The Inspector General
Department of
the Air Force

Report of Inquiry (S8918P)

Independent Racial Disparity Review

December 2020

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REPORT OF INQUIRY (Case S8918P)

CONCERNING

INDEPENDENT RACIAL DISPARITY REVIEW

PREPARED BY
THE SAF/IGS IRDR TEAM
December 2020

I. INTRODUCTION

The Secretary of the Air Force (SecAF), Chief of Staff of the Air Force (CSAF), and Chief of Space Operations (CSO) directed the Department of the Air Force Inspector General (DAF IG) to assess racial disparity in military discipline processes and personnel development and career opportunity as they pertain to black Airmen and Space Professionals. For purposes of this review, "racial disparity" refers to a noted data difference between races. Specifically, this Review defines racial disparity as existing when the proportion of a racial/ethnic group within a subset of the population is different from the proportion of such groups in the general population. While the presence of a disparity alone is not evidence of racism,[1] discrimination, or disparate treatment, it presents a concern that requires more in depth analysis.[2] Guided by the disparities identified and concerns raised in this report, the root cause analyses and systemic action plan phase will follow as outlined in the "Highlights" section below.

The DAF recognizes other disparities across a range of minority groups are equally deserving of such a review. However, this Review was intentionally surgically-focused on discipline and opportunity regarding black service members to permit a timely yet thorough review that should lead to systemic and lasting change, as appropriate. Nonetheless, lessons learned and insights gained from this Review should benefit broader minority initiatives.

It is worth noting this Review and resulting actions are a subset of, and will feed into, broader and more comprehensive Department of Defense and Department of the Air Force Diversity & Inclusion initiatives directed by the Secretary of Defense and the Secretary of the Air Force.

METHODOLOGY

It is important for the reader to understand the scoping and methodology of this Review. A key element of the effort was timeliness, which in turn required a careful focus to ensure

[1] Racism--1**:** a belief that race is a fundamental determinant of human traits and capacities and that racial differences produce an inherent superiority of a particular race; 2**:** the systemic oppression of a racial group to the social, economic, and political advantage of another. *Merriam-Webster.com Dictionary*, https://www.merriam-webster.com/dictionary/racism. Accessed 9 Nov, 2020.

[2] Importantly, this Review was not chartered to determine whether or not racial bias or discrimination is present. Such an examination would require considerable social sciences expertise, a broader look at American society in general, and was outside the defined scope.

thoroughness without delaying the report. The initial goal was to complete the Review in 120 days. Root cause analyses of the disparities found during the Review were not conducted as that would have taken considerably more time. The intent was that root cause analyses would follow completion of the DAF IG report, as necessary.

Most crucially, this Review was designed to not only analyze existing information, but also to hear directly from our Airmen and Space Professionals through five lines of effort: (a) anonymous surveys, (b) written feedback to DAF IG, (c) feedback through the DAF IG telephone and email hotline, (d) individual interviews of senior leaders, subject matter experts (SMEs), and service members, and (e) in-person group discussions with Airmen and Space Professionals across all MAJCOMs and the USSF.

While the Review team fully appreciates limitations of surveys, this tool was deliberately chosen and included to capture the voice of our Airmen and Space Professionals. The response we received was strong and the substance was detailed. Over 123,000 members of the DAF chose to share their views through the survey in just a two week period. Another 1300 plus Airmen and Space Professionals offered their inputs in small-group discussions with DAF IG. Our service members and civilians also provided their experiences and thoughts in the form of more than 27,000 single-spaced pages of free text comments. The voice of our Airmen and Space Professionals was an important element of this Review and its intended purpose to ensure commanders at all levels heard the perspectives and concerns of all our DAF members.

Key themes from the surveys, individual feedback from Airmen and Space Professionals, and interviews were further explored in 138 in-person group discussions with members from across all MAJCOMs and the USSF as well as meetings with wing commanders, vice commanders, command chiefs, Staff Judge Advocates, and Area Defense Counsels across 20 installations. Importantly, the Review found that all feedback conduits consistently reinforced common themes, providing confidence in the overall findings.

Next, the Review assessed the feedback received as it related to Air Force demographic data in the areas of military discipline as well as career development and opportunities. Specifically, this Review included an examination of the DAF military justice data dating back to 2012; an examination of career development and opportunity data involving civilian, enlisted, and officer ranks; a review of all pertinent 36-series (personnel) and 51-series (legal) Air Force Instructions and related publications; a re-examination of 23 past studies and reports involving race and demographics in the military; and an examination of other information and data culled from thousands of Airmen, Space Professionals, and civilian employees, DAF and third-party subject matter experts, retired senior military officers, and Air Force MAJCOM as well as Space Force representatives.

Finally, please note that the identification of racial disparity does not automatically mean racial bias or racism is present. This Review focused on the existence of racial disparity, but it did not specifically assess racial bias or individual acts of racism within the DAF, which may cumulatively contribute to racial disparity overall. Thousands of black service members and civilians reported experiencing issues ranging from bias to outright racial discrimination. These

experiences indicate bias and isolated individual acts of racism may contribute to the racial disparities identified in this report.

HIGHLIGHTS

This Independent Review confirmed racial disparity exists for black service members in the following areas: law enforcement apprehensions, criminal investigations, military justice, administrative separations, placement into occupational career fields, certain promotion rates, professional military educational development, and leadership opportunities. While the data show racial disparity, it does not indicate causality. Data alone do not address why racial disparity exists in these areas. Examples of disparities identified include:

Military Justice and Discipline – enlisted black service members were 72% more likely than enlisted white service members to receive Uniform Code of Military Justice (UCMJ), Article 15, commanding officer's non-judicial punishment (NJP), and 57% more likely than white service members to face courts-martial.

Administrative Disciplinary Actions and Discharges – young black enlisted members are almost twice as likely as white enlisted members to be involuntarily discharged based on misconduct.

Investigations – black service members are 1.64 times more likely to be suspects in Office of Special Investigations (OSI) criminal cases, and twice as likely to be apprehended by Security Forces. Based on limited data, black service members are investigated and substantiated for Military Equal Opportunity (MEO) sexual harassment cases at a higher rate than white members. No racial disparity was identified in IG reprisal and restriction investigations, and the DAF does not maintain demographic data on Commander Directed Investigations.

Accessions – enlisted black service members are overrepresented[3] in accessions when compared to their proportion of the eligible U.S. population. Black service members are underrepresented[4] in operational career fields and overrepresented in support career fields, which may affect their promotion opportunities.

Professional Military Education (*PME*) – since 2015, black officers have been overrepresented in PME nominations but underrepresented in designations to attend. The gap between nomination percentages and designation percentages is larger in Senior Developmental Education (SDE) than Intermediate Developmental Education (IDE). Enlisted PME are all "must attend" courses based on rank and promotion date.

Promotions – black service members are underrepresented in promotions to E5-E7 and O4-O6. Additionally, black officers are underrepresented in Definitely Promote (DP)

[3] Overrepresentation is defined as including a disproportionately large number of (a particular category or type of person), as in a statistical study.
[4] Underrepresentation is defined as including a disproportionately small number of (a particular category or type of person), as in a statistical study.

allocations for O5 and O6. Black, permanent, full-time civilians are underrepresented in GS-13 through Senior Executive Service (SES) grades.

Retention – across the enlisted population, the data revealed no consistent disparity in retention rates by race. Within the officer population, the data revealed black officers were slightly overrepresented in separations at 5-15 years of service and underrepresented in separations at 16-20 years of service.

AFI Review – no inherent, systemic, or procedural biases were found in the twenty 36-series (personnel) guidance documents or the 51-series (legal) publications pertaining to discipline. Edits to enhance clarity were recommended.

The Voice of the Airmen and Space Professionals – black service members voiced a consistent lack of confidence in DAF discipline processes and developmental opportunities compared to their white peers. For example, of the 123,000+ DAF IG Survey respondents:

- 2 out of every 5 black enlisted, civilians, and officers do not trust their chain of command to address racism, bias, and unequal opportunities
- 1 out of every 3 black service members said they believe the military discipline system is biased against them
- 3 out of every 5 black service members believe they do not and will not receive the same benefit of the doubt as their white peers if they get in trouble
- 1 out of every 3 black officers do not believe the Air Force and Space Force provide them the same opportunities to advance as their white peers, and
- 2 out of every 5 black civilians have seen racial bias in the services' promotion system

History – What we've known, what we've done, what has worked, what has not? – The Review Team examined 23 previous reports and studies related to diversity and racial disparities dating back to 1973. The findings of these studies and associated proposed recommendations often did not identify root causes, often did not compel follow-through, often lacked mechanisms to measure effectiveness over time, and broadly lacked accountability for progress.

This report is designed to address racial disparities as noted across the "life of an Airman or Space Professional." First, the report examines military justice processes and development and opportunities afforded to Airmen and Space Professionals. Second, the report reviews all DAF policies and guidance related to military discipline and personnel development matters. Next, is a compelling discussion of the insightful input and substance received in over 27,000 pages of feedback, 123,000 surveys, and 138 sessions with members across the DAF. Finally, the report takes an historical look at the wide array of past investigations, inquiries, and reviews on the same or similar issues and provides an assessment of the results of those efforts.

Due to the complex nature of the issues addressed herein and their wide-ranging impact on the force, this report provides broad recommendations. SecAF, CSAF, and CSO tasked key stakeholders in the DAF to thoroughly review this report, conduct a root cause analysis for the disparity areas within their responsibility, and develop substantive recommendations and plans that will systemically address the highlighted issues. DAF Stakeholder's initial assessment/ action plans are summarized in Appendix A of this report. We recommend DAF stakeholders begin root cause analysis and provide updated action plans, as appropriate, to SecAF, CSAF, and CSO within 60 days. Once approved, we recommend any updated initial action plans be publicly released to all Airmen and Space Professionals. DAF IG will conduct and publicly release a "progress report" six months after this report's publication, followed by full reviews annually. The progress report and subsequent annual reviews will assess the stakeholders' root cause analyses, the development of substantive recommendations to address the highlighted issues, and most importantly, the effectiveness of any changes.

The 60-day updates to SecAF, CSAF, and CSO must, as a minimum, specifically address the issues listed below which are identified in this report, as well as propose appropriate action plans, as warranted:

Military Discipline Processes

- The racial disparity in military justice actions, including Article 15s and courts-martial (p. 6-15)
- The disparity in marijuana use among our youngest enlisted members as evidenced by the random drug testing program (p. 10-15)
- The racial disparity in administrative discipline as evidenced by administrative discharges as well as substantive feedback from a large number of Airmen and Space Professionals (p. 16-20)
- The racial disparity in Security Forces (SF) apprehensions (p. 27-30)
- The racial disparity in substantiated Military Equality Opportunity (MEO) sexual harassment complaints (p. 32-34)

Personnel Development & Career Opportunities

- The disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields (p. 34-45)
- The disparity in Undergraduate Pilot Training (UPT) accession and graduation rates by race, gender, and ethnicity (p. 40-42)
- The disparity in the officer IDE and SDE process, given that analysis shows black officers are being nominated for PME at higher than the overall nomination rate but designated to attend at a lower rate (p. 52-57)
- The disparity in the civilian Intermediate Developmental Education (IDE) and Senior Developmental Education (SDE) selection process given black civilians are identified to meet the Civilian Developmental Education Board (CDEB) at a consistently lower rate than white civilians (p. 57-59)
- The racial disparities in promotions to E5-E7 and O4-O6 (p. 59-74)
- The racial disparities in civilian leadership representation from GS-13 to SES (p. 75-78)

- The lack of thorough Barrier Analysis among some Developmental Teams[5] (p. 79-86)
- The racial disparity in wing command and equivalent positions (p. 84-86)

Other Department-wide Concerns

- The lack of satisfaction service members expressed regarding IG and EO, with special emphasis on the process of referring cases back to the chain of command (p. 106-107)
- The lack of trust black DAF members expressed in their chain of command to address racism, bias, and unequal opportunities (p.91, 104-116)
- The sentiment expressed by a majority of black DAF members that they are not given the benefit of the doubt by their chain of command (p. 99, 104-116)

II. MAGNITUDE OF THE PROBLEM

MILITARY JUSTICE AND DISCIPLINE DATA

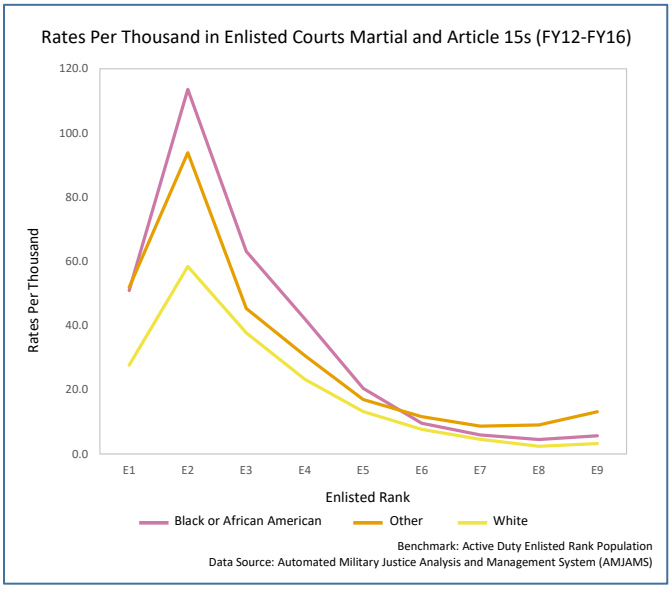
Measured in Rates Per Thousand (RPT), black Airmen are more likely to face formal disciplinary action than their white peers. Specifically, black service members were 74% more likely to receive Article 15s and 60% more likely to face courts-martial than white service members. The primary offenses where the difference could be seen were: willful dereliction, failure to go to/leaving from appointed place of duty, making a false official statement, and drug-related offenses. Data alone cannot provide insight on the cause of the racial disparity in Air Force discipline, and further analysis is required.

