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FUTURE RECRUITING CHALLENGES IN THE FISCALLY CONSTRAINED ENVIRONMENT

HEARING

BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRTEENTH CONGRESS

SECOND SESSION

HEARING HELD
JANUARY 16, 2014

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FUTURE RECRUITING CHALLENGES IN THE FISCALLY CONSTRAINED ENVIRONMENT

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
SUBCOMMITTEE ON MILITARY PERSONNEL,
Washington, DC, Thursday, January 16, 2014.

The subcommittee met, pursuant to call, at 10:05 a.m., in room 2118, Rayburn House Office Building, Hon. Joe Wilson (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. JOE WILSON, A REPRESENTATIVE FROM SOUTH CAROLINA, CHAIRMAN, SUBCOMMITTEE ON MILITARY PERSONNEL

Mr. WILSON. Ladies and gentlemen, the hearing will come to order.

I would like to welcome everyone to a meeting of the House Armed Services Subcommittee on Military Personnel.

Even before we begin, there is someone who is not here. The late John Chapla, who was one of our lead personnel, and just a real champion for our military service members, military families, and veterans. And I am just so grateful that all of us—yesterday, we had a tribute to John. And it was a real tribute to a person who has made a difference on behalf of our military. And, in particular, I am very grateful, as I became chairman of this subcommittee, succeeding now-Secretary of the Army, John McHugh. Wow. It was huge shoes to fill, except that John Chapla was there. And so, he was an extraordinary person.

Additionally, he had a great talent in recruiting professional staff to work with him, with Jeanette James and Craig Greene. And just, so appreciative—David Giachetti and Colin Bosse. So, we have got good people. And then yesterday, too—and many of you were there—but what a tribute for his wife, Leah—to know how much people appreciate, and also, his daughters, Maren and Marie.

So, as we begin today, we truly are working on issues that, indeed, were established by John Chapla.

Today, the subcommittee will examine the future recruiting challenges in a fiscally constrained environment, as well as discuss whether or not there is a need to expand the eligible population available for service in the military.

Historically, after major conflict or war, the military goes through a period of reduction and change to include smaller budgets. The next several years will be no different, except the Budget Control Act of 2011 will have a greater impact on budget reductions.

The committee has heard from the Department of Defense and the military services over the past year on the impacts of military sequestration on end strength, readiness, and procurement. But equally important is the impact on the ability to recruit an All-Volunteer Force.

Regardless of the size of the military, it must still be able to attract eligible and qualified individuals to serve. With the percentage of eligible youth between the age of 17 and 24 shrinking, it will remain a challenge for the services to recruit the best and brightest qualified candidates. I personally believe service in the military creates opportunity. And as many people as possible should have that opportunity to serve, as long as they meet the required qualifications. I myself cherished the opportunities it has provided to me and my family, all credit to my wife. And so, four sons serving today, thanks to efforts that all of you have made.

I would like to welcome our distinguished witnesses.

Ms. Vee Penrod, the Deputy Assistant Secretary of Defense for Military Personnel Policy.

Major General Thomas Seamands, Director of Military Personnel Management, U.S. Army.

Major General Mark A. Brilakis, the Commanding General of Recruiting Command, U.S. Marine Corps.

Rear Admiral Annie B. Andrews, Commander, Navy Recruiting Command, U.S. Navy.

Brigadier General Gina Grosso, Director of Force Management Policy, U.S. Air Force.

Mrs. Davis, Ranking Member, do you have any opening remarks?

[The prepared statement of Mr. Wilson can be found in the Appendix on page 31.]

STATEMENT OF HON. SUSAN A. DAVIS, A REPRESENTATIVE FROM CALIFORNIA, RANKING MEMBER, SUBCOMMITTEE ON MILITARY PERSONNEL

Mrs. DAVIS. Yes, thank you, Mr. Chairman. And I certainly want to acknowledge with you the many, many contributions in the service to this committee, and through this committee to the men and women who serve, and particularly, their families, as well. It was heartwarming to see the response and all the eulogies, all the wonderful things that people had to say. And I know the family appreciated that.

Today's hearing on future recruiting challenges in a fiscally constrained environment is certainly timely. And I am pleased that we are starting early with these hearings, given the recent news that unemployment rates have recently fallen below 7 percent, and the first since 2008. That said, we know that we still want to see our economy improve, but we know that it has an impact, as well, on the services.

Recruiting and retention efforts of the services are a complex issue that needs to be continuously overseen and properly managed in order for the services to achieve our All-Volunteer Force.

And the economy, the propensity to serve, the support of influencers, patriotism, the ability to serve are just a few of the factors that impact recruiting and retention.

The passage of the Budget Control Act and sequestration has had an impact on the services, clearly. And although there is a budget agreement for the next 2 years that will provide some stability, available resources will significantly diminish over the next several years. And so, attracting and retaining qualified candidates to serve in the Armed Forces will continue to place demands on limited resources.

The decisions that the services and the Department make today will have years of repercussions. So, it is important that we understand where the services are in their recruitment and retention efforts, what efforts they are taking to meet their goals in these very uncertain fiscal challenges to ensure that they are bringing together, that we are finding, and that we are retaining the right people with the right skills, education, and experience for the right jobs.

So, thank you, Mr. Chairman.

I look forward to hearing from all of our witnesses. And thank you all so much for the contributions that you all make. Thank you.

Mr. WILSON. Thank you, Mrs. Davis.

I now ask unanimous consent that Congressman Mike Coffman from Colorado and Congressman Jeff Denham from California be allowed to participate and ask questions after all members of the subcommittee have had the opportunity to question the witnesses.

Without objection, so ordered.

Ms. Penrod, we will begin with your testimony. As a reminder, please keep your statements to 3 minutes.

We have your written statements for the record. Following your testimony, each subcommittee member will participate with questions in rounds of 5 minutes each until adjournment.

STATEMENT OF VIRGINIA S. "VEE" PENROD, DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR MILITARY PERSONNEL POLICY, DEPARTMENT OF DEFENSE

Ms. PENROD. Thank you.

Chairman Wilson, Ranking Member Davis, and distinguished members of the subcommittee, thank you for the opportunity to provide testimony today.

The All-Volunteer Force continues to perform remarkably well as it enters its fifth decade. It continues to be the strongest and most well-respected military force in the world.

Our new recruit quality is at an all-time high, and in almost every category, we continue to achieve the numbers of volunteers required to sustain this professional force.

We know the continued success of our All-Volunteer Force begins with recruiting the best and the brightest of America's youth. These young men and women are diverse and are representative of our society.

We rely on and appreciate the continued support of the Congress, which has contributed greatly to our ability to meet our recruiting and retention goals, especially in our more challenging times.

Despite our recent recruiting success, the process has inherent challenges. The size of our youth market is finite. Today, nearly 75 percent of our youth are not qualified for military service. There

are a number of reasons for this, but the main reason among them is health and fitness issues.

In addition, since 2004, the percent of youths who associate military service with an attractive lifestyle is down approximately 20 percent.

We also know that our recruiting efforts are often shaped by the health of the economy and world events.

The last couple of years of relatively high youth unemployment has been a driver for more people to consider military service.

As the economy improves, however, we expect youth interest in military service as an employment option to decline.

To expand the recruiting market, the Department has long supported the enlistment of non-citizens, to the extent permitted by law, subject to these individuals being otherwise qualified for service in the United States Armed Forces.

The Department of Defense is conducting a comprehensive review of immigration issues as they relate to service in the Armed Forces.

Upon completion of the review, we will share the results with you.

Fiscal realities also impact recruiting, requiring the services to continuously adjust recruiting programs accordingly. The Department will pay close attention to these adjustments.

To overcome potential challenges that may lie ahead, we must ensure our recruiters are trained and the appropriate recruiting resources are available to meet these challenges.

I will leave it to my colleagues to address the efforts they have taken in the respective services.

Mr. Chairman, in conclusion, I want to thank you and the members of the subcommittee for your advocacy on behalf of the men and women of the Department of Defense.

In particular, I would like to take the opportunity to publicly thank and recognize the significant contributions of John Chapla to the Department of Defense, and I offer my sincere condolences on his passing.

I look forward to your questions.

[The prepared statement of Ms. Penrod can be found in the Appendix on page 33.]

Mr. WILSON. Thank you very much, Ms. Penrod

General Seamands.

STATEMENT OF MG THOMAS C. SEAMANDS, USA, DIRECTOR OF MILITARY PERSONNEL MANAGEMENT, U.S. ARMY

General SEAMANDS. Chairman Wilson, Ranking Member Davis, distinguished members of the subcommittee, thank you for the opportunity to appear today on behalf of America's Army.

I would like to echo the comments already made about John Chapla. John was an Army veteran, a friend, and he always reminded us, at the end of every legislation, every action, was a soldier and their family.

I appreciate your steadfast commitment to ensure the needs of the All-Volunteer Force are met. Through your support we are able to balance needs of our soldiers, their families, and our civilian workforce.

Our Army is now made up of the highest quality, best trained, most experienced, and highest skilled soldiers ever. Our ability to meet the challenges of the current and the future operational environment depends on our ability to recruit great citizens and retain great soldiers.

As we go through the drawdown, though the recruiting missions will be lower, we will continue to bring in high-quality men and women into the force to grow future leaders.

In fiscal year 2013, the Active Army met its recruiting mission. The Army National Guard and Army Reserve fell short of their fiscal year 2013 mission, primarily due to the need to recruit to specific geographic areas.

We must retain the most talented soldiers with the experience and skills necessary to meet our future needs.

Despite the challenges of the ongoing conflict, future drawdown plans, and the budgetary constraints, the Active and Reserve once again exceeded their enlistment retention missions for fiscal year 2013.

The National Guard achieved 86 percent of its assigned mission. The total Army percentage newly enlisted soldiers with a high school diploma was 98 percent, well above historic rates.

Additionally, the Army achieved 99 percent for each of its military occupational specialties. However, recruiting is expected to become increasingly more difficult due to tough recruiting environment and the impacts of the budget.

These will likely cause a decline in the entry pool.

The continued support of Congress for competitive military benefits and compensation, incentive bonuses for our soldiers, and marketing to help us tell our story will remain critical to the All-Volunteer Army's effort to recruit, retain, and support the highest caliber soldier.

While we transformed to a smaller Army, we remain dedicated to improving readiness and building resilience in our soldiers, civilians, and families. The well-being of our force, regardless of the size, is absolutely dependent upon your tremendous support.

The Army is proud of the high caliber men and women whose willingness to serve is a credit to our Nation.

Chairman Wilson, Ranking Member Davis, and members of the subcommittee, we thank you again for your generous and unwavering support of our outstanding soldiers, civilian professionals, and family.

Army strong.

[The prepared statement of General Seamands can be found in the Appendix on page 41.]

Mr. WILSON. Thank you, General, and thank you, too, for referencing John Chapla. He was such a proud Army veteran, Vietnam veteran. He, I believe, fulfilled his commitment as a Virginia Military Institute gentleman, serving God and country.

Thank you very much.

And General Brilakis.

STATEMENT OF MAJ GEN MARK A. BRILAKIS, USMC, COMMANDING GENERAL, MARINE CORPS RECRUITING COMMAND, U.S. MARINE CORPS

General BRILAKIS. Brilakis, sir, thank you very much.

Good morning, Chairman Wilson, Ranking Member Davis, and distinguished members of the subcommittee. Thank you for your continuously strong support for your Nation's military forces and our recruiting efforts.

I am pleased to appear before you today, to answer questions about the state of Marine Corp recruiting.

And before I go on, on behalf of the men and women of the United States Marine Corps, I would like to echo Ms. Penrod's sentiments with respect to Mr. John Chapla and his passing, and recognize his long service, both to the committee and to the Nation.

The Marine Corps remains faithful to our responsibility to you and to the American public to recruit quality people who meet the standards that we expect of marines.

We also remain committed to our process of transforming our youths into marines, winning our country's battles and returning quality citizens back to their communities, citizens, who, once transformed, will be marines for life.

As our Commandant has recently stated to the full committee, the corps has been a people-intense force for more than 238 years. The individual marine is the bedrock of our corps.

The Marine Corps has succeeded for more than four decades to attract superb young men and women from all of America's communities. However, today's recruiting force continues to face many challenges. Our recruiters work long hours to find eligible and physically qualified candidates, with the ambition or propensity to serve their country.

Additionally, our recruiters find they must invest considerable time with parents, teachers, guidance counselors, and others who influence today's youth as they consider their post-high school opportunities.

During the past fiscal year, the Marine Corps achieved its recruiting objectives in both quality and quantity. There was also continued progress with recruiting applicants from a wide and diverse background, across all the States and territories.

This was the result of the hard work performed by those marines assigned to the recruiting duty and committed to accomplishing that mission.

I attribute the success we achieved this past year to the strong, positive image our corps enjoys with the American people, and to a quality recruiting force, one that is staffed, screened, well-trained, and properly resourced to meet mission requirements.

We are currently meeting our objectives for both enlisted and officer recruiting in fiscal year 2014. And while recruiting is beset with uncertainties, we anticipate that we will achieve our assigned mission in this current year.

Thank you again for this opportunity to appear before you. We will continue to work hard to find and recruit quality volunteers to ensure the Marine Corps remains ready to defend our country today and tomorrow, wherever and whatever the mission might be.

Mr. Chairman, on a personal note, I would like to thank you and your family for their service to our country. Thank you, and I am prepared to answer your questions.

[The prepared statement of General Brilakis can be found in the Appendix on page 49.]

Mr. WILSON. General Brilakis, thank you very much for your testimony.

Admiral Andrews.

STATEMENT OF RDML ANNIE B. ANDREWS, USN, COMMANDER, NAVY RECRUITING COMMAND, U.S. NAVY

Admiral ANDREWS. Chairman Wilson, Ranking Member Davis, and distinguished members of the committee, thank you for holding this important hearing and for the opportunity to discuss the challenges facing Navy recruiting in a fiscally constrained environment.

On behalf of our Navy family, I would like to echo Ms. Penrod's expression of sympathy to Mr. Chapla's family, friends, and colleagues.

Navy continues to work hard to attract the best and brightest to serve in the United States Navy. Last year, and so far this year, we have achieved all Active Component officer accession goals and all Active and Reserve enlisted accession goals.

In general, the pace of economic growth, coupled with high unemployment, has contributed to a favorable recruiting market, permitting a proportional reduction in recruiting resources.

As the economy continues to improve and the recruiting environment becomes more challenging, we must continue to adequately source recruiting efforts to continue meeting accession goals.

As long as Navy recruiting is funded, consistent with the President's budget request, I am confident that we will not experience any insurmountable difficulties in marketing and advertising, sustain recruiter training and high-quality recruiting force, or meeting accession requirements for high-demands, low-density rating.

As private sector career opportunities increase, use of incentives such as enlistment bonuses will help attract recruits with the characteristics necessary for Navy service, as means of getting the right sailor with the right skills to the right place at the right time.

Additionally, effective marketing and advertising is a force multiplier, crucial to lead generation and accession of the right sailor. In fiscal year 2012, Navy obtained the highest historical recruit, with quality of 99 percent of accessions entering as high school diploma graduates.

Last year saw a slight decline in recruit quality, which, while still well above DOD [Department of Defense] and Navy standards, bear watching for leading indicators. We remain committed to sustaining recruit quality as a means of maintaining our technological edge. We are America's Navy.

We will continue to recruit the best and most qualified youths in the Nation to meet current and emerging requirements while tackling the challenges of an increasingly competitive marketplace and an improving economy.

On behalf of Navy leadership, the men and women of the United States Navy and their families, I thank you for your commitment and unwavering support. I look forward to your questions.

[The prepared statement of Admiral Andrews can be found in the Appendix on page 57.]

Mr. WILSON. Thank you very much, Admiral Andrews. General Grosso.

STATEMENT OF BRIG GEN GINA M. GROSSO, USAF, DIRECTOR, FORCE MANAGEMENT POLICY, U.S. AIR FORCE

General GROSSO. Chairman Wilson, Ranking Member Davis, distinguished members of the committee. It is my honor to testify before you today representing all airmen serving in the United States Air Force.

I would like to echo my colleagues' condolences on the passing of Mr. John Chapla. We offer our deepest sympathies to his family and friends during this difficult time and would like to recognize his tremendous service to our Nation.

A strong recruiting program is vital to the Air Force's ability to provide airspace and cyberspace power to the Nation. A weak economy in recent years, coupled with the talented and adequately resourced recruiting force, produced the highest quality recruits in Air Force history.

However, we recognize this trend will be unsustainable as the economy continues to improve and competition to draw recruits from the small, qualified talent pool, who are alarmingly less inclined to choose military service as a career, increases dramatically.

With this in mind, we must remain focused on recruiting, assessing, and retaining qualified and motivated airmen to meet today's and tomorrow's security challenges.

This will require continued investment in our recruiting forces with a focus on maintaining a right-sized and appropriately trained recruiting force.

It will also require a sustained and robust advertising and marketing campaign to support our recruiters' efforts to assess hard-to-reach markets and effectively sway youth towards military service.

And finally, it will require an adequate initial enlistment bonus program, which has demonstrated a strong return on investment by inducing non-propensed recruits to volunteer for our most hard-to-fill specialties.

In spite of recent budget reductions, we will continue to strongly advocate for recruiting resources needed to ensure we do not miss annual recruiting requirements. Thank you for your interest in the Air Force's recruiting program. I look forward to your questions.

[The prepared statement of General Grosso can be found in the Appendix on page 69.]

Mr. WILSON. Thank you very much, General.

And now that I will proceed into the 5-minute rounds and we will have a person above reproach, Craig Greene, to maintain the 5-minute rule, including on me. And so that we can get to everyone here.

As we begin again, I indicate in my opening statement that what I see you doing is obviously protecting our country, our freedoms, our liberty, civil order, but you are providing opportunity.

And our families lived it. My dad was in the 14th Air Force Flying Tigers. That was the highlight of his life. And I am very grateful to have a nephew in the Air Force.

And then the Navy—I grew up in the extraordinary city of Charleston, South Carolina, the Navy base. I was a sea cadet. I am very grateful to have a son who is in the Navy.

The Marine Corps, General Brilakis, I will always cherish—I represent Parris Island. And to see the positive transformation of young people, it was extraordinary to see these young people speaking to their family members, trying to explain—it is me. And there was an extraordinary physical and presence change that truly was extraordinary and very uplifting.

And then, General, I am very grateful to have three sons in the Army, currently, and I have the privilege of seeing what you do.

And that is, as I fly into Columbia Airport, which I will do later today, there will be young people there with brown envelopes and manila envelopes. I know why they are there.

The Columbia midlands community greets them as royalty with the USO [United Service Organization] right there. First thing they do, and then the drill instructors get them back on the bus.

But thank you for providing opportunity and safety. In the past the services have reduced the number of recruiters to cut cost and try to use other tools to mitigate the impact, such as social media, technology, and putting civilians in recruiting offices.

For each of our military witnesses, and beginning with General Seamands and we will go right, I am concerned that history will repeat itself again. And the services will reduce the number of recruiters based on the budget and not mission requirements.

As some of you have stated in your testimony, recruiters are working 60-hour weeks with the stress of the job impacting their mental health and family life.

What are each of you doing to ensure that you have enough recruiters to meet your missions?

General SEAMANDS. General Wilson, thank you for the question.

What the Army is doing is taking a long-term view of the issue. If you look at our accessions mission for 2014, there was a reduction from 2013. What we opted to do is leave the recruiting force into the communities.

We feel that what recruiters do and so much of what you and I do every day is built on trust. And you need to keep the recruiters in the high schools, in the communities, in the cities, to have that relationship and that trust.

So we have maintained roughly the same level of support despite a reduced mission out in the recruiting force.

General BRILAKIS. Mr. Chairman, thanks for the question.

In 2012, after a lot of research and work was done, we determined the current size of recruiting force is adequate to meet our requirements now into the future, and the Commandant approved 3,760 recruiters in support of that active mission.

He has also directed that that number be filled at 100 percent. You are well aware that, across the board, there are certain units that get their full complement and some that get a little bit less depending upon the availability of manpower.

Ours are being filled at 100 percent which allows us to put marines across the globe, across the country, and in some of the territories. So we are actively recruiting across every aspect of our Nation.

On the resource side, with respect to dollars, we have been—we did take a reduction with respect to our advertising and recruiter operations dollars given the scope and the size of the sequestration reduction that was coming in 2014.

However, we have taken a hard look at that. We have made economies. And we feel very comfortable where we are at, understanding that in the future there will be a challenge with some of the adjustments we have been made.

And so we are looking at that very closely to determine exactly where we will have to go back to leadership and ask for a little bit more to make sure that we are in a good position to take advantage of whichever way the demographics go.

Mr. WILSON. Thank you.

Admiral ANDREWS. Mr. Chairman, for the Navy, the recruiting budget for this year's accession is favorable. We concern ourselves as well as far as making sure that we have all the recruiters dispersed across the Nation giving them time for their families.

For the number of accessions that we have for this year, we are very comfortable. We concern ourselves within the coming years if those numbers and accession numbers go up that we want to make sure that we have all the right recruiters out there in all the places making sure that they remain ambassadors for the Navy, going into schools, into communities, and being there and spending their time with their families. Thank you, sir.

