

RESHAPING HUMAN RESOURCE STRATEGY IN THE ARMY

BY

LIEUTENANT COLONEL TERRANCE I. FIELDS
United States Army Reserve

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U.S. Army War College, Carlisle Barracks, PA 17013-5050

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USAWC STRATEGY RESEARCH PROJECT

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Lieutenant Colonel Terrance I. Fields
United States Army Reserve

Dr. James E. Gordon
Project Adviser

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U.S. Army War College
CARLISLE BARRACKS, PENNSYLVANIA 17013

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Following the end of the Cold War and the 9-11 terrorist attacks, senior Army leaders have declared this time period as an era of persistent conflict. A major strategic challenge during this era is how to maintain an all volunteer Army when the proclivity to enlist or be commissioned is low, the pool of qualified applicants is shrinking and adults throughout American society who advise young people have become less than enthusiastic about recommending military service. Strategically the matter of maintaining a pool of qualified applicants remains an area that must be addressed for the long term. Revolutionary retention methods are needed to maximize the utilization of every individual available to serve. This project will examine ways to allow personnel already trained and individuals qualified for military service to have options regarding when and how they serve. The research will explore the continuum of service as an enabler to provide those options. Seamless transition from one Army component to another, on and off duty will be examined. Recommendations are provided to overhaul Cold War human resource management constructs to meet twenty-first century requirements.

RESHAPING HUMAN RESOURCE STRATEGY IN THE ARMY

The United States of America holds a unique position in the world. As a global leader the United States influences world economics, popular culture and international politics. The United States is now faced with challenges that, if left unchecked, could create significant instability both domestically and globally. Any significant efforts by the United States to continue to serve as a global leader will have, as a variable, the ability to utilize and project strength using the military component of national power. The strength of the nation's diplomatic, informational and economic power needs to be reassessed to meet the challenges of the twenty first century. Numerous academic and governmental agencies are doing just that in preparation for a new administration in Washington. The findings presented by these institutions will be addressed by the appropriate agencies in the days and months to come. The Department of Defense is one of the agencies undergoing significant reassessment.

The determination and reassessment of ways to meet the personnel challenges ahead through better recruiting and retention efforts, as well as maximizing available trained and qualified personnel to have more choice concerning when and how they serve is examined in this research paper. The Total Army in general will be examined and in particular, many of the Army Reserve's personnel practices, policies and procedures will be scrutinized.

To begin with, intense scrutiny is required in an era of persistent conflict. This new era is likely to be characterized by intermittent conflict, expeditionary engagement and requires a capable, agile military to remain credible. Overall personnel strength is a requisite for the use of or the threat of use of military force. Military strength is also a

key component in the employment of effective diplomacy and the maintenance of economic capacity. Land forces are required to hold territory to allow nation building, peacekeeping or humanitarian assistance to take place. The Army is the U.S. force primarily responsible for security on the ground. Individual Soldiers on the ground and other military personnel in support of those Soldiers are key components to the Army's generating and operational strength today.

The Army today operates, is funded and managed using a three component construct that predates the Cold War.¹ The associated personnel policies have become obsolete for application across the three components. In reality, the Army is utilized in theater as a single force. The three components of the construct consist of the Regular Army Active Component, and the two components that comprise the reserve component, the National Guard and the Army Reserves. Today in Afghanistan, Iraq and locations throughout the world, these three parts or components are working together as the nation's military premier land power provider.

