Diversity, Equity & Inclusion

Why this is important to the Corps as a warfighting organization

by LtGen David Ottignon & BGen Jason Woodworth

The United States reveres its Marines for our traditions and excellence in fighting our Nation’s foes. Our enemies fear us because they know the tenacity and lethality we bring to any fight. Our strength is the individual Marine, but our power is derived from a Corps of Marines. In other words, the success of our Corps comes from the team, which places a greater value on the collective than the individual.

This past year’s conversation about race revealed our Nation’s scars and offered an opportunity to genuinely reflect on diversity, equity, and inclusion. It is a critical part of the conversation—to know that real examples of racial and gender bias exist in our Corps—75 plus years after the Service was integrated. We have not always gotten it right, but there is evidence in our personnel data—and lived experience of many minority Marines—that shows we are improving, but that we still have more to do. In this article, we will describe why diversity matters to the Corps as a warfighting organization. We will discuss where the Corps is today to baseline our efforts and highlight where we are headed in terms of delivering a diverse Corps to meet the Commandant’s 2030 force requirements.

Why Diversity Matters

Reaching a number goal across ethnic and gender groups is not the end state—it is an indicator. We are not striving to achieve representational parity with the demographics of the Nation but rather to harness the total capabilities of a diverse team that will face a complex peer fight that requires our collective abilities to defeat the enemy. What follows is a story from a former Task Force Southwest Commanding General and now the Commanding General of 1st MarDiv:

A young corporal joined our HUMINT team in Afghanistan; she’s working on a problem that has existed for ten years. There was a Taliban commander, who had killed a lot of Marines between 2008–2014, and this young female corporal turns to on this problem set, and dives deep, and dedicates herself to hunting this guy. I won’t get into trade craft or anything, but she figures it out, and we dropped a bomb on him after hunting him for ten years. The credit for this strike was to this female CI/HUMINT Marine, so when I hear about biased behaviors going on, I want to ask, you think you’re a better Marine? Are you more lethal? Are you stronger, faster? Maybe. But she’s an outstanding Marine with respect to lethality and capability. So how come you think you’re a better Marine? Marites had been working on this for ten years. She figured it out in three months. If we don’t value that, what business are we in? That’s what vexes me.

Diversity of perspective comes directly from variety of experience. Without having individuals with different backgrounds, we have the tendency to engage in “group think.” In a speech to NNOA in August of 2020, the CMC said that if senior leaders have people who “look like them, sound like them, tell them yes all the time ... we should get really worried ... because we are headed down a bad path.” We all know that when faced with the challenge of combat—the same way of framing a problem, the same opinion or perspective—just will not do. However, simply having a diverse organization does not guarantee success, we must pair it with inclusion to get the most out of every single individual Marine. Inclusion breeds boldness of thought and action; it allows each Marine to live up to their full potential, thrive, and step up and take a swing at the problem. Members of any organization who are marginalized or forced to operate on the periphery do not improve outcomes. When our incredible recruiters sell our Corps in high schools and on social media, they sell inclusion—being part of a team, our esprit de Corps—belonging to something greater than self. The Marine Corps prides itself on traditions and unwavering standards. We set our standards that drive performance, and we build trust up and down the chain of command by each member of the team meeting the standard. The net result is cohesion and unity of effort. In other words, inclusion is predicated by meeting the standard and the outcome is a cohesive team where everyone on the team is included. In practice, some have experienced imbalance here when after meeting the standard they have been subjected to continued inappropriate treatment. The bar is the same for all, and once met, should result in full acceptance.
Where Are We?

The Marine Corps has come a long way since the seminal Military Leadership and Diversity Commission report of 2011—but we still have more work to do. The diversity of our force at entry continues to grow; U.S. Census (2019) data shows that 60 percent of the country is white (race plus ethnicity), and 40 percent is diverse.

