

GAO

Report to the Ranking Minority Member,
Committee on National Security, House
of Representatives

April 1995

EQUAL OPPORTUNITY

DOD Studies on Discrimination in the Military





United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-260466

April 7, 1995

The Honorable Ronald V. Dellums
Ranking Minority Member
Committee on National Security
House of Representatives

Dear Mr. Dellums:

Department of Defense (DOD) policy holds that discrimination that adversely affects persons based on race, gender, or other factors, is counterproductive to combat readiness. You expressed concern that inequality of treatment and opportunity is a problem in the military and requested that we assist you in determining the scope and nature of the problem.

In response to your request, we initiated three reviews of equal opportunity issues. In this report, we identify studies done, sponsored, or commissioned by DOD during the past 20 years on discrimination in the military. We summarized but did not evaluate the studies and, if applicable, determined the status of any recommendations. In the other two reviews, we are examining the services' (1) systems for handling discrimination complaints from active-duty servicemembers and (2) efforts to detect and resolve apparent racial and gender disparities in certain personnel decisions. These issues will be reported on separately.

Results in Brief

We identified 72 studies, dating from 1974 to 1994, related to the issue of equal opportunity in the military. We categorized the studies, based on their content, into the areas of equal opportunity climate, training, sexual discrimination and harassment, promotions, discipline, and recruitment. The following are some of the general observations made in the studies:

- Blacks and women tended to hold negative perceptions regarding equal opportunity in the military. Poor training and lack of visible chain of command participation led to decreased emphasis on the Army's equal opportunity program.
- Racial harmony training in the Army improved effectiveness in dealing with racial problems. Human relations training in the Air Force seemed to give sufficient attention to service-specific issues and applications.

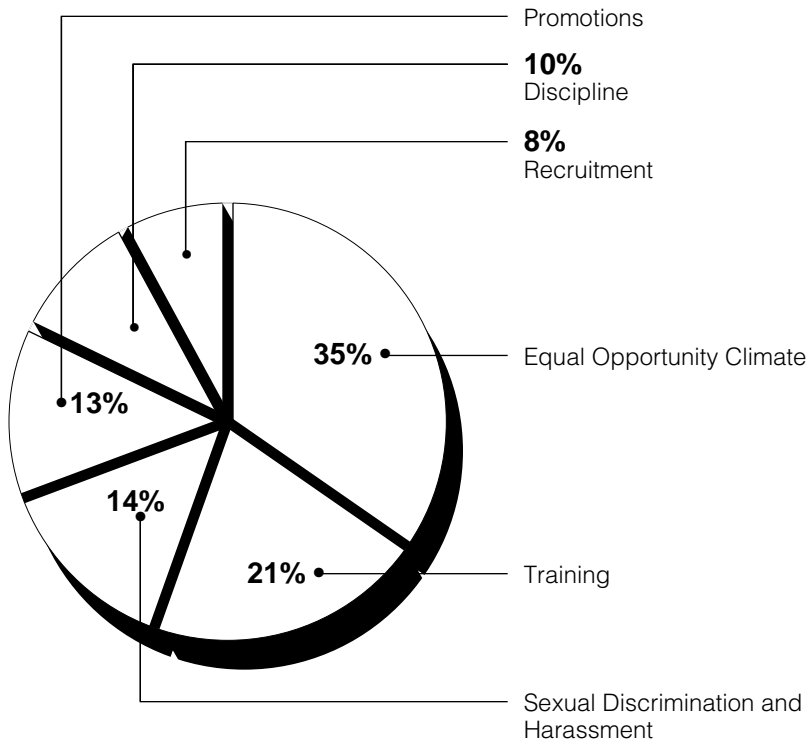
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- Sexual harassment is a problem in all services, and efforts to prevent it have not been totally effective. Most victims did not take formal action because they anticipated a negative outcome.
 - Performance ratings and fitness reports of women serving in the Navy contained gender-type language that may have negatively affected their career paths and opportunities for promotion.
 - When compared to their white counterparts, black servicemembers were overrepresented in courts-martial with respect to certain types of offenses.
 - White males are likely to continue to make up the majority of servicemembers. Hispanic males will probably not increase their representation in the military despite the relatively rapid growth of the Hispanic population because their service eligibility rates are lower than those of white males.

The military services reported taking complete or partial action on 26 of the 38 studies that contained recommendations. They could not provide information on the status of the recommendations in the other 11 reports. The recommendation in one report is obsolete due to a change in policy. In addition, the cognizant organizations could not locate or provide copies of three reports.

Many Studies Addressed Equal Opportunity Climate Issues

The 72 studies that we reviewed were done by military and private sector organizations. Thirty-two were done by the Navy (including 1 on the Marine Corps), 21 by the Army, and 7 by the Air Force. The Defense Equal Opportunity Management Institute, the DOD Inspector General, and other DOD offices published 12 studies that addressed DOD-wide issues. As illustrated in figure 1, over one-third of the studies addressed equal opportunity climate issues, followed by training, sexual discrimination and harassment, promotions, discipline, and recruitment.

Figure 1: DOD Equal Opportunity Studies by Category, 1974-94



Note: Percentages do not add to 100 percent due to rounding.

Equal Opportunity Climate

Twenty-five of the studies that we reviewed addressed equal opportunity climate issues. These studies examined the perceptions that military servicemembers have about the issues of racial and gender discrimination, sexual harassment, and the military’s support of equal opportunity programs. Most of the studies were completed by the Army and the Navy.

Many of the studies found that white males had the most positive perception about the equal opportunity climate and blacks the least positive perceptions. Minorities and females generally perceived less opportunity for advancement, promotion, and fairness in discipline.

According to a 1994 DOD Inspector General report, evidence supported the conclusions drawn in 86 percent of the discrimination cases reviewed. The report found that there is no standard definition for any type of discrimination, other than sexual harassment, within DOD. Other studies

showed that problems existed in the management of equal opportunity programs, but the services reported that some corrective actions had been implemented.

Fourteen of the studies contained recommendations for the appropriate services. According to the services, recommendations in 11 of these studies had been completely implemented or were being implemented.

Training

We identified 15 studies on training issues. This category includes studies on discrimination in training for certain jobs and training to educate military members about equal opportunity issues. The Army and the Navy published most of these studies.

Most studies of training on equal opportunity issues were released by the Army between 1977 and 1980. The Army's equal opportunity training was perceived as inadequate on bases in Korea and Europe. Racial harmony training for commanders was shown to improve skills and effectiveness in dealing with racial problems.

The Navy studies concerning training generally addressed discrimination in training for certain jobs and were done from 1974 to 1977. These studies indicated that minority personnel were underrepresented in several occupations because they were unable to pass the entry tests. The Navy conducted several research efforts to identify methods to increase the number of minorities selected for technical training. The results showed a disparity between blacks' and whites' test scores, and lower selection composite scores were recommended. A 1990 study showed that the process used to evaluate applicants for the U.S. Naval Academy and predict aspects of their performance was not biased against blacks.

Five of the studies contained recommendations for the appropriate services. The recommendations in only one of these studies had been completely implemented.

Sexual Discrimination and Harassment

Sexual discrimination and harassment studies accounted for 10 of the 72 studies we identified, but this issue was not specifically addressed until 1988. Some studies examined sexual discrimination and harassment DOD-wide, but most were conducted by and focused on the Navy.

Overall, the studies showed that sexual harassment was a problem in all the services, and efforts to prevent it have not been totally effective. The typical situation was a male offender harassing a female subordinate. Most victims did not take formal action because they anticipated a negative outcome. Since 1992, there has been an increase in the percentage of female officers and female enlisted personnel in the Navy who have reported being harassed.

Five of the studies contained recommendations for the appropriate services. According to the services, the recommendations in all of these studies had been completely implemented or were being implemented.

Promotions

Studies addressing promotion accounted for nine of the studies we reviewed. The Navy published most of the studies in this area. A study showed that black males were the most underpromoted group compared to other minority groups. Other studies showed gender bias in the narratives of naval officer fitness reports and performance ratings. A 1994 study showed that males were more often recommended for promotion or command, while females were more often recommended for a follow-on assignment.

Seven of the studies contained recommendations for the appropriate services. According to the services, recommendations in five of these studies had been completely implemented or were being implemented.

Discipline

Studies on discipline accounted for 7 of the 72 studies. Studies done in the 1970s and 1980s showed no disparities in discipline rates between blacks and whites and found no evidence that minority groups received courts-martial or nonjudicial punishments out of proportion to certain types of violations.

However, studies published by the Navy and the Defense Equal Opportunity Management Institute in the 1990s showed that blacks were overrepresented in the populations of servicemembers receiving judicial and nonjudicial punishments. Another study showed that, in comparison to white inmates of the U.S. Disciplinary Barracks, incarcerated blacks had lower academic ability test scores, different family profiles, more interpersonal problems, more prior military discipline problems, less time in the military at the time of incarceration, and a higher likelihood of being incarcerated for committing a violent crime.

Five of the studies contained recommendations for the appropriate services. According to the services, recommendations in two of these studies had been completely implemented or were being implemented.

Recruitment

Studies on recruitment accounted for 6 of the 72 studies. A 1974 Navy study showed no significant differences in the treatment of blacks or whites during interviews for Navy assignments. A 1977 study found that women who joined the Navy placed a higher value on service to others and were more negative than men about jobs involving work with materials or machines. It concluded that these values were not consistent with the jobs to which they were likely to be assigned. In 1989, a study found that white males would probably continue to make up the majority of servicemembers, while Hispanic males would probably not increase their proportions because their service eligibility rates are lower than those of white males.

Two of the studies contained recommendations for the Navy and the Marine Corps. The Navy reported implementing the recommendations in one of these studies.

Agency Comments

DOD agreed with the contents of this report and suggested that we make some minor technical revisions. We made these revisions where appropriate. DOD noted that it did not implement all the recommendations in the studies we identified because changes in policies, service culture, and the equal opportunity climate do not always make them relevant in today's military. In addition, DOD indicated that most studies reflect the views of their authors and not necessarily those of the organizations requesting the studies. A copy of DOD's comments is reprinted in appendix III.

