

Emerging Issues In USMC Recruiting: An Examination of the NROTC and its Ability to Produce More Black Marines

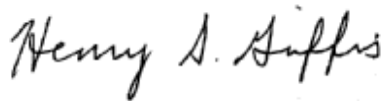
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A handwritten signature in black ink that reads "Henry S. Griffis". The signature is written in a cursive style with a large initial 'H'.

Henry S. Griffis, Director
Workforce, Education and Training Team
Resource Analysis Division

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Emerging Issues in USMC Recruiting:

**An examination of the NROTC and its
ability to produce more black Marines**

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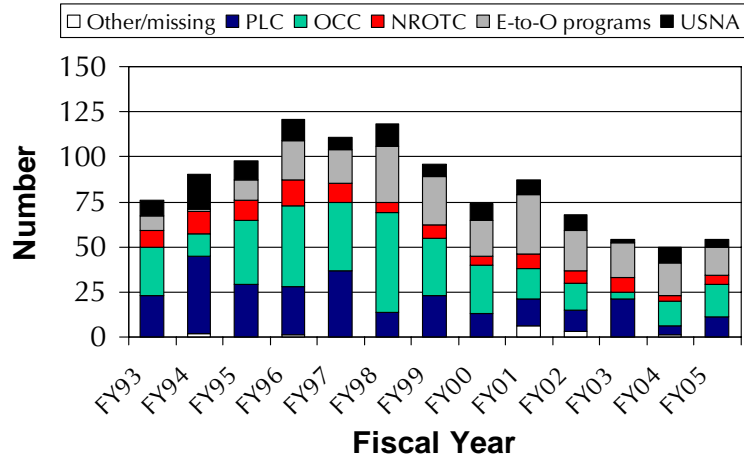
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The Marine Corps accesses about 1,300 new officers annually through a variety of accession sources. It strives to build an officer corps that is representative of the U.S. population in terms of its racial/ethnic and educational composition.¹ In recent years, however, Marine Corps Recruiting Command (MCRC) leadership has become increasingly concerned about the number of black officers accessing into the Corps. Our tasking was to examine the Naval Reserve Officers Training Corps (NROTC) and assess its ability to produce more black Marine officers.²

¹ The appendix examines the share of black officer accessions that might be required to be deemed “representative” of the relevant population.

² The NROTC trains both Navy and Marine Corps officers.

The number of black MC officers accessed from various sources



Source: CNA tabulations

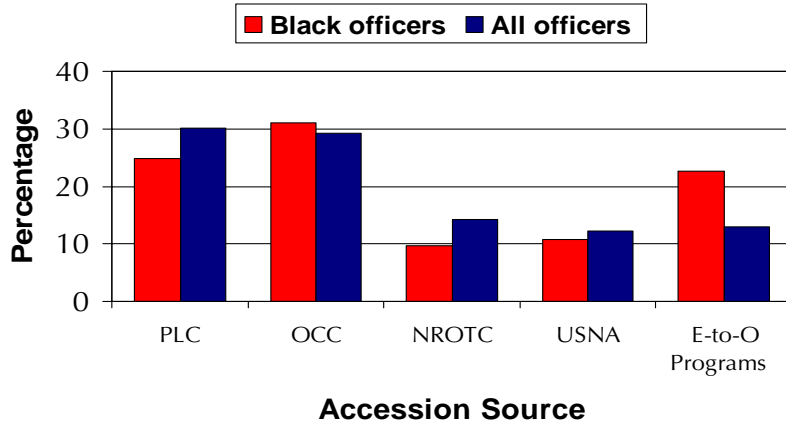
This figure shows the number of black officers accessed through each officer accession source.³ First, we see that the number accessed through these sources has fallen dramatically over the last few years (in fact, blacks were only 3.9 percent of the Marine Corps’ officer accessions in FY05). Second, we see that the number of black officers accessed through NROTC is very small—peaking at only 14 officers in FY96.

³ These sources are the Platoon Leaders Course (PLC), the Officer Candidates Course (OCC), NROTC, Enlisted-to-Officer programs (which include the Marine Corps Enlisted Commissioning Education Program (MECEP), the Enlisted Commissioning Program (ECP), and the Meritorious Commissioning Program (MCP)), and the United States Naval Academy (USNA).

Distribution of MC officers by accession source

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FY93 - FY05 average



Source: CNA tabulations

From FY93 to FY05, the Marine Corps accessed a relatively small share of all officers (about 14 percent) through the NROTC, and only about 10 percent of black officers entered through the NROTC. We see that most officers (and most black officers) were accessed through PLC or OCC. In addition, a higher share of black officers entered the Corps through Enlisted-to-Officer (E-to-O) programs.



Emphasis on the NROTC

- The NROTC is viewed as a source of high-quality officers who have good potential for advancement in the Corps
- It is believed that accessions through E-to-O programs are more likely to retire at 20 years
- OCC accessions do less well at TBS, limiting their advancement potential

Given these numbers, why focus on the NROTC? We were asked to focus on this accession source for several reasons. First, the NROTC is viewed as a source of high-quality officers who have good potential for future advancement in the Marine Corps. The leadership believes that the understanding of the military and Marine Corps culture that midshipmen develop while in the NROTC is particularly important to their future success. Second, it is believed that Marine officers accessing through E-to-O programs are more likely than other officers to retire once they achieve 20 years of active-duty service. Thus, they are unlikely to advance to the ranks of General Officers. Finally, OCC accessions typically perform less well at The Basic School (TBS) than Marines from other accession sources, which is viewed as limiting their advancement potential.



NROTC benefits

- Scholarship Program
 - Full tuition
 - 4-year stipend (increases with class year)
 - “Sideload” (1- to 3-year scholarships) also are available
 - Money for books
 - 3 summer cruises (or 2 cruises and 1 summer of Marine Officer Candidate School (OCS))
- College Program
 - No tuition
 - 2-year stipend
 - Naval science books only
 - 1 summer cruise (or 1 summer of Marine OCS)

Still, despite its perceived value as an accession source, few black Marine officers enter the Corps through the NROTC. This is surprising because the NROTC offers significant benefits for students, including tuition and stipends. As such, we would expect strong NROTC interest—especially among minority groups with more limited financial resources for college.



Side benefits of the NROTC

- Some universities view NROTC acceptance as an admissions plus
- Some universities offer free room and board to NROTC students
- Some universities offer in-state tuition to College Program NROTC students
- Scholarship application is free
- First year is free, with no commitment

The NROTC also offers many side benefits. Although these are at the discretion of the university, they include admissions favorability, free room and board, and in-state tuition. In addition, there is no fee to apply for the scholarship. Finally, if accepted, students may decide within the first year that the program is not for them, with no consequence. (There is no commitment until the second year of the program.)