To more effectively utilize the power the Army can provide in an era of persistent conflict, the personnel management of the nation's military must be reevaluated based on current and future needs. The Commission on the National Guard and Reserves was established by Congress to assess the reserve component of the U.S. military and to recommend changes to ensure that reserve components are organized, trained, equipped, compensated and supported to best meet U.S. Security needs. Public Law 108-375, the Ronald Regan National Defense Authorization Act for Fiscal Year 2005, later amended by Public Law 109-163 established the requirement. The Commission

submitted its Final Report, with the subtitle, “Transforming the National Guard and Reserves into a 21st-Century Operational Force”, on January 31, 2008.²

The January 31, 2008 document has been read, studied and analyzed by military personnel and civilians, practitioners and scholars alike. The recommendations have been viewed with both angst regarding the proposed changes and with thankful appreciation that finally issues that have frustrated DOD personnel for years are finally being addressed. Without regard to any particular individual's feelings regarding the Commission's work, it is clear that significant changes are forthcoming. A major element of this research project is to examine ways to allow personnel already trained and qualified for further military service to have options regarding when and how they serve. Critical thinking and an enabling mindset will be important to create a reality that will provide options for the individual service member and ready units for commanders. New personnel management constructs will be crucial to maintaining an Army capable of meeting the challenges of today and tomorrow.

Why Change is Required

The challenges of today and tomorrow require that the reserve component of the Army conform to the changes in the operational environment that have already taken place. The reserve component needs to change from a strategic reserve, focused on being prepared to augment the Regular Army Active duty once conflict has commenced. The reserve component must become an operational reserve with the mission to remain engaged as an integral part of the Total Army's capability. This new operational reserve would remain engaged in ongoing conflicts, nation building efforts or humanitarian relief as part of the total force well into the foreseeable future. The strategic question is how

can the United States rely on a reserve component that is called upon time and again?

COL David A. Smith, USAFR (Ret.), of The Wexford Group International argues that;

Until 1973, reserve component forces were called upon infrequently to augment Active Component forces in major national crises such as World War I, World War II, and the Korean Conflict. During the Vietnam Conflict the Reserve Components were used only sparingly while Active Components relied heavily on draftees.³

Times have changed and now the National Guard and the Reserves are in a state of constant engagement while the nation faces an era of persistent conflict. On September 10, 2001, the day before the 911 attacks, mobilization plans officers in the reserve component had a very good idea of how to mobilize reserve Soldiers to meet the requirements of modern warfare. Classes had been taught, training certificates issued and procedures established to enable mobilization planners to assist units to execute unit mobilizations. On September 12, 2001, the day after the terrorist attacks on the World Trade Centers, the Pentagon and the airliner over Pennsylvania, Army Reserve Soldiers were mobilized to conduct war against the terrorist that attacked the United States. Long agreed policies and procedures tumbled like the towers of the World Trade Center, and like U.S. airport security procedures, mobilization procedures changed forever. The Army Reserves began a series of ad hoc policy changes and hastily devised procedures to send individual Soldiers, parts of units and elements large and small to locations around the globe to confront the terrorist threats. Instructions issued in the form of messages proliferated reserve component commands throughout the Army. As always the Army adapted to meet the challenge, but not without pain to everyone associated and not without damaging the institution to some degree. The Army as an institution was damaged because many of the changes enacted represent confusing and uncoordinated personnel policies that are unsustainable. Individuals that

had trained with their units for years were cross-leveled to units across the country. In many of the cases of cross-leveling, Soldiers were assigned to units that the Soldiers had never heard of and had never trained with. The total reserve force policy structure was challenged unlike ever before.

In 1973 a “Total Force” policy was adopted.⁴ Quickly national leaders discovered that the reserve component personnel added value to the full time Army and performed effectively. In the next years legislation concerning the ability to access the reserves was made into law. In 1976, legislation gave the President the authority to “call up” 50,000 Reservists without declaring a national emergency.⁵ Later the call-up authority increased to up to 200,000 Reservists for 270 days.⁶

Today the President’s call-up authority for large numbers of Reserve personnel for 270 days is clearly inadequate for a conflict that routinely has military units engaged in operations for twelve or even fifteen months. There are Reserve personnel that have been on active duty for several years as a result of the Global War on Terrorism. The rules associated with such continual involvement by Reserve personnel in the future must change to reflect reality. The operating force as well as the generating force both need the contribution of reserve personnel. Whether the Reservist is working on a Provisional Reconstruction Team in Afghanistan or at a military installation with the mission to certify and deploy forces from the states to locations overseas, their service is vital to the Army’s overall success.

