

NO-A186 666

AN EXAMINATION OF THE NATIONAL COMMITTEE FOR EMPLOYER  
SUPPORT OF THE GUAR (U) AIR WAR COLL MAXWELL AFB AL  
J F MCMURRAY MAY 87 AU-AMC-87-147

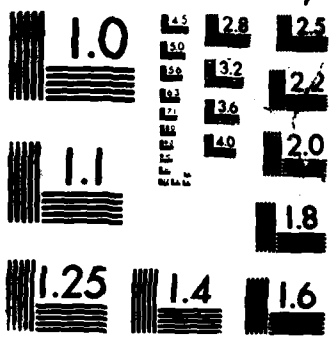
1/1

UNCLASSIFIED

F/G 15/1

NL

EGR



MICROCOPY RESOLUTION TEST CHART  
 NATIONAL BUREAU OF STANDARDS-1963-A

# AIR WAR COLLEGE

## RESEARCH REPORT

DTIC FILE COPY

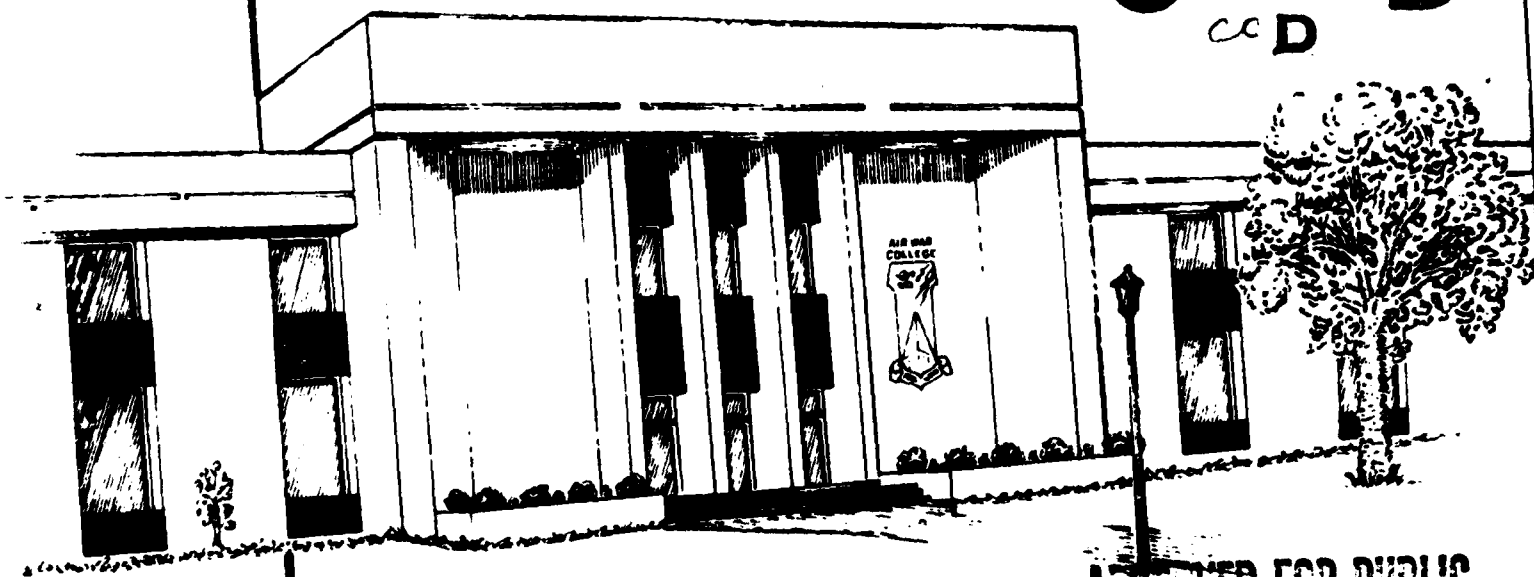
No. AII-AWC-87-147

AN EXAMINATION OF THE NATIONAL COMMITTEE FOR  
EMPLOYER SUPPORT OF THE GUARD AND RESERVE AND  
ITS CONTRIBUTION TO THE ALL-VOLUNTEER FORCE

By LIEUTENANT COLONEL JAMES F. McMURRAY, ANG

DTIC  
ELECTE  
DEC 1 0 1987  
S D  
cc D

AD-A186 666



AIR UNIVERSITY  
UNITED STATES AIR FORCE  
MAXWELL AIR FORCE BASE, ALABAMA

87 11 27 129

APPROVED FOR PUBLIC  
RELEASE; DISTRIBUTION  
UNLIMITED

AIR WAR COLLEGE  
AIR UNIVERSITY

AN EXAMINATION OF THE NATIONAL COMMITTEE FOR  
EMPLOYER SUPPORT OF THE GUARD AND RESERVE AND  
ITS CONTRIBUTION TO THE ALL-VOLUNTEER FORCE

by

James F. McMurray  
Lieutenant Colonel, ANG

A RESEARCH REPORT SUBMITTED TO THE FACULTY  
IN  
FULFILLMENT OF THE RESEARCH  
REQUIREMENT

Thesis Advisor: DR. William P. Snyder



MAXWELL AIR FORCE BASE, ALABAMA

MAY 1987

Accession For	
NTIS CRA&I	<input checked="" type="checkbox"/>
DTIC TAB	<input type="checkbox"/>
Unannounced	<input type="checkbox"/>
Justification	
By	
Distribution /	
Availability Codes	
Dist	AVAIL AND/OR SPECIAL
A-1	

DISCLAIMER-ABSTAINER

This research project represents the views of the author and does not represent the official opinion of the U.S. Air Force, Air University, or the Air War College. This document was submitted in partial fulfillment of academic requirements of the U.S. Air Force Air War College resident program and ,as such, is the property of the United States Government and is not to be reproduced in whole or in part without permission of the Commandant-Air War College, Maxwell A.F.B., Alabama 36112.