Mr. WILSON. Thank you.

General GROSSO. Mr. Chairman, our recruiting force is sized by the number of accessions that we have and has come down slightly as the force has gotten smaller. We have no plans to reduce recruiters further and we, too, like the Marine Corps, have changed our assignment policy such that all of our positions will be filled.

Mr. WILSON. And that is very encouraging. And, as I conclude, I also want to commend you working with JROTC/ROTC [Junior Reserve Officers' Training Corps/Reserve Officers' Training Corps] units.

As a product of ROTC myself and as I travel through the district I represent, educators are just so pleased with what JROTC means to the school, the spirit of the school. It just has such a positive impact. But, also, certainly can introduce young people to the benefits of military service.

So I want to thank you all for work with the—particularly the JROTC units.

And, now, we shall turn to Congresswoman Davis.

Mrs. DAVIS. Thank you, Mr. Chairman.

And I wonder if you could just highlight a major challenge or two. One of them that we were aware of over the past decade, of course, is medical professionals, mental health providers, a whole group of individuals who are vastly needed throughout the country, more so in rural areas, small towns, as opposed to big cities perhaps, but we know that that is a real need.

So if you could include that among other highlights of, you know, particular challenges.

I think that you also both, I think, General Grosso and Admiral Andrews, that there has been some decline in quality that you suggested and we know from the reports too that students of—have more high academic scores are less inclined perhaps now. So if you could help us out with those issues that would be very helpful.

Ms. Penrod, do you want to speak to that or we will just let the services or—go ahead.

Ms. PENROD. I will defer to the services——

Mrs. DAVIS. Okay, thank you.

Ms. PENROD [continuing]. On their particular programs.

Mrs. DAVIS. General Seamands.

General SEAMANDS. Ma'am, I think one of the indications, and you asked about major challenges, as we look at our delayed entry pool, we see that decreasing. We see that as kind of a canary in the coal mine in terms of warning about a tough environment ahead. If you were to go back in time about a year ago, we would have had almost half our mission in the delayed entry program. If you look at it now, it is about a third so it is going down which is one of the things we are looking at.

In terms across the board, we do fairly well with our medical professionals coming in. One of the challenges we have is the cyber piece as we train for the Army cyber force making sure we have the right soldiers with the right skill set in that area.

Mrs. DAVIS. Yes. Thank you.

General.

General BRILAKIS. Ma'am, as I take a look at resources and one of the questions—you asked about rural recruiting. There is always a challenge. There is time involved.

I was just up in Buffalo at the beginning of the week and outside of Buffalo, dairy country, a lot of small high schools, a lot of time required to get to a small high school with 25 to 50 graduates, to get allowed into that school and have that dialogue with those students.

You know, the toughest thing that we deal with probably right now, resource-wise, that nobody can help me with, is time. There is never enough time.

But we are making the effort and we have people across the country and we are in every market and we are actively recruiting in those small schools because it is important to the Commandant to have representation across our Nation in the Marine Corps.

On the quality issue that you talked about, our quality is as high as it has ever been. The young men and women we are assessing are exceptional. They are dedicated, they are bright and they are doing really hard things very, very well.

I think part of the challenge that has been identified is the number of those individuals is dropping a little bit, but, more importantly, the propensity of those individuals is going down.

And so while there might be a good, sustainable population, their propensity is getting smaller and so there is a smaller number.

Mrs. DAVIS. Yes.

General BRILAKIS. You know, the 30-some million 17- to 24-year-olds that we have out there, by the time you get all the way down

to those that are qualified and propensed, you are down to less than a million young Americans, which means we have to work—that is an area we like to work in.

But we also have work in that qualified not necessarily propensed. How do we get in and show them the value of service? And so that is one of the things that's very difficult for us right now and we are continuing to work that.

And the last thing I would talk about are concerns for me are dollars. Just with respect that we all understand that a decision we make today in the recruiting effort, whether it be manpower or in dollars, can boomerang very badly a year or two from now.

The lagging indicators are the things that are probably the toughest to indicate and as the employment numbers start to get better, and we are all happy about that, those challenges are out there.

Mrs. DAVIS. Thank you.

Admiral ANDREWS. For managing time, the recruiters spend a lot of time making sure that they are out there in those schools and places and being visible. Along with their time, they are doing a lot of mentoring, they are training, they are in schools, they are talking with parents, and they are doing administrative work.

For quality, we have seen quality high and we have the luxury of that for the last couple of years, but we are also looking to make sure that we can keep that quality.

While the ASVAB [Armed Services Vocational Aptitude Battery] scores have been high for those that we are accepting, our concern would be when quality change and look at those trends as the economy improves. And we will know that by looking at time it takes to get recruiters in, time it takes to get them at least accepted into the Navy.

As far as medical, for the Reserve, we have had our challenges for getting those medical and that was due to, one, high retention within the Active Duty, not going into the Reserve, and the others because of the medical practice, some are concerned with losing their own private practices and also concern about long deployment.

The concern I have is with the—making sure we have dollars so we continue to be out there to advertise. It takes a long time for—if we lose our sight out there in the community to gain that again. So keeping those dollars for advertising and making sure we are where we need to be where it matters so we can get there.

General GROSSO. Ma'am, our major challenge is promoting airmen that work typically with the Army and the special ops forces. We call them battlefield airmen. We don't have big recruiting numbers, but that is exactly where we target our initial enlistment bonus. And we have found that to be very effective and we have not seen a drop-off in quality yet.

In fiscal year 2013, we finished the year with 98 percent of the force at 50 percent or above in the percentile. And right now the young folks we have in our delayed enlistment program are at 97 percent. So we haven't seen a drop-off yet.

Mr. WILSON. Thank you, Mrs. Davis.

And we now proceed to the newly named—just-named chairman of the Oversight and Investigation Committee, Congressman Dr. Joe Heck.

Dr. HECK. Thank you, Mr. Chairman. Thank you all for being here and thank you for what you are doing in trying to make sure that we are able to maintain the All-Volunteer Force.

Ms. Penrod, I am going to direct my questions to you because I think they are kind of overarching across all the services. The first one is that in a time of decreasing resources, I think we see every time the NDAA [National Defense Authorization Act] or a defense appropriations bill comes to the floor there are amendments offered to try to micromanage recruiting budgets, what you can and can't spend your money on.

Can you briefly tell me what the impact of that is by saying let's say you can't sponsor NASCAR, you know, based on what you think as a service are the best use of your dollars?

Ms. PENROD. Yes, Dr. Heck. We believe that the services are really in the best position to determine how to spend recruiting dollars. They understand their force. They know their requirements. They understand the culture.

When the services are directed or not directed to spend recruiting dollars, it is, we believe, a misdirection of funds. So we absolutely believe the decisions should be left to the services, and we provide oversight to ensure that they follow policy and law.

Dr. HECK. Thanks for allowing that to get on the record. Second question. Even though—and the chairman mentioned the impact of JROTC units, and I try to get to visit all of the JRTOC units that are in my district. And knowing that the mission is really to build leadership, not necessarily a recruiting tool, is there a number—do we track how many accessions we get from JRTOC programs?

And I know that in greater discussion about DOD budgets one of the things that's potentially on the chopping block are JROTC programs. Is there a concern amongst the recruiting community if we start cutting JROTC and what that might to do to the recruiting pipeline?

Ms. PENROD. Dr. Heck, you are absolutely correct. Junior—JROTC is an assistantship program and not a recruiting program. There are 3,400 units currently in JROTC. The services are struggling with their budgets to maintain those units. And they do understand the citizenship aspect of those programs.

We do not collect or maintain data on the number of individuals that would be encouraged by participating in junior ROTC that come into the military.

Dr. HECK. I would just throw out there that might be a number that is worth trying to track to see whether—because I think that may help actually make an argument to continue JRTOC as a funded program if we can show that we are getting a fair number of accessions from them participating in those programs.

Next question is as we all see that—we are seeing that decreased propensity to assume a military lifestyle, and we are certainly seeing a decrease in the number of folks that are either academically or physically and medically qualified to come into the service.

You know, over history we have had changes in entry-level requirements to try to meet the demands. Sometimes those haven't

always worked to the benefit of the services. Curious as to whether or not—I know it is still early because of the current changes in the market—but whether or not there is any consideration being given to changing accession requirements in order to meet the mission.

Ms. PENROD. Dr. Heck, again, All-Volunteer Force is in the fifth decade. And even in times of difficult recruiting we have never lowered the standard of 90 percent high school diploma graduates or 60 percent in categories I through IIIA. It is very important that we bring in a quality force to maintain our readiness and the requirements of the services.

Dr. HECK. I am going to run out of time soon. I got a list of questions. The other one I want to ask is how are we doing on getting access to the high schools? Are we seeing continued problems with getting access in certain communities or certain areas? Are we getting access to our potential recruits?

Ms. PENROD. We have outstanding access. We are not seeing problems at this time.

Dr. HECK. Since I have some time left, I am going to change to Major General Seamands. I will let you off the hook, Ms. Penrod.

With the issue that we are seeing in meeting the Guard and Reserve recruitment missions, what steps are being taken to try to convince those that are separating from Active Duty to continue their service in either the COMPO [Component] 2 or 3?

General SEAMANDS. We have developed a great partnership with the Reserve and the Guard and work hand in hand with them as we identify and downsize the armed—the Active Component. If you were to take a look at the Active Component to Reserve Component transition the last couple years, we have exceeded 157 percent 2 years ago and we have raised the standard or the goal for that across the board.

My counterparts in the Guard and the Reserve understand how our—what our process is. One of the things we have done is with the Reserve recruiters we have moved their engagement with the Active force to the left so they are engaging them earlier. So it becomes part of their thought process about getting out, going to Reserves and Guard.

We talk about soldier for life where you continue to be a soldier after you leave the service. We don't like using the word separation of service. It is really a transition whether you go to civilian or go into the Reserve Component, but we are encouraging that across the board from the Chief of Staff of the Army all the way down.

Dr. HECK. Great. Thank you very much. Thanks, Mr. Chair. Yield back.

Mr. WILSON. Thank you, Chairman Heck. We would proceed to Congresswoman Niki Tsongas. She has had to depart for a vote. And so we will now go to Congressman Austin Scott of Georgia.

Mr. SCOTT. Thank you, Mr. Chairman. And Congressman Heck asked a lot of my questions. Access to ROTC and the—I would be interested in the number of people who are in ROTC and enlist in the military and maybe the average duration because I think that is an extremely valuable program.

I guess I will move to a different question. Maybe you can answer this. The issue of dwell time. And when I first got to Con-

gress, one of the goals of the leadership at the DOD was to increase the dwell time because they felt like that was having a tremendous impact not only on the retention of people but on the ability to bring new people in, especially if it wasn't somebody who was 18 but somebody who maybe was a little older than your traditional recruit.

It seems to me that some of the policies with reducing the size of the force as we are engaged in more and more conflicts, granted some of them may be smaller, is inconsistent with increasing the amount of dwell time the men and women in uniform have.

And I just wonder if each of you could speak to that issue of dwell time and the impact that it has on recruiting.

General SEAMANDS. I believe there is a direct correlation because—not only on recruiting, sir, but also on retention. I will take it for the record to get you the exact numbers. I believe we are about one to two right now in the Active Component force.

Part of it is a math problem. So as the number of requirements to deploy goes down, the dwell time obviously goes up. However, if the number of deployments goes up, that will go in the opposite direction.

It has been a concern of the past couple Chiefs of Staff that we get it for quality of life as well as for retention. So I will take that for the record and get you the exact number.

[The information referred to can be found in the Appendix on page 107.]

General BRILAKIS. Sir, as a commander of our recruiting forces, the issue of dwell is more, as General Seamands mentioned, more a career and retention issue.

With respect to the Marine Corps, it is not necessarily the number of individuals in the service. It is the number of units. Because by and large, we redeploy as units.

So there are some reductions based on the overall drawdown of my service and some of the other services as well that will affect dwell. But there is nothing really—with respect to what we are doing, there are some retention issues. But as our recruiting commander, I am not in a position to be able to comment.

Mr. SCOTT. As we go forward, one of the other questions I have, has the average age of a recruit changed or has it stayed the same? Has the economy had an impact on people who are say 25, 26 looking to get into the service more so than they have in the past?

General BRILAKIS. With respect to the Marine Corps, about 50 percent of our enlistees are coming out of high school. We have focused and have been focused for years on a high school market where we get good quality, highly propensed and motivated young Americans to come and be marines.

Outside of—that other 50 percent then is what we call the grad market, or those that you—were once—at one point in time in high school and now are looking for an opportunity and a challenge. That age has increased a bit, not substantially. But I would have to take that for the record and get back to you on specifics.

[The information referred to can be found in the Appendix on page 107.]

Mr. SCOTT. Thank you.

General GROSSO. Sir, the average of an Air Force recruit is about 20½ years of age. And if you look at the 10-year average it is 20, so it has slightly gone up in the last couple of years.

Mr. SCOTT. I represent Robins Air Force Base and Moody. So if you are down there, please let me know.

Admiral ANDREWS. Sir, for the Navy, the average age is about 19 years old, but we have seen a lot that are coming in due to the economy that we get them in a little older. And some have at least a high school diploma as well as from junior colleges.

In reference to your question on dwell time, we are at this present time rolling out what is known as the Optimized Fleet Response Plan to create a better predictability. And I would be more than happy to take this back and get some data for you, sir, and take this one for the record.

[The information referred to can be found in the Appendix on page 107.]

Mr. SCOTT. Thank you, ma'am. One last question for you, Admiral. Savannah State University. Are you from Georgia or did you just choose to go to school in that great State?

Admiral ANDREWS. Sir, I am from the great State of Georgia.

Mr. SCOTT. Yes, ma'am. I am too. Where? Are you from Savannah?

Admiral ANDREWS. Near Hinesville, sir. Small town about maybe 45 minutes south of it.

Mr. SCOTT. Yes, ma'am. I know right where it is. I am from Tifton.

Admiral ANDREWS. Very well, sir.

Mr. SCOTT. Thank you for your service.

Admiral ANDREWS. Thank you, sir.

Mr. SCOTT. Chairman, I yield the remainder of my time.

Mr. WILSON. Thank you, Congressman Scott. And we now proceed to Congressman Dr. Brad Wenstrup of Ohio.

Dr. WENSTRUP. Thank you, Mr. Chairman. I was a pretty cheap recruit. In 1998, I just called 1–800–USA–ARMY and said I would like to join. It didn't take a whole lot of marketing there, and proud to have served.

And when I was in Iraq, I had the opportunity to take three of our enlisted to the Al-Faw palace for a ceremony where I saw about 100 soldiers and marines being sworn in as U.S. citizens. It was a pretty moving event to see these people that would put the American flag on their sleeve and be willing to die for the country that they weren't even citizens of yet.

And so I just need a little update if I can. Under current law, are foreign citizens able to join the U.S. military without, say, legal residence in the United States? These all had legal—the ones I worked with had legal residency in the United States and then joined the military. But can you join if you are from Canada, for example, and want to serve in our military?

Ms. PENROD. Yes, Dr. Wenstrup, I can take that.

If you are a legal resident, a Green Card holder, you are able to join the military.

We also have a program called Military Accessions Vital to the National Interest, which are bringing in non-immigrants, which is

our visa card holders. That program currently has 1,500. It is a pilot program. So there isn't the ability to do that.

But those are our two programs.

Dr. WENSTRUP. And when people do that, either as legal residents or in that program, does that fast-track them to U.S. citizenship?

Ms. PENROD. Yes, sir. While we are in combat—or, I should say, war. It is fast-tracked from the day you enter; we begin working with the individual to process them for citizenship.

Dr. WENSTRUP. In peacetime, is it different?

Ms. PENROD. It is different in peacetime.

In peacetime, it is—you have the Green Card holders. And it takes about a year for them to work through citizenship.

Dr. WENSTRUP. So they still do it but it just takes a little bit longer?

Ms. PENROD. Yes, sir.

Dr. WENSTRUP. Are many in the past 10 years, have many been taking advantage of that? And will that still be an opportunity for people?

Ms. PENROD. We have provided citizenship to 92,000. And that is in—now that includes those already on Active Duty, those that come into the service, and some of our veterans.

So it is about 92,000.

Dr. WENSTRUP. Okay.

Thank you.

I yield back.

Mr. WILSON. Thank you very much. And we now proceed to Congressman Mike Coffman of Colorado.

Mr. COFFMAN. Thank you, Mr. Chairman, for inviting me to this important hearing today on the current and future recruiting challenges of our armed services.

As an Army and as a Marine Corps combat veteran, I am proud of the extraordinary current level of talent in the armed services that has developed under the all-volunteer military that we have today.

However, I am worried that the future pool of recruits may not be able to maintain the elite standards that we have established. Factors such as an improving economy, cultural changes, and how a generation views military service, or when our Nation is engaged in conflicts that, quite frankly, may lack popular support, all these factors can contribute to the number of qualified applicants applying to be in our military.

One of the more distressing issues that has been brought up here today is the shrinking pool of eligible enlistees. Less than 30 percent of eligible 17- to 25-year-olds qualify for military service, according to 2009 mission readiness study. Although the force is shrinking, as you move from a wartime posture, as members of this committee, as the HASC [House Armed Services Committee] committee——

[Laughter.]

Mr. COFFMAN [continuing]. And for the members of this subcommittee, I think we must always plan to have the deepest pool of eligible and qualified recruits possible to ensure we are ready to meet all and future challenges.

Therefore, the question we have to ask is how to maintain standards while choosing from a decreasing pool of recruits. Of course, one answer is to widen the pool of potential recruits.

For this reason, I introduced legislation that would widen the enlistment statute, section 504 of the U.S. Code, to allow not only natural born citizens and legal permanent residents to enlist, but also temporary visa holders and individuals approved under the Deferred Action Childhood Arrivals or DACA program, which is administered by DHS [Department of Homeland Security].

Including this group of potential applicants will broaden our enlistment pool in preparation for any future engagements, help recruiters maintain high standards, allow the processing of fewer waiver requests, and minimize the need for bonuses and other financial incentives for enlistment. I worked closely with experts in the field of immigration and military law to develop a proposal that works both as an immigration and as a military enlistment measure.

At this time, I would like to ask unanimous consent to submit a letter written by one such expert, Retired Lieutenant Colonel Margaret Stock, into the record, Mr. Chairman.

Mr. WILSON. Yes.

[The information referred to can be found in the Appendix on page 81.]

Mr. COFFMAN. This paper details the reasons why the current enlistment statute is flawed and why H.R. 435 provides the best remedy. Again, Mr. Chairman, thank you for allowing me to be here today.

Ms. Penrod, on a related question, prior to the enactment of the current consolidated enlistment statute, section 504, in 2006, there were no statutory limitations on wartime recruitment of individuals regardless of immigration status.

In 2006, the Pentagon asked Congress to limit enlistment of persons without Green Cards. So today, a person who is not a U.S. national, a Green Card holder, cannot enlist unless he or she is quote-unquote—"vital to the national interest."

Why was the statute amended in 2006 when the effect would be to limit the military manpower pool in wartime?

Have there been any internal discussions to alter the current statute by implementing the changes sought by H.R. 435?

Ms. PENROD. Congressman, I am not aware of why the change. I would need to get back to you on that particular issue.

[The information referred to can be found in the Appendix on page 109.]

Ms. PENROD. Although the Department's policy is not to comment on pending legislation, I will say that the Department of Defense has long supported the DREAM Act [Development, Relief, and Education for Alien Minors] and its tenets, which would provide a path of citizenship through military service for undocumented aliens who enter the country before age 16.

We do believe it would—it is important to expand the pool of eligible youth and the—one issue that would be problematic is if the Department were asked to determine immigration status of the individual.

But we do support expanding the pool.

Mr. COFFMAN. Okay.

What is DOD's policy or regulation with regard to the enlistment of American citizens or legal immigrants who have family members who are not authorized to be in the United States?

Ms. PENROD. Well, the Department currently does not have a policy on undocumented family members. That issue has been brought to our attention, when the Department of Homeland Security standardized the parole-in-place policy. Because of that, we have formed a working group of the services. We are working across agencies with the Department of Homeland Security to look at what are some of the issues with regard to that population.

For example, security clearances, obtaining ID cards and as we work through that process, we will be more than happy to come over here and report on that status.

Mr. COFFMAN. Thank you, Mr. Chairman. I yield back.

Mr. WILSON. Thank you, Congressman Coffman.

And we now proceed to Congresswoman Niki Tsongas of Massachusetts.

Ms. TSONGAS. Thank you all for being here today. We know what challenges you confront in such a fiscally constrained environment and so we appreciate your coming here to talk about how we recruit the best and brightest going forward.

I wanted to bring up an issue that is particularly evident in my home State of Massachusetts. Massachusetts is home to two remarkable installations, one Air Force and one Army, that are developing some of the premier technical advances in some of the military's most complex endeavors. Hanscom Air Force Base is known as the birthplace of modern radar and airspace management and continues to be credited with developing programs with great technological achievement.

And Natick Soldier Systems is delivering incredible lifesaving capabilities to our soldiers. During a recent visit to Natick, General Odierno, who we were so glad to have come to Massachusetts, stated, quote—"The work they do at Natick is critical for our future. These are the kinds of technologies that we need."

