STRENGTH		570.7			581.3			592.7	

[Ref. 11:p IV-17]

are incrementally increased to reach full funding by the end of FY 1987.

C. DETERMINATION OF MANPOWER REQUIREMENTS

   1. Manpower Management System

      The Navy determines manpower requirements through the Navy Manpower Engineering Program (NAVMEP). Its principle objective is to fully support the Planning, Programming, and Budgeting System (Chapter V discusses the role of PPBS in the manpower determination process), with emphasis on relating manpower requirements and authorizations to funded programs while chieving economic and efficient manpower utilization. NAVMEP is an umbrella program which includes: (1) Ship and Squadron Manpower Document Programs (SMD/SQMD); (2) Shore Manpower Document (SHMD) Program, including the Efficiency Review (ER) Program; (3) Commercial Activities (CA) Programs; (4) Navy Manpower Mobilization System (NAMMOS); and other manpower determination approaches, such as Manpower Estimating Models (MEMs), developed at more aggregate levels of detail. NAVMEP shortens the time needed to document manpower requirements and ensures that all programs which contribute to the overall documentation effort are coordinated and jointly managed. The objectives of the Manpower Requirements Determination Process are:

   - To identify the quantitative and qualitative manpower requirements to support the accomplishment of all

assigned missions in the operational forces and the associated shore support establishment.

- To determine the wartime mobilization requirements for various scenarios for the total force. [Ref. 11:p. D-1]

2. Operating Forces

As the Navy grows, it establishes additional active component positions to meet ship, squadron, and shore requirements for the growing fleet, as well as to provide sea-to-shore rotation in support of positions at sea. Operating force programmed manpower structure for the fleet is determined through the Navy's Ship and Squadron Manpower Documents Systems. The Ship Manpower Document (SMD) identifies manpower requirements for individual ships predicated on ship configuration, computed work load, Required Operational Capabilities (ROC), and Projected Operational Environment (POE) (refer to Chapter V for a detailed summary of POE). It determines the level of manpower essential to the operation, maintenance, and support of a ship under stated conditions of readiness. The SMD program covered 94 percent of all commissioned Navy ships at the beginning of FY 1986.

3. Shore Support Establishment

The Efficiency Review (ER) Program is integral to staffing standards development in the Shore Manpower Document (SHMD) Program under NAVMEP. It applies to all shore functions and activities not covered by the Commercial Activities (CA) Program. The ER process reviews existing

directives, policies, and procedures to eliminate unnecessary tasks. Following the application of various organizational analyses and methods improvement techniques, a most efficient organization (MEO) is developed. The resulting MEO provides a statement of manpower requirements for the activity studied, which will then be used to develop an ER based staffing standard for Navy-wide use.

4. <u>Navy Manpower Mobilization System (NAMMOS)</u>

The Navy plans and programs total wartime manpower requirements through the Navy Manpower Mobilization System (NAMMOS). NAMMOS calculated requirements are reviewed annually with regard to specific functional categories (FUNCATs) (refer to Table 6), changes in the scenarios and force structure, and mobilization training requirements. NAMMOS estimates mobilization manpower needs by first establishing the relationship between peacetime workload and associated manpower authorizations and then correlating those relationships with projected mobilization workload to determine mobilization manpower requirements. Sequential processes in the system then add quality to these quantified requirements. Below are the basic policy methods used to determine the minimum quantity and quality of manpower required during mobilization.

a. Basic Methods

(1) <u>Mobilization Planning is Based on the Ability to Achieve Full Mobilization</u>. Full mobilization is

47

TABLE 6

NAMMOS FUNCTIONAL CATEGORIES

FUNCTIONAL CATEGORY TITLE	FUNCAT CODE
ADVANCED BASE FUNCTIONAL COMPONENTS	ABF
ADVANCED UNDERSEAS WEAPONS DETACHMENTS	AUW
AFLOAT STAFFS	AFS
AIRCRAFT MAINTENANCE - DEPOT LEVEL	ARF
AIRCRAFT MAINTENANCE - INTERMEDIATE LEVEL	ACM2
AIRCRAFT MAINTENANCE - ORGANIZATIONAL LEVEL	ACM1
AIRCRAFT SQUADRONS	SQD
AMPHIBIOUS SUPPORT	AMP
ANTISUBMARINE WARFARE	ASW
AUTOMATED DATA PROCESSING	ADP
CARGO HANDLING BATTALIONS	CHB
CHAPLAINS	CHP1
COMBAT CAMERA SUPPORT	CCS
COMMISSARY SERVICES	CST
COMMUNICATIONS	COM1
CORRECTIONAL CENTERS	COR
CRYPTOLOGY	CPY
DENTAL	DEN
ENVIRONMENTAL SUPPORT	ENV
EXPLOSIVE ORDNANCE DISPOSAL	EOD
FACILITIES SUPPORT -- FACILITIES MAINTENANCE	FAC2
FACILITIES SUPPORT -- FAMILY HOUSING	FAC1
FACILITIES SUPPORT -- TRANSPORTATION	FAC3
FINANCE OFFICES	FIN
FIREFIGHTING	FIR
FLEET COMPOSITE OPERATIONAL READINESS GROUPS	FCG
FLEET INTRODUCTION TEAMS	FIT
FLEET TRAINING GROUPS	FTG
FLIGHT SUPPORT SERVICES	FSS
HEADQUARTERS/OPERATIONAL STAFFS	HQS
HUMAN RESOURCES MANAGEMENT PROGRAMS	HRM
INDIVIDUAL ACCOUNT	TPS
INSHORE UNDERSEA WARFARE	IUW
INTELLIGENCE	INT
LEGAL SERVICES	LEG
MEDICAL	MED
MILITARY ENTRANCE PROCESSING	MEP
MILITARY SEALIFT COMMAND	MSC
MINE WARFARE	MWF
MOBILE DIVING SALVAGE UNITS	MDS
MOBILE FLEET BOAT POOLS	FBP
MOBILE TECHNICAL UNITS	MTU
NAVAL BASES	NAB

TABLE 6

NAMMOS FUNCTIONAL CATEGORIES (CONT'D)

NAVAL CONSTRUCTION FORCES	NCF
NAVAL CONTROL OF SHIPPING	NCS
NAVAL INVESTIGATIVE SERVICES	NIS
NAVAL RESERVE PROGRAM	RES
NAVAL SYSTEMS COMMANDS	SYS
NAVY BANDS	BAN
NAVY EXCHANGE SERVICES	NEX
NAVY PETROLEUM SUPPORT	PET
OSD/OTHER AGENCY SUPPORT	OSD
PERSONNEL MOBILIZATION TEAMS	PMT
PERSONNEL SERVICES	PER
PERSONNEL SUPPORT -- CIVILIAN PERSONNEL ADMIN	PER1
PERSONNEL SUPPORT -- MESSING AND BERTHING	PER2
PERSONNEL SUPPORT ACTIVITIES	PSA
PORT SERVICES OPERATIONS	PSO1
PORT SERVICES OPERATIONS -- DEGUASSING/DEPERMING	PSO2
PUBLIC AFFAIRS	PAO
RECRUITING	RCT
RESERVE OVERHEAD	ROV
SECURITY -- PHYSICAL SECURITY	SEC1
SECURITY -- SHORE PATROL	SEC2
SHIP REPAIR -- DEPOT LEVEL	SRP
SHIPS	SMD
SHORE INTERMEDIATE MAINTENANCE ACTIVITIES	SIM
SUPPLY SUPPORT	SUP1
TECHNOLOGICAL SUPPORT	TES
TRAINING	TRA
USMC SUPPORT	USM
WEAPONS SUPPORT	WEP

[Ref. 17:p 1]

defined as an expansion of the Armed Forces resulting from action by Congress or the President to mobilize all units in the existing approved force structure and all individual reservists, and the material resources needed for these units.

(2) <u>Productivity Adjustment Factors</u>. Productivity adjustment factors, as delineated below, are utilized to account for the changes in the workweek:

Mobilization Time	Length of Workweek	Productivity Adjustment Factor
M-day to M+59	60 hrs.	1.415
M+60 and after	48 hrs.	1.166
[Ref. 17:p. 2]		

The productivity adjustment factor indicates that, when the length of the workweek is increased to 60 hours on M-day, total weekly productivity will be only 41.5% greater than for peacetime level. Stated another way, the first 41.5% increase in mobilization workload is expected to be met by increasing the length of the workweek to 60 hours. After which, mobilization augmentees will be assigned.

D. FUNCTIONAL CATEGORY DETERMINATION AND MOBILIZATION STAGES (FUNCATS)

Peacetime manpower authorizations are aggregated into FUNCATs which are Navy-wide groupings of manpower defined by the function or tasks supported. Functional categories are used as a basis for mobilization requirements analysis (refer to Table 6). For each FUNCAT, mobilization workload

data and corresponding assumptions are developed. When possible, regression analysis is utilized to estimate mobilization manpower requirements. If the FUNCATs are deemed invalid for regression analysis, other methodologies and data are used including manning documents (SMDs and SQMDs), workload alogorithms, staffing tables, models, and explicit policy statements. For requirements determined to be military essential, the mobilization stage, classification of the activity, method of operation, and skill deterioration factors, as defined below, are utilized to determine the category of military forces required (e.g., Selected Reserve, Individual Ready Reserve). Figure 2 is a summarization of these decisions. Category determination factors are defined in detail below.

1. Mobilization Stage

a. Surge Stage

This stage is characterized by a tremendous increase of work in a short period of time. This increase is caused both by going from a 5 day workweek to a 7 day workweek operation to support execution of war plans and the need to accomplish tasks quicker than originally scheduled. The surge stage is intended to take care of the requirements to go from peacetime to wartime levels of operation. The surge stage also provides full utilization of the existing organizational capacity, and requires additional pretrained manpower to perform specific unit duties. Surge stage

SUMMARY OF MILITARY MANPOWER CATEGORY DETERMINATION
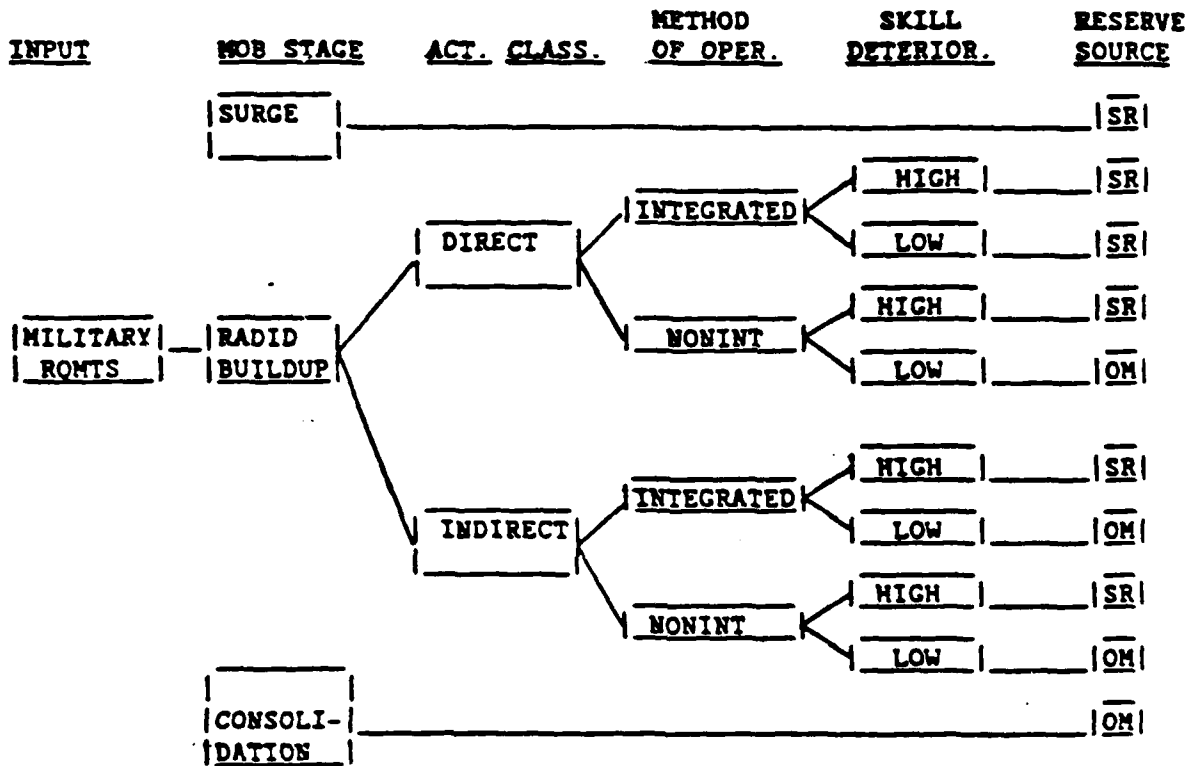
Figure 2

SR = Selected Reserve
OM = Other (Reserve) Military Resources
    (IRR, Fleet Reserve, Retired)
[Ref. 12:p I-27]

52

mobilization manpower requirements are normally satisfied by Selected Reserve Individual Augmentees or Selected Reserve Augmentation Units. The surge stage will last from M-day to M+10. [Ref. 12:p. III-24]

b. Rapid Buildup Stage

This stage is intended to provide new capability in a short period of time. To determine if the manpower requirements are to be designated as Selected Reserve, the command and mode of operation classifications and skill deterioration factors must be considered. The Rapid Buildup Stage is to last from M+11 days to M+60 days. [Ref. 12:p. III-24]

c. Consolidation Stage

This stage is intended to balance added capability and added workload obtained in the Surge and Rapid Buildup Stages. The goal at this stage is to attain an efficient organizational structure. The emphasis in this stage is to use personnel that are trained in a specific skill but not necessarily trained in a particular billet, or new personnel that must be trained on the job. Selected Reserve billets will not be authorized for this stage. The Consolidation Stage is to last from M+61 days to M+180 days. [Ref. 12:p. III-25]

d. Sustained Buildup Stage

During this stage, workload and resources are added in a balanced and orderly manner to provide a

long-term increase in capability. Selected Reserve billets will not be authorized for this stage. [Ref. 12:p. III-25]

2. <u>Activity Classification</u>

a. Direct Operational Support

Commands that directly affect the ability to rapidly deploy, engage, and sustain the combat forces are assigned this classification.

b. Indirect Operational Support

Commands that do not possess primary missions that are directly linked to the mobilization scenario are assigned this classification. In general, these commands support other shore commands. Refer to Table 7 for the NAMMOS Activity Classifications. [Ref. 12:p. III-26]

3. <u>Mode of Operation</u>

a. Integrated Functional Categories

This classification is assigned to FUNCATs in which the performance of the workload is dependent on the coordinated activities of individual personnel. Assigned personnel require additional training beyond that which is necessary for initial skill acquisition. Operationally, this is exemplified by a unit that works together as a whole in a complex operation which requires large amounts of teamwork.

