



# Department of Defense INSTRUCTION

NUMBER 1120.11

March 17, 2015

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USD(P&R)

SUBJECT: Programming and Accounting for Active Component (AC) Military Manpower

References: See Enclosure 1

1. PURPOSE. This instruction:

a. Reissues DoD Instruction (DoDI) 1120.11 (Reference (a)) in accordance with the authority in DoD Directive (DoDD) 5124.02 (Reference (b)) and DoDD 5124.09 (Reference (c)) to establish policies, assign responsibilities, and provide procedures for military manpower authorization accounting and programming of the AC of the Total Force (TF) within the DoD.

b. Covers standard procedures for AC total strength accountability, accounting for Individuals (as defined in the Glossary), and program projections of Individuals and force-structure allowance.

2. APPLICABILITY. This instruction:

a. Applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities in the DoD (referred to in this instruction as the "DoD Components").

b. Applies to all AC military manpower authorizations of the TF that are directly funded from DoD active duty military personnel appropriations pursuant to section 115(a) of Title 10, United States Code (Reference (d)), and depicted in the approved annual National Defense Authorization Act (NDAA).

c. Does **not** apply to the reserve manpower of the Reserve Components of the TF.

3. POLICY. It is DoD policy that:

a. Military manpower accounting and programming for the AC will be standardized within the DoD to ensure cross-Service consistency and to enable effective management of military

manpower. DoD Components that prepare or coordinate on military manpower reports and military personnel reports will adhere to the procedures described in this instruction. All military manpower projections will conform to the procedures in this instruction.

b. Detailed accounting and programming practices within the Military Departments will be consistent with the procedures in this instruction.

#### 4. RESPONSIBILITIES

a. Under Secretary of Defense for Personnel and Readiness (USD(P&R)). The USD(P&R) establishes policy for reporting active duty military manpower in the AC of the TF within DoD, in accordance with the procedures in Volume 1 of DoD Manual (DoDM) 8910.01 (Reference (e)).

b. Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense (USD(C)/CFO), Director of Cost Assessment and Program Evaluation (DCAPE), and the DoD Component Heads. The USD(C)/CFO, DCAPE, and the DoD Component heads ensure compliance with this instruction.

c. Secretaries of the Military Departments. In addition to the responsibilities in paragraph 4b, the Secretaries of the Military Departments ensure compliance with the detailed accounting and programming in this instruction.

5. PROCEDURES. See Enclosure 2.

6. RELEASABILITY. **Cleared for public release**. This instruction is available on the Internet from the DoD Issuances Website at <http://www.dtic.mil/whs/directives>.

7. EFFECTIVE DATE. This instruction is effective March 17, 2015.

  
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Enclosures

1. References
2. Procedures

Glossary

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ENCLOSURE 1

REFERENCES

- (a) DoD Instruction 1120.11, "Programming and Accounting for Active Military Manpower," April 9, 1981, as amended (hereby cancelled)
- (b) DoD Directive 5124.02, "Under Secretary of Defense for Personnel and Readiness (USD(P&R))," June 23, 2008
- (c) DoD Directive 5124.09, "Assistant Secretary of Defense for Readiness and Force Management," June 12, 2014
- (d) Section 115(a), Title 10, United States Code
- (e) DoD Manual 8910.01, Volume 1, "DoD Information Collections Manual: Procedures for DoD Internal Information Collections," June 30, 2014
- (f) DoD Directive 7045.14, "The Planning, Programming, Budgeting and Execution (PPBE) Process," January 25, 2013
- (g) Future Years Defense Program (FYDP) Structure Handbook, "Department of Defense Future Years Defense Program (FYDP) Structure: Codes and Definitions for All DoD Components," February 2014<sup>1</sup>
- (h) DoD Manual 8260.03, Volume 2, "Global Force Management Data Initiative (GFM DI) Implementation: The Organizational and Force Structure Construct (OFSC)," June 14, 2011
- (i) DoD Instruction 1000.17, "Detail of DoD Personnel to Duty Outside the Department of Defense," October 30, 2013
- (j) DoD Instruction 1304.30, "Enlisted Personnel Management Plan (EPMP) Procedures," March 14, 2006
- (k) DoD Directive 1315.07, "Military Personnel Assignments," January 12, 2005
- (l) DoD Instruction 1325.02, "Desertion and Unauthorized Absence (UA)," November 16, 2012
- (m) DoD Instruction 1327.06, "Leave and Liberty Policy and Procedures," June 16, 2009, as amended
- (n) DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRS)," current edition
- (o) Joint Travel Regulations, current edition

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<sup>1</sup> This document is available from the OSD Office of the Director, Cost Assessment and Program Evaluation website at [https://fsm.cape.osd.mil/FSM/SupportDocs/handbook\\_U.pdf](https://fsm.cape.osd.mil/FSM/SupportDocs/handbook_U.pdf). Access is limited to domains ending in ".mil" and not releasable to the public.

