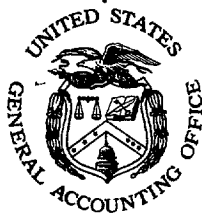


094107



# Status Of Equal Opportunity In The Military Departments B-178300

Department of Defense

**UNITED STATES  
GENERAL ACCOUNTING OFFICE**

~~710979~~  
094107

JUNE 19, 1973



UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D C 20548

FEDERAL PERSONNEL AND  
COMPENSATION DIVISION

B-178300

5  
The Honorable  
The Secretary of Defense

Dear Mr. Secretary:

This is our report on the status of equal opportunity  
in the military departments.

Copies of this report are being sent to the Senate and  
House Committees on Armed Services and on Post Office and  
Civil Service. Copies are also being sent to the Senate  
Committee on Labor and Public Welfare, the House Committee  
on Education and Labor; and the Director, Office of Manage-  
ment and Budget.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "James R. Beane".

Director  
Federal Personnel and  
Compensation Division

2-440  
-

C o n t e n t s

	<u>Page</u>
DIGEST	1
CHAPTER	
1 INTRODUCTION	5
2 EQUAL OPPORTUNITY	8
Organization and implementation	8
Military	8
Civilian	9
Conclusions	10
Recommendations to the Secretary of Defense	11
Agency comments	11
Recruiting and employment	12
Military	12
Women in service	14
Civilian	15
Military justice	17
Agency comments	19
Off-base housing	20
Agency comments	20
National Guard and Military Reserve Forces	21
Agency comments	21
APPENDIX	
I Military commands and installations at which review was conducted	23
II Principal officials of DOD and military departments responsible for activities discussed in this report	24

ABBREVIATIONS

DOD	Department of Defense
GAO	General Accounting Office
OSD	Office of the Secretary of Defense
ROTC	Reserve Officer Training Corps

D I G E S T

WHY THE REVIEW WAS MADE

GAO wanted to determine if the Department of Defense (DOD) was taking actions to achieve equal opportunity for civilian and military personnel. GAO visited 20 military commands and installations during January 1971 through March 1972. From April 1972 through March 1973 GAO monitored equal opportunity matters at the headquarters level (See p. 7)

Background

Executive Order No. 11478, dated August 8, 1969, reaffirmed the Government's policy to provide equal opportunity in Federal employment to all persons regardless of race, color, religion, sex, or national origin. Many of the policies in the order were enacted into law in the Equal Employment Opportunity Act of 1972.

The Office of the Secretary of Defense (OSD) is responsible for overall direction of equal opportunity. This generally encompasses providing policy and program analysis, development, and recommendations. Implementation is delegated to the Secretaries of the military departments.

OBSERVATIONS AND CONCLUSIONS

Organization and implementation

Military

Most installations GAO visited had

some form or elements of an equal opportunity program. Most did not have formal plans-of-action and their programs generally appeared to be

--too broad in scope,

--vaguely implemented,

--lacking sufficient definition, and

--not coordinated among the various DOD components

Persons responsible for the programs generally performed these duties in addition to other responsibility (See p. 8)

Recordkeeping of complaints of discrimination was generally incomplete and could not be meaningfully analyzed (See p. 9)

Civilian

The civilian equal opportunity programs were impeded by the same factors as the military programs. They consisted primarily of counselors and advisory committees serving for that particular purpose.

Recruiting and employment

Military

At the 20 installations GAO visited, the proportion of minorities ranged from zero to 3.5 percent of total officers and from 6.8 to 18.7 percent of total enlisted men.

All the services were increasing emphasis on recruiting minorities

Some were using minority recruiting teams to attract prospective minority enlistees

Additional efforts included placing Reserve Officer Training Corps (ROTC) and Junior ROTC detachments at predominantly minority colleges and schools. Scholarships also were offered minority and poor students (See pp 13 and 14 )

#### Women in service

Women in the military services have been limited to a few specialties, such as medicine, administration, supply, and communications. Other specialties were restricted because they involved combat or were used in isolated areas

At the installations GAO visited, the proportion of women ranged from 1 to 10.7 percent of total officers and from 3.2 to 8.2 percent of total enlisted personnel

As of April 1972 the services were directed to eliminate unnecessary distinctions in regulations applying to women. Subsequently, the specialties open to women were increased from 35 to 81 percent of the total (See p 15 )

#### Civilian

As of May 31, 1972, minorities made up 16.8 percent of total DOD employment

Each service had started to employ an equitable representation of minorities. There were indications, however, that hiring of minorities has been hampered by

