



Department of Defense INSTRUCTION

NUMBER 5154.31, Volume 6
October 16, 2015

USD(P&R)

SUBJECT: Commercial Travel Management: Uniformed Services Housing and Station Allowances

References: See Enclosure 1

1. PURPOSE

a. Instruction. This instruction is composed of several volumes, each containing its own purpose. The purpose of the overall instruction, in accordance with the authority in DoD Directive 5124.02 (Reference (a)), is to establish and implement policy, assign responsibilities, and provide procedures regarding the commercial travel program within the DoD.

b. Volume. This volume establishes policy, assigns responsibilities, and provides procedures for the prescription of housing and station allowance rates for uniformed service members.

2. APPLICABILITY. This volume applies to:

a. 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 within the DoD (referred to collectively in this volume as the "DoD Components").

b. Uniformed service members.

3. POLICY. It is DoD policy that:

a. An active duty uniformed service member entitled to basic pay is authorized a temporary lodging allowance when occupying temporary lodging under the conditions determined by the Per Diem, Travel and Transportation Allowance Committee (PDTATAC) and appropriate commanders outside the continental United States (OCONUS). Permanent housing allowances may be authorized in accordance with the Table.

Table. Permanent Housing Allowance Authorization

| An active duty uniformed service member entitled to basic pay and... | Is... |
|---|---|
| Not assigned to government quarters | Authorized a housing allowance pursuant to section 403 of Title 37, United States Code (Reference (b)). Generally, the prescribed housing allowance rate is based on the member's pay grade, permanent duty location, dependency status, and accompaniment of dependents, if eligible and applicable. |
| Assigned to government quarters | Not authorized a housing allowance except as provided by section 403 of Reference (b). |
| Assigned to a permanent duty location determined to be in a high cost area | May be authorized a cost of living allowance (COLA) in accordance with sections 403b and 475 of Reference (b). |

b. The prescription of housing and station allowances for uniformed service members that differ in amount or type from those authorized in this volume must specifically be authorized by the PDTATAC in accordance with Volume 5 of this instruction.

4. RESPONSIBILITIES. See Enclosure 2.

5. PROCEDURES. See Enclosure 3. Guidance for implementing this volume is located in the Joint Travel Regulations (Reference (c)) and Service-level issuances.

6. INFORMATION COLLECTION REQUIREMENTS

a. The "Overseas Housing Allowance (OHA) Utility and Move-In Expenses Survey," referred to in paragraphs 2h and 2i of Enclosure 3 of this volume, is assigned report control symbol (RCS) DD-P&R(A)1868 in accordance with the procedures in Volume 1 of DoD Manual 8910.01 (Reference (d)).

b. The "Living Pattern Survey for Uniformed Services COLA," referred to in paragraphs 1f, 1g, and 2h(4) of Enclosure 3 of this volume, has been assigned RCS DD-P&R(AR)2125 in accordance with the procedures in Reference (d).

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

8. EFFECTIVE DATE. This volume is effective October 16, 2015.

A handwritten signature in black ink, appearing to read "Brad R. Carson". The signature is stylized and cursive.

Brad R. Carson
Acting Under Secretary of Defense for
Personnel and Readiness

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Glossary

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ENCLOSURE 1

REFERENCES

- (a) DoD Directive 5124.02, “Under Secretary of Defense for Personnel and Readiness (USD(P&R)),” June 23, 2008
- (b) Title 37, United States Code
- (c) Joint Travel Regulations, “Uniformed Service Members and DoD Civilian Employees,” current edition
- (d) DoD Manual 8910.01, Volume 1, “DoD Information Collections Manual: Procedures for DoD Internal Information Collections,” June 30, 2014
- (e) DoD Directive 5100.87, “Department of Defense Human Resources Activity (DoDHRA),” February 19, 2008
- (f) DoD Instruction 1330.17, “DoD Commissary Program,” June 18, 2014
- (g) Joint Publication 1-02, “Department of Defense Dictionary of Military and Associated Terms,” current edition

