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Report To The Chairman, Subcommittee On
Defense, Committee On Appropriations
House Of Representatives



The Extent Of Navy Compliance With
Congressional Guidelines On The Training And
Administration Of The Reserve (TAR) Program

At the request of the Chairman, Subcommittee on Defense, House Committee on Appropriations, GAO reviewed the extent to which the Navy has complied with Committee guidelines on the Training and Administration of the Reserve (TAR) Program. The Navy has fully complied with the Committee guideline requiring transfer of all TAR personnel funding to the Reserve Personnel, Navy appropriation account, but has not complied with the Committee guideline requiring the transfer of authority over and control of Naval Reserve funds to the Director of Naval Reserve. The Navy has not yet fully complied with two Committee guidelines requiring the conversion of crew positions on Reserve frigates from regular Navy to reservist positions.

The report discusses the status of compliance and the Navy's rationale for noncompliance.



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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

NATIONAL SECURITY AND
INTERNATIONAL AFFAIRS DIVISION

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The Honorable Joseph P. Addabbo
Chairman, Subcommittee on Defense
Committee on Appropriations
House of Representatives

Dear Mr. Chairman:

This is in response to your request that we review the Navy's Training and Administration of the Reserve (TAR) Program. As agreed with your Office, we directed our work at determining the extent to which the Navy has complied with the four major guidelines set forth in the reports of the House Committee on Appropriations for the Department of Defense appropriations bills for fiscal years 1981 through 1984.

The Navy has fully complied with the Committee guideline requiring transfer of all TAR personnel funding to the Reserve Personnel, Navy appropriation account, but has not complied with the Committee guideline requiring the transfer of authority over and control of Naval Reserve funds to the Director of Naval Reserve. The Navy has not yet fully complied with two Committee guidelines requiring the conversion of crew positions on Reserve frigates from regular Navy to reservist positions.

The TAR program was established to administer, recruit, instruct, and train Naval Reserve personnel serving on inactive duty. TAR personnel are reservists, including officers and enlistees, who serve on full-time active duty in support of the Naval Reserve headquarters organizations and on ships, aircraft, and shore facilities assigned to the Naval Reserve. In some cases, regular Navy personnel may perform TAR duties because there are not enough qualified TARs available.

The results of our work, including the status of compliance and the Navy's rationale for noncompliance, are summarized below and are presented in greater detail in appendixes I through V.

AUTHORITY AND CONTROL OF FUNDS

The Committee directed the Navy to transfer authority over and control of funds for TAR and other Naval Reserve activities from the Office of the Navy Comptroller to the Director of the Naval Reserve. The Navy did not transfer this authority and control. It contends that it is complying with the guideline in a literal sense because the Director of Naval Reserve participates in the management of Naval Reserve funds and advises

higher levels of command. The Navy further stated that transferring the authority and control function would isolate Naval Reserve funding decisions from those decisions affecting regular Navy forces and that this is against the total force concept. Also, the Navy believes the transfer would require duplicate facilities and personnel and put the function in a lower echelon. (See app. II for a more detailed discussion.)

PERSONNEL FUNDING

The Committee directed the Navy to transfer all TAR personnel funding from the Military Personnel Navy (MPN) account to the Reserve Personnel Navy (RPN) appropriation account. The Navy complied with this directive and directed that all TAR personnel costs be funded by RPN funds, starting October 1, 1982. However, in June 1984, we found that some enlisted personnel pay and allowances were still being charged to MPN accounts because enlisted personnel transferring from the regular Navy were not entered into the TAR personnel financial accounting system until after all of their personnel records had been completely processed. In the cases we reviewed, enlisted personnel were not reported as TARs in the financial system until about 61 to 76 days after they had entered the program. This resulted in about \$2.0 to \$2.5 million being improperly charged to MPN appropriations. The Navy responded to our findings by establishing reporting procedures that, if properly implemented, should correct this problem. (See app. III for details on the reporting procedures.)

Not all permanent change of station, food, and clothing costs were being reported to the Navy Finance Center as TAR costs and charged to the RPN accounts. Prior to our review, the Navy established follow-up procedures for identifying these charges and adjusted the financial accounts.

SHIP CREW MIX RATIO

The Committee, in its 1980 report, directed the Navy to replace all regular Navy with TAR personnel on Naval Reserve Force (NRF) destroyers and achieve a crew mix of 50 percent full-time active duty (TAR) and 50 percent selected reservists. Committee reports in subsequent years applied this same guideline to the NRF frigates which were replacing destroyers in the Naval Reserve's convoy escort mission.

The Navy has been taking action to achieve this direction; however, as of November 1984, 19 percent of the positions (which the Navy calls billets) on the three FFG class frigates and from 25 to 27 percent of the positions on the six FF class frigates were authorized for TAR personnel instead of the 50 percent directed by the Committee. The selected reservist positions accounted for 37 percent on the three FFG class frigates and

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about 45 percent on the six FF class frigates. The Navy stated that the regular Navy personnel will continue to be used on NRF ships because (1) TAR officers are in short supply, (2) selected reservists do not serve on duty long enough to obtain training and experience required for some positions, and (3) TAR career progression opportunities are not available in many occupations. The Chief of Naval Operations has advised the Secretary of the Navy that he does not believe that the Committee guideline is practical and does not intend to fully comply with it. (See app. IV for a more detailed discussion of this subject.)

