



SECRETARY OF DEFENSE
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MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DEPUTY CHIEF MANAGEMENT OFFICER
CHIEF OF THE NATIONAL GUARD BUREAU
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
DEPARTMENT OF DEFENSE CHIEF INFORMATION OFFICER
ASSISTANT SECRETARY OF DEFENSE FOR LEGISLATIVE
AFFAIRS
ASSISTANT TO THE SECRETARY OF DEFENSE FOR PUBLIC
AFFAIRS
DIRECTOR OF NET ASSESSMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Forging Two New Links to the Force of the Future

All of us who work in the Department of Defense are part of what is today the finest fighting force the world has ever known. More than anything else, our people are the reason we are the best. But we can never take this for granted. As generations, technologies, labor markets, and threats change, it is my responsibility as Secretary of Defense to ensure that we continue to recruit, develop, and retain the talented men and women that we need to build the Force of the Future – to maintain our excellence for the years and challenges to come. I believe that we can best do this by leveraging all that our nation has to offer – across diverse geographies, demographics, and generations. That is what building the Force of the Future is all about and it is what our nation expects and deserves.

On November 18, 2015, I announced the first set of Force of the Future initiatives, designed to increase the Department's permeability to new people and new ideas. On January 29, 2016, I announced a second set of initiatives aimed at improving the retention of our military Service members through enhanced family support. And, on June 9, 2016, with the Military Department Secretaries and Service Chiefs by my side, I announced the third set of initiatives designed to make common sense improvements in our military officer promotion system and to develop our more than 700,000-strong DoD civilian workforce.

Some of these initiatives already have become firmly rooted in the Department, while others are the subject of comprehensive work plans or legislative proposals under consideration by Congress. Notwithstanding this progress we have more work to do. For this reason, I am



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pleased to announce the next two links to the Force of the Future – one focused on enhancing geographic, demographic, and generational access in military recruiting and the other on strengthening the Reserve Officers’ Training Corps (ROTC) program, one of the pathways by which we build and train the dynamic leaders our future force demands.

It is my firm conviction that the Department of Defense must have access to 100 percent of America’s population for our all-volunteer force to be able to recruit and retain the highly qualified men and women needed for the Force of the Future. That is why we have put an end to self-imposed limitations on recruiting and retention by opening all military positions, in all four Military Services, to women and lifting the ban on service by transgender persons. It is also why we must constantly work to ensure that we have access to the best available talent across the country, unbounded by geography, demographics, or generations.

It is only natural for our Military Services to concentrate their recruiting resources in areas where they can expect the best return, even when this means going back to the same communities and demographics over and over again. We appreciate that many of our new recruits bring with them a long history of family service – this is a strong indication of the continuing and noble appeal of military service to those who know it best. But too many of America’s young men and women have no personal connection to our military, and do not know about the many opportunities that service offers. As a result, they give no real consideration to the possibility of joining us. We need to focus on and attract young men and women who have not been previously exposed to the value and benefits of service, as well as those who have.

For this reason, we in the Department of Defense must do more to explain to the American public who we are, what we stand for, and what we do – our mission and the unparalleled opportunity and experience we offer to all who can meet our high standards and want to serve. We must reach out to all segments of our society, including those who have, in the recent past, shown little propensity to serve. We must engage with America’s youth and those they look to for advice and guidance – parents, grandparents, teachers, coaches, clergy, and government and community leaders – where they live and work, in their homes, schools, and communities. We have much to offer America’s youth, but to recruit them they have to hear our story and our call to service.

Accordingly, I have approved the following initiatives:

Enhancing Geographic, Demographic, and Generational Access in Military Recruiting.

Strategic Focus Area 1: Better Communicate the Value and Benefits of Military Service.

- Create a Speakers Bureau of senior leaders and subject matter experts from across DoD to engage with and educate key audiences on the value and benefits of military service to both the individual and the Nation.
- Use the platforms provided across the spectrum of DoD Outreach Programs to communicate the value and benefits of military service to America’s youth and those who influence them, in their homes, schools, and communities.

- Provide a Menu of Options for recruiting outreach that each Military Service can tailor to its unique recruiting needs, as described in the attached Fact Sheet.

Strategic Focus Area 2: Build and Solidify the “DoD Brand”.

- Fund the DoD Joint Advertising Marketing Research & Studies (JAMRS) program to develop and execute a sustained advertising and marketing campaign aimed at connecting with and educating potential applicants, their influencers, and other members of the public about military service; building recognition of the “DoD Brand”; and growing propensity to serve.
- Customize and disseminate content through separate, but integrated print, TV, digital, and social media messaging that promotes the value and benefits of service, and synchronize the campaign with Military Service recruiting efforts.