--preferential treatment of employ-

ees affected by reductions in force,

--lack of minorities on employment registers, and

--generally low rating of minorities on registers (See p 15 )

#### Military justice

There were indications that minorities received relatively higher percentages of punishments. There were no indications that inequities existed in the degree of punishment imposed for similar offenses

In April 1972 a special task force began evaluating the military justice system. In November 1972, it made about 100 recommendations concerning primarily military justice but also including equal opportunity. As of January 1973, OSD was studying the recommendations (See p 17 )

At the installations GAO visited, records of punishment and discipline were not maintained in such a manner that analyses could be made with respect to minorities. Interviews indicated that a majority of the interviewees believed there was equality in military justice, but many of the minorities reported feelings of inequity (See pp 18 and 19 )

More information appears needed in order to evaluate military justice. The special task force also has suggested the establishment of common data to study and monitor military justice and equal opportunity

#### Off-base housing

In 1967 a DOD survey showed that 22 percent of the managers of rental housing near military installations had given assurance of no discrimination toward minorities

In August 1968 DOD required landlords to sign written pledges of nondiscrimination toward military personnel or have their facilities placed "off limits" (sanctioned) and restricted from rental by military personnel

On February 28, 1973, DOD issued revised detailed instructions to promote more equity in off-base housing (See p 20 )

National Guard and  
Military Reserve Forces

On the basis of available data, minority participation in the National Guard and Military Reserve Forces was below that of the regular military services. OSD had directed the services to include equal opportunity objectives and timetables for the Reserve and Guard (See p 21 )

RECOMMENDATIONS OR SUGGESTIONS

The Secretary of Defense should require the military services to

- Establish full-time civilian and military equal opportunity officers that have direct access to organization commanders or a higher authority (See p. 11 )
- Maintain records on the frequency, nature, and disposition of complaints of discrimination received through all complaint channels. (See p 11 )

AGENCY ACTIONS

Deputy Assistant Secretary (Equal Opportunity) officials informally commented on the draft report and generally agreed that the conditions described have existed (See p 11 )

These officials advised that OSD had required the military services to prepare equal opportunity affirmative action plans, including specific objectives and timetables. The initial plans were being reviewed for adequacy as of March 1, 1973. Other specific actions concerning military justice, off-base housing, and Guard and Reserve Forces were expected to be fully operational by June 30, 1973. GAO plans to follow up on these actions at a later date (See p 19, 20, and 21 )

The officials did not fully concur with GAO's proposals to establish equal opportunity officers with direct access to organization commanders and to maintain discrimination complaint records

Deputy Assistant Secretary (Equal Opportunity) officials believe that equal opportunity efforts should be an integral part of the commander's responsibilities with maximum use of the command chain. Also, they stated that there are no plans to require special records of equal opportunity complaints, except for those dealing with unfair housing. (See p 11 )

## CHAPTER 1

### INTRODUCTION

The policy of the U S Government is to provide equal opportunity in Federal employment for all persons, regardless of race, color, religion, sex, or national origin. Nondiscrimination in Federal employment has been supported by all recent Presidents and reaffirmed in a number of executive orders. Executive Order 11478, dated August 8, 1969, set forth broad guidelines for achieving equal opportunity within the Federal Government, and all department and agency heads were directed to insure nondiscrimination.

Much of Executive Order No 11478 was enacted into law by the Equal Employment Opportunity Act of 1972. This act also charges the Civil Service Commission with the responsibility for

- reviewing and approving annually national and regional equal employment opportunity plans submitted by each department and agency and
- reviewing and evaluating, at least semiannually, agency operations of equal opportunity programs and publishing progress reports

In addition, departments' and agencies' equal employment opportunity plans are required to include training and education programs for employees, a description of qualifications of those responsible for equal employment opportunity, and the allocation of personnel and resources to carry out equal employment opportunity programs.

The Department of Defense (DOD) had committed itself to a policy of nondiscrimination and equal opportunity for both military and civilian personnel as early as 1963 and has expressed this policy in numerous regulations and directives since that time. The basic regulation governing equal opportunity is DOD directive 1100.15 issued in December 1970.

This directive redefined the scope and dimensions of equal opportunity and encouraged commanders to

- insure that the policy of equal opportunity is understood at all levels of organization,

- establish and maintain affirmative programs that identify deficiencies and provide a means of correcting them,
- provide uniform reporting systems to measure results,
- consider leadership in successful equal opportunity programs as a criterion for promotion of military and civilian officials, and
- impose effective sanctions for noncompliance against officials who fail to produce satisfactory results

In addition to command emphasis on equal opportunity, DOD instituted an educational program in race relations. On June 24, 1971, DOD established the Defense Race Relations Institute to help resolve military racial problems. Commissioned and noncommissioned officers receive intensified training and return to their units to instruct other military personnel in race relations.