TABLE 7

NAMMOS ACTIVITY CLASSIFICATION

COMMAND GROUPING	CLASSIFICATION
Industrial Commands	
Shipyards	D
Naval Air Rework Facilities	D
Weapon Stations	D
Public Works Centers	I
Health Care Commands	
Hospitals	D
Regional Medical Centers	D
Dental Clinics	D
Manpower/Personnel Commands	
Fleet Post Offices	I
Recruit Commands	D
Drug/Alcohol	I
Human Resource Development	I
Naval Military Personnel Command	D
Naval Civilian Personnel Command	D
Military Airlift Command/Environment/Weather	D
Inspection and Survey	I
Other	I
Naval Bases	
Naval Bases	D
Naval Stations	D
Naval Air Stations	D
Reserve Commands	
Reserve Centers	I
Readiness Commands	I
R&D Commands	
All	I
Supply Commands	
Supply Centers	D
Commissary Stores	I
Construction Battalion Centers	
All	D
Communication Commands	
All	D

D - direct
I - indirect

[Ref.14:p E-6]

TABLE 7

NAMMOS ACTIVITY CLASSIFICATION (CONT'D)

COMMAND GROUPING	CLASSIFICATION
Financial Commands	
Auditing	I
Finance/accounting	I
Intelligence Commands	
Intelligence	D
Security Groups	D
Investigative service	I
Departmental Headquarters	
All	I
Functional Headquarters	
All	I
Training Commands	
Instructors	D
Students	D
Marine Corps Commands	
All	D
Other Commands	
Administrative	I
Command	D
Engineering	I
Legal	I
Public Affairs	I
Logistics	D
Commands Outside Navy	
All	I

D - direct
I - indirect
[Ref. 14:p E-7]

b. Nonintegrated Functional Categories

This classification is assigned to FUNCATs in which the workload is performed primarily by individual personnel working independently. The completion of workload relies primarily on personnel with initial skill acquisition training and limited on-the-job experience. Table 8 delineates Integrated (I) and Nonintegrated (N) designations for each NAMMOS FUNCAT. [Ref. 12:p. III-28]

4. Skill Deterioration

This is defined as the absolute loss of the ability to perform a required task satisfactorily. The degree of skill decay depends primarily on the complexity of the task, the length of time since the initial skill acquisition, and the length of time since skill refresher training. Table 9 refers to officer and enlisted skill deterioration rates utilized in NAMMOS.

When the periodic and annual reviews are completed, mobilization manpower quantity and quality requirements are entered into the billet accounting system to enable publishing of the manpower authorizations. As a system, NAMMOS was designed to make maximum use of existing systems, methodologies, and data bases. To determine operational mobilization manpower requirements for surface ships, NAMMOS uses the Ship Manning Document (SMD). Based upon current force tables, each active fleet and Naval Reserve Force ship is listed annually and active duty billets authorized are

57

TABLE 8
FUNCTIONAL CATEGORY METHOD OF OPERATION DESIGNATION

FUNCTIONAL CATEGORY TITLE	FUNCAT CODE	DESIG.
ADVANCED BASE FUNCTIONAL COMPONENTS	ABF	I
ADVANCED UNDERSEAS WEAPONS DETACHMENTS	AUW	I
AFLOAT STAFFS	AFS	I
AIRCRAFT MAINTENANCE - DEPOT LEVEL	ARF	I
AIRCRAFT MAINTENANCE - INTERMEDIATE LEVEL	ACM2	I
AIRCRAFT MAINTENANCE - ORGANIZATIONAL LEVEL	ACM1	I
AIRCRAFT SQUADRONS	SQD	I
AMPHIBIOUS SUPPORT	AMP	I
ANTISUBMARINE WARFARE	ASW	I
AUTOMATED DATA PROCESSING	ADP	N
CARGO HANDLING BATTALIONS	CHB	I
CHAPLAINS	CHP1	N
COMBAT CAMERA SUPPORT	CCS	I
COMMISSARY SERVICES	CST	N
COMMUNICATIONS	COM1	I
CORRECTIONAL CENTERS	COR	N
CRYPTOLOGY	CPY	N
DENTAL	DEN	N
ENVIRONMENTAL SUPPORT	ENV	N
EXPLOSIVE ORDNANCE DISPOSAL	EOD	I
FACILITIES SUPPORT -- FACILITIES MAINTENANCE	FAC2	N
FACILITIES SUPPORT -- FAMILY HOUSING	FAC1	N
FACILITIES SUPPORT -- TRANSPORTATION	FAC3	N
FINANCE OFFICES	FIN	N
FIREFIGHTING	FIR	I
FLEET COMPOSITE OPERATIONAL READINESS GROUPS	FCG	I
FLEET INTRODUCTION TEAMS	FIT	I
FLEET TRAINING GROUPS	FTG	I
FLIGHT SUPPORT SERVICES	FSS	N
HEADQUARTERS/OPERATIONAL STAFFS	HQS	N
HUMAN RESOURCES MANAGEMENT PROGRAMS	HRM	N
INSHORE UNDERSEA WARFARE	IUW	I
INTELLIGENCE	INT	N
LEGAL SERVICES	LEG	N
MEDICAL	MED	N
MILITARY ENTRANCE PROCESSING	MEP	N
MILITARY SEALIFT COMMAND	MSC	I
MINE WARFARE	MWF	I
MOBILE DIVING SALVAGE UNITS	MDS	I
MOBILE FLEET BOAT POOLS	FBP	N
MOBILE TECHNICAL UNITS	MTJ	I
NAVAL BASES	NAB	N

I - integrated
N - non-integrated

[Ref. 14:p D-18]

TABLE 8

FUNCTIONAL CATEGORY METHOD OF OPERATION ASSISTANCE (CONT'D)

FUNCTIONAL CATEGORY TITLE	FUNCAT CODE	DESIG.
NAVAL CONSTRUCTION FORCES	NCF	I
NAVAL CONTROL OF SHIPPING	NCS	I
NAVAL INVESTIGATIVE SERVICES	NIS	N
NAVAL RESERVE PROGRAM	RES	N
NAVAL SYSTEMS COMMAND	SYS	N
NAVY BANDS	BAN	N
NAVY EXCHANGE SERVICES	NEX	N
NAVY PETROLEUM SUPPORT	PET	N
OSD/OTHER AGENCY SUPPORT	OSD	N
PERSONNEL MOBILIZATION TEAMS	PMT	I
PERSONNEL SERVICES	PER	N
PERSONNEL SUPPORT -- CIVILIAN PERSONNEL ADMIN	PER1	N
PERSONNEL SUPPORT -- MESSING AND BERTHING	PER2	N
PERSONNEL SUPPORT ACTIVITIES	PSA	I
PORT SERVICES OPERATIONS	PSO1	I
PORT SERVICES OPERATIONS -- DEGAUSSING/DEPERMING	PSO2	I
PUBLIC AFFAIRS	PAO	N
RECRUITING	RCT	N
RESERVE OVERHEAD	ROV	*
SECURITY -- PHYSICAL SECURITY	SEC1	I
SECURITY -- SHORE PATROL	SEC2	N
SHIP REPAIR -- DEPOT LEVEL	SRP	I
SHIPS	SMD	I
SHORE INTERMEDIATE MAINTENANCE ACTIVITIES	SIM	I
SUPPLY SUPPORT	SUP1	I
TECHNOLOGICAL SUPPORT	TES	N
TRAINING	TRA	N
USMC SUPPORT	USM	I
WEAPONS SUPPORT	WEP	I

I - integrated
N - non-integrated

* not applicable
[Ref. 14:p D-19]

TABLE 9

OFFICER AND ENLISTED SKILL DETERIORATION RATES

OFFICER

DESIGNATOR	SKILL	RATE
110X	UNRESTRICTED LINE OFFICER (GENERAL)	HIGH
111X	UNRESTRICTED LINE OFFICER (SURFACE)	HIGH
112X	UNRESTRICTED LINE OFFICER (SUBMARINE)	HIGH
113X	UNRESTRICTED LINE OFFICER (SPECIAL WARFARE)	HIGH
116X	UNRESTRICTED LINE OFFICER (SURFACE, IN TRAINING)	LOW
117X	UNRESTRICTED LINE OFFICER (SUBMARINE, IN TRAINING	LOW
118X	UNRESTRICTED LINE OFFICER (SPECIAL WARFARE, IN TRAINING)	LOW
130X	UNRESTRICTED LINE OFFICER (AERONAUTICAL)	HIGH
131X	UNRESTRICTED LINE OFFICER (PILOT)	HIGH
132X	UNRESTRICTED LINE OFFICER (NFO)	HIGH
137X	UNRESTRICTED LINE OFFICER (NFO, IN TRAINING)	LOW
139X	UNRESTRICTED LINE OFFICER (PILOT, IN TRAINING	LOW
140X	ENGINEERING DUTY OFFICER (SHIP)	HIGH
141X	ENGINEERING DUTY OFFICER (SHIP & ORDNANCE)	HIGH
144X	ENGINEERING DUTY OFFICER (QUALIFIED SPECIALIST)	HIGH
146X	ENGINEERING DUTY OFFICER (IN QUALIFICA- TION PROGRAM)	LOW
150X	AERONAUTICAL ENGINEERING DUTY OFFICER (CAPTAIN AND ABOVE)	HIGH
151X	AERONAUTICAL ENGINEERING DUTY OFFICER (AERONAUTICAL ENGINEERING)	HIGH
152X	AERONAUTICAL ENGINEERING DUTY OFFICER (AVIATION MAINTENANCE)	HIGH
161X	SPECIAL DUTY OFFICER (CRYPTOLOGY)	HIGH
163X	SPECIAL DUTY OFFICER (INTELLIGENCE)	HIGH
164X	SPECIAL DUTY OFFICER (PHOTOGRAPHY)	LOW
165X	SPECIAL DUTY OFFICER (PUBLIC AFFAIRS)	LOW
170X	ENGINEERING DUTY OFFICER (ORDNANCE)	LOW
18XX	SPECIAL DUTY OFFICER (GEOPHYSICS)	HIGH
19XX	UNRESTRICTED LINE OFFICER (UNDER INSTRUCTION FOR MEDICAL/MEDICAL SERVICE/DENTAL CORPS)	LOW
21XX	MEDICAL CORPS OFFICER	LOW
22XX	DENTAL CORPS OFFICER	LOW
23XX	MEDICAL SERVICE CORPS OFFICER	LOW
25XX	JUDGE ADVOCATE GENERAL'S CORPS OFFICER	HIGH
29XX	NURSE CORPS OFFICER	LOW
31XX	SUPPLY CORPS OFFICER	LOW

[Ref. 14:p C-21]

TABLE 9

OFFICE AND ENLISTED SKILL DETERIORATION RATES (CONT'D)

DESIGNATOR	SKILL	RATE
41XX	CHAPLAIN CORPS OFFICER	LOW
51XX	CIVIL ENGINEER CORPS OFFICER	LOW
61XX	LIMITED DUTY OFFICER (LINE-SURFACE)	HIGH
62XX	LIMITED DUTY OFFICER (LINE-SUBMARINE)	HIGH
63XX	LIMITED DUTY OFFICER (LINE-AVIATION)	HIGH
641X	LIMITED DUTY OFFICER (ADMINISTRATION)	LOW
642X	LIMITED DUTY OFFICER (DATA PROCESSING)	LOW
643X	LIMITED DUTY OFFICER (BANDMASTER)	LOW
644X	LIMITED DUTY OFFICER (CRYPTOLOGY)	HIGH
645X	LIMITED DUTY OFFICER (INTELLIGENCE)	HIGH
646X	LIMITED DUTY OFFICER (METEOROLOGY)	HIGH
647X	LIMITED DUTY OFFICER (PHOTOGRAPHY)	LOW
648X	LIMITED DUTY OFFICER (EXPLOSIVE ORDNANCE DISPOSAL)	LOW
651X	LIMITED DUTY OFFICER (SUPPLY CORPS)	LOW
652X	LIMITED DUTY OFFICER (MESS MANAGEMENT)	LOW
653X	LIMITED DUTY OFFICER (CIVIL ENGINEER CORPS)	LOW
71XX	WARRANT OFFICER (LINE-SURFACE)	HIGH
72XX	WARRANT OFFICER (LINE-SUBMARINE)	HIGH
73XX	WARRANT OFFICER (LINE-AVIATION)	HIGH
741X	WARRANT OFFICER (SHIP'S CLERK)	LOW
742X	WARRANT OFFICER (DATA PROCESSING TECH)	LOW
743X	WARRANT OFFICER (BANDMASTER)	LOW
744X	WARRANT OFFICER (CRYPTOLOGY TECH)	HIGH
745X	WARRANT OFFICER (INTELLIGENCE TECH)	HIGH
746X	WARRANT OFFICER (AEROGRAPHER)	HIGH
747X	WARRANT OFFICER (PHOTOGRAPHER)	LOW
748X	WARRANT OFFICER (EXPLOSIVE ORDNANCE DISPOSAL TECHNICIAN)	LOW
751X	WARRANT OFFICER (SUPPLY CORPS)	LOW
752X	WARRANT OFFICER (FOOD SERVICE)	LOW
753X	WARRANT OFFICER (CIVIL ENGINEER CORPS)	LOW
754X	WARRANT OFFICER (PHYSICIAN'S ASSISTANT)	LOW