CONVERSION OF ENGINEERING
AND OTHER POSITIONS

The Committee directed the Navy to accomplish an orderly replacement of regular Navy personnel with TAR personnel in engineering and other positions on NRF destroyers. The ships' positions fall into various occupational areas. In 1981 the Navy began to convert occupations from regular Navy to TAR on the frigates that replaced the destroyers. By September 30, 1984, the Navy had converted 10 occupations so that 13 of the 34 occupations on the NRF frigates were authorized for TAR personnel.

Also, by this date, the Navy had complied with the Committee's direction that TAR end strength for the program should not be less than 1,000 beyond fiscal year 1981. The Navy plans to continue using regular Navy personnel instead of TAR personnel for the same reasons discussed under crew mix ratio. (See app. V for a detailed discussion of Navy actions.)

As your Office requested, we did not obtain official comments on this report from the Navy but did discuss the facts with Navy officials. Unless you publicly announce its contents earlier, we plan no further distribution of this report until 5 days from the date of the report. At that time, we will send copies to the Secretary of Defense, the Secretary of the Navy, and to other interested parties upon request.

Sincerely yours,



Frank C. Conahan
Director

C o n t e n t s

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ABBREVIATIONS

ASW	antisubmarine warfare
GAO	General Accounting Office
MPN	Military Personnel, Navy
NRF	Naval Reserve Force
RPN	Reserve Personnel, Navy
TAR	Training and Administration of the Reserve

INTRODUCTION

The Navy's Training and Administration of the Reserve (TAR) Program consists of full-time active duty personnel (officers and enlisted personnel) who either perform administrative duties at Naval Reserve headquarters organizations or serve in positions on ships, aircraft, and shore facilities assigned to the Naval Reserve. The TAR program falls within the broader category of the Full Time Support Program, which consists of TAR, regular Navy, and civilian personnel used to operate and maintain the Naval Reserve. The civilians perform clerical type functions in support of the 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.

BACKGROUND

The mission of the Naval Reserve is to provide trained units and qualified personnel for active duty in time of war or national emergency when authorized by law. The Naval Reserve Force (NRF) ships, aircraft, and facilities are to be maintained in an active status ready for service in the active Navy. Since the initiation of the total force concept in 1971, the Navy has counted the Reserve as part of its total force.

The Naval Reserve consists of several categories of Reserve personnel, including TAR personnel and selected reserve personnel. Both are to be in the highest state of readiness for augmenting the regular Navy in a war or a state of national emergency. As of September 1984, according to Navy officials, there were about 390,000 officers and enlisted personnel in the Naval Reserve, of which about 14,000 were TARs and 102,000 were selected reservists.

TAR personnel serve on full-time active duty in Naval Reserve headquarters or in local Naval Reserve centers and facilities, including aircraft units, NRF ships, and shore installations. Their Naval Reserve ships and aircraft generally operate in local areas while in reserve status. TAR officers, to broaden their training, also serve on regular Navy ships and shore installations. Also, they may serve in Naval Reserve headquarters positions in Washington, D.C., or New Orleans, Louisiana.

TAR personnel are responsible for training and mobilizing the Navy's selected reservists. Selected reservists train on weekends and spend 2 weeks active duty training in a pay status

each year to improve their skills and advance in grade. They are subject to involuntary recall for war or national emergency or by the President for up to 90 days to support an operational requirement without declaration of a national emergency. Most selected reservists are Navy veterans who continue their affiliation with the Navy while pursuing their civilian careers.

Congressional guidelines

Since 1980, the House Committee on Appropriations has directed the Navy to rely more on TAR personnel to administer and control Naval Reserve Forces and transfer more authority and control of the Reserve Forces to the Director, Naval Reserve. Committee guidelines on TARs and related Reserve matters appeared in the following Committee reports accompanying the Department of Defense appropriation bills.

<u>Fiscal year</u>	<u>Report no.</u>	<u>Report date</u>
1981	96-1317	September 11, 1980
1981	96-1528	December 4, 1980
1982	97-333	November 16, 1981
1983	97-943	December 2, 1982
1984	98-427	October 20, 1983

OBJECTIVE, SCOPE, AND METHODOLOGY

We reviewed the TAR program in response to a request (see app. VI) from the Chairman, Subcommittee on Defense, House Committee on Appropriations. The Chairman asked us to determine the extent the Navy is complying with the following four Committee guidelines.

