

USAWC STRATEGY RESEARCH PROJECT

UNITED STATES ARMY RECRUITING COMMAND – FROM ZERO TO HERO STATUS

by

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The views expressed in this academic research paper are those of the author and do not necessarily reflect the official policy or position of the U.S. Government, the Department of Defense, or any of its agencies.

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REPORT DOCUMENTATION PAGE				Form Approved OMB No. 0704-0188	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing this collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.					
1. REPORT DATE (DD-MM-YYYY) 07-04-2003		2. REPORT TYPE		3. DATES COVERED (FROM - TO) xx-xx-2002 to xx-xx-2003	
4. TITLE AND SUBTITLE United States Recruiting Command - From Zero to Hero Status Unclassified				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S) Hilliard, Raymond S. ; Author				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME AND ADDRESS U.S. Army War College Carlisle Barracks Carlisle, PA17013-5050				8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING/MONITORING AGENCY NAME AND ADDRESS ,				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION/AVAILABILITY STATEMENT APUBLIC RELEASE ,					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT See attached file.					
15. SUBJECT TERMS					
16. SECURITY CLASSIFICATION OF:		17. LIMITATION OF ABSTRACT Same as Report (SAR)	18. NUMBER OF PAGES 35	19. NAME OF RESPONSIBLE PERSON Rife, Dave RifeD@awc.carlisle.army.mil	
a. REPORT Unclassified	b. ABSTRACT Unclassified	c. THIS PAGE Unclassified	19b. TELEPHONE NUMBER International Area Code Area Code Telephone Number DSN		
				Standard Form 298 (Rev. 8-98) Prescribed by ANSI Std Z39.18	

ABSTRACT

AUTHOR: Raymond S. Hilliard

TITLE: United States Army Recruiting Command ... From Zero to Hero Status

FORMAT: Strategy Research Project

DATE: 07 April 2003

PAGES: 35

CLASSIFICATION: Unclassified

This paper examines the key elements in the United States Army Recruiting Command's (USAREC) recent recruiting success and the command's potential to sustain this success in recruiting a high quality force in support of Army Transformation. This paper briefly reviews USAREC's failure to recruit a sufficient number of soldiers in the 1990s, and analyzes some significant changes USAREC implemented in recent years in the areas of leadership, missioning, advertising, quality market recruiting, incentives, and future challenges – closing the civil - military gap and privatization of recruiting. In conclusion, this paper lays out opportunities that can help USAREC sustain or improve upon recent success in recruiting a high quality force throughout the 21st Century.

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UNITED STATES ARMY RECRUITING COMMAND – FROM ZERO TO HERO STATUS

The title, “The United States Army Recruiting Command...From Zero to Hero Status”, is a take off from a commonly used phrase in recruiting to describe a recruiter that makes his or her assigned mission one month and then fails to make mission the next month: “hero to zero in 30 days.” Since the United States Army Recruiting Command (USAREC) struggled to make mission throughout the 1990s and came on strong making mission in FY 2000 through FY 2002, it was only appropriate to use the same phrase with a twist - zero to hero.

This paper examines the key components leading to the United States Army Recruiting Command's (USAREC) recent recruiting success and the command's potential to sustain this success in recruiting a high quality force in support of Army Transformation into the 21st Century. This paper briefly reviews USAREC's failure to recruit a sufficient number of soldiers in the 1990s, and analyzes some significant changes USAREC implemented in recent years in the areas of leadership, missioning, advertising, quality market recruiting, incentives, and future challenges - closing the civil - military gap and privatization of recruiting. In conclusion, this paper lays out opportunities that can help USAREC sustain or improve upon recent success in recruiting a high quality force throughout the 21st Century.

BACKGROUND:

Although the United States has achieved economic, military, and technological superiority, we can not become complacent. States and non-state actors will seek alternative capabilities to avoid United States strengths and exploit weaknesses. The Beirut, USS Cole, Khobar Towers bombings, and the 9/11 attack illustrate the types of threats the United States may have to contend with in the future.¹ In addition, the U.S. will also have to contend with the proliferation of biological, chemical, and nuclear weapons of mass destruction (WMD) as potential threats against U.S. national interests. In addition, dynamic political, military, and economic trends will play a significant role in the world environment today and will continue to do so in the future. Each of these areas can have a positive or negative impact upon the recruiting of our nation's Army of the future.

