

NAVAL POSTGRADUATE SCHOOL MONTEREY, CALIFORNIA



THESIS

**THE RECRUITMENT OF AFRICAN-AMERICAN HIGH
SCHOOL STUDENTS INTO THE NAVAL RESERVE
OFFICERS TRAINING CORPS**

by

Wanda G. Pompey

September 1998

Thesis Co-Advisors:

Alice Crawford
Mark J. Eitelberg

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THE NAVAL RESERVE OFFICERS TRAINING CORPS**

Wanda G. Pompey
Lieutenant, United States Navy
B.S., New York University, 1986

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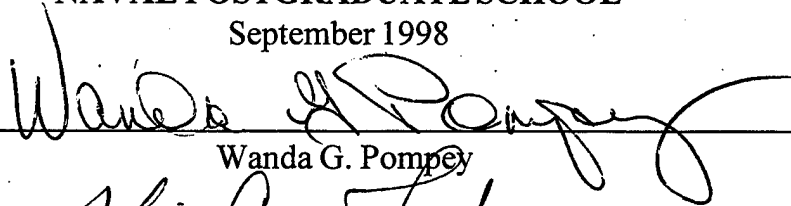
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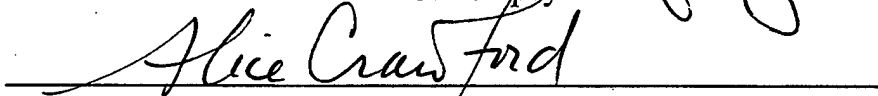
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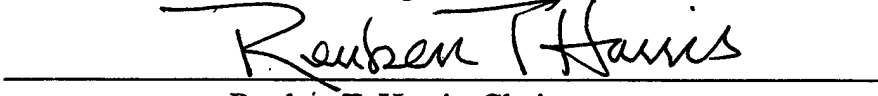
Author:


Wanda G. Pompey

Approved by:


Alice Crawford, Thesis Co-Advisor


Mark J. Eitelberg, Thesis Co-Advisor


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Department of Systems Management

ABSTRACT

This thesis addresses the recruitment of African-American high school students for Naval Reserve Officers Training Corps (NROTC) programs, with an emphasis on programs located at Historically Black Colleges and Universities. The study seeks to determine if the current recruitment process is adequate to meet the needs of the Secretary of the Navy's "Enhanced Opportunities for Minorities Initiative." This initiative is a recruiting strategy designed to increase the number of minorities on active duty and to create a culturally diverse force that reflects the racial composition of the United States. This thesis draws upon information from Pers-61, Navy Recruiting Command, the Center for Navy Education and Training, and NROTC units, as well a survey conducted with current and former recruiters. Also examined are statements by the Chief of Naval Operations, Chief of Naval Personnel, Commander of Naval Recruiting Command and numerous other Flag Officers in briefings held at the 1998 National Naval Officers Association Conference. A major theme that emerged from the study is that the Navy should enhance its visibility and use more African-Americans in minority recruiting programs for the officer corps.

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I. INTRODUCTION

A. OVERVIEW

In November 1993, the Secretary of the Navy (SECNAV) introduced the "Enhanced Opportunities for Minorities Initiative." His memorandum to the Chief of Naval Operations (CNO) specifically tasked the Navy " . . . to ensure we are maximizing minority contributions to the Department."¹ The CNO's plan, also known as the "12/12/5 Initiative," is a recruiting strategy to increase the number of minorities in the Department of the Navy. The plan calls for the recruitment of minorities at a rate of 12 percent African-American, 12 percent Hispanic, and 5 percent Asian/Pacific-Islander and Native American in both the enlisted force and officer corps. This plan is intended to create a more culturally diverse force that better reflects the racial and ethnic composition of the United States. The percentages of racial/ethnic minorities in the Navy's plan are based on Census Bureau projections, as shown in Table 1.

Table 1. Percentage Distribution of U.S. Population by Racial/Ethnic Group, Projected, 1998-20

YEAR	WHITE	AFRICAN-AMERICAN	HISPANIC	NATIVE/ASIAN-AMERICAN
1998	72.5	12.1	11.0	4.4
2000	71.8	12.2	11.4	4.6
2025	62.4	13.0	17.6	7.0

Source: Bureau of the Census, Current Population Reports Series P25-1130, "Population Projections of the United States by Age, Sex, Race, and Hispanic Origin: 1995 to 2050."

¹ From statement of the Chief of Naval Personnel before a Congressional Panel, 20 March 1995, in Federal News Service. The Federal News Service is an Internet Service.

As seen in Table 1, the racial/ethnic composition of the U.S. in 1998 was estimated to include 12 percent African-Americans, 11 percent Hispanics, and 4.4 percent Native-Americans/Asian-Americans. The composition holds somewhat steady at these percentages until the year 2025, when the U.S. population will include 13 percent African-Americans, 17.6 percent Hispanics, and 7 percent Native-Americans/Asian-Americans.

The 1990 census counted nearly 30 million African-Americans, an increase of about 4 million from the 1980 census and a population growth rate of about 13 percent.² This growth was attributed to "natural increase"; however, immigration from the Caribbean and African countries also contributed significantly to that number.

Originally, the Navy had planned to reach its goal of 12/12/5 by the year 2000. At the 1998 National Naval Officers Association (NNOA) Conference in San Diego, California, the Chief of Naval Personnel (CNP) confirmed that achievement of the Navy's goal had been extended until the year 2008. (See Appendix A for further information about NNOA.)

The 12/12/5 initiative is one of three recent Navy Affirmative Action Plans. The first was the Navy's Equal Opportunity Program (established in 1974), which was the Navy's attempt to counter racism and provide equal opportunity to all personnel.³ The Equal Opportunity Program placed responsibility at the command level to deal with

² Department of Commerce Economic and Statistics Administration, Bureau of the Census, *We the Americans: Blacks* (Washington, D.C.: GPO, 1993), 3.

³ James E. Jones and Willie J. Stigler, "Survey of Minority Officers in the Navy: Attitudes and Opinions on Recruiting and Retention" (Master's Thesis, Naval Postgraduate School, 1995), 15.

discriminatory practices, and it also specified unit policies and training programs to foster a climate of equal opportunity and ensure fair treatment of all Navy members.

A subsequent initiative was the Navy's Affirmative Action Plan (1991), which was intended to correct or eliminate institutional and personal discrimination on the basis of race, color, religion, gender, age, or national origin.⁴ This program called for a composition in the officer corps of 6 percent African-Americans by fiscal year 2000 and 3 percent Hispanics by 1999. (Affirmative action is further discussed in Chapter II.)

Mark J. Eitelberg, a professor at the Naval Postgraduate School in Monterey, California, states that the U.S. armed forces have always emphasized the diversity of their membership.⁵ It is in the nature of the military organization, he observes, to bring together young men and women from all states and territories, all major demographic groups and social categories, all races, religions, and ethnic backgrounds. Popular literature and the mass media, according to Eitelberg, have helped to foster this image of the American military as a sort of miniature melting pot or mosaic of all distinctive traditions and cultural patterns.⁶ It is now more or less expected that the U.S. military should reflect the racial and ethnic composition of the nation as a whole, in as many ways as possible. This helps to explain the reasons behind the Navy's 12/12/5 initiative.

⁴ Ibid.

⁵ Mark J. Eitelberg, "Military Representation: Reflections and Random Observations," Paper presented at the Biennial Conference of the Inter-University Seminar on Armed Forces and Society, Baltimore, MD, October 1989, 2.

⁶ Ibid., 2-3.

The Chief of Naval Recruiting Command (CNRC) further expressed this sentiment in a speech given at the 1998 NNOA Conference:

We are in the fourth year of what's called the Navy's "Enhanced Opportunity for Minority Initiative," known to some of you as 12/12/5. Let me remind you that this is not and never was a quota or a goal system. The Secretary of the Navy [John Dalton] launched this initiative, because he recognized that in order to truly represent the United States our Navy must reflect the population of the country. Our fiscal year-to-date enlisted minority accession representation is 19.4 percent [African-American]. Our Hispanic [proportion] is 15.1 percent and 10 percent Asian/Pacific Islander. And while those are above what we call our aspirations, we are in need of a very serious boost in our minority officer recruiting. We have done better in minority officer recruiting than we have in any previous years. I am simply not satisfied. We have got a long, long way to go. Not only are we below officer accession across the Navy, but minority officer representation remains below the diversity we would like to achieve. And unless I can recruit higher numbers, we will have difficulties. I always tell the Navy leadership, if I don't recruit them, we don't assign them and we certainly don't retain them. Since minority officer selection rates are comparable, overall, to other selection rates, to increase minority representation, we must increase the number of applicants. But even that has become difficult considering that the ROTCs and Naval Academy have experienced a significant drop in the overall number of applicants for their programs including a commensurate decline in minority applicants. And, as I told this group before, minorities are under-represented in college enrollment and in the four-year degree board, making the prospect of recruiting minorities into the officer ring that much more of a challenge. Minorities have tremendous opportunities and options in other employment areas. Unfortunately, because of the rapidly changing demographics, the more competitive recruiting market, and the qualified minority, it appears right now that the Navy is not going to make its goal by the year 2000 as Secretary Dalton had hoped.⁷

⁷ Chief of Naval Recruiting Command, Keynote address presented at the 26th Annual National Naval Officers Association Conference, San Diego, California, July 22-25, 1998.

B. PURPOSE OF THE STUDY

This research examines the Secretary of the Navy's 12/12/5 initiative as it relates to the officer corps. More specifically, the study focuses on recruiting African-American high school students into Naval Reserve Officers Training Corps (NROTC) programs, particularly those located at Historically Black Colleges and Universities (HBCUs). The primary objective of the study is to determine if the current NROTC recruitment process is adequate to meet the needs of 12/12/5.

C. SCOPE/METHODOLOGY

The study uses available memoranda and interviews with representatives of Pers-61 "Navy Equal Opportunity" to examine progress in achieving the 12/12/5 initiative. Excerpts of speeches given by the CNO, CNP, and CNRC are reviewed to clarify issues surrounding minority officer recruiting and the goals of 12/12/5. Phone and e-mail interviews with administrators from NROTC units at the HBCUs are also used to gauge progress in recruiting minorities. A survey and interviews with current and former officer recruiters were conducted to determine the successes and problems involved in recruiting minorities for the officer corps. Data on commissioning sources, demographics, education levels, and colleges of African-Americans and others presently on active-duty were obtained from the Defense Manpower Data Center (DMDC) in Monterey, California and the Navy's Fiscal Year Files. The data are used to analyze past and current trends in their respective areas.

D. ORGANIZATION OF THE THESIS

Chapter II presents the results of a literature review as background information. It includes information about the recruiting practices and commissioning sources of African-American officers. This chapter also examines trend data on the commissioning sources of African-American officers in the Navy and in other U.S. military services, and provides background information on the seven HBCUs that currently have NROTC units. The chapter concludes with a discussion of affirmative action. Chapter III reviews current practices and evaluates the views of persons who have been directly involved in the recruiting process. Finally, Chapter IV presents the author's conclusions and recommendations.

II. BACKGROUND

A. OVERVIEW

In 1993, the U.S. Census Bureau found that the gap in high school graduation rates between African-Americans and Whites had narrowed over the previous 20 years.⁸ As seen in Figure 1, from 1973 to 1993, there was an increase of 8 percentage points in the proportion of high school graduates among African-Americans between the ages of 18 and 24, while there was no change for white graduates of the same age. As a result of this increase in high school graduates, proportionately more African-American youths applied to college. In fact, over the same 20-year period, African-American enrollment in college increased from 24 percent to 33 percent among 18-to 24-year-old high school graduates.

