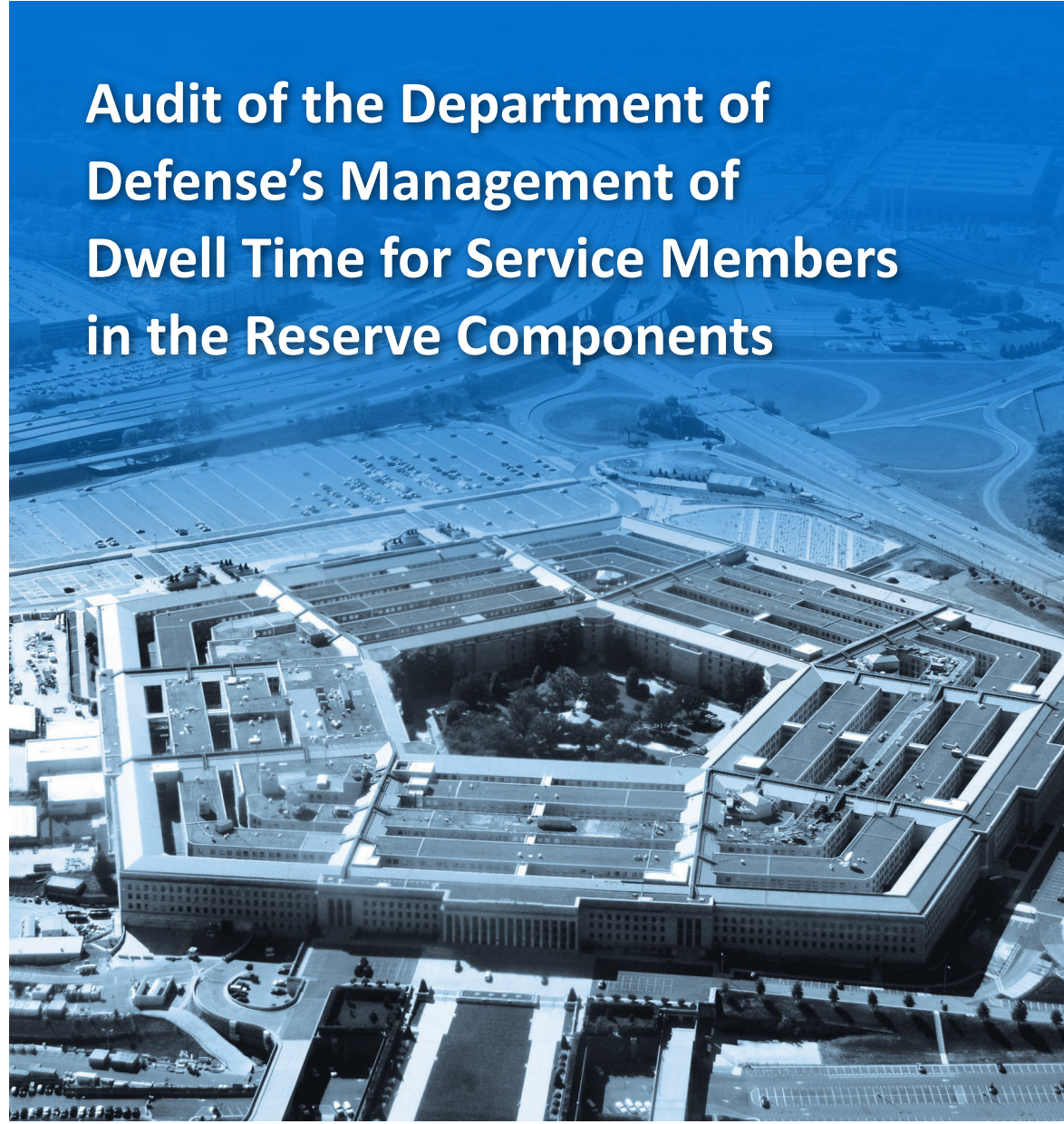




# INSPECTOR GENERAL

*U.S. Department of Defense*

SEPTEMBER 17, 2024



## **Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components**

INDEPENDENCE ★ INTEGRITY ★ EXCELLENCE ★ TRANSPARENCY





# Results in Brief

## *Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components*

September 17, 2024

### Objective

The objective of this audit was to determine whether Service members in Reserve Components, mobilized in support of the DoD's global mission requirements, received sufficient dwell periods in accordance with DoD and Service-level policies.

### Background

Dwell is the amount of time that Service members spend at their home station between mobilizations. To prevent the overexposure of personnel to combat and operational deployments, the Under Secretary of Defense for Personnel and Readiness issued a memorandum in November 2013 that established the Secretary of Defense's goal for the mobilization-to-dwell ratio for Reserve Components as 1-to-5 or greater, and the mobilization-to-dwell ratio minimum threshold as 1-to-4.

### Finding

Reserve Component Service members mobilized from FY 2019 through FY 2021 generally received sufficient dwell time in accordance with DoD and Service-level policies. Specifically, based on our analysis of the Defense Manpower Data Center records, 146,882 (95.5 percent) of the 153,865 Service members who mobilized during this timeframe mobilized once or had sufficient dwell periods between multiple mobilizations.

However, the Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period

### Finding (cont'd)

or that the Service member's mobilization was directed by the Secretary of Defense. Specifically, of the 6,983 Service members who mobilized multiple times and potentially did not receive the required dwell time, we nonstatistically sampled a total of 267 Service members from the Reserve Components and found that the Reserve Components could not provide waivers or other required documentation for 155 (58 percent) of the 267 Service members mobilized after not receiving the required dwell time.

Five of the six Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period because the Reserve Components either did not have a process for obtaining and maintaining dwell waivers or did not follow the established process for obtaining and maintaining dwell waivers. Also, the Air National Guard lacked training for Installation Personnel Readiness officials on Service-level dwell policies.

Without complete and accurate documentation regarding exceptions to the mobilization-to-dwell requirements, the Military Services cannot make fully informed decisions on the mobilization and use of Reserve Component units and Service members to support DoD operations worldwide. In addition, proper oversight of the mobilization-to-dwell process should ensure that Service members are not repeatedly exposed to combat and that they do not experience disproportionate deployments.

### Recommendations

We made six recommendations, including that the organizations responsible for developing or implementing personnel policy for select Reserve Components:

- issue guidance reinforcing the requirement to obtain dwell waivers for Service members volunteering for mobilization while their dwell period is below the required mobilization-to-dwell ratio minimum threshold; and
- require and track training for Service members responsible for validating dwell time and obtaining waivers.



# Results in Brief

## *Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components*

### **Management Comments and Our Response**

Officials from the Offices of the Commander, Marine Forces Reserve; Chief of the Air Force Reserve; Acting Director, Air National Guard; and Deputy Chief of Staff for Personnel, Headquarters, Department of the Army, agreed with the recommendations and described actions planned and taken to resolve the recommendations. Therefore, five recommendations are resolved and open, and one recommendation is closed because action was taken before the issuance of this report to meet the intent of the recommendation.

Please see the Recommendations Table on the next page for the status of recommendations.

## Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Deputy Commandant for Manpower and Reserve Affairs, Military Policy	None	1	None
Chief of the Air Force Reserve	None	2.b	2.a
Director, Air National Guard	None	3.a and 3.b	None
Deputy Chief of Staff for Personnel, Headquarters, Department of the Army	None	4	None

**Note:** The following categories are used to describe agency management’s comments to individual recommendations.

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** – The DoD OIG verified that the agreed upon corrective actions were implemented.





**OFFICE OF INSPECTOR GENERAL**  
**DEPARTMENT OF DEFENSE**  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22350-1500

September 17, 2024

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR PERSONNEL  
AND READINESS  
CHIEF OF THE NATIONAL GUARD BUREAU  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY  
AUDITOR GENERAL, DEPARTMENT OF THE NAVY  
AUDITOR GENERAL, DEPARTMENT OF THE AIR FORCE

SUBJECT: Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components (Report No. DODIG-2024-135)

This final report provides the results of the DoD Office of Inspector General's audit. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

This report contains five recommendations that we consider resolved and open. We will close the recommendations when management provides us documentation showing that all agreed-upon actions to implement the recommendations are completed. Therefore, within 90 days please provide us your response concerning specific actions in process or completed on the recommendations. Send your response to either [followup@dodig.mil](mailto:followup@dodig.mil) if unclassified or [rfunet@dodig.smil.mil](mailto:rfunet@dodig.smil.mil) if classified SECRET. The Chief of the Air Force Reserve developed a plan of action that addressed Recommendation 2.a; therefore, we consider this recommendation closed.

