

November 2005

# MILITARY PERSONNEL

## DOD Needs Action Plan to Address Enlisted Personnel Recruitment and Retention Challenges



G A O

Accountability \* Integrity \* Reliability



Highlights of [GAO-06-134](#), a report to congressional committees

## Why GAO Did This Study

The Department of Defense (DOD) must recruit and retain hundreds of thousands of servicemembers each year to carry out its missions, including providing support in connection with events such as Hurricanes Katrina and Rita. In addition to meeting legislatively mandated aggregate personnel levels, each military component must also meet its authorized personnel requirements for each occupational specialty. DOD reports that over half of today's youth cannot meet the military's entry standards for education, aptitude, health, moral character, or other requirements, making recruiting a significant challenge.

GAO, under the Comptroller General's authority (1) assessed the extent to which DOD's active, reserve, and National Guard components met their enlisted aggregate recruiting and retention goals; (2) assessed the extent to which the components met their authorized personnel levels for enlisted occupational specialties; and (3) analyzed the steps DOD has taken to address recruiting and retention challenges.

## What GAO Recommends

GAO is making recommendations that require (1) components to report more information on occupational specialties, and (2) DOD to develop a management plan to address recruitment and retention challenges. DOD partially concurred with GAO's recommendations.

[www.gao.gov/cgi-bin/getrpt?GAO-06-134](http://www.gao.gov/cgi-bin/getrpt?GAO-06-134).

To view the full product, including the scope and methodology, click on the link above. For more information, contact Derek Stewart at (202) 512-5559 or [stewartd@gao.gov](mailto:stewartd@gao.gov).

# MILITARY PERSONNEL

## DOD Needs Action Plan to Address Enlisted Personnel Recruitment and Retention Challenges

### What GAO Found

DOD's active, reserve, and National Guard components met most aggregate recruiting and retention goals for enlisted personnel from fiscal years (FY) 2000-2004. However, for FY 2005, 5 of 10 components—the Army, Army Reserve, Army National Guard, Air National Guard, and Navy Reserve—missed their recruiting goals by 8 to 20 percent. Most of the components met their aggregate retention goals for FY 2000-2004, but the Navy experienced shortages in FY 2005 of up to 8 percent. Also, factors such as the shrinking numbers of new recruits in delayed entry programs and the use of stop loss, which delays servicemembers from leaving active duty, indicate that the components may experience future recruiting challenges.

All components exceeded authorized personnel levels for some occupational specialties and did not meet others. Specifically, GAO found that 19 percent of DOD's 1,484 occupational specialties were consistently overfilled and 41 percent were consistently underfilled from FY 2000-2005. While the components offered reasons why occupational specialties may be over- or underfilled, GAO believes that consistently over- and underfilled occupational specialties are a systemic problem for DOD that raises two critical questions. First, what is the cost to the taxpayer to retain thousands more personnel than necessary in consistently overfilled occupational specialties? Second, how can DOD components continue to effectively execute their mission with consistently underfilled occupational specialties? In FY 2005, almost 31,000 more servicemembers than authorized served in occupational specialties that have been consistently overfilled. GAO determined that it costs the federal government about \$103,000 annually, on average, to compensate each enlisted active duty servicemember in FY 2004. In contrast, DOD was unable to fill over 112,000 positions in consistently underfilled occupational specialties, raising concerns about the validity of the authorized personnel levels. DOD requires the active components to report on critical occupational specialties for recruiting and retention, which amounts to at most 16 percent of their 625 specialties. However, DOD does not require them to report on their noncritical occupational specialties, and does not require the reserve or National Guard components to report on any of their 859 specialties. Consequently, DOD does not have the necessary information to develop an effective plan to address the root causes of the components' recruiting and retention challenges.

DOD has taken steps to enhance recruiting and retention, but lacks information on financial incentives provided for certain occupational specialties. GAO found that the components offered financial incentives to servicemembers in consistently overfilled occupational specialties. However, because DOD only requires the components to provide minimal justification for their use of financial incentives, it lacks the information needed to provide assurance to the Secretary of Defense, Congress, and the taxpayer that the increasing amount of funding spent on recruiting and retention is appropriately and effectively targeted to occupational specialties for which the components have the greatest need.

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November 17, 2005

Congressional Committees

The Department of Defense (DOD) faces a significant challenge in recruiting and retaining hundreds of thousands of new servicemembers each year, not only to meet annual legislatively mandated aggregate personnel levels, but also to meet authorized personnel requirements within its hundreds of occupational specialties. To further complicate an already challenging recruiting environment, DOD reports that over half of today's youth between the ages of 16 and 21 are not qualified to serve in the military because they fail to meet the military's entry standards for education, aptitude, health, moral character, or other requirements.<sup>1</sup> Furthermore, parents, teachers, and other influencers are less inclined to encourage young people to join the military. In fiscal year 2005 alone, DOD had goals to recruit almost 170,000 personnel into its active duty forces and about 131,000 personnel into its reserve and National Guard components.<sup>2</sup> Additionally, in 2005, DOD had to retain tens of thousands of personnel to sustain its force of about 2.7 million military servicemembers.<sup>3</sup> Today's immediate military recruiting and retention challenge centers on the continuing deployment of over 180,000 ground forces from the active, reserve, and National Guard components to the war zone in Iraq. Military officials have testified that fiscal year 2005 proved to be a difficult recruiting year and believe the recruiting environment will become even more challenging in fiscal year 2006.<sup>4</sup>

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<sup>1</sup>GAO, *Military Personnel: Reporting Additional Servicemember Demographics Could Enhance Congressional Oversight*, GAO-05-952 (Washington, D.C.: Sept. 22, 2005).

<sup>2</sup>DOD's military forces consist of the active components (Army, Navy, Marine Corps, and Air Force), and the reserve and National Guard components (Army National Guard, Army Reserve, Navy Reserve, Marine Corps Reserve, Air National Guard, and Air Force Reserve). The Coast Guard and Coast Guard Reserve also assist DOD in meeting its commitments. However, we do not include the Coast Guard and Coast Guard Reserve in this report because it falls under the Department of Homeland Security, rather than DOD.

<sup>3</sup>The total force includes approximately 1.4 million active duty military personnel and approximately 1.3 million reserve military personnel, including the Selected Reserves, the Individual Ready Reserves, and the Stand-by Reserves.

<sup>4</sup>Current Status of Military Recruiting and Retention: Hearing Before Subcommittee on Military Personnel, House Armed Service Committee, 109th Cong. (July 19, 2005).

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The key to managing the force to meet operational demands is for DOD's components to balance accessions and losses within the confines of their legislatively mandated personnel levels. However, simply meeting these mandated aggregate personnel levels could present a misleading picture of recruiting and retention challenges. Detailed information concerning whether the components have met their authorized personnel levels for occupational specialties, the reasons why certain occupational specialties may be over- or underfilled, and justifications for the use of incentives provided to servicemembers are important elements of an effective recruiting and retention plan.

Given the extraordinary scope of the current military overseas operational commitments, many members of Congress have expressed considerable interest in DOD's ability to recruit and retain sufficient numbers of servicemembers with the required skills and experience to accomplish its multiple missions. In response to this broad congressional interest, we undertook a review, under the authority of the Comptroller General, of military recruiting and retention. In March 2005, we submitted a statement for the record to the Subcommittee on Military Personnel, Committee on Armed Services, House of Representatives, which outlined our preliminary observations on DOD's enlisted personnel recruiting and retention issues.<sup>5</sup> This report, which updates that statement, addresses enlisted servicemembers only. Specifically, for this report we: (1) assessed the extent to which DOD's active, reserve, and National Guard components met their enlisted aggregate recruiting and retention goals; (2) assessed the extent to which the components met their authorized personnel levels for enlisted occupational specialties; and (3) analyzed the steps DOD has taken to address recruiting and retention challenges.

To address these objectives, we examined DOD policies, regulations, and directives related to recruiting and retention of military servicemembers. We also reviewed recruiting and retention reports and briefings issued by GAO, DOD, the military services, the Congressional Research Service, the Congressional Budget Office, and research organizations such as RAND. Additionally, we visited and interviewed officials within the Office of the Under Secretary of Defense for Personnel and Readiness and DOD's 10 components, including the active duty, reserve, and National Guard components' headquarters and their recruiting commands to obtain

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<sup>5</sup>GAO, *Military Personnel: Preliminary Observations on Recruiting and Retention Issues within the U.S. Armed Forces*, GAO-05-419T (Washington, D.C.: Mar. 16, 2005).



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insights into recruiting and retention challenges. We also analyzed individual component databases containing recruiting and retention data on active, reserve, and Guard servicemembers. We relied primarily on data covering fiscal years 2000 through June 30, 2005, the last fiscal quarter for which data were complete, but in certain cases, we were able to update the data with more current information. We also determined that the data used in this report were sufficiently reliable for our purposes. We conducted our work from January 2005 through October 2005 in accordance with generally accepted government auditing standards. Additional information on our scope and methodology is presented in appendix I.

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## Results in Brief

While DOD's 10 components generally met their aggregate recruiting and retention goals for enlisted servicemembers in fiscal years 2000 through 2004, they faced greater recruiting difficulties in fiscal year 2005, and several factors suggest they will continue to be challenged in meeting future recruiting and retention goals. With respect to recruiting, most components met their aggregate recruiting goals for fiscal years 2000 through 2004. However, in fiscal year 2005, 5 of the 10 components—the Army, Army Reserve, Army National Guard, Air National Guard, and Navy Reserve—missed their recruiting goals by a range of 8 to 20 percent. Most of the components met their aggregate retention goals for fiscal years 2000 through 2004, but the Navy experienced aggregate shortages by up to 8 percent in fiscal year 2005. However, several factors suggest that the components may have difficulty meeting future recruiting and retention goals. For example, all the active components experienced shortfalls in the number of new recruits in their delayed entry programs, which suggest that they will likely experience difficulties in meeting their aggregate recruiting and retention goals in the future.<sup>6</sup> The active components prefer to enter each fiscal year with 35 to 65 percent of the coming year's recruiting goals already filled by recruits in the delayed entry program. Current data show, however, that the components are not meeting these targets. Also, through its continued use of the "stop loss" program, the Army prevented over 15,000 soldiers, or less than one-tenth of a percent of DOD's total military force—Army, Army Reserve, and Army National Guard—from leaving active duty in June 2005, even though these soldiers had completed their

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<sup>6</sup>The delayed entry program consists of new recruits who have signed a contract to join the military at a future date.

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military obligations.<sup>7</sup> Moreover, since fiscal year 2002, the Army Reserve has called to active duty about 7,000 members of the Individual Ready Reserve to help alleviate personnel shortages in the Army, Army Reserve, and Army National Guard.<sup>8</sup> As of August 2005, over 4,000 of these soldiers were still on active duty, serving a maximum of 2 years.

All components exceeded authorized personnel levels for some occupational specialties and did not meet others. Specifically, we found that 19 percent of DOD's 1,484 occupational specialties were overfilled and 41 percent were underfilled in at least 5 years from fiscal years 2000 through 2005. Component officials provided several reasons why occupational specialties were over- or underfilled, including high demand occupational specialties that are critical to meet mission, overall force structure changes, and extensive training or qualification requirements. Additionally, officials in some components told us that they assign new recruits to occupational specialties that are overfilled, at times, to meet end-of-year aggregate personnel levels mandated by Congress. We believe that consistently over- and underfilled occupational specialties are a systemic problem for DOD that raises two critical questions. First, what is the cost to the taxpayer to retain thousands more personnel than necessary in consistently overfilled occupational specialties? Second, how can DOD components continue to effectively execute their mission with consistently underfilled occupational specialties? In fiscal year 2005, almost 31,000 more servicemembers than authorized served in occupational specialties that have been consistently overfilled. We determined that it cost the federal government about \$103,000 annually, on average, to compensate each enlisted active duty servicemember in fiscal year 2004. In contrast, DOD was unable to fill over 112,000 positions in consistently underfilled occupational specialties, raising concerns about the validity of authorized personnel levels. DOD, specifically the Office of the Under Secretary of Defense (OUSD), began requiring the active components to report information on those occupational specialties the components determine to be critical for recruiting in fiscal year 2004, and information on those occupational specialties the components determine to be critical for retention, beginning in fiscal year 2005. Collectively, the critical

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<sup>7</sup>The stop loss program enables the components to prevent servicemembers from leaving active duty after they have completed their obligations.

<sup>8</sup>The Individual Ready Reserve consists principally of individuals who (1) have had training, (2) have served previously in an active or reserve component, and (3) have some period of their military service obligation remaining.

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occupational specialties (such as Army Infantrymen and Marine Corps Counter Intelligence Specialists) that the active components report on represent at most 16 percent of DOD's 625 active duty occupational specialties. Consequently, DOD is currently not in a position to monitor and evaluate at least 84 percent of active component occupational specialties because it does not require the active duty components to report on "noncritical" occupational specialties. Moreover, DOD does not require the reserve or National Guard components to report on any of their 859 occupational specialties. In July 2005, DOD issued Directive 1304.20 that requires the components to meet aggregate and occupational specialty-specific authorized personnel levels. However, until all components report on all over- and underfilled occupational specialties, including information as to the reasons why these occupational specialties are over- and underfilled, and DOD determines if the new directive is having its desired effect, the department cannot develop an effective plan to assist the components in addressing the root causes of recruiting and retention challenges. Moreover, DOD will be unable to address the critical questions we raised concerning the economic impact on the taxpayer of having thousands more personnel than necessary in consistently overfilled occupational specialties and how the department's components can effectively execute their mission with consistently underfilled occupational specialties.

DOD and the components have taken several steps, such as adjusting their recruiting, advertising, and financial incentives programs, to address their recruiting and retention difficulties; however, DOD lacks information on financial incentives provided for certain occupational specialties, which makes it difficult for the department to determine whether the financial incentives are being targeted most effectively. From fiscal years 2000 through 2006, DOD's collective recruiting program budgets ranged from approximately \$631.6 million to \$800.7 million; its advertising budgets ranged from approximately \$506.6 million to \$663.0 million; and its budgets for financial incentives, such as enlistment or selective reenlistment bonuses, ranged from approximately \$149.3 million to \$551.6 million. As in previous years, several components used these programs to address recruiting and retention needs in fiscal year 2005. Five components, for example, increased the number of recruiters, three components made adjustments to their advertising programs, and several components increased the financial incentives they offer to servicemembers serving in specific occupational specialties. While DOD requires the active components to report the rationale for the incentives they provide to servicemembers in critical occupational specialties, it does not require the

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components to provide fully transparent rationales for the incentives provided to servicemembers in the remaining noncritical occupational specialties (about 84 percent). In some instances, we found that DOD's active components were paying financial incentives to servicemembers in selected occupational specialties that have been consistently overfilled in the last 5 or 6 years. Officials explained that components target incentives to underfilled pay grades within occupational specialties that may be overfilled as a whole. Additionally, an official also stated that the requirement to meet legislatively mandated aggregate personnel levels result in, at times, offering bonuses to servicemembers who will serve in overfilled specialties, simply to meet their mandated aggregate personnel levels. Because DOD only requires the components to provide minimal justification on their use of financial incentives paid to servicemembers in all occupational specialties, it lacks the information needed to ensure funding spent on recruiting and retention is appropriately and effectively targeted to occupational specialties for which the components have the greatest need and to determine if other types of corrective action are needed.

We are making recommendations that would require the 10 active, reserve, and National Guard components to report all of their over- and underfilled occupational specialties, including reasons why the occupational specialties are over- and underfilled, and to justify their use of financial incentives provided to servicemembers in occupational specialties that have more personnel than authorized. Based on this information, we also recommend that DOD develop a management plan to address recruiting and retention challenges.

In written comments on a draft of this report, DOD partially concurred with our recommendations. DOD's comments are included in this report as appendix V.

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## Background

Conditions today present some of the most difficult recruiting and retention challenges DOD has experienced in recent history. Since the September 11, 2001, terrorist attacks on the United States, DOD has launched three major military operations requiring significant numbers of military servicemembers: Operation Noble Eagle, which covers military operations related to homeland security; Operation Enduring Freedom, which includes ongoing military operations in Afghanistan and certain other countries; and Operation Iraqi Freedom, which includes ongoing military operations in Iraq. These military operations have greatly

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increased personnel tempo, especially in the Army, Marine Corps, Army National Guard, and Army Reserve, which have provided the bulk of the military servicemembers for operations in Iraq. Additionally, when Hurricanes Katrina and Rita hit the Gulf Coast in August and September 2005, respectively, resulting in possibly the largest natural disaster relief and recovery operations in U.S. history, DOD was called upon to provide extensive search and rescue, evacuation, and medical support.

DOD relies on four active components—the Army, Navy, Marine Corps, and Air Force—and four reserve and two National Guard components—the Army National Guard, Army Reserve, Navy Reserve, Marine Corps Reserve, Air National Guard, and Air Force Reserve—to meet its mission.<sup>9</sup> Each year, Congress authorizes an annual year-end authorized personnel level for each component. In fiscal year 2005, the authorized personnel levels for the four active, four reserve, and two National Guard components totaled approximately 2.3 million military servicemembers.<sup>10</sup> In order to meet legislatively mandated authorized personnel levels, DOD must balance accessions and losses. Meeting this authorization requirement is a function of recruiting and retention.

The term recruiting refers to the military components' ability to bring new members into the military to carry out mission-essential tasks in the near term and to begin creating a sufficient pool of entry-level servicemembers to develop into future midlevel and upper-level military leaders. To accomplish this task, active, reserve, and National Guard components set goals for accessions, or new recruits, who will enter basic training each year, and strive to meet their annual goals through their recruiting programs; advertising; and, where needed, financial incentives. The term retention refers to the military services' ability to retain servicemembers with the necessary skills and experience. Again, the components rely on financial incentives, where needed, to meet their retention goals.

The components further delineate their force structure through occupational specialties. These occupational specialties, totaling about 1,500 across DOD in the active, reserve, and National Guard components,

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<sup>9</sup>See footnote 2.

<sup>10</sup>The 2.3 million military servicemembers only include the Selected Reservists in the reserve components. Total authorizations also do not include additional authorized end-strength totals for active duty Army and Marine Corps servicemembers serving in Iraq and Afghanistan.

represent the jobs that are necessary for the components to meet their specific missions. These occupational specialties cover a variety of jobs, such as infantrymen, dental technicians, personnel clerks, journalists, and air traffic controllers.

## DOD's Components Met Most Aggregate Recruiting and Retention Goals in the Past 6 Fiscal Years, but Recent Trends Prompt Concerns

While DOD's active, reserve, and National Guard components met most of their aggregate recruiting and retention goals in the past 6 fiscal years, they faced greater recruiting difficulties in fiscal year 2005. With respect to recruiting, most components met overall goals from fiscal years 2000 through 2004, but 5 of the 10 components experienced recruiting difficulties in fiscal year 2005. Most components also met their aggregate retention goals in the past 6 fiscal years, but the Navy experienced retention shortages in fiscal year 2005. We note, however, that the components have taken certain actions that suggest they may be challenged to meet future recruiting and retention goals.

## Components Generally Met Aggregate Recruiting Goals in Past 6 Fiscal Years, but Five Components Experienced Recruiting Difficulties in Fiscal Year 2005

The active, reserve, and National Guard components generally met their aggregate recruiting goals for enlisted servicemembers for the past 6 fiscal years, but 5 of the 10 components experienced recruiting difficulties in 2005. DOD's recruiting data presented in table 1 show that with the exception of the Army, all of the active duty components met their overall recruiting goals. By the end of fiscal year 2005, the Army achieved about 92 percent of its recruiting goal.

**Table 1: Percentage of Active Duty Enlisted Aggregate Recruiting Goals Met for Fiscal Years 2000 through 2005**

Fiscal year	Army	Navy	Marine Corps	Air Force
2000	100	100	100	102
2001	100	100	100	102
2002	100	100	101	102
2003	100	100	100	100

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<b>Fiscal year</b>	<b>Army</b>	<b>Navy</b>	<b>Marine Corps</b>	<b>Air Force</b>
2004	101	101	100	101
2005	92	100	100	102

Source: DOD.

Table 2 shows that, while DOD's reserve and National Guard components generally met or exceeded their enlisted aggregate recruiting goals for fiscal years 2000 through 2004, four components missed their recruiting goals in 1 or 2 years during that period by 6 to 20 percent. For example, the Army National Guard achieved 82 percent and 87 percent of its recruiting objectives in fiscal years 2003 and 2004, respectively, and the Air National Guard achieved 87 percent and 94 percent of its recruiting objectives in fiscal years 2001 and 2004, respectively. Additionally, in fiscal year 2000, both the Navy Reserve and Air Force Reserve missed their recruiting goals by 19 percent and 20 percent, respectively.

Reserve and National Guard recruiting data through the end of fiscal year 2005 show that the reserve and National Guard components experienced difficulties in meeting their 2005 aggregate recruiting goals. Only the Marine Corps Reserve, achieving 102 percent, and the Air Force Reserve, achieving 113 percent, surpassed their goals. The Army Reserve achieved 84 percent of its overall recruiting goal; the Army National Guard, 80 percent; the Air National Guard, 86 percent; and the Navy Reserve, 88 percent. Appendix II contains more detailed information on components' recruiting goals and achievements.

**Table 2: Percentage of Reserve Component Enlisted Aggregate Recruiting Goals Met for Fiscal Years 2000 through 2005**

Fiscal year	Army National Guard	Army Reserve	Navy Reserve	Marine Corps Reserve	Air National Guard	Air Force Reserve
2000	113	100	81	101	106	80
2001	103	102	101	102	87	110
2002	105	107	102	103	106	114
2003	82	102	106	101	148	101
2004	87	101	111	102	94	111
2005	80	84	88	102	86	113

Source: DOD.

**Components Met Aggregate Retention Goals in Past 6 Fiscal Years, but the Navy Experienced Retention Difficulties in Fiscal Year 2005**

As with recruiting, the active, reserve, and National Guard components generally met or surpassed their enlisted aggregate retention goals during the past 6 fiscal years, but in fiscal year 2005, 1 of the 10 components experienced retention shortages. DOD’s active components track retention by years of service and first, second, or subsequent enlistments.<sup>11</sup> Table 3 shows that from fiscal years 2000 through 2004, the Army met all of its retention goals and that the 3 remaining active components missed some of their retention goals in 1 or 2 years during that period by at most 8 percent. For example, the Air Force did not meet its goal for second term

<sup>11</sup>The Army tracks retention rates by initial term (first enlistment, regardless of length), mid-career (second or subsequent enlistment with up to 10 years of service), and career (second or subsequent enlistment with 10 or more years of service). The Navy’s most important retention categories are Zone A (up to 6 years of service), Zone B (6 years to 10 years of service), and Zone C (10 years to 14 years of service). The Marine Corps tracks retention by first enlistment and second or subsequent enlistment. Through June 2005, the Air Force tracked retention by first term (first enlistment, regardless of length), second term (second enlistment), and career (third or subsequent enlistment). Beginning July 2005, the Air Force changed from reporting reenlistment rates as the primary retention measure to calculating retention using a new metric, Average Career Length, which factors in losses that occur at all years of service.



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reenlistments by up to 8 percent during this period. In fact, the Air Force did not meet this goal in 4 of the past 6 fiscal years and missed its goal for career third-term reenlistments in 2000, 2001, and 2002. The Navy did not meet its goal for reenlistments among enlisted servicemembers who have served from 10 to 14 years in 3 of the past 5 fiscal years, and the Marine Corps did not meet its goal for subsequent reenlistments in fiscal year 2003 only.

In fiscal year 2005, retention data again show most active components generally met their enlisted aggregate retention goals, with the exception of the Navy. The Navy did not meet its end-of-year retention goals for servicemembers with less than 6 years of service by about 2 percent, and for servicemembers with 6 to 10 years of service by about 8 percent. Appendix III contains more detailed information on active components' retention goals and achievements.

**Table 3: Percentage of Active Duty Enlisted Aggregate Retention Goals Met for Fiscal Years 2000 through 2005**

Component	Percentage of goal met (2000)	Percentage of goal met (2001)	Percentage of goal met (2002)	Percentage of goal met (2003)	Percentage of goal met (2004)	Percentage of goal met (2005)
<b>Army</b>						
Initial	107.0	101.3	101.7	110.2	108.3	103.3
Mid-career	101.8	101.6	101.6	105.9	104.1	102.7
Career	106.1	101.7	104.7	100.4	109.2	128.5
<b>Navy</b>						
Zone A	N/A	99.8	104.8	110.4	96.6	97.7
Zone B	N/A	98.8	102.1	105.1	100.3	91.6
Zone C	N/A	95.5	97.1	102.2	102.2	99.8
<b>Marine Corps</b>						
First term	100.9	100.0	102.5	99.6	100.6	103.4
Subsequent	N/A	N/A	125.5	94.2	137.3	137.6
<b>Air Force<sup>a</sup></b>						
First term	96.5	102.0	131.1	110.0	114.5	107.7
Second term	92.9	91.9	104.4	92.3	93.3	115.9
Career	95.6	94.9	99.6	100.2	102.1	105.9

Source: DOD.

Note: N/A indicates that data were not available or incomplete.

<sup>a</sup>The Air Force introduced new metrics—Average Career Length and Cumulative Continuation Rates—in July 2005 to more accurately measure enlisted retention patterns.

DOD tracks reserve and National Guard components' retention through attrition rates, a measure of the ratio of people who leave those components in a given year compared to the components' total authorized personnel levels. These components establish attrition goals, which represent the maximum percentage of the force that they can lose each year and still meet authorized personnel levels. Annual attrition ceilings were originally established in fiscal year 2000 and have remained unchanged for each of the components. Table 4 shows that the reserve and National Guard components were generally at or below their attrition thresholds, thereby meeting their retention goals. Only three components, the Army National Guard, Army Reserve, and Air National Guard exceeded their attrition thresholds during fiscal years 2000 through 2003, and these thresholds were exceeded by about 1 percentage point or less.

**Table 4: Percentage of Reserve and National Guard Enlisted Aggregate Attrition Goals and Achievements for Fiscal Years 2000 through 2005**

Component	Goal (ceiling)	Fiscal year 2000 actual	Fiscal year 2001 actual	Fiscal year 2002 actual	Fiscal year 2003 actual	Fiscal year 2004 actual	Fiscal year 2000 actual year to date (June)	Fiscal year 2004 actual year to date (June)	Fiscal year 2005 actual year to date (June)
Army National Guard	19.5	18.0	20.0	20.6	18.1	18.6	14.4	14.1	15.6
Army Reserve	28.6	29.4	27.4	24.6	22.1	22.6	21.6	15.6	17.2
Navy Reserve	36.0	27.1	27.6	26.5	26.5	28.2	21.7	21.8	23.9
Marine Corps Reserve	30.0	28.5	26.4	26.0	21.4	26.3	22.1	21.0	16.0
Air National Guard	12.0	11.0	9.6	7.2	12.7	11.5	8.8	9.0	7.8
Air Force Reserve	18.0	13.9	13.4	8.7	17.0	13.6	12.0	10.3	11.1

Source: DOD.

### Several Factors Suggest Recruiting and Retention Difficulties Are Likely to Continue

Several factors suggest the components are likely to continue experiencing difficulties in meeting their aggregate recruiting and retention goals in the future. DOD previously reported that over half of today's youth between the ages of 16 and 21 are not qualified to serve in the military because they fail to meet the military's entry standards.<sup>12</sup> In addition, all active components are experiencing reduced numbers of applicants in their delayed entry programs. Also, each of the components initiated a stop loss program at various times in the past 6 fiscal years that prevented servicemembers from leaving active duty after they completed their obligations, although the Army, Army National Guard, and Army Reserve are the only components still employing stop loss. Furthermore, the Army Reserve has recalled members of the Individual Ready Reserve.

<sup>12</sup>See GAO-05-952.

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## Delayed Entry Program

All of the active components are experiencing shrinking numbers of new recruits in their delayed entry programs.<sup>13</sup> According to a DOD official from the Office of the Secretary of Defense, the delayed entry program is viewed as a depository for future soldiers, sailors, and airmen. When prospects sign their contracts, they enter into the pool of applicants awaiting the date that they report to basic training. While in the delayed entry program, the applicants are the responsibility of the recruiter and, as such, are taught basic military protocols and procedures, such as saluting and rank recognition. Applicants generally spend no more than a year in the delayed entry program and no less than 10 days. Before being released from the delayed entry program, applicants are medically qualified, take an initial oath of enlistment, and perform other personal business prior to reporting to basic training. According to the same DOD official, a healthy delayed entry program is imperative to a successful recruiting year. If the active components come in at or near their delayed entry program goals for the year, they can be relatively sure they will achieve their annual recruiting goals. If they fall short of their delayed entry program goals, the components try to make up the shortfalls by sending individuals to basic training as early as the same month in which they sign enlistment papers.