The Department of Defense Transformation process seeks to program advanced technologies, people, and processes into a force that is more responsive, deployable, agile, versatile, lethal, survivable and sustainable.² Transformation success cannot be fully exploited unless the Department has highly qualified soldiers and leaders.³

To this end, the President directed that the Department of Defense's (DOD) top priority must be to recruit and retain the finest personnel available to conduct current and future required missions.⁴ As the President's chief military advisor, the Chairman, Joint Chiefs of Staff, recognizes the importance of a quality force as a critical capability in successfully executing the National Military Strategy in support of the National Security Strategy.⁵

The end state should be a more highly qualified and technically competent force capable of operating in volatile, ambiguous, uncertain, and complex environments in the 21st Century. These individuals must have the requisite multifunctional, information technology, and cognitive skills to employ new capabilities, and the ability to cope with the complex battlefield.⁶

Economic concerns such as the unemployment rate, supply and demand, and public sentiment variables may affect DOD's ability to sustain recent success over the coming years. During an economic recession with high unemployment rates, the impact on recruiting may not be immediate. According to an interview with the Commanding General - USAREC, it takes about twelve months to see any significant increase in recruiting production once unemployment rates increase.⁷

Compounding these various economic concerns is a perception that there is a civil-military gap and that the gap is more severe now than it was in the past. This concern is discussed later in the paper. Several factors impact the perception of a civil-military gap: relevance of the military to society, public opinion, a disparity of values, evolving military professionalism, the isolation of the military, and conflicting social needs.⁸

The challenge then becomes the ability of the Army to recruit a quality force to support Army Transformation which at times has fallen into doubt. Throughout the 1990s, the Army encountered repetitive recruiting mission failure in four of the 10 years. However, this failure on the part of USAREC to make the required accession numbers was compensated for by the fact that the Army was in a period of drawing down the force, from 18 to 10 active Army divisions.

A 2000 General Accounting Office (GAO) report noted that "DOD is experiencing a recruiting challenge that has called for an extraordinary increase in the attention and the resources focused on the area." The report stated, "From fiscal year 1993 through 1998, the Army increased the number of recruiters assigned to USAREC from 4,368 to 6,331 and increased its advertising expenditures from \$34.3 million in FY 1993 to \$112.9 million in FY 1999 (in FY 2000 constant dollars)" and a huge increase of enlistment bonuses.⁹ With the influx of resources into USAREC and a national unemployment rate of 4% in fiscal year 1999, the Army, Navy, and Air Force each failed to make their accession numbers. The Army missed the accession mark by 6,000 Regular Army and 10,505 Army Reserve enlistments. With an

unemployment rate of 5.9% and patriotic spillover after 9/11, the Army met their recruiting mission in 2002.¹⁰ However, only 54,219 of those recruited were defined as quality contracts scoring 50 or above on the Armed Services Vocational Aptitude Battery (ASVAB) Test.¹¹

DYNAMIC CHANGE – PLAN FOR SUCCESS:

Following the turmoil that USAREC experienced throughout the 1990s, USAREC and the Army took a holistic look at what changes had to be made for the Army to be successful in its ability to recruit our future Army. Although the tendency is to focus on the numbers, it is important to understand that the Army and USAREC have undertaken some dramatic changes that will assist in improving the recruiting effort into the future. The next few sections review efforts taken by the Army to improve recruiting in the areas of leadership, the missioning process, advertising, quality market recruiting, incentives, and future challenges - privatization of recruiting and closing the civil - military gap.

LEADERSHIP – SUCCESS BEGETS SUCCESS:

The first significant step taken by the Army to right itself with respect to leadership within USAREC was the implementation of the Officer Personnel Management System XXI (OPMS XXI). The impact of OPMS XXI on USAREC occurred at the Battalion and Brigade command level. Under OPMS XXI, all battalion and brigade commanders are board selected from the operations career field which was not previously the case with respect to board selections. As a result, USAREC started to receive quality officers for their critical leadership positions with the first board selected battalion commanders taking command in 1999. Following OPMS XXI implementation, the Army made a significant non-commissioned officer force structure change within USAREC. The Army authorized a Command Sergeant Major at each battalion level of command – previously the position was only authorized a Sergeant Major. Now you have a command structure that is representative of every other battalion organization in the Army.

Second, during his tenure as Command General USAREC, Major General Gaddis fought to ensure that quality officers continued to be assigned as company commanders. The Army assignment criteria, which is still in effect for assignment to company level command within USAREC, is that company grade officers must have already had a successful company command and general officer approval prior to assignment. Company level commands in USAREC bring unique challenges. Considering that the majority of USAREC company level commands typically have between five and seven recruiting stations, covering a recruiting area of responsibility up to 30 thousand square miles, and may be located up to three hours away from their battalion headquarters, command is difficult. The recruiting companies must operate

independently and require solid company leadership teams (CLT). Currently the CLT consist of the commander, first sergeant, and a contract company administrative assistant.

