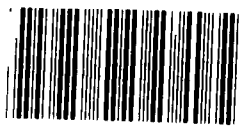
GAO

Fact Sheet for the Chairman,
Subcommittee on Defense,
Committee on Appropriations,
House of Representatives

July 1986

NAVAL RESERVES

Requirements for Training and Administration of the Reserve



GAO/NSIAD-86-138FS

GAO

United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-219848

July 9, 1986

The Honorable Bill Chappell, Jr.
Chairman, Subcommittee on Defense
Committee on Appropriations
House of Representatives

Dear Mr. Chairman:

This is in response to the former Chairman's request and a subsequent agreement with his office that we outline how the Navy determines its requirements for Training and Administration of the Reserve (TAR) Program personnel. Also, we are providing requested information on the expected growth of the TAR Program in future fiscal years and the Navy's reasons for such growth.

TAR personnel are reservists, including officers and enlistees, who serve on full-time active duty to administer, recruit, instruct, and train Naval Reserve personnel serving on inactive duty. They support Naval Reserve headquarters' organizations and serve on ships, aircraft, and shore facilities assigned to the Naval Reserve. The full-time active duty positions (which the Navy calls billets) may be filled by regular Navy personnel or by active duty Naval reservists called TARs. Regular Navy personnel fill the full-time active duty positions when there are not enough qualified TARs or when the Navy has not authorized the positions for TAR personnel.

The TAR personnel requirements process consists of three parts. Using the same process it uses for its active forces, the Navy develops requirements documents for each Reserve ship, air squadron, and shore activity. The Navy determines which of the full-time active duty positions listed on these documents are to be filled by TAR personnel and adds the number of TAR personnel needed for each Reserve ship, air squadron, and shore activity. The Navy makes certain adjustments to compute its total personnel requirements, which it refers to as end-strength levels. The following sections outline the TAR personnel requirements determination process and include information on TAR end-strength level increases for future years.

DEVELOPING PERSONNEL REQUIREMENT DOCUMENTS

The Navy determines the quantity and quality (skill, experience, training, grade level, etc.) of personnel it requires for ships, air squadrons, and shore activities assigned to its reserve forces and states these requirements in the (1) Ship Manpower Document (SMD), (2) Squadron Manpower Document (SQMD), and (3) Shore Manpower Document (SHMD) for peacetime and wartime missions. These documents are developed when ships, air squadrons, and shore activities become operational and are modified when missions, equipment, or operational capabilities change.

Various Navy commands provide information to the manpower requirements analysis activities and furnish comments on draft SMDs, SQMDs, and SHMDs prior to their approval and issuance by the Deputy Chief of Naval Operations (DCNO) for Manpower, Personnel, and Training who controls and directs the three processes. The Navy Manpower Engineering Center, located in Norfolk, Virginia, along with its engineering detachments, performs the work needed to develop the staffing standards set forth in these documents. Also, the manpower center reviews the manpower requirements analyses performed by the developers of new weapon systems. The Naval Air Systems Command's Naval Aviation Logistics Center conducts studies of the manpower required to operate and maintain new aircraft, aircraft support equipment, and aviation weapon systems. The Naval Sea Systems Command's Personnel and Training Analysis Office performs manpower and training requirements analyses for new ships, as well as for weapon systems and equipment installed on ships or at shore activities.

The manpower center, through its analyses, is responsible for determining the optimum quantity and quality of enlisted personnel required to perform all of the peacetime and wartime missions stated in the operational requirements documents for ships, air squadrons, or shore activities. In doing the analyses, the manpower center may use work study and engineering management techniques. The center can use a variety of methods to collect its information, including onsite surveys, job task analyses, time measurement studies, operational audits, or engineering estimates. However, our recent report[1] noted that the Navy was using certain techniques that were subjective and unreliable. For example, we identified weaknesses in the work measurement methodology used to determine the number of enlisted positions needed for performing preventive and corrective maintenance aboard ship.

---

[1]Navy Manpower: Improved Ship Manpower Document Program Could Reduce Requirements (GAO/NSIAD-86-49, Mar. 27, 1986).

The DCNO program sponsors[2] for Surface Warfare, Air Warfare, and Logistics, through similar analyses, develop the officer personnel requirements for ships, air squadrons, and shore activities. The center enters the officer requirements into the appropriate draft SMD, SQMD, or SHMD prior to its review and issuance.