Scope and Methodology

We asked officials at the Office of the Secretary of Defense (OSD) and the services for studies on equal opportunity, discrimination, and sexual harassment conducted by OSD, the military services, or other entities. We conducted literature searches of various DOD databases. We contacted experts in academia and interest groups to help identify additional studies. We also asked DOD's Director of Military Equal Opportunity to provide a status of the recommendations in all applicable studies. We did not evaluate the studies or the implementation of the recommendations. Our

work was done from May 1994 to February 1995 in accordance with generally accepted government auditing standards.

Appendix I contains our summaries of the studies, recommendations, and actions taken on the recommendations. Appendix II contains a detailed discussion of our scope and methodology.

We are sending copies of this letter to other appropriate congressional committees and interested members; the Secretaries of Defense, the Air Force, the Army, and the Navy; the Commandant of the Marine Corps; and the Under Secretary of Defense for Personnel and Readiness. Copies will also be made available to others on request.

If we can be of any further assistance to you or your staff, please contact me on (202) 512-5140 or Albert H. Huntington, III, on (202) 512-4140. Major contributors to this report were Colin L. Chambers and Maria J. Santos.

Sincerely yours,



Mark E. Gebicke
Director, Military Operations
and Capabilities Issues

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Abbreviations

ARI	Army Research Institute for the Behavioral and Social Sciences
CMEO	Command Managed Equal Opportunity
CNO	Chief of Naval Operations
CONUS	continental United States
DEOMI	Defense Equal Opportunity Management Institute
DOD	Department of Defense
EO	equal opportunity
IG	Inspector General
NPRDC	Navy Personnel Research and Development Center
OSD	Office of the Secretary of Defense
ROTC	Reserve Officers Training Corps
USAF	U.S. Air Force
USAREUR	U.S. Army, Europe
USD(P&R)	Under Secretary of Defense for Personnel and Readiness
USNA	U.S. Naval Academy

DOD Reports on Discrimination and Equal Opportunity

Equal Opportunity Climate

Review of Military Department Investigations of Allegations of Discrimination by Military Personnel, by the Department of Defense (DOD) Inspector General (IG), March 1994.

This review showed that 86 percent of the services' investigations of military discrimination complaints reviewed found sufficient evidence to support the conclusions drawn. The feedback to complainants regarding the outcome of the investigations of their complaints was documented in 65 percent of the cases reviewed, and follow-up to measure the effectiveness of corrective action was documented in 6 percent of the cases. There are no standard definitions for any type of discrimination, other than sexual harassment, within DOD. The rank and experience of equal opportunity (EO) advisors may not be commensurate with the level of assigned responsibility.

Recommendations: The Under Secretary of Defense for Personnel and Readiness (USD (P&R)) should require that complainants receive documented feedback regarding the outcome of investigations of their complaints. Documented follow-up should also be required to determine the effectiveness of corrective action taken. Standard definitions for types of discrimination should be established. Criteria and rank qualifications for EO program positions throughout DOD should be established.

Status of Recommendations: In July 1994, USD (P&R) reported that the military service secretaries had taken steps to improve the timeliness of investigations and feedback to complainants about the resolution of investigations and to ensure that complainants are protected from reprisals for reporting discrimination or harassment. The Defense Equal Opportunity Council Task Force on Discrimination and Sexual Harassment is working to establish standard definitions for types of discrimination and harassment. The grade structure, training, and number of those working in military EO jobs is under review.

When We Listened, This is What We Heard (An Analysis of the Written Comments From the 1991 Navy-wide Personnel Survey), by Navy Personnel Research and Development Center (NPRDC), November 1993.

The Chief of Naval Personnel commissioned the Navy-wide personnel survey in 1990 to collect data on enlisted servicemembers' and officers' opinions and perceptions of life in the Navy. Integrating women into the Navy was foremost in the minds of many personnel. Some said that

women should not be assigned to ships and that women were sometimes given preferential treatment. Sexual harassment issues were a concern to many individuals. Some personnel saw education as a solution to gender conflict issues.

Recommendations: The report did not include recommendations.

Naval Inspector General Study of the Command Managed Equal Opportunity (CMEO) Program, by Naval IG, May 1993.

None of the commands visited for this study had complied with the minimum elements of the CMEO program, and disparity in support for the program was noted. Many of the discrepancies found during the study had been identified previously and reported in the 1988 CNO Study Group's Report on Equal Opportunity in the Navy (see summary of the 1988 report on p. 16). The Bureau of Personnel's lack of effective oversight hampered implementation of the CMEO program. In addition, the commands did not use EO program specialists effectively in that their functions were poorly defined, their community poorly managed, and their effectiveness is constrained by restrictions on their time, mobility, and authority. Assessment team members were not prepared to do convincing or reliable assessments of EO programs. Also, the Navy's Equal Opportunity Manual lacked direction, clarity, and simplicity.

Recommendations: Increase visibility of and accountability for the CMEO program throughout the chain of command, including headquarters support and oversight; design and revise Navy EO training curricula, as necessary, to meet CMEO requirements; and ensure that effective CMEO inspections are being done and EO program specialists are being used to inspect and routinely monitor EO programs.

Status of Recommendations: A CMEO working group was established to consider a draft revision of the EO manual, the EO manual was revised, and a CMEO users' guide was issued.

Secretary of the Army Human Resources Consultants Report: CONUS 1992, by various consultants for the Secretary of the Army, July-September 1992.

Various consultants examined and reported on the viability and health of EO policies and programs at Army installations in the continental United States (CONUS). At Fort Jackson, South Carolina, trainees were concerned

about the lack of minorities and females in leadership positions. At Fort Hood, Texas, soldiers said that making EO and sexual harassment complaints through the chain of command did not always work and cited several reasons: lack of results from previous complaints, the presence of a harasser in the chain of command, the time and burden of proof required to file complaints, and the perception that a “good old boy” system existed. Servicemembers were sexually harassed at several installations, mainly through gestures, language, and innuendo against females as an individual or a group. Some soldiers said that the Army did not yet have the resolve or the knowledge to develop a clear, understandable, and widely distributed policy on sexual harassment.

Recommendations: Many recommendations in these studies focused on concerns of sexual harassment in the Army.

Status of Recommendations: The Army reports that it has addressed the concerns raised by restructuring both the regulatory guidance for the program and the complaint process, which included reprisal actions.

Assessment of Equal Opportunity Climate: Results of the 1989 Navy-wide Survey, by NPRDC, May 1992.

In 1989, NPRDC administered the Navy EO/sexual harassment survey to provide Navy policymakers an accurate baseline measure of EO climate and sexual harassment among active-duty Navy personnel. Navy personnel as a whole had positive perceptions of the EO climate, with white male officers consistently reporting the most positive perceptions. The differences in EO perceptions between male and female officers were typically larger than between male and female enlisted personnel. Perceptions of fairness in discipline were lowest among blacks. The perceptions of Hispanics consistently fell between those of whites and blacks and were typically closer to those of whites.

Recommendations: Compare the results of the 1991 survey with the 1989 survey to determine whether changes have occurred in the perceptions of EO climate among minorities and women. Use the 1989 survey and future survey results to evaluate the effectiveness of interventions and affirmative actions monitored under the Navy Affirmative Action Plan to promote EO in the Navy. Using 1989 and 1991 survey results, attempt to identify factors associated with the comparatively less positive perceptions expressed by black females. Publicize the results of the 1989 and subsequent surveys among active-duty Navy personnel. Use the 1989

and future survey results to establish Navy-wide norms for EO elements used in the Command Assessment Team EO surveys. Integrate the survey findings into the Command Training Team instructor training and training provided by authorized independent EO program specialists. Establish an EO database from the 1989 survey, and combine it with future results to track changes in EO perceptions over time.

Status of Recommendations: All Navy EO/sexual harassment survey results were compared to those in previous surveys. Policy and training were modified as necessary. Research was funded for fiscal year 1995 to examine the less positive perceptions expressed by black females. The Black Women in the Navy Study Group was convened to address issues and propose solutions. Black females' perceptions of Navy EO were studied, and results were distributed to Navy personnel throughout the fleet. NPRDC established Navy-wide norms for EO elements and incorporated them into Command Assessment Team software. Survey findings were distributed throughout the fleet and were included in the material used in Command Training Team indoctrination training. NPRDC established and maintains an EO database.

The Chief of Personnel Asked, and Here Is What They Said! (An Analysis of Written Comments From the Navy Personnel Survey 1990), by NPRDC, March 1992.

The Chief of Naval Personnel commissioned this survey on the opinions and perceptions held by enlisted and officer personnel about Navy life. Women commenting on the way they were viewed and treated in the Navy tended to be critical. Some men called for a harassment-free environment, while others attempted to explain away or rationalize sexual harassment. Other men expressed resentment over double standards or favoritism, women's exploitation of the system resulting in a climate of fear, and sexual harassment by women. The personnel who commented on race relations disagreed on whether the Navy had problems in this area, whether the races were treated equally, and whether the Navy needed an EO program.

Recommendations: The report did not include recommendations.

United States Air Force Academy Cadets' Attitude and Behaviors Regarding Sexual Harassment, Racial and Religious Discrimination, and Alcohol Use: An Interim Report on the Cadet Social Climate Survey, by U.S. Air Force Academy Department of Behavioral Sciences and Leadership, 1992.

This report describes the development of the cadet social climate survey, its initial results, and the implications for cadet education and training. Approximately half of white cadets believed that minorities have an unfair advantage because of affirmative action programs, while 80 percent of black cadets disagreed. The responses of Asian-American and Hispanic cadets were closer to those of the black cadets. Eight percent of white cadets believed that EO training programs were superficial, compared with 42 percent of black cadets. Thirty-five percent of male cadets reported using racial slurs around trusted individuals, compared to 12 percent of female cadets. Cadets who were more racially tolerant tended to have similar attitudes toward gender issues. Overall, female and black cadets expressed more tolerant and accepting attitudes regarding racial issues than did white cadets.