## BIOGRAPHIC SKETCH

Lieutenant Colonel James F. McMurray graduated from Saint Michael's College in Vermont in 1964 with a degree in political science and a commission as a Second Lieutenant in the United States Air Force. He immediately went on active duty serving in the intelligence field with duty in tactical fighter units in the U.S. and at several overseas location as well a tour in aerial intelligence collection in Vietnam.

Separating from the Air Force in 1969, he joined the Air National Guard first in New Jersey in 1970 and then transferred to the Nebraska Air National Guard in 1976. In the Air National Guard he has served in various full-time intelligence positions as well as commanding the 155th Combat Support Squadron, Nebraska Air National Guard. Most recently, he served as the executive support staff officer for Air National Guard matters to the Adjutant General of Nebraska. His personal awards include the Meritorious Service Medal with one oak leaf cluster, the Air Force Commendation Medal, and the Air Force Outstanding Unit Award with combat "V" and one oak leaf cluster.

AIR WAR COLLEGE RESEARCH REPORT ABSTRACT

Title: "An Examination of the National Committee for Employer Support of the Guard and Reserve and Its Contribution to the All-Volunteer Force."

Author: LTC James F. McMurray, Air National Guard

The National Committee for Employer Support of the Guard and Reserve (NCESGR) was formed in 1972. The mission of NCESGR is to inform and encourage employers to support employees who are active members of the National Guard or Reserve Components. The organization and activities of NCESGR, specifically its employer support, recruiting, advertising, and ombudsman programs and their contributions to Guard and Reserve units, are analyzed and assessed in this paper.

## Index

	<u>Page</u>
I. Introduction	1.
History	2.
II. Background	4.
III. Charter	6.
IV. Goals/Objectives/Programs	9.
V. Rights and the Law	16.
VI. Ombudsman	19.
VII. Study Results	20.
VIII. Program Evaluations	23.
IX. Recommendations	30.
X. Bibliography	33.

## Introduction

"We are within reach of achieving an all-volunteer force composed of 2.3 million active duty and 1 million selected reserve members. Never before has a nation maintained a volunteer military force of that size." Secretary of Defense Melvin L. Laird, August 1972. (2:iii)

The United States no longer has a military draft system and is totally dependent on the voluntary military service of its citizens. This all-volunteer force also extends to the reserve components of our military which now make up in excess of thirty per cent (30%) of our total military force structure. Reserve forces will, by necessity, be immediately called upon in the event of a variety of national crises. These reserve military members are unique, however, in that they are in part-time service and must not only develop and practice their military skills in the event that they are needed and called for but, as civilians, they must additionally pursue their primary careers and earn a livelihood outside the military structure. This dichotomy many times causes conflict in competing spheres of influence in the life of the individual reserve member and may be the major factor in their decision to either voluntarily join, serve or remain in the reserve forces. It is, therefore, necessary that there be an effective communications vehicle and ongoing dialogue fostered between the U.S. defense

establishment and the labor/business sectors of this nation if the U.S. military reserve forces are to achieve and maintain their manpower levels and fulfill their mission to national security as full partners in the Total Force. The National Committee for Employer Support of the Guard and Reserve (NCESGR) was established to fill that need and advance this communication process.

I

We unanimously believe that the nation's interests will better be served by an all-volunteer force supported by an effective standby draft than by a mixed force of volunteers and conscripts and steps should be promptly taken in this direction(1:5).

The need for employer support to the Guard and Reserve evolved following creation of the all-volunteer force. On 1 July 1973, when the Department of Defense (DOD) achieved the zero draft environment, it removed the single biggest reason for enlistments in the reserve force components. Surveys had shown that 75% of all first term enlistees had joined the Guard or Reserve, not in the tradition of the volunteer citizen soldier, but, because the threat of the draft existed (1:113). Hence, the major enlistment inducement that had helped to maintain reserve manpower levels (to include a waiting list of interested eligibles) through the previous decade was lost upon implementation of the all-volunteer force. This new era of volunteer service compelled the DOD

to develop and implement a host of incentives to continue to attract members into the U.S. military components. Initially, these centered around pay, allowances and other economic benefits especially at the entry level of services.(1:5)

The President's Commission on an All-Volunteer Force concluded that the assessments of what is required to maintain an all-volunteer reserve force were much more tenuous than those for an all-volunteer active duty force because of a lack of data and the unique citizen-soldier status of reserve component members.(1:97) In August 1972, then Secretary of Defense Melvin Laird concluded, however, that a "well-equipped and fully-manned National Guard and Reserve, deployable on short notice is potentially the most economical part of our defense system" and "an effective Guard and Reserve is also the best guarantee against having to use a peacetime draft in future years" (2:15)(emphasis added). He, therefore, proposed a Guard and Reserve budget increase from \$2.1 billion in FY 1969 to \$4.1 billion in FY 1973, the largest single year investment in the Guard and Reserve in our nation's history (3:5).