DETERMINING TAR PERSONNEL POSITIONS

The manpower center analyzes and revises staffing standards of SMDs, SQMDs, and SHMDs when ships, air squadrons, or shore activities are assigned to the Naval Reserve. During the process, this center determines which positions are to be filled by active duty personnel and which are to be filled by the part-time inactive duty reservists. The center is responsible for determining the total number of positions, not the mix of positions between TAR and Regular Navy personnel. This is the responsibility of the program sponsor.

Navy officials within the Military Personnel Policy Division of the DCNO for Manpower, Personnel, and Training told us there were no directives or formal criteria for determining which positions were to be TARs. According to these officials, the designation of TAR occupations for air squadrons and many shore activities was made several years ago; thus, they did not know what criteria were used. However, these officials, who were involved in the recent TAR expansion program for occupations on ships and ship-related shore activities, said occupations such as fire control technician and quartermaster, which involved full-time active duty positions, were converted to TARs primarily if there were adequate career progression and ship/shore rotation opportunities. The officials said, based on their experience and judgment, about 100 full-time active duty positions were needed on Reserve ships and shore activities to assure adequate career progression and to justify converting an occupation to TAR.

DETERMINING TAR END-STRENGTH LEVELS

Military Personnel Policy Division officials said they determine the total full-time active duty positions by aggregating the positions in the Naval Reserve requirements documents. Then, based on attrition, retention, training, and other personnel information, they estimate how many TAR personnel can be expected to fill these positions and this becomes the TAR end-strength level. If TAR end-strength levels are less than the total number of authorized TAR positions, Regular Navy personnel are used to fill the shortages.

---

[2]The program sponsors are Navy officers who determine missions; develop operational requirements and projected operational environment documents; and oversee the development, funding, and use of weapon systems.

End-strength levels for future years, according to Navy officials, are projected based on the number and types of ships, air squadrons, and shore activities scheduled to be assigned to the Naval Reserve in those years and on the recruiting market conditions expected in critical occupations.

GROWTH OF THE TAR PROGRAM

The Navy forecasts an increase in TAR enlisted personnel end-strength, from 11,476 in fiscal year 1984 to 21,804 in fiscal year 1991, an increase of 90 percent. Also, the Navy projects an increase in TAR officer end-strength, from 1,639 in fiscal year 1984 to 2,112 for fiscal year 1990, an increase of 29 percent. These increases are attributable mainly to (1) the addition of 26 frigates to perform a mission escort function, (2) the establishment of additional shore intermediate maintenance activities (SIMAs) to support the frigates, and (3) Navy efforts to comply with congressional direction to replace Regular Navy with TAR personnel on the frigates. (See app. I for details on the projected TAR end-strength increases and reasons for the increases.)

- - - -

We did not obtain official Department of Defense comments; however, we did discuss the facts with Navy officials. Our objective, scope, and methodology are discussed in appendix II.

If you have any questions, I can be reached on 275-6504.

Sincerely yours,

John Landicho

John Landicho
Senior Associate Director

Contents

		Page
APPENDIX		
I	Reasons for the Growth of the TAR Program	6
II	Objective, Scope, and Methodology	9
TABLES		
I.1	Enlisted TAR Positions for fiscal years 1984-91	6
I.2	TAR Officer Increases for fiscal years 1984-90	6
I.3	Expected Increases in the Naval Reserve Fleet	7
I.4	Expected Increases in Shore Activities	8
I.5	Planned Changes in the Naval Air Reserve	8

ABBREVIATIONS

DCNO	Deputy Chief of Naval Operations
GAO	General Accounting Office
SHMD	Shore Manpower Document
SIMA	Shore Intermediate Maintenance Activity
SMD	Ship Manpower Document
SQMD	Squadron Manpower Document
TAR	Training and Administration of the Reserve

REASONS FOR THE GROWTH OF THE TAR PROGRAM

The Navy is projecting an increase in enlisted TAR personnel from its current level of about 13,000 to an end-strength of about 22,000 by fiscal year 1991. A large part of the increase is the result of the scheduled transfer of 26 Navy frigates to the Naval Reserve. In addition, other categories of ships are being transferred to the Reserve. Thus, more TAR personnel will be required to staff these ships, to maintain them, and to provide other support services at shore facilities.