Given the remoteness and increased responsibilities of USAREC company commanders, there continues to be a reoccurring debate as to why company commanders are needed in USAREC. In general, the argument against having company commanders is that from the youngest recruiters, station commanders, first sergeants, up through the command sergeant major, NCOs accomplish the recruiting production mission and company commanders only add a layer of bureaucracy in the recruiting process. The bottom line is that the Army imposed a troop structure from division to company level on the recruiting mission and this type of organization is not effective in a recruiting organization embedded in the Army. As a result, Michael Waclawski argues that removing company commanders from USAREC will create a more efficient and effective recruiting organization by streamlining the organizational structure by eliminating a perceived level of bureaucracy.¹² With the current shortfall of captains in the Army, the underlying argument is that eliminating company command positions in USAREC would return approximately 243 captains back to mainstream Army.

“Bureaucracy strangles. Informality liberates. Creating an informal atmosphere is competitive advantage. Bureaucracy can be the ultimate insulator. It is about making sure everybody counts, everyone knows they count, and everyone has a wide-open spirit where they feel they can let it rip. Passion, chemistry, and ideas flow from any level to any place are what matter. Everybody’s welcome and expected to go at it.”¹³

Company command is the most demanding job in the Army.¹⁴ As a general rule, the company commander commands the unit and the first sergeant runs it. But, this rule is a general rule and there’s overlap in all areas. Company commanders cannot be expected to do everything; therefore, the first sergeant becomes an extra right hand with 17 to 23 years of experience to share in the responsibilities that go with command.¹⁵

Eliminating half of the CLT puts the entire burden on the first sergeant who in many cases is the senior company level recruiter trainer and recruiting production manager, and may require some company level tasks to be shifted up the chain to the battalion level. Noncommissioned officers make the production end of the recruiting mission happen in USAREC; however, this statement could be applied throughout the Army.

In USAREC, the CLTs are put under a microscope each and every month, especially if a company fails to make mission. If there is any bureaucracy, the bureaucracy lies resident in the

recruiting tactics, techniques, and procedures, not the organization. Consider that at the CLT level there are 14 tasks and 104 subtasks.¹⁶ With three individuals assigned to the company headquarters, the CLTs struggle to accomplish all required tasks and to make the recruiting goals assigned to the company. What is needed is not an organization change but a complete bottom up task review that will allow company commanders to focus on expanding the prime high school and college markets, sustaining the individuals in the delayed entry program (DEP), planning, and command functions. This would allow the first sergeants to focus on recruiter training, production management, and the everyday functions of running the company.

The last element with respect to leadership is the ability of USAREC to convert and retain quality NCOs in the military occupational skill (MOS) - 79R (Recruiter). Converting and retaining quality NCOs is critical if USAREC is going to build and sustain a winning team that is focused on winning everyday. BG Billie Cooper (US Army-Retired), former Deputy Commanding General USAREC, often said there were several critical factors when determining whether or not a detailed recruiter should convert to become a 79R: Can you generate leads; are you a decent human being; and can you treat individuals with dignity and respect?

The talent brought into an organization determines what can be done, individual motivation determines how much they are willing to do, and attitude determines how well it will be done.¹⁷ The environment within USAREC can be very negative and numbers focused. The tendency is for recruiters to take on the negative aspects of the organization to which they belong. The result is an organization that loses focus on the human dimension of what it takes to accomplish the mission – soldiers and civilians.

“One of the toughest jobs in the Army is that of the recruiter. Recruiters are tasked with the awesome job of convincing young men and women to lay down their lives and freedoms for their country, and oftentimes for less money than can be earned in the safer environment of America’s booming economy. Recruiters face enormous pressure from commanders to meet the mandated Army manning levels set each year by Congress. As the Army beings the 21st century, it is faced with having to support an increasing number of deployments with fewer soldiers. Soldiers face long and difficult days with the possibility of deployments away from families. Given these factors, along with the increasingly negative attitudes of today’s youth regarding military service and the fierce competition among the services for recruits, it is easy to appreciate the Army recruiter.”¹⁸

Non-commissioned officers (NCO) assigned as detailed recruiters in USAREC don’t understand failure. These NCOs typically haven’t failed at any mission they have been given prior to coming into USAREC. As a leader, how you respond to NCOs who for the first time in

their careers are not making mission is the critical leadership aspect in USAREC. Because recruiting is filled with constant rejection daily, the choices are simple – respond negatively or positively. For every 100 people a recruiter approaches, only one will join. Leaders have to ensure recruiters remain focused, committed, and dedicated to mission accomplishment. The response by senior NCOs in USAREC is typically negative because that is what has been inculcated into their leadership style throughout their career in USAREC. The response should focus on what is being done well, what needs to be improved, and a plan to implement improvements and sustain what is going well – not just the same old ass chewing. Inculcating the Army's after action review process down to station level will go a long way in creating a positive environment.