ENCLOSURE 2

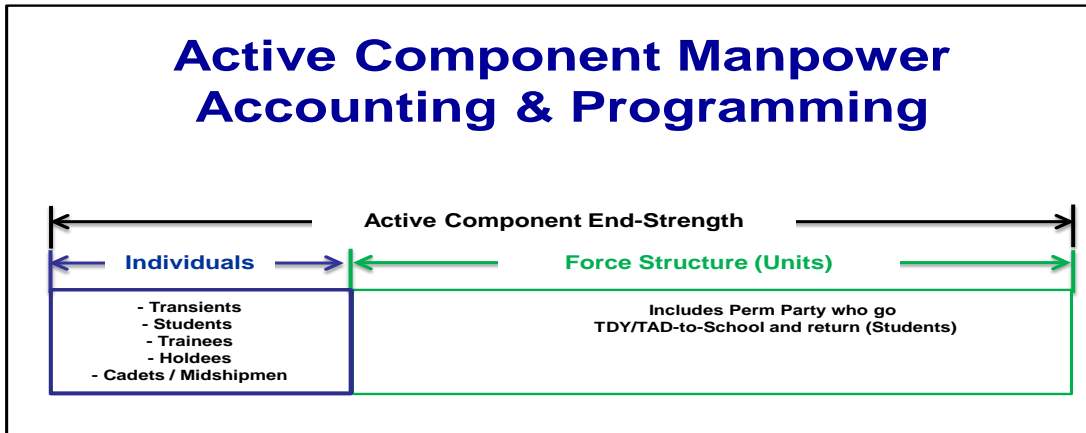
PROCEDURES

1. AC MILITARY MANPOWER ACCOUNTING

a. AC End Strength. Manpower authorizations in the AC originate in legislation, pursuant to Reference (d). The approved NDAA for each fiscal year (FY) authorizes AC personnel end strength levels.

(1) End strength includes military personnel in Service-programmed force structure, as well as the overhead allowances necessary for Service management of personnel in a temporary Individual status (e.g., transients, students, trainees, holdees, and cadets). Service manpower accounting for force structure and Individuals categories will be tracked in accordance with DoDD 7045.14 (Reference (f)), Future Years Defense Program (FYDP) Structure Handbook (Reference (g)), and Volume 2 of DoDM 8260.03 (Reference (h)). Strength minus force structure equals the cache of available Individuals that are assigned to temporary billets (templet) as depicted in the Figure. A templet is a temporary billet used to track personnel status when a person is not in an existing billet. This supports a structured process for accounting for statutory manpower authorizations that may be directly correlated against unique identifiers for personnel. The divergence of force structure strength from force structure at the end of a FY is reported as a force structure deviation in accordance with Reference (g).

Figure. AC Manpower Accounting & Programming



(2) The rules in this instruction cover standard procedures for total strength accountability, Individuals, and force-structure allowance. When not specifically addressed, manpower programming practices will be consistent with the rules and definitions applicable for manpower accounting. Thus, projected end strength estimates for a given category of

manpower, such as transients or patients, must represent the same criteria defined in that category for accounting purposes, as represented in the Figure.

b. Accounting Method. The accounting method for AC manpower authorizations is based on the personnel categories used to compute the Total End Strength, as described in the Table and in accordance with DoDI 1000.17, DoDI 1304.30, DoDD 1315.07, DoDI 1325.02, and DoDI 1327.06 (References (i), (j), (k), (l), and (m)).