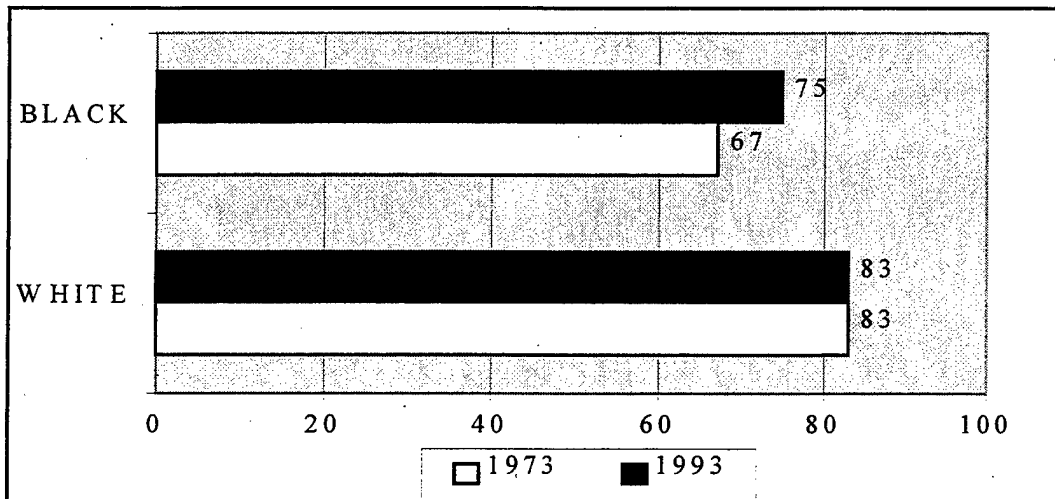


Figure 1. Percent High School Graduates Among White and Black Students Between the Ages of 18 and 24, 1973 and 1993

⁸ Census Bureau, "School Enrollment" (Washington, D.C.: GPO, 1993), 4.

The greatest increase in college enrollment for African-Americans occurred at HBCUs, where the number of students increased by 17 percent. This compares with an increase of 12 percent in the enrollment of African-Americans at non-HBCUs.⁹ The increase in enrollment is significant in that HBCUs account for approximately 33 percent of all African-American college graduates nationwide. According to *Black Enterprise Magazine*, HBCUs recruit and retain African-Americans at a higher rate than do non-HBCUs.¹⁰ This suggests that HBCUs could be an important source of African-American officer candidates and that NROTC units located on the campuses of HBCUs could be vital in the Navy's recruitment process.

This chapter reviews literature relating to the development of the theme that HBCUs are an important resource for African-American officers. Looking at the commissioning sources of African-Americans for the Navy's officer corps helps develop this theme. The chapter provides past and current representation data and population trends and it then looks at the history of the HBCUs where NROTC units are located to examine the background and relevance of these schools for the African-American community as primary sources of officer candidates. In addition, the chapter compares additional commissioning programs available across services and determines if these programs specifically target minorities.

⁹ Jon E. Lux, "Drawdown on Recruiting of Minority Officers" (Master's Thesis, Naval Postgraduate School, 1995), 19.

¹⁰ Ibid.

Finally, this chapter looks at literature on the attitudes of today's youth and their propensity toward military life as a possible problem in recruiting African-Americans. It discusses today's current affirmative action issues and the possible deterrent to 12/12/5 as an affirmative action program.

B. EARLY RECRUITMENT OF AFRICAN-AMERICAN OFFICERS

Executive Order 9981, 26 July 1948

It is hereby declared to be the policy of the President that there shall be equality of treatment and opportunity for all persons in the armed forces without regard to race, color, religion or national origin. This policy shall be put into effect as rapidly as possible, having due regard to the time required to effectuate any necessary changes without impairing efficiency or morale.

Harry S. Truman

Fifty years ago, President Harry S. Truman signed Executive Order 9981, calling for "equality of treatment and opportunity" in the United States Military.¹¹ According to Binkin and Eitelberg, when the President's Committee on Equality of Treatment and Opportunity met for the first time in 1949 to implement the new policy, the committee found that the Navy had already claimed some progress toward racial equality with the establishment of its own integration and nondiscrimination policy in 1946.¹² In fact, at the time of the President's Executive Order, the Navy boasted of greater progress toward equal opportunity than that of any other service.

¹¹ Dennis Nelson, *The Integration of the Negro into the U.S. Navy* (Washington, D.C.: U.S. Navy, 1951), 222.

¹² Martin Binkin and Mark J. Eitelberg, *Blacks and the Military* (Washington, D.C.: The Brookings Institution, 1982), 26-27.

Several years earlier, in 1943, the Navy selected sixteen African-American men from its enlisted population to be the first to attend officer indoctrination. The class began on January 1, 1944 at the Great Lakes, Illinois training facility. All sixteen men successfully completed their training at Great Lakes in March 1944, but only thirteen of them became officers (twelve Ensigns and one Warrant Officer).¹³ These men became known as the "Golden Thirteen." (See Appendix B.)

Following this initial commissioning of African-American officers, the Navy announced that a number of staff officers would be selected, indoctrinated, and commissioned. By the summer of 1944, the Navy had two African-American chaplains, three medics, two dentists, three supply officers, and two civil engineers.¹⁴ After this initial commissioning, the Navy began receiving its African-American officers by other means. In 1949, Wesley A. Brown became the first African-American graduate of the Naval Academy in Annapolis, Maryland. However, the V-12 program and the NROTC program continued as the most prominent sources of African-American officers.

1. V-12 Program

The V-12 program was instituted to beef up the Navy's officer training for wartime service in 1943.¹⁵ The program enlisted personnel into the Navy and paid their educational bills until graduation. After graduation, there was a period of officer training before commissioning. President Franklin D. Roosevelt directed that the Navy include African-

¹³ Paul Stillwell, *The Golden Thirteen* (Annapolis, MD: The Naval Institute Press, 1993), xxiv.

¹⁴ Dennis Nelson, *The Integration of the Negro into the U.S. Navy*, 101.

¹⁵ Paul Stillwell, *The Golden Thirteen*, xxi.

Americans in testing applicants for the program. One limitation was that some of the program's schools were segregated and refused to enroll African-Americans.¹⁶ This severely limited the number of African-Americans able to take advantage of this program. The first group to be commissioned as a result of the V-12 program did not come along until late 1944. This group of commissioned officers included such people as Samuel Gravely, who eventually became the Navy's first African-American admiral, and Carl Rowan, who became a journalist of international stature.¹⁷

2. Naval Reserve Officers Training Corps (NROTC)

The NROTC, like the V-12 program, was originally established to provide a pool of officers who could be called into service when the armed forces expanded during wartime.¹⁸ The program's mission was to educate and train qualified young men and women for service as commissioned officers in the unrestricted line Naval Reserve or Marine Corps Reserve.

The problems of NROTC units, with respect to racial minorities, were similar to those of the V-12 program. Of the fifty-five colleges or universities that had NROTC units, fourteen would not admit African-Americans. By 1948, a total of just six African-Americans had been commissioned through the NROTC.

¹⁶Joseph E. Hines and Samuel C. Howard, "College Resources and the Performance of Black Naval Officers" (Master's Thesis, Naval Postgraduate School, 1991), 15-16.

¹⁷Paul Stillwell, *The Golden Thirteen*, xxii.

¹⁸Jon E. Lux, "The Effects of the Military Drawdown on Recruiting of Minority Officers," 12.

During the Vietnam era of the 1960s, the pressures of a changing society and the closure of NROTC programs at several predominately-white universities in the Northeast, due to anti-war sentiment, caused the Navy to change its policy with respect to establishing NROTCs at HBCUs. In 1967, Prairie View Agriculture and Mechanical (A&M) College became the first HBCU to gain an NROTC unit. To date, only five other HBCUs--Florida Agriculture and Mechanical (A&M), Morehouse, Southern, Savannah State, and the Hampton Roads consortium (Norfolk State and Hampton Institute)--have had an NROTC unit established on their campus.

C. AFRICAN-AMERICAN REPRESENTATION AND DATA TRENDS WITHIN THE ARMED FORCES AND NAVY

1. Representation in the United States Armed Forces

John Diedrich of Knight Ridder Newspapers, in an article that appeared in *The Monterey County Herald*, July 27, 1998, observes that no group in the military has suffered as long as have African-Americans. He writes: "Truman's signature on Order 9981 eventually would revolutionize one of America's most conservative institutions. Today, 30 percent of America's active Armed Forces are minorities--20 percent of them Black." Table 2 shows the percentages of African-Americans in the officer corps of the armed services during fiscal years 1995 through 1997.

Table 2. African-Americans as a Percentage of U.S. Armed Forces Officer Corps, by Service, 1995-1997

SERVICE	1995	1996	1997
ARMY	11.3	11.2	11.0
NAVY	5.3	5.5	5.9
MARINE CORPS	5.1	5.5	6.0
AIR FORCE	5.6	5.7	6.0
ALL SERVICES	6.8	7.0	7.2

Source(s): Department of Defense, Office of the Assistant Secretary of Defense, Force Management Policy, "Population Representation in the Military Services" (November, 1996), 4-9; and the Defense Manpower Data Center Active-Duty Master Files (Officers only), Fiscal Year 1997.

Table 2 shows that the Marine Corps had the largest relative increase in representation of African-Americans, rising from 5.1 percent in 1995 to 6.0 percent in 1997. At the same time, the proportion of African-Americans in the Navy's officer corps increased by 0.6 percentage points, which is considerable growth for a three-year period. It should be noted that the proportion of African-Americans among Army officers far exceeds that in any other Service at 11.0 percent in 1997--but that the proportion in the Army appears to be declining. This may indicate that the other Services, which have all experienced increases in African-American representation, are competing harder to recruit African-Americans from a limited pool of candidates and perhaps drawing from what would otherwise be the Army's market.

2. Population Trends in Rotc Units

In "Minorities and Women in the Officer Pipeline," it is stated that two programs have contributed significantly to the Services' commissioning of minority officers. These programs are preparatory schools for the Service academies and the ROTC units at HBCUs.¹⁹

The study points out that there are 117 HBCUs in the U.S., and 27 of these host an ROTC unit (the Navy utilizes seven for NROTCs). Accordingly, the study finds that, in the 1996 school year (SY), 43 percent of all African-American officers commissioned through a Service ROTC program had attended an HBCU.²⁰ Table 3 shows the relative involvement of HBCUs in ROTC enrollment as well as in the commissioning of officers during SY 1996 and SY 1995, respectively.

Also, Table 3 depicts how HBCUs account for about 45 percent of all African-American enrollments in ROTC units Service-wide and 57 percent for the Navy. Thus, although more than half of all African-Americans commissioned through NROTC come from an HBCU, HBCUs amount to less than 10 percent of all NROTC units. This emphasizes the importance of HBCUs to the Navy in serving as a source of African-Americans for the officer corps. It should also be noted that these same units are responsible for 36 percent of African-Americans commissioned into the Marine Corps.

¹⁹Office of the Under Secretary of Defense for Personnel and Readiness, "Minorities and Women in the Officer Pipeline" (1996), vi.

²⁰ Ibid.

Table 3. ROTC Enrollment (School Year 1996) and Officers Commissioned (School Year 1995) by Historically Black Colleges and Universities and Race

SERVICE AND RACE	ENROLLMENT (SY 1996)			OFFICERS COMMISSIONED (SY 1995)		
	TOTAL	HBCU	PERCENT	TOTAL	HBCU	PERCENT
<u>ARMY</u>						
ALL RACES	34,005	2,319	7	3,964	223	6
AFRICAN-AMERICANS	5,019	2,103	42	441	195	44
<u>NAVY</u>						
ALL RACES	5,271	454	9	1,001	60	6
AFRICAN-AMERICANS	578	327	57	76	40	53
<u>MARINE CORPS</u>						
ALL RACES	632	21	3	177	4	2
AFRICAN-AMERICANS	37	14	38	11	4	36
<u>AIR FORCE</u>						
ALL RACES	15,088	773	6	1,458	54	4
AFRICAN-AMERICANS	1,620	584	42	98	30	31

Source: Office of the Under Secretary of Defense for Personnel and Readiness, "Minorities and Women in the Officer Pipeline" (Washington, D.C.: 1996), 31.