We appreciate the cooperation and assistance received during the audit. If you have any questions, please contact me at [REDACTED]

FOR THE INSPECTOR GENERAL:

A handwritten signature in blue ink, reading "Richard B. Vasquez", is positioned below the text "FOR THE INSPECTOR GENERAL:". The signature is written in a cursive style.

Richard B. Vasquez  
Assistant Inspector General for Audit  
Readiness and Global Operations

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# Introduction

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## Objective

The objective of this audit was to determine whether Service members in Reserve Components, mobilized in support of the DoD's global mission requirements, received sufficient dwell periods in accordance with DoD and Service-level policies. See Appendix A for a discussion of scope, methodology, and prior coverage related to the objective.

## Background

The seven Reserve Components of the Armed Forces are the:

- Army Reserve,
- Army National Guard,
- Air Force Reserve,
- Air National Guard,
- Navy Reserve,
- Marine Corps Reserve, and
- Coast Guard Reserve.

Six of the seven Reserve Components are in the DoD.<sup>1</sup> The Reserve Components provide trained units and individual members who may be ordered to active duty in the Armed Forces in times of war and national emergencies. Ultimately, the Reserve Components fill the needs of the Armed Forces when more units and individual members are needed than are in the Active Components.<sup>2</sup> Reserve Component members who provide operational support are part of the Ready Reserve. As of October 2022, the Defense Manpower Data Center (DMDC) reported that the Ready Reserve of the six DoD Reserve Components had 983,405 members.<sup>3</sup> Table 1 provides the breakdown of Ready Reserve members as of October 2022.

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<sup>1</sup> The Coast Guard is a Service in the Department of Homeland Security, except when the Coast Guard is transferred by Congress or the President to the Department of the Navy during time of war in accordance with Section 103, title 14, United States Code. For the purposes of this audit, we did not include the Coast Guard Reserve.

<sup>2</sup> The Active Component consists of Service members who serve in their respective component full-time while the Reserve Component consists of Service members who serve part-time but can be ordered to full-time duty.

<sup>3</sup> The DMDC is the central source for providing information on personnel during and after their affiliation with the DoD. In addition, the DMDC is the central access point for information and assistance on DoD entitlements, benefits, and medical readiness for uniformed Service members, veterans, and their families.

Table 1. Ready Reserve Personnel Strengths as of October 2022

Reserve Component	Total Ready Reserve
Army Reserve	261,735
Army National Guard	328,784
Air Force Reserve	97,966
Air National Guard	104,827
Navy Reserve	93,811
Marine Corps Reserve	96,282
<b>Total</b>	<b>983,405</b>

Source: The DMDC.

### ***Mobilization and Dwell Overview***

The National Defense Authorization Act for Fiscal Year 2000 required the DoD to manage the number of days its Service members are deployed.<sup>4</sup> Section 991, title 10, United States Code (10 U.S.C. § 991), states that the Secretary of Defense must prescribe a policy that addresses the amount of dwell time a Reserve member of the Armed Forces remains at the member’s permanent duty station after completing a deployment of 30 days or more.

Mobilization is the process of assembling and organizing personnel and equipment and bringing the Armed Forces to a state of readiness for war, contingency, or other national emergencies. Mobilization also includes ordering units and members of the Reserve Components to active duty, which can be done in two ways—either voluntarily or involuntarily. A voluntary mobilization is when a Service member volunteers for a mobilization. An involuntary mobilization is when the President, Congress, or a Service Secretary, as permitted by law, orders Service members to active duty. The mobilization period is from the Service member’s activation date to the date they are released from active duty.

Dwell is the period that Service members spend at their home station between mobilizations. According to DoD Instruction 1235.12, the mobilization-to-dwell ratio is the ratio between the mobilization period and dwell period.<sup>5</sup> For example, 6 months of involuntary mobilization followed by 24 months dwell yields a mobilization-to-dwell ratio of 1-to-4.

<sup>4</sup> Public Law 106-65, “National Defense Authorization Act for Fiscal Year 2000,” October 5, 1999.

<sup>5</sup> DoD Instruction 1235.12, “Accessing the Reserve Components,” February 28, 2017.

To prevent the overexposure of personnel to combat and operational deployments, the Under Secretary of Defense for Personnel and Readiness (USD[P&R]) issued a memorandum in November 2013 that established a consistent set of standards to manage the employment of the total force. Specifically, the memorandum established the Secretary of Defense's goal for the mobilization-to-dwell ratio for Reserve Components as 1-to-5 (1 year mobilized and 5 years demobilized or in dwell) or greater, and the mobilization-to-dwell ratio minimum threshold as 1-to-4 (the threshold ratio).<sup>6</sup> However, when a Service member is mobilized before their dwell period ends, the Service member may voluntarily consent to waive their remaining dwell period. Once their dwell period has met the minimum threshold, the Service member is available for mobilization without requiring a waiver or Secretary of Defense approval.

### ***Types of Activation Authorities***

Title 10 of the United States Code prescribes the use of the Armed Services while in Federal service, giving the President authority to activate Service members for various periods of time in response to crises and national emergencies. Activation of Reserve Component units and members under the below Title 10 authorities allows Service members to accrue dwell time. See Appendix B for additional information on these authorities.

- § 12301(a) - Full Mobilization
- § 12302 - Partial Mobilization
- § 12304 - Presidential Reserve Call-up
- § 12304a - Major Disasters or Emergencies
- § 12304b - Preplanned Combatant Commander Support

The President may order Reserve Component forces to active duty involuntarily when the President or Congress determines that Reserve Component forces are required to augment the Active Component. The Secretaries of the Military Departments may order Reserve Component forces to active duty involuntarily in accordance with multiple legislative authorities, such as those listed above. Most activations for war or other emergencies are involuntary; however, Service members can also volunteer for mobilization. When Reserve Components mobilize forces, qualified Reserve Component Service members can apply for vacant positions in active duty with the approval of their commanding officer.

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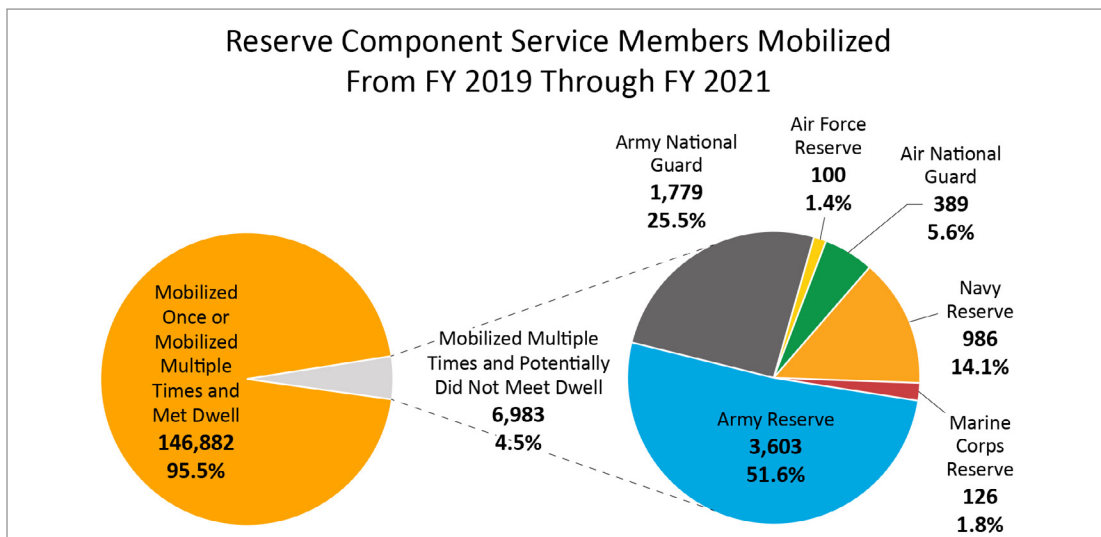
<sup>6</sup> Directive-Type Memorandum 21-005, "Deployment-To-Dwell, Mobilization-To-Dwell Policy Revision," August 16, 2021, superseded the November 2013 memorandum and adjusted the Secretary of Defense's goal for the Active Component's Deployment-to-Dwell ratio; however, the goal and the minimum threshold requirement for the Reserve Components' mobilization-to-dwell ratios did not change.