Table. Personnel Categories for Computing AC Strength

<b>If personnel are:</b>	<b>Then they will:</b>
AC military personnel	Be counted and reported as part of total Military Service strength beginning on the date of their enlistment, their reporting to active duty, or their return to military control. They will continue to be counted until separation, release from active duty, retirement, death, or loss from military control.
AC military personnel outside of military control whose date of return to military control is uncertain	<b>Not</b> be reported as part of active military strength.
Prisoners of war and missing personnel	Be dropped from AC rolls on the date their status is officially declared and no longer count against military strength.
Deserters	Be so declared and dropped from rolls after 30 days' absence without leave and no longer count against military strength.
Prisoners sentenced to confinement in a domestic, civil, or foreign penal institution or otherwise detained in a foreign country for 6 months or more	Be dropped from AC rolls when their sentence begins and no longer count against military strength.
Personnel sentenced to confinement with a bad conduct or dishonorable discharge	Be dropped from AC rolls on approval of the discharge by the convening authority even though the individual remains in military confinement or on appellate leave without pay and no longer count against military strength. If the member is no longer paid from the Military Personnel Account, then he or she is not counted against the end strength in accordance with Reference (d).

c. AC Accounting. AC military personnel will continue to be counted as described in the Table until separation, release from active duty, retirement, death, or loss from military control.

(1) Personnel will:

(a) Be counted as gains to active military strength on the effective date of the gain action.

(b) Be dropped from military strength on the effective date of the loss action.

(2) Compatible effective date procedures will be followed for changes of status within military strength, such as transfers among force structure units and Individuals accounts (IA).

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

d. Available Unit Personnel. Personnel who are available will be counted in force structure unless otherwise noted.

e. Non-available Unit Personnel. Non-available unit personnel, by definition, are not available to perform mission-related duties; their availability for duty is controllable, directly or indirectly, by a unit, installation, or senior local commander. Such personnel will be accounted for as members of the permanent unit to which they are assigned. This includes personnel:

(1) On leave within units;

(2) On additional duties or details;

(3) On sick call or short-term hospitalization (as described in paragraph 1f(4)(a) of this enclosure); or

(4) On non-mission-related local training (such as noncommissioned officer preparatory schools), skill progression training, or professional military education on a temporary duty basis, who will return to their units.

f. Individuals Accounting. The Service members in this group are those not in the force structure—generally, transients, students, trainees, holdees, and cadets or midshipmen, as described in the Figure.

(1) Transients. Transients:

(a) Will include all military personnel in a travel, proceed, leave en route, or temporary duty en route status on permanent change of station (PCS) orders to execute an accession, separation, training, operational, or rotational move, as described in DoD 7000.14-R (Reference (n)) and in the Joint Travel Regulations (Reference (o)). Personnel who are not available for duty during a no-cost move because of leave or temporary duty en route also will be included in the transients category.

(b) Will **not** include military members who:

1. Are on temporary duty for training en route to a new permanent duty station (counted as students while in this status);

2. Are moving to or between initial entry courses of instruction (counted as students while in this status); or

3. Are participating in an organized unit move.

(2) Students. Non-initial entry training includes all formal courses of instruction attended after arrival at a member's first permanent duty assignment. Officer candidates, except those individuals who enter active duty and report directly to officer training school, will be included as enlisted students.

(3) Enlisted Trainees and Officer Accession Students. Enlisted trainees and officer accession students will include those active duty enlisted and officer military personnel who have not completed initial entry training.

(a) Enlisted initial entry training:

1. Includes recruit training, initial skill training, and other proficiency or developmental training accomplished before moving to the member's first permanent duty assignment.

2. Includes all in-transit time commencing upon entry into active service through completion of the final course of initial entry training that terminates enlisted trainee status.

3. Applies to enlisted trainees who enter officer candidate school, officer training school, and Service academy preparatory school following enlistment on active duty. These members will be considered enlisted trainees from initial entry on active duty until commissioning. Upon commissioning, the enlisted trainees will be considered as officer accession students during subsequent initial entry training or until they begin travel to their first permanent duty assignment.

(b) Officer initial entry training includes:

1. Officer basic courses and all initial skill and proficiency training taken before travel to the Service member's first permanent duty assignment.

2. All in-transit time from entry on active duty until completion of the last initial entry course of instruction.

(c) Enlisted trainees and officer accession students will **not** include:

1. Personnel entering active duty who are traveling to their first permanent duty assignments with no initial entry training en route.

2. Personnel who have completed all initial entry training and have begun travel to their first permanent duty assignments.