Minority officer recruiting statistics show that, from fiscal year 1996 to fiscal year 1997, the proportion of newly acquired African-American officers rose from 7.9 percent to 8.4 percent. Table 4 compares the accession rates of African-American officers with those of other minority officers. Table 4 also shows that the rate of increase for newly commissioned Hispanic officers exceeded that of African-Americans between 1996 and 1997.

Table 4. Minorities as a Percentage of all Newly Commissioned Officers in the Navy, 1996-1997

MINORITY GROUP	FY96	FY97
BLACK	7.9	8.4
HISPANIC	5.5	6.7
ASIAN/PACIFIC ISLANDER/ NATIVE AMERICANS	6.4	6.0

Source: The Bureau of Naval Personnel, Equal Opportunity Division (Pers-61).

The percentages of African-Americans in the USNA and NROTC classes of 1998 through 2001 are shown in Figure 2. These data were compiled by USNA and the Center for Navy Education and Training (CNET). As seen here, African-American representation in each NROTC class is higher than in the corresponding USNA class. However, it should be noted that African-American representation has declined for NROTC classes of 1999 and 2000. African-American representation in the class of 2001, while holding steady at USNA from the previous year, rises again for NROTC to its highest level of about 10 percent. This further emphasizes the importance of NROTCs in the recruitment of African-Americans officers.

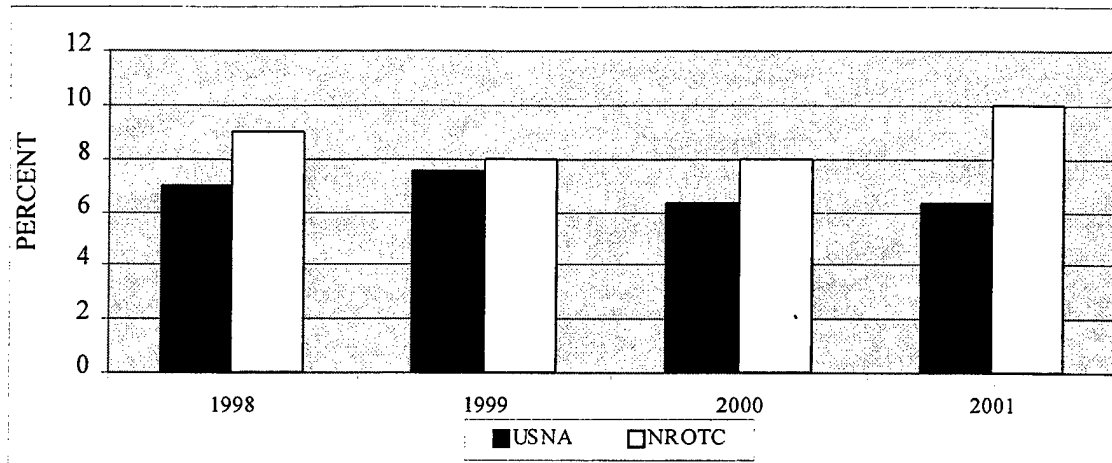


Figure 2. The United States Naval Academy and the Naval Reserve Officers Training Corps Overall African-American Representation for Classes 1998 through 2001.

D. HISTORICALLY BLACK COLLEGES AND UNIVERSITIES (HBCUs)

HBCUs are part of the mainstream of U.S. higher education. The first HBCUs were formed during the 1830s. Their purpose was to provide educational opportunities for Black Americans, most of whom were slaves and prohibited from receiving an education.²¹ Today, the HBCUs not only exist from a strong sense of tradition, but they are also regarded as very important in helping the nation meet its educational and workforce training objectives.²² Below are historical summaries of the HBCUs that currently have NROTC units. As stated previously, it is important to study the history of these schools to understand their importance to the African-American community and why they are

²¹ U.S. Department of Education Office of Educational Research and Improvement, *On the Road to Economic Development* (Washington, D.C.: Research and Evaluation Associates, Inc., 1996), 3.

²² *Ibid.*, iii.

successfully recruiting and retaining African-American students. This pool of students is vital to officer recruitment.

1. **Prairie View Agricultural And Mechanical (A&M) University**

Prairie View A&M University is the second-oldest institution of higher education in the state of Texas. It had its beginnings in 1876, the first year of the Texas Constitution, out of the common free school system and at the dawn of public higher education in Texas. Corresponding with its establishment under the provisions of the Morrill Land Grant College Act, the Texas Constitution, in separate articles, established an "agricultural and mechanical college" and pledged that "separate schools shall be provided for the white and colored children, and impartial provisions shall be made for both."²³ As a consequence of these constitutional provisions, the Fifteenth Legislature, on August 14, 1876, passed an Act to establish the "Agricultural and Mechanical College of Texas for the benefit of Colored Youth." Table 5 shows the enrollment by race/ethnicity and percent of African-American students as of the fall of 1994 for Prairie View A&M and other HBCUs that have an NROTC program.

Table 5. Enrollment in Historically Black Colleges and Universities (HBCUs) that have a Naval Reserve Officers Training Corps (NROTC) Unit, September 1994

HBCU	STATE	TOTAL	BLACK NON-HISPANIC	PERCENT BLACK
PRAIRIE VIEW A&M	TEXAS	5,849	5,030	86.0
FLORIDA A&M	FLORIDA	10,084	8,923	88.5
MOREHOUSE	GEORGIA	2,992	2,972	99.3
SOUTHERN	LOUISIANA	9,904	9,315	94.1
SAVANNAH STATE	GEORGIA	3,253	2,951	90.7
NORFOLK STATE	VIRGINIA	8,667	6,922	79.9
HAMPTON INSTITUTE	VIRGINIA	5,769	5,052	87.6

Source: U.S. Department of Education, National Center for Education Statistics, Integrated Postsecondary Education Data System "Fall Enrollment" Surveys.

²³ As quoted from the Prairie View A&M Website.

2. Florida Agricultural And Mechanical (A&M) University

Florida A&M University, founded on October 3, 1887 as the "State Normal College for Colored Students," began classes with fifteen students and two instructors. Its goal was to become an institution of higher learning, striving toward greater heights of academic excellence than other college or university. At the present time, Florida A&M is one of nine institutions in Florida's State University System. Florida A&M University was chosen as, "College of the Year," *Time/The Princeton Review*, 1998 Edition.²⁴

3. Morehouse College

Morehouse College is a small, liberal arts college with an international reputation for producing leaders (e.g., Dr. Martin Luther King, Jr.) who have influenced national and world history. Morehouse, the nation's only historically Black, private liberal arts college for men, was founded in 1867 as the Augusta Institute in Augusta, Georgia. In 1879, Augusta Institute moved to Atlanta and changed its name to the Atlanta Baptist Seminary. Its name changed again in 1913 to present-day Morehouse College.²⁵

4. Southern University

In 1879, P.B.S. Pinchback, T.T. Stamps, and Henry Demas sponsored a movement in the Louisiana State Constitutional Convention that resulted in the establishment in the City of New Orleans of an institution "for the education of persons of color." The General Assembly of the State of Louisiana chartered this institution as Southern University in April

²⁴ As quoted from the Florida A&M website.

²⁵ As quoted from the Morehouse College website.

1880. The State Legislature passed Act 87 in 1880 as a proper act of incorporation and governance of the Institution. Southern University opened its doors on March 7, 1881 with an initial enrollment of twelve students.²⁶

5. Savannah State College

Savannah State College was established and chartered as "Georgia State Industrial College for Coloured Youth" in 1890, and first offered instruction at the postsecondary level in 1926. The college is a co-educational unit of the University System of Georgia, and is comprised of three schools: Business, Humanities and Social Sciences, and Sciences and Technology.²⁷

6. Norfolk State University

Norfolk State College was founded in 1935 in the midst of the Great Depression. At its founding, it was named the Norfolk unit of Virginia Union University. In 1942, the College became the independent Norfolk Polytechnic College, and two years later an Act of the Virginia Legislature mandated that it become a part of Virginia State College. The college was able to pursue an expanded mission with even greater emphasis in 1956 when another Act of the Legislature enabled the Institution to offer a bachelor's degree. The college was separated from Virginia State College and became fully independent in 1969.

²⁶ As quoted from the Southern University website.

²⁷ As quoted from the Savannah State website.

Subsequent legislative acts designated the institution as a "university" and authorized it to grant graduate degrees.²⁸

7. Hampton University

Hampton University has embraced the principle of "education for life" and "learning by doing," since its founding in 1868 during the days of Reconstruction. Originally opening its doors as Hampton Normal and Agricultural Institute, it became an oasis of opportunity for the thousands of newly freed people gathered behind Union lines. With the aid of the American Missionary Association, the school was established to train selected young men and young women to "go out to teach and lead their people."²⁹

E. OFFICER COMMISSIONING PROGRAMS

The Military Services offer various programs through which an individual can become a commissioned officer. The service academies, ROTC units, and Officer Candidate Schools (Officer Training School for the Air Force) typically provide nearly 80 percent of the officers on active duty.³⁰ Although this study emphasizes the NROTC program, the various other programs for officer commissioning as summarized below to provide a backdrop for understanding the role of NROTC as a source of new officers...

²⁸ As quoted from the Norfolk State website.

²⁹ As quoted from the Hampton website.

³⁰ Report to the Chairman, Subcommittee on Manpower and Personnel, Committee on Armed Services, U.S. Senate, *Officer Commissioning Programs: More Oversight and Coordination Needed* (Washington, D.C.: General Accounting Office, 1992), 10.

1. Service Academies

Each military service, except the Marine Corps, has an academy to educate officers for its own needs. Depending on the number of openings available, qualified Naval Academy graduates may choose to be commissioned in the Marine Corps.³¹ Each academy offers a four-year undergraduate course of scholastic, military, and physical instruction at no cost to the student, who also receives pay.

2. ROTC

The ROTC program was established to supplement the academies and to provide officers for the reserve forces. The Reserve Officers Training Corps Vitalization Act of 1964 made the ROTC program voluntary for all colleges and universities.³² Today, ROTC is the largest source of commissioned officers.³³ ROTC training can vary from 2 to 4 years with some participants receiving scholarships for college tuition and books along with a subsistence allowance of \$100 per month for up to 40 months. Non-scholarship ROTC students receive a subsistence allowance for up to 20 months.

3. Officer Commissioning/Training Schools (OCS/OTS)

OCS/OTS originated during the period before the United States entered World War I. At that time, OCS provided military training to college students at their own expense. Later, during mobilization for World War I, the Army established officer training camps

³¹ Ibid., 11.

³² Ibid., 11.

³³ Ibid., 11.

and schools that provided carefully screened applicants with 3 months of intensive training.³⁴ OCS/OTS participants are generally college graduates. Most of the programs provide direct appointment; however, Army candidates must first enlist in the Army and attend basic training and advanced individual training to be eligible to compete for OCS along with other enlisted personnel or Warrant Officers.

4. Other Army Commissioning Programs³⁵

Early Commissioning Programs

The Army's early commissioning program currently exists at six military junior colleges. Under this program, students can attend basic camp before attending college, and then take various military courses while attending the junior colleges. At the end of the second year, they are commissioned. The individual is then allowed 36 months to finish college on his or her own time.

5. Other Navy Commissioning Programs³⁶

a. Aviation OCS (AOCS)

Aviation OCS is an officer training program that is aviation-oriented and prepares candidates interested in serving as aviators, flight officers, intelligence officers, or aviation maintenance duty officers. College graduates, both enlisted and civilian, are eligible.

³⁴ Ibid., 12.

³⁵ Ibid., 74.

