

FROM REPRESENTATION TO INCLUSION:

Diversity Leadership for
the 21st-Century Military

EXECUTIVE SUMMARY



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MILITARY LEADERSHIP DIVERSITY COMMISSION
1851 South Bell Street
Arlington, VA 22202



March 15, 2011

The Honorable Barack Obama, President of the United States
The 112th United States Congress

Mr. President and Members of Congress:

The National Defense Authorization Act for Fiscal Year 2009 established the Military Leadership Diversity Commission. The Commission was asked to conduct a comprehensive evaluation and assessment of policies and practices that shape diversity among military leaders. Sixteen inter-related tasks, given by Congress, informed the Commission's final report, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military*. As chairman of this Commission, I am proud to present this executive summary of our report for your consideration.

The Commission held itself to high standards of openness and transparency in all deliberations. Moreover, we modeled inclusiveness by inviting those with diverse backgrounds, expertise, and experience to have a say in our independent analysis. The Commission sought extensive input for our deliberations from the Department of Defense and the Services as well as the private sector. We hosted 13 public hearings, meeting in locations across the country where many active-duty servicemembers and veterans reside. We heard public testimony from top military leaders, subject matter experts, and diversity officers from leading corporations known

for their diversity practices. In addition, we conducted interviews with servicemembers.

The Commission believes that the diversity of our servicemembers 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 their differences. While we find the promotion policies and practices of the Department of Defense and the Services to be fair, we find also that there are some barriers to improving demographic representation among military leaders.

Among the 20 recommendations given in the report and presented here in this summary is a new definition of diversity for the 21st century. We offer ways to remove barriers that are affecting the demographic makeup of military leadership, and we suggest approaches to leadership, education, and assessment that can enable the Department of Defense and the Services to fully benefit from the increased diversity of military leadership. We are confident that these recommendations will positively shape our military leadership in ways that meet the unique challenges of this century. However, the Commission recognizes that presidential and congressional guidance and support are necessary if success is to be realized.

It has been both an honor and privilege for this Commission to support the U.S. military's continuing journey of becoming a preeminently inclusive institution.

Sincerely,

A handwritten signature in cursive script that reads "Lester L. Lyles".

Lester L. Lyles, Chairman
Military Leadership
Diversity Commission

PREFACE

The U.S. Armed Forces became a deliberately inclusive organization in 1948, when President Harry S. Truman issued his historic Executive Order 9981 that called for “equality of treatment and opportunity for all persons in the armed services.”¹ Since then, the U.S. military force has endeavored to become an inclusive organization dedicated to the equality of all its members, regardless of their background. Its dedication to equal opportunity has resulted in increased representation of racial/ethnic minorities and women among the top military leaders in recent decades. Despite undeniable successes, however, the Armed Forces have not yet succeeded in developing a continuing stream of leaders who are as diverse as the Nation they serve. Racial/ethnic minorities and women still lag behind non-Hispanic white men in terms of representative percentage of military leadership positions held. Marked changes in the demographic makeup of the United States will throw existing disparities into sharp relief, creating a recruiting pool that looks very different from the pool of 30–40 years ago, from which today’s leaders were drawn.

Recognizing existing disparities and seeking to look ahead, Congress, in the National Defense Authorization Act for Fiscal Year 2009, Section 596, mandated the creation of the Military Leadership Diversity Commission (MLDC). The Commission was tasked to “conduct a comprehensive evaluation and assessment of policies that provide opportunities for the promotion and advancement of minority members of the Armed Forces, including minority members who are senior officers.” Its charter required that a final report be delivered directly to the President and Congress one year after its first meeting. This document presents the executive summary of that final report.

¹ The White House, Executive Order 9981, *Establishing the President’s Committee on Equality of Treatment and Opportunity in the Armed Services*, July 26, 1948.

An independent deliberative body, the Commission was itself an inclusive organization. Military Commissioners were active-duty and retired officers and senior enlisted personnel from both the Active and Reserve Components of all the Armed Forces, including the Coast Guard, as well as civilians. They included those who served in major armed conflicts from World War II to Iraq and Afghanistan. Civilian Commissioners included senior executives of major corporations, civil servants, and a law school chancellor.

