

RESERVE COMPONENT CIVILIAN OCCUPATION INFORMATION FINAL REPORT

DOD ACTIONS NEEDED
TO BETTER
MANAGE RESERVE
COMPONENT
CIVILIAN
OCCUPATION
INFORMATION



Office of the Assistant Secretary
Of Defense for Reserve Affairs
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***DoD Actions Needed to Better Manage Reserve
Component Civilian Occupation Information***

POC: Colonel Gary L. Crone/703-693-7481 (DSN 223)
Office of the Deputy Assistant Secretary of Defense for
Reserve Affairs, Manpower and Personnel
1500 Defense Pentagon, Room 2E185
Washington, DC 20301-1500

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**OASD/RA (M&P)
DoD Actions Needed to
Better Manage Reserve
Component Civilian
Occupation Information**

PREFACE

The members of the United States Reserve Components bring civilian skills and experiences to the military beyond what is available in the Regular Component—and they bring it in large numbers. The Reserve Components comprise approximately 1.2 million service members or approximately 46 percent of the nation’s total military force.

Reserve Component members reside in towns and cities across the nation as well as several localities abroad. Their occupations are as rich and diverse as the communities they live in—making their civilian acquired skills and experience a potentially rich resource pool for the military to tap. The Department and the Services have long recognized the need to collect and report civilian occupation information in an accurate and timely manner, but the track record of comprehensively collecting and reporting current and accurate information remains spotty at best.

Additional talent that is not currently affiliated with the military also resides in the civilian community—representing untapped skills that are hard to grow or maintain in the Regular Component. These untapped hard to grow skills are often critical to the success of military operations. Although continued outsourcing may relieve some current and future military war fighting requirements, new and emerging military requirements will always exist that rely upon a mixture of talented people in uniform who have derived their skills from a combination of military and civilian training and experience.

As the Department continues to develop new forms of Reserve Component affiliation and participation to attract individuals with hard to grow skills into the military, the need for collecting and reporting civilian acquired occupation information will remain a priority to the Services and combatant commanders.

EXECUTIVE SUMMARY

The Department needs to develop a comprehensive manpower and personnel strategy that draws upon a mix of *measurable* skills, experiences, and accomplishments that are both military and civilian. Under this new *competency management* strategy barriers would no longer exist that prevent or hamper the collection and reporting of civilian skills, experiences and accomplishments into Service manpower and personnel systems. Under this system you would no longer ask for military or civilian information, you would get both.

RECOGNIZING A CORE COMPETENCY

The process for enabling a new manpower-personnel “competency management” strategy in the military begins with recognizing civilian skills as a Reserve Component core competency. Reserve Affairs has already taken this step as part of the latest comprehensive review of the Reserve Component.

SPECIALIZED CIVILIAN SKILLS

Specialized civilian skills are emerging as a Reserve Component core competency. The new fundamental doctrine for the role of the Reserve Components, as articulated in the draft “Review of Reserve Component Contributions to National Defense” (OASD/RA Review) identifies specialized civilian skills as one of the three Reserve Component core competencies. The OASD/RA Review successfully makes the case for recognizing a new core competency—discussing the importance of occupational skill information at least 28 times in the 97-page document, making it the most widely discussed transformation enabler in the entire report.

CHALLENGES TO TRANSFORMATION

This report addresses several challenges the Department and Services must meet in order to transform the collection and reporting of civilian occupational skills into a Reserve Component core competency. Some of these challenges must be met before the core competency is enabled.

The current lack of occupation information will restrain some of the new Reserve Component transformation strategies and may make others impossible to fully implement. The current reality is that Services must still access a variety of incomplete and inaccurate databases, ultimately often relying on word-of-mouth to find people they need. Problems also exist in utilizing existing databases to identify individuals with certain critical skill areas, such as information technology or foreign area specialists.

Furthermore, some of the innovative options now under consideration within the Department for attracting individuals with civilian skills that are hard to grow or maintain in the active component, such as Direct Entry Programs and a variable pool of reservists to perform special work, presume access to skill information that is not currently resident in many Service personnel systems. In order to provide the information, the Services will have to allocate additional resources for the collection, maintenance, and reporting of such information.

ESSENTIAL NATURE OF EMPLOYER DATA TO ESGR

Until the Department and the Services move to enable the civilian occupation core competency, the ability of at least one DoD organization to perform its day-to-day mission will remain impaired.

ESGR cannot properly function without accurate and comprehensive employer information. The ability of ESGR to function is also being undermined by the inability of the Department to successfully obtain essential employer information from reservists. In a recent GAO report¹ on employer outreach, the essential nature of accurate and current employer to ESGR was made clear to the Department.

ADDRESSING COLLECTION AND REPORTING CHALLENGES

Similarly, this Reserve Affairs report asserts that the starting point for successfully enabling civilian occupation information as a core competency begins with better compliance with existing requirements. Although most of the necessary collection and reporting of occupation information is already prescribed in law,

¹ Report to the Chairman and ranking Minority member, Subcommittee on Personnel, Committee on Armed Services, United States senate, "Reserve Forces: DOD Actions Needed to better Manage Relations between Reservists and Their Employers, June 2002, GAO-02-608.

significant gaps still exist. Accordingly, this report has identified the key challenges the Services and DoD must meet in collecting and reporting information to lay a proper foundation for enabling the civilian occupation information core competency.

COMPLIANCE IS CHALLENGING

Service compliance with existing statutory requirements for collecting and reporting occupation information is in jeopardy. Services continue to field their own systems due to lack of common collection and reporting requirements. The Department attempted to field a common system during the events of 9-11 through the Defense Manpower Data Center (DMDC) web site. To date, DMDC has received data on less than 11,000 records out of over 94,000 individuals mobilized.² Nor has either the Department or ESGR used the information collected in any substantial way.³

LACK OF MANDATORY REPORTING

The Office of the Secretary of Defense cannot accurately identify employers of Reservists supporting post 9-11 contingency operations due to lack of mandatory reporting by DoD. Existing system limitations and concerns over security classifications of data have seriously hampered the Services' ability to report to the Defense Manpower Data Center and the Office of the Secretary of Defense information at the SSN level on Reservists supporting the response to events of 9-11. The complex manner in which members are called to active duty through various duty statuses and statutory authorities⁴ combined with the existence of stove-piped manpower and personnel data systems across the components, to date, have compounded contingency reporting.

Due to lack of DoD mandated reporting, the collection of employer information was not a priority at most mobilization sites. The collection of employer data was not a high priority for many Service mobilization sites during the last mobilization. This is primarily because of the inability of the Services to accurately identify to DoD the mobilized reservists at the SSN level and the lack of mandatory reporting. The Services also generally noted that a lack of any incentive on the part of individuals to provide the information

² Data is accurate as of 30 Sep 2002. Source of Data, OASD/RA (M&P).

³ Both ESGR and DoD are exploring ways to improve the collection and reporting of employer data through the DMDC web-based site.

⁴ The Wexford Corporation is currently completing a duty status study for OASD/RA (M&P). The final report is expected in January 03.

contributed to the overall lack of success in collecting employment data from reservists mobilized in response to the events of 9-11.

No incentives and voluntary reporting is jeopardizing long-term success of DoD-based employer website. The Services do have a considerable amount of employer-related information at the unit level, but the information is fragmentary and not currently useable in a manner that can be rolled-up to OSD. The Services do not have a requirement to make the collection of employer data mandatory and generally still view employer information as outside their general purview of responsibility. Consequentially, the Services do not have a single functional manager for collecting employer information (nor a functional manager for occupation information).

FUNCTIONAL MANAGEMENT IS LACKING

DoD and Services have no single functional manager for collecting and reporting employer information. Services do not ensure members are informing employers of military duty obligations. The Department may no longer be able to ignore whether members inform their employers of their military obligations. In the past, the desire to allow a reservist to actively participate in the Ready Reserve versus the risk of employer conflict was minimal because reservists were rarely called to active duty or performing extended periods of active duty involuntarily. Since the Gulf War, however, and especially since the events of 9-11, this premise may no longer be a valid planning assumption for either the Services and the Department or the reservist and their employers.

A key question the Department needs to consider is whether there are measures the Department can take that significantly improve the Department's ability to enforce the reporting of employer information without having an unnecessarily adverse impact on the employer-employee relationship. Enforcing employer information-reporting can be accomplished either through the member or through the employer. The most direct way to enforce compliance is through the member. The Department can exercise control through the Services at the unit level for drilling unit reservists and individuals in the training pipeline. It can also control Individual Mobilization Augmentees (IMAs) and members of the Individual Ready Reserve through their Service Reserve Personnel Centers.

AN EMERGING NEED FOR EXPERIENCE INFORMATION

This report has introduced the concept of “competency management” as a new personnel-manpower paradigm for supporting the core competency of civilian occupation information. In doing so, it recognizes that civilian occupation includes more than skill and certification information. It also includes “experience” information”. The report also identifies resume-type information as one of most common forms of essential information currently lacking in Service personnel systems. The report also underscores the necessity for the Services to maintain current and accurate information on its members.