The number of TAR personnel assigned to Naval Reserve air squadrons also may increase due to changes in the equipment and the types of aircraft assigned to a unit. The Navy's July 1985 estimates of TAR enlisted end-strength increases through fiscal year 1991 are shown in table I.1.

Table I.1: Enlisted TAR Positions for Fiscal Years 1984-91

	End strength		Increase	
	FY 1984	FY 1991	Number	Percent
Air squadrons	3,704	4,550	846	23
Ships	670	3,320	2,650	396
Shore	6,584	13,003	6,419	97
Individual[a]	518	931	413	80
Total	11,476	21,804	10,328	90

[a]Persons in schools, hospitals, detention, or transit.

The planned increase in the TAR officer levels from fiscal years 1984 through 1990 is shown in table I.2.

Table I.2: TAR Officer Increases for Fiscal Years 1984-90

	FY 1984	FY 1990	Growth	Percent
Total	1,639	2,112	473	29

Navy officials said that these projections do not include TAR personnel estimates for mine countermeasure and minesweeper hunter ships, which are being built for the Naval Reserve. The SMDs for these ships are being developed. The officials also said that, except for 24 of the 26 frigates scheduled for transfer to the Reserve force, these projections contain no TAR requirements for the additional ships and equipment listed in table I.3. Also, according to the officials, there are no estimates of TAR personnel required for the planned increases listed in tables I.4 and I.5, except for the SIMAs. The officials said that TAR requirements will increase further as soon as TAR requirements for the expansion and modernization are determined.

Table I.3: Expected Increases in the Naval Reserve Fleet

Ship type	February 1985 size	Expanded size	Fiscal year
Frigates	9	26	1990
Landing ship tanker	2	3	1990s
Amphibious transport	-	1	1990s
Landing craft air cushion	-	16	Beg. 1988
Landing ship dock	-	1	1990s
Mine countermeasure	-	8	1987-88
Minesweeper hunter	-	17	1989-93
Heavy helicopters[a]	-	10	1987-89
Craft of opportunity	-	(b)	Beg. 1985
Inshore undersea warfare	16	28	Beg. 1985
Jumboized fleet oilers	-	5	Beg. 1985
Hospital ships	-	2	1986-87
Salvage ships	2	4	1986

[a]Equipment going on ships.
[b]Unspecified number to be homeported at 22 locations.

Table I.4: Expected Increases in Shore Activities

Activity	Change expected	Estimated date
Cargo handling battalions	Increase of 6 (from 6 to 12)	Unknown
Construction battalions	Increase of 2 (from 17 to 19)	FY 1986
Reserve SIMAs	Increase of 4 (from 8 to 12)	FY 1987-89

Table I.5: Planned Changes in the Naval Air Reserve

Improvement	Expected completion date
Modernization of two Reserve carrier wings	Unknown
Transition of three light attack aircraft squadrons from A-7E to F/A-18 aircraft	By 1992
Transfer of three squadrons of LAMPS MK I ASW[a] helicopters to the reserve fleet	Unknown

[a]Light airborne multipurpose system antisubmarine warfare.

OBJECTIVE, SCOPE, AND METHODOLOGY

We reviewed the TAR Program in response to a request from the former Chairman, Subcommittee on Defense, House Committee on Appropriations. Our objective, as agreed with the Chairman's office, was to outline how the Navy determines its requirements for TAR personnel. Also, as requested, we collected information on the expected growth of the TAR Program in future years.

We performed our review at Navy Headquarters, Washington, D.C., in accordance with generally accepted government auditing standards. We interviewed officials at the Naval Military Personnel Command and the Office of the Chief of Naval Operations to obtain background information and their views on the program. In addition, to determine the methodology the Navy used to calculate TAR requirements, we reviewed Navy policy directives, instructions, manuals, organization charts, reports, information papers, briefing papers, manpower requirement authorizations, and various memoranda on the program and related Reserve matters.

We discussed our facts with Navy officials but did not obtain official Department of Defense comments.

(394081)

Requests for copies of GAO reports should be sent to:

U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, Maryland 20877

Telephone 202-275-6241

The first five copies of each report are free. Additional copies are $2.00 each.

There is a 25% discount on orders for 100 or more copies mailed to a single address.

Orders must be prepaid by cash or by check or money order made out to the Superintendent of Documents.

United States
General Accounting Office
Washington, D.C. 20548

Official Business
Penalty for Private Use $300

Address Correction Requested

First-Class Mail
Postage & Fees Paid
GAO
Permit No G100