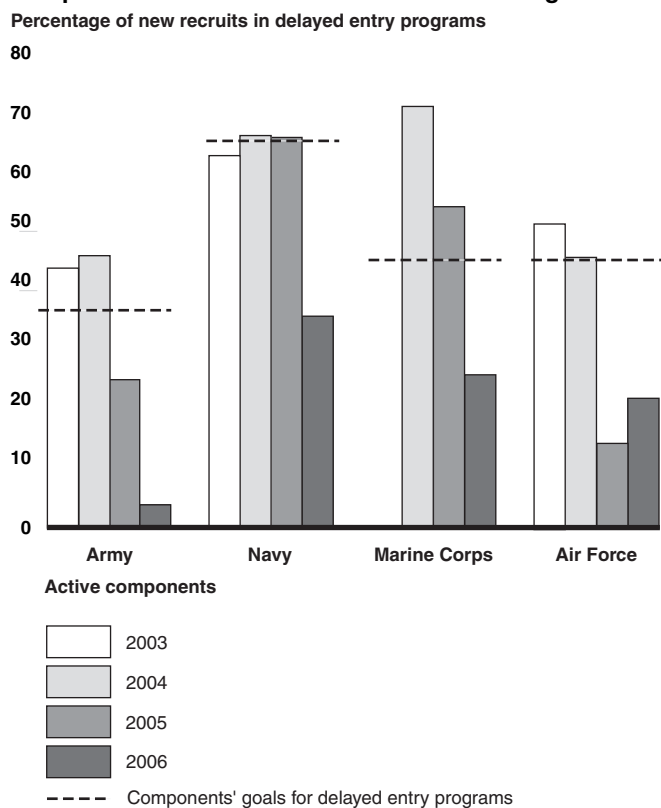
Typically, the active components prefer to enter a fiscal year with 35 percent to 65 percent of their coming year's accession goals, depending on the component, already filled by recruits in the delayed entry program. Figure 1 shows the percentage of new recruits in the delayed entry programs compared to the components' goals for fiscal years 2003 through 2006. For example, the Army's goal is to enter each fiscal year with 35 percent of its upcoming annual accession goal already in the delayed entry program. The Army exceeded this goal when it entered fiscal year 2004 with 46 percent of its annual accession goal already in the program. However, it entered fiscal year 2005 with only 25 percent of its accession goal in the program and, as of August 2005, is projected to enter fiscal year 2006 with 4 percent of its accession goal in the program. The Navy, with an annual goal of 65 percent for its delayed entry program, is projected to enter fiscal year 2006 with almost 36 percent of its accession goal in the program. The Marine Corps, with an annual delayed entry program goal of 43 percent, entered fiscal year 2004 well above this goal, with 71 percent of its accession goal in the program, 54 percent in 2005, and a projected 26 percent in fiscal year 2006. Similarly, the Air Force, with a delayed entry

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<sup>13</sup>The delayed entry program consists of individuals who have signed a contract to join the military at a future date.

program goal of 43 percent, projected to enter fiscal year 2006 with almost 22 percent of its accession goal in the program. The fact that all the active duty components entered fiscal year 2006 with at least 40 percent fewer recruits in their delayed entry programs than desired suggests that the active duty components will likely face recruiting difficulties in fiscal year 2006.

**Figure 1: Percentage of New Recruits in Delayed Entry Programs Compared to the Components' Goals for Fiscal Years 2003 through 2006**



Source: DOD.

Notes: Data on the Marine Corps's 2003 delayed entry program were not available. All 2006 data cover through the end of July.

## Stop Loss

Although some components have employed stop loss over the past several years, the Army, Army Reserve, and Army National Guard are the only components currently using it. The stop loss program, according to several Army officials, is used primarily for units that are deployed and is intended

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to maintain unit cohesion. A DOD official told us that in June 2005, the Army stop loss program affected over 15,000 soldiers, or less than one-tenth of a percent of DOD's total military force—9,044 active component soldiers, 3,762 reserve soldiers, and 2,480 National Guard soldiers. The active Army and Army Reserve stop loss program takes effect 90 days prior to unit deployment or with official deployment order notification, and remains in effect through the date of redeployment to permanent duty stations, plus a maximum of 90 days. Army headquarters' officials said that several Army initiatives, such as restructuring and rebalancing the active and reserve component mix, will, over time, eliminate the need for stop loss. Congress has expressed concern that the use of stop loss to meet overall personnel requirements may have a negative impact on recruiting and retention and the public's perception of the military. Another Army official told us that the attention this program has received in the media may have created some of the negative implications on the public's perception of military service. Additionally, an Army Reserve official we spoke with stated that when active duty units are affected by stop loss, servicemembers who have not completed their military obligations in those units may be delayed in transitioning from active duty into the reserve or National Guard components, potentially creating more difficulties for these components to meet their recruiting and retention goals.

## Individual Ready Reserve

The Army Reserve has also recalled members of the Individual Ready Reserve—which, according to an Army Reserve official, is used to fill personnel shortfalls in active, reserve, and National Guard units—to address recruiting and retention difficulties. All soldiers, whether in an active, reserve, or National Guard component, agree to at least an 8-year service commitment in their initial enlistment contracts. This obligation exists regardless of how much time is to be served in the active, reserve, or National Guard component, or some combination of the active and reserve or National Guard components under the enlistment contract. If the soldier is separated from the active duty Army, reserve, or National Guard component before the 8-year commitment has been completed, the soldier may elect to remain in active duty Army, affiliate with the reserves, or be assigned to the Individual Ready Reserve. In the latter case, servicemembers are subject to recall, if needed. Almost 7,000 soldiers, including about 600 servicemembers who volunteered to serve and about 6,400 others under contractual obligation, have been deployed from the

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Individual Ready Reserve since 2002. As of August 2005, over 4,000 of these soldiers were still on active duty, serving a maximum of 2 years.<sup>14</sup>

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## Components Have Exceeded Authorized Personnel Levels for Some Occupational Specialties and Experienced Shortages in Others

All components exceeded authorized personnel levels for some occupational specialties and did not meet others. Specifically, we found certain occupational specialties have been consistently over- or underfilled when compared to their actual personnel authorizations.<sup>15</sup> We believe these consistently overfilled and underfilled occupational specialties raise critical questions. First, what is the cost to the taxpayer to retain thousands more personnel than necessary in consistently overfilled occupational specialties? Second, how can DOD components continue to effectively execute their mission with consistently underfilled occupational specialties? However, because DOD lacks information from the components on all over- and underfilled occupational specialties, including reasons why these occupational specialties are over- and underfilled, it cannot address these questions and develop a plan to assist the components in addressing the root causes of its recruiting and retention challenges.

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<sup>14</sup>10 U.S.C. § 12301. Individual Ready Reserve personnel called back into active duty may consent to extended service beyond the 2-year maximum due to the needs of the component and mission requirements.

<sup>15</sup>DOD lacks common criteria that define thresholds for over- and underfilled occupational specialties. For purposes of this report, therefore, we defined overfilled occupational specialties as those that were over their authorized levels by 1 or more individuals and underfilled occupational specialties as those that were under their authorized levels by 1 or more individuals. We defined consistently over- or consistently underfilled as being over- or underfilled for 5 or 6 fiscal years with one exception. The Navy Reserve only provided data for 2002 through 2005; therefore we defined consistently over- or underfilled as 4 years for the Navy Reserve. When we redefined over- and underfilled occupational specialties over or under their authorizations by 10 individuals, we found that all components still had at least one occupational specialty that was consistently overfilled and at least one occupational specialty that was consistently underfilled.

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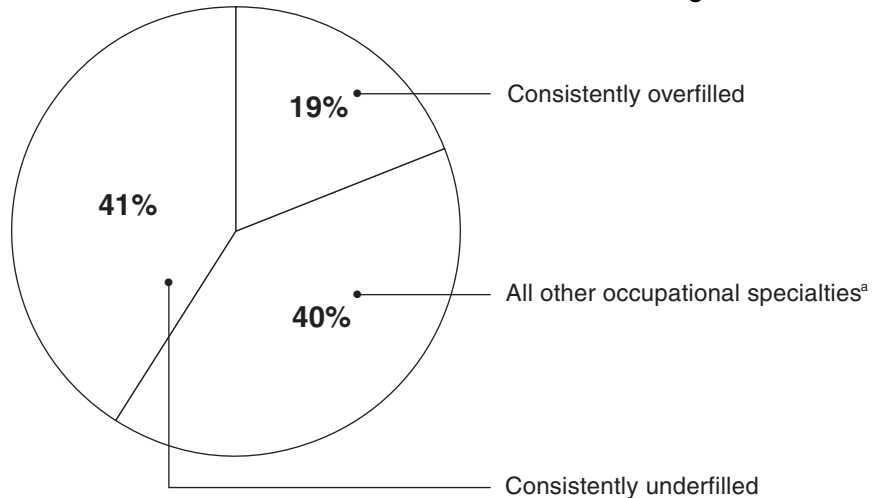
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## Certain Occupational Specialties Have Been Consistently Over- or Underfilled Compared to Their Authorized Personnel Levels

Of nearly 1,500 enlisted occupational specialties across DOD, about 19 percent were consistently overfilled and about 41 percent were consistently underfilled from fiscal years 2000 through 2005, as shown in figure 2.<sup>16</sup> In fiscal year 2005 alone, within the occupational specialties that consistently exceeded authorization, there were almost 31,000 more servicemembers in these occupational specialties than authorized. At the same time, DOD was not able to fill over 112,000 positions in consistently underfilled occupational specialties.

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**Figure 2: Percentage of Enlisted Occupational Specialties That Were Consistently Over- or Underfilled across DOD for Fiscal Years 2000 through 2005**



Source: GAO analysis of DOD data.

Note: We defined consistently over- or underfilled as being over or under the occupational specialty's authorized level for 5 or 6 fiscal years.

<sup>a</sup>All other occupational specialties refers to those occupational specialties that have not been consistently over- or underfilled from fiscal years 2000 through 2005.

The percentage of consistently over- and underfilled occupational specialties varies across the components. For example, from fiscal years 2000 through 2005, the percentage of consistently overfilled occupational specialties ranged from 1 percent in the active Navy to 44 percent in the Navy Reserve. Similarly, from fiscal years 2000 through 2005, the percentage of consistently underfilled occupational specialties ranged from

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<sup>16</sup>The 2005 data are through June 2005.



16 percent in the active Army to 65 percent in the active Navy. Table 5 provides information on consistently over- and underfilled occupational specialties for each component.<sup>17</sup> Appendix IV provides more detailed information on the occupational specialties that were consistently over- and underfilled for each component.

**Table 5: Percentage of Consistently Overfilled and Underfilled Active and Reserve Enlisted Occupational Specialties for Fiscal Years 2000 through 2005**

Component	Total number of occupational specialties (2005)	Consistently overfilled <sup>a</sup>		Consistently underfilled	
		Number of occupational specialties	Percentage of occupational specialties	Number of occupational specialties	Percentage of occupational specialties
Army	182	33	18	29	16
Navy	74 <sup>b</sup>	1	1	48	65
Marine Corps	245	51	21	61	25
Air Force	124	10	8	68	55
<b>Total active duty</b>	<b>625</b>	<b>95</b>	<b>15</b>	<b>206</b>	<b>33</b>
Army National Guard	188	27	14	114	61
Army Reserve	174	45	26	72	41
Navy Reserve <sup>c</sup>	62	27	44	12	19
Marine Corps Reserve	218	38	17	108	50
Air National Guard	103	9	9	59	57
Air Force Reserve	114	37	32	40	35
<b>Total reserve and National Guard</b>	<b>859</b>	<b>183</b>	<b>21</b>	<b>405</b>	<b>47</b>
<b>Total active duty, reserve and National Guard</b>	<b>1,484</b>	<b>278</b>	<b>19</b>	<b>611</b>	<b>41</b>

Source: GAO analysis of DOD data.

Note: Data for 2000 through 2004 are as of September 30. Data for 2005 are as of June 30.

<sup>a</sup>We defined consistently over- or underfilled as being over or under the occupational specialty's authorized level for 5 or 6 fiscal years.

<sup>b</sup>Navy provided data for the occupational specialty rating level and not the skill classification level.

<sup>17</sup>Information for the Reserve and National Guard components reflects aggregate data that are not state specific. Therefore, the number and percentage of over- and underfilled occupational specialties may not accurately capture additional challenges the Reserve and Guard components face due to geographic recruiting limitations and meeting state mission requirements, respectively.

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<sup>c</sup>Navy Reserve did not provide data for 2000 and 2001; therefore we defined consistently over- or underfilled for 4 years for the Navy Reserve.

Our analysis further shows the number of servicemembers that exceeded the authorizations assigned to occupational specialties ranged from just 1 servicemember to almost 6,000 servicemembers. For example, the active Army Reserve Technical Engineer occupational specialty was overfilled by 1 servicemember in fiscal year 2000, and the active Navy Seaman occupational specialty was overfilled by almost 6,000 servicemembers in that same year. Similarly, we found shortages in the number of servicemembers assigned to occupational specialties ranged from just 1 servicemember to over 8,200 servicemembers. For example, the Marine Corps Reserve Parachute Rigger occupational specialty was underfilled by 1 servicemember in fiscal year 2000 and the active Navy Hospital Corpsman occupational specialty was underfilled by over 8,200 servicemembers in that same year.

Table 6 presents several reasons provided by component officials to explain why certain occupational specialties have been consistently overfilled. For example, an Air Force Reserve official told us that this component recruited more Tactical Aircraft Avionics Systems personnel than authorized because it is a high-demand, technical occupational specialty that is critical to one of the Air Force Reserve's missions. As a result, this occupational specialty has been consistently overfilled by about 160 to 240 individuals each year for the past 6 years. Furthermore, we found that the Army's Cavalry Scout occupational specialty was overfilled by over 200 to almost 1,000 individuals in the past 5 years and an Army official stated that this occupational specialty was anticipated to increase its personnel authorization levels. According to Army projections, the current strength is still 1,700 short of the fiscal year 2007 target. Moreover, several component officials told us that some of their occupational specialties have consistently been overfilled because their components needed to meet legislatively mandated aggregate personnel levels, and to do so, they assigned personnel to occupational specialties that did not necessarily need additional personnel.

Table 6 also presents several reasons provided by component officials to explain why certain occupational specialties have been consistently underfilled. For example, component officials told us that extensive training requirements have led the Army's Special Forces Medical Sergeant, the Army National Guard's Power-Generation Equipment Repairer, and the Marine Corps's Counterintelligence Specialist occupational specialties to be consistently underfilled for the last 5 or 6 years. Furthermore, an official

in the Army National Guard stated that the occupational specialty, Motor Transport Operator, was consistently underfilled by at least 1,800 to about 4,800 individuals in the past 6 years because the entire nation is short of truck drivers, which poses a recruiting challenge.

**Table 6: Examples of Reasons for Consistently Over- or Underfilled Occupational Specialties as Reported by Component Officials**

<b>Reason an occupational specialty was consistently overfilled</b>	<b>Example of occupational specialties</b>
Significant decrease in authorizations over several years	Avenger Crewmember (Army) Combat Engineer (Army) Personnel Clerk (Marine Corps Reserve) Ground Radar Systems (Air Force)
Critical technical skill; high demand	Tactical Aircraft Avionics Systems (Air Force Reserve)
Heavily utilized and deployed; high turnover	Security Forces (Air Force Reserve)
Overall force structure changes—current strength is still short of future target	Cavalry Scout (Army) Infantryman (Army)
Variations in attrition behavior significantly influence low-density occupational specialties	Patient Administration Specialist (Army) Mortuary Affairs Specialist (Army National Guard)
Meet personnel requirements	Supply (Air Force Reserve) Personnel (Air Force Reserve)
Entry level occupational specialty—need overage to grow to intermediate level	Automotive Organizational Mechanic (Marine Corps Reserve) Meteorological and Oceanographic Observer (Marine Corps)
<b>Reason an occupational specialty was consistently underfilled</b>	<b>Example of occupational specialties</b>
High demand and high probability of deployment	Infantryman (Army National Guard)
Extensive training or qualification requirements	Special Forces Medical Sergeant (Army) Power-Generation Equipment Repairer (Army National Guard) Maintenance (Air Force Reserve) Special Investigations (Air Force Reserve) Counterintelligence Specialist (Marine Corps) Reconnaissance Man (Marine Corps Reserve)
Clearance requirements and highly technical skills	Signal Collection/Identification Analyst (Army) Counterintelligence Specialist (Marine Corps)
Training pipeline delays	Dental Technician (Navy)
Market shortage	Motor Transport Operator (Army National Guard)
Overall force structure changes—increase in authorizations	Field Artillery Automated Tactical Data System Specialist (Army) Combat Control (Air Force) Intelligence Applications (Air Force) Master at Arms (Navy Reserve)

Source: DOD.

We believe that consistently over- and underfilled occupational specialties are a systemic problem for DOD that raises questions about the validity of

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occupational specialty authorizations. The fact that DOD has consistently experienced almost 280 overfilled occupational specialties raises particular questions about affordability. We determined that it cost the federal government about \$103,000 annually, on average, to compensate each enlisted active duty servicemember in fiscal year 2004. Accordingly, compensating the almost 31,000 servicemembers who served in occupational specialties that exceeded authorized personnel levels for fiscal year 2005 was costly. Similarly, the consistently underfilled occupational specialties raise the question about the components' ability to continue to achieve their mission. The fact that over 112,000 positions in consistently underfilled occupational specialties were vacant in fiscal year 2005 raises concerns about whether the authorized personnel levels for these occupational specialties are based on valid requirements.

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### DOD Lacks Information on Recruiting and Retention Challenges for All Over- and Underfilled Occupational Specialties

While the active components have started reporting information to DOD on certain occupational specialties, the department currently lacks information on all occupational specialties, which prevents a complete understanding of the components' recruiting and retention challenges. The Office of the Under Secretary of Defense (OUSD) for Personnel and Readiness directed the active components to report their critical occupational specialties for recruiting, beginning in 2004, in OUSD's personnel and readiness report—an update provided to the Secretary of Defense each quarter. Table 7 provides the OUSD-defined criteria for occupational specialties that are critical for recruiting. An occupational specialty must meet at least one criterion to be considered critical; the fact that an occupational specialty is underfilled is only one of the criteria. Accordingly, the active components identify and report to OUSD about 10 percent of their occupational specialties that they deem critical for recruiting. For example, in OUSD's third quarter fiscal year 2005 personnel and readiness report to the Secretary of Defense, the active components reported accessions information on 67 occupational specialties. In addition, the active components reported the reason why the occupational specialties reported were deemed critical, the accession goal for these occupational specialties, and year-to-date accessions achieved. Beginning in 2005, OUSD further directed the active components to report critical occupational specialties for retention as well. Table 7 also provides the OUSD-defined criteria for occupational specialties that are critical for retention. In fiscal year 2005, each of the active components reported 10 occupational specialties, for a total of 40 occupational specialties, which they deemed critical for retention. Again, the active components reported the reason why the occupational specialties reported were deemed critical;

the retention goal; number of personnel retained to date; and the number of servicemembers authorized and assigned, or the fill rate, for each occupational specialty reported. These 40 occupational specialties, however, represent only 6 percent of the 625 total active duty occupational specialties. Collectively, the critical occupational specialties (such as Army Infantrymen and Marine Corps Counter Intelligence Specialists) that the active components report on represent at most 16 percent of the 625 active duty occupational specialties.<sup>18</sup> Therefore, OUSD is not receiving information on at least 84 percent of active duty occupational specialties. Furthermore, the reserve and National Guard components are not required to report to OUSD any information on their combined 859 occupational specialties. This means that OUSD receives fill rate information on less than 3 percent of all occupational specialties.

**Table 7: OUSD’s Criteria for Determining Occupational Specialties That Are Critical for Recruiting and Retention**

<b>Critical for recruiting</b>	<ul style="list-style-type: none"> <li>(1) Crucial to combat readiness</li> <li>(2) Undermanned in the force</li> <li>(3) Unfilled class seats</li> <li>(4) High volume required</li> <li>(5) High entrance standards</li> <li>(6) Undesireable duty</li> </ul>
<b>Critical for retention</b>	<ul style="list-style-type: none"> <li>(1) Must have a history of being or must be projected to be underfilled</li> <li>(2) Must be mission critical, which is defined as               <ul style="list-style-type: none"> <li>(a) technical skills requiring high training costs, replacement costs, or both;</li> <li>(b) skills in high demand in the civilian sector;</li> <li>(c) challenging to recruit into;</li> <li>(d) crucial to combat readiness; or</li> <li>(e) low-density/high-demand skill</li> </ul> </li> </ul>

Source: DOD.

Note: An occupational specialty must meet one criterion to be considered critical for recruiting or for retention.

<sup>18</sup>Given that some occupational specialties are deemed critical for both recruiting and retention, the active components actually provided information on 87 distinct occupational specialties.

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In July 2005, DOD issued Directive 1304.20 that requires the components to meet aggregate and occupational-specialty-specific authorized personnel levels. However, this directive does not include any reporting requirements and therefore does not specifically require the components to report on over- and underfilled occupational specialties. Until all components are required to provide complete information on all over- and underfilled occupational specialties, including reasons why these occupational specialties are over- and underfilled, and DOD determines if the new directive is having its desired effect, the department cannot develop an effective plan to assist the components in addressing the root causes of recruiting and retention challenges. Moreover, DOD is not in the position to assess the economic impact on the taxpayer of thousands of consistently overfilled occupational specialties or determine whether it can continue to effectively execute the mission requirements with consistently underfilled occupational specialties.

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**DOD Has Taken Steps to Enhance Recruiting and Retention Efforts, but Limited Information Makes It Difficult to Determine Financial Incentives' Effectiveness**

DOD's components spend hundreds of millions of dollars each year on programs to enhance their recruiting and retention efforts; however, the department lacks the information needed to determine whether financial incentives are targeted most effectively. Budgets for these programs—recruiting, advertising, and financial incentives—have fluctuated over the last 6 fiscal years.<sup>19</sup> Specifically, in fiscal year 2005, five components increased their recruiter forces and three components revised their advertising programs. Additionally, various components increased enlistment and reenlistment bonuses to enhance recruiting and retention for specific occupational specialties. However, because OUSD does not require the components to fully justify the financial incentives paid to servicemembers in all occupational specialties, DOD lacks the information needed to ensure that funding spent on recruiting and retention is appropriately and effectively targeted to occupational specialties for which the components have the greatest need or to determine if other types of corrective action are needed. In fact, our analysis shows that components offered some of these incentives to servicemembers in consistently overfilled occupational specialties.

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<sup>19</sup>We have not looked at budget justification data provided with the supplemental requests.

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## Recruiting Programs, Advertising, and Financial Incentive Budgets Have Fluctuated

Budget data for fiscal years 2000 through 2006 show that DOD's recruiting programs, advertising, and financial incentive budgets fluctuated from \$1.7 billion to \$2.1 billion during those years, and that DOD spent a total of \$9.9 billion on these programs over the first 5 years.<sup>20</sup> Fiscal years 2005 and 2006 budget estimates for these programs total \$1.7 billion and \$1.8 billion, respectively.

DOD's overall annual expenditures for recruiting programs fluctuated from approximately \$631.6 million to \$800.7 million from fiscal years 2000 to 2004, and budgeted estimates of recruiting expenditures for fiscal year 2005 were \$639.5 million, and for fiscal year 2006, \$726.2 million. These recruiting expenditures cover essential items for recruiting commands and stations throughout the United States, including meals, lodging, and travel of applicants; recruiter expenses;<sup>21</sup> vehicle operation and maintenance; office spaces; and other incidental expenses. Figure 3 shows actual recruiting expenditures for fiscal years 2000 through 2004 and budgeted recruiting expenditures for fiscal years 2005 and 2006.

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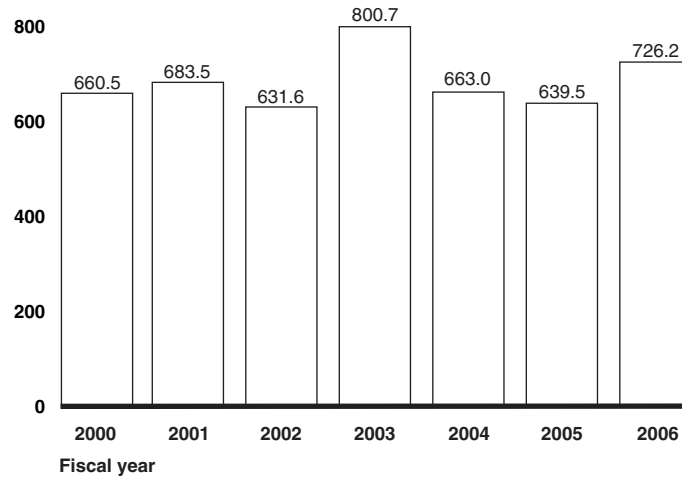
<sup>20</sup>All dollar amounts have been adjusted for inflation to constant fiscal year 2005 dollars.

<sup>21</sup>Recruiter salaries are covered separately in DOD's military personnel accounts.

**Figure 3: Total DOD Recruiting Program Budget for Fiscal Years 2000 through 2006**

Fiscal year 2005 constant dollars in millions

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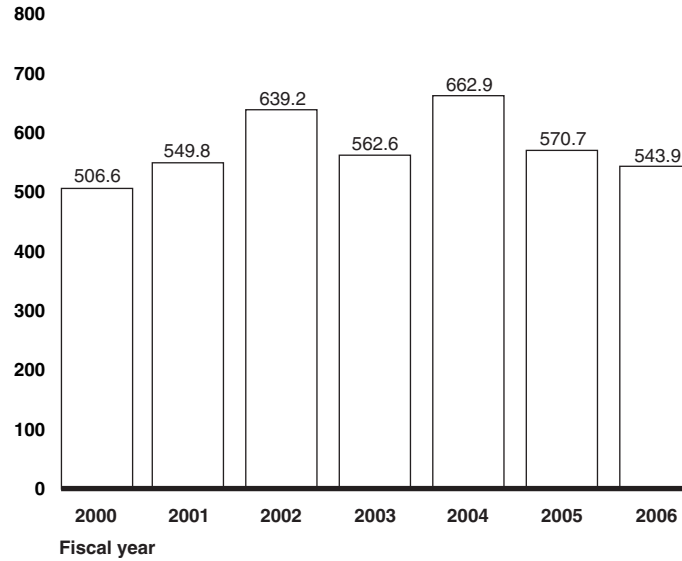
Source: DOD.

Note: The data from 2000 through 2004 are actual expenditures. The 2005 and 2006 data are the amounts budgeted for those years.

DOD's annual advertising expenditures fluctuated from approximately \$506.6 million to \$663.0 million from fiscal years 2000 to 2004, and budgeted advertising expenditures for fiscal year 2005 were \$570.7 million, and for fiscal year 2006, \$543.9 million—a decrease of almost \$27 million. Figure 4 shows actual advertising expenditures for fiscal years 2000 through 2004 and budgeted advertising expenditures for fiscal years 2005 and 2006.



**Figure 4: Total DOD Advertising Budget for Fiscal Years 2000 through 2006**  
Fiscal year 2005 constant dollars in millions



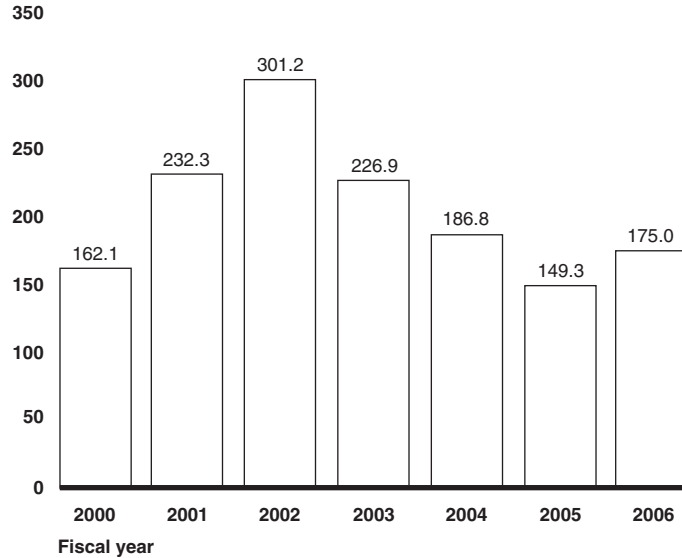
Source: DOD.

Note: The data from 2000 through 2004 are actual expenditures. The 2005 and 2006 data are the amounts budgeted for those years.

DOD's annual expenditures for enlistment bonuses—targeted to new recruits—fluctuated from approximately \$162.1 million to \$301.2 million from fiscal years 2000 to 2004, and budgeted enlistment bonus expenditures for fiscal year 2005 were \$149.3 million, and for fiscal year 2006, \$175.0 million. Figure 5 shows actual enlistment bonus expenditures for fiscal years 2000 through 2004 and budgeted enlistment bonus expenditures for fiscal years 2005 and 2006.

