



DACOWITS RFI #3

OPNAV N13

December 2024



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Permeability (On/Off Ramp between the Active and Reserve Components)

1: What does permeability between the Active Component (AC) and Reserve Component (RC) look like today for the United States Navy?

- **Response:** Short Term Active Duty (AD) Orders: Members in the RC can accept orders of varying lengths, typically one week to three years, to serve on AD but stay as a part of the RC. Each Reservist is required to execute two weeks of Annual Training orders (AT) each year, but there are many other opportunities for extended periods of AD orders open to most reservists which is consistent with other services in the DoD.
- **Transition Programs:** Reserve Component to Active Component (RC2AC) – An enlisted accession program that allows qualified Sailors to voluntarily apply to transition from the RC back to the AC. RC2AC helps fill AC community needs by allowing enlisted Sailors to be directly accessed from the RC. This program not only leverages existing skillsets that reside in the RC population to improve and maintain AC community health, but also provides qualified Sailors an opportunity to resume or begin a career in the AC. Bureau of Naval Personnel, Active Enlisted Community Manager (BUPERS-32) serves as the RC2AC Program manager and is responsible for overall program execution.
- **AC to Training and Administration of the Reserves (TAR) conversion - Allows Navy Reserve officers and enlisted to perform full-time active duty service in positions that manage, organize, administer, and train the Navy's RC. TAR personnel receive the same pay, allowances, and benefits as AD personnel. They typically serve for longer periods at any assigned location and do not have the same sea/shore rotation as AC personnel, often limiting deployment or overseas assignment requirements. This option allows personnel to serve full-time with more work/family stability. Through an administrative board process, AC to TAR conversions account for an average of approximately 150 Officers and 350 Enlisted Sailors per year.**



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- Selected Reserve (SELRES) to TAR Conversion - Supports Officer and Enlisted SELRES Sailors applying for and being selected to transition to TAR. Through an administrative board process, SELRES to TAR conversions account for an average of approximately 20 Officers and 150 Enlisted Sailors per year.



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- In Service Procurement Process (ISPP) – Provides TAR enlisted sailors with officer commissioning opportunities for TAR or AC. Officer Candidate School is the commissioning source. Relatively new program with first board process occurring April 2023. As of November 2024, 32 total TAR Sailors have been selected through this program.

Reserve Recall Programs:

- Voluntary Recall - Reserve Sailors may apply for voluntary recall through various programs. If approved, they transition to AD (either in the RC or AC) for specified periods, such as temporary assignments or permanent integration.
 - Definite Recall - These are funded, vacant, active duty billets where an RC member can temporarily fill without transitioning to the AC. This allows reserve personnel to remain part of the RC but serve 12-36 month tours on AD filling AC or TAR billets.



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- Indefinite Recall - Allows officers in the RC to return back to the AC indefinitely. This requires a new oath of office and a component change (Scrolling to the AC is required). This option is often limited by many of the barriers listed in Part 3 below. The enlisted version of indefinite recall is described above, as RC2AC.
- Canvasser Recruiter - Allows members of the RC to stay in the RC but serve 12-36 month tours on active duty in designated Recruiting billets. On average, roughly 100 SELRES Officers and over 300 Enlisted SELRES Sailors participate.
- **Involuntary Recall** - During times of national emergency or critical manning needs, personnel in the Reserves can be recalled involuntarily under Title 10, U.S. Code.



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- **Other Permeability Programs:**

- **Career Intermission Program (CIP)** - allows active duty Sailors to temporarily leave the service and transition into the Individual Ready Reserve (IRR) for up to three years to pursue personal or professional goals, like further education, starting a family, or caring for a family member, before returning to active duty service; essentially taking a sabbatical from the Navy. CIP currently has a 1:1 payback. For every month of CIP taken, the Sailor owes the Navy one month of service after returning to active duty. While participating in CIP, a Sailors career progression is paused so there will be no detrimental impact to promotion or advancement upon return. Lessons learned regarding CIP located in Part 4 below. See this MyNavyHR website for more information:

<https://www.mynavyhr.navy.mil/Career-Management/Reserve-Personnel-Mgmt/IRR/Career-Intermission/>