Considerable attention has been directed to equal opportunity in DOD. Besides internal studies conducted by DOD and the military services, external groups from both Government and the private sector have looked at various aspects of DOD's program for equal opportunity. The Blue Ribbon Defense Panel reported on various DOD programs in July 1970 and stated that they lacked central coordination and were designed for reaction rather than action. In addition, responsibility for implementing these programs was condemned for being so diffused as to prove ineffective in some areas.

A special subcommittee of the House Committee on Armed Services was appointed to investigate disturbances at military installations and to determine their reasons and what could be done to prevent them. Special interest groups, such as the National Association for the Advancement of Colored People and the Congressional Black Caucus, also have looked into military racial problems.

Some studies of equal opportunity in DOD indicated that, although higher echelons of authority seemed sincere in their efforts and have instructed that programs be established to combat racism, implementation at the working level has been slow or lacking. As stated by the Blue Ribbon Defense Panel,



"Effective implementation of the equal opportunity program \* \* \* can only be secured through personal and continued intervention by the Secretary, to the extent that all personnel of the Department become conscious of his scrutiny of the progress at all levels "

- - - -

We reviewed actions taken by DOD to achieve equal opportunity for both civilian and military personnel and directed special attention to the staffing and management of these programs. Visits were made to 20 military commands and installations from January 1971 through March 1972. (See app. I ) During the period April 1972 through March 1973, we monitored equal opportunity at the headquarters level

## CHAPTER 2

### EQUAL OPPORTUNITY

#### ORGANIZATION AND IMPLEMENTATION

##### Military

The Assistant Secretary of Defense (Manpower and Reserve Affairs) has overall responsibility for DOD-wide programs to insure equal opportunity for military and civilian personnel. The Deputy Assistant Secretary of Defense for Equal Opportunity has been delegated responsibility for providing policy and program analysis, development, and recommendations.

The Deputy Assistant Secretary of Defense for Equal Opportunity had established directorates for equal opportunity in three primary areas--civilian personnel, military personnel, and off-base housing--but there appeared to be very little staff support. We were informed that the Deputy Assistant Secretary of Defense had no definitized long-range plans. The staff was involved primarily in race relations and in field visits to racially troubled military installations rather than providing overall direction.

The Secretaries of the military departments are responsible for equal opportunity within their organizations. Policy responsibilities have been delegated to staff assistants in the offices of the Secretaries. Army and Air Force deputy chiefs of staff for personnel and the Chief of Naval Operations (the Bureau of Naval Personnel and Commandant of the Marine Corps) have been primarily responsible for implementation.

None of the services required commands and installations to assign an officer with the necessary background, training, and independence to function on a full-time basis. We found that most installations had appointed race relations officers, equal opportunity officers, or human relations councils to hear grievances of minorities and advise installation commanders on equal opportunity problems. Local commanders developed their own programs and decided the extent the councils and equal opportunity officers were used. The councils were called by different names, met at different command levels, and membership was voluntary in some and

required in others. Their effectiveness varied not only between services but also between installations within the same service.

The chain of command and installation Inspectors General have been traditional channels for complaints and many complaints are still made through them. These channels have been supplemented with equal opportunity councils, military nondiscriminatory affairs officers, special assistants for minority affairs, or "open door" policies of commanding officers.

Available records were generally incomplete and did not include complaints filed through all channels available. For instance, the Army required that records be maintained to provide a means for analyzing types and numbers of complaints received. However, one equal opportunity officer stated that, although he maintained records on complaints he received, he was not aware of complaints filed through other channels. Another official told us he was not aware of any Army recordkeeping provisions and did not maintain records regarding complaints of discrimination.

Generally, the services had not required the development of formal plans-of-action at either major or installation command levels. Only one activity we visited had a structured plan for equal opportunity. Some officials stated that equal opportunity was provided for in regulations and directives and that specific plans-of-action therefore were not required.

### Civilian

Executive Order No. 11478, issued in August 1969, required that the Civil Service Commission issue regulations as necessary to insure compliance with the order and assume responsibility for reviewing and evaluating agency operations. In May 1970, the Civil Service Commission issued guidelines which required agencies to adopt an agencywide plan-of-action to further equal employment opportunity for all employees. In addition, plans-of-action were to be developed for organizational segments within these agencies, as necessary, to insure effective action at all levels.