RATING	ENLISTED SKILL	RATE
	General Seamanship	
BM	BOATSWAIN'S MATE	LOW
SM	SIGNALMAN	LOW
	Marine Engineering	
BT	BOILER TECHNICIAN	LOW
EM	ELECTRICIAN'S MATE	HIGH
EN	ENGINEMAN	LOW
GSE	GAS TURBINE SYSTEMS TECH (ELECTRICAL)	HIGH
GSM	GAS TURBINE SYSTEMS TECH (MECHANICAL)	LOW
IC	INTERIOR COMMUNICATIONS ELECTRICIAN	HIGH
MM	MACHINIST'S MATE	LOW

[Ref. 14:p C-22]

TABLE 9

OFFICER AND ENLISTED SKILL DETERIORATION RATES (CONT'D)

DESIGNATOR	SKILL	RATE
	Weapons Control	
ET	ELECTRONICS TECHNICIAN	HIGH
FT	FIRE CONTROL TECHNICIAN	HIGH
	Sensor Operations	
EW	ELECTRONICS WARFARE TECHNICIAN	HIGH
OT	OCEAN SYSTEMS TECHNICIAN	LOW
STG	SONAR TECHNICIAN (SURFACE)	LOW
STS	SONAR TECHNICIAN (SUBMARINE)	HIGH
	Data Systems	
DP	DATA PROCESSING TECHNICIAN	LOW
DS	DATA SYSTEMS TECHNICIAN	HIGH
	Administration	
LN	LEGALMAN	HIGH
NC	NAVY COUNSELOR	LOW
PN	PERSONNELMAN	LOW
PC	POSTAL CLERK	LOW
YN	YEOMAN	LOW
RP	RELIGIOUS PROGRAM SPECIALIST	LOW
	Logistics	
AK	AVIATION STOREKEEPER	LOW
DK	DISBURSING CLERK	LOW
MS	MESS MANAGEMENT SPECIALIST	LOW
SH	SHIP'S SERVICEMAN	LOW
SK	STOREKEEPER	LOW
	Musician	
MU	MUSICIAN	LOW
	Cryptology	
CTA	CRYPTOLOGIC TECHNICIAN (ADMINISTRATION)	LOW
CTT	CRYPTOLOGIC TECHNICIAN (TECHNICAL)	HIGH
CT	CRYPTOLOGIC TECHNICIAN	HIGH
	Intelligence	
IS	INTELLIGENCE SPECIALIST	LOW
	Aviation Sensor OPS	
AW	AVIATION ANTISUBMARINE WARFARE OPERATOR	HIGH
	Media	
DM	ILLUSTRATOR DRAFTSMAN	LOW
JO	JOURNALIST	LOW
LI	LITHOGRAPHER	LOW
PH	PHOTOGRAPHER'S MATE	LOW

[Ref. 14: C-22]

TABLE 9

OFFICER AND ENLISTED SKILL DETERIORATION RATES (CONT'D)

DESIGNATOR	SKILL	RATE
	Aviation Maintenance	
PR	AIRCREW SURVIVAL EQUIPMENTMAN	LOW
AX	AVIATION ANTISUBMARINE WARFARE TECH	HIGH
AE	AVIATION ELECTRICIAN'S MATE	HIGH
AT	AVIATION ELECTRONICS TECHNICIAN	HIGH
AQ	AVIATION FIRE CONTROL TECHNICIAN	HIGH
AD	AVIATION MACHINIST'S MATE	LOW
AZ	AVIATION MAINTENANCE ADMINISTRATIONMAN	LOW
AO	AVIATION ORDNANCEMAN	LOW
AM	AVIATION STRUCTURAL MECHANIC	LOW
AME	AVIATION STRUCTURAL MECHANIC (SAFETY EQUIP)	LOW
	Air Traffic Control	
AC	AIR TRAFFIC CONTROLLER	LOW
	Ordnance Systems	
MN	MINEMAN	HIGH
MT	MISSILE TECHNICIAN	LOW
TM	TORPEDOMAN'S MATE	LOW
GM	GUNNER'S MATE	HIGH
GMT	GUNNER'S MATE TECHNICIAN	LOW
	Weapon Systems Support	
TD	TRADEVMAN	HIGH
	Health Care	
DT	DENTALMAN	HIGH
HM	HOSPITAL CORPSMAN	HIGH
	Ship Operations	
OS	OPERATIONS SPECIALIST	LOW
QM	QUARTERMASTER	LOW
	Ship Maintenance	
HT	HULL MAINTENANCE TECHNICIAN	LOW
IM	INSTRUMENTMAN	HIGH
MR	MACHINERY REPAIRMAN	LOW
ML	MOLDER	LOW
OM	OPTICALMAN	HIGH
PM	PATTERNMAKER	LOW
	Aviation Ground Support	
AB	AVIATION BOATSWAIN'S MATE	LOW
AS	AVIATION SUPPORT EQUIPMENT TECH	LOW
ASE	AVIATION SUPPORT EQUIPMENT TECHNICIAN (ELECTRICAL)	HIGH

[Ref. 14:p C-23]

TABLE 9

OFFICER AND ENLISTED SKILL DETERIORATION RATES (CONT'D)

DESIGNATOR	SKILL	RATE
	Master-At-Arms	
MA	MASTER-AT-ARMS	LOW
	Communications	
RM	RADIOMAN	LOW
	Meteorology	
AG	AEROGRAPHER'S MATE	LOW
	Construction	
BU	BUILDER	LOW
CE	CONSTRUCTION ELECTRICIAN	LOW
CM	CONSTRUCTION MECHANIC	LOW
EA	ENGINEERING AID	LOW
EO	EQUIPMENT OPERATOR	LOW
SW	STEELWORKER	LOW
UT	UTILITIESMAN	LOW

[Ref. 14:p C-24]

64

compared to SMD requirements. The difference between billets needed and those authorized is the mobilization increment identified in NAMMOS. The NAMMOS methodology as applied to shore commands is an extension of SHMD. The NAMMOS and SHMD systems employ a common functional classification of manpower covering all support mission areas, as indicated by Table 6. The NAMMOS system, however, operates at a significantly higher level of aggregation than does the SHMD system, which is oriented to the work center level. Thus, the NAMMOS system is more flexible and responsive in the determination of mobilization manpower requirements for alternative scenarios.

V. NAVY BUDGET FORMULATION AND EXECUTION PROCESS

This chapter presents an explanation of how the Department of Defense plans, programs and budgets total resource requirements and subordinate to that process, how the Navy's manpower resources are planned, programmed and budgeted. The process includes the determination of manpower requirements for each activity. These requirements are based upon the activities' Required Operational Capabilities (ROC) and the Projected Operational Environment (POE). The ROC/POE are written statements which are prepared and issued by the activities' Resource Sponsor as explained in Chapter IV. Based upon the ROC/POE, the Navy's Manpower and Material Analysis Centers, Atlantic and Pacific (NAVMMACLANT/NAVMMACPAC) determine the staffing requirements for each activity in the Navy, including that of the Naval Reserve. The manpower requirements identified for each activity in its respective SMD (Ship Manpower Document), SQMD (Squadron Manpower Document), or SHMD (Shore Manpower Document) depend upon whether the activity is a ship, aircraft squadron, or shore establishment. The SMDs, SQMDs, and SHMDs are the basis of the Navy's Manpower Authorization (OPNAV FORM 1000/2).

The officer and enlisted manpower authorization determined necessary for each Naval activity, is maintained

in Washington, D.C. in The Manpower Personnel Management Information System (MAPMIS). This information is used internally by the Navy for planning and programming the Navy's manpower resource requirements and for formulating manpower budget requests to financially support the identified manpower requirements. The Navy's manpower resources are fiscally-constrained and those resource requirements are programmed five years in advance as part of the Department of Defense (DOD) Five Year Defense Plan (FYDP). The FYDP contains, in part, a five year projection of all DOD resource requirements and projected required Total Obligational Authority (TOA) necessary to fund those resources. Annually, each service must formally develop necessary additions and changes to the projected resource requirements and TOA contained in the FYDP. These changes are submitted through program and budget formulation/review channels in the form of a Program Objective Memorandum (POM). The POM process is the means by which the services officially respond to the Defense Guidance (DG) issued by the Secretary of Defense (SECDEF). The POM expresses total program requirements in terms of force structure, manpower, material and costs, to satisfy all assigned functions and responsibilities during the period of the FYDP. [Ref. 16:p. A-11] SECDEF reviews service POMs, determines which programs are essential for national security, and issues various Program Decision Memoranda (PDM) approving those

programs. Based upon the PDMs, each service formulates and submits a budget request to SECDEF for approved programs. Upon review and approval of the various budget submissions, SECDEF consolidates them into a single DOD submission to the Office of Management and Budget (OMB). This process is called the DOD Planning, Programming and Budgeting System (PPBS). Upon review and approval by OMB, the DOD budget is consolidated with the budget submission of all other federal government agencies and submitted to Congress as the President's Budget.

A. THE ROLE OF PLANNING, PROGRAMMING AND BUDGETING SYSTEM

   1. Overview of the DOD PPBS System

The military Planning, Programming and Budgeting System (PPBS) is a comprehensive management vehicle, used to allocate DOD resources, manpower and capital, so that specific national objectives are accomplished effectively and efficiently. The PPBS process is carried out each year with identification and evaluation of the perceived national threat. Based upon the threat, the Joint Chiefs of Staff (JCS) make military assessments and develop strategic plans to counter the threat. These plans are developed based on need and are not fiscally-constrained. They are submitted to the Office of the Secretary of Defense (OSD) to assist the Secretary in preparation of his fiscally-constrained Defense Guidance (DG). Upon issuance of fiscally constrained strategic plans, each service develops the

requirements necessary to implement the Defense Guidance (including manpower). These requirements are the substance of the annual Program Objective Memorandum and ultimately form the basis of departmental budgets. Following submission of the President's Budget to Congress, hearings are conducted to evaluate the President's budget, to authorize specific programs, and finally to appropriate funding to carry out the authorized programs. After Presidential approval of appropriation bills, the Office of Management and Budget (OMB) apportions the approved funds to OSD, and OSD re-apportions the money to each of the military services accordingly. [Ref. 8]

Budgets are planned and programmed three years in advance of execution. At any given time, one or more of the PPBS activities may overlap. Upon analysis of DOD's PPBS system, it is apparent that few of the participants understand the system as a whole. Countless decisions and interactions occur daily at every level of DOD, and no single individual can continuously comprehend all aspects of PPBS simultaneously. Therefore, the scope of this chapter will be limited to the PPBS system, as it relates to the Navy's manpower and training requirements determination process.

B. THE JOINT STRATEGIC PLANNING SYSTEM (JSPS)

The Planning Phase of PPBS is a period of broad assessment. During this period, national security policy

goals are defined based upon the current threat. The military capabilities which are necessary to meet these goals and to combat the threat are identified. Force levels are established and manpower requirements necessary to insure required military capabilities are determined. Long, medium and short range planning efforts are simultaneously carried out.

Each year the Joint Chiefs of Staff, respective military services and the Defense Intelligence Agency (DIA) work together to produce the Joint Strategic Planning Document (JSPD). The JSPD examines world situations and attempts to predict future world affairs. This document is intended to be the basis for all other documents developed within the Joint Strategic Planning System.

The JSPD contains a comprehensive appraisal of the military threat to the United States, a statement of recommended military objectives, recommended military strategy to attain the objectives, and a summary of the JCS planning force levels that could execute, with reasonable assurance, the desired military strategy. It evaluates the feasibility of attaining recommended force levels, given fiscal, manpower, material and technological constraints, and it highlights any risks involved with changing OSD's previous year's Defense Guidance (DG). The JSPD is prepared after the Joint Intelligence Estimate for Planning (JIEP). It is submitted to OSD 60 days prior to preparation of the

draft DG. Subsequently, OSD prepares a working copy of the DG, drawing heavily from the JSPD. The purpose of this document is to create a common medium of discussion and debate for OSD, JCS, the military departments and defense agencies. This review and comment phase provides an opportunity for participants to review and critique prior defense planning, programming and fiscal guidance as well as the premises, reasoning and conclusions of the proposed DG. If JCS, the service secretaries, or any member of the Defense Resources Board discover major shortcomings in the proposed DG, they have an opportunity to submit their recommendations to SECDEF. After revision of the draft DG, OSD prepares the fiscally constrained DG.