**Figure 5: Total DOD Enlistment Bonus Program Budget for Fiscal Years 2000 through 2006**

Fiscal year 2005 constant dollars in millions



Source: DOD.

Note: The data from 2000 through 2004 are actual expenditures. The 2005 and 2006 data are the amounts budgeted for those years.

DOD's total expenditures for selective reenlistment bonuses—targeted to servicemembers already in the military who reenlist for an additional number of years—fluctuated from approximately \$420.5 million to \$551.6 million from fiscal years 2000 to 2004,<sup>22</sup> and budgeted reenlistment bonus expenditures for fiscal years 2005 and 2006 were \$346.1 million and \$387.7 million, respectively. Our analysis of actual expenditures for reenlistment bonuses in fiscal year 2005 for the active Navy, Marine Corps, and Air Force officials, show their expenditures to be within \$13.5 million, \$4.8 million, and \$11.0 million of their budgeted amounts, respectively.<sup>23</sup> However, it is significant to note that the active Army component spent

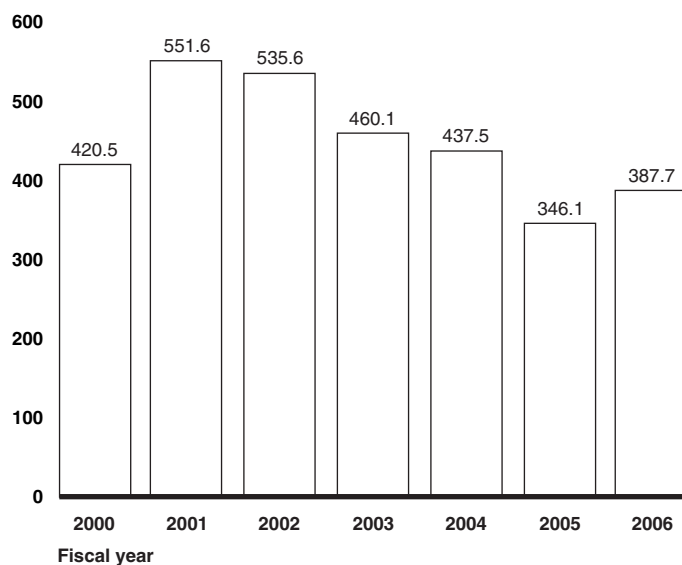
<sup>22</sup>GAO, *Military Personnel: Management and Oversight of the Selective Reenlistment Bonus Program Needs Improvement*, GAO-03-149 (Washington, D.C.: Nov. 25, 2002), and *Military Personnel: Observations Related to Reserve Compensation, Selective Reenlistment Bonuses, and Mail Delivery to Deployed Troops*, GAO-04-582T (Washington, D.C.: Mar. 24, 2004).

<sup>23</sup>Our analysis of selective reenlistment bonus data does not include anniversary payments.

approximately \$426.0 million on reenlistment bonuses in fiscal year 2005, or almost eight times more than its budgeted amount of \$54.3 million, to meet its retention goals. Figure 6 shows actual selective reenlistment bonus expenditures for fiscal years 2000 through 2004 and budgeted selective reenlistment bonus expenditures for fiscal years 2005 and 2006.

**Figure 6: Total DOD Selective Reenlistment Bonus Program Budget for Fiscal Years 2000 through 2006**

Fiscal year 2005 constant dollars in millions



Source: DOD.

Note: The data from 2000 through 2004 are actual expenditures. The 2005 and 2006 data are the amounts budgeted for those years.

## Five Components Have Increased Number of Recruiters

While the actual number of recruiters fluctuated for all components from fiscal year 2000 through fiscal year 2005, five components—the Army, Army Reserve, Air Force, Air National Guard, and Army National Guard—increased their numbers of recruiters between fiscal years 2004 and 2005. Table 8 shows that the Army added almost 1,300 recruiters for a total of 6,262 recruiters, and the Army Reserve added over 450 recruiters for a total of 1,296 recruiters from September 2004 through June 2005. The Air Force and Air National Guard also increased their number of recruiters, from 1,480 to 1,487, and from 373 to 376, respectively. Of all the components, the Army National Guard has shown the greatest increase in its recruiter

force—increasing the total number of recruiters from 2,702 in fiscal year 2004 to 4,448 in fiscal year 2005.

**Table 8: Number of Recruiters by Component**

Components	2000	2001	2002	2003	2004	2005 <sup>a</sup>
Army	6,257	6,116	6,552	5,503	4,965	6,262
Navy	5,000	5,000	5,000	4,470	4,370	4,200
Marine Corps <sup>b</sup>	2,947	3,038	3,215	3,353	3,330	3,031
Air Force	1,238	1,452	1,590	1,572	1,480	1,487
Army National Guard	2,650	2,664	2,622	2,580	2,702	4,448
Army Reserve	1,259	1,100	1,034	905	841	1,296
Navy Reserve	N/A	N/A	733	733	733	733
Air National Guard	347	353	371	373	373	376
Air Force Reserve	229	237	263	264	258	245

Source: DOD components.

Note: N/A indicates that data were not available or incomplete.

<sup>a</sup>The 2005 data cover October 2004 through June 2005.

<sup>b</sup>Marine Corps Reserve recruiters are included in the Marine Corps numbers.

## Some Components Have Made Adjustments to Their Advertising Programs

In fiscal year 2005, the Army, Army Reserve, and Army National Guard made specific adjustments to their advertising programs.<sup>24</sup> A primary focus of their recent advertising efforts has shifted to the “influencers,” those individuals who play a pivotal role in a potential recruit’s decision to join the military, including parents, teachers, coaches, other school officials, and extended family members. For example, the Army focused efforts on using its recruiting Web site as a vehicle to provide video testimonials of soldiers explaining, in their own words, what it means to be a soldier and why others should enlist. The Army and Army Reserve increased support to local recruiters through more public affairs efforts and by encouraging command support of their Special Recruiter Assistance Program. This

<sup>24</sup>In fiscal year 2003, we reported that DOD needed to improve its ability to measure the impact of its advertising programs on its recruiting efforts. Since this report, some of the components have made efforts to monitor their advertising program performance to better measure return on investment. See GAO, *Military Recruiting: DOD Needs to Establish Objectives and Measures to Better Evaluate Advertising’s Effectiveness*, GAO-03-1005 (Washington, D.C.: Sept. 19, 2003).

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program offers soldiers who have served in Operation Iraqi Freedom or Operation Enduring Freedom the opportunity to return to their hometowns and assist the local recruiters in gaining high school graduate leads and enlistments.

Army officials stated that this program not only improves the number of contacts it makes, but it also provides interested individuals with a different perspective on operations overseas, which can assist in counteracting some of the negative information potential recruits receive from the media or influencers. The Army National Guard refocused its advertising by standardizing the appearance of its storefront recruiting offices to increase recognition and opening career centers in locations that provided it greater market exposure and access to the target populations. Additionally, the Army National Guard initiated a new “American Soldier” campaign that refines its message since September 11, 2001, and reflects the new realities of a prolonged recruiting and retention environment.

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### Some DOD Components Have Increased Financial Incentives to Recruits and Servicemembers

DOD components also made adjustments to their financial incentives—the most costly of the three tools—to improve their ability to recruit and retain servicemembers. Over the last fiscal year, DOD made changes to existing financial incentives and introduced new financial incentives. For example, DOD expanded the pool of servicemembers who are eligible to receive a selective reenlistment bonus. Selective reenlistment bonuses are designed to provide a financial incentive for an adequate number of qualified mid-career enlisted members to reenlist in designated “critical” occupational specialties where retention levels are insufficient to sustain current or projected levels necessary for a component to accomplish its mission. The statutory authority for this bonus was amended in the Fiscal Year 2004 Authorization Act to allow the Secretary of Defense to waive the critical skill<sup>25</sup> requirement for members who reenlist or extend an enlistment while serving in Afghanistan, Iraq, or Kuwait in support of Operations Enduring Freedom and Iraqi Freedom.<sup>26</sup>

In addition, in February 2005, DOD announced a new retention bonus for Special Operations Forces servicemembers (Army Special Forces, Navy SEALs, Air Force pararescue, plus a few other occupational specialties)

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<sup>25</sup>The definition for critical skill is provided in table 7.

<sup>26</sup>National Defense Authorization Act for Fiscal Year 2004, Pub. L. No. 108-136, § 626 (2003).

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who decide to remain in the military beyond 19 years of service. The largest bonus, \$150,000, may be provided to eligible servicemembers who sign up for an additional 6 years of service. Eligible servicemembers who sign up for shorter extensions may qualify for smaller bonuses; servicemembers who extend for 1 additional year, for example, receive \$8,000.

Individual components also implemented changes over the last fiscal year. Specifically, to address recruiting, the active Army component implemented a minimum \$5,000 bonus for all qualified recruits—generally based on graduation from high school and their scores on the Armed Forces Qualification Test—who enlist for 3 or more years in any military occupational specialty. Additionally, qualified recruits with bachelor's degrees who enlist for 2 or more years in any occupational specialty may now receive bonuses up to \$8,000; previously there were no bonuses for recruits with those educational qualifications. The Army also increased its maximum enlistment bonus amount, from \$10,000 up to \$14,000, for applicants who enlist for 3 or more years into certain occupational specialties, such as Cannon Crewmember, Cavalry Scout, and Crypto-Linguist Analyst.

To address retention, the active Army, Navy, and Air Force components implemented the Critical Skills Retention Bonus program and the Assignment Incentive Pay program. The Critical Skills Retention Bonus program allows the components to target reenlistment bonuses at certain occupational specialties that have been identified as critical. The bonus is adjusted to meet current operational needs. For example, in fiscal year 2004, the Army offered the Critical Skills Retention Bonus to soldiers who were serving in special operations occupational specialties. In fiscal year 2005, the Army granted eligibility to 11 additional occupational specialties. These occupational specialties included recruiters, unmanned aerial vehicle operators, psychological operations specialists, and explosive ordnance disposal specialists. The Assignment Incentive Pay program, which provides up to \$1,500 a month for enlisted servicemembers, was approved by the Under Secretary of Defense for implementation by the Navy, Air Force, and Army in early 2005.<sup>27</sup> Assignment Incentive Pay is used to encourage servicemembers to volunteer for difficult-to-fill occupational specialties or assignments in less desirable locations. For example, for personnel in special operations occupational specialties to qualify for this pay, servicemembers must have more than 25 years of service, be

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<sup>27</sup>37 U.S.C. § 307a.

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designated by the Special Operations Command combatant commander as “operators,” and remain on active duty for an additional minimum of 12 months.

The Army also implemented a Life Cycle Unit Bonus program designed to encourage servicemembers to commit to hard-to-fill occupational specialties in targeted units in fiscal year 2005. Army officials stated that this may help them address shortages of soldiers assigned to units at certain locations. When the program began, soldiers received up to \$15,000 if they reenlisted and agreed to serve in certain units stationed at Fort Campbell, Kentucky; Fort Bliss and Fort Hood, Texas; and Fort Lewis, Washington.

During fiscal year 2005, the Army Reserve and Army National Guard also increased some of their incentives to address recruiting and retention efforts. In fiscal year 2005, the Army allowed the reserve and National Guard components to increase their prior service enlistment bonus from \$8,000 up to \$15,000. Additionally, the bonus amount for a new recruit with no prior military experience increased from \$8,000 to \$10,000.

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**Components Provide Limited Justifications to DOD on Financial Incentives Given to Servicemembers in Overfilled Occupational Specialties**

Although we found that the components regularly offered financial incentives to servicemembers in consistently underfilled occupational specialties, we also found that each of the active duty components provided enlistment bonuses, selective reenlistment bonuses, or both to servicemembers in consistently overfilled occupational specialties.<sup>28</sup> DOD only requires the components to provide general justifications for their financial incentives in their budget documents and does not require the components to specifically provide justifications for these incentives for noncritical occupational specialties, which make up at least 84 percent of all occupational specialties. Table 9 shows the number of consistently overfilled active component occupational specialties in which servicemembers received enlistment bonuses, selective reenlistment bonuses, or both, from fiscal years 2000 through 2005.

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<sup>28</sup>We only analyzed bonus data for active duty components since bonuses for reserve and National Guard components depend on geographic locations due to their geographic recruiting limitations and state missions, respectively.

**Table 9: Number of Consistently Overfilled Occupational Specialties for Which Active Duty Servicemembers Received Enlistment Bonuses, Selective Reenlistment Bonuses, or Both for 5 or 6 Years from 2000 through 2005**

Active duty component	Total number of occupational specialties (2005)	Number of consistently overfilled occupational specialties	Number of consistently overfilled occupational specialties	
			Enlistment bonus	Selective reenlistment bonus
Army	182	33	12	1
Navy	74	1	1	0
Marine Corps	245	51	29	22
Air Force	124	10	1	1
<b>Total</b>	<b>625</b>	<b>95</b>	<b>43</b>	<b>24</b>

Source: GAO analysis of DOD data.

The number of consistently overfilled occupational specialties in which servicemembers received enlistment bonuses, selective reenlistment bonuses, or both for 5 or 6 years is relatively low when compared to the total number of occupational specialties. However, the number of overfilled occupational specialties for which bonuses were authorized in a particular year can be considerably higher.

Table 10 shows the number of all overfilled occupational specialties in which servicemembers received either an enlistment or selective reenlistment bonus for fiscal years 2000 through 2005. For example, in 2003, 278 out of all 625 active duty occupational specialties, or 44 percent, were overfilled, and servicemembers in these occupational specialties received enlistment or selective reenlistment bonuses.

**Table 10: Number of Overfilled Occupational Specialties for Which Active Duty Servicemembers Received Bonuses from 2000 through 2005**

Active duty component	2000	2001	2002	2003	2004	2005
Army	54	67	84	86	79	64
Navy	2	2	1	42	18	22
Marine Corps	77	92	98	121	82	106
Air Force	15	8	14	29	27	9
<b>Total</b>	<b>148</b>	<b>169</b>	<b>197</b>	<b>278</b>	<b>206</b>	<b>201</b>

Source: GAO analysis of DOD data.



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Component officials provided reasons why they offered enlistment and selective reenlistment bonuses to servicemembers in overfilled occupational specialties. Specifically, an Army official explained that they will target their bonuses to servicemembers at specific pay grades that are actually underfilled, even if the occupational specialty as a whole may be overfilled. Additionally, an official we spoke with stated that the requirement to meet legislatively mandated aggregate personnel levels results in, at times, offering bonuses to servicemembers who will serve in overfilled specialties, simply to meet their overall mandated personnel levels.

Because enlistment and selective reenlistment bonuses generally range from a few thousand dollars up to \$60,000, providing these bonuses to servicemembers in overfilled occupational specialties can be quite costly.<sup>29</sup> While OUSD requires components to report incentives given to servicemembers in critical occupational specialties, it does not require the components to provide fully transparent rationales for incentives it provides to servicemembers in noncritical occupational specialties, which as we have stated, make up at least 84 percent of the components' total occupational specialties. Some of these noncritical occupational specialties have been consistently overfilled in the past 6 fiscal years. By not requiring the components to fully justify their rationale for providing incentives to servicemembers in the consistently over- and underfilled occupational specialties, OUSD lacks the information needed to provide assurance to the Secretary of Defense and Congress that the amount of funding spent on recruiting and retention efforts is appropriately and effectively targeted to occupational specialties for which the components have the greatest need.

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## Conclusions

Although DOD has reported that the components have generally met overall recruiting and retention goals for the past several years, meeting these goals in the aggregate can disguise the true challenges behind the components' ability to recruit and retain servicemembers in the occupational specialties needed to fulfill their mission requirements. The fact that several occupational specialties have been consistently overfilled raises critical questions about affordability and whether the department is using its recruiting and retention resources most effectively. Similarly,

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<sup>29</sup>This excludes the \$150,000 bonus provided only to qualified servicemembers in the special operations occupational specialties.

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DOD's consistently underfilled occupational specialties raise concerns as to how the department can meet operational demands with what appear to be chronic shortages in certain occupational specialties. This latter issue is particularly relevant given the stresses on the force from prolonged operations in Iraq; the Global War on Terrorism; and most recently, significant disaster relief efforts in the Gulf Coast region. DOD is not in a position to develop a comprehensive recruiting and retention plan to address these and other issues because it lacks complete information from the 10 components on the occupational specialties that are over- or underfilled and the reasons why these conditions exist. Moreover, without this information, the department is not in a position to effectively communicate its true recruiting and retention challenges to Congress.

Recently, Congress has provided increasing amounts of funding to assist DOD's recruiting and retention efforts. While some components have used this funding to increase financial incentives to address both aggregate and occupational-specialty-specific recruiting and retention challenges, these increases in incentives are costly. Given the fiscally constrained environment we are facing now and in years to come, DOD can no longer afford to take a "business as usual" approach to managing its force. In some cases, DOD's components have provided financial incentives to servicemembers in occupational specialties that are overfilled. While there may be valid reasons for providing these incentives to some servicemembers in these occupational specialties, DOD does not require the components to fully justify their decisions on financial incentives, which restricts the department's ability to provide assurance to the Secretary of Defense, Congress, and the taxpayer that the increasing funding spent on recruiting and retention is appropriately and effectively targeted to occupational specialties for which components have the greatest need.

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## Recommendations for Executive Action

To provide greater understanding of the recruiting and retention issues and improve the department's oversight for these issues, we recommend that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness, in concert with the Assistant Secretary of Defense for Reserve Affairs, to take the following two actions:

- Require the 10 components to
  - report annually on all (not just critical) over- and underfilled occupational specialties,

- 
- provide an analysis of why occupational specialties are over- and underfilled, and
  - report annually on and justify their use of enlistment and reenlistment bonuses provided to servicemembers in occupational specialties that exceed their authorized personnel levels.
  - Develop a management action plan that will help the components to identify and address the root causes of their recruiting and retention challenges.

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## Agency Comments and Our Evaluation

In written comments on a draft of this report, DOD partially concurred with our two recommendations. DOD's comments are included in this report as appendix V.

DOD partially concurred with our first recommendation to require the ten components to report annually to the Office of the Under Secretary of Defense for Personnel and Readiness on all over- and underfilled occupational specialties; provide an analysis of why specific occupational specialties are over- and underfilled; and report annually on and justify their use of enlistment and reenlistment bonuses provided to servicemembers in occupational specialties that exceed their authorized personnel levels. DOD stated that it already has visibility over occupational specialties deemed most critical for retention, which it captures through the Balanced Scorecard process. However, as we note in this report, the occupational specialties that the components report as critical for recruitment or retention account for only a small percentage of the total number of occupational specialties—at most only 16 percent of all occupational specialties are reported as critical. Therefore, the department does not have visibility over at least 84 percent of its occupational specialties. DOD asserted that our definition of over- and underfilled occupational specialties (those that were over- or under their authorized levels by one or more individuals) is unreasonably strict. However, as we note in this report, we established this definition because we found that DOD lacks common criteria that define thresholds for over- and underfilled occupational specialties. In prior work, we determined that it costs the federal government about \$103,000 annually, on average, to compensate each enlisted active duty servicemember in fiscal year 2004; thus we believe each individual serving in an occupational specialty that is over the authorized personnel level represents a significant cost to the government. For example, we found about 8,400 active duty servicemembers serving in

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consistently overfilled occupational specialties in 2005. If we apply the 2004 average compensation amount to the 8,400 servicemembers, the additional cost to the taxpayer would be about \$870 million. In addition, the taxpayer bears the unnecessary costs of supporting over 22,000 servicemembers in consistently overfilled occupational specialties in the reserve and National Guard components. DOD also provided in its response an example of an overfilled occupational specialty, and its rationale that this occupational specialty was overfilled as a function of ramping up to meet a future strength requirement. Our report acknowledges this and other reasons the components provided for over- and underfilled occupational specialties. We believe that this example underscores the need for our recommendation that the components provide an analysis of why occupational specialties are over- or underfilled. Without this type of analysis, OSD is not in a position to assess the extent to which all specialties are over- or underfilled, determine if the overfilled and underfilled positions are justified, and identify any needed corrective action. Also, DOD agreed with the need to closely manage financial incentive programs. However, we believe that DOD needs sufficient information from the components to determine if the reasons for offering bonuses to individuals in consistently overfilled occupational specialties are, indeed, justified. We continue to be concerned that all financial incentives may not be justified. Currently, the components are not required to provide fully transparent rationales for bonuses they provide to servicemembers in noncritical occupational specialties, which as we have stated earlier, make up at least 84 percent of the components total occupational specialties. Without greater transparency over the use of financial incentives, the department cannot truly know if funding spent on recruiting and retention efforts is appropriately and effectively targeted to occupational specialties for which the components have the greatest need.

DOD partially concurred with our second recommendation to develop a management action plan that will help the components to identify and address the root causes of their recruiting and retention challenges. In response, DOD noted that its Enlisted Personnel Management Plan (EPMP), formally established by DOD Directive 1304.20 in July 2005, substantially achieves this recommendation. We believe DOD is moving in the right direction in addressing recruiting and retention challenges and, in this report, we acknowledge that DOD issued directive 1304.20 that requires the components to meet aggregate and occupational specialty specific authorized personnel levels. However, this plan cited in DOD's comments did not exist at the time we conducted our audit work and we believe DOD needs to continue to move forward to establish this plan.

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DOD also stated that it has already laid the framework for this type of plan through monthly reviews of other reports and quarterly reviews of its Balanced Scorecard reports. DOD claimed these omissions in our draft report result in an incomplete description of management controls. We disagree since as stated earlier, the EPMP did not exist at the time we conducted our audit work and furthermore, we do acknowledge in this report that the department receives quarterly updates of critical occupational specialties through the Office of the Under Secretary of Defense's personnel and readiness report. Nevertheless, we continue to believe that these updates do not provide OSD with full transparency and oversight since these quarterly updates do not include information on at least 84 percent of active duty occupational specialties or any of the combined 859 occupational specialties of the reserve and National Guard components.

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We are sending copies of this report to interested congressional members; the Secretaries of Defense, the Army, the Navy and the Air Force; the Commandant of the Marine Corps; and the Chiefs of the National Guard Bureau, the Army Reserve, the Army National Guard, the Air Force Reserve, the Air National Guard, the Navy Reserve, and the Marine Corps Reserve. We will also make copies available to others upon request. In addition, the report will be available at no charge on GAO's Web site at <http://www.gao.gov>.

Should you or your staff have any questions regarding this report, please contact me at (202) 512-5559 or [stewartd@gao.gov](mailto:stewartd@gao.gov). Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff members who made key contributions to this report are listed in appendix VI.



Derek B. Stewart, Director  
Defense Capabilities and Management

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*List of Congressional Committees*

The Honorable John Warner  
Chairman

The Honorable Carl Levin  
Ranking Minority Member  
Committee on Armed Services  
United States Senate

The Honorable Lindsey Graham  
Chairman

The Honorable Ben Nelson  
Ranking Minority Member  
Subcommittee on Personnel  
Committee on Armed Services  
United States Senate

The Honorable Duncan L. Hunter  
Chairman

The Honorable Ike Skelton  
Ranking Minority Member  
Committee on Armed Services  
House of Representatives

The Honorable John M. McHugh  
Chairman

The Honorable Vic Snyder  
Ranking Minority Member  
Subcommittee on Military Personnel  
Committee on Armed Services  
House of Representatives

# Scope and Methodology

To conduct this body of work, we examined Department of Defense (DOD) policies, regulations, and directives related to recruiting and retention of military servicemembers. We also reviewed recruiting and retention reports and briefings issued by GAO, DOD, the military services, the Congressional Research Service, the Congressional Budget Office, and research organizations such as RAND. Furthermore, we analyzed individual components' databases containing recruiting and retention data on active, reserve, and National Guard servicemembers. In the course of our work, we contacted and visited the organizations and offices listed in table 11.

**Table 11: Organizations and Offices Contacted during Our Review**

<b>Name of organization or office</b>	<b>Location</b>
Headquarters U.S. Air Force, Deputy Chief of Staff, Personnel	Arlington, VA
Headquarters, U.S. Air Force, Office of Air Force Reserve	Rosslyn, VA
Air Force Recruiting Service	Randolph Air Force Base, TX
Air Force Personnel Center	Randolph Air Force Base, TX
Air Force's 341 <sup>st</sup> Recruiting Squadron and 369 <sup>th</sup> Recruiting Group	Lackland Air Force Base, TX
Air National Guard, Office of Recruiting and Retention, National Guard Bureau	Arlington, VA
Army National Guard, Retention/Attrition Branch and Accessions Branch, National Guard Bureau	Arlington, VA
Headquarters, Department of the Army, Office of the Deputy Chief of Staff for Personnel	Arlington, VA
U.S. Army Accessions Command	Fort Monroe, VA
U.S. Army Recruiting Command	Fort Knox, KY
U.S. Army Reserve Command	Fort McPherson, GA
Office of the Chief Army Reserve	Arlington, VA
Marine Corps Recruiting Command	Quantico, VA
Marine Corps Manpower & Reserve Affairs	Quantico, VA
Marine Forces Reserve	New Orleans, LA
Navy Recruiting Command	Millington, TN

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*(Continued From Previous Page)*

<b>Name of organization or office</b>	<b>Location</b>
Navy Personnel Command	Millington, TN
Navy Reserve Forces Command	New Orleans, LA
Office of the Under Secretary of Defense for Personnel and Readiness	Arlington, VA

Source: GAO.

To determine the extent to which the active duty, reserve, and National Guard components met their aggregate recruiting and retention goals, we compared accession and reenlistment goals to their actual figures for fiscal years 2000 through 2005. Additionally, through interviews with agency officials, we obtained data on the extent to which the components have instituted stop loss in some units, recalled members of the Individual Ready Reserve, and recruited new enlistees into their delayed entry programs.

To determine the extent to which the components have met their authorized personnel levels for specific occupational specialties, we obtained data from the components on the number of servicemembers authorized and assigned for each occupational specialty as of September 30 for fiscal years 2000 through 2004 and June 30 for fiscal year 2005. We calculated the fill rate for each occupational specialty by dividing the number of servicemembers assigned to the occupational specialty by the authorization. We then counted the number of years that each occupational specialty in each component was over- or underfilled. Because most of the components have not identified acceptable thresholds for over- and underfilled occupational specialties, we used the strictest interpretation of these terms. In our analysis, if a component had one person more than its authorization, we considered the occupational specialty to be overfilled. Similarly, if a component had one person less than its authorization, we considered the occupational specialty to be underfilled. If an occupational specialty was overfilled for at least 5 of the 6 years, we considered the occupational specialty “consistently” overfilled. Similarly, if an occupational specialty was underfilled for at least 5 of the 6 years, we considered the occupational specialty “consistently” underfilled. Some occupational specialties have changed over the 6-year period of our analyses. In these cases, we combined the original and new occupational specialties. For example, in the Army, the occupational specialty for Divers changed the identifier from 00B to 21D in 2004. We combined these two occupational specialties by summing the entries for each year and retaining it in our data set as one entry. In those cases where we could not determine



how to merge occupational specialties, we retained the original data in our data set.

To analyze the steps DOD and the components have taken to address their recruiting and retention difficulties, we interviewed key DOD officials from each component, including headquarters and recruiting commands, to obtain an understanding of recruiter, advertising, and incentive programs as well as overall recruiting and retention difficulties. We determined, through a review of DOD budget justifications for fiscal years 2000 through 2006, the associated costs of these programs. We also interviewed Office of the Secretary of Defense officials to understand overall DOD policies and future direction for reviewing recruiting and retention goals. We obtained and reviewed various accession plans, incentive programs, and marketing initiatives. To determine the extent to which personnel in consistently overfilled occupational specialties received bonuses, we obtained data from the active components on the occupational specialties for which servicemembers were qualified to receive enlistment or reenlistment bonuses in fiscal years 2000 through 2004 and for fiscal year 2005 as of June 30. We compared the occupational specialties for which servicemembers received bonuses to those occupational specialties that we found to be consistently overfilled, as well as those that were overfilled in any year. We limited our analysis to the active components because the reserve components tend to provide enlistment and reenlistment bonuses geographically. All dollar amounts were adjusted for inflation using the gross domestic product price index published by the Bureau of Economic Analysis.

To determine the reliability of data obtained for this report, we interviewed personnel from each component knowledgeable about the data sources we used, inquiring about their methods for ensuring that the data were accurate. We reviewed available data for inconsistencies and, when applicable, followed up with personnel to assess data validity and reliability. We determined that the data were sufficiently reliable to answer our objectives.

We conducted our work from January 2005 through October 2005 in accordance with generally accepted government auditing standards.

# Enlisted Aggregate Recruiting Goals and Achievements for Fiscal Years 2000 through 2005

Tables 12 and 13 show the active, Reserve, and National Guard components' recruiting achievements for fiscal years 2000 through 2005.