Other actions were taken in 1972-73 to improve and revitalize the credibility and overall effectiveness of the Guard and Reserve with the impending loss of the military draft system. The Total Force Concept placed increased

responsibility on the National Guard and Reserve forces as full military partners in future national defense equations. Their units were given missions within this total force context and Guard and Reserve components were now relied upon as the initial and primary augmentation for the active forces (3:5). Equipment inventories of the Army Guard and Army Reserve, badly depleted to build up the active forces in Vietnam, were replenished at an annual rate approaching \$1 billion. Reserve forces of the Navy and Marine Corps were substantially modernized. The Air Guard and the Air Force Reserve transitioned into more modern aircraft at the fastest rate in their history. Training was intensified in all Guard and Reserve components, and readiness and combat capability demonstrated significant improvement.

## II

Now massive efforts must be directed toward the challenge of solving Guard and Reserve manpower supply problems without draft pressure. To do this will require the early reponse by Congress to Administration proposals, along with an improved public understanding of the Guard and Reserve role and enlightened support by American employers on their behalf (2:15).

When the draft was a major source of military manpower, many young men were attracted to the Guard and Reserve as a means of escaping the draft and active military service. As

their service commitments expired, many of the current reserve forces members would depart. Additionally, the long lists of waiting applicants for Guard and Reserve membership would disappear as well. A number of positive legislative provisions were necessary to stimulate enlistments and reenlistments and to ensure that the National Guard and Reserve forces were maintained at a fully-manned and combat ready posture.

The Uniformed Service Pay Act of 1972, introduced in Congress on March 22, 1972, authorized use of reenlistment and enlistment bonuses for the Selected Reserve. The help of Congress was also needed to correct gaps in the benefit structure and family protection provided to personnel of the Guard and Reserve. Legislation, actively indorsed by the Department of Defense, was used to remedy these deficiencies. These were:

H.R. 11447: Which provided for health and survivor benefits for Guardsman and Reservists who were injured or killed while on short tours (less than 31 days) of training or active duty.

H.R. 14742: Which provided full-time coverage under Servicemen's Group Life Insurance to certain members of the Ready Reserve and to members who are qualified for retirement but who had not yet reached the statutory age of 60 when retirement compensation began. This benefit was provided at no cost to the government and would be paid for

*Need to define  
"Selected Reserve"  
Presumably it  
means G + R  
forces!*

by the member.

These important legislative actions and financial incentives did not alone, however, guarantee a fully manned and operational Guard and Reserve. In June of 1972, DOD estimated that the shortfall in Guard and Reserve strength (already 49,000 below congressionally mandated levels) would exceed 50,000 and increase higher still if further positive action was not taken (2:39).

### III

The Guard and Reserve will still fall short of their requirements unless there is a vastly improved public understanding of their role in our Nation's security and an improved attitude on the part of American employers which encourages their employees to participate in Guard and Reserve activities (2:41).

In order to overcome one of the major obstacles that stood in the way of maintaining Guard and Reserve strength in the midst of new attitudes and new laws regarding military service, President Nixon on 22 June 1972 announced the creation of the National Committee for Employer Support of the Guard and Reserve (NCESGR) (2:42). As its title states, the purpose of the committee was to inform the public and encourage employers to support their Guard and Reserve employees instead of making them second-class

workers as was often the case. As emphasized by Secretary of Defense Melvin Laird, the broad and vital charter of this national program was "to improve public understanding of the Guard and Reserve in our nation's security system and to enlist the cooperation of those who employ present and prospective members of our Guard and Reserve components"(3:9). He further emphasized that the American taxpayer should realize that a well-equipped, fully-manned and readily deployable Guard and Reserve is potentially the most economical part of our national defense system and that, without it, the American taxpayer's and the nation's security are at peril (2:42). He noted that it was important that American employers--public and private, large and small-- encourage and react affirmatively to employee participation in Guard and Reserve activities. He pointed out that some employers were opposed to the idea of having their employees participate in the Guard and Reserve and others were indifferent about it. In either case, young people would not join and remain in the Guard and Reserve in sufficient numbers if advancement opportunities or security in their principal employment was impaired. (3:9)

Many Guardsmen and Reservists were compelled to use their summer vacation for their two-week training encampment, often with a financial loss in addition to the denial of a family vacation. Other Guardsmen and Reservists, while given time off from their principal job for military

training, became victims of subtler forms of discrimination which made it clear that being in the Guard and Reserve impaired their civilian career and professional advancement opportunities. These forms of indifference and discrimination had to be eliminated, and they would be as the consciousness of the American public and employers became directed toward the key role that Guard and Reserve components enjoyed in the all-volunteer national defense system (4:1-35).

The National Committee for Employer Support of the Guard and Reserve (NCESGR), chartered by the office of the Secretary of Defense, was placed under the Assistant Secretary of Defense for Reserve Affairs. Its first National Chairman was Mr. James M. Roche, a civilian volunteer and former chairman of the board of General Motors Corporation. To assist Mr. Roche was a volunteer executive committee composed of twenty leaders of industry, business, and the media, as well as a 180 member advisory council which included community leaders, Reserve and Guard personnel and a joint staff headquartered in Washington D.C.