But I have heard concerning stories from each of these installations about how sequestration, furloughs, hiring freezes, program delays, and budget cuts, including pay cuts, have made it more difficult for them to retain and recruit the highly specialized personnel needed to fulfill this important work.

And I am also very troubled by the message sent by the reduction in research, development, test, and evaluation funding that is part of the omnibus package moving through Congress.

We are now experiencing the steepest cut, percentage cut in research and development funding seen in any economic downturn since the end of World War II, at a time when our challenges are becoming ever more complex.

So as a result, the private sector is becoming the primary choice for highly skilled personnel at an alarming rate, particularly when we look at the losses within our defense labs. I have worried that this talent drain, both in our uniformed and civilian ranks, will compromise our ability to successfully achieve our national security objectives in the future.

We know that we will always confront threats from increasingly capable adversaries and our military will constantly need to execute future missions with even greater agility and precision despite fewer resources. But it is going to require an investment in military innovation and the brainpower needed for us to, despite these challenges, keep the technological edge.

So my question is, I would like to hear from all of you if possible.

I would like to hear more about what the services are doing to recruit the skilled workforce you need, but also to retain the highly skilled civilian workforce that plays such a key role in these technological advances that are taking place at so many of our defense labs.

And I don't know if you would like to begin speaking on behalf of the Defense Department.

Ms. PENROD. Thank you, ma'am.

I am not aware of the particular issues at Hanscom, other locations. We are aware that with the furloughs and the pay cuts that we need to keep our eye on the impacts, especially to the civilian workforce. But also to our military and retention. So we are providing oversight; we are watching that and we provide that information up through our leadership when we see signs that we are starting to have difficulty.

Ms. TSONGAS. General.

General SEAMANDS. Ma'am, for the Army, we have been able to maintain the right number of quality. But as we look at some of our growth areas, like cyber, that is an increasing challenge. Our recruiters are going out there in high schools and going after STEM [science, technology, engineering, math], the scientific technology and math, not only for our soldiers but also for our officers at places like West Point and ROTC, where we have driven the number of STEM degrees up in both cases, because we recognize that the increased requirement for technical abilities in the future.

In terms of the civilian workforce, ma'am, that is a little bit outside of my purview. But I will tell you within my section, having them, the civilians' work furloughed did have an impact on our personnel policy, because they work there and oftentimes it is a one-deep person position. So we need to work through that in the future.

Ms. TSONGAS. How do you calibrate the need between the civilian side and the military side?

How do the services deal with that as well?

I mean, since you need both?

General SEAMANDS. Part of it is in the force structure that is designed, which calls for either military or civilian; in some cases, civilians are on the documents in order to provide continuity and depth in areas, whereas the military tend to move around a little bit more.

General BRILAKIS. Congresswoman, thank you for your question.

With respect to civilians overall policies, beyond the scope of my responsibilities; however, I do have civilians within the recruiting command.

And I think part of our challenges on retaining good quality, high-performing civilians is the fact that for years, for a number of years, they received no pay raises.

They were the butt of particular jokes, and it is just quite frankly, an issue of respect and how we look at the civilian workforce and how we treat them.

You know, there are challenges with respect to resources, et cetera, and I understand that. But overall, we can look in the mirror and see where some of the challenges are in retaining some of our really good civilians.

They are an incredibly committed, patriotic group of individuals, but we have challenged them, I think, in the last few years with respect to them staying.

With respect to attaining high-quality personnel, the Marine Corps tends to—you know, my focus is on selling the Marine Corps, and not specific jobs.

We have requirements; we look for good quality people. Our officer-recruiting focuses and understands that we are competing with corporate America and the other military services, and that is a high bar for us to pass over.

And so we use just a broad range of techniques and efforts to make sure that we are attracting high-quality, talented, and enthusiastic individuals to take up the challenge to become marines.

Admiral ANDREWS. Congresswoman, thank you so much for your question.

As far as for high quality, the Navy also looks into the STEM program, making sure that we can have those high, technical science, technology, engineering, and math.

We go after those because we know that those are the ones that we will need to take our Navy into the next century.

As far as with our civilians, I will take that one for the record. I can't comment on that. But I would like to say about our civilian sailors, is that that certainly was missed during the furlough. You can tell that that was a big miss.

[The information referred to can be found in the Appendix beginning on page 108.]

Admiral ANDREWS. We work closely together, hand in hand. We work as a team. And we want to continue to do that, and we also know that the furlough certainly set that back. It only brings about working much more with the military and increasing their hours as well.

And for the Hanscom, I am not familiar with that, as well, ma'am.

Ms. TSONGAS. It is more the broader issue that Hanscom and Navy raised—the need for these qualified personnel in general.

Yes.

Admiral ANDREWS. Thank you, ma'am.

Ms. TSONGAS. Yes.

General GROSSO. Ma'am, strengthening the public's awareness of STEM in association with the Air Force is an enduring priority in our marketing and advertising strategy on the military side.

And we have actually been very successful, on both the officer and the enlisted side, recruiting the STEM talent that we need to fill the requirements that are associated with that.

The civilian side is a concern to us as well, and it is a difficult challenge, especially when you look—as the size of the civilian force gets smaller, and the rules that govern how you handle reducing

the size of the workforce, what you find is that your young people—and we value longevity, and so what happens, is your youngest person is typically that one that is let go, I would say. I think that is tremendously challenging.

And I will take for the record, to get you some—I am not familiar with all the things that we are doing to try to bring civilians into—in particularly with STEM, and I know we have issues at Robins, I was not familiar with concerns at Hanscom.

But I will take that for the record.

Ms. TSONGAS. I would actually appreciate if all of you would take it for the record, because I think it is an important issue.

[The information referred to can be found in the Appendix beginning on page 107.]

So thank you and I yield back, I appreciate your giving me additional time.

Mr. WILSON. Very important, and thank you, Congresswoman Tsongas.

We now proceed to Congressman Jeff Denham of California.

Mr. DENHAM. Thank you, Mr. Chairman.

I have seen, first hand, some of the challenges with recruitment and its impact on military readiness. I was one of those 17-year-olds that signed up for the military with my local recruiter when I was in high school.

And also want to see the opportunity for those men and women that came here as kids, through no fault of their own, that have gone to school, side by side with us, that have gone to ROTC, that have graduated from our education system also have those same opportunities.

So, I am pleased today to offer my bill, The ENLIST Act, as a partial solution to the recruitment challenges of the future.

I look forward to working with members of this committee as well as Chairman McKeon, as well as our expert witnesses that are here today, to expand the enlistment eligible population to include undocumented, American-grown individuals who have been brought into this country as children and otherwise are eligible to serve in our U.S. Armed Forces.

As a nation, we have never made citizenship a requirement for service in the Armed Forces. Since the founding of our Nation, noncitizens have been a part of our military and Congress has seen fit to make military service a way for patriotic individuals, from other countries, to show their allegiance to our flag and become U.S. citizens.

More than 660,000 military veterans have become citizens through naturalization from 1862 to 2000. These men and women have proven they are prepared to make the ultimate sacrifice for their adopted country.

For the many thousands of young, undocumented immigrants who graduate from our public and private high schools each year, military service would offer an avenue for them to serve the United States and earn a legal status in the country they love.

As someone who served, I remember the pride that I had wearing the uniform, and cannot think of a better way for these young people to earn the right to fully share in the rights and freedoms of America.

Couple of questions for our witnesses today. Heard on your testimony that there are men and women that do gain citizenship, some are naturalized.

Is there any difference in service and capability and dedication between somebody who is a naturalized service member versus an American-born service member?

Ms. PENROD. Thank you, sir, for your support of our military and recruiting.

We find that individuals we bring into the military from all the areas of the United States, whether they are legal immigrants, citizens, perform exceptionally well.

The quality is very high in the military and we do not distinguish between whether you are a legal immigrant or a legal nonimmigrant and whether or not you are citizen, as far as, once you are in the military, we do not track that.

However, I can say that our records show that all perform at a very high quality.

Mr. DENHAM. Thank you. Others care to comment?

The second question. If either my bill or Congressman Coffman's bill were enacted into law, what efforts would the Department or each service branch have to undertake to ensure that these individuals meet the eligibility requirements?

Ms. PENROD. Well, sir, as I stated earlier, it is Department policy not to comment on pending legislation.

I can state that we have always supported the DREAM Act, which would provide a path of citizenship for our undocumented individuals that came into country before age 16.

We do believe it would be problematic if legislation were passed and the Department were required to determine what the immigration status is.

But we would follow the law and whatever decision or legislation is passed, then we would implement that.

Mr. DENHAM. So under the situation where you have got the Deferred Action, or the DACA, the status would be defined. They would be undocumented but would be able to legally be here, and now under this legislation, be legally able to serve in the military?

Does that appear to have any problems in eligibility——

Ms. PENROD. If a law is passed or changed where a group of individuals are now legally allowed to come in the military, then they would be like any other individual that today can come into a recruiting office and request to come in the military.

Mr. DENHAM. I yield back the balance of my time.

Thank you.

Mr. WILSON. And thank you very much, Congressman Denham, thank you for being here and your promotion of your efforts.

And Mrs. Davis, would you like to make a concluding?

Mrs. DAVIS. I just had one question, because I think it is fair to bring it up. During the discussions that we had around sexual assault, I think, it is probably fair to say that the military got a black eye during those discussions.

And a number of witnesses suggested, in addition to the many, many reasons for that, including what civil society looks like.

But I suggested that perhaps too many waivers had been given during the time that our operational tempo was very high.

Could you comment on that? And what you think that means today? And how we are going about looking at that situation.

Ms. PENROD. Yes, Congresswoman Davis, I can tell you that our policy is we do not allow waivers of any individual convicted of sexual assault, sexual predators—they are not allowed to come in the military.

Mrs. DAVIS. I think part of what was suggested is that records were such that there might have been some areas that were questionable but they didn't pick them up or it wasn't stringent enough.

Anybody want to?

General BRILAKIS. Ma'am, during that time, when the question came up, we did, as Ms. Penrod alluded to, we got through and checked every enlistment and every marine. Every marine I had on recruiting duty and I had none that had a previous history or conviction of sexual assault, physical abuse, et cetera.

And we have now made that a service standard and part of our accessions effort and policy to ensure that no individual who has a proclivity or history of sexual violence, sexual assault, et cetera, is even considered for accession in the Marine Corps.

Admiral ANDREWS. For the Navy, ma'am, with the recruiters, we also went back and made sure that we can check. And we didn't have any that was of that—and any nature or of convictions of any. And we continue to train.

I think we better understand, we have momentum, we are having intrusive leadership, we are out there, we are training, we are talking and this is all the way from the recruits coming in the door, within 72 hours they know as well as throughout the Navy, ma'am.

General GROSSO. And, ma'am, I have the data for fiscal year 2013, 8 percent of our recruits came in with a waiver and 98 percent of those waivers were for medical. So very few airmen have come in with a conduct waiver, 61. And I can get you the exact details on those 61, ma'am.

Mrs. DAVIS. Thank you.

[The information referred to was not available at the time of printing.]

General SEAMANDS. Ma'am, from the Army, if you go back the last couple years, we typically brought between 11 percent and 12 percent people in with waivers. And, like the Air Force, the vast majority were for medical reasons.

I will acknowledge, in the years we were doing Grow the Army, there are probably some people who wouldn't be, that certainly wouldn't be admitted today into the force. And, thus, the small number of waivers for misconduct. Each one of those is investigated as they go.

In terms of sexual assault, ma'am, I would offer that from the Chief of Staff of the Army all the way down to recruiters, they understand what is at stake. They understand it is a matter of respect. It is a matter of leadership and character. And every one of our recruiters is taught what they can and cannot do. We have a buddy system with the recruiters to make sure they understand what the rules are, what their engagement is with the citizens to make sure that no lines are crossed.

Mr. WILSON. Thank you very much, Mrs. Davis.

Chairman Heck.

Dr. HECK. Thanks, Mr. Chair. I appreciate your indulgence in allowing me a follow-up. Because the point that was just made about waivers, I think, goes back to the question that I originally asked Ms. Penrod.

While the accession qualifications may not have dropped below the 90 percent threshold, the ability to issue conduct waivers is something that is fungible and fluctuates. I think that as one of my concerns, is that if we are getting to a point where we are having difficulty meeting accession requirements, if all of a sudden, we start to see a growth in the number of waivers—not necessarily medical, but in conduct waivers. And so, I just wanted to get that out there as something that I think is—that we are going to need to keep track of and report back.

Thank you, Mr. Chair.

Mr. WILSON. Thank you, Chairman Heck. And as we conclude, I think it is very appropriate that Mrs. Davis brought it up about criminal sexual assault. Because to me, it always was most insulting because we are to, in the military, protect each other's back. And I look at it as a family.

And, again, I want to thank you for providing opportunities for American families. Our family, this weekend, is going to be participating—our youngest son, Hunter, just concluded his service, Army National Guard Engineer, in Afghanistan. And for American families, this is just so meaningful. We have a 2-day conference of briefings to the members, to their family members, explaining what the different opportunities there are for future service, if there are any problems which can be addressed. And I truly have seen our military advance to be so family-friendly with opportunity.

Thank you. We are adjourned.

[Whereupon, at 11:15 a.m., the subcommittee was adjourned.]

A P P E N D I X

JANUARY 16, 2014

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

JANUARY 16, 2014

Chairman Joe Wilson Opening Statement
Hearing: Future Recruiting Challenges in the Fiscally Constrained Environment
January 16, 2014

Welcome to a meeting of the House Armed Services Subcommittee on Military Personnel. Ladies and Gentlemen, the hearing will come to order. Today, the subcommittee will examine future recruiting challenges in a fiscally constrained environment and as well as discuss whether or not there is a need to expand the eligible population available for service in the military.

Historically after major conflict or war the military goes through a period of reduction and change, to include smaller budgets. The next several years will be no different except the Budget Control Act of 2011 will have a greater impact on the budget reductions. The committee has heard from the Department of Defense and the military services over the past year on the impacts of sequestration on end strength, readiness and procurement; but equally important is the impact on the ability to recruit an all volunteer force. Regardless of the size of the military, it must still be able to attract eligible and qualified individuals to serve. With the percentage of eligible youth between the age of 17 and 24 shrinking, it will remain a challenge for the services to recruit the best and brightest qualified candidates.

I personally believe service in the military creates opportunity and as many people as possible should have that opportunity to serve as long as they meet the required qualifications. I myself cherish the opportunities the military has provided my family.

I would like to welcome our distinguished witnesses:

Ms. Vee Penrod
Deputy Assistant Secretary of Defense for
Military Personnel Policy

Major General Thomas Seamands
Director of Military Personnel Management
U.S. Army

Major General Mark A. Brilakis
Commanding General of Recruiting Command
U.S. Marine Corps

Rear Admiral Annie B. Andrews
Commander, Navy Recruiting Command
U.S. Navy

Brigadier General Gina Grosso
Director of Force Management Policy
U.S. Air Force

Prepared Statement

of

Ms. Virginia Penrod

Deputy Assistant Secretary of Defense

(Military Personnel Policy)

Before the

United States House of Representatives
Committee on Armed Services
--Military Personnel Subcommittee--

"Future Recruiting Challenges in the Fiscally Constrained Environment"

January 16, 2014

Not for publication until released by the committee

INTRODUCTION

Chairman Wilson, Ranking Member Davis, and distinguished members of the Subcommittee, I appreciate the opportunity to appear before you to discuss recruiting.

The All-Volunteer Force continues to perform remarkably well as it enters its fifth decade. For over 12 years of protracted conflict, the All-Volunteer Force has shown its resolve and continues to be the strongest and most-respected military force in the world. Our people are the main reason for this success. Our Service Recruiting Commands have sustained the All-Volunteer Force by recruiting the best and the brightest of America's youth from across our nation. Their diverse backgrounds aid immeasurably in finding solutions to the many complex national security issues the Department is charged with around the globe. Our new recruit quality is at an all-time high and our ability to recruit the number of volunteers required to sustain the force is being achieved in almost every category. The continued success of our All-Volunteer Force begins with recruiting, and the viability of the force is assured with successful retention. Both have been easier in some years than it has in others. The support of Congress has clearly helped facilitate our success through over a decade of war. While we are currently achieving our recruiting goals, there are indications that the recruiting environment may become more challenging. I will review the current status of military recruiting and what we anticipate for the future.

While my colleagues from the Military Services will address the specifics regarding their recruiting missions, I will provide you with an overarching assessment of the recruiting environment. Fiscal Year (FY) 2013 was a successful recruiting year. Our

recruiters' hard-work and persistence resulted in all but two of our components achieving their FY 2013 missions, with only the Army Guard (99 percent) and the Army Reserve (88 percent) recruiting less than their goal. Collectively, the Department recruited 276,210 new enlisted members for the Total Military Force in FY 2013.

While meeting our quantitative goals is important, we also need to have a sufficient number of recruits who will successfully complete their term of service and perform successfully while in training and on the job. In order to ensure these recruits are successful, recruit quality is closely monitored and reported. Historically we measure recruit quality in two dimensions: 1) educational achievement, as measured by those who join with a high school diploma and 2) aptitude, as measured by the recruit's Armed Forces Qualification Test (AFQT) scores.

The Department has consistently met or exceeded both of the established benchmarks for quality, and that remained true in FY 2013. DoD-wide, 99.6 percent of new active duty recruits, and 96.6 percent of Reserve recruits, were high school diploma graduates against our benchmark of 90 percent. Further, 75 and 67 percent respectively scored above average on the AFQT, versus our benchmark of 60 percent.

Through the first quarter of FY 2014, all Services except Army Reserve have met or exceed recruiting quantity and quality objectives year-to-date. The Department will continue to monitor each Service's recruiting efforts monthly, addressing any concerns that may arise.

Despite our continued recruiting success, the recruiting process does have inherent challenges. The size of our youth market is finite. Today, nearly 75 percent of our youth are not qualified for military service with medical conditions and weight

accounting for most of the disqualifications. Compounding eligibility concerns is the lack of youth interested in military service. Data from the Joint Advertising and Market Research and Studies (JAMRS) program reports show that only 14% percent of youth are propensed to serve in the Military. Furthermore, over the past decade the data show a decline in the proportion of youth who make positive associations with military service. JAMRS Youth Tracking Survey shows that in 2004, 63% of youth believed the military offered an attractive lifestyle. Today, only 40% of youth associate military service with an attractive lifestyle. Moreover, in 2004, 85% of youth believed the military would help them earn money for college. Now, only 66% of youth associate military service with earning money for college. Current economic conditions have highlighted the value of serving in the military to some people who in the past may not have given it serious consideration. However, the downward trend in youth unemployment, with the most recent data showing 13.5 percent in December 2013, provides these youth with more opportunities for employment and for continuing their education, which can make military service less attractive. The Department must be proactive and ensure that changes in the recruiting environment are addressed as the economy improves.

In order to expand the recruit market, the Department of Defense (DoD) supports the enlistment of non-citizens to the extent permitted by law, subject to these individuals being otherwise qualified for service in the U.S. Armed Forces. The Military Accessions Vital to the National Interest (MAVNI) program uses the exception in law that allows DoD to enlist individuals to fill a critical military readiness need determined vital to the national interest. Those readiness needs are currently limited to qualified military health care professionals in critical specialties and individuals with specific heritage level

language capabilities and associated cultural backgrounds. In addition, the Department of Homeland Security's (DHS) recently issued Policy Memorandum formalizing the policy regarding "Parole in Place" for undocumented family members of military members and veterans. This memorandum benefits our military members but also has driven the need for the Department to review how the DHS policy impacts recruiting policies. This review is already underway.

The Department is very aware of the fiscal realities facing our Nation and has reviewed and adjusted recruiting programs accordingly. In order to overcome the challenges that lie ahead, DoD must maintain sufficient recruiting resources to meet these challenges. In the past, when the recruiting environment was favorable, the resources for recruit advertising/marketing, enlistment bonuses, and recruiter manning have been seen as prime targets for spending decrements. In the mid-to-late 1990s, following the drawdown, recruiting budgets were significantly reduced during the more favorable recruiting environment and not restored in time to adjust for the more challenging recruiting market. This resulted in a period of very difficult recruiting, reduced recruit quality, and a required infusion of significant resources to prevent mission failure. In the past, the Department often had the flexibility of being able to rely on a significant influx of resources to help overcome recruiting challenges. Given the fiscal realities of today's environment the Department must be vigilant and ensure we allocate sufficient resources to recruit an All-Volunteer Force that not only meets today's challenges but will also be able to meet those challenges that our nation may face in the very near future. I will leave it to my colleagues to address the efforts they have taken in their respective Services.

The biggest levers that we rely on to bolster recruiting in general are, recruiting marketing, enlistment bonuses, and recruiter manning. The Department must continue to provide sufficient funding to sustain a level of awareness and production to meet its mission. Regardless of the recruiting environment, enlistment bonuses will be needed to attract youth to serve in certain skills and to ensure efficient use of Service training capacity. Bonuses are much easier to turn off and on than marketing and recruiter manning. Marketing campaigns take time to develop and deploy. This results in a greater lag time between when they are deployed and when we can expect to see results from the campaign. The more we reduce our visibility and our message now, the harder and more costly it will be in the future to get that same message out. If reduced too much it could easily take at least a year or more for us to return to today's level of awareness among America's youth and their mentors. Recruiter manning is even more problematic. On average it takes between a year and 18 months to identify, select, train, and assign recruiters. It takes even longer for them to become productive recruiters. So, while we must look for efficiencies, we must do so cautiously.