Figure 1 offers a glimpse of the eligible population of U.S. citizens compared to the DOD force broken out by race/ethnicity. (This chart describes “eligible” as measured by DOD statistics; the Marine Corps sets a higher goal than simply a bachelor’s degree for officers.) Across the DOD, White officers represent 73 percent of all active component officers compared with 66 percent of the eligible civilian population; African American officers represent 8 percent of all active component officers, Hispanic officers 8 percent, and Asian officers percent compared with civilian counter-parts 9 percent, 10 percent, and 12 percent, respectively.2

Today’s Marine Corps is 58 percent white and 42 percent minority; from 2010 to 2020 enlisted diversity grew from 33 percent to over 45 percent and our officer diversity grew from 16 percent to 34 percent. Female diversity continues to climb each year also and is currently over 9 percent. These are signs that we are making positive progress, but much work remains to be done to retain and promote a more diverse, equitable, and inclusive force across all ranks.

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Racial/Ethnic Representation of Active Duty Enlisted and Officer Personnel Compared to Eligible U.S. Civilians, 2020

Our enlisted statistics in Figure 2 show that the force we recruit very much mirrors the force that we retain to the highest levels. Approximately 45 percent of E-9’s in the Marine Corps are diverse, a percentage very similar to when they step on the yellow footprints. Enlisted female Marines fare equitably at promotion on the whole, and the Service is working to understand propensity in the eligible population to increase the percentage of females. Here are the promotion rates for minority enlisted and enlisted by gender.

Figure 3 (on next page) lists our numbers for promotion rates for officers, first by race and then by gender.

| Racial/Ethnic Representation of Active Duty Enlisted and Officer Personnel Compared to Eligible U.S. Civilians, 2020 |
|---|---|---|---|---|---|
| | White | Black | Hispanic | Asian Pac | Amer Ind | Other |
| GySgt | 45.0% | 35.2% | 42.9% | 43.2% | 32.4% | 45.9% |
| MSGt | 50.4% | 46.6% | 49.8% | 44.4% | 44.7% | 46.0% |
| 1stSgt | 32.1% | 23.6% | 28.9% | 19.4% | 38.8% | 17.3% |
| MGySgt | 44.6% | 42.2% | 41.2% | 38.1% | 45.5% | 48.4% |
| SgtMaj | 54.8% | 47.2% | 53.3% | 34.7% | 53.3% | 41.7% |

| Note: The eligible enlisted U.S. population includes civilians ages 17–44 with at least a high school diploma, GED, or equivalent. The eligible officer U.S. population includes civilians ages 19–44 with at least a bachelor’s degree. |

| 5-Year Average In-Zone Promotion Rates by Race/Ethnicity |
|---|---|---|---|---|
| Racial/Ethnic Representation of Active Duty Enlisted and Officer Personnel Compared to Eligible U.S. Civilians, 2020 |
| | Male | Female | Overall |
| GySgt | 42.8% | 44.8% | 42.9% |
| MSGt | 49.4% | 46.7% | 49.2% |
| 1stSgt | 28.8% | 30.4% | 28.9% |
| MGySgt | 43.3% | 44.6% | 43.4% |
| SgtMaj | 52.0% | 47.1% | 51.9% |
The Corps is taking a hard look at why the minority promotion rates are lower for officers, which we will describe in later sections. As you can see, our promotion rates for female officers are equitable in comparison to males, but our promotion rates for minority officers should cause us to ask, “why the disparity?” In order to deepen the pool of minority Marines available at colonel for promotion to the most senior levels, we need to deepen the pool at all field grade ranks via retention and promotion.

Recently, there has been broad discussion of diversity at the senior officer levels in all of the services; at general officer is where we see the most disparity from the total force, only fourteen percent of the Marine Corps general officer population is diverse. It takes approximately 27 years to be promoted to brigadier general. If we are doing it right, and we promote and retain equitably across the force, the brigadier general officer population in 2048 should mirror the second lieutenant population of today. Of the current and selected active and reserve general officers, there are six African American, four Hispanic, three Asian, and five female generals; as we get to the highest levels, three and four star, those numbers decrease. Today, 17 percent of the brigadier general population (9 of 52) are minorities, 3 are female (6 percent), but many of those individuals come from MOSs other than combat arms, which is where most of our senior generals come from.