Equal employment opportunity plans-of-action were to be reviewed and revised at least annually to maintain relevancy and all revisions were required to be submitted to the Civil Service Commission. Plans were to spell out specific programs for each area with established target dates for accomplishment.

Installations we visited generally had developed plans-of-action for civilian employees, but few had specific objectives and timetables to measure progress. We also found that in most instances equal employment opportunity officers or those responsible for equal opportunity programs were performing their duties on a collateral basis. Generally the civilian personnel officials were monitoring and evaluating equal opportunity efforts.

Civilian organizations also were required to appoint equal employment opportunity counselors. These counselors were separated from the normal complaint processes so that they could function informally and attempt to resolve problems before they became formal complaints.

All activities we visited had established advisory committees to review equal opportunity programs and make recommendations to the equal employment opportunity officer or commanding officer. The composition of the committees varied from base to base, but all included some civilians.

### Conclusions

We believe that lack of specific plans-of-action contributed to programs that were

- too broad in scope,
- vaguely implemented,
- lacking sufficient definition, and
- not coordinated among the various DOD components

Also, more complete recordkeeping of complaints would make possible meaningful analyses of aspects such as the frequency of similar complaints in order to identify particularly troublesome areas, whether complaints are being satisfied, and whether complaints are being settled in a timely manner.

## Recommendations to the Secretary of Defense

We recommend that installations be required to have full-time civilian and military equal opportunity officers that have direct access to organization commanders or a higher authority. Additionally, all activities should maintain records on the frequency, nature, and disposition of complaints of discrimination received through all complaint channels.

### Agency comments

In informal comments on our draft report, Deputy Assistant Secretary (Equal Opportunity) officials indicated that they generally agreed that the conditions described above have existed. The Director for Equal Opportunity substantiated many of our observations in a July 28, 1972, trip report on the management of equal opportunity programs in the Pacific Command.

We were informed that the Office of the Secretary of Defense (OSD) had required the military services to prepare equal opportunity affirmative action plans, including specific objectives and timetables. The initial plans were being reviewed for adequacy as of March 1, 1973. All the military services had been directed to formalize, in their manpower manning documents, full-time equal opportunity staff personnel and submit their plans to OSD for approval. Further, a detailed plan was being implemented to provide for maximum DOD-wide publicity concerning the equal opportunity program in all its facets.

However, Deputy Assistant Secretary (Equal Opportunity) officials expressed a belief that equal opportunity efforts should be managed as an integral part of the commander's responsibilities with maximum use of the command chain. Also, they stated that there are no plans to require special records of equal opportunity complaints, except for those dealing with unfair housing.

## RECRUITING AND EMPLOYMENT

### Military

At the installations we visited, the percent of minority officers, most of whom were black, ranged from zero to 35 percent of total officers and the percent of minority enlisted men ranged from 6.8 to 18.7 percent of total enlisted personnel. Each service had programs to recruit and retain minority personnel in both the enlisted and officer ranks. Most efforts were directed toward recruiting blacks.

The Navy was the only service which did not have black enlisted personnel approximating the national black population. The most obvious lack of blacks for all services was in the officer ranks. Although there has been an increase in the number of black officers over the past 10 years, blacks continue to make up less than 1 percent of the 2 top officer grades.

Employment opportunities for college-educated blacks in the civilian sector have attracted blacks away from the services. Because of this, the military departments have instituted various programs to increase the minorities in the military and have established objectives for these programs.

All services had increased emphasis on recruiting minorities. The Army and Navy were using black recruiting teams or individual black recruiters to reach prospective enlistees by visiting predominantly black colleges and universities. The Navy had filled approximately 10 percent of 2,400 recruiting billets with blacks, and a proposal had been made to increase the number of minority recruiters to 15 percent of total spaces.

Black graduates from the service academies in 1971 were only a small portion of the total graduates. Blacks constituted only 3 percent of freshman cadets in school year 1971-72. Objectives had been established by the Air Force and Navy regarding black enrollment at their service academies. The Air Force had established an objective of 6 percent blacks to be graduated by 1978 compared with 1.3 percent in 1971. The Navy was expecting to have a 10 percent black enrollment at the Naval Academy by the same year. We did not find similar objectives in the Army.