The increased reliance and use of the Reserve Components has surfaced a major issue that has a dramatic impact on the readiness of our forces. The issue is the *complexities in administrative policies, procedures and processes that must be managed in order to employ Citizen Warriors, and the 29 different duty statuses that must be addressed when bringing*

Citizen Warriors into utilization. These complexities are imbedded in law and regulation and have historical roots as early as 1636.”⁷

In addition to arcane regulatory requirements that constrain effective and efficient Army Reserve Component personnel management, cultural factors within the United States have become an issue that strategic personnel professionals throughout DOD and national leaders must consider. The Army G-1, LTG Michael D. Rochelle, in a briefing entitled Building and Sustaining an All Volunteer Army for the Future (Linking Continuum of Service to the Army Human Resources Strategy), identified several issues that speak to the cultural factors the United States must address. The briefing slide entitled, Challenges-Those We Want, lists numerous human resource issues. Among them, declining graduation rates among American high school students, decreasing influencer support (American parents, teachers and other adults are not recommending military service as they once did), and a general decreased propensity for American youth to enlist into the military. Additionally, legal and moral qualifications as a result of legislation such as the Lautenberg amendment create qualification obstacles for many young Americans. The stated purpose of the Lautenberg Amendment is to get and keep firearms out of the hands of those individuals with domestic violence convictions. The impact of the Lautenberg Amendment and maintaining an all volunteer force is that domestic violence convictions bars applicants from military service. ⁸ While it is necessary for individuals with a history of domestic violence to be properly screened out of the pool of available applicants for enlistment, the screening process should be reviewed and exceptions made where necessary. Today, individuals otherwise qualified for enlistment are eliminated because a dispute between a boyfriend and girlfriend may have ended with police involvement.

Sometimes police arrive on the scene and hear explanations from both the girlfriend and the boyfriend. Often because of limited evidence the police charge both the male and female with domestic violence. Likewise, in other cases, teen age fights have resulted in a lifetime ban from military service. Sometimes individuals should be screened out. In other cases one isolated incident has eliminated an American citizen from ever serving in military uniform. Review and perhaps reform of the law should be considered. Citizens are too often prohibited from ever becoming Soldiers because of relationship issues that took place when they were children.

The relationship that citizen Soldiers have with their employers is an issue specific to the reserve component. Many reservists work for small businesses and when those businesses lose workers, due to military duty obligations, for even a short time, there is a negative impact on the business and on the individual reservist. In other cases, reserve personnel work for large businesses who can, in general terms, more easily handle the time requirements, obligations and mobilization/deployment of one of their employees for twelve months or more. Additionally, in the same way that career enhancing developmental assignments are crucial to a successful career in the military, developmental assignments are equally vital to civilian career success. Deployments time and again can limit an individual's ability to gain the kind of experience and to demonstrate the necessary skills for advancement in the corporation. More and more reserve Soldiers will have to decide if they can pursue civilian career objectives and requirements while meeting the demands of military service. However, increasingly, businesses large and small are beginning to perceive that having Reservists on their rolls during an era of persistent conflict is more of a liability than a benefit. Keeping

trained and qualified military professionals in uniform continues to be a challenge. Since 911, reservists have been called to duty time and again; some have been on continuous active duty since the outbreak of the Global War on Terrorism which was ignited by the events of September 11, 2001.

The Global War on Terrorism also lit a fuse that burned all the way to the highest levels of government. The actions on the ground in Iraq and Afghanistan have set the conditions for the lawmakers who hold the purse strings of our nation's appropriations process to authorize the expansion of the Army and the Marine Corps.⁹ In the current societal environment we should wish our military recruiting force well. An increase in applicants eager to serve in the military is probable due to the current national economic downturn. Expect that increase to subside once the nation's economic condition improves. Sustaining personnel levels is challenging. The Marines are a formidable recruiting force that recruits and trains a significant percentage of their force each year. It is difficult to imagine how even the Marines could significantly increase recruiting output and maintain that increase throughout an era of persistent conflict. The Total Army which has increasingly utilized incentives for both enlistment and retention is likely to have more of a challenge reaching its goal of expanding from 457K to 482K by FY 2013.¹⁰ The Army has even created a "menu of incentives" targeted at Captains to encourage them to remain in the military. It was not so long ago that Army company grade officers were being paid to leave the Army. Today, even with officer retention near historic levels, there was still a need to incentivize officer retention.

