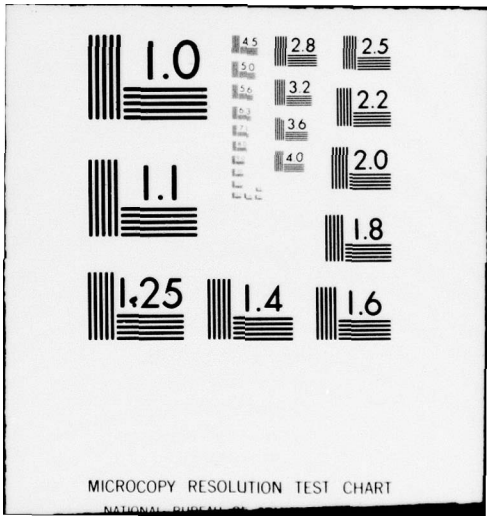
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(A Resource Book for Personnel with Race Relations/Equal Opportunity Responsibility)

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December 1973

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2Q162108A743

Social Change and
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Research Problem Review 73-2

RACE RELATIONS AND EQUAL OPPORTUNITY IN THE ARMY

(A Resource Book for Personnel with
Race Relations/Equal Opportunity Responsibility)

141

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FOREWORD

The Army has recently implemented an Equal Opportunity Treatment and Race Relations (EOT/RR) program. The EOT aspect is concerned with ensuring equality of opportunity and fair treatment of all individuals in the military. The Race Relations aspect is concerned with education and training in race relations. In support of this program, ARI's Social Processes Technical Area is actively engaged in empirical research on problems, policies, and programs related to the Army EOT/RR program. Research is conducted under Army RDTE Project 2Q162108A743, FY 74 Work Program, and is responsive to the special requirements of the Deputy Chief of Staff for Personnel.

The present Research Problem Review provides a comprehensive summary of Army actions and programs to improve race relations, Department of the Army policies, and descriptions of problems. It is designed to provide an information base for use in developing more effective approaches to improving race relations.

ARI research in this area is conducted as an in-house research effort augmented by contracts with organizations selected as having unique capabilities for research in this area. The present study was conducted jointly by personnel of the Army Research Institute for the Behavioral and Social Sciences and of Human Sciences Research, Inc., McLean, Virginia.

J. E. UHLANER
Technical Director

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INTRODUCTION

This resource book has been prepared in an attempt to meet the present need for information about the Army's Race Relations and Equal Opportunity Programs. It is intended as a source of information for commanders and for personnel who have specific responsibilities with regard to equal opportunity and race relations, and who must continually keep up to date on the growing body of regulations and policies in this area.

It was prepared as part of a larger project sponsored by the U.S. Army Research Institute for the Behavioral and Social Sciences. Also developed on that project was the handbook titled, *Improving Race Relations in the Army–Handbook for Leaders,* as well as a report on an Army-wide survey of racial attitudes and perceptions–especially perceptions of Army Equal Opportunity Programs–titled, *Black and White Perceptions of the Army's Equal Opportunity and Treatment Programs.*

The amount of material that could be included in such a resource book is potentially unlimited. Our goal has been to provide information about the background, scope, and intent of various aspects of Race Relations and Equal Opportunity Programs; to outline the basics of Army policy in each area; and to describe responsibilities for the implementation and coordination of equal opportunity efforts. This resource book does not contain regulations. Where it cannot provide all descriptive information, the aim has been to tell the reader where such information can be found. For detailed guidance, it is always advisable to consult the appropriate Army document.

The basis of Army equal opportunity policy–AR 600-21, "Equal Opportunity and Treatment of Military Personnel," originally published in 1964–has been rewritten and is presently awaiting formal approval by the Secretary of the Army. We have presented material from the new version of this regulation, however, in order that the resource book may not immediately be considered out of date. Material from the new version has been marked with a daggar (†) throughout the text.

In format, the outline of this book roughly parallels that of the 1972 Department of the Army, Race Relations/Equal Opportunity Affirmative Actions Plan, because that plan, so essentially a part of current RR/EO efforts, touches upon nearly every aspect of the Army's program to eliminate racial discrimination and provide equal opportunity and treatment for all.

Part I of this book deals with Equal Opportunity Programs: programs designed to *correct structural deficiencies,* to protect minorities from discriminatory practices, and to provide opportunities for upward mobility and full career development.

Part II–Race Relations–describes actions designed to *eliminate prejudicial behavior* of individuals and to promote harmony among them.

Part III deals with both Equal Opportunity and Race Relations Programs in the Army Reserves. A section of regulations concerning equal opportunity off post has also been included. A comprehensive and detailed index is provided. To make things still easier to find, each chapter of the book is subdivided into the same four divisions:

1. **Introduction**–An introduction to the chapter.

2. **History**–A brief historical overview to the problems and programs detailed in the chapter.

3. **The Situation Today**–An appraisal of the current state of the problem area discussed and of the stage of development of Army solutions to it.

4. **Current Regulations, Policies and Practices**–What is actually being done. This subsection forms the bulk of each chapter, and in most chapters is extensively subdivided into topic categories.

The appendix includes practical information on who to call and where to write for more information, and a selected bibliography. A subject index is provided to assist the reader in locating material of interest.

PART I–EQUAL OPPORTUNITY AND TREATMENT

CHAPTER I
ACCESSIONS AND RETENTION

1. Introduction

The Affirmative Actions Plan calls for achieving a minority representation throughout the officer corps which is equal to the minority representation in the nation, and for equalizing minority representation in certain officer career fields that impact strongly upon life for minority soldiers–justice, the chaplaincy, information, military police, and medicine.

The Army plans to achieve equal representation in the officer corps by increasing minority representation in the officer accessions mechanisms–the Reserve Officer Training Corps (ROTC), Officer Candidate School (OCS), the U.S. Military Academy (USMA), and through special assistance programs. To attract minority students in specific professional areas–the law, medicine, and the chaplaincy–the Army is launching special intern programs for minority students. In order to maintain a higher percentage of minority officers, efforts are being made to encourage their membership in the Regular Army.

This chapter will include discussion of these programs and measures.

2. History

Prior to World War II, black officers in the Army were extremely rare. The U.S. Military Academy graduated three blacks before the turn of the century; no blacks were graduated from 1889 to 1936. During World War I, the Army established a training school for blacks which eventually commissioned 1,408 officers (0.07 percent of the 200,000 officers serving in World War I). After the war, black units were reduced to minimal strength, and black recruitment was abolished–a situation which was maintained throughout the 1920s and 1930s.[1]

As a result, the beginning of World War II saw only *five* black officers and 5,000 black enlisted men left in active Army units.[2] During that war, large segregated units were organized. These functioned in support roles, for the most part, since many skill areas were closed to blacks. Although black officers' training schools were opened, and the number of black officers in the active Army rose to 7,211 by late 1945, that number represented just *eight-tenths of one percent* of all Army officers.[3]

Since 1948, when President Truman signed Executive Order No. 9981, directing equal opportunity in the Armed Forces, the percentage of officers who are black has steadily increased; until today, blacks make up about five times the proportion of the officer corps as they did at the end of World War II.[4] But that proportion is still small.

3. The Situation Today

As of mid-1972, blacks comprised 17.1 percent of the Army's enlisted ranks, but only 3.9 percent of its officers. Black representation in direct appointment slots–the professions–was much smaller still; as of mid-1972, 0.6 percent of the officers in the Judge Advocate General Corps were black; 3.1 percent of the chaplains were black; and 1.6 percent of the medical doctors were black.[5]

Meanwhile, civilian opportunities for middle-class blacks have continued to increase. This has apparently discouraged many young middle-class blacks from entering the Armed Forces. As one well-known sociologist noted: "one would be hard put to describe a person with better job opportunities than a newly-minted Negro Ph.D."[6]

Whether or not it is because potential black officers see the grass as greener outside Army compounds, the fact remains that as of September 1972, blacks comprised only 7.0 percent of OCS enrollment, only 13.7 percent of ROTC members, and only 3.4 percent of U.S. Military Academy cadets.[7] A survey showed that the percentage of minority group junior officers had decreased to the point where there were not sufficient numbers to *replace* the senior officers who were at retirement age.[8] And as was observed at the 1971 CONARC ROTC Minority Recruiting Conference,

> "Ideally, the desired percentage of minority officers in the officer corps should be approximately that of minority groups in the national population, which is currently approximately 15 percent. The most recent figures indicate that 11 percent of that group are black."[9]

Mention was also made of "the low retention rate of minority officers in junior grades,"[10] many of whom appear to leave for civilian careers.

4. Current Regulations, Policies and Practices

The Affirmative Actions Plan (AAP) is at the center of the minority personnel recruitment program. As previously explained in this chapter, the AAP also provides measures for improving the Army's retention record of minority officers and for increasing minority representation in specific officer career fields. The implementation of these measures is currently being directed by the Minority Recruiting Office of CONARC. A discussion of them follows.

Minority Officer Accession

Most officers come into the service through one of three channels—the Reserve Officer Training Corps, Officer Candidate School, or the United States Military Academy Of the 137,000 officers on active duty in 1971, 77 percent came from these three manpower sources—30 percent from ROTC, 39 percent from OCS, and 8 percent from USMA.[11]

ROTC

Efforts to increase the number of minority group junior officers in the Army are being concentrated upon what has been the prime supply line of new staff for the officer corps—the Reserve Officers Training Corps. ROTC is a four-year program offered in over 280 colleges and universities. Successful graduates of the four-year course become Second Lieutenants in either the Regular Army or the Army Reserve. ROTC programs designed to increase minority representation include:

- insuring that qualified applicants from minority groups are being afforded increased opportunities to compete for ROTC scholarships.

- increasing the number of ROTC establishments at colleges and universities with a predominance of black enrollment. Currently 19 predominantly black institutions host ROTC units; the objective in the Affirmative Actions Plan is to increase that number to 25 by mid-1976.

- increasing the recruitment of minority students attending predominantly white institutions (which, in 1970, accounted for almost two-thirds of all black enrollment).

- effecting "cross-enrollments," an administrative procedure whereby students at colleges not offering ROTC may participate in the ROTC program at another institution. Fourteen minority institutions had such agreements with ROTC host institutions in 1972.

- increasing minority recruitment with the aid of minority organizations such as the National Urban League, recipient of a grant for local level recruiting in 1971.

- stepping up on-campus recruitment via participation in seminars by black ROTC cadets and active-duty general officers; mail campaigns; advertising in campus media; and encouraging student visits to military installations.[12]

Apparently these measures were useful in maintaining a fairly constant black enrollment from September 1970 to September 1972, while total enrollment in ROTC dropped from nearly 74,000 to 41,300 in the same period of time. Black enrollment is now 13.7 percent of the total; all minorities together now account for 17.4 percent.[13]

OCS Programs

Applicants to the Officer Candidate School (a 14-week course) are usually Non-Commissioned Officers. They must pass tests and be nominated by a battalion commander. Under the OCS "college option," newly inducted servicemen who have completed two or more years of college and have passed entrance tests may also be accepted.

To increase minority membership in OCS, 1,100 black NCOs were counseled by their battalion commanders in 1971 to consider enrolling in OCS. Of these, 82 were approved as of 15 September 1971.[14] In 1972, a list of 410 minority in-service personnel with two or

more years of college was provided to major installations; they were interviewed by battalion commanders; and those qualified for OCS were encouraged to apply.[15]

Other efforts include intensification and reorientation of OCS college option recruiting efforts on minority campuses, direct mail campaigns to college seniors, and increased advertising in minority publications. Present objectives call for a 15 percent black and 4 percent "other minorities" enrollment in OCS by FY 1976.[16]

United States Military Academy

The U.S. Military Academy is a full four-year college. Applicants usually must be recommended by a U.S. Congressman or Senator and must meet entrance requirements. Tuition is free, but attendance obligates a graduate to several years of Army service. Most Academy graduates continue to make the Army their career. Although USMA commissions far fewer officers than do either OCS or ROTC, the number of USMA-produced General Officers now serving in the active Army exceeds those graduated from ROTC and OCS combined.[17]

In 1972, 141 students enrolled at the Academy were black,[18] and efforts are being made to make minority enrollment still higher. The Affirmative Actions Plan calls for achieving "a balanced representation of ethnic American subgroups within the Corps of Cadets," with no specific date by which this goal is to be achieved.

The Army reports that an intensive recruiting program for ethnic minority attendance at USMA has been established. Coordination with Recruiting Command has been effected to encourage a larger number of minority group soldiers to participate in the Preparatory School (USMAPS) at Fort Belvoir. Opening enrollment of the current USMAPS class of 278 included 25 blacks, and 13 other minority members.[19]

Minority Officer Retention

The Department of the Army is now screening annually the records of all minority group Majors and Captains with more than five years *active* commissioned service to determine those qualified to apply for Regular Army status. Reports of this screening are prepared bi-annually.

Increasing Minority Representation in the Professions

Upon entry into the service, doctors, lawyers, and clergymen receive "Direct Appointment" into the officer corps. As was noted earlier, minority representation in these three fields remains low–lower in every case than minority representation in these same civilian occupations.

To attract more minority professionals into the Army, the Affirmative Actions Plan has established separate programs for each career field. These are described briefly below:

A. Law–The Office of the Judge Advocate General

(1) Establishment of a summer intern plan for law students. Present goals call for inclusion of 50 students who have completed the first year of law school, and 50 who have completed the second year.

(2) Expanded advertising efforts appealing to minority law students depicting minority JAG attorneys in roles of judge and counsel.

(3) Ordering of attorney-reservists to active duty.

(4) Expansion of recruiting of minority group attorneys through recruiting officer visits to 28 law schools with the largest minority enrollment.

(5) Expanding liaison with minority professional groups for aid in recruiting minority group attorneys.

B. Doctors–The Office of the Surgeon General

Efforts are concentrated upon increasing Army presence at minority medical association meetings and upon visits to predominantly minority group professional schools by Army Medical Department personnel counselors. The goal of medical recruitment programs is for minority group percentages among all disciplines to reflect the percentages found in civilian life.

C. Clergymen–The Office of the Chaplaincy

The Affirmative Actions Plan goal is to increase minority representation to 10 percent by the end of 1976; up from 2.6 percent level of end, 1972. A study, completed December 31, 1972, was made to determine the best means of retaining minority chaplain assistants.

Other programs having impact upon equalizing minority representation in specific career fields are included in Part I, Chapter IV, of this report, dealing with efforts to promote career development and progression.

FOOTNOTES

[1]Richard J. Stillman, II. *Integration of the Negro in the U.S. Armed Forces* (New York: Frederick A. Praeger, Publishers, 1968), pp. 16, 19, 68.

[2]*Ibid.*, p. 22.

[3]"Analysis of Army Command Negro Personnel by Month" (n.p.: n.p., n.d.) Reprinted in Equal Opportunity and Treatment Letter (Washington, D.C.: U.S., Army, Headquarters, 30 June 1972), Inclosure 9. Also, "Army Command Negro Personnel by Type of Personnel" (n.p.: n.p., n.d.) Reprinted in Equal Opportunity and Treatment Letter (Washington, D.C.: U.S., Army, Headquarters, 30 June 1972), Inclosure 10.

[4]*Ibid.*, and Equal Opportunity and Treatment Letter (Washington, D.C.: U.S., Army, Headquarters, 30 September 1972), p. 8.

[5]"Distribution of Active Duty Black Officers by Branch (Total Active Duty), Part 1, Sec 2, as of 2nd Qtr, FY 72." Reprinted in Equal Opportunity and Treatment Letter (Washington, D.C.: U.S., Army, Headquarters, 31 March 1972), p. 65.

[6]Stillman, *op. cit.*, p. 83.

[7]U.S., Army, Deputy Chief of Staff for Personnel, Director of Procurement, Training, and Distribution, Officer Division, Special Actions Team. ROTC Enrollment as of 30 October 72; Schools as of 30 Sept 72 (Washington, D.C., 1972).

[8]"Military Career a Good deal for Blacks," *St. Louis Globe-Democrat,* February 23, 1972.

[9]John D. Moorer. Purposes and Objectives of Conferences at the First CONARC ROTC Minority Recruiting Conference, Fort Monroe, Virginia, 17 September 1971. Printed in U.S., Army, First CONARC ROTC Minority Recruiting Conference, Fort Monroe, Virginia, 17 September 1971. *Report* (Fort Monroe, Virginia: U.S. Continental Army Command, Headquarters, 1 November 1971), p. 5.

[10]*Ibid.*

[11]"Army R.O.T.C. Facts," RPI 664 (Washington, D.C., March 1972).

[12]Donald E. Williford. Department of the Army Presentation to the Second Annual CONARC ROTC Minority Recruiting Conference, Fort Monroe, Virginia, 15 September 1972. Printed in U.S., Army, Second Annual CONARC ROTC Minority Recruiting Conference, Fort Monroe, Virginia, 15 September 1972. *Report* (Fort Monroe, Virginia: U.S. Continental Army Command, Headquarters, 1 November 1972), pp. 11-12.

Footnote 12 (Continued) U.S., Army, Continental Army Command Headquarters, Deputy Chief of Staff for Personnel, ROTC Directorate, Recruiting Publicity Division, Minority Officer Procurement, Chief. Senior Minority Schools (Fort Monroe, Virginia, 1972).
U.S., Army, Deputy Chief of Staff for Personnel, Director of Procurement, Training, and Distribution, Officer Division, Special Actions Team. Fact Sheet; Subject: Recruiting of Minority Group Officer Personnel (Washington, D.C., 1 November 1972), p. 2.
U.S., Army, Deputy Chief of Staff for Personnel, Director of Procurement, Training, and Distribution, Officer Division, Special Actions Team. DPTD Key Program; Subject: Minority Officer Procurement Study (Washington, D.C., 15 September 1972), 3.l.

[13]U.S., Army, DCSPER, DPTD, Special Actions Team. ROTC Enrollment, *op. cit.*

[14]U.S., Army, DCSPER, DPTD, Special Actions Team. DPTD Key Program, *op. cit.*, 3.h.

[15]U.S., Army, DCSPER, DPTD, Special Actions Team. Fact Sheet, *op. cit.*, 4.b.

[16]*Ibid.*, 4.a.

[17]"Army R.O.T.C. Facts," *op. cit.*

[18]U.S., Army, DCSPER, DPTD, Special Actions Team. Fact Sheet, *op. cit.*, 3.

[19]*Ibid.*

CHAPTER II
POLICY AND GUIDANCE

1. Introduction

"It is the policy of the Army . . .

> to provide equal opportunity and treatment for all uniformed members, irrespective of race, color, religion, national origin, or sex."
>
> AR 600-21

Toward making that policy a reality, the Army has issued many subordinate regulations which govern equal opportunity and treatment and has initiated many race relations and equal opportunity programs, descriptions of which fill the pages of this book. This chapter outlines the guidance provided to commanders and to RR/EO personnel to help them carry out their responsibilities and duties. It will describe the RR/EO "umbrella" regulations only—those that direct, in broad terms, the organization, responsibilities, goals, and coordination of RR/EO efforts. For detailed guidance in a specific area such as housing, for example, see the appropriate chapter.