- Authority over and control of funds (i.e., responsible office) appropriated for Naval Reserve activities will rest with the Director, Naval Reserve.
- All personnel funding for TARs, both officers and enlisted, be included in the Reserve Personnel Navy (RPN) appropriations request for fiscal year 1983 and all subsequent years.
- Crews will consist of 50 percent full-time active duty reservists (TARs) and 50 percent drilling reservists (selected reservists).
- The Navy will accomplish an orderly phase-in of engineering and other billets from regular Navy to TARs on board NRF destroyers.

We performed our review during the period June 1983 through November 1984 primarily at Navy Headquarters, Washington, D.C., and Navy Finance Center, Cleveland, Ohio. Also, we visited the

Naval Reserve Headquarters, New Orleans, Louisiana, and various Naval Reserve centers and ships in the Norfolk, Virginia, and San Diego, California, areas. (See app. VII for a listing of locations visited.)

In performing our work at the Naval Military Personnel Command, the Office of the Chief of Naval Operations, Naval Reserve Headquarters, and the Navy Finance Center, we interviewed Navy officials to obtain background information, documentation, and their views on the TAR program and related Naval Reserve matters. We reviewed Navy policy directives, instructions, manuals, organization charts, reports, information papers, messages, briefing papers, personnel requirements, and various memoranda on the TAR program and related Reserve matters to determine the extent the Navy was complying with the congressional guidelines.

In March 1984, we sent a letter to the Chief of Naval Operations requesting the Navy to respond to various questions on each of the four congressional guidelines and to designate official spokespersons for each. We used the response to (1) follow up on information we obtained through interviews and (2) obtain official Navy views on the degree to which the Navy has complied with the guidelines.

Finally, we analyzed TAR enlisted accessions (bringing people into the Reserve) to determine if they were reported accurately and timely to the Navy Finance Center so that costs could be properly charged to the RPN account. Using random sampling, we selected 253 of the 919 accessions that took place in a 6-month period ended May 31, 1984--a statistically valid sample with a 95-percent confidence level. We analyzed the reporting and accounting records in the 253 cases to determine the extent that funds were improperly charged to the Military Personnel, Navy (MPN) account. We then projected the sample results to incoming enlisted TAR personnel reported for the period and found that the number of days elapsing before charging the Reserve Personnel, Navy (RPN) account ranged from 60.68 to 76.36 (± 7.84 sampling error). We then estimated the amount improperly charged to the MPN account for the period was between \$1,954,411 and \$2,499,455 ($\pm \$272,522$ sampling error).

In May 1985, we verified that the statistical data on occupations and positions appearing in appendixes IV and V had not changed. We did not update the personnel funding data presented in appendix III because our discussion with Navy officials indicated that the data were still valid and based on conditions at the time we did our audit work, the most recent available data covering personnel funding.

We performed our review in accordance with generally accepted government auditing standards. As requested by your Office, we did not request the Department of Defense to provide official comments on a draft of this report. However, we discussed the facts with Navy officials and incorporated their comments, as appropriate, in preparing the final report.

THE NAVY HAS NOT TRANSFERRED THE
AUTHORITY OVER AND CONTROL
OF NAVAL RESERVE FUNDS

The Navy has not transferred the authority over and control of Naval Reserve funds to the Director of Naval Reserve, although it was directed to do so by the House Committee on Appropriations. Navy officials stated the Navy is complying with the Committee guideline even though the Office of the Director of Naval Reserve is not the designated responsible office for exercising authority over and control of Naval Reserve funds. Such responsibility is assigned to the Director of Budget and Reports/Financial Management Division, which operates within the Office of the Chief of Naval Operations and the Office of the Navy Comptroller. The Navy contends this line of authority is necessary for it to operate as an integrated team of active and reserve units under the Total Force Policy. In addition, Navy officials stated the transfer of the responsible office function to the Director of the Naval Reserve would create another office at a lower echelon performing the same functions for just the Reserve as one central office now does for all of the Navy.

NAVY REASONS

Navy officials contend that the Navy is in compliance with the guideline, although, in the literal sense, the responsible office assignment does not rest with the Director, Naval Reserve. Instead, the responsible office is the Office of the Director of Budget and Reports/Financial Management Division, an office jointly responsible to the Navy Comptroller and the Chief of Naval Operations. This office integrates planning, programming, budgeting and appraisal data as well as reviews, monitors, and consolidates budget data and submits budget requests for all Navy activities, including the Naval Reserve.

The Navy points out that the Director, Naval Reserve, is directly responsible to the Chief of Naval Operations for Reserve affairs and is designated the focal point for all Naval Reserve matters, with the exception of mobilization planning. As such, the director supervises control over designated appropriations (i.e., RPN, Operation and Maintenance, Naval Reserve; and Military Construction, Naval Reserve appropriations). He acts as Navy spokesperson for resource requirements, assists in solving funding deficiencies during budget formulation, testifies before the Congress, and recommends reprogramming funds if necessary. Therefore, the Navy believes that the director participates in the authority over and control of funds even though the official responsibility and funding process are within the higher level office.

The Navy further contends that Navy Reserve funding decisions cannot be made in isolation from decisions affecting the active forces. According to the Navy, it must operate as an integrated team of active and reserve units under the Total Force Policy and to do otherwise would fragment naval forces and resources in an attempt to strengthen the role of the Naval Reserve.