Strategic Focus Area 3: OSD Support to Military Service Recruiting Efforts.

- Use the results of a recent poll of military recruiters from across all Services to identify impediments to recruiter access to high school students.
- Expand partnerships between the Armed Forces YMCAs and Boys and Girls Clubs and the military.
- Provide a Menu of Options for recruiting “best practices” that each Military Service can tailor to its unique recruiting needs, as described in the attached Fact Sheet.

Reinvigorating the Reserve Officers’ Training Corps (ROTC) at 100 Years

Strategic Focus Area 1: Enhance Access to Quality ROTC Participants.

- Educate colleges and universities on the 2009 amendments to the Higher Education Act, providing that ROTC scholarships are not to be included as a cost of attendance or estimated family contribution in evaluating a student’s eligibility for financial aid.
- Provide a Menu of Options for leveraging ROTC resources in a flexible manner to attract and retain the best possible officers that each Military Service can tailor to its unique needs, as described in the attached Fact Sheet.

Strategic Focus Area 2: Further Enhance the Quality of ROTC Instructors and Instruction.

- Direct the Military Department Secretaries to add language, where and when applicable, to ensure promotion and selection boards value ROTC assignments/affiliations.
- Direct the Military Services to conduct a quadrennial review and validation of the content and packaging of ROTC Training Manuals and academic curricula.
- Require an annual report to the Secretary of Defense detailing the specific training opportunities each Military Service makes available to its ROTC cadets and the associated costs and benefits.
- Provide a Menu of Options for the professional development of ROTC instructors that each Military Service can tailor to its unique needs, as described in the attached Fact Sheet.

Strategic Focus Area 3: Enhance ROTC Program Administration.

- Measure and record the critical value of the overall ROTC program by developing assessment tools, including objective criteria and metrics of effectiveness, by which to evaluate and improve the performance of ROTC units.
- Establish the “ROTC Futures Award” as an annual award program to recognize educational institutions and ROTC cadre/instructors for outstanding support and facilitation of a successful ROTC program.
- Provide a Menu of Options, described in the attached Fact Sheet, that the Military Services can tailor to shape and structure ROTC units to meet their unique needs.

Given the importance of these initiatives, together with our previously announced Force of the Future initiatives, the Deputy Secretary of Defense and the Vice Chairman of the Joint Chiefs of Staff will meet periodically with the Services and DoD civilian leadership to ensure effective implementation.

A handwritten signature in black ink that reads "Ash Carter". The signature is written in a cursive, flowing style.

Attachment:
Fact Sheet

cc:
Deputy Secretary of Defense

FACT SHEET: FORGING TWO NEW LINKS TO THE FORCE OF THE FUTURE

LINK V—ENHANCING GEOGRAPHIC, DEMOGRAPHIC, AND GENERATIONAL ACCESS IN MILITARY RECRUITING

Strategic Focus Area 1: Better Communicate the Value and Benefits of Military Service.

- **Create a Speakers Bureau of senior leaders and subject matter experts from across DoD to engage with and educate key audiences on the value and benefits of military service to both the individual and the Nation.**
 - Key audiences include Department of Education and State Education Commissioners; High School Principals, Career Counselors, Coaches, and Parent-Teacher Organizations; College and University Presidents; Veterans Service Organizations (VSOs) and Military Service Organizations (MSOs); Boys and Girls Clubs and other civic groups. This effort will be led by the Office of the Assistant to the Secretary of Defense for Public Affairs.
- **Conduct a Comprehensive Review of DoD Outreach Programs that engage with America's youth and those who influence them, in their homes, schools, and communities.**
 - Use the platforms provided across the spectrum of DoD Outreach Programs that showcase the myriad roles and missions of the Armed Forces to communicate the value and benefits of military service.
 - Programs include Junior ROTC, National Guard Youth Challenge, STARBASE, the Adopt-a-School Program, Civil Air Patrol, and Innovative Readiness Training in communities.
- **Provide a Menu of Options that each Military Service Can Tailor to its Unique Recruiting Needs.**
 - Use the results of a recent poll of military recruiters from across all Services to identify “best practices” for building strong “recruiter-school” and “recruiter-community” relationships and disseminate the results to all recruiters in a series of regionally-focused “best practices guidebooks.”
 - Build on ongoing Force of the Future Tranche III initiatives to connect with top youth talent with unique skill sets and interests (e.g., cyber, languages, robotics, software engineering, and artificial intelligence) through micro-targeting via social media and other technologies as a means of disseminating service-focused advocacy messages like those used by the National Call to Service campaign.
 - Develop the propensity of young women to serve in military combat arms occupations by assigning more female Service members to recruiting duty, publicizing the successes of the growing number of women in the Armed Forces, modifying recruiting media to feature more female-focused messages, and expanding recruiter training on unconscious bias to facilitate more effective recruitment engagements with young women and their influencers.
 - Investigate and understand the recruiting culture and practices underlying the successes of the Marine Corps and Army in attracting Hispanic and African American youth, respectively, and build those best practices into broad-based recruiting strategies.