2. History

Equality of opportunity and treatment in the Army, first directed by President Truman's Executive Order No. 9981 of 1948, and followed by gradual integration, became codified as an Army Regulation in July 1964 (revised in May 1965), which established certain responsibilities of post commanders with regard to equal opportunity.

In addition to AR 600-21, regulations have been issued which govern equal opportunity in off-post housing and public accommodations, and to insure that instances of racial discrimination are processed according to the Civil Rights Act of 1964. Existing equal opportunity regulations were considerably strengthened in 1971 when the Secretary of the Army

announced major policy changes: Commanders were authorized to impose restrictive sanctions against any rental facility whose owner or manager was found to be discriminating on the basis of race, and Housing Referral Offices were established Army-wide to insure that soldiers did not rent from discriminating landlords; changes were made to the non-judicial punishment procedures which were designed to lessen the chances of racial discrimination and to protect the rights of individual soldiers; minority group representation was required on all promotion boards.[1] During this same period, race relations education and training programs were expanded and strengthened toward the goal of involving the active support and participation of all officers and enlisted personnel in the Army.

However, the implementation of equal opportunity regulations and the establishment of a coordinated program of race relations and equal opportunity efforts was for the most part left to the discretion of local commanders. Therefore, development of RR/EO programs was both uneven and widely divergent across commands.

3. The Situation Today

The new AR 600-21, while considerably strengthened and updated to incorporate policy changes made over the years, for the first time prescribes a broad program of both Race Relations and Equal Opportunity efforts. While the new AR continues to place responsibility for achievement of RR/EO objectives on commanders at all levels, it calls for the establishment of Equal Opportunity staff personnel who will be assigned Equal Opportunity as primary duty at all levels down to and including brigade or brigade equivalent. Guidance concerning their responsibilities with regard to Equal Opportunity both on post and off is clearly spelled out.

In addition, the Secretary of the Army formally approved the Department of the Army Affirmative Actions Plan on July 14, 1972. This was developed as a "positively planned action to correct existing deficiencies and to examine critically, systems and policies to insure that each individual is given the opportunity for personal and professional growth."[2] The plan which covers almost every aspect of Army life, sets forth both short- and long-range goals and represents the most comprehensive program yet developed for insuring equal opportunity and

treatment for all. An affirmative action is described as "a step beyond nondiscrimination."[3] The new AR 600-21 calls for the development of equal opportunity AAPs at each level down to and including brigade.

Just as importantly, the "Force Structure Plan," issued in late 1972, strengthened the Department of the Army Office of Equal Opportunity Programs (OEOP) and directed that the post-level Equal Opportunity Officer function as an authorized member of the commander's staff.

A summary of the guidance provided by the new AR 600-21, the DA Affirmative Actions Plan, and the Force Structure Plan is provided below.

4. Current Regulations, Policies and Practices

AR 600-21

EQUAL OPPORTUNITY AND TREATMENT OF MILITARY PERSONNEL

Policy:

a. It is the policy of the Army to provide equal opportunity and treatment for uniformed members, irrespective of race, color, religion, national origin, or sex. Accordingly, all personnel must be afforded equal opportunity and just treatment when considered for enlistment, appointment, discipline, professional improvement, promotion, career progression, schooling, assignments, retention, and separation in all components of the Army.

b. Discriminatory treatment, on or off post, directed against uniformed members or their dependents undermines morale, efficiency, and teamwork, and therefore command effectiveness and mission capability. Off-post activities, to include housing and public accommodations, in the United States or abroad, are either open to all soldiers and their dependents regardless of race, color, religion, national origin, and sex; or they will be placed off-limits or on restrictive sanction.

c. The policies and directives pertaining to the Civilian Equal Opportunity Program will be observed by all military personnel who supervise civilian employees of the Department of the Army.[4]

Responsibilities:

DCSPER — Deputy Chief of Staff for Personnel (DCSPER) [Department of the Army] will have General Staff responsibility for plans, policies, and programs pertaining to the Army Race Relations and Equal Opportunity programs.

All Levels — Conceptually, the commander at all levels is to be the command RR/EO officer, assisted by members of his staff. As such, the commander is to seek out the causes of discrimination and remove them.

Major Commanders — Major commanders will initiate RR/EO programs designed to meet the needs of installations, agencies, and activities under their jurisdiction, with monitoring procedures to be established at all levels of command.

Unit Level — Installation and Unit Commanders and heads of agencies and activities are to initiate RR/EO programs to promote racial harmony and to insure equal opportunity for all personnel and dependents.[5]

Specific Requirements: At each echelon, commanders are specifically required to:

Orientation
- Orient personnel on all RR/EO policy.

Personnel Reports
- Identify for reward or censure those persons, including commanders and supervisors, who either succeed or fail to implement Army RR/EO policy.

Policy Statement
- Publish a policy statement giving his personal policies and views concerning RR/EO matters.

RR/EO Program
- Develop a Race Relations education program, designed to promote racial harmony, reduce tension, and increase understanding of race/ethnic group differences.

Resolution of Complaints
- Develop plans for rooting out and quickly resolving problems concerning discriminatory practices and policies.

Public Relations
- Maintain a close working relationship with all local news media, especially media serving minority groups.
- Establish Race Relations Councils and conduct Seminars "if appropriate."

EEO Program

– Insure that RR/EO programs for military personnel and the Equal Employment Opportunity (EEO) program for civilian personnel complement each other.[6]

Guidance:

Guidance Concerning Staff Responsibilities of Equal Opportunity Officers.

a. Acts as advisor to the commander on RR/EO matters affecting military personnel and their dependents, and advises and coordinates with subordinate commanders and supervisors.

b. Implements Department of the Army policies, programs, and procedures, and develops and initiates similar actions tailored to the needs of the command and local environment.

c. Develops, coordinates, and monitors implementation of local command and staff developed Affirmative Action Plans.

d. Advises and assists other staff sections in handling matters pertaining to RR/EO within their particular functional areas of responsibility.

e. Maintains liaison with off-post community organizations, institutions, minority group leaders/organizations and civic clubs in connection with the RR/EO programs.

f. Participates in councils and seminars concerned with on/off post community activities and RR/EO matters.

g. Advises the commander on establishing compliance monitoring procedures by which to evaluate implementation and progress of RR/EO programs.

h. Monitors the following programs/activities for impact on RR/EO policies and programs.

(1) Education and Training (monitors the DRRI trained teams to insure their effective utilization in the unit's RR/EO program).

(2) Recreation

(3) Morale and Welfare

(4) Complaints and complaint procedures concerning discriminatory practices on and off post.

(5) Military justice matters

(6) Assignments, promotions, separations

(7) Command and public information program.[7]

RACE RELATIONS/EQUAL OPPORTUNITY AFFIRMATIVE ACTIONS PLAN

Description of DA RR/EO Affirmative Actions Plan July 1972

The Headquarters, Department of the Army Race Relations/ Equal Opportunity Affirmative Actions Plan (AAP) is a listing of tersely-expressed, specific actions (such as "Insure minority group representation on officer promotion boards where feasible"). Its actions are broken down into specific steps called milestones which are being used as a positive means of measuring progress. For each milestone there is a corresponding calendar due-date.

AR 600-21

AR 600-21 requires that each command, installation, agency and unit down to brigade or equivalent level, formulate its individual AAP, with plans tailored to the local environment.

Philosophy:

(1) An affirmative action is a step beyond nondiscrimination. It is a positive and planned action to correct existing deficiencies and to examine critically systems and policies to insure that each individual is given the opportunity for personal and professional growth based on his potential and capabi[illegible].

(2) Numerical goals or objectives established in affirmative action plans are planning targets, not quotas, based on command and staff estimates for achieving the desired results and assessing program progress. Goals are not ceilings nor are they base figures. Standards of performance will not be lowered.

(3) Equal opportunity and race relations actions are complementary. Equal opportunity actions are designed to correct structural deficiencies, protect minorities from discriminatory practices, and provide opportunities for upward mobility and full career development of all personnel. Race

relations actions are designed to reduce prejudicial behavior, as well as to promote racial harmony and attitudes supportive of Army objectives.[8]

Development of Plans:

(1) Dynamic and viable race relations and equal opportunity affirmative actions plans will be developed at each installation, unit, agency, and activity down to brigade or equivalent level. Schools at all levels will take necessary action to insure that matters pertaining to RR/EO are properly addressed. Such plans will be tailored to the environment of local situations and will be complementary to (but not a part of) equal employment opportunity plans for DA civilian personnel. The format of the plan will be similar to that of the HQDA plan and will include goals, objectives, milestones, and timetables necessary to insure program progress and to assist in compliance monitoring. Plans will be revised as necessary to indicate new actions, as well as actions that have been completed. The index to the DA Affirmative Actions Plan may be used as a guide.

INDEX – AFFIRMATIVE ACTIONS PLAN[9]

PART I – EQUAL OPPORTUNITY

SECTION I – Accessions and Retention
SECTION II – Policy and Guidance
SECTION III – Career Development/Progression
SECTION V – Compliance

PART II – RACE RELATIONS

SECTION I – Education and Training
SECTION II – Studies/Research Projects
SECTION III – Perception and Communications

PART III – RESERVE COMPONENTS

PART IV – COMPLETED ACTIONS

(2) The command RR/EO staff officer will serve as the focal point for the development of the command affirmative actions plan. This, however, does not relieve other command and staff agencies of their responsibility for RR/EO matters falling within their functional areas or from actively participating in the development of a comprehensive affirmative actions plan.

(3) Requirements for the development of AAPs for units other than the Active Army will be as outlined in Reserve Component regulations.[10]

Areas of Concern:

Areas of concern that could be included in local affirmative actions plans include the following:

a. Equal Opportunity

(1) Command policy and guidance

(2) Equal opportunity organization and structure

(3) Off-post housing/facilities

(4) Procedures for processing complaints

(5) Procedures for monitoring compliance with AAP

(6) Nonappropriated fund activities

(7) Educational development programs

(8) Military justice

(9) Military personnel actions to include awards

(10) Minority group representation in special activities

(11) EM/NCO/Officer club advisory board membership

(12) Post exchange facilities to include snack bars, barber shops, etc.

b. Race Relations

(1) Command policy and guidance

(2) Race relations education and training

(3) Military dependent activities

(4) Reduction of racial polarization

(5) Special services activities

(6) Religious activities

(7) Off-post contacts for better community relations

(8) Public information activities

(9) Procurement of minority group oriented items

(10) Recreation and entertainment facilities and programs

(11) Army and Air Force motion picture programs and facilities

(12) EM/NCO/Officer clubs.[11]

Force Structure Plan (Equal Opportunity-Race Relations) 17 November 1972

ORGANIZATION PLAN FOR RR/EO EFFORTS

Because RR/EO efforts were found to be "grossly inconsistent within and between units and commands,"[12] the Department of the Army issued the Force Structure Plan on 17 November 1972. The Force Structure Plan gave the Office of Equal Opportunity Programs (OEOP) increased importance, and directed that Equal Opportunity Officers become members of commanders' staff.

Objectives:

(1) Formal recognition and establishment of equal opportunity and race relations positions in unit organizational and manning documents.[13]

- Staff RR/EO positions (2,012 in total) will be placed in the following units: brigade; division; corps; CONUS Army; small post; large post; small major command; large major command; and Headquarters, D.A.

- At DA level, the OEOP is to be headed by a General Officer.

- The Commander may choose to elevate his RR/EO staff members to personal staff or principal staff level.

- RR/EO staff is always to have access to the Commander.

- Responsibility for RR/EO matters rests on the chain of command, command relationships are from Commander to Commander.

- DA will institutionalize RR/EO staff positions by placing them on Tables of Organization and Equipment (TOE), and Tables of Distribution and Allowance (TDA).[14]

(2) Establishment of sufficient manpower authorizations.[15]

(3) Standardization of uniform organizational structures throughout the Army.[16]

(4) Establishment of a career field with a MOS structure for enlisted [RR/EO] personnel.[17]

(5) Establishment of a training program for RR/EO staff personnel.[18]

Administrative Composition:

Each Race Relations/Equal Opportunity staff office is to be composed of two subordinate branches:

- The Race Relations Education Branch will be responsible for the developing, maintaining and presenting of the Race Relations Education Program.

- The Equal Opportunity Operations Branch will be responsible for all other actions associated with the maintenance of racial harmony and the provision of equality of opportunity and treatment. Such actions include:

  a. development of Affirmative Actions Plans

  b. developing and analyzing lessons learned

  c. identifying inequality of opportunity or treatment and recommending corrective actions

  d. developing programs to insure involvement of service families and the community.[19]

CON Reg 351-4
5 September 1972

RACE RELATIONS EDUCATION PLAN

Outlined here is a CONARC regulation which, although it is for CONARC implementation only, provides valuable guidance to Commanders and RR/EO staff personnel on race relations and education programs.

The Race Relations Education Program, discussed more fully in Part II, Chapter I, of this resource book, is designed to promote sympathetic understanding and treatment of each soldier by his commanders and his fellows through instruction and the exchange of ideas on the history, background, lifestyles, etc., of ethnic and racial groups.

"The primary emphasis of Army race relations education and training is the changing of behavior and the creation of an improved appreciation of individuals and groups as human beings."[20]

Instruction:

There are three levels of formal instruction. The first level is given all soldiers in Basic Combat Training. The second and third are higher level courses concentrating upon leadership responsibilities for NCOs and officers of all grades.

Exchange of Ideas: Race Relations Seminars are to be conducted on a regular basis in every unit in the Army.

Special Training: Special training courses will be held to insure that top officers are aware of the extent and causes of racial tension and of the programs and techniques available to reduce the potential for racial tension. These special courses include:

(1) Courses at the Army War College, the Command and General Staff College, and the Sergeants Major Academy.

(2) The Senior Commander's Orientation Course at Fort Knox, Kentucky, for battalion and brigade commanders.

(3) General Officer Orientation Program.

(4) Special Orientations for Army's leadership.

DA-LEVEL ADVISORY PANELS

Other Guidance Efforts

The Office of the Chief of Staff has established an Army Race Relations and Equal Opportunity Committee which functions as a continuing committee at Department of the Army level.[21]

The Committee, which reports periodically to the Chief of Staff, is composed of an Action Officer and a General Officer representative from the Offices of: DCSPER, Reserve Components; Assistant Chief of Staff for Force Development; Assistant Chief of Staff for Intelligence; Adjutant General; Surgeon General; Chief of Chaplains; Judge Advocate General; Inspector General; Chief of Information; Provost Marshall General; Personnel Operations; and Director of the Women's Army Corps.

The mission of the Committee has been to develop a comprehensive Race Relations and Equal Opportunity Affirmative Actions Plan (approved by the Secretary of the Army, July 14, 1972); to analyze indicators of racial tension, identify areas of deficiency, and ascertain trends; recommend appropriate policy guidance; facilitate Army Staff coordination; and maintain liaison with the Department of Defense, other military services, and the Army Secretariat in order to facilitate an exchange of ideas and information.

The Army Advisory Panel on Equal Opportunity and Race Relations is comprised of civilian advisors, including representatives from prominent minority and women's organizations.

The Panel meets periodically to advise the Secretary of the Army and the Chief of Staff on matters relating to equal opportunity and treatment and makes recommendations for developing programs to satisfy the needs of minority group personnel. The formation of the Panel was one of the recommended actions developed by the Army Race Relations Conference held in November 1970.

RACE RELATIONS CONFERENCES

Army-wide Race Relations Conferences were held in November 1970 and September 1972. The first was attended by representatives from each major command, representatives from the Department of the Army staff, the Infantry School, Defense Information School, the Judge Advocate General School, and from the three service academies.

The purpose of the first conference was to: (1) examine the race-related problems facing the Army, and in a larger sense, those which were endemic to the Armed Forces as a whole; (2) provide a medium for discussion of the measures taken by individual commanders to resolve racial problems; (3) develop recommendations for future race relations programs.

The recommended actions developed by the conference were taken under consideration by Headquarters, Department of the Army, and many of them were later implemented Army-wide. The program developed by the Race Relations Coordinating Group at Fort Benning received special attention, and many aspects of it were required the next year at all installations in CONUS.

The second Department of the Army Race Relations Conference, held at the Infantry School, Fort Benning, Georgia, assessed DA and field Race Relations/Equal Opportunity programs to establish a more uniform, Army-wide approach to RR/EO programs. Attendance included representatives from the National Association for the Advancement of Colored People (NAACP), the National Urban League, and the scientific and academic communities as well as representatives from each major command in CONUS and overseas.

Additionally, major commands such as CONARC, the 7th Army, Europe, and the 1st Army, headquartered at Fort Meade, Maryland, have held their own race relations conferences. Reports of some of the conferences have been distributed world-wide. Such meetings allow for an exchange of information (lessons learned, innovative approaches and problem solving techniques), provide an opportunity for Commanders, Race Relations Officers, and others to gain needed information on policies and procedures, and develop recommendations which may be useful in designing further race relations efforts within that command.

Administrative Documents Providing Policy and Guidance on RR/EO

AR 600-21 (Equal Opportunity and Treatment of Military Personnel)

AR 600-4 (Fair Housing Enforcement Program for the Department of Defense) 30 December 1969.

AR 600-18 (Equal Opportunity for Military Personnel in Off-Post Housing) 17 December 1969.

AR 600-22 (Processing Requests of Military Personnel for Action by Attorney General under the Civil Rights Act of 1964) 4 September 1964.

Headquarters, Department of the Army Race Relations/Equal Opportunity Affirmative Actions Plan, 14 July 1972.

CON Reg 351-4 (for CONARC implementation only) (Race Relations Instruction) September 1972.

Equal Opportunity and Treatment Letter (issued quarterly)

DoD Dir 1100.15 (Equal Opportunity within the Department of Defense) 14 December 1970.

DoD Dir 1322.11 (Department of Defense Education in Race Relations for Armed Forces Personnel) 24 June 1971.

FOOTNOTES

[1]U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Equal Opportunity Branch. Department of the Army Fact Sheet (Washington, D.C.: 19 March 1971).

[2]U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Office of Equal Opportunity Programs, Chief. Army Regulation 600-21; Race Relations and Equal Opportunity (Draft). First draft revision of AR 600-21, 18 May 1965, including all changes (Washington, D.C., 1972), para. 6.a.(1).

[3]*Ibid.*

[4]*Ibid.*, para. 4.

[5]*Ibid.*, para. 5.

[6]*Ibid.*

[7]*Ibid.*, para. 8.

[8]*Ibid.*, para.6.a.

[9]*Ibid.*, Appendix B.

[10]*Ibid.*, para. 6.b.

[11]U.S., Army, Continental Army Command, Headquarters, Commander. Headquarters, United States Continental Army Command Race Relations and Equal Opportunity Affirmative Actions Plan (CONARC RR/EO). (Fort Monroe, Virginia, 27 September 1972), Examples of Affirmative Actions Areas.

[12]U.S., Army, Secretary. Force Structure Plan (Equal Opportunity-Race Relations) (Washington, D.C., 17 November 1972), Para. 2.a.

[13]*Ibid.*, Para. 3.a.

[14]*Ibid.*, and U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Office of Equal Opportunity Programs, Chief. DA message DAPE-MPE 161530Z Dec 72; Subject: RR/EO Organization Staffing (Washington, D.C., 16 December 1972).