**Table 12: Active Components' Enlisted Aggregate Recruiting Goals and Achievements for Fiscal Years 2000 through 2005**

Fiscal year	Army			Navy			Marine Corps			Air Force		
	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met
2000	80,000	80,113	100	55,000	55,147	100	32,417	32,440	100	34,600	35,217	102
2001	75,800	75,855	100	53,520	53,690	100	31,404	31,429	100	34,600	35,381	102
2002	79,500	79,585	100	46,150	46,155	100	32,593	32,767	101	37,283	37,967	102
2003	73,800	74,132	100	41,065	41,076	100	32,501	32,530	100	37,000	37,141	100
2004	77,000	77,586	101	39,620	39,871	101	30,608	30,618	100	34,080	34,361	101
2005	80,000	73,373	92	37,635	37,703	100	32,917	32,961	100	18,900	19,222	102

Source: DOD.

**Appendix II  
Enlisted Aggregate Recruiting Goals and  
Achievements for Fiscal Years 2000 through  
2005**

**Table 13: Reserve and National Guard Components' Enlisted Aggregate Recruiting Goals and Achievements for Fiscal Years 2000 through 2005**

Fiscal Year	Army National Guard			Army Reserve			Navy Reserve		
	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met
2000	54,034	61,260	113	48,461	48,596	100	18,410	14,911	81
2001	60,252	61,956	103	34,910	35,522	102	15,250	15,344	101
2002	60,504	63,251	105	38,251	41,385	107	15,000	15,355	102
2003	66,000	54,202	82	40,900	41,851	102	12,000	12,772	106
2004	56,002	48,793	87	32,275	32,710	101	10,101	11,246	111
2005	63,002	50,219	80	28,485	23,859	84	11,141	9,788	88

Fiscal Year	Marine Corps Reserve			Air National Guard			Air Force Reserve		
	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met
2000	9,341	9,465	101	10,080	10,730	106	9,624	7,740	80
2001	8,945	9,117	102	11,808	10,258	87	8,051	8,826	110
2002	9,835	10,090	103	9,570	10,122	106	6,080	6,926	114
2003	8,173	8,222	101	5,712	8,471	148	7,512	7,557	101
2004	8,087	8,248	102	8,842	8,276	94	7,997	8,904	111
2005	8,180	8,350	102	10,272	8,859	86	8,801	9,942	113

Source: DOD.

# Active Duty Enlisted Aggregate Retention Goals and Achievements for Fiscal Years 2000 through 2005

Service	Fiscal year 2000			Fiscal year 2001			Fiscal year 2002		
	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met
<b>Army</b>									
Initial	20,000	21,402	107.0%	19,750	20,000	101.3%	19,100	19,433	101.7%
Mid-career	23,700	24,118	101.8%	23,350	23,727	101.6%	22,700	23,074	101.6%
Career	24,300	25,791	106.1%	20,900	21,255	101.7%	15,000	15,700	104.7%
<b>Navy</b>									
Zone A	N/A	29.6%	N/A	57%	56.9%	99.8%	56%	58.7%	104.8%
Zone B	N/A	46.5%	N/A	69%	68.2%	98.8%	73%	74.5%	102.1%
Zone C	N/A	56.6%	N/A	89%	85.0%	95.5%	90%	87.4%	97.1%
<b>Marine Corps</b>									
First term	5,791	5,846	100.9%	6,144	6,144	100.0%	5,900	6,050	102.5%
Subsequent	N/A	63.4%	N/A	N/A	5,900	N/A	5,784	7,258	125.5%
<b>Air Force<sup>a</sup></b>									
First term	55%	53.1%	96.5%	55%	56.1%	102.0%	55%	72.1%	131.1%
Second term	75%	69.7%	92.9%	75%	68.9%	91.9%	75%	78.3%	104.4%
Career	95%	90.8%	95.6%	95%	90.2%	94.9%	95%	94.6%	99.6%

Source: DOD.

Note: N/A indicates that data were not available or incomplete.

<sup>a</sup>The Air Force introduced new metrics—Average Career Length and Cumulative Continuation Rates—in July 2005 to more accurately measure enlisted retention patterns.

**Appendix III  
Active Duty Enlisted Aggregate Retention  
Goals and Achievements for Fiscal Years 2000  
through 2005**

Fiscal year 2003			Fiscal year 2004			Fiscal year 2005		
Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met	Goal	Actual	Percentage of goal met
19,821	21,838	110.2%	23,000	24,903	108.3%	26,935	27,818	103.3%
18,422	19,509	105.9%	20,292	21,120	104.1%	23,773	24,407	102.7%
12,757	12,804	100.4%	12,808	13,987	109.2%	13,454	17,287	128.5%
56%	61.8%	110.4%	56%	54.1%	96.6%	53%	51.8%	97.7%
73%	76.7%	105.1%	70%	70.2%	100.3%	69%	63.2%	91.6%
86%	87.9%	102.2%	85%	86.9%	102.2%	85%	84.8%	99.8%
6,025	6,001	99.6%	5,974	6,011	100.6%	5,949	6,152	103.4%
6,172	5,815	94.2%	5,628	7,729	137.3%	5,079	6,987	137.6%
55%	60.5%	110.0%	55%	63%	114.5%	52%	56%	107.7%
75%	72.9%	92.3%	75%	70%	93.3%	69%	80%	115.9%
95%	95.2%	100.2%	95%	97%	102.1%	85%	90%	105.9%

The tables presented in appendix IV show each component's consistently over- and underfilled occupational specialties for fiscal year 2000 through June 2005.

# Active, Reserve, and National Guard Components' Consistently Over- and Underfilled Occupational Specialties

**Table 14: Army's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
AH-64D Armament/ Electrical/ Avionic Systems Repairer	97	239.2	SRB, EB	276	104.7	SRB, EB	503	85.5	SRB, EB
Avenger Crewmember	2,618	98.3	SRB, EB	2,510	101.3	EB	2,307	102.0	SRB, EB
Avenger System Repairer	226	91.6	SRB, EB	223	109.4	SRB, EB	227	118.1	SRB, EB
Avionic Communications Equipment Repairer	172	107.0	SRB, EB	168	124.4	SRB, EB	171	115.8	EB
Bridge Crewmember	689	100.9	SRB, EB	643	124.7	SRB, EB	660	104.8	EB
Cannon Crewmember	8,795	103.1	SRB, EB	8,541	96.9	SRB, EB	8,546	101.7	SRB, EB
Cavalry Scout	6,524	98.8	SRB, EB	6,522	103.8	SRB, EB	6,612	103.4	SRB, EB
Combat Documentation/ Production Specialist	357	114.8	EB	358	112.8	EB	350	101.1	EB
Combat Engineer	8,109	109.4	SRB, EB	8,148	104.2	SRB, EB	8,169	97.0	EB
Construction Engineering Supervisor	423	95.3		419	102.9		439	103.4	
Construction Equipment Supervisor	447	101.3		431	106.3		466	103.9	
Electronic Maintenance Chief	436	101.8		409	102.2		396	102.5	
Firefighter	214	133.2	EB	243	103.3	EB	242	96.3	EB
General Engineering Supervisor	135	103.0		131	101.5		132	96.2	
Infantry Senior Sergeant	181	105.0		276	450.7		1,283	98.0	
Interior Electrician	134	120.1	EB	127	147.2	SRB, EB	128	152.3	EB
M1 Armor Crewman	9,560	102.5	EB	9,338	95.8	SRB, EB	8,987	102.0	EB
Machinist	384	112.0	SRB, EB	382	114.7	EB	378	103.7	EB
Microwave Systems Operator-Maintainer	1,179	96.6	SRB, EB	1,146	106.4	SRB, EB	1,114	116.0	SRB, EB
Mortuary Affairs Specialist	326	107.4	EB	339	113.6	EB	358	106.7	EB
Multimedia Illustrator	285	116.1	EB	279	109.7	SRB, EB	281	104.3	EB
OH-58D Armament/ Electrical/ Avionics Systems Repairer	0	0.0	EB	48	1554.2	SRB, EB	511	156.0	SRB, EB
OH-58D Helicopter Repairer	1,067	98.8	SRB, EB	1,072	108.2	SRB, EB	1,063	109.1	EB
Patient Administration Specialist	758	114.0	EB	757	110.2	EB	741	104.9	

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
592	100.3	EB	714	112.3	EB	834	113.9	EB
2,258	102.7	EB	1,771	116.4		1,190	140.9	EB
219	113.2	SRB, EB	178	115.7	SRB, EB	165	119.4	EB
167	124.0		162	119.1		227	79.7	SRB, EB
622	109.6	EB	625	107.0	SRB, EB	743	93.4	SRB, EB
8,519	107.0	EB	8,870	105.5	EB	8,831	102.7	EB
6,742	110.4	EB	7,502	103.4	SRB, EB	7,569	113.0	SRB, EB
342	102.9		337	100.9		299	108.0	EB
8,230	103.0	SRB, EB	8,047	108.9	SRB, EB	7,710	109.4	SRB, EB
447	106.3		457	106.8		479	102.3	
466	100.9		469	104.9		453	104.2	
426	107.5		415	102.4	SRB	372	116.7	
249	102.8		249	113.7	SRB	206	123.8	SRB, EB
132	111.4		137	102.9		128	102.3	
1,266	108.5		1,320	104.6		1,432	101.3	
128	139.1		131	109.2	SRB	131	101.5	SRB, EB
8,931	110.9	EB	9,201	112.8	SRB, EB	8,866	110.6	EB
362	100.6		342	102.9		313	121.7	
1,080	123.6	EB	1039	116.4	EB	981	108.3	EB
339	119.8		345	109.3	SRB	343	112.5	SRB, EB
271	105.9	EB	267	102.2	EB	267	102.6	EB
637	133.0	EB	794	106.4	SRB, EB	734	109.8	EB
917	119.1		865	118.5		738	119.4	EB
698	109.9		721	107.4		730	108.1	EB

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Senior Noncommissioned Logistician	130	113.8		135	117.0		140	105.7	
Senior Signal Sergeant	106	119.8		102	110.8		107	93.5	
Shower/ Laundry and Clothing Repair Specialist	847	116.3	EB	873	121.9	EB	896	114.8	EB
Signals Intelligence (Electronic Warfare)/ Senior Sergeant/ Chief	31	116.1		36	569.4		227	102.6	
Special Band Member	280	188.2	EB	521	99.8	SRB, EB	521	101.7	SRB, EB
Technical Engineer	245	114.7	EB	246	133.7	SRB, EB	258	128.3	EB
Test, Measurement, and Diagnostic Equipment Maintenance Support Specialist	168	132.7	EB	168	130.4	SRB, EB	179	106.7	EB
Topographic Surveyor	110	107.3	SRB	110	107.3	SRB, EB	110	114.5	EB
Visual Information Operations Chief	114	93.9		113	105.3		113	108.0	

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.



**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
138	119.6		139	105.0		154	94.2	
100	108.0		99	108.1		98	109.2	
811	109.2	EB	803	100.1	EB	800	94.0	SRB, EB
220	113.6		232	99.6		214	103.7	
521	103.5	SRB	523	102.3	SRB, EB	523	101.9	SRB, EB
256	115.6		256	105.1		240	100.8	EB
170	120.0	EB	175	112.6	SRB, EB	190	91.6	SRB
111	107.2		110	105.5	SRB	112	111.6	SRB, EB
110	114.5		107	106.5		97	114.4	

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 15: Army's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Administrative Specialist	9,382	95.8		9,112	99.7	SRB	8,969	97.4	
Aircraft Pneudraulics Repairer	364	89.0	SRB, EB	360	93.6	SRB, EB	362	95.3	SRB, EB
Army Bandperson	1,330	96.8	SRB, EB	1,316	95.5	SRB, EB	1,334	90.9	SRB, EB
Automated Logistical Specialist	11,922	95.2	EB	11,802	97.5	SRB, EB	11,648	96.6	EB
Aviation Operations Specialist	1,686	93.4	SRB, EB	1,695	99.1	SRB, EB	1,724	99.9	EB
Avionic Mechanic	524	106.5	EB	508	87.0	SRB, EB	637	62.6	EB
Career Counselor	724	95.3		720	100.3		772	93.8	
Chaplain Assistant	1,274	98.8	EB	1,289	101.0	SRB, EB	1,295	97.0	EB
Chemical Operations Specialist	6,091	93.9	SRB, EB	6,066	96.0	SRB, EB	6,092	98.2	SRB, EB
Explosive Ordnance Disposal Specialist	965	89.2	SRB, EB	947	87.1	SRB, EB	950	84.6	EB
Field Artillery Automated Tactical Data System Specialist	148	0.0	EB	1,189	33.4	SRB, EB	1,605	58.9	SRB, EB
Health Care Specialist	16,001	96.8	EB	16,073	96.2	SRB, EB	16,244	91.0	EB
Heavy Construction Equipment Operator	1,380	113.9	SRB, EB	1,173	92.8	SRB, EB	798	88.3	SRB, EB
Human Intelligence Collector	577	90.8	SRB, EB	604	84.1	SRB, EB	614	86.6	EB
Human Resources Information Systems Management Specialist	657	94.2	SRB, EB	635	97.0	SRB, EB	623	95.0	EB
Operating Room Specialist	981	94.4	SRB, EB	983	96.3	SRB, EB	941	95.0	SRB, EB
Paralegal Specialist	1,496	96.3	SRB, EB	1,483	98.9	SRB, EB	1,487	96.8	EB
Power-Generation Equipment Repairer	2,984	95.9	SRB, EB	2,981	97.6	SRB, EB	2,960	95.9	EB
Public Affairs Specialist	354	90.1	SRB, EB	349	88.0	SRB, EB	355	89.9	SRB, EB
Recruiter	3,242	91.2	SRB	3,164	98.1	SRB	3,212	100.0	SRB
Respiratory Specialist	230	92.6	SRB, EB	231	90.9	SRB, EB	240	87.1	SRB

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
8,848	93.6		8,532	89.6		5,983	108.3	EB
368	97.6	SRB, EB	360	101.7	SRB, EB	385	96.6	EB
1,337	93.5	SRB, EB	1,335	95.1	SRB, EB	1,339	94.7	SRB, EB
11,715	99.0	EB	11,490	99.3	EB	11,395	98.9	SRB, EB
1,875	95.1	EB	2,113	86.2	EB	1,962	99.9	EB
435	91.7		451	95.6	SRB	446	98.9	SRB, EB
771	96.6		769	97.7		766	97.9	
1,304	98.7	EB	1,329	98.0	EB	1,343	93.5	EB
6,410	99.7	SRB, EB	6,600	97.9	SRB, EB	0	0.0	SRB, EB
963	87.5	SRB, EB	989	79.3	SRB, EB	1,011	82.2	SRB, EB
2,240	79.8	SRB, EB	2,693	76.4	SRB, EB	2,757	77.4	SRB, EB
16,421	96.1	EB	17,075	97.0	SRB, EB	17,788	92.9	SRB, EB
695	74.8	SRB, EB	1828	72.0	SRB, EB	1228	99.2	EB
626	90.4	EB	798	71.2	SRB, EB	1013	64.9	SRB, EB
614	98.4	EB	610	97.5	EB	521	105.0	EB
944	95.4		936	99.8		884	107.2	EB
1,513	100.4		1,556	96.1		1,459	99.2	EB
2,970	100.7	EB	3,098	97.4	SRB, EB	3,130	98.6	SRB, EB
359	93.3		368	95.9	SRB	261	115.3	SRB, EB
3,082	95.5		3,087	97.1	SRB	3,050	99.9	SRB
234	89.3	SRB	230	93.9	SRB	235	103.4	SRB, EB

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Satellite Communication Systems Operator-Maintainer	1,624	95.0	SRB, EB	1,611	93.5	SRB, EB	1,769	92.9	SRB, EB
Signals Collector/Analyst	487	86.0	SRB, EB	523	82.8	SRB, EB	476	103.4	SRB, EB
Special Duty Assignment	109	10.1		108	7.4		118	4.2	
Special Forces Assistant Operations and Intelligence Sergeant	474	84.0		460	78.7	SRB	472	66.1	SRB
Special Forces Communications Sergeant	903	81.1	SRB	882	86.1	SRB	893	93.1	SRB
Special Forces Engineer Sergeant	760	85.8	SRB	742	83.3	SRB	751	83.5	SRB
Special Forces Medical Sergeant	779	78.9	SRB	770	78.4	SRB	789	81.4	SRB
Veterinary Food Inspection Specialist	849	100.2	EB	849	93.4	EB	845	98.3	EB

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
1,799	107.1	SRB, EB	2106	95.9	SRB, EB	2,145	98.3	SRB, EB
500	97.8		517	97.7	SRB	577	87.9	SRB, EB
116	5.2		116	7.8		252	8.7	
471	58.6	SRB	475	55.4	SRB	486	43.8	SRB
881	96.7	SRB	888	91.1	SRB	896	89.8	SRB
739	92.7	SRB	746	95.4	SRB	757	103.6	SRB
782	86.6	SRB	769	80.8	SRB	783	78.9	SRB
847	99.4	EB	845	97.2	SRB, EB	892	95.6	SRB, EB

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

**Table 16: Navy's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Seaman	16,172	136.4	EB	15,735	120.8	EB	15,978	102.8	EB

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
15,245	100.7	EB	13,929	126.4	EB	13,208	98.3	EB

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 17: Navy's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Aerographer's Mate	1,408	74.9	SRB, EB	1,397	79.0	SRB, EB	1,412	81.7	SRB, EB
Air Traffic Controller	2,673	73.6	SRB, EB	2,694	77.8	SRB, EB	2,706	77.6	SRB, EB
Aircrew Survival Equipmentman	1,552	67.5	SRB, EB	1,620	74.3	SRB, EB	1,702	74.3	SRB, EB
Aviation Boatswain's Mate	6,614	74.9	SRB, EB	6,773	80.9	SRB, EB	6,839	81.8	SRB, EB
Aviation Electronics Technician	10,334	72.0	SRB, EB	10,402	72.4	SRB, EB	10,618	73.1	SRB, EB
Aviation Machinist's Mate	6,710	74.7	SRB, EB	6,851	81.3	SRB, EB	6,952	82.0	SRB, EB
Aviation Maintenance Administrationman	3,036	74.6		3,079	77.0	EB	3,155	75.9	EB
Aviation Ordnanceman	6,605	70.0	SRB, EB	6,924	74.4	SRB, EB	7,508	73.5	SRB, EB
Aviation Structural Mechanic	10,298	12.3	SRB, EB	10,446	70.4	SRB, EB	10,738	74.9	SRB, EB
Aviation Warfare Systems Operator	2,316	65.9	SRB	2,391	67.6	SRB	2,403	66.7	SRB
Builder	2,381	76.1	SRB	2,389	77.2	SRB	2,480	80.4	SRB, EB
Command Master Chief	656	69.5		665	74.9		674	73.6	
Construction Electrician	1,160	74.8	SRB	1,172	75.2	SRB, EB	1,233	74.9	SRB
Construction Mechanic	1,540	79.2	SRB	1,556	72.8	SRB, EB	1,648	74.0	SRB, EB
Constructionman	356	14.6		348	45.4		347	8.4	
Cryptologic Technician	10,440	74.8	SRB, EB	10,442	77.1	SRB, EB	10,441	82.9	SRB, EB
Damage Controlman	3,460	78.4	SRB, EB	3,440	84.4	SRB, EB	3,523	85.9	SRB, EB
Dental Technician	3,192	71.1	SRB, EB	3,240	78.7	SRB	3,169	78.6	SRB
Disbursing Clerk	1,757	65.2	SRB, EB	1,745	74.7	SRB, EB	1,760	79.1	SRB, EB
Diver	1,159	62.4	EB	1,177	63.4	EB	1,253	60.4	EB
Electronics Technician	15,879	73.2	SRB	15,619	79.1	SRB	15,925	79.5	SRB
Engineman	5,288	76.4	SRB, EB	5,325	80.4	SRB, EB	5,461	84.5	SRB, EB
Equipment Operator	1,444	69.9	SRB	1,461	65.2	SRB, EB	1,509	74.4	SRB, EB
Explosive Ordnance Disposal	889	50.5	SRB, EB	910	48.9	EB	962	50.0	SRB
Fire Control Technician	1,363	59.9	SRB	1,389	61.3	SRB	1,412	65.6	SRB
Fire Controlman	8,461	72.1	SRB	8,535	84.6	SRB	8,637	85.2	SRB
Hospital Corpsman	24,204	65.7	SRB, EB	24,369	67.2	SRB, EB	24,787	70.9	SRB, EB
Hull Maintenance Technician	3,732	62.0	SRB, EB	3,661	68.2	SRB, EB	3,561	79.7	SRB, EB



**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
1,406	100.6	SRB, EB	1,424	90.0	SRB, EB	1,300	97.5	SRB, EB
2,664	101.7	SRB, EB	2,660	95.6	SRB, EB	2,684	93.1	SRB, EB
1,663	104.8	SRB, EB	1,739	95.6	SRB, EB	1,924	94.5	SRB, EB
6,681	106.3	SRB, EB	6,727	94.8	SRB, EB	12,137	66.9	SRB, EB
10,385	103.7	SRB	10,295	99.4	SRB	10,385	95.6	SRB
6,805	110.4	SRB, EB	6,992	98.3	SRB, EB	7,923	87.2	SRB, EB
3,079	97.4	EB	3,120	96.0	EB	3,300	98.3	EB
7,211	105.5	SRB, EB	7,294	98.9	SRB, EB	9,181	85.4	SRB, EB
10,613	101.2	SRB, EB	10,641	97.3	SRB, EB	11,916	89.8	SRB, EB
2,404	97.7	SRB	2,498	91.4	SRB	2,216	102.9	SRB
2,435	105.6	SRB, EB	2,483	95.6	SRB, EB	2,480	93.3	SRB, EB
678	100.4		693	97.4		674	98.2	
1,229	103.3	SRB, EB	1,235	97.5	SRB, EB	1,239	94.4	SRB, EB
1,646	99.0	SRB, EB	1,777	92.6	SRB, EB	1,792	98.4	SRB, EB
347	6.9		348	4.0		347	6.9	
10,622	122.1	SRB, EB	12,762	98.2	SRB, EB	12,455	97.3	SRB, EB
3,355	101.9	SRB, EB	3,858	75.6	EB	3,744	85.5	SRB, EB
3,092	96.9	SRB, EB	3,136	89.6	SRB, EB	2,910	97.1	SRB, EB
1,658	107.2	SRB, EB	1,665	94.2	EB	1,547	95.2	SRB, EB
1,226	82.1	SRB	1,270	76.8	SRB	1,258	77.4	SRB
15,400	104.5	SRB	15,460	98.3	SRB	15,144	98.0	SRB
5,212	102.9	SRB, EB	5,566	85.0	EB	5,616	87.9	SRB, EB
1,473	110.0	SRB, EB	1,550	98.5	SRB, EB	1,546	95.3	SRB, EB
979	76.6	SRB	908	93.9	SRB	1,019	86.6	SRB
1,377	99.7	SRB	1,426	95.9		1,468	96.8	
8,141	108.0	SRB	7,894	99.1	SRB	7,421	99.5	SRB
24,264	95.7	SRB, EB	24,685	94.6	SRB, EB	23,872	99.3	SRB, EB
3,399	104.2	SRB, EB	3,501	97.5	SRB, EB	3,427	98.7	SRB, EB

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
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(Continued From Previous Page)

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Illustrator/Draftsman	145	67.6		132	76.5		126	77.8	
Information Systems Technician	11,728	75.4	SRB, EB	11,434	76.6	SRB, EB	11,479	74.2	SRB, EB
Intelligence Specialist	2,111	74.4	SRB, EB	2,152	81.9	SRB, EB	2,305	81.3	SRB, EB
Interior Communications Electrician	3,001	65.1	SRB, EB	2,889	75.2	SRB, EB	2,858	83.4	SRB, EB
Journalist	679	61.3	EB	656	71.6		659	75.7	EB
Lithographer	236	67.8		235	74.0		228	89.5	SRB, EB
Machinist's Mate	17,666	75.9	SRB, EB	17,647	76.9	SRB, EB	17,920	79.1	SRB, EB
Mineman	686	70.7	SRB, EB	718	77.4	SRB, EB	780	88.6	SRB, EB
Musician	738	66.1	EB	748	66.3	EB	811	66.1	EB
Navy Counselor	1,357	69.6	SRB	1,379	69.3	SRB	1,532	61.2	SRB
Officer Candidate School	4,943	0.0		4,411	0.0		4,411	0.0	
Personnelman	3,588	65.8	EB	3,600	70.2	EB	3,614	72.9	EB
Religious Program Specialist	843	73.9	EB	855	78.1		859	78.3	
Seal, Special Warfare	1,775	55.7	SRB	1,759	55.4	SRB	1,690	60.3	SRB
Sonar Technician	6,348	72.4	SRB, EB	6,281	72.3	SRB, EB	6,307	75.8	SRB, EB
Special Warfare Combatant Crewmembers	390	29.0	SRB	395	34.7	SRB	458	32.8	SRB
Storekeeper	6,326	65.2	EB	6,352	71.5	SRB	6,904	73.2	SRB, EB
Utilities Constructionman	16	56.3		17	70.6		19	63.2	
Utilitiesman	902	69.5	SRB	918	66.7	SRB, EB	976	73.9	SRB, EB
Yeoman	6,891	76.8	SRB, EB	6,803	77.5	SRB, EB	6,829	75.0	SRB, EB

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.

