

The appearance of external hyperlinks does not constitute endorsement by the United States Department of Defense (DoD) of the linked websites, or the information, products or services contained therein. The DoD does not exercise any editorial, security, or other control over the information you may find at these locations.

CLEARED  
For Open Publication

Apr 05, 2024

10  
Department of Defense  
OFFICE OF PREPUBLICATION AND SECURITY REVIEW

---

# Defense Advisory Committee on Diversity and Inclusion

## 2023 Recommendations

December 2023

24-P-0508

---

## Table of Contents

ACKNOWLEDGMENTS .....	3
EXECUTIVE SUMMARY .....	4
2023 DACODAI Recommendations .....	5
CHAPTER I: DACODAI BACKGROUND .....	7
CHAPTER II: RACIAL/ETHNIC DIVERSITY SUBCOMMITTEE.....	10
CHAPTER III: RACIAL/ETHNIC INCLUSION SUBCOMMITTEE .....	20
CHAPTER IV: RACIAL/ETHNIC EQUAL OPPORTUNITY AND TREATMENT SUBCOMMITTEE .....	27
APPENDIX A: ACRONYMS AND INITIALISMS .....	39
APPENDIX B: BCAP22 Panelist Bias Reduction Training Plan .....	41
APPENDIX C: 2020-11 Spain- Reinventing the Leader Selection Process (HBR).....	46
APPENDIX D: DACODAI CHARTER .....	47
APPENDIX E: DACODAI MEMBERS .....	51
APPENDIX F: 2023 TERMS OF REFERENCE (STUDY TOPICS).....	66
APPENDIX G: REFERENCES.....	67

## ACKNOWLEDGMENTS

The Defense Advisory Committee on Diversity and Inclusion (DACODAI) Members greatly appreciate the responsiveness and patience of all the representatives from the Office of the Secretary of Defense, the Combatant Commands, and the Military Departments who met with the Committee or responded to its requests for information.

We are deeply honored to have been given the opportunity to work on this crucial committee to help maintain an effective and inclusive fighting force to defend our Nation in a rapidly evolving and diverse threat environment.

Diversity is not an end itself; rather, a diverse and inclusive fighting force in which all Service members feel they belong is critical to preventing wars and fighting them when we must. Our three priorities, which the Secretary of Defense has articulated, are defending the nation, taking care of our people, and succeeding through teamwork.<sup>1</sup>

Per the DACODAI's charter, the Committee will examine and provide recommendations to improve racial/ethnic diversity, inclusion, and equal opportunity within the Department of Defense with a primary focus on military personnel:

The contents of this report reflect the opinions of the DACODAI and should not be attributed to the Department of Defense. Any errors or omissions are the sole responsibility of the DACODAI.

"This year marks a significant milestone in the history of our military. For the first time ever, a committee has been formed to provide recommendations to the Secretary of Defense on how to improve diversity, inclusion, and equal opportunity treatment in our armed forces. As Chair of this committee, I feel immensely honored and excited to work alongside my fellow patriots. Together, we aim to promote a culture of diversity and inclusivity that will leverage the full potential of our talented and diverse Service members to enhance our strategic capabilities and strengthen our national security.

Our goal is to create an environment that values and respects diversity so that every Service member has the opportunity to thrive while contributing to our country's safety and prosperity. I am proud to be a part of this historic effort.

*General (Ret.) Lester Lyles,  
Chairman,  
Defense Advisory  
Committee on Diversity and  
Inclusion*

---

<sup>1</sup> Austin Outlines His Top Three Priorities on Defense, People, Teamwork, url: <https://www.defense.gov/News/News-Stories/Article/Article/2526532/austin-outlines-his-top-three-priorities-on-defense-people-teamwork/>

## EXECUTIVE SUMMARY

### *E Pluribus Unum*

When the original 13 colonies declared their independence from Great Britain, Benjamin Franklin, Thomas Jefferson, and John Adams began the challenging task of designing a seal that would signify the great new nation they were fighting to establish. Although the seal they suggested was not ultimately chosen, the motto inscribed on it became the informal motto of the United States of America: *E Pluribus Unum*, "Out of Many, One." This motto appears on our currency, passports, and the seals for all three branches of government. It represents the idea that we are stronger when we perceive our diversity as an advantage and seek to forge diverse groups into one unified force. From the outset, the Founding Fathers recognized that the colonies could best fight and win wars together as one.



Figure 1 US Great Seal

Today, the United States military embodies “*e pluribus unum*.” Members from all 50 States, along with the District of Columbia, American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the Virgin Islands, come together to form a single military force. The DACODAI believes our military is the world's finest fighting force because it fuses into one powerful, combined-arms force of individuals with diverse and differentiated skill sets, experiences, and backgrounds. Putting one’s life on the line for a teammate requires complete trust and mutual respect. Understanding and acceptance of our differences are essential components of building that trust and respect. The members of the Defense Advisory Committee on Diversity and Inclusion hold the firm belief that all Service members deserve to be treated with dignity and respect. Discrimination and harassment on any basis cannot be tolerated if we are to leverage each individual's unique knowledge, skills, and abilities to accomplish our sacred mission to defend our Nation. In keeping with that belief, all facets of Military Service are based on merit and the needs of the military.

This report covers the study topics assigned to the DACODAI subcommittees by the Under Secretary of Defense for Personnel and Readiness. To gather input on these topics, the Committee consulted various sources, including the Military Services through Requests for Information (RFI), and held public meetings in October 2022, December 2022, May 2023, and December 2023.

Based on the study topics and responses received to the RFIs, the Committee has formulated nine recommendations for the Secretary of Defense to consider. Detailed reasoning and additional information for each recommendation can be found in the relevant subcommittee section of this report.

The Committee members approved the recommendations below at the public meeting on December 15, 2023.

## 2023 DACODAI Recommendations

### *RACIAL/ETHNIC DIVERSITY SUBCOMMITTEE*

#### **Recommendation 1: Review and Model Best Practices Observed by the Committee**

The Secretary of Defense should DIRECT all Agencies, Combatant Commands, and Military Services to review and similarly model the three “best practices” observed by the DACODAI. The 3 are: the United States Special Operations Command (USSOCOM) Diversity and Inclusion Strategic Plan, dated 29 March 2022; the Department of the Air Force workforce data analysis tool named “ENVISION Dashboard”; and the U.S. Army Talent Management process for selecting individuals for key leadership positions below the rank of O-7.

#### **Recommendation 2: Removing Unconscious Bias**

The Committee recommends that the Secretary of Defense (SecDef) SPECIFY a goal of having the Department of Defense officer corps that is as diverse as the population of the United States and DIRECT a consistent application of counter unconscious bias training for all selection board/panel members and all professional development officers as part of their proceedings; and that the Military Department Secretaries report annually to the SecDef what their findings are regarding the existence of unconscious bias in their Military Department’s programs and the remedies undertaken.

### *RACIAL/ETHNIC INCLUSION SUBCOMMITTEE*

#### **Recommendation 3: Military Leadership Diversity Commission 10-Year Review (Oversight)**

The Secretary of Defense should provide direct oversight to ensure that the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) and the Directors of the diversity and inclusion offices for the Army, Navy, Marine Corps, Air Force, Space Force, and National Guard Bureau take actions to fully implement the 12 recommendations not fully addressed from the Military Leadership Diversity Commission’s 2011 final report “From Representation to Inclusion: Diversity Leadership for the 21<sup>st</sup>-Century Military.”

#### **Recommendation 4: Military Leadership Diversity Commission 10-Year Review (Implementation Framework)**

The Secretary of Defense should direct the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) to establish a framework including a timeline where appropriate and publish on an annual basis a report tracking the implementation of the Military Leadership Diversity Commission’s (MLDC) recommendations.

#### **Recommendation 5: Military Leadership Diversity Commission 10-Year Review (Recruitment)**

Given the ongoing Service Member recruitment crisis in the Armed Forces, the Secretary of Defense should prioritize and direct the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) and Services to implement the Military Leadership Diversity Commission recommendations #6 and #7.

## ***RACIAL/ETHNIC EQUAL OPPORTUNITY AND TREATMENT SUBCOMMITTEE***

### **Recommendation 6: Internal Review Team Report on Racial Disparities and the Investigative and Military Justice Systems Study Follow-on**

The Secretary of Defense should establish a follow-on study group to the August 31, 2022 Internal Review Team (IRT) Report on Racial Disparities and the Investigative and Military Justice Systems, to frame measures that DoD can implement to remediate: (1) the historical effects of racial disparity in the military justice system, and pathways and means to address these disparities (including the role of Military Department Boards for the Correction of Military/Naval Records); and (2) for current Servicemembers, the effects of racial disparities beyond the pre-trial and trial aspects that the IRT studied, to include all post-trial and clemency processes.

### **Recommendation 7: Defense Organizational Climate Survey (DEOCS) Response Rate Goal**

The Secretary of Defense should establish a goal of 40 percent or higher response rate for each key demographic subgroup (as established by the U.S. Census Bureau in the most recent census) of the total population by Military Service/Component on the Defense Organizational Climate Survey (DEOCS), and share timely results down to the unit level enabling commanders to analyze, communicate, and act on this data to address any diversity and equal opportunity concerns. The Department should also make available to the DoD senior leadership and to the Defense Advisory Committee on Diversity and Inclusion (DACODAI) real-time DEOCS response rates for each Service branch/Component, organized by total population, number of participants registered, number of surveys completed, and participation numbers for key demographic subgroups.

### **Recommendation 8: Officer Commissioning Programs Review**

The Secretary of Defense should review current Department policies and establish a process to formulate a comprehensive approach across the Military Services for commissioning through the Military Service Academies, Reserve Officer Training Corps (ROTC), and other officer-commissioning programs, a junior officer corps that reflects the diversity of the enlisted ranks, enables meaningful senior leadership diversity and ensures that the U.S. Armed Forces are equipped with the technological expertise and language and culture skills to adapt to evolving global threats. In deciding upon this comprehensive approach, the Secretary of Defense should consider the differing needs of the Services and occupational specialties or communities, as well as all potential comparison groups for diversity in the junior officer corps (e.g., demographics of enlisted ranks, the U.S. national population under the 2020 census, the college-educated population, the Service-eligible population, the college Science, Technology, Engineering and Math (STEM) major population) and the possible implications of the U.S. Supreme Court's decision in *Students for Fair Admissions vs. Harvard and the University of North Carolina*.

### **Recommendation 9: Diversity Leadership Core Competency**

Given the compelling requirement to develop leaders who can lead diverse teams in a constantly changing threat environment, the Secretary of Defense should prioritize and direct the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) and Services to fully implement the Military Leadership Diversity Commission's recommendation #2.

# CHAPTER I: DACODAI BACKGROUND

## Introduction

In a June 2020 memorandum, then-Secretary of Defense Mark Esper stated:

*For more than 200 years, the U.S. military has fought to defend our great Nation and our interests abroad, earning the reputation as the greatest military force in history. We have reached this apex because we are an all-volunteer force of patriots who believe in the Constitution and the rights it guarantees all Americans. We have also reached this level of mission excellence because we attract the best America has to offer: young men and women from across the land and beyond our shores. They not only love our country and share these values, but also represent a wide range of creeds, religions, races, ethnicities, sexual orientations, and other attributes that distinguish us as individuals, and make us stronger together.*

*To ensure the morale, cohesion, and readiness of the military it is essential that our ranks reflect and are inclusive of the American people we have sworn to protect and defend.<sup>2</sup>*

One of the initiatives Secretary Esper announced in the memorandum was the establishment of a Defense Advisory Committee on Diversity and Inclusion (DACODAI) within the Armed Forces. The committee was to examine all issues that could improve equal opportunity, diversity, and inclusion in the military.

Before the DACODAI was established in early 2021, a Zero-Based Review was conducted by Secretary of Defense Lloyd J. Austin III to evaluate all DoD advisory committees. The business case for the committee was considered to ensure its mission and function aligned with DoD strategic priorities and the National Defense Strategy.

After the review, Secretary Austin authorized the DACODAI to begin operations once members were appointed in accordance with DoD policies and procedures. The committee became operational in August 2022 after an updated charter was filed on October 23, 2022. The first public meeting was held on October 27, 2022.

## Mission Statement

The mission of DACODAI is to conduct research, analyze data, and suggest solutions to improve racial/ethnic diversity, inclusion, and equal opportunity within the Department of Defense (DoD). The primary focus of DACODAI is to provide recommendations to the Secretary of Defense and the Deputy Secretary of Defense, through the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), on policies related to military personnel.

## Committee Selection Criteria

Per its charter, the DACODAI is composed of no more than 20 members. These members include

---

<sup>2</sup> Secretary of Defense Memorandum, “Actions for Improving Diversity and Inclusion in the Department of Defense,” June 19, 2020, <https://media.defense.gov/2020/Jun/22/2002319394/-1/-1/1/ACTIONS-FOR-IMPROVING-DIVERSITY-AND-INCLUSION-IN-THE-DOD.PDF>.

prominent individuals from the public and private sectors who have experience in one or more of the following disciplines: defense or national security, organizational or human resources management, constitutional or employment law, and diversity and inclusion.

Committee members must be approved by the Secretary of Defense or the Deputy Secretary of Defense, also known as the DoD Appointing Authority. The term of service for a Committee member is 1-to-4 years, with annual renewals, in accordance with DoD policy and procedures.

It is important to note that no member can serve more than two consecutive terms of service on the Committee, including its subcommittees. Additionally, no member can serve on more than two DoD Federal advisory committees at one time unless approved by the DoD Appointing Authority.

## **SUBCOMMITTEES**

The sponsor of the DACODAI, USD(P&R), has established three subcommittees: Racial/Ethnic Diversity Subcommittee, Racial/Ethnic Inclusion Subcommittee, and Racial/Ethnic Equal Opportunity and Treatment Subcommittee. These subcommittees will operate in accordance with chapter 10 of title 5, U.S. Code, which is commonly known as the Federal Advisory Committee Act (FACA). The subcommittees will not work independently of the DACODAI and will report all of their advice and recommendations solely to the DACODAI for thorough deliberation and discussion at a properly noticed and open meeting.

The subcommittees do not have the authority to make decisions and recommendations, orally or in writing, on behalf of the Committee. Neither the subcommittee nor any of its members may update or report, orally or in writing, directly to the Department of Defense (DoD) or any Federal officers or employees. If a majority of Committee members are appointed to a particular subcommittee, then that subcommittee may be required to operate pursuant to the same notice and openness requirements of FACA which govern the Committee's operations.

In accordance with the DoD's policy and procedures, and in compliance with chapter 10 of Title 5, United States Code (U.S.C.) (commonly known as the "Federal Advisory Committee Act" or "FACA"), the subcommittees will not repeat any work that has already been done or is currently being done by the DoD or any other DoD Federal advisory committee or subcommittee, including the DACODAI and its subcommittees.

The subcommittees will conduct research, develop conclusions, and make proposals to the full DACODAI for its thorough deliberation and discussion at a properly noticed and open meeting unless it must be closed pursuant to one or more of the exemptions found at 5 U.S.C. § 552b(c). DACODAI will then report its independent advice and recommendations to the SecDef through the USD(P&R).

The DACODAI Subcommittees Terms of Reference established the 2023 study topics for the subcommittees to examine.



## DACODAI Precursor – Military Leadership Diversity Commission

The Military Leadership Diversity Commission (MLDC), a bipartisan, congressionally mandated commission, was established in 2009 to evaluate policies and practices that affect diversity in the U.S. Armed Forces. The commission was tasked with assessing the current state of diversity in the military, identifying barriers to diversity, and making recommendations to improve diversity and increase representation across all ranks and positions. The MLDC released its final report in 2011, *From Representation to Inclusion: Diversity Leadership for the 21<sup>st</sup>-Century Military*,<sup>3</sup> which included 20 recommendations covering a range of topics, including recruitment and retention, leadership development, and education and training. Many of the recommendations aimed to increase senior leaders' diversity and improve leadership development programs to better prepare officers for leadership roles in an increasingly diverse military.



Figure 2: MLDC Final Report

All three subcommittees deemed the MLDC's work an invaluable foundation for shaping their recommendations.

---

<sup>3</sup> [https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC\\_Final\\_Report.pdf](https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC_Final_Report.pdf)

## CHAPTER II: RACIAL/ETHNIC DIVERSITY SUBCOMMITTEE

**Mission Statement:** The Racial/Ethnic Diversity Subcommittee will provide independent advice to the Secretary of Defense (SecDef), the Deputy SecDef, and the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) on ways to enhance the integration and employment of racial/ethnic Service members in the Armed Forces.

The Racial/Ethnic Diversity Subcommittee formulated two recommendations and reasoning sections based on the aforementioned requirement.

### **Recommendation 1: Review and Model Best Practices Observed by the Committee**

The Secretary of Defense should DIRECT all Agencies, Combatant Commands and Military Services to review and similarly model the three “best practices” observed by the DACODAI. The 3 are: the United States Special Operations Command (USSOCOM) Diversity and Inclusion Strategic Plan, dated 29 March 2022; the Department of the Air Force workforce data analysis tool named “ENVISION Dashboard”; and the U.S. Army Talent Management process for selecting individuals for key leadership positions below the rank of O-7.

### ***Reasoning:***

#### **Introduction**

The Racial/Ethnic Diversity Subcommittee seeks to improve the racial and ethnic diversity of the Department of Defense, focusing on senior uniformed leadership where progress is limited. Doing so will require deliberate actions and examinations by the Military Departments, the Combatant Commands, Defense Agencies, and the Office of the Secretary of Defense.

The Racial/Ethnic Diversity Subcommittee recognizes the Department of Defense as a learning institution that can continually evolve and take the most effective actions when leaders are collectively focused. Several “best practice” examples have the potential to materially improve the racial and ethnic composition of the Department of Defense.

To lead organizational change, leaders must:

- Think comprehensively about the organization's current state and develop plans that guide actions into the desired outcomes reflective of the organization's desired state. These plans must be communicated throughout all echelons of the organization.
- Understand their organizational posture and frequently evaluate the current conditions and trends, past and future. Automated data analytic tools are essential to looking deeply into complex organizations like those within the Department of Defense.

The military theorist Sun Tzu, well-known throughout the Department of Defense, admonishes readers to understand the importance of self-awareness, coupled with the awareness of the enemy or adversary<sup>4</sup>.