The Commission's charter listed 16 specific tasks. To address these tasks, the Commission was divided into ten subcommittees, each supported by a research team. Each subcommittee produced issue papers on specific topics and a decision paper that reports the subcommittee's findings, conclusions, and recommendations.²

The final report, summarized here, is founded on rigorous research and enhanced by serious and open deliberation. It presents the Commission's main findings and recommends policies and practices to develop future military leaders who represent the face of America.

² The Legal Implications Subcommittee did not produce a decision paper because the Commission made no recommendations specific to the subcommittee's findings. Rather, those findings served to inform all of the Commission's recommendations.

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The Commission's final report, summarized here, presents the findings and recommendations of the MLDC. Under the provisions of the National Defense Authorization Act for Fiscal Year 2009, Section 596, Congress asked the Commission to "conduct a comprehensive evaluation and assessment of policies that provide opportunities for the promotion and advancement of minority members of the Armed Forces, including minority members who are senior officers." Congress charged the Commission to carry out 16 interrelated tasks. The nonpartisan, deliberative body of military and civilian leaders researched, reflected on, and recommended improvements to existing diversity-related policies and offered new initiatives designed to be supportive of the missions and goals of the Department of Defense (DoD).

The Commission's recommendations support two overriding and related objectives: (1) that the Armed Forces systematically develop a demographically diverse leadership that reflects the public it serves and the forces it leads and (2) that the Services pursue a broader approach to diversity that includes the range of backgrounds, skill sets, and personal attributes that are necessary to enhancing military performance.

The Commission acknowledges that the Services have been leaders in providing opportunities for all servicemembers, regardless of their racial/ethnic background or gender. Today's mission-effective force is a living testament to progress in the areas of military equal opportunity policies and related recruiting and management tactics. However, more needs to be done to address 21st-century challenges.

The Armed Forces have not yet succeeded in developing a continuing stream of leaders who are as demographically diverse as the Nation they serve. Current projections suggest that the proportion of

[D]espite our progress today, too many people still suffer from what I call the *illusion of inclusion*, which is a condition you get when you rest on past laurels.

—The Honorable Claiborne Haughton, Jr.,
remarks to the Commission, 2010

racial/ethnic minority youth will increase in this century, while the proportion of non-Hispanic white youth will decline. More importantly, racial/ethnic minorities and women are still underrepresented among the Armed Forces' top leadership, compared with the service-members they lead. This disparity will become starkly obvious without the successful recruitment, promotion, and retention of racial/ethnic minorities among the enlisted force. Without sustained attention, this problem will only become more acute as the racial/ethnic and cultural makeup of the United States continues to change.

The Armed Forces must also acknowledge that diversity encompasses more than demographics, and they must take action to harness the range of knowledge, skills, and backgrounds needed to prevail in the rapidly changing operational environment. Leaders will need to address complex and uncertain emergent threats. For example, U.S. military and civilian cyber systems are becoming more complex to defend and utilize, and enemy techniques blur the line between combat and noncombat situations on the ground. The ability to work collaboratively with many stakeholders, including international partners, will also be critical in meeting such challenges and will require greater foreign-language, regional, and cultural skills. In that vein, expert testimony comes from General James Mattis, then-Commander, U.S. Joint Forces Command. Closing out the 2010 Joint Warfighting Conference, he stated,

And the issue that we're talking about here today—diversity—is a readiness issue. Sustaining our all-volunteer force is a readiness issue.

—The Honorable Clifford Stanley,
remarks to the Commission, 2010

In this age, I don't care how tactically or operationally brilliant you are, if you cannot create harmony—even vicious harmony—on the battlefield based on trust across service lines, across coalition and national lines, and across civilian/military lines, you really need to go home, because your leadership in today's age is obsolete. We have got to have officers who can create harmony across all those lines.³

³ Quoted in J. Boyer, "Mattis Speaks to Close Out 2010 JWC," May 13, 2010.

To address these challenges, the Commission proposes 20 recommendations to

- establish a definition of diversity that addresses the complexity of today's environment
- build a foundation for change by ensuring leadership commitment to diversity
- develop and maintain a qualified and demographically diverse military leadership
- ensure continued progress through policy goals and metrics that allow DoD to manage and sustain diversity.