Few blacks apply for NROTC scholarships



- Navy NROTC applicants FY05
 - 91 black applicants (2 percent)
- Marine Option NROTC applicants FY06
 - 70 black applicants (6 percent)

FY06 results	1 st MCD	4 th MCD	6 th MCD	8 th MCD	9 th MCD	12 th MCD	Average
Share of applicants that were black (%)	5.5	9.2	7.6	7.6	2.1	4.6	6.3
Black acceptance rate (%)	0.0	20.8	15.4	25.0	25.0	14.3	17.1
Overall acceptance rate (%)	27.5	17.9	29.7	31.2	25.7	37.1	27.1

One major challenge seems to be getting black students to apply for NROTC scholarships. In FY05, only 2 percent of the Navy’s NROTC scholarship applicants were black. Similarly, in FY06, only 6 percent of the NROTC Marine Option applicants were black.

Preliminary data suggested that the number of black applicants, vice their acceptance rate, may have been the issue. However, evidence from all six Marine Corps Districts (MCDs) in FY06 indicates that *both* the number of black applicants (as compared with what could be deemed representative) and their acceptance rates (as compared with overall acceptance rates) were low.

Some might be tempted to take this as evidence of discrimination, but we do not believe this to be the case. First, the selection board precepts dictate that selections be based on the “whole person” and that board members “ensure that applicants are not disadvantaged due to race, creed, color, gender, or national origin.”

Second, although we did not review the qualifications of the FY06 applicants, it is possible that the black acceptance rate is lower than the overall acceptance rate because black males have lower average standardized test scores than other candidates.⁴ It could be, for example, that black applicants score high enough to qualify for NROTC scholarships but rank lower compared with all applicants.

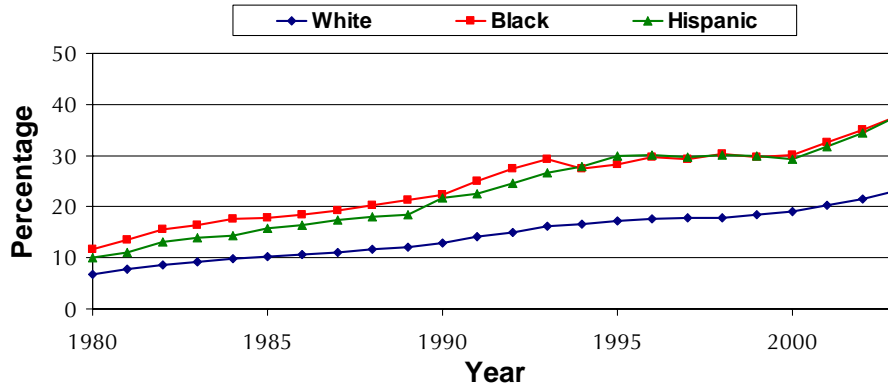
Finally, we note that this population is very small, and our data are only for one year. As such, the acceptance rate fluctuates significantly with small changes. For example, if each MCD had accepted just one more black applicant, the black acceptance rate would have been 26 percent compared with an overall rate of 28 percent. Future analyses could examine this topic in more detail.

⁴ See, for example, Christopher Jencks and Meredith Phillips, eds. *The Black-White Test Score Gap*, Brookings:1998.

Minorities are less able to afford college



Average college costs as a percentage of family income

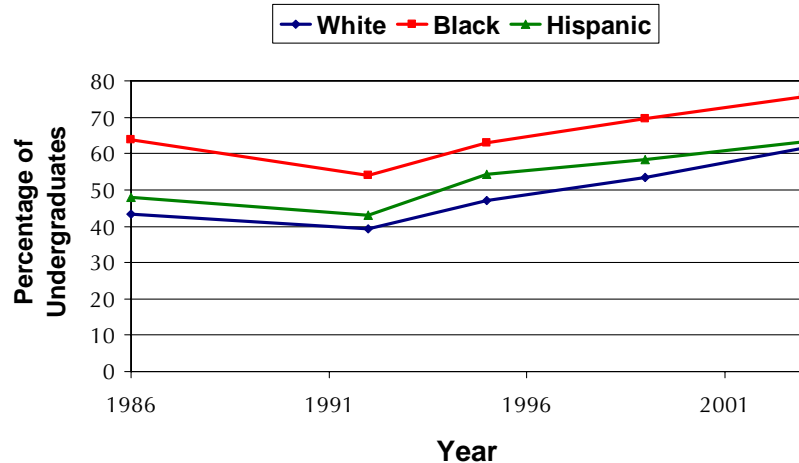


Source: Economic Policy Institute, Digest for Education Statistics 1990-2005

NROTC scholarships could potentially be very attractive to black students. Although families of all races increasingly are unable to afford tuition as a result of rising college costs, black and Hispanic families spend a larger portion of their family incomes on tuition than white families do. Furthermore, this gap has widened over the past two decades. Currently, college tuition could consume about 40 percent of the average black or Hispanic family's income.

Black students are the most likely to receive financial aid

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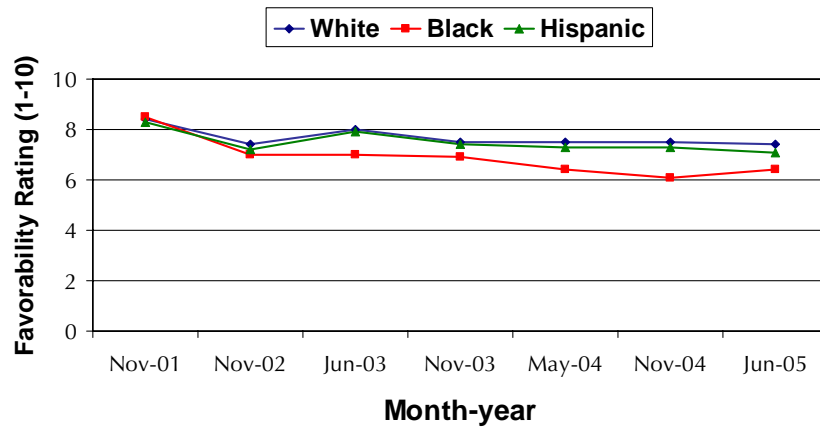


Source: Digest of Education Statistics, 1990-2005

About 75 percent of black students receive either federal or private financial aid—over 10 percentage points more than both Hispanics and whites. However, blacks and Hispanics have had roughly the same average family income for the past ten years and, thus, would be eligible for about the same level of aid. This suggests that black students may apply for more financial aid than Hispanic students do. Yet, as noted earlier, few black students seem to apply for NROTC scholarships—suggesting that the availability of information about the program may be an issue.