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The Marine Corps recently released its strategic plan for diversity, equity, and inclusion and created the position of Chief Diversity, Equity, and Inclusion Officer (CDO) for the Service. The CDO is responsible to DC M&RA for managing the Diversity, Equity, and Inclusion [DE&I] program for the Marine Corps by identifying lines of effort and providing each Marine targeted opportunities to reach their full potential and consistently seeks diversity of the force, equity in recruiting processes, and inclusion of the full range of talents and abilities available in American society relevant to our missions and standards.

What We Are Doing Now

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### Diversity Review Board

<table>
<thead>
<tr>
<th>LOE 1 Recruitment and accessions</th>
<th>LOE 2 Training and Education</th>
<th>LOE 3 Talent Management and Development</th>
<th>LOE 4 Commandership</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Develop a systematic recruiting strategy to invest in a diverse force</td>
<td>• Standardize D&amp;I instruction at all levels of PME along the career continuum</td>
<td>• Talent Management Marketplace</td>
<td>• Commanders issue policy statements for D&amp;I</td>
</tr>
<tr>
<td>• Study methods to align recruiter assignments with U.S. demographics</td>
<td>• Develop unit-level SMEs to advise commanders on D&amp;I</td>
<td>• Transparent board and selection processes</td>
<td>• Unconscious Bias and Diversity and Inclusion Education at Cornerstone</td>
</tr>
<tr>
<td>• Validate accession criteria and application processes for disparate impact</td>
<td>• Integrate historical diversity into PME</td>
<td>• Monitor demographic trends in performance evaluation</td>
<td>• Establish command-level D&amp;I programs</td>
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<tr>
<td>• Study increases to the pool of qualified officer program applicants</td>
<td>• Fund D&amp;I structure and courseware</td>
<td>• Track diverse pool of candidates for nominative positions</td>
<td>• Provide training to all Marines on D&amp;I</td>
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<tr>
<td></td>
<td>• D&amp;I Tool Kit</td>
<td>• Evaluate Outreach Programs and Initiatives</td>
<td>• Provide feedback to HQMC to increase proactive support</td>
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### Manpower IT Modernization

**Talent Management Executive Council**

Figure 4.

identified in the plan; though not a complete list, they are examples of our aim-points to be addressed by the DRB. By creating this structure, the Marine Corps intends to get after the goal of having all ranks be reflective of the diversity of the total force and to prevent incidents of real or perceived bias for all Marines.

The Marine Corps appointed the Director, Manpower Plans and Policy as the Marine Corps’ CDO to develop program goals, develop policy, and resource a component strategic plan for DE&I. The CDO chairs the DRB, which oversees implementation of the DE&I Strategic Plan. The chair is responsible for all actions that the DRB takes, management of the sub-committees and leads the board through deliberations with stakeholders across the Corps. As the action arm of the strategic plan the DRB reviews and recommends—to higher for approval—issues that it deems appropriate for change in the Service. Additionally, as the Service’s liaison to the DOD Office of Diversity, Equity and Inclusion, the CDO provides representation to the DOD in all areas regarding DE&I.

Statutory requirements mandate that our board membership be diverse and that no member is disadvantaged because of their race, creed, color, gender, sexual orientation, or national origin. These actions are designed to ensure that equity in the process is protected and help us to better understand our boardrooms. It is our goal that we extend the statutory requirements associated with promotion boards to the >100 non-statutory boards we conduct each year; we are in the process of implementing these statutory requirements to all boards.

The Marine Corps has also worked hard at studying its current promotion board and selection processes to determine if, and to what extent, barriers exist for minorities and females. We rely on data to examine trends in multiple categories, and we will continue to do so. We continue to examine the processes and procedures used to conduct all boards—from board membership and precepts, to the use of photographs and communications with the board, the indications are that the process of our boards are sound, but the results are varied: in some instances results show positive trends, while in other results, there are disparities. In this process, we identified the need to dig deeper into our primary system for measuring performance, fitness reports.