- **Targeted Reentry Program (TRP)** - TRP was established in 2018 to empower Commanding Officers the ability to identify and recommend exceptional AC and TAR Officers and Enlisted personnel the option for expedited re-entry into active duty after they had decided to separate from the Navy at the conclusion of their contract. See this MyNavyHR website for more information:

<https://www.mynavyhr.navy.mil/Career-Management/Transition/Targeted-Re-Entry-Program/>



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- **Other Permeability Programs:**

- Golden Ticket – Members are guaranteed an expedited return to active duty with one year from separation. Sailors who do not utilize their Golden Ticket within one year are automatically converted to a Silver Ticket.
- Silver Ticket – Members are afforded an expedited return to active duty within two years from separation. Return is not guaranteed and subject to Needs of the Navy (NOTN) provided the Sailor remains fully qualified.



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- **Part 2: Is there a need for increased flexibility or permeability to allow for less-than full time service?**
- Not needed, but increased flexibility or permeability may be solutions to overall Navy retention challenges for both the AC and RC. Limitations or barriers that prevent members who have the desire or capacity to continue service are consistently being evaluated and prioritized.



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- **Part 3: Are there challenges for the Service member and the Services?**
- The administrative processes and systems vary greatly between the RC and AC, limiting ease of permeability. Overall, transitioning from AC to RC is a more frequently exercised process and most limitations are contractual or administrative, such as AC service obligations, medical, or legal requirements. However, transitioning from the RC to the AC can be more challenging, especially if the period between last AC service is extended or non-existent (i.e., they joined as a reservist). This is due to community management, advancement, promotion and statutory considerations, qualifying skills or career path viability, and total years of service.
- **RC to AC Transitions** - As defined above, RC to AC transitions would be in the form of indefinite recalls or RC2AC. Returning to AC from RC can have hurdles due to training requirements and promotion or advancement opportunity. The following are identified barriers for RC to AC transitions:



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- **Elapsed time / Training requirements** - For officer Communities with long training tracks (Aviation, Submarine, Naval Special Warfare, Explosive Ordnance Disposal), the time to train to regain AC personnel can take up to two years. During this time the officer is growing in seniority without gaining the necessary experience to be competitive for promotion.
- **Length of Reserve time compared to Rank / Promotion Opportunity** - An officer who promotes multiple times in the RC does not gain active duty commission time. Once a RC officer transfers to the AC, they maintain their rank, but their time for a regular retirement reverts back to their active duty time. An example is a Human Resources (HR) Captain (O6) realized she would not be a prime candidate for active duty recall because she only had three years of active duty time. AC O6s don't reach statutory retirement until they reach 30 years of active commission service (time), she could have filled an AC O6 billet for up to 27 years. This would have impacted the HR Community's ability to maintain a normal flow of promotion opportunity. This would have impacted the HR Community's ability to maintain a normal flow of promotion opportunity.



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- **Statutory Limitations on Officers** - Title 10 limits the quantity of officer ranks. Accepting officers who have earned higher ranks while serving as an RC member back to AC can impact AC statutory limits of that rank in a way that is not advantageous. Additionally, for the above reasons, that officer, once back on AC, may not be as competitive for AC rank promotion compared to their similar ranking peers due to less qualifications or experiences. For example, a female officer transitions to the Reserve as an AC O-3 (Lieutenant, with about 6-8 years of service). In the RC she promotes to O-4 (Lieutenant Commander) and serves 5 years in the RC. She then applies for an indefinite recall back to AC, and now will be placed on an AC O-5 (Commander) statutory promotion board. On this board, her record will not be nearly as competitive compared to her peers who had spent the previous 5 years on Active Duty orders in the AC. Thus, this can greatly impact that Sailors ability to progress and compete in the AC after a longer duration of time has elapsed while she served in the RC.



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- **Other known barriers/limitations:**
- **Title 10 USC** - restrictions limit the number and rank of reserve personnel serving on active duty.
- **Service Obligations** - AC Sailors typically incur a service obligation, which may limit the timing of their ability to transition between AC and RC Components.
- **Retirement Points Accumulation** - Navy Reserve members continue to earn retirement points through drills and annual training, which contribute to their eligibility for retirement pay at age 60 (or earlier, with qualifying service).
- **Healthcare and Benefits** - Transitioning to the RC changes a service member's Health Care Eligibility from TRICARE Prime (Active Duty) to TRICARE Reserve Select and other benefits (excluding TAR). This could be a barrier for some wishing to transition but worried about family or personal health coverage limitations.
- **Physical Fitness and Medical Standards** - Reserve Sailors must meet active duty medical and physical fitness standards before transitioning and must maintain medical and physical fitness standards while in the reserves to stay Mobilization Ready.