Define Diversity for a New Era

Currently, each Service defines diversity differently. Developing a uniform definition of diversity to be used throughout DoD can inspire a common vision and elicit the needed changes. The Commission's recommended definition, presented below, brings together DoD's core values and the core values of each Service, and it addresses today's unique mission and demographic challenges:

Diversity is all the different characteristics and attributes of individuals that are consistent with Department of Defense core values, integral to overall readiness and mission accomplishment, and reflective of the Nation we serve.

The definition acknowledges that individuals come to the military not only with different cultural backgrounds but also with different skills, experiences, and talents. It also acknowledges that these differences are operationally relevant. With proper leadership, diversity can increase military agility and responsiveness.

The definition is consistent with equal opportunity policies and practices. If policies resulting from the new definition are properly communicated, implemented, and assessed, the new concept will help to further eliminate discrimination and guide DoD along a path of inclusion.

Build the Foundation for Change

Leveraging diversity as a vital strategic military resource will require the commitment, vision, and know-how of leaders at every level. Without this commitment to instill respect for diversity as a core value, the needed cultural change may not take place.

Ensure Leadership Commitment to Diversity

Diversity leadership must become a core competency at all levels of the Armed Forces, and respect for diversity should be made an explicit core value of DoD and the Services. An effective leader promotes fairness and equity in his or her organization or workgroup and knows how to focus a broadly diverse group to use its members' differences in ways that benefit the mission. Getting a diverse group to work together

I've always considered myself, in addition to being the commander, a safety officer of every organization I led. That was something I couldn't hand off to anybody else. And the second thing that I always considered myself as being was the diversity officer Yes, there are other people who had staff responsibilities for all of this, but ultimately, those two responsibilities I saw as my own, because they are consequential of good and strong leadership.

—The Honorable Eric Shinseki,
remarks to the Commission, 2010

in ways that improve mission capabilities is a learned skill. The Services should provide diversity leadership education and training, distinct from traditional forms of general diversity training, to servicemembers at every level.

This requires a fundamental shift in institutional thinking about diversity. One clear message comes from both the literature on diversity management and the experience of organizations with a strong reputation for diversity: Such a shift requires the personal and visible commitment of top leaders. The Secretary of Defense, Chairman of the Joint Chiefs of Staff, Service Secretaries and Chiefs, and senior enlisted leaders will be critical to implementing the kind of change needed to inspire and manage reform.

To meet emerging operational challenges, the Services need to identify and reward the range of skills required for mission success. To endure, the new understanding of diversity as a way to enhance mission effectiveness must become inherent in military culture and in the military's way of doing business.

Commitment to change is expressed fully by national leaders when new goals and values are made into law. Consistent with this insight, the Commission recommends that Congress revise Title 10, Section 113, to require the Secretary of Defense to report annually on the status and progress of DoD's diversity efforts.

Develop Future Leaders

The Commission found that top military leaders are representative neither of the population they serve nor of the forces they lead. The extent to which racial/ethnic minorities and women are underrepresented varies across the Services, but the Commission found, on average, low racial/ethnic minority and female representation among senior military officers.

During the Vietnam War, the lack of diversity in military leadership led to problems that threatened the integrity and performance of the Nation's military.⁴ This is because servicemembers' vision of what is possible for their career is shaped by whether they see individuals with similar backgrounds excelling and being recognized in their Service. The performance of the Nation's military is tied to the individual's belief that he or she will be treated fairly regardless of his or her background.

The Commission found four explanations for discrepancies in representation among senior military leaders: low racial/ethnic minority and female presence among initial officer accessions, lower representation of racial/ethnic minority and female officers in career fields associated with advancement to flag/general officer rank, lower retention of midlevel female servicemembers across the enlisted and officer spectrum, and lower rates of advancement among racial/ethnic minority and female officers. To address these issues, the Commission recommends the actions summarized below.

⁴ J. W. Becton, Jr., et al., amicus curiae brief in support of respondent, *Gratz v Bollinger*, 123 S. Ct. 2411, 539 U.S. 244, June 23, 2003, and *Grutter v Bollinger*, 123 S. Ct. 2325, 539 U.S. 306, June 23, 2003.