Recruiting and retention are precisely what is needed to achieve numerical personnel strength in an era of persistent conflict. While many leaders, in public and in

private, have vociferously indicated skepticism that the United States can successfully fight long wars with an all volunteer force, they have offered less of a voice in terms of what our nation should do to maintain the capability to man the force. Recently, other leaders have explored a concept that I consider both viable and pertinent. That concept is to create a continuum of service.

A Personnel Management Change to Meet Twenty First Challenges

The development of new, revolutionary concepts to meet the challenges of the future requires both creative ideas and holistic concept development. The continuum of service is a concept that explores ways to better utilize the Army's most critical resource, its people. While many of the specifics concerning the continuum of service address reserve component policies and how Reservists can change duty statuses (on or off duty) or even how they can change from the reserve component to the active component. Developing a continuum of service is part of a Total Army solution. While it is important to recognize that many of the required personnel changes need to occur within the National Guard and the Reserves, the entire Army will be affected by the continuum of service concept when fully implemented. As the United States remains engaged in armed conflict, homeland defense, support to civil authorities, nation building and other ongoing commitments, the operationalized reserve component is and will continue to be a reality. The time for personnel policies to reflect that reality has come. Enabling law and policy to support reserve component realities will be an important variable for the Total Army to have the capacity to meet their mission requirements.

Total Army mission requirements could be enabled by developing the continuum of service. The concept of a continuum of service has been discussed for quite some time. Different agencies and actors have different definitions, objectives and interests concerning the concept. In an October 9, 2008 continuum of service brief to BG Longo, Director of Training G-3/5/7, and the Assistant Secretary of the Army for Manpower and Reserve Affairs in cooperation with the G-1 Strategic Initiatives Group described the continuum of service as:

The seamless movement of individuals across components that supports human resources strategic goals and objectives and encourages a lifetime of service to the nation.¹¹

The briefing goes on to discuss that as part of the Army's Human Resources Strategy the continuum of service will explore policies, legislation, processes and other impediments to create more logical gateways for personnel movement from component to component, on or off duty. The defined end state is "Seamless Movement". DODD 1200.17, October 29, 2008, signed by the Secretary of Defense Robert M. Gates, defines continuum of service in the glossary portion of the document as follows;

Management policies supported by appropriate statutes, benefit and compensation options, and agreements that facilitate transparent movement, to the extent possible, of individuals between active military, reserve military and civilian service. These management policies provide variable and flexible service options and levels of participation, and are consistent with DOD manpower requirements and each individual's ability to serve over the course of a lifetime of service.¹²

The Secretary of Defense in the same document, DODD 1200.17, assigns specific responsibilities to the Assistant Secretary of Defense for Reserve Affairs (ASD (RA)). The responsibilities listed include; to develop policies for managing the Reserve Component as an operational force, which is a necessity in an era of persistent conflict and global engagement, to coordinate and develop policies that promote use of total

force capabilities in support of domestic disaster response without interference with core defense missions and to ensure that sufficient guidance exists to guide service implementation of the continuum of service concept.¹³

It appears that although the conceptual definition of Continuum of Service has been defined by the Secretary of Defense, the concept is not fully understood throughout DOD. Efforts are underway to better socialize the concept among the services and DOD in general. The current reality of the matter is that, not many people know exactly what it (continuum of service) is, but many of the senior Army leaders want it, whatever it is. The requirement to enable service options, the apparent willingness to initiate legislative change and the continuing requirements for military personnel to serve in support of current operations and homeland defense missions, provide the momentum required for change. For strategic leaders in the Army's human resource profession, an essential task is to determine how best to implement the necessary personnel policy changes based on priorities. The challenge is to change the right things at the right time to meet the Army's personnel needs.