3. Enlisted personnel engaged in on-the-job training at their first permanent duty assignments.



4. Officer personnel engaged in mission or skill qualification training at their first permanent duty assignments.

5. Students in the Reserve Officers' Training Corps, Reserve Officer Candidate Program, Aviation Reserve Officer Candidate Program, and Platoon Leaders Class Program.

6. Service academy cadets and midshipmen.

7. Armed Forces Health Professions Scholarship Program students.

8. Reserve Component personnel temporarily on active duty for recruit or other training who are not counted as part of the active military strength (e.g., because the temporary active duty exceeds 1095 days).

(4) Holdees. Holdees consist of patients, prisoners, and separatees.

(a) Patients. Service members will remain assigned to their units and not be classified as patients when they are projected to heal, recover, and return to full duty within 180 days of the original injury or illness for land-based units and 30 days for sea-based units. Service members:

1. Whose medical condition prevents them from performing duties at their assigned unit due to hospitalization, treatment, recovery, or rehabilitation, and whose eventual return to full duty within the prescribed time is unlikely, may be reassigned or attached to a holding detachment (e.g., a warrior transition unit) and counted as patients in the IA strength. Exceptions will be based on the Service member's needs or desires and Service personnel requirements with the concurrence of the medical treatment facility commander.

2. Will be reassigned to a medical holding detachment and counted as Individuals strength when ill or injured while in a transient status or otherwise separated from a unit.

(b) Prisoners. A Service member will be reassigned to a holding detachment or to a disciplinary status and included in IA strength when the member has been convicted by military or civilian court and sentenced to confinement of 30 days or more; is awaiting disposition after having returned to military control from a dropped-from-strength status; or must be reassigned from sea duty to ensure operational readiness of a ship. If confinement is 6 months or longer, the Service member should be dropped from military strength.

(c) Separatees. Service members undergoing preparation for retirement are not included in this account.

(5) Cadets and Midshipmen. Cadets and midshipmen will include all student members of Military Service academies, except those on administrative leave without pay.

## 2. AC MILITARY MANPOWER PROGRAMMING

### a. Force Structure Programming

(1) In each force structure program element of the FYDP (excludes Individuals manpower in program elements 0808721, 0808732, and resource identification codes (RICs) 0041-0050, 0131-0138, and 0140-0142 in Reference (g)), the Military Services will show end-year active military manpower authorizations for the current, budget, and program years.

(2) Any difference between expected actual (attainable) force structure strength and the summation of all programmed force structure manpower authorizations for a FY will be shown as the force structure deviation, program element 0808722 of Reference (g). A negative force structure deviation signifies an expected temporary under-manning of the force structure at the end of a FY. A positive force structure deviation signifies a temporary over-manning of the force structure at the end of a FY.

(3) Appropriations for active duty military personnel entitled to pay and benefits, but not reported in military strength, will be requested separately as a non-strength-related budget entry.

### b. Individuals Programming

(1) Projection of Individuals manpower will be shown as the Military Services' best estimates of expected actual Individuals average strength at the end of each FY. The Military Services will program manpower in program elements 0808721, 0808732, and RICs 0041-0050, 0131-0138, and 0140-142, as noted in Reference (g) for the current, budget, and program years.

(2) Transients are defined by program element 0808732 of Reference (g).

(3) Students are defined by RICs in Reference (g).

(4) Enlisted Trainees and Officer Accession Students are identified by RICs in Reference (g).

(5) Holdees are comprised of patients, prisoners, and separatees, as described by program element 0808721 in Reference (g).

(6) Cadets and midshipmen are defined by RICs in Reference (g).

GLOSSARY

PART I. ABBREVIATIONS AND ACRONYMS

AC	Active Component
DCAPE	Director of Cost Assessment and Program Evaluation
DoDD	DoD Directive
DoDI	DoD Instruction
DoDM	DoD Manual
FY	fiscal year
FYDP	Future Years Defense Program
IA	Individuals accounts
NDAAs	National Defense Authorization Act
PCS	permanent change of station
RIC	Resource Identification Code
TAD	temporary assigned duty
TDY	temporary duty
TF	Total Force
USD(C)/CFO	Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense
USD(P&R)	Under Secretary of Defense for Personnel and Readiness

PART II. DEFINITIONS

These terms and their definitions are for the purpose of this instruction.