The leadership aspect of recruiting should be about treating recruiters with dignity and respect while at the same time enforcing standards and creating an environment where recruiters want to come to work each and every day. Zig Ziglar states that a "green" salesperson is always better than a "blue" one – "green and growing" instead of becoming "ripe and rotten".¹⁹ Treating individual with dignity and respect starts with leadership at all levels; however, the preponderance of the burden falls on the shoulders of the 79R station commander. USAREC must remain committed to selecting only the best detailed recruiters for conversion to MOS 79R. Within USAREC, the 79R station commanders are the first line leaders who mentor, train, and enforce standards within the recruiting process.

MISSIONING – CREATING A TEAM ENVIRONMENT:

Beginning in October FY2001, USAREC changed how it assigned missions, which had a significant impact on the recruiting process. The focus changed from the individual recruiter to the station team effort. Previously, USAREC assigned missions by quarter down through brigades, battalions, companies, stations, to the individual recruiter. In FY 2001, USAREC implemented a program called "Station Missioning" that eliminated the requirement for recruiters to formally sign for individual missions. The station commander now signs for the mission for the entire station. As a result, the impetus for accomplishing the mission became the responsibility of the station commander, which truly put the focus back on the team. Under the old missioning process, recruiters focused on making their assigned mission number and overall success of the station became a secondary priority. Under the new missioning process, station missioning allows the station commander the freedom and flexibility to focus the recruiting effort within their station based on what each recruiter is working for a given month. In addition, the new process requires every recruiter in the station to write a contract in order to receive mission

box credit when the station makes its assigned mission. Station missioning assists in making the recruiting process a total team effort and put the station commanders back in charge of their stations.

The change outlined above has the potential to create a positive team environment at the station level; however, USAREC needs to re-look how it arrives at the goals for subordinate units. Given the negative publicity USAREC received during the 1990s, it is only fair to say that at the national level, USAREC made the recruiting goal six out of 10 years; however, very few brigades and battalions enjoyed the same success. So, the question one might ask is how does USAREC make mission, over 100% for both regular Army and Army reserves accessions, while USAREC subordinate units routinely fail to make their assigned mission numbers (see figure 1 for FY 02 mission accomplishment).²⁰

<u>Category</u>	<u>Mission</u>	<u>Achieved</u>	<u>Percent</u>
RA	79,500	79,604	100.1%
USAR	28,825	31,319	108.7%
FY03 Entry DEP ≥	35%	32,178	42.3%

FIGURE 1: FY02 USAREC MISSION ACCOMPLISHMENT

Let's look first at how the mission numbers are determined. USAREC receives its annual mission for the Army from the Department of Army G1 in coordination with the US Army Personnel Command. Once the recruiting goal is established, USAREC then looks at historical data to establish trends such as delayed entry program (DEP) losses to determine what the mission numbers will be for subordinate units. The mission assigned to USAREC subordinate units ends up being higher than the recruiting goal assigned to USAREC. This creates a buffer which has allowed USAREC to achieve mission while the subordinate units of USAREC typically fail to make mission.

There are two schools of thought in USAREC on how to assign mission to subordinate units (brigade and battalions) within the command. The first and predominate method for assigning mission is to require subordinate units to exceed the Army goals assigned to Headquarters USAREC. The concept is simply to raise the bar higher in terms of contracts required and the Army recruiters will rise to the challenge and make their assigned mission numbers. Even if some subordinate units in USAREC are not successful, more contracts will be

written and the command will make the mission numbers required by the Army. The difficult challenge falls on the leadership teams within the subordinate units to motivate recruiters to make higher mission numbers in the face of recurring failure. Very few recruiters identify with Headquarters USAREC; however, recruiters do identify with their station, company, and battalion. Although no data exist on whether or not recruiters enjoy being part of an organization that routinely fails to accomplish the mission, the majority of NCOs assigned to recruiting duty do not volunteer for the assignment.

The alternative for determining mission goals is for USAREC to assign more realistic recruiting goals to subordinate units. This means accepting risk and reducing the size of the mission buffer enjoyed by the command. In doing so, USAREC would make it possible for subordinate units to achieve success and share in the overall accomplishment of the command. This is not to say that the standard should be lowered, but that challenging and realistic goals should be established. Assigning realistic missions is the first step needed for USAREC to sustain their most recent successes.

ADVERTISING: TARGETING THE RIGHT GENERATION – THE MILLENNIALS

Critical in any advertising effort is the ability to understand the target population your message is intended to reach. For the Army, the target is the 17 to 25 year old population. The Army's new advertising campaign has done just that with the new slogan – "An Army of One." The Secretary of the Army attributed USAREC's success in FY 2001 to the Army's "remarkable" salesmanship and the ad campaign aimed at Generation Y – the Millennial Generation,²¹ those born in or after 1982 - the "Babies on Board" of the early Reagan years, the "Have You Hugged Your Child Today?" sixth graders of the Clinton years, the teens of Columbine, and the much-touted high school class of 2000, now invading the nation's college campuses.²² This up and coming generation can be characterized as optimistic, team players, accepting authority, following rules, watched over by their parents, believe in the future, and see themselves as its cutting edge.²³ The "Army of One" advertising campaign builds on the old "Be All You Can Be" motto.