[15]U.S., Army, Secretary. Force Structure Plan, *op. cit.*, Para. 2.b.

[16]*Ibid.*, para. 2.c.

[17]*Ibid.*, para. 2.d.

[18]*Ibid.*, para. 2.e.

[19]U.S., Army, DCSPER, DMPP, OEOP, Chief. DA message 161530Z Dec 72, *op. cit.*, para. 4.

[20]U.S., Army, DCSPER, DMPP, OEOP, Chief. AR 600-21, *op. cit.*, para. 3.g.

[21]U.S., Army, Chief of Staff. Chief of Staff Regulation No. 15-11; Army Race Relations and Equal Opportunity Committee (Washington, D.C., 2 November 1971).

CHAPTER III
MILITARY JUSTICE

1. Introduction

The NAACP has noted that "Large numbers of black soldiers serving in the U.S. Armed Forces believe that the military justice system is discriminatory and unjust. "The system under fire is based upon the Uniform Code of Military Justice, called "uniform" because it is used by all four branches of the Armed Services. The UCMJ governs the conduct of all active duty servicemen, defines crimes and punishments, outlines court procedures, and defines the means for review of court decisions. Article 15 of the Code outlines procedures for punishment without trial by courts-martial.

Minority complaints about this system have included charges of brutality by MPs, biased courts-martial, unequal punishment, inadequate explanations of individual rights, racist use of pretrial detention and administrative discharges, and unnecessary racial harassment in the stockade. Because of the extent of these complaints, Congressmen, including members of the Congressional Black Caucus, met with President Nixon in March 1970 to tell him of increasing reports of minority group problems with the military justice system. As a result of these discussions, a DoD-formed Task Force was created in 1972 to study the administration of military justice and the treatment of minorities.[2]

Negative feelings also run high with large numbers of non-minority servicemen, who believe that the Army's legal system does not assure justice to soldiers of any color.[3] The system itself, as distinct from discriminatory treatment of minorities by it, has been the subject of Congressional reports and committee hearings, of books and articles in the popular press, and of the Task Force report referenced above.

Because of the interdependence of regulations designed to change the justice system and the quality of justice experienced by minority soldiers, this chapter will include discussions of both regulations aimed at improving justice for minorities and of changes to the system that should affect all servicemen.

2. History

The original American Military Code was drafted by John Adams in 1776. He based his draft upon the strict British Military Code which he considered a "complete system of military discipline." Other officials of that era found fault with Adams' code, believing that the military legal system should be less concerned with discipline and more concerned with the rights of soldiers and sailors. From the initial drafting of the Military Code (1776) until 1951, the revisions that were made were a reshuffling of old articles and a translation of them into more modern language.

In 1951, the Uniform Code of Military Justice was adopted for use by all services. It was intended as a sweeping reform; it established a court of appeals; it assured defendants of qualified legal counsel at trial for serious crime; it required that a certified law officer preside at general courts-martial. In addition, the UCMJ prohibited the commander from influencing the process or outcome of trials, although 18 years later, in 1969, an amendment to the Manual for Courts-Martial was adopted which specifically outlawed the commander's traditional pre-trial orientation of court members.

Another 1969 event, the Supreme Court's reversal of the *O'Callaghan versus Parker* case, established precedent greatly limiting the jurisdiction of military law over crimes committed by soldiers against civilians.[4] And by 1972, special attention was being paid to the problems that minority members have been experiencing with the justice system. Minority representation is being increased on the staff of prisons under the new Affirmative Actions Plan, and the revised AR 600-21 called for the Post Equal Opportunity Officer to monitor "complaints and complaint procedures concerning discriminatory practices on- and off-post."[5] Numerous structural changes, touching on all aspects of military life, were suggested by the Military Justice Task Force.[6]

3. The Situation Today

Since the UCMJ went into effect in 1951, the Army has held more than 1.3 million courts-martial.[7] AWOL and desertions constitute 70 percent of the military crime.[8] The Task Force on the Administration of Military Justice in the Armed Forces concluded that:

> ". . . there does exist a need in the armed forces for a system of justice, administered fairly, effectively, and promptly, to preserve and inspire adherence by all of its members to the limitations imposed upon them by law."

and that

> ". . . the problems this Task Force wrestled with are very real and have a need for immediacy to their solution that is not always felt in dealing with other military policy areas. Racial friction is all too evident, and the potential for even more serious difficulty is clearly present."[9]

Examples of the disparities found between blacks and whites at the Army installations visited by the Task Force with regard to military justice are:

1. Blacks in the stockade for pretrial confinement served an average of 33.1 days, and whites an average of 17.6 days.[10]

2. Black enlisted personnel constituted 18.1 percent of the population while receiving 24.9 percent of the Article 15s.[11]

4. Current Regulations, Policies and Practices

Because charges of racial discrimination run through every aspect of the military justice system, an overview of the system appears appropriate here, even though it is not within the intended scope of this document to present a comprehensive picture of military law.

Overview

The Uniform Code of Military Justice governs the conduct of all active duty personnel. The UCMJ defines crime against military law. It is a procedural code covering the preparation of

charges, convening of courts-martial, the conduct of trial, the means for review and appeal of convictions and informal nonjudicial punishment. It also sets maximum penalties for most offenses.[12]

The military justice system is vulnerable to discrimination (intentional or unintentional) of all types, including racial discrimination, because the UCMJ gives enormous powers to individual commanders. Even though commanders may not preside over an administrative board, they are the convening authority for the board. In a summary court-martial proceeding, the commanding officer appoints the individual who often acts as judge, jury, prosecutor, and very often, defense attorney. It is not surprising that a soldier might feel that if he asserts his rights and appeals to the next highest command authority or challenges the actions of individuals in any way, there are countless mechanisms within the system which will allow the commander to "get him" for the slightest infraction of the rules. Robert Sherrill has described the system this way:

> "The chaos and the often ridiculous inconsistencies of military justice are largely the fault of a tradition by which a commandant is allowed to run his own outfit with all the autonomy of a medieval fiefdom. Face and pride, so precious to the military, would otherwise be lost. High Pentagon officials have admitted on the record that they will go to almost any lengths to avoid interfering with the generals who run the bases and will reverse their injustices only when adverse public opinion mounts to threatening levels. As a result, one finds trivial jealousies, grudges, and a general's own political biases often dictating the conduct of courts under his command, as well as dictating, of course, who appears before them as defendants."[13]

Another unfriendly critic noted that the role of military justice "like that of any criminal law system, is one of deterrence and retribution, but it has a special function within the military as the coercive mechanism for maintaining the larger system of discipline."[14] Certain rights that are available to civilians in criminal cases are not available to servicemen under military law. In the area of trial due-process rights, for example, a serviceman is not entitled: to a court chosen at random or to trial by his peers; to review on the same basis as a General or Flag Officer; or to have a verbatim transcript made of special court-martial proceedings.[15] It has also been charged that unjust actions by NCOs are actually protected by the system:

> "Simple assaults are so commonly inflicted upon trainees that the stockades would be overflowing with sergeants if the Army ever attempted to prosecute all of them at once."[16]

When court-martial is called for, the commander retains powers that would be split up among several different administrators under civilian law. He plays a significant role in deciding whether or not to prosecute a person accused of a crime (like the district attorney); he can decide whether or not trial is warranted (like a grand jury). The general court's five members decide the guilt or innocence of the defendant as the jury does in civilian trials. These court members are selected by the post commander, and serve in regular rotation with other courts on cases as they come up. It has been suggested that some commanders select for court membership those who most favor severe interpretation of the laws.

The commander also has the power to choose the prosecutor and defense lawyer from among his legal officers. Prior to trial, he can refuse defense counsel the right to supoena witnesses if the prosecution is not using them. During the court proceedings, he can reverse a military judge's dismissal of charges and order the defendant tried anyway. When the trial is over, the commander *must* review the sentence, although he cannot increase it. Military law gives the commander the power to exercise extraordinary personal influence over the administration of military justice. Many black soldiers charge that there is racial discrimination behind command actions regarding the use of the UCMJ. The Military Justice Task Force concluded that:

> ". . . the black or Spanish-speaking enlisted man is often singled out for punishment by white authority figures, where his white counterpart is not. There is enough evidence of intentional discrimination by individuals to convince the Task Force that such selective punishment is in many cases racially motivated."[17]

The Definition of "Crime"

Blacks have been reported to be involved in more incidents of crime than their representation in the Army would warrant. Blacks tend to be reported for major military or civilian crimes–murder, robbery, etc., and for military status-type or confrontation offenses proportionately more–than whites. Whites were reported proportionately more than blacks for extended AWOL and drug-related offenses.[18] Defenders of military justice say that it is

normal for blacks to be involved in more military crimes in the Army (35.2 percent of all major incidents of those reported in the Military Justice Task Force Study),[19] since black civilians are also involved in a disproportionate percentage of serious crimes. They contend that blacks are involved in more of the direct confrontation offenses because blacks have difficulty with direct authority.[20] They conclude that blacks tend to receive stiffer punishment than whites because they are more often singled out for punishment.[21]

Critics of military justice are especially sensitive to what they claim is the fuzzy wording of UCMJ Articles dealing with direct confrontation offenses–"treats with contempt; acts with marked disdain," etc. They also point out that there is no provision made for categorizing the severity of direct confrontation crimes as there are in AWOL cases. They see accusation of, and punishment for, direct confrontation offenses to be primarily dependent upon the eyes of the officer or NCO beholding the crime.

As an NAACP report on conditions in Germany observed:

> "Many black soldiers, particularly those in the lower ranks, are convinced that white soldiers are not punished for behavior which, on the part of a black, would bring an Article 15 action. Whites, they said, were not dealt with for wearing long hair while blacks were punished for long hair. There seemed to them to be two sets of rules: One for whites and the other for blacks. . . .It was also widely believed that black soldiers display of the appurtenances of black awareness--such as Afro hair styles, handshakes, and 'power salutes'–led to confrontations with white superior officers."[22]

Availability of Legal Counsel. Article 31 of the UCMJ guarantees an accused soldier "the right to free legal counsel, even when Article 15 is used," for punishment in lieu of trial by court-martial.[23] It has been suggested by the Military Justice Task Force and by other observers[24] that black soldiers tend to distrust military counsel and prefer to contract the services of a black civilian lawyer, despite the expense involved. Judge Advocate General lawyers are often viewed as an arm of the command; the commander chooses the defense lawyer from among his staff, and the staff is almost always all white.[25] The Affirmative Actions Plan includes the recruitment of black lawyers, but so far, these efforts have not borne much fruit: Currently there are 16 black lawyers in the Army.[26] The Office of the Judge Advocate General is working with

predominantly black schools, and with prominent black leaders to develop ways of both recruiting and training black law school graduates, and the NAACP has been encouraged to open a branch legal office in Europe to help black soldiers.

Pretrial Confinement. Black soldiers have charged discrimination in the application of pretrial confinement. Pretrial confinement can only be imposed to assure the defendant's presence at court-martial, or because of the seriousness of the offense charged, or because of the "presence of other factors making it probable that failure to confine would endanger life or property."[27] Furthermore, a soldier cannot be confined for more than 30 days without formal charges being filed, although confinement may be extended with the permission of the officer exercising general court-martial jurisdiction.[28] This permission is often granted over the telephone.

When the Military Justice Task Force examined circumstances surrounding pretrial confinement, it was found that the disposition of cases of a smaller proportion of whites (21.8 percent) as compared to blacks (36.4 percent) was trial by court-martial. But the disposition of a larger proportion of whites (44.8 percent as compared to blacks (21.7 percent) was "release without subsequent trial or Article 15 punishment."[29]

Reflecting one interpretation of these figures, charges have been made before Congress that black soldiers are placed in pretrial confinement "merely because they are Black, or because they have openly spoken out against military policies."[30] Whether or not the statistics warrant this interpretation, it is true that as now regulated, pretrial confinement is a potentially convenient means for command to harass whom it pleases. To better assure that the use of pretrial confinement is not abused, USAREUR in 1971 formed a confinement review system called the "Military Magistrates Program." The Military Magistrates, who are Judge Advocate Officers, review the circumstances of every soldier placed in pretrial confinement between the 7th and 14th day of their confinement. If, after investigation of the case, the magistrate determines that further confinement is unwarranted, he can order the soldier's release, but must first check with the commanding officer who has court-martial jurisdiction.

A briefing provided the Congressional Black Caucus in December 1971 stated that the Military Magistrates Program had already proved successful, and that complaints by black soldiers about pretrial confinement have decreased. It has been reported that this program is being considered for adoption Army-wide.[31]

Article 15s. Article 15 of the UCMJ provides commanders the means to punish personnel for relatively minor offenses and infractions of discipline without resort to court-martial. Article 15 punishments include forfeiture of pay, reduction in grade, correctional custody, restriction, extra duty, and formal reprimand. A recent attitude survey[32] taken of Army EM opinions showed that 69 percent of blacks surveyed (compared with 11 percent of whites) believed black soldiers receive an unfair number of Article 15s. While most whites felt that commanders did not discriminate racially in giving out Article 15 punishment (but blacks did), both blacks and whites saw Article 15 as one of the most complained-about aspects of the Army's legal system.[33]

The serviceman charged with an offense is given 48 to 72 hours to exercise his option for court-martial. He must be notified of his right to consult counsel and the location of the counsel, and he must be given the opportunity to consult with counsel. He must sign a paper indicating his willingness to submit to Article 15 punishment.[34]

Factors that should bear upon his decision include the following:

- Court-martial convictions and Article 15s are permanently recorded.[35]
- The type of court-martial the serviceman will receive (general, special, or summary) and the limit of severity of punishment by court-martial is revealed only after he has chosen trial by court-martial.
- Very few court-martialed servicemen are acquitted.
- No one is acquitted under Article 15; acceptance of Article 15 punishment carries with it an admission of guilt.

- Regulation prohibits informing the serviceman of the Article 15 punishment awaiting him until he has chosen that means of punishment.

- While junior grade officers cannot deal out punishments under Article 15 that are as severe as the summary court-martial, field grade officers can mete out still harsher punishment. Company grade officers may ask a higher-ranking commander to handle the punishment for him without the prior knowledge of the to-be-punished serviceman.

The Military Justice Task Force found that punishments given to blacks, Spanish-Americans and whites were about equal. Punishment varied more with the previous offense record of the individual.[36] However, a greater percentage of personnel from both minority groups had previous records than did white soldiers.[37]

Courts-Martial. Courts-martial are tribunals designed to provide a hearing for persons charged with the commission of offenses punishable under the UCMJ. These tribunals have the power to hear evidence, determine facts and impose punishment. There are three types of courts-martial—in order of severity of punishment they can mete out, they are the summary, the special, and the general courts-martial. Each is briefly described below.

Summary Court-Martial. A summary court-martial consists of a single commissioned officer who performs the functions of judge, jury, and counsel for both sides, although the accused may also be represented by counsel obtained by the accused. A summary court cannot try officers or impose the death penalty.

Special Court-Martial. This court consists of not less than three members. The senior member, the President, performs functions similar to those of a civilian judge. The three members together act as jury; a guilty indictment must be unanimous. Counsel of equivalent qualifications are appointed to represent the United States and the accused. The special

court-martial may adjudge any punishment not forbidden by the Code except death, dishonorable discharge, dismissal, confinement for more than six months, hard labor without confinement for more than three months, forfeiture of pay exceeding two-thirds pay per month, or forfeiture of pay for more than six months. A bad conduct discharge may be meted out by this court provided that the accused is represented by qualified counsel, that a verbatim record is made of proceedings and testimony, and that a military judge preside.

General Court-Martial. Court consists of not less than five members and a law officer who performs the functions of a judge. Legally qualified counsel are appointed to represent the United States and the accused. This type of court-martial may try any person who is subject to the UCMJ for any offense made punishable by the UCMJ. If a verdict of guilty is reached, general courts-martial have the power within certain limits, to adjudge any punishment not forbidden by the Code.

Only the judgments passed by general courts-martial and bad conduct discharges meted out by special courts-martial are subject to appeal to the Court of Military Appeals. Other convictions may be appealed to the Judge Advocate General under Article 69 of the UCMJ.[38]

Complaints leveled against the court-martial system include:

1. Charges that the Staff Judge Advocate (SJA), who presides over all types of courts-martial, can be influenced by the commander, since the commander gives the SJA his efficiency rating. Critics point out that it was not until 1969 that the Manual for Courts-Martial was first amended to do away with the commander's privilege to give court members a "pretrial orientation."[39] Today, it is still maintained that the commander can influence both the findings of the court-martial and the punishment the court gives out.

2. Charges of command harassment of defense attorneys, such as recommending transfers to undesirable posts, and loss of promotion. The defense attorney *is* part of the commander's domain and remains subject to his influence.

3. Limited power of defense attorneys. Defense attorneys have no subpoena powers of their own, little freedom of cross-examination, no power to call military witnesses. They must make requests for witnesses through the prosecution.[40]

Despite these criticisms, it was the finding of the Military Justice Study that in all three types of Army courts-martial, blacks both plead not guilty and are subsequently found *not* guilty to proportionately more of the offenses charged to them than to white defendants.[41] Of contested offenses, proportionately twice as many offenses charged to blacks resulted in acquittal as those charged to whites.[42] In the judgment of the Military Justice Task Force, the severity of punishment dealt by courts-martial "is approximately the same in all services between blacks and whites."[43]

Punishment

The Administrative Discharge

There are five kinds of discharge: honorable; general; undesirable; bad conduct; and dishonorable. The latter two kinds may only be imposed by means of courts-martial proceedings. The general discharge (given under honorable circumstances) and the undesirable discharge are commonly termed "administrative discharges," and are based upon the commander's traditional power to separate from the Army, servicemen who, to his thinking, do not belong in it.

Technically, the administrative discharge is not a part of the justice system in actuality, however, the administrative discharge has become so common a means of separation that many critics of the system regard it as a formalized method of punishment. In one year, FY 1972, the Army discharged 50,722 servicemen (9.5 percent of 1972 discharges) by this means.[44] Recipients of less-than-honorable discharges find themselves forfeiting veteran's benefits and all hope of a worthwhile civilian career. The recipient of an undesirable discharge may not hold a government job and probably will not have much luck with a private employer.

The general discharge is given most frequently to soldiers discharged by the command for "unsuitability." It is "given by the Army in over 90 percent of the separation */sic/* for character or behavior disorders"[45] that keep a man from adapting to military life.

The undesirable discharge, practically speaking, is as detrimental as the dishonorable discharge. It is given most frequently to soldiers discharged for "unfitness," which includes violation of the UCMJ, moral unsuitability, and conviction of a serious crime by civilian

authorities. Pursuant to Chapter 10 of AR 635-212, a soldier awaiting trial may request discharge "for the good of the service" in lieu of court-martial. Statistically, 94.3 percent of the soldiers so separated from the Army in FY 1971 received undesirable discharges.[46]

The Task Force Study found that in the Army blacks received proportionately more of these "good of the service" discharges than whites. They also found that among blacks receiving undesirable discharges in the Army, "a noticeably higher percentage" were for the "good of the service," as compared to the proportion of whites who were similarly discharged.[47]

As Table 1 indicates, blacks receive a smaller percentage of honorable discharges and greater percentages of less-than-honorable discharges than white soldiers do.