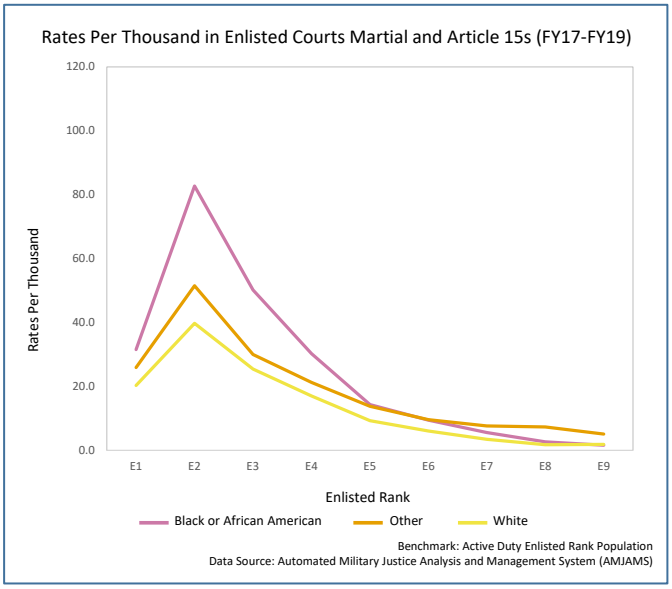
RATE PER THOUSAND (RPT) DATA

The percentage of personnel facing courts-martial or Article 15 (NJP) represents a small fraction of the total service population, 2.39% from 2012 to 2016. However, a close examination of demographics based on RPT methodology shows a persistent disparity between white and black service members. For example, the 2017 to 2019 RPT data show racial disparity in courts-martial and Article 15s, with substantial gaps between black and white Active Duty enlisted members in the ranks of E1-E4. Since 2017, the number of courts-martial and Article 15s has decreased overall; however, the RPT gap between white and black service members in the ranks has increased.

[5] AFI 36-205, *Affirmative Employment Program (AEP), Special Emphasis Programs (SEPS) and Reasonable Accommodation Policy*, dated 15 Dec 16, defines barrier analysis as "an investigation of anomalies found in workplace policies, procedures, and practices that limit or tend to limit employment opportunities for members of any race or national origin, either sex, or based on an individual's disability status. Barrier analysis identifies the root causes of those anomalies, and if necessary, eliminates them." (Ex 62) A barrier analysis includes the following steps: identify triggers (trends, disparities, or anomalies), explore root causes of triggers, develop an action plan, implement the action plan, and assess the action plan result. A detailed explanation of the barrier analysis process may be found in AFI 36-205 and EEOC MD-175. (Ex 62; Ex 63)

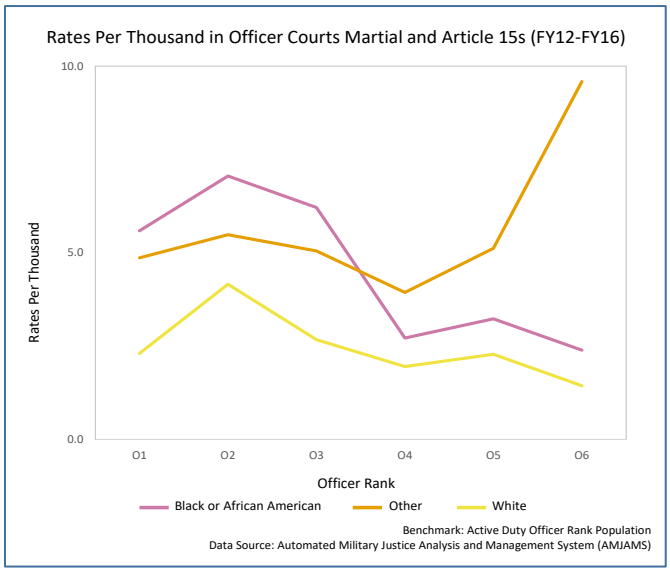
Fig 1: Enlisted Courts-Martial and Article 15s (FY12-FY16 and FY17-FY19)

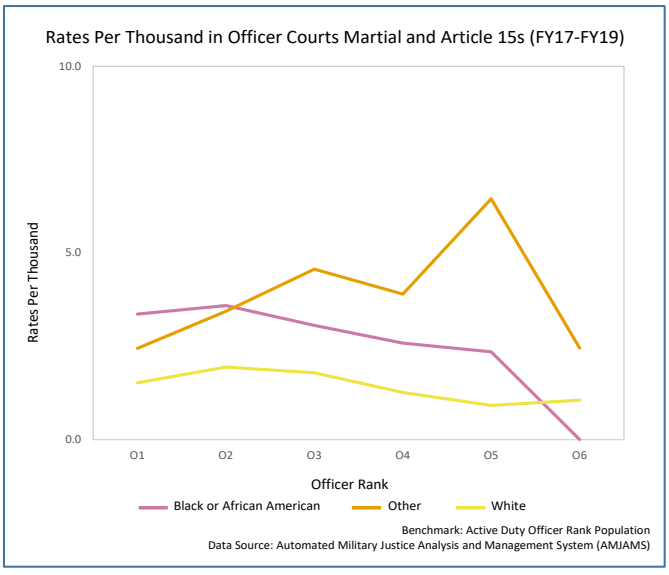




Due to the small number of Article 15s and courts-martial involving officers, the overall data did not change much when including officer information. Further analysis of the officer data separate from the enlisted numbers revealed a similar racial disparity in officer NJP. Note: both the enlisted and officer data highlight the importance of continuing efforts like this Review to examine disparities between other races and groups.

Fig 2: Officer Courts-Martial and Article 15s (FY12-16 and FY17-19)





The RPT data demonstrate disparity in the proportional number of military justice cases by race, but it does not indicate the root cause of the disparity. Evidence indicates factors other than race impact the RPT disparity. For example, data indicates socio-economic factors may contribute to the disparity. While further study is required, AF/A1 data indicates a link between

the quality of education prior to joining the service and behavior while in the military. Objective investigation data from OSI and Security Forces indicate some of the disparity in NJP results from a disparity in behavior rather than race. Accessions data show that members who joined the service with moral waivers are more likely to receive military discipline during their time in service. (Ex 56:10) Finally, the disparity in population numbers between demographic groups disproportionally impacts the RPT data. Because there are fewer black service members than white service members (ratio of about 1:5 overall and 1:13 for officers), even one additional individual disciplinary action will have a far greater impact on the RPT for black service members.

To accurately assess and better understand the magnitude of racial disparity in military discipline, DAF IG examined additional quantitative data:

Racial Disparity in Military Justice (Further Data Analysis)

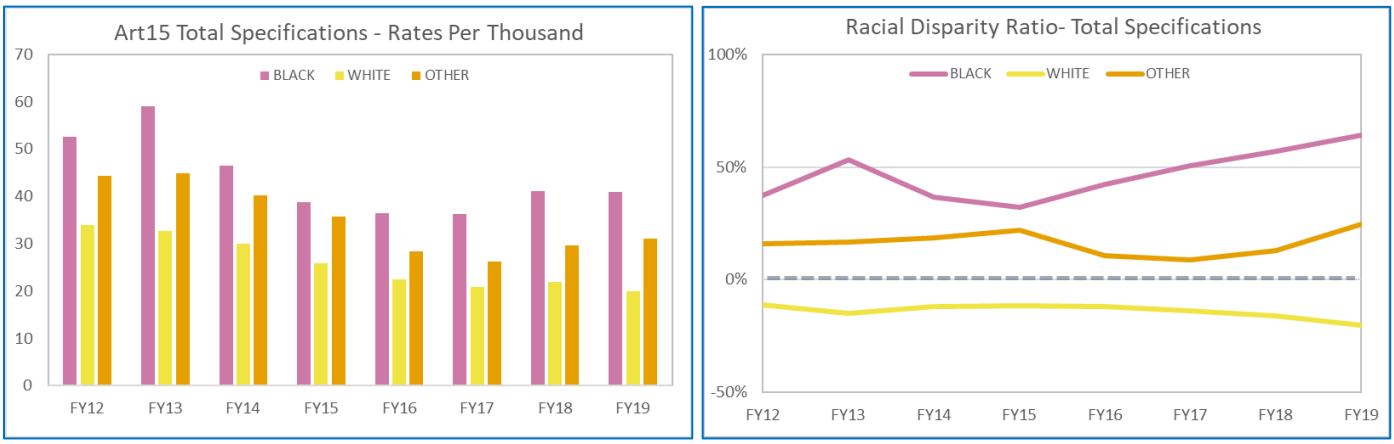
Racial disparities in military justice actions against black service members is a complex issue that has been reviewed in-depth by the Air Force Judge Advocate General's Corps (AFJAG). A 20-year analysis of Air Force NJP data and courts-martial revealed the following:

- For every single year between 1999 and 2019, black Airmen were more likely to receive NJP than white service members, in terms of RPT. Black service members were 1.74 times more likely than white service members to receive NJP and 1.60 times more likely than white service members to be court-martialed.
- For every single year, black service members were more likely to face courts-martial than white service members. Black service members were court-martialed at an average RPT of 3.39, compared with white service members at an average RPT of 2.12. This data reveals that black Airmen were 60% more likely to face court-martial than white service members.

In 2016, an AFJAG analysis revealed the racial disparity in NJP for black service members primarily involved two offenses: marijuana use/possession and absent without leave (AWOL) – which includes reporting late, leaving early, or generally being absent from unit, organization, or place of duty without authorization. An AFJAG-led review of data from the Air Force Automated Military Justice and Analysis Management System (AMJAMS) from 2006-2016 showed black service members receive NJP at a much higher rate for wrongful use, possession, etc., of controlled substances (Article 112a, UCMJ). Specifically, black service members received NJP for Article 112a offenses at a rate of approximately 2.6 to 1 (average RPT of 2.72 for black service members compared to 1.03 for white service members) for all controlled substances; and approximately 3.9 to 1 (average RPT of 2.15 for black service members compared to 0.55 for white service members) for use or possession of marijuana.

This Review's analysis of AMJAMS data confirmed the disparity AFJAG identified. Our data review provided further details focused on total specifications (or allegations of misconduct under the UCMJ) and enlisted members from FY12 to FY19.

Fig 3: Total Article 15 Specifications (E1-E9) RPT and Disparity Ratio



Total Article 15s have been steadily decreasing over time. However, the racial disparity gap has been widening during that same timeframe.

This Review identified the eight specifications with the highest disparity in RPT for black and white service members. Analysis identified substantial racial disparity in drug-related offenses as well as willful dereliction, failure to go to or going from appointed place of duty, and making a false official statement.

Fig 4: Article 15 Rates Per Thousand by Race and Top Offenses

Both the AFJAG data and this Review's data analysis clearly show racial disparity, and the offenses most likely to involve disparity, but the data does not reveal "why" there is a disparity.

Accessions data of new recruits indicates that certain service members are more prone to disciplinary action than others, regardless of race. The data show black and white male recruits who enter the Air Force or Space Force with moral waivers due to previous criminal convictions (such as those involving assault, DUI, grand theft, marijuana use/possession, and vehicular infractions, among a host of other categories) are more likely to receive an Article 15 at some point during their time in the service. Note: Whether a recruit enters the service with a "moral waiver" for misconduct depends on the severity, frequency, and category of the crime.

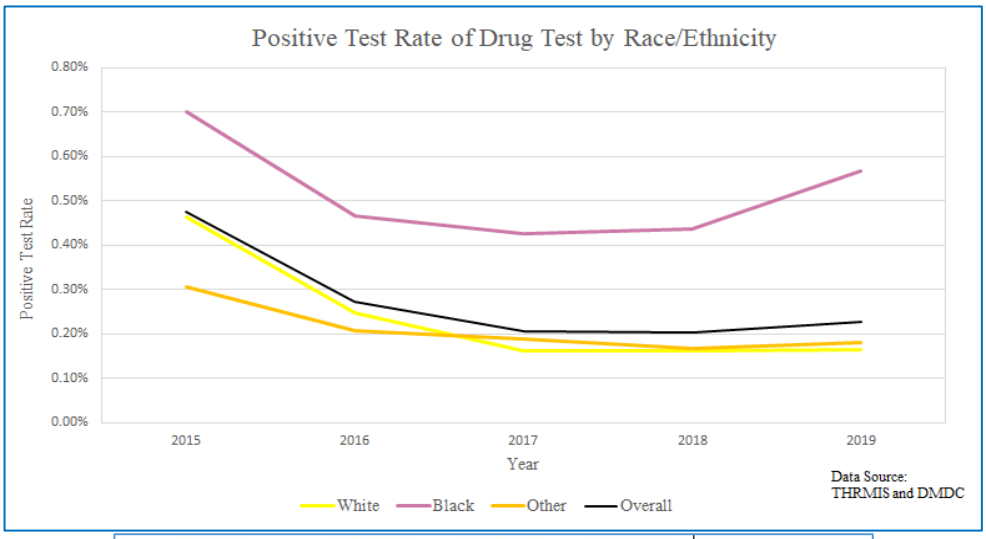
The RAND Corporation found recruits who entered the Air Force with moral waivers receive Article 15s more often than those who do not. Among those with moral waivers, black males receive Article 15s at higher rates than white males with the same waivers. While this data sheds light on why some service members are more likely to receive Article 15s, it still does not fully explain the disparity in the rate at which service members who had moral waivers receive Article 15s.

The DAF military justice process ensures sufficient grounds exist for taking action in every case. Prior to a commander imposing an Article 15, a military attorney reviews witness testimony and documentary evidence to determine whether a UCMJ violation may have occurred. Commanders have discretion on whether to impose disciplinary action and which level of action to utilize--including no action, administrative action, Article 15, or court-martial. Without interviewing a representative sample of commanders who imposed punishments and probing all potential reasons for punishment decisions, it is difficult to determine conclusively why black service members were punished more frequently for offenses such as AWOL or dereliction of duty. Further, there are many variables to consider, such as whether it was a first-time offense or repeated offenses. In contrast, Article 15s for marijuana use are usually the result of a positive urinalysis test, and there is less commander discretion in this offense category. More study is needed to understand why black service members are punished disproportionately for some offenses.

Drug Use Cases

The DAF does not tolerate the illegal or improper use of drugs and employs a random urinalysis program to test all service members. If an Airman or Space Professional tests positive for marijuana use, the usual course of action is to impose Article 15 punishment and then administratively separate those personnel from the service. Use of other illegal drugs – such as cocaine and heroin – will typically result in a court-martial. The various charts below show black service members are overrepresented when it comes to positive drug tests, including by rank and drug class.