Increase the Pool of Eligible Candidates

Recent statistics from the Pentagon show that three out of four young people ages 17–24 are not eligible to enlist in the military.⁵ Many fail to meet entry requirements related to education, test scores, citizenship, health status, and past criminal history. Further, racial/ethnic minorities are less likely to meet eligibility requirements than are non-Hispanic whites, and that gap is widening. This is a national security issue requiring the attention and collected effort of top public officials, such as the President, members of Congress, and State and local leaders, all of whom can turn the tide by developing and executing strong, united, action-oriented programs to improve eligibility among the youth population. Together, these officials and other stakeholders, such as DoD, the Department of Education, the Department of Health and Human Services, and the Department of Homeland Security, can and should improve educational and physical readiness among American youth and foster new interest in military service.

Improve Outreach and Recruiting Strategies

In the military's closed personnel system, tomorrow's leaders are developed and selected from today's recruits. Recognizing this constraint, the Services employ a variety of strategies to attract qualified youth to enlist or join officer commissioning programs, such as the Service academies, the Reserve Officers' Training Corps, and Officer Candidate School/Officer Training School programs. The Commission's review of recent accessions revealed that, in each Service, at least one racial/ethnic minority group was underrepresented. The review also revealed that women were underrepresented across all the Services. The Commission's recommendations include that DoD and the Services explore untapped recruiting markets, require accountability for recruiting from underrepresented demographic groups, and develop a common application for Service academies and the Reserve Officers' Training Corps.

⁵ C. Gilroy, "Recruiting, Retention, and End Strength Overview: Prepared Statement of Dr. Curtis Gilroy, Director for Accessions Policy, Office of the Under Secretary of Defense for Personnel and Readiness, Before the House Armed Services Subcommittee," March 3, 2009.

Eliminate Barriers to Career Advancement

Increasing the racial/ethnic and gender diversity of senior leadership requires eliminating barriers that disproportionately affect the advancement of racial/ethnic minorities and women. This can be done on two levels. First, the Services should ensure that all servicemembers are equally well prepared to manage their own career progression. Related preparation steps include educating all servicemembers about the promotion process early in their careers and mentoring them at all stages of the career process. Multiple occasions for preparation can help servicemembers recognize career-enhancing opportunities and make choices that further their professional and personal goals.

Second, DoD and the Services must remove institutional barriers in order to open traditionally closed doors, especially those relating to assignments—both the initial career field assignment and subsequent assignments to key positions. An important step in this direction is that DoD and the Services eliminate combat exclusion policies for women, including removing barriers and inconsistencies, to create a level playing field for all servicemembers who meet the qualifications.

Ensure Continued Progress

The changes recommended by the Commission cannot be managed or sustained without developing a stronger organizational structure and a system of accountability, monitoring, and enforcement.

Realign the Organizational Structure

Currently, responsibility for DoD diversity management falls under the Office of Diversity Management and Equal Opportunity. This office is understaffed, isolated from top leadership, and unable to set the agenda or drive progress. The central feature of the new accountability system proposed by the Commission is the Chief Diversity Officer. This new position will report directly to the Secretary of Defense to ensure that diversity management is embraced as a “line” rather than “staff” responsibility. The second key feature of this system is a set of mutually reinforcing elements that work together to provide effective, consistent implementation and persistent accountability for achieving the goals of diversity and inclusion. Supported by the existing Office of the Under Secretary of Defense (Personnel and Readiness) Research & Analysis

office, which will be enhanced to deal with diversity-related issues, the Chief Diversity Officer will monitor and advise on all facets of the system for the Secretary of Defense.

Institute a System of Accountability

The Secretary of Defense will oversee the diversity effort of DoD and the Services through annual accountability reviews with the Service Secretaries, Chiefs, and senior enlisted leaders. In parallel, the Deputy Secretary of Defense will convene biannually the Deputy's Advisory Working Group to discuss the status and progress of diversity efforts throughout the Armed Forces. Finally, to ensure consistent implementation of the new diversity vision, each of the Service Chiefs will hold internal accountability reviews prior to meeting with the Secretary of Defense. Reviews will be conversations that focus on progress and areas for improvement. They will enable military leadership not only to see evidence about demographics but also to take stock of the diversity awareness and leadership of those in line to succeed current leaders. In particular, the reviews will provide a forum for senior leaders to assess whether and how leaders at lower levels are leveraging all types of diversity in their units to improve capability.