The primary effort of the NCESGR took place during 1973 with a nation-wide information campaign, coupled with personal visits throughout the country to individual employers, soliciting their cooperation in providing equal if not favorable treatment of their Guard and Reserve

affiliated employees. It's purpose was two-fold; to encourage employers to develop personnel policies favorable to employee participation in guard/reserve training programs and to create a better understanding by the public of the Reserve Forces and their part in this Nation's defense (5:2).

#### IV

To understand and evaluate the effectiveness of the National Committee for Employer Support of the Guard and Reserve, one must look first at the goal and the objectives of the committee and then at it's suggested program elements.

The goal of the NCESGR is to increase awareness of the importance of the Guard and Reserve in national defense. The primary focus of employer support is on people--employers, employees, people from American business, labor and government--all directly or indirectly committed to national security (6:4).

Oriented toward implementation at the community or grass roots level, the NCESGR plan is based on a strong interdependence between members of the Guard and Reserve and their civilian employers. Its flexibility permits each state, each community and each military organization to reflect its own unique needs, challenges and requirements.

In 1978 the NCESGR began to organize volunteer organizations at the state and grass root levels, in the cities and towns where members of the Guard and Reserve live and work (6:3).

These committees are the only Department of Defense organizations addressing the issues of employer support of the Guard and Reserve meaningfully and with all parties involved. They bring together the combined resources of business, labor and the military to improve understanding of the Guard and Reserve; enlist the support of employers to encourage employee participation in Guard and Reserve programs; foster local community involvement with Guard and Reserve units and educate Reserve employees about their rights and obligations.(6:2)

Five NCESGR objectives and suggested programs to meet those objectives are established as guides to developing grassroots oriented activities that impact directly on Guard and Reserve Forces(6:7). These objectives may be prioritized locally based on specific state committee needs.

**OBJECTIVE:** To establish a network of volunteer civilian business and civic leaders at state and grass roots levels.

**SUGGESTED PROGRAMS:** Identify civilian community members to participate on the state committee. Based on state demographics and organizational considerations, establish a grass roots network within the state.

State Service  
of the Guard  
& Reserve

OBJECTIVE: To raise employer awareness of the role of National Guard and Reserve Forces in national security.

SUGGESTED PROGRAMS: Develop a statewide speakers network to communicate to employers the importance of Guard and Reserve Forces in defense of this country's vital interests and, promote media awareness of the Guard and Reserve and of their roles and missions. Involve civic, labor and professional groups and associations in this awareness-building process and communicate the employer support message to large and small employers, in both the public and private sector.

OBJECTIVE: To increase knowledge and understanding among members of the Guard and Reserve of the role and importance of their employer's support.

SUGGESTED PROGRAMS: Conduct meetings with senior Guard and Reserve members of the state committee, and establish the means to periodically bring together local committee members and their local Guard and Reserve commanders. Develop means to avoid conflict between Guard and Reserve training requirements and civilian work schedules.

OBJECTIVE: To increase knowledge and understanding by employers, managers, and supervisors of the reservist's rights and obligations under the law.

SUGGESTED PROGRAMS: Seek commitment from employers to

educate managers about Chapter 43, Part III, Title 38, U.S. Code, Public Law 95-508, The Reemployment Rights Statute. Establish local committee members as principal contacts for ombudsman activities so as to clarify public employers understanding of rights of Guardsman and Reservists under public law.

OBJECTIVE: To recognize public and private sector employers and supervisors who actively support employee participation in the Guard and Reserve activities.

SUGGESTED PROGRAMS: Develop the means to publically recognize employers and supervisors at state, area and community levels as well as to, promote media coverage of awards and recognition activities.

It can be recognized then that the basic programs conducted by the national committee groups fall into the following general areas.(7:3,4)

Personal Contact: Committee members meet with business executives and supervisors and explain the significance of the Guard and Reserve. The employer's are then asked to sign, post, and publicize a "Statement of Support of the Guard and Reserve" certificate. Signers of the certificate, which is now displayed in more that 350,000 businesses and agencies nationwide, pledge that their employees will be allowed to participate fully in Guard and Reserve training activities, without endangering in any way their career

opportunities (5:8). Since most Guard and Reserve units often require advanced training, absences of key members from their civilian work sites frequently exceed the routine one-weekend-a-month ~~and~~ two-week annual training requirement that traditionally confront most Guard and Reserve units and to which employers have become accustomed.

Speakers: State committees schedule key defense spokesmen to address influential employer audiences. Senior Pentagon officials regularly accept speaking engagements on behalf of employer support, as do senior ranking military commanders. Many retired military officials also volunteer to speak on behalf of employer support.

Awards and Recognition: Supportive employers--those who enact policies which make it easier for their employees to remain active in the Guard and Reserve--receive special attention from the employer support committee. A program honoring these employers with certificates, plaques and national recognition is operated by each of the state committees. Many firms may also publicize their awards through employee newspapers.