NEED FOR EXPERIENCE INFORMATION

New information requirements are now emerging at the service level for “experience” information. Experience information is more resume-like in nature and extends beyond the scope of skill identification, duty assignments or certifications. The use of resume information by all Services however is not new. Most career officers, for example, regularly maintain a resume that is used officially and unofficially to obtain assignments. But individuals must generally maintain resumes on their own, outside official personnel systems. Most Services, much less the Reserve Components themselves, are only now beginning to see the need for “experience” information.

RESUME-TYPE CAPABILITIES NEEDED

Resume information (to include experiences) may be the most important form of information not currently captured within most Service personnel systems. Combatant commanders are looking more to near-real time access to resume-type information. Some functional managers, such as intelligence, are already using self-reported skill information to meet operational requirements; yet most Services will not accept the same information into their personnel systems because no information verification process is in place. Such “stove piping” of occupation information needs to be eliminated because it can inhibit better integration between the “users” and “keepers” of manpower and personnel information.

CHALLENGES IN MAINTAINING ACCURATE AND CURRENT INFORMATION

Collection and reporting obstacles include a wide array of factors: many stem from lack of resources and oversight. The Services have identified several obstacles to collecting and reporting current information, they include:

- The lack of required functionality to collect and report the information
- Information is maintained in Service personnel records which are not regularly updated or maintained
- Information is collected on an ad hoc voluntary basis
- Service workloads preclude assigning additional resources to monitor and update information
- The Services have no means to verify the information
- Members do not want to identify their civilian skills

Also, Unit commanders are often afraid if their personnel identify their civilian skills that “someone will steal them away” from their unit to perform ADSW—making the individual less accessible and potentially jeopardizing the overall readiness of the unit.

SCREENING INDIVIDUALS OUT OF THE READY RESERVE AND RELATED CONSIDERATIONS

In addressing the impact of civilian occupation information on mobilization requirements, this report discusses the relationship of civilian occupation to the screening process and related mobilization issues. Understanding this relationship is critical in assisting the Department in developing new policies to meet homeland security threats and other national emergencies that require significant Reserve Component mobilization or prolonged active duty.

SKILLS AND THE DOD SCREENING PROCESS

Knowing accurate and current civilian occupation information is critical to the DoD process of screening individuals with “key” occupations out of the Ready Reserve. DoD proactively screens federal employees. Screening of the Reserve members who are non-federal employees, however, is nearly non-existent. Although screening non-federal employees is more complex than screening federal employees, manageable opportunities for screening at the state level may exist for critical career field such as health and safety.

RELATED CONSIDERATIONS: HEALTH, SAFETY, AND INDUSTRIAL SUPPORT

Reserve members serving in health, safety, and industrial support occupations are not routinely being considered. Any requests by employers for mobilization exemptions must be referred to the Department of Defense. Under current policy this referral process requires individual review by the Office of the Assistant Secretary of Defense for Reserve Affairs and a case-by-case approval of the Under Secretary of Defense for Personnel and Readiness.

This exception process is not intended to deal with large numbers of requests nor does it anticipate granting significant numbers of requests. If a need exists for exempting large numbers of personnel due to a homeland defense emergency, the current process will not work well.

STEPPING INTO THE FUTURE

CONCLUSIONS

As a result of this study, Reserve Affairs has drawn several conclusions regarding the collection and reporting of civilian occupation information. They include:

- *The Department needs to mandate reporting of employer information if it is critical to the success of ESGR and vital to the Department*
- *Occupation information needs to be accurate and current*
- *DoD and the Services need to focus more on capturing experience information in addition to skill information*
- *Resume reports-writing capabilities tied to Service personnel systems are needed under a single unified manpower and personnel system*
- *More effective screening or other form of consideration of some non-federal employers is needed prior to mobilizing in response to a national emergency*

RECOMMENDATIONS FOR ACTION

Addressing some of the issues and conclusions in this report will require a long-term commitment by the Department and Services. Others may be implemented in the relative short term. In either case, the Department should start taking action now.

As the Department considers the recommendations contained in this report it should also be noted that placing more demands on Service personnel and personnel systems to capture and report data with makeshift systems and no additional resources would be counterproductive. Before adopting some of the recommendations in this report, the Department should consider three key factors outside the scope of this study:

- The Department should first consider how the information sought could be efficiently gathered
- Secondly, the Department should review the manpower considerations in gathering the information
- Finally, the Department needs to weigh the merits of mandating further information collection against the costs and usefulness of the information gained

Improved collection of occupation information, in general, requires the validation of new business practices that recognizes civilian occupation information and experience as a force competency management requirement best managed under a unified personnel and manpower system.

With the above considerations and caveats in mind, this study recommends the following initial steps:

- ***Mandate the collection of employer data for Ready Reserve members and incorporate the requirement for employer data within DoDI 7730.54, Reserve Components Common Personnel Data System; Services will need to provide the Department with a timeline for data capture and to identify to the Department any and all barriers to capturing the data***
- ***Regarding employer information, as a near-term solution, the Department should take legislative action to modify Title 10 §10204 to include employer contact information as a required element in Service personnel records for the Ready Reserve; as a long-term solution, the Department should take legislative action to modify Title 10 Section §10204 to***

include employer contact data as a required element in Service personnel records for members of the Ready Reserve

- *Clarify the meaning and intent of the words “civilian employment” in Title 10 §10205 and take legislative action as necessary to amend Section 10205 to insure that Ready Reserve members are required under 10205 to report their current employment information, including the name, address and phone number of the Reserve Component member’s employer*
- *Require all Services to use the standard Department of Labor Standard Occupation Codes for maintaining current and accurate civilian occupational skills*
- *Require the addition of a resume report writing capability to perform competency management within DIMHRS; Reserve Components will need to provide the Department a brief summary to include timeline for data capture and any barriers meeting this requirement*
- *Promulgate an additional policy that ensures adequate screening of non-federal employees with special emphasis on state and local employees, especially those state and local employees working in the health, safety, and defense support industries; as a near-term solution, the Department should begin a state-level screening program modeled after the Congressional employee-screening program*
- *Assist the ESGR and the Services in adopting a vision of occupational information that views the collection and reporting of occupation information as an integrated process with equal emphasis on employer, skills, and experience information and to develop programs to train and educate employers and employees so they understand how civilian occupation information directly impacts issues such as outreach, selection of individuals for active duty as well as screening for key employees who should be removed from the Ready Reserve because of their civilian employment*
- *Provide adequate funding and require the Services to identify Service and component level functional managers to ensure the integrated management of all aspects of civilian occupation information*

By taking these steps, the Department can be well on its way towards implementing the recommendations presented in this

study. Adopting these recommendations, if properly managed and resourced, will significantly enhance the collection and reporting of civilian occupation information and allow the Department to meet its goal of enabling civilian skills as a Reserve Component core competency.

CHAPTER 1

INTRODUCTION

PURPOSE AND SCOPE

The purpose of this report is to support the 2001 Quadrennial Defense Review by improving the Department's understanding of the current state of affairs regarding the collection and reporting of occupation information within DoD and the Services. This report anticipates recommendations emerging from the Department's comprehensive review of the Reserve Components that cannot be fully implemented unless improvements are made in the collection and reporting of civilian occupation information.

Accordingly, this report provides the Department with recommendations in collecting and reporting occupation information that will increase the scope and effectiveness of DoD's outreach programs, improve the capabilities of the Services to collect and report accurate and current civilian occupational skill and experience information, and expand and enhances the DoD screening program. The report also identifies the current Department and Service requirements for reservists to report occupation information and addresses whether the information is being accurately collected and reported, as well as new and emerging requirements for occupation-related information.

Unless otherwise specified, the terms "reserves" and "reservists" both refer to the collective forces of all the Reserve Components as defined in 10 U.S.C. §10101.⁵ The terms "Department" and "DoD" always refer to the Department of Defense. The term "working group" refers to the Office of the Assistant Secretary of Defense for Reserve Affairs' Civilian Occupation Information Working Group" established by Reserve Affairs⁶ to study issues

⁵ The reserve components of the armed forces are: the Army National Guard of the United States, the Army Reserve, the Naval Reserve, the Marine Corp Reserve, the Air National Guard of the United States, the Air Force Reserve, and Coast Guard Reserve.

⁶ OASD/RA memorandum, subject: Reserve Component Civilian Occupation Skills and Employment Data, date May 14, 2002.

related to this report. The term “Reserve Affairs” refers to the Office of Assistant Secretary of Defense for Reserve Affairs.

UNDERSTANDING THE REQUIREMENT

The requirement for the Services to maintain accurate and current skills information as part of their personnel systems exists in law.⁷ In practice, the Services have struggled to collect and maintain accurate and current civilian skills databases on any category of reservists. This is primarily because of the lack of uniform DoD and Service policy and guidance, which would have amplified and institutionalized the update of civilian skills data to meet emerging DoD requirements. This has led to the lack of well-defined requirements and resource allocations by the Services to collect and maintain current and accurate civilian skill information. As a result, the collection of occupational skills information by the Services has been spotty at best with some limited exceptions in certain functional areas such as intelligence.