Fig 5: Drug Offenses: Positive Test Rate



Year	Black	Other	White	All Airmen
2015	0.70%	0.31%	0.46%	0.48%
2016	0.47%	0.21%	0.25%	0.27%
2017	0.43%	0.19%	0.16%	0.20%
2018	0.44%	0.17%	0.16%	0.20%
2019	0.57%	0.18%	0.16%	0.23%
2020	0.64%	0.18%	0.14%	0.22%

Fig 6: Racial Disparity in Positive Random Drug Tests

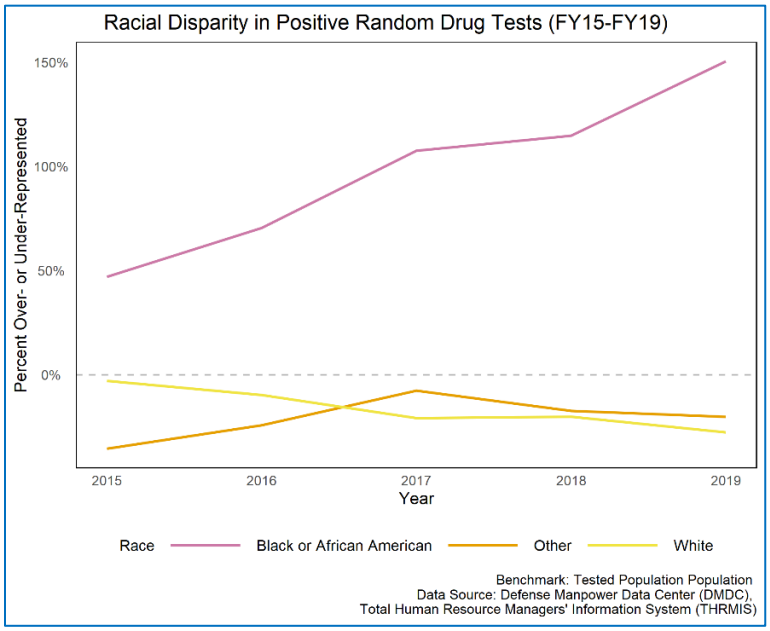


Fig 7: Racial Disparity in Positive Random Drug Tests by Rank

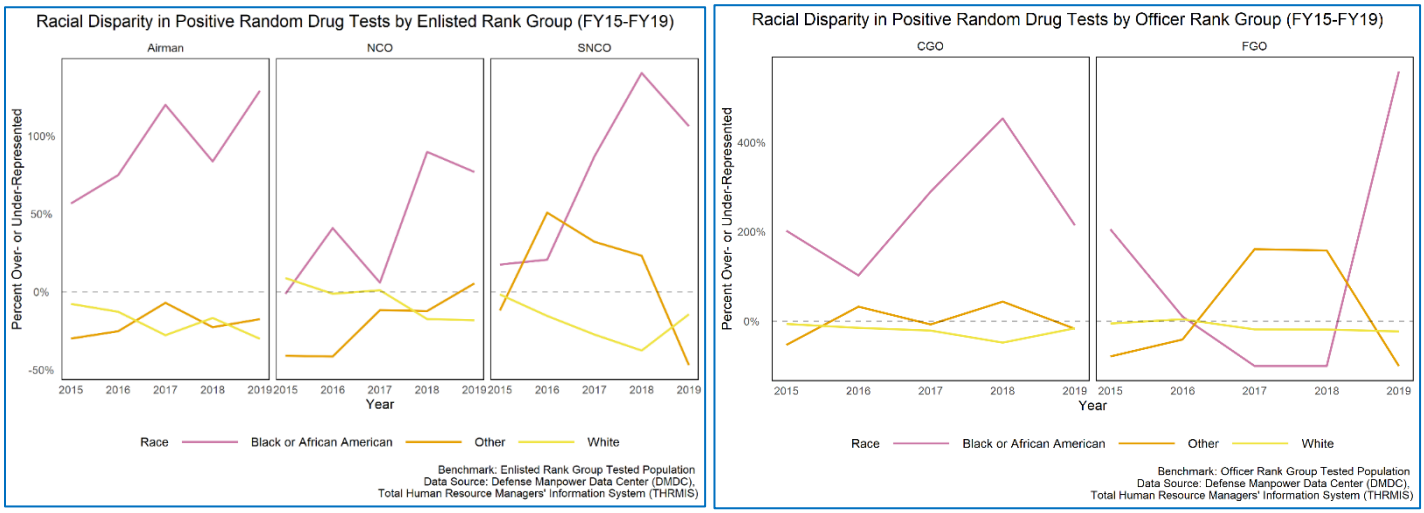
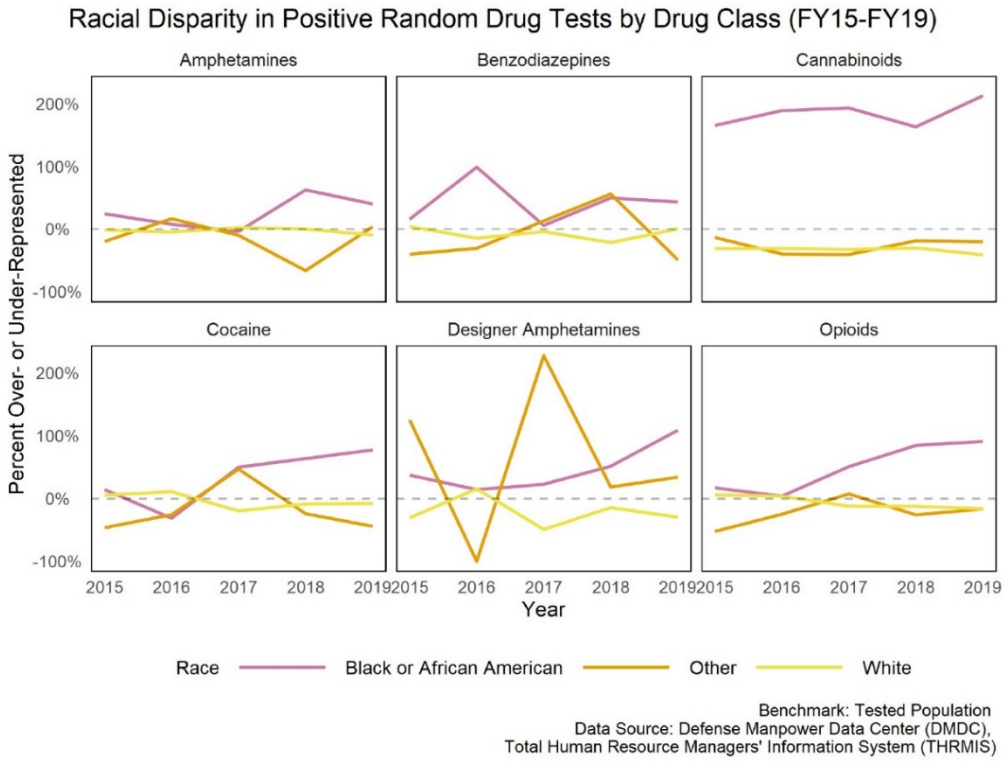


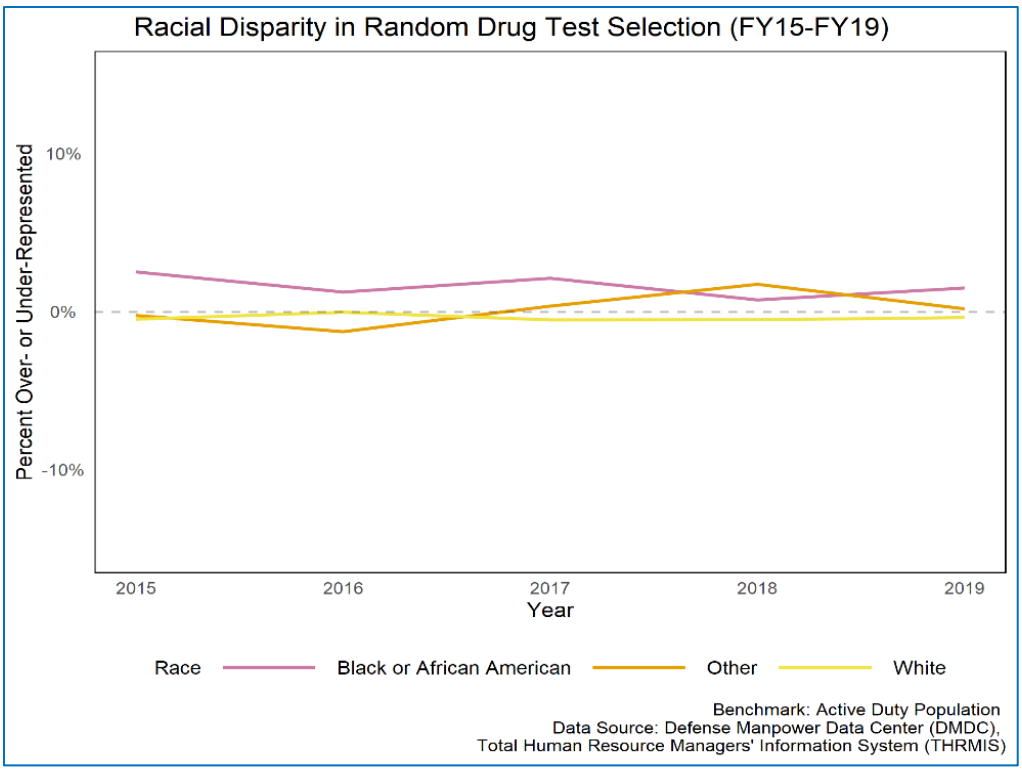
Fig 8: Drug Offenses: Trends in % of Positive Drug Tests by Drug Class and Race



An initial review of random urinalysis data found that black service members appear to be consistently overrepresented in testing by approximately 1% to 2% from 2015 to 2019. Although the percentages are small, data analysts consider this anomaly to be statistically significant, considering several hundred thousand Airmen comprise the sample set. However, this anomaly does not mean the testing is not random. The overrepresentation could result from a confluence of factors such as differences in availability for testing after random selection.

Furthermore, racial disparities in rank combined with testing rate differences by rank could influence the overrepresentation.

Fig 9: Racial Disparity in Random Drug Test Selection



Although there is an up to 2% racial disparity in overall testing rate for black service members from 2015 to 2019, when broken down by rank, the numbers show black E1-E4s are actually underrepresented in random testing when compared to their white peers, which indicates there was no inappropriate targeting of young black enlisted members for drug testing. Overall, this report revealed enlisted members were tested at a higher rate than officers consistently from 2015 to 2019, as depicted below.

Fig 10: Random Drug Test Selection by Rank

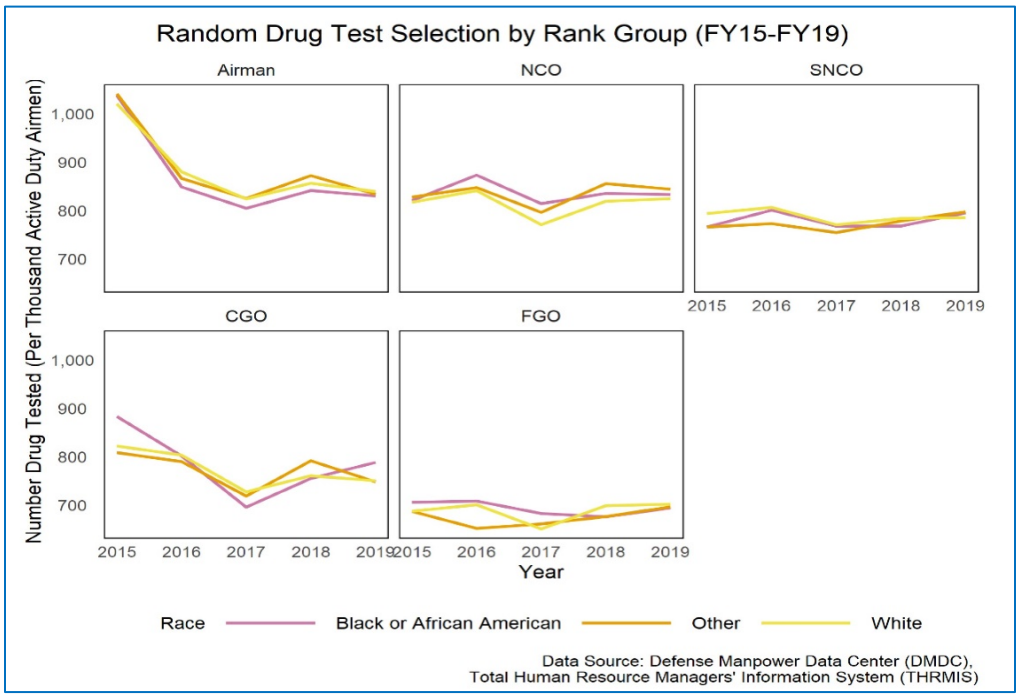
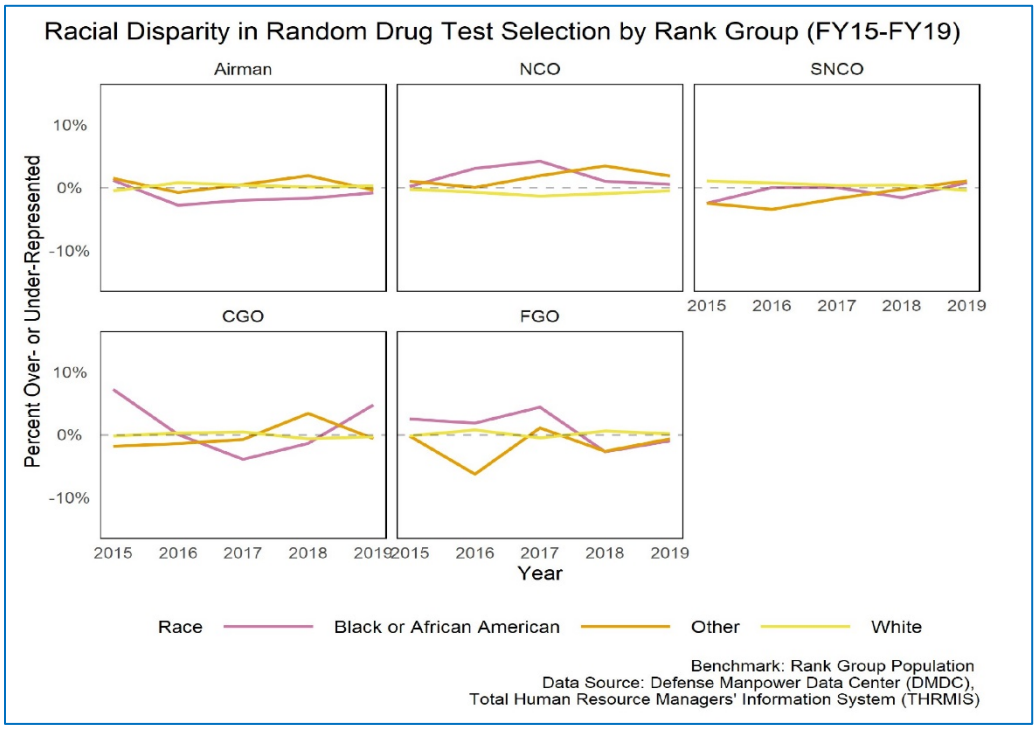


Fig 11: Racial Disparity in Random Drug Testing by Rank



Given this Review's data analysis and the fact that random test selections are based on social security numbers, the IG concluded black E1s to E4s are not being singled out based on their race to disproportionally provide urinalysis samples leading to positive test results.