The Navy also considers the present line of authority and control of funds to be the most cost-effective, as well as efficient, method of operation. Navy officials told us that establishing another office to exercise authority and control of funds would duplicate staffing and facilities and thus result in additional costs. Thus, the Navy does not intend to comply "explicitly" with the Committee's guideline.

THE NAVY IS FUNDING TAR PERSONNEL COSTSWITH NAVAL RESERVE APPROPRIATIONS

In response to the Committee's directive, the Navy, in September 1982, transferred funding authority for TAR personnel from the MPN appropriation to the RPN appropriation, beginning with fiscal year 1983, but did not subsequently charge the RPN account for all TAR costs. In June 1984, we analyzed financial records at the Navy Finance Center and found that the Navy was charging the MPN appropriation for pay and allowance of enlisted personnel newly entered into the TAR program. The Navy did not charge the RPN appropriation for these individuals until their personnel records were completely processed. We found that this took about 61 to 76 days. In response to our suggestion for more timely reporting, the Navy established reporting procedures which, if properly implemented, should correct this problem.

The Navy found that some permanent change of station, food, and clothing costs were not being charged to RPN after the September 1982 directive. Consequently, the Navy, prior to our review, established procedures to assure that these costs were appropriately charged to the RPN account.

TAR PAY AND ALLOWANCES

The Navy, in response to our suggestion, now requires that newly enlisted TAR personnel be reported to the Navy Finance Center so that their pay and allowances can be charged to the RPN account while personnel records are being processed. The Navy Finance Center can determine TAR personnel pay and allowances if TAR individuals are immediately reported into the financial reporting system even if personnel records are incomplete. Until early 1984, Navy personnel officers did not report incoming TAR enlisted personnel to the Center for periods of 61 to 76 days, resulting in charges to the MPN account for TAR enlisted personnel.

The following table shows that TAR pay and allowances for fiscal year 1984 represented about 95 percent of program obligations and were thus the most significant TAR cost.

TAR Program Costs Based
on Obligated Totals for
Fiscal Year 1984

<u>Pay allowances and</u> <u>subsistence costs:</u>	<u>Amount^a</u> (000)	<u>Percent</u>
Basic allowance for subsistence (officer and enlisted)	\$ 17,870	6.01
Pay and allowances--officer	70,216	23.62
Pay and allowances--enlisted	<u>194,257</u>	<u>65.33</u>
Total	<u>\$282,343</u>	<u>94.96</u>
 <u>Other personnel costs:</u>		
Permanent change of station	13,336	4.49
Food	1,062	.35
Clothing (enlisted)	<u>598</u>	<u>.20</u>
Total	<u>14,996</u>	<u>5.04</u>
Total	<u>\$297,339</u>	<u>100.00</u>

^aDollar amounts are rounded.

Separate TAR personnel reporting systems were maintained for officers and enlisted personnel. The officer system promptly reported TAR personnel to the Navy Finance Center for RPN accounting purposes. Enlisted personnel, however, were not reported as TARs until, according to Navy officials, personnel records had been completed and entered into the personnel system. In the sample we reviewed, covering a 6-month period, the Navy took about 61 to 76 days before reporting incoming TAR enlisted personnel for RPN purposes. We estimated that between \$2.0 to \$2.5 million was not properly charged to the RPN appropriation.

After we informed Navy Military Personnel Command and Navy Finance Center officials of the magnitude of pay and allowances improperly charged to the MPN account, they initiated corrective action in July 1984 to assure that enlisted personnel coming into the TAR program were reported promptly and on a regular basis to the Finance Center. The Command and the Center established procedures for comparing the Command's monthly listing of pending TAR personnel gains with the Center's RPN accounts to assure that TAR personnel were paid out of the RPN accounts when they started in the program. The Command also provided field activities with entry documentation guidance to reduce problems

causing delays in completing personnel files. As a result of these changes, an additional 108 TAR enlisted personnel were reported as TARs for RPN purposes in the first month of implementation.

Permanent change of station costs

After September 1982, permanent change of station orders for some TAR personnel were written citing MPN accounting. These orders were written 3 to 6 months in advance of transfer while the persons were still in the regular Navy. To assure that all permanent change of station costs are charged to the RPN account, the Navy Family Allowance Activity now requires that MPN citations be changed to RPN on all permanent change of station orders for transfers into the TAR program. Further, the Activity reviewed prior permanent change of station moves and adjusted the RPN accounts by \$4.9 million for 2,180 moves TAR personnel made between March 1983 and September 1984.

Food

Some enlisted dining facilities were not reporting TAR food costs to the Finance Center. Thus, the MPN account was charged on the basis of the cost of food items purchased by each enlisted dining facility. MPN accounting data is initially charged since it is not practicable to charge the RPN account because TARs and regular Navy enlisted personnel eat from common facilities.