Recommendations: The report did not include recommendations.

Secretary of the Army Human Resources Consultants Report: USAREUR 1991, by various consultants for the Secretary of the Army, October 1991.

Various consultants examined and reported on the implementation of EO policies and programs at U.S. Army, Europe (USAREUR). The Army's emphasis on individual preparedness with little unit training, coupled with boredom, uncertainty about the drawdown of forces, and fear of the unknown, tended to reinforce perceived EO shortcomings and give rise to charges of sexual harassment. Many EO concerns could be traced to a lack of communication regarding the downsizing of the military forces.

Recommendations: Reiterate EO responsibilities as a priority within all commands. Restore chain of command leadership by holding commanders accountable for the flow of information within their commands and enforcement of standards. Do a better job of defining and educating the force about sexual harassment. Make every effort to resolve factors causing stress of servicemembers related to the drawdown. Change the perception about distrust in the IG system.

Status of Recommendations: The Army reports that it has addressed the concerns raised. One method used was through the development of a sexual harassment action plan, which contained initiatives and specific actions to reinstate EO officers at various commands, reinforce specific training objectives for problem areas, and restructure the complaint process.

Special Assessment of Equal Opportunity, by U.S. Army IG, November 1990.

The study, which focused on racial discrimination, gender discrimination, and sexual harassment, found that the Army does not have a major EO problem, having made significant EO achievements since the 1970s. EO program emphasis, however, was declining in the Army, as evidenced by poor training, lack of visible chain of command participation in the program and training, and the consolidation and elimination of EO advisor positions. Minorities had a less positive view of the EO climate in the Army than did white males. This minority viewpoint was attributed in part to the lack of visible actions by commanders in support of the EO program. The Army's EO training was found to be sufficient to achieve and sustain EO awareness.

Recommendations: The report includes 14 recommendations to enhance EO training and visibility of EO programs, promote off-post EO efforts, and improve sensitivity of EO matters.

Status of Recommendations: The Army implemented 11 recommendations and did not concur with the other 3. Specifically, the Army declined to (1) study centralized management of nominations for key officer leadership positions at the installation or other appropriate level, (2) revise chapter 6 of Army Regulation 600-20 to centralize the management of nominations for key officer leadership positions at the installation level, and (3) release the results of selection boards by racial or ethnic category and gender.

Sex, Race, and Job Status Differences in Perceptions of Equal Opportunity Climate, by Defense Equal Opportunity Management Institute (DEOMI), summer 1990.

A summary of military EO climate surveys shows that whites, males, and officers were found to have more positive feelings about the EO climate than blacks, females, or enlisted personnel. The survey is a measure of

perceptions of the EO climate in the military, and results may not be an accurate reflection of the equality of opportunity. A further study of the congruence of perception scores and actual promotion and discipline rates by race, gender, and job status would be useful in clarifying the relationship between attitude toward EO and the actual implementation of EO policies.

Recommendations: The report did not contain recommendations.

CNO Study Group's Report on Equal Opportunity in the Navy, by the Chief of Naval Operations (CNO), July 1988.

The study group reviewed accessions of officer and enlisted personnel, attrition, and other management policies and practices to determine revisions needed to support minorities in achieving equal opportunity. A review of the EO climate at the command level indicated that the Navy's program was inconsistent in generating the proper EO behavior. Navy rights and responsibilities workshops lacked sufficient EO content and consistent presentation. The conduct of required EO training was inconsistent, and officers did not receive the required EO training. The excessive detail and size of the Navy Affirmative Action Plan made it impractical for use as a management tool. Additionally, the plan lacked the necessary visibility to be given sufficient priority, and its oversight and management were ineffective. The Navy's EO organization was not fully effective at the headquarters and fleet levels.

Recommendations: Sixty-three recommendations were included to improve the effectiveness of the Navy's command climate, CMEQ program, EO training policy, the Navy Affirmative Action Plan, and the Navy's EO organization.

Status of Recommendations: According to the Navy, most recommendations have been implemented although some lack documentation. The implementation of several recommendations is in progress.

Report Task Force on Women in the Military, by DOD Task Force on Women in the Military, January 1988.

The task force addressed sexual harassment and quality of life for women. It focused on the degree to which policy and its implementation in each of the services conformed with DOD guidance. Regarding sexual harassment,

the task force found that it remained a significant problem in all services. Institutional efforts to prevent sexual harassment had been vigorous and sincere, but not totally effective. Incidents involving higher command levels appeared to be unusual, but there was still a wide variety of less severe abuses, including sexually offensive remarks and gestures. The lack of a uniform, DOD-wide definition of sexual harassment and uniform assessment procedures hampered more precise documentation of rates and types of sexual harassment.

Recommendations: Recommendations addressing sexual harassment and quality of life issues were made to the Secretary of Defense.

Status of Recommendations: DOD's Director of Military Equal Opportunity could not provide information on the status of these recommendations.

Navy Study Group's Report on Progress of Women in the Navy, by CNO Study Group, December 1987.

This study examined the assimilation of women into the naval force. The study group found that many of the women in grades E-1 to E-3, who constituted 23 percent of the Navy's female enlisted force, were frustrated in their efforts to advance to the E-4 level. Some enlisted women who had tried unsuccessfully to obtain shipboard duty perceived that they would not be competitive with their male peers for advancement to the E-7 through E-9 levels. Over half of the Navy women interviewed indicated they had been victims of some form of sexual harassment in the Navy, and nearly all those interviewed reported observing some form of sexual harassment. The career pattern for women in the "general unrestricted line," the largest Navy officer community composed predominantly of women, lacked structure and was not clearly defined.

Recommendations: Forty recommendations were made to clarify Navy policy on women in the Navy, enhance opportunities for women at various enlisted and officer levels, review policies affecting pregnant women and single parents, address sexual harassment and fraternization, and enhance the quality of life for women in the Navy.

Status of Recommendations: The CNO convened a follow-on Navy women's study group at the direction of the Secretary of the Navy in November 1990 to review this report, assess the current status, and evaluate the implementation and efficacy of previous recommendations. He directed that special emphasis be placed on the issue of sexual harassment.

Racial/Ethnic and Gender Differences in Responses to the Human Resource Management Survey of Personnel Assigned to the Atlantic and Pacific Fleets, by NPRDC, January 1983.

The objectives of this study were to analyze the Navy's EO climate in the fleet and establish baselines for future comparisons of the perceptions of minority and majority groups. The study found that E-1 through E-5 blacks and E-6 Filipinos were the only racial/ethnic groups that consistently reported significantly lower perceptions of EO than did whites. Women officers in the Pacific Fleet saw the treatment of personnel in their commands in a more negative light and reported lower motivation and satisfaction than did the men.

Recommendations: NPRDC recommended that human resource management personnel be made aware of the stable patterns found in this and earlier racial/ethnic and gender analyses of the human resource management survey. Specific attention should be given to the negative perceptions of non-rated blacks. Human resource management teams should conduct focused interviews to gain greater insight into the causes of lowered EO perceptions among specific groups.

Status of Recommendations: The Navy implemented workshops on cultural expression and middle management actions to counter racism. The Navy is uncertain whether focused interviews were conducted.

How Enlisted Women and Men View the Navy Organization, by NPRDC, January 1982.

The results of this study replicated those of a 1976 study (see Differential Perceptions of Organizational Climate Held by Navy Enlisted Women and Men on p. 22). The study showed that although women were initially optimistic, their perceptions of the Navy were more negative than men's as they advanced to petty officer levels. Women at the E-4 to E-6 levels were less positive than men about peer relations, issues related to human resources at the command level, and the integration of personal and organizational goals. Women at the E-4 through E-9 levels were less positive than men regarding perceptions of supervisory adequacy and EO practices within the command. Women showed less positive perceptions of Navy life than they had in 1975, and men showed more positive perceptions. These gender differences may have been related to the fact that less emphasis was placed on organizational development in the shore establishments, where women were concentrated.

Recommendations: NPRDC recommended that women be given accurate information at recruitment to prevent unrealistic expectations and ensuing disappointment. It also recommended that managers be educated in the use of mixed-sex work groups and the supervision of women.

Status of recommendations: To address these recommendations, the Navy initiated workshops on women in the Navy, middle management actions to counter racism, military rights and responsibilities, and cultural expression in the Navy.

Measuring Institutional Discrimination in the Army: 1974-80, by Army Research Institute for the Behavioral and Social Sciences (ARI), June 1981.

Based on computerized records of the entire Army population from 1974 through 1980, the study concludes that institutional discrimination persisted through 1980. The study defines institutional discrimination against minorities or women as differences that (1) are correlated with demographic group membership, (2) result from the normal functioning of the organization, and (3) operate to the consistent disadvantage of minority group members or women. Blacks, Hispanics, females, and other racial/ethnic groups were not uniformly distributed across pay grade and occupational categories. Speed of promotion and separation rates varied among the groups. In general, most disparities could be interpreted as disadvantages to the demographic groups in question. All four groups were underrepresented in the officer grades and were not uniformly represented across occupational categories.

Recommendations: The report did not include recommendations.

A Systems Analysis of the Navy's Equal Opportunity Program, by Booz, Allen, and Hamilton for the Naval Military Personnel Command, August 1980.

This report analyzes the organization and management of the Navy's EO program at the headquarters level. It describes and analyzes EO program operations, including basic policies, organizational structure, responsibilities, and relationships; policy development and planning; program management and monitoring; and resources. The report concludes that the Navy's EO program was characterized by its complexity and visibility, the roles and responsibilities of the program sponsor and manager needed stronger definition, and the overall management of the

headquarters program could be improved. In addition, an overall management system or approach to the field program needed to be developed. Existing resources were generally adequate at the time of the study but might not be sufficient for the future.