Our statistical study of all Marine Corps Fitness Reports written on active duty Marines from 1999 through 2020 is nearing completion, we are reviewing over two million reports to ascertain any differences in recorded performance on Fitness Reports with respect to demographic differences in race, ethnicity, and gender. The study seeks to identify areas where groups may be adversely impacted by examining the relative value of high and low scoring reports and the proportion of adverse reports. The results of the study will be used to identify if any bias exists, which can answer questions on demographic trends in performance evaluations and to inform potential improvements in the performance evaluation system.

We have also undertaken a study in partnership with the Operational Analysis Division (OAD) of CD&I to identify barriers to advancement and retention for people of color and female Marine officers and enlisted. This study is designed to identify a replicable and systematic approach for using existing Marine Corps data to analyze the career trajectories of Marines from different demographic groups with particular emphasis on identifying any barriers to retention and advancement for females and minorities. The Marine Corps collects a vast array of career-related data on each Marine but has not fully leveraged this data to investigate career factors that contribute to gender and racial/ethnic differences in promotion and retention rates. The study will also determine if we need to collect or analyze different data. While many diversity, equity and inclusion studies have been done to evaluate individual aspects of military career trajectories among different demographic groups, few studies have examined potential barriers to career advancement holistically.

Also, in partnership with OAD, CD&I and TECOM, we have begun an initial review of military occupational specialty assignment policy at The Basic School (TBS) to determine the impact.
of race and gender as second lieutenants make their way through the basic officer course. Since TBS performance is a predictor of future performance and longevity, we want to study both objective and subjective values to see if there are inherent biases connected to any racial group, ethnicity, or gender. The study will also look at how MOSs are assigned (which, as discussed in the previous section has large influence on career progression) to ensure that there is equity in the process that impacts—very early—whether a Marine officer will be in the most competitive fields for promotion down the road.

Listening to Marines as they pass various milestones allows us deeper understanding of their career satisfaction over time. The Exit Milestone Longitudinal Study (EMLS) program is an enduring set of surveys used to monitor attitudinal changes over time of our Marines. The EMLS began collecting data in fall 2017 and currently has over 30,000 responses regarding satisfaction with career opportunities, leadership, performance management, diversity, and work-life programs. The survey responses are merged and analyzed with existing data, including race, ethnic group, and sex allowing for the identification of trends and sentiments which may be more prevalent in certain demographic groups than others. Using this data to identify response differences has potential to support current and future DE&I initiatives. Specific questions within EMLS, such as perceptions about discrimination and race relations, provide Marines another avenue to register their opinions and be heard by HQMC leadership. Leaders across the Marine Corps will be able to use the results of the EMLS to make data informed decisions on policy to promote desired diversity and inclusion.

Monitors play a significant role in the talent management and mentoring of individual Marines across the force. Deliberately, we have made great strides to improve the diversity of the career MOS monitors. In MMOA today, 43 percent of the staff are minorities and 29 percent are female; in MMEA, those numbers are 39 percent and 14 percent respectively. Monitors blend art and science in slating assignments and managing careers, which ultimately lead to a balanced Corps both in the FMF and the Supporting Establishment. A more diverse bullpen of monitors offers the Director of Manpower a balanced view across all assignments and helps links the tactical to operational in managing talent for the long term.

M&RA together with HQMC, TECOM, and MCRC are reviewing policy regarding diversity, race and gender, to include accessions policy and procedure, Equal Opportunity, integration of formerly restricted MOS, uniforms, pregnancy, etc. We recently completed our analysis of the recent Fort Hood Investigation Report and have included the results in the updated version of the Prohibited Activities and Conduct order. These reviews ensure that all Marines are treated equally across the force, and that we learn from both our mistakes and those of other Services. By connecting many sources of data, we can identify gaps, thereby improving outcomes across a range of policies and processes affecting individual Marines and the service as a whole.