As the data show, black E1-E4s are not overrepresented in random testing rates. As the standard disciplinary action for a positive drug test for marijuana is an Article 15, the disparity between the numbers of Article 15s for drug use between white and black Active Duty Airmen E1s to E4s appears to be the result of a disparity in behavior rather than racial bias.

Conclusion on Military Justice Data

As early as 1974, the DAF identified racial disparity in military justice actions. AFJAG is aware of the racial disparity in Article 15 actions and courts-martial and informs leadership at all levels of this disparity. Also, AFJAG analyzed the military judicial process to address the potential of racial bias. In 2016, the DAF determined there was no evidence of selective prosecution in courts-martial based on a review of courts-martial records under the guidelines set in the Supreme Court case *Batson v. Kentucky*[6] The DAF also found no disparity among conviction rates between black and white service members. Based on the available data, this Review found no instances of intentional racial bias or discrimination after an accused entered the court-martial process.

While the DAF has taken some action to address potential bias in the judicial process, it has not answered that next-level question of "why" racial disparity exists in military justice actions. AFJAG provides training to commanders highlighting that racial disparity exists; however, no training is provided on what causes the racial disparity and how to address the disparity. For more subjective cases such as AWOL or dereliction of duty, where the commander has discretion to impose disciplinary action and the severity of that disciplinary action, the DAF has not analyzed why racial disparity is present. This Review included interviews with members of the Disciplinary Actions Analysis Team (DAAT), which was established in 2017 to address racial disparity in military justice actions. These interviews revealed the DAAT, after meeting more than three years, was unable to ascertain the reason for such disparity. For more objective cases, such as marijuana drug use cases arising from random testing, this Review determined behavioral disparity accounts for at least some disparity indicated. However, the DAF must conduct further review to understand why there may be behavioral disparity among racial groups and how to address that behavioral disparity. Multiple studies show certain racial and age groups view marijuana use differently resulting in disparate use among those groups. (Ex 57) As of this Review, it appears the DAF has not examined these studies and considered how this behavioral disparity among its youngest enlisted members might be addressed.

[6] As a note, the Air Force did receive criticism for relying on a case involving discretionary juror removal which was not germane to selective prosecution.

Administrative Disciplinary Actions and Discharges

Young black service members are almost twice as likely to be involuntarily discharged from the DAF with misconduct as the basis. The DAF will soon require commanders to report the type of administrative action, rank, age, gender, race, and ethnicity of the person imposing the administrative disciplinary action, along with the same information for the recipient of the disciplinary action.

Outside of non-judicial punishment and courts-martial under the UCMJ, service members may also receive administrative disciplinary action to correct and punish bad behavior. Administrative disciplinary actions consist of Letters of Reprimand, Letters of Admonishment, and Letters of Counseling (LORs, LOAs, LOCs), with the LOR being the most severe rebuke and the LOC the least. The DAF has not historically tracked racial demographics in administrative disciplinary actions. However, a review of administrative separation actions shows there is racial disparity in the percentage of black enlisted members in the rank of E1 to E4 whom the DAF involuntarily discharges with misconduct as a basis, which is generally and largely based upon a record of LORs, LOAs, and LOCs. Thus, young black service members as a whole may be receiving more administrative disciplinary actions than their peers, based on the frequency with which they are being administratively discharged for misconduct.

Administrative disciplinary actions

First-line supervisors and commanders have wide latitude and the discretion to issue administrative disciplinary actions to service members. An Airman or Space Professional who reports late to work for the first time could receive no punishment, verbal counseling, or an LOC that, depending on the circumstances, could serve as part of the basis for an administrative discharge later on. Similarly, a service member consistently late to work for a week could receive no punishment, or a verbal counseling, or a combination of LOCs, LOAs, and LORs. The last of these might establish the basis that the service member committed several minor disciplinary infractions or engaged in a pattern of misconduct that could result in administrative discharge, when coupled with other instances of misconduct.

Unlike Article 15s and courts-martial, there is no requirement for supervisors, First Sergeants, or commanders to consult with the base legal office on administrative disciplinary actions. There is no tracking of whether supervisors and commanders issue LORs, LOAs, and LOCs in a similar manner, magnitude, and frequency to enlisted members, regardless of race, gender, or ethnicity. The service relies on the judgment and training of supervisors and commanders on these matters. The DAF trusts relatively young and inexperienced service members with significant supervisory responsibilities at the beginning of their careers, with 25-year-old staff sergeants and 22-year-old second lieutenants in supervisory roles. As such, oversight and mentorship by commanders and senior non-commissioned officers (SNCOs) is needed to ensure supervisors are guided through administrative disciplinary actions and aware of the role bias may play in decision making. To this end, within the past several years, the Air

Force has incorporated bias training[7] for commanders and non-commissioned officers (NCOs) at various points in their career to help address the racial disparity the DAF faces in the disciplinary realm.

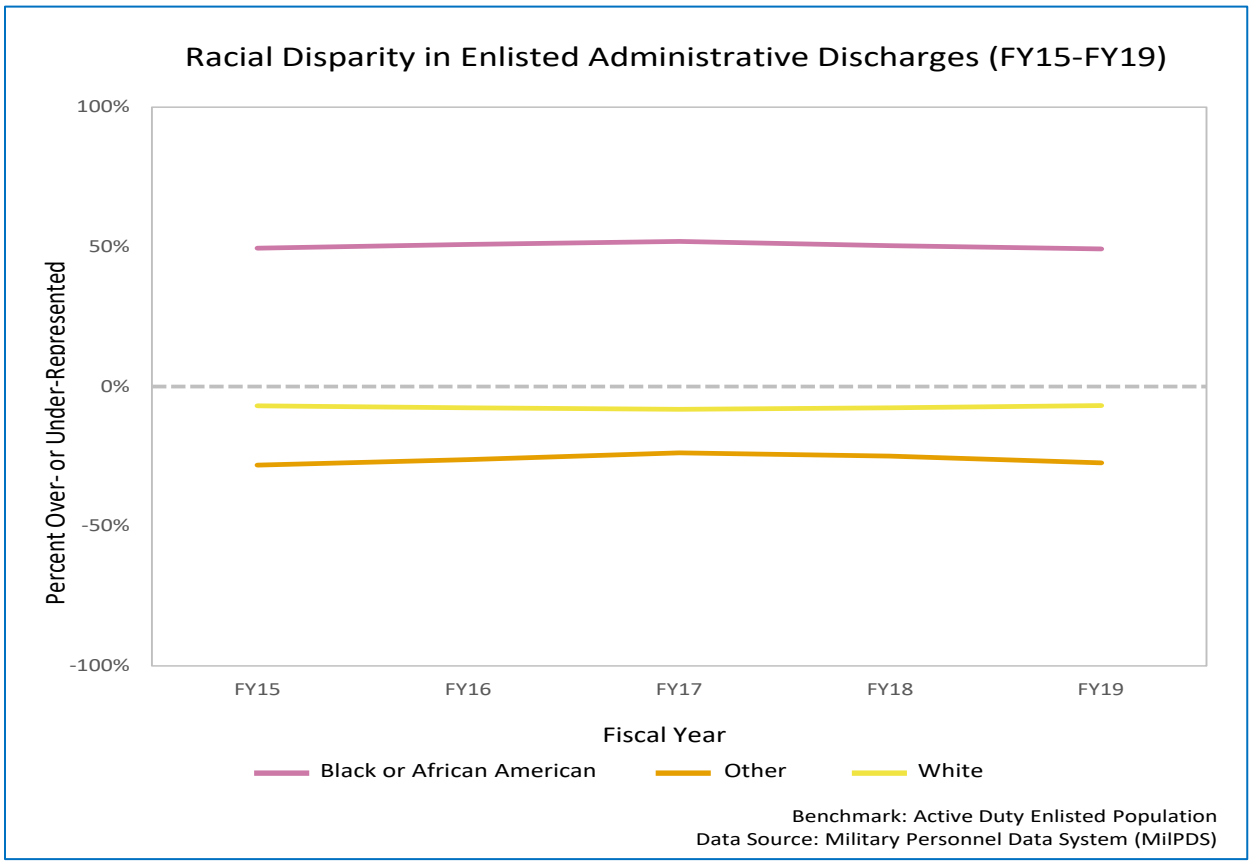
Next year, the DAF will begin computerized tracking of administrative disciplinary actions. New policies will require commanders to report the type of administrative action, rank, age, gender, race, and ethnicity of the person issuing the paperwork, along with the same information for the recipient of the disciplinary action.

Administrative discharges

Overall, black enlisted members were consistently overrepresented by about 50% in administrative discharge cases versus the rest of the Active Duty enlisted corps, as shown below. That means black enlisted members received 50% more discharges than we would have expected based on their population proportion. For black enlisted personnel, the top three bases for administrative discharges were: discharge in lieu of courts-martial, unsatisfactory performance, and misconduct.

[7] This Review recognizes the direction promulgated by Executive Order 13950: Combating Race and Sex Stereotyping, as well as Office of Management and Budget (OMB) memo M-20-34 (4 Sep 20), *Training in the Federal Government*, and OMB memo M-20-37 (28 Sep 20), *Ending Employee Trainings that Use Divisive Propaganda to Undermine the Principle of Fair and Equal Treatment for All*. Nothing in this Review is intended to imply or endorse sentiments or recommendations other than that which would be fully consistent with this guidance.

Fig 12: Racial Disparity in Enlisted Administrative Discharges



Similar to courts-martial and Article 15s, administrative discharges contained the most significant racial disparity in black enlisted members in the E1-E4 category. These service members were disproportionately discharged with misconduct as a basis. In FY15 black service members overrepresented by 52% in administrative discharges. That number steadily increased to 86% in FY19, as shown in the chart below. That means in FY15, black service members received 1.5 times the rate of administrative discharges expected based on their proportion of all E1 through E4, and, in FY19, they received almost twice the rate expected.[8]

[8] This Review also looked at administrative discharges for misconduct involving non-commissioned and senior non-commissioned officers, but there were not enough cases to provide statistical analysis.

Fig 13: Racial Disparity in Administrative Discharges: Misconduct

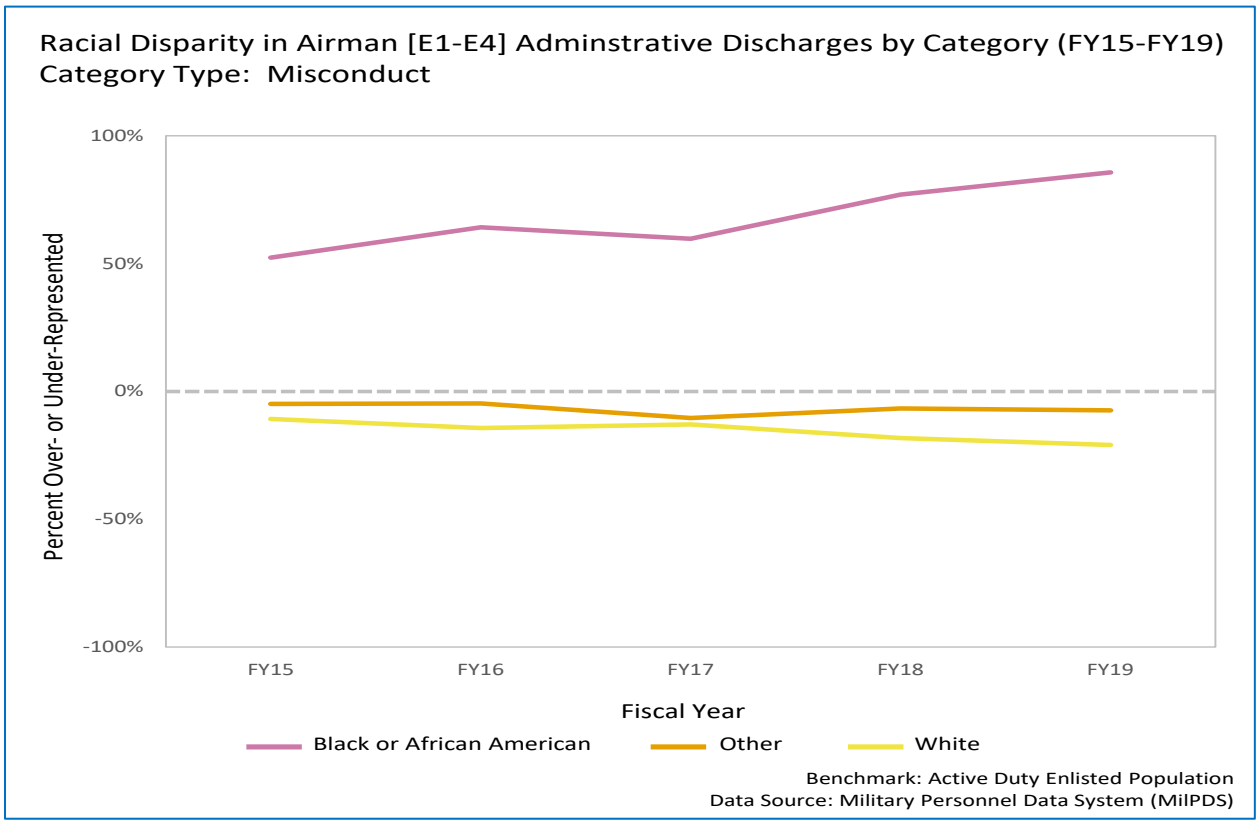


Fig 14: Administrative Discharge (E1-E4) for Misconduct

Administrative Discharge of Airman (E1-E4) for Misconduct FY15-19

FY	Black	White	Other	Total
2015	456	1,206	214	1,876
2016	460	1,019	196	1,675
2017	501	1,103	200	1,804
2018	583	1,068	214	1,865
2019	619	1,013	212	1,844

Airman (E1-E4) Population, FY15-19

FY	Black	White	Other	Total
2015	18,563	83,829	13,957	116,349
2016	20,358	86,385	14,946	121,689
2017	21,407	86,476	15,228	123,111
2018	22,007	87,270	15,326	124,603
2019	23,184	89,146	15,922	128,252

Source: MilPDS

When a commander recommends an enlisted member for administrative discharge, the base legal office plays a larger role. Military attorneys review the proposed discharge action to determine whether it is legally sufficient before passing the case onto higher-level commanders for review, concurrence, and approval. In other words, military attorneys help determine whether an enlisted member's misconduct supports a basis for discharge.