Ombudsman: Release of employees from work to attend required training is governed by a complex body of federal and state laws, which will be discussed later. Applying these laws in unique employment situations is often

confusing. The national employer support committee provides a question answering service from it's Washington Office, accessible nationwide through a toll-free, long-distance telephone number. Questions concerning the law, problems with individual supervisors, and inquires about the propriety of specific personnel practices may all be addressed to the committee's ombudsmen. This service is available to employers as well as to members of the Guard and Reserve. At the national level, the program is conducted by a specially trained team of experts in the field of reemployment rights for members of the Guard and Reserve. At state level, specially trained volunteers--frequently attorneys or labor relations experts--assist local employers and employees in understanding and applying the law.

Advertising: The national committee conducts a public service advertising program, Creative services are donated by major civilian advertising agencies, with the government paying only the actual costs of producing and distributing the television, radio, print and outdoor advertisements which promote the program. In many states, local employer support groups supplement the national effort by producing local announcements and by making personal contact with broadcasters and publishers to see that the advertising messages are publicized. The committee counts on the good will of the media for placement of all ads since no time or

space is purchased.

Direct Mail: Another medium for the employer support message is direct mail contact. Using sophisticated mailing techniques that target key associations and groups, the national committee brings its message to key employers. State and local committees frequently assist the national committee by identifying target audiences within their areas. All direct mail campaigns seek employer signatures on the "Statement of Support" certificate--the same document used in personal, one-on-one contact efforts.

Exhibits/Associations Liaison: Each year, committee members and staffers bring the employer support message to the annual gatherings of significant private business, trade and professional associations. The committee maintains an inventory of trade show exhibits for use at these meetings and each exhibit is always accompanied by uniformed military personnel who are on hand to describe the critical role of the National Guard and Reserve, and to solicit support from the employers attending the meetings. Other, more formal efforts to involve employer associations are also conducted, including the publication of manuscripts about the Guard and Reserve in association, industrial and trade publications.

Flags for Employers: A new program of the national committee, "Flags for Employers," presents a large outdoor flag to the most supportive of employers. The flag bears a distinctive insignia especially for employers of members of the Guard and Reserve. With their own NCESGR insignia, Guard/Reserve employers have a graphic reminder that they are a critical element of the national defense team. The flag program, though just beginning, will also distribute thousands of small, desk-top flags bearing the employer emblems to supportive firms and agencies nationwide (7:3,4).

V

"If it is constitutional to require a man to serve in the armed forces it is not unreasonable to require the employers of such men to rehire them upon completion of their service, since the lives and property of the employers as well as everyone else in the United States are defended by such service." Senator Thomas of Utah, 1940, (8:1).

Veteran's reemployment rights were enacted into law as part of the Selective Training and Service Act of September 16, 1940. The Service Extension Act of 1941 gave enlistees the same rights as those of inductees. The Reemployment Rights Statute is codified as Chapters 43 of Part III of Title 38, U.S. Code. It

was amended in December 1974 to extend coverage to Guard and Reserve members employed by state and other local and municipal governments and their political subdivisions. On May 14, 1976, it was further amended to provide full reemployment rights and benefits to any member of a reserve component who is called to active duty by presidential order under Section 673 to Title 10, U.S.Code (22:6).

Chapter 43 of part III of Title 38, U.S.Code places responsibilities on both the employee and the employer. One must attend training and the other must grant the necessary leave to accomplish that training. Further, it states that an employer cannot fire an employee solely because of his or her reserve participation. The law also states that a reservist's job security and promotion opportunities may not be limited or diminished in any way by military participation and that military leaves of absence must be granted without sacrificing earned vacation time.

The law, however, does not require employers to provide special work scheduling arrangements to employers who must miss their scheduled work shift due to military training unless similiar rescheduling assistance is offered to other employees such as for jury duty, doctor appointments or sick leave. It is recommended that the employee request their military

leave by providing the employer with competent official documentation of the scheduled duty tours.

The law applies to all employees, full-time or part-time, except for those who hold only temporary positions. It extends to reservists of all branches of the service who work in private industry, federal, state or local government. After initial training, members of the Guard and Reserve usually serve at least one weekend a month and two weeks of annual training during the year. However, in order to maintain proficiency in technical skills, many must often attend additional, specialized training or participate in stateside or overseas training deployments of longer than two weeks duration. All types of military training are covered under the law and leave from the civilian employer could last as long as four years. The employee must, however, report back to work on the next regularly scheduled workday following release and travel time from his military duty location.

Private employers are encouraged to make up the difference between the civilian and military salaries of their reservist employees but, it should be noted that, no pay is required by law. Many employers do this to keep employees on full pay so they do not suffer a financial loss while fulfilling their military duty. Public employers are bound by the rules and

regulations of their agencies, but most usually provide for at least fifteen days of paid military leave in each twelve month employee work year.

## VI

Any Guardsman or Reservist who has problems with his employer, or any employer with problems resulting from employee participation in the National Guard or Reserve may request assistance. The NCESGR Ombudsman Service advises on rights under the law, mediates between parties and suggests solutions as quickly and informally as possible.

The first attempt to resolve a problem should be made at the employer-employee level. Many times an objective discussion can provide solutions through give and take and mutual cooperation. If that fails, unit commanders should be consulted. Since they have a vested interest in the problem, they may be able to more fully explain the situation or suggest compromises which may mutually satisfy the needs of all concerned.