ENCLOSURE 2

RESPONSIBILITIES

1. ASSISTANT SECRETARY OF DEFENSE FOR MANPOWER AND RESERVE AFFAIRS.

Under the authority, direction, and control of the Under Secretary of Defense for Personnel and Readiness, the Assistant Secretary of Defense for Manpower and Reserve Affairs, through the Deputy Assistant Secretary of Defense for Military Personnel Policy:

a. Develops, implements, and monitors policy and procedures for the management and prescription of housing and station allowances for uniformed service members in accordance with Volume 5 of this instruction.

b. Has operational oversight of the Defense Travel Management Office (DTMO) in implementing Enclosure 3 of this volume.

2. DIRECTOR, DEPARTMENT OF DEFENSE HUMAN RESOURCES ACTIVITY. Under the authority, direction, and control of the Under Secretary of Defense for Personnel and Readiness and in accordance with DoD Directive 5100.87 (Reference (e)), the Director, Department of Defense Human Resources Activity:

a. Provides budget management and other administrative, facility, and logistic support for DTMO operations described in Enclosure 3 of this volume.

b. Provides fiscal management and oversight such that all funds provided for DTMO are separately and visibly accounted for in the DoD budget.

c. Oversees the Defense Manpower Data Center in:

(1) Maintaining and providing data support to the DTMO as detailed in Enclosure 3 of this volume.

(2) Conducting a Continental United States (CONUS) Living Pattern Survey (LPS) triennially and providing results to the DTMO.

(3) Reviewing and providing pay and cost data to the DTMO, as required.

3. DIRECTOR, DEFENSE COMMISSARY AGENCY. Under the authority, direction, and control of the Under Secretary of Defense for Personnel and Readiness and through the Assistant Secretary of Defense for Manpower and Reserve Affairs, the Director, Defense Commissary Agency provides quarterly prices and the annual price comparison assessment results to the DTMO in accordance with DoD Instruction 1330.17 (Reference (f)).

4. UNDER SECRETARY OF DEFENSE (COMPTROLLER)/CHIEF FINANCIAL OFFICER, DEPARTMENT OF DEFENSE. The Under Secretary of Defense (Comptroller)/Chief Financial Officer Department of Defense reviews financial analyses at the request of the Deputy Assistant Secretary of Defense for Military Personnel Policy and, based on financial considerations, recommends alternative courses of action for ensuring housing and station allowances are fair and equitable, in accordance with Volume 5 of this instruction.

5. DIRECTOR, DEFENSE FINANCE AND ACCOUNTING SERVICE. Under the authority, direction, and control of the Under Secretary of Defense (Comptroller)/Chief Financial Officer Department of Defense, the Director, Defense Finance Accounting Service:

a. Makes dependency status determinations and validations for uniformed service members, as directed by individual Service agreements.

b. Provides pay, cost, and demographic data to the Defense Manpower Data Center and DTMO.

6. SECRETARIES CONCERNED. The Secretaries concerned, as defined in the Glossary:

a. Make dependency status determinations for uniformed service members, or direct to the Defense Finance Accounting Service for action.

b. Get approval from the Deputy Assistant Secretary of Defense for Military Personnel Policy when publishing written material that implements provisions in Reference (c) in accordance with Volume 5 of this instruction.

c. Oversee Departmental implementation of Enclosure 3 of this volume and the guidance in Reference (c) in accordance with Volume 5 of this instruction.

7. SECRETARIES OF THE MILITARY DEPARTMENTS. In addition to the responsibilities in section 6 of this enclosure, the Secretaries of the Military Departments prescribe housing and station allowances and issue necessary administrative regulations in the event of DoD headquarters dispersal.

ENCLOSURE 3

DTMO AND SECRETARIES CONCERNED

1. DTMO. The DTMO will:

a. Analyze data and provide recommendations to the PDTATAC pertaining to:

(1) Housing and station allowances, including:

(a) Basic allowance for housing (BAH).