Military attorneys review the LORs, LOAs, and LOCs to ensure the misconduct is recorded properly in form and substance, and they review the proposed discharge action to determine whether the documented misconduct is sufficient for involuntary separation (for example, discharge based on a pattern of misconduct would require more than one LOC). This legal review process serves as a check and balance for the commander, supervisor, and the enlisted member. However, what is typically not checked and balanced is whether the commander and supervisor have given similar administrative disciplinary actions and discharge recommendations for other unit members of other races for similar misconduct. If there is a disparity in this area, it may contribute to the belief that black service members are not getting the benefit of the doubt in disciplinary actions, as discussed later in this report.

Data show there is racial disparity among young black service members as they are almost twice as likely to be discharged with misconduct as a basis. (Ex 2:61) The DAF is aware of this racial disparity but has not formally analyzed why the racial disparity exists. As noted above, individual supervisors and commanders may make these decisions and discharge recommendations with little, if any, oversight over the LORs, LOAs, and LOCs on which they are based.

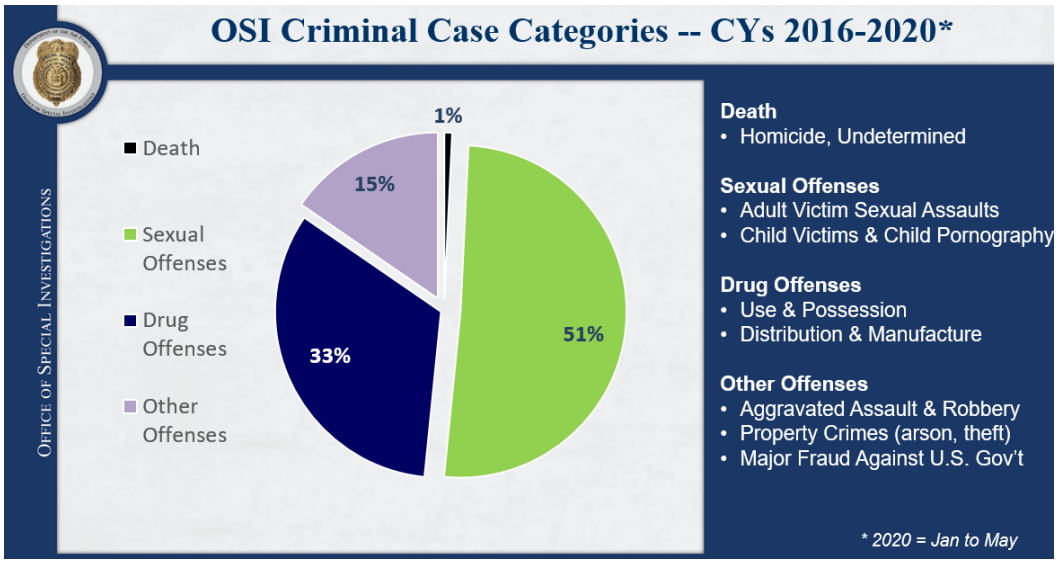
INVESTIGATIONS

Upon a thorough review of case and investigative records and data, this Review found no evidence of racial bias on the part of law enforcement. It found, however, black service members are 1.64 times more likely to be suspects in OSI criminal cases, and twice as likely to be apprehended by Security Forces. Based on limited data, black service members are investigated and substantiated for MEO sexual harassment cases at a higher rate than white service members. No racial disparity was identified in IG reprisal and restriction investigations, and the DAF does not maintain demographic data on Commander Directed Investigations. Further analysis by the DAF enterprise is warranted to determine why there is racial disparity among suspects in investigations and apprehensions.

OSI Investigations

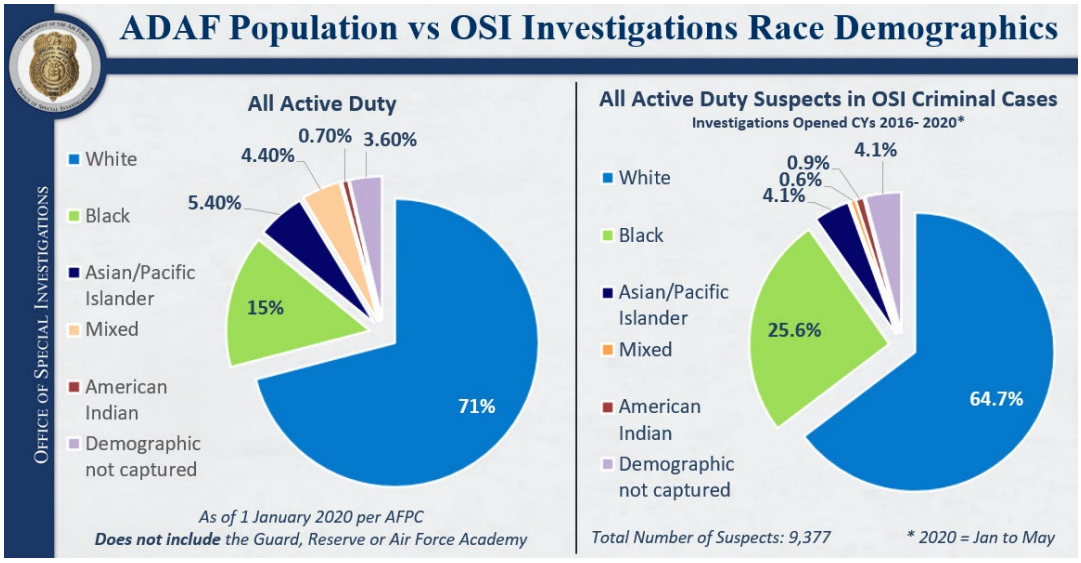
OSI provided the following criminal investigations data. Fig 15 shows OSI case percentages by types of offenses from CY16 to May 2020. Sexual offenses (51%) and drug offenses (33%) are the two largest case categories, collectively comprising 84% of OSI investigations. Sexual offenses include child and adult victim cases.

Fig 15: OSI Criminal Cases



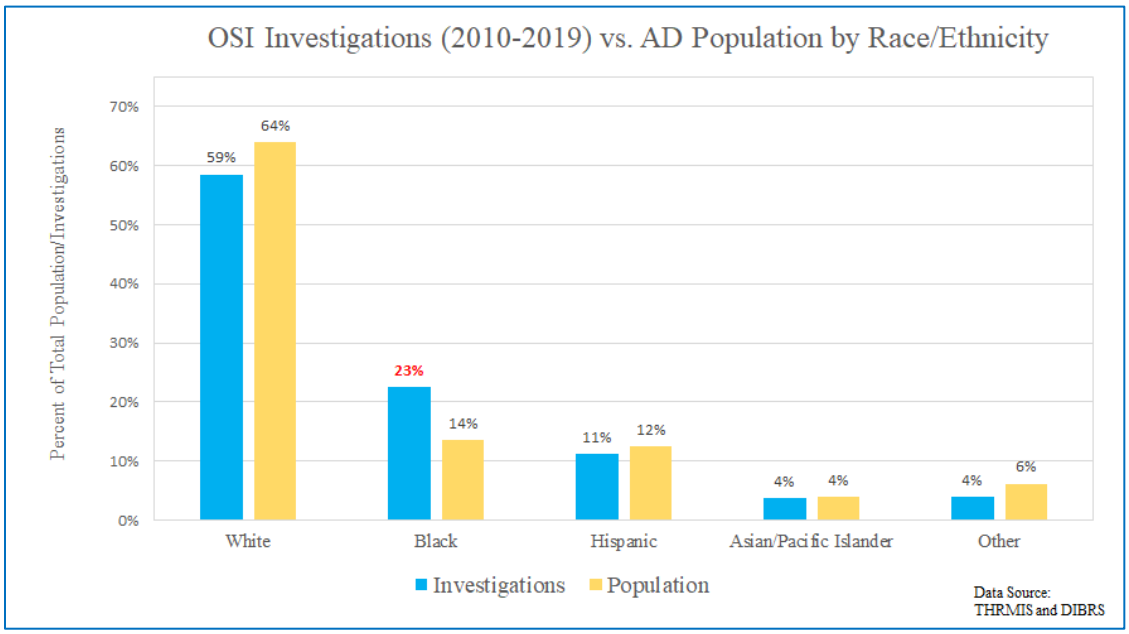
Additional data from OSI showed black Active Duty suspects are overrepresented in OSI criminal cases compared to the population of black Active Duty service members. Specifically, from CY 2016 to May 2020, 25.6% of suspects were black, while black service members only account for 15% of the total Active Duty population based on January 2020 data.

Fig 16: OSI Investigations Race Demographics



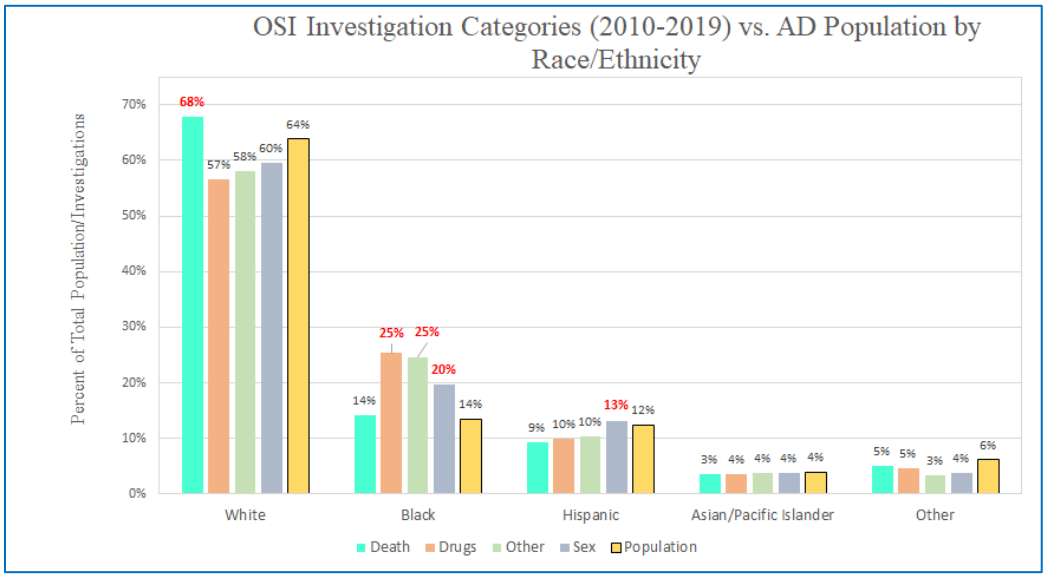
Independent analysis of the raw data correlates with the information provided by OSI.

Fig 17: OSI Investigations: Overall



Among all closed OSI criminal investigations from 2010 to 2019, black service members are the only race overrepresented compared to their population. The magnitude of this overrepresentation is approximately nine percentage points (black service members represent 23% of the OSI investigations, but only 14% of the population), which means they are 64% overrepresented (disparity index[9] = 1.64).

Fig 18: OSI Investigations: Offense Type



[9] In this report, the term "Disparity Index" is defined as the Rate Per Thousand (RPT) of black service members in a particular category divided by the white RPT for the same category. RPT black/RPT white.

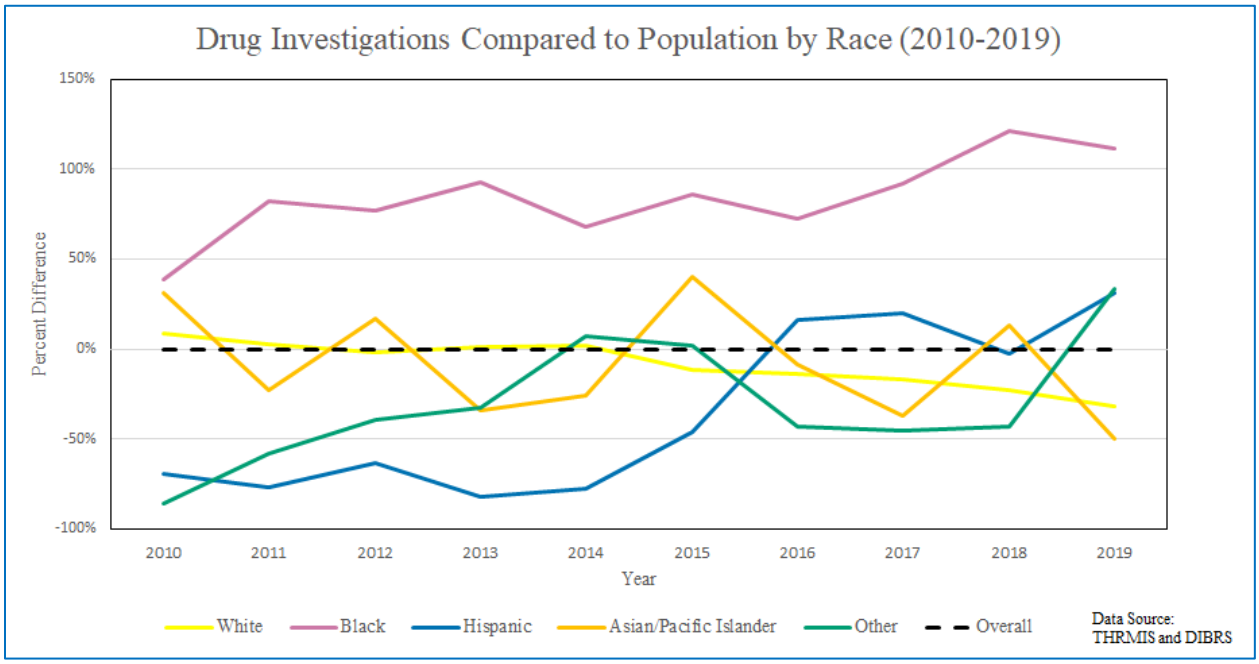
Breaking down the OSI investigations by category and making the same comparison as the previous chart, black service members are specifically overrepresented in Drugs, Sex, and Other investigations. White service members are consistently underrepresented except in the category of Death investigations.