CMC directed change to our Corps with his seminal Commandant’s Planning Guidance and Force Design 2030; one of the outcomes is the integration of the Talent Management Oversight Directorate (TMOD) into M&RA under Manpower Policy. This integration allows the TMOD to remain an essentially independent body that identifies and coordinates for direct liaison with the Assistant Commandant of the Marine Corps on a range of cross-cutting subjects that effect Marines and their career opportunities. The Talent Management Executive Council, chaired by the Assistant Commandant, complements both the TMOD and DRB, and is the primary forum for enterprise-level Marine Corps talent management, leadership, and DE&I decisions to the Commandant.

There are other initiatives that the Marine Corps is participating in that include the Secretary of Defense Diversity and Inclusion Board which outlined several immediate actions and subsequent recommendations released in December 2020. Also, the Secretary of the Navy recently directed additional actions through the Assistant Secretary for Manpower and Reserve Affairs to oversee diversity, equity, and inclusion efforts across the Department. The Marine Corps has an active voice in the Department’s strategic planning to develop strategies and actionable measures to advance diversity, equity, and inclusion.

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Where We Want to Go

Civilian businesses have the luxury of bringing in diverse talent at any level in their hiring processes. Unlike outside the fence-line, the Marine Corps cannot create diversity at senior officer levels; we have to grow our own, and it takes nearly 30 years to reach the rank of general. Through the combined efforts described above, we will illuminate a path that provides opportunity to each and every Marine based simply on their character and performance. By looking into initial officer training, promotion boards and fitness reports, we are diving deep to find the root causes for disparity. The results of the TBS study and from the EMLS report should help us identify specific causes that adversely impact Marines. The goal then is to get to a point where when we compare the diversity of a cohort at entry with the same group at various points along their career path; we would ideally see the same diversity percentage throughout.
For example, the 2020 officer accession cohort is 35 percent diverse, at major they should be 35 percent, at colonel they should be 35 percent, etc. But that does not mean that we can go back to 1994 and change the diversity of the population to increase diversity at the O6 and above now. To increase diversity at the most senior levels of our Corps, we need a deep pool of O-5s and O-6s ready to step up that have been promoted and retained at similar rates as the majority.

In order to deepen that pool, and as part of the plan to outline where we want to go, we need to modernize manpower as part of the larger strategy to renew how we manage, promote, and retain our most precious resource: Marines. By capitalizing on data analytics, we must become more command centric at M&RA in order to allow commanders to participate directly in the Human Resource Development Process. Doing so provides transparency to both commanders and to Marines as they move through their career, giving the FMF latitude to make career choices and understand the consequences. Many of these changes are already underway and initial results are promising.

By improving testing, we can better identify potential Marines during the recruiting process to expand diversity of accessions in both race and gender. Tests such as the General Classification Test have been found to have racial and gender bias. In partnership with TECOM at TBS we are implementing new tests that measure more appropriately the skills that are needed to serve in the Corps today. Instead of the General Classification Test, which was developed in 1946, we are administering the Criteria Cognitive Aptitude Test which provides accurate cognitive data for matching aptitude to desires in MOS selection. This data informed concept will ensure that the pool of lieutenants are given better opportunity for placement in the MOS that best matches their skills. We are also implementing changes to testing for enlisted accessions and are considering expanding the use of the Criteria Cognitive Aptitude Test.

The Tailored Adaptive Personality Test (TAPAS) is a non-cognitive test to measure an individual’s personality facets. This test looks at aspects that make an individual unique that are a combination of their upbringing, life, social experiences, and values. Currently, TAPAS is administered in a computer-based form for all enlisted applicants at Military Entrance Processing Sites along with the ASVAB (which measures cognitive abilities or school-learned knowledge) to give a more rounded picture of individuals seeking to earn the title of Marine. Aspiring officer candidates have the choice to take a TAPAS at Officer Candidate School. The end goal for TAPAS is to be able to utilize the personality facets in combination with the ASVAB and other factors to predict an applicant’s probability of success at various career milestones. TAPAS supports DE&I initiatives because personality traits are not biased by race or gender. By using data available in TAPAS, not currently captured in cognitive assessments, we can identify applicants who do not meet the requirements based on standardized, and known demographically biased cognitive tests, but who have the non-cognitive facets linked to success as a Marine. Tests remain a necessary method and metric for recruiters, but by developing improved versions, we can also identify traits outside traditional means and use tests to connect individual’s skills and traits to propensity and even their ideal MOS.