Military favorability by race from the Youth Polls

CNA



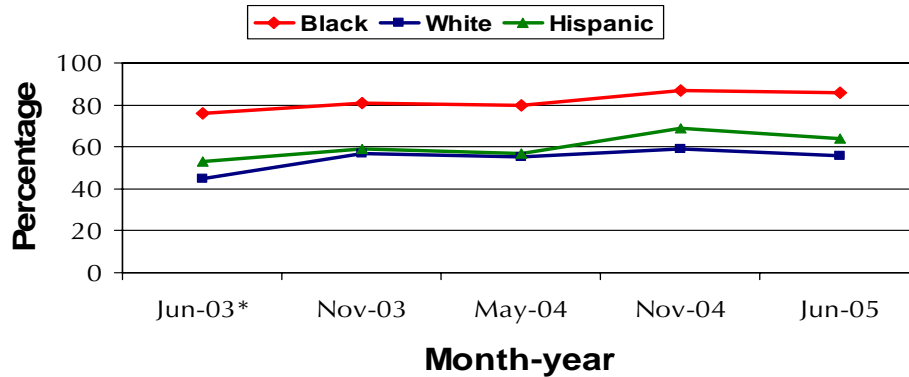
Source: JAMRS Youth Polls (2001–2005).

One important predictor of recruiting capability is how youth view the military. The Department of Defense (DoD) assesses this biannually in its Youth Polls. These polls target Americans between the ages of 16 and 21 who have never served in the U.S. Armed Services and are not currently enrolled in any Service's ROTC program. One measure used in the polls is Military Favorability: youth are asked to rate their overall opinion of the military on a scale of 1 to 10. Although this rating has decreased since 9/11, DoD still views the average of 7.2 as a positive result. As the figure shows, however, black youth tend to give the military a slightly lower favorability rating compared with white or Hispanic youth.

The War on Terrorism most negatively affects black youth attitudes

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Youth reporting that the War on Terrorism makes them less likely to join the military



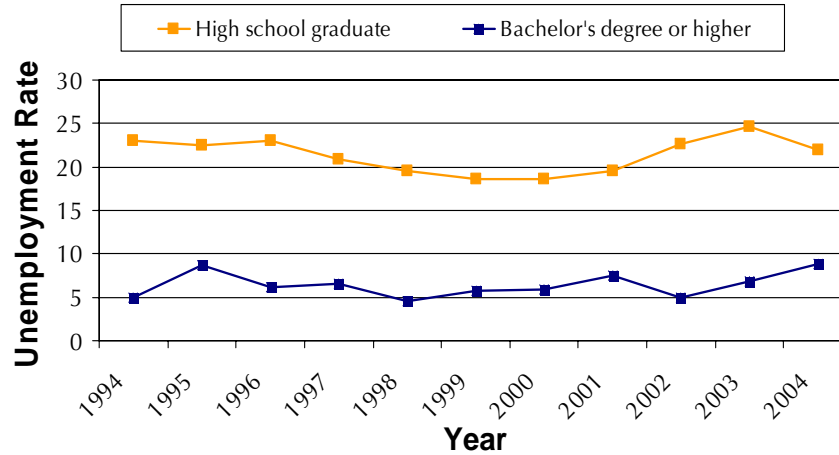
*Average of male and female rates.

Source: JAMRS Youth Polls (2001–2005).

To a certain extent, recruiters and advertising/marketing campaigns can affect propensity to join the military. However, the ongoing War on Terrorism also is taking its toll. Almost 90 percent of black youth currently state that they are less likely to join the military because of the current war. Opposition to the war among black youth has increased over the last 2 years and is significantly higher than that observed among white and Hispanic youth.

Unemployment rates for black 16- to 24-year-olds, by education

CNA



Source: Digest of Education Statistics, 1997-2005

The strong health of the U.S. economy is often suggested as an explanation for why black men are joining the military at markedly lower rates. We find no evidence of this: when we look at unemployment rates for blacks age 16 to 24 by education level, we see that unemployment rates for both high school graduates and college degree holders generally have increased since 2000. In fact, black youth questioned in the Youth Polls were more likely than those of other racial/ethnic groups both to report difficulty in finding a job and to believe that the economy would not improve over the subsequent 4 years. Furthermore, black youth were more likely than other youth to believe that they would find better-paying jobs in the military than in the civilian sector, which reinforces this observed economic trend.



NROTC visibility

Students cannot apply for a program if they don't know it exists. We have determined that low program visibility could be one reason why so few black students apply for NROTC scholarships. Those with a strong interest in military service may find information about the program, but those who are (at least initially) looking only for ways to finance a college education may find NROTC scholarship information less readily available.

There were a few nationwide NROTC ad campaigns in the 1970s



- The Superintendent of the Naval Academy and the Chief of Naval Personnel created a joint ad campaign for the NROTC and the USNA
- Ads were run in predominantly black publications, such as *Ebony*, *Jet*, and *Black Enterprise*
- Campaign mentioned the role of the NROTC in reducing the costs of college
- The Services lobbied the NAACP for support in recruiting black youth

Historically, there have been few national NROTC advertising campaigns—even fewer specifically directed toward blacks. In fact, we found no evidence of any recent NROTC advertising campaigns of any sort.⁵

In 1975, the Superintendent of the Naval Academy and the Chief of Naval Personnel created a joint advertising campaign for the NROTC and the USNA. Along with direct mailings, ads were placed in several predominantly black magazines, including *Ebony*, *Jet*, and *Black Enterprise*. The campaign directly mentioned the role of the NROTC in reducing college costs. The Services also lobbied the NAACP for support in recruiting black youth.⁶

⁵ The Army recently started more actively promoting its ROTC program; the November 2006 *Reader's Digest* had a 6-page pullout guide that focuses on a lieutenant and how he used ROTC to “combine college and a commission.”

⁶ Robert J. Schneller, Jr., “The Genesis of the Minority Recruiting Program at the U.S. Naval Academy, 1965-1976,” *International Journal of Naval History*, Vol. 1, No. 1, April 2002.