Ensure the Succession of Leaders Committed to Diversity

To ensure that the diversity effort continues, demonstrated diversity leadership must be assessed throughout careers and made, in both DoD and the Senate, a criterion for nomination and confirmation to the 3- and 4-star ranks. Individuals considered for top leadership positions should be able to demonstrate their experience in providing diversity leadership and their understanding of its connection to readiness and mission accomplishment.

Develop and Implement Robust Policies and Strategic Metrics

Successful implementation of diversity initiatives requires a deliberate strategy that ties the new diversity vision to desired outcomes via policies and metrics. DoD must revise and reissue existing equal opportunity policies, formalize the new diversity management goals in clear and robust policies, and clarify what the Services must do to meet those goals. At the same time, appropriate metrics and reporting tools must

be put in place to ensure that progress is made. With such data and tools, military leaders at all levels can be held accountable for their performance in diversity management and rewarded for their efforts.

Conclusion

Today's military operations are executed in complex, uncertain, and rapidly changing environments. Men and women representative of the U.S. population and with different skills, experiences, and backgrounds are needed to respond to new and emerging threats. To harness these differences in ways that increase operational effectiveness, the military must revise and develop policies consistent with the new diversity vision. Diversity needs to work—for the good of the Nation and of the Armed Forces that serve it.

Joint operations, imposed by Congress on an unwilling military 25 years ago, have since become a large-scale example of the strength that comes with diversity. These operations do not level or eliminate each Service's unique traditions and capabilities: Each Service maintains its culture, heritage, and ways of engaging in battle and peacekeeping missions. Integrating the Services' differences into a single coordinated force is difficult, and the U.S. military has spent considerable time and funding to make joint effort possible. Despite challenges, however, joint operations have demonstrated that a seamless integration of differences can be accomplished and can positively influence the outcome of the fight.

The ultimate impact of the recommendations presented here and in the final report depends on the unwavering commitment of the President of the United States, the resolute conviction of the Secretary of Defense, and the concerted effort of military leaders at all levels to bring about enduring change. The MLDC is the third deliberative body established by an external authority to find ways to transform the U.S. military to become a more inclusive institution. Its predecessors were the Fahy Committee (1949–1950), created by President Harry S. Truman, and the Gesell Committee (1962), appointed by President John F. Kennedy. Historians have hailed the Fahy Committee as instrumental in desegregating the Armed Forces and thus paving the way for the Nation to move closer to its ideals. On the other hand, few even remember that the Gesell Committee existed, despite the

fact that it recommended policies that might have enabled the military to avoid the harmful racial tensions and conflicts that occurred in the Armed Forces during the Vietnam War. The U.S. military is a learning organization capable of adapting to change and the needs of the Nation, provided that the Nation's highest leaders are willing both to change and to provide a clear vision of success that is followed by the sustained oversight needed to succeed. The Armed Forces have led the Nation in the struggle to achieve equality. To maintain this leadership, they must evolve once again, renewing their commitment to providing equal opportunity for all. The time has come to embrace the broader concept of diversity needed to achieve military goals and to move the Nation closer to embodying its democratic ideals.

RECOMMENDATIONS

Recommendation 1—

DoD shall adopt the following definition: Diversity is all the different characteristics and attributes of individuals that are consistent with Department of Defense core values, integral to overall readiness and mission accomplishment, and reflective of the Nation we serve.

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.

Recommendation 3—

The leadership of DoD and the Services must personally commit to making diversity an institutional priority.

Recommendation 4—

DoD and the Services should inculcate into their organizational cultures a broader understanding of the various types of diversity by

- a. Making respect for diversity a core value.
- b. Identifying and rewarding the skills needed to meet the operational challenges of the 21st century.
- c. Using strategic communications plans to communicate their diversity vision and values.