The fiscal uncertainties over the past 12 months added some new dimensions to the challenges facing recruiting. Reduced resources, the civilian furloughs and the government shutdown each presented unique challenges for the Services, the Department, and our recruiting force. Our Military Entrance Processing Stations (MEPS), where new recruits are processed for enlistment, nearly 80 percent are staffed with civilian employees. However the extra efforts of our recruiters, and the recruiting force in general, helped to minimize the impact. During the government shutdown, the recruiting operations were exempted but the shutdown of many associated support functions and the

uncertainties of resource obligations disrupted our recruiting efforts. We are very grateful to the Congress and the President for enacting the recent budget agreement that will help to alleviate many of these uncertainties and will restore our ability to consistently fund recruiting functions albeit at reduced levels.

CONCLUSION

Mr. Chairman, in conclusion, I want to thank you and members of this Subcommittee for your advocacy on behalf of the men and women of the Department of Defense. Whether the career of a member of the Total Force is measured in months or years, whether that career is spent in a Reserve component, an Active component, a combination of the two, or as a Department of Defense civilian, the nation's gratitude for dedicated service is proved in your continued support and funding for the programs that keep the force strong and healthy. I look forward to your questions.

Virginia S. Penrod

Deputy Assistant Secretary of Defense (Military Personnel Policy)

Ms. Virginia (Vee) Penrod, assumed the duties of Deputy Assistant Secretary of Defense for Military Personnel Policy on October 6, 2010.

A member of the Senior Executive Service, she is responsible for recruiting, retention, compensation, travel and the related human resource management for the 1.4 million active duty military members of the U.S. Armed Services.

A graduate of Chapman University with a Bachelor of Science Degree in Business Administration, Ms. Penrod holds a Master of Business Administration Degree from Central Michigan University and a Master of Science Degree in National Resource Strategy from National Defense University.

Ms. Penrod's career includes 35 years of service in the Air Force in the field of manpower management at Air Force Logistics Command, executive-level management at the 601st Tactical Control Wing in Germany, and military personnel management, including Command at base level; personnel policy at Headquarters Air Force and the Air Force Personnel Center.

She has also served as a member of the Senior Executive Service in the Office of the Secretary of Defense for Military Personnel Policy for over four years. Most recently, she served as the Acting Principal Director and Deputy Under Secretary of Defense for Military Community and Family Policy from April through September, 2010.

Her awards and decorations include the Legion of Merit and Defense Superior Service Medal.



RECORD VERSION

STATEMENT BY

MAJOR GENERAL THOMAS C. SEAMANDS
DIRECTOR OF MILITARY PERSONNEL MANAGEMENT
ON BEHALF OF THE DEPUTY CHIEF OF STAFF, G1
UNITED STATES ARMY

BEFORE THE

COMMITTEE ON ARMED SERVICES
MILITARY PERSONNEL SUBCOMMITTEE
UNITED STATES HOUSE OF REPRESENTATIVES

SECOND SESSION, 113TH CONGRESS

IMPACTS ON ACTIVE, GUARD, AND RESERVE ABILITY TO RECRUIT AND SUSTAIN THE FORCE

JANUARY 16, 2014

NOT FOR PUBLICATION UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Chairman Wilson, Ranking Member Davis, Distinguished Members of this subcommittee, thank you for the opportunity to appear before you on behalf of America's Army. Our Army remains a values-based organization that exists to serve the American people, to defend our Nation, to protect vital national interests, and to fulfill national military responsibilities.

Thank you again for your steadfast commitment to ensure the needs of our All-Volunteer Force (AVF) are met. Through your support, we are able to balance the needs of our Soldiers, Civilian workforce, and their Families. We recently celebrated the 40th anniversary of the creation of the AVF, and the Nation is better for it. As Secretary of Defense Hagel said recently about the members of the AVF, "Skeptics and detractors claimed an all-volunteer force could not be sustained, but these remarkable Americans proved otherwise. They helped win the Cold War, stood against aggression in the Persian Gulf, kept peace in the Balkans, and put their lives on the line in Iraq and Afghanistan in the years since 9/11. They choose to serve our country because they believe in a cause that is bigger than themselves. They've always put the interests of the nation first, as have their families. It's because of their sense of duty that the American military remains the most trusted institution in our society today."

Strategic Overview

The Army has been in a state of continuous war for nearly twelve years – the longest in our Nation's history. More than 4,900 Soldiers have given their lives on behalf of this Nation. Today we have more than 137,000 Soldiers deployed overseas or committed to operations around the world with approximately 43,000 in Afghanistan. Nearly 1.5 million Soldiers have deployed and more than half a million have deployed multiple times. Our Soldiers, Civilians and Families remain the strength of our Nation.

Recruiting and Retention (Officer and Enlisted)

Our ability to meet the challenges of the current and future operational environment depends on our ability to recruit and retain the AVF. As we drawdown the Army, although our recruiting missions – and the number of Soldiers we need -- are lower, we

must continue to bring high quality men and women into the force to grow our future leaders; while retaining the most talented Soldiers with the experience and skills necessary to meet our future needs.

Despite the challenges of an ongoing conflict, future drawdown plans, and budgetary constraints, the Active Army and the Army Reserve once again exceeded their enlisted retention missions in FY13. The Army National Guard achieved 86% of their assigned mission in FY13. The active component (AC) achieved its FY13 recruiting mission and aessed more than 99% high school diploma graduates, with the lowest number of Armed Forces Qualification Test Category IV enlistments ever at .17%. The Total Army's percentage of new enlisted Soldiers with a high school diploma at 98% was well above historic rates. Additionally, the Army achieved over 99% of requirements for each Military Occupational Specialty. In addition, 62.4% of recruits scored 50-99% on the Armed Forces Qualification Test, exceeding the DoD standard of 60%, while recruits who scored in the lower range (30% and below) were at a record low in FY13 of 1.2%.

Although we are currently on track to achieve the FY14 recruiting mission, with the exception of the US Army Reserve (USAR) mission, recruiting is expected to become increasingly difficult. This is due to a difficult recruiting environment and impacts of budget reductions which will likely cause a decline in the FY15 entry pool. In today's environment, fewer than one in four 17-24 year-olds are eligible to serve in the Army. The Army and the Nation still face challenges such as high obesity rates. One in five youths age 12-19 are currently overweight, compared to 1 in 20 in the 1960s, and this trend is projected to grow to one in four by 2015. More than 20% of high school students fail to graduate, a critical milestone in becoming eligible to join the Army and to serve in highly skilled positions.

Army Recruiting Command is projecting a shortfall on the order of 2,000 on the Army Reserve mission of 18,000. The primary concern is the difficulty of finding Prior Service Soldiers willing to serve in USAR units that are in remote geographic areas where vacancies exist. Our strategy to attract Prior Service Soldiers is to engage those Active

Component Soldiers in the transitioning process by appealing to their sense of service and valued contribution through continued service and remaining a Soldier for life. This strategy allows for the "Total Force Concept" of continuity. We have changed and continue to refine the paradigm in how we share opportunities available for Active Component Soldiers who want to transition to the Reserve Component (RC). Employing skilled and experienced Soldiers in the Army Reserve and Army National Guard is beneficial to not only the Army but also for the Soldier and their Family. Our focus is stressing opportunities for continued benefits, and that the Soldier remains a valued and compensated member of the Army team.

Recruiting and Retention Budget

Entering FY14, the combined Active and Reserve Components will spend slightly over $531M in enlistment and retention incentives: AC recruiting is projected at $21M for new contracts and $47M in anniversary payments from previous years ($68M), AC retention bonuses are budgeted at $148M; Army National Guard recruiting and retention incentives are $190M for new contracts and $5M for anniversary payments ($195M total); USAR recruiting and retention incentives are projected at $79M for new contracts and $49M for anniversary payments ($128M). A large part of the FY14 incentives budget is a result of obligations for bonuses occurring from fiscal years 2008-2012. In FY12, combined AC and RC enlistment and reenlistment incentives totaled slightly over $828M compared to $707M in FY13. The amount budgeted for contractual payments is anticipated to decrease until at least FY15.

As a result of lower recruiting missions and prior year success, the percentage of Active Army recruits receiving a bonus dropped from over 62% of all recruits in FY09 to 3% in FY13. Enlistment and reenlistment bonuses are only used to incentivize longer term enlistments in a small percentage of critical skills. These incentives ensure the success of the total Army recruiting and retention missions and shape the force to meet specific grade and skill requirements. At the start of FY14, only Military Occupational Specialties 35P (Signal Intelligence Linguist) and 25S (Satellite Communications) and selected Ranger and Airborne skills receive an enlistment bonus for the Active Army. For

retention, Special Operations, Rangers, and Linguists were the primary Military Occupational Skills that were targeted to receive selective retention bonuses.

Advertising / Marketing

The Army has the largest recruiting mission in the Department of Defense (DoD). The Army must compete for prospects, against not just the other services, but with colleges, businesses and the rest of government. As the eligible recruiting population shrinks, marketing and advertising is the key method to build and sustain interest in the Army above all other choices through consistent, meaningful messaging. The Army uses marketing to help fill the most critical manning needs. Marketing and market research identifies the targeted prospects, parents and influencers; advertising provides the continuous and steady flow of information required to keep the Army at the forefront of prospects' minds as a viable opportunity. Additionally, using events such as the All American Bowl and the Science, Technology, Engineering and Mathematics and Diversity campaigns, we are able to showcase the Army experience and provide sustained face-to-face interaction with the American people.

The goal of the Army's marketing effort is to increase transparency of Army life, which is aimed at providing high school students, their parents and other influencers a realistic view of what the Army is and how the Army makes them stronger. Getting the Army's message to high school students is a growing challenge given the ever changing media landscape. Additionally, the Army's marketing program continuously works to ensure that the Army that we access reflects America. Researchers estimate that a 10 percent decrease in advertising budget would decrease the number of high-quality recruits by about one percent for the Army.

For the Active Army, three of the levers (outside of policy) that the Army controls are the number of recruiters in the United States Army Recruiting Command; the level of incentives; and the level of funding for the overall national advertising effort. All three of these levers aid in expanding the market to different degrees; with marketing serving to drive prospects to the recruiter force. Varying spending on military advertising to take

advantage of the ups and downs of the recruiting climate does not account for: the delayed impact of advertising on behavior; the vital long-term role that advertising plays in generating understanding of the military; and the challenges of convincing influencers to recommend military service. With economic market indicators beginning to impact the recruiting environment now, increased national and local marketing efforts are needed to mitigate looming challenges for the Army's Recruiting Command and Cadet Command.

The impact of budget reductions to advertising, branding, sports sponsorships and marketing in key locales reduces the Army's ability to drive prospects to the Army. The objective of marketing is to attract and preserve the high-quality All-Volunteer Army by reinforcing the Army's reputation as a valued institution. It is critical that all stakeholders understand why the Army matters; why it should be valued; and why they should support it. Fading understanding and less familiarity means fewer youth will consider the Army.

A constrained budget environment has affected the ability of the Active and Reserve Components to get our message to students and influencers in high schools, colleges and the professional ranks to consider the Army as an option. Reduced funding and budget uncertainties have created challenges with regards to resourcing marketing programs that support recruiting.

Congressional Assistance

The continued support of Congress for competitive military benefits and compensation, along with incentives and bonuses for Soldiers will remain critical to the All-Volunteer Army's efforts to recruit, retain, and support the highest caliber of individuals. The Army must retain the flexibility to offer incentives to attract and retain talent. Thank you in advance for your continued funding of these programs. These incentives assist in shaping the force for both quality and the specific talents required.

Conclusion

People are the Army. We, the Army, Department of Defense, Congress and our Nation have invested a tremendous amount of resources and will need to continue to develop and preserve the AVF, the essential element of our strength.

While we transform to a smaller Army, we remain dedicated to improving readiness, and building resilience in our Soldiers, Civilians and their Families. The Army has gained the trust of the American public more now than at any other time in recent history, while fulfilling our responsibilities toward those who serve.

The well-being of our force, regardless of its size, is absolutely dependent upon your tremendous support. The Army is proud of the high caliber men and women whose willingness to serve is a credit to this great nation.

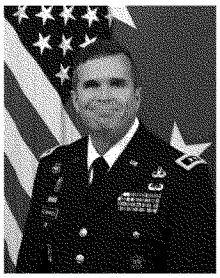
The strength of our Nation is our Army; the strength of our Army is our Soldiers. The strength of our Soldiers is our Families. This is what makes us Army Strong!

To conclude, we wish to thank all of you for your continued support, which has been vital in sustaining our All-Volunteer Army through an unprecedented period of continuous combat operations and will continue to be vital to ensure the future of our Army.

Chairman Wilson, Ranking Member Davis and members of the subcommittee, we thank you again for your generous and unwavering support of our outstanding Soldiers, Civilian Professionals, and their Families.

Army Strong!

Major General Thomas C. Seamands
Office of the Army Deputy Chief of Staff, G-1
Director of Military Personnel Management



Major General Thomas C. Seamands is the product of an Army Family. He earned a Bachelor of Science Degree in Business Management from the University of Dayton and was commissioned through the ROTC program into the Adjutant General's Corps. He is a graduate of the AG Officer Basic Course, AG Officer Advanced Course, and the Army Command and General Staff College. He attained a Master of Science Degree in Management from Webster University, was the Army's Leadership and Management Fellow at the John F. Kennedy School of Government, Harvard University and a Fellow at MIT's Seminar XXI: Foreign Politics, International Relations and the National Interest. Major General Seamands assumed his current assignment as the Director of Military Personnel Management, Army G-1, Washington D.C. in July 2012.

Major General Seamands' most recent assignment was as the Deputy Chief of Staff, G-1, United States Army Forces Command. His previous assignments include: S-1, 649th Engineer Battalion, Germany; Executive Officer, HHC, 1st PERSCOM, Germany; Chief, Personnel Administrative Service Affairs Division, later Chief, Enlisted Strength Management Division, 82d Adjutant General Company, Fort Bragg, North Carolina; Commander, 82d Replacement Detachment, Fort Bragg, North Carolina; Chief, Officer Strength Management Division, 82d Adjutant General Company, Fort Bragg, North Carolina; Chief, Personnel Actions, later Executive Officer, 556th Personnel Services Company, Schofield Barracks, Hawaii; Deputy G-1, 25th Infantry Division, Schofield Barracks, North Carolina; Chief, Enlisted Distribution Division, United States Army Pacific, Hawaii; Chief, Combat Service Support Team and Continental United States Distribution Team, United States Army Personnel Command, Alexandria, Virginia; Executive Officer, 82d Personnel Services Battalion, later Executive Officer, 82d Soldier Support Battalion, Fort Bragg, North Carolina; Deputy Commander, 18th Personnel Group (Airborne) and 18th Soldier Support Group (Airborne), Fort Bragg, North Carolina; Commander, 556th Personnel Services Battalion, later Assistant Chief of Staff, G-1, 25th Infantry Division, Schofield Barracks, Hawaii; Assistant Chief of Staff, G-1, XVIII Airborne Corps, Fort Bragg, North Carolina; Assistant Chief of Staff, CJ-1, Multi-National Corps-Iraq, Baghdad, Iraq; and Chief, General Officer Management Office, Office of the Chief of Staff, Army, Pentagon.

His awards and decorations include the Distinguished Service Medal, Legion of Merit, Bronze Star Medal, Meritorious Service Medal, Army Commendation Medal, Army Achievement Medal, Master Parachutist Badge, Air Assault Badge, and Army Staff Identification Badge.

NOT PUBLIC UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

MAJOR GENERAL MARK A BRILAKIS

COMMANDING GENERAL, MARINE CORPS RECRUITING COMMAND

BEFORE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

HOUSE ARMED SERVCES COMMITTEE

ON

MARINE CORPS' FUTURE RECRUITING CHALLENGES IN THE FISCALLY CONSTRAINED ENVIRONMENT

16 JAN 2014

NOT PUBLIC UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Recruiting

Chairman Wilson, Ranking Member Davis, and Distinguished Members of the Subcommittee; I am pleased to report that Marine Corps recruiting continues to be successful in an ever more challenging fiscal environment.

Recruiting continues to be our lifeblood – the individual Marine is the Corps, and his or her commitment, capability, and devotion remains critical to our success in battle. Recruiting high quality people also plays a key role in maintaining the Marine Corps' high state of readiness. To that end, effectively operating in an ever more competitive and challenging recruiting environment, especially for quality applicants, requires a continued commitment to ensuring that the recruiting force maintains both the adequate tools and resources necessary to enlist a high quality force. Accessing quality youth ultimately translates into higher performance, reduced attrition, and a reduced cost. We believe that detailed planning, adequate resourcing, precision execution and unwavering commitment to quality by our recruiting force will continue this trajectory. This commitment is required to make Marines and win our Nation's battles during and beyond the current budgetary challenges and the service's end strength reductions.

To meet our needs in the current recruiting environment it is imperative that we maintain high standards for both our recruiters and those who volunteer to serve in our Corps. Today's youth, now more than ever, must exhibit the leadership potential, moral character, native intelligence, and physical attributes to succeed in the Marine Corps, and we will continue to seek out superb American youth. We must also remain mindful of the Marine Corps' need to reflect and be representative of those we serve.

Accomplishing the Mission. The Marine Corps understands that the 'All Volunteer Force' is in fact an "All Recruited Force" and that the Marine Corps Recruiting Command is on the front lines engaged in a mission vital to the long term health of our Corps. In order to meet end strength goals, continue to maintain the high Marine Corps and DoD quality standards, and attain a diverse entry level population representative of national demographics, we must be ever vigilant in our focused approach of enlisting highly qualified and eligible youth from the American population.

All recruiting efforts (officer, enlisted, regular, reserve and prior service) fall under the direction of Marine Corps Recruiting Command. Operationally, this provides us with flexibility and unity of command in order to annually meet our objectives. In Fiscal Year 2013, the Marine Corps achieved 100.5 percent (37,929) of the enlisted (regular and reserve) ship mission (accessions). Over 99 percent of our accessions were Tier I high school diploma graduates and over 73 percent were in the I-IIIA upper mental group testing categories. Additionally, we achieved our contracting goals in FY2013 and continue to achieve our contracting goals for Fiscal Year 2014, which ensures we have a population of qualified individuals ready to ship to recruit training in Fiscal Year 2014. In Prior Service Recruiting in direct support of the reserve establishment we achieved 100 percent (3,558) in Fiscal Year 2013. Our Officer Selection Teams were also successful in Fiscal Year 2013 accessing 1,403 Second Lieutenants for 100 percent of the mission. Additionally, Marine Corps Recruiting Command exceeded diversity goals for officer and enlisted accessions, making the FY13 officer class the most diverse the Corps has ever accessed. In short, we accomplished our recruiting mission and achieved the Commandant's quality standards, exceeded those of the Department of Defense (DoD), and continued to support efforts to build a more diverse Marine Corps.

We continue to stress to all applicants the importance of being a Marine first and foremost. Our image of a smart, tough, elite warrior continues to resonate with young people wanting to join our Corps. Our ethos that every Marine is a rifleman is inherent in our recruiting themes. Therefore, it is no surprise that our Marine Recruiters continue to receive more requests for combat arms programs from applicants than any other field in our inventory. In addition, it remains difficult to recruit applicants in the Linguist, Intelligence and other highly technical occupations due to those programs having a very strict enlistment criterion which narrows the field of prospective qualified candidates. To ensure we fill all essential skill requirements in low density specialties, we continue to employ targeted incentives. The Enlisted Bonus Program (EBP) offers qualified applicants a monetary reward for enlistment into designated Military Occupational Specialties (MOSs), specific occupational fields, or for shipping to recruit training at certain times of the year. This has allowed us to achieve a 99% fill rate in 2013 for all essential skill requirements in low density specialties. In an effort to ensure efficient use of our resources, an annual review is conducted to align and tailor to only those specialties requiring attention. We continue to appreciate Congress' authorization to utilize these incentives for those purposes.

As part of our efforts to recruit a fully capable force we continue to find qualified and propensed applicants. In order to meet this capability we adhere to policies which conform to public law. The Marine Corps is fully supporting the Department's review of applicants that have undocumented dependents and related issues.

In Fiscal Year 2012, we right-sized our recruiting force and funding to support a steady state accession mission for an active duty force of 174,000 or higher. As such, we intend to maintain approximately 5,300 personnel, which includes 3,760 recruiters operating out of more

than 1,500 facilities across all 50 states and U.S. territories through and beyond the draw down. Within the funding available, we are conducting oversight and supporting recruiters, to reduce the negative impact on command training and presence and ensure effectiveness and morale of the force.