---

<sup>4</sup> Sun Tzu Art of War, Chap. 3 Attack by Stratagem: “Hence the saying: If you know the enemy and know yourself, you

Knowledge of both understandings – paraphrased as understanding who you are and your condition and understanding what stands in the way of achieving desired ends – is the key to repeatable success. In his writings, he makes clear that while understanding the adversary greatly improves the chances of a successful outcome, there can be no success without self-aware understanding.

The Racial/Ethnic Diversity Subcommittee highlights for the attention of the Secretary of Defense three “best practices” that have been found by the Committee to be worthy of study and emulation throughout the Department.

**Best Practice 1: USSOCOM Diversity and Inclusion Implementation Action Plan, dated 29 March 2022<sup>5</sup>**

In recent years, U.S. Special Operations Command has taken significant steps to create a more diverse and inclusive organizational culture among its assigned and associated subordinate commands. The Diversity and Inclusion Implementation Action Plan (referred to hereafter as the USSOCOM Action Plan) published on 29 March 2022 for 2022 and 2023 reflects a very thoughtful and comprehensive approach, distilled into key points and products that can be easily communicated throughout the command and external to it. It is a “Best Practice” that is worthy of emulation.

The clarity included in the USSOCOM Action Plan regarding the importance of a diverse force is something that should be repeated, namely, that “D&I is an operational imperative.” The plan further emphasizes the point with the following words:

- “The greatest value of D&I for Special Operations Forces (SOF) is its impact on mission success. D&I is not about forcing an outcome, but rather instituting strategic initiatives to attract and utilize all talents. The SOF Enterprise strives to be a meritocracy, and the Nation requires a Force that leaves zero talent ‘on the table’ due to non-mission-related barriers.”<sup>6</sup>

USSOCOM uses a construct that describes three “dimensions of diversity.” They are Demographic Diversity, Experiential Diversity, and Cognitive Diversity. This is a helpful construct in broadening the understanding of diversity and how it contributes to the readiness of the Department of Defense.

The USSOCOM Action Plan has four lines of effort to guide sustained action. They are Organizational Climate and Culture, SOF Integration, Education and Training, and Sustainment.

The USSOCOM Action Plan reflects an organization within the Department of Defense that has thoughtfully considered what will make a better command. Leadership at the highest levels is required to set the tone for the approach to diversity and inclusion, which is evident in this document. Organizational culture will shift based on the emphasis from the leadership with precision in the expected actions. This USSOCOM Action Plan is a model that the Services and other Combatant Commands would benefit from examining and applying to their own approaches to diversity and

---

need not fear the result of a hundred battles. If you know yourself but not the enemy, for every victory gained you will also suffer a defeat. If you know neither the enemy nor yourself, you will succumb in every battle.”

<sup>5</sup> The USSOCOM Action Plan may be found at this Defense Department link:

<https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/USSOCOM0-DIAP-Full-Version-19APR2022.pdf>

<sup>6</sup> Ibid, USSOCOM Action Plan, page 6.

inclusion.

**Best Practice 2: Department of the Air Force Artificial Intelligence-enabled and Defense Contractor developed Workforce Analytics Tool – “ENVISION Dashboard”**

The Department of the Air Force demonstrated to the Committee an analytical tool named “ENVISION Dashboard” that provides high-fidelity analysis of the Air Force and Space Force portions of the Defense Manpower Center Database. The tool is responsive to queries across several categories and produces results for further analysis in a matter of seconds for even the most complex queries. It is a powerful tool that allows the users to gain in-depth, immediate insights into the demographics of the force, from which analysis of causal factors and influences may occur. This can be done with limited impact on the workload of human resources staff within the Military Services.

As the Committee undertook work to understand the current conditions and trends within the Department of Defense (DoD) regarding racial and ethnic diversity, particularly in the grades of O-4 officers to O-8 officers (this includes the first two and permanent flag and general officer grades of O-7 and O-8) data was requested from the Military Services. In each case, the Services provided volumes of two-dimensional spreadsheets after weeks of processing and multiple internal reviews of the products. This “traditional” approach to analysis is notoriously burdensome to the producer and consumer, is slow in response, and is inflexible once produced. This approach substantially hinders the quality and depth of analysis.

The tool demonstrated by the Department of the Air Force made possible the production of similar reports, utilizing several query variables tailored to the requester's needs, and did so in seconds with multiple excursions triggered by committee members. It is a powerful tool that is already within DoD and would be very helpful to the Secretary of Defense and the Military Department Secretaries to better understand their organizations and to discern possible adverse impediments to achieving a diverse and inclusive force.

This tool is a “Best Practice.” It should be used or adapted for use by each human resources directorate as well as each Chief Diversity Officer so that organizational leadership obtains a clearer understanding of their current situation and focuses resources on how they are making progress toward statutory and departmental goals regarding a diverse and inclusive DoD.

Recommendation 5 of the Military Leadership Diversity Commission Final Report suggested that Congress enact legislation to sustain diversity and inclusion progress within DoD. Subsequently, Congress enacted both Title 10 Section 113 and Title 10 Sec 656, which were updated in 2023. Section 113 directs the Secretary of Defense to include “Strategic goals related to diversity and inclusion in the armed forces, and an assessment of measures of performance related to the efforts of the armed forces to reflect the diverse population of the United States eligible to serve in the armed forces” in the National Defense Strategy. Section 656 directs additional requirements, including a not less than annual detailed discussion between the Secretary of Defense and the Secretary of Homeland Security with the Secretaries of the military departments, the Joint Chiefs of Staff, the Commandant of the Coast Guard, and senior enlisted members of the armed forces.<sup>7</sup>

---

<sup>7</sup> (2023) Title 10 Sec 656 (c) Metrics to Measure Progress in Developing and Implementing Plan and Mentoring and Career Counseling Program. In developing and implementing the plan under subsection (a) and the mentoring and career counseling

### Best Practice 3: U.S. Army Talent Management Task Force Assessment Program<sup>8</sup>

program under subsection (b), the Secretary of Defense and the Secretary of Homeland Security shall develop a standard set of metrics and collection procedures that are uniform across the armed forces. The metrics required by this subsection shall be designed—

- (1) to accurately capture the inclusion and capability aspects of the armed forces' broader diversity plans, including race, ethnic, and gender specific groups, as potential factors of force readiness that would supplement continued accounting by the Department of Defense and the Coast Guard of diversified language and cultural skills among the total force as part of the assessment of current and future national security needs; and
- (2) to be verifiable and systematically linked to strategic plans that will drive improvements.

(2023) Title 10, Sec 113, Secretary of Defense accompanying each national defense strategy provided to the congressional defense committees in accordance with subsection (g)(1)(D), the Secretary of Defense, in coordination with the Secretary of the Department in which the Coast Guard is operating, shall provide a report that sets forth a detailed discussion, current as of the preceding fiscal year, of the following:

- (1) The number of officers and enlisted members of the armed forces, including the reserve components, disaggregated by gender, race, and ethnicity, for each grade in each armed force.
- (2) The number of members of the armed forces, including the reserve components, who were promoted during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, for each grade in each armed force, and of the number so promoted, the number promoted below, in, and above the applicable promotion zone.
- (3) The number of members of the armed forces, including the reserve components, who were enlisted or accessed into the armed forces during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, in each armed force.
- (4) The number of graduates of each military service academy during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, for each military department and the United States Coast Guard.
- (5) The number of graduates of the Senior Reserve Officers' Training Corps during the fiscal year covered by the report, disaggregated by gender, race, and ethnicity, for each military department.
- (6) The number of members of the armed forces, including the reserve components, who reenlisted or otherwise extended a commitment to military service during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, for each grade in each armed force.
- (7) The number of civilian employees of the Department, disaggregated by military department, gender, race, and ethnicity-
  - (A) in each grade of the General Schedule;
  - (B) in each grade of the Senior Executive Service;
  - (C) paid at levels above grade GS-15 of the General Schedule but who are not members of the Senior Executive Service;
  - (D) paid under the Federal Wage System, and
  - (E) paid under alternative pay systems.
- (F) An assessment of the pool of officers best qualified for promotion to grades O-9 and O-10, disaggregated by gender, race, and ethnicity, in each military department and the United States Coast Guard.
- (8) Any other matter the Secretary considers appropriate.

<sup>8</sup> The Battalion Commander and Colonel Commander Assessment Programs (BCAP and CCAP) are designed to integrate multiple objective assessments to identify and select the best people to lead our Army. The premise of these assessments is that the inclusion of additional relevant information produces better leader selection decisions. As a part of this process, the Army endeavors to ensure the selection of a diverse group of leaders. To accomplish this, both assessments incorporated several measures to remove potential bias from the process. The Army removed identifying information from a candidate's files used throughout the assessments. Candidates are addressed by a unique identifier, not their names. "Double blind" panels are conducted where the use of a screen prevents both candidates and the interview panel from seeing one another. Additionally, panel members received extensive anti-bias training to allow them to identify and mitigate common interview biases. Each interview panel included a diverse set of members. The Army values diversity because it is central to developing cohesive teams that can fight and win in future complex environments. BCAP and CCAP are fundamental building blocks to ensure each officer has a fair opportunity for selection to command. Bias training was an integral part of BCAP panel training. Our efforts to 20 revisit our biases before each session were invaluable to the success of the process.

The U.S. Army has pioneered a Department-wide process for assessing and selecting individuals for key leadership positions at the (06) level, Colonels Command Assessment Program (CCAP), lieutenant colonel (05) level, Battalion Commander Assessment Program (BCAP), and senior enlisted leaders of the same organizations (SMAP)<sup>9</sup>.

This process provides a “deeper than the record” view of the individuals assessed physically, psychologically, and professionally, free from internal Military Service community bias and influences.

The panel of leaders who assess and select the individuals under consideration is instructed in a very practical learning experience on unconscious bias prior to convening the assessment and selection process. Individuals appear in person for consideration, but the individuals neither see the panelists nor are seen by the panelists. Photographs are removed, and racial/ethnic demographics are removed from the material presented to the panel. The RAND Corporation has produced preliminary evidence suggesting that a photo-less approach to promotion processes results in better outcomes and more diversity.<sup>10</sup> At the end of the process, the individual may elect to receive counseling and follow-up coaching to generate improvement based on observations made by the panelists.

The program designed by the U.S. Army is proving to be very effective in assessing and selecting the best talent for key positions in ways that traditional boards previously did not. This rigorous and unique program has strong potential to improve the chances of all selectees being immediately accepted within the Service culture as having been selected purely on merit. (See Appendices A and B)

Talent Management processes within each Military Service must account for hindrances to a merit-based yet diverse force. The Army provides numerous lessons for all entities within the Department.

## Summary

These three identified “Best Practices” that include metrics and/or measures do not undermine the merit-based processes for accession, retention, and promotion and are not suggestive of identifying specific quotas based on diversity characteristics. The consequences of not taking action: The Armed Forces will continue to face National Security challenges required by the National Defense Authorization Act requirement to implement diversity initiatives that require an implementation plan and/or strategy, mentoring and career counseling plan, and a report with measures and metrics to track its progress as a framework to develop a pipeline of leaders as diverse as the Nation they serve.

---

The Army should consider the inclusion of diversity and inclusion training in our promotion and selection board process across officer PME and our pre-command courses. From “The Army People Strategy: Expanding Diverse Talent in the Army Officer Corps” dated 7 January 2021, <https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/Army-People-Strategy-Expanding-Diverse-Talent-in-the-Army-Officer-Corps-SIGNED-7-JAN-21.pdf> pages 19 and 20.

<sup>9</sup> Army.mil article Oct 28, 2020.

[https://www.army.mil/article/240344/army\\_expands\\_command\\_assessment\\_program\\_to\\_senior\\_enlisted\\_leaders#:~:text=In%20conjunction%20with%20the%20Battalion,battalion%20command%20sergeant%20major%20positions](https://www.army.mil/article/240344/army_expands_command_assessment_program_to_senior_enlisted_leaders#:~:text=In%20conjunction%20with%20the%20Battalion,battalion%20command%20sergeant%20major%20positions)

<sup>10</sup> See Lytell, Maria C., Michael L. Hansen, Avery Calkins, Matthew D. Baird, Nastassia Reed, Kristin J. Leuschner, and Clifford A. Grammich, *Striving for Diversity: Observations on Racial and Ethnic Talent in the Regular Army’s Senior Officer Corps*. Santa Monica, CA: RAND Corporation, 2023. [https://www.rand.org/pubs/research\\_briefs/RBA2011-1.html](https://www.rand.org/pubs/research_briefs/RBA2011-1.html).

## **Recommendation 2: Removing Unconscious Bias**

The Committee recommends that the Secretary of Defense (SecDef) SPECIFY a goal of having the Department of Defense officer corps that is as diverse as the population of the United States and DIRECT a consistent application of counter unconscious bias training for all selection board/panel members and all professional development officers as part of their proceedings; and that the Military Department Secretaries report annually to the SecDef what their findings are regarding the existence of unconscious bias in their Military Department's programs and the remedies undertaken.

### ***Reasoning:***

The composition of the active-duty DoD officer corps has not achieved a level of diversity at all grades that reflects the demographics of the U.S. population. This metric of a representative demographic is useful in setting a mark for what a racially and ethnically diverse force should be. The underlying belief posits that if talent is distributed across all racial and ethnic groupings, a natural distribution should appear at each grade of rank. When that is not the case, especially when far from being so proportioned, there should be a sense that selection dynamics are causing a disproportionate outcome that requires further examination and addressing. There should be an expectation, not a requirement, of distribution close to the population demographics in macro terms of White and non-White.

The Racial/Ethnic Diversity Subcommittee evaluated demographic data produced by the Defense Manpower Data Center for fiscal years 2010 to 2022. The Committee acknowledges that while the Military Services remain below the proportions of the U.S. population, there is evident progress in that the non-White percentage has increased at each grade level, O-4 to O-7 for the Department of Defense, and in each Service with two exceptions (Marine Corps at O-4 and Army at O-7) which declined.

Many factors impact the diversity and inclusion within the Department of Defense. Among the impactful factors, unconscious bias is perhaps the most difficult to identify as causal to outcomes. While the Military Services clearly strive to make talent-based, merit-based decisions, continued stagnation in the promotion of diverse candidates to O-7 suggests that unconscious bias may be impacting outcomes.

Recognizing and protecting against unconscious bias must principally be addressed in the minds of individuals empowered to develop or select talent for advancement through promotion and career-enhancing assignments.

The Racial/Ethnic Diversity Subcommittee observes that the cultural dynamic that causes disparity in disciplinary action may also contribute to the limitations on the assignments of minority officers to the reputation-building, advanced skill developing, bona fides producing, and career-enhancing assignments, as well as the success rates when minorities have been assigned to them. This leads to an accelerated attrition rate or non-selection rate for minorities, resulting in a less diverse senior leadership.<sup>11</sup>

The Racial/Ethnic Diversity Subcommittee has not previously examined this topic and intends to report it as a continuing concern.

---

<sup>11</sup> Inspector General, Department of the Air Force: Report of Inquiry (S8918P) Independent Racial Disparity Review December 2020. <https://www.af.mil/Portals/1/documents/ig/IRDR.pdf>

The Secretary of Defense should FORMALIZE training on the topic of unconscious bias that leads to a lack of equity in disciplinary determinations and performance assessments. Tie this to the officer competency of Diversity Leadership (leading a diverse organization to build exemplary cohesion and resultant readiness) and ensure this is measured and reported in any recommendations for Flag Officer and General Officer selections.

**The Military Services and several research and development groups have all concluded that unconscious bias contributes to disparities in outcomes for underrepresented groups.**

Unconscious bias is reflected in the career paths that lead to the top military ranks. It is also reflected in the disposition of disciplinary actions. It is inferred to be reflected in professional development considerations for assignments, schooling, and ultimately, promotions, all of which hinder a racially and ethnically diverse senior leadership in the Department of Defense.

Unconscious bias may take the form of presuming that advancement into senior ranks must come from assignment and experience patterns like the career journeys of the individuals making the presumptions. In each Military Service, the most senior positions largely come from the same career fields that have historically produced the Senior leaders of that Service.

In each Military Service, the top 4 officer ranks (pay grades O-7 to O-10) are populated by a limited set of the total career fields available within that Service. This limited set of career fields also reflects the least racially and ethnically (and gender) diverse career fields. This leads to an underrepresentation of racially and ethnically diverse senior leaders in each Service.<sup>12</sup>

Unconscious bias may also take the form of providing or depriving “benefit of the doubt” when considering the merit of individuals being considered for advancement. This form of unconscious bias has been identified and publicly acknowledged through several studies that examined racial and ethnic disparities in the administration of disciplinary actions. It is not inconsistent to believe that the same attitudes that impact military justice also impact other areas of consideration, including performance evaluations and recommendations for assignments, which are central to the promotion and assignment processes.

The 2020 Air Force study that confirms sustained disproportionality in outcomes resulting in harsher punishments for underrepresented populations, as well as in selections for promotions and professional military education, reflects cultural behaviors that inhibit equitable treatment among military personnel of all ranks. By extension, this results in decisions that impact the merit assessment for minority officers being considered for promotion or advancement. Moreover, the cultural dynamic impacts the determination of adverse information and may reflect the disparate treatment of reports of adverse information among minority officers. RAND performed a study examining the management of adverse information within the DoD officer corps and the impacts of adverse information on career management decisions.<sup>13</sup>

---

<sup>12</sup> Inspector General, Department of the Air Force: Report of Inquiry (S8918P) Independent Racial Disparity Review December 2020. <https://www.af.mil/Portals/1/documents/ig/IRDR.pdf>

<sup>13</sup> RAND STUDY – MANAGING ADVERSE AND REPORTABLE INFORMATION REGARDING US MILITARY



The Government Accountability Office<sup>14</sup>, the Department of Defense Inspector General,<sup>15</sup> and the Center for Naval Analyses<sup>16</sup> have also examined disparities and produced reports.

The Department of Defense, to its credit, has examined racial and ethnic disparities sufficiently to determine that unconscious bias is a factor. Now, the causal basis must be determined and addressed.

**The Military Services have not examined the causal basis for the racial and ethnic disparities in outcomes.**

As presented in the May 2023 DACODAI Biannual Business Meeting, each Military Service has conducted racial disparity studies and concluded disparities do exist in selections and promotions. However, no Military Service has reported studying the causes of the disparities, limiting their actions to suggesting such a study is needed.

Action is required by Military Department Secretaries to examine known cases of racial disparity and to determine causal factors. This discovery will then guide the training and instructions given to leaders.