The Reserve Officer Training Corps (ROTC), a major source of officers, appeared to be an effective way to recruit minorities. Despite a general decline in overall enrollment in ROTC, there has been an increase in the ratio of minority participation, especially for blacks. Most of this increase can be attributed to the military services placing more ROTC units in predominantly black colleges and universities.

Although all military departments have increased the number of ROTC units at predominantly black institutions, the number of black students in ROTC still accounts for a relatively small part of total enrollment, as shown below, except for the Army which approaches the national percentage of blacks of 11.1 percent.

	Units at predominantly black colleges		Percent of total enrollment
	<u>1970-71</u>	<u>1971-72</u>	<u>1971-72</u>
Army	14	16	10.8
Air Force	5	8	6.5
Navy	1	3	3.5

Officials from all three departments stated that efforts were being made to further increase the number of units at predominantly minority schools. The Navy plans to increase such units from 3.5 percent to 10 percent of total ROTC units by 1975.

Each service, including the Marine Corps, had Junior Reserve Officer Training Corps (Junior ROTC) programs at the high school level designed to develop confidence, pride, leadership, and self-esteem in cadets. These cadets received training in military science as a supplement to normal academics and were eligible for special privileges and programs within the military services. As with senior ROTC, the military services were striving to increase Junior ROTC units at predominantly minority schools.

In the Army a number of ROTC and Junior ROTC programs have been developed to provide special benefits to minority or economically disadvantaged students. Normally each service identified a special number of ROTC academic scholarships for award to qualified students. All students were able to

compete for the majority of scholarships, but the Army set some aside for minority or economically disadvantaged youth.

In school year 1971-72, the Army ROTC allotted 75 3-year scholarships to those schools having the highest percentage of students from families with aggregate annual incomes of less than \$6,000. Fifty-five scholarships were given to 10 predominantly black colleges and the remaining 20 were awarded to 4 predominantly white schools

The military services required students to satisfy certain physical and educational requirements before enrolling in ROTC or as a prerequisite for remaining in ROTC during the last 2 years of college. We were told that minority students, particularly blacks, generally had not scored well on some tests, precluding their entrance into ROTC programs. Because of this, the Army, Navy, and Air Force were conducting separate studies to ascertain whether there were any cultural biases in their tests that were disadvantageous to blacks. The Army and Air Force also had established programs to enable some students who failed officer qualification tests to remain in ROTC on a conditional basis

#### Women in service

During the time of our field visits, the Air Force was the only service to permit women in ROTC. Army and Navy officials stated that requirements for women officers were met through officer candidate schools and there was no reason to open ROTC to them. However, the Secretary of the Navy subsequently announced that the Navy would open ROTC to women in school year 1972-73. Female participation in Junior ROTC is prohibited by law, but the military services were jointly preparing a legislative proposal to permit their participation.

Women in the military services generally have been limited to a few occupations, such as medicine, administration, supply, and communications. According to officials from all services, most occupations were restricted because they were combat oriented or used at isolated sites. Air Force officials also advised us that the lack of facilities at many bases restricted the number of women permitted to enlist. At the installations we visited, women represented from 1 to 10.7 percent of total officers and 3.2 to 8.2 percent of total enlisted personnel



As of April 1972, the services were directed to eliminate all unnecessary distinctions in regulations applying to women and, where appropriate, to recommend legislation to eliminate any inequities which are required by law. We were informed that the services, with the exception of the Marine Corps, have opened all occupations to women, except those closely related to combat. Previously, only 35 percent of all DOD job specialties were open to women. However, as of March 1, 1973, 81 percent of the total job specialties were open to women. We were further informed that the services have eliminated many inequities in officer training programs for women. The law precludes assigning Navy or Air Force women to combat aircraft crews or assigning Navy women to ships other than hospital or transport ships.

### Civilian

Civilian personnel offices at military installations have been actively seeking qualified employees from minority groups to provide an equitable representation of minorities in the work force. Programs include the establishment of minority hiring objectives, the reduction of job entrance grade levels, and visits to predominantly minority high schools and colleges to encourage application for Federal employment.

During calendar year 1970, when the services reduced their forces, minority group members fared well and in some instances their percentage of the work force increased. However, we were advised that new hiring of minorities at two locations had been hampered by (1) priority lists of former employees being given preference as jobs opened, (2) a lack of minorities on employment registers, and (3) the generally low ranking of minorities on such registers.

The following table shows the minority and total employment between November 1970 and January 1971 at some installations we visited.