Accordingly, occupational skills data is not kept up to date by the Services to the degree needed for an accurate inventory of civilian skills within DoD. Most Services have experienced only limited success in collecting occupation information to identify reservists with special skills to perform active duty special work (ADSW) who could not be identified through normal manpower and personnel systems. This is generally because either the skill information is not being kept current or the information is not sufficiently recorded to match the person to the particular requirement.

Although all Services and their components have some capability to report skill information on the Ready Reserve, Service efforts to actively collect it is generally limited to members of the Selected Reserve, with some effort, most notably by the Marine Corps, to collect skills information from the Individual Ready Reserve.

The need for experience information beyond that contained in standard occupational codes or duty histories is a relatively new and emerging Service and combatant commander requirement. The need for experience

⁷ 10 U.S.C. §10204.

information is emerging from requirements for individuals who have both a combination of desired skill sets and the personal experiences that make them qualified to perform ADSW tours.

Reporting and collection of “experience” information is still in its infancy. Some Services, such as the Marine Corps, are starting to field resume-based programs that are web-enabled and tied into their personnel systems. The Navy routinely uses resume-like information in a form-format that individuals must update when considered for jobs and promotion. The Army and Air Force currently do not have similar competency management capabilities formally residing within their personnel systems.

Until recently, interest in employer information was generally viewed as a Department of Defense requirement, with the Department needing the information for specific research and analysis requirements and the National Committee for Employer Support of the Guard and Reserve⁸ needing the information to perform employer outreach and conduct education and training.

As a result of the events of 9-11, the need for accurate employer information is finally starting to come into focus. As a recent GAO report has described, “Following the 1991 Gulf War, reservists and employers flooded the government with questions and complaints concerning the reemployment rights of reservists who had been away from their jobs during the war.”⁹

Today, the Department and the Services are still struggling with how to collect, maintain, and report employer information. The primary stumbling blocks are concerns regarding the Privacy Act¹⁰, making the reporting mandatory and sustained interest that will support the dedication of long-term resources to this issue.¹¹

⁸ The National Committee for the Employer Support of the Guard and Reserve is sometimes abbreviated NCESGR, but throughout this report the more common acronym of ESGR is used to include both the headquarters and volunteer field support staff of the organization.

⁹ Page one of the General Accounting Report (GAO-02-608), June 2002 entitled “DOD Actions Needed to Better Manage Relations between Reservists and Their Employers.

¹⁰ 5 U.S.C. §552a.

¹¹ The relationship of the Privacy Act to the collection and reporting of occupation information is not well understood. There is a persistent belief at both the Service and DoD level that Reserve Affairs obtained a

With regards to the Privacy Act, 5 U.S.C. §552a(e)(1) states that only such information which is “relevant and necessary to accomplish the purpose of the agency required to be accomplished by statute or by executive order” is to be collected and mandated. Prior to the events 9-11, it was unclear as to whether the Department could mandate the collection of employer information.

Two major factors have changed since the events of 9-11. First, The Department’s General Counsel may have identified pertinent statutory authority under 38 U.S.C. §4333 that is a proper authority for collecting employer information from reservists.¹² Secondly, the General Accounting Office in a recent report¹³ has determined that the collection and reporting of employer information by reservists is relevant and necessary to accomplish the purposes of ESGR.

Given the fact that a statutory authority probably exists to support the collection of employer information and the determination by the GAO that such reporting is necessary and essential for ESGR to function, it appears the Department probably *can* mandate the reporting and collection of employer information under existing law. Whether the Department *should* mandate the collection of such information may be more of a policy question than a question of law. As a matter of prudence, however, the Department should seek a formal legal opinion from the DoD General Counsel if it intends to mandate the collection of employer information from reservists.

OBJECTIVES AND METHODOLOGY

This report is issued in response to a validated requirement identified within the Office of the Assistant Secretary of Defense for Reserve Affairs (Manpower and Personnel),

ruling from the Department’s Office of General Counsel concluding that it is illegal under current law for the Department to mandate reservists to report employer data. This belief is incorrect. Reserve Affairs has never asked the Department’s General Counsel for an official opinion on this subject.

¹² March 26, 2001 email from WHS/DPO to DMDC-WEST, subject Reserve Employer Identification Project.

¹³ General Accounting Report (GAO-02-608), June 2002 entitled “DOD Actions Needed to Better Manage Relations between Reservists and Their Employers.”

also known as OASD/RA (M&P), which determined a need to review issues and challenges surrounding the collection and reporting of Reserve Component civilian occupation information. Accordingly, this report (1) determined the existing Service and Department requirements for collecting and reporting civilian occupation information and (2) assessed those relationships as they related to employer outreach, the use of occupational skill information and screening of key employees out of the Ready Reserve because of their civilian employment.

To determine how the existing Service and Department requirements for collecting and reporting civilian occupation information, OASD/RA (M&P) collected and analyzed existing statutory authority, the Code of Federal Regulations, Department Directives and Instructions, and policy guidance that related to the collection of occupation information. OASD/RA (M&P) then queried the Services regarding existing occupation information data to determine if the data was current, accurate and complete. M&P looked to see if the quality and quantity of data collected varied between Reserve Components or within the Components. M&P then discussed the observed trends with top-level reserve manpower and personnel officials throughout the Services and the Department.

Because each Service has a different mission and trains, organizes and equips their Reserve Components in different ways, OASD/RA (M&P) developed a survey¹⁴ questionnaire to provide baseline information for this report. As a vehicle for collecting, reviewing and discussing the results of the Service questionnaire, M&P established a Working Group through the Office of the Assistant Secretary for Reserve Affairs. For the most part, the members of the working group had functional responsibility and broad knowledge of the systems used to collect and report civilian occupation information and they were the individuals most familiar with the questions under review within their Service component.

The members from Reserve Components¹⁵ serving on the working group provided valuable information and insights.

¹⁴ A copy of the survey along with the complete compiled responses from the Services is available upon request from OASD/RA (M&P).

¹⁵ All Reserve Components were represented either directly or indirectly on the Working Group. The Army chose to have one representative from the Assistant Secretary of the Army (Manpower

The working group completed its work between August and October of 2002. Their recommendations are incorporated into and made a part of this report.

To assess the relationship of occupation information to employer outreach, the use of occupational skill information and screening of key employees out of the Ready Reserve, OASD/RA (M&P) held discussions with local staff officials from the Services, ESRG staff in Arlington, Virginia and officials within the Department with functional responsibility for oversight and management of the OSD screening process.

The working group also addressed issues related to the use of occupation information for outreach and the use of occupation information to identify individuals to perform active duty. OASD/RA (M&P) also obtained information from both the Services and the Department on the screening process along with data the Services and Department have collected since 9-11.

This review was conducted from August through October 2002 with the support of the Office of the Secretary of Defense for Reserve Affairs, ESRG, Assistant Secretary of the Army (Manpower and Reserve Affairs), Assistant Secretary of the Navy (Manpower and Reserve Affairs), Assistant Secretary of the Air Force (Manpower and Reserve Affairs), and the Director of Reserve and Training, United States Coast Guard, along with the working group members who represented their Service components.

ORGANIZATION OF THE REPORT

This report provides the results of OASD/RA (M&P)'s comprehensive review of Reserve component civilian occupation information. It includes:

- An explanation of what constitutes civilian occupation information and how it is currently collected and reported, including shortfalls

and Reserve Affairs) speak for the Army Guard and Reserve. The Coast Guard point of contact was an O-6 representative from the Office of the Director of Reserve and Training. The Air Force and Navy provided a separate representative for each of their Reserve Components.

- Innovative approaches for considering civilian occupation as part of a Service based “competency management” manpower and personnel paradigm that recognizes civilian occupation information as a Reserve component core competency
- Both near-term and long-term DoD and Service actions needed to better manage Reserve Component civilian occupation information

CHAPTER 2 RECOGNIZING A CORE COMPTENECY

SPECIALIZED CIVILIAN SKILLS

*SPECIALIZED CIVILIAN SKILLS ARE EMERGING AS A
RESERVE COMPONENT CORE COMPETENCY.*

The new fundamental doctrine for the role of the Reserve Components, as articulated in the draft “Review of Reserve Component Contributions to National Defense” also known as the OASD/RA Review, identifies specialized civilian skills as one of the three Reserve Component core competencies. The OASD/RA Review goes on to substantively discuss the importance of occupational skill information at least 28 times in the 97-page document, making it the most widely discussed transformation enabler in the entire report.

Directed by the 2001 Quadrennial Defense Review (QDR), the OASD/RA Review addresses how the contributions of the Guard and Reserve in both new and traditional roles can enhance the capability of the Total Force.¹⁶ The Review makes several key observations concerning civilian skill information.

- The Reserve Components serve as one of the military’s most visible institutional links to the rest of American society. Today, less than 10 percent of Americans are veterans. Thus, the Reserve Components are a primary connection between the military and the American people—a reminder of the importance of military service and citizenship that ensures community support for extended military operations. In addition, the Reserve Components facilitate access to civilian-acquired skills such as medical, language, information technology, and other technical skills.¹⁷

¹⁶ Review, Preface, page vi.

¹⁷ *Id* at 12.