**Appendix IV  
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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
116	107.8		115	95.7		110	96.4	
10,964	94.8	SRB, EB	11,051	91.5	SRB, EB	11,077	91.0	SRB, EB
2,257	102.3	SRB, EB	2,373	88.0	SRB, EB	2,368	86.3	SRB, EB
2,719	105.2	SRB, EB	2,722	96.1	SRB, EB	2,619	97.6	SRB, EB
623	110.6	EB	654	94.8	EB	677	90.4	EB
249	97.6	EB	250	96.8	EB	262	94.7	EB
17,306	105.4	SRB, EB	18,797	93.3	SRB, EB	18,516	96.3	SRB, EB
939	96.6	SRB, EB	954	90.7	SRB, EB	980	89.9	SRB, EB
755	93.1	EB	772	92.6	EB	771	97.3	EB
1,450	96.8		1,505	94.0		1,489	94.4	
4,484	0.0		5,175	0.0		5,079	0.0	
3,485	97.5	EB	3,540	93.1	EB	3,426	102.7	EB
838	93.3	EB	874	89.6	EB	890	98.4	EB
1,666	89.9	SRB	1,718	89.3	SRB	1,751	86.2	SRB
6,023	103.2	SRB, EB	6,063	94.0	SRB, EB	5,836	96.5	SRB, EB
473	52.0	SRB	502	112.7	SRB	701	82.0	SRB
9,954	97.8	SRB, EB	9,927	100.6	SRB, EB	9,901	99.8	SRB, EB
17	117.6		18	88.9		18	94.4	
975	105.4	SRB, EB	1,025	96.7	SRB, EB	1,028	97.5	SRB, EB
6,560	94.2	SRB, EB	6,313	96.7	SRB, EB	6,165	97.4	SRB, EB

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
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**Table 18: Marine Corps's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Aircraft Maintenance Chief	112	100.9		241	101.2		243	99.6	
Administrative Clerk	3,022	117.5	EB	3,078	107.5	EB	3,032	102.7	EB
Air Control Electronics Operator	130	110.8	SRB, EB	130	125.4	SRB, EB	136	131.6	SRB, EB
Air Traffic Control Communications Technician	185	105.4	SRB, EB	176	112.5	SRB	166	116.3	SRB, EB
Air Traffic Control Navigational Aids Technician	123	117.9	SRB, EB	120	116.7	SRB	103	128.2	SRB, EB
Aircraft Communications/ Navigation Systems Technician, KC-130	83	112.0	SRB	76	130.3	SRB	81	112.3	SRB, EB
Aircraft Communications/ Navigation/ Electrical Systems Technician, CH-46	317	109.5	SRB, EB	312	117.3	SRB, EB	300	115.3	SRB, EB
Aircraft Communications/ Navigation/ Electrical/ Weapon Systems Technician, U/AH-1	490	105.3	SRB, EB	485	108.9	SRB, EB	484	102.7	SRB, EB
Aircraft Communications/ Navigation/ Radar Systems Technician, EA-6B	57	124.6	SRB	63	119.0	SRB	60	113.3	SRB, EB
Aircraft Electrical/ Instrument/ Flight Control Systems Technician, Fixed Wing	157	131.2	SRB, EB	159	128.9	SRB, EB	156	116.0	SRB, EB
Aircraft Electrical/ Instrument/ Flight Control Systems Technician, Helicopter	175	136.6	SRB	169	118.3	SRB, EB	160	111.3	SRB, EB
Aircraft Forward Looking Infrared/ Electro-optical Technician	75	92.0	SRB	80	103.8	SRB, EB	74	104.1	SRB, EB
Aircraft Navigation Systems Technician, IFF/ RADAR/ TACAN	267	101.5	SRB, EB	278	101.1	SRB, EB	267	118.0	SRB, EB

**Appendix IV  
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Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
247	102.8		246	100.8		270	101.5	
2963	102.0	EB	2978	103.8	EB	3155	101.6	EB
132	136.4	SRB, EB	137	133.6	SRB, EB	135	129.6	SRB, EB
169	105.9	SRB, EB	179	96.1	SRB, EB	167	101.2	SRB, EB
98	117.3	EB	111	91.0	SRB, EB	101	106.9	EB
84	109.5	SRB, EB	85	101.2	SRB, EB	100	84.0	SRB, EB
293	118.1	SRB, EB	350	98.6	SRB, EB	308	103.2	SRB, EB
463	111.4	SRB, EB	535	96.3	SRB, EB	504	100.2	SRB, EB
54	125.9	SRB, EB	57	105.3	SRB, EB	58	103.4	SRB, EB
162	114.2	SRB, EB	175	99.4	SRB, EB	150	106.0	EB
160	101.3	SRB, EB	179	95.5	SRB, EB	160	109.4	EB
75	110.7	SRB, EB	83	107.2	SRB, EB	70	111.4	SRB, EB
270	111.5	SRB, EB	303	92.1	SRB, EB	269	101.9	SRB, EB

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(Continued From Previous Page)

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Aircraft Ordnance Technician	1,217	104.2	SRB, EB	1,213	102.8	SRB, EB	1,276	102.2	SRB, EB
Aircraft Rescue and Firefighting Specialist	1,036	107.1	SRB, EB	1,039	100.6	SRB, EB	1,004	105.2	SRB, EB
Antitank Missileman	866	123.2	SRB, EB	845	108.6	SRB, EB	824	101.9	SRB, EB
Artillery Meteorological Man	51	105.9	SRB, EB	51	103.9	EB	58	100.0	SRB, EB
Aviation Ordnance Systems Technician	907	111.6	SRB, EB	955	106.6	SRB, EB	984	104.3	SRB, EB
Aviation Radar Repairer	85	149.4	SRB, EB	83	125.3	SRB	75	169.3	SRB, EB
Combat Lithographer	0	0.0		88	108.0		87	114.9	SRB
Combat Photographer	164	109.8	SRB, EB	160	119.4	EB	167	106.0	
Combat Videographer	94	137.2	EB	104	108.7	EB	108	100.9	EB
Correctional Specialist	628	108.8	SRB, EB	641	110.8	SRB, EB	600	115.0	SRB, EB
Digital Multi-channel Wideband Transmission Equipment Operator	619	102.6	SRB	625	98.2	SRB, EB	624	109.1	SRB, EB
Electrician	563	100.7	SRB, EB	565	102.3	EB	581	99.1	SRB, EB
Electro-Optical Ordnance Repairer	399	108.3	SRB, EB	397	115.1	SRB, EB	382	119.1	SRB, EB
Engineer Assistant	118	122.0		114	121.9		130	113.1	
Engineer Equipment Mechanic	1,106	96.7	EB	1,109	103.6	EB	1,148	106.5	EB
Field Artillery Cannoneer	2,047	98.7	SRB, EB	2,039	102.0	SRB, EB	2,029	104.0	SRB, EB
Field Artillery Fire Control Man	589	94.7	SRB, EB	529	115.9	SRB, EB	575	116.2	SRB, EB
Field Artillery Radar Operator	96	95.8	SRB, EB	93	108.6	SRB, EB	96	108.3	SRB, EB
Fixed-Wing Aircraft Power Plants Mechanic, T-56	0	0.0		79	125.3	SRB	91	104.4	SRB
Fleet Satellite Communications Terminal Operator	26	111.5		30	106.7	SRB	32	106.3	SRB
Geographic Intelligence Specialist	133	117.3	SRB, EB	133	112.8	SRB, EB	124	130.6	SRB, EB

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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
1,266	107.6	SRB, EB	1,308	107.4	SRB, EB	1,306	109.5	SRB, EB
962	109.8	EB	987	112.5	EB	962	110.2	EB
846	107.6	SRB, EB	889	101.6	SRB, EB	852	113.5	SRB
50	124.0	SRB, EB	52	107.7	SRB, EB	49	122.4	EB
947	110.0	SRB, EB	958	105.5	SRB, EB	933	103.8	SRB, EB
78	153.8	SRB, EB	92	140.2	SRB, EB	87	155.2	EB
84	113.1	SRB, EB	75	110.7		60	130.0	
160	111.3	EB	161	107.5		129	119.4	EB
96	111.5	EB	94	106.4	SRB, EB	109	93.6	SRB, EB
590	106.1	EB	566	106.9	EB	581	107.2	SRB, EB
619	118.3	SRB, EB	621	111.6	EB	620	100.2	EB
570	102.1	EB	559	112.2	EB	493	127.6	EB
381	115.5	SRB, EB	401	106.2	SRB, EB	383	108.4	SRB, EB
121	119.0	SRB, EB	116	108.6	EB	109	110.1	
1,139	112.8	EB	1,124	116.9	EB	1,122	123.4	EB
2,118	101.4	SRB, EB	2,040	108.2	SRB, EB	2,058	112.1	SRB, EB
565	124.2	SRB, EB	572	119.9	SRB, EB	559	124.5	SRB, EB
93	114.0	SRB, EB	93	107.5	SRB, EB	94	107.4	EB
87	111.5	EB	82	106.1	SRB	74	109.5	EB
32	115.6	SRB	27	118.5		27	3.7	
121	124.8	SRB, EB	132	112.1	SRB, EB	130	119.2	SRB, EB

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Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Helicopter Airframe Mechanic, CH-46	354	109.9	SRB	342	108.8	SRB, EB	316	120.3	SRB
Helicopter Crew Chief, CH-53	360	103.9	SRB, EB	354	117.2	SRB, EB	358	105.9	SRB, EB
Helicopter Mechanic, UH/AH-1	626	107.0	SRB	595	114.3	SRB, EB	639	104.4	SRB, EB
Helicopter Mechanic, CH-53	560	103.2	SRB	562	101.4	SRB, EB	556	110.4	SRB, EB
Helicopter/ Tiltrotor Dynamic Components Mechanic	187	108.6	SRB	185	111.4	SRB	191	107.9	SRB, EB
Hygiene Equipment Operator	736	103.7	SRB, EB	714	107.3	EB	743	101.6	EB
Infantry Unit Leader	2,479	101.2		2,462	102.0		2,452	89.6	
Legal Services Specialist	429	110.3	EB	427	111.5		438	110.0	SRB
Machinist	139	101.4	SRB	133	105.3	SRB	150	94.0	SRB, EB
Metal Worker	254	108.7		260	100.8	EB	275	99.6	SRB, EB
Meteorology/ Oceanographic Observer	162	114.2	SRB, EB	167	114.4	SRB, EB	146	146.6	SRB, EB
Military Police	2,830	103.3	EB	2,875	105.2	EB	2,809	106.7	SRB, EB
Packaging Specialist	186	117.2	SRB	188	114.9		202	112.4	
Personnel Clerk	2,722	109.4	EB	2,697	111.2	EB	2,720	104.9	EB
Sergeant Major/First Sergeant	1,087	111.2		1,091	109.0		1,091	108.1	
Traffic Management Specialist	550	107.3	EB	561	110.2		555	107.7	EB
Warehouse Clerk	2,546	104.0	EB	2,556	104.5	EB	2,579	104.8	EB

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.



**Appendix IV  
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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
374	100.5	SRB, EB	429	87.6	SRB, EB	379	102.6	SRB
358	105.0	SRB	361	98.3	SRB, EB	343	104.1	SRB, EB
641	110.3	SRB, EB	646	103.6	SRB, EB	633	99.7	SRB
561	104.3	SRB, EB	549	103.8	SRB, EB	553	100.9	SRB, EB
187	112.3	SRB, EB	189	100.5	EB	182	101.1	
726	105.9	EB	713	108.8	EB	632	126.3	EB
2,233	101.7	SRB	2,249	105.6	SRB	657	347.3	
438	105.7	EB	435	106.9	EB	434	109.0	EB
137	110.2	SRB, EB	135	111.1	SRB, EB	137	117.5	SRB, EB
259	113.5	EB	256	122.3	EB	258	127.1	EB
153	139.2	SRB, EB	159	134.0	SRB, EB	166	121.7	SRB, EB
2,981	97.3	SRB, EB	2,865	100.3	SRB, EB	2,878	100.2	SRB, EB
196	106.6		189	113.8	EB	191	113.6	
2,671	101.7	EB	2,649	100.2	EB	2,571	103.8	EB
1,127	102.1		1,173	96.8		1,185	104.1	
541	106.1	EB	520	113.3	EB	521	114.6	EB
2,515	110.4	EB	2,480	113.1	EB	2,444	116.9	EB

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**Table 19: Marine Corps's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Counterintelligence/ Human Intelligence Specialist	255	56.5	SRB	243	64.2	SRB, EB	238	83.2	SRB
Landing Support Specialist	816	92.6	SRB, EB	819	93.3	SRB, EB	830	93.7	SRB, EB
Combat Service Support Chief	370	87.3	SRB	369	92.1	SRB	374	91.2	SRB
Radio Chief	887	90.8	SRB	887	85.2	SRB, EB	859	94.9	
Field Artillery Operations Man	216	82.9	SRB	212	85.4	SRB	217	77.9	
Fabric Repair Specialist	104	88.5	SRB	100	87.0		112	79.5	SRB
Basic Engineer, Construction, Facilities, and Equipment Marine	594	18.9		573	39.8		554	41.5	
M1A1 Tank Crewman	577	91.5	SRB	576	89.9	SRB	554	99.6	SRB
Basic Ground Ordnance Maintenance Marine	330	53.9		325	57.2	EB	316	51.9	
Assault Amphibious Vehicle Repairer/ Technician	659	90.4	SRB, EB	668	85.3	SRB, EB	680	88.7	SRB, EB
Explosive Ordnance Disposal Technician	342	77.2	SRB	351	75.8	SRB, EB	342	81.0	SRB
Special Intelligence System Administrator /Communicator	340	95.6	SRB	343	88.6	SRB	339	90.9	SRB, EB
Asia-Pacific Cryptologic Linguist	81	90.1	EB	86	60.5	SRB	88	58.0	SRB, EB
Satellite Communications Technician	106	65.1	SRB	105	70.5	SRB, EB	99	75.8	SRB
Basic Food Service Marine	248	18.1		248	18.5		180	41.7	
Non-Appropriated Funds Audit Technician	66	63.6	SRB	62	77.4	EB	52	84.6	SRB
Combat Correspondent	405	86.7	SRB, EB	433	76.9	SRB, EB	414	82.6	SRB, EB
Basic Visual Information Support Marine	45	44.4		41	34.1		40	17.5	
Basic Nuclear, Biological, and Chemical Defense Marine	56	19.6		55	30.9		55	96.4	
Basic Military Police and Corrections Marine	262	6.9		263	30.8		259	39.0	
Aviation Radar Technician	78	69.2	SRB	76	67.1		81	61.7	SRB
Air Traffic Control Systems Maintenance Chief	25	84.0		23	87.0		22	86.4	

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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
444	73.4	SRB	444	77.3	SRB	442	83.9	SRB
818	92.5	SRB, EB	825	91.8	SRB, EB	825	91.4	EB
373	90.3	SRB	372	93.0	SRB	339	96.8	SRB
1,054	80.3		927	95.5	SRB	942	89.9	SRB
210	83.8	SRB	209	86.6	SRB	215	91.2	SRB
102	91.2		99	56.6		99	36.4	
624	33.5		525	59.2		593	61.6	
556	98.6	SRB, EB	578	90.3	SRB, EB	563	95.6	SRB
431	32.9		357	58.3		431	66.1	
661	96.2	SRB, EB	664	95.8	SRB, EB	672	93.9	SRB, EB
356	79.8	SRB	394	74.9	SRB	361	80.6	SRB
365	97.3	SRB, EB	391	92.6	SRB, EB	434	95.6	SRB, EB
112	51.8	SRB, EB	133	60.2	SRB, EB	118	78.0	SRB, EB
99	74.7	SRB	112	72.3	SRB	118	68.6	SRB
224	27.7		207	16.9		241	34.0	
53	79.2	SRB	48	93.8	SRB	50	82.0	
417	89.7	SRB, EB	432	93.1	SRB, EB	419	98.1	SRB, EB
55	38.2		32	78.1		39	94.9	
112	50.9		92	57.6		120	59.2	
291	36.8		211	65.4		225	98.7	
74	70.3	SRB	73	72.6	SRB	73	75.3	SRB
21	85.7		22	95.5		25	88.0	

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
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(Continued From Previous Page)

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Tactical Data Systems Administrator	62	59.7	SRB	66	54.5	SRB, EB	67	59.7	SRB
Individual Material Readiness List Asset Manager	296	99.3	SRB, EB	303	99.0	SRB, EB	378	79.6	SRB, EB
Helicopter Crew Chief, UH-1	192	93.2	SRB	194	88.1	SRB	202	79.2	SRB, EB
Advanced Aircraft Communication/Navigation Systems Technician	214	85.5	SRB	218	75.2	SRB	206	83.5	SRB
Advanced Aircraft Electrical/Instrument/Flight Control Systems Technician	107	78.5	SRB	101	89.1	SRB	103	99.0	SRB
Advanced Automatic Test Equipment Technician	114	85.1	SRB	119	72.3	SRB	116	88.8	SRB
Meteorology/Oceanographic Forecaster	142	73.9	SRB	138	79.0	SRB, EB	144	78.5	SRB
Tactical Air Defense Controller	141	69.5	SRB	151	61.6	SRB, EB	148	64.2	SRB
Air Traffic Controller	643	84.1	SRB, EB	633	85.6	SRB, EB	650	93.5	SRB, EB
Unmanned Aerial Vehicle Operator	82	72.0	SRB, EB	86	77.9	SRB, EB	93	74.2	SRB, EB
Airborne Radio Operator/Inflight Refueling Observer/ Loadmaster	121	76.9	SRB	120	76.7	SRB, EB	117	80.3	SRB, EB
Career Recruiter	554	72.0	SRB	554	78.3	SRB	540	78.1	
Personnel/Administrative Chief	1,774	97.6		1,773	98.3		1,724	98.5	EB
Imagery Analysis Specialist	308	81.8	SRB	307	86.6	SRB, EB	279	102.2	SRB
Reconnaissance Man	517	71.6	SRB, EB	485	97.7	SRB, EB	612	130.2	SRB
Wire Chief	298	84.9	SRB	296	85.8	SRB	286	97.6	
Fire Support Man	339	113.0	SRB, EB	374	96.8	SRB, EB	386	89.1	SRB, EB
Electrical Equipment Repair Specialist	689	97.1	SRB, EB	706	98.3		710	96.5	EB
Utilities Chief	180	92.8		179	86.0		173	90.2	
Engineer Equipment Chief	208	80.3	SRB	213	74.6		209	74.6	
Light Armored Vehicle Repairer/Technician	404	93.3	EB	423	89.8	SRB	437	87.9	SRB, EB
Senior Ground Ordnance Weapons Chief	36	88.9		36	88.9		34	88.2	
Criminal Investigator Agent	197	37.6	SRB	195	31.8	SRB	190	31.6	SRB

**Appendix IV  
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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
68	69.1	SRB	65	80.0	SRB	65	86.2	SRB
300	94.3	SRB, EB	305	89.5	EB	303	92.4	EB
207	87.0	SRB, EB	238	76.1	SRB	218	97.7	SRB
195	80.0		185	84.9	SRB	173	93.6	SRB
106	94.3		103	90.3	SRB	104	85.6	SRB
112	94.6	SRB	112	92.9		116	88.8	SRB
135	88.1	SRB	128	90.6	SRB	129	90.7	SRB
135	74.1	SRB	134	67.2	SRB	143	60.1	SRB
647	94.9	SRB, EB	715	84.2	SRB, EB	664	90.7	SRB, EB
86	77.9	SRB, EB	84	79.8	SRB, EB	91	79.1	SRB, EB
114	81.6	SRB	130	76.2	SRB, EB	145	69.7	SRB, EB
541	76.5	SRB	541	81.5	SRB	541	82.1	SRB
1,694	99.3		1,759	94.7		1,586	104.9	
293	99.3	SRB	295	89.5	SRB	289	90.7	SRB
874	91.1	SRB	926	88.1	SRB, EB	919	99.2	SRB, EB
304	101.6		318	92.8	SRB	320	91.6	
381	89.2	SRB, EB	386	98.4	SRB, EB	510	81.8	SRB, EB
699	96.1	EB	690	98.7	EB	666	103.6	EB
171	92.4		165	102.4		158	94.3	
204	98.5	SRB	204	101.0	SRB	183	91.3	
426	92.7	SRB, EB	428	93.5	SRB, EB	411	102.7	SRB, EB
37	91.9		37	105.4		41	78.0	SRB
97	66.0		83	95.2	SRB	88	118.2	SRB

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(Continued From Previous Page)

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Aircraft Electronic Countermeasures Systems Technician, Helicopter	104	101.0	SRB, EB	106	87.7	SRB	104	98.1	SRB, EB
Aircraft Electronic Countermeasures Systems RADCOM/CATI/ID Technician	87	94.3	EB	92	89.1	EB	112	98.2	SRB, EB
Aviation Supply Specialist	1,544	97.4	SRB, EB	1561	98.1	SRB, EB	1574	101.5	SRB, EB
Tactical Systems Operator/Mission Specialist	95	80.0	SRB	97	73.2	SRB	80	81.3	SRB
Metrology Technician	59	88.1	SRB	55	87.3	EB	58	79.3	SRB
Legal Services Reporter	52	59.6	SRB	52	71.2		49	77.6	SRB
Electronics Maintenance Chief	10	90.0		11	63.6		11	90.9	
Tiltrotor Mechanic, MV-22	0	0.0		100	50.0		123	35.0	SRB
Tiltrotor Crew Chief, MV-22	0	0.0		83	12.0	EB	112	7.1	SRB
Fixed-Wing Aircraft Airframe Mechanic, F/A-18	0	0.0		423	95.7	SRB, EB	437	92.0	SRB, EB
Fixed-Wing Aircraft Safety Equipment Mechanic, EA-6	0	0.0		43	93.0		50	90.0	SRB, EB
Hybrid Test Set Technician	0	0.0		70	98.6	EB	73	98.6	SRB, EB
Middle East Cryptologic Linguist	178	95.5	SRB	175	93.7	SRB	171	102.9	SRB, EB
Finance Technician	874	105.9	EB	885	96.8	SRB, EB	875	96.7	EB
Organizational Automotive Mechanic	3,298	89.3	SRB, EB	3,323	91.4	SRB, EB	3471	88.1	EB
Programmer, ADA	334	92.2	SRB	330	95.2	SRB	328	73.8	SRB

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.

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Components' Consistently Over- and  
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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
128	95.3	SRB, EB	149	94.6	SRB, EB	155	94.2	SRB, EB
115	103.5	SRB, EB	128	90.6	SRB, EB	119	94.1	SRB, EB
1,556	99.0	EB	1,522	97.8	EB	1,568	93.2	EB
89	80.9	SRB	107	78.5	SRB, EB	65	132.3	SRB
60	83.3	SRB	56	100.0	SRB	60	90.0	
47	78.7	SRB	49	77.6		38	100.0	SRB
10	100.0		10	90.0		11	90.9	
119	65.5	SRB	110	78.2	SRB, EB	115	99.1	SRB
124	8.9	SRB	83	49.4	EB	100	49.0	SRB
421	99.5	SRB, EB	430	94.4	SRB, EB	469	89.8	SRB, EB
48	83.3	SRB	44	93.2	SRB	59	78.0	
73	93.2	SRB, EB	78	89.7	SRB, EB	71	98.6	SRB, EB
187	92.0	SRB, EB	232	74.6	SRB, EB	220	76.4	SRB, EB
871	94.5	EB	858	95.8	EB	844	98.5	EB
3,397	92.8	EB	3,418	98.2	EB	3,278	105.7	EB
239	74.1	SRB, EB	154	54.5		1	4,800.0	

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Underfilled Occupational Specialties**

**Table 20: Air Force's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Space System Operations	1,222	101.6	SRB, EB	1,207	102.5	SRB, EB	1,163	108.8	SRB
Cryptologic Linguist	2,388	112.3	SRB, EB	1,508	135.4	SRB, EB	1,532	118.7	SRB, EB
Ground Radar System	956	110.4	SRB, EB	903	109.9	SRB	898	111.6	SRB, EB
Electromagnetic Spectrum Management	896	118.5	SRB	690	155.9	SRB	659	153.3	
Enlisted Aide	81	112.3		78	117.9		80	108.8	
Communication Signals Intelligence	1,532	110.0	SRB, EB	1,526	104.6	SRB, EB	1,446	112.2	SRB, EB
Aircrew Life Support	1,754	103.5	SRB, EB	1,792	100.6	SRB	1,803	101.1	SRB
Operations Management	426	95.8	SRB, EB	417	128.3	SRB, EB	405	148.6	SRB, EB
Correction Custody Supervisor	9	100.0		5	180.0		5	120.0	
Senior Enlisted Advisor	126	100.8		125	100.0		127	106.3	

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.



**Appendix IV**  
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**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
1,050	124.8	SRB	1,018	116.0		1,013	101.1	
1,513	111.6	SRB, EB	1,453	131.9	SRB, EB	1,760	111.4	SRB
866	123.1	SRB, EB	800	131.5		816	115.6	
678	131.9		644	120.0		656	104.0	
78	109.0		79	111.4		79	108.9	
1,458	104.3	SRB, EB	1,469	103.8		1,475	96.0	EB
1,792	103.9	SRB	1,752	102.7		1,679	97.4	SRB, EB
399	172.9	SRB	392	171.2		378	148.4	
6	133.3		7	114.3		4	125.0	
129	100.8		133	103.0		131	103.1	

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Underfilled Occupational Specialties**

**Table 21: Air Force's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Aerospace Physiology	303	98.7	SRB	319	95.0	SRB	342	88.6	SRB
Air Transportation	24,844	94.7	SRB, EB	24,014	93.7	SRB, EB	23,836	94.8	SRB, EB
Airborne Communication and Electronic Systems	705	89.6	SRB, EB	923	85.3	SRB, EB	959	83.9	SRB, EB
Airborne Cryptologic Linguist	0	0.0		855	71.3		887	70.6	SRB, EB
Airborne Missions Systems	321	103.4	SRB, EB	344	94.5	SRB, EB	344	91.9	SRB, EB
Airborne Battle Management	823	84.4	SRB, EB	883	76.7	SRB, EB	880	81.7	SRB, EB
Aircraft Fabrication	4,776	89.1	SRB, EB	4,953	82.7	SRB	5,511	75.9	SRB, EB
Aircraft Loadmaster	1,879	93.1	SRB, EB	1,927	86.5	SRB	1,928	86.0	SRB, EB
Airfield Management	744	86.3	SRB	819	82.1	SRB	827	87.8	SRB
Awaiting Retraining – Reasons Within Control				1	0.0		1	0.0	
Bioenvironmental Engineering	957	85.4	SRB, EB	951	85.6	SRB	953	88.2	SRB
Biomedical Equipment	502	84.5	SRB, EB	502	79.1	SRB, EB	506	84.4	SRB
Cardiopulmonary Laboratory	283	101.4	SRB, EB	272	88.2	SRB	272	79.8	SRB
Combat Control	437	75.7	SRB, EB	431	76.1	SRB, EB	426	74.9	SRB, EB
Communication – Computer Systems Planning and Implementation	626	96.3	SRB, EB	638	90.3	SRB	647	86.4	SRB
Computer Network, Switching, and Crypto Systems	3,071	93.2	SRB, EB	3,011	80.6	SRB, EB	3,005	79.0	SRB, EB
Contracting	1,377	91.5	SRB, EB	1,407	85.2	SRB	1,398	89.6	SRB
Courier	90	102.2		93	94.6		93	92.5	
Dental	2,584	94.8	SRB, EB	2,579	91.2	SRB	2,595	89.7	SRB
Diet Therapy	409	96.6	SRB	381	89.8	SRB	394	87.1	SRB
Dormitory Manager	380	92.4		351	94.0		346	100.0	
Education and Training	1,640	97.1		1,543	92.4		1,485	89.3	
Electronic Signals Intelligence Exploitation	748	93.6	SRB, EB	755	81.7	SRB, EB	743	81.2	SRB, EB

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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
361	91.1		360	90.6		356	93.0	
23,079	99.4	SRB, EB	22,101	102.3	SRB	22,081	96.3	
919	93.5	SRB, EB	935	94.2	SRB	940	93.8	SRB
928	60.0	SRB, EB	940	53.1	SRB, EB	1110	48.5	SRB, EB
345	89.6	SRB, EB	348	89.4	SRB	346	98.0	SRB
826	92.9	SRB, EB	838	97.4	SRB	832	99.8	SRB
5,420	86.3	SRB, EB	5,398	96.2	SRB, EB	5,325	97.1	
1,988	90.2	SRB, EB	1,987	97.5	SRB	2,104	93.6	SRB
828	96.9	SRB	806	106.0		789	99.0	
1	0.0		1	0.0		1	0.0	
968	90.1	SRB	977	89.0		962	85.8	
526	87.5		523	98.1		514	102.3	
267	79.8		267	88.4		264	92.8	
427	69.6	SRB, EB	433	83.1	SRB, EB	473	76.7	SRB, EB
654	91.9	SRB	643	98.1		642	94.7	
2,924	81.8	SRB, EB	2,759	91.2	SRB	2,775	90.2	
1,422	87.1	SRB	1,406	89.7		1,349	94.5	
93	89.2		88	98.9		92	97.8	
2,497	97.0	SRB	2,498	102.0		2,457	99.3	
401	85.0	SRB	399	96.0		391	101.0	
329	98.5		318	87.1		316	90.5	
1,455	82.8		1,412	84.3		1,359	87.2	
747	79.7	SRB, EB	727	92.6	SRB	779	100.5	

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Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Engineering	1,030	92.2	SRB, EB	1,019	83.3	SRB	994	87.3	SRB
Enlisted Accessions Recruiter	2,543	91.4		2,826	87.8		2,830	92.3	
Explosive Ordnance Disposal	913	97.5	SRB, EB	952	98.7	SRB, EB	978	96.6	SRB, EB
First Sergeant	1,297	93.8		1,279	90.1		1,284	92.9	
Flight Attendant	193	96.9	SRB	209	83.3	SRB	217	83.4	SRB, EB
Flight Engineer	1,876	101.0		1,834	92.3	SRB	1,712	97.1	SRB
Health Services Management	3,219	94.8	SRB, EB	3,170	87.6	SRB	3,104	92.3	SRB
Historian	114	92.1		112	90.2		115	90.4	
Imagery Analysis	1,018	107.7	SRB, EB	1,044	97.2	SRB, EB	1,070	89.1	SRB, EB
Information Management	10,731	100.7	SRB	10,543	97.6	SRB	10,431	95.2	SRB
Intelligence Applications	2,294	92.5	SRB, EB	2,322	87.9	SRB, EB	2,450	85.3	SRB, EB
Interpreter/Translator	64	96.9		64	81.3		56	67.9	
Linguist Debriefer	68	77.9		69	78.3		66	77.3	
Logistics Plans	757	100.4		771	87.9		775	87.0	SRB
Manpower	763	99.6	SRB	762	89.1	SRB	740	85.9	SRB
Medical Materiel	1,153	95.7	EB	1,071	95.6		1,092	89.2	
Mental Health Service	665	97.7	SRB	661	91.8	SRB	669	86.5	SRB
Military Training Leader	369	101.6		385	92.5		420	89.0	
Munitions Systems	6,696	86.9	SRB, EB	6,709	85.2	SRB, EB	7,154	81.8	SRB, EB
Network Intelligence Analysis	1,408	88.7	SRB, EB	1,452	75.6	SRB, EB	1,481	74.9	SRB, EB
Operation Resource Management	1,829	97.0	SRB, EB	1,820	94.3	SRB	1,828	96.9	SRB
Optometry	245	98.0	SRB, EB	275	81.8	SRB	274	86.5	SRB
Paralegal	1,053	91.8	SRB	1,070	86.1	SRB	1,089	84.9	SRB
Pararescue	313	86.9	SRB, EB	325	87.1	SRB, EB	329	81.5	SRB, EB
Personnel	8,060	92.9	SRB, EB	7,989	92.0	SRB	7,849	92.1	SRB
Pharmacy	1,002	91.7	SRB, EB	1,018	90.4	SRB	1,032	89.0	SRB
Postal Specialist	628	99.2		657	97.3		687	91.7	
Professional Military Education Instructor	579	98.1		601	94.0		649	91.5	
Public Health	657	94.7	SRB, EB	651	92.0	SRB	745	82.0	SRB

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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
972	94.5	SRB	963	98.7		942	98.1	
2,828	93.4		2,777	94.5		2,747	93.4	
989	99.2	SRB, EB	1,013	106.0	SRB, EB	1,091	98.2	
1,260	90.2		1,255	93.9		1,236	98.5	
207	86.5	SRB	211	91.5		198	106.6	
1,682	93.9	SRB	1,655	96.6	SRB	1,632	96.0	SRB
3,219	96.1	SRB	3,171	99.9		3,186	93.9	
115	89.6		105	97.1		31	248.4	
1,094	88.3	SRB, EB	1,151	93.0	SRB	1,224	95.5	
10,280	96.5	SRB	9,886	95.9		9,578	90.1	
2,420	88.4	SRB, EB	2,524	90.8	SRB	2,509	93.0	SRB
58	55.2		86	37.2		56	101.8	
54	88.9		53	81.1		53	73.6	
783	86.3	SRB	774	89.9	SRB	777	90.9	
709	86.0		666	89.9		678	85.3	
1,068	92.4	SRB	1,060	93.9		1,051	94.4	
669	87.4	SRB	662	98.9		658	97.7	
420	97.4		340	97.4		407	81.6	
7,184	91.3	SRB, EB	7,147	99.4	EB	7,084	97.3	
1,504	77.6	SRB, EB	1,520	89.8	SRB	1,579	93.3	SRB
1,826	93.8	SRB	1,785	96.7		1,698	93.9	
293	84.6	SRB	299	93.3		294	99.0	
1,097	85.1	SRB	1,081	87.8	SRB	1,041	89.9	
339	71.4	SRB, EB	361	67.3	SRB, EB	362	66.9	
7,719	90.3		7,346	89.9		6,859	88.2	
1,025	92.9	SRB	1,030	96.4		1,019	96.2	
632	99.2		621	95.0		616	92.9	
656	95.0		649	99.5		642	102.0	
1,060	90.8	SRB	1,057	87.9		1,043	85.5	

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Occupational specialty title	2000			2001			2002		
	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
Safety	388	104.9	SRB	395	95.9		409	86.8	
Services	4,549	94.4	SRB, EB	4,532	97.9	SRB	4,504	99.1	SRB
Special Investigations	766	94.3	SRB	768	92.4	SRB	777	97.6	SRB
Survival, Evasion, Resistance, and Escape	350	90.6	SRB, EB	381	81.4	SRB, EB	383	73.6	SRB, EB
Tactical Air Command and Control	1,027	89.6	SRB	1,017	88.7	SRB, EB	1,053	89.7	SRB
Weather	2,415	91.2	EB	2,472	83.1	EB	2,465	86.3	EB
Public Affairs	711	94.0	SRB, EB	714	87.7	SRB	722	85.0	SRB
Regional Band	580	94.1	EB	597	91.3		597	94.0	
Visual Information Services	1,420	96.0	SRB, EB	1,390	89.6	SRB	1,405	86.5	SRB
Aerospace Medical Service	5,934	95.7	SRB, EB	5,772	92.3	SRB	5,850	94.4	SRB
Medical Laboratory	1,355	91.2	SRB, EB	1,302	86.0	SRB	1,306	86.1	SRB
Tactical Aircraft Avionics Systems	13,203	94.6	SRB, EB	12,936	91.3	SRB, EB	14,260	86.8	SRB, EB
Telephone and Distributed Communication Systems	2,383	82.3	SRB, EB	2,039	87.6	SRB, EB	1,967	88.4	SRB, EB
Security Forces	20,710	99.6	SRB, EB	20,732	98.8	SRB, EB	21,388	98.6	SRB, EB
Physical Medicine	581	105.7	SRB	609	94.3	SRB	600	93.5	SRB
Manpower	23	87.0		22	77.3		22	72.7	

Source: GAO analysis of DOD data.