This document is promulgated to the Departments of the Army, Navy and Air Force approximately the first of May. The overall planning phase of PPBS is complete when the Defense Guidance (DG) is issued. [Ref. 8]

C. THE PROGRAMMING PORTION OF PPBS

Programming (POM development) molds planning decisions into a fiscally constrained, five-year program. This five year program, called the Five Year Defense Plan (FYDP), was designed as a financial management tool. According to the Director Navy Program Planning (OP-090), the FYDP is analogous to a bank, and deposits to this bank are made in the form of service POMs which are five year forecasts of resources required to support approved programs. Required

funding is identified for a five year period and funding is withdrawn from the bank by the budgets (assuming funds have been appropriated by Congress). If resources have not been deposited ahead of time by the POM, they will not be available for withdrawal from the bank by an annual budget. The POM addresses many issues, including manpower. Manpower requirements, quality and quantity, for each of the ships, aircraft squadrons and shore activities, including those of the Naval Reserve, are documented in the SMDs (SHIP MANPOWER DOCUMENTS), SQMDs (SQUADRON MANPOWER DOCUMENTS) and SHMDs (SHORE MANPOWER DOCUMENTS). Manpower authorizations are established based upon the activity's documented manpower requirements and this information enters the POM development process via the manpower personnel management information system (MAPMIS). It is this system that drives the surface training program described in Chapter III. The allocation of funds for new and recurring training requirements, which are submitted via the POM, is determined by current manpower estimates. All COMNAVSURFRESFOR field activity POM submissions are compiled by Code 44 (Resource Requirement and POM Development) at COMNAVRESFOR. Field activities compute the cost of the POM submissions by determining the training requirements and billet structure times the manpower cost (estimates for selected reserve manpower costs are generated by OP-09R3, active duty/TAR by NMPC). For example, if the POM submission required 40 new billets (5

selected reserve officers at $9770 each per year, 5 TAR officers at $68,262 each per year, and 30 selected reserve enlisted at $3576 each per year), the total cost estimate for the POM submission would be $497,440, excluding equipment cost. Once Code 44 compiles all the POM submissions, a POM review board, chaired by the Deputy Chiefs, review and mark the submissions. Next, the active duty program managers, resource sponsors and OP-09R meet to review and mark the remaining POM submissions. It should be noted that the relative cost of reservists vice active duty personnel does not enter into the determination of the specific mix of reserve/active duty manpower levels.

The service POMs are usually submitted to JCS and OSD around the first of June. [Ref. 8] POM development is a key evolution discussed further in this chapter.

The Joint Program Assessment Memorandum (JPAM) represents an input to the programming process by JCS. It is prepared and submitted to OSD after review of the service POMs by JCS. The JPAM evaluates the force structure and military strategy contained in the service POMs and measures the risk associated with these programs. Additionally, the JPAM makes recommendations to SECDEF for defense program improvement by describing the implications associated with the approval of POM programs at various funding levels. The JPAM provides SECDEF with advice concerning the service POMs, developing issue papers and

making decisions on specific programs. It includes a risk assessment based on an overview of the national military strategy and the force structure recommended in the POMs, as well as recommendations for improvements in the overall defense program through selection of certain programs at alternative POM levels. After receiving the service POMs and the JPAM, OSD drafts issue papers which highlight SECDEF's opinion of the various POM programs, and forwards them to JCS, the military departments, the Office of Management and Budget (OMB), the National Security Council and Defense Resources Board. The aforementioned organizations review and comment on the issue papers. Then, based upon the service POMs, JPAM and issue paper comments, the Secretary of Defense issues a series of Program Decision Memoranda (PDM). The PDMs are sent to JCS, the military departments and others for review and comment. [Ref. 8]

As this process relates to manpower and training, the Secretary of Defense reviews the service POMs and all subsequent inputs to decide which programs should be funded. SECDEF then publishes the approved manpower levels (end-strength) for each task and support area in the Program Decision Memoranda (PDM). In addition to soliciting written comments, SECDEF schedules a series of reclama meetings with JCS and the service representatives to provide an opportunity to justify changes deemed necessary in the PDMs. After all reclamas are resolved, the PDMs are amended as

74

necessary and the Amended Program Decision Memoranda (APDM) are issued to the military departments, giving final and formal approval for specific programs.   [Ref. 8]

D.   THE BUDGETING PORTION OF PPBS

Subsequent to issuance of the Presidential Budget Guidance, the Secretary of Defense establishes and issues his budgetary guidance to the DOD components.   The various DOD components have an opportunity to review the guidance but must submit their budgetary estimates to OSD by the first of October.   The Navy's budgetary estimates, with respect to manpower and training are developed in the following manner.   Based upon the programs which were submitted and approved during the POM process, CP-01 develops an officer and an enlisted strength plan.   The strength plans are based upon manpower requirements which will be discussed later in this chapter.   These plans are developed by pay grade and consider variables such as: manpower accessions and losses (quality and quantity), promotion and advancement goals, etc.   The primary objective is to design a strength plan which will support the established end-strength requirements, as discussed in Chapter IV.   Then, man/year averages are computed for officer and enlisted personnel. Manpower analysts at the Navy Military Personnel Command translate the man/year averages into budgetary estimates (see Section G of this chapter for formulation of the estimates).   OSD budget

analysts review the budget estimates and then a series of budget hearings are held to resolve problem areas. By late October, the Secretary of Defense issues a series of program budget decisions (PBDs). The PBDs address specific budgetary issues and are related to the appropriations and budget activity structure of the DOD. JCS and DOD components have an opportunity to review and reclama the PBDs. SECDEF reviews all reclamas and issues revised PBDs where necessary. Unresolved issues may be further discussed at joint meetings by SECDEF, JCS and service representatives. After finalizing decisions on all budgetary issues, SECDEF submits the proposed DOD budget to OMB for review and analysis. OMB then combines the DOD budget estimates with other federal budgetary inputs and presents the complete package to the President for his review and approval. In January, the President submits his budget to Congress. This event completes the planning, programming and budgeting portion of the fiscal cycle. After the President submits the national budget to Congress, DOD must wait for Congress to complete the authorization and appropriation phases of the fiscal cycle. Once the President signs the appropriation bill, the apportionment phase begins. OMB establishes overall apportionment guidance and OSD establishes the Defense Apportionment Guidance, DOD components submit apportionment requests and funds are distributed to the DOD components. [Ref. 8]

E. KEY PARTICIPANTS IN THE NAVY'S POM DEVELOPMENT PROCESS

The Director of Navy Program Planning, OP-090, is the focal point in the Navy's POM development process. OP-090 has the responsibility of ensuring that the overall POM is consistent and to develop force level/structural options as solutions to problems (e.g., inadequate/undesirable/infeasible manpower, personnel and training (MPT) options). Ultimately, he controls all of the Navy's resources and is responsible for the allocation of these resources to respective sponsors. Before describing the role of sponsorship in the POM development process, it is necessary to discuss the responsibilities of the Deputy Chief of Naval Operations, Manpower, Personnel and Training (OP-01), and the Systems Analysis Division (OP-916).

OP-01 is the principal advisor to the Chief of Naval Operations (CNO) and Secretary of the Navy on all <u>Manpower, Personnel and Training matters</u>. OP-01 is responsible for <u>determining the manpower requirements</u> necessary to support various force structures and funding levels. OP-01 must evaluate and recommend solutions to key manpower, personnel and training issues such as: recruit quality standards, women in the military, officer and enlisted recruiting, quality of life, aviator retention, Naval Reserve participation, etc. In support of the POM process, the Chief of Naval Operations has directed OP-01 to provide OP-090 with analysis support and recommendations on all

matters pertaining to Manpower, Personnel and Training. Another key player in the Navy's POM development process is the Systems Analysis Division (OP-916). [Ref. 8]

The Chief of Naval Operations has directed OP-916 to provide him with the system analysis capability necessary to evaluate the relative effectiveness of various alternatives in programs and program proposals and thereby to assist in the total decision-making process. The mission of OP-916 appears to be straightfoward and well defined; such is not the case for all Navy sponsors. The sponsors are, in effect, managers of "pieces" of the Navy. There are four kinds of sponsors: Task, Resource, Appropriations, and Assessment.

The Director of Naval Reserve (OP-09R) monitors the process of the POM development and coordinates with the Resource Sponsors to provide advice, with respect to programming Naval Reserve resources. Resource sponsors have been directed by OP-090 to insure that all matters concerning reserve resources are adequately addressed. Specifically, OP-09R is directed to work on reserve resources with OP-916 and the various other sponsors during development of the CPAM. The Director of the Naval Reserve must provide the resource sponsors with a list of program priorities. These priorities will be used during the Sponsor Program Proposal (SPP) development process. OP-09R is responsible for evaluating the Sponsor Program proposals,

with respect to reserve programs, and for submitting a written assessment of the SPPs to the Program Development Review Committee (PDRC).

Manpower claimants are responsible for translating the manpower, personnel and training (MPT) needs of their subordinate activities (ships, aircraft squadrons and shore activities) into POM issues. The claimants interface directly with sponsors during POM development and provide supporting information to OP-090 to substantiate manpower resource requirements. [Ref. 8]

F. NAVAL RESERVE BUDGET FORMULATION

A budget is a financial plan of action for accomplishing an organization's mission and objectives. It expresses in financial terms an organization's goals for a specified period of time. In developing a budget, an assessment must be made of all valid requirements needed to accomplish the activity's mission. Normally, costs are classified as either recurring or newly developed costs. New or unfunded needs must be identified and prioritized. The required discipline inherent within the budgetary process of properly identifying, compiling and prioritizing funding requirements for a given period of time imposes financial discipline and efficiency throughout the various levels of command. The budget becomes an instrument of planning and decision-making as well as a statement of priorities. Constant comparison

of actual performance to the budget plan provides a means of management control and information.

The major claimant budget call contains guidance, policy decisions, and instructions received from higher authority as well as directives generated at the major claimant level. It is issued to ensure budgetary consistency throughout the claimancy. The budget process is a continuous and interrelated series of actions which may begin at the field Operating Budget (OB) level. It flows upward through command echelons with a review and summarization process taking place at each level. The activities responsible for executing the budget at all levels also participate in its formulation.

The COMNAVSURFRESFOR budget for training support which is forwarded to higher authority is a compilation of historical, recurring and newly submitted POM issues. The Budget Management Officer (Code 352) at COMNAVSURFRESFOR reviews budget submissions from the field activities and correlates them with other known program requirements. Echelon V budget submissions are reviewed by financial management analysts and adjusted at the Echelon IV level. The Echelon IV and V program requirements, as well as funding for the headquarters and centrally managed programs form the total COMNAVRESFOR budget. The final compilation is forwarded to CNO and NAVCOMPT as the COMNAVRESFOR budget submission.

COMNAVSURFRESFOR does not have a budget staff at its disposal, but obtains guidance and needed information from the COMNAVRESFOR Financial Management Office. COMNAVSURF-RESFOR normally budgets for large program items or new acquisitions through the POM process. Therefore, during the budget formulation stage, COMNAVSURFRESFOR has the major portion of its budget submission already entered as part of the POM process.

The actual formulation of the Naval Reserve budget is dependent upon its active duty counterpart. The active Navy determines the amount of funding to be budgeted and allocated to the Naval Reserve based on the number of issues (missions, programs) assigned. Each individual issue has a pre-determined dollar amount assigned to it. The reserve budget then becomes the sum total of dollars assigned to all issues. The Naval Reserve competes with the active Navy for most individual issues. Those issues assigned to the Naval Reserve are taken away from the active Navy. Resource sponsors decide which issues to assign to the Naval Reserve (usually by approved POM issues), with OP-90 approval. OP-90 has the final authority in deciding contested issues.

In the case of Reserve Personnel Navy (RPN) appropriation, its share of the Navy's total obligational authority (TOA) has increased from 1.198 percent in FY 1985 to 1.29 percent in FY 1986. [Ref. 9:p. 677]

G. RESERVE PERSONNEL NAVY (RPN)

According to the head budget analyst for RPN at COMNAVRESFOR, once the budget target amount is established by NAVCOMPT, the formulation of the annual RPN budget request commences. Key to the development of any personnel budget is the end-strength figure to be supported. The end-strength determination is made for budgetary purposes by JCS and OSD. With end-strength determined, exact manpower and training costs can be calculated for incorporation into the Naval Reserve budget. This is done as follows: for each drilling selected reservist, a given dollar rate per drill is determined based on pay, allowances, and active duty training. This rate is determined by the Director of Financial Management Division (OP-09R3) of the Office of Naval Reserve by the use of informal modeling techniques and prior year expense levels plus changes in pay-grade distribution levels from the current year. The sum of all drill cost determines the total cost of each drilling reservists. The total cost of RPN, with the exception of TARS, then becomes the sum of all drill costs of all selected reservists. For TARS, Navy Military Personnel Command (NMPC) generates individual manpower dollar rates based on a formal modeling technique called Navy Resource Model (NARM). From this technique, the total cost of TAR manpower can be determined and added to the RPN budget.

The DOD Appropriation Act of 1978 stated that the RPN Appropriation is responsible for the following:

> For pay, allowances, clothing, subsistence, gratuities, travel, and related expenses for personnel of the Naval Reserve on active duty under section 265, title 10 of the U.S. Code, or while undergoing reserve training, or while performing drills or equivalent duty, and for members of the Reserve Officers' Training Corps, as authorized by law. [Ref. 7:Section 074120]

As the statement of responsibility for RPN Appropriation indicates, the primary importance is on the Selected Reserve with a smaller allocation to those selected members of Training Category D (refer to Appendix A for explanation of Training Category D). Approximately 15% of the appropriation is in support of those reserve personnel on active duty who are responsible for the training and administration of the reserve organization (TARS). [Ref. 9: p. 267]

For training administration, the Selected Reserve is organized into various training pay categories. Each denotes some level of required training participation with a concurrent compensatory authorization. These training pay categories are also integral to the organization of the budget. Appendix A provides an explanation of the various training pay categories.