**Training for countering unconscious bias is inconsistently designed and inconsistently applied to impact career managers and selection boards.**

The acknowledgment of the potential for unconscious bias impacting decisions and the approach to counter unconscious bias varies widely across the Department of Defense. In the Army Talent Management Program assessment and selection programs, there is a deliberate module of instruction on unconscious bias for all panel members to experience and consider before the panels convene to consider candidates for top leadership positions at the E-9, O-5, and O-6 levels. The Committee observes this as a best practice.

However, in reviewing input from all Military Services, not all include focused discussion or training for board and panel members or career management officers. This is particularly important for flag and general officer promotion boards and assignment conferences.

The Committee calls this to the attention of the Secretary of Defense and recommends a Defense Department-wide requirement to conduct counter-unconscious bias training as a part of every promotion or selection board/panel convening and on a recurring basis for all career management officers at the

---

OFFICERS, 2019 UPDATE. [https://www.rand.org/pubs/research\\_reports/RRA126-1.html](https://www.rand.org/pubs/research_reports/RRA126-1.html)

<sup>14</sup> GAO Report 19-344, Military Justice: DOD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities

<sup>15</sup> Evaluation of Department of Defense Compliance With Executive Order 13950, “Combating Race and Sex Stereotyping” (DODIG-2021-044) Publicly Released: January 5, 2020  
[https://media.defense.gov/2021/Jan/05/2002560027/-1/-1/1/DODIG-2021-044\\_REDACTED.PDF](https://media.defense.gov/2021/Jan/05/2002560027/-1/-1/1/DODIG-2021-044_REDACTED.PDF)

- The objective of this evaluation was to review and assess DoD compliance with the requirements of Executive Order (EO) 13950, “Combating Race and Sex Stereotyping.”

<sup>16</sup> EXPLORING RACIAL, ETHNIC, AND GENDER DISPARITIES IN THE MILITARY JUSTICE SYSTEM (2023)  
<https://www.cna.org/reports/2023/06/exploring-racial-ethnic-and-gender-disparities-in-the-military-justice-system>

Military Service personnel commands.

**DoD has achieved progress in generating a more diverse officer corps but remains short of the proportions of the U.S. population, and work must continue to achieve a more diverse officer corps.**

The Committee examined demographic data provided by the Defense Manpower Data Center for the fiscal years (FY) 2010 to 2023.

The Committee observes progress toward achieving a more diverse officer corps by using FY 2022 as the most recent year of available data and comparing it to FY 2010 to evaluate the extent of change. Specifically, the Department of Defense demographics between the officer grades of O-4 and O-7, inclusive, show that the officer population has become more diverse in each grade over the 12 fiscal years.

However, when measured against the demographics of the U.S. population in 2022 from the U.S. Census Bureau, which provides a realistic objective that would reflect the diversity of the U.S. society, the Committee observes a trend of decreasing diversity with rising rank. For simplicity in trend analysis, the Committee compared White vs. non-White (all other categories combined) to measure diversity.

The U.S. Census (2022 data) shows a population that is 75.5 percent White and 24.5 percent non-White<sup>17</sup>. When analyzing the Department of Defense, data observes that the most diverse grade, historically, is the grade of O-4. In FY 2010, the O-4 population was 75.4 percent White // 24.6 percent non-White. In FY 2022, the O-4 population was 72.7 percent White // 27.3 percent non-White, reflecting an improvement in diversity and a level of diversity at or greater than the 2022 Census demographics.

At the next grade of O-5, the Department of Defense in FY 2010 was 81.5 percent White // 18.5 percent non-White. In FY 2022, at the same grade, the Department of Defense was 75.3 percent White // 24.7 percent non-White, better than, but very close to, the U.S. population.

At the grade of O-6, the Department of Defense in FY 2010 was 86.1 percent White // 13.9 percent non-White. In FY 2022, the O-6 population was 79.0 percent White // 21.0 percent non-White. It is at this grade that the diversity falls consistently below the national demographic.

The Committee examined the Flag Officer and General Officer grades as well, focusing on the initial grade of O-7, and found that the trend of becoming less diverse as rank increases is perennial. In FY 2010, the O-7 grade was 89.1 percent White // 10.9 percent non-White. In FY 2022, diversity did improve from FY 2010. However, it remained 9.0 percent short of the U.S. population at 84.5 percent White // 15.5 percent non-White, moving further away from the diversity of the U.S. population.

The Committee commends the progress made by the Department of Defense from FY 2010 to FY 2022 in realizing a more diverse officer corps. Nevertheless, the Committee also advises the Department of Defense to examine the dynamics that continue to impede an officer corps that is as diverse or more

---

<sup>17</sup> United States Census Bureau Quick Facts, 2022. <https://www.census.gov/quickfacts/fact/table/US/PST045222>

diverse than the U.S. population itself.

The Committee recommends that the Secretary of Defense communicate to the Military Services in a Department of Defense Instruction memorandum that the goal for a diverse officer corps is one that demographically reflects the U.S. population. Further, the Committee recommends a Defense Department-wide requirement to conduct counter-unconscious bias training as a part of every promotion or selection board/panel convening and on a recurring basis for all career management officers at the Military Service personnel commands.

### **Summary**

Disparity in outcomes for underrepresented groups, including racial and ethnic minorities, is evident within the Department of Defense. The Military Services and several research and development organizations have concluded this from their studies, yet the causal factors have not been examined. Inconsistencies exist in how the Military Departments seek to counter unconscious bias, and there is no consistent approach to preparing boards/panels or career managers to remove unconscious biases from their decision-making. It is time for the Department of Defense to take the next steps, for only in doing so can a diverse and inclusive Department of Defense, representative of the population it defends, be fulfilled. The consequence of not taking action is the status quo and no forward movement.

## CHAPTER III: RACIAL/ETHNIC INCLUSION SUBCOMMITTEE

**Mission Statement:** The primary objective of the Racial/Ethnic Inclusion Subcommittee is to provide independent advice to the Secretary of Defense (SecDef), the Deputy SecDef, and the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) on ways to enhance the recruitment, development, and retention of underrepresented racial/ethnic populations in the military.

The Racial/Ethnic Inclusion Subcommittee formulated three recommendations and reasoning sections based on the aforementioned requirement.

### **Recommendation 3: Military Leadership Diversity Commission 10-Year Review (Oversight)**

The SecDef should provide direct oversight to ensure that the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) and the Directors of the diversity and inclusion offices for the Army, Navy, Marine Corps, Air Force, Space Force, and National Guard Bureau take actions to fully implement the 12 recommendations not fully addressed from the Military Leadership Diversity Commission’s 2011 final report “From Representation to Inclusion: Diversity Leadership for the 21st Century Military.”

#### **Reasoning:**

In 2011, the Military Leadership Diversity Commission (MLDC) published its final report, “From Representation to Inclusion: Diversity Leadership for the 21st Century Military.”<sup>18</sup> The report contains 20 recommendations for enhancing diversity within military leadership. Of these, 18 are specifically aimed at the Department of Defense (DoD) and the various Military Services. The recommendations provide a roadmap for promoting diversity and inclusion within our armed forces.

In 2022, a decade after the MLDC Report, the DoD Inspector General (DoDIG) evaluated how the recommendations were implemented<sup>19</sup>. The DoDIG found that there was insufficient follow-through on the recommendations. Specifically, the DoDIG reported that 12 of the 18 recommendations were either not tracked or implemented by various Military

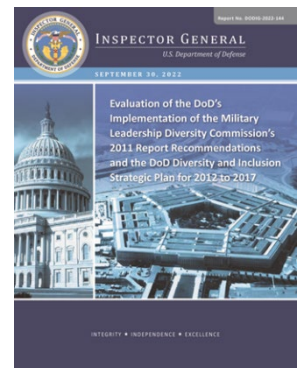


Figure 3: DoDIG Report 2022-144

<sup>18</sup>Military Leadership Diversity Commission, From Representation to Inclusion: Diversity Leadership for the 21st-Century Military, Washington, D.C., 2011. As of August 1, 2023:

[https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC\\_Final\\_Report.pdf](https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC_Final_Report.pdf)

<sup>19</sup> Department of Defense Office of Inspector General, Evaluation of the DoD’s Implementation of the Military Leadership Diversity Commission’s 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017, Washington, D.C., DODIG-2022-144.

As of August 1, 2023: <https://media.defense.gov/2022/Oct/04/2003090522/-1/-1/1/DODIG-2022-144.PDF>

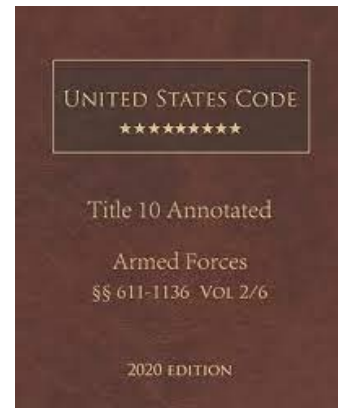
Services. This lack of oversight resulted in diversity efforts that were ignored, inadequately executed, or carried out without proper verification of completion.

While some stakeholders disputed specific findings, the overall conclusion was clear: implementation of initiatives were inconsistent across the Military Services. Broadly, the DoDIG report identified a lack of oversight in monitoring the implementation of the recommendations.

The DoDIG wrote, “This occurred because the OUSD(P&R) and Military Service-level diversity and inclusion offices did not oversee the implementation of the recommendations. However, DoD policy does not require implementation oversight of the MLDC recommendations. Additionally, Office for Diversity, Equity, and Inclusion (ODEI) officials, aligned under the OUSD(P&R), stated that they have no programs or requirements to track this progress.”

The DoDIG concluded, “As a result of a lack of defined policy, roles and responsibilities, and data collection, the DoD cannot determine what progress was made and what still needs to be accomplished.”

Recommendation 5 of the MLDC Report suggested that Congress enact legislation to sustain diversity and inclusion progress within DoD. Subsequently, Congress enacted both Title 10 Section 113 and Title 10 Section 656 (updated laws in effect December 2023). Also, in 2023, Title 10 Section 113 directs the SecDef to include “Strategic goals related to diversity and inclusion in the armed forces, and an assessment of measures of performance related to the efforts of the armed forces to reflect the diverse population of the United States eligible to serve in the armed forces” in the National Defense Strategy.



Title 10, Section 656, directs additional requirements, including a not less than annual detailed discussion between the SecDef and the Secretary of Homeland Security with the Secretaries of the military departments, the Joint Chiefs of Staff, the Commandant of the Coast Guard, and senior enlisted members of the armed forces.

## Summary

The Military Leadership Diversity Commission published its final report 12 years ago. DoD and the Military Services have not implemented most of its recommendations. In 2022, the DoDIG found that “as a result of a lack of defined policy, roles and responsibilities, and data collection, the DoD cannot determine what progress has been made and what still needs to be accomplished.” The DoDIG recommended that “the Director of the OUSD(P&R) and the Directors of the diversity and inclusion offices for the Army, Navy, Marine Corps, Air Force, Space Force, and National Guard Bureau take actions to fully implement the 12 recommendations not fully addressed from the 2011 MLDC report.”

Recommendation #	MLDC Recommendations
1	DoD should adopt the MLDC recommended diversity definition
2	Diversity Leadership Must Become a Core Competency
3	Leadership of DoD and the Services must personally commit to making diversity an institutional priority
4	Diversity Needs to Become an Integral Part of the DoD Culture
5	Congress Needs to Take Action to Ensure Sustained Progress in Diversity.
6	Stakeholders Should Develop and Engage in Activities to Expand the Pool of Qualified Candidates.
7	Improve Recruiting from the Currently Available Pool of Qualified Candidates.
8	The Services should optimize the ability of Service members to make informed career choices from accessions to retirement - with special emphasis on mentoring
9	The DoD and Services should eliminate combat exclusion policies exclusion policies for women.
10	Improve Transparency So That Servicemembers Understand Performance Expectations, Promotion Criteria, and Processes.
11	Ensure That Promotion Board Precepts Provide Guidance on How to Value Service-Directed Special Assignments Outside Normal Career Paths or Fields
12	The Defense Advisory Committee on Women in the Services (DACOWITS) should expand its focus to include an explanation of the gender gap in retention
13	DoD and the Services Must Better Manage Personnel with Mission-Critical Skill Sets
14	DoD Must Promote Structural Diversity, Total Force Integration, and Overall Retention.
15	Establish the Position of Chief Diversity Officer
16	Implement Clear, Consistent, Robust Diversity Management Policies
17	Institute a System of Accountability Reviews
18	The Services Should Conduct Annual Barrier Analyses
19	Institute Mechanisms for Accountability and Internal and External Monitoring for Both the Active and Reserve Components
20	Include an Assessment of Qualified Minority and Female Candidates for Top Leadership Positions in the Diversity Annual Report to Congress.

Figure 4: Implemented MLDC Recommendations (highlighted in green)

We concur with DoDIG’s recommendation. We found no evidence that OUSD(P&R) and the Military Services have implemented the DoDIG’s recommendations. The consequences of not taking action: the Armed Forces will continue to face National Security challenges and not succeed in developing a pipeline of leaders who are as diverse as the Nation they serve.

#### **Recommendation 4: Military Leadership Diversity Commission 10-Year Review (Implementation Framework)**

The Secretary of Defense should direct the Office of the Under Secretary of Defense for Personnel and Readiness (OUSDP&R) to establish a framework including a timeline where appropriate and publish on an annual basis a report tracking the implementation of the Military Leadership Diversity Commission's (MLDC) recommendations.

#### ***Reasoning:***

MLDC published its final report, *From Representation to Inclusion: Diversity Leadership for the 21st Century Military*, 12 years ago. The Commission submitted the report to the President of the United States and the 112th United States Congress in response to the National Defense Authorization Act for Fiscal Year 2009 to comprehensively evaluate and assess policies and practices that shape diversity among military leaders.

In 2022, the Department of Defense (DoD) Inspector General (DoDIG) found that “as a result of a lack of defined policy, roles and responsibilities, and data collection, the DoD cannot determine what progress has been made and what still needs to be accomplished.”

This lack of a framework to track implementations resulted in the DoD's inability to execute military diversity and inclusion efforts. DoD and the Services have not implemented most of its MLDC recommendations.

According to the DoDIG 2022 report, the Office for Diversity, Equity, and Inclusion (ODEI) officials, aligned under the OUSDP&R, stated that they have no programs or requirements to track the implementation of the MLDC recommendations.

The DoDIG concluded that the OUSDP&R needs to establish a framework to track the implementation of the MLDC recommendations.

Recommendation 5 of the MLDC Report suggested that Congress enact legislation to sustain diversity and inclusion progress within DoD. Subsequently, Congress enacted both Title 10 Section 113 and Title 10 Sec 656 (2023). Section 113 directs the Secretary of Defense to include “Strategic goals related to diversity and inclusion in the armed forces, and an assessment of measures of performance related to the efforts of the armed forces to reflect the diverse population of the United States eligible to serve in the armed forces” in the National Defense Strategy. Section 656 directs additional requirements, including a not less than annual detailed discussion between the Secretary of Defense and the Secretary of Homeland Security with the Secretaries of the military departments, the Joint Chiefs of Staff, the Commandant of the Coast Guard, and senior enlisted members of the armed forces.

While the MLDC determined the promotion policies and practices of DoD and the Military Services to be fair, the MLDC found in 2011 that there are some barriers to improving demographic representation among military leaders.

## **Summary**

In 2022, the DoDIG recommended that “The Director of the OUSD(P&R) establish a framework to track implementation of the MLDC recommendations.” We concur with DoDIG’s recommendations. We found no evidence that OUSD(P&R) and the Military Services have implemented the DoDIG’s recommendation. The consequences of not taking action: The Armed Forces will continue to face National Security challenges and not succeed in developing a pipeline of leaders who are as diverse as the Nation they serve.



## **Recommendation 5: Military Leadership Diversity Commission 10-Year Review (Recruitment)**

Given the ongoing Service Member recruitment crisis in the Armed Forces, the Secretary of Defense should prioritize and direct the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) and Services to implement the Military Leadership Diversity Commission (MLDC) recommendations #6 and #7.

### ***Reasoning:***

MLDC published its final report, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military*, 12 years ago. The Commission submitted the report to the President of the United States and the 112th United States Congress in response to the National Defense Authorization Act for Fiscal Year 2009 to comprehensively evaluate and assess policies and practices that shape diversity among military leaders.

In 2022, a decade after the MLDC report, the Department of Defense (DoD) Inspector General (DoDIG) evaluated how the recommendations were implemented. The DoDIG found that there was insufficient follow-through on the recommendations. Specifically, the DoDIG reported that 12 of the 18 recommendations were either not tracked or implemented by various Military Services.

Given the ongoing recruitment crisis, DoD should prioritize and fully implement the MLDC recommendations #6 and #7.

The MLDC recommendations #6 and #7 address recruitment challenges.

**Recommendation 6.** The shrinking pool of qualified candidates for service in the Armed Forces is a threat to national security. The stakeholders listed below should develop and engage in activities that will expand the pool of qualified candidates.

- a. The President, Congress, and State and local officials should develop, resource, and implement strategies to address current eligibility issues.
- b. DoD and DHS (Coast Guard) should – Create and leverage formal partnerships with other stakeholders.
  - Institutionalize and promote citizenship programs for the Services.
  - Require the Services to review and validate their eligibility criteria for military service.
- c. DoD and the Services should focus on early engagement. They should conduct strategic evaluations of the effectiveness of their current K–12 outreach programs and practices and increase resources and support for those found to be effective.

**Recommendation 7.** DoD and the Services should engage in activities to improve recruiting from the currently available pool of qualified candidates by

- a. Creating, implementing, and evaluating a strategic plan for outreach to and recruiting from untapped locations and underrepresented demographic groups.
- b. Creating more accountability for recruiting from underrepresented demographic groups.
- c. Developing a common application for Service ROTC and academy programs.
- d. Closely examining the preparatory school admissions processes and making required

changes to ensure that accessions align with the needs of the military.

Recommendation 5 of the MLDC Report suggested that Congress enact legislation to sustain diversity and inclusion progress within DoD. Subsequently, Congress enacted both Title 10 Section 113 and Title 10 Sec 656, which were updated in 2023. Section 113 directs the Secretary of Defense to include “Strategic goals related to diversity and inclusion in the armed forces, and an assessment of measures of performance related to the efforts of the armed forces to reflect the diverse population of the United States eligible to serve in the armed forces” in the National Defense Strategy. Section 656 directs additional requirements, including a not less than annual detailed discussion between the Secretary of Defense and the Secretary of Homeland Security with the Secretaries of the military departments, the Joint Chiefs of Staff, the Commandant of the Coast Guard, and senior enlisted members of the armed forces.