## What We Reviewed

To determine whether the Reserve Components adhered with dwell time requirements in accordance with DoD and Service-level policies, we distributed requests for information and held discussions with each Reserve Component regarding their mobilization-to-dwell process, dwell time determination, the dwell waiver process, and systems used to track dwell time. We obtained a universe from the DMDC consisting of 153,865 Service members who were mobilized pursuant to 10 U.S.C. §§ 12301(a), 12302, 12304, 12304a, and 12304b from FY 2019 through FY 2021, by Reserve Component.<sup>7</sup> Of the 153,865 Service members who were mobilized from FY 2019 through FY 2021, 10,878 Service members were mobilized multiple times.

To identify Service members whose dwell period did not meet the threshold ratio, we calculated the mobilization period based on the mobilization start and end dates. Then, to determine the dwell days accrued and the dwell end date, we multiplied the mobilization period by four, based on the threshold ratio, and added the accrued dwell days to the Service member’s mobilization end date. To identify the Service members who mobilized while in dwell and did not meet the threshold ratio, we compared their subsequent mobilization date with the end date of their dwell period.<sup>8</sup> Of the 10,878 Service members who mobilized multiple times, 6,983 Service members potentially did not meet the required threshold ratio. The following figure shows the composition of Service members mobilized from FY 2019 through FY 2021.

*Figure. Composition of Service Members Mobilized from FY 2019 Through FY 2021 by Reserve Component*



Source: The DoD OIG.

<sup>7</sup> We specifically requested mobilizations under 10 U.S.C. §§ 12301(a), 12302, 12304, 12304a, and 12304b, because these activation authorities apply to the threshold ratio.

<sup>8</sup> For example, according to the DMDC data, a Service member’s mobilization period was from February 1, 2019, through December 14, 2019, totaling 317 days. When multiplied by four, the Service member was entitled to 1,268 dwell days, and the dwell period should have ended on June 4, 2023. However, the Service member’s subsequent mobilization started on December 1, 2021.

Of the 6,983 Service members who were mobilized multiple times from FY 2019 through FY 2021 and whose dwell period potentially did not meet the required threshold ratio, we selected a nonstatistical sample of 50 Service members, from each Reserve Component, totaling 300 Service members. For the 300 Service members sampled, we determined that 33 Service members did not mobilize while in their dwell period; therefore, did not require dwell waiver documentation, reducing the sample total to 267 Service members. Specifically, we determined that the 33 Service members served on consecutive orders without a break in service, which are treated as one mobilization for calculating dwell. Table 2 shows the number of Service members that did not mobilize while in their dwell period and the adjusted sample size by Reserve Component.

*Table 2. Number of Service Members That Did Not Mobilize While in Dwell*

Reserve Component	Initial Sample Size	Service Members That Did Not Mobilize While In Dwell	Service Members That Mobilized While In Dwell (Adjusted Sample Size)
Army Reserve	50	12	38
Army National Guard	50	10	40
Air Force Reserve	50	5	45
Air National Guard	50	2	48
Navy Reserve	50	4	46
Marine Corps Reserve	50	0	50
<b>Total</b>	<b>300</b>	<b>33</b>	<b>267</b>

Source: The DoD OIG.

For the 267 sampled Service members, we requested the appropriate documentation from their respective Reserve Components.

Documentation included:

- Secretary of Defense approval to mobilize a Service member while in dwell who did not voluntarily waive their dwell;
- an official statement signed by the Service member, volunteering to mobilize while still in dwell; or
- the Service member's signed waiver to mobilize while still in dwell.

We provided the lists of sampled Service members to the organizations responsible for managing the mobilization process for each Reserve Component. Our results are based on the responses from the Reserve Component organizations from which we requested the information and not from the Reserve or Guard units of the mobilized Service members.

## Finding

### **Reserve Component Service Members Generally Received Sufficient Dwell Time; However, Management of the Dwell Process Needs Improvement**

Reserve Component Service members mobilized from FY 2019 through FY 2021 generally received sufficient dwell time in accordance with DoD and Service-level policies. Specifically, based on our analysis of the DMDC records, 146,882 (95.5 percent) of the 153,865 Service members who were mobilized during this timeframe were mobilized once or had sufficient dwell periods between multiple mobilizations.

However, the Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period or that the Service member's mobilization was directed by the Secretary of Defense. Specifically, of the 6,983 Service members who were mobilized multiple times and potentially did not meet the required dwell time, we nonstatistically sampled a total of 267 Service members from the Reserve Components and our analysis found that the Reserve Components could not provide documentation for 155 (58 percent) of the 267 Service members.<sup>9</sup> Five of the six Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in dwell because these Reserve Components either did not have a clear process for obtaining and maintaining dwell waivers or did not follow the established process for obtaining and maintaining dwell waivers, and the Air National Guard lacked training for Installation Personnel Readiness officials on Service-level dwell policies.

Without complete and accurate documentation regarding exceptions to the mobilization-to-dwell requirements, the Military Services cannot make fully informed decisions on the mobilization and use of Reserve Component units and Service members to support DoD operations worldwide. In addition, proper oversight of the mobilization-to-dwell process should ensure that Service members are not repeatedly exposed to combat and experience disproportionate deployments.

<sup>9</sup> Of the 300 Service members sampled, 33 Service members did not require documentation, reducing the sample total to 267 Service members. See Appendix A for a detailed explanation.

## Reserve Component Service Members Generally Received Sufficient Dwell

Reserve Component Service members mobilized from FY 2019 through FY 2021 generally received sufficient dwell time in accordance with DoD and Service-level policies. Specifically, based on our analysis of the DMDC records, 146,882 (95.5 percent) of the 153,865 Service members mobilized during this timeframe mobilized once or had sufficient dwell time between multiple mobilizations. However, we also identified 6,983 (4.5 percent) of the 153,865 Service members who were mobilized multiple times and whose dwell period potentially did not meet the threshold ratio. Table 3 shows the breakdown of Service members who mobilized from FY 2019 through FY 2021 and whose dwell period either met or potentially did not meet the threshold ratio, by Reserve Component.

*Table 3. Number of Service Members Whose Dwell Period Met or Potentially Did Not Meet the Threshold Ratio from FY 2019 Through FY 2021 by Reserve Component*

Reserve Component	Total Number of Service Members Who Mobilized	Number of Service Members Who Mobilized Once or Mobilized Multiple Times and Met the Threshold Ratio	Number of Service Members Who Mobilized Multiple Times and Potentially Did Not Meet the Threshold Ratio
Navy Reserve	13,047	12,061	986
Marine Corps Reserve	5,898	5,772	126
Air Force Reserve	11,906	11,806	100
Air National Guard	22,629	22,240	389
Army National Guard	62,837	61,058	1,779
Army Reserve	37,548	33,945	3,603
<b>Total</b>	<b>153,865</b>	<b>146,882</b>	<b>6,983</b>

Source: The DoD OIG.

## Reserve Components' Management of the Dwell Process Needs Improvement

Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period. Specifically, we found that the Reserve Components could not provide documentation for 155 of the 267 Service members selected as part of our sample. Table 4 provides a breakdown of the documentation provided for the sampled Service members by Reserve Component.