³⁶ Ibid., 76-80.

b. *Baccalaureate Degree Completion Program (BDCP)*

This program is an affirmative action initiative designed to provide financial incentives, primarily for minority college students, to complete baccalaureate degree requirements and receive reserve commissions. Selectees must be able to complete degree requirements within 24 months for non-technical majors and 36 months for technical majors. Individuals enlist in the Naval Reserve and receive full pay and allowances (except clothing) at the level of an E-3 and accrue time in service. Meritorious promotions up to the grade of E-5 are authorized if the individual makes the Dean's list or refers another student who is subsequently selected for the program. Individuals are responsible for tuition, books, and other school-related expenses. After earning a degree, individuals attend OCS or AOCS.

c. *Civil Engineer Corps Collegiate Program*

This is a program for students in or graduates of an engineering or architectural program. Candidates may enroll in the program as early as their junior year of college. Once selected, candidates are enlisted and placed in an active-duty status, entitled to full pay and allowances (with the exception of a clothing maintenance allowance). The entry pay grade is E-3, with possible advancement to E-4 or E-5. Once degree requirements are met, selected individuals attend OCS.

d. *Enlisted Commissioning Program-Basic*

This undergraduate education program provides enlisted personnel with an opportunity to complete a bachelor's degree and earn a commission. Students have 30

months to complete a non-technical degree program, and 36 months for a technical degree. Individuals selected for the program receive full pay and allowances at their enlisted pay grade and are eligible for advancement. Active duty personnel selected for the Enlisted Commissioning Program attend the Naval Science Institute seven weeks before entering the program. Individuals then attend Naval ROTC host universities and complete Naval Science requirements during their junior and senior years, receiving a commission upon graduation.

e. Enlisted Commissioning Program-Nuclear

This is an undergraduate program for active-duty enlisted personnel (men only) of the regular and reserve components who are enrolled in or have completed Nuclear Power School. Pay and benefits are the same as the basic Enlisted Commissioning Program. However, individuals in the nuclear program must successfully complete OCS after graduation with the baccalaureate degree.

f. Enlisted Commissioning Program-Civil Engineering Corps

This program provides undergraduate education for active-duty enlisted personnel in the Seabees to obtain an engineering or architectural degree and earn a commission in the Civil Engineering Corps. Students enrolled in this program attend OCS.

g. Naval Aviation Cadet Program

The Naval Aviation Cadet Program provides Naval aviation training to qualified men and women with two or more years of approved college courses. Naval Aviation Cadets attend AOCS before flight training. They are commissioned as officers after

successful completion of all aviation training. Cadets are enlisted in the special grade of Aviation Cadet and entitled to 50 percent of the base pay of an officer in pay grade O-1 with allowances and benefits of an E-4. Individuals who agree in writing to extend beyond their initial obligated service are automatically screened for the college. Those selected are afforded the opportunity to obtain a baccalaureate degree before completing 10 years of commissioned service. While attending a civilian college, they receive full pay and allowances but pay their own tuition and other school expenses.

h. Nuclear Propulsion Officer Candidate

This is program for male college students or graduates of an accredited college or university who have successfully completed one year of calculus and one year of physics. Candidates may be screened for the program as early as the beginning of their junior year. Civilian applicants attend a one-day orientation in Washington, D.C. Selected candidates are enlisted and placed in an active duty status and are entitled to full pay and allowances (with the exception of a clothing maintenance allowance). After completing the college program, they attend OCS.

i. Broadened Opportunity for Officer Selection and Training (BOOST)

BOOST is an affirmative action program for active-duty service members and civilian students seeking a college degree and commission, but whose academic background may not qualify them for immediate entry into a Navy commissioning program. BOOST provides intensive academic instruction to prepare individuals for college-level academics.

Successful graduates of the nine-month program are guaranteed a scholarship or an appointment to the Naval Academy.

6. Other Marine Corps Commissioning Programs³⁷

a. *Bulldog*

This is a six-week summer training course provided to Naval Academy midshipmen and ROTC students who have elected to join the Marine Corps. In addition, enlisted Marines pursuing degrees under the Marine Corps Enlisted Commissioning Education Program attend the same six-week course.

b. *Enlisted Commissioning Program*

This program allows qualified enlisted Marines to apply for assignment to OCS. To be eligible, individuals must possess a four-year degree from a regionally accredited college or university at the time of application.

**c. *Marine Corps Enlisted Commissioning Education Program
(Technical/Non-Technical)***

This program provides an opportunity for outstanding enlisted Marines on active duty to achieve careers as Marine Corps officers. Marines successfully completing the program receive a baccalaureate degree in a technical or non-technical field and are commissioned as a Second Lieutenant. Marines selected for this program are assigned to a ten-week preparatory school and attend four-year institutions that have a Naval ROTC program.

³⁷ Ibid., 74-76.

d. *Platoon Leaders Class*

Platoon Leader class is for male college students attending accredited colleges or universities. Upon completion of all requirements, students are commissioned as Second Lieutenants in the Marine Corps Reserve. For college freshmen and sophomores, Platoon Leaders Class consists of two six-week summer training sessions, and for juniors a ten-week session. After earning a baccalaureate degree, the individual is commissioned as a Second Lieutenant.

The Platoon Leaders class has two additional options, law and aviation. The law program postpones active duty until a law degree has been obtained and the individual has been admitted to the bar. The aviation program gives participants the opportunity to graduate with a commission and provides real flying experience before military flight training begins.

e. *Meritorious Commissioning Program*

This program allows Commanding Officers to nominate qualified enlisted marines for assignment to OCS and subsequent commissioning in the Marine Corps Reserve. To be eligible, an individual must have earned an Associate's degree or 60 semester hours of college credit. Upon commissioning, the individual is expected to continue to pursue a baccalaureate degree to be competitive for augmentation and promotion.

f. *Women Officer Candidates Program*

This program involves ten weeks of training following the junior year of college or graduation. Women who complete the summer training session may be eligible for

financial assistance in the form of a monthly stipend of \$100 during their senior year of college. During the summer training, individuals receive pay at the grade of E-5.

7. Other Air Force Commissioning Programs³⁸

a. *Airman Education and Commissioning Program*

The Air force Institute of Technology, under Air University, Wright-Patterson Air Force Base, Ohio, administers the Airman Education and Commissioning program. The Air Force Institute of Technology selects the educational institutions and the college majors of participants. Upon completion of the educational phase of the program, airmen are assigned to OTS for their military training. This program allows airmen on active duty to earn a degree in an academic field that meets Air Force requirements. Selected personnel attend a full-time course of study at a civilian educational institution and remain on active duty throughout the program. The educational phase usually lasts no longer than 36 consecutive months. In addition to pay and allowances, individuals receive tuition, fees, and a book allowance, when authorized.

b. *Flight Screening Program*

OTS conducts this five-week commissioning program to determine basic aptitude of selected pilot candidates to complete undergraduate pilot training. Individuals completing the Flight Screening Program enter other program for officer trainees.

³⁸ Ibid., 71-72.

c. ROTC Airman Scholarship and Commissioning Program

This program allows airmen on active duty to request voluntary separation to enter an Air Force ROTC program. Scholarships are available at the undergraduate level for a minimum of two years and a maximum of four academic years. Selected Airmen are discharged from active duty and enlisted in the Air Force Reserves, Obligated Reserve Section.

d. ROTC Professional Officer Course Early Release Program

Active-duty Airmen in this program are allowed to request voluntary separation to enter the ROTC program. They may attend any four-year degree granting educational institution if it offers a four-year Air Force ROTC program. Selected applicants must be able to complete all degree and commissioning requirements within two academic years. Personnel released to participate in this program must have financial resources adequate to pay college and living expenses and provide health protection during loss of Air Force benefits. Selected Airmen are discharged from active duty and enlisted in the Air Force Reserves, Obligated Reserve Service.

The comparison of these additional commissioning programs reveals that only the Navy offers additional programs, BDCP and BOOST, described as affirmative action oriented to target minority candidates. Both of these programs are potentially important to NROTCs because the financial assistance offered for college provides an additional recruiting tool. The following section explores how financial incentives help to attract youths to NROTC programs, and the current affirmative action program.

F. YOUTH ATTITUDES

Following Operations Desert Shield and Desert Storm and the end of the Cold War, propensity to join the armed forces declined significantly across a broad spectrum of American youth. This was evidenced in a study done by the Defense Manpower Data Center (DMDC), titled "An In-Depth Study of Military Propensity: Follow-Up Interviews with 1995 Youth Attitude Tracking Study Respondents."⁶⁹ This study found that college-bound youths, if they ever considered military enlistment or joining ROTC, did so at a particular point in time--that is, when they were evaluating different ways to help pay for college. Once this critical window had passed (money obtained by other means or another alternative to college arose), further involvement with the military was decisively closed off as an option. This study also found that decisions about which colleges to attend had more to do with the college curriculum than with whether or not the college had a strong ROTC program.

At the 1998 NNOA Conference, CNRC commented as follows on youth propensity:

For the first time in over 18 years, the Navy is going to miss its end-of-year recruiting goal. This year we will miss our recruiting enlisted goal by absolutely no less than 7,200. One of the primary reasons for the current recruiting challenge is the economic environment. This is the toughest recruiting environment since the inception of the All-Volunteer Force. It is certainly the toughest I have faced in my almost 28 years of experience with Navy recruiting. We have a strong economy right now. With that comes record-low unemployment. We have a long history with some over-

⁶⁹ The Youth Attitude Tracking Study (YATS) began in 1975 as a relatively modest telephone survey of 16-21 year old males. It has grown into a complex, nationally representative telephone survey of both young men and women aged 16-24.

sophisticated models that say that the single most important variable in the workload of our recruiters is the unemployment rate.⁴⁰

Youth propensity, while mainly referring to enlistment, could mean that the overall attitude toward a military career could be on the decline. It is important to point out that, in 1992 and 1993, propensity to join the military among African-American males, a major portion of the targeted group of this thesis, declined by over 50 percent.⁴¹ With a decline in African-American enlisted sailors, another important pool used for officer recruitment, will also decline. In the above quote, CNRC offers low unemployment as a probable reason for this decline; however, in subsequent quotes other factors are also given as reasons for low interest among today's youth in a possible military career. For example, in the quote below, CNRC talks about today's economic environment and the effect it has on recruitment:

Today's young men and women have more employment and education opportunities than ever before. In fact, because of availability of jobs in the hometowns, young people are not looking as hard for jobs offers that perhaps will take them away from home regardless of the benefits that are offered. If the economy was enough of a challenge, corporate America is matching our benefits and incentives for the very first time in history. For the very first time they are offering things like scholarships to high school seniors, sign-on bonuses, and actually recruiting youngsters in high school for the very first time. We have got some competition.

The options young men and women have are not just in corporations. More young people are going off to college campuses than ever before. A few years ago, that percentage rate hovered around 50 percent. Today, 72 percent of my primary target market is going off to the college campus and

⁴⁰ Chief of Naval Recruiting Command, Keynote address presented at the 26th Annual National Naval Officers Association Conference.

⁴¹ Report to the Defense Manpower Data Center, "An In-Dept Study of Military Propensity: Follow-Up Interviews with 1995 Youth Attitude Tracking Study Respondents" (Arlington, VA: Westat, Inc., 1997), 1-1.

that of course is the target market that I need for our high tech training and a greater percent of minority candidates. And, after all this, our annual survey continues to show a decline in youth propensity for joining the military. And, while the annual drop rate is not dramatic, the continual decline is a concern and at the very least it is very worrisome and needs attention.

Many things could cause declining propensity. One of the things that we know causes it is the declining veteran population. Those are the influences that for years have helped young Americans make a decision to join the military. Those are the external factors. There are all sorts of internal impediments as well. And perhaps the most significant thing we did, because of competing requirements in the Navy, is that we started this year with fewer recruiters than we needed.⁴²

CNRC goes on to reflect on the image of today's Navy and whether or not that has any effect on declining interest and the concerns of today's youth and what is important to them.

In the eyes of our target population, and that's the 15-24 years old male, the Navy simply does not have a well-defined image. I am not saying we have a bad image; we do not! We do not have a bad image. Our research shows that when a young candidate comes face-to-face, eye-to-eye with a Navy recruiter in uniform, he or she is 50 percent more likely to consider a Navy option than when that individual talks to the other Services.