To account for TAR meals served, all enlisted dining facilities were advised, by an October 1982 message, to issue TARs distinctive meal passes. These meals are reported to the Navy Food Service System Office, which sends a voucher to the Center, which then charges the RPN appropriation and credits MPN for the value of meals. However, in November 1983, this office realized some dining facilities were not reporting meals served to TARs. Since then, the office has been obtaining a monthly listing from the Finance Center of the number of TAR personnel assigned to all units to gauge reporting of meals served. Units not properly identifying the number of meals served are contacted to improve dining facility reporting.

Clothing

In September 1982 the Navy advised Navy training centers of the requirement to charge the RPN account for clothing issued to TAR personnel starting October 1, 1982. However, Navy officials told us these centers did not report clothing costs in the first 4 to 5 months of fiscal year 1983. Therefore, the Navy Military Personnel Command, in February 1983, established procedures requiring the centers to report TAR clothing costs. After the corrective action was taken, the centers reported \$415 for TAR clothing costs by March 31, 1983, and a total of \$221,221 in the following 12 months.

THE NAVY HAS NOT MET THE CREW MIX RATIO FORNRF FRIGATES AND CONTINUES TO USEREGULAR NAVY PERSONNEL

The Navy has not fully complied with the Committee's direction to achieve a crew mix of 50 percent active duty (TARs) and 50 percent inactive duty (selected reservists) on its Naval Reserve antisubmarine warfare (ASW) frigates. The Navy has been taking action to replace regular Navy with TAR personnel and increase the percentage of selected reservists. By November 1984, the Navy had authorized TAR personnel to occupy 19 percent of the positions on the FFG class frigates and from 25 to 27 percent of the positions on the FF class frigates instead of 50 percent, as directed by the Committee. The selected reservist positions accounted for about 45 percent on six ships and 37 percent on three ships instead of 50 percent, as directed by the Committee. The Navy is using regular Navy personnel on its frigates because of problems in acquiring the necessary TAR personnel for some positions and providing TAR personnel with the career progression and ship-to-shore rotation opportunities necessary for other positions. Further, active duty personnel (TARs or regular Navy) must fill some highly skilled positions when selected reservists have not served on duty long enough to obtain the training and experience necessary for the positions.

CREW MIX GUIDELINE FOR TAR PERSONNEL

In its conference report for fiscal year 1981, the House Committee on Appropriations directed the Navy to replace regular Navy crew members with TAR personnel and to achieve a crew mix of 50 percent active duty (TARs) and 50 percent selected reservists on the Naval Reserve's ASW destroyers. The Committee repeated this guideline in its reports for fiscal years 1982, 1983, and 1984, but applied it only to the ASW frigates, which were replacing the destroyers. Navy officials told us that, as they interpret it, the congressional guideline applies only to the NRF ASW frigate program.

The crew mix guideline is applied to frigates

The Navy is applying the crew mix guideline to FF-1052 and FFG-7 ASW frigates transferring from the regular Navy to the reserve forces. It is also converting new positions from regular Navy to TAR according to schedules and criteria set forth in its Reserve Force ASW frigate plan.

The 1982 ASW frigate plan provided for the transfer of 8 FF-1052 and 16 FFG-7 frigates from the regular Navy to the NRF with completion in fiscal year 1988. By fiscal year 1984, the

plan was modified, adding two more frigates of the FFG-7 class. By then the Navy had already transferred six FF-1052 and three FFG-7 class ships on schedule. The planned transfer of these ships provided the Navy the opportunity to move toward the crew mix ratio of 50 percent active duty and 50 percent selected reserve and to replace regular Navy personnel with TAR personnel.

Concern about having sufficiently trained selected reservists in some of the combat system occupations was expressed in assessments made by the Atlantic and Pacific Fleets. The Commander in Chief of the U.S. Pacific Fleet, in a May 1983 assessment of the 1982 ASW frigate plan, concluded that authorizations of 50 percent active duty and 50 percent selected reserve for FF-1052 class ships were inadequate to meet the required operational capabilities. Consequently, the Commander in Chief recommended a 58-percent active duty and a 42-percent selected reserve crew mix for FF-1052 ships. Likewise, the Commander in Chief of the U.S. Atlantic Fleet, in an April 1983 assessment of the plan, commented that a 62-percent active to a 38-percent inactive crew mix was sufficient to operate the FFG-7 class ship in excess of 72 hours with only the active crew aboard. The Commander in Chiefs' assessments did not comment on the extent to which the Navy would fill the active duty component with TAR personnel.

The September 1984 ASW frigate plan indicated that the Naval Reserve, in 1984, would achieve about 55 percent active duty and 45 percent selected reservists for FF-1052 class ships and 63 percent active duty and 37 percent selected reservists for FFG-7 class ships. The plan also indicated that TAR personnel would replace regular Navy personnel on the ships as they were transferred into the Reserve fleet and that actions were underway to improve the recruiting and training of TAR and selected reserve personnel. The goal is to eventually achieve an active duty crew mix of 70 percent TAR and 30 percent regular Navy by 1992 when the frigate program is completely phased in.