Table 1. Character of Discharge, Fiscal Year 1972*

	Designation	% of White Discharges	% of Black Discharges
Honorable Discharges	1. Honorable	85.06%	78.59%
	2. General	3.59%	5.88%
Less than Honorable Discharges	3. Undesirable	5.42%	7.30%
	4. Bad Conduct	0.29%	0.53%
	5. Dishonorable	0.04%	0.13%
	Separations under Unknown Conditions	5.60%	7.57%
		100.%	100.%

*Extrapolation from: U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Promotion, Separation Structure and Retention Division, Enlisted Branch. Enlisted Losses by Character of Discharges by Race (FY 1972), (Washington, D.C., 1972).

There is a safeguard built into the system: The serviceman awaiting trial must himself request the "good of the service" discharge. But the NAACP's report of conditions in Germany noted that black soldiers often are ignorant of the alternatives open to them. Under pressure from a commanding officer, an uninformed soldier is easily frightened away from a court-martial process.[48]

All administrative discharges may be submitted for relief to the Army Discharge Review Board in Washington, consisting of three Presidentially-appointed judges who are far removed from the commander's influence. Nonetheless, the Task Force Study found that the discharges of whites were reversed more than three times as often as those of blacks, and even then, only 15.6 percent of the whites obtained relief.[49]

Prison

A disproportionate number of internees in Army stockades are black. Blacks receive longer sentences to confinement at hard labor, as is the case in non-military federal prisons.[50] Black and white criticisms of stockade life touch on similar points. Both allege misuse of administrative and disciplinary segregation, a lack of rehabilitative facilities and programs, lack of formalized complaint procedures, inspection of mail, poor library facilities, and insufficient training for supervisory confinement personnel.[51]

New Programs

The Affirmative Actions Plan has already taken the following steps toward reducing the possibility of unequal military justice.

A. Personnel Changes

- Increase ethnic group representation of correctional specialists at confinement facilities.

B. Instruction

- Provide JAG officers sufficient background and instruction on race relations and military justice at JAG schools covering subjects affecting minority group personnel (held in June 1972).

C. Monitoring

- Review ethnic trends of military prisoner population and minority correctional specialists requirements.

In addition, the revision to AR 600-21 (discussed more completely in Part I, Chapter II), calls for the establishment of an Equal Opportunity Officer at each post who will

"monitor" military justice matters for "impact on Race Relations and Equal Opportunity policies and programs."

In USAREUR in special and summary court-martial cases, a man may move to have the charges against him dismissed if he is not brought to trial within 45 days from date of charge or date of confinement, whichever is earlier.[52]

USAREUR has established three "law centers" at Mannheim, Kaiserslautern, and Nuremberg. They have lightened the workload on commanders and the JAG staff considerably by centralizing court-martial hearings and by minimizing delays in bringing a case to trial. The law centers have already proved to be successful, and there are plans to establish more as time goes on.

USAREUR has also established "Flying Squads" or equal opportunity inspection teams which travel to selected installations and stage unannounced inspections. While they were originally established to review non-judicial punishment practices only, their duties have been expanded to include examination of discrimination in military justice, promotions, assignments, and so forth. The teams which consist of both blacks and whites *must* include a JAG officer and a personnel officer. If inequities are discovered, they are advised to discuss them with commanders immediately and recommend corrective action. The squads have no real power of enforcement and are advised against undercutting the authority of local commanders.[53] It has been suggested that the squads are often not trusted by black soldiers, who tend to view squad members as arms of the command.

A change to AR 600-21 in 1965 prohibited commanders from keeping racial data except in personnel records, casualty reports, and command strength reports. This change was rescinded 11 February 1972, and now commanders exercising general court-martial jurisdiction are allowed to maintain racial statistics. In addition, Headquarters, DCSPER and the chiefs of DA staff agencies may authorize the maintenance of racial statistics. Such racial breakdowns may be helpful for an overall evaluation of the military justice system with regard to the rights of minorities and for pinpointing where discrimination exists, under what circumstances, and by whose hand.

FOOTNOTES

[1]Nathaniel R. Jones, Julius Williams, Melvin W. Bolden, Jr. *The Search for Military Justice; Report of an NAACP Inquiry into the Problems of the Negro Serviceman in West Germany* (New York: NAACP Special Contribution Fund, 1971), p. 5.

[2]U.S., Department of Defense, Task Force on the Administration of Military Justice in the Armed Forces. *Report.* 4 Volumes (Washington, D.C.: U.S., Department of Defense, 1972).

[3]Robert Sherrill. *Military Justice Is to Justice As Military Music Is to Music* (Rev. ed.) (New York: Harper & Row, Publishers, Perennial Library, 1971), p. 3.

[4]Explanation of Case: O'Callaghan, an Army Sergeant, was court-martialled on a rape charge, the crime allegedly committed against a civilian in a private hotel. The Army's ground for intervention in the case—that the Sergeant's conduct was detrimental to the image of the Army, and thus in violation of Article 134 of the UCMJ—was ruled improper by this Supreme Court decision.

[5]U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Office of Equal Opportunity Programs, Chief. Army Regulation 600-21; Race Relations and Equal Opportunity. Draft. Revision of AR 600-21, 18 May 1965, including all changes (Washington, D.C., 1972).

[6]U.S., DoD, *op. cit.*, Volume 1, pp. 112-128.

[7]Robert Sherrill, *op. cit.*, p. 229.

[8]Adam Yarmolinsky. *The Military Establishment; Its Impacts on American Society* (New York: Harper & Row, Publishers, 1971), p. 356.

[9]U.S., DoD, *op. cit.*, Volume 1, pp. 12-14.

[10]*Ibid.*, Volume 3, p. 139.

[11]*Ibid.*, Volume 3, p. 94.

[12]Robert S. Rivkin. *GI Rights and Army Justice; The Draftee's Guide to Military Life and Law* (New York: Grove Press, Inc., 1970), p. 219.

[13]Sherrill, *op. cit.*, p. 54.

[14]Yarmolinsky, *op. cit.*, p. 355.

[15]*Ibid.*, p. 368.

[16]Rivkin, *op. cit.*, p. 27.

[17]U.S., DoD, *op. cit.*, Volume 1, p. 63.

[18]*Ibid.*, Volume 1, pp. 25-27.

[19]*Ibid.*, Volume 3, p. 42.

[20]U.S., Department of Defense, Assistant Secretary (Manpower and Reserve Affairs), Director of Manpower Research. Analysis of Disciplinary Actions Affecting First-Term Negro and Caucasian Servicemen (Washington, D.C., April 1971).

[21]U.S., DoD, *op. cit.*, Volume 1, p. 63.

[22]Jones, *et al.*, *op. cit.*, p. 6.

[23]*MCM*, 1969 (Rev.), (30b).

[24]U.S., DoD, *op. cit.*, Volume 1, p. 83; Jones, *et al.*, *op. cit.*, p. 13.

[25]*Ibid.*, Volume 1, p. 82.

[26]Personal conversation with Ms. Marshall, U.S. Army, DCSPER, Office of Equal Opportunity Programs, February 1973.

[27]U.S., Army, Secretary. Army Regulation No. 190-4; Uniform Treatment of Military Prisoners. Change No. 4, 25 June 1971 (Washington, D.C., 12 June 1969), para. 1-3.d.(1).

[28]*Ibid.*, 1.3.d.(3).

[29]U.S., DoD, *op. cit.*, Volume 3, p. 139.

[30]Thaddeus Garrett, Jr., "A Report on Racism in the U.S. Military–Our Men Abroad." Printed in U.S., Congress, House. *Congressional Record,* 92d Cong., 1st sess., 1971, *117,* H11217.

[31]G.R.H. Johnson, Briefing provided the Congressional Black Caucus at Washington, D.C., December 1971, p. 7. Reprinted in Equal Opportunity and Treatment Letter (Washington, D.C.: U.S. Army, Headquarters, 31 December 1971).

[32]Survey conducted by Human Sciences Research, Inc., under contract with the U.S. Army, Motivation and Training Laboratory (DAHC-19-72-C-0014). Approximately 3,700 enlisted personnel at 13 Army installations were surveyed in the summer of 1972, regarding their perceptions of the Army's Equal Opportunity and Treatment Programs. Statement based on Question 43.

[33]*Ibid.*, Questions 41, 42, 44.

[34]U.S., Army, Secretary. Army Regulation No. 27-10; Military Justice. Change No. 8, 7 September 1971, para. 3. - 12., and *MCM,* 1969 (Rev.), (133a).

[35]A recent change to AR 600-37 makes the Article 15 a permanent part of the soldier's records "without further referral to the individual," a change that, for better or worse, might make invocation of Article 15 a less frequent occurrence in the future.

[36]U.S., DoD, *op. cit.,* Volume 3, pp. 96, 97.

[37]*Ibid.*, Volume 3, p. 97.

[38]U.S., Army, Secretary. Department of the Army Pamphlet No. 27-19; Legal Guide for Commanders (Washington, D.C., 1 March 1972), para. 1-6.b.

[39]Sherrill, *op. cit.,* pp. 99-100.

[40]When the trial and defense counsels differ as to whether a witness is important to defense's case, the military judge or president of the special court-martial will make the decision. *MCM,* 1969 (Rev.), (115a).

[41]U.S., DoD, *op. cit.,* Volume 3, p. 187.

[42]*Ibid.*

[43]*Ibid.*, Volume 3, p. 198.

[44]U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Promotion, Separation Structure and Retention Division, Enlisted Branch. Enlisted Losses by Character of Discharges by Race (Fiscal Year 1972) (Washington, D.C., 1972

[45]U.S., DoD, *op. cit.*, Volume 4, p. 158.

[46]*Ibid.*, Volume 4, p. 156.

[47]*Ibid.*, Volume 3, p. 153.

[48]Jones, *et al.*, *op. cit.*, p. 15.

[49]U.S., DoD, *op. cit.*, Volume 4, pp. 285-289.

[50]*Ibid.*, Volume 4, p. 129.

[51]*Ibid.*, Volume 2, pp. 52-56.

[52]U.S., Army, Europe and Seventh Army, Headquarters, Judge Advocate. Decision Paper, AEAJA-CLD (31 Aug. 71); Subject: Improvement of Military Justice in USAREUR; To: Chief of Staff. APO 09403, 31 August 1971. Reprinted in U.S., Congress, House, Committee on Armed Services, Special Subcommittee on Recruiting and Retention of Military Personnel. *Hearings,* 92d Cong., 1st and 2d sessions, July 29, September 27, 29, October 13, 14, 19, 21, 27, November 3, 11, 18, December 1, 1971, February 16, 22, March 6, 1972, H.A.S.C. No. 92-42, pp. 8758-8761. See Interim USAREUR Supplement to AR 27-10, p. 8761.

[53]Harry W. Brooks, Jr., and James M. Miller. *The Gathering Storm—An Analysis of Racial Instability within the Army.* Student Research Paper (Carlisle Barracks, Pennsylvania: U.S. Army War College, 9 March 1970).

CHAPTER IV

CAREER DEVELOPMENT/PROGRESSION

1. Introduction

By "equal opportunity in career development and progression," the Army means:

> ". . . an Army environment which not only allows, but encourages individual personal and professional growth; an environment which assures an equal opportunity for each member; and an environment where an individual can rise or fall on his own merits and his own efforts regardless of race, religion, sex or national origin."[1]

The Army's ultimate goal in the area of equal career opportunity is to make such an environment an unquestionable reality. Success in achieving that goal will be indicated by the degree to which minority personnel are found in all career fields and pay grades in proportion to their numbers in the Army.

Both the new AR 600-21 and the Affirmative Actions Plan have placed great emphasis upon insuring that within each career management field and rank there is a racial composition that reflects no racial discrimination, be it intentional or unintentional.

In equal opportunity regulations and in other new policies that do not pertain directly to minorities, the Army has defined the means for eliminating race-based career problems resulting either from Army policies and practices which discriminate unintentionally or from the actions of biased individuals in the command chain. Those means are discussed in this chapter.

2. History

From General Washington's initial prohibition of Negro enlistment in the Continental Army[2] to the official quota limiting black enlistment to 10 percent after World War II,[3] the Army, just as the society of which it is a part, had relegated minority personnel to second-class status, expressly limiting their opportunities for advancement and full participation.

Over the first 175 years of our history, blacks tended to be utilized in wartime, only to be dropped in the demobilization that followed. At the beginning of 1943, 34.6 percent of black male Army strength was used in the service branches.[4]

In fact, during that war, the "right to fight" became a battle cry of the black equal opportunity movement. In the early years of the Vietnam War, however, the likelihood of a black soldier serving in a combat arm was well over two times greater than it was at the end of World War II.[5] Blacks were dying in the Southeast Asia conflict, during the years 1961-66, at nearly twice the rate their representation would have warranted (12.6 percent of forces, 20 percent of deaths).[6]

A plan to desegregate the Army was not directed by DoD until 1949; integration in all units was not claimed until 1954; and it was not until ten years after that, following Congressional passage of the Civil Rights Act of 1964, that the Army began to take the firm stand on equal career opportunity that marks its present policies.

3. The Situation Today

Since 1964, many regulations have been issued with the intent to promote equal participation by minority personnel in all facets of Army life.

Blacks and other minority soldiers continue to charge that they are being denied real opportunity for advancement. In 1969, a survey of black soldiers in Vietnam showed that 72 percent of black enlisted men feel the military treats whites better than blacks; 64 percent feel that whites are promoted faster than blacks; half the black enlisted men in the study believed that blacks were getting more dangerous duty than whites.[7]

Despite real improvements made since 1969, a 1972 attitude survey taken at 13 installations showed that 60 percent of black soldiers believed they received "worse treatment" in the Army than whites. Sixty-five percent felt the Army could do more to promote equality in promotion and selection.[8]

In 1972, while Army strength was 17.1 percent black, only 3.9 percent of its officers were black. Today, it is still true that a disproportionate number of blacks are assigned to soft-skill fields that are short on prestige and personal reward in the Service and offer little training of value in the civilian marketplace.[9] In some commands blacks are not promoted at the same rate as whites, and skin color remains correlated with pay grade across the board. Black officers are more likely to be placed in staff rather than command positions and are as a result less likely than white officers to receive promotions.[10]

The racial imbalances found today within MOS specialties, and within both enlisted and officer pay grades, are related to the Army's testing and sorting system. Critics say this system is based upon the racial and cultural biases of the white majority.[11] But to the black soldier it matters very little whether the poor showing he sees blacks making in the Army is the product of a biased system or the product of racial discrimination by individuals in the command chain.

4. Current Regulations, Policies and Practices

The Army has committed itself to improving minority career development progression and to eliminating the possibility of racial discrimination in promotions. Toward that end, modifications have been made to Military Occupational Specialty (MOS) testing methods, the promotion system for enlisted personnel and the assignment system for officers.[12]

These are changes directed at improving equality of opportunity for every Army man and woman. Insofar as they succeed, they should contribute toward reducing discrimination based upon race alone. A description of these changes follows.

MOS Procedures

MILITARY OCCUPATIONAL SPECIALTY

The MOS test is given periodically throughout the soldier's career in an attempt to evaluate his performance within his assigned specialty. Results of the MOS test are combined with results of the Enlisted Efficiency Report, which evaluates on-the-job performance, to determine the soldier's "enlisted evaluation score." This score plays a considerable role in promotion, selection for NCO education, and retention. The questions asked on the MOS test have been changed to be more job-oriented in a way that relates to the soldier's MOS duties.

In the pilot Intensive Management Program a deliberate attempt was made to achieve a racial composition in the enlisted Military Police Corps which was more representative of the national population. The program placed primary emphasis for job classification upon individual potential instead of educational background. The program was considered successful, when, beginning in October 1969, the percentage of military policemen who were black had increased from 8.2 percent at that date to 13.0 percent as of March 1971.[13] Because surveys revealed that blacks are concentrated in soft-skill, non-technical MOSs and underrepresented in hard-skill MOSs, in November 1972, DCSPER announced that a program was in operation to put more blacks into hard-skill MOSs. The percentage of blacks in certain hard-skill MOSs has already increased markedly.[14]

AR 600-200
Change 47
10 February 1972

ENLISTED PERSONNEL MANAGEMENT SYSTEM

This regulation change calls for senior NCOs to supplant officers in some seats on local enlisted promotion boards; and for minority members to be present on boards in posts with minority personnel. These local boards consider promotions to E-4 through E-6.

Formerly, officers held the majority of seats on these boards. This change was effected so that promotion recommendations might be reviewed by those who best know the performances of the men in question.

In addition, there is a new centralized system for promotions to grades E-5 and E-6. A list of individuals recommended by the local promotion board is submitted to the promotion authority for his approval. Promotions will be made from current recommended lists by MOS upon receipt by the promoting authority of promotion point cut-off scores announced by Headquarters, Department of the Army (currently 500 for E-5 and 600 for E-6). Upon reassignment prior to promotion, the board proceedings together with a copy of the current recommended list will be placed in the individual's military personnel records jacket. The gaining promotion authority will place the recommended individual on his current recommended list effective the specified reporting data on the individual's reassignment orders. Boards are not required for promotion to grade E-4. However, if a board is used, the procedures outlined above apply.[15]

Although it may be that old Army hands tend to think that a centralized system leads to a blinder (if slower) justice in promotions, and may therefore resist these changes, it remains to be seen what the effect will be of this combination of personalized and semi-centralized system.

Enlisted Efficiency Report

THE VISIBLE ENLISTED EFFICIENCY REPORT

A new worldwide message makes it obligatory for all enlisted personnel to see their Enlisted Efficiency Report (EER), before it is shipped to the Enlisted Evaluation Center.[16] Previously, raters were not required to show the EER to the individual being rated. The EER will continue to be combined with the MOS test results to determine a soldier's enlisted evaluation score which is of great importance in promotion, selection for NCO education, and retention. The visible EER should go a long way toward reducing the power of the biased individual to influence minority promotion.

AR 623-105
16 October 1972

OFFICER EVALUATION REPORTING SYSTEM

A revised Officer Evaluation Reporting System was put into operation January 1, 1973. Each officer now receives the results of his evaluation promptly, and publication of annual Officer Efficiency Report (OER) score averages permits him to see how his score compares with the average of his contemporaries.

It can be expected that this change will have the same positive effect upon justice in officer promotion as the visible scoring system for enlisted personnel. However, the revision offers no new guidance as to the meaning of "good" or "bad" performance—a shortcoming of the old system that officers often criticized.

OPMS II

OFFICER PERSONNEL MANAGEMENT SYSTEM

The Army's new Officer Personnel Management System (OPMS II) will group all officers into four basic branches—combat arms, combat support arms, logistics services, and administrative services. Each branch will have the same promotional selection rate. The number selected from each group for promotion will be a function of group strength in zone. Competition for promotion will be restricted to officers with similar career patterns in branch-related competitive groups.

The career range patterns themselves will be broadened under a plan which requires most officers to have more than one specialty. Officers will be able to choose their secondary skill specialization from functional areas like personnel, operations, training and military history. The broadened career range may benefit minority officers now stuck in top-heavy specialties. It may well work to the benefit of Race Relations Instructors, many of whom feel they are held back by the "anti-establishment" posture they must often adopt to be successful at their jobs.