There are 55 State Committees for Employer Support of the Guard and Reserve, including those in the District of Columbia, Puerto Rico, the Virgin Islands, Guam, and the Commonwealth of the Marianas, who stand ready to assist in resolving reserve participation problems. Since most state committee members are local business leaders, they usually understand both sides of the problem and can normally help mediate a situation usually through

indirect or face-to-face discussion. If local efforts fail, a telephone call or letter to the National Committee for Employer Support of the Guard and Reserve in Washington, D.C. will put one in touch with an ombudsman who is more qualified to assist and advise on specific matters or questions.

Since neither the NCESGR nor its ombudsman has authority to initiate legal action or to enforce the law, cases which require legal advice or assistance must be referred to the U.S. Department of Labor or the U.S. Civil Service Commission (for federal employees), as appropriate, who may initiate legal action to secure those rights guaranteed under the law (5:6).

The NCESGR Ombudsman Service is informal and no subject of discussion is ever entered into a personnel file or any detailed record system. Its objective is to smooth out misunderstandings, disagreements, or difficulties to the satisfaction of all parties concerned. Problems are handled by individuals who are sympathetic to the need of both employers and employees and, therefore, NCESGR ombudsmen handle only employer-employee conflicts concerning Guard and Reserve participation and no other issues (5:7).

## VII

Studies to determine why members of the Guard and Reserve quit military service clearly reflect that significant numbers turned down reenlistment because of conflicts between the demands of their civilian jobs and those of their military duties.

According to 1978 and, later, 1982 Rand Corporation studies on reserve reenlistment decisions, civilian employers had a great influence, through their attitudes and policies, on individual reenlistment decisions. These studies noted that the decision whether to reenlist related directly to the extent to which reserve participation:

conflicted with civilian work schedules,  
reduced the reservist's civilian promotion potential or,  
irritated the employer (9:72).

The Rand study results appeared conclusive. Within the group of former Guard and Reserve members surveyed, civilian job conflict was cited 31% of the time by the ex-members as the most important factor in their decision not to remain in the military (10:18).

Additional data gleaned from two 1980 surveys conducted by LaBrie Associates for Congress and the Department of Defense presented some strikingly similar trends (11:104). These findings indicated that significant numbers of Guard and Reserve members refused reenlistment because of "problems with civilian work" and because part-time military duty "prevents getting job promotions." Additionally, the LaBrie study also found that;

Nearly 70 percent of those whose employers discourage military membership left the service.

Some 43 percent of those whose employers had neutral attitudes about military membership quit the service.

But, only 36 percent of those whose employers supported military membership dropped out of reserve service (11:table26).

The LaBrie study cited other significant findings. Dropouts more than reenlistees reported that participation in the Reserve/Guard activities resulted in lost vacation time and lost time with family and friends. Dropouts also reported more often that participation produced job conflicts, created civilian promotion problems as well as loss of better working hours and required special excused absences from work (12:56).

The findings of both Rand and LaBrie studies lead to obvious conclusions:

Ignorance, disinterest and hostility on the part of the employer contributes to erosion of reserve forces personnel strength.

Guard and Reserve members whose military duties don't cause them problems on the job are more likely to reenlist.

Reservists who see their employer's attitudes toward military participation as positive are more likely to reenlist than those who see their employer's attitudes as negative (7:4).

The most common reasons for leaving cited in the Rand studies of departed and separating reserve force members and the frequency with which they were given are as follows (10:00).

<u>Reasons</u>	<u>percent</u>
Conflicts with family or leisure	31.6
Conflict with civilian job	30.8
General dislike of the military	11.4
Dislike of unit's training practices	7.1
Not eligible for reenlistment bonus	4.5
Moving to take new job	2.9
All other reasons	10.6

Since over 30% of annual losses could be attributed to negative pressures from employers, it followed that eliminating those negative factors could save millions of dollars a year in reserve component recruiting and training costs. Studies such as these, and the conclusions they generated, fostered renewed awareness and recognition of the need for national and grassroots programs to eliminate this major impediment in attracting and maintaining Guard and Reserve manpower. A further dedication of effort and, most importantly, resources, was made by the Department of Defense through the National Committee for Employer Support of the Guard and Reserve as they developed comprehensive programs to confront this problem.

#### VIII

"Since the waning years of the Vietnam war, it has been our stated policy that the Guard and Reserve forces will be used as the initial and

primary augmentation of the active forces. Today, so much of our capability rests with the Reserve Components that we cannot engage in large scale conflicts without them." Assistant Secretary of Defense Lawrence J. Korb, April 1984, (23:22).

The National Guard and Reserve are recognized and accepted as essential elements of the United States Armed Forces. To attract and maintain their manpower at necessary levels, the support of this Nation's employers is equally essential. General John W. Vessey, former chairman of the Joint Chiefs of Staff, who met often with major business groups on behalf of the Employer Support Committee, made statements which made clear the importance of the Guard and Reserve as he saw it;

"Our active duty forces cannot meet the challenge alone...our strategy to deter war requires that we keep the Guard and Reserve in a high state of readiness...the men and women who serve their country part-time need to get the necessary training without jeopardizing their civilian careers" (7:4).

Since its inception in 1972, the National Committee for Employer Support has attempted to educate civilian employers to the role of the Guard and Reserve and to their obligation to provide personnel policies which encourage Guard and Reserve participation by their employees. In so doing, it has obtained more than 386,000 signed statements of support

from employer's. Their signatures cover more than half of the nation's work force. 15,000 certificates of employer recognition were presented by the committee in 1985 alone (24:00).