The Marine Corps recognizes that personnel are most productive when closely matched to an occupation based on a variety of dimensions, including aptitude, personality, and interest. The Marine Corps Occupational Specialty Match (MCOSM) tool, which is currently under development, optimally matches applicants with a MOS using a combination of interest and job skill requirements. MCOSM provides applicants with a transparent view of Marine Corps work environments and activities through the use of representative pictures and statements of each MOS. Each activity representative picture is chosen to allow applicants to see themselves engaged in a particular activity. By showing every applicant the full gamut of opportunities available, we can positively affect the diversity within Marine Corps MOSs. MCOSM does not wholly replace the traditional human role of the Marine Corps recruiter but rather is a man-machine pairing in which the recruiter is presented with a data informed solution from which they can better communicate with the prospective applicant. By better matching Marines to their optimum MOS, we can also improve retention.

One of our first advanced analytic models to use artificial intelligence/machine learning is the Retention Prediction Network (RPN). This nascent algorithm is a joint research venture between M&RA and John Hopkins University Applied Physics Laboratory. It is designed to predict success of applicants, recruits, and Marines at different milestones in the Human Resource Development Process. These milestones include the Delayed Entry Program, graduation of Marine Corps Recruit Depot, completion of a formal learning school, and completion of first term of enlistment. RPN uses a wide variety of data sources to include TAPAS, the ASVAB, and other appropriate data elements collected by the Marine Corps. By using such a wide span of data elements, the model will connect previously unrelated aspects of Marines in a holistic manner reducing the potential for single data points from dominating solution. The RPN is the tool which will be able to identify the combinations of factors across cognitive, non-cognitive, and physical characteristics that signal a high likelihood for success as a Marine. This combination of characteristics can open the aperture for accessions and have a positive effect on DE&I initiatives. By better managing our talent through improving technical solutions, the Service is focused on providing all Marines equitable opportunity to succeed. Each Marine matters, and their individual attributes contribute directly to our success.

Conclusion

MajGen Turner’s observation in the midst of kinetic warfighting demonstrates how we have to think and approach both racial and gender diversity across the Marine Corps. Everything to
do with diversity, equity, and inclusion must answer the same two questions: does it make the Corps more lethal and effective and are we creating an atmosphere for our Marines to excel? We have been at this for some time and the statistics demonstrate the needle is moving, but admittedly not quickly enough to meet the strategic objective of building a diverse force to meet a peer threat. Senior leaders in our Corps have influence over the course and direction of the Service; it is therefore critical to have as many different skill-sets as possible in order to arrive at the best outcomes for the service and keep faith with each individual Marine while improving combat effectiveness.

Our recently published strategy will provide a framework to align efforts across the Corps by identifying lines of effort and objectives that can be implemented by commanders at all levels. These efforts nest within the Department of Navy’s overall objectives for diversity, equity, and inclusion. We have been deliberate in our approach to ensure our policies and methods are truly meaningful in eliminating barriers and bias. We have been methodical in studying promotion boards, analyzing the performance evaluation system, and increasing diversity in the assignment branches. While we have much to do, there is promise in many of the studies already underway and 21st century manpower tools that are coming.

Finally, inclusion should be viewed as a core competency for the Marine Corps. Marines, like the young Marine described by MajGen Turner—who performed to standard, added lethality, and demonstrated competency—ultimately become the high achieving Marines who move on to greater roles and responsibilities, not because of gender or ethnicity but because of what they bring to the fight. We have that advantage in our Corps; let us harness the cohesive nature of what we do as a team so that the Marine Corps remains always ready for the fight.

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Notes