Recent Developments and Actions Currently Underway

Efforts are clearly underway to make the changes necessary to meet the personnel challenges of tomorrow en route to creating a continuum of service. In the Final Report, Executive summary of the January 31, 2008, Commission on the National Guard and Reserves (CNGR), there are ninety five recommendations provided that the commission suggests will lead the reserve component from their historic role as a strategic force to a construct that supports an operational reserve component. Many of the recommendations could be considered enablers to the continuum of service.

Recommendation number one sets the stage for Congress and the DOD to take action to operationalize the National Guard and Reserves.¹⁴

On November 24, 2008, the Secretary of Defense presented his findings regarding the commission's work in a document with the subject, Recommendations of the Commission on the National Guard and Reserves. Recommendation number one, which was supported by the Secretary of Defense in his findings, encourages the Congress and the Department of Defense to initiate the necessary actions to operationalize the reserve component. Additionally the document says that; The Department of Defense is in the final stage of publishing a DOD directive that provides the principles and overarching policies for managing the reserve components in their operational and strategic roles.¹⁵ While a DOD directive that provides guidance is required and essential to move forward, the real work will begin when legislative changes and proposals are presented with the associated costs and impacts. A change to a behemoth organizational element such as the reserve component will likely take a decade or more to complete. The Commission on the National Guard and Reserves report provides an important starting point to make the changes that are needed to have a contemporary reserve force capable of sustained operational engagement.

Sustained engagement is necessary to enact the organizational and cultural changes within both the reserve component and the active duty force. To further develop the concept of continuum of service and reach the desired end state, the Secretary has assigned action agencies to work and further develop the commission's findings. The commission's findings mostly fall into the purview of Army personnel professionals. Enacting the numerous, complex changes will be difficult. Special care

must be taken to ensure that second and third order effects are considered and when negative, those effects must be mitigated. Various agencies and offices including the Under Secretary of Defense for Policy, the Chairman of the Joint Chiefs of Staff, the Under Secretary of Defense for Personnel and Readiness, the Secretaries of the Military Departments and others have been assigned as lead action agencies to research, develop and provide input concerning various aspects of the commission's recommendations regarding Reserve personnel policy changes.¹⁶

It is clear that at the highest levels of military and civilian leadership, the need for change has been identified. Stating that significant change is underway would indeed be an understatement. Keeping up with the velocity of change has been a challenge during this project. As this process of change in the Total Army in general and the reserve component in particular unfolds, strategic minds must prioritize and direct efforts. Some ideas devised to create service member options, to improve recruiting and to foster better retention as a result of this research are outlined in the way ahead.

The Way Ahead

This research suggests that several enabling actions are essential to the reshaping of human resource strategy in the Army. Changing Army human resource strategy requires a holistic perspective regarding personnel issues. Part of the effort to most effectively utilize trained service members begins with first recruiting them and then retaining them. Recruiting and retention changes are needed for real change to begin. Recruiting, retention and the successful creation of a continuum of service are key elements to enable the Army to meet the personnel challenges of the era of persistent conflict.

To begin with, persistent review of the operational environment is an area where our strategic military leaders should focus their efforts. Our leaders should recognize that recruiting is a key to human resource management. The keys to successful recruiting are to engage qualified applicants, tell them the Army story and get them to enlist or earn commissions. A new holistic approach needs to be created as part of a national strategy. The education system in the United States needs to be addressed. Today American High School students are failing to complete high school in record numbers. Fox News reported that according to the America's Promise Alliance, seventeen of the nation's fifty largest cities had high school graduation rates lower than 50 percent.¹⁷ The Manhattan Institute for Policy Research reported that for the class of 1998 the national graduation rate for U.S. high students was 71%. The news was grimmer for minority students with high school graduation rates for African American students at 56% and only 54% for Latino students.¹⁸ Americans who fail to graduate from high school will be ill equipped to deal with the demands of a technology focused Army of the twenty first century. Additionally, non high school graduates typically don't perform as well as high school graduates do once in uniform.¹⁹ Lastly, a strategic focus on language and cultural education should be part of American education. In a global, interdependent environment, American young people should be encouraged to study language and culture. While some would argue that if the United States can't get students to graduate now, how could we add more rigor to class work? How can we afford not to? How can this country compete in an information age with one mind tied behind its back? The U.S. education system needs to strive to exceed the best