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- **Security Clearance and Administrative Requirements** - Not all Navy Reserve positions require a security clearance, but roles involving access to sensitive information or classified material will necessitate one. A service member's security clearance is important to consider when transitioning from RC to AC. A current security clearance ensures that no adverse information is found during the transition process.
- **Pay Systems** - Challenges in rapid transition between AC and RC duty status. Delivery of the Navy Personnel and Pay System (NP2) is designed to address this barrier. NP2 aims to integrate multiple legacy pay and personnel systems into one unified system. This will increase speed of transition for AC-RC-AC permeability.
- **Time-in-Service Considerations** - Reserve time may count toward active duty service obligations, rank, and retirement eligibility. Promotion and career progression are also factors in determining integration as mentioned in Part 3-2. This could impact the ability for Reserve Sailors to transition back to the AC based on community health, promotion eligibility or competitiveness, latency in qualifications or skillsets, etc.



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- **Scrolling** - Officers moving from the Reserve Active Status List (RASL) to the Active Duty List (ADL) must be scrolled to receive an AC appointment. Officer scrolling must be signed by the Office of the Secretary of Defense for final approval and may take up to six months for completion.
- **Total Active Service (TOTAS)** - An RC member's TOTAS can prevent them from executing active duty orders. Once an AC member has achieved regular retirement eligibility, they are ineligible to continue as a Ready Reserve.



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- **Sanctuary and Active Service Retirement** - Sanctuary and Active Service Retirement: Sanctuary is a provision of law that allows a member serving on active duty with at least 18 years of total active service to remain on active duty until they earn a regular retirement at 20 years of total active service. These members cannot be involuntarily released from active duty unless the release is approved by the appropriate authority. The Navy developed a process to determine whether Reserve members should perform qualifying service beyond 18 years of cumulative active duty service, thereby incurring an obligation from the Navy for a regular retirement or retainer pay. That process, including the submission, review and decision process, is detailed in OPNAVINST 1001.27A. The instruction also explains that members who possess unique or critical skills, may be approved to serve beyond 18 years of active service.



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- **Are there any lessons learned from Career Intermission Program (CIP) that could be applicable to a more effective permeability policy?**
- **CIP lessons learned and permeability:**
- CIP only allows people to transfer from AC to the IRR at this time for up to 3 years
 - Transitioning to SELRES may be more attractive to some and would be used if it were an option (would require change in law). The USMC is pursuing a pilot for this.
- Participant difficulty transitioning to and from the IRR
 - A lack of clear process for medical, pay, and IRR gain for those beginning CIP (Steps to improve already in progress at OPNAV & NPC/PERS-9 level)
 - Takes some people months to get entered/gained in IRR and requires a DD-214.
 - For those transitioning from AD to IRR, both the service member and their dependents lose the benefits that they are entitled to during this time (healthcare, pay, base access, etc).



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- **Restrictive timelines** – Currently CIP packages are required to be submitted within 12 months of a Sailors Projected Rotation Date (PRD) which *could* be limiting access to CIP for individuals with emergent or unplanned concerns in which CIP could provide a solution. Recommend removing the application timelines to measure CIP participation.
- **Reducing barriers** - The Navy allows for application packages on a rolling basis, supporting individualized timelines that can be beneficial to the member and the Service. This change aims to increase participation of CIP.



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- **Data for CIP participants are as follows:**

FEMALE:	MALE:
Total applicants: 219	Total applicants: 207
Approved and declined: 19	Approved and declined: 15
Disapproved: 10	Disapproved: 15
Withdrew from program: 9	Withdrew from program: 7
Currently in program: 25	Currently in program: 27
Approved pending gain: 7	Approved pending gain: 25
Returned to Active Duty: 149	Returned to Active Duty: 118

The two main reasons for **female participation** in the CIP program continues to be family and pursuing education. Only three of the current female participants are dual mil-mil.