The charts below break the categories out to observe their trends over time while displaying the percent difference of OSI investigations in relation to the population of the race.

Drug Investigations

Looking at OSI investigations involving drug-related offenses, black service members were overrepresented by a substantial amount compared to other races. Drug-related offenses include use, possession, distribution, and manufacturing.

Fig 19: OSI Drug Investigations



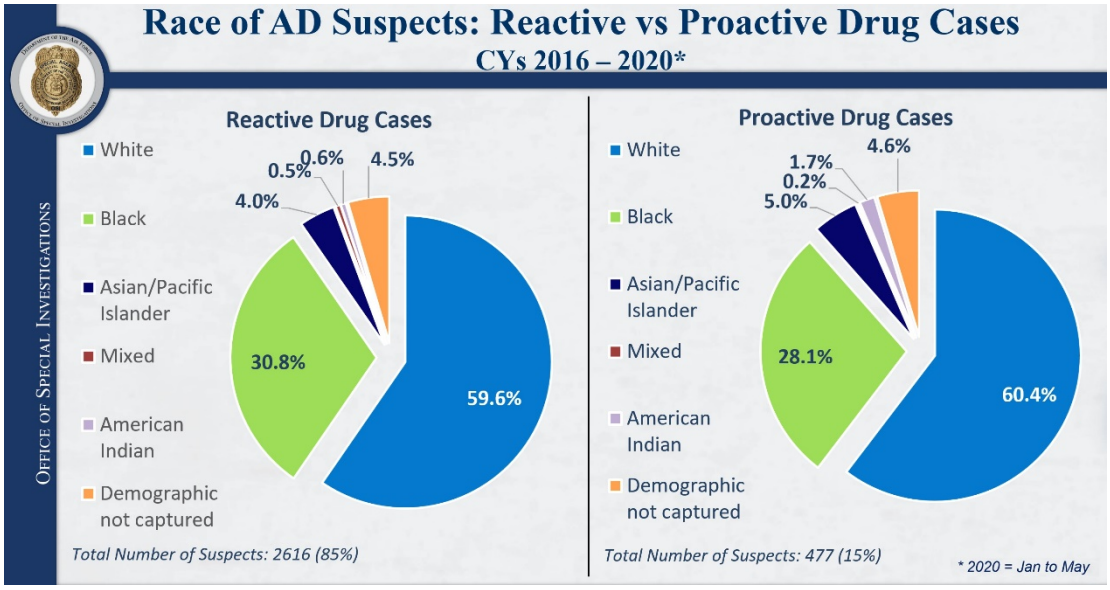
Approximately 85% of OSI drug cases stem from positive urinalysis reports from the DAF Drug Demand Reduction Program (DDRP). These cases are considered "reactive" drug cases because they did not result from OSI-initiated actions. In these instances, OSI agents must either open an investigation or refer the matter to Security Forces to open a case. Regardless of agency, it is mandatory to open a criminal investigation on a service member with a positive urinalysis result. OSI is not informed of the race of service members who test positive for illicit substances. That data is acquired during the investigation.

Approximately 15% of OSI drug cases are "proactive," in that the cases resulted from OSI-initiated activities, including information from informants. Of note, many OSI drug informants arise from positive urinalyses cases. The person testing positive may confess to illegal drug involvement and agree to provide information on others and/or make drug "buys" under OSI's control and direction. OSI officials have some discretion concerning opening

proactive cases. According to OSI officials, all proactive drug investigations are based on evidence, and the majority of that evidence is gathered during reactive drug investigations.

Fig 20 compares reactive drug cases versus proactive drug cases conducted by OSI over the past five years by race. The data show a direct correlation between reactive and proactive cases and supports OSI's assertion that subjective (proactive) cases are based on evidence gathered during objective (reactive) drug investigations.

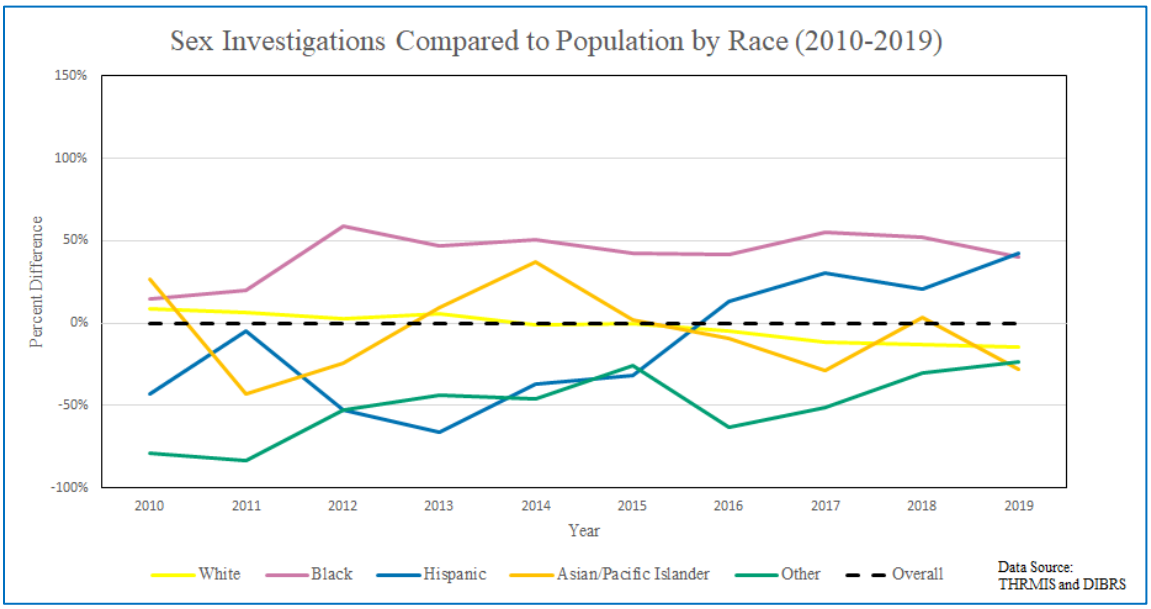
Fig 20: OSI Reactive versus Proactive Drug Cases



Sex Crime Investigations

OSI investigations involving sex-related offenses also indicate an overrepresentation of black service members as suspects by 50%. Further analysis in this category showed that white service members are overrepresented in one subcategory of sex crimes, Child Sex Offenses. (Ex 2)

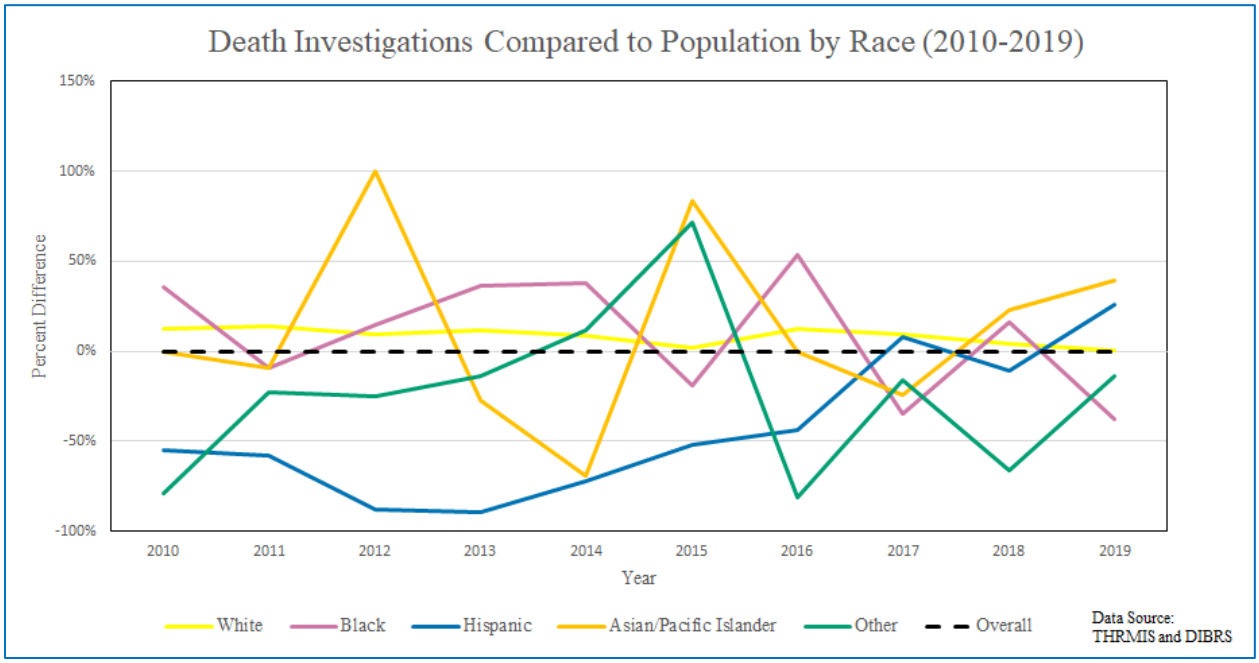
Fig 21: OSI Sex Investigations



DoD and DAF policy require OSI to open investigations on all sexual assault allegations involving adult victims where the perpetrator is reported to be an Active Duty member.

Death Investigations

Fig 22: OSI Death Investigations

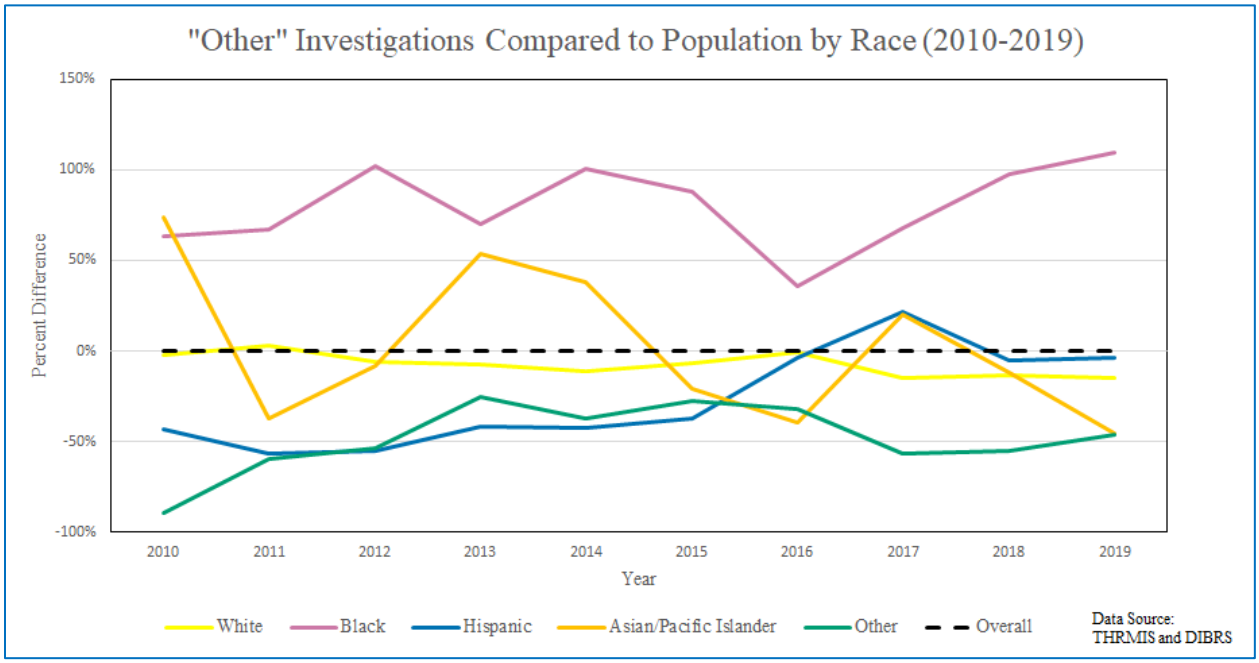


OSI investigations for deaths comprise approximately 3% of all cases since 2010 and 1% since 2016. Due to the smaller sample size, all races have fluctuated within this category. The only predominant trend is that white service members are overrepresented.

OSI runs full investigations into Active Duty deaths when the manner of death is ruled homicide or an unknown manner. Deaths due to suicide, natural causes, and accidents are only investigated so far as is necessary to support the manner of death is not a homicide.

Other Investigations

Fig 23: Other OSI Investigations



The "Other" category of OSI investigations includes crimes such as assault, fraud, robbery, and any crime not included in the previous three categories. Black service members are consistently overrepresented, varying from about 40% to over 100%. The other races are generally underrepresented (except for FY17).

Conclusion on OSI investigations

The significant majority, approximately 94%, of OSI cases are "reactive," in that offenses are reported/referred to OSI by command officials, DDRP, Sexual Assault Response Coordinators (SARCs), local law enforcement, victims, or witnesses. OSI agents do not have discretion regarding opening these investigations. The remaining 6% of OSI investigations are "proactive" investigations into drug-related offenses and "other" offenses. Although OSI agents have some discretion in these investigations, the evidence indicates proactive drug investigations are primarily the result of information gathered during reactive drug cases and "other" investigations are based on evidence of criminal activity.

The latest OSI data show black service members make up 15% of the Active Duty population but account for 25.6% of the subjects in OSI investigations. OSI's preliminary analysis indicates that the racial disparity observed in the number of case openings is consistent with the racial disparity in sexual assaults reported to OSI, victim and witness statements, command referrals, and referrals from the DDRP.