- To make better use of the capabilities resident in the Reserve Components, the Department needs a more effective way to identify individuals with the civilian skills and experiences needed to address new and emerging requirements.¹⁸
- Requirements for particular skills and capabilities that have emerged since September 11, 2001, underscore the need to provide decision makers with better access to [civilian skill and experience] information.¹⁹
- An on-line data repository of occupational skills, based on a common architecture, is an approach to collecting and reporting civilian skills, experiences, and employer data to the combatant commanders and among the Services.²⁰
- An accessible, on-line data system would allow the Services to quickly find individuals with the skills or experiences required to match requirements. Data would include more than simply current occupations, but include all civilian-acquired skills, as well as information on past employment and experience.²¹
- If properly supported, a civilian-acquired skills database could also serve as a personal career management tool for reserve members while providing the Services and combatant commanders with the information they need in a timely manner.²²

¹⁸ *Id* at page 32.

¹⁹ *Ibid.*

²⁰ *Ibid* at page 32.

²¹ *Ibid* at page 33.

²² *Id.*

CHALLENGES TO TRANSFORMATION

THE LACK OF OCCUPATION INFORMATION WILL RESTRAIN SOME RESERVE COMPONENT TRANSFORMATION STRATEGIES AND MAKE OTHERS IMPOSSIBLE TO FULLY IMPLEMENT.

The OASD/RA Review clearly underscores the need to ensure civilian skill information is current, accurate, and available to the Services and combatant commanders. If the information is not available, many of the transformation strategies cannot be fully implemented while others may be impossible to implement or sustain.

For example, in order to know if you have the requisite skills resident in the Reserve Component to meet new or quickly expanding requirements for cutting-edge skills such as spectrum management, the Services must be able to know whether anyone currently in the Reserve Component holds the skills. However the current reality is that Services must still access a variety of databases, ultimately often relying on word-of-mouth to find people they need.

The same problem confronts the Department and the Services for identifying other chronic skill shortages. Individuals in the Reserve Components who are not currently in language billets may have vast language skills or be native speakers, but this information is not contained in their personnel records or easily accessible to the combatant commander. Many individuals who have foreign area officer (FAO) skill sets and experiences are also not identifiable through their personnel systems because they are not career FAOs, because of the manner in which the Service manages their FAO billets, or because the skill sets themselves are transparent to the military personnel system.

INNOVATIVE USE OPTIONS OF THE RESERVE COMPONENT ARE ENDANGERED UNLESS INFORMATION IS AVAILABLE.

Some of the innovative options under consideration for attracting individuals with civilian skills that are hard to grow or maintain in the active component, such as Direct Entry Programs and a variable pool of reservists to perform special work, presume access to skill information that is not currently resident in many Service personnel systems. In order to have the needed information, the Services will

have to provide additional resources for the collection, maintenance, and reporting of such information for these innovative programs to fully function.

The bottom line is the Department and the Services cannot successfully implement the recommendations contained in the OASD/RA Review unless more direct attention is paid to the issues relating to the collection and reporting of civilian occupation information.

ESSENTIAL NATURE OF EMPLOYER DATA TO ESGR

ESGR CANNOT PROPERLY FUNCTION WITHOUT ACCURATE AND COMPREHENSIVE EMPLOYER INFORMATION.

Furthermore, the ability of ESGR to function is also being undermined by the inability of the Department to successfully obtain essential employer information from reservists. In a recent GAO report²³ on employer outreach, the essential nature of employer information to the Department was made clear. The purpose of the GAO report was to determine how increases in military operations impacted relations between reservists and their civilian employers. It focused specifically on the Department's outreach efforts designed to improve employer-employee relationships.²⁴ The report concluded in its recommendations that:

- Although DoD recognizes that employer support is critical to the health of its reserve forces and has taken steps to improve this support, its outreach efforts are hampered because it cannot identify all of its reservists' employers.²⁵
- Recent efforts to have reservists voluntarily report the names of their employers have met with only limited success. The lack of a complete and up-to-

²³ Report to the Chairman and ranking Minority member, Subcommittee on Personnel, Committee on Armed Services, United States senate, "Reserve Forces: DOD Actions Needed to better Manage Relations between Reservists and Their Employers, June 2002, GAO-02-608.

²⁴ Ibid at page 2.

²⁵ GAO report at page 12.

date list of employers has hampered the ESGR's ability to conduct outreach efforts.²⁶

The GAO report specifically recommended that, if the Privacy Act permitted, the Assistant Secretary of Defense for Reserve affairs should:

- Require all reserve personnel to provide the Defense Manpower Data Center with the name, full address, and telephone number of their civilian employer, and update this information promptly, as necessary.²⁷

The GAO findings are consistent with the results of this study. Most notably, the Services are not maintaining current or accurate employer information and that voluntary reporting of employer information by reservists has not worked.

The GAO-findings clearly underscore the need for the Department to address overarching issues as they relate to civilian information more directly. Unless the Department moves forward on the recommendations in this report as well as those identified in the GAO report, the idea of a Reserve core competency that links to communities to take advantage of specialized civilian skills will remain under realized.

As an initial step in moving forward, the Department needs to address the many collection and reporting challenges relating to Reserve Component occupation information. The next chapter outlines the current collection and reporting requirements, shortfalls, and challenges. It also addresses the questions of mandatory reporting and functional management.

²⁶ Id.

²⁷ Ibid at page 27.

CHAPTER 3

ADDRESSING COLLECTION AND REPORTING CHALLENGES

Most of the collection and reporting of occupation information is already prescribed in law. Services are required under 10 U.S.C. §10149 to continuously screen units and members of the Ready Reserve to look at critical civilian skills in order to minimize the attrition of the Ready Reserve due to hardship or critical civilian skills that must be maintained outside of DoD in time of war or national emergency. The Service Secretaries under 10 U.S.C. §10204 are also required to maintain adequate and current personnel records of civilian occupational skills for all Reserve Component members under their jurisdiction.

In accordance with 10 USC §10205 members of the Ready Reserve are required to notify their Service of any change in civilian employment. 10 U.S.C. §12302 further requires that consideration must be given to civilian employment necessary to maintain national health, safety, or interest in order to achieve fair treatment between Ready Reserve members who are being considered for recall to active duty under partial mobilization. The Secretary of Defense, under 38 U.S.C. §4333, is also required to take such actions as are appropriate to inform Reserve Component members and their employers of employment and reemployment rights, benefits and obligations.

COMPLIANCE IS CHALLENGING

SERVICE COMPLIANCE WITH EXISTING STATUTORY REQUIREMENTS FOR COLLECTING AND REPORTING OCCUPATION INFORMATION IS IN JEOPARDY BECAUSE STATUTORY REQUIREMENTS ARE UNCLEAR, SOME DoD POLICIES ARE DIFFICULT FOR THE SERVICES TO IMPLEMENT, AND THE OVERALL LACK OF SERVICE AND DoD FUNCTIONAL MANAGEMENT AND RESOURCES.

Future compliance with the above statutes may not be possible unless the Department can adequately identify

occupation information of Reserve Component members. Compliance is further complicated because some of the legal requirements are unclear. For example, although 10 USC §10205 requires members of the Ready Reserve to notify their Service of “any change in civilian employment,” the law is silent as to what constitutes a “change” nor does the law specify what the member is actually supposed to report.

And as is the case with many of the other statutes relating to reporting occupation information, the legislative requirement does not facilitate reporting back to any functional manager within the Services or Department, resulting in a lack of oversight by functional managers at the Service and DoD level, as well as a lack of reporting compliance by the member.

The Department has also prescribed some policies that task the Services to provide occupation-related information, but they have proven ineffective. In this regard, shortly after 9-11, the Services received mobilization guidance from the Under Secretary of Defense for Personnel and Readiness to encourage mobilizing service members to provide employer data through the Defense Manpower Data Center (DMDC) web site. To date, DMDC has received data on less than 11,000 records out of over 94,000 individuals mobilized.²⁸ Nor has either the Department or ESGR used the information collected to date in any substantial or meaningful way.²⁹

SERVICES CONTINUE TO FIELD THEIR OWN SYSTEMS DUE TO LACK OF COMMON COLLECTION AND REPORTING REQUIREMENTS.

In fact the Services continue to be left to field their own stand-alone systems to respond to ad hoc requirements relating to employer support rather than utilizing or working with DoD systems. A recent example is the Secretary of the Air Force/Chief of Staff of the Air Force “Thank the Employer Plan.” Under this scheme, commanders are asking all Air National Guard and Air Force Reserve Command airmen in their units to submit civilian employer information to the Thank the Employer

²⁸ Data is accurate as of 30 Sep 2002. Source is OASD/RA (M&P).

²⁹ Both ESGR and DoD are exploring ways to improve the collection and reporting of employer data through the DMDC web-based site.

Plan via a public web site.³⁰ Air Force Public Affairs anticipates it will collect over 51,000 names with a few short months.

To date, however, there is no plan in place to share the data with DMDC or the Department. The two primary reasons for the lack of shared data are a concern over the Privacy Act and the fact that the Air Force employee-reservists data is not tied to the SSN of the reservist.³¹ Without significant effort on the part of the Department, the ability to effectively and efficiently collect and report employer data in a timely manner remains in jeopardy.