Table 4. Breakdown of Documentation Provided by Reserve Component

Reserve Component	Sample of Service Members Who Mobilized While in Dwell	Documentation Provided by Reserve Components	Documentation Not Provided by Reserve Components
Navy Reserve	46	45	1
Marine Corps Reserve	50	33	17
Air Force Reserve	45	11	34
Air National Guard	48	7	41
Army National Guard	40	15	25
Army Reserve	38	1	37
<b>Total</b>	<b>267</b>	<b>112</b>	<b>155</b>

Source: The DoD OIG.

### **Reserve Components Did Not Always Comply with DoD and Service-Level Policy and Guidance**

Except for the Navy Reserve, Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period. Specifically, five of the six Reserve Components either did not have a clear process for obtaining and maintaining dwell waivers or did not follow the established process for obtaining and maintaining dwell waivers. Also, the Air National Guard lacked training for Installation Personnel Readiness officials on Service-level dwell policies. The Navy Reserve provided documentation for 45 of the 46 Service members (98 percent) in our sample.

#### **Navy Reserve**

Navy Reserve officials provided documentation demonstrating that 45 of the 46 sampled Service members consented to mobilization while in dwell. According to the Office of the Chief of Naval Operations Instruction 3060.7C, “Navy Manpower Augmentation Guide,” August 17, 2018, the Commander, Navy Reserve Forces Command is responsible for calculating Navy Reservists’ dwell time and for identifying qualified Navy Reservists to fill mobilization requirements.

*Navy Reserve officials provided documentation demonstrating that 45 of the 46 sampled Service members consented to mobilization while in dwell.*

The Navy Reserve uses a standardized Navy Personnel form with a section specific to voluntarily waiving dwell time. The language on the form is consistent for all Navy Reserve Service members waiving their dwell time. In addition, the Navy Reserve had an effective process for identifying Service members in dwell and for



obtaining and maintaining supporting documentation for members consenting to mobilization while in dwell. The Navy Reserve uses the Navy Standard Integrated Personnel System that lists specific codes for each Service member to identify whether the Service member is in their dwell period. According to a Navy official, the system calculates the number of dwell days accrued according to the Secretary of Defense's goal of 1-to-5 for the mobilization-to-dwell.

The system lists the number of dwell days remaining, which decreases daily until the Service member is no longer in their dwell period. For example, if a Service member served on a 270-day mobilization, the system will calculate 1,350 days of dwell. Once those days have passed, the system will indicate that the Service member is available for mobilization. These functions facilitate the timely identification and documentation of Service members who are in their dwell period and require a dwell waiver or Secretary of Defense approval before mobilization. Furthermore, Navy Reserve officials stated that they have a process in place with separate individuals responsible for ensuring that mobilized Service members sign dwell waivers, and for uploading the dwell waiver to the Individual Augmentation Portal.<sup>10</sup>

### ***Marine Corps Reserve***

Marine Corps Reserve officials could not provide documentation demonstrating that 17 of the 50 sampled Service members consented to mobilization while in dwell. According to Marine Administrative Message 346/14, "Deployment-to-Dwell, Mobilization-to-Dwell Policy Revision," July 14, 2014, Secretary of Defense approval is required to mobilize a unit, detachment, or individual at or below the threshold ratio, unless the Service member waives their dwell time. However, Marine Administrative Message 346/14 does not provide guidance for uploading dwell waivers to the Service member's Electronic Service Record. Marine Administrative Message 346/14 also states the Deputy Commandant, Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps, is responsible for updating Service deployment and mobilization-to-dwell policy as required.

Marine Corps Reserve Service members waive their dwell in an administrative action form. The Marine Corps Reserve relies on units to manually enter a statement in the administrative action form, as needed, regarding the Marine Corps Reserve Service member's consent to waive dwell while the other Reserve Components use forms containing standard dwell waiver statements. In addition, the Marine Corps Reserve relies on the units to upload the signed administrative action form to the Marine's Electronic Service Record.

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<sup>10</sup> The Individual Augmentation Portal is a DoD computer system that is administered by the Commander, United States Fleet Forces Command, to manage, process, and report on all Individual Augmentees.

Marine Corps Reserve officials stated that they could not locate 15 administrative action forms either in the Marines' Electronic Service Records or with their unit command.<sup>11</sup> The Marine Corps Reserve officials provided administrative action forms for 35 Marine Corps Reserve Service members. Of the 35 administrative action forms provided, 33 contained dwell waiver statements. However, the remaining two administrative action forms did not contain dwell waiver statements; therefore, we did not consider these two forms as sufficient supporting documentation. As a result, Marine Corps Reserve officials could not provide documentation demonstrating that 17 of the 50 Service members we reviewed waived their dwell time or that the Marine Corps Reserve obtained Secretary of Defense approval and; therefore, the Marine Corps Reserve did not always follow Service-level dwell policy.

### ***Air Force Reserve***

Air Force Reserve officials could not provide documentation demonstrating that 34 of the 45 sampled Service members consented to mobilization while in dwell. Air Force Reserve officials could not provide the required documentation because Air Force Reserve units did not always submit the required mobilization documentation to the Air Force Reserve Component Force Generation Center as part of the completed mobilization package.

Air Force Reserve officials stated that they relied on Installation Personnel Readiness officials at each unit to manage the dwell waiver process. Specifically, the Installation Personnel Readiness officials are responsible for determining whether Service members meet the dwell ratio, preparing, and submitting dwell waiver documentation to the Air Force Reserve Component Force Generation Center officials who upload the documentation to the Air Force Mobilization Management secured SharePoint site.

Air Force Reserve officials provided documentation supporting initiatives taken to ensure the mobilization-to-dwell waiver process is communicated and enforced at the unit level. Specifically, Air Force Reserve officials:

- updated operational guidance in the Force Generation Center Deployment Commander's Toolkit, adding the Individual Mobilization Requirements Waiver and Consent Form;<sup>12</sup>

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<sup>11</sup> Each Marine's Electronic Service Record is a digitized version of the Marine's Service Record Book, which is the Marine's personnel file that includes information such as the Marine's pay and qualifications.

<sup>12</sup> The Commander's Toolkit empowers commanders to make decisions regarding the mobilization of Airmen at the right time while reducing the need for higher headquarters staffing.

- conducted onsite and virtual mobilization conferences for Air Force Reserve units within the upcoming Reserve Component Period in preparation for the FY 2025 mobilizations;<sup>13</sup> and
- maintained a “tracker” to ensure that units have a completed and uploaded dwell waiver when a Service member’s dwell ratio is less than the threshold ratio in the Air Force Mobilization Management System of record.

### ***Air National Guard***

Air National Guard officials could not provide documentation demonstrating that 41 of the 48 sampled Service members consented to mobilization while in dwell. Air National Guard officials stated that Guard units are responsible for tracking individual dwell time and obtaining dwell waivers from members not meeting the dwell threshold ratio. Air National Guard unit representatives also stated that units lacked Installation Personnel Readiness officials and acknowledged that dwell waivers were required but not obtained. According to an Air National Guard official, at the time of many of the mobilizations there was a large gap in training new Installation Personnel Readiness officials due to the need to provide support for coronavirus disease–2019 operations and high turnover rate in the readiness community.

According to the Air National Guard official, in February 2023, the Air National Guard created an Installation Personnel Readiness training program. This provides Installation Personnel Readiness officials training on various topics including dwell waiver responsibilities. As of July 26, 2023, the Air National Guard hosted three additional training workshops. In addition, the Air National Guard created a mobilization Eligibility Checklist for Installation Personnel Representatives. The checklist includes a section on dwell ratio verification and dwell waiver statements. The Installation Personnel Representative Training was not mandatory or tracked by the Air National Guard.

### ***Army National Guard and Army Reserve***

Army National Guard officials could not provide documentation demonstrating that 25 of the 40 sampled Service members consented to mobilization while in dwell. In addition, Army Reserve officials could not provide documentation demonstrating that 37 of 38 sampled Service members consented to mobilization while in dwell.

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<sup>13</sup> A Reserve Component Period is a period of months that a Reserve Component Airman could be mobilized to support a Total Force Air Force Reserve tasking around the world.