educational practices in existence as a matter of national pride and nation security. The pool of intellectually qualified potential military applicants needs to be deeper.

Next, deeper exploration into the physical and moral qualification of possible recruits must be considered as well. The Heritage foundation states that about half of today's youth are not medically or physically qualified against current, and necessary, enlistment standards.²⁰ Lastly, moral concerns regarding recruiting and issues such as the Lautenberg amendment have already received attention in this paper. Beyond recruiting, change is needed to enhance the retention of already trained individuals.

Next a necessary enhancement to the reshaping of Army human resource strategy involves further concept development of the continuum of service. The conditions for real change need to be set. First, the Secretary of Defense's definition of the continuum of service needs to be socialized throughout DOD. Secondly, a task force needs to be given the mandate to implement the recommended changes that the Secretary of Defense will receive and review from those agencies that he has tasked with providing input. Third, continued support for this effort needs to come from the highest levels of civilian leadership in the Department of Defense and the Congress. During a November 20, 2008 briefing to the reserve component members of the Army War College class of Academic Year 2009, Colonel John Donovan, Director, Senior Leader Development for active duty reserve senior leaders said that, "the Continuum of Service is a mindset".²¹ Army leaders must develop a mindset that seeks to enable the continuum of service concept. These leaders must change their paradigms to deal with the current and future needs of the Army. A total Army commitment must be obtained to ensure that the difficult work related to change is initiated, measured and that the end

state is an environment where individual Soldiers can choose how and when they want to serve. The Army's cultural mindset must change to create the Continuum of Service.

A mindset focused on commonality between the components needs to be created. Personnel documents need to be standardized without regard to component. Likewise, a common database that allows access of key personnel and pay information must be functioning to allow personnel professions to facilitate transfers between components, on and off duty. The number of different commission types has been changed to a single Regular Army commission for the Active component and the Army Reserve. The National Guard commissioning process needs to be addressed as the issue of "federal recognition" is still a concern. Until both the Active and Reserve components have a common commissioning standard, there will be difficulty in moving seamlessly from one component to another.

Component pay and retirement systems are another area that will require attention as we move to a system that allows the service member options regarding when they serve and in what component. The Marine Corps currently has a functioning system that provides personnel and finance support for both the Active Component and Reserve Component. The long awaited Defense Integrated Military Human Resources System or DIMHRS may provide the capability across DOD at some point in the future. To move the continuum of service concept forward, some shared computer system is needed to manage Army personnel across all components. Regarding the retirement system, change is needed there as well. The one day's work for one day's pay concept has been addressed by the Commission on the National Guard and Reserves. The same formula needs to be used to determine retirement eligibility. One day's duty

should move the service member one day closer to reaching the number of years required for retirement. Currently the reserve component uses a points based system to calculate time credited toward earning enough points to qualify for retirement. Furthermore, serious discussion needs to take place to consider the virtues of a retirement system that takes twenty years of service before reaping any long term financial benefit. American culture today suggests that some individuals may be interested in serving shorter periods of time in uniform, but are reluctant to do so because of the twenty year or nothing pension system currently used in the military. Creating a system that would vest individuals after less time should be considered. A more desirable construct could include a 401k type matching fund system versus the current twenty year or nothing policy. Keeping trained retiree personnel engaged or retained is worth considering as well. Today the Army manages a very successful retiree recall program.²² If the military could leverage the skills of retired military personnel in positions now encumbered by military personnel, more troops would be available to contribute to the operational efforts of the Army. Why not fully explore this option? Training environments, logistical operations, administrative agencies all could benefit from the expansion of the existing retiree recall program.