NROTC: Online visibility



- In a simple Google search for “college scholarships”
 - The NROTC was not listed in the first 10 pages of results
 - Air Force ROTC appeared on page 3
- In our review of several college scholarship websites:
 - ROTC scholarships are mentioned only if searching specifically for military studies or ROTC
 - A few suggest Army and Air Force ROTC scholarships, but none mention the NROTC
 - Several contain paid ads for Army or Air Force ROTC, but we saw no NROTC ads

When looking for information, a student’s first stop on the Internet is often Google or a similar search engine. However, a Google search for “college scholarships” found no mention of NROTC in the first ten pages of results. In contrast, a mention of the Air Force’s ROTC program appeared on the third page of results.

Google also refers students to several online scholarship search sites. Students may be less comfortable using these, however, since they often have extensive registration processes requiring a lot of personal information. Once on the websites, there is no general scholarship information; students must search by intended major to find applicable scholarships. We found that ROTC scholarships appear only when searching for military studies or ROTC. Some of these websites, including FastWeb.com and Scholarships.com, listed paid advertisements by the Army and Air Force, which covered the National Guard, Reserves, and ROTC. We found no NROTC ads during our searches.

A few websites give more general advice for finding college scholarships rather than listing the scholarships individually. The Princeton Review’s website has an “Advice” section, which includes articles on the Army and Air Force ROTC. CollegeConfidential.com also mentions ROTC scholarships, without mentioning any Service in particular. The following websites offer general advice:

www.FastWeb.com

www.CollegeConfidential.com

www.CollegeBoard.com

www.BrokeScholar.com

www.Petersons.com

www.Scholarships.com



NROTC: Publication visibility

- Some books list NROTC scholarships, but only under the Military Service and ROTC areas of interest
- Most books mention military service, but only briefly
 - The main focus tends to be on the Army and Air Force
- Some books have outdated NROTC scholarship information
- The Marine Corps is rarely associated with the NROTC
- A few books have good information on paying for college through military service, but these tend to be books that are less commonly used

ROTC scholarships are mentioned in some scholarship books. Similar to the websites, however, large scholarship books usually mention ROTC scholarships only if specifically looking under Military Studies or ROTC. In addition, such books as *Peterson's Scholarships, Grants, & Prizes* include many smaller Marine Corps scholarships. Consequently, NROTC scholarships get somewhat lost in the list.

Military opportunities are slightly more prominent within general financial aid advice books. *Free Money for College For Dummies* includes a chapter on the military but focuses mainly on the Army and the Air Force—mentioning the Marine Corps and NROTC only briefly. *The Idiot's Guide to Financial Aid for College* also includes a chapter on military opportunities. The Marine Corps, however, is not associated with the NROTC, and Marine Option NROTC scholarships are listed as being worth \$8,000 or 80 percent (an outdated payment structure).

A few books offer good factual information on paying for college through military service. Such books as *Sallie Mae's How to Pay for College* and *The Everything Paying For College Book*, however, devote much of the relevant chapters to the GI Bill and enlisted opportunities. Useful books include:

The Scholarship Book

Sallie Mae's How to Pay for College

The Everything Paying For College Book

Free Money for College For Dummies

The Idiot's Guide to Financial Aid for College

Peterson's Scholarships, Grants, & Prizes

Princeton Review—Paying for College Without Going Broke

Getting NROTC information to high school/community college students



- Enlisted recruiters usually discuss the NROTC during high school visits
 - Might not be very knowledgeable about the program
 - Might be more focused on enlisting recruits
- OSOs focus on those already in college
- RS XOs have some tasking (about 14 applications)
- May be role for MOIs/AMOs or PNSs to get NROTC information out
 - Some units already are doing this
 - Could create incentives for doing this
- Leverage such influential minority groups as NNOA
 - Could establish award for chapters/members who assist minority students with scholarship applications or make school visits

Enlisted recruiters conduct most high school visits. Although these recruiters usually discuss the NROTC during their talks, they may not be very knowledgeable about the specifics of the program. Furthermore, their focus is on enlisting recruits rather than accessing officers. Despite this, enlisted recruiters handle all recruitment and selection for the NROTC. Officer Selection Officers (OSOs) tend to focus their attention on current college students. Recruiting Station Executive Officers (RS XOs) have some NROTC tasking; they are supposed to submit about 14 NROTC scholarship applications annually. Still, there is the potential for others to assist in the effort to disseminate more NROTC information to high school students. Marine Officer Instructors/Assistant Marine Officer Instructors (MOIs/AMOs) or Professors of Naval Science (PNSs) could have a role in this, and there could be incentives for them or for influential minority groups to increase NROTC awareness and scholarship submissions.

Getting NROTC information to high school students: Role of the JROTC



- Each Service maintains its own JROTC program
 - Provides instructors, curriculum, textbooks, equipment, and uniforms
 - JROTC instructors are part of the high school faculty
- Program was expanded significantly in 1992
- Good opportunity to provide NROTC scholarship information to minority high school students who may already be inclined. For example:
 - 40% of NJROTC participants go on to military service
 - NJROTC has 64% minority (34% black) participation
 - Marine Corps requires MCJROTC instructors to discuss NROTC scholarships

The Junior Reserve Officer Training Corps (JROTC) also could be used to communicate NROTC scholarship information to high school students. Each Service maintains its own JROTC program (and the Marine Corps has a program that is separate from the Navy's). The Service provides the instructors, curriculum, textbooks, equipment, and uniforms, and JROTC instructors are part of the high school faculty. The JROTC program was significantly expanded in 1992.

Minority students make up a significant share of JROTC membership. For example, about 64 percent of students participating in the NJROTC are minority (34 percent are black), and about 40 percent of NJROTC students go on to military service.⁷ Thus, JROTC seems a good venue for providing NROTC scholarship information to minority high school students who may already have some propensity for military service. The Marine Corps already requires that MCJROTC instructors discuss NROTC scholarships as part of their curriculum. As will be discussed later, earmarking some NROTC scholarships for JROTC students (or giving JROTC participation some additional weight) also might be considered.

⁷ Source: <https://www.njrotc.navy.mil/basicfacts.cfm>. Similar data were not available for the MCJROTC.

Getting NROTC information to current college students



- OSOs focus on those already in college
 - OSOs' PLC mission may overshadow NROTC recruiting
- 4th MCD asks MOIs to increase minority participation in NROTC
 - Through 3- and 2-year scholarships
- New initiative to keep in contact with scholarship applicants who were not granted the awards

Current college students are able to join NROTC through the College Program and the sideload NROTC scholarship program. Although these students often will approach MOIs/OSOs themselves, there also is recruiting done on campus. OSOs do much of the campus recruiting, but their recruiting mission is PLC, not NROTC. MOIs also work on campus but have no formal recruiting mission. The 4th MCD stated that increasing minority NROTC participation is a function of the MOI, through sideload and College Program scholarships. A recent initiative gives OSOs the names and addresses of students who applied for but did not receive NROTC scholarships. This allows OSOs to keep in touch with these students and to forward information on sideload scholarships (which typically have less rigorous competition) as they become available.