"Even though there are 1,045,690 soldiers just like me, I am my own force. With technology, with training, with support, who I am has become better than who I was. And I'll be the first to tell you, the might of the US Army doesn't lie in numbers. It lies in me. I am an Army of one, and you can see my strength."²⁴

The “Army of One” speaks to the millennial generations need for individuality, and at the same time, it addresses their desire to be part of a powerful organization – the US Army. It supports the millennials’ quest for independence and responsibility and fuels their determination to do something that makes an immediate and noticeable impact on the world. Finally, today’s youth are looking for more than just an adventure. The millennials are looking to achieve personal challenges both physical and mental, and want to be empowered and excel both in terms of what they do and in their own personal growth.²⁵ The bottom-line is that the “Army of One” advertising campaign delivers just that.

In addition to the new “Army of One” advertising campaign, USAREC implemented a version of the “Army of One” campaign focused exclusively on the Hispanic and African American markets. Cartel Creativo, San Antonio, Texas, leads the Army’s advertising efforts called “Yo Soy El Army” in an effort to better penetrate the Hispanic markets and Images of Atlanta focusing on the African-American markets. The Census Bureau statistics show that the Hispanic population has increased by 58 percent in the past decade, making it the fastest growing minority population the United States.²⁶ Hispanics comprised about 9 percent of the American population in 1990; but the Census Bureau projects that by 2020 Hispanics will make up about 37 percent of the overall population.²⁷

SHIFT IN FOCUS: QUALITY MARKET RECRUITING AND RAISING THE HIGH BAR

Regardless of where you recruit, recruiters are viewed as takers from their communities. Specifically, in the two markets recruiters operate – high schools and colleges. The prime market contains approximately 1.48 million potential applicants currently in high school (At Figure 2).²⁸ Although approximately 65 % of all high school graduates go to college, recruiters spend a significantly larger portion of their prospecting time and energy establishing rapport with high school administrators and counselors recruiting the remaining 35% of the 1.48 million of qualified high school applicants.²⁹

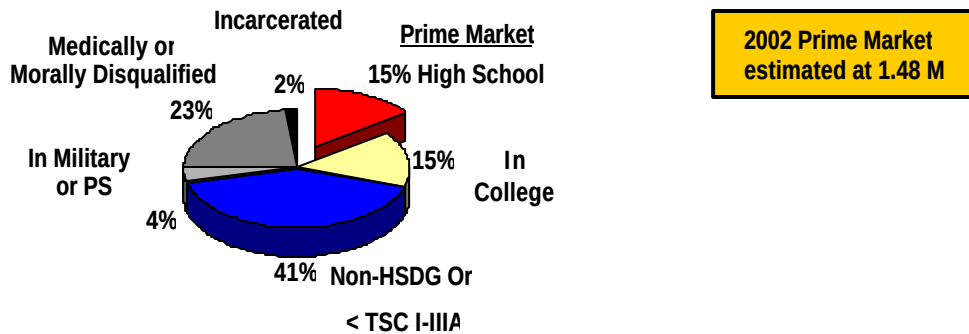


FIGURE 2: FY02 17 – 25 YEAR OLD MARKET

However, given that only 45% of high school seniors going to college will graduate in five years, the college market has the potential to be a very productive recruiting venue.³⁰ As a result, there needs to be a correlating shift in where recruiters are focusing their time and energy. As part of the current college recruiting effort, recruiters using the Solomon Amendment request a list of college students from those colleges in their recruiting area of responsibility. The problem encountered by recruiters is that the list can be enormous and typically contains everyone enrolled at the institution – part time, full time, resident, and commuter students. In addition, recruiters can receive what is referred to as a “Stop Out List.” The “Stop Out List” contains those students who do not return for the next semester. Given the education enlistment incentives available, this can be a good thing for recruiters; however, the problem encountered is that recruiters do not typically get the list until well after the next semester has started. As a result, many of these students move back home and are no longer in the recruiter’s area of operation. There has to be a concerted effort by the recruiter to establish the same level of rapport with the college admissions office and counselors as a recruiter develops with high school administrators and counselors. This may be difficult given that many detailed recruiters have not experienced college and are unfamiliar with the mechanics of how colleges operate.

To overcome the apprehensions recruiters may have of recruiting and prospecting on college campuses it takes a concerted effort on the part of the Company Commander, Battalion Commander, and the Battalion Education Specialist (EDSPEC). The EDSPEC serves as the education liaison responsible for all high schools, ASVAB testing coordination, and colleges in the battalion’s area of operation. All three understand how colleges operate and must set the

stage for recruiting on campuses by laying the ground work with an office call with the College President, Dean of Admissions, Financial Aid Officer, Army Professor of Military Science, etc.

