

GAO

Fact Sheet for the Honorable
Andy Ireland, House of Representatives

September 1989

DEFENSE MANPOWER

DOD Requirements and Vacancies in NATO European Countries



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**National Security and
International Affairs Division**

B-236486

September 11, 1989

The Honorable Andy Ireland
House of Representatives

Dear Mr. Ireland:

On May 19, 1989, you requested us to obtain information on the number of Department of Defense (DOD) vacancies in North Atlantic Treaty Organization (NATO) European countries. Specifically, you asked us to identify (1) the number of unfilled positions that existed in Europe at the end of fiscal year 1988, (2) whether they were funded or unfunded requirements, (3) the length of time the positions were vacant, and (4) whether the positions have ever been filled. To answer these questions, we interviewed DOD officials and obtained documents detailing the required information; however, we did not independently verify the accuracy of the data provided by the services.

Results in Brief

DOD officials reported that as of September 30, 1988, the military services had established requirements for 360,499 military positions in NATO European countries. Of those requirements, 324,337 were authorized and funded and 36,162 were unfunded. The reported actual on-board strength on September 30, 1988, was 319,533. The services reported that they were at overstrength and understrength levels at various locations, for a net of 4,804 vacancies. (A vacancy is defined as the difference between funded authorizations and actual on-board strength.)

As of September 30, 1988, the services had established requirements for 116,893 civilian positions in NATO European countries. Of those requirements, 96,910 were authorized and funded and 19,983 were unfunded. The number of civilians reported on board as of September 30, 1988, was 93,526, resulting in 3,384 vacancies. We were unable to determine how long individual positions were vacant or whether they had ever been filled.

Background

The DOD Authorization Act of 1985 imposed a permanent ceiling of 326,414 positions on the end strength of military positions in NATO European countries. The number of civilian personnel in Europe is not specifically limited; however, the Congress has established an annual worldwide overseas civilian workyear limitation.¹

According to the services, position vacancies result from such factors as servicewide undermanning, the administrative time lag between establishing a position and filling it, and data limitations. Examples of data limitations are that (1) the Marine Corps does not include Marines filling NATO European positions in the on-board strength if they were traveling outside NATO Europe on the last day of the month and (2) the Air Force, in an effort to reduce permanent change-of-station costs, disallows moves until manning levels within specialties fall below established manning floors. According to DOD officials, the services intended to fill all funded requirements in NATO European countries as soon as possible; however, the services do not have data on whether any of the vacant positions had ever been filled.

DOD officials emphasized that vacancies vary on a daily basis and that the information provided was a snapshot as of September 30, 1988. Because the information was a 1-day snapshot, some vacancies, as well as some overstrengths, will be reported on any given day. However, we were unable to obtain specific information concerning the causes of the overstrengths or vacancies due to service database limitations.

Military Vacancies

At the end of fiscal year 1988 the services had 324,337 authorized and funded military positions in NATO European countries. This was 2,077 positions (less than 1 percent) below the ceiling of 326,414 imposed by the Congress in the Authorization Act. As of September 30, 1988, the services had 4,804 military vacancies (1.5 percent of funded authorizations) in NATO Europe. Table 1 summarizes the military positions by service.

¹For information regarding overseas civilian workyears, see DOD Civilians in Europe: Information on Increases Between Fiscal Years 1982 and 1986 (GAO/NSIAD-87-155BR, June 24, 1987); and DOD Civilians Overseas: Information on Workyears Expended in Fiscal Year 1986 (GAO/NSIAD-88-199BR, July 15, 1988).

Table 1: Summary of DOD Military Positions in NATO Europe as of September 30, 1988

Service	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Army	244,347	28,505	215,842	217,271	(1,429) ^a
Navy	17,878	2,844	15,034	13,292	1,742
Marine Corps	1,236	0	1,236	1,211	25
Air Force	97,038	4,813	92,225	87,759	4,466
Total	360,499	36,162	324,337	319,533	4,804

^aIndicates overstrength.

Tables 2, 3, 4, and 5 show the breakdowns of Army, Navy, Marine Corps, and Air Force military positions, respectively, in NATO European countries, as of September 30, 1988.