For purposes of budget development, the RPN Appropriation is divided into two major programs termed budget activities. The NAVCOMPT Manual defines a budget activity as:

Appropriations are divided into smaller accounts for various purposes. These divisions are called budget activities and the accounting symbols that identify them are called subheads. Budget activity accounts are established within each appropriation account to record financial transactions relating to the specific functions contained in the budget as approved by the Congress. Budget activity accounts are used primarily for administration, accounting, and control. [Ref.7:Section 021001]

For purposes of budget development, the RPN Appropriation is Budget Activity One consisting of Training Pay Categories A, D and F, which includes the Selected Reserve, the IRR, and the active duty support personnel (TARS). Budget Activity Two consists of "Other Training and Support." Each budget activity is further subdivided into subactivities. Subactivities contained in Budget Activity One and Two are shown in Appendix A.

H. RPN BUDGET FORMULATION

The major portion of the RPN budget request is formulated by the RPN budget office at COMNAVRESFOR. The exception to this procedure is funding for Inactive Duty Training Travel (IDTT). IDTT funding is developed by the echelon IV commands in accordance with guidelines specified in COMNAVRESFORINST 5400.42F and forwarded to COMNAVRESFOR for review, analysis, compilation and incorporation into the RPN budget. Funding requirements for manpower are figured at COMNAVRESFOR utilizing a formula which is derived by NAVCOMPT.

The RPN budget submission for IDTT is due at COMNAVRESFOR for the current year and the budget year by 1 June (refer to Table 10 for the RPN budget events calendar).

TABLE 10

RPN BUDGET EVENT CALENDAR

Date	Event	Activity Responsible
1 Jun	Inactive Duty Training Travel (IDTT) CY and BY budget submission due at COMNAVRESFOR	Echelon IV Commands
Late Jun	Claimancy budget submission due at NAVCOMPT	COMNAVRESFOR
Jul	Budget hearings at NAVCOMPT	COMNAVRESFOR
Oct	Claimant OSD/OMB Budget due	COMNAVRESFOR
Oct	1st Qtr IDTT OPTARs issued to Echelon IV commands	COMNAVRESFOR
Jan	2nd Qtr IDTT OPTARs issued to Echelon IV commands	COMNAVRESFOR
Jan	Claimant Congressional Budget due	COMNAVRESFOR
Apr	3rd Qtr IDTT OPTARs issued to Echelon IV commands	COMNAVRESFOR
Jul	4th Qtr IDTT OPTARs issued to Echelon IV commands	COMNAVRESFOR

Source: [Ref. 18:p. A-3]

I. OPERATION AND MAINTENANCE, NAVY RESERVE (O&MNR)

O&MNR is an annual appropriation available for incurring obligations for expense items during the fiscal year specified in the appropriation act. The purpose of this

85

appropriation is to provide for operating the Naval Reserve forces and maintaining their equipment at a state of readiness which will permit rapid deployment in the event of mobilization. The O&MNR appropriation encompasses a wide variety of costs and programs that are complex and demanding in formulation and execution. The appropriation provides the day-to-day operating and maintenance funds for such varied costs as flight operations, surface unit mission support, and base operating support (BOS) for activities under the cognizance of COMNAVRESFOR. Although the appropriation covers diverse requirements, the appropriation language specifically delineates the purposes for which the appropriated funds may be used.

The O&MNR appropriation is divided into smaller accounts called Budget Activities (BA). The two BA's relative to COMNAVRESFOR are BA-1, Mission Forces and BA-3, Other Support. Appendix B contains an explanation of BA-1 and BA-3.

J. O&MNR BUDGET FORMULATION

The O&MNR budget call is issued by COMNAVRESFOR in March of each year for the budget year under consideration (refer to Table 11 for the O&MNR budget event calendar). As an example, the budget call issued in March 1987 was for the FY 1989 budget year, and the submission includes computations for three FYs: the current year (1987) is issued for unfunded requests and changes, the next FY (1988) is for

TABLE 11

O&MNR BUDGET EVENT CALENDAR

Date	Event	Activity Responsible
Mar	Budget Call issued to Echelon IV commands	COMNAVRESFOR
May	O&MNR BY budget submission due at COMNAVRESFOR	Echelon IV Commands
Jun	Claimancy budget submission due at NAVCOMPT	COMNAVRESFOR
Jul	Budget hearings conducted at NAVCOMPT	COMNAVRESFOR
Jul/Aug	Review of Echelon IV CY budget submissions	COMNAVRESFOR
Aug	Financial Plan update on PY budget due at COMNAVRESFOR	Echelon IV Commands
Sep	Claimancy budget due to OSD	COMNAVRESFOR
Sep	Review field Financial Plan updates and reprogram funding as required	COMNAVRESFOR
Oct	Issue Annual Planning Figures and Tentative Annual Planning Figures to Echelon IV commands and program managers. If under a Continuing Resolution Authority pass fiscal guidance to Echelon IV commands	COMNAVRESFOR
Nov	Certification ofPY-1 obligations to higher authority	COMNAVRESFOR
Jan	Congressional budget submissions due	COMNAVRESFOR
Feb	Financial Plan update (Mid-Year Review) on PY budget due at COMNAVRESFOR	Echelon IV Commands
Mar	Claimancy Financial Plan update on PY (Mid-Year Review) due at NAVCOMPT	COMNAVRESFOR

Source: [Ref. 18:p. A-1]

historical data, and the budget year (1989) is for all reoccurring and new budget requests.

The prior year (the fiscal year being executed, (i.e., FY87 in FY87) and current year (the fiscal year following the prior year, i.e., the FY88 estimates submitted in FY87) are of more immediate interest to the echelon IV and V commands than the budget year (the fiscal year following the current year, i.e., FY89 requirements submitted in FY87). It is the approval of these budgets which make up the station operating budget for the prior and current fiscal years.

The echelon IV commands are provided with annual funding targets forwarded from COMNAVRESFOR's Financial Management Office, for the years under consideration. The annual funding targets or control numbers (as referred to by COMNAVRESFOR), are based on prior POM submissions to the Five Year Defense Plan (FYDP). The control numbers are in terms of dollars for activity operations and number of civilian/military personnel. The control numbers are derived from the current year DOD budget which was developed through prior year POM submissions. The control numbers are subject to change as COMNAVRESFOR receives guidance from NAVCOMPT based on how the appropriation bill is faring in Congress. Also, the control numbers indicate maximum funding for O&MNR and RPN which cannot be exceeded in the budget submission. Other items that can be found in the

budget call are required formats, due dates, and a description of areas which COMNAVRESFOR feels should receive special treatment (i.e., fenced activities). According to the head O&MNR budget analyst at COMNAVRESFOR, upon receipt of the echelon IV budget submissions, COMNAVRESFOR applies inflation factors and pay raise percentages which are mandated by NAVCOMPT.

K. RESERVE BUDGET PROCESS

In June, the COMNAVRESFOR budget submission is due at NAVCOMPT for review, consolidation and preparation for NAVCOMPT sponsored budget hearings in July. At this point, if NAVCOMPT marks any items in the reserve budget, the COMNAVRESFOR budget staff must justify and defend these items at the reclama hearings. OP-09R is in attendance at the reclama hearings to provide support and policy guidance required by COMNAVRESFOR. COMNAVRESFOR is, however, responsible for defending any marks. From NAVCOMPT, the reserve budget proceeds to OSD to be consolidated into the Department of Defense budget. It is important to note that from the OSD level up through the Congressional phase; OP-09R takes control of presenting the budget and defending any items that have been marked. COMNAVRESFOR assists OP-09R in the reclama process by providing justification and important information in support of marked items.

*NOTE: OP-09R, the resource sponsors and the program managers are not major participants in the reserve budget
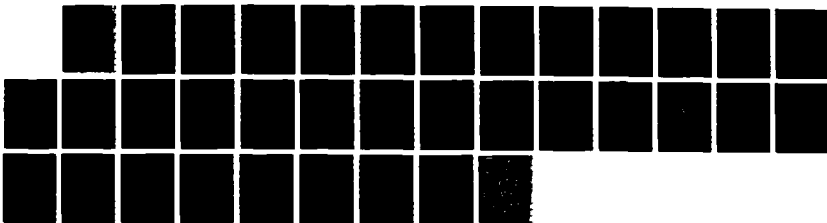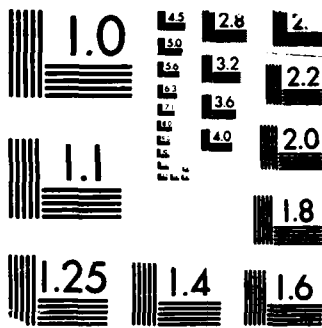
MICROCOPY RESOLUTION TEST CHART

URFAU OF STANDARDS-1963-A

formulation or execution stages. Their most important roles occured during the POM process. COMNAVRESFOR develops its budget from the POM previously developed by OP-09R, resource sponsors and the program managers. (Refer to the POM development process presented earlier in this chapter.)

L. EXECUTION OF THE RESERVE BUDGET

The reserve budget execution stage follows the same route as those of the active Navy counterparts (i.e., from Congress to OMB, from OMB to OSD, from OSD to NAVCOMPT). NAVCOMPT has the ultimate responsibility for providing execution guidance concerning all reserve funds appropriated by Congress. As Director of Naval Reserve, OP-09R has appropriation and assessment authority, but does not possess 1517 responsibility of Title 31, United States Code which states:

> Prohibited obligations and expendures (a). An officer or employee of the United States Government or of the District of Columbia government may not make or authorize an expenditure or obligation exceeding--(1) an apportionment; or (2) the amount permitted by regulations prescribed under section 1514(a) of this title. (b). If an officer or employee of an executive agency or of the District of Columbia government violates subsection (a) of this section, the head of the executive agency or the Mayor of the District of Columbia, as the case may be, shall report immediately to the President and Congress all relevant facts and a statement of actions taken. [Ref. 15:p. A2-10]

However, as previous mentioned in Chapter III, OP-09R is double-hatted and in his role as Commander, Naval Reserve Force possesses 1517 responsibility of Title 31.

Since COMNAVRESFOR is the major claimant, it is responsible for allocating the budget to the echelon IV commands. Within the Navy's PPBS, resource sponsors are responsible for the allocation of resources to support programs for their areas of responsibility. The POM process is the basic vehicle used in determining resources required by COMNAVRESFOR for program execution. COMNAVRESFOR program execution, and the corresponding resources executed, are monitored by resource sponsors who are tasked by CNO to ensure the proper execution of their programs.

The Director of the Naval Reserve (OP-09R), as both the assessment sponsor for the Naval Reserve and the appropriation sponsor for RPN and O&MNR appropriations, has directed COMNAVRESFOR to execute apportioned funds within the resource sponsor's constraints (as indicated by the POM submission and budget controls).

VI.   REFLECTIONS AND CONCLUSIONS

The primary focus of this thesis has been to determine how manpower allowances and training requirements are established and how funds are budgeted and allocated for the U.S. Naval Reserve.

The manpower, training, and budget allocation process of the Naval Reserve is almost entirely reliant upon the active Navy resource sponsors.   It is the active Navy that must determine the scenarios and circumstances under which the Naval Reserve resources must be derived and maintained.

A.   MANPOWER AND BUDGET ALLOCATION

The active and reserve Navy manpower resource requirements are determined through the Planning, Programming and Budgeting System (PPBS).

Planning the Navy's manpower resources is a function of force requirements or end-strength necessary for the Navy to perform its mission.   The Navy is required to formally establish its projected manpower requirements through the POM process.   The POM and the budget (which contains manpower requirements) are reviewed, modified and approved by OSD, OMB and the Congress.

After Congressional and Presidental approval, the Office of Management and Budget (OMB) apportions the funds to OSD and OSD re-apportions the money to each of the military

services accordingly. Differences between budget requests and final appropriations can cause a change in the level of manpower funded. Additionally, since the active Navy determines the manpower allowance and budget level for the reserve Navy, these may be further affected.

The conclusion one must draw from this complex process is that the Naval Reserve may receive a significantly different manpower allowance and budget allocation than that requested through the budget process. Additionally, according to the OP-09R Financial Management Office, the reasons for the change between what was requested and what was received may not be directly traceable through the complex PPBS process. Complicating matters, is the fact that budgets are initially planned and programmed three years in advance of execution with annual updates. At any given time, one or more of the PPBS activities may overlap each other. Similarly, as one analyzes the DOD's PPBS system, it seems that few of the participants understand the system as a whole. Countless decisions and interactions occur daily at all levels of DOD, making it difficult for any individual to be completely aware of all actions being undertaken.

For the COMNAVSURFRESFOR Director of Training Curricula who conscientiously makes a budget submission, this loss of traceability can create additional complexity and confusion in the execution phase. These problems may be intensified

by the fact that the funds actually allocated for training and manpower are not accompanied by specific guidance or documentation from higher authority or explanations for any significant changes from the original budget submission.

B. TRAINING

Though not directly in the adminstrative chain-of-command for the Naval Reserve program, active duty program sponsors and program technical managers play the primary role of determining training requirements for the reserve force. The program sponsors determine the situations in which the Naval Reserve must provide additionally needed support for the active Navy. The program sponsor is, therefore, in the best position to plan for the reserve force which is in his realm of control (i.e., OP-05 is responsible for Reserve Air Forces; OP-03 is responsible for Reserve Surface Combatant Forces). Program Technical Managers are specifically charged with providing input and participating in the decision process regarding the size and mix of their respective Reserve programs. They are also tasked with the detailed mobilization and appropriate training requirements. In our opinion, the surface program sponsor and program technical managers have not seriously prioritized the importance of the reserve program and have not adequately prioritized surface reserve Navy resource requirements. Therefore, some active duty ships (those ships contacted as part of the thesis research) do not fully

understand the necessary concepts and importance of the Naval Reserve. In conclusion, it is absolutely essential that program sponsors and program technical managers provide the highest possible level of professional and technical direction for their respective Naval Reserve surface training programs.