It is critical to initially establish rapport with the administration so they understand how both organizations win by having recruiters on their campuses. First - Under the Freedom of Information Act, colleges must track and make available to the public the number of students that fail to return to school yearly. However, an individual who enlists in the Army does not count in the statistic. Second – with the education benefits available, those soldiers wanting to return to school at a future point in time have the funds available to continue their education. In addition, many are not aware of the college loan repayment incentive for qualified loans up to \$65,000 (max). Third – those who do continue their education typically have the dedication, motivation, and desire to excel. USAREC lacks the resources to do everything; however, the key is getting the college administration to assist in the recruiting process by providing an accurate list from which the recruiters can prospect from. This allows recruiters to focus their prospecting efforts and spend more time establishing rapport with college admissions personnel and counselors.

INCENTIVES – TAILORING THE ENLISTMENT PACKAGE:

As USAREC works to establish a college prime market, there needs to be a change in how the enlistment incentives are tailored to recruit in both the high school and college markets. Prior to FY2000 USAREC lacked the ability to tailor enlistment incentives (bonus) to the needs of prospective applicants. Beginning in FY 2000, USAREC established a program that allows guidance counselors in the Military Entrance Processing Stations the ability to tailor the incentive package for individuals entering the Army. As an example, consider an applicant who scores above 50 on the Army Services Vocational Aptitude Battery (ASVAB) and qualifies for an enlistment bonus (Max 20,000), Army College Fund (ACF) (Max \$50,000), or the Loan Repayment Program (Max \$65,000). Previously, the applicant could only take one or the other. Beginning in FY 2000, applicants had the option of taking one or the other, or parts of both. Under the new program, the applicant may choose to take the \$20,000 bonus, or the \$50,000 ACF, or a combination of the two - \$20,000 enlistment bonus, plus \$30,000 from the ACF. The dollar amounts offered are enticing and the change allows the Army to tailor the incentive package based on the needs of the applicants. However, more changes can be made to make the incentives more enticing to prospective applicants in the recruiting prime markets. A recent study by RAND Corp. found that only 10 to 12 percent of new recruits have attended some

college. However, 55 percent of people aged 18 to 24 have attended at least one semester of college.³¹

In the college market, USAREC needs a “Tax Free College Loan Repayment Incentive” as proposed by Congressman Gary Miller for enlistment applicants and potential officer candidates entering the service after graduating from college. Currently the primary education incentives, the Army College Fund and the Montgomery GI Bill are tax free; however, the loan repayment incentive is not and Officer Candidate School applicants are not eligible for the college loan repayment incentive. A tax free college loan repayment incentive would create tax parity between the Montgomery GI benefits and the military’s various education loan repayment programs.³² Consequently, college graduates entering military service could receive a viable incentive for their military service. As this type of change will require a revision to the Federal Loan Repayment Act, Congressional support will be needed to get legislation through both houses and additional funds must be appropriated to cover the program without jeopardizing existing education programs. This change could enhance the Army’s ability to improve upon their recent successes, especially increasing the number of quality recruits. In addition, the revision would allow an officer candidate to qualify for student loan repayment of Federal student loans currently not available and make the loan repayment tax free for all. For FY02, USAREC reported that more than 16,300 recruits had attended at least one semester of college, and 4,000 had a bachelor or associate’s degree.³³ The end result is an incentive that allows the Army to capitalize on their current college recruiting efforts by focusing, based on the needs of the Army, on candidates attending upper tier universities that are graduating with highly technical degrees and hard skills. This change alone will aid the Army in focusing in on some of their critical special mission recruiting shortfalls (at Figure 3).³⁴

FY02 Special Missions Summary

<u>Category</u>	<u>Mission</u>	<u>Achieved</u>	<u>Percent</u>
WOFT	580	358	61.7%
Technical Warrant	643	351	54.6%
Special Forces (Enl)	2,200	2,071	94.1%
ACASP (97E / 98X)	204	135	66.2%

FIGURE 3: FY02 SPECIAL MISSION SUMMARY

This chart shows significant shortfalls in applicants and enlistments for the Warrant Officer Flight Training, Technical Warrant, Army Civilian Acquired Skills Program (ACASP) for qualified civilian linguist. By making the incentive more attractive, the Army can pursue specialists with

the technical skills required to fill linguist, information management, system engineering, and aviation shortfalls.

Throughout the 1990s, the Army recruited Special Force's (SF) applicants entirely from within the Army. Due to operational requirements in recent years for special operations forces, USAREC implemented a pilot program to recruit approximately 400 Special Force's (SF) applicants from off the street in FY 2002.³⁵ Even though USAREC fell short of their overall SF requirement, USAREC achieved over 100% of the pilot program SF accession mission. USAREC needs to increase the overall mission for recruiting Special Forces applicants from off the street to ensure these critical mission requirements are achieved in the future.