The success achieved during the past fiscal year is attributed to the investments made to maintain a quality recruiting force; one that is screened, well-trained, and properly resourced to meet mission requirements. Every Marine assigned to recruiting duty is evaluated based on his or her fitness to perform the demanding duties of a Marine recruiter. The Headquarters Screening Team (HST) conducts annual visits to bases, stations and installations to interview prospective recruiters. Additionally, Commanding Officers must certify a Marine's fitness for independent duty. Moreover, all Marines are screened to prevent any sexual predator from assignment to recruiting duty. Once screened, Marines attend a seven week Basic Recruiter's Course before reporting to their Recruiting Station. In addition to sales and public speaking training, all Marines are provided in depth instruction throughout their time at Recruiter School in Ethics and Sexual Assault Prevention. Upon arrival at the Recruiting Station training continues in the form of Proficiency and Review (PAR) training during the first six months on recruiting duty as a canvassing recruiter and subsequent Ethics reinforcement training provided by the Commanding Officer of the Recruiting Station and assigned leadership.

Resourcing the Marine Corps Recruiting Command also has been a priority of senior Marine leadership. An effective recruiting force must be maintained with the necessary tools in the form of offices, vehicles, computers, telephones, etc., in an effort to set the conditions for success. However, there has been an impact based on overall DoD budget reductions. The

Recruiting Operations and Advertising budgets have been diminished by these reductions, causing the command to prioritize recruiting activities to sustain success.

Our recruiters currently carry a heavy load. Over 71% of Marine Corps recruiters work more than 60 hours per week to recruit quality applicants. While the Marine Corps is currently making its accession goals, several recruiting challenges exist that include demographic data that indicate decreasing numbers of qualified youth; decreasing number of influencers with military experience and youth attitude shifts away from military service. These statistics just reinforce the need for continued support for recruiters to help mitigate the stress that exists in the current environment.

We thank Congress for their continued support of legislation that provides recruiters access to high schools and student directory lists. This access remains critical to recruiting quality applicants. Without it, our Marine Recruiters would lose one of their most efficient and productive means of conveying the opportunities of military service. This would have an immediate, adverse impact on our ability to accomplish our mission. Maintaining access to high schools and student directories remains a top priority for ensuring continued success. Further, Congress' continued support in funding for enlistment bonuses and advertising is appreciated. The ability to advertise is essential in the era of the All Volunteer Force. Raising public awareness and extolling the virtues and benefits of serving one's country is important in today's society.

Advertising dollars currently generate approximately 25% of the non-prior service applicants that contract into the Marine Corps. Due to FY14 budget reductions, we anticipate a drop in contracting attributed to advertising that causes us concern. We appreciate the long standing support of Congress in recognizing the importance of advertising. The target market

(17-24 year olds) has become increasingly dependent on technology and less receptive to traditional forms of advertising such as; print and radio commercials, and more attuned to television commercials, branded sports partnerships, social media outlets, and local advertising venues. This change increases the need for sustained investment in marketing related research and training for recruiters. Any erosion of advertising funding from the established level necessary to support the current size of the recruiting force will result in a decrease in measurable public awareness.

A key factor in our mission management is ensuring clear and direct responsibility and oversight. The Commanding General of Marine Corps Recruiting Command reports directly to the Commandant of the Marine Corps. The Commanding Generals of our two Marine Corps Recruit Training Depots also serve as the Commanding Generals of our Eastern and Western Recruiting Regions. Having the same individual responsible for quality recruiting and entry-level basic training is crucial to successfully recruiting and making Marines. Consistent with this, our recruiters' commitment to recruiting a quality Corps is further reinforced by the fact that they are held accountable for their recruits' performance throughout the entire process as they earn the title Marine, from the time they enlist in the delayed entry program until they complete "boot camp."

In closing, recruiting is the strategic first step in making Marines just as it is the first step in sustaining the Corps. The uniqueness of the Corps being a young force inherently places greater burdens and responsibilities on the recruiting force. As such, the Marine Recruiter operating alone as the Corps main representative to the US public and interacting with its youth, continues to remain the most important asset in that process.

Thank you for the opportunity to present this testimony.

Commanding General, Marine Corps Recruiting Command

Major General Mark A. Brilakis



Major General Mark Andrew Brilakis is currently assigned as the commanding general, Marine Corps Recruiting Command.

Graduated from Franklin and Marshall College, Lancaster, Pennsylvania, and was commissioned through the Platoon Leaders Class in May 1981.

Assignments in the Operating Forces include: Battery Officer, 1st Battalion, 10th Marines; Battery Commander, Battalion FDO, and S-3, 5th Battalion, 10th Marines; Naval Gunfire Control Officer and Assistant Supporting Arms Coordinator, Commander, Amphibious Group Two; Future Operations and MAGTF Planner, G-3, II MEF; Executive Officer, 10th Marine Regiment; Commanding Officer 1st Battalion, 10th Marines; Commanding General, 3d Marine Expeditionary Brigade, Deputy Commanding General, III Marine Expeditionary Force, and Commanding General, 3d Marine Division, Camp Courtney, Okinawa. Assistant Deputy Commandant (Programs), Programs & Resources Department, HQMC.

Assignments in the Supporting Establishment include: Company Officer and Commanding Officer, Company A, and Course Developer, MCI Company, Marine Barracks, Washington DC; and Commanding Officer, Weapons Training Battalion, Training Command.

Headquarters and Staff assignments include: Status of Forces Officer, Plans, Policies, and Operations Department, HQMC; Head, Program Development Branch, Programs and Resources Department, HQMC; Director, European Liaison Office, Headquarters, U.S. European Command, and Deputy J-3, United States European Command.

Military Education: Amphibious Warfare School; Command and Staff College; School of Advanced Warfighting; and CMC Fellow, Center for Strategic and International Studies. Masters in Military Studies, Marine Corps University.

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HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

REAR ADMIRAL ANNIE B. ANDREWS, U.S. NAVY

COMMANDER, NAVY RECRUITING COMMAND

BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

HOUSE ARMED SERVICES COMMITTEE

ON

NAVY'S FUTURE RECRUITING CHALLENGES

IN THE FISCALLY CONSTRAINED ENVIRONMENT

JANUARY 16, 2014

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Introduction

Positioning Navy to meet future mission requirements demands a properly balanced force by recruiting and retaining Sailors in the right mix of ratings and pay grades. Navy has worked hard to achieve strong recruiting success over the past five years by attracting the nation's best and brightest to serve in America's Navy.

In fiscal years 2013 and 2014-to-date, we achieved our active component officer accession goals, and both active and reserve component enlisted accession goals. We also succeeded in recruiting into priority ratings in the Naval Nuclear Propulsion Program (NNPP) and Navy Special Warfare/Special Operations (NSW/SPECOPS). This includes SEALs, Surface Warfare Combatant Crewman (SWCC), Explosive Ordnance Disposal (EOD), and Navy Diver communities.

Recruiting of active and reserve component healthcare professionals remains a top priority. In recent years, we have had challenges in recruiting adequate numbers of specialized medical professionals (e.g., surgeons, anesthesiologists) for the reserve component due to high active duty retention, stiff competition with the civilian healthcare community, and perceived risk to civilian medical practices resulting from frequent or prolonged mobilizations. Additionally, meeting recruiting mission among the reserve component general officer unrestricted line communities (e.g., surface, submarine, and aviation warfare) remains a top priority primarily due to the challenge presented by the relatively high active duty retention we are enjoying.

Recruiting Environment

A favorable recruiting environment – caused in part by slowed economic growth and high unemployment rates from fiscal year 2009 until the beginning of fiscal year 2013 – coupled with retention successes that permitted a reduction in recruiting goals, allowed for a proportional reduction in resources required to meet the recruiting mission. However, with national unemployment rates declining from nearly 9% in October 2011, to 7% in December 2013, according to the Bureau of Labor Statistics, the recruiting environment will become increasingly challenging. In November, the unemployment rate in 28 states was at or below, 7%, increasing competition for the same high quality talent we are seeking. According to Blue Chip Economic Indicators projections, the national unemployment rate is expected to decrease further, to a band of 6.0-6.5% in fiscal year 2015, and below 6% through 2021, which will challenge our recruiting efforts, especially among highly technical ratings.

Recruiting Resources

Additional recruiting resources will be necessary to meet accession goals in an increasingly challenging recruiting environment.

Navy recruiting's first priority remains support for our recruiters, including:

(a) travel funding for training and leadership oversight;

(b) enlistment bonuses;

(c) information technology systems support, and

(d) marketing and advertising resources.

Recruiting is a travel-centric mission due to the geographic dispersion of recruiting stations and recruiters across the country. In many cases, a single Navy Recruiting District is dispersed across numerous states and isolated from normal fleet support functions. Due to travel reductions, leadership is traveling less frequently, especially to more remote areas, constraining oversight and leadership functions which are vital given the autonomous nature of recruiters in isolated stations. The reduced travel by senior recruiting district leadership and trainers also reduces training opportunities for Sailors. Without adequate recruiting mission training, mission accomplishment and Sailor professional development are degraded. Recruiting production meetings for leadership are occurring less frequently, limiting oversight and communication from headquarters to the recruiting field. The impacts will be exacerbated by an improving economy as more training and oversight will be required to counter increased mission challenges. Enabling face-to-face prospect contact with well trained and mission ready recruiters in the field remains the cornerstone of our success in attracting high-quality, diverse recruits.

Despite the favorable conditions conferred by high unemployment on the overall recruiting effort, recruiting duty has remained challenging given the vastly different nature of the work recruiters perform when compared with a Sailor's primary job and fleet experience. Learning to become a skilled recruiter is not the only challenge. Even the best recruiters find it challenging to meet accession mission goals while balancing other important and unavoidable duties. Recruiters spend approximately 35% of their time on the "management" (i.e., training, mentoring, administration and retention) of future Sailors in the Delayed Entry Program (DEP) and the recruiter's work hours are extensive because of the various related tasks. A *Recruiter*

Quality of Life Survey on Health and Well-Being fielded in Spring 2012 by OSD Joint Advertising, Market Research & Studies (JAMRS) revealed strains on Active Duty Navy recruiters and their families:

(a) work significant hours (31% work more than 60 hours per week);

(b) decreased mental health (47% felt "mentally unhealthy");

(c) inadequate time to complete professional development activities; and,

(d) significant effects of job demands on family (71% felt job demands interfere with home/family life; 15% divorced/separated during first recruiting tour).

An increasingly challenging recruiting environment since the survey was completed, coupled with decreasing recruiter resources, will increase stress on recruiters.

Navy recruiting utilizes several accession incentive programs, such as the Enlistment Bonus, to attract recruits who possess desired characteristics to serve in the all-volunteer Navy and guide their enlistment options to meet the needs of the Navy, as well as the diverse needs of potential recruits. Incentive programs were developed in a comprehensive manner to meet total Navy mission requirements, channel recruits into critical and hard-to-fill ratings, and meet accession fit requirements, meaning, getting the right Sailor with the right skills and training to the right place at the right time. Enlistment bonuses are integral to winning the battle for people, as reflected in a Center for Naval Analyses study, *Choice-Based Conjoint Survey of Recruitment Incentives*, which suggests that potential recruits view the enlistment incentive as the most important attribute on the enlistment contract. The positive recruiting environment over the last several years has permitted significant reductions in the enlistment bonus budget, and reduction in the number of enlisted ratings for which a bonus is offered. Currently, incentives are

primarily offered to the Nuclear Field, Special Warfare, Special Operations, and Air Rescue ratings.

Navy recruiting information technology systems underpin both current daily production and the development of long term improvements that will enhance productivity. Navy recruiting continues to emphasize the importance of maintaining funding for both sustainment and development of its information technology systems and streamlining its processes as part of its innovative, long-term Recruiting Force 2020 strategy. This strategy will provide an agile, mobile and highly responsive recruiting force. In a tight budget environment, funding to maintain and sustain recruiters' computer hardware presents a challenge and will require closer attention.

Marketing and advertising is a necessary "force multiplier" critical to recruiting mission success. It works most efficiently and effectively as an integrated program with awareness advertising, leads-generation programs, recruiting events, and outreach maintained at consistent levels over time. Advertising historically takes nine months from funding-to-impact in the form of increased leads, which result in contracts. Media advertising creates awareness of Navy as a career opportunity among eligible prospects, and generates interest in our Navy.com website, which increases traffic to recruiting stations. Media and web properties work together with various events to generate interest and ultimately recruiting leads and contracts. At the Navy Recruiting District level, local advertising works in concert with national efforts to provide a sufficient amount of eligible leads to meet mission requirements.

In the beginning of fiscal year 2013, Navy was able to execute the national media portion of its advertising plan. However, the budget uncertainty adversely impacted the effectiveness of marketing and advertising tools, such as:

(a) local advertising;

(b) leasing of event properties used to generate foot traffic and attention at career fairs and high schools; and,

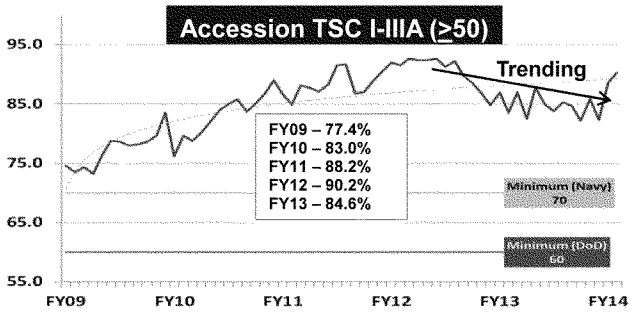
(c) support to conventions for recruiting within niche officer specialties (e.g., nuclear power, physicians, and dentists).

Consequently, recruiting contracts from local leads declined in fiscal year 2013 and required greater effort from recruiters to meet recruiting mission. Local advertising included all direct mail, e-mail, college recruiting career fairs, local advertising placement in job boards, and classified ad postings. Recruiting events at the national level were also curtailed and Navy outreach efforts, including Navy Weeks, Blue Angels Flight Demonstration Team and Navy Parachute Team were canceled. Additionally, events focused on recruiting diversity applicants were reduced. For example, funding of diversity engagement events was reduced by 28.7% from FY12 to FY13 and 34.5% from FY12 to FY14. This reduction affected our level of presence across seven student-based engineering diversity organizations. The unavailability of such initiatives, which were key components of an integrated marketing plan, resulted in a 12% decrease in leads during FY13, relative to FY12. Overall, the lack of the noted marketing and advertising elements translated into increased demand on recruiters in order to meet accession goal and new contract objectives.

Funding levels also impacted Military Entrance Processing Station (MEPS) capacity, limiting the number of new enlisted applicants being processed at each location. Additionally, the vocation exploration programs provided by Armed Services Vocational Aptitude Battery (ASVAB) testing programs at high schools were temporarily reduced as a result of budget impacts and the civilian furlough. High school testing programs provide 12% of Navy recruiting contracts and invaluable access that would otherwise not be available.

Recruiting Forecast

Although Navy attained the highest quality future Sailors in history in fiscal year 2012, with 99 percent of accessions entering as high school diploma graduates and 90.2 percent scoring in the upper 50th percentile on the ASVAB, quality declined in fiscal year 2013, as just 84.6 percent of accessions scored in the upper 50th percentile on the ASVAB. While the trend illustrated in the figure below is still well above Department of Defense and Navy minimum standards, this trend is a source of concern. The downward trend may, in part, be due to an increased accession goal in late FY13, and it therefore may partially be explained as an aberration unrelated to the economy. However, the trend may also be explained as an early indication that our highest quality candidates are choosing other opportunities that exist in an improving economy. Navy Recruiting Command is closely monitoring quality as a leading indicator, which may confirm the requirement for additional recruiting resources.



Each month, Navy is meeting enlistment contracting goals later in the month. The impact of budget constraints on recruiting resources, particularly in marketing and advertising, will increase the risk of missing monthly goals. Recruiting in specialized enlisted ratings is becoming more difficult. For example, over the last 18 months, we have been achieving Nuclear Field enlisted mission later in the month. In October 2012, mission was achieved more than 10 days before the end of the month, while mission was not achieved until the last day of November 2013, and second-to-last day of December this past year. Similar challenges are being observed for Information Dominance Corps ratings. Navy Recruiting Command continually monitors goal attainment in certain critical ratings and programs to meet fleet manning requirements As the economy improves, these high-quality candidates will have other opportunities thus making recruiting increasingly difficult.

Navy achieved most active component officer recruiting goals in fiscal year 2013, but experienced a shortfall in attaining direct accession physician goal. However, this was offset by success in recruiting within student medical officer programs.

Again, recruit quality, monthly pace of goal attainment, and increased concern in meeting goal in ratings requiring the highest quality recruit—are leading indicators that forecast a changing recruiting environment. While they do not indicate an immediate risk of mission failure, our modeling suggests higher risk going forward, with resourcing constraints and changing external environment being contributing factors.

Undocumented Dependents

The committee specifically asked that my written testimony address current Navy policy on recruitment of otherwise eligible applicants who have immediate family members who are illegal immigrants and the reasoning behind the policy. Since May 2009, Navy policy precludes processing applicants unable to produce required dependent documentation. Navy Recruiting Command's *Enlisted Recruiting Manual* [1] states:

> "Applicants with foreign alien dependents residing in the United States illegally are not enlistment eligible until their dependents become properly admitted into the United States and obtain a social security card, or no longer reside unlawfully in the United States."

The Office of the Under Secretary of Defense for Personnel and Readiness has initiated a policy review in this area, in coordination with all Military Services. We are participating

[1] COMNAVCRUITCOMINST 1130.8J

actively in this working group and will keep the committee apprised of any policy changes it results in.

Conclusion

Navy remains committed to recruiting the best and most highly qualified youth in America to meet current and emerging requirements, while confronting the challenges imposed by an increasingly competitive market amidst an improving economy. On behalf of Navy leadership and the men and women of the United States Navy, and their families, I thank you for the leadership, commitment and unwavering support of this committee and the entire Congress.

United States Navy
Biography

Rear Admiral Annie B. Andrews
Commander, Navy Recruiting Command



Rear Adm. Andrews assumed command of Navy Recruiting Command August 29, 2013.

As a Navy Human Resources Officer her assignments have been in the areas of manpower, personnel, training and education. Andrews began her career at Naval Station Whiting Field, Milton, Fla., with assignments to Training Air Wing Five, as Assistant Admin Officer, and Helicopter Training Squadron Eight, as Flight Simulator Coordinator. Her next assignment was at the Joint Intelligence Center Pacific in Honolulu, Hawaii, as an intelligence analyst. Other assignments and staff assignments included: Director, Counseling and Assistance Center, Naval Air Station Keflavik, Iceland; officer-in-charge, Navy Personnel Support Activity Detachments Subic Bay and Cubi Point, United States Forces Philippines, Republic of the Philippines; branch head, Deserter Branch/Deserter Apprehension Program (PERS-842), Washington, D.C.; and chief, Requirements Branch and Joint Manpower Planner, Manpower and Personnel Directorate Joint Staff, J-1 in Washington, D.C. She served as executive assistant and naval aide to the Assistant Secretary of the Navy for Manpower and Reserves Affairs in Washington, D.C., and was a senior fellow on the Chief of Naval Operations Strategic Studies Group (SSG XXX) at the Naval War College, Newport, R.I. Andrews most recently served as the director of Total Force Requirements Division (OPNAV N12).

Andrews served as Commanding Officer of: Boston Military Entrance Processing Station Navy Recruiting District San Francisco, and Recruit Training Command (RTC), Great Lakes. During her tour at RTC, she led the training efforts of over 100,000 Sailors for duty in the Fleet and was instrumental in the commissioning of the Navy's only immersive simulator trainer, the USS Trayer also known as Battle Stations 21.

Andrews earned a Bachelor of Science Degree in Criminal Justice from Savannah State University, and a Master of Science Degree in Management from Troy State University. She has been conferred an Honorary Doctorate Degree in Humane Letters from Wilson College in Chambersburg, Pa. Her military education includes a master's degree in National Security and Strategic Studies from the College of Naval Command and Staff, Naval War College, Newport, R.I., and she is a graduate of the Armed Forces Staff College, Norfolk. She is designated as a joint qualified officer.

Andrews' decorations include: the Legion of Merit (three awards); Defense Meritorious Service Medal (two awards); Meritorious Service Medal; Joint Service Commendation Medal; Navy and Marine Corps Commendation Medal (three awards); Joint Service Achievement Medal, and various other unit citations.

Updated: 22 October 2013

United States Air Force

Presentation

Before the House Armed Services Committee, Subcommittee on Military Personnel

Future Recruiting Challenges in the Fiscally Constrained Environment

Witness Statement of
Brigadier General Gina M. Grosso,
Director, Force Management
Policy, Deputy Chief of Staff,
Manpower, Personnel and Services

January 16, 2014

Not for publication until released by the House Armed Services Committee, Subcommittee on Military Personnel

Chairman Wilson, Representative Davis, and distinguished members of the Subcommittee, I appreciate the opportunity to appear before you to discuss recruiting.

Air Force Recruiting Service (AFRS) has successfully met the All-Volunteer Force (AVF) requirements for the past 14-years. In recent years the weak economy has served as the catalyst for high-quality enlistments and led to historically high percentages of recruits as high school diploma graduates (HSDG) and in the Armed Forces Qualifying Test (AFQT) categories of I-IIIA (score of 50-99). Although Department of Defense benchmarks are 90% and 60% respectively, the Air Force recently exceeded these targets by recruiting 99% HSDGs and 98% in AFQT categories I-IIIA in Fiscal Year (FY) 2013. As a result, AFRS has recruited the right Airmen into the right jobs at the right time to fill the Initial Skills Training pipeline with the number of Airmen to meet career field requirements across the Air Force.