<sup>a</sup>“SRB” means at least one person in the occupational specialty received a selected reenlistment bonus. “EB” means at least one person in the occupational specialty received an enlistment bonus.

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
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2003			2004			2005		
Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>	Authorized level	Percentage filled	Bonus <sup>a</sup>
404	89.4		393	91.3		394	90.1	SRB, EB
4,494	96.5		4,403	93.8		4,651	83.1	
778	99.4	SRB	952	84.5		1,082	80.4	
390	84.4	SRB, EB	405	100.7	SRB, EB	427	80.8	
1,048	94.4	SRB	1,080	95.5	SRB, EB	1,062	98.0	SRB, EB
2,397	95.4	EB	2,364	99.3		2,265	100.6	
716	89.1	SRB	708	91.2	SRB	684	89.5	
599	97.2		599	96.8		599	90.8	
1,407	87.9	SRB	1,374	92.4		1,354	92.6	
6,354	98.1	SRB	6,349	100.0		6,265	98.3	
1,250	90.8	SRB	1,261	93.8		1,237	98.2	
14,464	93.5	SRB, EB	14,356	100.5	SRB	14,205	97.2	
1,933	93.2	SRB, EB	1,827	104.1	SRB	1,872	99.7	
21,769	99.5	SRB, EB	22,541	103.1	SRB	23,586	95.5	
619	91.4	SRB	625	93.4		613	94.9	
21	85.7		20	80.0				

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 22: Army National Guard's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Aviation Operations Specialist	1,348	109.9	1,307	112.6
Avionic Mechanic	509	113.2	521	114.8
Career Counselor	16	237.5	16	206.3
Chaplain Assistant	719	112.7	703	127.2
Criminal Investigation Division Special Agent	35	105.7	30	143.3
Civil Affairs Specialist	2	34,700.0	2	10,450.0
Dental Specialist	305	130.2	287	139.7
Financial Management Technician	1,450	115.5	1,444	115.7
Firefighter	274	136.5	291	123.4
Human Resources Specialist	14,193	123.9	14,185	127.6
Information Technology Specialist	1,600	112.4	1,667	115.5
Interior Electrician	523	121.8	533	124.4
Medical Laboratory Specialist	80	132.5	76	132.9
Medical Logistics Specialist	235	159.1	222	162.6
Multimedia Illustrator	106	112.3	113	117.7
Operating Room Specialist	36	188.9	34	202.9
Paralegal Specialist	1,078	101.4	1,011	107.3
Patient Administration Specialist	298	157.0	281	163.0
Pharmacy Specialist	32	115.6	32	140.6
Radiology Specialist	79	212.7	78	184.6
Recruiter	28	367.9	28	300.0
Recruiting and Retention Non-Commissioned Officer	3,354	109.8	3,509	106.4
Shower/ Laundry and Clothing Repair Specialist	137	143.1	135	144.4
Special Forces Medical Sergeant	317	125.6	333	112.0
Special Forces Weapons Sergeant	322	134.2	332	130.1
UH-1 Helicopter Repairer	1,176	113.0	1,098	107.4
Unit Supply Specialist	10,919	108.7	10,967	111.6

Source: GAO analysis of DOD data.



**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
1,319	109.6	1,415	103.5	1,587	101.9	1,589	100.5
515	117.1	492	119.1	543	109.4	543	109.8
16	131.3	15	126.7	10	90.0	7	142.9
737	113.6	758	111.1	755	120.8	760	112.1
32	131.3	25	172.0	41	95.1	41	139.0
3	3,066.7	4	4,000.0	2	1,700.0	0	0.0
275	145.8	273	151.3	288	149.0	280	152.1
1,524	112.4	1,487	116.4	1,545	106.1	1,643	96.2
334	110.2	390	104.9	369	140.9	372	124.2
13,956	129.8	13,762	133.9	14,539	122.0	14,572	121.0
1,758	113.3	1,806	111.5	1,851	105.3	1,821	102.8
539	117.4	552	112.9	603	106.5	599	100.5
82	139.0	101	119.8	106	131.1	95	140.0
231	141.6	245	139.6	260	129.2	248	123.8
104	136.5	112	113.4	110	110.0	113	110.6
34	197.1	14	285.7	3	300.0	1	200.0
1,071	106.2	1,102	103.0	1,102	102.9	1,088	98.4
284	164.8	278	168.3	291	161.2	280	168.6
32	162.5	31	164.5	31	135.5	30	140.0
83	213.3	102	189.2	128	193.8	130	210.0
31	200.0	26	165.4	18	211.1	13	261.5
3,464	107.3	3,217	116.2	3,470	111.0	3,709	120.9
22	813.6	0	0.0	125	168.8	127	162.2
316	120.6	336	112.2	324	116.7	322	105.6
334	133.5	361	126.0	369	107.3	374	117.9
1,063	102.5	272	114.7	151	128.5	155	101.9
10,992	110.8	10,993	108.4	11,015	104.9	10,930	104.7

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 23: Army National Guard's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
AH-64 Attack Helicopter Repairer	691	88.7	657	91.6
AH-64A Armament/ Electrical/ Avionics System Repairer	469	65.2	454	67.2
Air Defense Artillery Senior Sergeant	173	89.6	167	91.0
Air Defense Command, Control, Communications, Computers, and Intelligence Tactical Operations Center Enhanced Operator/Maintainer	248	47.2	380	41.1
Air Traffic Control Equipment Repairer	75	78.7	79	74.7
Air Traffic Control Operator	536	67.5	545	58.9
Aircraft Components Repair Supervisor	201	95.5	197	99.0
Aircraft Electrician	537	86.4	542	91.3
Aircraft Pneudraulics Repairer	382	56.8	375	62.4
Aircraft Powerplant Repairer	676	80.6	666	86.3
Aircraft Powertrain Repairer	430	75.1	432	70.1
Aircraft Structural Repairer	608	69.4	597	79.4
Ammunition Specialist	1,143	75.0	1,144	76.1
Apache Attack Helicopter Systems Repairer	50	62.0	41	53.7
Armament Repairer	1,265	59.8	1,130	62.2
Armor Senior Sergeant	425	98.1	431	94.7
Artillery Mechanic	1,539	84.0	1,528	74.3
Automotive Electrical Systems Repairer	672	71.6	647	71.3
Avenger Crewmember	1,515	77.8	1,670	74.8
Avenger System Repairer	223	65.0	222	70.7
Avionic Communications Equipment Repairer	185	89.4	183	92.3
Avionic System Repairer	349	79.9	314	85.7
Bradley Fighting Vehicle System Maintainer	3,163	80.3	3,141	71.2
Bradley Linebacker Crewmember	433	49.2	440	56.8
Bridge Crewmember	1,478	79.1	1,396	88.0
Cable Systems Installer-Maintainer	1,794	98.0	1,757	96.1
Cannon Crewmember	17,805	85.0	17,504	83.8
Cannon Fire Direction Specialist	3,325	91.0	3,215	88.4
Cargo Specialist	46	63.0	48	62.5
Carpentry and Masonry Specialist	2,942	91.5	3,022	91.3
Cavalry Scout	5,574	83.2	5,712	82.4
CH-47 Helicopter Repairer	1,120	79.3	1,074	84.7

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
662	101.1	1,069	93.7	1,404	84.4	1,415	81.0
442	74.7	578	77.3	719	70.9	730	69.3
160	97.5	161	93.2	166	86.1	153	85.6
408	91.7	474	81.6	590	77.1	646	66.4
78	82.1	73	72.6	66	74.2	72	75.0
541	67.1	514	72.6	522	70.1	544	67.8
198	98.5	184	100.5	196	95.9	203	91.1
533	91.2	450	100.9	453	90.3	444	91.7
362	61.3	346	66.8	358	60.3	350	64.6
647	93.2	538	98.3	554	95.8	542	97.6
406	82.0	352	83.0	384	79.9	379	80.7
594	84.0	568	88.2	602	83.1	592	84.8
1,119	72.9	1,012	78.7	999	74.6	969	69.0
30	60.0	26	61.5	51	51.0	51	51.0
1,046	63.0	998	65.0	971	59.4	989	56.2
454	90.1	471	89.8	459	93.0	456	89.7
1,304	77.8	1,129	78.5	946	72.0	956	66.0
642	69.0	671	68.1	637	64.1	474	54.0
1,472	94.9	1,889	85.9	2,267	81.3	2,186	80.0
225	66.7	230	63.9	243	57.6	243	51.0
174	98.3	208	76.4	184	87.5	176	89.8
306	86.9	370	72.4	369	79.7	350	79.4
2,986	68.1	2,504	75.9	1,848	75.3	1,664	70.6
375	63.5	59	108.5	58	89.7	59	61.0
1,318	93.7	1,177	96.9	1,171	81.4	1,286	66.5
1,770	93.1	1,905	83.2	1,539	84.0	1,521	72.9
16,840	84.5	15,813	86.5	14,054	82.9	14,324	82.1
2,823	84.3	2,543	82.6	2,065	73.0	2,050	62.6
63	55.6	63	92.1	67	74.6	66	63.6
3,063	91.3	3,195	89.8	3,590	87.9	3,519	74.5
6,057	81.0	6,110	84.9	5,824	87.0	5,763	84.6
1,053	87.1	1,347	88.5	1,310	87.5	1,319	83.9

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Chemical Operations Specialist	5,954	75.9	6,188	79.0
Combat Engineer	15,509	79.1	15,062	78.1
Combat Engineering Senior Sergeant	342	105.0	330	98.5
Communications Interceptor/Locator	42	71.4	34	91.2
Concrete and Asphalt Equipment Operator	266	71.1	278	70.5
Construction Equipment Repairer	3,328	91.1	3,229	92.5
Construction Equipment Supervisor	748	99.1	754	95.5
Cryptologic Communications Interceptor/ Locator	479	64.5	422	70.1
Electronic Intelligence Interceptor/ Analyst	29	93.1	25	124.0
Electronic and Missile Systems Maintenance Chief	23	91.3	26	84.6
Electronic Maintenance Chief	278	89.9	270	88.1
Explosive Ordnance Disposal Specialist	80	125.0	99	89.9
Field Artillery Automated Tactical Data System Specialist	0	0.0	258	44.6
Field Artillery Firefinder Radar Operator	403	85.4	408	85.0
Field Artillery Meteorological Crewmember	375	84.5	342	93.0
Field Artillery Senior Sergeant	733	100.5	744	99.6
Field Artillery Surveyor	957	93.7	954	91.3
Fire Control Systems Repairer	344	61.9	315	62.2
Fire Support Specialist	4,943	75.3	4,821	74.7
Food Service Operations	11,682	89.2	11,607	90.1
General Construction Equipment Operator	2,340	85.3	2,314	88.8
Ground Surveillance Systems Operator	345	73.3	332	77.4
Heavy Construction Equipment Operator	3,912	95.2	3,941	99.8
Human Intelligence Collector	560	80.7	595	80.3
Human Resources Information Systems Management Specialist	249	103.6	251	96.4
Indirect Fire Infantryman	4,722	85.6	4,676	83.5
Infantryman	40,541	82.0	39,924	82.5
Information Systems Chief	62	100.0	71	98.6
Integrated Family of Test Equipment Operator and Maintainer	110	72.7	110	73.6
Land Combat Electronic Missile System Repairer	647	66.5	646	59.3
M1 Abrams Tank System Maintainer	2,132	77.1	2,153	67.7
M1 Armor Crewman	10,791	76.6	10,847	71.8

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
6,581	83.3	6,377	88.7	6,606	80.4	6,606	76.6
14,683	80.8	13,686	89.2	13,090	90.7	12,998	86.6
319	97.8	298	99.7	300	96.3	303	90.8
32	125.0	57	64.9	46	78.3	45	84.4
257	78.6	291	70.1	343	59.5	355	50.4
2,973	98.5	2,917	90.4	2,948	83.0	2,977	79.4
738	98.8	762	92.3	773	93.3	756	89.0
406	75.4	354	82.2	379	68.6	383	70.0
29	82.8	36	47.2	30	70.0	34	35.3
26	80.8	26	80.8	23	87.0	21	90.5
263	84.4	264	86.7	263	89.4	260	81.9
136	81.6	188	72.9	188	84.0	183	85.2
774	69.4	978	62.3	1,227	61.0	1,368	63.6
398	80.9	398	83.9	390	97.4	390	93.3
297	107.4	291	96.2	298	83.2	298	72.5
741	96.6	724	95.3	698	92.4	684	90.4
937	88.0	885	87.2	847	73.6	834	66.1
289	62.6	284	66.5	272	62.5	281	54.8
4,632	73.3	4,722	67.8	4,225	66.7	4,344	60.2
11,413	87.6	11,652	83.7	11,456	80.4	11,282	78.0
2,269	88.7	2,255	87.4	2,281	77.9	2,263	70.9
330	93.9	452	71.0	413	81.1	437	74.8
3,870	97.1	3,955	92.9	4,084	87.5	4,058	78.1
583	91.4	648	88.0	641	82.8	835	71.0
372	64.2	393	83.2	402	81.8	418	73.7
4,429	78.1	4,190	81.7	4,268	75.9	4,290	68.9
39,902	82.3	39,273	83.7	37,905	86.3	38,442	85.0
102	73.5	120	85.0	129	95.3	140	85.7
111	68.5	156	59.6	185	53.5	175	46.3
645	59.4	592	59.1	565	54.0	549	52.8
2,053	66.8	1,960	68.7	1,779	66.3	1,727	64.0
10,223	74.8	9,409	79.9	9,444	78.2	9,439	77.4

**Appendix IV  
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Components' Consistently Over- and  
Underfilled Occupational Specialties**

*(Continued From Previous Page)*

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Machinist	630	82.2	613	85.2
Portable Air Defense System Crewmember	3,158	55.6	2,689	62.5
Mechanical Maintenance Supervisor	956	88.6	1,016	90.6
Mental Health Specialist	0	0.0	143	81.8
Metal Worker	1,153	93.4	1,136	99.0
Microwave Systems Operator-Maintainer	168	78.0	136	88.2
Military Intelligence Systems Maintainer/ Integrator	52	42.3	42	73.8
Military Police	12,017	95.8	12,011	95.2
Mortuary Affairs Specialist	60	71.7	65	93.8
Motor Transport Operator	19,286	85.2	19,472	89.2
Multichannel Transmission Systems Operator-Maintainer	3,903	76.0	3,838	74.4
Multiple Launch Rocket System Operational Fire Direction Specialist	960	75.9	1,086	78.5
Multiple Launch Rocket System / High Mobility Artillery Rocket System Crewmember	2,057	94.6	2,293	94.8
Multiple Launch Rocket System Repairer	346	69.1	361	72.6
Network Switching Systems Operator-Maintainer	2,123	79.7	2,104	76.2
Optical Laboratory Specialist	30	83.3	29	89.7
Patriot Fire Control Enhanced Operator/Maintainer	104	50.0	128	46.9
Patriot Launching Station Enhanced Operator/ Maintainer	223	63.7	274	51.1
Patriot System Repairer	23	69.6	22	63.6
Petroleum Laboratory Specialist	196	62.2	231	58.9
Petroleum Supply Specialist	7,770	70.7	7,873	70.1
Plumber	511	80.2	535	80.6
Power-Generation Equipment Repairer	3,376	78.1	3,256	80.1
Quarrying Specialist	343	63.0	362	74.6
Quartermaster and Chemical Equipment Repairer	1,937	67.5	1,848	67.9
Radar Repairer	185	53.0	163	57.7
Radio and Communications Security Repairer	1,186	71.4	1,159	71.6
Radio Operator-Maintainer	3,570	77.6	3,413	80.8
Signal Support Systems Specialist	7,354	93.1	7,141	94.5
Signals Collector/ Analyst	6	50.0	5	60.0
Signals Intelligence Analyst	246	74.4	238	82.4

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
622	82.8	652	78.8	642	80.4	644	76.2
2,366	57.9	2,065	68.9	1,459	67.2	1,130	58.8
1,060	93.9	1,093	95.3	1,079	93.3	1,061	93.6
143	93.0	152	86.8	163	88.3	147	96.6
1,123	97.4	1,115	94.7	1,110	89.8	1,116	83.2
115	97.4	125	88.0	124	72.6	118	67.8
44	86.4	96	45.8	70	77.1	76	77.6
12,572	96.2	13,613	91.1	15,557	102.7	16,429	88.1
64	90.6	66	83.3	71	94.4	70	90.0
19,844	90.6	22,146	83.1	21,412	83.9	21,564	77.6
4,050	70.4	4,013	71.8	3,932	74.2	3,911	68.2
1,296	78.2	1,238	94.4	1,523	80.4	1,340	72.3
2,480	94.8	2,514	100.5	3,106	82.1	2,802	85.9
344	67.2	395	55.4	382	62.6	368	56.8
2,234	73.8	2,235	73.4	2,193	73.3	2,148	64.7
34	64.7	36	80.6	37	64.9	34	91.2
101	43.6	101	55.4	101	49.5	101	25.7
221	60.6	227	60.4	226	53.5	225	30.7
29	58.6	29	65.5	32	37.5	19	42.1
200	77.5	218	62.8	205	67.8	201	70.6
7,686	73.0	7,456	76.9	7,684	71.1	7,560	68.5
545	77.6	553	81.2	611	75.1	606	65.7
3,321	81.2	3,381	78.5	3,376	77.3	3,389	72.0
431	65.4	331	111.2	358	77.7	268	58.2
1,692	72.7	1,647	75.2	1,560	67.9	1,501	61.9
183	63.9	201	62.7	210	65.2	211	58.3
1,122	71.7	1,082	71.7	1,051	68.3	1,025	63.1
3,188	82.7	2,897	84.5	2,808	81.4	2,631	78.6
6,845	93.8	6,483	93.9	6,299	93.8	6,252	86.6
5	80.0	5	40.0	5	40.0	5	40.0
241	80.9	265	66.4	247	73.3	270	71.1

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Small Arms Artillery Repairer	573	94.4	587	92.8
Special Electronic Devices Repairer	1,078	78.3	999	84.3
Special Forces Assistant Operations and Intelligence Sergeant	159	70.4	166	60.2
Special Forces Senior Sergeant	233	104.7	240	92.9
Special Purpose Equipment Repairer	281	87.2	269	91.1
Tactical Automated Fire Control Systems Specialist	1,018	97.3	1,004	87.9
Telecommunications Operations Chief	762	93.7	762	96.9
Test, Measurement, and Diagnostic Equipment Maintenance Support Specialist	38	68.4	35	65.7
Topographic Surveyor	20	90.0	17	94.1
Track Vehicle Repairer	5,096	79.1	4,776	81.7
Translator / Interpreter	600	81.0	572	80.9
Transmission and Distribution Specialist	13	69.2	11	90.9
Transportation Management Coordinator	334	98.5	337	94.1
Transportation Senior Sergeant	198	98.0	199	99.5
UH-60 Helicopter Repairer	2,498	95.6	2,513	98.2
Utilities Equipment Repairer	1,387	87.2	1,270	89.4
Water Treatment Specialist	1,424	93.2	1,446	99.4
Watercraft Engineer	16	87.5	16	93.8
Watercraft Operator	17	88.2	17	94.1

Source: GAO analysis of DOD data.



**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
620	92.4	593	94.4	594	96.0	597	92.6
944	88.6	935	82.6	957	76.1	987	65.5
166	77.1	174	74.7	172	58.7	171	57.3
247	97.6	263	95.1	259	84.9	260	90.4
272	93.8	272	85.3	272	86.4	276	83.0
912	90.5	949	88.5	865	77.0	811	71.6
775	94.6	802	90.1	804	86.9	793	88.4
36	77.8	65	44.6	33	78.8	32	93.8
19	73.7	19	94.7	19	84.2	19	63.2
4,715	78.3	4,739	77.1	4,956	75.3	4,865	69.2
541	86.1	547	64.9	528	71.2	300	65.7
10	90.0	10	60.0	10	70.0	10	110.0
334	95.5	369	98.4	379	91.6	369	86.4
199	98.5	224	92.0	222	96.8	225	103.1
2,595	97.8	3,094	109.0	3,454	96.6	3,426	97.8
1,202	89.0	1,275	83.1	1,270	79.8	1,280	71.3
1,627	89.3	1,606	93.3	1,799	80.1	1,810	71.7
16	87.5	18	83.3	18	72.2	18	61.1
17	105.9	18	88.9	18	88.9	18	72.2

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 24: Army Reserve's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Air Defense Command, Control, Communications, Computers, and Intelligence Tactical Operations Center Enhanced Operator/Maintainer	3	966.7	3	1,133.3
Air Traffic Control Operator	12	291.7	12	308.3
Aircraft Structural Repairer	44	113.6	40	122.5
Armor Senior Sergeant	44	213.6	42	242.9
Artillery Mechanic	47	191.5	33	227.3
Avenger Crewmember	2	8,250.0	4	3,475.0
Aviation Operations Specialist	147	118.4	134	135.8
Avionic Communications Equipment Repairer	9	322.2	9	277.8
Avionic Mechanic	38	128.9	32	150.0
Bradley Fighting Vehicle System Maintainer	59	325.4	47	393.6
Cannon Crewmember	451	291.6	452	265.9
Cavalry Scout	372	175.0	341	182.1
Combat Engineering Senior Sergeant	148	120.9	139	123.7
Communications Interceptor/Locator	2	3,050.0	2	2,550.0
Cryptologic Communications Interceptor/Locator	107	243.0	101	229.7
Electronic Intelligence Interceptor/Analyst	87	140.2	85	144.7
Field Artillery Senior Sergeant	34	247.1	34	252.9
Fire Control Repairer	12	216.7	10	280.0
Fire Support Specialist	30	430.0	25	844.0
Food Service Operations	3,693	104.3	3,661	109.2
Ground Surveillance Systems Operator	4	1,450.0	4	1,250.0
Indirect Fire Infantryman	140	335.7	154	281.2
Infantryman	4,647	141.9	3,192	196.9
Information Technology Specialist	1,307	107.7	1,275	112.5
Land Combat Electronic Missile System Repairer	7	428.6	16	131.3
M1 Abrams Tank System Maintainer	98	195.9	75	253.3
M1 Armor Crewman	390	268.7	392	253.6
Microwave Systems Operator-Maintainer	90	140.0	91	130.8
Multichannel Transmission Systems Operator-Maintainer	536	125.9	530	125.5
Multiple Launch Rocket System Repairer	2	1,200.0	4	600.0
Network Switching Systems Operator-Maintainer	335	105.7	326	119.3
Patient Administration Specialist	1,192	95.1	901	128.0

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
3	866.7	3	933.3	3	766.7	3	766.7
12	358.3	12	291.7	12	325.0	12	241.7
37	113.5	37	124.3	36	130.6	36	125.0
83	125.3	38	223.7	39	212.8	40	225.0
33	184.8	33	200.0	33	212.1	21	204.8
2	5,800.0	2	5,150.0	2	5,000.0	2	4,150.0
139	127.3	143	116.8	159	111.9	161	101.2
7	200.0	7	242.9	8	150.0	8	150.0
31	148.4	32	131.3	28	171.4	32	118.8
71	249.3	45	333.3	43	344.2	29	355.2
819	132.2	372	256.7	242	352.1	242	301.2
639	89.5	271	188.6	282	196.1	281	167.3
203	83.3	134	123.1	132	129.5	135	129.6
2	2,200.0	2	1,450.0	2	1,400.0	0	0.0
98	219.4	98	210.2	98	153.1	56	217.9
86	118.6	89	103.4	86	118.6	87	94.3
69	114.5	35	208.6	24	262.5	24	250.0
10	250.0	10	170.0	9	188.9	9	133.3
31	629.0	30	656.7	30	680.0	32	487.5
3,652	107.9	3,558	105.7	3,548	102.1	3,487	91.9
8	487.5	6	600.0	6	583.3	6	466.7
169	224.9	62	580.6	62	509.7	62	437.1
4,110	140.3	1,996	243.4	1,834	260.1	1,826	233.3
1,444	101.0	1,395	105.3	1,372	107.1	1,582	84.6
10	330.0	10	220.0	11	145.5	11	145.5
99	163.6	43	337.2	43	244.2	27	303.7
729	128.7	313	255.3	320	229.4	320	191.3
93	128.0	87	113.8	81	119.8	81	106.2
523	131.5	486	133.7	484	134.9	495	113.1
3	600.0	3	533.3	3	400.0	3	266.7
352	109.7	355	115.5	350	115.4	340	105.9
916	127.3	920	121.7	914	111.5	846	109.8

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

*(Continued From Previous Page)*

<b>Occupational specialty title</b>	<b>2000</b>		<b>2001</b>	
	<b>Authorized level</b>	<b>Percentage filled</b>	<b>Authorized level</b>	<b>Percentage filled</b>
Radio Operator-Maintainer	179	233.0	110	303.6
Radiology Specialist	662	82.0	538	106.1
Satellite Communication Systems Operator-Maintainer	3	833.3	4	500.0
Signals Collector/ Analyst	1	2,000.0	0	0
Signals Intelligence Analyst	109	158.7	105	149.5
Signals Intelligence (Electronic Warfare)/ Senior Sergeant/ Chief	2	1,400.0	0	0
Special Forces Communications Sergeant	1	700.0	1	700.0
Special Forces Senior Sergeant	15	106.7	12	133.3
Special Forces Weapons Sergeant	2	450.0	2	350.0
Transportation Senior Sergeant	436	112.4	448	124.8
UH-1 Helicopter Repairer	2	3,700.0	2	2,450.0
UH-60 Helicopter Repairer	42	240.5	46	245.7
Visual Information Operations Chief	20	80.0	19	105.3