The Committee believes the diversity of our Service members is the unique strength of our military. Current and future challenges can be better met by broadening our understanding of diversity and by effectively leading our uniformed men and women in ways that fully leverage our differences.

### **Summary**

Given the ongoing military recruitment challenges, the Secretary of Defense should prioritize and direct the OUSD(P&R) and Military Services to implement the MLDC recommendations #6 and #7.

The consequences of not taking action: The Armed Forces will continue to face National Security challenges and not succeed in developing a pipeline of leaders who are as diverse as the Nation they serve.

## CHAPTER IV: RACIAL/ETHNIC EQUAL OPPORTUNITY AND TREATMENT SUBCOMMITTEE

**Mission Statement:** The Equal Opportunity and Treatment Subcommittee will ensure that the Secretary of Defense (SecDef), Deputy SecDef, and Under Secretary of Defense for Personnel and Readiness (USD(P&R)) receive independent advice on opportunities for improvements to the Department of Defense (DoD), Military Department, and Military Service policies, procedures, and practices to deter and address behaviors which may negatively impact equal opportunity and an inclusive environment for racial/ethnic minority Service members.

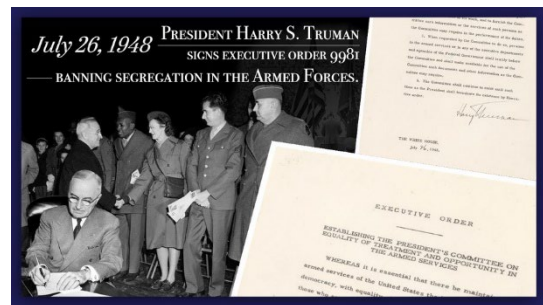
The Racial/Ethnic Equal Opportunity and Treatment Subcommittee formulated four recommendations and reasoning sections based on the aforementioned requirement.

### **Recommendation 6: Internal Review Team Report on Racial Disparities and the Investigative and Military Justice Systems Study Follow-on**

The SecDef should establish a follow-on study group to the August 31, 2022 Internal Review Team (IRT) Report on Racial Disparities and the Investigative and Military Justice Systems, to frame measures that DoD can implement to remediate: (1) the historical effects of racial disparity in the military justice system, and pathways and means to address these disparities (including the role of Military Department Boards for the Correction of Military/Naval Records); and (2) for current servicemembers, the effects of racial disparities beyond the pre-trial and trial aspects that the IRT studied, to include all post-trial and clemency processes.

#### **Reasoning:**

On July 26, 1948, President Truman issued Executive Order 9981 prohibiting discrimination “on the basis of race, color, religion or national origin” in the United States Armed Forces. However, a significant body of data exists that indicates racial disparities in the investigative and military justice systems still exist. The Government Accountability Office (GAO) issued a report in May 2019, “DoD and the Coast Guard Need to Improve their Capabilities to Assess Racial and Gender Disparities” (GAO-19- 344<sup>i20</sup>), which analyzed all offenses under the Uniform Code of Military Justice. The GAO study found that all other things being equal, Black and Hispanic Service members were more likely than White Service members to be subjects of investigation in all of the Services and were more likely to be tried by courts-martial in the Army, Navy, Marine Corps, and Air Force. The GAO recommended that the SecDef identify and address the causes of disparities in these systems.



<sup>20</sup> Government Accountability Office (GAO) Report, “DoD and the Coast Guard Need to Improve their Capabilities to Assess Racial and Gender Disparities,” (GAO-19-344), May 2019. url: <https://www.gao.gov/products/gao-19-344>

On May 3, 2022, the Deputy Secretary of Defense (DepSecDef) directed by memorandum the establishment of the IRT on Racial Disparities in the Investigative and Military Justice Systems.<sup>21</sup> The team consisted of General Officers and members of the DoD Senior Executive Service who, with the support of subject-matter experts, were directed to provide actionable recommendations to improve strategies, programs, policies, processes, and resources to address those disparities in the investigative and military justice systems. The IRT began its work on June 1, 2022, and was charged to provide its findings and recommendations to the DepSecDef not later than August 24, 2022.

The IRT's 17 policy recommendations for concrete steps focus on ensuring the mitigation of racial disparity in military justice investigation and adjudication. But addressing and remedying decades of racial disparities in military justice may require post-conviction redress for historical victims, as well as reforms outside of the context of investigation, charging, and trial, on which the IRT reported.

Concomitantly, the Connecticut Veterans Legal Center (CVLC) published a study in November 2022 titled How Racial Disparities in the Military's Administrative Separation System Harm Black Veterans.<sup>22</sup> This study found that Black veterans are much more likely than White veterans to receive a less than honorable discharge. In fact, Black Service members in each of the Services were approximately 1.5 times as likely as White Service members to receive an Other Than Honorable rather than Honorable discharge. Black Service members were also approximately twice as likely as White Service members to receive a General discharge. Additionally, from 2014 to 2020, there was no discernible improvement over time in the racial disparities in discharge status. Key recommendations were provided for DoD, which included conducting a longitudinal study to identify racial disparities and create guidance for the Discharge Review Boards and Boards for Correction of Military Records so veterans have a viable opportunity to upgrade their discharge status in cases of evidence supporting a strong inference racial bias.

In a memorandum dated June 8, 2023<sup>23</sup>, the DepSecDef assigned the Office of Primary Responsibility (OPR) to the 17 key actionable recommendations by the IRT. OPRs were directed to review the recommendations and provide an assessment on whether they should be approved with or without revisions or disapproved within 120 days.

Despite President Truman's 1948 integration order, as the IRT study documented, racial disparities were significant in the investigation and military justice system for several decades to the present day. Fixing the current military justice system itself does not suffice in light of this longstanding

---

<sup>21</sup> Deputy Secretary of Defense Memorandum, Internal Review Team on Racial Disparities in the Investigative and Military Justice Systems, May 3, 2022. url: <https://media.defense.gov/2022/Jul/07/2003031863/-1/-1/1/INTERNAL-REVIEW-TEAM-ON-RACIAL-DISPARITIS-IN-THE-INVESTIGATIVE-AND-MILITARY-JUSTICE-SYSTEMS.PDF>

<sup>22</sup> DISCRETIONARY INJUSTICE: How Racial Disparities in the Military's Administrative Separation System Harm Black Veterans. November 2022. url: <https://ctveteranslegal.org/wp-content/uploads/2022/11/Discretionary-Injustice-Report.pdf>

<sup>23</sup> Deputy Secretary of Defense Memorandum, Addressing Recommendations from the Internal Review Team on Racial Disparities in the Investigative and Military Justice Systems, June 8, 2023. url: <https://media.defense.gov/2023/Jun/08/2003238271/-1/-1/1/DEPUTY-SECRETARY-OF-DEFENSE-MEMORANDUM-ON-ADDRESSING-RECOMMENDATIONS-FROM-THE-INTERNAL-REVIEW-TEAM-ON-RACIAL-DISPARITIES-IN-THE-INVESTIGATIVE-AND-MILITARY-JUSTICE-SYSTEMS.PDF>

record of racial disparities. Recognizing the enduring effects of historical racial disparities requires giving former and present military personnel who may have been the victims of racial disparities a full opportunity to correct the records and achieve post-conviction remedies. We understand footnote 108 to recommend future study along these lines for correction of service records for ex-Service members as well as reforms to post-trial legal proceedings such as appeals.

Through the 2022 IRT study, the DACODAI applauds the deliberate and ongoing commitment of the DoD to eradicate discrimination and to ensure a fair and just judicial system for all Service members. As such, the DACODAI recommends that the SecDef should establish a follow-up study working group to the IRT to examine: (1) the role that Military Department Boards for the Correction of Military/Naval Records in remediating the effects of racial disparity; and (2) existence of racial disparities in the courts-martial post-trial and clemency processes may be adapted to. The IRT Report identified these issues as part of its charter but, due to time and money constraints, was unable to address them. (See IRT footnote 108).

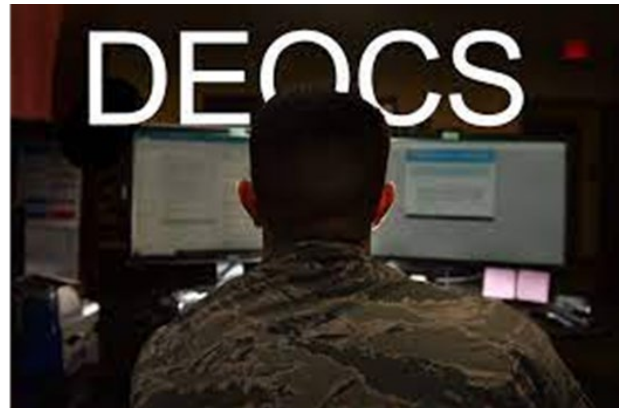
The DACODAI strongly concurs with this recommendation because all issues of post-trial relief and correction of records fall within the purview of the DoD, including the Military Boards for the Correction of Military/Naval Records for former Service members. It is true that the character of discharges may significantly affect the Service members' access to Veterans Administration benefits (disability compensation) and medical care. However, the DoD, having documented numerous instances of racial disparity in the military justice system, should take steps to remediate the effects of such disparate justice, whether during or after military service. The consequence of not taking action: Trust and confidence in the fairness of the Department's military investigative and justice systems will remain questionable by all who serve, have served, and future Service members considering serving.

### **Recommendation 7: Defense Organizational Climate Survey (DEOCS) Response Rate Goal**

The Secretary of Defense should establish a goal of 40 percent or higher response rate for each key demographic subgroup (as established by the U.S. Census Bureau in the most recent census) of the total population by Military Service/Component on the Defense Organizational Climate Survey (DEOCS), and share timely results down to the unit level enabling commanders to analyze, communicate, and act on this data to address any diversity and equal opportunity concerns. The Department should also make available to the Department of Defense (DoD) senior leadership and to the Defense Advisory Committee on Diversity and Inclusion (DACODAI) real-time DEOCS response rates for each Service branch/Component, organized by total population, number of participants registered, number of surveys completed, and participation numbers for key demographic subgroups.

#### ***Reasoning:***

For purposes of this recommendation, the Response Rate is the result of dividing the number of Completed Surveys by the Total Population eligible to participate and, ideally, should have completed the survey. A meta-analysis performed by Holtom et al. (2022) of 1,014 surveys revealed average survey response rates have risen from 48 percent in 2005 to 68 percent in 2020.<sup>24</sup> Poor DEOCS survey response rates and/or Nonresponse Bias (NRB) combined with untimely reporting may result in inaccurate identification of key trends related to race/ethnicity-based discrimination and equal opportunity and treatment. This topic is important for several reasons: 1) Contribution of a healthy command climate and culture to personnel readiness and warfighting capability of DoD<sup>25</sup>; and 2) Compliance with the National Defense Authorization Act (NDAA) for Fiscal Year 2013, Section 572 (a)(3)<sup>26</sup> and NDAA for Fiscal Year 2014, Sections 587,<sup>27</sup>



<sup>24</sup> Holtom, B., Baruch, Y., Aguinis, H., & Ballinger, G.A. (2022). Survey response rates: Trends and validity assessment framework. *Human Relations*, 75(8), 1560-1584

<sup>25</sup> Norrie, C. R., & Wharton, J.S. (2022, September). Embracing the need for command and climate change. *Military Review Online Exclusive* September 2022, 1-11.

<sup>26</sup> FY13 NDAA SEC 572 (a)(3). ADDITIONAL ELEMENTS IN COMPREHENSIVE DEPARTMENT OF DEFENSE POLICY ON SEXUAL ASSAULT PREVENTION AND RESPONSE.

A requirement that the commander of each military command and other units specified by the Secretary of Defense for purposes of the policy shall conduct, within 120 days after the commander assumes command and at least annually thereafter while retaining command, a climate assessment of the command or unit for purposes of preventing and responding to sexual assaults. The climate assessment shall include an opportunity for members of the Armed Forces to express their opinions regarding the manner and extent to which their leaders, including commanders, respond to allegations of sexual assault and complaints of sexual harassment and the effectiveness of such response.

<sup>27</sup> FY14 NDAA, SEC. 587.

#### **IMPROVED CLIMATE ASSESSMENTS AND DISSEMINATION OF RESULTS.**

(a) **IMPROVED DISSEMINATION OF RESULTS IN CHAIN OF COMMAND.**—The Secretary of Defense shall ensure that the results of command climate assessments are provided to the relevant individual commander and to the next higher level of command.

(b) **EVIDENCE OF COMPLIANCE**—The Secretary of each military department shall require in the performance evaluations and assessments used by each Armed Force

1721 and 1751.<sup>28</sup>

While we appreciate the previous efforts made by the Department, and more specifically, the Inter-Service Survey Coordination Committee (ISSCC), to improve the efficiency of the information collection (IC) process, particularly surveys<sup>29</sup>, it is imperative that unit commanders and senior leaders have timely access to accurate and reliable data fully representative of the DoD population, particularly key demographic subgroups.

The Racial/Ethnic Equal Opportunity and Treatment Subcommittee focused on response rates to review and understand: (1) the recurring theme of an ongoing trend of low response rates reported by the Office of People Analytics (OPA); (2) Data quality; and (3) the process of giving feedback to the units and senior-level leaders.

This supports leadership accountability for continuously improving command climates and cultures by fostering an inclusive environment that offers equal opportunities and respectful treatment for all.

During several OPA briefings, a recurring theme is the ongoing trend of low response rates for DoD surveys (stated as 12-13 percent by OPA during the May 2023 DACODAI Biannual Business Meeting).

---

under the jurisdiction of the Secretary a statement by the commander regarding whether the commander has conducted the required command climate assessments. ATA/ROAMING\S

(c) EFFECT OF FAILURE TO CONDUCT ASSESSMENT.—The failure of a commander to conduct the required command climate assessments shall be noted in the commander’s performance evaluation.

<sup>28</sup> FY14, NDAA, SEC. 1721.

TRACKING OF COMPLIANCE OF COMMANDING OFFICERS IN CONDUCTING ORGANIZATIONAL CLIMATE ASSESSMENTS FOR PURPOSES OF PREVENTING AND RESPONDING TO SEXUAL ASSAULTS  
Section 572 of the National Defense Authorization Act for Fiscal Year 2013 (Public Law 112–239; 126 Stat. 1753; 10 U.S.C. 1561note) is amended by adding at the end the following new subsection:

“(d) TRACKING OF ORGANIZATIONAL CLIMATE ASSESSMENT COMPLIANCE.—

The Secretary of Defense shall direct the Secretaries of the military departments to verify and track the compliance of commanding officers in conducting organizational climate assessments, as required by subsection (a)(3).”

<sup>29</sup> Department of Defense, Undersecretary of Defense for Personnel and Readiness (DOD USD P&R). (2016). DoD survey burden: Tiger team action plan.

FY14 NDAA, SEC. 1751.

SENSE OF CONGRESS ON COMMANDING OFFICER RESPONSIBILITY FOR COMMAND CLIMATE FREE OF RETALIATION.

It is the sense of Congress that—

- (1) commanding officers in the Armed Forces are responsible for establishing a command climate in which sexual assault allegations are properly managed and fairly evaluated and in which a victim can report criminal activity, including sexual assault, without fear of retaliation, including ostracism and group pressure from other members of the command;
- (2) the failure of commanding officers to maintain such a command climate is an appropriate basis for relief from their command positions; and
- (3) senior officers should evaluate subordinate commanding officers on their performance in establishing a command climate as described in paragraph (1) during the regular periodic counseling and performance appraisal process prescribed by the Armed Force concerned for inclusion in the systems of records maintained and used for assignment and promotion selection boards.

In 2021, OPA reported that survey response rates had been declining for the past 15 years and ranged between 10 and 35 percent<sup>30</sup>. Interestingly, a DoD Tiger Team identified this same issue in their 2016 report, which stated that average response rates on DoD surveys decreased by approximately 15 percentage points since 2005, from 35 percent to 20 percent (or lower). Reasons provided for low response rates include the administration of too many surveys, the excessive length of surveys, and difficulties navigating DoD cybersecurity protocols requiring participants to complete surveys on their mobile phones or non-DoD computers.<sup>31</sup> Ultimately, these reasons contribute to the considerable survey fatigue that OPA mentioned.

A more concerning problem relates to data quality, which is defined as “the capability of data to be used effectively, economically, and rapidly to inform and evaluate decisions.”<sup>32</sup>

This concern was acknowledged by the Tiger Team in 2016 when they identified that low response rates may reduce data quality and increase the risk that opinions from small subsets of members are not representative of the DoD population (including Service members experiencing discrimination, unequal opportunity, and treatment). However, according to researchers, a singular and exclusive focus on achieving a high survey response rate does not guarantee an accurate depiction of the target population if responses do not accurately represent the thoughts or opinions of key demographic subgroups within that population.<sup>33</sup> Despite using sophisticated weighting methods, OPA has continued to monitor NRB and reported that if response rates continue to decline, survey results are at a greater risk of NRB and could eventually be deemed invalid.<sup>34</sup>

In addition to the reasons provided for low response rates in the previous section, command climate assessments may become more of a compliance exercise, with feedback underused and undervalued.<sup>35</sup>

In their 2022 article “Embracing the Need for Command and Climate Change” in *Military Review Online Exclusive*, authors Norrie and Wharton argue that commanders are often frustrated by limited survey participation, a lack of timely access to results, feedback that may come only from disenfranchised Service members, or the negative impacts of the assessments on their career evaluations when they haven’t had time to make positive changes if issues existed prior to taking command. The authors also observe that some commanders demonstrate “command climate change denial” and that soldiers are not aware of the survey, are incentivized to provide feedback quickly, or have been convinced that nothing they say will drive positive change anyway.

It is not only essential but critical to make the results of surveys and other data available in real-time to unit commanders and senior leaders and to emplace mechanisms ensuring accountability for action

---

<sup>30</sup> Office of People Analytics (OPA). (2021). *Nonresponse Bias Publications*.

<sup>31</sup> Feld, K.G., Hill, E.L., & Leoni, V.A. (2023). A roadmap to launching survey operations within the U.S. Department of Defense. *Military Review Online Exclusive*, February 2023, 1-13.

<sup>32</sup> Karr, A.F., Sanil, A.P., & Banks, D.L. (2006). Data quality: A statistical perspective. *Statistical Methodology* 3, 137-173.