OSI leadership is aware of the racial disparity in OSI investigations and assesses proactive versus reactive investigations to monitor for potential racial bias in the OSI investigation process. OSI believes further analysis by the DAF enterprise on causation of the overrepresentation is warranted.

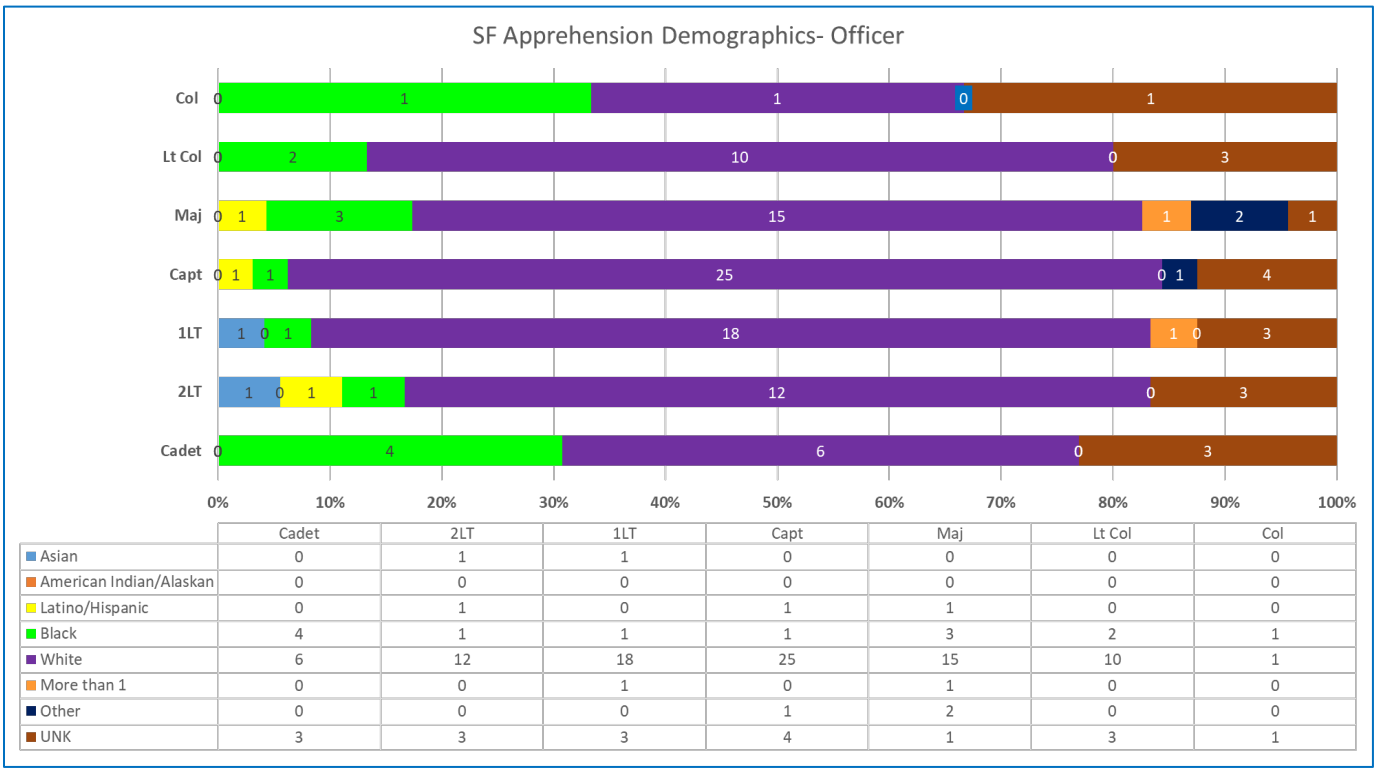
Security Forces Apprehensions

Review of Security Forces (SF) apprehensions was limited to the timeframe of 1 October 2019 to June 2020. The Security Forces Management Information System (SFMIS) was replaced in late 2019 and, as such, historical information prior to Oct 19 was not available.

In the apprehension process, an SF member consults with a military attorney on whether probable cause exists for an apprehension, and the SF member (also called a "defender") makes the final call. After being apprehended, service members[10] are normally returned to their commander or First Sergeant. The types of offenses most often listed in apprehensions include violations of federal and local laws, false official statement, assault, DUI/drunkenness/wrongful use, domestic violence, failure to obey a lawful order, and miscellaneous/multiple offenses. The data available included 3,094 apprehensions, of which 115 were officers and 2,979 were enlisted. (Ex 39:2-4)

[10] SF personnel are only authorized to apprehend Active Duty military members.

Fig 24: SF Apprehensions - Officers

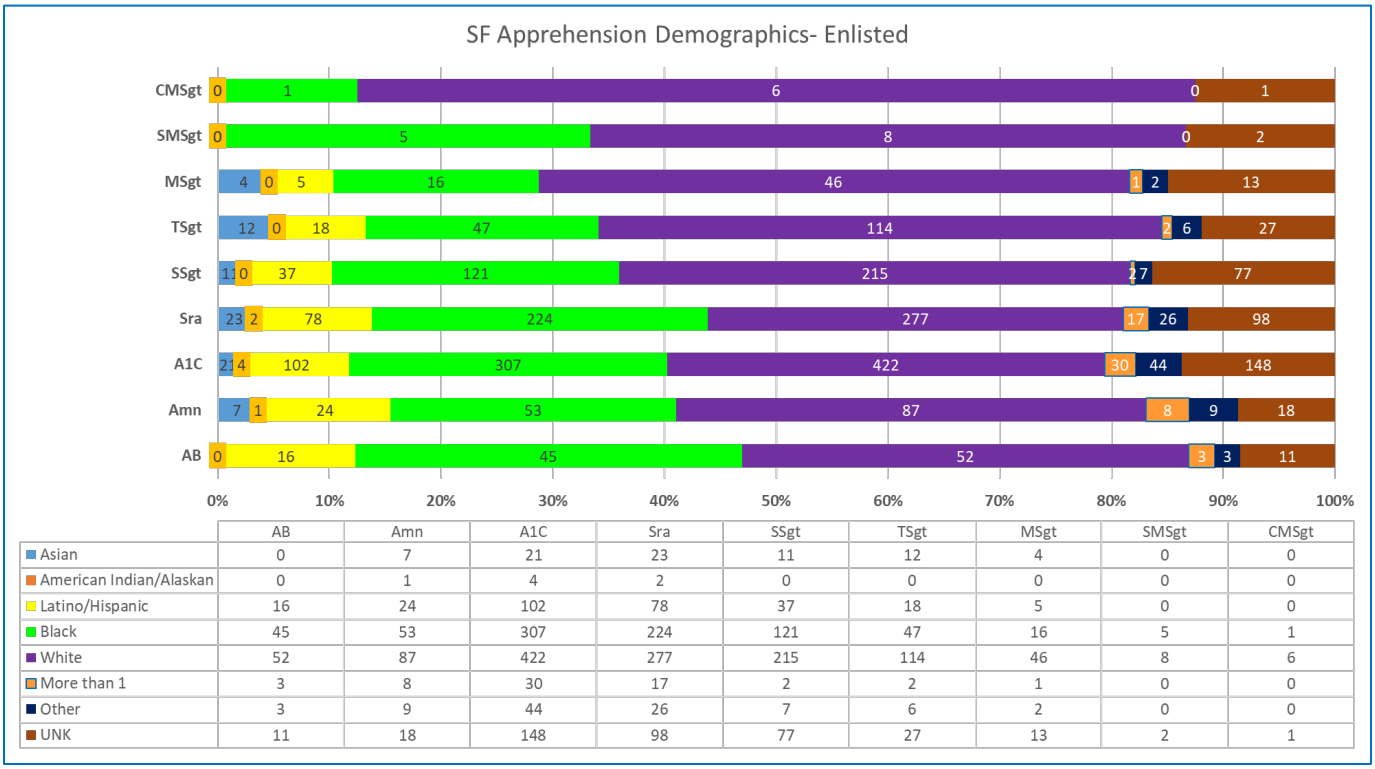


	Cadet	2LT	1LT	Capt	Maj	Lt Col	Col
Asian	0	1	1	0	0	0	0
American Indian/Alaskan	0	0	0	0	0	0	0
Latino/Hispanic	0	1	0	1	1	0	0
Black	4	1	1	1	3	2	1
White	6	12	18	25	15	10	1
More than 1	0	0	1	0	1	0	0
Other	0	0	0	1	2	0	0
UNK	3	3	3	4	1	3	1

Data Source: HAF/A4S (Air Force Justice Information System (AFJIS)

The officer apprehension data broken down by rank and race show black officers are slightly overrepresented, and white officers are slightly underrepresented compared to their population size. Officers account for only 3.7% of all apprehensions.

Fig 25: SF Apprehensions - Enlisted



	AB	Amn	A1C	Sra	SSgt	TSgt	MSgt	SMSgt	CMSgt
Asian	0	7	21	23	11	12	4	0	0
American Indian/Alaskan	0	1	4	2	0	0	0	0	0
Latino/Hispanic	16	24	102	78	37	18	5	0	0
Black	45	53	307	224	121	47	16	5	1
White	52	87	422	277	215	114	46	8	6
More than 1	3	8	30	17	2	2	1	0	0
Other	3	9	44	26	7	6	2	0	0
UNK	11	18	148	98	77	27	13	2	1

Data Source: HAF/A4S AFJIS

Black enlisted service members are overrepresented in enlisted apprehension rates, with a disparity ratio of 1.76, while white enlisted service members are underrepresented with a disparity ratio of 0.72. (Ex 39:4) In addition, black E1 to E5 service members account for 91.9% of black service member apprehensions. White E1 to E5 service members account for 85.8% of white apprehensions. (Ex 39:4)

Fig 26: Airman Apprehensions: Rank RPT and Disparity Index

RANK	Black RPT	White RPT	Disparity Index
AMN (E1-E4)	29.3	13.0	2.25
SSGT (E5)	12.1	6.0	2.01
TSGT (E6)	8.2	4.48	1.83
MSGT (E7)	4.0	2.75	1.45
SMSGT (E8)	5.2	2.4	2.16
CMSGT (E9)	2.4	3.4	0.71

Data Source: HAF/A4S AFJIS

Conclusions about Security Forces Apprehensions

The reviewed data show racial disparity in Active Duty enlisted apprehensions. Black enlisted members are twice as likely as white enlisted members to be apprehended by Security Forces and are the only race overrepresented when compared to their population.. The magnitude of this overrepresentation is approximately 13% (black service members represent 27.7% of SF apprehensions, but only about 15% of the population), which means they are 76%

overrepresented (disparity index = 1.76). Black enlisted service members were apprehended at 19.7 RPT, other enlisted service members apprehended at 11.2 RPT, and white enlisted service members were apprehended at an 8.1 RPT. According to a SF representative, SF does not actively monitor the demographics associated with apprehensions and was not aware of the racial disparity prior to this data call.

Additional data show that black enlisted service members were overrepresented in drug usage apprehensions. The data show that the apprehension rate for black service members is 3.5 times higher than white service members. This rate includes apprehensions resulting from the DAF random drug test program. In accordance with AFI 71-101 Volume 1, *Criminal Investigations Program*, SF is directed to handle most positive random drug tests for the DAF except when the Joint Drug Enforcement Team, a combined OSI and SF team, takes the lead.

Complaints System Investigations (IG and EO)

The DAF has a robust complaints system that provides service members with several avenues to voice concerns. While using the chain of command for solving administrative issues is the primary method in the majority of circumstances, other agencies, including OSI, Security Forces, the Inspector General (IG), and Military Equal Opportunity (MEO) can take complaints and may conduct investigations. This Review analyzed data from IG and MEO as well as Commander Directed Investigations (CDI) to determine if any racial disparity exists in these investigations.

IG Investigations

This Review analyzed more than 1,036 IG reprisal and restriction investigations completed in the past five years. The data show no racial disparity between black and white subjects. The IG investigation process for reprisal and restriction investigations is defined in AFI 90-301, *Inspector General Complaints Resolution*. The number of subjects from these investigations was consistent with racial demographic statistics.

Fig 27: IG Reprisal and Restriction Investigations

RANK	WHITE INVEST	BLACK INVEST	OTHER INVEST	WHITE SUB	BLACK SUB	OTHER SUB
LIEUTENANT (O1-O2)	12	5	0	2	1	0
CAPTAIN (O3)	39	3	9	3	0	1
MAJOR (O4)	81	17	16	7	1	2
LT COL (O5)	190	8	24	28	0	6
COLONEL (O6)	195	14	6	23	3	0
SSGT (E5)	8	5	3	0	1	2
TSGT (E6)	27	8	6	4	1	2
MSGT (E7)	77	35	23	12	10	5
SMSGT (E8)	55	34	16	12	3	4
CMSGT (E9)	71	12	8	6	0	2
TOTAL	755	141	112	97	20	24
	RPT 2.38	RPT 2.1	RPT 1.08	RPT .31	RPT .30	RPT .23

***INVEST = INVESTIGATION; SUB = SUBSTANTIATED**
***INCLUDES 5 YEARS OF REPRISAL AND RESTRICTION INVESTIGATIONS**
***INCLUDES TOTAL FORCE, AD, AFR, ANG**
*** POPULATION AVERAGE USED: WHITE: 317,686; BLACK: 66,161; OTHER 103,974**
*** TOTAL INVESTIGATIONS 1,008** Data Source: SAF/IG Automated Case Tracking System (ACTS)

Fig 28: IG Investigations: Command Action

RANK	WHITE CA No Action	WHITE CA Verbal Counsel	WHITE CA LOC	WHITE CA RIC	WHITE CA LOA	WHITE CA LOR	BLACK CA No Action	BLACK CA Verbal Counsel	BLACK CA LOC	BLACK CA RIC	BLACK CA LOA	BLACK CA LOR
LT(O1-O2)	0	2	0	0	0	0	0	0	0	0	1	0
CAPTAIN (O3)	0	2	1	0	0	0	0	0	0	0	0	0
MAJOR (O4)	1	4	1	0	1	0	0	1	0	0	0	0
LT COL (O5)	5	6	7	0	3	7	0	0	0	0	0	0
COLONEL (O6)	12	7	2	0	2	0	0	2	0	0	1	0
SSGT (E5)	0	0	0	0	0	0	0	0	1	0	0	0
TSGT (E6)	0	2	2	0	0	0	0	0	0	0	0	1
MSGT (E7)	1	4	1	0	0	3	0	4	1	1	0	4
SMSGT (E8)	2	0	1	1	3	5	1	2	0	0	0	0
CMSGT (E9)	1	2	2	0	0	0	0	0	0	0	0	0
TOTAL	22	29	17	1	9	15	1	9	2	1	2	5

* CA = Command Action Data Source: SAF/IG ACTS

Overall, the number of investigations of white subjects was slightly above their population percentage, 73% versus 71%. IG investigations with black subjects were slightly below their population percentage, 13% versus 15%. When using Rate Per Thousand (RPT) analysis, investigations on white subjects had a 2.38 RPT. Investigations on black subjects were slightly lower at 2.1 RPT. Additionally, the substantiation rate of investigations was 12% for black subjects and 13% for white subjects. The RPT shows that white subjects were substantiated at .31 RPT, and black subjects were substantiated at .30 RPT. (Ex 41: Chart 1) Additionally, command action resultant from these substantiated investigations shows the range of actions taken included no action, verbal counseling, LOC, LOA, LOR, Record of Individual Counseling (RIC), Unfavorable Information File (UIF), or removal from command/position. (Ex 43: Chart 2) The IG Review found no racial disparity in command actions arising from IG investigations, and the severity of the violation drove the command action.