	<u>Total employment</u>	<u>Minorities</u>	<u>Percent minority</u>
Fort Gordon, Georgia	3,301	654	19.8
Fort Jackson, South Carolina	2,242	657	29.3
Fort Leonard Wood, Missouri	2,227	74	3.3
Naval Air Station, Quonset Point, Rhode Island	3,987	102	2.5
Naval Air Station, Pensacola, Florida	6,845	915	13.3
Camp Lejeune, North Carolina	2,506	706	28.2
Scott Air Force Base, Illinois	2,839	150	5.3
Offutt Air Force Base, Nebraska	1,826	145	7.9

As shown in the table there were significant disparities in the percentage of minorities by installations. As of May 31, 1972, minorities made up 16.8 percent of total DOD employment.

Although other activities had set overall objectives for employing minorities, Navy activities had the most structured system. If a Navy activity was located in an area where the recruitment population contained more than 5 percent of any minority group, the activity was required to set objectives for minority hiring for each grade level which had 20 or more employees and in which the specified minority group represented less than 75 percent of the minorities in the work force in the recruitment area. This was an attempt to employ a percentage of minority members at each grade level approximating the percentage of minority members in the work force of the surrounding area.

## MILITARY JUSTICE

The administration of military justice has been cited as a major cause of racial disturbances in the past few years.

In 1970 DOD studied disciplinary actions taken against first-term servicemen to determine whether blacks were being charged with more offenses than their white counterparts. The study was based on a sample of servicemen from all branches of the military services and concluded that blacks received a higher rate of nonjudicial punishments and courts-martial than did whites. There was no indication that inequities existed in the degree of punishment imposed for like offenses

On April 5, 1972, the Secretary of Defense established the Task Force on the Administration of Military Justice in the Armed Forces. It included military personnel and civilians from both within and outside Government. Briefly stated the task force was charged with the responsibility to

- Determine the nature and extent of racial discrimination in the administration of military justice.
- Assess the impact of factors contributing to disparate punishment.
- Judge the impact of racially related practices on the administration of military justice and respect for law
- Recommend ways to strengthen military justice and "enhance the opportunity for equal justice for every American service man and woman."

The task force report dated November 30, 1972, contained about 100 recommendations concerning primarily military justice but also including equal opportunity. As of January 1973, OSD was reviewing and analyzing the recommendations.

At the time of our field visits, the Army and Air Force had made certain changes in the administration of military justice, particularly in nonjudicial punishment. For

example, Army regulations were changed to require that (1) the accused be advised of his right to consult with a lawyer before accepting nonjudicial punishment, (2) punishment for those in grades E-5 and below be conspicuously posted on bulletin boards, and (3) punishment be imposed in the presence of the accused. Air Force officials informed us that all commanding officers were required to consult with the base Judge Advocate's office before invoking nonjudicial punishment. They also indicated that military personnel were advised, before accepting nonjudicial punishment, of their right to legal counsel. Personnel in the Navy's Judge Advocate General's Office informed us that Navy personnel also were afforded the right to legal counsel before accepting nonjudicial punishment.

Our field visits indicated that generally records of punishment and discipline were not maintained in a manner that permitted analyses regarding minorities. Lack of a proper data base to systematically monitor military justice and equal opportunity was also recognized by the task force. It recommended that DOD

"establish a uniform system for the collection of statistical information, by race, ethnic group and sex, in order to establish a common data base for studies and monitoring efforts, especially in the areas of military justice, equal opportunity and personnel, and the DOD racial code be modified to make the reporting categories consistent with those of similar reporting systems of other governmental agencies."

The task force also recommended that

"Racial and ethnic identity codes be updated and a uniform system of data gathering be established to acquire data on a racial and ethnic basis concerning the military justice system and in other areas impacting on military justice, such as promotions, job assignments and administrative discharges."

We interviewed about 290 officers and enlisted personnel concerning their attitudes toward military justice

Their responses indicated that most majority and minority servicemen believed there was equality in military justice. Most of the feelings of inequities came from blacks. We were not able to substantiate claims of discrimination in military justice, nor was DOD. However, based on the responses we received, apparently many blacks believed there was discrimination in military justice.

Agency comments

In commenting on our draft report, Deputy Assistant Secretary (Equal Opportunity) officials advised that as a result of recommendations made by the Task Force on the Administration of Military Justice in the Armed Forces, certain preliminary actions had been taken. Final action was anticipated by June 30, 1973. We are not making additional recommendations at this time, however, we plan to follow up on the final OSD actions at a later date.