AC. Refers collectively to the active duty segments of the Army, Navy, Air Force, and Marine Corps that are funded directly from DoD active duty military personnel appropriations pursuant to Reference (d).

actual strength. The number of personnel in or projected to be in an organization or account at a specified point in time.

assigned strength. Actual strength of an entire Military Service; not necessarily equal to combined unit actual strengths, because Individuals may be accounted for in the IA.

authorized strength. The total strength authorized by Congress (for internal Service applications only). This includes the sum of personnel in the force structure and IA. Synonymous with manpower authorizations.

available unit personnel. Personnel who are readily available and assigned to unit manpower authorizations to perform mission-related duties.

average strength. The arithmetic mean strength for a specific time span. The average strength for 1 year is equivalent to 1 work-year.

end strength. Strength at the end of a FY; synonymous with end-of-year strength. Single point strengths for other points in time must be specified, such as end of first-quarter strength. End strength includes the sum of force structure strength and IA.

force structure. The totality of units in a DoD Component. This does not include the IA.

force structure deviation

The difference between calculated force structure strength and force structure.

The representation of over- or under-manning of the force structure. Force structure deviation will be specified as end deviation (the deviation occurring at the end of the FY) or average deviation (the arithmetic mean of the end-month deviations occurring over the FY).

force structure strength. The total permanent party strength of a DoD Component that pertains to units. This encompasses all permanent party strengths except Individuals.

holdee. Active duty military members who are dropped from the assigned strength of a force structure unit and attached to a holding activity because of medical non-availability, disciplinary non-availability, or pre-separation non-availability.

holding activity. A facility where Service members are detained for medical or disciplinary reasons.

Individuals. A defense planning and programming category that includes transients, students, trainees, cadets and midshipmen, and holdees. The unstructured spaces (trainees, transients, holdees, and students) are computed based on anticipated AC gains and losses and authorizations for units in all FYDPs. Also referred to as Student, Trainees/Transients, Prisoners/Patients and Transients, Trainees, Holdees and Students in various DoD Component settings. Synonymous with IA.

manpower. A critical resource comprised of active duty, reserve forces, and civil service personnel necessary to support an approved program. It is not a program by itself and is not to be manipulated independently of the program it supports.

manpower accounting. The process of recording and maintaining the current and historical actual strength of a DoD Component, to include all duty status information essential for personnel management and force readiness determination.

manpower authorizations. Military resources in the form of manpower that have been authorized to the Military Departments for conducting DoD business. The number of military manpower authorizations should be equal to the personnel strength approved by Congress under the NDAA pursuant to Reference (d). Synonymous with authorized strength.

manpower programming. The process of compiling and projecting future manpower funding levels of validated manpower requirements; documenting these requirements; integrating them into the overall planning, programming, and budgeting process required in Reference (f); and translating them into a form that provides a basis for managing manpower requirements, personnel procurement, training, and assignment.

non-available unit personnel. Personnel who have been diverted to tasks other than their primary duties but whose availability for duty is effectively controllable, directly or indirectly, by a unit, installation, or senior local commander. This does not include those personnel who are accounted for in the IA.

PCS orders. Defined in Appendix J of Reference (s).

separates. Active Service members who must be reassigned to a transfer activity or some other separation activity to undergo separation out-processing or to await administrative discharge will be accounted for as separates in the Individuals strength.

strength. A quantity of personnel.

students. Active Service members who are attending non-initial entry courses of instruction in a PCS status (normally a combined course length of 20 weeks or more at one location) or in a temporary duty status while executing a PCS.

templet. A temporary billet used to manage manpower authorizations outside of programmed force structure. Templets will track projected and actual IA quantities using the same unique identification methodology and tracking algorithms as programmed manpower structure. End strength minus programmed billets equals the cache of available templets which, when correlated with personnel unique identifiers, allows automated tracking of force structure deviations (either overage or underage).

TF. The organizations, units, and individuals that comprise the DoD resources for implementing the National Security Strategy. It includes DoD Active and Reserve Component military personnel, DoD civilian personnel (including foreign national direct and indirect hires as well as non-appropriated fund employees), contractors, and host-nation support personnel.

trainee. AC members who enter into and complete accession, initial skills, and proficiency types of training taken prior to the members' travel to their first permanent duty assignments.

transients. All Service members who are not available for duty while executing PCS orders.

unit. Any military element with a structure prescribed by competent authority, such as a table of organization and equipment or manpower document.