<sup>33</sup> Holtom, B., Baruch, Y., Aguinis, H., & Ballinger, G.A. (2022). Survey response rates: Trends and validity assessment framework. *Human Relations*, 75(8), 1560-1584.

<sup>34</sup> McGrath, D., Williams, K., Daniel, S. (2019, November). Effect of declining response rates on OPA survey estimates. Office of People Analytics

<sup>35</sup> Norrie, C. R., & Wharton, J.S. (2022, September). Embracing the need for command and climate change. *Military Review Online Exclusive* September 2022, 1-11.

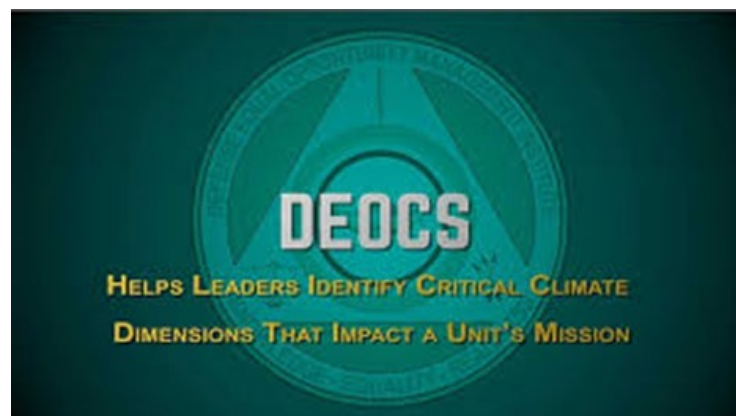


and intervention is taken to cultivate inclusive command climates and cultures committed to providing equal opportunities and respectful treatment for all members.

### Summary

Given the long-term nature of challenges with declining response rates and lack of reporting by key demographic subgroups, it is necessary to reassess the value, effectiveness, and reporting processes of DoD surveys and other instruments used for measuring and obtaining feedback on command climate and culture regarding equal opportunity and respectful treatment of Service members. A good starting place is the Tiger Team action plan published in 2016, which made numerous recommendations, including several that had potential but were not approved by the Acting Under Secretary of Defense for Personnel and Readiness serving at the time. Previous recommendations may prove helpful in future improvement efforts, especially if DoD continuous process improvement experts are engaged to assist on Survey Burden Tiger Teams. Results can then be incorporated into clearer policy, procedure, and action, generating sustainable improvements in this area.

It is important to remember that IC and surveys do not cultivate and change command climate and culture - People do. Therefore, it is imperative to implement this recommendation to comply with NDAA FY 2013 and NDAA FY 2014 so leaders at all levels are accountable for driving positive change by having timely access to quality data for future decision-making and corrective action in an ever-changing, volatile, uncertain, complex, and ambiguous environment. The consequence of not taking action is that the status quo perpetuates.



### **Recommendation 8: Officer Commissioning Programs Review**

The Secretary of Defense should review current Department policies and establish a process to formulate a comprehensive approach across the Military Services for commissioning through the Military Service Academies, Reserve Officer Training Corps (ROTC), and other officer-commissioning programs, a junior officer corps that reflects the diversity of the enlisted ranks, enables meaningful senior leadership diversity and ensures that the U.S. Armed Forces are equipped with the technological expertise and language and culture skills to adapt to evolving global threats. In deciding upon this comprehensive approach, the Secretary of Defense should consider the differing needs of the Services and occupational specialties or communities, as well as all potential comparison groups for diversity in the junior officer corps (e.g., demographics of enlisted ranks, the U.S. national population under the 2020 census, the college-educated population, the Service-eligible population, the college Science, Technology, Engineering and Math (STEM) major population) and the possible implications of the U.S. Supreme Court’s decision in *Students for Fair Admissions vs. Harvard and the University of North Carolina*.

#### ***Reasoning:***

A diverse leadership is necessary for the U.S. Armed Forces to defend our Nation. As numerous documented instances from the history of the military before and after the formal integration of the U.S. Armed Forces indicate, military units where leadership is perceived to be unresponsive to, and unrepresentative of the Service members they command cannot perform their national security functions to the utmost. We cannot ask Soldiers, Sailors, Marines, Airmen, Guardians, and Guardsmen to follow orders that may risk their lives while denying them the equal opportunity to become the leaders who give those orders. Our military needs leadership diversity to thrive, particularly given global demographic changes and the multitude of emerging threats confronting our Nation. Ensuring a steady supply of junior commissioned officers out of our Service Academies and Reserve Officer Training Corp (ROTC) programs is particularly important given the large numbers of officers commissioned from those sources and the greater rate at which those officers advance to general and flag officer rank.

The Government Accountability Office’s (GAO) August 2023 Report entitled “Actions Needed to Better Monitor Diversity Progress in Senior ROTC Programs”<sup>36</sup> was an important recent statement focused on diversity in ROTC programs. In the report, GAO made four recommendations, including that the Army develop quantifiable diversity goals, DoD establish a consistent process to identify a comparison group for a diverse officer corps, the Military Departments collect and analyze quantifiable diversity data in program evaluations, and the Military Departments evaluate both the performance and resources of ROTC programs. The DoD concurred with the recommendations. There have recently been lawsuits filed by Students for Fair Admissions (SFFA) against the U.S. Military Academy and the U.S. Naval Academy, alleging unconstitutional race-based admissions processes.

---

<sup>36</sup> GAO-23-105857, GAO Report, “Actions Needed to Better Monitor Diversity Progress in Senior ROTC programs,” Aug 24, 2023.url: <https://www.gao.gov/products/gao-23-105857>

The Secretary of Defense should conduct an audit of its officer-commissioning programs to ensure that they have consistent policies across the Departments and Military Services for commissioning a corps of junior officers diverse enough to enable meaningful diversity in senior leadership and a firm sense of the relevant comparison groups and endpoints.

In *Students for Fair Admissions v. Harvard & University of North Carolina*, the U.S. Supreme Court held that “race-based” admissions processes at selective civilian colleges to further diversity violated the Equal Protection Clause of the Constitution.<sup>37</sup> In so doing, the Supreme Court acknowledged that it was not “address[ing]” the question whether “race-based admissions programs further compelling interests at our Nation’s military academies . . . in light of the potentially distinct interests that military academies may present.” The Court did not explain why or how military race-based admissions at military academies present “potentially distinct interests” from admissions to selective civilian colleges. Nor did the Supreme Court address the use of race in the selection processes for other officer commissioning programs such as the ROTC or Officer Candidate School (OCS).

The Department of Defense Instruction (DoDI) 1350.3, Affirmative Action Planning and Assessment Process,<sup>38</sup> is dated February 29, 1988. The Department should review and update its policies to ensure compliance with the current state of law.

### **Summary**

The Secretary of Defense should review current Department affirmative-action policies and establish a process to formulate a comprehensive, coherent approach across the military services for commissioning through the military service academies, ROTC, and other officer-commissioning programs, a junior-officer corps that reflects the diversity of the enlisted ranks, enables meaningful senior leadership diversity and ensures that the U.S. armed forces are equipped with the technological expertise and language and culture skills to adapt to evolving global threats.

---

<sup>37</sup> The Supreme Court Banned Affirmative Action Except at Military Service Academies, September 20, 2023, Lorri Lizarraga, url: <https://www.npr.org/2023/09/20/1197953097/the-supreme-court-banned-affirmative-action-except-at-military-service-academies>

<sup>38</sup> Department of Defense Instruction (DoDI) 1350.3, Affirmative Action Planning and Assessment Process, February 29, 1988, url: <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/135003p.pdf>

## **Recommendation 9: Diversity Leadership Core Competency**

Given the compelling requirement to develop leaders who can lead diverse teams in a constantly changing threat environment, the Secretary of Defense (SecDef) should prioritize and direct the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) and Services to fully implement the Military Leadership Diversity Commission’s recommendation #2.

### ***Reasoning:***

The DACODAI is chartered to make recommendations to the SecDef to improve diversity, inclusion, and equal opportunity with a focus on military personnel. This includes recommendations on the effectiveness of military policies, procedures, practices, and programs to deter and address behaviors that may negatively impact equal opportunity and an inclusive environment for all Service members, regardless of race or ethnicity.

The National Defense Authorization Act (NDAA) for Fiscal Year 2022 Section 552, Codification of Human Relations Training<sup>39</sup>, currently includes race relations, equal opportunity, opposition to gender discrimination, and sensitivity to hate group activity. Including leadership training aimed at fostering inclusive units regardless of race will further the Department’s efforts to forge a maximally effective warfighting force. The Department of Defense (DoD) Instruction 1020.05, Diversity and Inclusion Management Program,<sup>40</sup> states: (a) Promotes a diverse DoD workforce that reflects the diverse population of the United States. (b) Promotes an inclusive culture that enables differences among personnel to improve DoD business practices, readiness, and lethality and supports an individual’s ability to contribute to the mission. (c) Uses data to evaluate the effectiveness of DoD DEI efforts. Metrics established pursuant to this Program will be used in a manner that does not undermine merit-based processes.

### **Inclusive Leadership as a Core Competency**

In 2011, the Military Leadership Diversity Commission (MLDC) published its final report, “From Representation to Inclusion: Diversity Leadership for the 21st Century Military.”<sup>41</sup> The report

---

<sup>39</sup> The National Defense Authorization Act for Fiscal Year 2022 Section 552, Codification of Human Relations Training “(a) HUMAN RELATIONS TRAINING.—(1)(A) The Secretary of Defense shall ensure that the Secretary of each military department conducts ongoing programs for human relations training for all members of the armed forces under the jurisdiction of the Secretary.

“(B) Matters covered by such training include race relations, equal opportunity, opposition to gender discrimination, and sensitivity to hate group activity.

“(C) Such training shall be provided during basic training (or other initial military training) and on a regular basis thereafter.

“(2) The Secretary of Defense shall ensure that a unit commander is aware of the responsibility to ensure that impermissible activity, based upon discriminatory motives, does not occur in a unit under the command of such commander.

“(b) INFORMATION PROVIDED TO PROSPECTIVE RECRUITS.—The Secretary of Defense shall ensure that—

“(1) each individual preparing to enter an officer accession program or to execute an original enlistment agreement is provided information concerning the meaning of the oath of office or oath of enlistment for service in the armed forces in terms of the equal protection and civil liberties guarantees of the Constitution; and

“(2) each such individual is informed that if supporting such guarantees is not possible personally for that individual, then that individual should decline to enter the armed forces.”

<sup>40</sup> DoD Instruction 1020.05, DoD Diversity and Inclusion Program Management, September 9, 2020.

<https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/102005p.pdf?ver=2020-09-09-112958-573>

<sup>41</sup> Military Leadership Diversity Commission, From Representation to Inclusion: Diversity Leadership for the 21st-Century

contains 20 recommendations for enhancing diversity within military leadership. Of these, 18 are specifically aimed at DoD and the various Military Services.

The recommendations provide a roadmap for promoting a fighting force where all Service members feel they are included and belong, regardless of race. In 2022, a decade after the MLDC Report, the Department of Defense Inspector General (DoDIG) evaluated how the recommendations were implemented.<sup>42</sup> The DoDIG found that there was insufficient follow-through on the recommendations. Specifically, the DoDIG reported that 12 of the 18 recommendations were either not tracked or implemented by various military services. MLDC Recommendation 2, Diversity Leadership as a Core Competency, is not a recommendation that was identified as completed in the report. Specifically:

MLDC Recommendation 2 – To enhance readiness and mission accomplishment, effectively leading diverse groups must become a core competency across DoD and the Services. To implement this recommendation,

- (a) Leadership training at all levels shall include education in diversity dynamics and training in practices for leading diverse groups effectively.
- (b) DoD and the Services should determine the framework (e.g., curriculum, content, methods) for how to inculcate such education and training into leader development, including how to measure and evaluate its effectiveness.

### **The Changing Demographics of the United States**

SecDef should consider the impacts of national population changes as reflected in the 2020 census concerning DoD staffing and operational and mission readiness. This includes committing to equal opportunity and treatment regardless of race or ethnicity and developing leadership core competencies to ensure that the military is the most effective warfighting force possible regarding these historic and inevitable demographic changes.

DoD faces significant shortcomings in its inclusive leadership training efforts. Today's DoD executive corps is a relatively homogeneous group in terms of race and ethnicity, at odds with demographic trends in the country. The most recent data indicate that Whites, regardless of gender, possess greater promotion rates to O-8 through O-10 flag and general officer ranks and comparable SES grades as compared to members of other racial and ethnic groups: Whites rise to the DoD executive ranks at a rate three times greater than Native Americans and Asian/Pacific Islanders, four times greater than African Americans, and six times greater than Hispanics.<sup>43</sup> All leaders, regardless of race, must communicate a commitment to the Servicemembers they lead that transcends race or ethnicity and speaks to the common bonds of humanity and service they all share. A military that reflects and respects the diversity of its Nation fosters greater trust and cohesion among its ranks and with the civilian population it defends.

---

Military, url: [https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/MLDC\\_final-report\\_sm.pdf](https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/MLDC_final-report_sm.pdf).

<sup>42</sup> Department of Defense Office of Inspector General, Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017, url: <https://media.defense.gov/2022/Oct/04/2003090522/-1/-1/1/DODIG-2022-144.PDF>.

<sup>43</sup> Attitudes Aren't Free Thinking Deeply about Diversity in the US Armed Forces, Why Diversity Efforts in the Department of Defense and Intelligence Community Have Come Up Short, Chapter 19, pages 288-289.

## **Summary**

The military's competition for talent with the corporate and public sectors underscores the importance of communicating, educating, and recruiting among the nation's diverse talent. To be attractive to potential recruits from a broad spectrum of backgrounds, the military needs to demonstrate inclusive leadership as a core competency in its leadership and ethos. This reality amplifies the recommendation for inclusive leadership-focused training and education for the DoD. All leaders of our military must be aware of the need for inclusive leadership, regardless of race.

## APPENDIX A: ACRONYMS AND INITIALISMS

BCAP	Battalion Commander Assessment Program
CCAP	Colonels Command Assessment Program
CVLC	Connecticut Veterans Legal Center
DACODAI	Defense Advisory Committee on Diversity and Inclusion
DEOCS	Defense Organizational Climate Survey
DEI	Diversity, Equity, and Inclusion
DFO	Designated Federal Officer
DHS	Department of Homeland Security
DoD	Department of Defense
DoDI	Department of Defense Instruction
DoDIG	Department of Defense Inspector General
FACA	Federal Advisory Committee Act
FY	Fiscal Year
GAO	Government Accountability Office
IC	Information Collection
IRT	Internal Review Team
ISSCC	Inter-Service Survey Coordination Committee
NRB	Nonresponse Bias
MLDC	Military Leadership Diversity Commission
NDAA	National Defense Authorization Act
OCS	Officer Candidate School
ODEI	Office for Diversity, Equity, and Inclusion
OPA	Office of People Analytics
OPR	Office of Primary Responsibility
OUSD(P&R))	Office of the Under Secretary of Defense for Personnel and Readiness
ROTC	Reserve Officer Training Corps
RFI	Request for Information
RGE	Regular Government Employee
SecDef	Secretary of Defense
SOF	Special Operations Forces
SFFA	Students For Fair Admission
SGE	Special Government Employee
STEM	Science, Technology, Engineering, and Math

USD(P&R)) Under Secretary of Defense for Personnel and Readiness  
U.S.C. United States Code  
USSOCOM United States Special Operations Command



## APPENDIX B: BCAP22 Panelist Bias Reduction Training Plan

### **Day 0 (Panel Member Training) (15min): Self-Reflection**

(3 min) Pass out the “Day 0: Bias Awareness Worksheet” (attached) and have them each choose the three biases that they self-assess they are most likely to commit.

(5 min) Ask for everyone to share one of the biases and why they think they have it (asking people to try not to repeat a bias category they heard earlier).

(7 min) Discuss ways to combat these biases. Remind them to keep this worksheet at their desk throughout their time at CCAP.

### **Day 1 (10 min): On the Receiving End**

(1 min) Ask each panel member to individually review and update their bias worksheets.

(2 min) Next, ask them to think about a time when someone held one of these biases against them. Ask them to not use actual names or identifying information when telling their story.

(3 min) Then ask them to get into 2-person teams and tell the other panelists about their story.

(4 min) Have them share their stories with the larger group and any reflections on them. Discuss strategies to prevent biases.

### **Day 2 (10 min): Mistakenly on the Giving End**

(1 min) Ask each panel member to individually review and update their bias worksheets.

(2 min) Next, ask them to think about a time when they may have incorrectly applied one of these biases when thinking about or interacting with someone else (in the past five years).

(7 min) Then ask each person to briefly share their story with the group. Ask them to not use actual names or identifying information when telling their story. Discuss insights on how to prevent biases with the group.

### **Day 3 (10 min): Categories**

(1 min) Ask each panel member to individually review and update their bias worksheets.

(2 min) Pass out the “Day 4: Categories Worksheet”. Ask the panelists to write down in a column on the left-hand side the initials of the six adults (who they regularly interact with and are not family members) that they trust the most. Give them a minute or two to do so.

(2 min) Then ask the panelists to write the following words in the headers of the six blocks labeled “categories”: A) gender, B) race/ethnicity, C) branch category (combat arms, combat support, combat service support, former military civilian, civilian), D) physical fitness level OR civilian education level (moderator pick one), and E) family structure (however one defines it) OR age (moderator pick one). Next, ask the panelists to write a check mark in the appropriate box if that person is similar to them in that category and leave the box blank if they are not. Then they should add up the totals in both directions.

(2 min) Have them get into two different three-person teams to discuss why they think their lists are like they are, and any insights gained from looking at totals.

(3 min) Finally, as a large group, discuss the potential second order effects of 1) leaders who do not have many checks and 2) leaders who have a lot of checks. Discuss what bias-mitigation strategies a leader with a lot of checks can employ to be potentially less biased.

**Day 4 (10 min): Inclusion Exemplars**

(1 min) Ask each panel member to individually review and update their bias worksheets.

(5 min) Ask the panelists to identify one of the most inclusive co-workers they have served with in the last five years. Have them come up with two-to-three specific inclusive behaviors they witnessed that co-worker doing that made a difference.

(4 min) Then open the discussion to the entire group about insights gained from the stories and what are some specific leader behaviors we could apply to be more inclusive.

**Day 5 (10 min): Pop Quiz & Bias Training AAR**

(1 min) Ask everyone to cover up or put away their notes.