The expansion of service member choice should exist in any twenty-first human resource programs for the Army. Considering how and when individuals serve is an institutional decision. Individual choice and level of participation should be accommodated to the greatest extent possible to encourage a lifetime of service. Interested service members should have a streamlined method to apply to change their

duty status from off duty to on duty. Service obligations on active duty should be phased as follows;

- 90-180 days or Short tours
- 3 years to 5 years or Long tours

Limitations concerning government financed moves of household goods and other benefits must be limited to make this concept more affordable.

Active duty Soldiers could benefit from a continuum of service in significant ways. Soldiers on active duty frequently decide to leave active duty for a number of reasons. Sometimes operational tempo creates strains on the family and/or marital relationships. Some leave to have children or to spend more time with their family. In other cases, a desire to try another career, pursue educational opportunities or to pursue some other passion is the reason Soldiers leave active duty. Still others leave to care for an infirmed loved one, a parent, spouse or child. In any event, there are good reasons for a Soldier to choose not to serve for a given time period. Under the current construct, it becomes difficult and complicated for an active duty Soldier to leave active duty for a time and then to return. A continuum of service would allow and facilitate a streamlined process to allow the Soldier to reenter the military. The Officer Personnel Management System Task Force (OPMS TF) has researched this concept in depth. The Task Force explored a program designed by the Coast Guard to allow a sabbatical for its members one time in their career. Other agencies are researching a sabbatical like concept to benefit service members who need to manage their lives and to enable their possible return to the force. The generating force and the operational Army would benefit from service members who return to duty after dealing with personnel issues.

Recruiting operations would benefit from a continuum of service as well. Efforts to recruit college students to participate in the Reserve Officers Training Corps have long been an area of focus for the Army. Many college students have no desire to serve in the military. Our country needs all of its citizens to be productive and those who don't serve can go on to provide essential contributions to this country and to the world. Some students want to serve, however, for many a twenty year commitment to earn a pension is more than they want to commit. For that reason many decide not to pursue military service. However, of the students that obtain commissions enter the Reserves or Active duty, many would welcome a more flexible career path in the military. Today when an active duty officer decides to leave active duty it is difficult for them to return. For the officer who initially enters the Reserves, there is no guarantee that she will have an opportunity to easily enter the active component. Programs like the call to active duty have improved this process, but there is much work still left to be done.

Work is left to do in the retention area as well. An efficient retention tool would be created through the continuum of service. If leaving the military and then returning was not so difficult, time consuming and unpredictable, more people would consider that option. Economic down turns, changes in family situations and simply missing the camaraderie associated with military service, all create opportunities where the COS concept would add value.

Conclusion

In conclusion, the challenges are real, the stakes monumental and the outcome certain. The United States Army will find ways to keep trained and qualified personnel

engaged in national security efforts. Programs will be created to enable a lifetime of service for military personnel. The velocity of change will be dictated by the ability of human resource professionals to determine what needs to be changed. Once the items that require change are identified, the appropriate authority is granted, and an agency is identified to coordinate the process, change can begin. The transitional plan to enable the establishment of personnel policies for the twenty-first century Army needs to be articulated to leaders, military and civilian, in DOD and beyond to ensure that the plan receives the appropriate level of support. Creating a continuum of service mindset, enhancing recruiting and improving retention are the keys to success in an era of persistent conflict. The Secretary of Defense has embraced the continuum of service concept and issued guidance to further develop the concept. While additional research is required to ensure that the proposed personnel policy changes are in accordance with current law, that research and the associated change is overdue. When the laws that constrain change are adjusted to allow key policy initiatives to take place, then many of the concepts mentioned throughout this paper can be developed. The time for change is now. Leaders throughout the DOD in general and the Army in particular now have the opportunity to create revolutionary change that could reshape human resource strategy in the Army. Change in military personnel policy today is needed to meet the national security challenges of tomorrow.