LACK OF MANDATORY REPORTING

THE OFFICE OF THE SECRETARY OF DEFENSE CANNOT ACCURATELY IDENTIFY EMPLOYERS OF RESERVISTS SUPPORTING POST 9-11 CONTINGENCY OPERATIONS DUE TO LACK OF MANDATORY REPORTING BY DoD.

Although the need for employer data at both the Service and DoD level seems to be increasing, there is currently no DoD or Service requirement that makes reporting of employer data mandatory. The Department recently attempted to collect employer data on a DoD-wide basis for members recalled to active duty in response to the terrorist events of 9-11, but as previously discussed, those efforts have met with very limited success.

Existing system limitations and concerns over security classifications of data that identified individuals to Operations Noble Eagle/Enduring Freedom, have seriously hampered the Services' ability to report to the Defense Manpower Data Center and the Office of the Secretary of Defense information at the SSN level on Reservists supporting the response to the events of 9-11. Information at the SSN level on individuals supporting contingency operations is critical to OSD for medical surveillance and

³⁰ U.S Air Force Aim Points, 26 Sep, a daily summary of news, messages and communication tactics to help AF people tell the AF story. POC: SAF/PA Operations Center (703) 697-0179.

³¹ DoD has determined that it needs the information at the SSN level to be useful in analysis, research and outreach. Source: OASD/RA (M&P).

ensuring individuals receive benefits and entitlements that are unique to specific contingency operations.

The complex manner in which members are called to active duty through various duty statuses and statutory authorities³² (combined with the existence of stove-piped manpower and personnel data systems across the components) compounded the ability of the Defense Manpower Data Center to accurately report to the Department on individuals at the SSN level and underscored the need for new personnel and tracking processes.

DUE TO THE LACK OF MANDATORY REPORTING, THE COLLECTION OF EMPLOYER INFORMATION WAS NOT A PRIORITY AT MOST MOBILIZATION SITES.

Because of the inability to accurately identify mobilized reservists at the SSN level coupled with the lack of mandatory reporting requirement, the collection of employer data does not appear to have been a high priority for many of the Service mobilization sites. In fact, as late as August of 2002, the Commander, Naval Reserve Force had not been advised of the mobilization requirement to report employer data and had not received any guidance.³³

Several related problems also undermined the Department's attempt to collect employer information after 9-11. For example, nobody at the National Guard Bureau Air Directorate tracked the participation or compliance. Another contributing factor was that the DMDC website, although developed and fielded very quickly, was completed too late for the Army³⁴ to incorporate it into its first set of Personnel Policy Guidance since the guidance was not received until after the bulk of the Army's initial mobilization had been completed.

Services also generally noted that lack of any incentive on the part of individuals to provide the information, the need to apply limited resources during mobilization to higher priorities, and the fact that many personnel did not process

³² The Wexford Corporation is currently completing a duty status study for OASD/RA (M&P). The final report is expected in January 03.

³³ Navy Reserve response to the Service questionnaire, Issue One, Question 1, page 3.

³⁴ Army response to Service questionnaire, Issue 1, question 3, ASA-MRA response, page 6.

through mobilization centers, also limited the success of this DoD initiative. Further undermining success was the lack of a reports capability to the unit commander that made it nearly impossible for effective oversight at the unit level.

NO INCENTIVES AND VOLUNTARY REPORTING IS JEOPARDIZING LONG-TERM SUCCESS OF DoD-BASED EMPLOYER WEBSITE

Real concerns also exist regarding the long-term vitality of the DoD-based website. Some Service components see the DoD-based collection effort as redundant. For example, the Coast Guard already has a requirement to collect employer information through their Annual Screening Questionnaire process. The Air Force is concerned that the skills portion of the DoD-based collection effort, as currently functioning, requires members to enter the same data at multiple locations.

The Department has not issued a requirement to make the collection of employer data mandatory. Consequently the Services do not have a requirement to make the collection of employer data mandatory and some Services still view employer information as outside their general purview of responsibility. Accordingly, Service-based collection efforts have made primarily for Service-specific reasons such as units collecting the information for recall purposes and emergency contact –not to contact employers. As a result, employer information is usually kept at the unit level, is fragmentary, and generally not available in an aggregate form readily transferable beyond the local unit.

FUNCTIONAL MANAGEMENT IS LACKING

DoD AND SERVICES HAVE NO SINGLE FUNCTIONAL MANAGER FOR COLLECTING AND REPORTING EMPLOYER INFORMATION.

Although the Services have ad hoc requirements for employer information, most of the Service components do not have a Service-based requirement for maintaining employer information to the level of granularity required by DoD. Under current military practices, if the Department

wishes to make reporting of employer information mandatory, it will probably need to be based on a DoD requirement. Furthermore, it should be noted that making the requirement mandatory, in and of itself, would not ensure the information is collected in a timely and accurate manner. The Services are not currently resourced to enforce mandatory reporting of employer information. Lacking real incentives to members, the Services may also find it difficult to enforce compliance.

Mandatory reporting would also change Service culture. The Department has not historically viewed the law requiring members to report changes in employment as a basis for mandating reservists to report the name and address of their employer. The Services also do not have resources specifically designated to ensure compliance or to enforce punitive measures for non-compliance. Nor do the Services have functional managers at the Service headquarters level that oversee this responsibility.

There are primarily two reasons for the absence of functional oversight at the Service level. First, absent a clear meaning and use, the effectiveness of the statute mandating the requirement is of limited utility. Although the law³⁵ requires members of the Ready Reserve to report several pieces of information that may impact a member's duty status, the change in employment requirement is the only piece that is not identified as required information³⁶ for the Services to maintain in their personnel systems.

SERVICES ALREADY COLLECT RECALL DATA AT UNIT LEVEL.

Secondly, most Services view this requirement as primarily a unit-level function—relating to unit recall rosters and emergency notifications. Units conduct periodic administrative screening for drilling reservists during unit drills and for members of the IRR, during IRR musters and annual screening questionnaires for IRR members. The level of information varies greatly from just a work number to complete addresses and phone numbers of employers.

Information is never really validated through the unit recall system because the actual measure of recall success is the notification of the individual, not the purity of the

³⁵ 10 U.S.C. §10205.

³⁶ See 10 U.S.C. §10204.

employment data. For unit purposes, the employment information only needs to be complete and accurate enough as to ensure notification of the unit member. The collection and retention of recall roster information is generally not intended as a source for formal communication between the unit and the employer. It is primarily used for communication between the member and the unit.

SERVICES DO NOT ENSURE MEMBERS ARE INFORMING EMPLOYERS OF MILITARY DUTY OBLIGATIONS.

A Department directive and the Code of Federal Regulations both require that all members of the Ready Reserve “shall inform their employers of the Reserve military obligations.”³⁷ This requirement, however, is not tracked by the Services nor is the requirement reporting back to any functional manager within the Services. Furthermore, given the nature and construct of the IRR, compliance with this requirement is a significant challenge to most of the Reserve Components since the Services, with a few exceptions, generally have very limited contact with members of the IRR.

Service members generally understand they have a requirement to notify their employer when they will be absent from work due to military service, however most members do not believe they must inform their employer of military training obligations that occur during non-work periods, vacations, or leave of absences. The net result of this practice is that some employers may not be aware their employees are reservists; this is because some reservists perform their military obligations during the weekends or during other non-working periods that are transparent to the employer.

The failure on the part of member to place their employer on notice that an employee is a member of the reserves can be problematic. For example, if employers are unaware of their employees’ military obligations, it is difficult to expect the employer has been afforded an opportunity to identify a reservist as a “key” employee for purposes of screening members out of the Ready Reserve.

³⁷ DoD Directive 1200.7, Enclosure 3, “Guidance”, para. E3.3.2. See also 32 CFR Pt. 44, Appendix A.

***DEPARTMENT MAY NO LONGER BE ABLE TO IGNORE
WHETHER MEMBERS INFORM THEIR EMPLOYERS OF THEIR
MILITARY OBLIGATIONS.***

The recipe for conflict between the employer, the member, and the military is especially acute during periods of prolonged absence or involuntary activation. In the past, the desire to allow a reservist to actively participate in the Ready Reserve versus the risk of employer conflict was minimal because reservists were rarely recalled to active duty or performing extended periods of active duty involuntarily. Since the Gulf War, however, and especially since the events of 9-11, this presumption may no longer be a valid planning assumption for either the Services and the Department or the reservist and their employers.

As the Services move into extended periods of operations and continue to rely heavily on the Reserve Components to meet daily operational requirements, a larger portion of reservists will be performing additional active duty beyond their minimal training requirements. The absence of empirical data, in part due to the overall inattention to this issue, leaves the magnitude and scope of this problem undefined.

In deciding the best course of action regarding the need for reservists to inform their employers of their military obligations, the Department should consider avenues that present the greatest likelihood of success at the least amount of burden on the Service members. Requiring the Services to certify that members have notified their employers of their entire military obligation, for example, would present a significant and continuing resource burden on the Services. It may also have a result that is opposite of what the Department intended, by replacing ignorance with misunderstanding.