The Tax Free College Loan Repayment Incentive option is offered to assist in increasing the quality of applicants accessed into the Army. Another option for increasing the number of quality enlistments is to raise the annual quality enlistment goals. The Department of Army establishes the annual USAREC quality recruiting goals. A quality recruit is defined as an individual that is a high school graduate and scores 50 or above on the ASVAB test (CAT 1-111A – see figure 4).³⁶

<u>Category</u>		<u>DA Goal</u>	<u>%RA Ach</u>	<u>% USAR Ach</u>
HSDG	≥	90%	91.1%	94.8%
CAT I-III A	≥	62.5%	68.1%	69.2%
CAT IV	<	2%	1.38%	0.6%

FIGURE 4: FY QUALITY GOALS AND ACHIEVEMENT

Figure 4 shows the Army recruiting categories and percent accomplishment for 2002. The Army goal for quality enlistments remained relatively constant, around 62% of total enlistments from 1990 through 2002. Although USAREC has been able to accomplish the Army quality goal the last three years, the Army quality goal has not changed relative to USAREC's ability to achieve the quality goals. Over 91.1% of the Army's enlistments in 2002 had a high school diploma; however, only 68.1 % scored 50 or above on the ASVAB.³⁷ As the Army continues to transform for the 21st Century, the Army will become more reliant on the number of quality recruits entering the service. As a result, the quality recruiting goals assigned to USAREC should be increased to support Army requirements. With over 90% of recruits for 2002 being HSDGs, the Army needs to raise the high bar on the number of category I-III A applicants. Phasing in a quality goal increase over the next couple of years with an 80% objective goal will force Army recruiters to develop their secondary college recruiting market.

FUTURE CHALLENGES:

NARROWING THE CIVIL - MILITARY GAP:

Sociological issues may be more widespread and more important in identifying long-term critical recruiting trends if the Army is to be successful in recruiting soldiers for the Army of the 21st Century. In March of 2001, General John Keane, the Army Vice Chief of Staff, noted that “we were disconnected from the American youth.” He suggested that American teenagers “do not see the military as a career or a way to get ahead,” and are “more likely to view enlistment in the military as a last resort.”³⁸ Even so, the armed forces continue to be ranked number one as the institution that Americans have the most confidence in. Seventy percent of those responding to the Wall Street Journal/NBC poll responded that they had a great deal/quite a bit of confidence in the armed forces followed by small business (59 %), high technology industry (54%) and the U.S. Supreme Court (52%).³⁹

Matthew Morgan states there are several factors that contributed to the apparent sociological gap. These include the end of the draft, changes in the Reserve Officer Training Corps (closing of ROTC programs across the nation), shifts in regional origin of military members, decrease in the size of the Army, increase in service-members' children making the military a career, rise in US Military Academy accessions, and significantly greater average length of service. The gap is a function of demographics, strategy, defense spending, and military policy.⁴⁰ Matthew Morgan argues that the issues arising from the sociological debates are the relevance of the military, values, professionalism and the citizen-soldiers, and social imperatives.⁴¹

To narrow the civil - military gap Congressman Ike Skelton advocated the adoption of mandatory national service and curtailing on-post facilities that enable military personnel to acquire most of their needs without much contact with civilians.⁴² Charles Moskos argues for reinstating a draft to narrow the military – civil gap for males only and the establishment of a two track pay system that gives long term soldiers' higher pay and draft or short term soldiers much more modest pay.⁴³ Lawrence Korb states that “the connection between America and our military is stronger than ever today” and that “the all volunteer force has given us the most professional and competent military in our history.”⁴⁴ Korb argues that with 2 million American men annually turning 18 it would be a difficult task to determine whom to draft and whom to exempt.

The Army's ability to reconnect with the society it serves and USAREC's ability to sustain the force by making the accession mission may ultimately determine if the Army will be able to

retain an “All Volunteer Force” and narrow the civil - military gap. USAREC has a small piece of this problem and tells the Army story each and every day in the communities throughout America. The Army can do more with unit community outreach programs implemented by active, US Army Reserve, and National Guard units.

PRIVATIZATION OF RECRUITING – BUYER BEWARE:

Over the last three years, the Army demonstrated the ability to make their required accession numbers. Yet, in a resource constrained environment the signals being sent by Congress are to privatize the DOD recruiting mission. The Army has the lead and is conducting a privatization proof of concept demonstration through FY07 via a contract (\$172.4 million dollars) with MPRI and Resource Consultants, INC. Both contractors will recruit for active and reserve component soldiers in Mississippi, Ohio, Delaware, Maryland, Virginia, Pennsylvania, North Carolina, Illinois, and Utah.⁴⁵

Assuming that the concept proves successful, the initial advantage for the Army will be in the resources required to man, equip, and operate 5 recruiting brigades, 47 recruiting battalions, 243 recruiting companies (RC), and 1,722 recruiting stations. Although the resource savings on the surface appears to be significant, the realized resource savings to the Army will be in personnel. Approximately 6,000 detailed NCOs could be returned back to main stream Army.