Endnotes

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² Commission on the National Guard and Reserves, Final Report Executive Summary: *Transforming the National Guard and Reserves into a 21st-Century Operational Force* (Arlington, VA: Commission on the National Guard and Reserves, January 31, 2008), 1.

³ Colonel David A. Smith, USAFR (Ret.), *ROA National Security Report, Reserve Component Duty Status System: Need for Change*, (The Wexford Group International, The Officer January 2007), 41.

⁴ Ibid.

⁵ Ibid.

⁶ Ibid.

⁷ Ibid.

⁸ MAJ Chris Carlson, "The Lautenberg Amendment", Headquarters, U.S. Marine Corps, www.defenselink.mil/vwac/docs/lautenberg.ppt (accessed on 12 January 2009).

⁹ Dr. David S.C. Chu, Under Secretary of Defense for Personnel and Readiness, interview by Bryan Whitman, Deputy Assistant Secretary of Defense for Public Affairs, October 10, 2007, www.defenselink.mil/transcripts/transcript.aspx?transcriptid=4054 (accessed on 24 February 2009).

¹⁰ Office of the Under Secretary of Defense for Personnel and Readiness ODUSD(PI)(RQ): *Defense Manpower Requirements Report, Fiscal Year 2008*, (Washington, D.C: Office of the Under Secretary of Defense for Personnel and Readiness August 2007).

¹¹ "Continuum of Service Brief to BG Longo, Director of Training, G-3/5/7", Headquarters Department of the Army, Deputy Chief of Staff, G-1, Washington, D.C., October 9, 2008.

¹² U.S. Department of Defense, *Managing the Reserve Components as an Operational Force*, Directive Number 1200.17, (Washington, D.C.: U.S. Department of Defense, (October 29, 2008), 8.

¹³ Ibid., 3.

¹⁴ Commission on the National Guard and Reserve Recommendation number 1. Congress and the Department of Defense should explicitly acknowledge the need for, and should create, an operational reserve force that includes portions of the National Guard and Reserves. In order to place the reserve components on a sustainable path as part of that force, Congress and DOD must modify existing laws, policies and regulations related to roles and missions, funding mechanisms, personnel rules, pay categories, equipping, training, mobilization, organizational structures, and reserve component categories. These significant changes to law and policy are required in the reserve components are to realize their full potential to serve this nation and if existing adverse trends if readiness and capabilities are to be reversed. Moreover, the traditional capabilities of the reserve components to serve as a strategic reserve must be expanded and strengthened.

¹⁵ Office of the Secretary of Defense: *Recommendations of the Commission on the National Guard and Reserves* (Washington, D.C. Office of the Secretary of Defense November 24, 2008).

¹⁶ Among the issues being researched and prepared for the Secretary of the Army relating to personnel changes in the Reserve component are DOD Support to Civil Authorities, the Role of the National Guard and Reserve in Homeland Defense, DOD Civil Support Requirements, Goldwater-Nichols Applicability to Reserve Component Officers, Governors Directing Federal Forces- for consequence management and support to civil authorities, a complete list is found in the Commission on the National Guard and the Reserves.

¹⁷ Associated Press, "High School Graduation Rates Plummet Below 50 Percent in Some U.S. Cities", *Fox News, Online*, April 1, 2008, www.foxnews.com/printer_friendly_story/0,3566,344190,00.html (accessed January 14, 2009).

¹⁸ Jay Greene, Manhattan Institute for Policy Research, "High School Graduation Rates in the United States", April 2002, http://www.manhattan-institutued.org/html/cr_baeo.htm (accessed February 27, 2009).

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²⁰ Ibid.

²¹ COL John Donovan of Senior Leader Development Office Chief Army Reserve, interview by author, Carlisle PA, October 30, 2008.

²² "Military Personnel Retiree Recall", February 24, 2008, linked from *The Army G1 Home Page*, <http://www.armyg1.army.mil/MilitaryPersonnel/RetireeRecall.asp> (accessed February 24, 2009).