Visibility of the Marine Corps in the NROTC

Through focus groups with officer candidates currently at the Officer Candidates School (OCS), we learned that visibility of the Marine Corps within the NROTC also is an issue. We believe that increased Marine Corps visibility would help to attract a larger (and hopefully more diverse) pool of candidates—some of whom might be particularly drawn to the Marine Corps’ unique attributes.

Confusion about the relationship between the MC and the NROTC



- Midshipmen said they did not initially realize that the NROTC included the Marine Corps
 - Some suggested name change
 - Similar to the recent name change of the Department of the Navy
- All midshipmen (even MC option) wear Navy uniforms on campus
- NROTC brochure does not mention the Marine Corps or Marine Option
- Purchasing similar domain names could help

Officer candidates with whom we spoke said that students often do not realize that the Marine Corps trains its officers within the NROTC. Some suggested changing the name of NROTC to the Navy and Marine Corps ROTC (similar to the recent name change of the Department of the Navy—making it the Department of the Navy and Marine Corps). This is compounded by the fact that all midshipmen, even Marine Option midshipmen, wear Navy uniforms on campus. This may diminish the visibility of the Marine Corps even on those college campuses with NROTC units. If the Marine Corps believes that increased visibility on college campuses is important, it could provide Marine uniforms to midshipmen. In a review of recruiting materials, we found that one NROTC brochure makes no mention of the Marine Corps. One way to increase the Marine Corps' visibility within the NROTC is to purchase similar domain names to link to the NROTC site and/or create a separate Marine Option NROTC website.

Availability of additional NROTC domain names



Domain	.com	.org	.net	.mil
NROTC	Savannah State Univ.	National Remember Our Troops Campaign	Univ. of Arizona NROTC	+
MarineROTC	-	+	+	+
usmcrotc	-	+	+	+
MarineCorpsROTC	+	+	+	+
NavalROTC	-	+	+	+
MarineNROTC	+	+	+	+
ROTCmarine	+	+	+	+
marineoption	-	+	+	+
TheMarineROTC	+	+	+	+
CollegeMarine	+	+	+	+
mcrotc	-	-	-	+

+ is available; - is not available, but not currently used.

As this table shows, many appropriate potential domain names currently are available. By purchasing one (or more) of these domains and either linking to the NROTC site or creating a website for Marine Option NROTC, students would be able to find necessary information while also learning about the relationship between the Marine Corps and the NROTC.

Importance of “proof sources”



- Examples of successful black Marines
 - Educators’ Workshops
 - MCRC is developing a history of black Marines
 - Tap former or retired Marines
 - 4th MCD had success with using minority staff officers as “proof sources”
 - MCRC granted temporary funds to bring 24 officers into the district
 - Number of minority officer applicants it sent to the selection board increased dramatically

Another way to increase the visibility of the Marine Corps in the NROTC is to continue to use “proof sources”—that is, examples of successful black Marines. The Educators’ Workshops allow local educators to meet with successful black Marines while also learning how the NROTC works and the benefits of NROTC scholarships. Educators then can impart this information to their students. MCRC also is developing a history of black Marines that will highlight their accomplishments in the Marine Corps. The Marine Corps also can tap former or retired black Marines to share their experiences in the Corps. Providing some support for these visits (travel expenses, honoraria, or administrative support, for example) could facilitate this. Finally, 4th MCD has used minority staff officers in high school and college visits, which has allowed it to increase the number of minority officer applicants it presented to the selection board.



Role of Semper Fi Societies

- Started at University of North Carolina in 1952
- Most NROTC units have them
- MOI or OSO is often club sponsor
- Same benefits/privileges as any school club
- Could broaden membership
 - Would allow for distribution of NROTC information
- Could encourage expansion to cross-town affiliates or non-NROTC schools

The Marine Corps also could increase visibility by helping to initiate more Semper Fi Societies.⁸ Started at the University of North Carolina-Chapel Hill in 1952, there are now chapters at colleges and universities across the United States. Most schools with NROTC units have them, and the MOI or local OSO often serves as the club sponsor. Although some contend that these societies do not have a directed focus, we believe that the club sponsor could influence their direction at the local level. The advantage of these societies is that they receive the same benefits and privileges (including university support) as any school club.

Although the current membership is NROTC Marine Option midshipmen, steps could be taken to broaden membership to others who have an interest in the Marine Corps. If this were achieved, applications for sideload and College Program scholarships also could be disseminated through these societies. The Marine Corps also could take steps to encourage their development at non-NROTC schools or cross-town affiliates.

⁸ There are similar societies that focus on other Services, including the National Society of Pershing Rifles (which includes cross-Service membership) and the Trident Society (Navy).

NROTC/MCRC website information



- Confusing navigation
 - Selecting Marine Option on the NROTC site links to “Regular to Enlisted Officer Programs” on the MCRC site
 - Must then select “Program Requirements” and “NROTC”
- Limited information
 - Only 4-year scholarship information is available
- Vague contact information
 - User is directed to contact “local recruiting district” for selection board dates and submission deadlines
 - User is directed to contact “local Marine Officer Instructor” for info on the College Program or 1- to 3-year scholarships
- Broken information links
 - Link to spreadsheet on Marine Corps Districts is broken

It also would be in the Marine Corps’ best interest to improve aspects of its website. For example, the navigation to NROTC information currently is quite confusing, and only limited information is available. Users are told to contact the “local recruiting district” or the “local Marine Officer Instructor” with no specific contact information given (a link to a spreadsheet of District information is broken).



NROTC selection process

As noted previously, making NROTC information more available may be more important than trying to affect the selection rate for black applicants. However, it is worth discussing the criteria for NROTC selection and the legal basis for those criteria.



NROTC selection process

- Based strictly on “merit”
- Does not consider financial need
- Does not consider race/ethnicity
- Does consider:
 - Leadership potential
 - Academics
 - Community service
 - Physical ability

The selection process for NROTC scholarships, both Navy and Marine Option, is based purely on merit. No consideration is given to financial need or race/ethnicity. Selection board members consider only an applicant’s leadership potential, academics, community service, and physical ability.