(b) OHA.

(c) Family separation housing (FSH) allowance.

(d) CONUS COLA.

(e) OCONUS COLA.

(f) Non-foreign OCONUS per diem rates.

(2) Military housing area (MHA) boundaries.

b. Provide recommendations to the Defense Manpower Data Center, approved by the PDTATAC, concerning housing and station allowances and MHA boundaries.

c. Establish temporary lodging allowance rates based on CONUS, OCONUS, and non-foreign OCONUS per diem rates.

d. Publish and maintain information on the housing and station allowances determination processes for uniformed service members.

e. Review written material submitted by the uniformed services to verify allowances are uniformly applied in accordance with Volume 5 of this instruction.

f. Collect LPS data, triennially, at OCONUS locations where uniformed service members are permanently assigned, unless requested more frequently by the location's senior officer.

g. Collect Retail Price Schedule (RPS) data, annually, at OCONUS locations where uniformed service members are permanently assigned and are in the majority, unless requested more frequently by the location's senior officer.

h. Assist the Department of State collect RPS data, biennially, at OCONUS locations where uniformed service members are permanently assigned and federal employees are in the majority.

i. Collect overseas housing utility and move-in housing allowance (MIHA) cost data at OCONUS locations where uniformed service members are assigned and reside in privately leased housing.

j. Provide training and information sessions, as required, to local commands, housing offices, and station allowance coordinators.

k. Coordinate with Department of State to verify that COLA indexes are determined for OCONUS locations where uniformed service members are permanently assigned.

l. Monitor currency exchange rates and adjust OCONUS allowances, as necessary.

m. Review pay and cost data associated with existing, privately leased, off-base housing in the areas where uniformed service members are assigned, and determine and publish OHA rates.

2. SECRETARIES CONCERNED. The Secretaries concerned, as defined in the Glossary, will implement Departmental procedures that:

a. Require uniformed service members submit DD Form 2367, "Overseas Housing Allowance (OHA) Report, Individual," to start, adjust, or terminate OHA. The DD Form 2367 is available at <http://www.dtic.mil/whs/directives/infomgt/forms/index.htm>.

b. Require uniformed service members submit DD Form 2556, "Move-In Housing Allowance Claim Form," to authorize costs related to occupying OCONUS privately leased or owned housing. DD Form 2556 is available at <http://www.dtic.mil/whs/directives/forms/index.htm>.

c. Identify, in writing, the senior officer at each OCONUS location where uniformed service members are permanently assigned to the DTMO.

d. Require that requests for MHA boundary changes be submitted to the DTMO.

e. Require that OHA rate setting requests be submitted to the DTMO.

f. Require appointment of a representative to be the Service's BAH point of contact.

h. Require the senior officer in each OCONUS country to:

(1) Execute the responsibilities pertaining to housing and station allowances as assigned in Reference (c).

(2) Conduct the OHA Utility Survey, annually, with permanently assigned uniformed service members receiving an OHA and report to the DTMO.

(3) Conduct the OHA Move-In Expenses Survey, triennially, with permanently assigned uniformed service members receiving an OHA and report to the DTMO.

(4) Conduct the LPS of permanently assigned uniformed service members, triennially, unless approved more frequently by the DTMO.

(5) Conduct the RPS:

(a) Annually at locations where uniformed service members are in the majority, unless approved more frequently by the DTMO.

(b) Biennially at locations where federal employees are in the majority.

i. Require overseas installation commanders to:

(1) Certify housing-related costs for temporary lodging allowance in OCONUS locations.

(2) Direct housing and station allowance offices and coordinators to educate uniformed service members on applicable housing and station allowances.

(3) Designate appropriate level staff to maintain copies of DD Form 2556 prepared by permanently assigned uniformed service members for the duration of the member's assignment.