Independent research from Joint Advertising Market Research and Studies (JAMRS) indicates the high-quality enlistment market will be the first to drop off as the economy improves and youth are afforded more opportunities. Recent JAMRS studies also highlight a low-level of interest in serving in our Nations' Military with only 8% of high-academic quality youth indicating an interest in serving in the Military. As these factors limit our high-quality applicant pool and Air Force requirements increasingly demand high-quality, technically-savvy recruits, we must posture ourselves to be responsive to the dynamic environment in which we recruit. The Air Force depends on three critical resources to ensure we continue to meet our recruiting needs. These are, in order of importance, a right-sized and properly-trained recruiting force, a robust advertising and marketing campaign and a fully-funded Initial Enlistment Bonus Program.

Recruiting Force

1

Our recruiting force is sized to meet current accession requirements and is programmed to be proportionate to overall accession requirements across the Future Years Defense Program. This creates a favorable economy-of-force minimally affected by fluctuations in end strength. However, due to a long selection, assignment and training process, it doesn't afford us the ability to swiftly react to any sudden increases in accession requirements. On average it takes 12 to 18 months to identify, select, train, and assign recruiters. It takes even longer for them to become productive recruiters and for civilians they recruit to get to basic training. If unforeseen events or external factors drive an immediate need for more recruiting effort, we won't have the ability to respond swiftly.

Fluctuations in the size of our recruiting force are not a new concept. Following FY99, when we missed our enlisted accessions goal for the first time in 20 years, we increased recruiter manning to ensure there wouldn't be a repeat in FY00. This increase in manning, although authorized immediately, took 12 – 18 months to fully translate into increased recruiters in the field. The buildup of the recruiter force continued through FY03 but since then has decreased proportionately with reductions to end-strength and accessions. However, historically we have been unable to fill all of our recruiting positions. For every recruiter vacancy, a portion of that workload is distributed to other recruiters to meet recruiting goals and maintain continued Air Force visibility in the vacated geographical recruiting area. This additional workload distributed to a one-deep position extends the recruiter's workday and further reduces his or her effective span of control. To eliminate this manning gap, the Air Force recently instituted a nominative versus a voluntary process to man special duties such as recruiting. This process ensures that all special duty positions are filled with our strongest Airmen and by design will eliminate the manning gaps.

The Air Force's increased demand for Battlefield Airmen (BA), such as Combat Controllers and Tactical Air Control Party members, requires recruiters to divert more effort in pursuit of these uniquely qualified recruits. The effort to find and qualify a BA is disproportionate to most accessions and can account for recruiters devoting approximately 50% of their duty time to ensure these critical recruits are sought out and physically prepared to meet the stringent requirements necessary to qualify as a BA. This further necessitates a properly sized recruiting force and resources tailored to meet this unique demand.

Although our accession requirements are less now than they have been in recent years, it is vitally important to note that as our recruiting force shrinks so does our footprint in communities nationwide. After years of downsizing and base realignments and closures, Air Force presence in many communities has eroded. These are the same communities we rely on to entrust their sons and daughters to meet our All-Volunteer Force requirements. While we strive for budget and manning efficiencies, we must still maintain our presence in these communities to highlight awareness of opportunities to serve in the Air Force.

A recent curriculum review at the recruiting school validates proper resourcing to meet current and scheduled recruiter vacancies, but as mentioned above, any sudden increased demand for recruiting effort (i.e., recruiter manning) would strain the system and threaten our ability to provide trained recruiters to the field at the right time. During our curriculum review, we addressed the importance of maintaining a professional recruiting force by incorporating the best sales techniques and placing greater emphasis on topics such as preventing sexual assault and avoiding unprofessional relationships. This builds on our recruiter hiring practices that ensure we maintain our professional edge by selecting the right Airmen for this special duty.

Robust Advertising and Marketing Campaign

An adequately-funded and sustained advertising campaign is essential to recruiting success as we compensate for fewer recruiters in the field and reduced Air Force visibility in America's communities. Each Air Force recruiter on average covers an area of responsibility comprised of 1,700 square miles. Effective advertising virtually shrinks this area by delivering the Air Force message more frequently to points on the compass that realistically have no recruiter representation. Research by JAMRS cites television as one of the best vehicles to reach youth. Unfortunately, advertising dollars have been in constant flux which has created inefficiencies and a constrained television advertising campaign. Additionally, budget constraints slowed or completely shut down key advertising and marketing events, to include the Air Force Thunderbird Aerial Demonstration Team, and delayed our National Television campaign for FY14, leading to missed "key spots" and diminished purchasing power. This not only resulted in the absence of Air Force awareness activities in entire markets, but it also strained relationships within key communities that recruiters have worked years to foster.

Department of Defense research suggests 75% of America's age-qualified youth are not otherwise qualified for military service due to factors such as obesity, education level, health issues, as well as criminal activity to include drug involvement. When combined with a low level of interest in the Military among high academic quality youth, it is challenging for the military services to meet annual accessions goals from the pool of propensed and eligible youth who qualify in the top three mental aptitude categories (Cat I-IIIA). JAMRS concludes the ability to convert non-propensed youth will be crucial to the future success of the Air Force and cites advertising as one of the most effective tools to facilitate this conversion.

At a time when the Air Force requires a greater share of high-quality youth to meet our growing demand for high tech skills, such as Cyber, it is crucial we maintain properly-funded and consistent advertising and marketing programs aimed at converting non-propensed high quality youth to meet our recruiting requirements. With reduced recruiter presence in the field and reductions in other resources, it is critical we properly invest in advertising and marketing campaigns.

Initial Enlistment Bonus Program

AFRS uses the Initial Enlistment Bonus (IEB) program to compensate for reduced recruiters in the field. Bonuses serve as a force multiplier by generating much needed awareness and providing the necessary incentive for individuals to enlist in critical Air Force specialties.

The Air Force relies on the IEB program to inspire, engage and recruit youth into career fields that have been historically hard to recruit and/or qualify for by awarding a monetary bonus as an incentive. AFRS depends on this program to produce a sufficient recruit pool to access requirements for these high-demand, low-density career fields such as Battlefield Airmen and Linguists. Currently, we offer bonuses for nine specific career fields. The value of this program is captured in a RAND study, The Enlistment Bonus Experiment, R-3353. RAND found that while holding the total number of enlistments constant, an increase in bonuses targeted to hard-to-fill occupations increased enlistments in those occupations by 43 percent. Despite budgetary pressures, the Air Force has ensured adequate funding for IEBs for the career fields that have traditionally been hard to recruit for as well as to meet the demands of emerging career fields such as Cyber. Since FY10, the Air Force has budgeted $14.5M annually for its IEB program to meet the recruiting needs and anticipates adequate funding in the future.

Recruitment of Applicants with Undocumented Dependents

Air Force policy does not currently restrict enlistment of otherwise qualified applicants who have undocumented dependents. Applicants are asked on the Security Clearance Questionnaire (SF86) if they have any family members who are not US citizens. If they answer "yes", they must explain their affiliation on the questionnaire. The Office of the Secretary of Defense (OSD) has initiated a policy review, in coordination with all Military Services, regarding the enlistment of individuals with undocumented dependents. When the review is completed, the Air Force will review current practices to ensure it complies with OSD's guidance.

With respect to HR 2377, currently the Air Force allows non-US citizens to enlist if they have a current, valid INS Form I-551 (Permanent Resident Card or "Green Card") and meet all other requirements to enlist. Additionally, we use the Military Accessions Vital to National Interest (MAVNI) pilot program to enlist individuals holding approved visas to fill specific language and cultural requirements. In both cases, these applicants are verified by United States Citizenship and Immigration Services (USCIS) prior to enlistment.

CONCLUSION

The Air Force has benefited from an economy experiencing slow growth and high unemployment rates; however, we are already seeing indications of slowed interest in potential recruits as the economy shows signs of improvement and youth have more life options. Leading indicators project a slow decline in accession quality and a reduced recruit pool for certain career

fields. An agile and responsive recruiting program will be even more critical to maintain the All-Volunteer Force and to create the Air Force of the future.

Air Force recruiting efforts are intricately linked to meeting accession goals and require constant investment. Although the size of the recruiting force has decreased commensurate with declining accession requirements, we have changed the process for selecting recruiters to ensure that all recruiting positions are filled. In addition, we recognize there may be a minimum recruiter level that must be maintained to ensure our recruiter force remains effective; we are beginning the analytical work to define this minimum recruiter requirement. The reality is that a properly-sized recruiting force may need to be linked to more than just accession numbers. As we continue to refocus efforts to ensure our recruiting force is adequate to meet future accession needs—both in size and skill aptitudes—it is also critical that we supplement the overall recruiting program with a robust advertising campaign and a fully-funded and targeted initial enlistment bonus program.

Mr. Chairman, in conclusion, I want to thank you and the members of this Subcommittee for your advocacy on behalf of the men and women of the Air Force. The quality of our Airmen has never been higher—they are well educated, highly trained, and ready to meet our Nation's call to duty. The Air Force remains poised and committed to continue the success of our All-Volunteer Force and will continue to evolve to meet the dynamic demands of recruiting in today's environment and that of the future. We recognize this cannot be achieved without the continued support of Congress. We thank you for your leadership and unwavering commitment to ensure the success of the All-Volunteer Air Force during these unprecedented times.

BIOGRAPHY

UNITED STATES AIR FORCE

BRIGADIER GENERAL GINA M. GROSSO



Brig. Gen. Gina M. Grosso is the Director of Force Management Policy, Deputy Chief of Staff for Manpower, Personnel and Services, Headquarters U.S. Air Force, Washington, D.C. She is responsible for establishing force management policies for more than 675,000 Air Force military and civilian personnel. These policies guide the accession, assignment, evaluation, skills analysis and management, promotion, readiness, retraining, separation and retirement of the Air Force's human capital. Her office also oversees aspects of total force management to include contingency, mobilization, training management, and rated force policy.

General Grosso entered the Air Force in 1986 as a Reserve Officer Training Corps distinguished graduate from Carnegie-Mellon University, Pittsburgh, Pa. She has held several command and staff positions throughout her career. As a staff officer, she served as an operations analyst, personnel programs analyst, Air Staff and Office of the Secretary of Defense action officer, Major Command Director of Manpower and Personnel, and Director of the Air Force Colonel Management Office. Her command tours include a Headquarters Squadron Section, Military Personnel Flight, Mission Support Squadron, command of the Air Force's sole Basic Military Training Group, and as Joint Base and 87th Air Base Wing commander at Joint Base McGuire-Dix-Lakehurst, NJ.

EDUCATION

1986 Bachelor of Science degree in applied mathematics and industrial management, Carnegie-Mellon University, Pittsburgh, Pa.
1992 Masters Degree in business administration, College of William and Mary, Williamsburg, Va.
1993 Squadron Officer School, Maxwell AFB, Ala.
1997 Air Command and Staff College, Seminar
1999 Masters Degree in National Security and Strategic Studies, Naval Command and Staff College, Newport, R.I.
2000 Air War College, Seminar
2004 Fellow, Weatherhead Center for International Affairs, Harvard University, Boston, Mass.

ASSIGNMENTS

1. October 1986 - October 1988, Operations Analyst, followed by Commander, Headquarters Squadron Section, 554th Range Group, Nellis AFB, Nev.
2. November 1988 - April 1992, Personnel Programs and Force Programs Analyst, Deputy Chief of Staff, Personnel, Headquarters Tactical Air Command, Langley AFB, Va.
3. May 1992 - May 1993, Executive Officer, Directorate of Personnel, Headquarters Air Combat Command, Langley AFB, Va.
4. May 1993 - July 1993, Student, Squadron Officer School, Maxwell AFB, Ala.
5. August 1993 - May 1995, Commander, Military Personnel Flight, 6th Mission Support Squadron, MacDill AFB, Fla.

6. June 1995 - January 1997, Chief, Personnel Policy, followed by Deputy Chief, Support Division, Air Force Colonel Matters Office, Pentagon, Washington D.C.
7. January 1997 - July 1998, Member, Chief of Staff of the Air Force Operations Group, Headquarters Air Force, Pentagon, Washington D.C.
8. July 1998 - July 1999, Student, Naval Command and Staff College, Newport, R.I.
9. July 1999 - July 2001, Commander, 51st Mission Support Squadron, Osan Air Base, South Korea
10. July 2001 - May 2002, Assistant Director, Enlisted Plans and Policy, Office of the Secretary of Defense, the Pentagon, Washington D.C.
11. May 2002 - July 2003, Military Assistant, Deputy Under Secretary of Defense for Military Personnel Policy, Pentagon, Washington D.C.
12. July 2003 - July 2004, Fellow, Weatherhead Center for International Affairs, Harvard University, Boston, Mass.
13. July 2004 - July 2006, Commander, 737th Training Group, Lackland AFB, Texas
14. July 2006 - July 2007, Director, Manpower and Personnel, Headquarters Pacific Air Forces, Hickam AFB, Hawaii
15. July 2007 - March 2009, Director, Air Force Colonels Management Office, the Pentagon, Washington D.C.
16. March 2009 - June 2011, Commander, Joint Base and 87th Air Base Wing, Joint Base McGuire-Dix-Lakehurst, N.J.
17. June 2011 - 6 Aug 2012, Director, Manpower, Organization and Resources, the Pentagon, Washington D.C.
18. 6 Aug 2012 - Present, Director, Force Management Policy, the Pentagon, Washington D.C.

SUMMARY OF JOINT ASSIGNMENTS
1. July 2001 - May 2002, Assistant Director, Enlisted Plans and Policy, Office of the Secretary of Defense, Pentagon, Washington D.C., as a lieutenant colonel
2. May 2002 - July 2003, Military Assistant, Deputy Under Secretary of Defense for Military Personnel Policy, Pentagon, Washington D.C., as a lieutenant colonel
3. March 2009 - June 2010, Commander, Joint Base and 87th Air Base Wing, Joint Base McGuire-Dix-Lakehurst, N.J., as a colonel and brigadier general

MAJOR AWARDS AND DECORATIONS
Defense Superior Service Medal
Legion of Merit with two oak leaf cluster
Meritorious Service Medal with three oak leaf clusters
Army Commendation Medal
Air Force Commendation Medal
Joint Service Achievement Medal
Air Force Achievement Medal with one oak leaf cluster
Air Force Outstanding Unit Award with one oak leaf cluster
Air Force Organizational Excellence Award with three oak leaf clusters
National Defense Service Medal with bronze star
Global War on Terrorism Medal
Korean Defense Service Medal
Humanitarian Service Medal

OTHER ACHIEVMENTS
Tactical Air Command, Deputy Chief of Staff, Personnel, 1990 CGO of the Year
Tactical Air Command, 1991 Junior Personnel Manager of the Year
Distinguished Graduate, Squadron Officer School, 1993
6th Air Base Wing Lance P. Sijan Leadership Award, Junior Officer Category for 1995
Headquarters Air Force, Senior Personnel Manager of the Year for 1996

EFFECTIVE DATES OF PROMOTION
Second Lieutenant Oct. 2, 1986
First Lieutenant July 17, 1988
Captain July 17, 1990
Major Aug. 1, 1996
Lieutenant Colonel July 1, 1999
Colonel Aug. 1, 2003
Brigadier General April 1, 2011

DOCUMENTS SUBMITTED FOR THE RECORD

JANUARY 16, 2014

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Reply To:
Margaret Stock, Attorney At Law
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January 14, 2014

The Honorable Mike Coffman
House of Representatives
Washington, DC 20515-0606

Re: ***Military Personnel Subcommittee Hearing, January 16, 2014***
H.R. 435, The Military Enlistment Opportunity Act and
H.R. 2377, The Encourage Newly Legalized Immigrants to Start Training (ENLIST) Act

Dear Representative Coffman:

I am a private immigration attorney and a retired Lieutenant Colonel in the Military Police Corps of the US Army Reserve. I am also a recipient of a MacArthur Foundation "genius grant" for my work with regard to immigration and national security issues (and in particular, my work on the Military Accessions Vital to the National Interest (MAVNI) and Basic Training Naturalization Initiative). I write to explain why I support H.R. 435, the Military Enlistment Opportunity Act of 2013, and oppose H.R. 2377, the "Encourage Newly Legalized Immigrants to Start Training" (ENLIST) Act.

Before going into the details of each bill, however, it is important to note how the need for these bills arose. These bills attempt to correct an error made by Congress in 2006 when the uniform enlistment practices statute, 10 United States Code 504(b), was enacted.

1. Congress's Accidental Limitation of Wartime Military Recruiting of Immigrants

The public generally assumes that when Congress enacts a law, Congress acts to fix a problem that legislators have identified themselves. In the case of military legislation, however, Congress sometimes passes a bill because Pentagon officials draft legislation and ask Congress to pass it, not because any Congressional Representative or Senator has identified a problem. If military officials are ill-informed or fail to analyze their proposed legislation properly, and if Congress does not hold hearings or question these officials thoroughly, military legislation can pass without a valid cost-benefit analysis. Congress passed such an ill-informed

military-related immigration bill in 2006, and the hangover from the bill—a substantially reduced military manpower pool—still lingers.

A uniform enlistment practices act that excludes most immigrants from serving voluntarily was enacted in 2006[1] after low-level military officials determined that the US Armed Forces had inconsistent rules for allowing immigrants to enlist.[2] Those officials decided that all the US Armed Forces should have identical rules—and without analyzing the law or the impact on the military manpower pool, they chose to ask Congress to enact a rule that would uniformly but severely limit the Armed Forces' authority to recruit immigrants. These officials provided no analysis describing how their proposed bill would affect the military manpower pool, and they failed to advise Congress that their proposed bill would disrupt a careful and harmonious statutory scheme that Congress had enacted decades before. Congress held no hearings at which legislators discussed the change in the law and how it would impact the military manpower pool. In fact, the bill passed without anyone in Congress or at the Pentagon noticing that the bill had reduced the military manpower pool[3] and created disharmony in the statutory scheme for recruiting immigrants.

2. History of the Uniform Enlistment Practices Statute

Prior to the passage of the 2006 unified enlistment practices statute, the Army and Air Force were prohibited by law from enlisting immigrants in peacetime unless the immigrants held lawful permanent residence ("green cards"); in wartime, however, the law allowed the Army and Air Force to enlist anyone they wanted, regardless of the person's immigration status.[4] Prior to 2006, the Navy and Marine Corps had no statutory prohibitions against enlisting immigrants, in wartime or peacetime.[5] Thus, prior to 2006, the United States Code permitted the Army, Navy, Air Force, Marine Corps, and Coast Guard to enlist anyone they wanted in wartime, regardless of the person's immigration status. This situation maximized the immigrant manpower available to the US military in wartime. Maximizing the available

[1] See Public Law 109-163, section 542, Jan. 6, 2006, 119 Stat. 3253 (Uniform Citizenship or Residency Requirements for Enlistment in the Armed Forces).
[2] For your convenience, I have attached to this letter copies of the initial internal military documents requesting the change to the law that resulted in passage of 10 USC §504(b) in 2006, as well as a copy of the law as enacted.
[3] During internal email discussions of the bill, one official in the Office of Legislative Counsel, Paul D'Amato, noted that it "appears that the Navy proposal violates one of SecDef's primary legislative rules: don't ask Congress to limit DoD's discretion (the Navy proposal asks Congress to apply to the Navy and Marine Corps limitations currently application only to the Army and AF)" but no one made any mention in Pentagon discussions of the bill that the manpower pool would be reduced.
[4] See former 10 USC 3253 (2001) (repealed) and former 10 USC 8253 (2001) (repealed).
[5] A Navy recruiting instruction, but not a statute, prohibited the Navy from recruiting immigrants who did not have green cards. The Marine Corps and the Coast Guard had internal regulations prohibiting immigrants from enlisting unless they had green cards.

manpower in wartime is typically thought to be desirable, as military manpower is a key national wartime asset.[6]

Prior to passage of the uniform enlistment practices statute, the Army and Air Force enlistment statutes were also in harmony with the two military-related naturalization statutes, which required immigrants who sought to naturalize through peacetime military service to have green cards; in wartime, according to those statutes, immigrants naturalizing through military service were not required to have green cards.[7] Thus, for example, prior to 2006, the Army could enlist immigrants in peacetime only if those immigrants had green cards, because the immigrants could not naturalize through military service in peacetime without green cards. Likewise, the Army could enlist anyone in wartime, regardless of the person's immigration status, because having a valid immigration status is not a requirement for wartime military naturalization.[8]

Prior to 2006, no statute prevented the Navy and Marine Corps from enlisting immigrants of any sort. As a result, the Navy and Marine Corps had occasionally enlisted people who were unable to naturalize through their military service because they had served in peacetime and could not naturalize under the peacetime military naturalization statute, which required a green card for naturalization.