Legal context

- **Adarand Constructors, Inc. v. Peña (1995)**
 - Interpreted as meaning that race could not be considered in admissions decisions
- **Gratz v. Bollinger (2003)**
 - Determined that a numerical admissions system that gave minorities extra points was unconstitutional
- **Grutter v. Bollinger (2003)**
 - Amicus brief stressed that diversity in universities needed to develop diverse officer corps
 - Mentioned need for ROTC to use “limited race-conscious recruiting and admissions policies”
- **Title VI of the 1964 Civil Rights Act, Sec. 2000d**
 - “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance”

Racial/ethnic preferences in selection have been explored in several Supreme Court cases. In *Adarand v. Peña* (1995), the court ruled against affirmative-action contracting by a federal agency. The case also was interpreted as applying to using race in admissions or selection decisions.

More recently, in *Gratz v. Bollinger* (2003), two white applicants who were denied admission to the University of Michigan filed a lawsuit against the university. It alleged “violations and threatened violations of the rights of the plaintiffs and the class they represent to equal protection of the laws under the Fourteenth Amendment...and for racial discrimination.” The Supreme Court ruled that “because the University’s use of race in its current freshman admissions policy is not narrowly tailored to achieve respondents’ asserted compelling interest in diversity, the admissions policy violates the Equal Protection Clause of the Fourteenth Amendment.”

In another case against the University of Michigan, *Grutter vs. Bollinger*, the Supreme Court upheld its law school’s affirmative-action admissions policy. A relevant Amicus brief stressed that diversity at universities was necessary to keep the officer corps diverse. It suggested further that the ROTC should use “limited race-conscious recruiting and admissions policies.” Federal scholarship programs, however, have restrictions against doing this. According to Title VI of the 1964 Civil Rights Act, federal financial assistance programs cannot discriminate on the grounds of race, color, or national origin. This act is applied to all public scholarship programs, which essentially prohibits minority-only scholarships or what could be termed “race-conscious admissions policies.” Thus, the legal basis for race-conscious admissions policies or minority-only scholarships is still unclear. Yet, minority-only scholarships are found among several privately funded scholarships. For example, the Gates Millennium Scholarship (funded by the Bill and Melinda Gates Foundation) requires that applicants be black, American Indian/Alaska Native, Asian/Pacific Islander, or Hispanic and meet the Federal Pell Grant eligibility criteria. That said, as noted previously, we believe that application rates, not selection rates, are the real issue.

Could change NROTC scholarship process/criteria



- Could earmark some scholarships (or create new ones) for:
 - Those with economic hardship
 - Those who participated in the JROTC
- Economic hardship and the JROTC are both racially diverse groups

Assuming that federal scholarships cannot use any type of racial/ethnic admissions preference, it might be beneficial to earmark some NROTC scholarships (or create a new scholarship program) for economic hardship cases. Although students of all races/ethnicities could apply, and economic hardship would be just one criterion for application, we saw earlier that black and Hispanic families are less likely than others to find college affordable. Another option would be to earmark some NROTC scholarships (or create a new scholarship program) for students who have previously participated in the JROTC. Alternatively, JROTC participation could be more heavily weighted (currently, it counts as just another extracurricular activity.) Because the JROTC population is quite diverse, this might help to increase the number of qualified minority applicants to the NROTC program.

Structure of the NROTC program

Other ways to increase the number of black midshipmen in the NROTC program might be to:

- Expand the program and/or relocate units
- Change the location of host units in consortiums.

These changes might require the Marine Corps to provide additional financial and staff support. Because of the Navy's lead role in the NROTC program, these changes also would require its support.



NROTC host units

- 71 NROTC host units
 - Most units established in 1940s
 - SecNav must authorize changes to unit locations
- 80+ universities affiliated via cross-town programs
 - NROTC program office can authorize the addition of cross-town affiliates

Currently, there are 71 NROTC host units. Most of these units have been in place since the 1940s. Most changes have been the result of units leaving campuses due to protests over the years.

Changing the location of these units (or adding or removing units) is a complicated process, and the Secretary of the Navy must authorize all changes. In addition to these host universities, over 80 universities are affiliated with NROTC via cross-town programs. The NROTC program office can authorize the addition of cross-town affiliates.

Placement of NROTC units



- Recent CNA study findings
 - Qualified Candidate Population (QCP) is a predictor of which schools are likely to produce Marine officers
 - About 30% of potential QCPs attend only 5% of schools in sample
 - About 40% of officers attended 5% of schools in sample
 - Usually large, relatively selective, public institutions
- Implications for NROTC unit placement
 - Several schools with high QCP for blacks, but no NROTC unit
 - Several schools that produce several black PLCs, but do not have NROTC units

A recent CNA study found that the Qualified Candidate Population (QCP) is a good predictor of the universities that are most likely to produce Marine officers.⁹ The study found that 5 percent of schools in the sample contained about 30 percent of the QCP and produced 40 percent of Marine officers. These schools tended to be large, relatively selective, public institutions.

These findings could help guide NROTC unit placement. First, schools with high QCPs for blacks might be good targets for NROTC units. Second, schools that produce a lot of Marine officers (and particularly black officers) through the PLC, but do not currently have units, also might be good targets.¹⁰

⁹ The QCP is based on institutional-level data on male enrollment, graduation rates, and the number of test-score-qualified male graduates. For more information, see Jennie W. Wenger and Laura J. Kelley, *Marine Corps Officer Recruiting: Which Schools Did Officers Attend?* (CRM D0014599.A2), September 2006.

¹⁰ Dr. Wenger recently extended the analysis of QCPs and productive schools for black Marine Corps officers. See Jennie W. Wenger, *Follow-up to "Marine Corps Officer Recruiting: Which Schools Did Officers Attend?"* (CME D0015165.A1), November 13, 2006.

Process for adding an NROTC unit

CNA

- Schools apply to express interest
 - Kept “on file” in case additional units are authorized
- NROTC model suggests promising candidates (but doesn’t reevaluate existing units)
- Biggest obstacles are cost, personnel, and politics
 - Costs DoD \$1.2 million to add unit
 - Few uniformed personnel available to staff additional units
 - Congress likely to fight changes in unit locations

To be considered for an NROTC unit, schools must express interest by filling out an application. An NROTC model exists to suggest promising schools, but it does not reevaluate the feasibility/appropriateness of existing units. However, there are several obstacles that impede the addition of units, including the cost, the availability of staff, and the potential for political opposition. That said, it may be worth evaluating the placement of NROTC units (both host units and the location of cross-town affiliates) to see if improvements can be made.¹¹ To avoid the political struggles associated with this, a BRAC-like process could be initiated.