The NCESGR "sells" the employer on the direct and indirect benefits to them from their employees participation in Guard and Reserve activities.. This is in essence a "soft sell", an on-going educational and informational process that equates more to a public relations or lobbying campaign conducted by the NCESGR rather than a demand that employers comply with provisions of the laws of the land. Such factors are stressed as pride in supporting the people who are helping to defend the country and the fact that the military/technical skills learned and practiced can also result in better civilian on-the-job performance.

Additionally, the leadership and discipline learned in military service aids in making employees more stable and responsible workers. Participants also contribute to local security in times of disorder or disaster and help keep the tax dollar down because reserve components cost only a fraction of maintaining equivalent active duty forces. Hence, reserve component forces are cost effective forces in that many citizens in this country's civil sector stand ready and trained to serve, as needed, in this country's defense.

In 1979 the NCESGR possessed only 800 volunteers nationally. In 1986, that estimate is in excess of 3,300 (24:00). And, so it should be, as membership in state committees continues to expand with the goal of having NCESGR members in every town in which Guardsmen and Reservists live and work.

An example of how a state committee develops and organizes can be seen in the case of the New Jersey Committee for Employer Support of the Guard and Reserve. Four years ago, the NCESGR representative assigned to that area found a state program that was not only languishing but, in essence, existed in name only. By restructuring and promoting a commonality of purpose and collectively establishing their goals and objectives, this state committee is now recognized as one of the foremost and effective in the country (24:00). Composed of a state executive steering committee headed by a retired U.S. Army Reserve major general, the New Jersey committee is organized not only on a geographic basis but also includes over 100 members from all major types of business and industry within the state with special emphasis on those who hire and employ large numbers of reserve component members. Certain types of employers are specifically targeted and asked to serve on the state committee so they can respond to reserve duty problems from business or industry similar to their

own. This effort gives the New Jersey program a high degree of credibility and effectiveness and makes it extremely successful in both employer cooperation and the effective handling of problems within their own state level resources (24:00).

NCESGR national headquarters manning in Washington presently includes a GS-15 (U.S. Civil Service) executive director with 26 military and 4 civilians on his staff. Requests are pending for additional personnel support to include an increase to the 5 regional area representatives who work directly with members of the state committees. At this writing, a search is on for a new NCESGR national chairman.

The National Committee for Employer Support annual budget is handled through the Department of the Army and totaled 2.3 million in 1986. Additionally, it is estimated that, in excess of \$25 million of public service advertising was secured by the NCESGR during that same year (27:00). Though the NCESGR budget is rather modest in financial terms, it must be remembered that much of the work done in it's behalf is by volunteer members at high leadership levels. The financial value of those types of efforts is immeasurable.

With respect to the ombudsmen telephone inquiry service

provided by the NCESGR, some interesting facts become evident as data is analyzed. The national committee service in Washington estimates that contacts and inquiries to ombudsman representatives within the individual states equals at least half again as many as those inquiries handled through the national level ombudsmen office. National office inquiries or actions totalled 2,588 in 1985 and were expected to exceed that figure in 1986 (26:00).

Interestingly, 10-12% of the calls to NCESGR were from employers, unions, or associations seeking advice on drafting or updating company personnel policies on the handling of Guard and Reserve members within their organizations. Additionally, employee/employer questions were running 5 to 1 from the private sector as opposed to the civil sector of employment. This appears to reflect a certain recognition by private industry of the importance of and need for this type of informational service. A summary provided by the committee with respect to types of calls received at the national ombudsman office during 1986 revealed the following:

3%	were work scheduling problems
19%	were improper reinstatement matters
5%	were on jobs lost due to military service
4%	were on denied promotions, bonuses, or benefits
10%	concerned denied military leave or required use of vacation for reserve duty
4%	were pay problems matters
2%	concerned employer harassment
1-2%	were <u>from</u> employers complaining of excessive time required if their employees for military duty (26:00).

It is apparent that the task is not complete nor should one expect to see it completed. Likewise, one cannot envision a situation, short of the establishment of a universal draft in this country, when there will not be a need for the NCESGR and it's efforts .The NCESGR must continue it's effort and the process of education and communication with this Nation's business sector. As recently as October 1986, there was further evidence of reserve force member and employer conflict when the second National Guard Magazine readership survey revealed that the third most urgent problem personally for training Guardsmen was a lack of employer support of their military participation (28:13).

Other initiatives are underway that will assist the NCESGR in it's efforts and that will address specific needs of Guardsmen and Reservists with respect to their civilian employment. Representative G.V. "Sonny" Montgomery (D-MS), the father of the New G.I. Education Bill which includes Guardsmen and Reservists in its coverage, has introduced further beneficial legislation.

H.R.2798: is an employment discrimination bill that would prohibit employers from discriminating against a person in the initial hiring process because of that person's reserve component affiliation. Previously, only Guardsmen and Reservists already hired were protected from discrimination in this regard.

H.R.3241: would give employers tax break incentives for those who gave their Guardsmen/Reservist employees additional time off to perform their military duties beyond that which they are required to do by law (29:28).