(4 min) Pass out copies of the “Day 6: Bias Awareness Quiz” and have panel members take it individually.

(5 min) Have them pass their quizzes to a panel member next to them for informal grading. Go over answers as a group and then pass the quizzes back to the panelists. Discuss as a group and ask group for recommendations to improve future CAP bias-reduction training.

**Day 6 (10 min): Becoming a Better Leader**

(1 min) Ask each panel member to individually review and update their bias worksheets.

(2 min) Ask each panel member to individually come up with two to three ideas on how, post-CCAP, the bias-reduction training they experienced could influence their leadership going forward and how they might integrate something similar with their subordinate leaders’ organizations.

(7 min) Discuss as a group.

---

# Day 0: Bias Awareness Worksheet

All human beings (including you) are illogical and irrational. Our minds are generally wired to make short-term, adequate decisions, as opposed to being wired well to make long-term, great decisions. We often employ mental shortcuts, heuristics, and schemas to make fast decisions. Unfortunately, these are frequently incorrect. Though we can't totally eliminate them, if we are self-aware and establish mechanisms to override our biases, we can minimize them. Which three of these are you most likely to commit (a self-assessment)?

## Common Biases/Effects

- \_\_\_\_\_ 1) **Blind Spot**- the tendency to recognize others' biases while not acknowledging your own
- \_\_\_\_\_ 2) **Primacy**- placing too much weight on candidates' first impression/answer
- \_\_\_\_\_ 3) **Recency**- placing too much weight on candidates' final (last) impression/answer
- \_\_\_\_\_ 4) **Halo/Horn**- placing too much weight on one positive or one negative thing
- \_\_\_\_\_ 5) **Central Tendency**- tendency to rate most people as average (3-4 on a 7-point scale)
- \_\_\_\_\_ 6) **Leniency/Severity**- being too positive (Santa Claus) or too negative (Badge Protector)
- \_\_\_\_\_ 7) **Contrast**- rating candidates against each other instead of a set standard (rubric)
- \_\_\_\_\_ 8) **Similar to Me** (homophily/affinity)- giving people positive ratings because of similarities to you (same branch, experiences, qualifications, etc.)
- \_\_\_\_\_ 9) **Stereotyping**- believing an individual person has a negative characteristics that we (usually incorrectly) assign to members of a group he or she is associated with. Common ones include:
  - a) **Gender bias**
  - b) **Racial/ethnic bias**
  - c) **Other biases** (Army branch, commissioning source, region from)
- \_\_\_\_\_ 10) **Confirmation**- selectively looking to confirm something you noticed in the assessment data and being ready to vote when you thought you heard something that confirmed it.
- \_\_\_\_\_ 11) **Implicit Leadership**- believing that one's own style of leadership is the most effective style, and assigning overly positive ratings to others who seem to have a similar style

## Actions to Avoid Inappropriately Acting on One's Biases

- Prior to each panel session (a.m. and p.m.), reflect deeply on which biases you are most likely to commit
- Remind yourself to consider all data available equally, as opposed to overly weighting one thing
- Remind yourself not to be overly focused on the first things you hear/see or last things you hear/see
- Always use the rubric to rate candidates, not whether you like them or find they are similar to you
- Take notes on the candidates' actual behaviors (what they said and how they said it), not your impressions
- Don't rate/vote until all data is in (interview is complete and you can review your all of your notes)
- Get a full night of sleep and take regular breaks during day to rest (a sharp mind helps avoid biases/errors)

## Day 3: Categories Worksheet

	Categories					
Initials	A)	B)	C)	D)	E)	Total (out of five)
1)						
2)						
3)						
4)						
5)						
<b>Total (out of five)</b>						

### Key Insights:

---

---

---

---

---

---

---

---

## Day 5: Bias Awareness Quiz

All human beings (including you) are illogical and irrational. Our minds are generally wired to make short-term, adequate decisions, as opposed to being wired well to make long-term, great decisions. We often employ mental shortcuts, heuristics, and schemas to make fast decisions. Unfortunately, these are frequently incorrect. Though we can't totally eliminate them, if we are self-aware and establish mechanisms to override our biases, we can minimize them.

### Name the Common Biases/Effects

- \_\_\_\_\_ 1) recognizing others' biases while not acknowledging your own
- \_\_\_\_\_ 2) placing too much weight on candidates' first impression/answer
- \_\_\_\_\_ 3) placing too much weight on candidates' final (last) impression or answer
- \_\_\_\_\_ / \_\_\_\_\_ 4) placing too much weight on one positive / one negative thing
- \_\_\_\_\_ - \_\_\_\_\_ 5) rating most people as average (4 on a 7-point scale)
- \_\_\_\_\_ / \_\_\_\_\_ 6) being too positive (Santa Claus) / too negative (Badge Protector)
- \_\_\_\_\_ 7) rating candidates against each other instead of a set standard (rubric)
- \_\_\_\_\_ - \_\_\_\_\_ 8) giving people positive ratings because they remind you of you (same branch, life experiences, qualifications, etc.)
- \_\_\_\_\_ 9) believing an individual person has the characteristics that we (often incorrectly) assign to members of that group.
- a) G \_\_\_\_\_ bias
- b) R \_\_\_\_\_ / e \_\_\_\_\_ bias
- c) Other examples: \_\_\_\_\_
- \_\_\_\_\_ 10) selectively looking to verify something you noticed in the assessment data and actively looking for something that provides evidence for it.
- \_\_\_\_\_ 11) believing that one's own style of influence is the most effective style, and assigning overly positive ratings to others with a similar style.

### Actions to Avoid Inappropriately Acting on One's Biases

- Prior to each panel session (a.m. and p.m.), reflect deeply on which biases you are most likely to commit
- Remind yourself to consider all data available equally, as opposed to overly weighting one thing
- Remind yourself not to be overly focused on the first things you hear/see or last things you hear/see
- Always use the rubric to rate candidates, not whether you like them or find they are similar to you
- Take notes on the candidates' actual behaviors (what they said and how they said it), not your impressions
- Don't rate/vote until all data is in (interview is complete and you can review your all of your notes)
- Get a full night of sleep and take regular breaks during day to rest (a sharp mind helps avoid biases/errors)

## APPENDIX C: 2020-11 Spain- Reinventing the Leader Selection Process (HBR)



2020-11 Spain-  
Reinventing the Lead

## APPENDIX D: DACODAI CHARTER

### Charter

#### Defense Advisory Committee for Diversity and Inclusion

1. **Committee's Official Designation:** The committee will be known as the Defense Advisory Committee on Diversity and Inclusion ("the Committee").
2. **Authority:** The Secretary of Defense, in accordance with the Federal Advisory Committee Act (FACA) (5 U.S.C., Appendix) and 41 C.F.R. § 102-3.50(d), established this discretionary advisory committee.
3. **Objectives and Scope of Activities:** The Committee will examine and provide recommendations to improve racial/ethnic diversity, inclusion, and equal opportunity within the Department of Defense (DoD), with a primary focus on military personnel.
4. **Description of Duties:** The Committee shall conduct studies, make findings, and provide recommendations on matters and policies relating to improving racial/ethnic diversity, inclusion, and equal opportunity within the DoD.
5. **Agency or Official to Whom the Committee Reports:** The Committee shall report to the Secretary of Defense and the Deputy Secretary of Defense, through the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), who, in accordance with DoD policy and procedures, may act upon the Committee's advice and recommendations.
6. **Support:** The DoD, through the Office of the USD(P&R), provides support for the Committee and ensures compliance with requirements of the FACA, the Government in the Sunshine Act ("the Sunshine Act") (5 U.S.C. § 552b), governing Federal statutes and regulations, and DoD policy and procedures.
7. **Estimated Annual Operating Costs and Staff Years:** The estimated annual operating cost, to include travel, meetings, and contract support, is approximately \$800,000.00. The estimated annual personnel cost to the DoD is 2.0 full-time equivalents.
8. **Designated Federal Officer:** The Committee's Designated Federal Officer (DFO) shall be a full-time or permanent part-time DoD civilian officer or employee, or active duty member of the Armed Forces, designated in accordance with DoD policy and procedures.

The Committee's DFO is required to attend all Committee and subcommittee meetings for the entire duration of each and every meeting. However, in the absence

of the Committee's DFO, a properly approved Alternate DFO, duly designated to the Committee in accordance with DoD policy and procedures, shall attend the entire duration of all Committee and subcommittee meetings.

The DFO, or the Alternate DFO, shall approve and call all Committee and subcommittee meetings; prepare and approve all meeting agendas; and adjourn any meeting when the DFO, or the Alternate DFO, determines adjournment to be in the public interest or required by governing regulations or DoD policy and procedures.

9. **Estimated Number and Frequency of Meetings:** The Committee will meet at the call of the Committee's DFO, in consultation with the Committee's Chair and the USD(P&R). The estimated number of meetings is two per year.
10. **Duration:** The need for this advisory function is on a continuing basis; however, it is subject to renewal every two years.
11. **Termination:** The Committee shall terminate upon completion of its mission or two years from the date this charter is filed, whichever is sooner, unless the DoD renews it in accordance with DoD policy and procedures.
12. **Membership and Designation:** The Committee shall be composed of no more than 20 members, including prominent individuals from academia and the public and private sectors, with experience in one or more of the following disciplines: defense or national security, organizational or human resources management, constitutional or employment law, and diversity and inclusion.

The appointment of Committee members shall be approved by the Secretary of Defense, the Deputy Secretary of Defense, or the Chief Management Officer of the Department of Defense ("the DoD Appointing Authority"), for a term of service of one-to-four years, with annual renewals, in accordance with DoD policy and procedures. No member, unless approved by the DoD Appointing Authority, may serve more than two consecutive terms of service on the Committee, to include its subcommittees, or serve on more than two DoD federal advisory committees at one time.

Committee members who are not full-time or permanent part-time federal civilian officers or employees, or active duty members of the Uniformed Services, shall be appointed as experts or consultants pursuant to 5 U.S.C. § 3109 to serve as special government employee (SGE) members. Committee members who are full-time or permanent part-time federal civilian officers or employees, or active duty members of the Uniformed Services, shall be appointed pursuant to 41 C.F.R. § 102-3.130(a) to serve as regular government employee (RGE) members.

Committee members are appointed to exercise their own best judgment on behalf of the DoD, without representing any particular points of view, and to discuss and deliberate in a manner that is free from conflicts of interest.



The DoD Appointing Authority shall appoint the Committee's leadership from among the membership previously appointed in accordance with DoD policy and procedures, for a one-to- two year term of service, with annual renewal, which shall not exceed the member's approved Committee appointment.

Except for reimbursement of official Committee-related travel and per diem, Committee members serve without compensation.

13. **Subcommittees:** The DoD, when necessary and consistent with the Committee's mission and DoD policy and procedures, may establish subcommittees, task forces, or working groups to support the Committee. Establishment of subcommittees will be based upon a written determination, to include terms of reference (ToR), by the DoD Appointing Authority or the USD(P&R), as the Committee's Sponsor. All subcommittees operate in accordance with the FACA, the Sunshine Act, governing federal statutes and regulations, and DoD policy and procedures. If a subcommittee's duration, as determined by its ToR, exceeds that of the Committee's charter and the DoD does not refile the Committee's charter, then the subcommittee shall terminate when the Committee does.

Subcommittees shall not work independently of the Committee and shall report all of their advice and recommendations solely to the Committee for its thorough deliberation and discussion at a properly noticed and open meeting. Subcommittees have no authority to make decisions and recommendations, orally or in writing, on behalf of the Committee. No subcommittee nor any of its members may update or report, orally or in writing, directly to the DoD or any federal officers or employees. If a majority of Committee members are appointed to a particular subcommittee, then that subcommittee may be required to operate pursuant to the same notice and openness requirements of the FACA which govern the Committee's operations.

Individual appointments to serve on Committee subcommittees shall be approved by the DoD Appointing Authority for a term of service of one-to-four years, with annual renewals, in accordance with DoD policy and procedures. No member shall serve more than two consecutive terms of service on the subcommittee, unless approved by the DoD Appointing Authority. Subcommittee members who are not full-time or permanent part-time federal civilian officers or employees, or active duty members of the Uniformed Services, shall be appointed as experts or consultants pursuant to 5 U.S.C. § 3109 to serve as SGE members. Subcommittee members who are full-time or permanent part-time federal civilian officers or employees, or active duty members of the Uniformed Services, shall be appointed pursuant to 41 C.F.R. § 102-3.130(a) to serve as RGE members.

Each subcommittee member is appointed to exercise his or her own best judgment on behalf of the DoD, without representing any particular point of view, and to discuss and deliberate in a manner that is free from conflicts of interest.

The DoD Appointing Authority shall appoint the subcommittee leadership from among the membership previously approved to serve on the subcommittee in accordance with DoD policy and procedures, for a one-to-two year term of service, with annual renewal, which will not exceed the subcommittee member's approved appointment.

With the exception of reimbursement of travel and per diem related to the Committee or its subcommittees, subcommittee members shall serve without compensation.

14. **Recordkeeping:** The records of the Committee and its subcommittees shall be managed in accordance with General Records Schedule 6.2, Federal Advisory Committee Records, or other approved agency records disposition schedule, as well as the appropriate DoD policy and procedures. These records will be available for public inspection and copying, subject to the Freedom of Information Act (5 U.S.C. § 552).
15. **Filing Date:** Updated October 23, 2022

## APPENDIX E: DACODAI MEMBERS

**DACODAI Chair:** -

**Rank / Name:** General (Ret.) Lester L. Lyles, US Air Force

**Current Position(s):** Named by the Office of the Vice President of the United States as Chairman of the National Space Council's User Advisory Group, Chairman, KBR Corp, and Battelle Labs; JobsOhio (the economic development entity for the State of Ohio); and Frontier Technologies, Inc.

**Former Position(s):** Vice Chief of Staff, US Air Force, Pentagon; Commander, Air Force Material Command, Wright Patterson Air Force Base; Chairman, Military Leadership Diversity Commission

**Gen. Area of Expertise:** Change Management, STEM, Diversity and Inclusion, Leadership Accountability/Commitment, Partnerships

**Professional Affiliations:** Chairman of the NASA Advisory Council; Chairman of the Board, USAA; Board of Directors for General Dynamics Corp, Users Advisory Group to the National Space Council; Chairman, NASA Advisory Council; Member of State Department's International Security Advisory Board; Chief of the Aeronautics and Space Engineering Board for the National Advisory Council. Serves on the following Boards: Frontier Technologies Inc.; Virginia Humanities; Partnership for Public Service; Virginia Academy of Science, Technology and Medicine; and The Smithsonian Air & Space Museum

**Education:** B.S., Mechanical Engineering, Howard University; M.S., Mechanical/Nuclear Engineering, New Mexico State University, Honorary Doctorate of Law degrees, New Mexico State University and Urbana University; National and International Security Management Course at Harvard University

**DACODAI Vice Chair:**

**Rank / Name:** Ms. Kristen Kavanaugh

**Current Position(s):** Founder and Chief Executive Officer, The Agency Initiative, LLC.

**Former Position(s):** Executive leader at Tesla Inc., and led the global Diversity, Equity and Inclusion, Talent Management and Learning & Development functions and HR teams. Director of Inclusion, Talent and Learning, Tesla; Senior Manager, Diversity and Inclusion, Tesla; Manager, Human Resources, Tesla; Defense Council Member, Truman National Security Project; Chief Executive Officer, Trident Proposal Management; US Marine Corps Assistant Comptroller and Budget Officer

**Gen. Area of Expertise:** Diversity, Equity & Inclusion, Transformation, Leadership Development Strategist

**Professional Affiliations:** The Truman Defense Council, Service-Disabled Veteran-Owned Small Business and Economically Disadvantaged Woman Owned Small Business; Co-Founder, Military Acceptance Project (MAP) expert advisor, one of the first DoD-supported studies of active duty LGBT service members' behavioral health needs

**Education:** BS, English, United States Naval Academy; MSW, Social Work, University of Southern California

**Rank / Name:** **General (Ret.) Vincent K. Brooks, US Army  
Racial/Ethnic Diversity Subcommittee Lead**

**Current Position(s):** Consultant Principal, WestExec Advisors; Visiting Senior Fellow at Harvard Kennedy School's Belfer Center for Science and International Affairs; Distinguished Senior Fellow at the University of Texas' Clements Center for National Security and the Strauss Center for International Security and Law; Class of 1951 Chair for the Study of Leadership (Department of Behavioral Sciences and Leadership at U.S. Military Academy)

**Former Position(s):** Commander, U.S. Forces Korea, United Nations Command, Republic of Korea, U.S. Combined Forces Command; Commanding General, U.S. Army Pacific; and Commanding General of the Third Army/U.S. Army Central

**Gen. Area of Expertise:** Management, Leadership Accountability/Commitment

**Professional Affiliations:** Board of Directors of Diamondback Energy Inc., Jacobs, and Verisk Analytics; Vice Chairman of the Gary Sinise Foundation; former Chairman and President, Korea Defense Veterans Association; Council on Foreign Relations; Member, former Director of Central Intelligence External Advisory Board member.

**Education:** Bachelor of Science, Engineering, U.S. Military Academy at West Point, Master of Military Art and Science, U.S. Army School of Advanced Military Studies. Honorary Doctor of Laws from the New England School of Law and an honorary Doctor of Humanities from New England Law in Boston.

**Rank / Name:** **Major General (Ret.) Byron S. Bagby, US Army  
Racial/Ethnic Inclusion Subcommittee Member**

**Current Position(s):** Managing Partner of BMB Solutions, LLC, a consulting firm specializing in executive leadership development and coaching, governance, and strategy development.

**Former Position(s):** Chief of the Office of Military Cooperation in Cairo, Egypt; Commandant of Joint Forces Staff College in Norfolk, VA; Chief Operating Officer for U.S. Army, Europe; Director of Operations for Joint Force Command – Brunssum (North Atlantic Treaty Organization)

**Gen. Area of Expertise:** Governance, Strategy, Leadership Development

**Professional Affiliations:** A life member of many organizations, including the Veterans of Foreign Wars, The ROCKS, Inc., Global Leader in Residence for Westminster College, and Alpha Phi Alpha Fraternity, Inc.