In 2004, a career Navy civilian employee became concerned that no law required immigrants to have a green card before enlisting in the Navy and Marine Corps. Without doing any cost-benefit analysis, or even noticing the potential impact on the military manpower pool, this official proposed draft legislation that eventually became 10 United States Code section 504(b), the uniform enlistment practices statute. Initially, this official sought to change the law so that the US Armed Forces were prohibited entirely, in both wartime and peacetime, from enlisting immigrants who did not possess green cards. A career civilian employee in the Office of the Undersecretary of Defense for Personnel and Readiness, however, added an exception to the green card requirement for persons whose enlistment was deemed by a Service Secretary to be "vital to the national interest." There is no policy document or legislative history to indicate what "vital to the national interest" was intended to mean.

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[6] In prior wars, the US Armed Forces relied heavily on immigrants to fill the ranks, far more than they do today. In World War I, for example, about 20% of the enlisted soldiers in the Army were immigrants. See David Laskin, The Long Way Home: An American Journey from Ellis Island to the Great War (2010).

[7] See Immigration & Nationality Act §328 (requiring a green card for naturalization through military service in peacetime) and Immigration & Nationality Act §329 (allowing naturalization through military service in wartime regardless of a person's immigration status).

[8] See INA §329 (allowing naturalization of anyone who serves honorably on active duty or in the Selected Reserve in wartime, regardless of the person's immigration status).

The rationale behind the proposed change was that all the Services should have the same enlistment rules when it came to immigrants—and in principle there is surely nothing wrong with having such uniformity. But in choosing the particular narrow uniform rule that would be applied, military officials failed to analyze how the new rule might affect the military manpower pool. They also failed to notice that there was no need for a wartime restriction prohibiting immigrants without green cards from enlisting, because such immigrants may naturalize in wartime without obtaining a green card first. Finally, they did not notice that the proposed law destroyed the statutory symmetry that existed with regard to the Army and Air Force enlistment statutes.

How did this happen? First, the 2006 enlistment statute was drafted by officials who lacked expertise in immigration law and policy. The proposed bill was circulated among various offices at the Pentagon and through the Services and also sent over to the US Department of Homeland Security for comment—but no one did any analysis on how the law would affect the available wartime military manpower pool. Moreover, no one noticed that the bill would disrupt a harmonious statutory scheme and replace it with something much less coherent. Finally, the law passed without any legislative hearing on the manpower or immigration issues.

What was the net impact of the change in the law? First, the new statute dramatically reduced the wartime manpower pool available to the US Armed Forces, because the law now statutorily prohibits an immigrant from voluntarily enlisting[9] in the US Armed Forces—even in wartime—unless the immigrant possesses a "green card" (lawful permanent resident status). But due to restrictive US immigration laws, it has become increasingly difficult since the 1980s for immigrants to get green cards; thousands of legally present aliens are on green card waiting lists that exceeded a decade or more, and many other immigrants cannot qualify for a green card at all. Even when a potential recruit eventually receives a green card, the long waiting periods often mean that the person is too old to enlist in the military. The nation's broken legal immigration system has made acquiring a green card a "bridge too far" for millions of potential enlistees who reside in the United States—even for the millions who have resided in the United States legally for long periods of time. The uniform enlistment practices statute has put these millions of immigrants residing in the United States statutorily "off limits" to military recruiters, even in wartime, for the first time in American history. No Pentagon official advised Congress that this would be the result of enacting this law.

Second, the unified enlistment statute has created an anomaly in that persons "vital to the national interest" are now eligible to enlist at any time, but are unable to naturalize through military service unless they serve honorably during wartime, when Immigration & Nationality

[9] An immigrant can still be drafted, even if the immigrant is unauthorized, because the military draft statutes were not changed. Unauthorized immigrants are required to register for Selective Service, and can be drafted when a military draft is in effect.

Act §329 is in effect. When INA §329 is not in effect, immigrants must have green cards before naturalizing through military service—but there is no law that allows them to get green cards through their military service. Thus, the problem that apparently caused the Navy to recommend the statutory change a decade ago has not been fixed: The law allows some immigrants to enlist although they will be unable to obtain green cards or naturalize through their military service. Because the United States has been at war since September 11, 2001, however, and INA §329 has been in effect since then, no one has yet been denied naturalization through military service because of this anomaly. When the current war comes to an end, however, and the only way for immigrants to naturalize through military service is through the "peacetime" military naturalization statute (INA §328), anyone who enlists under the "vital to the national interest" prong of the unified enlistment statute will be ineligible to naturalize until he or she obtains a green card—and current law does not allow such a person to obtain a green card through military service.

3. H.R. 435, the Military Enlistment Opportunity Act, Fixes These Problems

I support H.R. 435, the Military Enlistment Opportunity Act of 2013, because H.R. 435 fixes all these problems. Among other things, H.R. 435 does the following:

- H.R. 435 enlarges the pool of eligible, highly qualified recruits for the US Armed Forces. This bill returns to the historical practice of allowing immigrants to serve in the US Armed Forces and thereby earn US citizenship. The bill fixes the error in the enlistment laws that was created in 2006 when the unified citizenship requirement (10 USC §504(b)) was enacted.
- H.R. 435 only changes one enlistment requirement (the citizenship requirement). The bill does not change Service eligibility requirements affecting all enlistees, such as physical fitness, medical, mental, character, educational, English language, and other requirements.
- The bill does not reduce or change minimum service periods, which are defined in other laws (i.e., the eight year statutory service obligation that all Army recruits currently have). Those eligible to enlist under this bill must still undergo the full range of background and security checks that apply to any military recruit. The bill also does not change the end strength of the US Armed Forces, but it does give the Services access to a larger pool of people who will be eligible for those slots. The Services are still responsible for setting general and specific enlistment standards such as minimum test scores, morals requirements, educational requirements, and so forth. The Services will be able to adjust those standards as necessary to obtain the best possible recruits.
- H.R. 435 does not allow unauthorized immigrants to enlist in the military. This bill only allows people to enlist if they have been in the US in lawful status for at least

two years, or have been approved for Deferred Action for Childhood Arrivals (DACA) status by the Department of Homeland Security. DACAs are in lawful status once they have been approved for DACA status; moreover, DACAs have to show at least five years of residence in the United States to qualify for their DACA status. Immigrants who have no record with the Department of Homeland Security or who have no lawful status are not eligible to enlist under this bill.

- H.R. 435 does not change current DOD and Service prohibitions on enlistment and recruiting overseas. The bill does not allow anyone to enlist who does not have a residence in the United States. [Note: By treaty, the US does recruit overseas enlistees from Micronesia, Palau, and the Republic of the Marshall Islands—but only from those three countries.]
- H.R. 435 does not allow tourists and business visitors or short-term workers and high school exchange students to enlist in the US Armed Forces. Enlistees must have at least two years of lawful residence (with the exception of the DACA enlistees, who by the terms of the DACA program must have at least five years of residence in the United States).
- H.R. 435 does not change other military enlistment requirements. Potential enlistees must still meet all other Service enlistment requirements, such as the requirement to speak English, the high school diploma requirement, the requirement to obtain a certain minimum score on the Armed Forces Qualification Test, the requirement to be physically, medically, mentally, and morally fit for service, and the requirement to pass security checks and background screenings.
- H.R. 435 enlarges the pool from which the Services may recruit, but does not otherwise change enlistment standards. This bill does not change the end strength requirements for the US Armed Forces. The bill does not create additional slots in the US Armed Forces. Moreover, the bill does not change specific Service requirements for certain jobs that require potential enlistees to be US citizens. The bill simply enlarges the pool of non-citizens who are eligible to enlist for those jobs for which US citizenship is not required (such as infantry, truck driver, and dental technician). The bill does not change the fact that the vast majority of jobs in the US Armed Forces are not open to non-citizens. For example, the bill does not change the requirement that a person must have US citizenship to attend a Service Academy, to contract through ROTC, to be an active duty officer or National Guard officer, to serve in the Navy SEALs or Army Rangers, or to obtain a security clearance. Citizenship is required for the vast majority of jobs in the US Armed Forces, and that will still be the case.
- H.R. 435 allows enlistees to obtain a green card (Lawful Permanent Resident status), so that in peacetime or wartime, they will be eligible to apply for naturalization through honorable military service. Under this bill, military enlistees who do not have green cards will have a rapid path to obtaining a green card through this bill

(although they can lose their green cards if they fail to serve honorably for a period or periods aggregating five (5) years). Under this bill, military enlistees must register with United States Citizenship and Immigration Services (USCIS), pay a filing fee, and file Form I-485 (current fee, $1070). They must pay this fee themselves; the bill does not authorize the US Armed Forces to pay this fee for them. Instructions for the process can be found here: http://www.uscis.gov/portal/site/uscis/menuitem.eb1d4c2a3e5b9ac89243c6a7543f6d1a/?vgnextoid=a2ad3a4107083210VgnVCM100000082ca60aRCRD&vgnextchannel=a2ad3a4107083210VgnVCM100000082ca60aRCRD Military enlistees will be eligible for a green card if they can show:

- They are of good moral character
- They are otherwise eligible for naturalization (citizenship)
- They are not removable (deportable) under Section 237(a)(4)(B) of the Immigration and Nationality Act (INA) (for terrorist activities) and they are not inadmissible under Section 212(a)(3)(E) of the INA (barring participants in Nazi persecution, genocide, torture, or extrajudicial killing) or as a criminal, procurer, other immoral person, subversive, violator of the narcotics laws or alien smuggler

- H.R. 435 does not change current laws regarding naturalization through military service.
- H.R. 435 is necessary even if Congress enacts Comprehensive Immigration Reform. Under the broad principles outlined by the Senate bipartisan working group on immigration reform, most immigrants who benefit from reform will not receive green cards until they are too old to serve in the US Armed Forces. Unless the green card requirement for enlistment is changed (as this bill does), private employers will be able to hire these immigrants—but not the US Armed Forces. The US Armed Forces have traditionally recruited from the ranks of immigrants, and this bill allows a return to this historical practice.
- H.R. 435 does not add significant cost or require the creation of new verification systems. Persons who have been lawfully present for two years and persons with approved DACA status are already in the Department of Homeland Security databases by virtue of their lawful status, and DHS can use existing systems to check their status. Such persons are also generally eligible for Social Security numbers and possess DHS documents that can be easily checked by recruiters.

In short, H.R. 435 is a necessary fix to meet our Nation's national security need for access to American-educated immigrants like Saral Shrestha, the US Army Soldier of the Year

for 2012, an immigrant from Nepal who was in the process of obtaining a US degree in computer science when he enlisted in the Army in 2009. This bill gives the US Armed Forces explicit authorization to enlist more recruits like Saral Shrestha, and allows such recruits to register for green cards upon enlistment.

4. H.R. 2377, the "ENLIST" Act, Does Not Fix These Problems, But Instead Creates New Problems

I support H.R. 435, the Military Enlistment Opportunity Act of 2013, because H.R. 435 fixes all the problems discussed above. In contrast, I do not support H.R. 2377, the ENLIST Act, because the ENLIST Act imposes costly administrative burdens on DOD and potentially DHS, does not add significantly to the manpower pool, rewards only illegality, allows criminal aliens to enlist in the military, and is likely to promote fraud.

I have attached to this letter a side-by-side comparison of the two bills. They have in common that they both allow immigrants to register for green cards upon enlistment, but in nearly all other ways the two bills are starkly different. H.R. 2377 will be costly and difficult to implement for a number of reasons, but in this letter I will only highlight a few of its problems; I invite you to review the attachment to see the remainder.

In contrast to H.R. 435, *H.R. 2377 only allows people who have broken our Nation's immigration laws to enlist*—immigrants who have followed the law and who have always maintained their legal immigration status are ineligible for enlistment under the ENLIST Act, no matter how long they have lived in the United States and no matter what their ties here. Moreover, H.R. 2377 contains a strange requirement—immigrants who seek to enlist under the bill's terms must prove that they were "unlawfully present" on New Year's Eve in 2011. It is unclear why this particular date was chosen—but there is no existing DOD or DHS immigration program that checks whether someone was unlawfully present on New Year's Eve in 2011, so this law will require the creation of a costly new immigration benefits program. Creating a new program at DOD or DHS to verify whether thousands of potential military recruits were "unlawfully present" on New Year's Eve in 2011 will be prohibitively expensive. Such a check will no doubt require potential recruits to submit substantial packages of documents to whichever agency is tasked with doing this check, and adjudicators will have to review the documents and decide if they are adequate to meet this criterion. One can predict that many unauthorized immigrants will have a very difficult time proving that they were "unlawfully present" on that particular day, which is more than two years in the past. The bill also will deny enlistment to many persons who qualified for DACA, and allow enlistment of persons who were denied DACA status by the Department of Homeland Security, because of this strange requirement. Finally, the bill contains a significant security vulnerability because it allows

people to enlist in the US Armed Forces even if they have no file whatsoever with the Department of Homeland Security and have never been checked against DHS databases.

Due to the significant cost and difficulty of implementing H.R. 2377, and the security vulnerability embedded in the bill, I am opposed to H.R. 2377 in its present form. H.R. 435, in contrast, is well-drafted and needs no changes or amendments.

I hope this information is useful to you. Please do not hesitate to contact me if you need additional information.

Very truly yours,

Cascadia Cross Border Law

x _____
Margaret D. Stock

Attachment—Side by Side Comparison

Enclosures—
1. Initial Navy proposal titled "Amendment to the General Military Law To Prohibit The Enlistment of Individuals Who Are Not Lawfully Admitted to the United States for Permanent Residence"
2. Draft of Proposed Legislation titled "Uniform Enlistment Practices of the Armed Forces"
3. Public Law 109-163, section 542, as enacted

Attachment to January 14, 2014 Letter regarding

Military Personnel Subcommittee Hearing on January 16, 2014

Side by Side Comparison of HR 435 and HR 2377
House Military Immigration Bills

Bill number	HR 435	HR 2377
Title	**Military Enlistment Opportunity Act of 2013**	**Encourage Newly Legalized Immigrants to Start Training (ENLIST) Act** [Note: Title is inaccurate because the bill does not require anyone to be "legalized" prior to enlistment]
Text of Bill	Authorizes enlistment of two classes of people: (1) "A person who, at the time of enlistment in an armed force, has resided continuously in a lawful status in the United States for at least two years." (2) "A person who, at the time of enlistment in an armed force, possesses an employment authorization document issued by United States Citizenship and Immigration Services under the requirements of the Department of Homeland Security policy entitled `Deferred Action for Childhood Arrivals' (DACA)."	Authorizes enlistment of an "unlawfully present" alien if he or she was "unlawfully present in the United States on December 31, 2011" and has been "continuously present in the United States since" then, if he or she was "younger than 15 years of age on the date the alien initially entered the United States" and "who, disregarding such unlawful status, is otherwise eligible for original enlistment in a regular component of the Army, Navy, Air Force, Marine Corps, or Coast Guard under section 505(a) of this title."
Sponsor	Coffman (R-CO)	Denham (R-CA)
Co-Sponsors	Andre Carson (D-IN), Suzan DelBene (D-WA), Tammy Duckworth (D-IL), Luis Gutierrez (D-IL), Thomas Rooney (R-FL), Ileana Ros-Lehtinen (R-FL), Bobby Rush (D-IL), Paul Ryan (R-WI), Janice Schakowsky (D-IL), Kyrsten Sinema (D-AZ), Adam Smith (D-WA), Steve Stivers (R-OH), David Valadao (R-CA), Juan Vargas (D-CA)	Mark Amodei (R-NV), Julia Brownley (D-CA26), Mario Diaz-Balart (R-FL), Jeff Duncan (R-SC), Blake Farenthold (R-TX), Sam Farr (D-CA), Tulsi Gabbard (D-HI), Joe Garcia (D-FL), Colleen Hanabusa (D-HI), Daniel Lipinski (D-IL), Zoe Lofgren (D-CA), Howard McKeon (R-CA), Michael Michaud (D- ME), Jeff Miller (R-FL), Devin Nunes (R-CA), Thomas Rooney (R-FL), Ileana Ros-Lehtinen (R- FL), Jon Runyan (R-NJ), Steve Southerland (R-FL), Mike Thompson (D-CA), David Valadao (R-CA), Juan Vargas (D-CA), Timothy Walz (D-MN)
Committees	House Subcommittee on Immigration & Border Security	House Armed Services

Side by Side Comparison of HR 435 and HR 2377
House Military Immigration Bills

Who Can Enlist?	Lawfully present persons only, including anyone who has been in lawful immigration status in the United States for at least two years OR anyone who has been granted DACA (Deferred Action for Childhood Arrivals) status by the Department of Homeland Security. No unauthorized immigrants are eligible to enlist.	Anyone who was unlawfully present in the United States on December 31, 2011, and who has been continuously present since that date, and who entered the United States while under the age of 15. Unauthorized immigrants are eligible to enlist, even if they have no status with the Department of Homeland Security and no valid Social Security number. [Note: Some persons with DACA status will not qualify to enlist under this provision, while other persons who have been denied DACA status or do not have enough time in the United States to qualify for DACA will be eligible to enlist. The criteria stated in this bill are different from the DACA criteria.]
Who Screens Enlistees?	Enlistees must have a legal status prior to enlistment, and therefore have already been pre-screened by DHS for criminality, terrorism, etc. when they applied for their legal status, and prior to enlistment.	Enlistees are not screened by DHS prior to enlistment, but only by DOD. Presumably, DOD will have to check whether they were "unlawfully present" on December 31, 2011 but it is not clear how DOD will do that, because DOD has no immigration expertise and no bureaucratic capacity to determine someone's unlawful presence in the US on a particular date. The bill does not require or specify any DHS process or screening prior to enlistment. Instead, DHS is directed to screen enlistees for immigration benefits AFTER they have enlisted. It is not clear what happens to the enlistees if DHS determines that they are ineligible for immigration benefits after they have enlisted.

Side by Side Comparison of HR 435 and HR 2377
House Military Immigration Bills

What is the Risk to the Services from Accepting These Enlistees?	There is a very low risk that these enlistees will be ineligible for immigration benefits, due to the fact that the bill requires them to have a legal immigration status prior to enlistment.	There is a high risk that many of these enlistees will be ineligible for immigration benefits after they have enlisted, because they are not required to have any lawful status prior to enlistment. Accordingly, many of them will turn out to be ineligible for green cards and/or military naturalization. They will first be screened by DHS for their immigration eligibility AFTER enlistment. If they are deemed ineligible for green cards and/or citizenship AFTER enlistment, the Services will have to decide whether to discharge them, although there may not be any grounds for discharging them. Accordingly, this bill presents a high risk that many enlistees will serve in the military and yet be ineligible for any legal status, despite their service.
What Services Can Enlistees Join?	All Services (Army, Navy, Marines, Air Force, Coast Guard) including the National Guard and Reserve. Note: The National Guard and Reserve are currently experiencing serious shortages of recruits.	Only the Active Components. People cannot enlist in the National Guard or Reserve under this bill.
What Immigration Status Must They Have to Enlist?	Enlistees must have a lawful immigration status before enlisting (DACA, TPS, asylee, refugee, H-1B, etc.). They must have cleared DHS checks prior to enlistment, which means that at a minimum, DHS has checked their criminal record and various national security databases.	Enlistees are not required to have any lawful status prior to enlistment. They can even be in deportation proceedings or immigration detention. Serious criminals are not excluded from enlistment as long as they meet military enlistment requirements, which allow waivers for many criminal convictions.
May People Enlist with a Serious Criminal Record?	No, the bill requires immigrants to be in lawful immigration status prior to enlistment, which means that they cannot have any serious criminal record. DHS does not grant immigration benefits (lawful status) to anyone with a serious criminal record. DHS standards for disqualifying criminal convictions are more stringent than military enlistment standards.	Yes, the bill does not preclude people from enlisting with a criminal record, as long as the Service into which they are enlisting allows people to enlist with criminal records (i.e., someone with a criminal conviction can currently enlist if the conviction is not disqualifying or if he/she can get a waiver from the Service)

Side by Side Comparison of HR 435 and HR 2377
House Military Immigration Bills

How Much Time Must They have in the US Before Enlisting?	DACAs who enlist under this bill must have been in the US for at least five years; other legal noncitizens must have been in the US lawfully for at least two years.	Enlistees need only have been present in the United States since December 31, 2011 (less than three years). They do not need any lawful status.
What Will This Bill Cost?	This bill is low cost because it does not require any changes to current military procedures for checking with DHS to confirm the immigration status of a foreign-born recruit. Currently, the Services have a procedure whereby DHS can easily verify that someone has been in legal status for at least two years.	This bill will be expensive to implement because it requires DOD to set up a screening mechanism to determine whether someone meets the unusual criteria specified for enlistment. No such mechanism currently exists (DHS has no current program to grant any immigration benefit to persons who were unlawfully present on December 31, 2011 but who have been continuously resident since that date.) Recruiters will need extensive immgration law training on the unusual criteria specified in this bill before this bill can be implemented. Current DHS military enlistment screening procedures will not work with this bill, so new ones will have to be devised.
What Status Will the Enlistees Earn?	The bill allows enlistees to earn Lawful Permanent Residence immediately through the Registry provisions of the Immigration & Nationality Act, without regard to their date of entry into the US.	The bill allows enlistees to earn "Conditional Admission to Permanent Residency" under the Registry provisions of the Immigration & Nationality Act, without regard to their date of entry into the US.