Source: GAO analysis of DOD data.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
59	423.7	48	422.9	45	431.1	46	295.7
537	109.9	430	134.2	399	148.9	343	165.0
3	900.0	5	600.0	4	900.0	69	53.6
2	950.0	2	750.0	2	950.0	2	800.0
104	137.5	116	118.1	116	127.6	115	118.3
6	266.7	7	200.0	7	214.3	9	155.6
1	500.0	1	200.0	1	200.0	1	300.0
16	87.5	15	133.3	11	163.6	11	127.3
2	200.0	2	150.0	1	400.0	1	500.0
561	102.7	433	128.9	440	125.7	457	126.5
2	1,900.0	2	1,650.0	2	1,250.0	2	600.0
75	178.7	74	173.0	71	174.6	71	163.4
19	126.3	19	110.5	18	172.2	22	145.5

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 25: Army Reserve's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
AH-64 Attack Helicopter Repairer	159	101.3	165	87.3
AH-64A Armament/Electrical/Avionic Systems Repairer	78	89.7	80	87.5
Aircraft Components Repair Supervisor	13	38.5	15	40.0
Ammunition Specialist	2,488	66.3	2,537	71.7
Army Bandperson	800	64.4	760	74.3
Bridge Crewmember	865	67.9	669	100.3
Cargo Specialist	1,806	84.6	1,893	88.9
CH-47 Helicopter Repairer	481	54.5	394	73.9
Chemical Operations Specialist	5,779	68.0	5634	78.2
Chief Public Affairs Noncommissioned Officer	55	74.5	57	75.4
Criminal Investigation Division Special Agent	152	85.5	152	94.7
Command Sergeant Major	787	86.8	761	88.2
Combat Documentation/ Production Specialist	199	78.9	180	88.3
Concrete and Asphalt Equipment Operator	232	72.8	228	82.9
Construction Engineering Supervisor	1,768	43.0	1,851	41.4
Construction Equipment Repairer	2,150	77.6	2,019	85.6
Electronic and Missile Systems Maintenance Chief	6	50.0	9	33.3
Electronic Maintenance Chief	123	44.7	120	55.8
Financial Management Technician	1,752	91.7	1,734	92.7
Firefighter	495	71.1	523	69.8
General Construction Equipment Operator	1,819	74.8	1,798	79.9
Health Care Specialist	13,116	81.8	11,295	92.8
Heavy Construction Equipment Operator	2,385	63.7	2,318	71.1
Hospital Food Service Specialist	1,564	58.7	1261	77.8
Human Intelligence Collector	389	50.9	325	55.1
Human Resources Information Systems Management Specialist	343	69.7	342	66.1
Human Resources Specialist	17,810	75.7	7,224	201.7
Imagery Analyst	336	48.5	262	72.1
Integrated Family of Test Equipment Operator and Maintainer	2	750.0	22	40.9
Intelligence Analyst	1,353	77.1	1,376	77.8
Interior Electrician	369	103.8	377	94.7
Light-Wheel Vehicle Mechanic	9,574	80.6	8,905	91.4

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
161	88.2	161	87.6	201	75.6	187	78.6
64	98.4	64	93.8	34	129.4	68	70.6
13	53.8	13	53.8	13	53.8	15	40.0
2,209	79.4	2,319	83.3	2,627	72.2	2,501	70.4
760	78.8	742	83.4	760	87.5	760	87.6
702	90.6	941	75.7	942	73.5	1,078	53.2
1,952	84.7	1,720	94.6	1,675	95.3	1,890	75.8
391	77.5	395	79.7	388	80.9	388	77.3
6,197	77.6	5,520	90.8	5,647	81.2	5,292	78.3
60	80.0	55	87.3	52	163.5	171	50.3
152	99.3	183	81.4	184	77.7	186	71.0
1,015	65.8	763	90.6	768	85.4	772	85.2
167	99.4	165	91.5	164	92.1	162	81.5
229	80.8	265	71.3	265	75.5	270	70.0
2,010	37.8	1,360	60.0	1,358	66.9	1,319	70.6
1,838	90.0	1,772	95.0	1,776	92.6	1,777	83.2
4	50.0	4	50.0	4	25.0	6	16.7
95	61.1	95	55.8	94	62.8	82	72.0
1,875	81.5	1,722	91.8	1,727	85.5	1,756	77.4
459	81.9	384	104.7	530	73.8	396	87.9
1,631	88.9	1,642	88.9	1,709	83.9	1,676	76.5
11,664	83.5	11,026	86.8	10,166	90.3	9,315	87.5
2,402	70.6	2,405	74.0	2,437	72.6	2,366	65.7
1,218	88.2	1,220	77.5	1,125	81.3	1,010	76.6
352	56.5	387	51.4	387	52.2	688	26.7
410	57.6	344	66.0	344	67.4	341	60.4
27,147	54.0	20,557	0.0	20,899	0.0	6	0.0
269	78.8	280	80.7	273	72.5	405	42.2
25	32.0	25	16.0	25	28.0	14	28.6
1,565	68.8	1,385	80.0	1,323	85.1	1,602	67.7
383	91.9	386	94.8	386	92.2	382	84.6
9,329	86.7	9,023	90.8	9,010	85.6	8,219	89.0

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Lithographer	291	74.9	260	86.5
Machinist	249	73.1	208	96.2
Mechanical Maintenance Supervisor	468	64.1	503	71.0
Medical Equipment Repairer	427	72.8	397	89.7
Medical Laboratory Specialist	1,489	53.7	1,292	60.6
Medical Logistics Specialist	1,810	80.7	1,574	82.1
Mental Health Specialist	658	74.6	594	79.3
Mortuary Affairs Specialist	416	70.9	300	95.7
Motor Transport Operator	13,524	70.5	13,742	74.9
Optical Laboratory Specialist	116	72.4	114	71.1
Parachute Rigger	327	70.6	330	81.2
Paralegal Specialist	1,077	71.5	1,130	78.8
Patriot System Repairer	2	0.0	4	0.0
Petroleum Laboratory Specialist	301	49.2	294	65.6
Petroleum Supply Specialist	5,105	75.2	5,286	90.8
Plumber	476	67.2	525	67.4
Preventive Medicine Specialist	398	65.1	370	81.1
Prime Power Production Specialist	88	14.8	88	17.0
Public Affairs Broadcast Specialist	282	64.9	285	72.6
Public Affairs Specialist	363	67.5	368	82.6
Quarrying Specialist	428	55.6	428	67.8
Quartermaster and Chemical Equipment Repairer	941	84.9	878	95.9
Radar Repairer	30	53.3	31	45.2
Radio and Communications Security Repairer	385	63.4	348	75.9
Railway Equipment Repairer	89	82.0	89	75.3
Railway Operations Crewmember	294	81.3	290	79.3
Railway Section Repairer	133	75.2	133	78.2
Senior Noncommissioned Logistician	126	85.7	140	85.0
Shower/ Laundry and Clothing Repair Specialist	2,094	81.3	1,977	87.1
Special Electronic Devices Repairer	335	73.4	289	106.2
Special Forces Assistant Operations and Intelligence Sergeant	6	0.0	3	0.0
Telecommunications Operations Chief	719	49.9	696	55.3
Translator/ Interpreter	1,186	10.9	614	19.7



**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
252	87.3	166	116.9	166	94.0	160	72.5
203	98.0	203	97.0	203	104.9	198	99.5
571	68.8	487	96.5	482	99.0	477	93.9
369	95.1	372	91.9	384	86.2	379	76.8
1,288	61.6	1268	62.0	1,185	65.8	1064	65.5
1,587	78.4	1524	89.4	1,458	91.2	1307	89.4
606	83.3	588	88.3	493	93.3	413	101.7
297	96.6	287	98.3	318	77.4	317	67.5
14,839	73.8	14,095	82.0	14,035	83.4	13,961	77.7
104	77.9	84	94.0	72	94.4	76	81.6
327	96.6	336	96.1	334	95.2	338	86.1
1,320	68.7	1,116	85.3	1,140	91.3	1,143	88.0
3	66.7	3	100.0	3	33.3	3	66.7
289	74.7	289	75.1	290	73.4	291	64.6
5,735	95.4	5,417	103.8	5,553	97.8	5,534	84.6
532	85.0	531	82.3	532	78.4	527	70.6
371	82.5	374	74.1	422	64.2	449	54.3
61	21.3	60	20.0	26	34.6	50	18.0
275	74.2	276	71.7	277	58.1	245	60.4
363	85.1	344	86.0	330	81.2	269	91.1
434	67.7	216	100.5	443	41.3	194	75.3
844	93.2	829	99.5	819	92.6	793	83.7
21	81.0	24	83.3	23	56.5	21	57.1
303	91.4	303	83.2	301	85.0	249	90.8
89	68.5	89	73.0	89	78.7	89	76.4
290	84.8	289	90.7	289	85.5	289	72.7
134	79.9	133	86.5	132	87.1	132	68.2
156	71.8	135	88.9	139	94.2	141	86.5
1,982	84.2	1,974	93.4	1,984	92.4	2,037	82.3
292	99.7	289	95.2	288	89.6	256	90.6
3	33.3	2	100.0	2	50.0	2	50.0
759	55.1	665	62.0	642	66.8	656	65.9
382	33.2	292	36.3	294	21.8	253	13.8

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

*(Continued From Previous Page)*

<b>Occupational specialty title</b>	<b>2000</b>		<b>2001</b>	
	<b>Authorized level</b>	<b>Percentage filled</b>	<b>Authorized level</b>	<b>Percentage filled</b>
Transmission and Distribution Specialist	65	44.6	65	35.4
Transportation Management Coordinator	2,899	64.2	3,100	81.5
Unit Supply Specialist	7,628	69.7	7,095	75.0
Veterinary Food Inspection Specialist	408	77.0	387	91.7
Visual Information Equipment Operator-Maintainer	75	66.7	75	73.3
Water Treatment Specialist	1,750	70.9	2,004	81.0
Watercraft Engineer	431	53.4	393	66.9

Source: GAO analysis of DOD data.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
33	66.7	32	62.5	32	59.4	32	46.9
3,088	86.6	3,020	93.3	3,020	92.3	2,938	86.7
8,918	58.1	7,009	75.9	7,298	75.0	7,400	69.9
381	88.2	381	92.1	381	91.9	381	76.1
77	80.5	77	89.6	77	84.4	77	77.9
2,021	89.6	2,026	85.5	2,028	85.3	2,030	73.2
379	68.9	275	93.1	230	108.3	434	51.8

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 26: Navy Reserve's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2002	
	Authorized level	Percentage filled
Aviation Boatswain's Mate	622	113.0
Aviation Electronics Technician	863	101.0
Aviation Machinist's Mate	702	103.4
Aviation Maintenance Administrationman	248	110.9
Aviation Maintenceman	10	120.0
Aviation Support Equipment Technician	193	133.7
Constructionman	28	117.9
Damage Controlman	366	104.9
Disbursing Clerk	251	137.1
Electrician's Mate	622	117.0
Engineman	955	101.3
Fire Controlman	352	107.1
Fireman	117	394.9
Gas Turbine System Technician	283	104.6
Information System Technician	2,552	118.3
Interior Communications Electrician	219	108.2
Journalist	186	134.4
Machinery Repairman	272	111.4
Machinist's Mate	925	111.2
Personnelman	640	121.9
Photographer's Mate	206	119.9
Postal Clerk	274	107.3
Seaman	178	886.5
Ship's Serviceman	437	115.8
Storekeeper	4,185	105.2
Utilities Constructionman	17	111.8
Yeoman	2,214	112.0

Source: GAO analysis of DOD data.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
584	124.5	354	190.7	395	157.5
853	109.7	793	108.7	642	121.7
707	120.4	663	108.0	578	117.5
250	131.6	207	129.5	180	128.3
10	160.0	8	175.0	7	171.4
194	130.9	152	152.0	142	150.7
34	111.8	25	136.0	25	112.0
333	118.3	213	179.8	201	187.6
251	118.7	214	129.9	210	127.1
635	113.9	374	183.7	364	162.6
963	105.6	744	119.4	708	117.2
319	119.1	257	140.9	239	138.1
130	176.2	22	700.0	14	1378.6
248	129.4	115	253.9	111	250.5
2,504	118.3	2,171	128.8	2111	119.4
196	133.7	141	175.9	110	172.7
183	129.0	162	132.7	165	109.1
249	114.1	175	141.7	179	124.0
806	116.4	549	153.2	500	152.0
635	119.2	565	133.1	541	129.4
181	128.7	147	149.0	140	124.3
260	114.6	229	118.8	193	125.9
152	648.0	84	1,002.4	73	1016.4
407	124.1	283	165.7	216	181.0
4,679	115.6	3,863	131.4	3,683	128.6
19	126.3	16	131.3	16	106.3
2,151	119.1	1,818	127.2	1,770	120.6

**Appendix IV  
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**Table 27: Navy Reserve's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2002	
	Authorized level	Percentage filled
Aerographer's Mate	218	75.7
Air Traffic Controller	164	88.4
Aircrew Survival Equipmentman	151	74.2
Aviation Electrician's Mate	649	82.3
Aviation Structural Mechanic	1,015	92.0
Aviation Warfare Systems Operator	354	76.0
Construction Mechanic	1989	79.1
Cryptologic Technician	893	75.3
Engineering Aide	431	75.4
Master-At-Arms	1,630	60.9
Mineman	240	49.6
Steelworker	789	96.1

Source: GAO analysis of DOD data.

**Appendix IV**  
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2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
187	97.9	185	95.7	182	84.1
165	70.9	135	80.0	148	69.6
139	77.7	130	68.5	110	80.0
646	83.3	599	84.8	497	91.8
1,031	95.6	941	99.5	833	99.6
345	73.3	259	88.4	210	94.3
1,752	89.0	1,643	85.6	1613	78.1
892	77.8	807	90.5	833	99.6
332	83.7	313	78.0	301	74.8
2,462	56.2	2,428	70.6	2,139	81.2
306	50.7	252	65.5	238	67.6
803	92.9	769	86.5	755	81.9

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**Table 28: Marine Corps Reserve's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Personnel Clerk	329	173.9	330	173.3
Administrative Clerk	395	149.4	411	143.6
Infantry Assaultman	459	125.9	459	126.1
Logistics/ Embarkation and Combat Service Support Specialist	193	140.9	194	140.2
Fire Support Man	144	170.1	240	102.1
Electrician	154	120.1	154	120.1
Small Arms Repairer/Technician	206	155.8	200	159.5
Supply Administration and Operations Clerk	616	140.9	614	141.0
Packaging Specialist	9	166.7	9	166.7
Organizational Automotive Mechanic	922	117.0	926	116.4
Motor Transport Maintenance Chief	45	122.2	46	119.6
Motor Vehicle Operator	1,521	112.7	1,585	108.1
Legal Services Specialist	12	208.3	11	227.3
Helicopter Power Plants Mechanic, T-64	7	157.1	7	142.9
Fixed-Wing Aircraft Mechanic, KC-130	22	118.2	22	118.2
Fixed-Wing Aircraft Mechanic, F/A-18	45	124.4	45	124.4
Fixed-Wing Aircraft Airframe Mechanic, KC-130	16	150.0	16	150.0
Fixed-Wing Aircraft Airframe Mechanic, F/A-18	16	162.5	17	152.9
Fixed-Wing Aircraft Safety Equipment Mechanic, KC-130	4	175.0	4	175.0
Aircraft Communications Systems Technician	14	114.3	14	114.3
Aircraft Electrical/Instrument/Flight Control Systems Technician, Fixed-Wing	12	166.7	12	158.3
Aircraft Electrical/Instrument/Flight Control Systems Technician, Helicopter	16	112.5	16	112.5
Avionics Test Set Technician	8	125.0	8	125.0
Aviation Ordnance Systems Technician	86	104.7	86	104.7
Aviation Operations Specialist	48	133.3	41	156.1
Field Radio Operator	1,768	104.7	1741	106.3
Engineer Equipment Mechanic	311	102.9	311	103.2
Towed Artillery Systems Technician	41	122.0	41	122.0
Test Measurement and Diagnostic Equipment Technician	5	120.0	7	85.7
Nuclear, Biological, and Chemical Defense Specialist	160	105.6	170	99.4
Military Police	632	109.2	645	106.7



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2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
329	162.3	329	154.1	325	127.1	297	129.0
395	142.3	396	131.1	397	119.9	329	128.0
459	117.2	459	117.2	459	109.4	501	102.4
193	140.4	193	123.8	189	116.9	175	120.6
144	176.4	159	163.5	230	112.2	187	119.3
154	113.0	154	112.3	147	126.5	148	125.0
206	143.7	206	145.6	210	127.6	199	125.1
616	128.1	614	125.7	560	116.1	517	110.1
9	122.2	9	155.6	9	133.3	8	125.0
922	110.5	922	116.7	923	120.8	856	126.1
45	102.2	46	113.0	46	119.6	40	112.5
1,521	112.9	1,521	112.2	1,518	113.4	1,400	118.9
12	141.7	12	158.3	12	175.0	9	177.8
7	171.4	7	142.9	7	157.1	7	114.3
22	150.0	22	154.5	22	150.0	22	145.5
45	115.6	45	115.6	34	141.2	34	126.5
16	150.0	16	187.5	16	175.0	16	156.3
16	156.3	16	118.8	12	183.3	12	191.7
4	125.0	4	150.0	4	150.0	4	175.0
14	121.4	14	150.0	14	121.4	14	142.9
12	175.0	12	125.0	11	172.7	11	145.5
16	125.0	16	125.0	16	106.3	16	118.8
8	162.5	8	125.0	6	183.3	6	150.0
86	112.8	86	103.5	81	108.6	74	120.3
48	122.9	48	118.8	38	150.0	32	187.5
1,768	103.9	1,781	106.1	1,753	103.4	1,614	98.1
311	98.4	318	107.5	317	102.5	316	102.5
41	122.0	41	129.3	40	107.5	34	97.1
5	140.0	5	180.0	5	200.0	5	200.0
160	101.9	161	113.0	165	103.0	162	103.7
632	95.1	632	105.5	632	106.0	709	108.3

**Appendix IV**  
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*(Continued From Previous Page)*

<b>Occupational specialty title</b>	<b>2000</b>		<b>2001</b>	
	<b>Authorized level</b>	<b>Percentage filled</b>	<b>Authorized level</b>	<b>Percentage filled</b>
Aircraft Intermediate Level Structures Mechanic	13	176.9	27	85.2
Helicopter Mechanic, CH-53	12	133.3	12	133.3
Fixed-Wing Aircraft Power Plants Mechanic, F-404	12	108.3	14	92.9
Aircraft Navigation Systems Technician	16	131.3	16	131.3
Radar Systems Test Station Technician	8	112.5	8	100.0
Aircraft Electronic Countermeasures Systems Technician, Fixed-Wing	10	140.0	10	140.0
Barracks and Grounds Marine	2	600.0	2	450.0

Source: GAO analysis of DOD data.

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2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
13	200.0	13	200.0	13	230.8	13	176.9
12	100.0	12	116.7	12	133.3	12	133.3
12	141.7	12	125.0	9	222.2	9	144.4
16	137.5	16	131.3	16	100.0	16	125.0
8	112.5	8	112.5	6	133.3	6	150.0
10	140.0	10	120.0	10	120.0	10	80.0
2	150.0	2	200.0	2	250.0	0	0.0

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**Table 29: Marine Corps Reserve's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Scout Sniper	153	71.2	153	70.6
Microminiature Repairer	6	0.0	0	0.0
Reconnaissance Man, Parachute Qualified	6	16.7	2	50.0
2M/ATE Technician	43	60.5	44	59.1
AN/MS-63A Maintenance Technician	3	0.0	4	0.0
Wire Chief	68	41.2	66	42.4
Accident Investigator	14	7.1	15	6.7
Advanced Aircraft Communication/Navigation Systems Technician	15	120.0	20	90.0
Advanced Aircraft Electrical/Instrument/Flight Control Systems Technician	7	85.7	8	75.0
Advanced Automatic Test Equipment Technician	7	42.9	8	37.5
Air Control Electronics Operator	64	43.8	64	43.8
Air Traffic Control Systems Maintenance Chief	2	0.0	2	0.0
Air Traffic Controller-Tower	10	90.0	0	0.0
Airborne Radio Operator/ Inflight Refueling Observer/ Loadmaster	23	65.2	12	125.0
Aircraft Communications/Navigation/ Electrical/Weapon Systems Technician, U/AH-1	65	69.2	67	67.2
Aircraft Cryptographic Systems Technician	4	25.0	4	25.0
Aircraft Electronic Countermeasures Systems Technician, Helicopter	18	33.3	13	46.2
Aircraft Intermediate Level Hydraulic/Pneumatic Mechanic	24	83.3	25	80.0
Aircraft Maintenance SE Electrician/ Refrigeration Mechanic	42	92.9	42	92.9
Aircraft Maintenance SE Hydraulic/ Pneumatic/ Structures Mechanic	40	85.0	41	82.9
Aircraft Nondestructive Inspection Technician	13	0.0	2	0.0
Aircraft Power Plants Test Cell Operator	10	30.0	0	0.0
Aircraft Welder	4	0.0	0	0.0
Ammunition Technician	511	79.3	509	79.6
Antitank Missileman	567	93.1	567	93.3
Artillery Electronics Technician	24	20.8	24	20.8
Assault Amphibious Vehicle Repairer/Technician	129	72.1	129	72.1
Assault Amphibious Vehicle Crewman	325	90.5	325	90.5
Intermediate Automotive Mechanic	162	21.0	162	21.0
Aviation Information Systems Specialist	51	0.0	51	0.0

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Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
153	62.1	153	34.0	153	32.0	178	29.8
6	0.0	6	0.0	6	0.0	6	0.0
6	50.0	4	25.0	4	0.0	4	0.0
43	60.5	43	67.4	43	60.5	43	53.5
3	0.0	3	0.0	3	0.0	3	0.0
68	41.2	68	45.6	68	30.9	65	24.6
14	14.3	14	0.0	14	7.1	16	6.3
15	60.0	15	60.0	15	26.7	15	26.7
7	57.1	7	85.7	7	114.3	7	85.7
7	57.1	7	71.4	6	50.0	6	33.3
64	42.2	64	64.1	64	81.3	64	96.9
2	0.0	2	0.0	2	50.0	2	50.0
10	70.0	10	40.0	10	40.0	10	30.0
23	69.6	23	91.3	23	78.3	23	82.6
65	64.6	65	66.2	65	69.2	65	90.8
4	0.0	4	0.0	4	0.0	4	0.0
18	66.7	18	77.8	18	72.2	18	61.1
24	83.3	24	70.8	24	83.3	24	100.0
42	100.0	42	81.0	41	78.0	41	82.9
40	90.0	40	80.0	40	82.5	40	82.5
13	0.0	13	0.0	13	0.0	13	0.0
10	0.0	10	0.0	10	0.0	10	0.0
4	0.0	4	0.0	4	0.0	4	0.0
511	86.9	511	98.0	508	97.0	493	94.1
567	94.7	567	99.1	567	99.3	331	151.1
24	41.7	24	41.7	24	37.5	24	33.3
129	73.6	129	84.5	129	78.3	129	57.4
325	89.8	325	99.1	325	91.7	325	68.3
162	19.1	162	20.4	162	23.5	162	25.3
51	43.1	51	64.7	51	92.2	51	100.0

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Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Aviation Maintenance Controller/ Production Controller	9	11.1	0	0.0
Aviation Meteorological Equipment Technician	9	77.8	9	77.8
Aviation Ordnance Chief	7	57.1	7	57.1
Aviation Precision Measurement Equipment/Calibration and Repair Technician	29	75.9	30	73.3
Aviation Radar Repairer	24	25.0	24	25.0
Aviation Supply Specialist	223	95.1	228	93.0
Avionics Maintenance Chief	7	85.7	7	85.7
Bulk Fuel Specialist	917	71.6	916	71.5
College Degree - Enlisted	1	0.0	2	0.0
Combat Correspondent	23	52.2	26	46.2
Combat Photographer	6	50.0	6	50.0
Combat Service Support Chief	59	72.9	59	72.9
Communications Chief	50	76.0	58	67.2
Contract Specialist	12	8.3	12	8.3
Counterintelligence/ Human Intelligence Specialist	45	55.6	46	54.3
Crash/Fire/Rescue Vehicle Mechanic	3	33.3	0	0.0
Criminal Investigator Agent	30	33.3	33	30.3
Data Chief	37	0.0	0	0.0
Defense Message System Specialist	46	0.0	0	0.0
Electronic Switching Equipment Technician	17	88.2	17	88.2
Electronics Maintenance Chief	13	46.2	14	42.9
Electronics Maintenance Technician	67	0.0	72	0.0
Engineer Assistant	39	82.1	39	82.1
Engineer Equipment Chief	35	77.1	36	75.0
Expeditionary Airfield Systems Technician	74	63.5	75	62.7
Explosive Ordnance Disposal Technician	18	22.2	18	22.2
Field Artillery Cannoneer	957	92.9	957	93.0
Field Artillery Operations Man	32	46.9	32	46.9
Field Artillery Radar Operator	40	42.5	40	42.5
Tactical Systems Operator/ Mission Specialist	15	40.0	15	40.0
Fiscal/Budget Technician	14	50.0	14	50.0
Fixed-Wing Aircraft Flight Engineer, KC-130	18	33.3	17	35.3
Food Service Specialist	825	83.4	826	83.3

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2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
9	0.0	9	0.0	9	0.0	9	0.0
9	44.4	9	44.4	9	66.7	9	100.0
7	57.1	7	71.4	6	66.7	15	33.3
29	69.0	29	82.8	29	79.3	29	82.8
24	29.2	24	62.5	24	75.0	24	91.7
223	100.4	223	93.7	221	94.6	221	87.8
7	71.4	7	57.1	7	71.4	7	85.7
917	76.6	917	81.2	917	78.5	915	83.2
1	0.0	1	0.0	1	0.0	1	100.0
23	69.6	23	69.6	23	52.2	17	82.4
6	66.7	6	83.3	6	116.7	6	50.0
59	72.9	59	71.2	55	49.1	52	44.2
50	66.0	50	58.0	49	57.1	45	44.4
12	8.3	12	0.0	12	0.0	12	0.0
45	77.8	45	95.6	83	37.3	81	50.6
3	33.3	3	33.3	3	0.0	3	33.3
30	23.3	30	13.3	30	10.0	30	23.3
37	0.0	41	34.1	45	33.3	43	32.6
46	0.0	46	17.4	46	37.0	44	45.5
17	82.4	17	94.1	17	82.4	17	88.2
13	76.9	13	69.2	13	53.8	11	45.5
67	17.9	67	34.3	71	19.7	70	21.4
39	69.2	39	61.5	39	69.2	33	81.8
35	48.6	35	51.4	35	42.9	34	35.3
74	63.5	74	73.0	73	83.6	73	93.2
18	22.2	18	16.7	18	33.3	22	18.2
957	94.8	957	93.0	894	96.1	692	100.1
32	43.8	32	43.8	32	40.6	30	33.3
40	82.5	40	105.0	40	67.5	40	57.5
15	53.3	15	60.0	15	66.7	15	40.0
14	64.3	15	46.7	15	73.3	11	72.7
18	44.4	18	5.6	18	11.1	18	11.1
825	81.9	825	81.6	677	88.9	625	93.6