Recommendations: The study recommended that the Navy develop a working definition of what constitutes the EO program. The Navy Affirmative Action Plan should be used to improve planning for and management of the EO program, and the Navy should be able to measure the program for achievement of the plan's goals. The plan should be updated annually and an analysis of the demographic data report provided. The existing Navy instructions governing the field program should be revised.

Status of Recommendations: The Navy did not provide information on the status of these recommendations.

Equal Opportunity: Fourth Annual Assessment of Military Programs, by Department of the Army, May 1980.

The report provides the status of affirmative actions as established in the 1978 Army Affirmative Action Plan. The assessment found that the number of blacks and women in the Army had increased since 1976. Enrollment of minorities and women at the U.S. Military Academy surpassed goal objectives, with the exception of the enrollment of blacks. Results of promotion boards during fiscal year 1979 were generally favorable for minority and women officers, although selection rate percentages were usually lower than the Army average for black officers. The percentage of dishonorable discharges received by whites and non-black minorities increased during fiscal year 1979, while the percentage for blacks decreased. The number of discrimination complaints that the Army acted on and the percentage of cases substantiated declined from those of fiscal year 1978. Officers and enlisted soldiers ranked race problems among the last in relation to other unit personnel problems.

Recommendations: The report did not include recommendations.

Communication Problem Areas Between Black and White Soldiers: 1974-79, by ARI, April 1980.

ARI surveyed a random sample of 88 junior-enlisted Army soldiers, focusing on both verbal and nonverbal communication problems between blacks

and whites. Several areas of perceived differences existed between blacks and whites. Blacks generally appeared more aware of areas whites viewed as communication problems than whites were of the perceptions of blacks. It appeared that blacks were less sensitive to certain communication behaviors of whites, while whites indicated little change in their sensitivity to similar behaviors of blacks.

Recommendations: The report did not include recommendations.

Reliability of a Measure of Institutional Discrimination Against Minorities, by ARI, December 1979.

The study analyzes the statistical properties and general operating characteristics of the "Difference Indicator," which was developed under contract for the U.S. Army to measure institutional discrimination. The indicator is a ratio of the proportion of individuals selected for the category or dimension of interest that belongs to the minority group to the proportion of minority group members in the eligible population for the category. The study found that the indicator could be of value not only for detecting and investigating disparities between minority and majority personnel but also for demonstrating the absence of a difference. As is the case with any statistical procedure, the user must not make blind application of the tool.

Recommendations: The report did not include recommendations.

Perceptions of Equal Opportunity and Race Relations Among Military Personnel, by Air Force Human Resources Laboratory, December 1976.

The study found that non-whites generally perceived less opportunity for minority group members in most of the following areas: promotions, duty assignments, military justice, training opportunities, social activities, respect from superiors, housing, perceptions of racial unrest, and opinions about race relations training. Non-whites were more likely to place a favorable evaluation on race relations training. Enlisted personnel were more likely than officers to perceive less opportunity for minority group members, more racial unrest, less improvement in race relations, and less value in race relations training.

Recommendations: The report did not include recommendations.

Changes in Black and White Perceptions of the Army's Race Relations/Equal Opportunity Programs—1972 to 1974, by ARI, November 1976.

In 1972, ARI initiated an Army-wide survey to determine how black and white Army personnel perceived the nature and severity of race problems, and how they perceived EO and treatment programs then in existence. ARI did another survey in 1974 to determine what changes, if any, had occurred in attitudes and perceptions during the intervening period. Overall, the perceptions of the black and white Army personnel sampled substantially supported the proposition that the racial situation in the Army had improved. The areas of promotions and military justice remained the primary sources of dissatisfaction for blacks, although significant improvement in both areas was perceived. There was far less dissatisfaction in 1974 with military justice than there was in 1972. Favorable perceptions of race relations training had decreased compared with 1972. Although the sharp cleavage in black-white perceptions and attitudes noted in 1972 was still there, a clear-cut convergence of black and white perceptions on certain basic issues was apparent.

Recommendations: The report did not include recommendations.

Differential Perceptions of Organizational Climate Held by Navy Enlisted Women and Men, by NPRDC, August 1976.

This study analyzes data obtained from the Navy human resource management survey and addresses the interaction of gender and pay grade on organizational climate dimensions for a sample of shore personnel. Results show that women had an initial tendency to respond optimistically on the survey. However, as they advanced to petty officer levels, they became disproportionately disillusioned on certain dimensions, especially in the area of attitudes toward peers. With increases in pay grade, women appeared to feel less a part of the work group team, whereas the opposite trend was true for men. Results are discussed in terms of the solo woman in work groups, expectations women may have built up during recruitment and basic training, role conflict, and possible "fear of success" in competitive situations as women advanced in their careers.

Recommendations: NPRDC recommended that recruiters realistically portray Navy life to women applicants to lessen disillusionment as women move up in pay grade. A longitudinal study is necessary to confirm whether women actually do become disenchanted as they advance in the

Navy and to determine the factors contributing to such a process and their relationship to attrition.

Status of Recommendations: The Navy could not provide specific information concerning action taken on these recommendations.

The Measurement of Institutional Discrimination, by ARI, August 1975.

The report explains the representation index, a method for measuring institutional discrimination, and presents examples using data on the representation of blacks among officers and enlisted combat specialties. The index measures institutional discrimination as a pattern of treatment of a subgroup of the population that persists over time. Using this method, blacks were found to be underrepresented among officers and overrepresented in enlisted combat specialties. The representation index can be used to measure the role of other minority groups in the Army and can be used in other institutional settings as well.

Recommendations: The report did not include recommendations.

Race Relations/Equal Opportunity Conference: After Action Report, by Department of the Army, August 1974.

The report summarizes the major activities of the Third Worldwide Department of the Army Race Relations/Equal Opportunity Conference held in January 1974. The objectives of the conference were to evaluate the effectiveness of existing EO/race relations programs and policies, obtain feedback on problems encountered in the field, and elicit suggestions and recommendations concerning the future direction of the Army's EO effort. The following topics were among those discussed: women in the Army, officer efficiency reports, the military justice system, assignments of officers to race relations/EO positions, the recruitment of minority officers, race relations/EO training programs, the minority composition of the Army, functions of the Army's Office of Equal Opportunity, and the extent to which the Army was willing to implement and monitor race relations/EO programs. The consensus was that although progress had been made in many areas, much remained to be done.

Recommendations: Conference attenders studied 15 major areas of interest and submitted 138 recommendations for improvement.

Status of Recommendations: The Army could not provide documentation for actions taken in 1974. However, the Army reports that policymakers considered the feedback obtained in the conference in making revisions of regulatory guidance. In some cases, the Army reports that other data caused it to take a different course of action than was recommended in the study to address the concerns raised.

Training

Gender and Performance in Naval Aviation Training, by Naval Aerospace Medical Institute, 1992.

The Defense Technical Information Center could not locate a copy of this report.

Assessment of Differential Prediction by Race for the USNA Classes of 1986-90, by NPRDC, December 1990.

The U.S. Naval Academy (USNA) uses the Candidate Multiple, a composite of several measures, to evaluate applicants and to predict many aspects of academic performance. The Candidate Multiple was evaluated using the regression model of test fairness to determine if it is biased against blacks. The regression model states that a test is biased for a subgroup if it consistently over- or under-predicts the performance for members of that group. The analysis revealed a statistically significant difference between separate prediction systems. This difference increases prediction by only about three-fourths of a percentage point. Thus, the use of separate equations does not provide a meaningful improvement in the prediction of academic performance. The evaluation found no bias against blacks.

Recommendation: USNA should continue using a single prediction system.

Status of Recommendation: The Navy could not provide information on the status of this recommendation.

Review and Evaluation of Air Force Human Relations Curriculum, by Colgate University for the Air Force, 1989.

Emphasis on issues involving racism, sexism, and sexual harassment appeared to have declined at several key training levels. This decline occurred during a period in which forms of bias were increasing. Several positive aspects of present programs were noted: the courses were broad in the issues they addressed; the treatment of prejudice was well-grounded

in psychological and sociological theory concerning interpersonal and intergroup behavior; current Air Force human relations education provided solid coverage of the classic scholarly treatment of issues of prejudice and discrimination, and sufficient attention seemed to be given to service-specific issues and applications; and skill development was effectively integrated with academic material.

Recommendations: Material and exercises on modern forms of racism and sexism should be included to supplement treatment of the more traditional forms. Modern racism and sexism should be addressed in human relations education courses at all levels.

Status of Recommendations: The Air Force could not provide specific information on the status of these recommendations.

Field Test of the Unit Equal Opportunity Training Diagnosis and Assessment System, by ARI, February 1980.

ARI concluded that this system—designed to assist the company-level commander diagnose unit-level EO problems, develop a unit EO training program designed to reduce problems, and assess the effectiveness of the training program—had several implementation problems. Although the system was designed to be integrated into routine, ongoing activities in appropriate areas inside and outside the EO operation, it was viewed and administered as an EO function. With increased experience in using the system, increased quality, and increased efficiency on the part of its implementors, commanders became more willing and likely to ask for EO staff assistance. Findings of the field test were used to make revisions to the system.

Recommendations: The report made 12 recommendations for future development of the system.

Status of Recommendations: The Army could not provide specific information on the status of these recommendations.

A Second Study of Race Relations/Equal Opportunity Training in USAREUR, by ARI, January 1979.

This study of EO training programs at USAREUR, is a follow-up to a study conducted in 1976-77 (see An Analysis of Race Relations/Equal Opportunity Training in USAREUR on p. 28). In general, the findings of the

earlier study were confirmed and extended. The racial climate and unit-level EO training continued to worsen. Much of the increasing racial tension came from whites who perceived increased reverse discrimination. While some improvements were noted in community-level EO training, unit-level EO training continued to decline. Chain-of-command personnel tended to see a far more positive race relations and EO situation than did enlisted personnel. Although relatively infrequent, the incidence of direct physical interracial confrontations appeared to be increasing.