The number of individuals unnecessarily adversely impacted by a certification policy might exceed the numbers of people adversely impacted by current policies and practices which are less effective, but also less intrusive. An example of using a less intrusive approach to improve on current practices might be to use ESGR as a training and education tool for both the members and their employers.

A KEY QUESTION THE DEPARTMENT NEEDS TO CONSIDER IS WHETHER THERE ARE MEASURES THE DEPARTMENT CAN TAKE THAT SIGNIFICANTLY IMPROVE THE DEPARTMENT'S ABILITY TO ENFORCE THE REPORTING OF EMPLOYER INFORMATION WITHOUT HAVING AN UNNECESSARILY ADVERSE IMPACT ON THE EMPLOYER-EMPLOYEE RELATIONSHIP.

The Department has basically two choices in enforcing an employer information-reporting requirement. It can be accomplished either through the member or through the employer. The most direct way to enforce compliance is through the member. The Department can exercise control of the member through the Services at the unit level for drilling reservists in units and in the training pipeline and at the Reserve Personnel Centers for Individual Mobilization Augmentees (IMAs) and members of the Individual Ready Reserve.

The Department, on the other hand, does not have any control over the civilian employer and only limited control through the federal government inter-agency process over federal employers. As a result, the Department should consider enforcing employer information reporting through the Services at the unit level.

Knowing the true employers of reservist and how to contact them is only part of the occupation information equation. Other occupation information besides employer data is critically needed so the Services can fill certain active duty special work assignments (ADSW) in a timely manner. The information is also needed to help the Department and the Services to de-conflict the needs of the individual, the employer and the military during periods of war or national emergency.

The next chapter briefly addresses the emerging requirement for experience information. It also discusses what some of the Services are already doing as well as addressing the need for removing the stove-piped approach to collecting and reporting experience information. It also raises the question of the utility of including experience information in Service personnel systems.

CHAPTER 4

AN EMERGING NEED FOR EXPERIENCE INFORMATION

NEED FOR EXPERIENCE INFORMATION

NEW INFORMATION REQUIREMENTS ARE NOW EMERGING AT THE SERVICE LEVEL FOR “EXPERIENCE” INFORMATION.

Although the Services have long understood the need for tracking some portion of their Ready Reserve who possess unique civilian occupational skills beyond the military specialty codes identified in Service personnel records, most Services, much less the Reserve Components themselves, are only now beginning to see the need for “experience” information. Experience information is more resume-like in nature and extends beyond the scope of skill identification, duty assignments or certifications. The use of resume information by all Services however is not new. Most career officers, for example, regularly maintain a resume that is often used officially and unofficially to obtain assignments.

Most of the higher headquarters and agencies also keep resume information on file for senior military members. Although the use and existence of a resume often leads to key assignments, which in turn lead to promotion, the maintenance of resumes, with the exception of general officers, generally exists outside the formal requirements of the Service personnel systems. To a great extent, they must be created and maintained by the individuals themselves.

RESUME-TYPE CAPABILITIES NEEDED

RESUME INFORMATION MAY BE MOST IMPORTANT FORM OF INFORMATION NOT CURRENTLY CAPTURED WITHIN MOST SERVICE PERSONNEL SYSTEMS.

Arguably, some resume type information may be the single most important form of data relied upon by the Services for assignments leading to promotions that is not currently captured or retained within official personnel systems.

Because of changes in technology and the need for immediate responses to human resource requirements, further study of this issue by the Department is warranted.

The Department should consider whether a resume-writer capability should be included as a Defense Integrated Military Human Resources System (DIMRS) requirement before the system is fielded. The application could have utility to both the Regular Component as well as the Reserve Component.

Resume information is most effective when utilized in conjunction with validated and accurate skill information. The Services have long recognized the need to track individuals with civilian occupational skills beyond the military specialty codes identified in Service personnel records. The question is to determine to what degree the information needs to be tracked and who should track the information.

Critical skills the Services seek are often new and emerging, or the skill itself and the people holding the skills are changing quickly. Because both the special skill sets needed routinely change as well as the people holding those skills, the Services do not tend to treat occupational skill information as a function of the personnel system—if for no other reason than past technology hampered true “operationalization” of the personnel and manpower systems.

The smaller Reserve Components, the Coast Guard and the Marines, are already fielding some form of an on-line resume writer. The Coast Guard uses a system called “eResume.” Using eResume allows the Coast Guard personnel system to link the resume file to the civilian occupational codes already contained in the personnel system. The eResume is automatically linked to a file of competencies, which associates skills sets and experiences acquired from previous assignments. All Coast Guard Reservists are now using the eResume in the assignment process.

NEAR-REAL TIME ACCESS IS NEEDED TO RESUME-TYPE INFORMATION.

As with the resume issue, increased integration of the Regular and Reserve Components into a Total Force

combined with advances in technology, may be reducing or removing the traditional barriers to “operationalizing” the manpower and personnel management and the barriers to developing the systems that will support such a move. What the technological revolution of the 1980s and 1990s accomplished for better integrating operations and intelligence functions is now available to do the same for manpower and personnel.

The current Department initiative with DIMHRS, that will field a single personnel and pay system with member self-service capabilities, is the most visible first step. Because personnel systems can maintain information on special civilian skills that combatant commanders need to access on a reoccurring and often near real time basis, further study on “operationalizing” manpower and personnel is justified and warranted.

An example today of one form of near “operationalization” is the Marine Corps. The Marine Corps is utilizing a reserve duty-on-line (RDOL) registration function to collect self-reported information such as occupational skills, training, employers, languages, and countries visited. The Marine Corps also has an electronic version of a resume available for downloading to its reserve members known as the Reserve Qualification Summary (RQS), NAVMC Form 10476. The RQS is now a required submission to reserve promotion, PME and command screening boards.

The Marines are also currently investigating the feasibility of having required registration fields of their RDOL auto-populate the RQS form, which could then be submitted electronically to boards. This would eliminate the need for individuals to enter data in both RDOL and the RQS and eliminate the chance of inconsistent data being reported on each system. If this system is linked to DMDC databases, it can serve as the single entry point for all Marine Corps civilian information reporting.

STOVE PIPED OCCUPATION INFORMATION SYSTEMS MUST GO AWAY, AS THEY INHIBIT INTEGRATION OF MANPOWER AND PERSONNEL FUNCTIONS.

Several other factors are acting as barriers to moving towards a truly “operationalized” manpower and personnel management approach. The Services maintain civilian

occupational skills information in a variety of databases. For example, the Air National Guard and Air Force Reserve attempt to maintain their data on the Air Force's Military Personnel Data System (MilPDS) and collect the information through their Virtual Military Personnel Flight (vMPF) self-service application; however, the new Department of Labor (DOL) Standard Occupation Codes (SOCs) are not yet programmed into the system. The Air Force Reserve is currently only collecting information utilizing the new codes on the IMA population using stand-alone access database maintained by the Air Reserve Personnel Center.

Civilian skill information on some Air Force Reserve personnel is also collected in a third database derived from the Joint Readiness Intelligence Personnel Support System (JRIPSS) for the intelligence community. The Air Force plans to modify MilPDS to include the new SOC codes in December. Once accomplished, it will become the single source of input with interfaces to other systems and communities requiring the information.

The Navy collects skills data for drilling reservists through the Reserve Headquarters Support (RHS) system. The data is then shared with the Inactive Manpower and Personnel Management Information System (IMAPMIS), which also maintain data on drilling reservists, IRR, and the Standby Reserve. The IMAPMIS acts as the system interface to DoD systems. The Navy, Marine Corps, Coast Guard and Army also all have separate systems in place to collect and report civilian skills.

FUNCTIONAL MANAGERS ARE USING SELF- REPORTED SKILL INFORMATION TO MEET OPERATIONAL REQUIREMENTS; YET MOST SERVICES WILL NOT ACCEPT SAME DATA INTO THEIR OWN PERSONNEL SYSTEMS.

Most of the ad hoc skills databases the Services are using, however, do not have two-way interfaces with the Service personnel system. For example, the Air Force functional database primarily used for capturing IMA intelligence and intelligence related skills has the ability to receive information from Service personnel systems but they do not update the Service personnel systems with the skills data they collect and utilize. In this sense, you have a functional manager relying on information that is self-reported to fill operational requirements but the information is not

considered by the Services as sufficiently reliable for use in the personnel system. Under DIMHRS, DoD has identified the requirement for self-reporting of civilian skills.

CHALLENGES IN MAINTAINING ACCURATE AND CURRENT INFORMATION

Although part of the challenge with collecting and reporting civilian skill information is system oriented, maintaining accurate and current information is the true Achilles heel. Right now many of the Services are not comprehensively collecting or maintaining either accurate or current civilian occupational skills information for all reservists nor are they maintaining the information in uniform standard occupational codes.

OBSTACLES INCLUDE A WIDE ARRAY OF FACTORS: MOST STEM FROM LACK OF RESOURCES AND OVERSIGHT.