¹¹ In our focus groups with current officer candidates, some said that they did not attend a particular school because they did not want to travel from the cross-town affiliate to the host unit. They said that the timing of drills (usually in the early morning), the cost of travel, the time associated with travel, and the frequency (3 to 4 times a week) were all factors that influenced their decisions.

Army Accessions Command's college market potential model



- Caliber is conducting the study
- Model's goal is to predict ROTC interest
- Model is based on data from the *On Campus Market Potential* (OCMP) survey
 - Fielded at AROTC host universities in 2004-2006
 - Plan to field at 8 additional universities that host AFROTC and NROTC this fall
 - Administered to **non-cadets** to measure knowledge of and interest in ROTC
 - Collects data on demographics, family background, academic achievement, and attitude toward ROTC

Finally, we note that the Army is doing work to better position its ROTC units. It has hired a company (Caliber) to develop a model that measures college market potential. Presumably, once complete, this model could be used to inform decisions about the location of Army ROTC units.

Recommendations



- **Promote the NROTC and its financial benefits**
 - Increase NROTC web/publication visibility
 - Exploit opportunities to distribute NROTC information to high school and college students
- **Increase the MC's visibility in the NROTC**
 - Consider name change
 - Purchase additional domain names
 - Consider MC uniforms for Marine Option midshipmen
 - Increase use of “proof sources”
 - Increase sponsorship of Semper Fi Societies
- **Consider scholarships based on economic hardship or JROTC participation**
- **Evaluate NROTC unit/affiliate placement**

In summary, we believe that several steps could be taken to increase the number of black officers accessed into the Marine Corps through the NROTC. Obviously, political and monetary concerns will influence the feasibility of these initiatives.

First, we believe it is necessary to better promote the NROTC and its financial benefits. This could be done through efforts to increase its visibility on the web and in publications. Opportunities to distribute NROTC information to high school and college students also should be exploited. This could entail getting PNSs, MOIs, AMOIs, RS XOs, JROTC instructors, former and retired Marines, educators, and minority interest groups more involved in this effort.

We also recommend that the Marine Corps increase its visibility within the NROTC. Some steps to consider might be changing the program's name, purchasing additional domain names, providing Marine Corps uniforms to Marine Option midshipmen, increasing the use of “proof sources,” and sponsoring additional Semper Fi Society chapters.

It might be worth considering the addition of scholarships that consider economic hardship or JROTC participation as part of the scholarship criteria. This might encourage a more racially/ethnically diverse population of students to apply.

Finally, the placement of NROTC units and affiliates should be evaluated. Schools that currently produce black Marine officer accessions may be good unit candidates.

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Appendix



Are black Marine Corps officers accessed at “representative” rates?

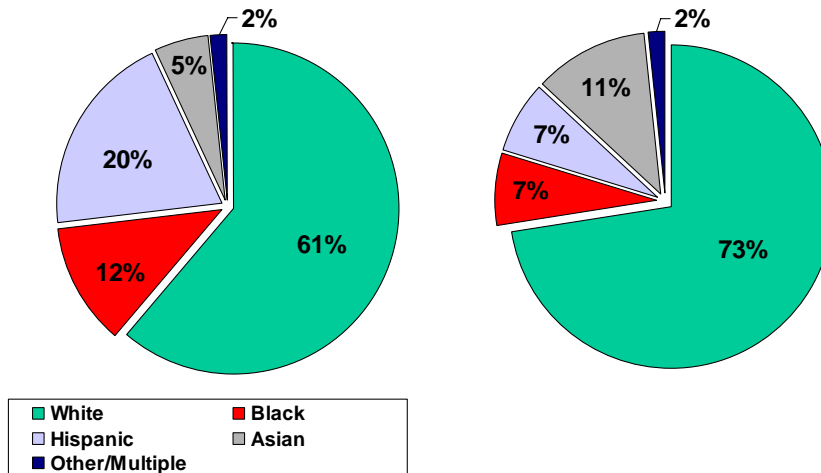
In this appendix, we examine whether black officers are accessed into the Marine Corps at what can be termed “representative” rates.

Adding educational attainment changes relevant shares



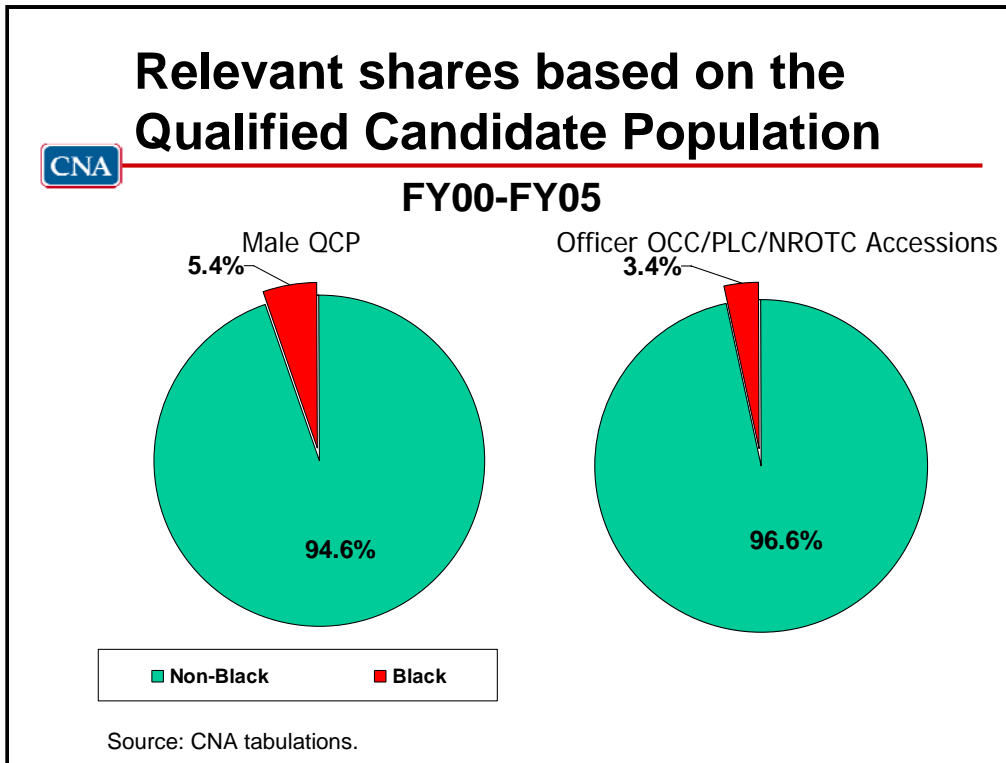
21- to 35-yr-old male

21- to 35-yr-old male & college degree



Source: 2004 Census data.