OPMS II can be expected to have a direct impact upon equalizing minority officer progression. Traditionally, officers who have held combat command positions are favored for promotion, and blacks do not hold these positions as frequently as whites.

CAREER PROGRESSION MONITORING–DA AFFIRMATIVE ACTIONS PLAN

The above programs are institutional changes designed to assure more equitable progression opportunities for all Army personnel. A monitoring system to measure their success in assuring minority group representation in all facets of Army life is called for by the DA Affirmative Actions Plan. Areas to be monitored include:

1. Determining the distribution of enlisted personnel by racial group, sex, grade and occupational specialty.

2. Determining whether the Training Selection System does in fact channel minority group personnel into soft-skill MOSs.

3. Determining whether there can be an even distribution of minority personnel in all MOSs without lowering entrance prerequisites.

4. Initiation of a program to provide for more equitable distribution of minority group personnel to correct entry-level MOS imbalance.

5. Identifying commands with a below-average number of minority group officers in command positions.

6. Monitoring the number of minority group officers selected to :

   - The Office of the Joint Chiefs of Staff
   - The Army General Staff
   - The Senior Service College
   - The Command and General Staff College.

7. Insuring that minority officers are represented in all career branches, where feasible, with a concerted effort to increase minority group officer participation in information programs.

In addition, the Affirmative Actions Plan sets forth both short- and long-range goals for minority participation in specific career fields and grades.

Because of changes in regulations such as those outlined above, and because of the increased commitment to equality in career progression that underlies these changes, the Army's record in assuring equal opportunity for upward mobility has already improved considerably. Among its most impressive accomplishments in this area since 1970, are the following.

1. The number of black active-duty Generals has risen from three in 1972 to eight.

2. A black General now heads the Eighth Infantry Division. This same officer became the first black to serve on the board which selects Brigadier Generals.

3. A black Colonel became, in 1972, the first black to head a stateside post–Fort Leslie J. McNair.

4. Whereas only 15 black officers were chosen for senior service colleges from the date the first was admitted in 1960 until 1970, 20 black officers have been selected for senior service schooling from 1970 to the present.

5. The number of black Colonels has more than doubled since 1968. (86 in 1972).

6. The Army Officer Candidate School's output of black Lieutenants has increased from 2.0 percent in 1971 to 4.8 percent of graduates in Fiscal Year 1972. The AAP calls for 11 percent of graduates to be black in 1973, and 15 percent in 1975.

Despite the comparatively good record in minority career progression, and despite the concrete advances made since 1970, it can be argued that for a man to be assured "the opportunity to develop, progress, and contribute to the maximum of his ability," (the goal of programs in this area), he must receive equitable treatment off the job as well. The next chapter deals with Army policy concerning equal opportunity off-post.

FOOTNOTES

[1]U.S., Army, Secretary. Headquarters, Department of the Army Race Relations/ Equal Opportunity Affirmative Actions Plan (Washington, D.C., 14 July 1972), p. 1.

[2]Richard J. Stillman, II. *Integration of the Negro in the U.S. Armed Forces* (New York: Frederick A. Praeger, Publishers, 1968), pp. 7-8.

[3]*Ibid.*, p. 35.

[4]*Ibid.*, p. 24.

[5]Charles C. Moskos, Jr., "Deliberate Change: 'Racial Relations in the Armed Forces,'" in Russell Endo and William Strawbridge (eds.) *Perspectives on Black America* (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1970), Table 3, p. 163.

[6]*Ibid.*, Table 5, p. 165.

[7]U.S., Congress, House. *Congressional Record,* 92d Cong., 2d sess., 1972, *118,* E8675. Survey conducted by Mr. Wallace Terry.

[8]*Black and White Perceptions of the Army's Equal Opportunity and Treatment Programs.* Survey conducted by Human Sciences Research, Inc., under contract with the U.S. Army, Motivation and Training Laboratory (DAHC-19-C-0014). Approximately 3,700 enlisted personnel at 13 Army installations were surveyed in the summer of 1972 regarding their perceptions of the Army's Equal Opportunity and Treatment Programs.

[9]Nathaniel R. Jones, Julius Williams, Melvin W. Bolden, Jr. *The Search for Military Justice; Report of an NAACP Inquiry into the Problems of the Negro Serviceman in West Germany* (New York: NAACP Special Contribution Fund, 1971), p. 4.

[10]*Ibid.*, pp. 3-4.

[11]*Ibid.*

[12]U.S., Army, Chief of Personnel Operations, Enlisted Personnel Directorate, Personnel Procedures and Coordination Office, Class and Evaluation Branch. Memorandum for: Deputy Chief of Staff for Personnel; Subject: Enlisted Evaluation System Progress Review. Approved by the Deputy Chief of Staff for Personnel (Washington, D.C., 2 November 1972), Tab C, para. 2.c.

Footnote 12 (Continued)U.S., Army, Secretary. Army Regulation No. 600-200; Enlisted Personnel Management System. Change No. 47, 10 February 1972 (Washington, D.C., 24 March 1965).
U.S., Army, Chief of Staff. OPMS Concept Summary (Washington, D.C., 5 January 1972).

[13]G.R.H. Johnson, Briefing provided the Congressional Black Caucus, at Washington, D.C., December 1971. Reprinted in Equal Opportunity and Treatment Letter (Washington, D.C.: U.S. Army, Headquarters, 31 December 1971), Inclosure 7, p. 5.

[14]"No Black 'Ceiling' for Army," *Army Times,* November 1, 1972, p. 3.

[15]U.S., Army, Secretary. AR 600-200, Change No. 47, *op. cit.*, paras. 7-13 through 7-17.

[16]U.S., Army, Chief of Personnel Operations, Enlisted Personnel Directorate, Personnel Procedures and Coordination Office. DA message DAPO-EPP-E 151608Z Jun 72; Subject: Changes to the Enlisted Efficiency Reporting System (Washington, D.C., 15 June 1972).

CHAPTER V
DISCRIMINATION OFF POST

1. Introduction

The Army views off-post discrimination as "a serious detriment to morale, inimical to the welfare of Army personnel, and consequently, to combat efficiency."[1] Army policy as defined by AR 600-21 is that all off-post activities "in the U.S. or abroad, are either open to all soldiers and their dependents regardless of race, color, religion, national origin and sex; or they are open to none."[2]

Every commander is responsible for insuring equal opportunity for his men off-post as well as on-post; however, installation commanders are required by regulation to take specific actions with regard to discrimination in off-post housing and public accommodations. They are authorized to impose "restrictive sanctions" or take off-limits action against offenders. In addition, they must use their "good offices" in contacts with the civilian community to insure that Army personnel have the opportunity to enjoy all the benefits of the local community.

This chapter will examine the measures open to commanders to promote equal opportunity off-post.

2. History

Recognizing that equality on-post was not sufficient, if off-post soldiers met with racial discrimination and injustice, the Army began trying to influence the surrounding community in 1963, when locally-maintained lists of available housing were required to include only housing that was open to all without regard to race.[3] Later in 1963, a DoD Directive stated that commanders were responsible for opposing discriminatory practices in nearby communities as well as in areas under their immediate control.[4] With the passage of the Civil Rights Act in 1964, a detailed procedure was established for enforcement of fair housing. In 1965, AR 600-21 established that off-limits sanctions could not be applied in

discrimination cases without the prior approval of the Secretary of the Army and then only "after all reasonable alternatives have failed to achieve the desired effect."[5] The implementation of the Civil Rights Act of 1968 was another detailed procedure allowing Army personnel to process requests for action by the Attorney General through command channels. The regulations governing discrimination off-post were greatly strengthened by a change that permits the local commander to impose sanctions without the approval of the Secretary of the Army, and by another that requires that when sanctions are imposed, they are declared irrevocable for a full six months.

3. The Situation Today

The procedures for insuring equal opportunity in off-post housing and public accommodations are now very detailed, and the body of regulations and directives spelling out policy in this area is the most complete of all those governing equal opportunity and treatment.

Despite new enforcement requirements, however, overt cases of discrimination (such as the bar/restaurant near Fort Benning, Georgia, which maintained a back door "Colored Entrance" clearly announced on a Coca-Cola sign), can still be occasionally cited. Overt discrimination is seen as particularly severe at foreign posts, especially in Germany, where reports of segregated bars and restricted housing are widespread. Many black soldiers, interviewed recently in Germany by a civilian investigative team, expressed concern that they are not welcomed or wanted in German communities. Apparently as a result of racial prejudice, the black soldier finds that if any housing is available to him at all, the rental is two or three times the rate for whites.[6] As recently as 1971, it was charged that 85 percent of landlords listed with the Family Housing Offices in the Heidelberg area were known to have discriminated on a racial basis, and that the housing office continued to list units which were available to white soldiers only.[7] In Korea and Okinawa, black servicemen are often subject to discrimination in prices and services. This has fostered the development of enclaves run by black servicemen where white soldiers fear to tread.[8]

But in this country, overt discrimination toward servicemen is becoming rarer, just as it is toward civilians. There is a possibility, however, that discrimination persists in a more subtle form. A Fact Sheet (September 1972) reported:

> Progress has been made and currently approximately 8,500 facilities are listed (over one-half million individual units) and over 98% of the owner/managers have given assurances of open housing practices. We are not so naive, however, to believe that signatures on paper put an end to discriminatory housing practices. The practices merely have become more covert and more subtle. The rents become higher, or the waiting lists suddenly become longer. Discriminatory housing practices still plague the minority soldier.[9]

4. Current Regulations, Policies and Practices

AR 600-21, first issued in 1964, continues to form the basis for the policy of "fostering equal treatment of military personnel and their dependents in off-post civilian communities."

The post commander is held responsible for implementing this policy, but all he can do is "foster" its implementation, since Army rules and commander's orders do not apply to the civilian community. Tools he can use to influence the community are limited to:

- The use of the commander's "good office"—the prestige of the Army.
- The imposition of economic sanctions (off-limits restrictions) against civilian offenders.
- Extending assistance to servicemen who claim unfair treatment so that they may better pursue justice through civilian legal channels.

The use to be made of these tools is described by a complex series of regulations, outlined separately, at the end of this subsection. A description of the system established by these regulations to protect the rights of minority personnel off-post follows immediately.

An Overview of the System

The Housing Referral Office

The administrative core of local programs designed to promote equal opportunity in off-post housing is the Housing Referral Office or HRO. All personnel who receive permanent

or temporary change-of-station orders are required to report to the HRO when seeking housing off-post, even if they do not need the HRO's assistance: CONARC now recommends that pay be withheld from newly-assigned personnel who neglect to register.[10] Some HROs have been in existence since as early as 1967, when off-post listings were provided as an optional service to incoming personnel, and commanders were merely requested not to list discriminatory landlords along with their other listings.

Each installation, both in CONUS and abroad, is now required to establish a HRO if its population of officers and enlisted men exceeds 500. However, whether or not there is a formally established HRO, commanders are responsible for providing assistance to personnel who seek housing in the off-post community. The basic responsibilities of the HRO are to:

1. Maintain a list of non-discriminatory housing within commuting distance of the installation;

2. Maintain a listing of housing against which sanctions have been imposed, inform all personnel that they are not to enter an agreement to rent or lease such housing, and maintain signed acknowledgments to that effect.

In addition, the HRO is expected to secure the maximum number of open units for its listings, counsel applicants, submit reports on listings and placements made, coordinate with realtors and other HROs, and advertise and inspect rental property.

Because at most installations the personnel of the HRO normally perform the investigative work as representatives of the post commander, and because normally most complaints of discrimination in off-post housing are processed through this office, the performance of the HRO is critical to the success of the Army's Equal Opportunity in Off-Post Housing Program. A complaint which is processed through the chain of command will, in most cases, eventually wind up on the desk of an HRO staffer.

Complaints

Complaints of off-post racial discrimination which concern areas other than housing may be submitted through several channels. According to DA Poster 360-103 (August 1968), racial complaints of all types may be submitted "as applicable" through the chain of command, to the Chaplain, Post Commander, Inspector General or the Human Relations Council.

In 1967, the Secretary of Defense directed the Military Departments to have commanders conduct surveys to determine racial practices of multi-unit facilities within reasonable commuting distance of installations. The result of that survey was that not all of the owner/managers contacted gave assurance of open housing.

In recognition of the minority soldier's housing plight, AR 600-18, regulating off-post housing, was changed in November 1971, to require commanders to place *an immediate six-month restrictive sanction* on landlords discovered to be discriminating. Only after this six-month period has ended may assurances of future open housing practices be again solicited. Current procedures for filing a complaint in the United States require the complainant to complete HUD Form 903. If the complaint is substantiated by investigation, the commander has both the authority and the responsibility for immediately imposing "restrictive sanction." "Restrictive sanction" means that post soldiers will not be permitted to purchase, rent or lease the housing in question for a period of at least six months. Further, if the investigation uncovers "unlawful discrimination," the complainant is to be informed that the case can be pursued through civilian channels. Help in preparing the forms required and legal guidance will be provided by the installation's legal officer.

Landlords, unfortunately, are often correct in assuming that minority soldiers are unaware of the intricacies of discrimination reporting procedures, or perhaps are skeptical about the type of support and assistance they would receive on-post for the onerous paperwork tasks of performing both HUD Form 903 and on-post investigations.

Under new regulations, a minority soldier is offered the services of a "command representative" (an HRO staffer or community volunteer in most cases), who will accompany him on his search for housing if he has encountered discrimination. Prior to visiting the unit to be rented, a telephone check is to be made to determine if it is still available. A record must be kept of the date, time and nature of the conversation confirming that the unit is still available. If, upon a visit to the site, the owner/manager/agent then indicates that the unit has already been rented, or otherwise refuses to accept the applicant as a tenant on the same basis as his other tenants, the commander's representative is in a position to determine if discrimination lies behind this refusal, and if so, to report the incident to appropriate command officials. Sanctions would then be imposed *whether or not* the applicant files a complaint.

The removal of the necessity for a validated complaint before declaring housing units off-limits should make the entire complaint system more workable; commanders may be less likely to assume that higher headquarters will view this complaint as a leadership failure, and soldiers themselves may be less likely to be branded militants or troublemakers when they do initiate a complaint.

Another important change to regulations obligates the command to impose sanctions in all cases if the landlord insists that an applicant be seen before indicating that a unit is available.

The Regulations

Because of the complexity of the regulations which govern equal opportunity off post they are outlined individually below in an attempt at clarity. ARs covered in this chapter include:

I. Program Overview

Number	Function
AR 600-21	RR/EO Off Post

II. Housing

AR 600-18*	Equal Opportunity for Military Personnel in Off-Post Housing
AR 210-51	Army Housing Referral Service Program
AR 608-7	Military Sponsor Program
AR 210-50	Family Housing Management
AR 600-4	Fair Housing Enforcement Program of DoD
AR 600-22	Complaint Processing Procedure

III. Public Facilities (Bars, Restaurants, Theaters, Etc.)

AR 600-21	Program Overview

IV. Schools

AR 600-21	Integration of Schools

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*ARs 600-18, 600-4, and 210-51 are now being revised to conform to changes to AR 600-21 and to the DoD Instruction on Equal Opportunity in the Off-Post Housing Program. Publication of revisions are expected to appear by June 1973. Also under revision is AR 600-22.

AR 600-21
(Paras 11 through 18)
1972 Revision

RACE RELATIONS AND EQUAL OPPORTUNITY

This regulation* provides an overview of the commander's responsibility. It specifies steps he is required to take toward bettering community relations; procedures he is to establish to permit soldiers and civilians under his orders to make and pursue complaints; procedures for assuring that facilities owned or managed in a racially-discriminatory manner be placed "off-limits" for all servicemen; and finally, that Army activities in civilian surroundings not contribute to discrimination.

COMMAND RESPONSIBILITIES

Community Relations

- Establish liaison with civilian military councils and civic committees. Keep local news media fully informed of Army programs and policies.

- Establish a working liaison with other government agencies, with a view toward development of common policies.

- Coordinate with state and local government anti-discrimination bodies.

- Insure the availability of off-post housing through use of the commander's "good offices" in contacts with individuals and agencies.

- Solicit the cooperation of local officials, leading citizens, community agencies and boards to better assure servicemen of non-discriminatory treatment in public accommodations.

- Establish relationships with local law enforcement authorities to insure that no support is given to community discriminatory practices.

*The symbol † is used throughout the explanation of AR 600-21 to denote changes not in the 1965 version of the Regulation. As of this writing (February 1973), the proposed version had not yet received final approval. Brackets enclose material from the proposed AR 600-21.

Complaint Procedures

- Establish complaint procedures, and insure that each member of the command is aware of the means available to him for redress of complaints, including those made against a member of the chain of command.

- Assist military personnel in the pursuit of redress. Complaints *must* be immediately investigated (investigation procedures are outlined), and if substantiated, must be followed through pursuant to AR 600-4 or AR 600-22. †

- Maintain records of discrimination complaints. †

- Assure free access for all personnel to the [Equal Opportunity Officer], the Staff Judge Advocate, the Staff Chaplain, and the Staff Provost Marshall.

Off-Limits Sanction

- Assure that facilities belonging to discriminatory landlords be placed off-limits [for an irrevocable six month period]. †

- Assure that housing referral lists maintained by the Housing Referral Office (see below) include only "open" housing. [and that no "closed" housing be advertised in post media or on post bulletin boards.] †

- Maintain assurances of non-discrimination on file for ready inspection for each housing facility included in HRO listings. [or advertised on-post.]†

Army Activities Off-Post

- Insure that when government funds are used for travel and accommodations of servicemen and dependents, that services paid for be free of discriminatory practice.

- Insure that discrimination-free accommodations be provided for new recruits processed at Armed Forces Examining and Entrance Stations.

- Insure that military officials do not take part in conferences or speak before audiences, if any racial group is excluded from the meeting. †

AR 600-18
17 December 1969

EQUAL OPPORTUNITY IN OFF-POST HOUSING

This regulation prohibits Army personnel from renting, leasing or purchasing housing where the manager/owner will not provide assurance of non-discrimination in rent or sales.

DA message DAPE-MPC 122000Z Nov 71

DA message 122000Z Nov 71, further requires that *written* assurances be kept on file.

Commander's Role

It calls for the commander of each installation to develop a program to promote the above policy.

Off-Limits Sanction

It specifies that only housing available on a non-discriminatory basis will be maintained in Army housing listings. Other housing is to be declared "off-limits."

Investigation of Non-Compliance

It states that purported cases of discrimination must be officially investigated, and that the investigation is a command responsibility. (The investigative procedure is spelled out in AR 600-4 below).

Report to DoD

It requires the commander to file a *yearly report* with the Department of Defense, listing approved housing units, which units are occupied by black servicemen, and outlining in narrative form actions his command has taken or is planning in order to further broaden housing opportunities.

AR 210-51
10 April 1972

ARMY HOUSING REFERRAL SERVICE PROGRAM

Commander's Role

This AR calls for post commanders to establish a Housing Referral Service (HRS) Program for each post of over 500 men. Procedures are outlined for both the establishment and operation of HRS, and its "consumer outlet," the Housing Referral Office (HRO).