Recommendations: Sixteen recommendations were made to improve the EO program at USAREUR.

Status of Recommendations: The Army could not provide specific information on the status of the recommendations.

Racial Harmony Training for Company Commanders: A Preliminary Evaluation, by ARI, September 1978.

This report evaluates the effectiveness of a 3-day training course on race relations for company commanders. Commanders exposed to the course demonstrated greater knowledge of the facts, methods, and skills needed to deal with interracial issues in a military unit compared to commanders not exposed to training. Enlisted soldiers serving under commanders from the experimental training group reported that their commanders implemented more policies to ensure racial harmony and that their commanders were more effective in dealing with racial problems. It appears that the course had a modest but positive effect on the enlisted soldiers within the trained commanders' units. The training program, or elements from it, could improve in a small way commanders' effectiveness and unit harmony in race relations.

Recommendations: The report did not include recommendations.

Analysis of Individual Race Relations and Equal Opportunity Training in Army Schools, by ARI, October 1978.

The study describes and analyzes the individual race relations/EO training given in Army Training Centers as well as in service and professional schools. Race relations/EO training was being implemented reluctantly in most of the schools visited. Those responsible for its implementation were generally not convinced of its importance, its relevance to the school's mission, or its relevance to the jobs done by Army personnel. This lack of

conviction tended to lead to nominal support for the training, which was attested to by its generally low priority status.

Recommendations: The report did not include recommendations.

An Analysis of the Training of Army Personnel at the Defense Race Relations Institute, by ARI, October 1978.

The report provides an analysis of training in terms of its impact on the trainees and its relationship to their performance in the field. Feedback from students on Phase I of the training emphasized the need for more non-black minority group content and training in more practical, job-relevant skills. While graduates' assessments of Phase II training were generally positive, they had been somewhat mixed and indicative of the confusion and lack of coordination associated with prior training versions. A small but substantial minority of graduates perceived that attending training at the institute had a negative effect on their careers, perhaps because the training program was unpopular with higher-ranking command personnel.

Recommendations: The report did not include recommendations.

Analysis and Assessment of the Army Race Relations/Equal Opportunity Training Program: Summary Report, by ARI, July 1978.

The objectives of the study were to analyze and describe the Army's race relations/EO training and to assess its impact. The study found marked reductions in measures of institutional racial discrimination in many dimensions, such as the relative speed of promotion of white and non-white enlisted personnel. Despite the low frequency of overt interracial violence, race-related tensions persisted and appeared to be increasing. A new source of tension was the anger of an increasing number of whites who saw themselves as victimized by what they perceived as reverse discrimination. Two major problems with race relations/EO unit training were documented in the study: not more than half of the training required by the regulations was actually given, and when the training was given, it was frequently of low quality.

Recommendations: The report did not include recommendations.

An Analysis of Race Relations/Equal Opportunity Training in USAREUR, by ARI, July 1978.

The primary objectives of this report were to describe and analyze the race relations/EO unit training program at USAREUR, and to assess the training's impact. Although USAREUR had more race relations/EO training than other Army components, it was generally believed that the unit training program was not meeting the need for race relations/EO training. Data showed a slight improvement in the racial climate and attitudes toward the race relations/EO program from October 1976 to May 1977.

Recommendations: The report did not include recommendations.

An Analysis of the Unit Race Relations Training Program in the U.S. Army, by ARI, July 1978.

The study describes how the race relations/EO unit training program was implemented in the field and assesses its effectiveness. Despite the infrequency of overt interracial violence, race-related tensions persisted and may have been increasing. The unit training program seemed to be a low priority for most company commanders. Two seemingly contradictory trends were evident for both whites and blacks—since 1972, an increasing percentage of both saw race relations/EO training as effective in helping to reduce racial tensions, while simultaneously an increasing number of both saw the training as not effective at all. There were more positive race-related attitudes, perceptions, knowledge, and reported behaviors in units with higher quality training programs than in units with lower quality programs.

Recommendations: The report did not include recommendations.

An Analysis of Race Relations/Equal Opportunity Training in Korea, by ARI, November 1977.

The study found that the racial climate was more negative in Korea than in the continental United States. Blacks perceived more discrimination in Korea, and whites perceived more reverse discrimination. Required race relations/EO seminars appeared to be held somewhat less frequently in Korea, and the priority of the seminars appeared to be quite low. Overall, the race relations/EO programs in Korea appeared to be less credible and somewhat less effective in achieving their objectives. The study suggested

that existing race relations/EO training was not adequately or effectively helping to reduce racial tensions.

Recommendations: The report did not include recommendations.

Racial Bias in Peer Ratings at ROTC Advanced Summer Camp, Fort Bragg, 1975, by ARI, October 1976.

The study examines the effects of race on stated preferences for leaders. Cadets in the Reserve Officers Training Corps (ROTC) selected other cadets they wanted as leaders and cadets they did not want as leaders. The results of the survey indicate that bias influenced cadets' preferences for leaders. Blacks who prepared ratings systematically over-selected black cadets as most preferred leaders and over-selected whites as least preferred leaders. White cadets tended to over-select whites as preferred leaders but did not discriminate on the basis of race for least preferred leader. Black cadets were more biased against whites than were white cadets toward blacks.

Recommendations: The report did not include recommendations.

Racial Differences in the Prediction of Class "A" School Grades, by NPRDC, June 1975.

Since 1967, the Navy expended considerable research efforts attempting to increase the number of educationally disadvantaged personnel selected for technical training. Much of this effort focused on the development of new test instruments that might be used in conjunction with, or in place of, the Navy Basic Test Battery. The purposes of the study were to determine whether (1) composites that were significantly valid for black samples and did not appreciably lower the current validity for white samples could be identified and (2) the regression lines obtained for black and white students indicated that lower cutoff scores should be used in selecting minority personnel for assignments. The relationship between test scores and technical school grades was shown to be different for black and white personnel.

Recommendations: The study recommended lowering the selection composite scores for seven technical courses.

Status of Recommendations: The Basic Test Battery was replaced by the Armed Services Vocational Battery Aptitude Test for all services.

Effects of Sending Minority Personnel Classified as Non-school Eligible to “A” School: Part I - “A” School Achievement, by NPRDC, June 1974.

Minority personnel were disproportionately represented in several Navy ratings. A partial explanation for this was that minority “A” school candidates had been unable to pass entry-classification tests. For this study, several minority students were assigned to Class “A” school on the basis of being motivated and having test scores slightly below the qualification standard. These students were less effective than eligible students in meeting graduation requirements. However, a majority of ineligible students could graduate from “A” school with additional time in school and with special/remedial help. The majority of ineligible students also had no disciplinary actions and received positive ratings on personal appearance and classroom behavior from their instructors and counselors.

Recommendations: The report did not include recommendations.

Sexual Discrimination and Harassment

Sexual Harassment in the Active-Duty Navy: Findings From the 1991 Navy-wide Survey, by NPRDC, December 1993.

Forty-four percent of female enlisted and 33 percent of female officer respondents indicated that they had been sexually harassed during the 1-year survey period. Eight percent of male enlisted and 2 percent of male officer respondents reported sexual harassment. When compared to 1989 results, a statistically significant increase was found in the percentage of female officers and male enlisted personnel who reported being harassed. (See Assessment of Sexual Harassment in the Navy: Results of the 1989 Navy-wide Survey on p. 32 for a summary of the 1989 survey.) In general, the patterns of the 1991 results replicated those found in the 1989 survey. Victims of harassment tended to be overrepresented among the junior women compared to their mid-career or senior counterparts. African-American and Hispanic women did not report more harassment than white women. The majority of perpetrators were men who were either co-workers or supervisors.

Recommendations: The CNO should issue the 1991 survey findings to commanding officers, and the findings should be integrated into command training team instructor training, annual sexual harassment training, and CMEO training and also be made widely available to Navy media.

Status of Recommendations: The survey findings were distributed to commanding officers and to EO program specialists throughout the fleet and used in their command training team indoctrination. The results have been made available to internal and external media. The 1991 survey results continue to be used in comparison to 1993 data. These data will be marketed as widely as possible.

The Inspector General of the Air Force Special Management Review: Sexual Harassment in the Active Duty Force and Air Reserve Components, by Air Force IG, June 1993.

Interviews confirmed that sexual harassment within the Air Force continued to exist. Females and males in the active Air Force and the reserve components report incidence of some form of sexual harassment in 1991 and 1992. Several factors hindered the effectiveness of the base-level prevention and complaint program.

Recommendations: Implement procedures to provide training of the base population. Develop a method to ensure complaint files are complete and reports reflect incidents occurring outside formal channels. Institute supervisor sexual harassment training. Document individual training to allow assessment of sexual harassment prevention. Enhance the content of sexual harassment awareness training for the general population.

Status of recommendations: Courses and seminars on human relations and sexual harassment have been updated to include reprisal issues. The Air Force IG now checks on key personnel briefings of complaint reporting responsibilities as part of its inspections. The Air Force Instruction on Social Actions now requires social actions personnel to brief all staff with command authority on commanders' responsibilities and reporting requirements. The Air Force has developed a new course for social actions personnel and implemented it in all human relations education. Efforts are underway to develop the capability to document all EO training in the Air Force base level management personnel system.

Tailhook 91: Part 2 - Events at the 35th Annual Tailhook Symposium, by DOD IG, February 1993.

This is the second of two reports regarding Tailhook 91 (see p. 33 for part 1 of this report). Misconduct at the 1991 Tailhook Symposium was more widespread than previously reported by the Navy. The report identifies 90 victims of indecent assault. In addition, it documents a

number of incidents of indecent exposure, other types of sexual misconduct, and other improprieties by Navy and Marine Corps officers. The DOD IG referred investigative files on at least 140 officers, 30 Navy flag officers, 2 Marine Corps general officers, and 3 Navy Reserve flag officers to the Acting Secretary of the Navy for consideration of appropriate action. The study concludes that leaders in naval aviation, ranging from squadron commanders to flag officers who tolerated a culture that engendered the misconduct, bore a portion of the blame.