## OFF-BASE HOUSING

DOD has been concerned with inequalities in off-base housing. In 1967, DOD started to formalize its approach to equal opportunity in off-base housing by requiring a Coordinator for Equal Opportunity in Off-Base Housing within each military service and OSD. These coordinators were to assist, and maintain liaison with, individual installations in coping with discrimination in housing. Concurrently, the Secretary of Defense directed that a national survey of multiunit rental facilities near military installations be conducted to determine if such housing was equally available to all servicemen. According to a DOD official, this survey showed that only 22 percent of the management of facilities surveyed had pledged nondiscrimination. As a result, a campaign was initiated to persuade owners and landlords to open housing to all military personnel without discrimination.

The fair housing provisions of title VII of the act of April 11, 1968, Public Law 90-284, aided DOD in gaining pledges of nondiscrimination from property owners and prompted DOD to require installation commanders to establish offices to monitor off-base housing. In August 1968, DOD required landlords to sign written pledges of nondiscrimination toward military personnel or have their facilities placed "off limits" (sanctioned) and restricted from rental by military personnel.

Each service established regulations on processing complaints of discrimination in housing which included guidance on filing complaints with the Department of Housing and Urban Development and the Justice Department. Also, DOD has supplied the Justice Department with names of landlords who were unwilling to sign nondiscrimination pledges.

### Agency comments

Inequalities in off-base housing have continued to concern DOD. In comments on our draft report, we were advised that on February 28, 1973, DOD issued revised, detailed instructions in an effort to promote more equity in off-base housing. The instructions are expected to be fully operative by June 30, 1973. We plan to follow up on the implementation of the revised instructions at a later date.

## NATIONAL GUARD AND MILITARY RESERVE FORCES

Equal opportunity for military and civilian personnel in the National Guard and Military Reserves is governed by most of the same regulations and directives as the regular military services. Civilian employees of the Guard and Reserve are covered by regulations of the Civil Service Commission.

The Guard and Reserves have in the past had lengthy waiting lists. However, reduced draft calls have eliminated these waiting lists. To cope with this problem, recruiting programs have been intensified with emphasis placed on recruiting minorities.

We found very few formal equal opportunity programs in any of the Guard or Reserve organizations. Programs were generally informal with inadequate staffing and little or no coordination with field activities. Available statistics showed that minority participation was below that of the regular military services.

Officials attributed low participation of minorities to (1) unattractive economic benefits, (2) lack of job security and other benefits as compared to the regular services, (3) lack of knowledge about the organizations, and (4) distance of local units from minority communities.

Several studies of recruitment and retention of blacks in the Guard and Reserves concluded that blacks were not aware of opportunities available and that methods should be developed to inform them.

### Agency comments

In comments on our draft report, we were advised that the Army affirmative action plan includes Reserve and National Guard objectives and timetables. Further, the Navy and Air Force had been directed to emulate the Army plan. Once these plans are fully operational, we plan to evaluate their effectiveness.

## MILITARY COMMANDS AND INSTALLATIONS

## AT WHICH REVIEW WAS CONDUCTED

Fort Monroe, Virginia  
Fort McPherson, Georgia  
Fort Gordon, Georgia  
Fort Jackson, South Carolina  
Fort Bragg, North Carolina  
Fort Leonard Wood, Missouri  
6th Naval District, Charleston, South Carolina  
Naval Air Station, Pensacola, Florida  
Naval Air Station, Marietta, Georgia  
Naval Air Station, Quonset Point, Rhode Island  
Atlantic Fleet, Norfolk, Virginia  
Camp Pendleton, California  
Camp Lejeune, North Carolina  
Scott Air Force Base, Illinois  
Offutt Air Force Base, Nebraska  
U.S. Army, Europe  
U S Navy, Europe  
U S Air Force, Europe  
U S. Army, Okinawa  
U.S. Marine Corps, Okinawa  
U S. Air Force, Okinawa