There is some debate as to which segment of the population should be used to measure whether the racial/ethnic composition of Marine Corps officers is representative. This slide shows the racial/ethnic distribution of the male civilian population. If we look at the population of the relevant age (21 to 35), we find that about 12 percent of this population is black (left pie chart above). When we further restrict the population to those who have college degrees, however, we find that the relevant share shrinks to 7 percent (right pie chart above). That said, the current share of officer accessions that are black (3.9 percent) still falls short of the lower threshold.



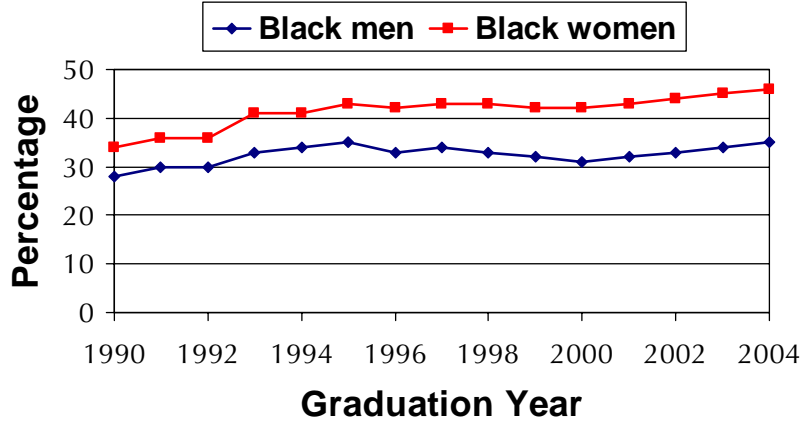
Another way to examine this is to consider the black share of the male Qualified Candidate Population (QCP). The QCP is based on institutional-level data on the number of test-score-qualified male graduates who are U.S. citizens.¹²

Between FY00 and FY05, black men constituted 5.4 percent of the total male QCP. During this time, however, they were only 3.4 percent of the Marine Corps' officer accessions (from OCC/PLC/NROTC sources). Over this period, the Marine Corps accessed 0.9 percent of the black male QCP through OCC/PLC/NROTC sources compared with about 1.4 percent of the non-black male QCP. Finding qualified black officer candidates may require more effort since only about 5.4 percent of them were at one of the top 10 schools for Marine officer accessions compared with 8.4 percent of qualified non-black males.

¹² For more information, see Jennie W. Wenger and Laura J. Kelley, *Marine Corps Officer Recruiting: Which Schools Did Officers Attend?* (CRM D0014599.A2), September 2006.

Black women have higher college graduation rates than black men

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Note: Degrees earned within 6 years from NCAA Division 1 institutions

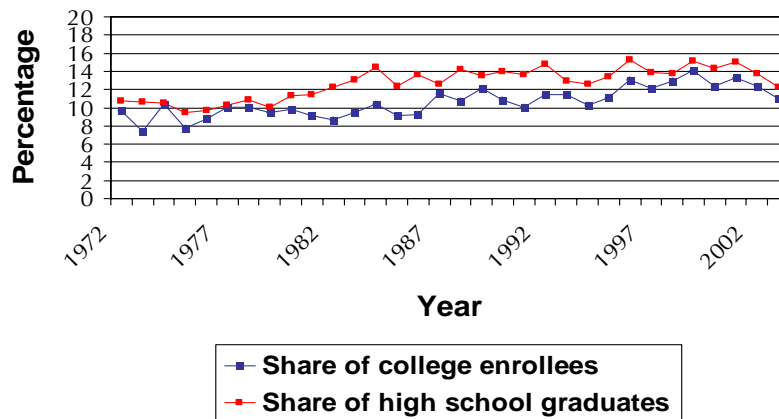
Source: The Journal of Blacks in Higher Education

College graduation rates have been increasing for both black men and black women since FY00, after a small downward turn in the late 1990s. It is troubling to note, however, that black men graduate at significantly lower rates than black women. The nationwide graduation rate in FY03 was 56 percent, whereas the overall black graduation rate was only 40 percent.¹³ As a result, the black share of the population with Bachelor's degrees will continue to be lower than their representation in the overall population.

¹³ Source: <http://www.institutiondata.com>.

Blacks as a share of all high school graduates and college enrollees

CNA

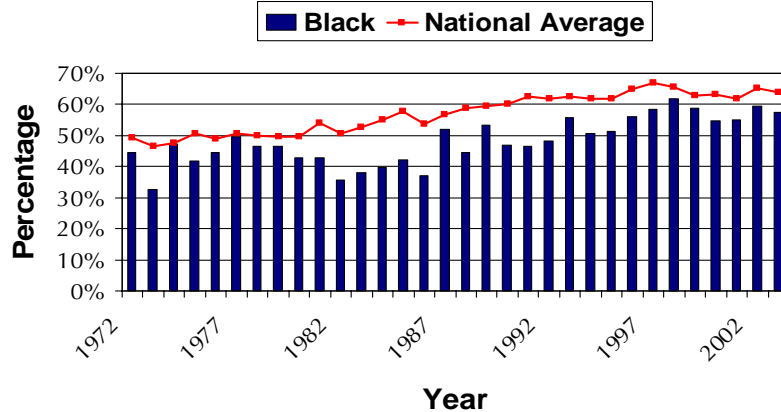


Source: National Center for Education Statistics.

The decline in black Marine officer accessions could be partly explained by a decrease in the share of the total black population between the ages of 18 and 24, which currently stands at its lowest value since 1988. This is because the black population of this age is growing at a much slower rate than the Hispanic population of this age (which has more than doubled since 1980). As a result, the shares of black high school graduates and college enrollees have fallen in recent years after increasing over most of the 1980s and 1990s.

Share of high school graduates enrolling in college

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Source: National Center for Education Statistics. Includes enrollment in 4-year, 5-year, and Associate degree programs.

There is, however, some good news related to the educational achievements of black youth. Even though black men and women now make up a smaller share of college enrollees, the share of black high school graduates enrolling in college has steadily increased—peaking at 62 percent in 1998. Since then, the value has dropped slightly, but was still near 60 percent in 2004. Although still lower than the national average of 66 percent, this certainly shows improvement. Furthermore, the share of black high school graduates enrolling in college has become increasingly closer to the national average over time, after having lagged behind during much of the 1980s and 1990s. If this trend were to continue, the change in black college enrollees would become even more in line with the population changes.