Recommendations: The report did not include recommendations.

Assessment of Sexual Harassment in the Navy: Results of the 1989 Navy-wide Survey, by NPRDC, March 1992.

The survey found that 42 percent of female enlisted and 26 percent of female officer respondents had been sexually harassed during the survey period while on duty, or on base or ship while off duty. Very small percentages of the male enlisted and male officers reported being sexually harassed during the 1-year survey period. Generally, as the type of harassment became more severe in nature, its reported occurrence and frequency decreased. Victims rarely used formal channels to report sexual harassment. Six percent of female enlisted respondents and 1 percent of female officer respondents reported experiencing the most serious form of sexual harassment—actual or attempted rape or assault.

Recommendations: The Bureau of Personnel should issue the survey findings to make commanding officers aware that sexual harassment continues to be a significant problem, integrate the survey findings into command training team instructor training, continue biennial administration of the survey, integrate trends in the occurrence of sexual harassment into the Navy Affirmative Action Plan, and continue to include sexual harassment as a CNO special interest item for inspections.

Status of Recommendations: The Navy reports that all recommendations have been implemented.

Department of the Navy Sexual Harassment Survey—1991, by NPRDC, 1992.

This report summarizes the findings from a survey on the attitudes of Navy civilian employees toward sexual harassment. It also compares the results to those of the Navy respondents to a 1987 survey done by the Merit

Systems Protection Board. The percentages of respondents who defined unwanted sexual behaviors as sexual harassment increased, but reports of sexual harassment behaviors decreased slightly. More co-workers and fewer supervisors were the source of sexual harassment. Respondents continued to take informal actions in response to incidents of sexual harassment; the most common reason for not taking formal action was that there was no need to report it. Respondents continued to believe that the Navy took actions to reduce sexual harassment when it occurred. Seventy-one percent of respondents had received training on the prevention of sexual harassment.

Recommendations: The report did not include recommendations.

Task Force on Sexual Harassment Prevention Programs, for the Secretary of the Air Force/Chief of Staff Air Force, 1992.

The Air Force could not locate a copy of this study.

Tailhook 91: Part 1 - Review of the Navy Investigations, by DOD IG, September 1992.

The report addresses the actions of senior Navy officials, the Naval Investigative Service, and the Navy's IG in conducting earlier probes into Tailhook 1991 (see p. 31 for part 2 of this report). According to the DOD IG, the scope of the investigations should have been expanded beyond the assaults to encompass other violations of law and regulation as they became apparent and should have addressed accountability for individual leaders who allowed the creation of the atmosphere in which the assaults and other misconduct took place. The inadequacies in the investigations were due to the collective management and personal failures on the part of the Under Secretary of the Navy, the Navy IG, the Navy Judge Advocate General, and the Commander of the Naval Investigative Service. The deficiencies in the investigations were the result of an attempt to limit the exposure of the Navy and senior Navy officials to criticism regarding Tailhook 1991.

Recommendations: The report recommends changes in the Navy's investigative structure and disciplinary action for the Judge Advocate General and the Commander of the Naval Investigative Service for failure to fulfill their responsibilities.

Status of Recommendations: The Secretary of the Navy acknowledged the shortcomings of the investigations done by the Navy IG and the Navy Criminal Investigative Service and the failure of Navy leadership regarding the activities at the Tailhook Symposium and took appropriate action.

An Update Report on the Progress of the Women in the Navy, by 1990 Navy Women's Study Group, 1990.

Although the introduction of women on ships had positive effects on their careers, both law and policy restricted their assignments, reinforcing the perception that they were not equal contributors and affecting their career horizons negatively. Inadequacies existed in areas of the use and assignment of pregnant women, training, family planning, and counseling of women and men. While women of all pay grades were sexually harassed, junior enlisted women were the most frequent victims, with the most frequent forms of harassment being verbal remarks or gestures. Over half of reported sexual assaults and rapes occurred on base, with only 1 percent occurring on board ships.

Recommendations: The study makes about 150 recommendations designed to improve the assimilation of women into the Navy and expand their opportunities.

Status of recommendations: The Navy reports that all of the sexual harassment recommendations and most of the other recommendations have been addressed.

Sexual Harassment in the Military: 1988, Defense Manpower Data Center, September 1990.

The report summarizes the results of the 1988 DOD survey of sex roles in the active-duty military. The survey focused on the frequency of sexual harassment among the active-duty military; the context, location, and circumstances under which sexual harassment occurs; and the effectiveness of programs designed to prevent, reduce, and eliminate sexual harassment. The types of sexual harassment reported by the majority of all victims included sexual teasing, jokes, remarks, or questions. Victims tended to have fewer years of active service and be enlisted personnel. Most perpetrators acted alone. Most victims did not take formal action against the perpetrators (women were more likely to mention anticipated negative outcomes of a formal complaint as an important reason for not reporting their described experiences to

officials). The majority of personnel believed that reporting sexual harassment to the perpetrators' chain of command or filing a formal complaint were effective ways to stop sexual harassment.

Recommendations: The report did not include recommendations. However, based on the findings in this report, the Secretary of Defense issued a policy memorandum on sexual harassment in July 1991.

An Examination of Sexual Harassment Complaints in the Air Force for Fiscal Year 1987, by DEOMI, September 1988.

A summary of Air Force social actions reports shows that the typical situation was a male offender harassing a female subordinate of the same race. Most victims were white enlisted women, and most offenders were white enlisted males. The most common types of behavior, such as offensive language, were not severe, but their prevalence may contribute to the negative climate that characterizes a "hostile environment." Most of the cases involved multiple incidents, such as multiple comments or other behaviors. The length of time taken to process sexual harassment complaints ranged from 1 to 380 days. The complainant was usually satisfied with the action taken in complaint outcomes.

Recommendations: The report did not include recommendations.

Promotions

Fitness Reports of Naval Warfare Officers: A Search for Gender Differences, by NPRDC, May 1994.

Significantly more comments on personality traits appeared in women's fitness reports than in men's. Female warfare officers were not described with gender-type words but were said to be dynamic, assertive, and energetic more frequently than were men. Women were rated significantly lower in leadership than men. Women were more often recommended for a follow-on assignment, and men were more often recommended for promotion or command. Gender differences favoring women occurred more frequently in the reports of surface warfare officers than in those of the aviation officers.

Recommendations: The results of the study should be issued to correct the perception that fitness reports are gender typed. The career histories of women warfare officers should be reviewed to ensure that they are

receiving developmental assignments and leadership training equivalent to men.

Status of Recommendations: Findings of this study are being incorporated into the curriculum on writing fitness reports in several officers' schools. The Assistant Chief of Naval Personnel for Distribution and staff were briefed on study results. A briefing to the Women Officer's Professional Association is scheduled for April 1995.

Why Promotable Female Officers Leave the Army, by ARI, July 1993.

This paper presents the findings of a study designed to identify the reasons female captains eligible for promotion to major decided to take a monetary incentive and voluntarily leave the Army. Study results indicated that individuals had multiple and often interrelated reasons for their career decisions. In addition to career opportunities, family issues, and monetary incentives, females named the following factors as affecting their decision to leave the Army: treatment/EO issues, such as the perception that valued assignments were not open to competition for females; gender-based discrimination; and sexual harassment and the Army's handling of it. For those females leaving the Army, it appeared to be either the cumulative weight of multiple factors or one issue, added to the multiple issues they were already dealing with, that tipped the balance toward leaving.

Recommendations: The report did not include recommendations.

Disparities in Minority Promotion Rates: A Total Quality Approach, by DEOMI, 1992.

The report analyzes the promotion data in the 1987 to 1991 Military Equal Opportunity Assessments. It found that promotion board results varied significantly with race and gender. In 1990 and 1991, every minority male group evaluated by the Navy's E-7 board was promoted at less than the board average. Black males were the most underpromoted race/gender group. The Army officer boards had repeatedly promoted white males at slightly below the board's overall average rate. The military EO assessments were not effective at presenting promotion result differences.

Recommendations: Conduct further investigations into the source of significant differences in promotion rates. Use total quality methods to analyze all EO data. If differences in promotion rates from race to race

were due to differing qualification levels of the individuals in each race, use a total quality approach to identify specific weaknesses that are barriers to promotion. Continue to analyze the E-7 promotion board processes to identify barriers to promotion for minority males and develop strategies to overcome these barriers.

Status of Recommendations: DOD's Director of Military Equal Opportunity is considering whether further action on these recommendations is appropriate.

The Mentoring Process for Hispanics, by NPRDC, 1992.

The pairing of an Anglo mentor with a Hispanic individual seeking a mentor is compared with the pairing of a Hispanic mentor with a Hispanic individual seeking a mentor in terms of advantages and disadvantages. A mentor can provide several unique functions for a Hispanic individual seeking a mentor, including reflecting the power of the mentor on the individual, building confidence, introducing the individual to social networks, acting as a role model for appropriate organizational behaviors, and helping in acculturation, or learning to fit into the larger culture. Important variables in the mentoring process are identified, such as sex differences, acculturation, and differences among Hispanics. The pairing of an Anglo female mentor with a Hispanic female individual seeking a mentor may be most effective in terms of identification and support. The Hispanic mentor may be better suited for less acculturated Hispanics. Initial mentoring efforts might focus on U.S.-born Hispanics as a group with a greater chance of success.

Recommendations: Provide special programs for Hispanic mentoring, train mentors to coach Hispanics, provide opportunities to develop mentoring, and offer alternatives to a mentor.

Status of Recommendations: A formal mentoring program is being created, supervisors are trained to tend to special Hispanic problems, and alternative sources of help are being developed.

The Effects of Performance Evaluation Narratives on the Promotion of Male and Female Unrestricted Line Officers, by NPRDC, May 1983.