APPENDIX II

PRINCIPAL OFFICIALS OF DOD AND MILITARY  
DEPARTMENTS RESPONSIBLE FOR ACTIVITIES DISCUSSED  
IN THIS REPORT

	<u>Tenure of office</u>	
	<u>From</u>	<u>To</u>
<u>DEPARTMENT OF DEFENSE</u>		
SECRETARY OF DEFENSE		
Elliot L. Richardson	Jan. 1973	Present
Melvin R. Laird	Jan. 1969	Jan. 1973
DEPUTY SECRETARY OF DEFENSE		
William P. Clements	Jan. 1973	Present
Kenneth Rush	Feb 1972	Jan 1973
Vacant	Jan 1972	Feb. 1972
David Packard	Jan. 1969	Dec. 1971
ASSISTANT SECRETARY OF DEFENSE (MANPOWER AND RESERVE AFFAIRS)		
Roger T. Kelley	Mar. 1969	Present
Vacant	Feb. 1969	Mar 1969
Alfred B. Fitt	Nov. 1967	Feb. 1969
DEPUTY ASSISTANT SECRETARY (EQUAL OPPORTUNITY)		
Custis R. Smothers (acting)	Feb. 1973	Present
Donald L. Miller	Dec. 1971	Jan 1973
L. Howard Bennett (acting)	Sept. 1971	Nov. 1971
Frank W. Render II	June 1970	Aug. 1971
L. Howard Bennett (acting)	May 1969	May 1970
Jack Moskowitz	Nov. 1965	Apr. 1969
<u>DEPARTMENT OF THE ARMY</u>		
SECRETARY OF THE ARMY		
Robert F. Froehlke	July 1971	Present
Stanley R. Resor	July 1965	June 1971

<u>Tenure of office</u>	
<u>From</u>	<u>To</u>

DEPARTMENT OF THE ARMY (continued)ASSISTANT SECRETARY OF THE ARMY  
(MANPOWER AND RESERVE AFFAIRS)

Carl S. Wallace	Mar. 1973	Present
Hadlai A. Hull	May 1971	Mar. 1973
Donald W. Sruell (acting)	Dec. 1970	May 1971
William K. Brehm	Apr. 1968	Dec. 1970

## CHIEF OF STAFF

Gen. Creighton W. Abrams	Oct. 1972	Present
Gen. Bruce Palmer, Jr. (acting)	June 1972	Oct. 1972
Gen. William C. Westmoreland	July 1968	June 1972

DEPARTMENT OF THE NAVY

## SECRETARY OF THE NAVY

John W. Warner	May 1972	Present
John H. Chafee	Jan. 1969	May 1972

ASSISTANT SECRETARY OF THE NAVY  
(MANPOWER AND RESERVE AFFAIRS)

James E. Johnson	June 1971	Present
Robert H. Willey (acting)	Apr. 1971	June 1971
James D. Hittle	Mar. 1969	Mar. 1971
Vacant	Feb. 1969	Mar. 1969
Randolph S. Driver	Apr. 1968	Jan. 1969

## CHIEF OF NAVAL OPERATIONS

Adm. Elmo R. Zumwalt, Jr.	July 1970	Present
Adm. Thomas H. Moorer	Aug. 1967	June 1970

## COMMANDANT OF THE MARINE CORPS

Gen. Robert E. Cushman, Jr.	Jan. 1972	Present
Gen. Leonard F. Chapman, Jr.	Jan. 1968	Dec. 1971

DEPARTMENT OF THE AIR FORCE

## SECRETARY OF THE AIR FORCE

Robert C. Seamans, Jr.	Feb. 1969	Present
Dr. Harold Brown	Oct. 1965	Feb. 1969

## APPENDIX II

<u>Tenure of office</u>	
<u>From</u>	<u>To</u>

DEPARTMENT OF THE AIR FORCE (continued)

## ASSISTANT SECRETARY OF THE AIR FORCE

## (MANPOWER AND RESERVE AFFAIRS)

Richard J. Borda	Oct. 1970	Present
James P. Goode (acting)	Apr. 1970	Oct. 1970
Dr. Curtis W. Tarr	June 1969	Apr 1970
James P. Goode (acting)	Mar. 1969	June 1969
J. William Doolittle	Apr. 1968	Mar. 1969

## CHIEF OF STAFF

Gen John D. Ryan	Aug. 1969	Present
Gen John P. McConnell	Feb. 1965	July 1969

Copies of this report are available at a cost of \$1 from the U S General Accounting Office, Room 6417, 441 G Street, N W , Washington, D C 20548 Orders should be accompanied by a check or money order Please do not send cash

When ordering a GAO report please use the B-Number, Date and Title, if available, to expedite filling your order

Copies of GAO reports are provided without charge to Members of Congress, congressional committee staff members, Government officials, news media, college libraries, faculty members and students

**AN EQUAL OPPORTUNITY EMPLOYER**

**UNITED STATES  
GENERAL ACCOUNTING OFFICE  
WASHINGTON, D C 20548**

---

**OFFICIAL BUSINESS  
PENALTY FOR PRIVATE USE \$300**

**POSTAGE AND FEES PAID  
U S. GENERAL ACCOUNTING OFFICE**



**SPECIAL FOURTH-CLASS RATE  
BOOK**