Table 2: Army Military Positions in NATO Europe as of September 30, 1988

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	1,660	488	1,172	1,527	(355) ^a
Denmark	13	13	0	13	(13) ^a
France	16	16	0	16	(16) ^a
Germany	233,686	25,324	208,362	208,850	(488) ^a
Greece	470	430	40	470	(430) ^a
Greenland	0	0	0	0	0
Iceland	3	1	2	3	(1) ^a
Italy	5,498	1,653	3,845	3,959	(114) ^a
Luxemburg	3	3	0	3	(3) ^a
Netherlands	1,095	132	963	819	144
Norway	48	0	48	32	16
Portugal	67	0	67	56	11
Spain	19	4	15	19	(4) ^a
Turkey	1,412	268	1,144	1,250	(106) ^a
United Kingdom	357	173	184	254	(70) ^a
Total	244,347	28,505	215,842	217,271	(1,429)^a

^aIndicates overstrength.

Table 3: Navy Military Positions in NATO Europe as of September 30, 1988

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	140	3	137	133	4
Denmark	23	0	23	21	2
France	10	0	10	13	(3) ^a
Germany	380	2	378	335	43
Greece	672	84	588	537	51
Greenland	0	0	0	0	0
Iceland	2,108	162	1,946	1,369	577
Italy	6,354	739	5,615	4,871	744
Luxemburg	0	0	0	0	0
Netherlands	17	0	17	18	(1) ^a
Norway	41	0	41	41	0
Portugal	653	111	542	379	163
Spain	3,911	722	3,189	3,068	121
Turkey	138	19	119	117	2
United Kingdom	3,431	1,002	2,429	2,390	39
Total	17,878	2,844	15,034	13,292	1,742

^aIndicates overstrength.**Table 4: Marine Corps Military Positions in NATO Europe as of September 30, 1988**

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	32	0	32	32	0
Denmark	9	0	9	9	0
France	39	0	39	38	1
Germany	97	0	97	103	(6) ^a
Greece	22	0	22	17	5
Greenland	0	0	0	0	0
Iceland	82	0	82	91	(9) ^a
Italy	296	0	296	297	(1) ^a
Luxemburg	6	0	6	6	0
Netherlands	9	0	9	12	(3) ^a
Norway	25	0	25	17	8
Portugal	13	0	13	12	1
Spain	199	0	199	177	22
Turkey	20	0	20	19	1
United Kingdom	387	0	387	381	6
Total	1,236	0	1,236	1,211	25

^aIndicates overstrength.

Table 5: Air Force Military Positions in NATO Europe as of September 30, 1988

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	1,863	77	1,786	1,472	314
Denmark	32	0	32	25	7
France	12	0	12	19	(7) ^a
Germany	44,194	1,966	42,228	39,874	2,354
Greece	2,529	161	2,368	2,242	126
Greenland	247	50	197	204	(7) ^a
Iceland	1,413	75	1,338	1,355	(17) ^a
Italy	6,149	247	5,902	5,680	222
Luxemburg	1	0	1	1	0
Netherlands	2,155	61	2,094	2,017	77
Norway	131	6	125	123	2
Portugal	1,408	137	1,271	1,216	55
Spain	5,358	218	5,140	4,794	346
Turkey	3,853	270	3,583	3,503	80
United Kingdom	27,693	1,545	26,148	25,234	914
Total	97,038	4,813	92,225	87,759	4,466

^aIndicates overstrength.

Civilian Vacancies

Civilian positions are authorized and funded on the basis of workyears. A civilian position is established when a requirement can be justified and a workyear is available to be allocated to that position. As of September 30, 1988, the military services had established requirements for 116,893 civilian positions in NATO European countries. Of the 96,910 authorized and funded positions (83 percent of requirements) 93,526 civilians were on board, leaving 3,384 vacancies (3.5 percent of funded authorizations). Table 6 summarizes the civilian positions by service.