Under the existing proof of concept contract, the Army is contractually obligated to provide facilities (recruiting stations and company headquarters), automation, phone service, and other equipment just as if military personnel were in the stations. Contract recruiters are falling in on a turn key operation with facilities, contacts in the local business community and schools made by Army recruiters. In addition, the Army will continue to have financial responsibilities (\$150 million) for the advertising contract with Leo Burnett Advertising.⁴⁶ For these reasons the savings to the Army will fall primarily in the personnel arena.

Should the decision be made to replace the entire 79R recruiting force, some 79Rs will be able to revert back to their previous MOS; however, others will have to go through retraining, others could be offered early outs or retirement. Based on the current proof of concept contract for 10 companies, the potential cost to replace all 243 RCs could top \$4.1 billion dollars (current dollars) over a five year period.

Privatization of the recruiting effort may only serve to further widen the civil - military gap. Many of the contract recruiters are retired or have previous military experience as recruiters. As typically older and more mature individuals, the contract recruiters are better equipped to overcome the objections of parents for applicants still in high school. With over 65% of the

target market going to college, contract recruiters may also be in a better position to sell the college programs and incentives offered by the Army to parents of high school or college students. Over time, the contractor's currency with respect to the Army will gradually diminish. As a result, the Army must rely more heavily on the Army Reserve, National Guard, and Junior and Senior ROTC cadre to tell the Army's story in local communities.

This is not to say that the Army shouldn't pursue privatization. The intent should be to optimize the strengths that the contract recruiter, detailed recruiter, and 79R recruiting force have to offer. The following recommendation proposes that the right mix of recruiters be established (79R, detailed recruiters, and contract recruiters) for the recruiting force to maximize the strengths of each, and minimize the resourcing impact on the Army. There are approximately 6,000 NCOs assigned as detailed recruiters in USAREC. An alternative proposal to complete privatization would be to privatize only 33% of the current detailed recruiting force under go privatization. This would allow USAREC the flexibility to return approximately 2,000 detail recruiters (NCOs) back to main stream Army. By retaining a detailed recruiting force of approximately 4,000 recruiters, the Army will be able to sustain the 79R force with 79R MOS conversions from the detailed recruiters remaining in USAREC. USAREC would continue to retain control and oversight of the recruiting effort down to station level and would have the flexibility to strategically mix the recruiting force with 79Rs, detailed and contract recruiters.

If privatization fails in the long run or becomes cost prohibitive, it may take the Army one to two years before military recruiters are able to reintegrate themselves back into market place. Once the 79Rs are gone, it will be difficult to recapture the level of experience that will be lost.

CONCLUSION:

No simple or easy solutions exist to offset the challenges facing the Army or any of the other Services when it comes to recruiting our Nation's Armed Forces. The real challenge will be in the out years. By the end of the first quarter of the 21st Century, the recruiting challenges will grow exponentially as the population entering the workforce declines and the recruiting competition with the private sector increases. Until then, it is incumbent upon the Army leadership to continue to establish and modify existing programs necessary to ensure recruiting success.

First and foremost, the Army must maintain it's commitment to the recruiting force by ensuring that the best qualified are selected to lead it – officers, non-commissioned officers holding the 79R MOS, and the detailed recruiters who have one of the toughest jobs in the Army short of combat. Second, USAREC has to create a team environment where everyone within

the organization has a reasonable opportunity to realize success. Third, we have to sustain the right focus with our national advertising efforts targeting the market segments to ensure our Nation's Army is truly represented by our recruiting efforts. Fourth – USAREC needs to raise the high bar and demand an increase in quality recruitment to support Army Transformation into the 21st Century. Fifth – seek legislation that makes college loan repayment and enlistment incentives tax free. This can be done by pushing to a new level the incentives offered to tap the potential in the college market. Sixth - At some point in time, our Nation will have to come to grips with the perceived civil - military gap. Seventh - Recruiting has come a long way and the Army has had success with privatization of the recruiting effort; however, the Army needs to ensure that we have the right mix of recruiters in the market place.

The end state should be a more highly qualified and technically competent force capable of operating in volatile, ambiguous, uncertain, and complex environments in the 21st Century. These individuals must have the requisite multifunctional, information technology, and cognitive skills to employ new capabilities, and the ability to cope with the complex battlefield.⁴⁷

“Remember, it's not about you, it damn sure wasn't about me; however, it's all about us -- See You on the High Ground!”

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