Army National Guard and Army Reserve officials could not always provide the documentation because Army policy did not specifically address how the validation of dwell for Service members occurs in accordance with DoD Instruction 1235.12 and did not address the retention of dwell waivers. Army Regulation 600-8-101, "Personnel Readiness Processing," March 6, 2018, states that a deployment packet, which includes a copy of the appropriate personnel, medical, dental, and other required documents, will be uploaded into the Army's authorized electronic personnel records repository, known as iPERMS, before departure from the home station. However, Army Regulation 600-8-101 does not specially address uploading the "Reserve Component Soldier Waiver of Individual Dwell" forms into iPERMS. Furthermore, Department of the Army Pamphlet 600-8-101, "Personnel Readiness Procedures," March 6, 2018, states that to facilitate mobilization processing, units use Department of the Army Form 7425, "Readiness and Deployment Checklist," February 2015, to record Service members' readiness data. However, the Department of the Army Form 7425 does not include a dwell validation requirement or a verification section that dwell waivers are obtained when required before mobilizing.

Army National Guard and Army Reserve officials stated that they were unaware of a specific requirement to retain dwell waivers. Specifically, officials stated that Service members submitted waivers, but Army National Guard and Army Reserve units did not maintain waivers because DoD Instruction 1235.12 and the Army Mobilization and Deployment Reference 2020 did not specifically require the retention of waivers.

Without an established and clearly defined process to track and retain dwell waivers, the Army National Guard and the Army Reserve may not fully validate the status of Service members before a mobilization.

## Conclusion

Without complete and accurate documentation on matters regarding exceptions to the mobilization-to-dwell requirements, the Military Services cannot make fully informed decisions on the mobilization and use of Reserve Component units and Service members to support DoD operations worldwide. In addition, proper oversight of the mobilization-to-dwell process should ensure that individual Service members are not repeatedly exposed to combat and experience disproportionate deployments.

## Recommendations, Management Comments, and Our Response

### **Recommendation 1**

**We recommend that the Deputy Commandant, Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps, develop and disseminate guidance providing a consistent approach for documenting and uploading dwell waiver requests to the Service member's Electronic Service Record to ensure that a Service member's consent to mobilization while in dwell is properly documented and maintained.**

### ***Deputy Commandant for Manpower and Reserve Affairs, Military Policy Comments***

The Director, Reserve Affairs Division, responding for the Deputy Commandant, Manpower and Reserve Affairs, agreed with the recommendation and stated that the Marine Corps will develop and disseminate guidance to provide a consistent process for documenting and uploading dwell waiver requests to a Service member's Electronic Service Record through the Records and Performance Branch (MMPB-2). The updated policies are in draft form and in the staffing process.

### ***Our Response***

The comments from the Director, Reserve Affairs Division, addressed the specifics of the recommendation; therefore, the recommendation is resolved but open. We will close the recommendation once officials from Office of the Deputy Commandant, Manpower and Reserve Affairs, provide a copy of updated guidance requiring the Records and Performance Branch to provide a consistent process for documenting and uploading dwell waiver requests to a Service member's Electronic Service Record through the Records and Performance Branch.

### **Recommendation 2**

**We recommend that the Chief of the Air Force Reserve:**

- a. Develop a plan to monitor the effectiveness of initiatives to improve the mobilization-to-dwell process.**

### ***Chief of the Air Force Reserve Comments***

The Chief of the Air Force Reserve agreed with the recommendation and provided a plan of action, including training of personnel on mobilization-to-dwell policy and developing a calculator to use when verifying dwell before sourcing Airmen for deployment. Additionally, the Air Force Reserve has implemented a Staff

Assistance Visit Program that audits the Air Force Reserve's mobilization-to-dwell program and has worked with the National Guard Bureau to reprogram the Military Personnel Data System to calculate dwell at the 1:4 threshold.

Also, the Air Force Reserve has updated the operational procedures to require training and preparing of mobilizing units and the review and upload of "individual Waivers and Consent Forms" into the Air Force Mobilization Management System.

### ***Our Response***

The comments from the Chief of the Air Force Reserve addressed the specifics of the recommendation; therefore, the recommendation is resolved and closed. The Chief of the Air Force Reserve provided a detailed plan to monitor the effectiveness of initiatives implemented by the Air Force Reserve to ensure the mobilization-to-dwell process is communicated and enforced at the unit level, as previously discussed in the Air Force Reserve section of this report.

- b. Issue guidance that reinforces the unit commander's responsibility for executing the mobilization-to-dwell process.**

### ***Chief of the Air Force Reserve Comments***

The Chief of the Air Force Reserve agreed with the recommendation and stated that the Air Force Reserve plans to implement all corrective actions upon commanders' receipt of a briefing and memorandum that will be written, published, and distributed by the Headquarters Air Force Reserve Command Personnel Readiness Operations Branch (AFRC/A1RR) no later than August 31, 2024.

### ***Our Response***

The comments from the Chief of the Air Force Reserve addressed the specifics of the recommendation; therefore, the recommendation is resolved but open. We will close the recommendation once officials from the Office of the Chief of the Air Force Reserve provide a copy of the memorandum signed by the Headquarters Air Force Reserve Command Personnel Readiness Operations Branch and we verify that the memorandum implements the planned corrective actions.

## ***Recommendation 3***

**We recommend that the Director, Air National Guard:**

- a. Issue guidance that reinforces the requirement to obtain dwell waivers for Service members volunteering for mobilization while their dwell period is below the required mobilization-to-dwell ratio threshold.**

### ***Director, Air National Guard Comments***

The Acting Director, Air National Guard, agreed with the recommendation and stated that the National Guard Bureau will issue guidance that reinforces the requirement to obtain dwell waivers for Service members volunteering for mobilization while their dwell period is below the required mobilization-to-dwell ratio threshold no later than October 1, 2024.

### ***Our Response***

The comments from the Acting Director, Air National Guard, addressed the specifics of the recommendation; therefore, the recommendation is resolved but open. We will close the recommendation once officials from the Office of the Director, Air National Guard, provides a copy of the guidance that reinforces the requirement to obtain dwell waivers for Service members volunteering for mobilization while their dwell period is below the required mobilization-to-dwell ratio threshold and disseminates guidance and a form to provide accountability and documentation of Service members' individual dwell waivers.

#### **b. Require and track training of Air National Guard Installation Personnel Readiness officials.**

### ***Director, Air National Guard Comments***

The Acting Director, Air National Guard, agreed with the recommendation and stated that the Air National Guard will require and track training of Air National Guard Installation Personnel Readiness officials no later than August 15, 2024.

### ***Our Response***

The comments from the Acting Director, Air National Guard, addressed the specifics of the recommendation; therefore, the recommendation is resolved but open. We will close the recommendation once officials from the Office of the Director, Air National Guard, provide evidence that the required training of Air National Guard Installation Personnel Readiness officials is completed and tracked.

## ***Recommendation 4***

**We recommend that the Deputy Chief of Staff for Personnel, Headquarters, Department of the Army, develop and issue guidance applicable to the Army National Guard and the Army Reserve for maintaining documentation supporting Service members consent to mobilization while in dwell.**

### ***Deputy Chief of Staff for Personnel, Headquarters, Department of the Army Comments***

The Chief of the Policy Integration Division, responding for the Deputy Chief of Staff for Personnel, Headquarters, Department of the Army, agreed with the recommendation and stated that the Army will publish and disseminate policy to provide accountability of Soldiers' individual dwell waivers in coordination with the Army National Guard and United States Army Reserve. Furthermore, the Army will assess whether to establish a form that documents dwell waiver in the Army Military Human Resource Record. Estimated completion date for publishing the guidance is July 1, 2025.

### ***Our Response***

The comments from the Chief of the Policy Integration Division addressed the specifics of the recommendation; therefore, the recommendation is resolved but open. We will close the recommendation once officials from the Office of the Deputy Chief of Staff for Personnel, Headquarters, Department of the Army, provide a copy of the policy to provide accountability and documentation of Soldiers' individual dwell waivers.



## Appendix A

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### Scope and Methodology

We conducted this performance audit from October 2021 through May 2024 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objective. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective.