The planned crew mix as of November 1984 is shown in the following table.

Planned ASW Frigate Crew Mix
for Wartime Manning Requirements
for Officers and Enlisted Personnel

<u>Frigate</u>	<u>Total officers and enlisted</u>	<u>Crew mix percentage</u>		
		<u>Active duty</u>	<u>Non-active duty</u>	
		<u>Regular Navy</u>	<u>TAR</u>	<u>Selected reserve</u>
FF-1054 GRAY	317	27	27	46
FF-1060 LANG	308	28	27	45
FF-1061 PATTERSON	310	28	27	45
FF-1091 BLAKELY	310	29	26	45
FF-1091 MILLER	315	30	25	45
FF-1096 VALDEZ	315	30	25	45
FFG-10 DUNCAN	202	44	19	37
FFG-7 PERRY	202	44	19	37
FFG-16 SPRAGUE	202	44	19	37

In December 1984, the Chief of Naval Operations, in a memorandum to the Secretary of the Navy, stated that compliance with the 50 percent TAR and 50 percent selected reservist crew mix guideline was not practical. He said he intended to man the ASW frigates according to crew mix ratios in the above table.

Navy may apply the crew mix
guideline to other reserve ships

The Navy plans to apply the crew mix guideline to Minesweeper Hunter and Mine Counter Measure ships, which will replace Minesweeper Ocean ships. The guideline was not applied to other ships in the Naval Reserve fleet because the Navy did not want to expand the TAR program on ships being phased-out of the Reserve fleet or on ships believed to have inadequate career progression and sea/shore rotation opportunities. Navy officials told us that this, however, does not preclude them from considering the expansion of the TAR program on ships currently in the Reserve fleet if they believe that career progression and sea/shore rotation opportunities can be provided.

Navy justification for continuing
to use regular Navy personnel

According to the Navy, regular Navy personnel will continue to be used on Naval Reserve frigates and other ships to

- replace TAR officers in refresher training,
- fill junior TAR officers positions until enough new TAR officers are recruited,
- fill positions when there are shortages of TAR enlisted personnel,
- serve in occupations which selected reservists cannot receive the necessary training to fill, or
- serve in occupations that lack the career progression opportunities necessary for conversion to TAR.

A detailed discussion of problems that the Navy is experiencing in each of these areas follows.

Refresher training

Section 678 of the U.S. Code, title 10, provides for operational training or "refresher training" in fleet positions on regular Navy ships for TAR officers. The vacancy that the TAR officer creates in the Reserve program is filled by a member of the regular Navy. After the TAR officer completes the tour with the regular force, he/she is normally reassigned to a reserve position. A Navy official said that it was not possible to have all TAR officers on reserve ships unless the Navy would increase TAR officer end strength to levels that would permit filling the authorized reserve ship positions, as well as provide the regular Navy experience to TAR officers. The Navy contends that it is imperative that all TAR officers experience the complete spectrum of ship operations in both the Reserve and the regular Navy.

TAR policies for bringing in new officers

Until March 1984, the Navy's TAR accession policy required TAR officers to be qualified in all aspects of ship operations. Junior grade officers, however, could not meet this qualification. Therefore, the policy was changed in March 1984 to allow accessions of junior grades without full experience to fill positions on Naval Reserve ships.

Enlisted personnel
recruiting/retention

The Navy believes it will experience enlisted TAR recruiting/retention problems as it expands the TAR program to critical skills in shipboard occupations. In this regard, the program does not offer the same monetary incentives to enlisted TARs as it does to regular Navy personnel. Navy officials said that TAR personnel may lack incentives to stay in the program if his/her counterpart in the regular Navy is receiving reenlistment bonuses while performing the same job. Therefore, the Navy, to avoid this problem, is preparing a legislative proposal to offer TAR personnel reenlistment monetary incentives that are normally only offered to regular Navy personnel.

Selected reservists technical
training requirements

The Navy indicated that it cannot convert certain highly skilled occupations for selected reservists to fill because the number of days required for technical schooling is more than the total number of days these reservists drill a year. For example, a fire control technician requires 201 days of schooling; therefore, selective reservists who drill only 48 days a year cannot meet the schooling requirement. We noted in a prior review¹ that the Navy was falling short of its Reserve training goals because some technical occupations required more than one year of training. Consequently, the Navy developed the criterion that any technical school training longer than 40 days would only be assigned to the active duty component (TAR and regular Navy).

Career progression and sea/
shore rotation opportunities

The Navy's goal is to convert 100 percent of regular Navy positions (officer and enlisted) to TAR and selected reservist positions on NRF ships if possible. The basic criterion used to determine which occupations should be converted to the TAR program is that a TAR must have a career progression and a reasonable opportunity for sea/shore rotation. However, a Navy official stated that it is not possible to operate all Naval Reserve ships with 100 percent TARs because of the career patterns of some of the occupations. This means that TARs must have advancement opportunities. For example, in some occupations, there are too few positions to make the occupation worthwhile to convert into the TAR program because the positions lack advancement opportunities. Consequently, the Navy would have to convert several positions ashore that are unrelated to the TAR program to provide an adequate career progression for one occupation on a ship.