CONARC message 032230 Jan 73

In order to insure that all personnel process through the post HRO, CONARC message 032230 Jan 73 suggests the withholding of pay from servicemen who do not comply with this regulation.

Function of Program

The HRO program is to provide housing information, assistance and guidance to *all* military personnel and dependents authorized to live off-post through Housing Referral Offices (HROs). The HRO is to maintain listings of both "open" housing and of housing against which the post commander has placed sanctions. It is to maintain relations with the community and with other government agencies to advise of military housing needs, and to maintain an adequate reserve list of available housing units.

Enforcement Procedures

The HRO is to "specifically counsel" minority members to report any instances of what they consider to be racial discrimination, subtle or otherwise, and to provide information concerning available redress procedures.

Vacancy of the housing unit in which a minority serviceman is interested is to be confirmed. Date, time, and nature of confirmation are to be recorded and retained.

A minority applicant who encounters discriminatory practices while attempting to obtain housing will be offered the services of a command representative to accompany or assist him in resolving the problem.

The HRO is to recommend to command that restrictions be placed against housing whose owner/manager the HRO has found to discriminate.

Report to DA

The HRO is to submit an annual report to the Department of the Army, Headquarters, giving a breakdown of military and civilian personnel on post by race; the number of complaints alleging discrimination received during the year, with a summary of each complaint; and the number of military personnel reporting to and housed through the HRO.

AR 608-7
15 November 1972

MILITARY SPONSOR PROGRAM

Background

This AR calls for the establishment of a formalized procedure for assisting incoming personnel in the procurement of housing.

Requirements

As part of the program, the Family Housing Office (see AR 210-50, below), is to be notified if family housing is required, and the welcoming letter to the new arrivals is to contain the information that his needs for (non-government) housing must be processed through the post's Housing Referral Office.

Requirements

Commanders are required to establish and operate a sponsor program at each installation. Sponsors are assigned to newly reporting personnel and aid them in becoming settled. Processing procedures are spelled out for both the losing and gaining command for each duty station transfer.

The service member is *not* required to make use of the assistance provided by this program.

AR 210-50
Change No. 6
14 November 1972

FAMILY HOUSING MANAGEMENT

Background

This regulation deals with Army-owned and managed housing units. Such housing is assigned to military personnel and civilian employees by the post Family Housing Office.

Requirement

Change No. 6 requires that newly-arrived personnel who cannot be assigned to Army housing be directed to the post Housing Referral Office.

AR 600-4
30 October 1968

FAIR HOUSING ENFORCEMENT (PROGRAM OF THE DoD)

Background

This AR was implemented to comply with Title VIII and Title IX of the Civil Rights Act of 1968.

Title VIII of this act prohibits landlords and owners from discrimination in the rental, lease, or sale of housing.

Title IX provides that higher federal courts be permitted to review the actions of lower federal courts in their legal handling of civil rights cases.

These acts, together, mean that: (1) housing is not to be rented or sold on a race/color/religion/national origin basis; and (2) that the U.S. Department of Justice (Office of the Attorney General) may pursue justice in housing discrimination cases.

Informing Servicemen of Their Rights

AR 600-4 requires the post commander to develop an information program that will instruct all military personnel and civilian employees of their legal rights in fair housing, and of the measures they may take against discriminating landlords or sellers.

Every serviceman and civilian employed by the command is legally entitled (as are all U.S. citizens) to make a complaint directly to either the U.S. Department of Housing and Urban Development (HUD), or to the U.S. Department of Justice. In addition, he may bring private civil action in any appropriate local, state or federal court. Procedures for filing a complaint are spelled out in the regulation.

Provision of Legal Assistance

This AR requires the command to furnish free legal guidance to the complainant, and clerical assistance in filling out required forms. The extent of this assistance is specified.

Filing a Report with DA

A report of inquiry of each complaint is to be filed with the Department of the Army. The report is to include the complaint, the legal officer's statement, and the commander's memorandum analyzing the impact of the discrimination upon servicemen, employees and dependents, and his efforts to obtain voluntary assurances from the landlord.

III. Public Accommodations

AR 600-22
4 September 1964

PROCESSING COMPLAINTS OF MILITARY PERSONNEL FOR ACTION BY THE ATTORNEY GENERAL UNDER THE CIVIL RIGHTS ACT OF 1964

Background

This regulation was implemented to comply with Titles II, III, and IV of the Civil Rights Act.

Title II bars discrimination in public accommodations. Public accommodations include private organizations and clubs as well as restaurants, hotels, motels, theaters, sporting events, etc., normally accessible to the general public. Title III permits the U.S. Department of Justice to sue to secure desegregation of state- or locally-owned, operated or managed public facilities. Title IV deals with the desegregation of public schools.

Informing Servicemen of Their Rights

This AR requires the commander to see that all servicemen, under his command, are informed of their rights under these three Titles.

Servicemen may either pursue their complaints through local courts, or follow the procedures described here which will result in an application for suit being filed with the Office of the Attorney General.

Complaint Procedures

A typewritten request for suit, containing a statement of facts showing discrimination or segregation in the facility is to be filed with the office designated by the commander.

Investigation

The complaint is to be investigated by a designee of the commander—either a Captain or above, or a civilian employee in the GS-8 or above grade. The designee is to be provided legal counsel by the command.

If the charges of the complainant are borne out by the investigation, further inquiry is to be made, and legal guidance provided by a legal officer.

If they are not borne out by investigation, or if voluntary assurances are given by the owner/manager of the establishment, a report to that effect, together with the complainant's typewritten request, is to be sent to the Office of the Attorney General.

Report to DA

If further investigation indicates that the case should be pursued, the original request for suit, the report of the inquiry, the legal officer's statement, and a memorandum from the commander will be forwarded to the Judge Advocate General, Department of the Army. The Judge Advocate General will forward the report, with his comments, to the Attorney General.

AR 600-21
Section II, Para 13

OFF-LIMITS ACTION—PUBLIC ACCOMMODATIONS

Definition of Term

The Civil Rights Act of 1964 includes only those establishments that serve the general public—i.e., hotels, restaurants, theaters, etc.—in its definition of "public accommodation." This AR has expanded that definition to include clubs, activities and organizations that "purport to be private."

Required of Command/Sanction

This regulation requires all commanders to place those public accommodations off-limits that have failed to eliminate discriminatory practices following "all reasonable.

AR 600-21, Section II, Paras 14 and 15

DEPENDENT AND CIVIL SCHOOLS

Policy–Schools for Dependents

The Army policy supports the right of dependent children of military personnel to be assigned to attend public schools on a nondiscriminatory basis. Post commanders are responsible for finding out from local school authorities what procedures are to be followed to assure assignment and transfer of children to public schools on a nonracial basis, and will advise military sponsors accordingly.

Policy–Civil Schools for Servicemen

Army funds can only be used to pay for tuition at an educational facility which does not discriminate because of race or color in admission or subsequent treatment of students. [Exceptions must be approved by the Department of the Army.] †

FOOTNOTES

[1]U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Office of Equal Opportunity Programs, Chief. Army Regulation 600-21; Race Relations and Equal Opportunity. Draft. Revision of AR 600-21, 18 May 1965, including all changes (Washington, D.C., 1972), para. 11.

[2]*Ibid.*, para. 4.b.

[3]U.S. Commission on Civil Rights, Staff. *Family Housing and the Negro Serviceman; 1963 Staff Report* (Washington, D.C.: U.S. Government Printing Office, 1963), p. 34.

[4]U.S., Department of Defense, Secretary. Department of Defense Directive 5120.36; Subject: Equal Opportunity in the Armed Forces (Washington, D.C., July 26, 1963).

[5]U.S., Army, Secretary. Army Regulation No. 600-21; Equal Opportunity and Treatment of Military Personnel. Change No. 1, 4 October 1965; DA message DCSPER-SARD 291329 Dec 70, Subject: Interim Change to AR 600-21; DA message DAPE-MPE 112030Z Feb 72, Subject: Interim Change to AR 600-21 (Change 3) (Washington, D.C., 18 May 1965), para. 13.

[6]Ronald Ross, "'Road Show' Helps to Expose, Cool Racial Tension among GIs," *Minneapolis Tribune,* December 30, 1971.

[7]Nathaniel R. Jones, Julius Williams, and Melvin W. Bolden, Jr. *The Search for Military Justice; Report of an NAACP Inquiry into the Problems of the Negro Serviceman in West Germany.* (New York: NAACP Special Contribution Fund, 1971), p. 17.

[8]U.S., Army, Deputy Chief of Staff for Personnel, Office of Equal Opportunity Programs, Chief. Memorandum thru: Director of Military Personnel Policies, Assistant Deputy Chief of Staff for Personnel; for: Deputy Chief of Staff for Personnel; Subject: Trip Report to United States Army, Pacific (Washington, D.C., 20 May 1972). Approved by U.S., Army, Deputy Chief of Staff for Personnel, para. 3.e.

[9]U.S., Army, Deputy Chief of Staff for Personnel, Office of Equal Opportunity Programs. Fact Sheet; Subject: Equal Opportunity in Off-Post Housing (Washington, D.C., 7 September 1972). Reprinted in U.S., Army, Secretary. Working thru Differences: Department of the Army Race Relations/Equal Opportunity Conference, 16-29 September 1972, Fort Benning, Georgia (Washington, D.C., 1972).

[10]U.S., Army, Continental Army Command, Headquarters, Deputy Chief of Staff for Personnel. CONARC message 032230 Jan 73; Subject: Housing Referral Office Procedures (Fort Monroe, Virginia, 3 January 1973).

CHAPTER VI
COMPLIANCE

1. Introduction

AR 600-21 calls for an extensive system of compliance monitoring. Each installation, agency, and unit, down to and including brigade or brigade equivalent, is charged with developing its own compliance monitoring procedures. These efforts will be designed to insure that the planned actions of the locally developed AAP's are carried out, deficiencies and inequities are corrected, and that equal opportunity and race relations programs are implemented effectively.

Commanders at each level are responsible for monitoring compliance and for establishing procedures to monitor progress. Equal opportunity staff personnel will advise commanders as to the best methods of compliance monitoring within their command. Compliance methods may take the form of supervisory procedures, formal or informal status reports, personal inspection, or whatever method is found to be the most effective in that command. As an example of a locally developed compliance method, one installation has developed a successful way of insuring that all incoming personnel report to the Housing Referral Office before they start to look for housing off-post. Coordination between the HRO and the installation's finance office has meant that pay action will not be initiated until evidence has been presented that personnel have been processed through the HRO. CONARC suggests that this procedure may be used or modified to meet local requirements.[1] Other methods developed will be applicable only to certain types of commands. Since each command is responsible for developing its own compliance techniques, there will be an opportunity to tailor the methods to the local environment.

The development of a viable system for monitoring compliance and progress in the field of equal opportunity is, of course, critical to success in each area covered by the Affirmative Actions Plan. Moreover, with the expanded scope of race relations and equal opportunity in recent years, the task of compliance has become even greater and is no longer limited to the filing of periodic reports.

This chapter will discuss compliance in general terms only and will outline in Section 4 just those reporting procedures which are required on an Army-wide basis. Local compliance techniques and methods of enforcement of equal opportunity directives are to be developed at the discretion of the commander based on local requirements.

2. History

Until recently, at Headquarters, Department of the Army, there was very little in the way of a comprehensive system for feedback on equal opportunity matters. Periodic reports were, of course, required from each installation with regard to off-post discrimination, particularly housing. Reports of serious incidents were received at Headquarters, D.A. and it was the alarming increase in these reports during the years 1968 and 1969 which led in part to the development of new and tighter equal opportunity measures.

In terms of efforts to secure the compliance of the civilian community with Civil Rights legislation, a procedure was developed whereby reports of cases of racial discrimination could be processed through Army channels to the Office of the Attorney General for prosecution. Another method of securing civilian compliance which is at the Army's disposal (and since 1971 at the disposal of the installation commander), is the use of the off-limits "sanction" which means that economic pressure can be used to persuade discriminating owners and managers to change their policy.

3. The Situation Today

At the present time, Headquarters, Department of the Army, is developing methods to assess the compliance of subordinate commands with equal opportunity directives. With others still in the design stages, three measures are listed in the DA Affirmative Actions Plan:

1. Department of the Army staff visits to major commands to determine the effectiveness of RR/EO programs. These DA visits have been and will be conducted by personnel from the Office of Equal Opportunity Programs.

2. A comprehensive check list of elements of the RR/EO program to be evaluated has been developed. It was designed to be capable of application Army-wide through the chain of command down to battalion level or equivalent.

3. Ground was laid for cooperation with The Inspector General's Office (TIG) to permit monitoring of TIG reports for feedback on potential and existing problem areas.

With a comprehensive system of compliance evaluation operating at the Department of the Army level along with the compliance monitoring developed by subordinate commands as required by AR 600-21, an Army-wide network of enforcement reporting has been established.

In addition, specific proponent agencies will request from time to time special reports on problems areas from subordinate commands. Research will provide new and more effective means of measuring progress and assessing institutional change.

A compliance assessment mechanism that will take into account the entire RR/EO program is now in the developmental stage. As the Chief of Equal Opportunity Programs (OEOP) advised commands:

> A close look is being taken at current reports and the data base to determine what methods can be used to insure compliance. At the Department of the Army level, we are examining several alternatives to include making RR/EO matters an evaluation item for the drug abuse teams now making Army visits world-wide. It is also felt that increased compliance monitoring coordination between ODCSPER (Deputy Chief of Staff for Personnel), and OTIG (The Inspector General), can be achieved. You will be hearing more on this subject.[2]

4. Current Regulations and Policies

This section will briefly outline those evaluation reports which are required on an Army-wide basis. For a complete description of the report, its format, distribution, and so forth, consult the appropriate Army Regulation.

Efficiency Report Entries

AR 600-21

The purpose of requiring evaluation of equal opportunity effectiveness on officer evaluation and enlisted efficiency reports is to:

(1) Provide a means of assessing supervisor effectiveness in matters related to the Army's Equal Opportunity Program.

(2) Insure that record of supervisor effectiveness in equal opportunity activities is available for review and consideration for future assignments and by Army selection boards.

(3) Reflect the high priority that DA attaches to accomplishments of equal opportunity principles and policies.

AR 623-105
16 October 1972

Effective 1 January 1973, officers performing in a dual status capacity are to be evaluated in a letter report attached to DA Form 67-7. Comments will include a concise description of "whether or not the officer fulfilled his responsibilities concerning the Army's Equal Opportunity Program."

Raters, indorsers, and reviewers are cautioned that: "An Officer, serving in the capacity of an Equal Opportunity Officer, either as a principal or additional duty, will not be given an unfavorable evaluation because of the enthusiasm and zeal with which he pursued implementation of the Army's Equal Opportunity Program nor in retaliation for criticism of command policies and practices related to that program."

AR 600-200
DA message 151608Z Jun 72

Section E, Part 2 of all Enlisted Efficiency Reports (EER's) submitted on enlisted supervisors (those who supervise the activities of others regardless of grade or rank) will include specific remarks indicating the individual's effectiveness in implementing the Army's Equal Opportunity and Treatment Program (EOT).

"Individuals whose principal duties involve the EOT program will have 'EOT Principal Duty' recorded in Section A, Part 2 of the EER, as required by instructions contained on the reverse of the EER."

Off-Post Housing Reports

AR 600-18

A Department of Defense Open Housing Report (DD Form 1720) will be submitted quarterly (CY) by each installation with one hundred or more military personnel for which an off-base housing census report has been completed. This report calls for a description in full of the rental housing facilities surrounding the installation, commuting time, number of black residents, and an indication of whether the facility is listed with the post HRO. See AR 600-18 for complete information.

AR 210-51

A Department of Defense Off-Base Housing Referral Report (DD Form 1656) will be prepared by each installation performing housing referral services (both those with over and under a military population of 500 personnel). The report is prepared annually (CY). In addition each major Army command provides a summary report covering those installations within that command. The report is used to measure the progress, usage, and effectiveness of the Housing Referral Service Program. The report requires an indication by race of the number of personnel processed through the HRO, the number housed (either through the HRO or by other means), and the number not housed after two months or more. Complaints received during the year must be described in full. See AR 210-51 for complete information.

Equal Opportunity Off-Post

DOD Instruction 7720.17

A Department of Defense "Off Base Equal Opportunity Status Report" will be prepared annually by each installation in the United States with a military population of 500 or more personnel. The report requires a description in full of conditions off-post which may adversely affect equality of opportunity for military personnel. Significant complaints must be completely described. In addition the report calls for a summary of the installation's efforts to secure equal opportunity off post and of its efforts to effect a cooperative relationship with local officials in the civilian community.

FOOTNOTES

[1]U.S., Army, Continental Army Command, Headquarters, Deputy Chief of Staff for Personnel. CONARC message 032230 Jan 73; Subject: Housing Referral Office Procedures (Fort Monroe, Virginia, 3 January 1973).

[2]Ernest R. Frazier. Speech at the DA Race Relations/Equal Opportunity Conference, Fort Benning, Georgia, 29 September 1972. Reprinted in U.S., Army, Race Relations-Equal Opportunity Conference, Fort Benning, Georgia, 26-29 September 1972. *After Action Report; Department of the Army Race Relations-Equal Opportunity Conference* (Washington, D.C.: U.S. Army, The Adjutant General, 24 November 1972), Inclosure 5, p. 8.

PART II–RACE RELATIONS

CHAPTER I
EDUCATION AND TRAINING

1. Introduction

Equal Opportunity Programs are designed to combat racial discrimination both on post and off and to insure that racial discrimination is not abetted by Army institutional policies and practices. Race Relations Programs are directed at the individual. They are intended to reduce racial tension and promote racial harmony through better understanding between members of different ethnic groups.

Army race relations efforts have been divided into three categories, which frame the sections in Part II of the AAP. They are:

- Education and Training: Including both formal and informal educational programs.
- Research Projects: Designed to assist in the identification of aspects of the problem, and to provide data useful in its solution.
- Perception and Communications: Informal programs designed to promote team spirit and interpersonal communication.

This chapter–Education and Training–will summarize ongoing race relations education and training programs whose "primary emphasis is in changing of behavior and the creation of an improved appreciation of individuals and groups as human beings."[1]

2. History

In September 1969, the Chief of Staff, U.S. Army, directed that instruction in race relations be incorporated into the Army educational system, and directed Headquarters, Continental Army Command to undertake this task. The U.S. Army Infantry School was designated as the agency to develop the course of instruction and, effective 15 September 1970, a four-hour block of instruction entitled "Leadership Aspects of Race Relations," was included in the Program of Instruction of the following courses:[2]

(a) Special Forces Basic Enlisted Course

(b) Senior NCO Orientation Course

(c) Warrant Officer and Officer Candidate Courses

(d) Warrant Officer Intermediate and Advanced Courses

(e) Officer Basic and Advanced Courses

(f) NCO Education Systems Courses.