The manpower and training process described in Chapters III and IV play the major role in the formulation of the surface reserve budget. In order for allocated funds to be appropriately executed, manpower and training requirements must be accurately determined during the budget formulation process. When Navy Training Plans (refer to Chapter III for explanation) neglect reserve training requirements, required training for the surface reserve cannot be properly determined. Through research for this thesis, we discovered that many active duty ships were not aware of how the training requirements for their reserve units were determined or if the requirements fully meet mobilization requirements. Active duty shore commands (i.e., weapon stations, hospitals, and supply commands) responsible for surface augment units seemed to be more knowledgeable in this area. The lack of knowledge among operational commands indicates that one of the key ingredients in the budget formulation is not accurately determined.

C. RECOMMENDATIONS

Since the active duty Navy is the primary determiner of manpower, and training requirements, for the reserve Navy, it is recommended that improved communication and liaison be instituted for reserve billet training, particularly for job task description for reserve personnel on M-day. Additionally, it is recommended that a method of comparison and cross reference of budget submissions to budget allocations/execution be devised and a more formal information exchange up and down the chain of command be implemented. This would have to be a joint effort between budget officers of the active duty and reserve Navy.

In order to receive the most efficient use of funds allocated for the training of Naval Reservists, it is recommended that an indepth indoctrination of the Naval Reserve concepts be included as mandatory training for those surface ships with Naval Reservists attached. This would also add stability to the budget formulation process for both the active duty and reserves.

It is essential for national security that the "one Navy" concept be integrated into a workable concept. Tremendous improvement has been made in this area as far as funding is concerned, but the acceptance of the reserve program at lower level active duty echelon commands, needs some improvement.

D.   RECOMMENDATIONS FOR FURTHER STUDY

During the course of research for this thesis, two areas were identified that are recommended for further study.

The first recommendation is for a feasibility study of a training program for active duty Navy personnel to increase their knowledge and understanding of the Naval Surface Reserve. Active duty personnel responsible for manpower and training requirements display a general lack of basic knowledge in the following surface reserve training areas:

1. Reserve billet structures; where and how they evolve

2. Support and commitment to the Naval Reserve in determining training requirements for reserve personnel

3. Lack of input requirements to the Naval Training Plan (NTP) for the Naval Reserve.

The second area recommended for further study is the methodology used by active duty resource sponsors in estimating manpower and training costs for the Naval Surface Reserve. Naval Surface Reserve budget officers have noted problems with budget data derived from inaccurate estimates.

APPENDIX A

RPN BUDGET ACTIVITIES AND SUBACTIVITIES

BUDGET ACTIVITY-ONE (BA-1)

Training Pay Category A/Q

This budget activity provides for the total costs of training officers and enlisted personnel of the Naval Reserve in Pay Categories A and Q. Members in Pay Category A are required to perform training duty of two weeks duration and perform a minimum of 48 drills per year. Members in Pay Category Q are Sea and Air Mariners enrolled in a Split Tour Initial Active Duty for Training program who are required to perform four drills per month for pay while in that status. In addition, personnel in the combat component of the surface reserve and in selected aviation groups are authorized to participate in specified additional training in order to maintain proficiency. Included in this activity are the costs of basic pay, basic allowance for quarters, basic allowance for subsistence, the government's contribution to Social Security and retirement accrual, individual clothing and uniform gratuities for officers and enlisted personnel, subsistence-in-kind for enlisted personnel, travel to and from active duty for training, travel to and from alternate Inactive Duty Training sites (IDTT). The rates for all costs are determined by applicable provisions of law and regulations.

Training Pay Category D

This budget activity provides for the total costs of training officers and enlisted personnel of the Naval Reserve in Pay Category D. These personnel are individuals who are assigned Individual Mobilization Augmentation positions and are required to perform two weeks annual active duty training. These reservists will fill active force shortages during the early phase of mobilization. Included in this activity are the costs of basic pay, individual clothing and uniform gratuities for officers and enlisted personnel, subsistence-in-kind for enlisted personnel, travel to and from active duty for training, basic allowance for quarters, basic allowance for subsistence, the government's contribution to Social Security and retirement accrual. The rates of all costs are determined by applicable provisions of law and regulations.

Training Pay Category F

This budget activity provides the funds for initial active duty for training (IADT) for enlisted Sea and Air Mariners (SAM) and Officer Sea and Air Mariners (OSAM). SAM and OSAM personnel are non-prior service accessions into the Naval Reserve who, upon attainment of designator/military occupational skills (MOS), are assigned to junior-rated Selected Reserve billets in a drilling (Training Category A) status. These billets are a critical part of the total Naval Reserve manpower objective. Pay Category U members are SAMs attending the second phase of the split training program. SAMs attend one of four training programs. The regular program consists of eight weeks Recruit Training followed immediately by a variable length "A" school. The advanced training program provides eight weeks Recruit Training and four weeks advance training. The split training program provides for the member to attend eight weeks Recruit Training during the summer after completion of the junior year in high school. Upon graduation, the member returns to complete "A" school. The Vocational Technical (VOTECH) training program consists of eight weeks Recruit Training and four weeks advance training. Upon completion of Initial Active Duty for Training, the members report to their mobilization assignment in an inactive (paid drill) status. VOTECH SAMs are required to complete, without compensation, an approved course of instruction at a private institution to acquire rate skills. The VOTECH program is a temporary solution to meet the shortage of "A" schools in critical ratings.

OSAMs are derived from two sources: voluntary conversion from ROTC training to OSAM and, by direct accession. ROTC conversion personnel become OSAM after completion of college and commissioning; direct accession personnel are OSAMs upon enlistment and must attend Officer's Candidate School (OCS) or Officer's Indoctrination School (OIS) to earn a commission. OSAM designators include Surface Line, Naval Flight Officer, Special Warfare, Engineering Duty, Aviation Maintenance, Cryptology, Intelligence and Staff Corps. Initial Active Duty for Training after commissioning can last from a few weeks to over two years, depending on the designator.

The rates used in computing requirements include basic pay, government's contribution to Social Security, subsistence-in-kind, quarters allowance, variable housing allowances, individual clothing and uniform gratuities, travel to and from active duty for training, separation leave pay and retirement accrual. The rates of all costs are determined by applicable provisions of law and regulations.

Other Training and Support/Mobilization Training

This budget activity provides for the total costs of training officers and enlisted personnel of the Individual Ready Reserve (IRR). Included are members of Voluntary Training Units (VTU) who perform non-pay regular drills and annual active duty for training for pay, if available funds exist; Merchant Marine officers on federal subsidy ships; and other inactive Naval Reservists who have remaining military service obligation, or who elect to remain in the IRR, and who are not assigned to Naval Reserve units. Included in this budget activity are the costs of basic pay, individual clothing and uniform gratuities for officers and enlisted personnel, subsistence in kind for enlisted personnel, travel to and from active duty for training, basic allowance for quarters, basic allowance for subsistence, the government's contribution to Social Security and retirement accrual. The rates of all costs are determined by applicable provisions of law and regulations.

Other Training and Support/School Training

This budget activity provides for the total costs of training qualified officers and enlisted personnel participating in selected school programs. The training is designed to increase mobilization potential and to provide increased proficiency in high priority skills which cannot be achieved by regular drills and active duty for training. Examples are the Naval War College, Senior Officer Course, Defense Strategy Seminar, Engineering Watch Officer and ASW Operator. Included in this activity are the costs of basic pay, subsistence-in-kind for enlisted personnel, travel to and from active duty for training, basic allowance for quarters, basic allowance for subsistence, the government's contribution to Social Security and retirement accrual. The rates of all costs are determined by applicable provisions of law and regulations.

Other Training and Support/Special Training

This budget activity provides additional training opportunities for Naval Reserve officers and enlisted personnel participating in special programs and for mutual support to active Navy commands. The special active duty for training program is critical to the readiness of Reservists, management of Reserve programs and to ensure fleet operations. These training periods often provide mutual support to both the fleet and the Naval Reservists.

Peak fleet requirements, such as during fleet exercises, are filled by Reservists performing short periods of special active duty for training. War Gaming Seminars, NRF Ship transfers and operations, Fleet Exercise Support and NFO Transitional Training are other special programs funded by this budget activity. Special Training is designed to enable personnel to achieve immediate readiness standards that cannot be met by other means and for support of other requirements. Included in this activity are the costs of basic pay, subsistence-in-kind for enlisted personnel, travel to and from training, basic allowance for quarters, basic allowance for subsistence, the government's contribution to Social Security and retirement accrual. The rates of all costs are determined by applicable provisions of the law and regulations.

Other Training and Support/Administration and Support

The funds requested are to provide for pay and allowances and permanent change of station costs for Naval Reserve Full-time Support (FTS) personnel. The majority of the FTS personnel are assigned to active duty in the Training and Administration of Reserves (TAR) program, as authorized by 10 U.S.C. 265 and 678. The purpose of the TAR program is to provide a community of professionals to administer Naval Reserve programs. TAR personnel are assigned to Naval Reserve shore activities (Naval Air Reserve Units, Naval Reserve Centers, Naval Reserve Readiness Commands, etc.), Naval Reserve Force (NRF) ships and headquarters staffs such as Chief of Naval Operations and Chief of Naval Personnel. A small percent of the TAR officers also serve on a rotational basis with fleet or active Navy activities to maintain proficiency in operational procedures. The pay, allowances and travel expenses for Temporary Active Duty (TEMAC) FTS personnel, who support Reserve programs for temporary periods of time, are also included in this budget activity. Most of these TEMAC personnel are assigned to Naval Reserve Canvasser-Recruiter billets and a small number provide short-term support to the Naval Reserve management headquarters. Requested funds under this activity also provide for Death Gratuities/Disability, Reserve Incentive Programs, and the NROTC Nuclear Accession Bonus Program.

Other Training and Support/Education Benefits

Requested funds are for the payment to the Department of Defense Education Benefits Fund, a trust fund. The program is governed by Title 10 U.S.C., Chapter 106. This program will fund educational benefit payments in their entirety for

eligible individuals in the Selected Reserve. This program is budgeted on an accrual basis. Actual payments to individuals are made by the Veterans Administration from funds transferred from the trust account. All individuals enlisting, reenlisting, or extending for not less than six years in the Selected Reserve between 1 July, 1985 and 30 June, 1988 except those who have received a commission from a Service academy or completed an ROTC scholarship program are eligible to receive educational assistance unless they are entitled to assistance under Title 38 U.S.C, Chapter 30. The individuals must also meet initial training and/or have a high school diploma or equivalency requirements. The program will provide for funds adequate to allow for one of three levels of assistance. The levels are: $140.00 per month for full-time educational pursuit, $105.00 for three quarter time and $70.00 per month for half-time pursuit. The maximum total benefit that can be paid is $5,040.00.

APPENDIX B

O&MNR BUDGET ACTIVITIES (BA) AND SUBACTIVITIES

BA-1, 5B Surface Forces

This activity group is comprised of surface support operating forces. The mission is to provide combat ready forces for immediate deployment in time of war or national emergency. The objective is to maintain adequate skill levels in highly technical specialties through training during week-end drills and active duty for training (ACDUTRA). The surface force is composed of several related but distinct programs. The programs financed include: Construction Forces (SEABEES), Cryptologic Activities, Intelligence Training Activities, Ordnance Handling Support Activities, and Special Combat Support Forces. The Special Combat Support Forces include: Mobile Mine Assembly Groups, Navy Beach Groups, Amphibious Construction Detachments, Assault Craft Units, Beachmaster Units, Special Warfare Seals, Cargo Handling Battalions, Mobile Inshore Undersea Warfare Units, Mobile Diving and Salvage Units, and Explosive Ordnance Disposal Units.

BA-3, F3 Base Operations Support

This activity includes the operation of six Naval Air Stations, two Naval Air Facilities, seven Naval Air Reserves Centers, 16 Naval Reserve Readiness Commands, 234 Naval Reserve Centers and Facilities, one Naval Support Activity, the Naval Reserve Financial Processing Center, and four other New Orleans activities. Their mission is to provide services and material support for the Naval Reserve and other activities as designated by the CNO. The objectives of the Naval Reserve shore installations are to provide services and support to Reserve forces and assigned activities; ensure updated capability for maintaining personnel skill proficiencies; maintain and protect investments in facilities, equipment, weapons and weapon systems; provide adequate personnel services; meet acceptable standards of habitability, health and safety in living and work areas; and effectively manage resources for proper and efficient utilization including the protection of the environment and conservation of natural resources.

BA-3, F4 Maintenance of Real Property

This activity group includes maintenance, repair and minor construction of real property for the operation of six Naval Air Stations, two Naval Air Facilities, seven Naval Air Reserve Centers and Facilities, one Naval Support Activity, 16 Naval Reserve Readiness Commands, 234 Naval Reserve Centers, the Naval Reserve Financial Information Processing Center and four other New Orleans area activities. Their mission is to provide services and material in support of the Naval Reserve and other activities as designated by the CNO. The objective is to provide adequate and viable facilities for shore based readiness, protection of current plant investments and continue to provide a physical environment conducive to recruiting, training and retaining skilled and motivated personnel.