¹Observations On Naval Reserve Training For Selected Reserve Reinforcing And Sustaining Units (GAO/NSIAD-84-35, Jan. 20, 1984.)

MANY OCCUPATIONS ON RESERVE FORCEFRIGATES REMAIN REGULAR NAVY

Of the 34 enlisted occupations on the NRF ASW frigates, 13 were authorized for TAR personnel and 21 were authorized for regular Navy personnel as of September 30, 1984. The Navy Reserve plans to convert two more regular Navy enlisted occupations into the TAR program for fiscal year 1986 and proposes to convert eight more occupations by fiscal year 1987. The Navy is evaluating the possibility of converting more enlisted occupations on the frigates and other ships and is expanding the TAR officer program on the frigates.

GUIDELINE FOR PHASING ENGINEERING
AND OTHER POSITIONS INTO
THE TAR PROGRAM

The House Committee on Appropriations' September 1980 report stated that since the TAR program included only yeoman, personnelman, storekeeper, hospital corpsman, and seaman positions, the Navy should immediately convert all such positions on NRF destroyers from regular Navy to TAR and begin replacing regular Navy personnel with TAR personnel on a one-for-one basis. The report further stated that the Navy should phase-in engineering and other positions from regular Navy to TAR on Naval Reserve destroyers.

Phasing of enlisted
occupations into the TAR program

In 1981 the Navy began to convert enlisted occupations from regular Navy to TAR on its Reserve Force ASW frigates. The destroyers referred to in the Committee's 1980 report are being replaced by the frigates and only one destroyer is now in service. The Navy, thus, is applying the guideline to the frigates. By September 30, 1984, the Navy had authorized TAR personnel to fill 13 of the 34 occupations on its FF-1052 and FFG-7 class frigates. The TAR authorized occupations and end strength for the frigates are shown in the table on the following page.

Enlisted Program Authorizations for
FY 1984 and 1989

<u>Occupations</u>	<u>FY 1984</u> <u>authorized</u> <u>end strength</u>	<u>FY 1989</u> <u>projected</u> <u>strength</u>	<u>Percent</u> <u>growth</u>
Boatswain mate	187	638	241
Boiler technician	254	591	133
Electricians mate	145	583	302
Engineman	100	533	433
Electronics technician	181	592	227
Hull maintenance technician	256	952	272
Interior communications electrician	77	275	257
Machinist mate	344	832	142
Machinery repairman	81	299	269
Hospital corpsman	325	619	90
Storekeeper	602	1,127	87
Personnelman	1,057	1,728	63
Yeoman	<u>1,490</u>	<u>2,539</u>	70
 Total	 <u>5,099</u>	 <u>11,308</u>	

To meet fiscal year 1986 ASW frigate plan requirements, the Navy approved radioman and mess management specialist occupations to be phased into the TAR program. Also, the Navy plans to phase in the following eight occupations over a 7-year period starting in fiscal year 1987.

- Ships serviceman.
- Fire control.
- Operations specialist.
- Disbursing clerk.
- Quartermaster.
- Data system technician.
- Seaman.
- Fireman.

The Navy is studying the feasibility of converting additional regular Navy enlisted occupations into the TAR positions on frigates, minesweeper hunters, and other ships that are scheduled to enter the Reserve Force. The Navy plans to continue using regular Navy enlisted personnel for reserve ship occupations for the reasons discussed in appendix IV.

Meeting the end strength guideline

The Committee's December 1980 report directed that the conversion to TAR personnel be accomplished as rapidly as possible, but not less than 1,000 end strength should be available beyond fiscal year 1981. According to Navy officials, it met the "no less than 1000 endstrength available beyond fiscal year 1981" direction. The Navy counted the number of TAR positions filled at shore intermediate maintenance activities, Naval Reserve maintenance facilities, and reserve facilities in addition to those on ASW ships. In fiscal year 1984, the end strength was 1,489 (including 1,333 on the ASW ships) for nine occupations then authorized for TAR personnel on the Naval Reserve ASW frigate program.

Expanding the TAR officer program

The Navy has expanded the TAR officer inventory by traditional methods, such as recall and active duty list transfer. It also expanded this inventory by initiating the following four policy changes:

- The establishment of quotas for bringing in TAR officers.
- A 12-month release from active duty waiver allowing non-TAR officers on active duty to apply anytime during their initial tour of active duty instead of only within the last 12 months of their initial active duty tour.
- A regular Navy program that allows officers on active duty to apply directly to the TAR program. Before regular Navy officers had to resign their commission, leave active duty, and apply to the program and then they were recalled by the Navy.
- An ensign program that would bring junior grade officers into the TAR program for the first time.