American youths are also concerned about things like loneliness. They are concerned about isolation. They are concerned about lack of control over one's life and even in great difficulty in maintaining a normal family life. These are concerns for minority groups as well.⁴³

⁴² Chief of Naval Recruiting Command, Keynote address presented at the 26th Annual National Naval Officers Association Conference.

⁴³ Ibid.

G. AFFIRMATIVE ACTION

On March 7, 1995, President Clinton directed that a review be conducted of the federal government's affirmative action programs. The President asked the following questions:

What kinds of Federal programs and initiatives are now in place, and how are they designed; and what is known about their effects--benefits and costs, direct and indirect, intended and unintended--both to the specified beneficiaries and to others? In short, how are they run? Do they work? Are they fair?⁴⁴

On July 19, 1995, George Stephanopoulos (Senior Adviser to the President for Policy and Strategy) and Christopher Edley, Jr. (Special Counsel to the President) replied to the President's questions. A report was put together by a White House Steering Committee, along with members and attorneys from each agency. The report, titled "Affirmative Action and Equal Opportunity in the Military," stated that affirmative action was established as part of society's efforts to address continuing problems of discrimination; and the empirical evidence found that affirmative action had a positive impact on remedying the effects of discrimination. The conclusion was clear in that racial discrimination and exclusion remained all too common. There had been undeniable progress in many areas. Nevertheless, the evidence was viewed by the committee as overwhelming. The problems that affirmative action sought to address--widespread discrimination, exclusion, and their ripple effects--continued to exist.⁴⁵

⁴⁴ Taken from the White House Website under Affirmative Action.

⁴⁵ Ibid.

Chapter 7 of the committee's report addresses the Navy's 12/12/5 Initiative. As observed here, because minorities are overrepresented in the enlisted ranks and underrepresented in the officer corps, the Armed Forces have focused recently on the officer "pipeline." In addition, as noted here, the Services have employed a number of tools to increase minority representation among commissioned officers. These include:

- Goals & Timetables

The Navy and the Marine Corps, historically less successful than the other Services in this area, have responded in recent months by setting explicit goals to increase minority representation in the officer corps. Both Services seek to ensure that, in terms of race and ethnicity, the group of officers commissioned in the year 2000 roughly reflect the overall population: 12 percent African-American, 12 percent Hispanic, and 5 percent Asian. Department of the Navy officials point out that this represents a significantly more aggressive goal than had been the case, when the focus for comparison had been on college graduates; the more aggressive goal implies vigorous outreach and other efforts. Moreover, the Navy and the Marine Corps have set specific year-by-year targets for meeting the 12/12/5 goal.⁴⁶

- Outreach, Recruiting, and Training

All of the Services target outreach and recruiting activities through ROTC, the Service academies, and other channels. Also, the Services have made special, race-conscious (though not racially exclusive) efforts to recruit officer candidates. For example, the Army operates a very successful "preparatory school" for students nominated to West Point whose academic readiness is thought to be marginal; the enrollees are disproportionately but non exclusively minority.⁴⁷

⁴⁶ Ibid.

⁴⁷ Ibid.

"Quota" is not a word that has been associated with the 12/12/5 initiative by the senior leadership of the Navy. However, there is still concern that the initiative will be viewed as "reverse discrimination." Nor does everyone in the Navy agree with the initiative. An unpublished study by the Office of the Under Secretary of Defense for Personnel and Readiness, titled "Minorities and Women in the Officer Pipeline," observes that policies designed to show preference for minorities are often viewed with suspicion or hostility by Whites.⁴⁸ Additionally, this same study found that certain officer sources, such as ROTC, may be viewed as "minority" or "female" paths, which devalues their worth in promotion consideration.⁴⁹

Affirmative action plans have also been placed under the political microscope as well as that of the judicial system. Voters in the State of California, for example, endorsed an anti-affirmative action proposition in the 1996 election. In summary, Proposition 209:

Prohibits the state, local governments, districts, public universities, colleges, and schools, and other government instrumentalities from discriminating against or giving preferential treatment to any individual or group in public employment, public education, or public contracting on the basis of race, sex, color, ethnicity, or national origin. Exempts reasonably necessary sex-based classifications and actions necessary for receipt of federal funds from prohibition. Mandates enforcement to the extent permitted by federal law. Requires uniform remedies for violations. Provides for severability of provisions if invalid.⁵⁰

⁴⁸ Office of the Under Secretary of Defense for Personnel and Readiness, "Minorities and Women in the Officer Pipeline" (Washington, D.C.: 1996), 93.

⁴⁹ Ibid.

⁵⁰ Taken from the California Propositions Website.

According to the *Army Times*, White Army officers even filed a lawsuit, claiming to have been the victims of "reverse discrimination."⁵¹ These officers felt they were denied promotion so that the Army could promote less-qualified minorities. If the courts rule in favor of these officers, it will not only affect the way the Army promotes its officers, but it will also cause the Services to reevaluate all "minority enhancement initiatives." Fear of similar lawsuits could cause the Navy to wave all such initiatives, including 12/12/5.

H. SUMMARY

The information presented in this chapter underscores the importance of NROTCs, especially those located on the campuses of HBCUs, as the Navy attempts to achieve the 12/12/5. The seven HBCUs studied in this chapter, all located in the South, were basically the only source of higher education for African-Americans due to the segregation laws prior to *Brown v. the Board of Education of Topeka, Kansas*.⁵² Today, African-Americans have more choices of colleges and universities to attend but the loyalty to HBCUs remains strong in the African-American community, largely because of their history and legacy. This helps to account for the increase in enrollments that was discussed earlier. With affirmative action under fire, and youth propensity down, HBCUs remain a strong resource for African-American officer candidates. Chapter III proceeds to assess the recruiting climate for African-Americans in general, with this understanding in mind.

⁵¹ Taken from the *Army Times* Website.

⁵² *Brown v. the Board of Education Topeka, Kansas* was a United States Supreme Court case that ruled in favor of school integration.

III. ASSESSMENTS OF THE RECRUITING CLIMATE

A. OVERVIEW

The information presented in this chapter is derived from a combination of sources, including phone interviews, faxes, e-mails, surveys, public speeches, and face-to-face conversations. This information was collected to identify recurring themes from people who are involved in the NROTC programs at HBCUs, people who were and are involved in officer recruiting, and various other persons who have studied the recruiting issues. The analysis is presented first, followed by the themes drawn from that analysis.

B. VIEWS FROM HBCUs WITH NROTC UNITS

1. Florida A&M

In the course of many phone calls, faxes, and e-mails, the following was compiled to state the views of the Commanding Officer of the Florida A&M NROTC Unit on the issue of minority officer recruiting:

a. In a 5 February 1997 letter to the President of Florida A&M (FAMU), Captain (select) Donnie L. Cochran, USN, Commander of the Florida A&M NROTC unit wrote the following:

Our number one priority and our most challenging and difficult objective, is to improve the quality and quantity of minority scholarship winners and FAMU's NROTC Unit. We are looking for the same top quality students all scholarship programs desire and we seek and would gladly accept referrals.

We have two scholarship programs designed specifically to attract top quality minority students, the PHN HIP Pocket Scholarships and

the TWEEDDALE Scholarships.⁵³ The PNS at a Historical Black College or University has the ability to award with CNET approval five (5) HIP Pocket scholarships. Additionally, all NROTC Units have the TWEEDDALE Scholarships for minority students majoring in Engineering, Chemistry and Physics. Currently there are no limits to the number of TWEEDDALE scholarships that can be offered. The fundamental requirements for students wishing to apply for these scholarships are as followed:

- The students must have a sincere desire to become a Navy or Marine Corps Officer
- They must be physically qualified
- 1050 SAT (520M/530V) or 45 ACT (23M/22V) HIP Pocket Scholarship (freshman only)
- Must major in engineering, chemistry, physics, etc for TWEEDDALE Scholarship
- GPA - Minimum for HIP Pocket is 2.5 Cum GPA. (College Freshman/Sophomore)
- GPA - Minimum for TWEEDDALE is 2.75 Cum GPA.

FAMU has found that the cooperation of the host school is important in the success of the NROTC units. Here, the Commander is sending a memorandum to the university's president to foster a partnership of sorts. Universities often receive applications from candidates who wish to attend a particular institution and are qualified to be accepted, but need financial aid. The Commander is telling the President about the Navy's scholarship opportunities and lists the qualifications that must be met by each student to be accepted.

⁵³ The PHN HIP Pocket Scholarship is a scholarship authorized by CNET, where the NROTC Professor of Naval Science (PNS) can authorize these scholarships on the spot for any applicant they deem qualified. The TWEEDDALE Scholarship is offered for those students majoring in chemistry, physics, or engineering. It is named for a long-time federal employee who dealt with NROTC Units. These scholarships like BCDP and others, were/are mainly for the minority applicants. But in today's affirmative action climate (as stated earlier) they must be offered to everyone. More comments will be made concerning "minority scholarships."

What this does is to give the school a means of helping potential students receive aid by basically allowing the school to act as a quasi-recruiter.

In this subsequent portion of this memorandum, the Commander solicits from the school room and board scholarships for BOOST applicants and other potential scholarship winners. He writes to the President about the qualifications of these students and how they will enhance the student body of FAMU. With this additional aid, in addition to that offered by the Navy, the Commander will have a stronger package to present to potential candidates.

Another exceptional source of scholarship winners is from the Navy's BOOST School in Newport, Rhode Island. These are sailors from the fleet that are offered NROTC Scholarships and get to choose which university they attend. These students from the BOOST School are solid students academically, but most will need some financial assistance to complete the program. NROTC Scholarships pay for tuition, books and fees, but not room and board. We are presently using 16 of the 25 room and board scholarships offered by the university.

We would like to offer a room and board scholarship for all BOOST students, PNS HIP Pocket and TWEEDDALE Scholarship winners. We believe we can successfully recruit at least five (5) HIP Pocket, two (2) TWEEDDALE Scholarships and seven (7) BOOST school student each year. Assuming all scholarships winners remained in a four year program (five years for some programs), this would require a commitment of 25-40 room and board scholarships to go with the tuition, books and fees that the Navy provides. With an aggressive recruiting program and the incentive of a room and board scholarship, we believe this goal is realistic and achievable. Request consideration of a future increase in the number of room and board scholarships available.

b. In a memorandum to Chief of Naval Education and Training (CNET), the Commanding Officer, NROTC Unit, FAMU wrote to inform CNET of FAMU's success and the strategies used for that success. The following is an excerpt from that memorandum:

Our fundamental strategy for enhancing our recruiting effort is based on a long-term continuous commitment and presence to our recruiting area. The most effective means of making our presence felt has been to increase our fact-to-face time with the principals, faculty members, administrators, and guidance counselors (centers of influence) at area high schools. (This initiative has been extremely difficult with a reduced staff). The heart of our strategy has been focused on gaining the support and understanding of the guidance counselors of the schools we visit. These individuals have been instrumental in identifying the students with the required SAT scores, GPA and leadership qualities we are looking for. They have also given us opportunities to provide information on the military as a career option for their students. A number of forums have been available to articulate our message to the selected groups we are interested in such as: presentations to classes, service groups, student government association, ROTC units, mail outs to qualified students, use of media (campus papers, radio, TV), hold significant events (center of influence luncheons and dinners). These centers of influences have been instrumental in providing students who are competitive for our program. This strategy has been very effective for us.

c. In a memorandum, titled "Increased Department of the Navy (Don) Presence on Historically Black College and University (HBCU) Campuses," the Commander wrote about the importance of HBCUs in the Navy's diversity objectives. First, the Commander writes of the importance of understanding minority perceptions of the Navy, and then the Commander suggests different strategies that may be used to enhance a more positive image.