The Services have identified several obstacles to collecting and reporting current information. They include the lack of required functionality to collect and report the information, the information is maintained in Service personnel records which are not regularly updated or maintained, information is collected on a voluntary basis, and workload precludes assigning resources to monitor and update.

Other obstacles include the facts that the Services have no means to verify the information and members do not want to identify their civilian skills. Also, unit commanders are often afraid if their personnel identify their civilian skills that “someone will steal” them away from their unit to perform ADSW—making the individual less accessible and potentially jeopardizing the overall readiness of the unit.

INDIVIDUAL RESERVE MEMBERS DO NOT SEE THE VALUE OR THE NEED TO REPORT CIVILIAN OCCUPATION INFORMATION.

There is also a general lack of understanding and indifference at the unit level to the fact that civilian skill information is needed for more than finding people to meet operational requirements. The need for the Department to have current and accurate skills information for analysis or in response to congressional inquiries, for example, are not real motivating factors for the reservist.

Because DoD will need to foster policies that support reporting requirements that are more clearly beneficial to more than DoD or functional managers in order to keep information current, the Department needs to partner better with the Services to identify options for collecting information that provide incentives for the individual and unit to report the information and keep it current.

The Navy for example is moving to a system that makes reserve billet vacancies more readily apparent to both recruiters and the members. Under their approach, all parties involved in identifying shortfalls in critical areas will be using the same information and metric to determine whether the Service is meeting its recruiting, manpower, and personnel needs. The Marine Corps is also using their Reserve Duty On-Line website to display billet vacancies to both recruiters and their members.

Besides the emphasis on civilian occupation information to meet both peacetime and wartime operational requirements for individuals possessing certain civilian skills, skill information plays a critical role in the DoD screening process. Because knowing current and accurate civilian skills is critical to the ability of the Services and the Department to conduct proper screening, the Department needs to ensure its policies and procedures meet our current and future security needs.

The following chapter briefly discusses the relationship of occupational skills to the screening process and the related mobilization question of health, safety and industrial support employment. This next chapter also outlines the current limitations in the DoD screening program and presents options for expanding screening programs to state level.

CHAPTER 5

SCREENING INDIVIDUALS OUT OF THE READY RESERVE AND RELATED CONSIDERATIONS

SKILLS AND THE DoD SCREENING PROCESS

KNOWING ACCURATE AND CURRENT CIVILIAN OCCUPATION INFORMATION IS CRITICAL TO THE DoD PROCESS OF SCREENING INDIVIDUALS WITH “KEY” OCCUPATIONS OUT OF THE READY RESERVE.

With the terrorist events of 9-11 and the military’s subsequent responses, over 94,000 reservists have been involuntarily mobilized in support of Operations Noble Eagle and Enduring Freedom. During the mobilization process the Department received initial inquiries regarding over 900 individuals that employers were considering requesting exceptions to DoD policy to prevent their employees from being mobilized.

Although the actual number of formal requests for exemptions proved much smaller after employers were further educated regarding the law and policies as they relate to the screening process, responding to the inquiries as well as the formal requests was time consuming. Any new round of mobilizations or continued mobilization will likely require similar attention and time.

Under the law, Services are required by 10 USC §10149 to continuously screen units and members of the Ready Reserve to look at critical civilian skills in order to preclude conflicts between an individual’s civilian and military duties in time of war or national emergency. Code of Federal Regulations (CFR), Title 32, Part 44, Appendix A, requires federal agencies to designate “key positions” and requires that they shall not be filled by Ready Reservists to preclude such positions from being vacated during a mobilization.

Also, 32 CFR Pt. 44, App. A, encourages non-federal employers of Ready Reservists, particularly in the fields of public health and safety and defense support industries, to adopt personnel management procedures designed to preclude conflicts between the emergency manpower needs of civilian activities and the military during mobilization and to promptly make recommendations for removing their “key” employees from the Ready Reserve by reporting such recommendation to the applicable Reserve Personnel Center.

Under 32 CFR Pt. 44, App. A, Services shall further verify the essential nature of the positions being designated as “key” and shall transfer Ready Reservists occupying key positions to the Standby Reserve or the Retired Reserve, or shall discharge them when appropriate. DoD Directive 1200.7, paragraph 5.3.1, requires the Services to screen, at least annually, all Ready Reservists under their jurisdiction to ensure their immediate availability for active duty and to ensure compliance with 10 USC §10149.

DoD PROACTIVELY SCREENS FEDERAL EMPLOYEES BUT DoD DOES NOT PROACTIVELY SCREEN NON-FEDERAL EMPLOYEES.

Under current policy, the Services and Department proactively screen Reservists who are federal employees. The manpower directorate of Reserve Affairs conducts the screening annually. The process begins each year with a cross-match of computer personnel records maintained in the DMDC file of Reservists and military retirees with the four federal employee databases. They are: 1) Office of Personnel Management, 2) United States Postal Service, 3) Executive Office of the President, and 4) the Administrative Office of the U.S. Courts.

From the above cross-match, a composite personnel roster is developed that lists, by Department and Agency, federal employees who have a military mobilization obligation. The composite rosters are electronically transmitted by Reserve Affairs to appropriate personnel administrators along with a Reserve Affairs memorandum requesting the agency screen the listings for personnel that the agency believes occupy key³⁸ positions.

³⁸ Key positions are civilian positions ones that are considered essential to the nation during a general mobilization. See: “Ready Reservists in

All federal personnel administrators are provided additional guidance on reporting the results of their screening action to OASD/RA and, if appropriate, requesting the removal of key employees from the military mobilization manpower pool. Finally, the individual reports of all federal organizations are consolidated by the OASD/RA and published in an annual DoD report.³⁹

SCREENING OF THE RESERVE MEMBERS WHO ARE NON-FEDERAL EMPLOYEES IS NEARLY NON-EXISTENT.

Although the need to screen non-federal employees is the same as it is for federal employees, as a general practice, the Services and DoD do not proactively screen non-federal employees. The lack of proactive screening of non-federal employees also extends to state and local government employees. Screening non-federal employees presents the Department with a different set of challenges than with federal employees.

SCREENING NON-FEDERAL EMPLOYEES IS MORE COMPLEX THAN SCREENING FEDERAL EMPLOYEES.

Although the Services have a process in place for managing requests initiated by a non-federal employer to have their employees identified as key employees, neither the Department nor the Services see it as their role to encourage non-federal employers to identify employees as key employees under the current statutes and DoD policies. Although benign in intent, when combined with the fact that the Department does not even know who employs the reservists, and for the vast majority the Ready Reserve do not know what civilian skill they possess, the reality is that the Department is extremely limited under its current practices in identifying non-federal employees that should

the Federal Government, Annual Report Concerning the Mobilization Availability of Ready Reservists Employed in the Federal Government,"OASD/RA, December 2001.

³⁹ A different method for screening individuals who work for congress is required because congressmen do not list their employees with OPM. For Congress, Reserve Affairs provides Congress with a memorandum requesting Congress determine how many of their employees have a military mobilization obligation and of those, how many are key employee and offered DMDC assistance in matching their personnel files against DoD's files to determine which employees have a military mobilization liability.

be transferred from the Ready Reserve to the Standby Reserve.

RELATED CONSIDERATIONS: HEALTH, SAFETY, AND INDUSTRIAL SUPPORT

RESERVE MEMBERS SERVING IN HEALTH, SAFETY, AND INDUSTRIAL SUPPORT OCCUPATIONS ARE NOT BEING CONSIDERED.

In addition to the screening requirements, 10 U.S.C. §12302 requires that “consideration” must be given to civilian employment necessary to maintain national health, safety, or interest in order to achieve fair treatment as between Ready Reserve members who are being considered for involuntary recall to active duty. Although the screening process for “key” employees is suspended at the time of mobilization, unique circumstances relating to a specific national emergency or contingency operation may require limited exceptions to this policy.⁴⁰ Under these exceptions, DoD may delay or preclude an individual’s recall to active duty because of their employment situation.

This 10 U.S.C. §12302 “consideration” is a different requirement than the on-going annual screening process. The §12302 requirement is intended to ensure that under the specific emergency at hand, Services take into consideration certain factors such as employees working in the critical career fields of health, safety and defense industrial support and consider whether under the emergency at hand, delaying or not mobilizing certain individuals. Individuals identified under §12302 are not subject to being screened out of the Ready Reserve because their mobilization was delayed or they were not mobilized due to the circumstances of the specific emergency.

During the current mobilization, however, the Services reported that they did not take critical career fields into consideration when making mobilization decisions.⁴¹ The

⁴⁰ Due to the unique circumstances created by the events of 9-11, special case exemptions of certain Ready Reserve members based on the critical nature of their civilian employment are being considered by the Department on a case-by-case basis. Requests have run the gamut from local Sheriff’s offices to high-level government officials.

⁴¹ Service responses to Service Questionnaire, issue 5, Question 3.

Services may also be incorrectly assuming⁴² that the screening process precludes the need for further considerations as prescribed in §12302.

As a result, any requests associated with career fields critical to the current mobilization were referred to the Department of Defense. Under current policy this referral process requires individual review by the Office of the Assistant Secretary of Defense for Reserve Affairs and a case-by-case approval of the Under Secretary of Defense for Personnel and Readiness.