The fourth policy change will allow junior grade personnel to fill division officer positions on ASW frigates. Junior grade officer positions are planned to be filled with TARs as they become available, consistent with the "refresher training" requirements of section 678 of U.S. Code, title 10. This law provides for TAR officers to be reassigned to regular Navy ships for periods of training.

The Navy plans a 28 percent growth in the TAR officer inventory over the next 5 years, as shown in the table on the following page.

Total TAR Officer Job Authorizations^a

	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	<u>FY 88</u>	<u>FY 89</u>
Total	1,639	1,747	1,936	2,012	2,095	2,103

^aAll TAR officers on Naval Reserve ships, shore intermediate maintenance activities, and Reserve centers.

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Congress of the United States
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February 9, 1984

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The Honorable Charles A. Bowsher
 Comptroller General of the United States
 Washington, D. C. 20548

Dear Mr. Bowsher:

On April 18, 1983, I asked your office to review the extent to which the Navy is complying with the House Committee on Appropriations (HAC) regarding the Training and Administration of the Reserve (TAR) program and the Navy's rationale for the current and planned level of the Navy's full-time support program.

Recently, your staff briefed my subcommittee staff on the progress of this assignment and the future direction of the job. This letter will serve to confirm the agreements reached at the meeting.

First, we agree that the four Committee guidelines which your staff has identified are the major ones of interest to the Committee. These four, listed below, are the ones for which we would like a progress report on the extent to which the Navy has complied with the Committee's guidance.

- "Authority over and control of funds (i.e., responsible office) appropriated for Naval Reserve activities will rest with the Director, Naval Reserve" (FY 1982 Defense HAC Report 97-333, FY 1983 Defense HAC Report 97-943, and FY 1984 Defense HAC Report 98-427).
- "All personnel funding for TARs, both officer and enlisted, be included in the RPN (Reserve Personnel, Navy) appropriation request . . . for FY 1983." (FY 1981 Defense HAC Report 96-1317 and FY 1982 Defense HAC Report 97-333).

The Honorable Charles A. Bowsher
February 9, 1984
Page Two

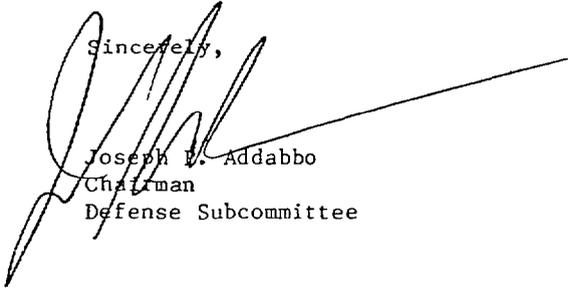
- "Crews will consist of 50 percent full-time active duty Reservists (TARs) and 50 percent drilling Reservists" (FY 1981 Defense House Conference Report 96-1528, FY 1982 Defense HAC Report 97-333, FY 1983 Defense HAC Report 97-943, and FY 1984 Defense HAC Report 98-427). Also, "Since the surface enlisted TAR program currently includes Yeomen, Personnelmen, Storekeepers, Hospital Corpsmen, and Seamen, the Navy should immediately convert all such billets on the NRF destroyers from USN to TAR and begin replacing the USN with TAR personnel on a one for one basis" (FY 1981 Defense HAC Report 96-1317).

- "The Navy will accomplish an orderly phase-in of engineering and other critical billets from USN to TAR on board the NRF destroyers. Navy is to identify those critical billets on the NRF destroyers that can be filled readily from the inactive Naval Reserve community. Conversion of the USN billets to TAR will be accomplished as rapidly as possible, but not less than 1,000 end-strength should be available beyond FY-81. USN personnel will be replaced on a one for one basis as critical engineering TAR personnel report on board." (FY 1981 Defense HAC Report 96-1317).

Second, as was pointed out by your staff, TAR personnel represent the largest portion of the Navy's full-time support program. In addition, the Navy plans to substantially increase the number of TARs over the next few years while the number of other full-time support personnel (e.g., civilians) will remain relatively stable. Accordingly, I would like you to undertake a separate study after you complete the first one, focusing your efforts more narrowly on the Navy's current and planned level for TAR personnel rather than on the broader category of full-time support personnel. The Committee is interested in knowing how the Navy computes its TAR requirements and the reasonableness of this method.

We appreciate your assistance in these matters and look forward to receiving the results of your work.

Sincerely,



Joseph E. Addabbo
Chairman
Defense Subcommittee

LOCATIONS VISITED

Office of the Chief of Naval Operations, Washington, D.C.

Naval Military Personnel Command, Washington, D.C.

U.S. Navy Finance Center, Cleveland, Ohio

U.S. Naval Reserve Headquarters, New Orleans, Louisiana

Naval Air Station, North Island, San Diego, California

Naval Reserve Readiness Command #19, San Diego, California

Naval Air Reserve Center, Miramar, San Diego, California

U.S.S. Gray, Long Beach Naval Station, Long Beach, California

Naval Air Reserve Command, Norfolk, Virginia

Naval Manpower and Material Analysis Center, Atlantic, Norfolk,
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