This study sought to determine whether or not prior knowledge of an individual's gender influences an evaluator's decision in choosing an

officer for promotion based on the narrative portion of the officer fitness report. Two forms—masculine and feminine—of fitness reports for a male and a female officer were developed by inserting masculine or feminine pronouns into the narrative. Most evaluators (arbitrarily selected unrestricted line officers) selected the officer described by the male-archetype narrative, regardless of whether feminine or masculine pronouns were used. The findings suggest that competency factors written in typical fitness reports of male officers had a positive effect on the selection for promotion.

Recommendations: Officer training at all levels should include more guidance on writing fitness reports. Research should continue to evaluate several issues on the type of job held and its relationship to the fitness report that is written.

Status of Recommendations: Fitness report writing is taught at various levels of officer training. Curriculum revision, including fitness report writing, is ongoing for Navy leader development training. In 1993, a project was funded to study warfare officer fitness reports.

Gender Differences in the Evaluations of Narratives in Officer Performance Ratings, by NPRDC, March 1983.

This study analyzes the narrative sections of the reports on the fitness of officers for 239 unrestricted line officers and compares them for gender differences. Men's evaluations were significantly longer than the women's, contained more comments about their combat potential and impact on the Navy, contained more recommendations for future assignments, and used different words to describe their behavior. Using the significant gender differences uncovered in the analyses, two pseudo-narratives were written without gender-identifying pronouns—one describing a male lieutenant, and the other a female lieutenant. Mid-level officers who were asked to judge the promotability of the two pseudo-lieutenants overwhelmingly chose the man.

Recommendations: Give briefings on the potential biases that can be written into fitness reports for the officers in charge and teaching staff at Navy schools where officers are trained in personnel management. Write articles describing the study's findings for publications read by officers to reach and influence those who have already passed through the formal Navy training system. Issue information about career paths for women

officers in media that will attract the attention of all officers. Advise selection boards regarding gender differences in fitness report narratives.

Status of Recommendations: Navy school staff are briefed on current findings regarding potential biases in fitness reports. An article was published in a 1984 issue of U.S. Naval Institute Proceedings, and the chapter “Women’s Career Development” was published in Gender and the Naval Officer in 1987.

Performance Evaluation Narratives of Navy Women and Men: An Examination for Bias in Promotion, by NPRDC, July 1981.

The narrative sections of performance ratings for 52 men and 52 women eligible for promotion to chief petty officer were analyzed to determine whether statements included in the narrative section or the manner in which the statements were interpreted by the selection board were subject to bias. Results showed that the number of positive statements about the performance of men and women was not significantly different. However, significant correlations between sex and selection status were found in motivation and personality traits and dimensions of concern to the Navy. Women who were not selected for promotion received more positive statements related to motivation and personality than did either men or women who were selected. Men who were not selected received more positive statements on dimensions of concern to the Navy than men who were selected.

Recommendations: Personnel responsible for promotion decisions should be made aware of the impact of stereotyping in the promotion process. Selection boards should be provided with highly structured information about candidates. The proportion of female and male candidates being reviewed by a single board member should be controlled to minimize the possibility of stereotyping.

Status of Recommendations: Currently, all selection board members are given guidance in board precepts on different career patterns for men and women as a result of statutory assignment restrictions. Selection board members receive the official record for each officer, which includes the same information for each candidate. Records are randomly assigned for the initial review and then given to a member of the same military specialty for the second review.

Comparative Racial Analysis of Enlisted Advancement Exams: Item Differentiation, by NPRDC, February 1977.

The study tries to determine whether advancement examination items were similarly differentiating between good and poor performers of racial groups. Blacks were advanced to pay grades E-4 and above in smaller proportions than whites were, and blacks scored lower on the examination of technical knowledge than did whites. One aspect of the problem was to find ways of constructing advancement tests that provided similar competitive opportunity for all groups without loss of test quality. The study concludes that developing tests by using items similar in difficulty for blacks and whites was not feasible since it would reduce test quality, but eliminating excessively difficult items would improve test quality and benefit blacks.

Recommendations: The empirical validity of the present tests on subsequent job performance should be compared between blacks and whites, and a validation and comparison of internal and external criteria of the procedures used to create alternative test items.

Status of Recommendations: The Navy no longer uses the advancement examinations analyzed in this study, thus making this recommendation obsolete.

Comparative Racial Analysis of Enlisted Advancement Exams: Relative Item Difficulty Between Performance-Matched Groups, by NPRDC, April 1976.

The Enlisted Advancement Exam, one of the Navy's major personnel selection systems, was being studied to identify and alleviate any condition which might be detrimental to EO in career growth for all individuals and groups. Since the military services were advancing a greater proportion of white than non-white candidates, an item analysis of enlisted advancement examinations was conducted to identify test characteristics that might account for differences between black and white racial groups. The findings in this report suggested a possibility of a small amount of racial bias in some of the examinations. No changes in test construction procedures were recommended until further study was completed.

Recommendations: The report did not include recommendations.

Discipline

Differences Between Black and White Military Offenders: A Study of Socioeconomic, Familial, Personality, and Military Characteristics of Inmates at the U.S. Disciplinary Barracks at Fort Leavenworth, by DEOMI, Summer 1993.

This study examined variables that might be linked to offenses in the military that result in incarceration. The author collected demographic, familial, personality, and military data on a random sample of black and white inmates of the U.S. Disciplinary Barracks at Fort Leavenworth, Kansas. In comparison to white inmates, black inmates had lower scores in tests of intelligence quotient, reading, mathematics, and English; were more apt to come from larger families where the parents were divorced, separated, or had been single parents; showed personality test profiles displaying interpersonal problems; had a larger number of prior military discipline problems; had less time in military service at the time of incarceration; and were more apt to be incarcerated for violent crimes against others. There were no significant differences between black and white inmates on age, socioeconomic status, education level, birth order, military grade, prior civilian problems, military occupational specialty, or length of sentence.

Recommendations: The military should be aware of certain factors that may predispose some individuals to trouble in their first tour of duty and provide early help, such as counseling, to circumvent these potential problems and be more selective based on the ability levels of recruits, and provide (1) tools to introduce appropriate and inappropriate interpersonal responses in military situations, (2) cultural sensitivity training, and (3) mentors for newly trained enlistees.

Status of Recommendations: DOD's Director of Military Equal Opportunity could not provide information on the status of these recommendations.

Racial Disparities in Military Incarceration Rates - an Overview and Research Strategy, by DEOMI, Summer 1992.

The study presents a conceptual summary and guide for research to help determine causes for the overrepresentation of black males (compared to white males) in the military justice system. It considers factors external to the military (psychological, physiological, and sociological) and other factors internal to the military system (selection bias, differential treatment, and differential involvement). The author presents a research proposal that focuses on overcoming the effects of exogenous sociological

factors through training designed to facilitate black males' socialization into the military society.

Recommendations: Design a training package that focuses on presenting behaviors that are appropriate in the military.

Status of Recommendations: A training program incorporating the suggested concepts was designed.

An Investigation Into Equity in Navy Discipline, by NPRDC, July 1992.

Navy-wide disciplinary data indicate that minority personnel received nonjudicial punishments and courts-martial at a higher rate than the majority group. The study found that black personnel had a higher rate of nonjudicial punishments than their white counterparts. Blacks were more often charged with insubordination than were whites. No differences were found across groups in the types and extent of punishments given. Additional comparisons revealed that although first-termers, nondesignated personnel, and personnel aboard ships had higher disciplinary rates, any overrepresentation of blacks among the three groups was not sufficient to account for their higher rate of involvement in disciplinary actions. Multiple offenders accounted for almost 40 percent of the total number of nonjudicial punishments. There was no difference in the rates of multiple offenses across racial/ethnic groups. The report concludes that treatment in the formal discipline system at the commands examined did not differ across racial/ethnic groups.

Recommendations: The Equal Opportunity Division of the Bureau of Naval Personnel should sponsor research to investigate whether discipline is being equitably administered at the level where decisions are made on filing reports and should begin to track discipline rates by offenders. Commands should track occurrences of charges of insubordination by racial/ethnic groups as part of their CMEQ program. In commands where racial disparities in discipline rates and/or perceptions of fairness of the system are identified, the command assessment team should use the methodology in this report to monitor the disciplinary process.

Status of Recommendations: NPRDC has done several studies that have failed to surface any racial or ethnic bias in the administration of discipline, though this perception is prevalent not only in the Navy but throughout the services. The Navy's Bureau of Personnel maintains discipline data by race as part of the Navy Affirmative Action Plan and is

staffing a proposal to capture this data Navy-wide. In addition, the Navy's EO manual mandates that all commands, when conducting their annual assessments, collect and analyze discipline data by race, gender, and ethnic group to determine disparate treatment in the administration of discipline.

Phase 1 Report: An Investigation Into the Disparity of Judicial and Nonjudicial Punishment Rates for Black Males in the Armed Services, by DEOMI, April 1992.

The report concludes that there is a disparity in the judicial and nonjudicial punishment rates for black males. The punishment rates for both whites and blacks had been decreasing, but the black overrepresentation rate had increased slightly because the white punishment rate had been decreasing faster than the black punishment rate. Black males were overrepresented in the commission of violent and confrontational crimes, while whites committed the majority of crimes against property and military-specific offenses. Blacks were underrepresented in drug arrests and were overrepresented in courts-martial for crimes against persons.

Recommendations: The Office of the Assistant Secretary of Defense should decide whether the current military punishment rates are sufficiently low and acceptable. If it decides that finding the causes of the disparity in punishment rates between black and white servicemembers is important, research should continue.

Status of Recommendations: DOD's Director of Military Equal Opportunity could not provide information on the status of these recommendations.

Racial- and Ethnic-Group Differences in Character-of-Separation and Disciplinary Rates Among First-Term Enlistees Who Are Ineligible to Reenlist, by NPRDC, December 1990 (revised August 1991).