Minority Perception:

We must understand and analyze the Generation X mindset, values, attitudes and why many young African-Americans consider the Military as a "turn off" or did not want any part of the military experience. This mindset whether real or perceived come from traditional views held by many African-Americans that racism was more pervasive in the Navy, from family members or friends who may have had a negative experience in the military, or from the negative story in the media about the military.

Strategies:

Just as the Navy uses "forward presence" as its ship deployment strategy, a similar "forward presence" strategy should be considered for DON presence at HBCUs. Whatever strategy is used should be a long-term continuous commitment to our objectives. The most effective means of making our presence felt at any HBCU is to increase our face-to-face time with the center of influences at the HBCUs. We must get the Presidents, faculty members and administrators to support our objectives. They can reach more students than we can and more importantly they can give us access to the students. A number of forums are available to articulate our message to our targeted groups such as: presentations to classes, sororities, fraternities, service groups, student government association (SGA), etc.; mailouts to qualified students, use of media (campus papers, radio, TV), hold significant events (center of influence luncheons and dinners).

d. In yet another memorandum, the Commander writes to CNET about the need for the reestablishment of the Lieutenant (LT) and Quartermaster Instructor billets to aid in FAMU's recruiting efforts. The Commander writes that these billets will enhance recruiting, particularly at HBCUs.

My recommendation to improve the process of enhancing the caliber and increasing the number of officers required of today's Navy and Marine Corps, is to reestablish the LT (Lieutenant) Recruiting and Quartermaster Instructor Billets. Because of the additional effort required for quality minority recruiting and retention, we are unable to adequately take advantage of several sources of potential excellent

officer candidates. An additional LT Billet dedicated primarily to recruiting would be gainfully employed year round, particularly at your Historically Black College and University (HBCU) Units. This LT's duties would not be limited to the recruiting mission, but would include teaching, mentoring, and counseling. Another important role of this billet is to assist the Navy increasing Department of Navy (DON) Presence on HBCU Campuses.

The above memoranda stress the importance of scholarships as an attractive tool in recruiting minority candidates and the importance of HBCUs to the African-American community. The memoranda emphasize the importance of a constant presence in the African-American communities, such as having a junior officer solely dedicated to recruiting and being able to involve himself or herself in that community.

2. Hampton University/Norfolk State Consortium

In an e-mail interview (see Appendix C for an excerpt from that interview) with an officer on the staff at the Hampton University/Norfolk State Consortium, the message from Hampton and Norfolk basically reiterates what the Commander of the FAMU NROTC unit states in the memoranda quoted above. The (LT) also stressed a need for the Navy to use "forward presence" in the African-American community, scholarships, use of the universities in helping with recruiting efforts, and a full-time dedicated recruiter. It should be noted that the Consortium enjoys the aid of the local NNOA chapter (Tidewater Chapter) in its recruiting efforts.

3. Southern University

A staff officer at Southern University's NROTC unit stated, during a phone interview, that the most prominent recruiting problems were:

- The present NROTCs at HBCUs were located in the South and that tended to turn off a lot of African-Americans from the North.
- The history of African-Americans in the military in general and the Navy in particular, presented problems, especially for African-American parents and/or grandparents who remembered the way things once were.
- There were problems associated with the Gulf War and the negative way people perceived the military's treatment of veterans who are experiencing "Persian Gulf Syndrome."
- High school counselors are not motivated to present the military as a possible career path to their students.

In the same interview, the staff officer offered the following solutions for the Navy's apparent difficulties:

- Reestablish the full-time recruiter billet.
- Get the host universities to offer room and board scholarships to compliment the ROTC scholarship.
- Offer an HBCU scholarship for minority candidates that enroll at one of the six NROTCs located at an HBCU.
- Show more of a presence at HBCUs. Most HBCUs tend to sell themselves in African-American communities.

The information gathered from the interview with the staff officer from Southern brought up the issue of past and present Naval history and its perception in the African-American community. However, it also reiterated the points brought up by FAMU and Norfolk/Hampton.

4. Morehouse College

Phone interviews with representatives from Morehouse College provided the following information on the issue of minority recruiting:

- Potential African-American officer candidates feared losing their freedom if they joined the military.
- The military of the past is viewed as racist, and the perception is that the military remains as a racist organization today.

However, the representatives offered the following solutions:

- More money should be spent in advertising, especially in African-American publications.
- Assign a full time recruiter (Lieutenant Junior Grade) to put a face with the job. This recruiter would be able to "beat the streets" more and provide more community involvement.
- Start a summer program for students in the community to generate interest in NROTC.

Again, many of the issues brought up by the previous HBCUs correspond with those stated above by the representatives from Morehouse. Also, the subject of increased advertising was mentioned as a possible avenue to increase recruitment.

5. Savannah State and Prairie View A&M

The phone interviews with staff officers from NROTC units at both Savannah State and Prairie View yielded recruiting issues that are similar to those presented by Southern

and Morehouse. Representatives of these two NROTC units did differ in their idea of "recruiter trips" as a possible recruiting attraction. Recruiter trips involve taking prospective applicants to cities with highly-concentrated Navy populations (Norfolk/San Diego) to get a personal feeling for what life in the Navy might be like.

C. VIEWS OF PERSONS INVOLVED IN MINORITY OFFICER RECRUITING

A survey was designed to obtain the views of persons who were directly involved in recruiting minority officers for the Navy. The survey was administered via e-mail to all members of the Monterey Chapter of NNOA, and was passed out to all Naval officers present at the 1998 NNOA Conference. Of 94 surveys issued, 31 officers responded. The respondents to the survey questions were comprised of 29 African-Americans and two persons of Jamaican decent. A further description of the demographics of the respondents is presented in Appendix D.

Nine respondents had no recruiting experience, and one respondent did not provide demographics. The responses quoted below are identified according to the respondent's rank, designator, and the job held while recruiting.

1) What was successful for you in recruiting African-Americans for the officer corps?

Eleven of the 31 respondents stated that presenting themselves or other African-American officers was the best publicity they could have.

An Officer Programs Officer (LT/1700) stated the following in this regard:

Letting them see me and telling them where I came from. It also helped when they talked to reserve Black officers - ones they thought had no affiliation with the Navy - we assessed two Black female officers for the JAG (Judge Advocate) student program because one of their professors (at Texas Southern) was a CAPT in the reserve. Our goals were pretty low. Having two HBCU's it was still pretty difficult to get anyone interested. One appealing factor was the BDCP program. We got a few in that. Another big help was having an Area Minority Recruiting Officer.

Three respondents stated that being able to offer scholarships or the ability to enlist the applicants in the BDCP was helpful. Three officers felt that just being honest and "real" were key to their recruiting successes. Only one respondent indicated that the test scores of African-American students limited the number of potential applicants.

2) Where did you recruit most of your African-American candidates for the officer corps?

HBCUs were the primary source for eight of the respondents who were involved in recruiting. Five respondents stated that high schools were their main source. Only two people mentioned recruiting from enlisted personnel.

3) What problems or pitfalls, if any, did you encounter in recruiting African-American high school students for the NROTC programs?

One of the underlying themes in responses to this question was the opinion that many African-American youths were unaware of the opportunities available to them in the Navy. Another theme was the relatively poor image of the Navy because of "fairness"

based upon past or present events. Six of the 31 respondents spoke directly of these two themes. For example, one Senior Minority Assistant to Recruiting (SEMINAR)⁵⁴ (CDR/1700) observed the following:

Ignorance of the opportunities/negative experiences of relatives who had served influenced attitude towards military now/still had myths and stereotyped information they believed existed today.

A Chaplain Recruiter (CDR/4100) also noted:

Through networking in church/community, parents often time questioned me about other Navy programs i.e. NROTC. They were concerned about their son/daughter receiving "fair" treatment.

Other reasons given in response to the question were low grades and low standardized test scores, lack of motivation on the young students' part, and no African-American role models to foster any motivation. One respondent also stated that the students lacked adequate extra-curricular activities.

4) How well did your command support you?

Most respondents stated that they received excellent support. However, there was one negative response from an Officer Recruiter/Officer Programs Officer (LCDR/1700):

Most recruiting commands treat their officer recruiters like second hand citizens when it comes to recruiting because their Commanding Officers know that they will never lose their job for not making officer goal; however they will if they miss enlisted goal. Recruiting has always been that way as far as I can tell. I think that they feel this way because the goals for officer recruiting are so small compared to enlisted, and the criteria for selection for officer programs are much more complicated than enlisted recruiting.

⁵⁴ Senior Minority Assistant to Recruiting (SEMINAR) programs allows minority officers to spend up to 30 days assisting recruiters in between duty stations. The officer receives per-diem during this period.

5) How would you assess CNRC's efforts in recruiting minorities for the officer corps?

CNRC's efforts were graded from excellent to poor. Nine of the respondents stated that CNRC's efforts needed more work and more commitment. For example, as an Area Three Minority Recruiting Officer (LCDR/1110) observed:

Inadequate. Lots of lip-service, with little substinance. Although Area Three led the nation in minority recruiting during my tenure, there were many districts that missed goal with no apparent "penalties." Generally, the only people who truthfully worked hard at recruiting African-Americans, were the African-American recruiters. For, instance, during two-year tour at the Area Staff, only two of the five AMRO billets were filled at any one time. Hmmmmmm.....

An Officer Recruiter (CDR/1310) questioned the timing of recruiting:

CNRC starts too late. Should start recruiting earlier for minorities. Sixth grade is a starting point for exposure to the Navy.

An Officer Programs Officer (LT/1700) complained of the speed of the selection process:

The selection process takes forever! I used to call (a top officer at CNRC) to ask him to pull records and possibly walk them through for fear my applicant would lose interest while waiting! Or find a better offer by the civilian world.

Emphasis on placing more African-American officers in key recruiting billets was expressed by a Volunteer Recruiter (LT/1120):

On a scale of 1-5, I would rate the efforts at a 3. I feel more emphasis should be directed towards getting Black Americans in crucial recruiting billets to further aid the efforts or providing an opportunity for Black officers to visit local high schools and colleges to share their experiences and promote the military.

The most negative response to CNRC's efforts was received from a SEMINAR

Participant (LT/1630):

I think CNRC's approach is haphazard at best. It seems to me that they target college juniors and seniors using BDCP; however, the military can't match the monetary compensation (and in some cases the benefits packages) offered by the private sector companies that have been courting these students for 4 years. Additionally, the efforts to recruit high school students begin too late (2nd semester of senior year) and are targeted towards getting kids to enlist. Even some of the programs aimed at college students are enlisted programs. This has created (or added to) an atmosphere of distrust in the Black community about the Navy. Even officers in the Navy are wary of offers made to their acquaintances or the children/relatives of people they know.

6) Do you see any areas that could be improved in the current policies or programs for recruiting African-American students?

Nine of the respondents wanted more advertising using minority officers. These respondents generally wanted to see more senior minority officers making high school visits, church visits, etc. In essence, they wanted a "live poster" and more billboards promoting the "live" African-American Naval Officer.

In addition, three respondents wanted more information about what particular programs were available that could be presented to the families, churches, high schools, etc. They wanted the BCDP and BOOST programs more readily available, and they wanted it made easier for existing officers to go out and recruit as in the SEMINAR program. However, one Officer Programs Officer (LT/1700) stated that the problem with BCDP was that it must be made available to all officer candidates and not just minorities. This reflects

the Navy's fear of being accused of "reverse discrimination." This LT also questioned CNP's commitment to officer programs:

I hate soft-stepping the BDCP program-I could not turn any non-minority away on this and I wanted to tell them this was an incentive program for a particular group. To be honest, officer programs do not get a lot of attention due to Chief of Naval Personnel (CNP) constantly on the enlisted side to fill manning requirements in the fleet. As a result, a lot of emphasis is placed in this [enlisted] area. The market is tough! Those top candidates are also sought out by the three Generals (motors, electric, and dynamics), and we often lose out! It's frustrating!