To determine whether the Reserve Components were adhering to dwell time requirements in accordance with DoD and Service-level policies, we requested information and held discussions with each Reserve Component regarding their respective mobilization-to-dwell process, dwell time determination, the dwell waiver process, and systems used to track dwell time. In addition, we requested the DMDC provide mobilization data for Service members who mobilized, pursuant to 10 U.S.C. §§ 12301(a), 12302, 12304, 12304a, and 12304b, from FY 2016 through FY 2021 for each Reserve Component.

We used the DMDC listings to identify the Service members who mobilized multiple times from FY 2019 through FY 2021 for each Reserve Component. We calculated the mobilization period from the active service start and end dates in the DMDC records. Then, we calculated the number of dwell days accrued by multiplying the mobilization period by four, based on the threshold ratio. Next, we determined the date the Service member's dwell period would end by adding the number of dwell days accrued to the active service end date. Finally, we compared Service member's end date of their dwell period with the active service start date of the subsequent mobilization, to identify Service members who mobilized during dwell periods. Table 5 lists the total number of Service members who mobilized for each of the Reserve Components from FY 2019 through FY 2021.<sup>14</sup>

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<sup>14</sup> The columns titled "Total Number of Service Members Who Mobilized" include Service members who may have mobilized once.

*Table 5. The Number of Service Members Who Mobilized for Each Reserve Component from FY 2019 Through FY 2021*

Reserve Component	Total Number of Service Members Who Mobilized	Number of Service Members Who Mobilized Once or Mobilized Multiple Times and Met the Threshold Ratio	Total Number of Service Members Who Mobilized Multiple Times	Number of Service Members Who Mobilized Multiple Times and Potentially Did Not Meet the Threshold Ratio
Army Reserve	37,548	33,945	3,997	3,603
Army National Guard	62,837	61,058	3,085	1,779
Air Force Reserve	11,906	11,806	251	100
Air National Guard	22,629	22,240	1,365	389
Navy Reserve	13,047	12,061	1,141	986
Marine Corps Reserve	5,898	5,772	1,039	126
<b>Total</b>	<b>153,865</b>	<b>146,882</b>	<b>10,878</b>	<b>6,983</b>

Source: The DMDC and the DoD OIG.

We selected a random nonstatistical sample of 50 Service members from each Reserve Component who mobilized multiple times from FY 2019 through FY 2021 and potentially did not meet dwell time requirements. To determine whether the Reserve Components managed the dwell process in accordance with DoD and Service-level policies, we requested the appropriate documentation for each sampled Service member from their respective Reserve Component. Appropriate documentation to demonstrate that Service members consented to mobilization while in their dwell period included:

- Secretary of Defense approval to mobilize a Service member while in dwell who did not voluntarily waive their dwell;
- an official statement signed by the Service member, volunteering to mobilize while still in dwell; or
- the Service member's signed waiver to mobilize while still in dwell.

For the 300 Service members sampled, we determined that 33 Service members did not mobilize while in their dwell period; therefore, did not require dwell waiver documentation. Specifically, we determined that the 33 Service members served on consecutive orders without a break in service, which are treated as one mobilization for calculating dwell. To determine whether the sampled Service members served on consecutive orders without a break in service, we compared the active service end date of one mobilization period to the active service start date of their subsequent mobilization period. For example, one Service member

listed in the DMDC's dataset had a mobilization from April 3, 2020, through May 17, 2020, and then another mobilization listed in the DMDC's dataset from May 18, 2020, through January 17, 2021. Because there was no break in service, the entire mobilization period from April 3, 2020, through January 17, 2021, is treated as one mobilization when calculating dwell. Table 6 lists the number of sampled Service members from each Reserve Component who served on consecutive orders without a break in service.

*Table 6. Number of Sampled Service Members with Consecutive Orders from FY 2019 Through FY 2021 by Reserve Component*

Reserve Component	Service Members with Consecutive Orders
Army Reserve	12
Army National Guard	10
Air Force Reserve	5
Air National Guard	2
Navy Reserve	4
Marine Corps Reserve	0
<b>Total</b>	<b>33</b>

Source: The DoD OIG.

## **Criteria and Guidance**

We reviewed the following Federal laws and DoD, Army, Air Force, Navy, and Marine Corps criteria to understand the regulations that govern the management of dwell time for Service members in the Reserve Components.

- Sections 12301(a), 12302, 12304, 12304a, and 12304b, title 10, United States Code
- USD(P&R) Memorandum, "Under Secretary of Defense (Personnel and Readiness) Deployment-to-Dwell, Mobilization-to-Dwell Policy Revision," November 1, 2013
- USD(P&R) Memorandum, "Directive-type Memorandum (DTM) 21-005 – 'Deployment-to-Dwell, Mobilization-to-Dwell Policy Revision,'" August 16, 2021; Incorporating Change 1, October 13, 2022
- DoD Instruction 1235.12, "Accessing the Reserve Components," June 7, 2016, (Incorporating Change 1, Effective February 28, 2017)
- "Army Mobilization and Deployment Reference 2020," April 9, 2020
- Army Regulation 600-8-101, "Personnel Readiness Processing," March 6, 2018

- Department of the Army Pamphlet 600-8-101, “Personnel Readiness Procedures,” March 6, 2018
- “Headquarters Air Force AF/A3 ARC Mobilization Process (AMP) Business Rules,” November 24, 2021
- Air Force Instruction 10-401, “Operations, Planning, and Execution,” August 7, 2020
- Air Force Instruction 10-402, “Operations: Mobilization Planning,” March 8, 2018
- Commander, Navy Reserve Force Instruction 3060.7D, “Navy Reserve Mobilization/Demobilization Procedures,” January 26, 2018
- Office of the Chief of Naval Operations Instruction 3060.7C, “Navy Manpower Augmentation Guide,” August 17, 2018
- Marine Administrative Message 346/14, “Deployment-to-Dwell, Mobilization-to-Dwell Policy Revision,” July 14, 2014

### ***Interviews and Documentation***

We interviewed officials from the Office of the USD(P&R), the DoD Reserve Components, the Headquarters for the Departments of the Army and Air Force, and the Office of the Assistant Secretary of the Navy (Manpower and Reserve Affairs). In addition, we reviewed the DoD and Reserve Components’ mobilization and dwell waiver processes.

### **Internal Control Assessment and Compliance**

We assessed internal controls and compliance with laws and regulations necessary to satisfy the audit objective. In particular, we assessed the control activities, information and communication, and monitoring related to mobilization-to-dwell for Reserve Component Service members mobilized in support of the DoD’s global mission requirements. For control activities, we reviewed the DoD and Service-level policies implemented related to our audit objective. In addition, for information and communication, we reviewed policies and procedures implemented to monitor Reserve Component Service members’ dwell time before mobilization. However, because our review was limited to these internal control components and underlying principles, it may not have disclosed all internal control deficiencies that may have existed at the time of this audit.

## Use of Computer-Processed Data

We used the mobilization data obtained from the DMDC to determine the universe of Reserve Component Service members who mobilized from FY 2019 through FY 2021. We then selected a nonstatistical sample of Service members from each Reserve Component. We compared information contained in the Service member's mobilization orders and DD Form 214s (when necessary) with the DMDC data (including name, social security number, legislative authorities [United States Code sections], and mobilization start and end dates).<sup>15</sup> We determined that the data were sufficiently reliable for the purposes of calculating dwell ratios for Service members.

## Use of Technical Assistance

The DoD OIG Quantitative Methods Division personnel helped us select the nonstatistical sample of Army Reserve, Army National Guard, Air Force Reserve, Air National Guard, Navy Reserve and Marine Corps Reserve members who exceeded the dwell ratio and required documentation.

## Prior Coverage

During the last 5 years, the Government Accountability Office (GAO) and the Air Force Audit Agency issued three reports discussing the adherence to mobilization-to-dwell policies.

Unrestricted GAO reports can be accessed at <http://www.gao.gov>. Unrestricted Air Force Audit Agency reports can be accessed from <https://www.afaa.af.mil/> by clicking on Freedom of Information Act Reading Room and then selecting audit reports.