BA-3, 5T Management Headquarters

This encompasses the operation of the headquarters of the Commander Naval Reserve Force. Funds requested provide civilian salaries and administrative support including consumable supplies, communication services, travel of staff personnel and the cost of maintaining spaces. The Commander Naval Reserve Force is responsible for the training, administration and mobilization readiness of the Naval Reserve under its claimancy which includes all of the Naval Reserve except those assigned to Naval Reserve Force ships, including the management of all resources assigned thereto. As the major claimant (Echelon II), he:

- manages all assigned resources

- conducts necessary liaison with appropriate Fleet Commanders, Naval commands, bureaus and offices in order to ensure effective support required for readiness of the Naval Reserve;

- monitors the effectiveness of resource management in the field, effects the establishment and modification of Naval Reserve programs and activities as directed by the CNO;

- implements, conducts and monitors mobilization training curricula generated by Fleet Commanders and program sponsors;

- plans for the implementation of personnel processing procedures in the event of full or partial mobilization.

104

BA-3, 5Y Recruiting Activities

Recruiting Activities provide for the operations and maintenance necessary to support approximately 1400 enlisted and 225 officer personnel and salaries of 42 civilian personnel under the Commander, Naval Reserve Force; the recruiting operation cost of over 270 facilities located in all 50 states; and provides funding for travel, lodging and subsistance costs of personnel processed by the Military Entrance Processing Stations.

BA-3, 5Z Advertising Activities

Naval Reserve advertising is built around a national advertising plan which is complemented by local advertising and an active public service campaign. The Naval Reserve relies on a media mix that includes public service radio, paid printed advertising in magazines and newspaper direct mail campaigns and recruiting booklets, pamphlets and posters to increase public awareness, portray opportunities and generate leads.

APPENDIX C

NAVAL RESERVE TRAINING SITES

ALABAMA
    NAVAL RESERVE CENTERS:
    Bessmer, East Gradsden, Huntsville, Mobile, Montgomery,
    Tusaloosa

ALASKA
    NAVAL RESERVE CENTER:
    Anchorage

ARIZONA
    NAVAL RESERVE CENTERS:
    Phoenix, Tucson

ARKANSAS
    NAVAL RESERVE CENTERS:
    Fayetteville, Fort Smith, Little Rock

CALIFORNIA
    NAVAL RESERVE READINESS COMMANDS:
    Region Nineteen, San Diego
    Region Twenty, San Francisco

    NAVAL RESERVE CENTERS:
    Alameda, Bakersfield, Encino, Fresno, Long Beach, Los
    Angeles, Pacific Grove, Pomona, Sacramento, San
    Bernadino, San Bruno, San Diego, San Francisco (Treasure
    Island), San Jose, Santa Ana, Santa Barbara, Stockton,
    Vallejo

    NAVAL AIR RESERVE ACTIVITIES:
    NAR Alameda, San Diego, Point Mugu
    NAVAIRRESCEN Lemoore, Miramar, Moffett Field

COLORADO
    NAVAL RESERVE CENTERS:
    Colorado Springs, Denver, Pueblo

    NAVAL AIR RESERVE ACTIVITY:
    NAVAIRRESCEN Denver

CONNECTICUT
    NAVAL RESERVE CENTERS:
    New Haven, Plainville

DELAWARE
    NAVAL RESERVE CENTERS:
    Lewes, Wilmington

DISTRICT OF COLUMBIA
    NAVAL RESERVE READINESS COMMAND:
    Region Six, Washington

    NAVAL RESERVE CENTER:
    Washington (Anacostia)

    NAVAL AIR RESERVE FACILITY:
    NAF Washington

FLORIDA
    NAVAL RESERVE READINESS COMMAND:
    Region Eight, Jacksonville

    NAVAL RESERVE CENTERS:
    Jacksonville, Miami, Orlando, Palm Beach Gardens, Pensacola, St. Petersburg, Tallahassee, Tampa

    NAVAL AIR RESERVE ACTIVITY:
    NAR Jacksonville

GEORGIA
    NAVAL RESERVE CENTERS:
    Atlanta, Augusta, Columbus, Macon, Savannah

    NAVAL AIR RESERVE ACTIVITY:
    NAS Atlanta (Marietta)

HAWAII
    NAVAL RESERVE CENTER:
    Honolulu

IDAHO
    NAVAL RESERVE CENTERS:
    Boise, Pocatello

ILLINOIS
    NAVAL RESERVE READINESS COMMAND:
    Region Thirteen, Great Lakes

    NAVAL RESERVE CENTERS:
    Danville, Decatur, Forest Park, Great Lakes, Peoria, Rock Island,

    NAVAL AIR RESERVE ACTIVITY:
    NAS Glenview

INDIANA
    NAVAL RESERVE CENTERS:
    Bloomington, Evansville, Fort Wayne, Gary, Indianapolis,
    South Bend, Terre Haute

IOWA
    NAVAL RESEERVE CENTERS:
    Cedar Rapids, Des Moines, Dubuque, Sioux City, Waterloo

KANSAS
    NAVAL RESERVE READINESS COMMAND:
    Region Eighteen, Olathe

    NAVAL RESERVE CENTERS:
    Hutchinson, Topeka, Wichita

    NAVAL AIR RESERVE ACTIVITY:
    NAVAIRRESCEN Olathe

KENTUCKY
    NAVAL RESERVE CENTERS:
    Lexington, Louisville

LOUISIANA
    NAVAL RESERVE READINESS COMMAND:
    Region Ten, New Orleans

    NAVAL RESERVE CENTERS:
    Alexandria, Baton Rouge, Lafayette, Monroe, New Orleans,
    Shreveport

    NAVAL AIR RESERVE ACTIVITY:
    NAS New Orleans

MAINE
    NAVAL RESERVE CENTERS:
    Augusta, Bangor, Portland

MARYLAND
    NAVAL RESERVE CENTERS:
    Adelphi, Baltimore, Cumberland

MASSACHUSETTS
    MAVAL RESERVE CENTERS:
    Lawrence, New Bedford, Pittsfield, Quincy, Westover,
    Worcester

    NAVAL AIR RESERVE ACTIVITY:
    NAS South Weymouth

MICHIGAN
    NAVAL RESERVE CENTERS:
    Battle Creek (Fort Custer), Cadillac, Calumet, Detroit,
    Grand Rapids, Lansing, Muskegon, Saginaw, Southfield

    NAVAL AIR RESERVE ACTIVITY:
    NAF Detroit

MINNESOTA
    NAVAL RESERVE READINESS COMMAND:
    Region Sixteen, Minneapolis

    NAVAL RESERVE CENTERS:
    Duluth, St. Paul

    NAVAL AIR RESERVE ACTIVITY:
    NAVAIRRESCEN Twin Cities (Minneapolis)

MISSISSIPPI
    NAVAL RESERVE CENTERS:
    Gulfport, Jackson

MISSOURI
    NAVAL RESERVE CENTERS:
    Cape Girardeau, Joplin, Kansas City, St. Joseph, St.
    Louis, Springfield

MONTANA
    NAVAL RESERVE CENTERS:
    Billings, Butte, Great Falls, Missoula

NEBRASKA
    NAVAL RESERVE CENTERS:
    Lincoln, Omaha

NEVADA
    NAVAL RESERVE CENTERS:
    Las Vegas, Reno

NEW HAMPSHIRE
    NAVAL RESERVE CENTERS:
    Manchester, Portsmouth

NEW JERSEY
    NAVAL RESERVE CENTERS:
    Atlantic City, Kearny, Perth Amboy, West Trenton

NEW MEXICO
    NAVAL RESERVE CENTERS:
    Albuquerque, Carlsbad

NEW YORK

    NAVAL RESERVE READINESS COMMAND:
    Region Two, Scotia

    NAVAL RESERVE CENTERS:
    Albany, Amityville, Binghamton, Bronx, Brooklyn, Buffalo, Glens Falls, Horseheads, Jamestown, New Rochelle, New York (USS INTREPID), Poughkeepsie, Rochester, Rome, Staten Island, Syracuse, Watertown

    NAVAL RESERVE MAINTENANCE TRAINING FACILITY:
    NRMTF Brooklyn

NORTH CAROLINA

    NAVAL RESERVE CENTERS:
    Ashville, Charlotte, Greensboro, Raleigh, Wilmington

NORTH DAKOTA

    NAVAL RESERVE CENTER:
    Fargo

OHIO

    NAVAL RESERVE READINESS COMMAND:
    Region Five, Ravenna

    NAVAL RESERVE CENTERS:
    Akron, Cincinnati, Cleveland, Columbus, Dayton, Mansfield, Portsmouth, Toledo, Youngstown

    NAVAL AIR RESERVE ACTIVITY:
    NAVAIRRESCEN Columbus

OKLAHOMA

    NAVAL RESERVE CENTERS:
    Oklahoma City, Stillwater, Tulsa

OREGON

    NAVAL RESERVE CENTERS:
    Eugene, Medford, Portland, Salem

PENNSYLVANIA

    NAVAL RESERVE READINESS COMMAND:
    Region Four, Philadelphia

    NAVAL RESERVE CENTERS:
    Allentown, Altoona, Avoca, Ebensburg, Erie, Folsom, Harrisburg, Mckeesport, Philadelphia (NAVBAS), Philadelphia (NE), Pittsburgh, Reading, Williamsport

    NAVAL AIR RESERVE ACTIVITY:
    NAS Willow Grove

RHODE ISLAND
    NAVAL RESERVE READINESS COMMAND:
    Region One, Newport

    NAVAL RESERVE CENTER:
    Providence

SOUTH CAROLINA
    NAVAL RESERVE READINESS COMMAND:
    Region Seven, Charleston

    NAVAL RESERVE CENTERS:
    Charleston, Columbia, Greenville

TENNESSEE
    NAVAL RESERVE READINESS COMMAND:
    Region Nine, Memphis (Millington)

    NAVAL RESERVE CENTERS:
    Chattanooga, Kingsport, Knoxville, Memphis, Nashville

    NAVAL AIR RESERVE ACTIVITY:
    NAR Memphis (Millington)

TEXAS
    NAVAL RESERVE READINESS COMMAND:
    Region Eleven, Dallas

    NAVAL RESERVE CENTERS:
    Abilene, Amarillo, Austin, Corpus Christi, Dallas, El
    Paso, Harlingen, Houston, Laredo, Lubbock, Midland,
    Orange, San Antonio, Tyler, Waco, Wichita Falls

    NAVAL AIR RESERVE ACTIVITY:
    NAS Dallas

UTAH
    NAVAL RESERVE CENTERS:
    Ogden, Salt Lake City

VERMONT
    NAVAL RESERVE CENTER:
    Burlington

VIRGINIA
    NAVAL RESERVE CENTERS:
    Norfolk, Richmond, Roanoke, Staunton

    NAVAL AIR RESERVE ACTIVITY:
    NAR Norfolk

WASHINGTON
    NAVAL RESERVE READINESS COMMAND:
    Region Twenty-Two, Seattle

    NAVAL RESERVE CENTERS:
    Bremerton, Everett, Pasco, Seattle, Spokane, Tacoma

    NAVAL AIR RESERVE ACTIVITY:
    NAR Whidbey Island

    NAVAL RESERVE MAINTENANCE TRAINING FACILITY:
    NRMTF Tacoma

WEST VIRGINIA
    NAVAL RESERVE CENTERS:
    Cross Lanes, Huntington, Moundsville, Parkersburg

WISCONSIN
    NAVAL RESERVE CENTERS:
    Green Bay, La Crosse, Madison, Milwaukee, Oshkosh,
    Plover, Sheboygan
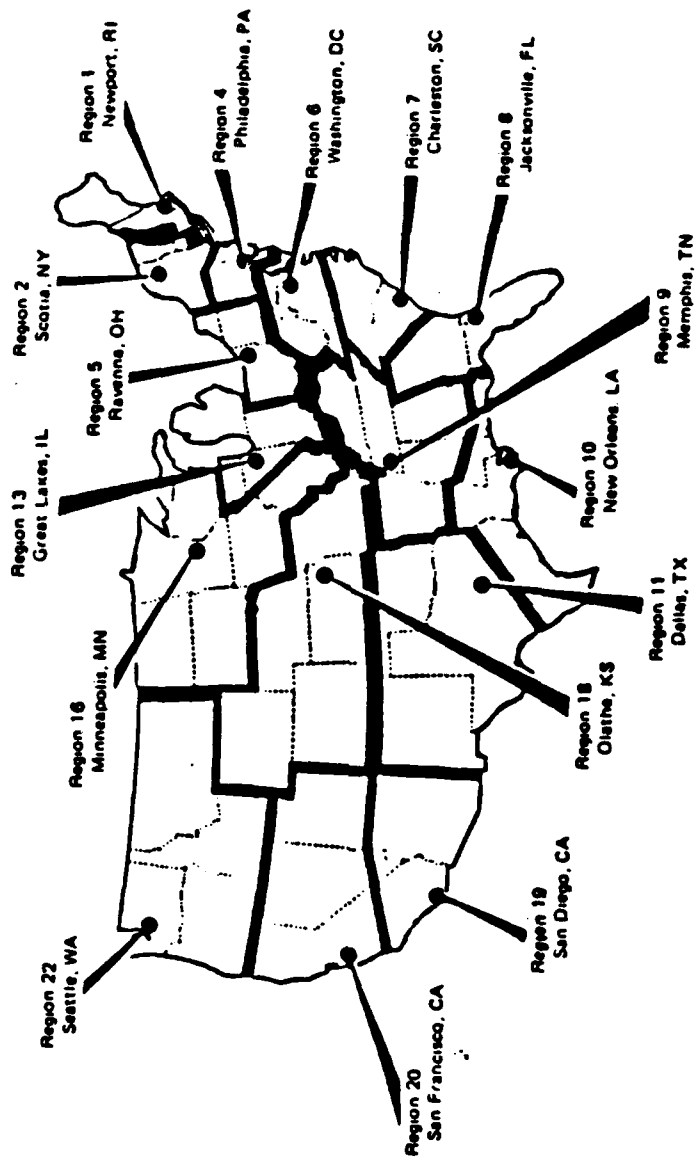
WYOMING
    NAVAL RESERVE CENTER:
    Cheyenne