Table 6: Summary of DOD Civilian Positions in NATO Europe as of September 30, 1988

Service	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Army	95,521	19,114	76,407	74,010	2,397
Navy	4,990	0	4,990	4,891	99
Marine Corps	0	0	0	0	0
Air Force	16,382	869	15,513	14,625	888
Total	116,893	19,983	96,910	93,526	3,384

Tables 7, 8, and 9 show the breakdowns of Army, Navy, and Air Force civilian positions, respectively, in NATO European countries. The Marine Corps does not have any civilian requirements in NATO European countries.

Table 7: Army Civilian Positions in NATO Europe as of September 30, 1988

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	1,236	452	784	1,236	(452) ^a
Denmark	3	0	3	3	0
France	13	7	6	13	(7) ^a
Germany	90,526	17,911	72,615	70,034	2,581
Greece	27	21	6	27	(21) ^a
Greenland	0	0	0	0	0
Iceland	0	0	0	0	0
Italy	2,237	414	1,823	1,451	372
Luxemburg	10	10	0	10	(10) ^a
Netherlands	500	25	475	485	(10) ^a
Norway	5	3	2	5	(3) ^a
Portugal	13	2	11	13	(2) ^a
Spain	27	11	16	27	(11) ^a
Turkey	91	57	34	91	(57) ^a
United Kingdom	833	201	632	615	(17) ^a
Total	95,521	19,114	76,407	74,010	2,397

^aIndicates overstrength.

Table 8: Navy Civilian Positions in NATO Europe as of September 30, 1988

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	0	0	0	0	0
Denmark	0	0	0	0	0
France	1	0	1	1	0
Germany	24	0	24	24	0
Greece	169	0	169	172	(3) ^a
Greenland	0	0	0	0	0
Iceland	878	0	878	958	(80) ^a
Italy	1,769	0	1,769	1,698	71
Luxemburg	0	0	0	0	0
Netherlands	3	0	3	3	0
Norway	0	0	0	0	0
Portugal	58	0	58	60	(2) ^a
Spain	1,456	0	1,456	1,408	48
Turkey	0	0	0	0	0
United Kingdom	632	0	632	567	65
Total	4,990	0	4,990	4,891	99

^aIndicates overstrength.**Table 9: Air Force Civilian Positions in NATO Europe as of September 30, 1988**

Country	Total requirements	Unfunded requirements	Funded authorizations	Actual on board	Vacancies
Belgium	276	14	262	201	61
Denmark	6	(1)	7	5	2
France	5	0	5	2	3
Germany	9,428	162	9,266	8,440	826
Greece	585	49	536	574	(38) ^a
Greenland	5	0	5	4	1
Iceland	75	15	60	97	(37) ^a
Italy	1,228	177	1,051	1,164	(113) ^a
Luxemburg	0	0	0	0	0
Netherlands	339	95	244	186	58
Norway	31	3	28	42	(14) ^a
Portugal	1,135	105	1,030	1,037	(7) ^a
Spain	1,229	17	1,212	1,149	63
Turkey	565	1	564	488	76
United Kingdom	1,475	232	1,243	1,236	7
Total	16,382	869	15,513	14,625	888

^aIndicates overstrength.

Objective, Scope, and Methodology

Our objective was to obtain information on DOD vacancies in NATO European countries as of September 30, 1988. We interviewed key DOD officials and obtained documents detailing the required information. We did not verify the accuracy of the information provided by the military services. However, we did discuss this information with DOD officials and included their comments where appropriate. We were unable to obtain detailed information on the length of time that positions were vacant, and no automated capability exists for determining this. We conducted our review between May 1989 and July 1989 in accordance with generally accepted government auditing standards.

Unless you publicly announce its contents earlier, we plan no further distribution of this report until 5 days from the date of this letter. At that time, we will send copies to the Chairmen, House and Senate Committees on Appropriations and on Armed Services; the Secretaries of Defense, the Army, Navy, and Air Force; and the Director, Office of Management and Budget. We will also make copies available to other parties upon request.

GAO staff members who made major contributions to this fact sheet were William E. Beusse, Assistant Director, and James F. Reid, Evaluator-in-Charge. If you need further assistance, please call me on 275-3990.

Sincerely yours,



Harold J. Johnson
Director, Manpower Issues

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