NPRDC tried to determine why blacks and Hispanics earned proportionally more other-than-honorable and judicial separations than whites. Blacks had a significantly lower rate of enlistment waivers for moral reasons than did either Hispanics or whites. In general, blacks tended to be discharged at a relatively higher rate for reasons that routinely resulted in other-than-honorable separations (such as drug abuse), whereas whites tended to be discharged at a relatively higher rate for reasons that did not routinely result in other-than-honorable separations (such as personality

disorder). According to the report, “the relatively higher rate of involvement in disciplinary proceedings by blacks is evidence of equity in the Navy’s formal discipline system with regard to the character of separation awarded.” More specifically, the relatively higher rate of separation of blacks for misconduct seemed warranted given their more frequent involvement in the disciplinary system.

Recommendations: The Judge Advocate General should examine the procedures used to assign separation codes. The Recruiting Command should review the benefits of reducing the proportion of recruits whose preservice behaviors require moral waivers. The Judge Advocate General should review the policies concerning administrative separations for a pattern of misconduct. Either the Judge Advocate General or the CNO should establish a database that contains information on the discipline of individuals.

Status of Recommendations: This study was not widely distributed, and status of the actions taken is not known.

Military Offense Rates: Racial, Ethnic, and Gender Differences, by NPRDC, November 1985.

The purpose of this investigation was to determine whether Navy personnel were disciplined without regard to racial-ethnic membership. No evidence was found to suggest that any minority group was receiving courts-martial and nonjudicial punishments out of proportion with respect to certain types of violations. Blacks violated the Uniform Code of Military Justice more frequently than whites and received more nonjudicial punishments but not more courts-martial. Native Americans had the highest offense rate of any racial-ethnic group and were given the most courts-martial and nonjudicial punishments. Filipinos had the lowest offense rates of any racial-ethnic group, particularly of uniquely military offenses. Hispanics also had lower offense rates than whites, fewer nonjudicial punishments, and fewer summary courts-martial. Asian/Pacific Islanders had lower offense rates than whites and fewer nonjudicial punishments and were less likely to be found guilty of unauthorized absences.

Recommendations: The report did not include recommendations.

Perceptions of Discrimination in Non-Judicial Punishment, by
NPRDC, June 1974.

The purposes of this study were to determine whether nonjudicial punishment was administered without regard to race and whether blacks and whites perceived discrimination in discipline, job assignments, and advancement opportunities. Blacks committed somewhat more confrontational offenses, while whites committed more military/civilian crimes such as larceny. The perceptions of blacks and whites differed significantly on issues concerning equality of treatment in the Navy and on more than half of the issues related to job satisfaction and support from supervisors. Although the study did not reveal differences in disciplining blacks and whites, equality of treatment in nonjudicial punishment was not established. The majority of blacks believed military justice favors whites, and many whites shared this belief.

Recommendations: The report did not include recommendations.

Recruitment

USAF Minority Recruiting Study: Enlistment Motivations of Young Blacks to Join the Air Force, by Bozell, Inc., for the Air Force Recruiting Service, February 1992.

The study examines the attitudes, opinions, and motivations of African-Americans of recruitment age to help develop recruitment advertising strategies. According to the respondents, job security and employee benefits such as health care were hallmarks of the military. Enjoying their work, getting the job they wanted, and earning a good income were benefits closely associated with the Air Force but not with the armed forces in general. The barriers to a military career that most concerned these young people—going to war, regimentation, and lack of personal freedom—were not strongly linked to their perceptions of the Air Force in comparison to the Army or the Marines.

Recommendations: The report did not include recommendations.

Defense Manpower for the Future: Demographic, Minority, and Social Issues, by DEOMI, December 1989.

This study is based on a review of census data for non-Hispanic whites, Hispanics, and blacks. Its purpose is to project the availabilities and military service participation rates of whites, Hispanics, and blacks

through 2019. White women are the largest untapped population segment. White men are likely to continue to make up the majority of servicemembers. The relatively rapid growth of the Hispanic population does not significantly affect their availability for military service in the 1990s because the service eligibility rates of Hispanic males are lower than those of white males.

Recommendations: The report did not include recommendations.

Minority Fill-Rate Component for Marine Corps Recruit Classification: Development and Test, by NPRDC, July 1984.

Marine Corps recruiting service personnel are often faced with the problem of allocating a small number of training assignments among minority and nonminority recruit applicants in an equitable manner. A decision aid in the form of a computer program was needed to assist recruiting service personnel to achieve the allocation balance across programs. The resulting component was tested by simulating recruit assignments. In 82 percent of the cases, the minority proportion achieved under assignment by model was closer to that desired by Marine Corps managerial personnel than that achieved under actual assignment.

Recommendation: Marine Corps recruiting personnel should incorporate the minority fill-rate component into the program management module of the Automated Recruit Management System.

Status of Recommendation: The Marine Corps could not provide information on the status of this recommendation.

Characteristics of Air Force Accessions: January 1975 to June 1977, by Air Force Human Resources Lab, 1979.

DOD's Defense Technical Information Center could not locate a copy of this report.

Why Women Enlist: The Navy as an Occupational Choice, by NPRDC, March 1977.

NPRDC found that women and men in a sample who enlisted in the military came from different backgrounds but joined for similar reasons. Women deliberated longer and made more inquiries than men before deciding to join the Navy but had less information about the realities of service life.

Women placed a higher value on a clean, cheerful environment and service to others and were more negative than men toward jobs involving work with materials or machines rather than people. The study concluded that the values of many of the women were not consistent with the nontraditional jobs to which they were apt to be assigned.

Recommendations: Revise recruiting materials to show women in nontraditional billets. Modify the training of recruiters to include detailed information on policies unique to women.

Status of Recommendations: Recruiting materials have been changed to show women in nontraditional billets. Recruiters' orientations cover the assignment of women in the Navy and other areas where differences remain.

The Unobtrusive Measurement of Racial Bias Among Recruit Classification Specialists, by NPRDC, October 1974.

Navy classification specialists work with individual recruits to arrive at recommended assignments. NPRDC found no significant differences in the way black and white classification interviewers treated black and white recruits in determining assignments.

Recommendations: The report did not include recommendations.

Scope and Methodology

We asked officials at the Office of the Secretary of Defense (OSD) and each of the military services for studies published between 1974 and 1994 on discrimination, equal opportunity, and sexual harassment. We requested reports and studies published by OSD, the services, or independent entities under contract to OSD or the services. Specifically, we asked for studies from the following offices at OSD and the services:

OSD: Defense Advisory Committee on Women in the Services; Defense Equal Opportunity Management Institute; Defense Manpower Data Center; Defense Nuclear Agency Inspector General; Office of the Defense Inspector General; Office of the Deputy Assistant Secretary of Defense for Equal Opportunity; and Office of the IG of the Joint Chiefs of Staff.

Department of the Air Force: Office of the Air Force IG; Office of the Deputy Chief of Staff for Personnel; and Air Force Human Resources Laboratory.

Department of the Army: Equal Opportunity Office, U.S. Army Garrison, Fort Belvoir; Office of the Army IG; Army Research Institute for the Social and Behavioral Sciences; and Office of the Deputy Chief of Staff for Personnel.

Marine Corps: Office of the Equal Opportunity Officer and Office of the Marine Corps IG.

Department of the Navy: Equal Opportunity Division, Bureau of Personnel; Office of the Naval IG; Naval Personnel Research and Development Center; and Office of Manpower and Personnel, Military Personnel Branch.

We conducted searches of the Defense Technical Information Center and the Defense Library on Disc databases. In addition, we contacted experts in academia and interest groups to determine whether they had any knowledge of the existence of OSD studies on discrimination, equal opportunity, and sexual harassment. However, we did not include unpublished studies that were produced to fulfill requirements for the war colleges, command and staff colleges, or other services' educational institutions.

We also sent a letter to the Director of Military Equal Opportunity requesting that his office and the services (1) identify any studies other than those we had already found and (2) provide the status of

Appendix II
Scope and Methodology

recommendations in all applicable studies. We summarized but did not evaluate the studies or the status of the recommendations.

Comments From the Department of Defense



FORCE MANAGEMENT
POLICY

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13 MAR 1995

Mr. Henry L. Hinton
Assistant Comptroller General
National Security and International
Affairs Division
U.S. General Accounting Office
Washington, D.C. 20548

Dear Mr. Hinton:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) draft report, entitled--"EQUAL OPPORTUNITY: DoD Studies on Discrimination in the Military," dated February 16, 1995 (GAO Code 703072), OSD Case 9865). The DoD concurs with the report.

The GAO review is useful to the DoD because it facilitated the consolidation of a number of efforts to examine similar, and generally related, issues from several sources over a 20-year period. This will encourage equal opportunity professionals throughout the Department to reconsider earlier findings, recommendations, and proposals that may provide fresh insights and direction for action or follow-on research to solve today's problems.

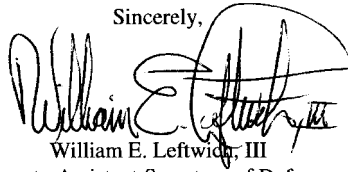
Many of the underlying studies are relatively old, and changes in policies, Service culture, and the equal opportunity climate, have dated them to the extent that they are not necessarily relevant today. On the other hand, changes in policies and programs with no apparent link to these studies may owe their genesis to this body of work. It is important to recognize that the DoD did not commission a series of studies and then ignored the findings. It is equally important to understand that the views expressed in the majority of these studies are primarily those of the author(s) and may never have received the general acceptance of those who requested the studies be conducted. In fact, most of the studies include just such a caveat. Thus, it is legitimate that not all of the recommendations were acted upon.



Appendix III
Comments From the Department of Defense

A few minor technical corrections to the report were separately provided to the GAO staff. The DoD appreciates the opportunity to comment on the GAO draft report.

Sincerely,



William E. Leftwich III
Deputy Assistant Secretary of Defense
(Equal Opportunity)

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