D. VIEWS OF SENIOR NAVY LEADERSHIP: PRESENTATIONS AT THE 1998 NNOA CONFERENCE

In a speech before the 1998 NNOA Conference, the CNRC stated that the Navy remains steadfastly determined to achieve diversity in the workplace, and this determination will not waiver one iota. The CNRC stated that she needed the help of NNOA and other minority officers in spreading the word about the "great opportunities" in the Navy for young men and women regardless of race or ethnic origin. She further said that the Navy is giving this challenge its full attention and that Navy Recruiting Command will continue to advertise in minority publications and on minority-owned radio and television stations.⁵⁵

The CNRC felt that a good approach would be to emphasize the BCDP, "which is targeted specifically for minority recruiting." CNRC is right now "hot-linking" minority

⁵⁵ Chief of Naval Recruiting Command, Keynote address presented at the 26th Annual National Naval Officers Association Conference.

web sites on the internet to Navy web sites, and she stated that a lot more effort was needed to meet the Navy's goals for minority recruiting.

The CNO, a keynote speaker at the 1998 NNOA Conference, was less enthusiastic about minority recruiting. He stated that, out of 60,000 students graduating from college with an engineering major this year, 6,000 would be minorities and only 3,000 would be African-Americans. He stated that, even if the Navy was able to recruit all of those minority graduates, the goals of 12/12/5 would not be met. At the same time, the CNO held firm that the 12/12/5 initiative needs to be met if the Navy is to remain strong in the future.⁵⁶

A Navy Captain at the conference, athletic recruiter for the Naval Academy, offered the following comments when asked what he really thought about 12/12/5:

It's unrealistic, it's unobtainable, and it's not based on fact. They [Navy] need to study it and actually review the demographic levels.

Now, having said that, you can obtain it, but you have to change policy, strategy, and resources to accommodate attracting 12 percent Black. For example, if I paid everyone a million dollars to be a Lieutenant, I think I could get 12 percent [African-Americans]. But you can't! [On the other hand], don't just divorce yourself from it and say it is unobtainable. [One needs to] search for another alternative. Try to fix it.

E. VIEWS FROM STUDIES OF RECRUITING ISSUES

The unpublished study by the Office of the Secretary of Defense (OSD), titled "Minorities and Women in the Officer Pipeline," suggests that there are certain targeted

⁵⁶ Chief of Naval Operations, Keynote address presented at the 26th Annual National Naval Officers Association Conference, San Diego, California, July 22-25, 1998.

programs that the Services can use to be successful in recruiting minority officer candidates.⁵⁷

Two major programs mentioned in the study are the ROTC units at HBCUs and preparatory schools for the Service Academies. As mentioned in Chapter III, section B, the study reported that there were 27 ROTC units at HBCUs, and that HBCUs accounted for 43 percent of African-American officers commissioned through ROTC programs. The following are additional statistics supplied by the OSD study concerning NROTC units at HBCUs:

- Among newly-commissioned African-American women in the Army, 90 percent graduated from an HBCU.
- The Army accounted for two-thirds of total HBCU-ROTC enrollment and three-quarters of HBCU-ROTC commissions in 1995.

In the case of the Service Academy Preparatory Schools, the following information was noted in the OSD study:

- The Academy Preparatory Schools enroll about 800 students (combined) per year for a 10-month course of post-high school study.
- In recent years, 8 percent of the students have been African-American, 4 percent were Hispanic, and almost 5 percent were women.

⁵⁷ U.S. Office of the Under Secretary of Defense for Personnel and Readiness, *Minorities and Women in the Officer Pipeline*, vi.

- Data from the Army's Academy "prep" school in 1991-1992 show that Black students were able to raise their total SAT scores an average of 120 points as a result of the program. Students who were still unable to qualify for admission to an Academy would usually attend a ROTC program at another college, often with a scholarship.

The OSD study also discusses the contributions of Junior ROTC (JROTC) units, which enrolled over 300,000 students in 2,400 high schools nationwide during the 1994-1995 school years. These units serve as a "live" advertisement for many college ROTC units and have in the past been quite successful in attracting minorities to military service.

The OSD study further mentions the Navy's Immediate Scholarship Decision and Express Scholarship Decision programs to attract qualified minorities to ROTC; and the Navy's BOOST program to help potential officer candidates qualify for ROTC.

In its conclusions and recommendations, the study emphasizes that HBCUs should continue to be a source for minorities and minority women officer candidates. However, it also recommends that more emphasis be placed on attracting high-quality minority candidates from other university ROTC programs.⁵⁸

A 1998 study, "Becoming Brass: Issues in the Testing, Recruiting, and Selection of American Military Officers," refers to a special group convened by the CNO in 1988 to study "equal opportunity in the Navy." The resulting report by the CNO noted "a lack of

⁵⁸ Ibid., x.

positive image/awareness" in the Black community (where "the Navy had a negative image or no image at all").⁵⁹

"Becoming Brass" recommended that the military services model their efforts in recruiting minority officers on the efforts by the Army over the 1980s. The study links the Army's vigorous advertising program as one possibility for its success. In 1987, the Army's advertising expenditures for officer recruiting totaled almost ten million dollars, more than thirty times as much as that of the Navy.⁶⁰

The Army's recruiting strategy was given as another important factor in accounting for differences between the Army and the other Services. The study observes that the Army relies heavily--the most of all Services--on ROTC programs for obtaining its officers. It also operates the most extensive ROTC programs at predominately Black colleges and universities.⁶¹

F. MAJOR THEMES DEVELOPED IN THIS CHAPTER

Five major themes emerged from the information discussed in this chapter. These five themes are as follows:

1. **Place African-American in the forefront.** Likeness attracts, and available information shows that, time after time, greater success in achieving African-American officer goals is achieved by recruiters who are African-American.

⁵⁹Mark J. Eitelberg, Janice H. Laurence, and Dianne C. Brown, "Becoming Brass: Issues in the Testing, Recruiting, and Selection of American Military Officers," *Test Policy in Defense* (Boston, MA: Kluwer Academic Publishers, 1992) 161-162.

⁶⁰Ibid.

⁶¹Ibid.

2. **Advertise more.** Get the information about opportunities in the Navy out to the African-American community through minority publications, TV shows/stations, billboards, internet, churches, etc. Further, the Navy should ensure that African-Americans appear in these advertisements.
3. **Create targeted scholarships.** Whether it is BCDP, HIP Pocket, TWEEDDALE, or the proposed HBC, money for college will always be an attractive draw in the minority community.
4. **Senior Leaders need to demonstrate greater commitment.** While all Navy leadership say the "right thing," commitment in action is not readily seen by recruiters, especially African-Americans, who have the mission of fulfilling the Navy's minority recruiting goal. This does not mean that on the part of senior leaders, strong commitment does not exist. What it suggests is that the commitment may need to be communicated in a better fashion.
5. **HBCUs are an important resource for African-American officers.** From the data in Chapter III, it can be seen that NROTCs are a major source of African-American officer candidates. As noted previously, 57 percent of all African-American officers commissioned through NROTC programs were commissioned through the six NROTC units located at HBCUs. The survey respondents in the present study also felt that HBCUs were the best resource available for African-American officer candidates.

IV. CONCLUSIONS AND RECOMMENDATIONS

A. OVERVIEW

The 12/12/5 initiative is said to involve "goals" but not "quotas." These goals are numerical objectives, supposedly fixed realistically in terms of certain opportunities (such as accessions and promotions) and the pool of qualified candidates available.⁶² Although the Navy is expected to do all that is practical to achieve its goal of 12/12/5, there is no expectation to sacrifice quality in the process.⁶³ Therefore, emphasis must be placed on retaining and promoting qualified minority officers already in the Navy, as well as on recruiting new ones.

From the information gathered in this study, the Navy's senior leadership and all others who have looked at the 12/12/5 initiative, agree that it must be obtained if the Navy is to remain as strong as possible into the 21st century. An excellent national economy and the lowest unemployment rate in over 28 years have caused overall recruiting to suffer, and new recruiting strategies need to be explored. The statistical profile presented in Chapter III suggests that current recruiting and personnel retention strategies will not get the Navy to 12/12/5.

The themes that emerged in Chapter IV lead to the conclusions and recommendations described below.

⁶²U.S. Office of the Under Secretary of Defense for Personnel and Readiness, *Minorities and Women in the Officer Pipeline*, 18.

⁶³*Ibid.*

B. CONCLUSIONS AND RECOMMENDATIONS

1. Conclusion

There is still a generally negative perception of the Navy among many persons in the African-American community.

2. Recommendation

The Navy has been attempting to erase in just a few decades what had been its practice for well over 200 years. There are still a lot of parents and grandparents who remember the Navy as being one of the most segregated of the Armed Forces. To help combat this, the Navy must first continue its internal battle to ensure fair and equitable treatment of all its service members and to foster a positive attitude within. This battle has to be continuous and aggressive. Never should there be a feeling of "everything is OK now." The Navy may find important lessons in the experiences and programs of the Army, which was the last Service to formally integrate its ranks and is generally regarded now by African-Americans as the most egalitarian of the military services.

Along with its internal struggle, the Navy must insert itself more deeply into the African-American community. It must put on display its minority members, especially those who are in key leadership positions, and support and encourage every effort of community involvement. The Navy must become familiar, friendly, trustworthy, and identifiable with the community. Its advertisements must portray a well-diversified Navy, and the advertisements must be placed where the targeted group will see them. All of the scholarships, bonuses, and allowances will not be enough to attract minority youths and

satisfy the extended family members if there are feelings of distrust and fears of being alone in the "White Man's Navy."

African-American officers must become volunteer recruiters and ambassadors for the Navy. They must make sure that "the word" is out about the benefits of being a Naval officer and they must become mentors. They are the only ones who can put to rest the negative images of the Navy and build the bond that is needed with the African-American community.

3. Conclusion

HBCUs have demonstrated that they can be a great resource for African-American officers.

4. Recommendation

The Navy should put greater effort in its dealings with the HBCUs. It should investigate ways of establishing other NROTC units at more HBCUs. In today's "balanced budget" economy, it would probably not be feasible to try and establish stand-alone units. However, where there are already established units, forming consortiums--such as that with Norfolk State, Hampton, and Old Dominion--could be an option.

5. Conclusion

The Navy's senior leadership needs to practice what it preaches and show a "high," visible commitment to realizing 12/12/5.

6. Recommendation

The Navy's senior leaders should establish more of an incentive base for recruiting. There is a fear surrounding the job of recruiting that, "if the quotas are not met, your job is next!" This fear keeps a lot of very qualified people from going into recruiting. The leadership needs to reevaluate its incentive system for recruiters and establish a more realistic environment. The Navy should also take advantage of its existing programs, such as SEMINAR, by giving the necessary time for its officers to participate and establishing a reward system for that participation. As a person of great insight has observed:

Those who are of "high" commitment are up in the choir stand singing. Those who are of "low" commitment are sitting in the pews talking about how bad the choir sounds and what could be done to make it better.⁶⁴

C. SUGGESTIONS FOR FURTHER RESEARCH

A more detailed study should be done on the perception of the Navy in the African-American community. It should establish what the perceived problems are and what the Navy could do to rectify its image with that community.

⁶⁴ Excerpt from a sermon given by Reverend James H. Calloway, Pastor of First Baptist Church Pacific Grove, California, August 1998

APPENDIX A: HISTORY OF THE NATIONAL NAVAL OFFICERS ASSOCIATION

(Reprinted from the brochure of the Twelfth Annual Scholarship Banquet of the Monterey Chapter of NNOA)

The National Naval Officers Association (NNOA) is an organization sanctioned by the Secretaries of the Navy and Transportation. Membership is composed of active duty, reserve and retired officer of the Navy, Marine Corps, and Coast Guard, and encompasses all ranks and ethnic groups. Organizational membership is held on the Navy and Marine Corps Council.

The purpose of NNOA is to support the mission of the Naval services of the United States by (1) improving and assisting in minority recruitment; (2) identifying minority problem areas and bringing them to the attention of cognizant authorities; (3) encouraging maximum participation in all areas of the Naval services and related military organizations; (4) promoting camaraderie among members; and (5) assisting in establishing and maintaining a positive image of the Naval service in minority communities.