This exception process is not intended to deal with large numbers of requests nor does it anticipate granting significant numbers of requests. If a need exists for exempting large numbers of personnel due to a homeland defense emergency, the Department will need to consider additional policies. Options for consideration are included in the final chapter that follows, along with the other conclusions and recommendations from this report.

⁴² See Service Questionnaire responses, issue 5, Question 1. Responses seem to indicate services believe §12302 compliance is a screening issue, not contingency specific.

CHAPTER 6

STEPPING INTO THE FUTURE

CONCLUSIONS

The Department needs to enforce existing requirements for collecting and reporting occupation information, properly resource the Services to require the collection and reporting of occupation information, improve its screening practices and ensure DIMHRS includes the capability to collect and report occupation information upon implementation—as well as a resume reports writing capability—to capture experience information.

To effectively manage activities aimed at improving utilization of civilian occupation information, the Department must have accurate and current information. The Services currently have a capability to capture some occupation information, but the information is generally out of date and incomplete. The Department simply does not currently have the information it needs regarding occupation information.

Recent activities by the Department and the Services to voluntarily collect employer information have only yielded partial information. The lack of standardized data collection requirements has significantly precluded the Department from utilizing the information. As a result, reservists have to provide duplicate information to multiple users.

THE DEPARTMENT NEEDS TO MANDATE REPORTING OF EMPLOYER INFORMATION IF IT IS CRITICAL TO SUCCESS OF ESGR AND VITAL TO THE DEPARTMENT.

As a first step to improving the collection of employer information, the Department needs to determine whether it can mandate members of the Ready Reserve to report employer data. A broader review of the possibilities for mandating employer information under Title 10 needs to be completed.

A broader review of Title 10 along with the recent GAO report determination that employer data is necessary and relevant to the ESGR's mission should also result in a determination that requiring reservists to provide information on their employers does not *per se* violate the Privacy Act. As a long-term solution, Reserve Affairs has successfully worked with the DIMHRS management office to ensure members will have a self-reporting capability to report employer information when the Department fields DIMHRS.

OCCUPATION INFORMATION NEEDS TO BE ACCURATE AND CURRENT.

All of the Services have some capability to collect civilian occupational skill information from members of their Reserve Components. The Services, however, are not currently manned to ensure occupational skill information is collected and are not in full compliance with the intent of current legislative mandates requiring the Services to maintain current and accurate occupational skills information on all members of the Reserve Component.

Compliance is most difficult regarding members of the Individual Ready Reserve, Inactive National Guard and the Retired Reserve because many individuals in these categories lack any real incentive to provide the information. Although the Services know on paper *who* these individuals are, some components are already challenged in trying to *locate* the people in these categories, much less maintaining their occupational skill information.

Additionally, some members of the Ready Reserve are reluctant to report their occupational skills out of concern they will be transferred from their current assignments or asked to perform active duty in fields in which they did not join the Reserve to participate. Local unit commanders are often reluctant to encourage their members to identify certain occupational skills out of a concern unit member will be asked to perform duty outside their units which could negatively impact unit readiness. Several functional areas within the Services, most notably intelligence, have successfully collected civilian occupational skill information on IMAs.

DoD AND SERVICES NEEDS TO FOCUS ON CAPTURING EXPERIENCE INFORMATION IN ADDITION TO SKILL INFORMATION.

The Department recognizes the need to collect civilian occupational skill information from reservists, especially for skills that are hard to grow and retain on active duty. As a short-term solution to collecting current civilian occupational skill information, the Department and the Services should focus on collecting information from members of the Ready Reserve who are willing to perform ADSW with emphasis on high demand/low density requirements. As a long-term solution, Reserve Affairs has successfully worked with the DIMHRS management office to ensure members will have a self-reporting capability to report employer information when the Department fields DIMHRS.

A Service-based requirement for experience information that is not currently captured in personnel systems is also leading some Service components such as the Coast Guard, Marine Corps, and Navy to utilize resume-like reporting as part of their personnel system for use in assignment and promotion actions as well as special boards such as in-resident school selections. Advances in technology are simplifying issues surrounding the capturing and use of resume-like information.

RESUME REPORTS WRITING CAPABILITIES TIED TO SERVICE PERSONNEL SYSTEMS ARE NEEDED UNDER SINGLE UNIFIED MANPOWER AND PERSONNEL SYSTEM.

The Department already uses a resume-based system for assignment and promotions for DoD civilian employees. Coupled with the latest advances in broadcasting emails on web-based systems and the internet, the Department and the Services should explore developing a single combined personnel and manpower resume-based system that will allow the Services to electronically identify requirements for active duty or personnel assignments, match the requirements to the personnel in the Reserve data bases, and electronically send a notice to the member.

Regarding the use of civilian occupation information in the Department screening process, knowing the skills of the reservists is critical to evaluating whether the individual should be removed from the Ready Reserve. The

Department already has a proactive policy in place to effectively screen federal employees annually, but has not adopted similar measures for non-federal employees.

MORE EFFECTIVE SCREENING OF SOME NON-FEDERAL EMPLOYERS NEEDS TO BE ACCOMPLISHED.

Effective screening of both federal and non-federal employees is critical to the success of the mobilization process, especially if the mobilization is in response to a national emergency within the United States and its territories. If the Services inadvertently pull a person into the military from a critical civilian job, the Service may be rendering that entity to fail in an emergency. In practice, the screening process ceases at time of mobilization because the Department has determined as a matter of policy that screening decision during a time of crisis is too late.

Once a mobilization begins, the only avenue available to the Department is to treat each request to exempt an individual on a case-by-case basis as an exception to policy. Waiver of the screening policy requires approval of the Deputy Secretary of Defense on a by-name basis, making the practice of waivers a very cumbersome and time consuming process. When the Department began mobilizing reservists in response to events of 9-11, the Department received approximately 900 requests for mobilization exemptions—almost entirely from government employers. Upon review by Reserve Affairs and with the concurrence of the Department only 18 waivers were granted. The primary reason for the disparity between the number of requests and the number of waivers actually granted was the lack of understanding of the screening criteria on the part of the employer.

Because of the complexity involved in the screening decision-making process, the Department has several concerns regarding proactive policies to screen non-federal employees. These include the purity of information disseminated to employers and the concern that misunderstandings will arise on the part of non-federal employers regarding the screening process. An additional concern is that the large number of non-federal employers simply makes the process to hard to manage.

As a middle ground approach, Reserve Affairs should consider whether a proactive screening practice is warranted at the state level. The events after 9-11 also underscores the need to carefully screen first responders such as individuals employed in health and safety fields and the Department should consider whether new screening practices are warranted for identifying first responders who may need to be screened out of the Ready Reserve.

RECOMMENDATIONS FOR ACTION

In order to (1) increase the scope and effectiveness of DOD's outreach programs, (2) increase the capabilities of the Services to collect and report accurate and current civilian occupational skill and experience information, and (3) expand and improve the DoD screening program, the Department should take the necessary actions to:

- Mandate the collection of employer data for Ready Reserve members and incorporate the requirement for employer data within DoDI 7730.54, Reserve Components Common Personnel Data System. Services will need to provide the Department with a timeline for data capture and to identify to the Department any and all barriers to capturing the data.
- Regarding employer information, as a near-term solution, the Department should take legislative action to modify Title 10 §10204 to include employer contact information as a required element in Service personnel records for the Ready Reserve. As a long-term solution, the Department should take legislative action to modify Title 10 Section §10204 to include employer contact data as a required element in Service personnel records for members of the Ready Reserve.
- Clarify the meaning and intent of the words "civilian employment" in Title 10 §10205 and take legislative action as necessary to amend Section 10205 to insure that Ready Reserve members are required under 10205 to report their current employment information include the name, address and phone number of the Reserve Component member's employer.

- Require all Services to use the standard Department of Labor Standard Occupation Codes for maintaining current and accurate civilian occupational skills
- Require the addition of a resume report writing capability to perform competency management within DIMHRS. Reserve Components will need to provide the Department a brief summary to include timeline for data capture and any barriers meeting this requirement.
- Promulgate an additional policy that ensures adequate screening of non-federal employees with special emphasis on state and local employees, especially those state and local employees working in the health, safety, and defense support industries. As a near-term solution, the Department should begin a state-level screening program modeled after the Congressional employee-screening program.
- Assist the ESGR and the Services in adopting a vision of occupational information that views the collection and reporting of occupation information as an integrated process with equal emphasis on employer, skills, and experience information and to develop programs to train and educate employers and employees so they understand how civilian occupation information directly impacts issues such as outreach, selection of individuals for active duty as well as screening for key employees who should be removed from the Ready Reserve because of their civilian employment.
- Provide adequate funding and require the Services to identify Service and component level functional managers to ensure the integrated management of all aspects of civilian occupation information.

By taking these steps, the Department can begin implementing the recommendations presented in this study. Adopting these recommendations can significantly enhance the collection and reporting of civilian occupation information and allow the Department to meet its goal of enabling civilian skills as a Reserve Component core competency.