Recommendation 5—

Congress should revise Title 10, Section 113, to

- a. Require the Office of the Secretary of Defense to develop a standard set of strategic metrics and benchmarks to track progress toward the goal of having a dynamic and sustainable 20–30-year pipeline that yields (1) an officer and enlisted corps that reflects the eligible U.S. population across all Service communities and ranks and (2) a military force that is able to prevail in its wars, prevent and deter conflict, defeat adversaries and succeed in a wide range of contingencies, and preserve and enhance the all-volunteer force.
- b. Add diversity annual reports to the list of topics on which the Secretary of Defense reports to Congress and the President. Similar provisions should be added to Title 14 for Coast Guard reporting and to Title 32 for National Guard reporting.
- c. Require the Secretary of Defense to meet at least annually with Service Secretaries, Service Chiefs, and senior enlisted leaders to drive progress toward diversity management goals.

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 that are 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 under-represented 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 8—

The Services should ensure that their career development programs and resources enhance servicemembers' knowledge of career choices, including Reserve Component opportunities, to optimize the ability of servicemembers to make informed career choices from accession to retirement.

- a. Mentoring and career counseling efforts shall start prior to the initial career field decision point and continue throughout the servicemember's career.
- b. Mentoring programs shall follow effective practices and employ an active line of communication between protégé and mentor.

Recommendation 9—

DoD and the Services should eliminate the “combat exclusion policies” for women, including the removal of barriers and inconsistencies, to create a level playing field for all qualified servicemembers. The Commission recommends a time-phased approach:

- a. Women in career fields/specialties currently open to them should be immediately able to be assigned to any unit that requires that career field/specialty, consistent with the current operational environment.

- b. DoD and the Services should take deliberate steps in a phased approach to open additional career fields and units involved in “direct ground combat” to qualified women.
- c. DoD and the Services should report to Congress the process and timeline for removing barriers that inhibit women from achieving senior leadership positions.

Recommendation 10—

DoD, the Services, and Chief, National Guard Bureau, must ensure that there is transparency throughout their promotion systems so that servicemembers may better understand performance expectations and promotion criteria and processes. To do this, they

- a. Must specify the knowledge, skills, abilities, and potential necessary to be an effective flag/general officer or senior noncommissioned officer.
- b. Shall formalize the process and requirements for 3- and 4-star officer selection in DoD Instruction 1320.4.
- c. Shall educate and counsel all servicemembers on the importance of, and their responsibility for, a complete promotion board packet.

Recommendation 11—

The Services shall ensure that promotion board precepts provide guidance regarding Service-directed special assignments outside normal career paths and/or fields. As appropriate, senior raters’ evaluations shall acknowledge when a servicemember has deviated from the due-course path at the specific request of his or her leadership.

Recommendation 12—

Where appropriate, DACOWITS should expand its current focus on retention to include an explanation of the gender gap in retention. As part of this renewed focus, DACOWITS should examine the effects of retention programs, such as the sabbatical programs currently offered by the Navy and the Coast Guard as well as any other innovative Service-specific approaches to retention. Findings and recommendations from this research should be presented to the Secretary of Defense.

Recommendation 13—

DoD and the Services must track regional and cultural expertise and relevant Reserve Component civilian expertise and continue to track language expertise upon military accession and throughout service-members' careers in order to better manage personnel with mission-critical skill sets.

Recommendation 14—

To promote structural diversity, total force integration, and overall retention,

- a. DoD must improve the personnel and finance systems affecting transition between Active and Reserve Components and internal Reserve Component transition protocols.
- b. The Assistant Secretary of Defense for Reserve Affairs and the Service Chiefs must assess how Reserve Component members can more effectively both gain operational experience and fulfill joint requirements within the constraints of their dual military/civilian lives and take action as appropriate.

Recommendation 15—

The Office of the Secretary of Defense organizational structure must be aligned to ensure a sustained focus on diversity and diversity initiatives and should include establishment of the position of a Chief Diversity Officer who reports directly to the Secretary of Defense.

- The existing Research & Analysis office should be directed and resourced to support the Chief Diversity Officer.
- Chief, National Guard Bureau, must establish and resource organizational structures that support DoD diversity initiatives and reinforce ongoing National Guard diversity leadership efforts.