NNOA had its beginning in 1970, when Lieutenant Kenneth H. Johnson, USN, then serving as Advisor for Minority Affairs at the U.S. Naval Academy, sought methods to increase the number of minority officers on active duty through recruiting efforts. Lieutenant Johnson decided on two methods: one was to increase minority awareness and participation, and the other was to increase minority interest and participation in the Naval Academy's Blue and Gold program.

In 1971, faced with finding quality Naval Officer Candidates from minority communities, Captain Emerson Emory, Captain Claude Williams, Commander Emanuel Jenkins, Chief Warrant Officer James Harris and Lieutenant Johnson (all USN), began to discuss forming an organization to assist minority officer recruitment. While preparing a mailing list, they noted that fewer than 50 African-Americans and less than 100 officers of any minority ethnic group could be located on the list.

In 1972, a group of these officers held an organizational meeting at the Hilton Inn in Annapolis, Maryland and the NNOA was founded. The objectives of the association were adopted and it was decided to hold subsequent meetings annually, during the month of July. The Superintendent of the Naval Academy gave his full support to NNOA, and that support, along with the full endorsement of the Chief of Naval Operations, is still present today. The first annual meeting was held in San Diego, California in 1973. Rear Admiral Charles Rauch, Assistant Chief of Naval Personnel for Human Goals, and Mr. John Burroughs, Special Assistant for Equal Opportunity to the Assistant of the Secretary of the Navy were the principal guests.

APPENDIX B: THE GOLDEN THIRTEEN

(Quoted from the inside cover of *The Golden Thirteen* by Paul Stillwell)

In early 1944, at a time when the United States was fighting a global war to free enslaved people, its naval officer corps was as lily white as it had been a century earlier, before the Civil War. There were some one hundred thousand African-American enlisted men in the Navy, however, so the leaders of the service timidly, reluctantly set about commissioning a few as officers. To be sure, the step was a political one, taken in response to growing pressure from American civil rights organizations. The national consciousness was moving slowly to a realization that the elimination of injustice abroad could hardly be served well by a military force that perpetuated injustice at home.

In January 1944 sixteen black enlisted men gathered at the Great Lakes Naval Training Station in Illinois to begin a cram course that would turn them into the Navy's first African-American Officers on active duty. Although compelled to take this step, the Navy chose its officer candidates well. All had demonstrated top-notch leadership abilities as enlisted men. The pace was demanding and forced the sixteen men to band together so that all could succeed. Their common perception was that they would set back the course of racial justice if they failed. All passed the course, but only twelve were commissioned as ensigns; a thirteenth was made a warrant officer. Years later these pioneers came to be known as the Golden Thirteen.

Treated more as pariahs than pioneers in 1944, however, they were often denied the privileges and respect routinely accorded white naval officers and were given menial assignments unworthy of their abilities and training. In short, they were token blacks, but at least they opened the door for others. In the years since, the Navy has kept pace with the nation's growing sense of racial awareness and integration, and in some cases, it has been in the lead.

Only one of the Golden Thirteen made a career of the Navy, and he opened still more doors to black officers. The other members of the group made their marks in civilian

life after World War II. The achievements of these men provide a measure of their talents and their determination to deal with a society that was all too often reluctant to deal with them. Their numbers included: an Urban League Official, a professional engineer, a justice of a state appellate court, the first black member of the council of the National Collegiate Athletic Association, a respected social worker, a successful attorney, a teacher and coach who inspired a generation of students, a professional model, and the first black department head in the city government of Dayton, Ohio.

The members of the Golden Thirteen are: Jesse Arbor, Phillip Barnes, Samuel Barnes, Dalton Baugh, Sr., George Cooper, Reginald Goodwin, James Hair, Charles Lear, Graham Martin, Dennis Nelson, John Reagan, Frank Sublett and William White. In July 1996, Vice Admiral (ret.) Samuel P. Gravely, the first African-American to reach flag rank in the Navy and a contemporary of the Golden Thirteen, was made an official honorary member of the group. Wesley Brown, the first African-American to graduate from the U.S. Naval Academy (class of 1949) is also considered an unofficial member.

**APPENDIX C: E-MAIL MESSAGE FROM STAFF OFFICER AT THE
HAMPTON/NORFOLK CONSORTIUM**

The way that we attract African-American HS (high school) students into our NROTC program is by the following of means:

- 1) By sending (mailing) information to prospective students whose names and addresses that are given to us by the Admission Offices at both Norfolk State and Hampton Universities. These students as pre-screened by the universities, usually display higher academic marks (GPA and SAT) than the "average" student applying admission into the respective schools and they have indicated an interest in the NROTC program.
- 2) I (or my recruiting assistant) attend all the Open House/Freshmen Previews/whatever they may be called, to inform the incoming freshmen at both Hampton and Norfolk State Universities to the benefits offered by the NROTC program and the opportunities that a career in the Navy presents.
- 3) We have scholarship opportunities that are directed at either Black or Hispanic students that provide money awards if they decide to attend either Hampton or Norfolk State. There are two such scholarships that I can use as recruiting incentives when talking with these students. The two scholarships are as follows:
 - a) Historic Black College Scholarship: must be Black or Hispanic; must not have any prior affiliation with the NROTC program, to include applying for a National NROTC scholarship; must apply by the end of freshman year in college; must enroll in the NROTC program; must have SAT minimum scores of 520 Math / 530 Verbal or ACT scores of 22 Math / 22 Verbal; and must be open to all majors. This scholarship covers full tuition costs, books, associated class or lab fees, plus the recipient receives \$150.00 per month as a monthly stipend. Black or Hispanic students attending any of the three schools in our Hampton Roads NROTC

Consortium (Norfolk State, Old Dominion, & Hampton)
can use this scholarship

b) The local NNOA chapter funds National Naval Officers Association (NNOA) Scholarships. Applicants must be either Black or Hispanic, must be from the local Hampton Roads area, must be an entering freshman, and must enroll in the NROTC program. These scholarships are:

- 1) Gravely Scholarship - for those freshman attending Old Dominion University. The amount of award is \$2500.00 available for the freshman year ONLY. Not renewable.
- 2) Miller Scholarship - for those freshman attending Norfolk State University. It covers freshman year tuition ONLY. Not renewable.

The things that we have done in the past and what we plan to do in the future is to try and increase the awareness of the NROTC program and the opportunities (both money and career) to the Black and Hispanic high school students in the area. We realize that we can not simply increase the dollar value of the scholarships. That is not up to us. But we can increase the way and the amount of information that is disseminated to the community. We have recently developed our own unit web page and continue to improve its layout. My hope is to eventually have a section of our web page reserved for just recruiting issues to include a list of all the scholarships that the NROTC unit has to offer as recruiting incentives. Just a couple of them have been listed above. Our web page is linked to the home pages of all three schools in the consortium and with the CNET listing of Nation-wide NROTC units.

We continue to work with the admissions depts. of the two HBCUs in our unit (Hampton and Norfolk State) to get names and addresses to allow for mail outs of information. We continue to attend freshman previews to increase the awareness of the NROTC program on campus. We continue to attend "College Days" activities sponsored by local high schools on behalf of their students. We continue to support "Open House" activities put on by the three universities in our consortium that are organized to attract top HS students from all over, not just minority students. We continue to have close ties with the local JROTC units in the Hampton Roads area and provide

support in the way of career presentations and by providing literature to them to pass out to their students.

We most definitely have been supported in our efforts by the Navy (CNET) and the three universities. We don't have much dealing with CNRC since they handle National scholarship applications that are sent in by students that are usually too young for the NROTC unit to perform "hard recruiting" on. The majority of our support comes from CNET. Their support consists of quick reply and decisions on applications when we submit someone that meets the requirements of the HBCU scholarship. I really can't say if I can think of a way in which enrollment of Black and Hispanic students could be increased at either my level or that of even CNET. I guess that if my focus was to be directed by higher ups to concentrate strictly on the minority student recruitment issue, I would have to say that I would need a few things to be provided to me to effect that increase.

- 1) Increase the focus of nationwide advertising on minority opportunities in the Navy and NROTC programs.
- 2) Encourage CNRC to conduct more vigorous recruiting in those high schools that contain higher numbers of minority students with the focus being on officer accessions, and not enlisted accessions. We should push harder to provide information about the NROTC program to high school career counselors. Increase the recruiting effort and budget in the NJROTC programs to increase visibility of the program and increase involvement by minority students early on in their education timeline.
- 3) Dedicate a TRAINED recruiter to fill the recruiting officer position at NROTC units nationwide. I am not a trained Navy Recruiter. I did not take orders to this job to be a navy recruiter. The reason that my CO dedicates a LT to perform as the Unit Recruiting Officer is because he sees the value, benefit, and need in having someone that can perform as a recruiter FULL TIME. There would be no one performing customer service and there would be no one to act as a single point of contact for those prospective students desiring to get involved in the NROTC program. A Full Time TRAINED Navy recruiter, whose single effort was to recruit students as prospective Navy and Marine Corps officers, and was not forced to meet some "monthly quota", would have more than enough work to keep him / her busy. At least they would at this command.

I think that the 12/12/5 goal is worth striving for. I believe that the Navy needs good role models for its minority sailors. The problem that I have encountered is that it is just so very hard to attract those excellent quality students to participate in the NROTC program and to pursue a career in the Navy. I feel that I am competing with all the other civilian businesses for those minority students that are along the lines of what the Navy is looking for in its officer ranks, regardless skin color or gender. However, I encounter that with White, Black, Hispanic students, it doesn't matter what the color the skin is, if the Navy wants good quality officers to enter into their NROTC program and to be retained in their Officer ranks, they have to be willing to make the Navy more (or at least as) appealing as for them (the prospective candidates) to pursue a career outside the military in a civilian business. Does that mean more money, more family life, more post grad[uate] education opportunities, I don't know.

APPENDIX D: DEMOGRAPHICS OF SURVEY RESPONDENTS

GENDER			AREA OF COUNTRY	
	MALE	22	NON-RESPONSE AREA	6
	FEMALE	8	EAST COAST	1
DESIGNATOR			NORTHEAST	2
	1110	3	SOUTH	17
	1120	1	SOUTHWEST	1
	1165	2	MIDWEST	3
	1305	1	SOURCE OF COMMISSIONING	
	1310	1	NROTC	9
	1320	2	OCI	1
	1505	1	OCS	4
	1610	1	AOCS	1
	1630	1	ECP/ROTC	2
	1700	7	USNA	3
	1705	1	DIRECT APPOINTMENT	4
	2200	1	OCS/BDCP	1
	2300	2	MSCIPP	3
	2305	1	AOCS/BDCP	1
	2900	1	LDO	1
	2905	1	COLLEGE TYPE	
	3100	1	NON-HBCU	13
	4100	1	HBCU	16
	6362	1	NO COLLEGE	1
MASS COMMUNICATIONS		1	UNDERGRADUATE MAJOR	
COMPUTER INFORMATION		1	MATH	5
GENERAL SCIENCE		1	MANAGEMENT	5
ELECTRONIC ENGINEERING		4	SOCIOLOGY/DIVINITY	1
ACCOUNTING		1	RANK	
COMPUTER SCIENCE		1	ENSIGN	2
HEALTH SERVICES		5	LIEUTENANT JUNIOR GRADE	5
ARCHITECTURE		1	LIEUTENANT	11
INDUSTRIAL MANAGEMENT		1	LIEUTENANT COMMANDER	7
ZOOLOGY		1	COMMANDER	4
ECONOMICS		1	CAPTAIN	1
ENLISTED SERVICE			*2 RESPONDENTS HAD 2 YEARS ENLISTED ARMY	
	UNDER 4 YEARS	6*	#ONE RESPONDENT CHOSE NOT TO ENTER	
	4 YEARS AND OVER	10	DEMOGRAPHICS.	
	NONE	14		

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