Strategic Focus Area 2: Build and Solidify the “DoD Brand”.

- **Fund the DoD Joint Advertising Marketing Research & Studies (JAMRS) program to:**
 - Develop and execute a sustained advertising and marketing campaign using customized content disseminated through separate, but integrated print, TV, digital, and social media information and messaging by employing the Precision Recruiting Database, a Force of the Future Tranche III initiative, to create a more robust recruiting database that leverages predictive analytics and micro-targeting to improve access to, and propensity among, America’s youth and their influencers—at both national and regional levels.
 - Aim the campaign at connecting with and educating potential applicants, their influencers, and other members of the public about the value and benefits of military service; building recognition of the DoD brand; and growing a propensity to serve.
 - Synchronize JAMRS efforts with Military Service recruiting campaigns.
 - The primary objective of the DoD campaign is not to “recruit” (that is the Services’ role) but to generate greater awareness of the value and benefits of military service and to engage effectively with youth and their influencers to create a more informed and receptive environment for the Services’ recruiting efforts.

Strategic Focus Area 3: OSD Support to Military Service Recruiting Efforts.

- **Enhance military recruiter access to high school students.**
 - In cases in which access does not comport with the law, initiate engagements with appropriate federal, state, and local officials to educate them about legal requirements and resolve instances of non-compliance (as required by Title 10, U.S. Code, section 503).
 - Identify the types of access that are most beneficial (additive to the minimum access required by law), using the results of a recent poll of military recruiters from across all Services, which will be available in January 2017. Include information about access opportunities in the regionally-focused “best practices guidebooks” for recruiters.
- **Expand partnerships between the Armed Forces YMCAs and Boys and Girls Clubs and the military.**
 - Pilot a program to provide recruiters with free “swim lesson” vouchers to distribute to applicants—particularly those in the Delayed Entry Program—who have never learned to swim or are not strong swimmers.
- **Provide a Menu of Options that each Military Service Can Tailor to its Unique Recruiting Needs.**
 - Glean lessons learned from the nascent Air Force pilot in the Northeast United States and the Navy pilot in the Midsouth.
 - Leverage predictive models to identify both “priority qualified” applicants—those most likely to be successful in military training and service, as well as potential applicants who are “undecided”.
 - Develop a “shared leads” database to facilitate the transfer of recruitment leads across program silos (e.g., forwarding a college-bound lead who may be well-qualified and propensed for military service to a recruiter focused on Military Service Academy and ROTC Scholarship programs).

- Pilot streamlined processes for the acquisition of technology-oriented recruiting tools.
 - Enable the rapid fielding of portable, cutting-edge technology with which to engage IT-savvy youth (e.g., smartphones, tablets, live chat, avatars, games), increasing virtual recruiting capabilities and affording applicants “real world” military training and service experiences.
- Ensure that applicant data gathered via smart technology in both roving recruitment and “brick and mortar” Recruiting Stations is automatically fed into the applicant’s digital personnel and health record, with a view to employing “paperless processing” at every phase of the recruitment process, building on the U.S. Military Entrance Processing Command modernization effort included in Force of the Future Tranche III.
- Review enlistment standards to ensure they are not unduly restrictive and execute pilots to assess the feasibility and impact of updated standards, such as those related to: body composition, physical fitness, swim tests, past marijuana use, single parents, and tattoos.
- Pilot updates and upgrades in the placement, design, and branding of Armed Forces Recruiting Stations to reflect a modern, high-tech, “2040” vision.

LINK VI—REINVIGORATING THE RESERVE OFFICERS’ TRAINING CORPS (ROTC) AT 100 YEARS

Strategic Focus Area 1: Enhance Access to Quality ROTC Participants.