In addition, a similar course entitled, "Race Relations," was developed by the Infantry School for inclusion in Basic Combat Training as of 4 January 1971.[3]

Other education efforts were being made at unit levels through fairly informal and unstructured Race Relations Seminars. In May 1971, CONARC issued CON Reg 600-3 to provide guidance for planning and executing a formal Race Relations Program within CONARC. It called for workshops and sound-off sessions at the troop unit level (down to and including battalion and separate company levels), and annual race relations educational instruction for all assigned personnel.[4]

CON Reg 600-3 also called for each installation to conduct annual courses of instruction to train group leaders in workshop techniques, so that trained leaders would be available for conducting unit level workshops.

The "Race Relations Program," then, has not been a single, comprehensive effort, but many different programs, actions, and activities–each designed to deal with a different aspect of the total problem. They frequently were not comparable activities and for the most part they were not designed as a total integrated package of programs. Some programs applied to a particular command or installation only; some were aimed at a particular subgroup–junior leaders, for example.

3. The Situation Today

In a January 1973 message titled "Concept of the D.A. Race Relations Education Program," the Army announced additions to the Race Relations Education Program and set forth policies, concepts, procedures and responsibilities for race relations education.[5]

The objective of the Race Relations Education Program is to maintain the highest degree of organizational and combat readiness through the creation of harmonious relations among all military personnel.[6] When fully implemented, it should constitute the largest effort in number of people and hours of training ever made by an organization to provide education in race relations. The fact of its sheer size makes it all the more important that the training be effective in achieving its goals.

HQDA, Deputy Chief of Staff for Personnel, Director of Procurement, Training, and Distribution, Training Division (DAPE-PDT) now serves as the sirgle point of contact in the Army for the coordination of race relations educational materials developed by the commands. This promotes standardization and provides for cumulative learning experiences.

4. Current Regulations, Policies and Practices

The Race Relations Education Program is intended to achieve sympathetic understanding and treatment of each soldier by his commanders and his fellow soldiers through instruction and exchange of ideas on the history, background, life styles, contributions and interaction of ethnic and racial groups.

The program was designed to integrate the formal instruction in race relations given in the training establishment with a comprehensive effort to improve interracial communication—called the Racial Awareness Program—in Army units. Top managers and leaders are given "special training" to promote sensitivity to the problem of racial tension and to develop methods of countering it.

Formal race relations training is conducted in Basic Combat Training and professional development courses in Service Schools under the provisions of CON Reg 351-4, and is identified by three levels of instruction.[7]

> **Level One** is the entry level. A race relations course is given all soldiers in the first four weeks of basic training. The instruction provides a uniform level of understanding of the Army's Race Relations and Equal Opportunity Programs and represents the inital effort to counter the causes of racial tension through education. It sets the scene for an individual's Army service in an atmosphere of teamwork and racial harmony.

Level Two is for young officers and NCOs. These courses reinforce much of the Level One training, but at a higher level, and provide the basis for junior leadership to deal with race relations problems. Level Two courses are taught in:

- Officer Basic Course
- Officer Candidate School
- Warrant Officer Intermediate Courses
- Warrant Officer Preappointment Courses
- NCO Education Systems Basic Courses
- Special Forces Qualification Courses
- NCO Academies
- Drill Sergeants School

Level Three provides advanced race relations training for middle grade officers and NCOs. It concentrates on leadership responsibilities and techniques in dealing with racial tension. Level Three courses are taught in:

- Officer Advanced Courses
- Warrant Officer Advanced Courses
- NCO Education Systems Advanced Courses.

United States Army Infantry School

The United States Army Infantry School (USAIS) is the Army's proponent agency for race relations training. As such, USAIS develops educational guidelines, curricula, and related materials for use in race relations training in Army Training Centers and Service Schools.

The standard courses of instruction at each level are four hours in length, but many of the 23 schools in the system have expanded their courses to six hours. At Levels Two and Three, outside study and problem-solving exercises give additional exposure. Race relations problems are integrated into other subjects in all courses. The mission, scope, and objectives of the course developed by USAIS are described below.

a. Mission

This training is designed to develop among officers, NCOs and enlisted men an understanding of the basic factors in race relations, the causes which lead to racial tension, and steps which must be taken to foster racial harmony among all personnel.

b. Scope

The block of instruction consists of two hours of minority group contributions to history, both military and civilian; background information on slavery in the United States; explanation of the Army policy on equal treatment and equal opportunity and the leader's responsibility, a discussion of complaints and indicators of racial tension. During the last two hours, students are placed in problem-solving situations through the use of TV situational tapes, and solutions are discussed.

c. Objectives

Lesson Objective: To enable the student to promote racial understanding and harmony within his unit in order to further the unit's combat effectiveness.

Student Performance Objectives:

- To *understand* the importance of developing and maintaining the broadest possible understanding of the racial problem in America.
- To *be aware* of significant minority group contributions to American civil and military history.
- To *understand* the cause and effect relationship between slavery and discrimination in America and present-day attitudes of young soldiers.
- To *know* the principal indicators of racial tensions within a unit and actions to prevent or minimize these tensions.
- To *be aware* of the most commonly expressed complaints of minority group soldiers.
- To *know* proper procedures for handling complaints of racial discrimination within a unit.
- To *understand* the importance of effective communications (vertical and lateral) as a means for surfacing complaints and promoting racial understanding.

– To *know* the steps required to insure the establishment and proper functioning of effective communications means, both formal and informal.

– To *be aware* of measures available for promoting understanding and mutual respect among members of units.[8]

Racial Awareness Program

The Racial Awareness Program (RAP) is designed to stimulate interracial communication and promote racial harmony by developing comradeship and team spirit within the unit. All unit activities directed toward improving interracial communication fall within the program and will be governed by a regulation to be published in the AR 600 series. These activities include "minority history week," unit race relations conferences, observance of special calendar events, and cultural awareness groups. Race Relations Seminars are the cornerstone of the program. RAP Seminars are to be conducted in every unit in the Army on an annual basis according to the following subject outline:

Block	Hour	Subject
I. Introduction	A	Introduction to RAP Seminars
	B	DoD, Army and unit RR/EO policies
II. Personal Racism	A	Introduction to the concept
	B	Prejudice
	C	Overcoming prejudice in the unit
	D	Eliminating stereotypes
III. Interracial Communication	A	Establishing interracial communication in the unit
	B	Feelings of minorities
	C	Feelings of majorities
IV. Minorities in American Life	A	Contributions of minorities to American life
	B	Understanding minority life styles
	C	Understanding majority life styles
	D	Insuring the position of minorities in the unit
V. Institutional Racism	A	Introduction to the concept
	B	Eliminating institutional racism in the unit
VI. Racial Awareness	A	Racial issues facing the nation and the unit
	B	The unit Affirmative Actions Plan
	C	Combatting discrimination[9]

The program includes discussion from platoon to battalion level. The RAP Seminars will be conducted to promote maximum participation by every unit member–which means scheduling sessions during prime training time.

Seminar leaders will include the chain of command, Defense Race Relations Institute graduates, and graduates of the unit discussion leaders' courses.

The real strength of the program lies in its unit-wide implementation. Since RAP is a unit program, an individual missing a given Seminar may still benefit from it because of the effect of the Seminar on his unit as a whole; therefore, makeup Seminars are not being required. Active participation in the development and implementation of the 18-hour RAP Seminars by the chain of command is considered an essential part of the program.

The capability of units to conduct RAP Seminars will be largely dependent upon the supply of instructors. Exact requirements for unit discussion leaders have not been established by DA, but training is being programmed on the basis of a unit discussion leader team for every battalion or equivalent-sized unit. The teams, comprised of an officer and an enlisted man/woman, will be trained at USAIS for all CONUS units. Overseas commanders will train unit discussion leaders in command schools which are approved by a major overseas command as comparable to the two-week USAIS course. Graduates of approved unit discussion leaders courses will be awarded Special Qualification Identifier (SQI) "B." Unit discussion leader teams will operate on an additional-duty or part-time basis. The two-week USAIS course will be established in the fourth quarter of Fiscal Year 1973.[10]

Department of Defense Race Relations Institute

As directed by the Secretary of Defense in January 1970, the Interservice Task Force on Education in Race Relations was formed to develop an education program in race relations for use throughout the Armed Forces.[11] As a result of this effort, the Defense Race Relations Institute (DRRI) was established at Patrick Air Force Base, Florida, in 1971. The DRRI is a field activity of DoD and is under the direction of the Assistant Secretary of Defense (Manpower and Reserve Affairs) (ASD (M&RA)).

The mission of the DRRI is to conduct training for Armed Forces personnel designated as instructors in race relations, develop doctrine and curricula in education for race relations, conduct research, perform evaluation of program effectiveness, and disseminate educational guidelines and materials for utilization throughout the Armed Forces.[12] The following principles guided the development of the program:[13]

1. Program must be fully consonant with the DoD and service policies and directives, and consistent with the philosophy and behavior of the local commander and his subordinate commanders.

2. The aim of the program is to modify interracial behavior rather than to seek to change attitudes directly.

3. Program is pointed at providing personnel with the opportunity to work together to solve their problems.

4. Program provides for change being initiated from within the organization rather than being imposed from without the organization.

5. Program provides for maximum active participation by all personnel in groups small enough to permit active participation and sufficiently proximate in grade to avoid inhibition of discussion.

6. Program must provide for continuing education with a sufficient number of hours to provide a real and measurable impact.

7. Program must provide for great flexibility to meet the differing requirements of local commanders.

Staff in the DRRI is as follows:

1. The *Director,* selected by the ASD (M&RA), from among designees of appropriate military rank submitted by Secretaries of the Military Departments. The Directorship will rotate among representatives of the Army, Navy and Air Force. The Director serves for three years.

2. The *Deputy Director,* also will rotate among the Military Departments (so that each of the three Departments will be represented at the Director or Deputy Director level over time).

3. Commissioned officer and enlisted personnel from all Department of Defense components on active duty, augmented by qualified

civilian personnel, are assigned on a prorated basis. These personnel are assigned duties as instructors, staff, and faculty. As of December 1971, a total of 38 persons were assigned.[14]

A brief description of the Program of Instruction as outlined in the *Commanders Notebook* follows:

> The institute's program was designed to provide the RRO/NCO with a balanced background of historical and contemporary events and personalities, behavioral concepts and social dynamics, and an opportunity to apply practical group leadership techniques. The subject matter presented is selected to develop confidence in the individual in his ability to lead small discussion groups involving race relation topics. The seminar method provides an opportunity for a free exchange of facts, ideas and opinions. The pattern of instruction encompasses four major areas:
>
> 1) **American Ethnic Studies**—to provide the DRRI student with a knowledge of minority history and the contribution of minority groups to the development of our Nation and the Armed Forces.
>
> 2) **Behavioral Sciences**—to provide each student with a common foundation of knowledge on cultural, psychological and social factors relating directly to race relations.
>
> 3) **Community Involvement**—to provide the students with experience in both minority and majority group culture and life styles in various communities out of which the modern serviceman emerges.
>
> 4) **Group Leadership Practicum**—to provide the student with the theory and practice in leading group discussions utilizing a variety of motivating devices and intra-group dynamics to facilitate dialogue.[15]

The Army objective of the program is to have a DRRI-trained instructor team, consisting of an officer and an NCO with minority/majority mix, for every brigade or comparable-sized unit and for courses taught in the Army Training Centers and Service Schools. DRRI-trained instructors in units will operate on a full-time basis at brigade or comparable level. Upon graduation from DRRI they are awarded Special Qualification Identifier (SQI) "Q." Current Army requirements for DRRI-trained race relations instructor teams are 35 teams in Army Training Centers and Service Schools and 343 teams in units. The Office of the Secretary of Defense has established the objective of meeting the Army's initial requirement for DRRI graduates by 20 July 1973.

Personnel selected for attendance at DRRI must meet these criteria:

- Grades E4-E7, W1- W4, or O1-O5.
- Volunteer for the program.
- Have at least one year of service remaining after completion of the course. Career-motivated personnel are preferred.
- Possess an outstanding record and attributes.
- Have demonstrated the ability to complete college-level courses successfully.
- Possess instructor potential.
- Be aware of current social issues and evidence interest in participating in the DA equal opportunity program.[16]

Commanders of brigades and comparable sized units will personally interview individuals selected for training at DRRI to insure that they meet the selection criteria and are properly motivated to serve as race relations instructors.

The objectives of the DRRI curriculum are to provide all students attending the Institute with:

1. The opportunity to become aware of and fully understand current DoD, Service, and command equal opportunity and treatment policies and directives, and their relationship to the need for maintaining good order and discipline.

2. A knowledge of minority group history and the contributions of minority groups to the development of our Nation and the Armed Forces.

3. A knowledge of selected psychological, social, and cultural factors relating to race relations to increase their understanding of the social and behavioral dynamics related to intergroup tensions and conflicts.

4. Racial and ethnic group experiences in various communities to increase their understanding of minority group culture and life styles.

5. The opportunity to develop teaching techniques and group skills which will prepare them to lead discussion groups using intergroup conflicts, situation-simulation films and other selected techniques.

6. The capability and judgment to work with their commanding officers in determining the specific needs for a race relations group discussion program and how best to employ the DRRI resources within that command.[17]

Training Managers

Special training for managers will be conducted to insure that the Army's leadership is aware of the extent and causes of racial tension and the programs and techniques available to reduce the potential for racial tensions.[18] Formal training is conducted by

- Army War College
- Command and General Staff College
- Sergeants Major Academy
- Senior Commanders Orientation Course.

In addition to the formal training, three special orientation packages for field grade, company grade, and senior Non-Commissioned Officers will be distributed to major commands. The self-contained orientation packages are being prepared by the USAIS and will be available for distribution prior to publication of this document.

A General Officer Race Relations/Equal Opportunity Orientation and Seminar which requires attendance by all General Officers and promotable Colonels will commence February 1973. The orientation consists of a series of two-day, small-group seminars administered by a DRRI-trained three-man seminar team. Content will stress the high priority the Chief of Staff accords RR/EO problems and will provide the latest information on policies and procedures developed to deal with these functions. Seminar attendance will be scheduled by the appropriate area commanders—i.e, CG CONARC, CINCUSARPAC, CINCUSAREUR.

Compliance monitoring of the Department of the Army Race Relations Education Plan will involve formal reports, Inspector General Inspections, and informal staff visits. CONARC regularly reports to DA on the number of men having gone through Basic Combat Training and Service School training. Participation in these race relations programs is recorded on individual personnel records in accordance with AR 640-2. Additional compliance measures are described in Part I, Chapter VI of this book.

FOOTNOTES

[1]U.S., Army, Deputy Chief of Staff for Personnel, Director of Military Personnel Policies, Office of Equal Opportunity Programs, Chief. Army Regulation 600-21; Race Relations and Equal Opportunity. Draft. Revision of AR 600-21, 18 May 1965, including all changes (Washington, D.C., 1972).

[2]U.S., Army Race Relations Conference, Fort Monroe, Virginia, 17 to 20 November 1970. *Race Relations Conference* (Washington, D.C: U.S. Army, Secretary, 14 April 1971).

[3]*Ibid.*, p. 8.

[4]U.S., Army, Continental Army Command, Headquarters, Commander. Continental Army Command Regulation No. 600-3; Race Relations (Fort Monroe, Virginia, 18 May 1971).

[5]U.S., Army, Deputy Chief of Staff for Personnel, Director of Procurement, Training, and Distribution. DA message DAPE-PDT 101911Z Jan 73; Subject: Concept of DA Race Relations Program (Washington, D.C., 10 January 1973), para. 1.

[6]*Ibid.*, para. 2.

[7]*Ibid.*, para. 3A.

[8]U.S., Army Race Relations Conference, *op. cit.*, p. 8.

[9]U.S., Army, DCSPER, DPTD. DA message 101911Z Jan 73, *op. cit.*, para. 3B.

[10]*Ibid.*, para. 5B.

[11]U.S., Department of Defense, Secretary. Memorandum for: The Secretaries of the Military Departments; Chairman, Joint Chiefs of Staff; Assistant Secretary of Defense (M&RA) (Washington, D.C., 28 January 1970).

[12]U.S., Department of Defense, Deputy Secretary. Department of Defense Directive 1322.11; Subject: Department of Defense Education in Race Relations for Armed Forces Personnel (Washington, D.C., June 24, 1971).

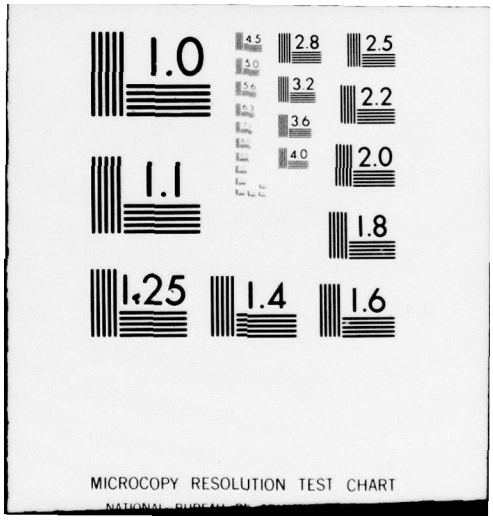
[13]U.S., Department of Defense, Race Relations Institute. *Defense Race Relations Institute Commanders Notebook* (Patrick AFB, Florida: Defense Race Relations Institute, 1 December 1971), Appendix C, pp. 3-6 (Draft).

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[14]Department of Defense Directive 1322.11, *op. cit.*

[15]U.S., Department of Defense, Race Relations Institute. *The Commander's Notebook on Race Relations; A Guide to the Utilization of the Defense Race Relations Officer/Noncommissioned Officer Team and Implementation of the Core Curriculum in the Field.* Draft. (Patrick AFB, Florida: Defense Race Relations Institute, 17 March 1972), para. IV.1.b.

[16]U.S., Army, Deputy Chief of Staff for Personnel, Director of Individual Training. DA message DAPE-ITS 171635Z Dec 71; Subject: Education in Race Relations (Washington, D.C.: 17 December 1971), para. 10A-G.

[17]U.S., Department of Defense, Defense Race Relations Institute. *Defense Race Relations Institute Commanders Notebook,* 1971, *op. cit.,* Annex IV, pp. 1-2.

[18]U.S., Army, DCSPER, DPTD. DA message 101911Z Jan 73, *op. cit.*, para. 3C.

CHAPTER II

RESEARCH PROJECTS

1. Introduction

The Army's Race Relations Research Program is designed to support and supplement action programs and shares with them the fundamental objective of insuring that equal opportunity is a fact of life in the Army. Research activities include:

- The collection of baseline data pertaining to race relations problems and the Army's efforts to insure equal opportunity.
- The analysis of specific problem areas and the development and evaluation of methods and techniques for alleviating and resolving race relations problems.
- Developing and maintaining the skills and expertise required to keep the Army abreast of scientific and professional knowledge bearing on the areas of race and equal opportunity.

The underlying rationale for this research takes cognizance of the influence of race-related factors on recruitment, retention, individual and unit performance, and other critical aspects of the Army's capability to carry out its basic mission. Accordingly, emphasis is placed on the rapid translation of research products into experimental and operational programs.

Specific research projects which are underway or planned are discussed in Section 3 below. For a number of these projects, the Army is contracting with research organizations which have developed special competence in dealing with particular aspects of race relations problems or equal opportunity programs. At the same time, the Army has also implemented certain organizational changes which should improve the utilization of the behavioral and social sciences, including their application to race relations problems. This new organizational format is described in Sections 2 and 3 below.