## IX

"We need the support of the business community for the militia tradition which has kept our country strong." General John W. Vessey, USA (Ret.)

The staff and volunteer members the National Committee for Employer Support of the Guard and Reserve at every level must continue to work actively to bring the above message to each American employer. We have recognized that significant

influence the civilian employer factor wields in the personnel recruiting and retention aspects of this country's reserve military forces. And, within those reserve forces, personnel retention impacts on mobilization potential and effectiveness and, therefore, has a vital and critical impact on our national security.

If the reserve components are to continue to play an important and effective role in meeting the requirements of national security and to maintain their perfect attendance record in all wars fought by the United States, then the National Committee for Employer Support of the Guard and Reserve must expand and intensify its efforts with employers on their behalf. They must first fill the vacant (since 1985) position of national chairman of the NCESGR with a nationally recognized and responsible member of the American business community who can bring renewed status and direction to the organization.

As federal missions of the Guard and Reserve continue to increase; as established units expand with more personnel, equipment, and responsibilities; as new units are formed and as training demands far exceed the training time available (as is now the case), the NCESGR will experience a direct and proportional increase in the need for its efforts, its influence, and its services.

The National Committee for Employer Support of the Guard and Reserve must place great urgency on preparing itself for that eventuality now if it expects to effectively assist the U.S. Department of Defense in its future efforts to secure the necessary and essential community support so vitally needed for this nation's voluntary, part-time, citizen-soldier military forces to maintain and fulfill their commitment to our national defense.



## BIBLIOGRAPHYY

1. The Presidents' Commission on an All Volunteer Force. February 1970 (Commonly known as the Gates Commission Report for its chairman, Hon. Thomas S. Gates, Jr., former Secretary of Defense).
2. Progress in Ending the Draft and Achieving the All-Volunteer Force. Report to the President and Chairmen of the Armed Services Committee of the Senate and House of Representatives (P.L. 92-129). August 29, 1972 by Secretary of Defense Melvin L.Laird.
3. Commanders Digest September 14, 1972 "Secretary Laird: All Volunteer Force within Reach," pp 1-12.
4. Maintenance of Reserve Components in a Volunteer Environment Vol. III, App. B Phase II Research Analysis Corporation (Rac-R-148) November 1972. Report prepared for the Department of the Army.
5. Pamphlet: What You Should Know About Employer Support of The Guard and Reserve (Source: NCESGR). Updated
6. Booklet: Half the Victory-Employer Support of the Guard and Reserve: A Grass Roots Plan. July 1986 (Source NCESGR)
7. Factsheets (#4J2) July 1986 Employer Support of the Guard and Reserve. (Source: NCESGR)
8. Veterans Reemployment Rights Handbook, U.S. Department of Labor, Washington, D.C. 1970 pg. 1. Quoting U.S. Senator Thomas of Utah in 1940 Congressional hearings on a peacetime draft.
9. "A Model of Re-enlistment Decisions of Army National Guardsmen." The Rand Corporation, October 1982.
10. "The 1978 Selected Reserve Re-enlistment Bonus Test Executive Summary", The Rand Corporation, April 1978
11. "Concomitants of Attrition" Labrie Associates, May 1980.
12. "The Army Reserve and Army National Guard: A Study of Re-enlistment and Drop-Outs" Labrie Associates, December 1980.
13. "Can the National Guard Survive", US News and World Report 8 November 1971, pp. 61-63.

14. "What Guardsman are and What They Think", The National Guardsman, (March 1971. pp.10-11
15. "The Zero Draft and the National Guard", The National Guardsman, March 1971, pp.2-12.
16. "An All-Volunteer National Guard", Warren K. Wells, The National Guardsman, March 1972, p.22.
17. "Communications is a Two Way Street," The National Guardsman, January 1972, pp. 26-27.
18. "Reserve Forces Gain Men Despite Zero Draft Quotas", Air Force Times, February 16, 1972, p.3.
19. "National Guard Association Legislative Task Force Swings into Action", The National Guardsman, April 1971, pp. 22-23.
20. "The View From Capital Hill", Interview with Senator Barry Goldwater. The National Guardsman, March, 1972, pp. 2-7.
21. Job Rights for Reservists and Members of the National Guard. Pamphlet by U.S. Department of Labor: Veterans Employment and Training Service. Washington, D.C. 20210. updated
22. Veterans Reemployment Rights Statute, Field letter 24, U.S. Department of Labor: (updated)
23. "Major Elements of Force Mix Decisions". Assistant Secretary of Defense, Lawrence J. Korb, Defense Magazine, 18 April 1984 pp. 18-24.
24. Interview with Major Pat Schuback, USAR. NCESGR Area Representative, 21 December 1986 Washington D.C.
25. Interview with Mr. Gary K. Carlson, Executive Director of NCESGR, 21 December 1986 Washington D.C.
26. Interview with Major Charles E. Thompkins, USA. NCESGR budget director. 21 December 1986 Wahington D.C.
27. Telephone interview with Lt. Col. Thomas Skypeck, USAFR, NCESGR Ombudsman Service Director, 9 February 1987.
28. "Second Reader Survey Results." The National Guard Magazine, October 1986, p13.
29. "Rep. G.V. 'Sonny' Montgomery Speaks Out." The National Guard Magazine September 1986, p. 28.

END

DATE

FILMED

JAN

1988