## GAO

Report No. GAO-20-320, "Unmanned Aerial Systems: Air Force Should Take Additional Steps to Improve Aircrew Staffing and Support," June 2020

The GAO determined that the Air Force does not have enough pilots and sensor operators to meet its staffing targets for its unmanned aircraft—also called RPA. It also does not track its overall progress in accessing and retaining enough RPA personnel needed to implement its combat-to-dwell policy. Furthermore, the Air Force does not have a comprehensive metric (or set of metrics) to know whether its accession and retention efforts are on track to generate the additional RPA personnel needed to implement its combat-to-dwell policy by 2024.

<sup>15</sup> DD Form 214 represents the discharge certificate or certificate of release from all active duty service, to include active duty and full-time National Guard duty.

Report No. GAO-18-253, "Military Readiness: Clear Policy and Reliable Data Would Help DOD Better Manage Service Members' Time Away from Home," April 2018

The GAO found that the DoD's policy issued in 2013 states that Service members should not be deployed for longer than they are at home. However, the policy does not set thresholds for Personnel Tempo, which includes time away from home for exercises and training in addition to deployment. The Navy and U.S. Special Operations Command set specific and measurable Personnel Tempo thresholds in policy in 2014 and 2016, respectively. However, the other Services either are not enforcing or have not established specific and measurable Personnel Tempo thresholds in their policies.

### ***Air Force***

Report No. F2019-003-030000, "Mobilization and Demobilization of Air Reserve Component Forces," November 2, 2018

The Air Force Audit Agency reported that personnel did not manage mobilizations and demobilizations of the Air Reserve Component forces as required in two of the four areas reviewed. Specifically, Air Force personnel processed demobilizations within required timelines for all 225 individuals reviewed. Also, Air Force personnel adhered to mobilization-to-dwell policies for 223 (99 percent) of 225 cases examined. However, Air Force personnel did not process mobilizations for Air Reserve Component forces within established timelines. In addition, Air Force personnel did not complete Tier-3-deployment-specific training or create, maintain, and review Air Force Deployment folders as required.

## Appendix B

### Commonly Used Legislative Authorities

The following table lists commonly used legislative authorities under Title 10 for the activation of Reserve Component units and members.

Section Under Title 10, U.S.C. and Purpose of Duty	Utilization Process	Applies To	Type of Duty and Mobilization		Length of Mobilizations
12301(a) Full Mobilization	Congressional Declaration of War or National Emergency	Reserve and National Guard (All)	Active Duty	Involuntary	For the duration of the war or national emergency plus six months
12301(b) 15-Day Statute	Service Secretary authority to order to active duty without member's consent	Reserve and National Guard	Active Duty	Involuntary	15 days active duty once a year
12301(d) Active Duty for Operational Support	Service Secretary authority to order to active duty with member's consent	Reserve and National Guard	Active Duty	Voluntary	No duration limits
12302 Partial Mobilization	Presidential Declaration of National Emergency	Reserve and National Guard (Ready Reserve Members)	Active Duty	Involuntary	Not to exceed 24 consecutive months
12304 Presidential Reserve Call-up	President determines Reserve Component augmentation is required other than during war or national emergency	Reserve and National Guard (Selected Reserve and certain Inactive Ready Reserve members)	Active Duty	Involuntary	Not to exceed 365 consecutive days
12304a Major Disasters or Emergencies	Secretary of Defense authority in response to Governor's request for Federal assistance Presidential determination of major disaster or emergency required	Reserve Only	Active Duty	Involuntary	Not to exceed 120 consecutive days in response to a Governor's request
12304b Preplanned Combatant Commander Support	Service Secretary authority to order any unit of the Selected Reserve to active duty for preplanned and prebudgeted missions	Reserve and National Guard (Selected Reserve units)	Active Duty	Involuntary	Not to exceed 365 consecutive days for a preplanned mission in support of a combatant command

Source: The DoD OIG.

## Management Comments

### Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps



DEPARTMENT OF THE NAVY  
HEADQUARTERS, UNITED STATES MARINE CORPS  
3000 MARINE CORPS PENTAGON  
WASHINGTON, DC 20350-3000

IN REPLY REFER TO:  
9 July 2024

MEMORANDUM FOR DEPARTMENT OF DEFENSE OFFICE OF INSPECTOR GENERAL

SUBJECT: Audit of the DoD's Management of Dwell Time for Service Members in the Reserve Components, Project No. D2022-D000RM-0027.000, June 12, 2024

Pursuant to your June 12, 2024 draft report, the attachments provide Marine Corps responses to recommendation no. 1, technical comments on the report, and a security marking review of the report.

My point of contact for this matter is [REDACTED] who may be reached at [REDACTED]

A handwritten signature in black ink, appearing to read "K. D. Pierson".

K. D. PIERSON  
Director, Reserve Affairs Division

Attachments:  
As stated



## Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps (cont'd)

**DODIG DRAFT REPORT DATED JUNE 12, 2024  
D2022-D000RM-0027.000**

**“AUDIT OF THE DEPARTMENT OF DEFENSE’S MANAGEMENT OF DWELL TIME  
FOR SERVICE MEMBERS IN THE RESERVE COMPONENTS”**

**UNITED STATES MARINE CORPS COMMENTS  
TO THE DODIG RECOMMENDATION**

**RECOMMENDATION 1:** DODIG recommends that the Deputy Commandant, Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps, develop and disseminate guidance providing a consistent approach for documenting and uploading dwell waiver requests to the Service Member’s Electronic Service Record to ensure that a Service Member’s consent to mobilization while in dwell is properly documented and maintained.

**USMC RESPONSE:** Deputy Commandant, Manpower and Reserve Affairs agrees with the recommendation and will develop and disseminate guidance to provide a consistent process for documenting and uploading dwell waiver requests to a Service Member’s Electronic Service Record via Records and Performance Branch (MMPB-2). Updated policies are in draft form and in the staffing process.

Attachment

## The Air Force Reserve



**DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE  
WASHINGTON DC**

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL

FROM: HQ USAF/RE  
1150 Air Force Pentagon  
Washington, DC 20330

SUBJECT: Air Force Reserve Response to DoD Office of Inspector General Draft Report, "Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components" (Project No. D2022-D000RM-0027)

1. This is the Air Force Reserve response to the DoDIG Draft Report, "Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components" (Project No. D2022-D000RM-0027). AF/RE concurs with the report as written and welcomes the opportunity to provide a status update on corrective actions taken to rectify the DoDIGs concerns.

2. The AF/RE in coordination with AFRC will correct issues identified in this report, and develop and implement a corrective action plan outlined in the following recommendations:

**RECOMMENDATION 2.a:** The DoDIG recommends that the Commander, Air Force Reserve, develop a plan to monitor the effectiveness of initiatives to improve the mobilization-to-dwell process.

**DAF RESPONSE:** The Air Force Reserve concurs. Corrective actions are in effect or in progress awaiting a systematic change of implementation.

The Air Force Reserve developed, updated, and instituted several initiatives to improve the mobilization-to-dwell process.

a. The HQ Air Force Reserve Command Personnel Readiness Operations Branch (HQ AFRC/A1RR) properly trained Installation Personnel Readiness (IPR) Sections, in virtual and in-person seminars, on mobilization-to-dwell policy. AFRC/A1RR developed a dwell calculator for use when verifying dwell prior to sourcing Airmen for deployment. Additionally, HQ AFRC/A1RR implemented a Staff Assistance Visit (SAV) Program auditing the Air Force Reserve Command Force Generation Center (AFRC/FGC) mobilization-to-dwell program. The SAV will verify Airmen meet mobilization-to-dwell standards on a bi-annual basis, ensure dwell waivers are collected from the IPRs and tracked for all sourced members. HQ AFRC/A1RR worked with the National Guard Bureau (NGB) to reprogram the Military Personnel Data System (MilPDS) to calculate dwell at the 1:4 threshold. This action allows for more accurate dwell tracking.