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Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Fuel and Electrical Systems Mechanic	24	4.2	24	4.2
Ground Communications Organizational Repairer	275	0.0	272	0.0
Ground Radio Intermediate Repairer	109	0.0	114	0.0
Ground Safety Specialist	3	0.0	2	0.0
Hazardous Material/ Hazardous Waste	45	35.6	0	0.0
Helicopter Airframe Mechanic, UH/AH-1	69	85.5	71	83.1
Helicopter Crew Chief, UH-1	22	45.5	22	45.5
Helicopter Tiltrotor Dynamic Components Mechanic	25	60.0	25	60.0
Hygiene Equipment Operator	220	81.4	220	81.4
Interrogator/ Debriefing	43	81.4	43	81.4
Landing Support Specialist	476	83.6	478	83.1
Licensing Examiner	4	25.0	3	33.3
Light Armored Vehicle Repairer/Technician	89	78.7	89	78.7
Logistics Vehicle System Operator	718	72.3	718	72.4
Low Altitude Air Defense Gunner	200	74.5	200	74.5
Machinist	40	45.0	40	45.0
Marine Air Ground Task Force Planning Specialist	45	48.9	40	55.0
Main Battle Tank Repairer/Technician	203	67.0	202	66.8
Metal Worker	93	79.6	93	79.6
Meteorological and Oceanographic Forecaster	23	8.7	23	8.7
Meteorological and Oceanographic Observer	36	86.1	36	86.1
Metrology Technician	2	50.0	2	50.0
Motor Transport Operations Chief	173	61.3	175	61.1
Ordnance Vehicle Maintenance Chief	12	41.7	12	41.7
Radar Approach Controller	5	0.0	0	0.0
Radio Chief	110	53.6	103	56.3
Reconnaissance Man	407	28.7	368	31.5
Refrigeration Mechanic	95	88.4	95	88.4
Satellite Communications Technician	5	60.0	5	60.0
Semitrailer Refueler Operator	66	6.1	1	400.0
Senior Air Traffic Controller	3	66.7	3	66.7
Sergeant Major/First Sergeant	219	93.2	220	92.3
Small Craft Mechanic	22	0.0	0	0.0
Tactical Air Defense Controller	33	18.2	33	18.2



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2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
24	16.7	24	37.5	24	41.7	24	33.3
275	47.3	275	66.5	273	79.1	251	92.4
109	55.0	109	83.5	112	83.9	118	84.7
3	33.3	3	0.0	3	66.7	3	33.3
45	51.1	45	48.9	45	48.9	45	46.7
69	78.3	69	88.4	69	82.6	69	97.1
22	68.2	22	77.3	22	77.3	22	68.2
25	76.0	25	88.0	25	76.0	25	76.0
220	80.0	220	77.3	204	89.2	183	92.3
43	41.9	43	34.9	40	35.0	40	30.0
476	82.8	476	91.4	474	89.2	475	84.2
4	50.0	4	50.0	4	25.0	4	25.0
89	91.0	89	100.0	89	95.5	105	82.9
718	75.8	718	88.2	721	92.2	699	98.9
200	97.5	200	90.0	200	97.5	0	0.0
40	47.5	40	45.0	40	57.5	37	62.2
45	55.6	45	62.2	45	60.0	39	82.1
203	74.4	203	83.3	203	85.7	153	109.2
93	84.9	93	91.4	93	84.9	87	92.0
23	8.7	23	8.7	23	17.4	32	12.5
36	52.8	36	75.0	36	94.4	27	148.1
2	50.0	2	0.0	2	50.0	2	50.0
173	61.3	173	56.1	172	51.2	154	54.5
12	41.7	12	50.0	12	41.7	10	40.0
5	0.0	5	0.0	5	0.0	5	0.0
110	56.4	116	55.2	123	48.0	120	50.0
407	51.8	409	71.1	412	57.8	412	44.7
95	76.8	95	87.4	92	95.7	87	97.7
5	40.0	5	20.0	5	0.0	5	0.0
66	3.0	66	16.7	66	25.8	66	22.7
3	33.3	3	0.0	2	0.0	2	0.0
219	92.2	219	85.8	217	89.9	211	82.9
22	0.0	16	31.3	16	31.3	16	31.3
33	6.1	33	27.3	30	23.3	30	20.0

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<b>Occupational specialty title</b>	<b>2000</b>		<b>2001</b>	
	<b>Authorized level</b>	<b>Percentage filled</b>	<b>Authorized level</b>	<b>Percentage filled</b>
Tactical Air Operations Module Technician	12	41.7	12	41.7
Tactical Data Network Gateway Systems Administrator	18	0.0	0	0.0
Tactical Data Systems Administrator	6	0.0	6	0.0
Tactical Data Systems Equipment Repairer	19	78.9	20	75.0
Tactical Network Specialist	227	0.0	0	0.0
Technical Controller	22	22.7	17	29.4
Telephone Systems/Personal Computer Intermediate Repairer	96	0.0	96	0.0
Traffic Management Specialist	133	74.4	133	74.4
Unit Level Circuit Switch Operator/Maintainer	100	69.0	98	70.4
Utilities Chief	20	80.0	20	80.0
Vehicle Recovery Operator	86	32.6	86	32.6

Source: GAO analysis of DOD data.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
12	41.7	12	75.0	12	75.0	12	83.3
18	0.0	18	0.0	18	5.6	18	5.6
6	16.7	6	16.7	6	0.0	6	0.0
19	94.7	19	100.0	19	84.2	20	95.0
227	0.0	230	50.4	244	59.8	236	66.1
22	18.2	22	18.2	22	31.8	13	53.8
96	58.3	96	72.9	99	74.7	97	87.6
133	80.5	133	87.2	133	87.2	133	77.4
100	56.0	100	73.0	100	80.0	98	75.5
20	55.0	20	55.0	15	66.7	15	73.3
86	44.2	86	39.5	86	41.9	79	57.0

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
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**Table 30: Air National Guard's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Airfield Management	298	110.1	298	109.4
Basic Enlisted Airman	90	4,117.8	90	4,224.4
Bioenvironmental Engineering	178	105.1	178	103.4
Enlisted Accessions Recruiter	503	98.6	503	101.6
Military Equal Opportunity	96	105.2	96	95.8
Operations Management	215	125.6	215	114.4
Public Affairs	107	104.7	107	98.1
Unallotted Airman	91	2,623.1	91	2,605.5
Visual Information Services	858	100.9	858	96.2

Source: GAO analysis of DOD data.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
294	113.3	294	112.2	286	109.8	355	94.1
90	2,918.9	90	2,304.4	90	2,330.0	89	2,321.3
199	105.0	199	108.0	203	107.9	206	102.4
424	123.3	424	112.0	423	109.0	421	111.6
99	102.0	99	110.1	98	115.3	99	112.1
216	118.1	216	110.6	214	114.5	215	117.2
112	107.1	112	102.7	111	104.5	112	102.7
92	1,770.7	92	1,200.0	92	1,143.5	93	1,305.4
558	138.9	558	125.1	519	121.4	496	120.2

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 31: Air National Guard's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Aircraft Armament Systems	3,078	81.6	3,078	83.7
Aerospace Control and Warning System	904	88.8	904	91.3
Aerospace Maintenance	5,176	85.7	5,176	87.2
Medical Services	2,152	96.5	2,152	93.9
Aerospace Systems	8,760	83.0	8,760	83.0
Air Traffic Control	418	74.2	418	74.4
Air Transportation	2,051	87.0	2,051	86.3
Airborne Communications and Electrical Systems	80	65.0	80	101.3
Airborne Cryptologic Linguist	100	0.0	100	62.0
Aircraft Fabrication	2,568	86.6	2,568	86.3
Aircraft Loadmaster	834	95.2	834	98.2
Operations Resource Management	396	96.0	396	97.7
Biomedical Equipment	156	88.5	156	92.9
Chaplain Assistant	269	93.7	269	87.0
Communication Signals Intelligence	5	120.0	5	80.0
Combat Control	26	57.7	26	46.2
Communication – Computer Systems Control	389	89.5	389	86.4
Communication Systems	3,621	82.4	3,621	81.2
Communication, Network, Switching and Cryptologic Systems	1,489	90.8	1,489	86.0
Contracting	392	88.5	392	88.3
Cryptologic Linguist	10	700.0	10	50.0
Diet Therapy	49	69.4	49	61.2
Education and Training	1,229	94.7	1,229	91.5
Electrical Signals Intelligence Exploitation	8	25.0	8	25.0
Engineering	470	89.6	470	88.9
Explosive Ordnance Disposal	90	63.3	90	75.6
Fire Protection	2,038	88.3	2,038	88.4
First Sergeant	885	97.3	885	93.9
Flight Attendant	23	0.0	23	91.3
Flight Engineer	631	94.8	631	95.1
Fuels	1,513	89.2	1,513	88.2
Ground Radar Systems	747	88.2	747	82.7
Imagery Analysis	126	73.8	126	74.6

**Appendix IV  
Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
2,983	91.8	2,983	88.1	2,837	87.8	2,813	87.1
970	97.3	970	97.9	989	95.7	977	94.2
7,150	67.3	7,150	83.0	6,963	91.0	7,183	88.2
2,388	89.2	2,388	89.5	2,382	89.0	2,310	88.4
8,711	90.6	8,711	91.1	8,591	91.6	8,776	89.8
420	78.6	420	83.3	417	90.6	416	90.6
2,051	93.8	2,051	92.8	2,052	93.2	2,053	91.0
142	65.5	142	82.4	128	98.4	133	89.5
99	70.7	99	88.9	107	79.4	107	77.6
2,561	90.5	2,561	90.1	2,520	92.3	2,573	89.7
1,159	78.5	1,159	85.3	1,121	92.1	1,186	88.0
413	96.6	413	97.8	417	95.7	353	110.5
163	104.9	163	99.4	168	97.6	168	92.9
267	99.6	267	95.9	267	100.7	270	98.5
9	66.7	9	55.6	11	81.8	13	76.9
23	56.5	23	52.2	23	65.2	23	91.3
617	74.2	617	87.5	654	91.4	664	94.9
3,539	89.7	3,539	85.8	3,526	83.7	3,478	80.5
1,428	94.3	1,428	92.5	1,426	90.5	1,430	87.8
391	91.3	391	87.5	385	89.6	391	89.3
25	28.0	25	28.0	30	36.7	29	62.1
26	100.0	26	84.6	27	70.4	27	70.4
1,235	91.1	1,235	91.6	1,154	96.4	1,163	94.8
13	46.2	13	76.9	22	54.5	37	40.5
463	97.6	463	94.0	468	85.7	473	89.0
90	76.7	90	75.6	90	87.8	123	71.5
2,014	99.7	2,014	95.6	2,036	97.8	2,037	98.0
885	97.1	885	99.2	887	97.0	892	97.8
23	91.3	23	95.7	28	82.1	28	85.7
664	96.1	664	93.5	628	98.1	661	89.6
1,474	96.1	1,474	94.2	1,479	94.4	1,495	92.6
715	91.5	715	90.5	698	89.0	699	89.3
156	81.4	156	86.5	224	78.6	276	63.0

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

(Continued From Previous Page)

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Logistics Plans	508	98.4	508	98.0
Maintenance Management Analyst	298	76.5	298	76.5
Maintenance Production	450	95.3	450	93.8
Medical Laboratory	258	92.6	258	85.3
Medical Materiel	259	87.3	259	87.6
Munitions Systems	1,934	76.9	1,934	80.6
Network Intelligence Analysis	8	12.5	8	37.5
Intelligence Applications	558	90.0	558	88.2
Paralegal	185	88.1	185	86.5
Pararescue	118	86.4	118	88.1
Pavement and Construction Equipment	1,007	95.3	1,007	89.5
Personnel	2,645	97.4	2,645	94.7
Radio Communications Systems	344	70.1	344	70.9
Readiness	674	76.0	674	76.7
Services	2,586	94.8	2,586	98.8
Space Systems Operations	50	60.0	50	80.0
Structural	869	92.5	869	86.7
Survival, Evasion, Resistance, and Escape	1	0.0	1	0.0
Tactical Air Command and Control	320	55.0	320	60.0
Tactical Aircraft Avionics Systems	5,133	86.2	5,133	86.8
Telephone and Distributed Communication Systems	1,539	88.4	1,539	84.8
Traffic Management	646	89.9	646	88.7
Utilities Systems	1,220	86.8	1,220	83.9
Vehicle and Vehicular Equipment Maintenance	1,836	96.7	1,836	94.2
Vehicle Operations	1,089	85.0	1,089	89.2
Weather	502	83.1	502	82.9

Source: GAO analysis of DOD data.



**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
506	101.4	506	96.2	508	88.2	512	89.5
297	78.5	297	79.5	336	85.7	344	88.1
444	96.6	444	93.9	396	92.9	398	88.9
261	88.5	261	82.8	265	87.2	195	108.2
277	92.4	277	80.1	280	87.5	259	89.6
1,807	96.0	1,807	93.4	1,789	91.2	1,771	91.0
17	58.8	17	52.9	36	47.2	60	46.7
673	80.8	673	85.3	699	92.3	727	92.3
190	87.9	190	87.9	189	89.9	190	82.6
122	86.9	122	91.8	111	104.5	149	76.5
1,002	94.7	1002	90.0	1,004	84.8	982	84.1
2,550	102.0	2,550	98.2	2,476	99.8	2,486	98.6
314	90.1	314	90.8	328	84.5	295	90.5
674	89.9	674	94.1	689	90.9	726	88.3
2,565	105.2	2,565	99.5	2,566	97.5	2,560	94.8
63	85.7	63	90.5	70	92.9	76	89.5
858	93.8	858	88.9	866	87.2	857	87.0
5	0.0	5	20.0	8	25.0	12	33.3
321	87.2	321	86.0	326	89.3	328	86.9
5,318	91.8	4,660	92.0	4,574	92.4	4,577	93.0
1,508	92.6	1,508	87.1	1,482	85.9	1,476	82.0
635	95.9	635	98.7	637	97.0	643	96.0
1,203	88.0	1,203	85.7	1,213	82.2	1,205	82.8
1,770	99.8	1,770	94.5	1,711	94.9	1,710	93.3
995	101.9	995	94.5	959	94.5	968	91.5
506	98.0	506	95.3	493	92.1	493	92.9

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Active, Reserve, and National Guard  
Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 32: Air Force Reserve's Consistently Overfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Aerospace Control and Warning Systems	7	414.3	7	457.1
Air Traffic Control	24	241.7	25	232.0
Airborne Communications and Electronics Systems	56	105.4	56	112.5
Aircraft Armament Systems	614	118.2	580	120.2
Aircrew Life Support	369	105.7	381	111.5
Avionics Test Station and Components	68	145.6	76	132.9
Communication Systems	263	126.6	272	121.0
Communication, Network, Switching and Cryptologic Systems	162	116.7	286	109.8
Communication-Computer Systems Control	39	151.3	46	139.1
Communications Signals Intelligence	34	252.9	35	220.0
Communications-Computer Systems Planning and Implementation	5	160.0	6	100.0
Cryptologic Linguist	89	150.6	60	148.3
Dental	225	136.0	219	135.6
Diagnostic Imaging	82	170.7	82	159.8
Electrical	947	93.5	922	102.6
Engineering	167	121.0	179	114.5
Fire Protection	1,008	112.5	1,019	118.7
Ground Radar Systems	8	350.0	8	362.5
Heating, Ventilation, Air Conditioning, and Refrigeration	389	118.0	397	115.9
Information Management	1,920	111.8	1,932	112.3
Medical Laboratory	265	109.1	246	116.3
Personnel	1,546	101.9	1,393	115.9
Physical Medicine	13	246.2	11	263.6
Precision Measurement Equipment Laboratory	1	4,100.0	2	1,600.0
Public Health	87	101.1	76	111.8
Radio Communications Systems	264	127.7	254	125.2
Security Forces	3,471	119.6	3,479	122.7
Services	1,168	108.2	1,193	107.1
Supply Management	1,468	121.5	1,460	120.7
Surgical Service	128	107.8	126	118.3
Tactical Aircraft Avionics Systems	1,095	118.5	1,088	119.1

**Appendix IV  
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Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
4	600.0	4	425.0	10	260.0	36	75.0
28	185.7	23	200.0	23	165.2	24	170.8
59	100.0	50	108.0	50	110.0	49	106.1
580	123.8	571	117.2	579	111.4	579	119.2
378	123.5	379	127.2	389	128.0	396	124.2
80	130.0	171	163.2	193	133.7	206	115.0
300	110.3	297	113.8	299	117.1	290	127.2
303	110.2	309	106.1	311	101.6	274	112.4
44	150.0	49	140.8	60	135.0	84	116.7
30	233.3	36	161.1	30	150.0	30	173.3
4	250.0	2	150.0	1	300.0	1	300.0
62	127.4	66	134.8	61	137.7	61	139.3
222	150.5	226	144.7	342	101.2	339	111.8
82	178.0	83	160.2	86	140.7	84	136.9
910	110.2	906	107.6	903	107.0	815	121.2
189	114.8	179	119.6	184	112.0	224	94.2
1,051	122.5	1,087	111.1	1,111	109.2	1,104	113.6
8	300.0	7	314.3	8	262.5	12	216.7
404	115.6	404	113.9	402	114.4	398	119.6
1,929	115.3	1,955	113.0	1,908	116.1	1,923	113.2
246	109.8	210	115.7	215	115.8	213	123.9
1,361	122.0	1,417	117.4	1,463	112.5	1,481	115.2
11	263.6	13	223.1	13	192.3	13	153.8
2	1,250.0	1	1,300.0	2	1,000.0	2	1,200.0
80	120.0	79	160.8	103	113.6	102	114.7
235	135.3	193	152.3	191	141.4	188	136.7
3,436	130.8	3,476	118.6	3,467	116.1	3,530	118.7
1,202	111.0	1,215	114.3	1,200	115.9	1,197	117.0
1,412	123.9	1,422	116.4	1,418	114.0	1,303	120.9
126	126.2	101	150.5	118	124.6	77	167.5
1,142	117.2	1,147	114.0	1,100	120.3	1,125	121.6

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

*(Continued From Previous Page)*

<b>Occupational specialty title</b>	<b>2000</b>		<b>2001</b>	
	<b>Authorized level</b>	<b>Percentage filled</b>	<b>Authorized level</b>	<b>Percentage filled</b>
Telephone and Distributed Communication Systems	56	183.9	57	186.0
Traffic Management	355	100.0	353	109.9
Vehicle and Vehicular Equipment Maintenance	394	111.4	394	117.0
Vehicle Operations	387	108.0	381	117.8
Visual Information Services	171	90.6	174	105.7
Weather	41	158.5	43	144.2

Source: GAO analysis of DOD data.

**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
80	137.5	83	141.0	89	130.3	74	159.5
349	120.6	356	114.6	341	119.6	343	120.4
400	117.5	410	118.0	411	115.8	410	119.8
383	120.1	372	125.3	372	123.7	374	118.7
169	119.5	167	106.0	163	108.0	162	109.3
43	130.2	42	111.9	49	106.1	79	79.7

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Components' Consistently Over- and  
Underfilled Occupational Specialties**

**Table 33: Air Force Reserve's Consistently Underfilled Occupational Specialties**

Occupational specialty title	2000		2001	
	Authorized level	Percentage filled	Authorized level	Percentage filled
Aerospace Maintenance	5,030	91.8	5,086	91.2
Aerospace Systems	5,026	95.9	5,040	95.5
Air Transportation	7,176	82.6	7,028	88.6
Aircraft Loadmaster	1,300	97.8	1,311	96.0
Biomedical Equipment	126	70.6	137	73.7
Career Assistance Advisor			189	4.8
Chaplain Assistant	174	81.6	175	77.7
Command Post	336	81.5	336	87.2
Contracting	48	91.7	46	84.8
Courier	28	78.6	28	64.3
Diet Therapy	114	82.5	115	72.2
Education and Training	584	76.0	587	79.9
Electronic Signals Intelligence Exploitation	48	85.4	53	79.2
Electronic System Security Assessment	57	78.9	57	93.0
Explosive Ordnance Disposal	259	42.9	257	55.6
First Sergeant	404	88.9	431	83.1
Historian	55	50.9	56	50.0
Imagery Analysis	224	40.6	214	44.4
In-flight Refueling	264	91.3	268	91.8
Intelligence Applications	712	57.7	711	64.3
Linguist Debriefing	45	26.7	20	45.0
Logistics Plans	229	62.4	235	60.0
Maintenance Management Analyst	103	99.0	105	81.0
Maintenance Production	209	91.9	214	86.4
Military Equal Opportunity	49	75.5	50	78.0
Military Training Instructor	91	44.0	83	51.8
Military Training Leader	75	65.3	75	53.3
Munitions Systems	647	86.9	646	90.2
Operations Management	117	94.9	124	88.7
Optometry	60	80.0	58	77.6
Paralegal	264	78.4	270	77.4
Pararescue	155	61.9	156	62.2

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Components' Consistently Over- and  
Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
5,096	93.7	7,002	89.8	6,770	92.8	6,631	97.3
4,993	99.9	5,020	94.3	4,810	98.0	4,699	103.2
7,012	93.3	7,013	90.4	7,009	90.5	7,004	90.2
1,289	101.9	1,343	96.9	1,306	99.5	1,285	98.5
139	79.9	123	99.2	142	93.7	129	102.3
190	73.2	193	89.6	193	93.3	193	90.7
174	84.5	171	78.4	170	91.8	168	94.6
298	109.1	386	82.1	400	82.3	404	89.4
47	72.3	47	74.5	52	63.5	53	71.7
31	67.7	32	96.9	28	89.3	28	67.9
115	78.3	96	90.6	101	83.2	100	83.0
571	81.1	580	77.1	572	77.4	572	80.1
52	86.5	51	70.6	44	72.7	29	110.3
58	91.4	62	95.2	61	90.2	61	101.6
235	68.5	235	72.8	237	71.7	236	77.5
428	87.6	513	79.7	518	88.8	518	86.5
58	50.0	60	61.7	61	70.5	61	70.5
181	55.2	185	48.1	187	49.7	181	58.6
270	98.5	285	92.3	301	93.4	316	94.3
697	76.0	684	76.3	683	76.9	675	80.4
20	45.0	20	55.0	18	44.4	16	43.8
236	61.9	247	62.8	246	66.3	250	70.4
104	83.7	104	87.5	123	87.0	128	89.1
208	88.9	209	83.3	190	85.8	194	88.1
50	80.0	51	62.7	51	72.5	51	74.5
73	54.8	76	69.7	77	57.1	29	134.5
73	63.0	74	85.1	90	72.2	79	69.6
646	92.0	638	92.9	628	95.1	630	100.8
126	87.3	128	93.0	126	99.2	128	96.1
58	77.6	56	96.4	126	50.8	126	62.7
269	85.1	272	82.0	273	87.2	273	82.4
121	72.7	120	67.5	120	73.3	120	73.3

**Appendix IV**  
**Active, Reserve, and National Guard**  
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**Underfilled Occupational Specialties**

*(Continued From Previous Page)*

<b>Occupational specialty title</b>	<b>2000</b>		<b>2001</b>	
	<b>Authorized level</b>	<b>Percentage filled</b>	<b>Authorized level</b>	<b>Percentage filled</b>
Professional Military Education Instructor	5	80.0	5	80.0
Postal Specialist	15	86.7	15	53.3
Readiness	289	63.0	289	72.7
Safety	121	60.3	120	65.0
Special Investigations	244	87.7	249	91.6
Structural	528	90.0	526	93.3
Survival, Evasion, Resistance, and Escape	1	300.0	10	60.0
Utilities Systems	634	86.4	607	92.1

Source: GAO analysis of DOD data.



**Appendix IV**  
**Active, Reserve, and National Guard**  
**Components' Consistently Over- and**  
**Underfilled Occupational Specialties**

2002		2003		2004		2005	
Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled	Authorized level	Percentage filled
5	40.0	5	100.0	9	77.8	10	80.0
15	53.3	16	62.5	17	58.8	13	53.8
284	90.1	281	89.0	277	96.8	288	95.5
122	69.7	128	74.2	130	72.3	130	70.8
249	93.6	248	89.1	248	69.0	248	66.1
534	95.1	533	94.0	533	93.8	484	106.6
9	55.6	12	25.0	24	20.8	29	34.5
602	98.2	603	99.2	605	94.9	687	84.4

# Comments from the Department of Defense



OFFICE OF THE UNDER SECRETARY OF DEFENSE  
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NOV 1 2005

PERSONNEL AND  
READINESS

Mr. Derek Stewart  
Director  
Defense Capabilities and Management  
U.S. Government Accountability Office  
441 G Street N.W.  
Washington, DC 20548

Dear Mr. Stewart:

This is the Department of Defense (DoD) response to GAO draft report, "MILITARY PERSONNEL: DoD Needs Action Plan to Address Enlisted Personnel Recruitment and Retention Challenges," dated October 14, 2005 (GAO Code 350633/GAO-06-134)."

The Department notes that a key action called for in the review – the management plan – was already formally established by paragraph 3.2. of DoD Directive 1304.20, which calls for an annual Enlisted Personnel Management Plan; yet the report failed to note that pre-existing requirement. A copy of the final draft of the DoD Instruction governing submission of those plans has been provided to the GAO. The Department retains oversight and monitors the progress of military manning within the Military Departments throughout the year, and requires several reports beyond that management plan. For example, the Secretary of Defense reviews the status of recruiting and retention each month, and the Under Secretary of Defense (Personnel and Readiness) conducts quarterly reviews of "Balanced Scorecard" reports. The omissions in the GAO draft report result in an incomplete description of management controls.

Notwithstanding the foregoing omissions, the report correctly notes the importance of annually tracking of manning levels across a wide range of occupations based on reports of the ten components. To that end, the Department will retain visibility over skills judged most critical for retention through the Balanced Score Card process; whereby both over and under manned skills are reviewed.

Notably the GAO defined overfilled and underfilled occupational specialties as those that were over or under their authorized levels by one or more individuals; yet this measurement is unreasonably tight and incompatible with resource allocation standards embodied in DoD readiness performance measurements. Take for example the first line in Table 15 of the report (AH-64D Avionics/Electric Repair). Authorizations in that long-train-time skill tripled from 2000 to 2001; then roughly doubled in 2002. The manning overages were a byproduct of building enough force to meet those increases.



This in turn generated manning of 300, 104, and 85 percent over that three year glidepath, simply as a function of ramping up to that new strength. Conversely, when authorizations are stable, as in the case of the skill immediately beneath it in the table (Avenger Crewmember) the variance is only two percent either way (98 to 102 percent) – well within the parameters for success of resource allocation established in DoD readiness systems, yet the report fails to note the fulfillment of that systemic intent.

The Department appreciates the opportunity to comment on the draft report. Comments or questions should be addressed to Major Kenneth Olivo, USMC at (703) 697-4959, or [Ken.Olivo@osd.mil](mailto:Ken.Olivo@osd.mil).

Sincerely,



William J. Carr  
Acting Deputy Under Secretary  
(Military Personnel Policy)

GAO CODE 350633/GAO-06-134

“MILITARY PERSONNEL: DoD Needs Action Plan to Address Enlisted Personnel  
Recruitment and Retention Challenges”

DEPARTMENT OF DEFENSE COMMENTS  
TO THE RECOMMENDATIONS

**RECOMMENDATION 1:** The GAO recommended that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness, in concert with the Assistant Secretary of Defense for Reserve Affairs, to require the ten components to:

- Report annually on all (not just critical) over and underfilled occupational specialties;
- Provide an analysis of why specific occupational specialties are over and underfilled; and,
- Report annually on and justify their use of enlistment and reenlistment bonuses provided to servicemembers in occupational specialties that exceed their authorized personnel levels. (p. 37/GAO Draft Report)

**DOD RESPONSE:** Partially concur. The Department has visibility over skills deemed most critical for retention which are captured through the Balanced Score Card process; whereby both over and under manned skills are reviewed. Notably, the GAO defined overfilled and underfilled occupational specialties as those that were over or under their authorized levels by one or more individuals; yet this measurement is unreasonably tight. Take for example the first line in Table 15 of the report (AH-64D Avionics/Electric Repair). Authorizations in that long-train-time skill tripled from 2000 to 2001; then roughly doubled in 2002. The manning overages were a byproduct of building enough force to meet those increases. This in turn generated manning of 300, 104, and 85 percent over that three year period, simply as a function of ramping up to that new strength. Conversely, when authorizations are stable, as in the case of the skill immediately beneath it in the table (Avenger Crewmember) the variance is only two percent either way (98 to 102 percent) -- well within the parameters for success of resource allocation established in DoD readiness systems, yet the report fails to note the fulfillment of that systemic intent. The Department agrees with the need to closely manage bonus programs, but notes from the foregoing explanation that the payment of a bonus to a skill manned at 300 percent was well-advised in light of growing structure in AH-64D Repair and in fact ultimately proved insufficient to achieve requisite manning in year three (85 percent achieved).

**RECOMMENDATION 2:** The GAO recommended that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness, in concert with the Assistant Secretary of Defense for Reserve Affairs, develop a management action plan that will help the components to identify and address the root causes of their recruiting and retention challenges. (p. 37/GAO Draft Report)

**DOD RESPONSE:** Partially concur. The Department notes that the action called for – development of a management action plan – is substantially achieved by the Enlisted Personnel Management Plan (EPMP). The EPMP already was formally established by paragraph 3.2. of DoD Directive 1304.20, yet the report failed to note same. A copy of the final draft of the DoD Instruction governing submission of those plans has been provided to the GAO. Naturally, positive management action is required in response to those plans, and the Department already has laid the framework for that through its monthly reviews of reports beyond that management plan, and quarterly reviews of "Balanced Scorecard" reports.

# GAO Contact and Staff Acknowledgments

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## GAO Contact

Derek Stewart, (202) 512-5559 (stewartd@gao.gov)

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## Acknowledgments

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