Figure 3. Naval Reserve Readiness Regions
[Ref. 10:p. 3-5]

113

APPENDIX D

ACRONYMS

ABQTS	Automated Billet Qualification Tracking System
ACDUTRA	Active Duty for Training
APDM	Amended Program Decision Memorandum
AZ	Aviation Maintenance Administrationman
CA	Commercial Activities
CG	Consolidated Guidance
CEB	Chief of Naval Operations Executive Boards
CNA	Center of Naval Analysis
CNET	Chief of Naval Education and Training
CNO	Chief of Naval Operations
CNRF	Commander Naval Reserve Force
CO	Commanding Officer
COMNAVRESFOR	Commander Naval Reserve Force
COMNAVRESREDCOM	Commander Naval Reserve Readiness Command
COMNAVSURFRESFOR	Commander Naval Surface Reserve Force
CPAM	Chief of Naval Operations Program Assessment Memorandum
DCNO	Deputy Chief of Naval Operations
DIA	Defense Intelligence Agency
DMSO	Director of Major Staff Office
DNFYDF	Department of Navy Five Year Defense Plan
DOD	Department of Defense

DPPC	Defense Planning and Programming Category
ER	Efficiency Review
ET	Electronics Technician
FTS	Full Time Support
FUNCAT	Functional Categories
FY	Fiscal Year
FYDP	Five Year Defense Plan
IDTT	Inactive Duty Training Travel
IRR	Individual Ready Reserve
JCS	Joint Chief of Staff
JIEP	Joint Intelligence Estimate for Planning
JPAM	Joint Program Assessment Memorandum
JSPD	Joint Strategic Planning Document
JSPS	Joint Strategic Planning System
MAPMIS	Manpower Personnel Management Information System
MEM	Manpower Estimating Models
MEO	Most Efficient Organization
MPA	Manpower Authorization
MPT	Manpower, Personnel and Training
MPTCD	Manpower, Personnel and Training Concept Document
MPTRRD	Manpower, Personnel and Training Resource Requirements Document
MR/PA	Make Ready/Put Away
NAMMOS	Navy Manpower Mobilization System
NAVCOMPT	Navy Comptroller
NAVMEP	Navy Manpower Engineering Program

NAVMMACLANT/PAC	Navy's Manpower and Material Analysis Centers Atlantic/Pacific
NEC	Navy Enlisted Classification
NMP	Navy Manning Plan
NMPC	Navy Military Personnel Center
NOBC	Navy Officer Billet Code
NTP	Navy Training Plan
OIC	Officer in Charge
OMB	Office of Management and Budget
OS	Operations Specialist
OSD	Office of the Secretary of Defense
PBD	Program Budget Decisions
PBFT	Planning Board for Training
PD	Production Delay
PDA	Principal Development Activity
PDM	Program Decision Memorandum
PDRC	Program Development Review Committee
POE	Project Operational Environment
POM	Program Objective Memorandum
PPBS	Planning, Programming and Budgeting
RBD	Reserve Billet Description
RBTP	Reserve Billet Training Plan
RBTR	Reserve Billet Training Requirements
REDCOM	Readiness Command
ROC	Required Operational Capabilities
RPN	Reserve Personnel Navy
SECDEF	Secretary of Defense

SHMD	Shore Manpower Document
SHOROC	Shore Required Operational Capabilities
SIMA	Shore Intermediate Maintenance Activity
SMD	Ship Manpower Document
SPP	Sponsor Program Proposal
SQMD	Squadron Manpower Document
SYSCOM	Systems Command
TA	Training Agency
TAR	Training and Administration of Reserves
TOA	Total Obligation Authority
TSA	Training Support Activity
YN	Yeoman

LIST OF REFERENCES

1. U.S. Statues, <u>Armed Forces Reserve Act of 1952</u>, Public Law 476, Sections 201, 204, 205, 206, 207; as amended by U.S. Statutes, Reserve Forces Act of 1955, Public Law 305.

2. Kreh, W. R., <u>Citizen Sailors; The U.S. Naval Reserve in War and Peace</u> pp. 103-249, David McKay Company, 1967.

3. Department of the Navy, Office of the Chief of Naval Operations Instruction 5430.48, Subject: <u>OPNAV Organization Manual</u>, 9 October 1985.

4. Department of the Navy, Commander Naval Surface Reserve Force Instruction 3502.1, Subject: <u>Surface Master Training Plan</u>, 6 May 1986.

5. Department of Defense, Office of the Secretary of Defense, <u>Fiscal Year 1985 Readiness Assessment of the Reserve Components</u>, June 1986.

6. Department of the Navy, <u>Justification of Estimates for Fiscal Year 1983 Submitted to Congress on Operating Appropriations</u>, January 1983.

7. Department of the Navy, <u>Navy Comptroller Manual</u>, Volume II, Section 021001, 1978.

8. Department of Defense Instruction 7045.7, Subject: <u>Department of Defense Planning, Programming and Budgeting System</u>, 27 March 1984.

9. Department of Defense Appropriations for 1986, <u>Hearings Before a Subcommittee on Appropriations, House of Representatives</u>, 99th Congress, 1st Session, 4 September 1985.

10. Department of the Navy, Commander of the Naval Reserve Force, <u>Fiscal Year 1988/89 NAVCOMPT Apportionments</u>, 2 July 1987.

11. Department of Defense, Office of the Assistant Secretary of Defense, <u>Manpower Requirements Report for FY 1987, Force Readiness Report, Volume III</u>, February 1986.

12. Department of the Navy, Chief of Naval Operations Instruction 1000.16F, Subject: <u>Manpower of Navy Total Force Manpower</u>, 12 August 1986.

13. Department of the Navy, Chief of Naval Operations Instruction 1001.7D, Subject: <u>Organization, Administration, Training and Support of the Naval Reserve</u>, 27 September 1979.

14. Department of the Navy, Chief of Naval Operations Instruction 5311.7, Subject: <u>Determining Manpower, Personnel and Training (MPT) Requirements for Navy Acquisitions</u>, 12 August 1985.

15. Department of Defense Directive 7200.1, Subject: <u>Administrative Control of Appropriations</u>, 7 May 1984.

16. Department of the Navy, Naval Postgraduate School, <u>Practical Comptrollership Course Manual</u>, 1987.

17. Navy Manpower Mobilization System (NAMMOS) Users Manual, OPNAV P-11-1, Executive Summary, 1986.

18. Department of the Navy, Commander Naval Reserve Force Instruction P7100.1, Subject: <u>Naval Reserve Budget</u>, 27 June 1985.

BIBLIOGRAPHY

Cooper, Richard V. L., <u>Military Manpower and the All Volunteer Force</u>, California, The Rand Corporation, September 1985.

Defense Manpower Commission Staff Studies Volume II, <u>The Total Force and its Manpower Requirements Including Overviews of Each Service</u>, May 1976.

Department of Defense Appropriation for 1986, <u>Hearings Before a Subcommittee of the Committee on Appropriations House of Representatives</u>, 99th Congress, 1st Session, 4 September 1985.

Department of Defense, Office of the Assistant Secretary of Defense, <u>Manpower Requirements Report for FY 1986</u>, February 1985.

Department of Defense, Office of the Secretary of Defense, <u>Fiscal Year 1983 Readiness Assessment of the Reserve Components</u>, 24 July 1984.

Department of Defense, Office of the Secretary of Defense, <u>Reserve Forces Policy Board, Fiscal Year 1983 Annual Report</u>, 14 November 1984.

Department of the Navy, A Report to Congress, Navy's Total Force/Fiscal Year 1988, <u>Total Force--Teamwork in Action</u>, 27 February 1987.

Department of the Navy, Chief of Naval Operations Instruction 1000.16F, Subject: <u>Manpower of Navy Total Force Manpower</u>, 12 August 1986.

Department of the Navy, Chief of Naval Operations Instruction 1001.14A, Subject: <u>Allocation of Reserve Forces Units andDetermine of Manpower in Local Communities</u>, 10 September 1979.

Department of the Navy, Chief of Naval Operations Instruction 1001.7D, Subject: <u>Organization, Administration, Training and Support of the Naval Reserve</u>, 27 September 1979.

Department of the Navy, Chief of Naval Operations Instruction 1500.44A, Subject: <u>Responsibilities of Personnel Training Requirements and Related Plans</u>, 3 February 1983.

Department of the Navy, Chief of Naval Operations Instruction 1500.51A, Subject: <u>Navy Training Strategy</u>, 10 June 1985.

Department of the Navy, Chief of Naval Operations Instruction 1500.8M, Subject: <u>Navy Training Planning Process</u>, 18 September 1986.

Department of the Navy, Chief of Naval Operations Instruction 1550.8A, Subject: <u>Development, Review, and Approval of New or Modified Training Course Curricula</u>, 7 August 1981.

Department of the Navy, Chief of Naval Operations Instruction 3500.34C, Subject: <u>Personal Qualification Standards (PQS) Program</u>, 27 March 1980.

Department of the Navy, Chief of Naval Operations Instruction 4423.3B, Subject: <u>New and/or Combat Serviceable Equipment for Reserve Forces</u>, 8 January 1973.

Department of the Navy, Chief of Naval Operations Instruction 5311.7, Subject: <u>Determining Manpower, Personnel and Training (MPT) Requirements for Navy Acquisitions</u>, 12 August 1985.

Department of the Navy, Chief of Naval Operations Instruction 5312.10C, Subject: <u>Manpower Planning System</u>, 29 October 1974.

Department of the Navy, Chief of Naval Operations Instruction 5430.48B, Subject: <u>Office of the Chief of Naval Operations (OPNAV) Organization Manual</u>, 9 October 1985.

Department of the Navy, Chief of Naval Operations Instruction 7040.6A, Subject: <u>Programmed and Budget Support for the Naval Reserve</u>, 18 November 1975.

Department of the Navy, Chief of Naval Operations, OPNAV 12P-6, <u>United States Navy Manpower Requirement Program for Shore Based Activities</u>, June 1985.

Department of the Navy, Commander Naval Reserve Force Instruction 3501.1F, Subject: <u>Readiness Reporting and Monitoring for Naval Reserve Reinforcing/Sustaining Units and Reserve Feeder Report Submission Procedures</u>, 10 September 1986.

Department of the Navy, Commander Naval Reserve Force Instruction 7300.11A, Subject: <u>Inactive Duty Training Travel (IDTT)</u>, 27 September 1985.

Department of the Navy, Commander Naval Reserve Force, <u>Fiscal Year 1988/89 NAVCOMPT Apportionment for O&MNR</u>, 2 July 1987.

Department of the Navy, Commander Naval Reserve Force, <u>Fiscal Year 1988/89 NAVCOMPT Apportionment for RPN</u>, 2 July 1987.

Department of the Navy, Commander Naval Surface Reserve Force Instruction 1500.1A, Subject: <u>Reserve Billet Training Plan (RBTP)</u>, 22 January 1987.

Department of the Navy, Director, Department of the Navy Program Information Center, OPNAV 90P-1E, <u>Programming Manual</u>, 27 July 1979.

Department of the Navy, Secretary of the Navy Instruction 7040.11A, Subject: <u>Program and Budget Support for Department of the Navy Reserve Forces</u>, 24 December 1974.

Director of the Navy Program Planning (OP-90), <u>Chief of Naval Operations Manpower, Personnel, and Training Programming Manual</u>, Part I, American Management Systems, Inc., Arlington, Virginia.

<u>Planning, Programming and Budgeting System</u>, Command Magazine, Volume 2, No. 1, January 1979, American Forces Press Service, Arlington, Virginia.

Rucket, W. C., <u>Fiscal and Life Cycles of Defense Systems</u>, Fourth Edition, General Dynamics Corporation, July 1982.

United States General Accounting Office, <u>Observations on Naval Reserve Training for Selected Reserve Reinforcing and Sustaining Units</u>, Serial # GAO/NSIAD-84-35, 20 January 1984.

Wedding, David A., and Hutchins Jr., Elmer S., <u>Navy Manpower Planning and Programming: Basic for Systems Examination</u>, NRDC, 1974.

INITIAL DISTRIBUTION LIST

		No. Copies
1.	Defense Technical Information Center Cameron Station Alexandria, Virginia 22304-6145	2
2.	Library, Code 0142 Naval Postgraduate School Monterey, California 93943-5002	2
3.	LCDR Danny G. Matthews, Code 54Ma Department of Administrative Sciences Naval Postgraduate School Monterey, California 93943-5004	1
4.	Prof. Paul M. Carrick, Code 54Ca Department of Administrative Sciences Naval Postgraduate School Monterey, California 93943-5004	1
5.	LT Brenda D. Ingle 4400 Dauphine St. Bldg. 601-5B Code 234A New Orleans, Louisiana 70146-5000	1
6.	CDR Terry L. Simpson 8948 Miller Lane Vienna, Virginia 22180	1
7.	CDR J.R. Edwin 4400 Dauphine St. Code 36 New Orleans, Louisiana 70146-5000	2

END

DATE

FILMED

8-88

DTIC