Recommendation 16—

DoD and the Services must resource and institute clear, consistent, and robust diversity management policies with emphasis on roles, responsibilities, authorities, and accountability.

- a. DoD and the Services shall implement diversity strategic plans that address all stages of a servicemember's life cycle. Each strategic plan shall include

- a diversity mission statement that prioritizes equity and inclusion and provides a purpose that is actionable and measurable
- a concept of operations to advance implementation.
- b. DoD must revise (if appropriate), reissue, and enforce compliance with its existing diversity management and equal opportunity policies to
 - Define a standard set of strategic metrics and benchmarks that enables the Secretary of Defense to measure progress toward the goals identified in the strategic plan, including the creation of an inclusive environment.
 - Establish standards that allow for the collection of data needed to generate these metrics and the analysis needed to inform policy action.
 - Provide oversight of, and support for, the Services’ respective diversity initiatives and metrics to ensure that, at a minimum, they align with the end state established by DoD.

Recommendation 17—

DoD and DHS (Coast Guard) should institute a system of “accountability reviews” that is driven by the Secretaries of Defense and Homeland Security (Coast Guard).

- a. The Secretary of Defense shall meet at least annually with Service Secretaries, Service Chiefs, senior enlisted leaders, and Chief, National Guard Bureau, to drive progress toward the diversity management goals identified in the strategic plans. The Coast Guard should be subject to a similar review.
- b. The Secretary of Defense and Secretary of Homeland Security should send an annual report to Congress and the President on the progress made toward diversity management goals in the Services, including the Reserve Component; the report should include the barrier analyses described in Recommendation 18.
- c. The National Guard Bureau should report annually to Congress and DoD on the status of diversity in each State, territory, and the District of Columbia for all ranks of the Army and Air National Guard. This report shall show how reflective the Army and Air National Guard are of the eligible pool in their particular State or territory or in the District of Columbia.

- Based on the report to Congress, the National Guard Bureau shall produce a “dashboard” of diversity metrics to be used by the Army and Air National Guard. This dashboard shall show comparisons across States, territories, and the District of Columbia and highlight best practices.

Recommendation 18—

As part of the accountability reviews, the Services, in conjunction with the Chief Diversity Officer (established in Recommendation 15), should conduct annual “barrier analyses” to review demographic diversity patterns across the military life cycle, starting with accessions.

- a. To ensure comparability across Services, DoD shall establish a universal data collection system, and the analyses of the data should be based on common definitions of demographic groups, a common methodology, and a common reporting structure.
- b. The annual analyses should include
 - accession demographics
 - retention, command selection, and promotion rates by race/ethnicity and gender
 - analysis of assignment patterns by race/ethnicity and gender
 - analysis of attitudinal survey data by race/ethnicity and gender
 - identification of persistent, group-specific deviations from overall averages and plans to investigate underlying causes
 - summaries of progress made on previous actions.

Recommendation 19—

DoD must and DHS (Coast Guard) should institute mechanisms for accountability and internal and external monitoring for both the Active and Reserve Components.

- a. The Services must embed diversity leadership in performance assessments throughout careers.
- b. DoD must and DHS (Coast Guard) should establish diversity leadership as a criterion for nomination and appointment to senior enlisted leadership positions and flag/general officers, including 3- and 4-star positions and Service Chief.
 - The Senate Armed Services Committee should include this criterion in its confirmation questionnaire.

- c. The Secretary of Defense must transfer the functions of the former Defense Equal Opportunity Council to a minimum of biannual meetings of DoD's leadership, the existing Deputy's Advisory Working Group.
- d. The Secretary of Defense must expand the DACOWITS charter, where appropriate, to encompass diversity as a whole.

Recommendation 20—

In congruence with Recommendation 5, Congress should revise Title 10, Section 113, to require the Secretary of Defense to report annually an assessment of the available pool of qualified racial/ethnic minority and female candidates for the 3- and 4-star flag/general officer positions.

- The Secretary of Defense must ensure that all qualified candidates (including racial/ethnic minorities and women) have been considered for the nomination of every 3- and 4-star position. If there were no qualified racial/ethnic minority and/or female candidates, then a statement of explanation should be made in the package submitted to the Senate for the confirmation hearings.