- **Engage with Top Tier colleges and universities with ROTC Detachments to:**
 - Educate them on 2009 amendments to the Higher Education Act, providing that ROTC scholarships are not to be included as a cost of attendance or estimated family contribution in evaluating a student’s eligibility for financial aid or grants. Work with the Department of Education to enforce.
- **Provide a Menu of Options that each Military Service Can Tailor to its Unique Needs.**
 - Pilot the use of variable ROTC scholarship payments and stipends (rather than imposing an arbitrary scholarship/stipend funding cap) to attract and incentivize ROTC scholarship winners to apply to Top Tier schools.
 - Increase the use of 3- and 2-year scholarships to build the ROTC cadet/midshipman base. These “side load” scholarships would be awarded based, in part, on evaluation of the individual’s academic, athletic, and performance in preceding years of ROTC in a non-scholarship capacity.
 - In generating the branching and assignment Order of Merit list for newly commissioned ROTC cadets/midshipmen, accord credit for the academic difficulty associated with attendance at higher Tier schools or election of a more rigorous academic major or program of study.
 - Encourage other Services to adopt the Army’s model of utilizing the ROTC pipeline to also offer officer commissions in the National Guard and Reserve Components.
 - Increase the number of Service-funded graduate school opportunities for college seniors under the ROTC umbrella (with an extended service obligation in exchange), particularly in the legal and medical fields.
 - Take advantage of Military Service Academy cadet/midshipman reach-back and ambassadorship to their high schools (home town recruiting model) to encourage application to the Service Academies and competition for ROTC scholarships.

- Use current recruiting infrastructure to share interested, high-potential leads between the Military Service Academies, ROTC, and Platoon Leaders/Officer Training School (e.g., automatically refer to ROTC recruiters high-quality Academy applicants who are not accepted for admission).
- Create a ROTC *Alumni Advocacy Program*, similar to the Naval Academy's *Blue and Gold*, through which successful ROTC alumni reach out to high-potential high school students, and assist with the ROTC scholarship application process; college review, selection, and application; and applications for financial aid.
- Expand female and minority youth recruitment for software engineering/STEM majors and ROTC, via funded visits for select high school seniors to elite engineering/STEM schools with ROTC programs. Allow student visitors to experience an ordinary day in the life of an engineering/STEM major who is also an ROTC scholarship cadet, by shadowing an ROTC cadet/student at the school.

Strategic Focus Area 2: Further Enhance the Quality of ROTC Instructors and Instruction.

- **Direct the Military Department Secretaries to add language, where and when applicable, to ensure promotion and selection board precepts value ROTC assignments/affiliations.**
- **Direct the Military Services to conduct a quadrennial review and validation of the content and packaging of ROTC Training Manuals and academic curricula.**
- **Require an annual report from the Military Departments to the Secretary of Defense detailing the specific training opportunities each Military Service makes available to its ROTC cadets and the associated costs and benefits.**
- **Provide a Menu of Options that each Service Can Tailor to its Unique Needs.**
 - Develop a professional pipeline through which certain ROTC cadre positions are filled by individuals with previous ROTC experience. Adjust time periods of service in ROTC cadre positions to provide the opportunity for a follow-on year of graduate studies, with credit for Command and Staff College.
 - Create a Pilot Program of Instruction to provide inbound ROTC cadre with college and university-level education on methods of instruction (i.e., a Cadre Faculty Development Course).
 - Develop and offer OSD/Military Service-funded internships or summer training tailored to ROTC students in certain majors (e.g., STEM internships with DoD and industry; software engineering residencies with the Defense Digital Service; fellowship opportunities with organizations like DIUx or Naval Research Labs; overseas language study opportunities with service on Combatant Command headquarters' staffs; winter intercession at Walter Reed for pre-med majors).

Strategic Focus Area 3: Enhance ROTC Program Administration.

- **Measure and record the critical value of the overall ROTC program by developing assessment tools, including objective criteria and metrics of effectiveness, by which to evaluate and improve the performance of ROTC units.**
 - Implement assessment, oversight, and engagement processes and procedures through which to identify best practices in ROTC unit management.

- Use assessment, oversight, and engagement processes to generate the data required to inform the optimal shape and structure of ROTC units, better to meet the current and future needs of the Military Services and create efficiencies in program operation.
- **Establish the “ROTC Futures Award” as an annual award program to recognize educational institutions and ROTC cadre/instructors for outstanding support and facilitation of a successful ROTC program (akin to the Secretary of Defense “Freedom Award” for employers who support the National Guard and Reserve).**
- **Provide a Menu of Options that each Military Service Can Tailor to its Unique Needs.**
 - Explore the use of the consortium model and other creative strategies for the organization and operation of ROTC detachments.
 - Pilot a multi-Service ROTC unit model to consolidate and share leadership and administrative and support services—and the associated manning, funding, and supply/sustainment obligations—at schools at which two or more Services operate ROTC units, or between two or more schools that operate ROTC units in close proximity.
 - Identify successful units in underserved areas to serve as a base from which to expand the Department’s geographic and demographic reach.
 - Use alternative ROTC structures, such as satellite units and cross-town agreements, to broaden program range and reach new underserved campuses, while leveraging efficiencies of scale.