## The Air Force Reserve (cont'd)

b. The FGC implemented and updated operational guidance through the FGC Commander's Toolkit, conducting onsite and virtual conferences to train and prepare mobilizing units. The FGC reviews individual dwell through the "Mobilization Source Sheet" stored on local SIPR drives and uploads "Individual Waivers and Consent Forms" into Air Force Mobilization Management System (AFMMS) for Mobilization Facilitator (MAJCOM) record and review. Functional Area Representative (FAR) training and Standard Operating Procedures (SOPs) have been updated to review 100% unit-dwell submission against the "OFAMO Deploy to Dwell" roster. The plan to monitor the effectiveness of these initiatives is to implement an FGC/FGF Branch chief 10% Quality Control (QC) node once the FAR completes the 100% Mobilization to Dwell review. The Branch Chief will post the results of each QC check within the SIPR mobilization folder or each deployment order for effectiveness review and audit purposes.

**RECOMMENDATION 2.b:** The DoDIG recommends that the Commander, Air Force Reserve, issue guidance that reinforces the unit commander's responsibility for executing the mobilization-to-dwell process.

**DAF RESPONSE:** The Air Force concurs. All corrective actions will be implemented upon commanders' receipt of a briefing and memorandum that will be written, published, and distributed by HQ AFRC/AIRR no later than August 31, 2024.

The AF/RE point of contact is [REDACTED]

HEALY.JOHN.P [REDACTED]  
ATRICK. [REDACTED]  
[REDACTED]  
JOHN P. HEALY  
Lieutenant General, USAF  
Chief of Air Force Reserve

# The Air National Guard



**NATIONAL GUARD BUREAU**  
1000 AIR FORCE PENTAGON, ROOM 4E126  
WASHINGTON, DC 20330-1000

1 Aug 24

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL

FROM: NGB/CF  
1000 Air Force Pentagon Suite 4E126  
Washington, DC 20330-0025

SUBJECT: Department of the Air Force Response to DoD Office of Inspector General Draft Report, "Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components" (Project No. D2022-D000RM-0027)

1. This is the Air National Guard response to the DoDIG Draft Report, "Audit of the Department of Defense's Management of Dwell Time for Service Members in the Reserve Components" (Project No. D2022-D000RM-0027). The ANG concurs with the report as written and welcomes the opportunity to provide a status update on corrective actions taken to rectify the DoDIGs concerns.

2. The ANG will correct issues identified in this report, and develop and implement a corrective action plan outlined in the following recommendations:

**RECOMMENDATION 3.a:** The DoDIG recommends that the Director, Air National Guard, issue guidance that reinforces the requirement to obtain dwell waivers for Service members volunteering for mobilization while their dwell period is below the required mobilization-to-dwell ratio threshold.

**DAF RESPONSE:** The Air National Guard concurs. ANG will issue guidance that reinforces the requirement to obtain dwell waivers for Service members volunteering for mobilization while their dwell period is below the required mobilization-to-dwell ratio threshold. Estimated Completion Date: 1 Oct 24

**RECOMMENDATION 3.b:** The DoDIG recommends that the Director, Air National Guard, Require and track training of Air National Guard Installation Personnel Readiness officials.

**DAF RESPONSE:** The Air National Guard concurs. ANG will require and track training of Air National Guard Installation Personnel Readiness officials. Estimated Completion Date: 15 Aug 24

3. The NGB/CF point of contact is [REDACTED], or via email at [REDACTED]

PIRAK.DUKE.A [REDACTED]

DUKE A. PIRAK  
Major General, USAF  
Acting Director, Air National Guard

## Headquarters, Department of the Army Personnel



DEPARTMENT OF THE ARMY  
OFFICE OF THE DEPUTY CHIEF OF STAFF G-1  
300 ARMY PENTAGON  
WASHINGTON DC 20310-0300

DAPE-MPD-MO

17 July 17, 2024

MEMORANDUM FOR U.S. Army Audit Agency, Office of the Deputy Auditor General,  
Forces and Infrastructure Audits, 6000 6th Street, Building 1464, Fort Belvoir, VA  
22060-5609

SUBJECT: Official Army Position Required, AAA Draft Report: (FOUO) Department of  
Defense's Management of Dwell Time for Service Members in the Reserve  
Components (D2022RM-0027)

1. The DCS G1, Directorate of Military Personnel Management (DMPM), concurs with the findings and will work to codify this into policy.
2. Enclosed is the official Army position on the recommendation, including action plans and target dates, to be included in the final draft report of the audit.
3. Point of contact for this memorandum is [REDACTED], or via email at [REDACTED]

BECKER.JAMES.AR  
THUR.II [REDACTED]

Encl

JAMES A. BECKER  
COL, GS  
Chief, Policy Integration Division

## Headquarters, Department of the Army Personnel (cont'd)

**Project:** D2022-D000RM-0027.000

**Audit Location:** Multiple locations

**Objective Designation:**

**Objective Title:** Department of Defense's Management of Dwell Time for Service Members in the Reserve Component

**Objective:** The objective of this audit was to determine whether Service members in Reserve Components, mobilized in support of the DoD's global mission requirements, received sufficient dwell periods in accordance with DoD and Service-level policies.

**Findings:** Reserve Component Service members mobilized from FY 2019 through FY 2021 generally received sufficient dwell time in accordance with DoD and Service-level policies. Specifically, based on our analysis of the Defense Manpower Data Center records, 146,882 (95.5 percent) of the 153,865 Service members who mobilized during this timeframe mobilized once or had sufficient dwell periods between multiple mobilizations. However, the Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period or that the Service member's mobilization was directed by the Secretary of Defense. Specifically, of the 6,983 Service members who mobilized multiple times and potentially did not receive the required dwell time, we non statistically sampled a total of 267 Service members from the Reserve Components and found that the Reserve Components could not provide waivers or other required documentation for 155 (58 percent) of the 267 Service members mobilized after not receiving the required dwell time. Five of the six Reserve Components could not consistently provide documentation demonstrating that Service members consented to mobilization while in their dwell period because the Reserve Components either did not have a process for obtaining and maintaining dwell waivers or did not follow the established process for obtaining and maintaining dwell waivers. Also, the Air National Guard lacked training for Installation Personnel Readiness officials on Service-level dwell policies. Without complete and accurate documentation regarding exceptions to the mobilization-to-dwell requirements, the Military Services cannot make fully informed decisions on the mobilization and use of Reserve Component units and Service members to support DoD operations worldwide. In addition, proper oversight of the mobilization-to-dwell process should ensure that Service members are not repeatedly exposed to combat and that they do not experience disproportionate deployments.

**Additional comments:**

N/A

**Recommendation:**

**Recommendation 4.** We recommend the Deputy Chief of Staff for Personnel, Headquarters, Department of the Army, develop and issue guidance applicable to the Army National Guard and the Army Reserve for maintaining documentation supporting Service Members consent to mobilize.

## Headquarters, Department of the Army Personnel (cont'd)

**Action taken or planned:**

Concur. In order to provide accountability with Soldier's individual dwell waivers, guidance will publish in the form of policy and disseminated through proper Army Commands in coordination with HQDA DCS G-3/5/7, the Army National Guard and United States Army Reserve. The draft policy will go through formal staffing until final approval by the proper authority. Furthermore, a determination on establishing a formal document concerning the dwell waiver requires assessment, as a form would establish a requirement to maintain within individual Army Military Human Resource Record (AMHRR) (Applicability residing for Soldier mobilizing and deploying from the Reserve Component). Target date for publication of the policy memorandum is 1 July 2025.

**Potential monetary benefits:**

N/A

## Acronyms and Abbreviations

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- DMDC** Defense Manpower Data Center
- iPERMS** Interactive Personnel Electronic Records Management System, the U.S. Army's authorized electronic personnel records repository
- U.S.C.** United States Code
- USD(P&R)** Under Secretary of Defense for Personnel and Readiness



## **Whistleblower Protection**

### **U.S. DEPARTMENT OF DEFENSE**

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## **For more information about DoD OIG reports or activities, please contact us:**

### **Congressional Liaison**

703.604.8324

### **Media Contact**

[public.affairs@dodig.mil](mailto:public.affairs@dodig.mil); 703.604.8324



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