**Education:** BA, Economics, Westminster College; MA, University of North Carolina

**Rank / Name:** **Fleet Master Chief (Ret.) April Beldo-Lilley, US Navy  
Racial/Ethnic Inclusion Subcommittee Member**

**Current Position(s):** Director, Enterprise Events and Protocol, USAA

**Former Position(s):** Director, Executive Operational Planning, USAA for the Chief Executive Officer / Chief of Staff, USAA, Director of Human Resources, Kent, Campa & Kate, Inc (KCK); Senior Executive Advisor to the Director of Navy Personnel, Director of Personnel, Training and Education

**Gen. Area of Expertise:** Human Resources; Education and Training; Organizational Development

**Professional Affiliations:** Advisory Committee for Women Veterans NNOA Central Region, TX; NTAGAC San Antonio, TX (Co-Chairman); Women In Military Service for America Memorial (Women’s Memorial)

**Education:** MA, Organizational Leadership, American Military University, Charles Town, WV; BS, Liberal Arts, Excelsior College, Albany, NY; National Defense University, Defense Studies, Fort McNair, DC

**Rank / Name:** Colonel (Ret.) Lisa Carrington Firmin, US Air Force  
Racial/Ethnic Inclusion Subcommittee Member

**Current Position(s):** Founder and CEO of Carrington Firmin LLC, on Leadership, Veteran Culture, Transitions, Military Sexual Trauma and Diversity and Inclusion

**Former Position(s):** Associate Vice President, Veteran and Military Affairs, Associate Provost for Faculty/Student Diversity and Recruitment, The University of Texas at San Antonio, Commander, Air Force Reserve Officer Training Corps Detachment 842 and Department Chair of Aerospace Studies, UTSA, and Commander, 332nd Expeditionary Mission Support Group, Balad AB, Iraq; USAF military veteran

**Gen. Area of Expertise:** Leadership Development, Training, Diversity and Inclusion

**Professional Affiliations:** Serves as member on the Secretary of the U.S. Department of Veterans Affairs Advisory Committee on Minority Veterans; Texas A&M University-Kingsville University's Foundation Board of Trustees, Hispanic Veterans Leadership Alliance, Veterans Healthy Minds Advisory Council; and Military Officers Association of America, Women Veterans Alliance, Military Writers Society of America, and Veterans of Foreign Wars

**Education:** BA, Journalism, Texas A&M University; MS, Organizational Behavior and Human Resource Management, Chapman University and Master of Strategic Studies, Air University, Certified Diversity Professional by the National Diversity Council

**Rank / Name:** **Mr. Phillip Carter, JD**  
**Racial/Ethnic Diversity Subcommittee Member**

**Current Position(s):** Corporate Counsel, Google; Adjunct Professor of Law, Georgetown University, instructs on corporate national security law, and a seminar on military personnel and veterans policy

**Former Position(s):** Senior Director, Corporate Counsel, Salesforce, Senior Corporate Counsel, Tableau Software, Salesforce; Serves on Editorial Board, Journal for National Security Law & Policy; Senior Fellow, Director of the Military, Veterans, and Society Program, Center for a New American Security; Chief Operating Officer and Counsel, Caerus Associates, US Army Officer, active and reserve, Military Police, and Civil Affairs Officer

**Gen. Area of Expertise:** National Security Law, Research, Civil-Military Relations, Policy

**Professional Affiliations:** Veterans Policy Committee; National Veterans Director, Policy and Political Engagement with the Veterans and Military Community

**Education:** BA, University of California, Los Angeles (UCLA), JD, School of Law, UCLA

**Rank / Name:** **Brigadier General (Ret.) Larry Gillespie, US Army**  
**Racial/Ethnic Diversity Subcommittee Member:**

**Current Position(s):** International Consultant; Served on the Defense Intelligence Agency Advisory Board, and International Advisory Board for Forbes and Manhattan, Inc.

**Former Position(s):** Held series of prominent positions with Air Transport Association, Hughes Aircraft Company, Raytheon, NCI, and Hampton University; served as Assistant Deputy Commanding General, U.S. Army Material Command

**Gen. Area of Expertise:** Aerospace, Security, Mentorship, Partnerships, Leadership Development

**Professional Affiliations:** Chairman ROCKS Inc.

**Education:** BA, State University of New York; MPA, Shippensburg University; Harvard University National and International Security, John F. Kennedy School of Government



**Rank / Name:** **Sergeant Major (Ret.) Gregory S. Jenkins, US Army  
Racial/Ethnic Equal Opportunity and Treatment Subcommittee  
Member**

**Current Position(s):** Founder and Chief Executive Officer, Greg Jenkins Consulting LLC

**Former Position(s):** Diversity Specialist, Pearn Kandola; Associate Consultant, FutureWork Institute; Advisory Board Member, Racing Toward Diversity Magazine; Senior Partner/Consultant; Mentor, United Nations; Diversity and Inclusion Senior Partner, In-Quest Consulting; Director, Army Diversity and Inclusion, Human Relations Program, Department of the Army

**Gen. Area of Expertise:** Diversity and Inclusion, Organizational Development, Change Management, Education and Training, Coaching and Mentoring

**Professional Affiliations:** National Training Laboratories (NTL) Institute for Applied Behavior Science, member; Leadership Co-Chair(s) for the Inclusion Allies Coalition

**Education:** MA, Human Resources Development, Webster University; BA, General Studies, Columbia College, N.Y., Graduate, Defense Equal Opportunity Management Institute

**Rank / Name:** **Major General (Ret.) James C. Johnson, US Air Force  
Racial/Ethnic Diversity Subcommittee Member**

**Current Position(s):** Chairman, US Air Force Academy Board of Visitors; consultant, 3Delta-Perspectives; nonprofit board member, The Flag and General Officers Network

**Former Position(s):** Director, Integrated Airman Resilience, Headquarters USAF, Washington, D.C.; Commander, Air Force Recruiting Service; San Antonio, TX; Director, Logistics, U.S. Africa Command, Stuttgart, Germany; Director, Air Force Colonel Management, Washington, D.C.; Commander, Pope Air Force Base, Fayetteville, NC

**Gen. Area of Expertise:** Government and Nonprofit Operations, Logistics/Supply Chain Management, Personnel, Human Resilience

**Education:** BA, Political Science, University of Puget Sound, Tacoma, WA; MBA, Saint Martin's College, Lacey, WA; MA, National Security & Strategic Studies, U.S. College of Naval Command and Staff (Naval War College); MS, National Resource Strategy, Industrial College of the Armed Forces (Eisenhower School)

**Rank / Name:** Colonel (Ret.) Walter Kaneakua, US Air Force  
Racial/Ethnic Equal Opportunity and Treatment Subcommittee  
Member

**Current Position(s):** Professor, US Naval War College, Distance Learning Education Program;  
Adjunct Professor, Pacific Rim Christian University

**Former Position(s):** Business Analyst, Daniel K. Inouye Asia Pacific Center for Security  
Studies. District Director, US House of Representatives for Congress-  
woman Tulsi Gabbard; Executive Assistant for Military Affairs to Senator  
Mazie Hirono; and Senator Daniel Inouye; Pilot, First Officer, and Captain  
of Aloha Airlines; Vice Wing Commander, 154th Air Refueling Wing,  
Hickam Air Force Base, Hawaii

**Gen. Area of Expertise:** Strategy, Economics, Partnerships, Leadership Development

**Professional Affiliations:** Board member, Hawaii Shriner's Hospital for Children; Vice Chairman,  
Board of Directors, Hawaii Pacific Foundation; Commissioner, Hawaiian  
Home Commission; Board member, Hawaii Economic Development  
Corporation; Church council member, New Hope Metro; member of the  
Military Affairs Council, as part of the Chamber of Commerce Hawaii

**Education:** BA, Economics, University of Hawaii at Manoa; MA, Economics,  
University of Oklahoma; MA, National Strategy and Security Studies, U.S.  
Naval War College; MS, Organizational Leadership, University of Southern  
California; and DM, Organizational Leadership, University of Phoenix

**Rank / Name:** **Mr. Thomas H. Lee, J.D.**  
**Racial/Ethnic Equal Opportunity and Treatment Subcommittee Lead**

**Current Position(s):** Leitner Family Professor of International Law at Fordham University School of Law; Of Counsel, Hughes Hubbard & Reed; Member of the International Centre for Settlement of Investment Disputes (ICSID) Panel of Conciliators.

**Former Position(s):** Visiting professor at Columbia, Harvard, and the University of Virginia Law Schools; U.S. law adviser to the Constitutional Court of the Republic of Korea; and Special Counsel to the General Counsel of the U.S. Department of Defense; Clerked for Chief Judge Michael Boudin of the U.S. Court of Appeals for the First Circuit and for Associate Justice David Souter of the U.S. Supreme Court; served as an active-duty U.S. naval cryptology officer ashore in Korea, Japan, and Washington DC, and afloat in the Pacific and Indian Oceans

**Gen. Area of Expertise:** Constitutional Law, Diversity, Equity, and Inclusion

**Professional Affiliations:** Panel of Conciliators, International Centre for Settlement of Investment Disputes; Member of the American Law Institute, Chair of the Association of American Law Schools Federal Courts Section; Executive Board; American Society of International Law; Military Affairs Committee of the Association of the Bar, NY.

**Education:** Artium Baccalaureus, (Summa Cum Laude), Master of Arts, (Regional Studies—East Asia), and Juris Doctor degrees from Harvard

**Rank / Name:** **Dr. Nelson Lim**  
**Racial/Ethnic Inclusion Subcommittee Lead**

**Current Position(s):** Director, Workforce, Development and Health Program, RAND Project AIR FORCE; Senior Social Scientist; Professor, Pardee RAND Graduate School. Worked with federal and local government agencies to improve their Human Resource Management practices for close to two decades.

**Former Position(s):** As Research Director, led the Military Leadership Diversity Commission, to improve the diversity of top military leaders; submitted a report with recommendations to Congress and the President of the United States

**Gen. Area of Expertise:** Research and Analysis, Human Resources Management, Organizational Transformation

**Education:** Doctor of Philosophy and Master of Arts in Sociology, University of California; Bachelor of Arts, Economics, University of California

**Rank / Name:** **Dr. Jeffrey D. Means**  
**Racial/Ethnic Inclusion Subcommittee Member**

**Current Position(s):** Department Chair and Associate Professor of History; Associate Professor, Department of History and American Studies, University of Wyoming; Adjunct Faculty and Advisory Council Board Member, American Indian Studies Program

**Former Position(s):** Chair, Associate Professor, Department of History & American Studies, Chair, Associate Professor, Department of History; Associate Professor, Department of History, University of Wyoming; also served in the US Marine Corps

**Gen. Area of Expertise:** Education; Native American (N.A.) Studies; Research, History

**Professional Affiliations:** Organization of American Historians; American Society for Ethnohistory; Western History Association; N.A. & Indigenous Studies Association; Phi Alpha Theta, History Honors Society, Enrolled Member of the Oglala Sioux Nation

**Education:** PhD, American History, University of Oklahoma; MA, History, University of Montana; BA History, *Summa Cum Laude*, Grand Canyon University

**Rank / Name:** **Horacio D. Rozanski**  
**Racial/Ethnic Diversity Subcommittee Member**

**Current Position(s):** President and Chief Executive Officer, Booz Allen Hamilton; Board of Directors, Booz Allen Hamilton; Chairman, Board of Directors for Children’s National Medical Center; Board of Directors, Marriott International and CARE.

**Former Position(s):** Elected President and Chief Operating Officer, Elected Vice President, Booz Allen Hamilton, and served as Chief Personnel Officer, Chief Strategy and Talent Officer

**Gen. Area of Expertise:** Business Strategy, Technology and Operations, Innovation, Talent, and Diversity Management

**Professional Affiliations:** Business Roundtable; U.S. Holocaust Memorial Museum’s Committee on Conscience; Kennedy Center Corporate Fund Board; Aerospace Industries Association Finance Committee

**Education:** BBA, University of Wisconsin Eau Claire; MBA, University of Chicago

**Rank / Name:** **Hon./ Lt. Colonel (Ret.) Alfredo A. Sandoval, US Air Force**  
**Racial/Ethnic Equal Opportunity and Treatment Subcommittee Member**

**Current Position(s):** Founder and Managing Partner, Private Investment Group; and Co-Founder, Creosote Partners

**Former Position(s):** Presidential Appointee and nominated by the Speaker of the House, Former and longest-serving Chairman, USAF’s Board of Visitors, served 2 Presidents and 3 Speakers; Chairman, USAF Academy's (USAFA) Diversity Advisory Panel; USAF veteran, USAFA’s Association of Graduates

**Gen. Area of Expertise:** Business Strategy, Organizational Transformation, Community Engagement, Partnerships

**Professional Affiliations:** Founding member, Hispanic Veteran’s Leadership Alliance (HVLA); USAF Academy Falcon Foundation; USAFA Foundation

**Education:** BA, USAF Academy; MA, Finance and MA, Marketing, Wright State University; Certificate, International Relations, University of Pennsylvania

**Rank / Name:** **Dr. Celia Renteria Szelwach**  
**Racial/Ethnic Equal Opportunity and Treatment Subcommittee Member**

**Current Position(s):** Co-Founder, PCS2 Consulting LLC, offering strategic thinking, process improvement, talent development, and coaching services focused on creating inclusive, healthy, and high performing cultures

**Former Position(s):** Professor of Practice for Leadership and Organization Development (OD) and Change at Cabrini University and Co-Director, Fulbright-Hays “Bridges to Zambia II” Project; Admiral James M. Loy Institute for Leadership Faculty Fellow, U.S. Coast Guard Academy; Faculty Migration Fellow for the Undergraduate International Studies and Foreign Language grant (Guatemala); Adjunct Professor for 18 years in university business management programs; Director of Organization Development for Vaya Health (local government); Founder and Director, WOVEN Women Veterans Network; Member, Department of Veterans Affairs (VA) Advisory Committees on Minority Veterans and Women Veterans; served as a corporate executive/management consultant in OD, HR, Ethics and Program Management roles and on active duty as an officer and senior-rated parachutist in the U.S. Army Transportation Corps at Fort Bragg, NC (now known as Fort Liberty)

**Gen. Area of Expertise:** Organization and Talent Development (Executive Leadership and Team Coaching), Change Management, Human Resources and Education

**Professional Affiliations:** International Coaching Federation (ICF) Global, ICF South Florida, Greater Orlando OD (GOOD) Network, Project Management Institute (PMI)

**Education:** DBA, Management, Argosy University, Sarasota, Florida  
MBA, International Trade, University of Sarasota (Argosy University), Sarasota, Florida; BS Spanish, United States Military Academy, West Point, N.Y (Distinguished Graduate); Graduate Certificate in Executive and Professional Coaching 15 credits (Level 2 ICF-accredited program) at UT Dallas (August 2024).

**Rank / Name:** Dr. / Colonel (Ret.) Heidi A. Urban, US Army  
Racial/Ethnic Inclusion Subcommittee Member

**Current Position(s):** Professor of the Practice and Director of External Education and Outreach in the Security Studies Program in the Edmund A. Walsh School of Foreign Service at Georgetown University. Also serves Senior Associate (Non-Resident) at the Center for Strategic and International Studies and a member of the Council on Foreign Relations.

**Former Position(s):** Chamberlain Fellow and Visiting Assistant Professor at Howard University; Commander, 704th Military Intelligence Brigade, Fort Meade, MD; Vice Deputy Director of Current Analysis and Warning, Joint Staff Directorate for Intelligence; Deputy Director for Intelligence, Joint Staff's National Military Command Center; Commander, 205th Military Intelligence Battalion, Fort Shafter, HI; Assistant Professor of American Politics, Policy, and Strategy, Department of Social Sciences at the US Military Academy at West Point

**Gen. Area of Expertise:** Civil-Military Relations, National Security Strategy, Intelligence, Military and Defense Policy

**Professional Affiliations:** Council on Foreign Relations; Center for Strategic and International Studies

**Education:** BA, Government and International Studies, University of Notre Dame; MPM, MA, and PhD in Government, Georgetown University; MS, National Security Strategy, National War College.

**Rank / Name:** Major General (Ret.) Linda Urrutia-Varhall, US Air Force Racial/Ethnic Diversity Subcommittee Member

**Current Position(s):** Vice Chair, Board of Directors, National Military Intelligence Foundation; Board of Directors, National Intelligence University Foundation; Advisor, US Strategic Command Strategic Advisory Group Intelligence Panel, Adjunct Staff, Institute for Defense Analysis

**Former Position(s):** Advised three Secretary of Defense, and the Director of National Intelligence, advised Cabinet level officials, Congress and senior level DoD seniors; Director of Operations, National Geospatial-Intelligence Agency; Director of Intelligence, Surveillance, and Reconnaissance, United States Southern Command

**Gen. Area of Expertise:** Intelligence, Cyber Security, Space, Diversity and Inclusion

**Professional Affiliations:** National Military Intelligence Foundation & National Intelligence University Foundation, National Association of Corporate Directors/Latino Corporate Directors Association; Falcon Foundation Trustee, U.S. Air Force Academy (USAFA)

**Education:** MS, Strategic Intelligence, Defense Intelligence College, Distinguished Graduate; BS, Civil Engineering, USAFA



**Rank / Name:** Dr. / Lt. General (Ret.) Frances C. Wilson, US Marine Corps Racial/Ethnic Equal Opportunity and Treatment Subcommittee Member

**Current Position(s):** Board of Trustees, Fort Monroe Authority, and St John's College High School; Board of Directors, Navy Federal Credit Union

**Former Position(s):** President, National Defense University; Ex-officio, Board of Directors, U.S. Institute of Peace; Consortium of Universities of the Washington Metropolitan Area; Virginia Women's Institute for Leadership, Mary Baldwin College; DoD Advisory Committee on Women in the Services

**Gen. Area of Expertise:** Talent Management, Education, Leadership Development

**Professional Affiliations:** City of Virginia Beach Mayor's Military Economic Development Advisory Committee; Hampton Roads World Affairs Council

**Education:** BS Social Sciences, Michigan State University; MS, Education, Pepperdine University, MS, Psychology, University of Northern Colorado, MS, Business Management, Salve Regina College, PhD, Education, University of Southern California.

## APPENDIX F: 2023 TERMS OF REFERENCE (STUDY TOPICS)



2023 Terms of  
Reference+Study Top

## APPENDIX G: REFERENCES

<sup>1</sup> Austin Outlines His Top Three Priorities on Defense, People, Teamwork, url:

<https://www.defense.gov/News/News-Stories/Article/Article/2526532/austin-outlines-his-top-three-priorities-on-defense-people-teamwork/>

<sup>2</sup> Secretary of Defense Memorandum, “Actions for Improving Diversity and Inclusion in the Department of Defense,” June 19, 2020, <https://media.defense.gov/2020/Jun/22/2002319394/-1/-1/1/ACTIONS-FOR-IMPROVING-DIVERSITY-AND-INCLUSION-IN-THE-DOD.PDF>.