GLOSSARY

PART I. ABBREVIATIONS AND ACRONYMS

| | |
|------------|---|
| BAH | basic allowance for housing |
| COLA | cost of living allowance |
| CONUS | continental United States |
| DFAS | Defense Finance Accounting Service |
| DTMO | Defense Travel Management Office |
| FSH | family separation housing |
| LPS | Living Pattern Survey |
| MHA | military housing area |
| MIHA | move-in housing allowance |
| OCONUS | outside the continental United States |
| OHA | overseas housing allowance |
| PDTATAC | Per Diem, Travel and Transportation Allowance Committee |
| RPS | retail price schedule |
| USD(C)/CFO | Under Secretary of Defense (Comptroller)/Chief Financial Officer Department of Defense |

PART II. DEFINITIONS

Unless otherwise noted, these terms and their definitions are for the purpose of this volume.

active duty. Defined in Joint Publication 1-02 (Reference (g)).

COLA. A supplemental allowance that compensates for variations in non-housing costs for designated high cost areas.

CONUS COLA. A supplemental allowance for uniformed esrvice members permanently assigned to certain CONUS locations that compensates for a portion of excess non-housing costs.

OCONUS COLA. A supplemental allowance for uniformed service members permanently assigned to certain OCONUS locations to help maintain the purchasing power of goods and Services in those locations.

CONUS. The 48 contiguous states and the District of Columbia.

government quarters. Defined in Reference (c).

high cost area. A location where the cost of living exceeds that of the average cost of living in the CONUS by a threshold percentage, as determined by the Secretary of Defense, in consultation with the Secretaries concerned. For locations in the CONUS, the threshold will be no less than eight percent in accordance with section 403b of Reference (b).

housing allowance. An allowance that offsets housing costs in civilian markets.

BAH. A supplemental allowance for uniformed service members permanently assigned to locations in the United States that provides equitable housing compensation based on housing costs in local civilian housing markets when government quarters are not provided. Subdivisions of BAH can be found in Reference (c).

FSH allowance. A housing allowance for uniformed service members that provides compensation for added housing expenses when:

Dependent transportation to the permanent duty location is not authorized at government expense in accordance with section 476 of Reference (b).

Dependents do not reside in the vicinity of the permanent duty location.

Government quarters are not available for assignment to the uniformed service member, except as indicated in Reference (c).

OHA. A cost-reimbursement based housing allowance for uniformed service members permanently assigned to locations outside the United States intended to partially defray housing costs when government quarters are not provided. Housing costs are comprised of three separate components: rental allowance, utility and property upkeep allowance, and a MIHA.

OHA is based on reasonable existing housing costs in the local area economy.

The rental allowance component is determined using existing, privately leased, off-base housing costs.

Expenses associated with management, maintenance, and other contracts, construction, or privatized housing are excluded from OHA.

MHA. A collection of rental markets in the United States surrounding a duty station or metropolitan area. MHAs are defined by sets of zip codes and often contain several military installations or activities, and therefore, multiple cities.

non-foreign OCONUS per diem rates. An allowance when traveling to non-foreign OCONUS areas (Alaska, Hawaii, Guam, Puerto Rico, and U.S. territories and possessions) intended to reimburse lodging, meals, and incidental costs. The PDTATAC adds DoD-unique footnotes, DoD installations, and proportional meal rates to rates published by the Department of State, General Services Administration, and DTMO.

Secretaries concerned. The Secretaries of the Military Departments; the Secretary of the Department of Homeland Security, who has authority over the United States Coast Guard, except when it is operating as a service in the Navy; the Secretary of the Department of Health and Human Services, who has authority over the United States Uniformed Public Health Service; and the Secretary of the Department of Commerce, who has authority over the National Oceanic and Atmospheric Administration.

temporary lodging allowance. An allowance for uniformed service members intended to partially reimburse for more than normal expenses incurred in OCONUS locations while occupying temporary lodgings in certain circumstances detailed in Reference (c).

uniformed service. Defined in Reference (g).