Side by Side Comparison of HR 435 and HR 2377
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Can the Enlistees' Lawful Permanent Resident Status Be Rescinded?	Yes, the bill provides that "[t]he Secretary of Homeland Security shall rescind the lawful permanent resident status of a person whose status was adjusted under paragraph (1) if the person is separated from the armed forces under other than honorable conditions before the person served for a period or periods aggregating five years."	Yes. Enlistees will automatically lose their permanent residence if they are separated under "other than honorable conditions" before completing the term of their enlistment. Loss of permanent residence occurs automatically by operation of law and there is no waiver or appeal mechanism available. There is no time limit on the automatic rescission of "conditional admission to permanent residence," i.e., an enlistee who serves honorably for seven years but has signed an eight year enlistment contract can lose his status automatically if discharged under less than honorable conditions at year eight.
Is there a limitation on when the enlistees' status can be rescinded?	Yes, after five years of honorable service, the enlistee can no longer lose his or her LPR status.	No, there is no limit. It is possible under this bill for an enlistee to serve for twenty years or more and still lose his or her status automatically.
Additional Notes	This bill statutorily enacts the successful MAVNI program	This bill only allows unlawfully present immigrants to enlist, but provides no option for enlistment of those who have complied with US immigration law
Manpower Pool Impact	Allows the Services to enlist qualified recruits from a very large pool of potential recruits, including millions who have been in the country lawfully for long periods of time but who do not have green cards yet. Provides for future flow of potential recruits as US population ages.	Allows the Services to enlist only those who can demonstrate that they were in unlawful status on December 31, 2011, and entered the US before age 15, which is a much smaller pool of people and does not include those who have maintained a lawful status. Cut off date ensures that pool will be limited; no future flow of legally present recruits under this bill. Requirement for active duty only means that recruits will be competing with green card holders for limited active duty slots available to noncitizens. Manpower needs of Guard/Reserve are not addressed at all.

Side by Side Comparison of HR 435 and HR 2377
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Social Security Administration Issue	Enlistees are lawfully present and therefore most already have a valid Social Security number, which is required for enlistment.	Enlistees will need a valid Social Security number before they can enlist, but the Social Security Administration is barred from issuing such numbers to persons who are unlawfully present. Separate legislation may be necessary to authorize the issuance of Social Security numbers to potential enlistees so that they can attempt to enlist, and to rescind those numbers if the potential enlistees fail to enlist (as many will).

Enclosure 1 to January 14, 2014 Letter regarding

Military Personnel Subcommittee Hearing on January 16, 2014

SEC .___. AN AMENDMENT TO THE GENERAL MILITARY LAW TO PROHIBIT THE ENLISTMENT OF INDIVIDUALS WHO ARE NOT LAWFULLY ADMITTED TO THE UNITED STATES FOR PERMANENT RESIDENCE

a. AUTHORITY.—Repeal 10 USC § 3253 and 10 USC § 8253.

b. Title 10, United States Code, Section 504, is amended—

(1) by adding (a) in front of "No"

(2) by adding at the end the following:

"(b) In time of peace, no person may be accepted for original enlistment in the Armed Forces of the United States unless he is a citizen or national of the United States or has been lawfully admitted to the United States for permanent residence under the applicable provisions of the Immigration and Nationality Act (*8 U.S.C. § 1101* et seq.).".

Section-by Section Analysis

This proposal would provide legislative uniformity for all enlistments in the Armed Forces. 10 USC § 3253 forbids the Army from enlisting non-immigrants in time of peace. Similarly, 10 USC § 8253 forbids the Air Force from enlisting non-immigrants in time of peace. However, there is currently no statute addressing the enlistment of non-immigrants for the U.S. Navy, the U.S. Marine Corps, or the U.S. Coast Guard. While the Navy applies the same citizenship standards for enlistment as practiced in the Army and Air Force, the Navy's guidance comes in the form of a recruiting instruction as opposed to U.S. law. The Marine Corps and Coast Guard have similar regulations. This proposed amendment to 10 U.S.C § 504 accomplishes the goal of enacting legislation to support current enlistment practices in the Navy, Marine Corps and Coast Guard and provides legislative uniformity for enlistments in all the Armed Forces.

This proposal does not create or change any entitlement or require funding in a Program Budget Decision.

Cost Implications: This proposal does not create or change an entitlement or require funding in a Program Budget Decision. Currently there is no provision in law concerning the enlistment of non-immigrants in the Navy, Marine Corps or the Coast Guard.

Agency Subject Matter Expert: [redacted]

Agency Point of Contact: [redacted]

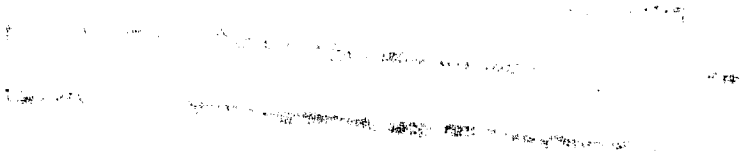
Proposal Title: An amendment to the General Military Law to Prohibit the Enlistment of Individuals Who Are Not Lawfully Admitted to the United States for Permanent Residence

Pros:

- Provides uniformity for all enlistments within the Armed Forces.
- The legislation would provide increased emphasis on maintaining the integrity of the enlistment process.

Cons:

- Limits flexibility of SECDEF to authorize the enlistment of individuals in the Navy and Marine Corps who are not U.S. citizens or nationals or lawfully admitted to the United States for permanent residence although SECDEF does not maintain such flexibility with regard to enlistees of the Army and Air Force. Navy, by recruiting instruction, already limits the category of individuals eligible for enlistment to those eligible under the proposed legislation.



Enclosure 2 to January 14, 2014 Letter regarding

Military Personnel Subcommittee Hearing on January 16, 2014

SEC. ___. UNIFORM ENLISTMENT PRACTICES OF THE ARMED FORCES.

(a) REPEAL OF EXISTING LAW.—Sections 3253 and 8253 of title 10, United States Code, are repealed.

(b) UNIFORM PROHIBITION.—Section 504 of such title is amended—

(1) by inserting "(a)" at the beginning of the text; and

(2) by adding at the end the following new subsection:

"(b) No person may be enlisted in any armed force unless he is a citizen or national of the United States, a habitual resident of the Federal States of Micronesia and Palau or the Marshall Islands, or has been lawfully admitted to the United States for permanent residence under the applicable provisions of the Immigration and Nationality Act (8 U.S.C. 1101 et seq.). However, the Secretary concerned may authorize exceptions when the Secretary determines that such enlistment is vital to the national interest.".

Section-by Section Analysis

This section would codify and uniformly apply existing practices regarding enlistment into the armed forces.

Sections 3253 and 8253 of title 10, United States Code, prohibit the enlistment into the Army or Air Force during peacetime of persons who are neither citizens nor permanent residents of the United States. No corresponding statute currently applies to the Navy, Marine Corps, or Coast Guard. By regulation, the Navy, Marine Corps and Coast Guard allow citizens, permanent residents and U.S. nationals to enlist. They also allow habitual residents (as defined in 8 C.F.R. 214.7) of the Federated States of Micronesia and Palau and the Marshall Islands to enlist. Section 341 of the Compacts of Free Association between the United States and the Federated States of Micronesia, Palau, and the Marshall Islands (Public Laws 108-188 and 99-658) permit citizens of these territories to enlist in all of the armed forces.

This section would not reduce the ability any of the armed forces currently possess to deny enlistment to any person.

Enclosure 3 to January 14, 2014 Letter regarding

Military Personnel Subcommittee Hearing on January 16, 2014

(c) CONFORMING REPEAL.—Section 542 of the National Defense Authorization Act for Fiscal Year 1994 (10 U.S.C. 113 note) is repealed.

SEC. 542. UNIFORM CITIZENSHIP OR RESIDENCY REQUIREMENTS FOR ENLISTMENT IN THE ARMED FORCES.

(a) UNIFORM REQUIREMENTS.—Section 504 of title 10, United States Code, is amended—

(1) by inserting "(a) INSANITY, DESERTION, FELONS, ETC.—" before "No person"; and

(2) by adding at the end the following new subsection:

"(b) CITIZENSHIP OR RESIDENCY.—(1) A person may be enlisted in any armed force only if the person is one of the following:

"(A) A national of the United States, as defined in section 101(a)(22) of the Immigration and Nationality Act (8 U.S.C. 1101(a)(22)).

"(B) An alien who is lawfully admitted for permanent residence, as defined in section 101(a)(20) of the Immigration and Nationality Act (8 U.S.C. 1101(a)(20)).

"(C) A person described in section 341 of one of the following compacts:

"(i) The Compact of Free Association between the Federated States of Micronesia and the United States (section 201(a) of Public Law 108–188 (117 Stat. 2784; 48 U.S.C. 1921 note)).

"(ii) The Compact of Free Association between the Republic of the Marshall Islands and the United States (section 201(b) of Public Law 108–188 (117 Stat. 2823; 48 U.S.C. 1921 note)).

"(iii) The Compact of Free Association between Palau and the United States (section 201 of Public Law 99–658 (100 Stat. 3678; 48 U.S.C. 1931 note)).

"(2) Notwithstanding paragraph (1), the Secretary concerned may authorize the enlistment of a person not described in paragraph (1) if the Secretary determines that such enlistment is vital to the national interest.".

(b) REPEAL OF SUPERSEDED LIMITATIONS FOR THE ARMY AND AIR FORCE.—

(1) REPEAL.—Sections 3253 and 8253 of such title are repealed.

(2) CLERICAL AMENDMENTS.—The table of sections at the beginning of chapter 333 of such title is amended by striking the item relating to section 3253. The table of sections at the beginning of chapter 833 of such title is amended by striking the item relating to section 8253.

SEC. 543. INCREASE IN MAXIMUM AGE FOR ENLISTMENT.

Section 505(a) of title 10, United States Code, is amended by striking "thirty-five years of age" and inserting "forty-two years of age".

SEC. 544. INCREASE IN MAXIMUM TERM OF ORIGINAL ENLISTMENT IN REGULAR COMPONENT.

Section 505(c) of title 10, United States Code, is amended by striking "six years" and inserting "eight years".

WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING

JANUARY 16, 2014

RESPONSES TO QUESTIONS SUBMITTED BY MR. SCOTT

General SEAMANDS. The Army's current active component dwell ratio is 1:2.73 (deployed time:home station time). Our goal is 1:2, 1 year deployed, 2 years at home. We are currently exceeding our dwell ratio goal which is a positive factor in our Recruiting and Retention efforts. [See page 15.]

General BRILAKIS. The Marine Corps traditionally recruits 50% of enlistees from the 17–18 year old high school market. The remaining 50% of enlistees have already graduated high school, commonly referred to as "The Grad Market." Over the past five years from FY09–FY13 the average enlistee from "The Grad Market" has remained consistent at 23 years old. [See page 15.]

Admiral ANDREWS. Dwell time has no direct impact on recruiting. A typical recruit applicant is not concerned about, or even aware of dwell time, and chooses to enter the Navy with the expectation of serving at sea. [See page 16.]

RESPONSES TO QUESTIONS SUBMITTED BY MS. TSONGAS

Ms. PENROD. Science, technology, engineering, and mathematics (STEM) underpin DOD's ability to defend the Nation. Developing a highly competent STEM workforce requires partnerships among government, industry and academia. Emerging mission requirements pose STEM workforce challenges for DOD. However, the Department is committed to the development of a world-class STEM talent pool and workforce with the creativity and agility to meet national defense needs. The Department has a number of initiatives underway to attract, develop, and retain a highly proficient, agile, and effective STEM workforce. DOD STEM workplace efforts are based on development of programs to strengthen and broaden the STEM talent pool across the education continuum, and to leverage recognized best practices to increase the effectiveness of current STEM hiring practices and procedures. Initiatives include:

- Multiple programs offering internship opportunities from high school through post-graduate school. These programs provide students meaningful training and career development opportunities and potential candidates for STEM positions in many different fields. Programs include, but are not limited to, the Science, Mathematics, and Research for Transformation (SMART) Scholarship Program, DOD Centralized Apprenticeship Program (DCAP), Student Training and Academic Recruitment (STAR) Program and Pathways Programs.
- The DOD Science and Technology Reinvention Laboratory Demonstration projects are using numerous human resources flexibilities to attract, recruit and retain highly skilled workforce by providing competitive salary offers through the use of pay banding, and rewarding high performers through contribution-based and pay-for-performance programs. Most significantly, the demonstration projects have access to several direct hire authorities to recruit science and engineering candidates, including qualified veterans, at both the undergraduate and advanced degree levels.

To retain its STEM talent, the Department seeks to ensure a challenging, rewarding, and inclusive work environment. That includes fostering creative and innovative leadership to motivate and engage the workforce, promoting opportunities for education, training, and career growth, and leveraging STEM workforce expertise to deliver innovative solutions for the Nation's current and future defense challenges. [See page 22.]

General SEAMANDS. The U.S. Army Corps of Engineers (USACE) and the Department of Army Science and Technology Reinvention Laboratories (STRL) participate in STEM Outreach (K–12 and Universities/Colleges) to excite and engage diverse students to consider careers in STEM and to influence them to consider the U.S. Army as an employer of choice. They each have a robust Intern Program and support undergraduate and graduate students pursuing degrees in STEM disciplines.

Recruiting the right talent in STEM fields to meet current challenges and projected workload is critical to the accomplishment of mission requirements. However, it has become more difficult to fill STEM jobs due to a decreasing supply of available candidates and competition with other federal agencies and the private sector for the same talent pool.

To retain critical STEM skilled employees, we encourage employees to partner with mentors and to explore training and certification opportunities comparable to those of their career-military counterparts. We ensure our workforce understands

the value of obtaining and maintaining licenses and certifications, which improves their professional competence and increases individual and organizational credibility.

Fostering the development of our employees and providing the opportunity to manage diverse projects allows our STEM employees to remain fully competitive with industry in retaining the highest-qualified talent, and ensure that our workforce can effectively and expeditiously meet emerging challenges.

We utilize incentives, quality of life programs, wellness programs, work/life balance, employee engagement, and telework to sustain our STEM employees. In addition, we work to ensure that STEM employees' contributions/achievements are recognized with monetary and non-monetary awards. [See page 21.]

General BRILAKIS. The Marine Corps recognizes the importance of understanding the functional requirements of each position and the vital role they play in accomplishing the mission of the command. In order to ensure our commands are planning to acquire, develop, and retain the personnel necessary to fill each position, the Marine Corps has formalized two strategic workforce programs that ensure commands and functional leaders are planning for the needs of their future workforce. The first is the Command-Level Strategic Workforce Planning Process, which requires commands to conduct a position-by-position review, determine the needs and trends associated with those positions over the next five years and develop a strategy to acquire, develop, and retain the talent necessary to ensure mission success. The second is the USMC Community of Interest program that establishes senior leaders in each functional area of the workforce (i.e. Intelligence, Information Technology, etc.) and has them focus on the technical needs required to develop and sustain that talent/capability within the Marine Corps. Between these two initiatives, the Marine Corps will be able to adapt to the changing landscape and proactively plan to have the talent needed in the future. [See page 22.]

Admiral ANDREWS. Department of the Navy (DoN) manages nearly 195,000 civilians with over 61,000 scientists and engineers conducting research, development, acquisition, maintenance, test and evaluation to deliver and sustain affordable warfighting capabilities to Sailors and Marines.

DoN manages and participates in several programs to sustain, grow, retain, and recruit the future civilian workforce. The Science, Mathematics & Research for Transformation (SMART) and Naval Acquisition Development Program (NADP) are two examples of these programs. The SMART program is a scholarship for service program where the Department of Defense (DOD) provides scholarship funds for undergraduate and graduate students in science, technology, engineering, and mathematics (STEM) fields at over 200 universities and colleges including Historically Black Colleges and Universities (HBCUs). While at college, SMART students work in the DOD Labs and facilities under mentorship, gaining valuable experience prior to fulltime employment with DOD. The NADP program has been managed by DoN for over 20 years. NADP is a centrally funded full time two-to-four year training program executed by the Director, Career Acquisition Management (DACM) via the Naval Acquisition Career Center (NACC). The objective of the program is to centrally hire, train, develop, and certify acquisition workforce personnel to replenish/sustain the Acquisition Workforce in nearly all career fields. Upon successful program completion, graduates are matched to a command. Over 8,000 personnel have graduated into the Acquisition Workforce since inception of the program.

Because the development of the workforce is key to retention and key to meeting evolving National challenges, the Naval Innovative Science and Engineering (NISE) program authorized under Section 219 of the FY2009 National Defense Authorization Act for the Naval Laboratories and Centers, has been instrumental. This has been an important authority to expand the technical capabilities of this workforce through hands-on work as well as providing training and advance degrees. NISE efforts have provided breakthrough research and been responsible for the maturation and transition of technology to the warfighter and programs of record. NISE has encouraged cross-organizational multi-disciplinary projects that include partnerships with academia and industry. DoN continues outreach initiatives and workforce focused programs for STEM by maximizing partnerships with other Federal, public, private and academic STEM efforts. Prime outreach goals include diversity and inclusion and support of Naval families.

However, under sequestration and continuing resolution, DoN was forced to implement a hiring freeze of civilians for over nine months, from mid-January 2013 through October 2013. Starting in FY 2014, DoN has been deploying a hiring strategy considerate of budgets. The hiring freeze may impact long term S&T recruitment, so DoN continues to evaluate the possible impacts. [See page 21.]

General GROSSO. Despite funding cuts, furlough, and sequestration, the Air Force Scientist and Engineering (S&E) career field has maintained a 92% or higher reten-

tion rate for its civilian S&E workforce. Over the last five years the S&E retention rate has been consistently stable at approximately 93%.

We've been very successful recruiting civilians into the Air Force acquisition workforce, including those with STEM degrees. From FY09 through FY13, we've grown our civilian S&E community by over 1,300, many in acquisition, including a 100% increase in Computer Science personnel, as well as significant increases in Electrical Engineers, Aerospace Engineers and General Engineers employed at each of our acquisition centers and their locations, including Hanscom AFB in Massachusetts.

In part, our recruiting success reflects the unique opportunities the Air Force offers civilians to serve in careers where they can contribute to developing cutting edge technology and serving in and leading our acquisition and sustainment programs in a variety of technical and business career fields. The challenging nature of our civilian jobs and the opportunity for significant responsibility early in a career are especially appealing to the modern millennial generation. But to reach these candidates, first we have to inform them that there are civilian jobs in the Air Force!

The Air Force acquisition community has undertaken an initiative to enhance civil service recruiting for the acquisition workforce, both STEM and non-STEM, through the branding of our major acquisition centers and development of enhanced recruiting web sites encompassing the entire Air Force acquisition community. We began this initiative at Hanscom AFB in 2008 in response to recruiting challenges there, and based on its success, were able to expand to the rest of our major acquisition locations using the Defense Acquisition Workforce Development Fund established by Congress in FY08. Our recruiting and branding initiative has transformed our ability to advertise and recruit nationwide. We have focused this initiative to the modern millennial generation of talented workers that are now entering the workforce. Our approach targets passive candidates, candidates with specific skills sets, and specific geographic locations. Active and passive candidates can quickly learn about Air Force acquisition organizations and work life, but also see what job opportunities are available. Social Media is a part of this generation's daily life; therefore we have a presence on Linked In, Facebook and Twitter using mobile supported versions of our web presence. This capability is supporting local recruiting efforts in order to enhance our ability to compete for the top talent in the marketplace and is designed to complement the Air Force Personnel Center's civilian recruiting efforts.

The Defense Acquisition Workforce Development Fund established by FY08 NDAA Section 852 has also been invaluable in augmenting Air Force funding in order to extend our ability to offer incentives when needed as part of our civilian recruiting and retention efforts. A primary example of keen interest to candidates who have invested in a STEM degree is our ability to offer student loan repayment, as well as fully funded tuition assistance for new hires who wish to continue their education in an acquisition related field.

We continue to pursue authorities and flexibilities that can build on our recruiting success, especially for STEM jobs. Draft legislation currently on the Hill, for example, would extend the direct hire authority currently available for recruiting graduates at the master's level for Lab Demo organizations to recent graduates at the bachelor's level being recruited into STEM professional career fields for Lab Demo organizations. Recent graduates will not wait 60–90 days for a firm offer. The ability of recruiters to make firm offers on campus for all STEM professional recent graduates at the bachelor's and master's level for acquisition/STEM professionals would significantly enhance STEM recruiting and help ensure our STEM workforce is viable for the future. [See page 22.]

RESPONSE TO QUESTIONS SUBMITTED BY MR. COFFMAN

Ms. PENROD. The change in 2006 was completed to provide consistency in statute for all the Services in line with existing DOD Policy. Prior to the National Defense Authorization Act for Fiscal Year 2006, Title 10, United States Code, Sections 3253 and 8253, stated that to be eligible for enlistment in the Army or Air Force in time of peace, an individual must be an American citizen or lawfully admitted to the United States for permanent residence (Green Card). While there was no equivalent statute limiting enlistment in the Navy and Marine Corps, the same citizenship requirements were applied to those Services in policy. [See page 18.]