<sup>3</sup> [https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC\\_Final\\_Report.pdf](https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC_Final_Report.pdf)

<sup>4</sup> With regard to the term, Armed Forces, and for the purpose of the DACODAI subcommittees. the definition described in 10 U.S.C. § 101 (a)(4) does not apply. Instead, it means the Army, Navy, Air Force, Marine Corps, and Space Force.

<sup>5</sup> Sun Tzu Art of War, Chap. 3 Attack by Stratagem: “Hence the saying: If you know the enemy and know yourself, you need not fear the result of a hundred battles. If you know yourself but not the enemy, for every victory gained you will also suffer a defeat. If you know neither the enemy nor yourself, you will succumb in every battle.”

<sup>6</sup> The USSOCOM Action Plan may be found at this Defense Department link:

<https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/USSOCOM0-DIAP-Full-Version-19APR2022.pdf>

<sup>7</sup> Ibid, USSOCOM Action Plan, page 6.

<sup>8</sup> (2023) Title 10 Sec 656 (c) Metrics to Measure Progress in Developing and Implementing Plan and Mentoring and Career Counseling Program. In developing and implementing the plan under subsection (a) and the mentoring and career counseling program under subsection (b), the Secretary of Defense and the Secretary of Homeland Security shall develop a standard set of metrics and collection procedures that are uniform across the armed forces. The metrics required by this subsection shall be designed—

(1) to accurately capture the inclusion and capability aspects of the armed forces’ broader diversity plans, including race, ethnic, and gender specific groups, as potential factors of force readiness that would supplement continued accounting by the Department of Defense and the Coast Guard of diversified language and cultural skills among the total force as part of the assessment of current and future national security needs; and

(2) to be verifiable and systematically linked to strategic plans that will drive improvements.

(2023) Title 10, Sec 113, Secretary of Defense accompanying each national defense strategy provided to the congressional defense committees in accordance with subsection (g)(1)(D), the Secretary of Defense, in coordination with the Secretary of the Department in which the Coast Guard is operating, shall provide a report that sets forth a detailed discussion, current as of the preceding fiscal year, of the following:

- (1) The number of officers and enlisted members of the armed forces, including the reserve components, disaggregated by gender, race, and ethnicity, for each grade in each armed force.
- (2) The number of members of the armed forces, including the reserve components, who were promoted during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, for each grade in each armed force, and of the number so promoted, the number promoted below, in, and above the applicable promotion zone.
- (3) The number of members of the armed forces, including the reserve components, who were enlisted or accessed into the armed forces during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, in each armed force.
- (4) The number of graduates of each military service academy during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, for each military department and the United States Coast Guard.
- (5) The number of graduates of the Senior Reserve Officers' Training Corps during the fiscal year covered by the report, disaggregated by gender, race, and ethnicity, for each military department.
- (6) The number of members of the armed forces, including the reserve components, who reenlisted or otherwise extended a commitment to military service during the fiscal year covered by such report, disaggregated by gender, race, and ethnicity, for each grade in each armed force.
- (7) The number of civilian employees of the Department, disaggregated by military department, gender, race, and ethnicity-
  - (A) in each grade of the General Schedule;
  - (B) in each grade of the Senior Executive Service;
  - (C) paid at levels above grade GS-15 of the General Schedule but who are not members of the Senior Executive Service;
  - (D) paid under the Federal Wage System, and
  - (E) paid under alternative pay systems.
- (F) An assessment of the pool of officers best qualified for promotion to grades O-9 and O-10, disaggregated by gender, race, and ethnicity, in each military department and the United States Coast Guard.
- (8) Any other matter the Secretary considers appropriate.

<sup>9</sup> <https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/Army-People-Strategy-Expanding-Diverse-Talent-in-the-Army-Officer-Corps-SIGNED-7-JAN-21.pdf> dated 7 January 2021, pages 19 and 20: “The Battalion Commander and Colonel Commander Assessment Programs (BCAP and CCAP) are designed to integrate multiple objective assessments to identify and select the best people to lead our Army. The premise of these assessments is that the inclusion of additional relevant information produces better leader selection decisions. As a part of this process, the Army endeavors to ensure the selection of a diverse group of leaders. To accomplish this, both assessments incorporated several measures to remove potential bias from the process. The Army removed identifying information from a candidate’s files used throughout the assessments. Candidates are addressed by a unique identifier, not their names. “Double blind” panels are conducted where the use of a screen prevents both candidates and the interview panel from seeing one another. Additionally, panel members received extensive anti-bias training to allow them to identify and mitigate common interview biases. Each interview panel included a diverse set of members. The Army values diversity because it is central to developing cohesive teams that can fight and win in future complex environments. BCAP and CCAP are fundamental building blocks to ensure each officer has a fair opportunity for selection to command. Bias training was an integral part of BCAP panel training. Our efforts to 20 revisit our biases before

each session were invaluable to the success of the process. The Army should consider the inclusion of diversity and inclusion training in our promotion and selection board process across officer PME and our pre-command courses. From “The Army People Strategy: Expanding Diverse Talent in the Army Officer Corps.” dated 7 January 2021

<sup>10</sup> Army.mil article Oct 28, 2020.

[https://www.army.mil/article/240344/army\\_expands\\_command\\_assessment\\_program\\_to\\_senior\\_enlisted\\_leaders#:~:text=In%20conjunction%20with%20the%20Battalion,battalion%20command%20sergeant%20major%20positions](https://www.army.mil/article/240344/army_expands_command_assessment_program_to_senior_enlisted_leaders#:~:text=In%20conjunction%20with%20the%20Battalion,battalion%20command%20sergeant%20major%20positions)

<sup>11</sup> See Lytell, Maria C., Michael L. Hansen, Avery Calkins, Matthew D. Baird, Nastassia Reed, Kristin J. Leuschner, and Clifford A. Grammich, *Striving for Diversity: Observations on Racial and Ethnic Talent in the Regular Army’s Senior Officer Corps*. Santa Monica, CA: RAND Corporation, 2023.

[https://www.rand.org/pubs/research\\_briefs/RBA2011-1.html](https://www.rand.org/pubs/research_briefs/RBA2011-1.html)

<sup>12</sup> Inspector General, Department of the Air Force: Report of Inquiry (S8918P) Independent Racial Disparity Review December 2020. <https://www.af.mil/Portals/1/documents/ig/IRDR.pdf>

<sup>13</sup> Inspector General, Department of the Air Force: Report of Inquiry (S8918P) Independent Racial Disparity Review December 2020. <https://www.af.mil/Portals/1/documents/ig/IRDR.pdf>

<sup>14</sup> RAND STUDY – MANAGING ADVERSE AND REPORTABLE INFORMATION REGARDING US MILITARY OFFICERS, 2019 UPDATE. [https://www.rand.org/pubs/research\\_reports/RRA126-1.html](https://www.rand.org/pubs/research_reports/RRA126-1.html)

<sup>15</sup> GAO Report 19-344, *Military Justice: DOD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities*

<sup>16</sup> Evaluation of Department of Defense Compliance With Executive Order 13950, “Combating Race and Sex Stereotyping” (DODIG-2021-044) Publicly Released: January 5, 2020

[https://media.defense.gov/2021/Jan/05/2002560027/-1/-1/1/DODIG-2021-044\\_REDACTED.PDF](https://media.defense.gov/2021/Jan/05/2002560027/-1/-1/1/DODIG-2021-044_REDACTED.PDF)

- The objective of this evaluation was to review and assess DoD compliance with the requirements of Executive Order (EO) 13950, “Combating Race and Sex Stereotyping.”

<sup>17</sup> *EXPLORING RACIAL, ETHNIC, AND GENDER DISPARITIES IN THE MILITARY JUSTICE SYSTEM* (2023)

<https://www.cna.org/reports/2023/06/exploring-racial-ethnic-and-gender-disparities-in-the-military-justice-system>

<sup>18</sup> United States Census Bureau Quick Facts, 2022.

<https://www.census.gov/quickfacts/fact/table/US/PST045222>

<sup>19</sup> With regard to the term, Armed Forces, and for the purpose of the DACODAI subcommittees. the definition described in 10 U.S.C. § IOI (a)(4) does not apply. Instead, it means the Army, Navy, Air Force, Marine Corps, and Space Force.

- <sup>20</sup> Military Leadership Diversity Commission, From Representation to Inclusion: Diversity Leadership for the 21st-Century Military, Washington, D.C., 2011. As of August 1, 2023: [https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC\\_Final\\_Report.pdf](https://diversity.defense.gov/Portals/51/Documents/Special%20Feature/MLDC_Final_Report.pdf)
- <sup>21</sup> Department of Defense Office of Inspector General, Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017, Washington, D.C., DODIG-2022-144. As of August 1, 2023: <https://media.defense.gov/2022/Oct/04/2003090522/-1/-1/1/DODIG-2022-144.PDF>
- <sup>22</sup> With regard to the term, Armed Forces, and for the purpose of the DACODAI subcommittees. the definition described in 10 U.S.C. § IOI (a)(4) does not apply. Instead, it means the Army, Navy, Air Force, Marine Corps, and Space Force.
- <sup>23</sup> Government Accountability Office (GAO) Report, "DoD and the Coast Guard Need to Improve their Capabilities to Assess Racial and Gender Disparities," (GAO-19-344), May 2019. url: <https://www.gao.gov/products/gao-19-344>
- <sup>24</sup> Deputy Secretary of Defense Memorandum, Internal Review Team on Racial Disparities in the Investigative and Military Justice Systems, May 3, 2022. url: <https://media.defense.gov/2022/Jul/07/2003031863/-1/-1/1/INTERNAL-REVIEW-TEAM-ON-RACIAL-DISPARITIS-IN-THE-INVESTIGATIVE-AND-MILITARY-JUSTICE-SYSTEMS.PDF>
- <sup>25</sup> DISCRETIONARY INJUSTICE: How Racial Disparities in the Military's Administrative Separation System Harm Black Veterans. November 2022. url: <https://ctveteranslegal.org/wp-content/uploads/2022/11/Discretionary-Injustice-Report.pdf>
- <sup>26</sup> Deputy Secretary of Defense Memorandum, Addressing Recommendations from the Internal Review Team on Racial Disparities in the Investigative and Military Justice Systems, June 8, 2023. url: <https://media.defense.gov/2023/Jun/08/2003238271/-1/-1/1/DEPUTY-SECRETARY-OF-DEFENSE-MEMORANDUM-ON-ADDRESSING-RECOMMENDATIONS-FROM-THE-INTERNAL-REVIEW-TEAM-ON-RACIAL-DISPARITIES-IN-THE-INVESTIGATIVE-AND-MILITARY-JUSTICE-SYSTEMS.PDF>
- <sup>27</sup> Holtom, B., Baruch, Y., Aguinis, H., & Ballinger, G.A. (2022). Survey response rates: Trends and validity assessment framework. *Human Relations*, 75(8), 1560-1584
- <sup>28</sup> Norrie, C. R., & Wharton, J.S. (2022, September). Embracing the need for command and climate change. *Military Review Online Exclusive* September 2022, 1-11.
- <sup>29</sup> FY13 NDAA SEC 572 (a)(3). ADDITIONAL ELEMENTS IN COMPREHENSIVE DEPARTMENT OF DEFENSE POLICY ON SEXUAL ASSAULT PREVENTION AND RESPONSE. A requirement that the commander of each military command and other units specified by the Secretary of Defense for purposes of the policy shall conduct, within 120 days after the commander assumes command and at least annually thereafter while retaining command, a climate assessment of the command or unit for purposes of preventing and responding to sexual assaults. The climate assessment

shall include an opportunity for members of the Armed Forces to express their opinions regarding the manner and extent to which their leaders, including commanders, respond to allegations of sexual assault and complaints of sexual harassment and the effectiveness of such response.

<sup>30</sup> FY14 NDAA, SEC. 587.

#### IMPROVED CLIMATE ASSESSMENTS AND DISSEMINATION OF RESULTS.

(a) IMPROVED DISSEMINATION OF RESULTS IN CHAIN OF COMMAND.—The Secretary of Defense shall ensure that the results of command climate assessments are provided to the relevant individual commander and to the next higher level of command.

(b) EVIDENCE OF COMPLIANCE.—The Secretary of each military department shall require in the performance evaluations and assessments used by each Armed Force under the jurisdiction of the Secretary a statement by the commander regarding whether the commander has conducted the required command climate assessments. ATA\ROAMING\

(c) EFFECT OF FAILURE TO CONDUCT ASSESSMENT.—The failure of a commander to conduct the required command climate assessments shall be noted in the commander's performance evaluation.

<sup>31</sup> FY14, NDAA, SEC. 1721.

#### TRACKING OF COMPLIANCE OF COMMANDING OFFICERS IN CONDUCTING ORGANIZATIONAL CLIMATE ASSESSMENTS FOR PURPOSES OF PREVENTING AND RESPONDING TO SEXUAL ASSAULTS

Section 572 of the National Defense Authorization Act for Fiscal Year 2013 (Public Law 112–239; 126 Stat. 1753; 10 U.S.C. 1561note) is amended by adding at the end the following new subsection:

“(d) TRACKING OF ORGANIZATIONAL CLIMATE ASSESSMENT COMPLIANCE.—

The Secretary of Defense shall direct the Secretaries of the military departments to verify and track the compliance of commanding officers in conducting organizational climate assessments, as required by subsection (a)(3)’’.

<sup>32</sup> Department of Defense, Undersecretary of Defense for Personnel and Readiness (DOD USD P&R). (2016). DoD survey burden: Tiger team action plan.

FY14 NDAA, SEC. 1751.

#### SENSE OF CONGRESS ON COMMANDING OFFICER RESPONSIBILITY FOR COMMAND CLIMATE FREE OF RETALIATION.

It is the sense of Congress that—

(1) commanding officers in the Armed Forces are responsible for establishing a command climate in which sexual assault allegations are properly managed and fairly evaluated and in which a victim can report criminal activity, including sexual assault, without fear of retaliation, including ostracism and group pressure from other members of the command;

(2) the failure of commanding officers to maintain such a command climate is an appropriate basis for relief from their command positions; and

(3) senior officers should evaluate subordinate commanding officers on their performance in establishing a command climate as described in paragraph (1) during the regular periodic counseling and performance appraisal process prescribed by the Armed Force concerned for inclusion in the systems of records maintained and used for assignment and promotion selection boards.

FY14 National

- <sup>33</sup> Office of People Analytics (OPA). (2021). Nonresponse Bias Publications.
- <sup>34</sup> Feld, K.G., Hill, E.L., & Leoni, V.A. (2023). A roadmap to launching survey operations within the U.S. Department of Defense. Military Review Online Exclusive, February 2023, 1-13.
- <sup>35</sup> Karr, A.F., Sanil, A.P., & Banks, D.L. (2006). Data quality: A statistical perspective. *Statistical Methodology* 3, 137-173.
- <sup>36</sup> Holtom, B., Baruch, Y., Aguinis, H., & Ballinger, G.A. (2022). Survey response rates: Trends and validity assessment framework. *Human Relations*, 75(8), 1560-1584.
- <sup>37</sup> McGrath, D., Williams, K., Daniel, S. (2019, November). Effect of declining response rates on OPA survey estimates. Office of People Analytics
- <sup>38</sup> Norrie, C. R., & Wharton, J.S. (2022, September). Embracing the need for command and climate change. Military Review Online Exclusive September 2022, 1-11.
- <sup>39</sup> GAO-23-105857, GAO Report, “Actions Needed to Better Monitor Diversity Progress in Senior ROTC programs,” Aug 24, 2023.url: <https://www.gao.gov/products/gao-23-105857>
- <sup>40</sup> The Supreme Court Banned Affirmative Action Except at Military Service Academies, September 20, 2023, Lorri Lizarraga, url: <https://www.npr.org/2023/09/20/1197953097/the-supreme-court-banned-affirmative-action-except-at-military-service-academies>
- <sup>41</sup> Department of Defense Instruction (DoDI) 1350.3, Affirmative Action Planning and Assessment Process, February 29, 1988, url: <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/135003p.pdf>
- <sup>42</sup> The National Defense Authorization Act for Fiscal Year 2022 Section 552, Codification of Human Relations Training
- “(a) HUMAN RELATIONS TRAINING.—(1)(A) The Secretary of Defense shall ensure that the Secretary of each military department conducts ongoing programs for human relations training for all members of the armed forces under the jurisdiction of the Secretary.
- “(B) Matters covered by such training include race relations, equal opportunity, opposition to gender discrimination, and sensitivity to hate group activity.
- “(C) Such training shall be provided during basic training (or other initial military training) and on a regular basis thereafter.
- “(2) The Secretary of Defense shall ensure that a unit commander is aware of the responsibility to ensure that impermissible activity, based upon discriminatory motives, does not occur in a unit under the command of such commander.
- “(b) INFORMATION PROVIDED TO PROSPECTIVE RECRUITS.—The Secretary of Defense shall ensure that—
- “(1) each individual preparing to enter an officer accession program or to execute an original enlistment agreement is provided information concerning the meaning of the oath of office or oath of enlistment for service in the armed forces in terms of the equal protection and civil liberties guarantees of the Constitution; and



“(2) each such individual is informed that if supporting such guarantees is not possible personally for that individual, then that individual should decline to enter the armed forces.”

<sup>43</sup> DoD Instruction 1020.05, DoD Diversity and Inclusion Program Management, September 9, 2020. <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/102005p.pdf?ver=2020-09-09-112958-573>

<sup>44</sup> Military Leadership Diversity Commission, From Representation to Inclusion: Diversity Leadership for the 21st-Century Military, url: [https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/MLDC\\_final-report\\_sm.pdf](https://www.dhra.mil/Portals/52/Documents/DMOC/DACODAI/MLDC_final-report_sm.pdf).

<sup>45</sup> Department of Defense Office of Inspector General, Evaluation of the DoD’s Implementation of the Military Leadership Diversity Commission’s 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017, url: <https://media.defense.gov/2022/Oct/04/2003090522/-1/-1/1/DODIG-2022-144.PDF>

<sup>46</sup> Attitudes Aren’t Free Thinking Deeply about Diversity in the US Armed Forces, Why Diversity Efforts in the Department of Defense and Intelligence Community Have Come Up Short, Chapter 19, pages 288-289.

---