2. History

The Army's race relations research effort is still in its infancy. For some time, however, a number of Army offices have conducted and sponsored behavioral and social science research on such problems as enlistment, retention, manpower development, and career planning. The data and knowledge thus assembled will often relate to the examination of factors affecting race relations and the implementation of equal opportunity programs.

The utilization of such past work should be increased as a result of the activation (1 October 1972) of the U.S. Army Research Institute for the Behavioral and Social Sciences (ARI). This new organization includes elements which formerly comprised the Army's Manpower Resources Research and Development Center (MANRRDC), the Behavioral and Systems Research Laboratory (BESRL), the Motivation and Training Laboratory (MTL), and components of the Army Research Office (ARO).[1]

ARI puts under one unified command the Army's major research and development efforts in the behavioral and social sciences. Research in the area of race relations and equal opportunity will be conducted under ARI auspices, as described in the following section.

3. The Situation Today

Research on race relations in the Army is directed through the offices of ARI's Individual Training and Performance Research Laboratory (ITPRL). The Laboratory's three technical areas are charged with:

1. Improving the training of enlisted, noncommissioned and officer personnel, and improving manpower procurement, distribution, and retention procedures.

2. Enhancing the leadership skills and capabilities of the individual soldier and officer.

3. Increasing the Army's capability to help the individual soldier to resolve unique personal problems and adapt to social change.

In the third of these technical areas–relating social processes to individual performance–ITPRL has initiated research projects to develop this resource book on race relations programs in the Army; a handbook providing guidance to commanders who must cope with race-related problems; and other studies designed to provide baseline data on specific race-related problems. Because ITPRL's program is new, most projects are in the earlier stages of development. The projects described below include efforts which are planned or underway, and illustrate the range of concerns which are to be addressed in the ITPRL program on race relations.[2]

Improving Commanders' Skills

The project objective is to develop an education or training program to improve the unit commander's motivation, knowledge, and skills with respect to the implementation of equal opportunity programs and the management of race-relations problems. The project includes experimentation with different techniques of presenting this curriculum, the evaluation of alternative instructional methods, and the development of procedures to measure the effectiveness of instruction.

Race Relations in Korea

What is the impact of third-country nationals on race relations among American servicemen? The project includes an attitude survey of American soldiers, providing initial data on race relations in an overseas environment. Emphasis is placed on the effects of that environment on race relations among Americans. A race relations course may be developed to supplement the Eighth Army Racial Awareness Program and to cover those race related problems unique to that command.

Spanish-Surnamed Soldiers

To what extent does institutional racial discrimination affect the Spanish-surnamed soldier? The project will replicate research done on the black soldier, focusing on the attitudes of Spanish-surnamed soldiers toward the Army, their perceptions of other races, and their perceptions of the Army's RR/EO Program.

Leaders's Race Relations Handbook

The objective of the project was to develop a handbook which would provide commanders and other leaders with guidelines for improving race relations. *Improving Race Relations in the Army–Handbook for Leaders* is a collection/compilation of information about race relations in the Army. The handbook provides leaders with information on the nature of the race problem; supplies guides for diagnosing race problems in their units; and describes actions which they can take to improve race relations.

A Field Study of the Army Race Relations Program

Four principal objectives of this project are: (1) to determine the extent to which the provisions of race relations and equal opportunity programs are known by Army personnel; (2) to determine the extent to which the programs and the facilities provided by the programs are used; (3) to assess the attitudes and perceptions of Army personnel with respect to the Race Relations Program; and (4) to conduct a field evaluation of the *Handbook for Leaders* described above.

Motivation of Minority Group Members to Serve in the Army

The objective is to determine individually-oriented factors (cultural, demographic, psychological) and Army-oriented factors (institutional, organizational, social) which positively and negatively influence minority personnel with regard to a career in the Army. Interviews and attitude questionnaires, designed specifically for use with minority Army personnel have been administered to elicit information on personal values, attitudes, and feelings concerning a wide range of topics related to the Army. The study will produce baseline data for use in the development of experimental programs aimed at improving retention rates of quality minority personnel, with emphasis on junior officers.

The Culture Assimilation: A Race Relations Training Approach

The objective is to explore the feasibility of using the Culture Assimilation, a programmed learning experience, as a race relations educational training device. The Culture Assimilation emphasizes differences that occur in social interactions between black and white Army personnel due to differences in cultures.

Racial Attitudes of White and Black Army Personnel

Attitude surveys, interviews, and other data collection methods are employed to obtain the following kinds of information: (1) the soldier's attitudes toward, perceptions of, and beliefs about Army personnel of the opposite race; (2) his view of the attitudes and perceptions which Army personnel of the opposite race hold toward him; (3) his opinions of alternative programs and actions designed to reduce interracial disharmony in the Army. The project will produce data on race-related fears, misperceptions, and misunderstandings, and will support the development of experimental educational and training programs designed to improve racial harmony.

Racial Crises: Prediction and Prevention

The objective is to develop a model which commanders can use to assess the racial climate of their units and predict potential racial outbreak. The approach involves the analysis of past records and reports of racial outbreak (Serious Incident Reports, etc.) to isolate repetitive situations, social and psychological contexts which can be used to predict racial outbreaks.

FOOTNOTES

[1] A brief description of ARI's organization and objectives appears in the *Army Research and Development News Magazine* (December 1972), pp. 24-27.

[2] U.S., Army, Secretary. Department of the Army Race Relations/Equal Opportunity Conference, 26-29 September 1972. Information Packet (Draft) (Washington, D.C., 4 August 1972), Tab H.

CHAPTER III
OTHER RACE RELATIONS EFFORTS

1. Introduction

This chapter contains a description of other actions in the race relations area which, although often representing significant efforts, cannot be accommodated elsewhere in this resource book. Included in this general category is a discussion of information programs, interracial communication programs, and cultural recognition programs. Most of these programs are listed in Part II, Section III (Perception and Communication) of the Affirmative Actions Plan.

Because of the character of material discussed in this chapter, the "History" and "The Situation Today" sections have been dispensed with.

2. Current Policies and Practices

Information Programs

Information efforts in the Army appear to have been designed to meet one or more of the following major goals:

- **To increase the flow of information** between Department of the Army and the field in order to provide an update and exchange of information and to gain feedback on the implementation of policies and programs.

- **To create increased publicity** for equal opportunity and race relations programs and policies within the Army and among the public.

- **To increase the visibility of the black soldier** and underscore minority cultures and contributions made by minority groups to the Army.

- **To provide guidance to individual commanders** and others with equal opportunity responsibilities by providing an exchange of information across commands and across installations as well as to provide direct guidance from Department of the Army level.

Toward fulfilling these objectives, a quarterly letter is dispatched to all commands from Headquarters, Department of the Army, providing the latest information on race relations activities, both on-going and proposed. The letter is designed in answer to the commander's need for keeping track of the growing number of new regulations, changes to regulations and new programs affecting equal opportunity and treatment.

To aid the commander in conducting an information program, *Commanders Call* is published quarterly by DA, Office of the Chief of Information. In addition, Officer's Call, Troop Topics, and Command Information Fact Sheets are published on an as-needed basis. They often include information on equal opportunity and treatment activities.

Cultural Recognition Programs

Increased emphasis has been placed on publicizing the accomplishments of minority groups in the Army. Military history of blacks is emphasized in Army films and in race relations courses of instruction. In addition, procurement of books by, about, and of interest to, minority groups is underway. A special book kit on race relations has been distributed to libraries and service clubs along with a 16-volume Spanish language encyclopedia. Plans are underway to develop and distribute posters and historical paintings which portray the contributions and accomplishments of minority group members.[1]

The Army and Air Force Exchange Service (AAFES) has carried out a market research effort, and during the first six months of 1970, procured personal care products and provided consultants in post exchanges, based upon the need requirements of the various installations, under a program entitled "Goods and Services Offered Black Customers of Exchanges."[2]

In 1971, the AAFES spent one million dollars to train barbers and beauticians in cutting and styling of black people's hair, and to stock shelves of post exchanges worldwide with products tailored for blacks' hair.[3]

In answer to the complaint that there is a shortage of both black teachers and black studies programs, the Affirmative Actions Plan requires that the staffing of dependent schools reflect 14 percent minority group representation. The Office of Overseas Recruiting and Area Support, the proponent agency for this item, has also listed as a milestone the recruiting of 250 minority teachers for school year 1972-73.[4] Black studies courses have been taught in dependent schools and in the General Educational Development Program since September 1971.[5]

Individual installations have taken increased effort to see that minority entertainment needs are met at post clubs by encouraging equitable representation on the entertainment committees. Some installations have sponsored "soul food" nights, and have supported minority cultural programs in near-by communities.[6]

Interracial Communications Programs

New procedures insure that there is more accurate reporting of serious racial incidents. The incidents are analyzed for pattern, trend and cause. Selected incidents are sanitized (all identifiers removed), discussed in a section entitled "Lessons Learned," and then widely disseminated to all commands quarterly.[7]

Under the Army CHAMPS Program, youth handball teams have been formed, sponsored by the Army, Army Reserve, and Army National Guard. Participation of inner-city youth is emphasized–approximately 300,000 youths have participated in the program.[8]

Army bandmasters are to make greater efforts toward appealing to musical tastes of minority groups. Army Band presentations include Black- and Spanish-oriented music.

Religious harmony programs include: the development of a film with the theme "religion and the minority soldier"; the production of worship folders which commemorate ethnic events with religious significance; a compilation of modes of Hispanic-American ministry for inclusion in resources for training and planning for individual chaplains; and the representation of ethnic groups in religious retreat programs sponsored by the Chaplaincy. A pulpit exchange program is also under study. Its aim is to provide additional ethnic religious leadership to cement community relationships.

It can be expected that more comprehensive programs aimed at improving interracial communication will evolve as Army research projects more thoroughly assess areas of need. Ongoing race relations efforts are discussed in Part II, Chapter II of this resource book.

FOOTNOTES

[1]U.S., Army, Secretary. Headquarters, Department of the Army Race Relations/ Equal Opportunity Affirmative Actions Plan.(Washington, D.C., 14 July 1972), Part II, Section III, pp. 15-17.

[2]U.S., Army, Race Relations Conference, Fort Monroe, Virginia, 17-20 November 1970. *Race Relations Conference* (Washington, D.C.: U.S. Army, Secretary, 14 April 1971), "Army-Air Force Exchange Programs," pp. 2-3.

[3]Lacy J. Banks, "The Military Meets the Afro," *Ebony, 25,* 11 (September 1970), pp. 86-92.

[4]U.S., Army, Secretary, *op. cit.,* Part II, Section III, p. 8.

[5]U.S. Army Command Information Unit. "Update: Equal Opportunity," U.S. Command Information Spotlight, *12* (15 September 1971), Washington, D.C., p. 3.

[6]"Black Displays Set at APG," *Baltimore Evening Sun*, February 16, 1972; and "Race Relations Activities at Ft. Benning," U.S. Army Infantry Centre *Command Information Fact Sheet, 11* (Fort Benning, Ga., August 1970).

[7]U.S., Army, Secretary, *op. cit.,* Part II, Section III, p. 23.

[8]*Ibid.,* Part II, Section III, pp. 12-14.

PART III–RESERVE COMPONENTS

PART III–RESERVE COMPONENTS

1. Introduction

Part III of the Affirmative Actions Plan established similar RR/EO goals for the Reserve Components[1] as for the Active Army. The Reserve's AAP is also intended to correct deficiencies in career development and progression, recruiting, and retention, and to provide a standard program of race relations education. In addition, it is concerned with problems specific to the Reserves such as the present underrepresentation of minorities across the board in Reserve Components. This chapter will deal with this problem, and with programs designed to correct it.

2. History

In time of war, Army Reserve and Army National Guard ranks have traditionally increased as draft quotas for the Active Army increased. Major reductions in force have occurred following the resolution of conflicts and the post-war reduction in draft quotas.

But whatever the Reserve Component strength has been, blacks and other minorities have always been underrepresented. Equal opportunity was not given special consideration by the Reserve Components until the issuance of DoD Directive 1100.15 (December 14, 1970). This directive required the establishment of concrete equal opportunity programs in the Reserve Components.

October 1971 brought DoD Directive 1205.14, requiring Reserve Components to actively recruit from all races, creeds and ethnic groups to the point that all units reflect the character of the population in the unit's recruiting area.

Issued in July 1972, the Affirmative Actions Plan called for doubling minority group representation in the Reserve Components by 1976, and spelled out a plan to that end. It also called for implementation of the same Race Relations Programs applicable to the Active Army and described in Part II of this book.

3. The Situation Today

In 1972, following considerable gains from the year before, blacks still made up only 2.5 percent of Army National Guard personnel, and only 2.6 percent of the Army Reserve.[2] As of November 1972, only two states had been able to make the recruitment quota called for for that year—that of doubling black troop strength over 1971 levels.[3]

As a General officer remarked recently, "At the risk of being crass, . . . you have got to get the black man into the organization before you can discriminate against him as a unit member."

4. Current Regulations, Policies and Practices

The Affirmative Actions Plan calls for increasing minority group participation in the Reserve Components so that it reflects the character of the population in the unit's recruiting area. Initial plans call for doubling, in 1973, the number of minority group personnel in each unit over calendar year 1972 figures. As a means to that end, the AAP outlines the following actions:

- Encouragement of minority Army enlisted members to apply for attendance at Officer Candidate School.
- Increase minority group participation in recruitment, to include both officer and noncommissioned officer recruiters.
- Expand advertising efforts and liaison with minority professional groups to attract minority civilians who work in law, theology and police work.
- Increase civilian technician hiring of minority group members to assist with recruiting and retention programs in order to reflect the character of the population in the unit's recruiting area.

Other efforts include recruiting of military members:

- Project Search, directed at persons recently released from active duty. Recruiters are placed in Veterans Administration Centers to seek volunteers. A two-week pilot drive in Philadelphia signed up

nearly 50 men, almost all black veterans. The program has been expanded to include ten major cities. It will continue until June 1, 1973.

- Individual letters were sent to 103,000 black members of the Stand-By Reserves, asking them to participate in the active Ready Reserves. Response has been favorable; 38,550 letters sent to Spec 5s and 6s brought back 10,252 responses.

- The Reserve Components Active Army In-Service Recruiting Program, which commenced on a trial basis in August 1971 and became a full operational program in January 1972, offered a 60-day "early-out" to enlisted personnel who would agree to enlist in a Reserve Component for a year. A National Guard and USAR counselor were stationed at pilot bases in Fort Lewis and Fort Knox.[4]

Recruiting of civilians:

- Operation Belong, launched in 1972 by the National Guard, was directed at the black community through black newspapers and radio, and handouts. The campaign's theme was keyed to the idea that the National Guard serves the community.

- The first Women's Army Corps Training Battalion was established in 1972 in Washington, D.C. Special efforts are underway to recruit minority women in the Washington area.

- ROTC established its first Junior unit in an all-Indian high school in 1972.[5]

- Reserve Units have begun participating in community campaigns against sickle-cell anemia and have been creating goodwill in the process. A testing program is now being established with the cooperation of the National Institute of Health (NIH).

FOOTNOTES

[1]The "Army Reserves" includes both the *Regular Reserves,* which are federally administered and financed, and the *Army National Guard,* half financed by state funds, half by federal, whose state *director* is appointed by that state's governor.

There are three categories of reservists:

- The Ready Reserve. This category encompasses all National Guardsmen. Ready Reservists in both components of the Army Reserves attend regular meetings and training sessions, and are paid for their time. The Ready Reserve is the first component to be called up in case of national emergency.
- The Stand-By Reserve. Those in this category are not paid and are normally activated only after the Ready Reserve.
- Retired Reserve. This is the last category to be activated and is made up of former Ready Reservists for the most part. Retired Reservists do not necessarily receive retirement pay, as they may be below retirement age.

U.S., Army, Office of Reserve Components, Chief. Affirmative Actions Plan; Army Race Relations and Equal Opportunity. Part III—Reserve Components (Washington, D.C., 1972).

[2]U.S., Army and Air Force, National Guard Bureau, Army National Guard, Director, Personnel Division, Enlisted and Special Activities Branch. Black Enlistments and Strengths (Washington, D.C., 1972). Also see J. Milnor Roberts, "Remarks to the National Urban League Convention, St. Louis, Missouri, 31 July 1972," pp. 3-4; and Richard T. Cuneo, "Remarks to the National Newspaper Publishers Association Convention, Miami, Florida, 22 June 1972," p. 3. Although blacks constituted 8.2 percent of total Reserve force, the major share of this percentage is in the Inactive Reserves, who are for the most part finished with active duty and completing the tail-end of their six-year military obligation.

[3]Francis S. Greenlief, "Remarks to the 93rd General Conference of the National Guard Association of the United States, Honolulu, Hawaii, 19-25 September 1972," p. 4.

[4]*Ibid.*, p. 3.

[5]"Army Reserve Briefs," *Army Reserve Magazine, 18,* 9 (October 1972), p. 3.

APPENDIX

SOURCES OF INFORMATION

REFERENCES

SOURCES OF INFORMATION

Offices and Personnel (DA and DoD)

The following offices have major responsibility for race relations and equal opportunity and also represent possible sources of assistance and information.

U.S. Army, Deputy Chief of Staff for Personnel, Director of Human Resources Development, Office of Equal Opportunity Programs.

Mailing Address	OEOP DAPE-HRR Washington, D.C. 20310
Autovon:	22-53907
Phone Number:	(202) OX 5-3907

U.S. Department of Defense, Assistant Secretary (Manpower and Reserve Affairs), Deputy Assistant Secretary (Equal Opportunity)

Mailing Address:	Deputy Assistant Secretary of Defense (Equal Opportunity) Room 3B 946, The Pentagon Washington, D.C. 20301
Autovon:	22-76381
Phone Number:	(202) OX 7-6381

The following office will also have information regarding race relations and equal opportunity:

U.S., Department of Defense, Assistant Secretary (Manpower and Reserve Affairs), Office of Information for the Armed Forces, Program Officer, Equal Opportunity

Mailing Address:	Office of Information for the Armed Forces, OASD (M&RA) Program Officer, Equal Opportunity 1117 North 19th Street, Room 506 Arlington, Virginia 22209
Autovon:	22-45250
Phone Number:	(703) OX 4-5024

For a single personal copy of any unclassified AR write to:

AG Publications Center, USA
2800 Easter Boulevard
Baltimore, Maryland 21220

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13. ABSTRACT

A comprehensive summary of Army actions and programs to improve race relations, Department of Army policies, and descriptions of problems–a survey designed to provide information base for use in developing more effective approaches to improving race relations. Contents: (1) Army policy and efforts to combat the problems, providing a description of education and training programs, equal opportunity in off-post housing program, race relations and human relations seminars, conferences, policy and organizational changes, compliance, cultural recognition and information programs; (2) background and causes of complaints of racial discrimination in recruitment, selection, promotion and retention and in administration of military justice; (3) summary of major actions contained in DA Race Relations/Equal Opportunity Affirmative Actions Plan and Force Structure Plan; (4) summary of race-related research projects being undertaken under the auspices of ARI.

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