Conclusions on racial disparity of IG investigations

The data do not indicate a racial disparity in Higher Headquarters (HHQ)-reviewed reprisal or restriction investigations. However, in accordance with AFI 90-301, *Inspector General Complaints Resolution,* many types of complaints are referred back to command for action and thus are not reviewed by HHQ.

MEO Investigations

Limited data were available regarding racial disparity in MEO actions because of a change in their data administration and other IT limitations. From November 2016 to February 2018, DAF MEO handled 97 formal discrimination complaints; 9 were substantiated (2 incidents based on race, 5 subjects were white). During the same period, after completing intakes on complaints, MEO referred 101 informal complaints to command; 58 were substantiated (38 incidents based on race, 48 subjects were white). AFI 36-2706, *Equal Opportunity Program, Military and Civilian*, directs MEO to conduct investigations when there is a formal complaint and the resultant report requires a legal review. For informal complaints, the MEO specialist takes the complaint, does an intake, and then returns it to command for action. The commander reviews the matter and is required to get a legal review. According to the MEO statistics from 2016 to 2018, the service had 40 substantiated race-based incidents in that time period.

The EO office also conducts sexual harassment investigations in the same manner as discrimination investigations. Because of legal reporting requirements, EO had three years of data on those complaints.

Fig 29: Sexual Harassment Complaints

YEAR	FORMAL INVEST	FORMAL SUB	INFORMAL INVEST	INFORMAL SUB	TOTAL	% OF SUB
2017	15	14	145	102	160	64%
2018	20	7	134	98	154	64%
2019	14	7	139	96	153	63%
INVEST = INVESTIGATIONS; SUB = SUBSTANTIATIONS					Data Source: DAF/A1Q	

Fig 30: Sexual Harassment Substantiations

RACE	FORMAL SUB*	INFORMAL SUB	TOTAL SUB	PERCENTAGE of SUB	RPT**
2017 Black	4	18	22	20.4%	0.33
2017 White	9	15	59	54.6%	0.19
2017 Other	1	26	27	25.0%	0.26
2018 Black	3	21	24	22.8%	0.36
2018 White	4	49	53	50.5%	0.17
2018 Other	0	28	28	26.7%	0.27
2019 Black	1	23	24	23.3%	0.36
2019 White	3	44	47	45.6%	0.15
2019 Other	3	29	32	31.3%	0.31

SUB = SUBSTANTIATED
RPT = RATE PER THOUSAND
INCLUDES TOTAL FORCE: AD, AFR, ANG
POPULATION AVERAGE USED
Data Source: DAF/A1Q

The data in Fig 30 shows racial disparity in substantiated MEO sexual harassment complaints. According to the RPT, black service members are the subject of substantiated sexual harassment allegations slightly over twice as often as white service members.

The EO career field is composed of civilians, SNCOs and a few Technical Sergeants (TSgts), with a racial breakdown of 37.5% white, 47.5% black, and 15% other. The Director of DAF Equal Opportunity and Senior Program Manager (EEO/MEO) stated they believe the EO career field is understaffed. For example, they do not have time to analyze EO data and spend a disproportionate amount of their time reacting to HHQ's requests for information. AF/A1 explained that for years, there have been competing priorities for EO funding and resources. As such, the EO program has not necessarily been a high priority or received necessary senior leader focus from the DAF to the wing level. AF/A1 stated that recent events have appropriately increased the priority and focus on the EO program.

Conclusions on racial disparity of MEO investigations

The majority of substantiated EO cases involved white subjects. However, the EO sexual harassment investigation data show that black service members were more likely to be investigated for sexual harassment. Based on RPT, black service members are twice as likely to be the subject of a substantiated sexual harassment complaint. AF/A1Q was not aware of this disparity as they do not currently have the resources to analyze data. As such, AF/A1 was not made aware of this disparity. Further review of these issues is recommended to understand the causes of existing disparities.

Commander Directed Investigations (CDIs)

The Air Force does not centrally track CDIs. CDIs are directed by commanders at various levels to investigate issues occurring within their command. Due to the lack of centralized recordkeeping, there was not enough data to reach any conclusions. The DAF IG is in the final coordination process of formalizing a CDI Air Force Manual (AFMAN) to replace the Department's current CDI Guide. This CDI AFMAN, coupled with current guidance in AFI 90-301, *Inspector General Complaints Resolution,* will drive more centralized recordkeeping and allow for data analysis in the future.

SUMMARY OF DISCIPLINE DATA

Empirical data directly shows racial disparity in military discipline between black and white service members in the following areas:

- Article 15s and courts-martial
- OSI investigations
- Security Forces apprehensions
- Positive drug test results
- Administrative discharges

No data is tracked or recorded to assess whether racial disparity exists in administrative disciplinary actions involving LOCs, LOAs, and LORs. Plans and funding are in place to build a database to capture and track administrative disciplinary command actions in the future.

OPPORTUNITIES DATA

This Review next assessed whether racial disparity exists in leadership development opportunities throughout a service member's career, from accessions to exit surveys.

OFFICER ACCESSIONS

Officer accessions roughly meet the applicant pool goals, and there does not appear to be disparity in accessing black officers from the eligible population. However, black officers are consistently overrepresented in the support, medical, and acquisition fields and are underrepresented in the rated[11] operations Air Force Specialty Codes (AFSCs).

Recruitment of officers

Black officers represent six percent of the DAF Active Duty population. There are currently 64,500 Active Duty DAF officers, roughly 3,800 are black, and 47,000 are white.

[11] Paragraph 1.2 of AFI 11-412, Aircrew Management, 15 January 2019 identifies rated officers as pilots, Combat Systems Officers (CSOs), Air Battle Managers (ABMs), Remotely Piloted Aircraft (RPA) Pilots, and Flight Surgeons.

Air Force and Space Force Officers receive their commissions from four possible sources: the United States Air Force Academy (USAFA); Air Force Reserve Officer Training Corps (AFROTC); Officer Training School (OTS); and direct accession for specialized professions such as doctors, lawyers, pharmacists, and chaplains. For black officers, roughly 37% were commissioned via ROTC, 21.5% went through OTS, 17% graduated from USAFA, and 24% received their commission through another route, such as direct accession.

There are prerequisites to becoming a line officer: age (under 35), U.S. citizenship, health, and a college (bachelor's) degree. As such, the pool from which to select qualified candidates for the Officer Corps is narrower than the general U.S. population, regardless of race.

In 2014, RAND Corporation published a study on *Improving Demographic Diversity in the U.S. Air Force Officer Corps*. (Ex 21) At the time, given education, age, citizenship, and medical requirements, RAND calculated that of the U.S. population eligible to be commissioned 6% were black Americans.

Between 2015 and 2019, the Air Force commissioned about 1,500 black Active Duty officers, representing about 6% of all commissions. Thus, there does not appear to be disparity in accessing black officers from the eligible population using RAND's determination that black Americans made up 6% of the U.S. population eligible to become officers.

Qualifying Entrance Exam

The Air Force uses the Air Force Officer Qualifying Test (AFOQT) as an eligibility requirement for individuals to commission via OTS and to determine in which career field entry-level officers will serve. The AFOQT is a multiple-choice test measuring verbal and quantitative aptitudes to predict performance in the service, including for selection into specific jobs such as pilots and aircrew members. (Ex 58) A 2010 RAND study, *The Air Force Qualifying Test: Validity, Fairness, and Bias*, looked at demographic test scores and found moderate to large differences in test results among white and black test-takers. (Ex 58) For example, white test-takers earned a mean score of 59.67 in academics and 61.31 in pilot subtests, compared with mean scores of 30.91 and 25.42 respectively for black test-takers. However, the RAND study found the Air Force AFOQT is a "good selection test" that "is not biased against minorities or women" and may even be slightly skewed in favor of Hispanic and female applicants.

The RAND study noted "the differences in AFOQT scores observed, on average, across race and gender groups, provide no insight into the scores of any one individual who is a member of a given race or gender group. Even though minorities and women tend to score lower than white or male applicants, respectively, there are still many high-scoring individuals who are minorities and women. These high-scoring individuals would be predicted to do well as officers regardless of their race and gender." (Ex 58:33) The study concluded the use of the AFOQT "would result in a smaller proportion of minority individuals and women being selected into the officer corps than exists in the officer applicant pool" but that "such a reduction in the diversity of selectees does not negate its importance as a valid selection tool for the Air Force," since the test is an "unbiased predictor of who will succeed in officer training without regard to race and gender." (Ex 58)

ROTC

As of June 2020, the ROTC program produced the largest percentage of officers serving in the Air Force (40.4%, or about 26,000). Of those who received their commission through ROTC, 5.5% were black, compared with roughly 5% Asian, 8% Hispanic, and 75% white (the remainder were officers who had multiple or unknown racial/ethnic background).

Those racial demographic percentages roughly mirror the number of ROTC accessions from fiscal years 2015 to 2019:

Fig 31: ROTC Accessions by Racial Demographic

	FY15	FY16	FY17	FY18	FY19
Black/African American	6%	4%	4%	6%	6%
American Indian/Alaskan Native	0%	1%	0%	1%	1%
Asian	5%	6%	5%	8%	7%
Hispanic/Latino	8%	10%	10%	11%	10%
2 or More Races	3%	3%	4%	3%	3%
Native Hawaiian/Pacific Islander	0%	0%	0%	1%	1%
Unknown	2%	3%	3%	3%	3%

Source: Holm Center

The ROTC program relies on Program Guidance Letters that list career/occupational requirements by AFSC for rated and non-rated officers as overall targets. ROTC representatives say there are no racial demographic goals regarding recruitment of ROTC applicants. The ROTC program, however, does use analytics to determine locations and areas to recruit qualified minority students. In August 2020, the DAF added 100 new scholarships to award to students attending historically black colleges and universities (HBCUs) in order to increase interest from that demographic in the Air Force and Space Force.

USAFA

As of June 2020, there are roughly 14,600 USAFA graduates in the Air Force and Space Force. They comprise 23% of all DAF officers. 4.4% of USAFA graduates are black officers, while 76% are white.

In 2014, the Air Force established USAFA applicant pool goals to reflect America's eligible population based on information at the time. The overall goal was to have 30% of the applicants be either minority or female. The applicant pool goals were as follows:

Fig 32: USAFA Applicant Pool Goals

RACE	APPLICANT POOL GOAL
American Indian/Native Alaskan	1%
Asian American	8%
Black	10%
Native Hawaiian/Other Pacific Islander	1%
White	80%
ETHNICITY	
Hispanic/Latino	10%

A review of data for the class of 2020 to 2024 applicants shows USAFA met or exceeded goals for recruiting black students and other minorities to apply for admission in the last five years:

Fig 33: USAFA Applicant Pool (Class of 2020-2024)

RACE	USAF GOAL	APPLICANT POOL FOR CLASS OF:				
		2020	2021	2022	2023	2024
American Indian/Native Alaskan	1%	1.3%	1.3%	1.3%	1.2%	1.2%
Asian American	8%	8.5%	9.1%	9.6%	9.8%	10.4%
Black	10%	15.0%	15.3%	13.5%	13.3%	12.9%
Native Hawaiian/Other Pacific Islander	1%	1.8%	1.3%	1.6%	1.8%	2.1%
ETHNICITY						
Hispanic/Latino	10%	12.7%	12.9%	13.1%	13.4%	13.9%
**Excludes Internationals						Source: USAFA

For that five-year period, the Academy's percentage of black applicants ranged from 12.9% to 15.3%, exceeding the Air Force goal of 10%. Black applicants selected and chosen to attend the Academy during those years ranged from 8.5% to 11.3% of the overall cadet population. The percentage of black and other minority students who entered USAFA closely match the Academy's initial applicant pool goals. The racial demographics of each entering class is below. For the Class of 2020, 72 black cadets graduated, representing 7.4% of the graduating class.

Fig 34: USAFA Enrollment (Class of 2020-2024)

Race	2020	2021	2022	2023	2024
Asian	8.9%	8.1%	9.3%	9.2%	13.6%
Black	8.5%	10%	11.3%	10.5%	9%
Hispanic	9.4%	9.6%	9.9%	10.5%	13.6%
White	69.6%	63.7%	66.7%	67.9%	62.7%

OTS

As of June 2020, about 13,200 officers in the Active Duty Air Force commissioned through OTS, representing 20% of the officer corps. . Black officers comprised about 6% of the OTS commissionees. OTS has as an applicant pool target that changes annually, depending on the number of individuals who earn a bachelor's degree for that year. The figure below shows that in 2019, black college graduates represented 10% of the population who received a bachelor's degree (without regard for other eligibility requirements to enter the Air Force, such as age or citizenship). In FY19, about 8% of OTS applicants were black college graduates, which is less than what the DAF hoped it would attract to apply. Black college graduates represented 7.5% of those selected to attend OTS in FY19. In FY 20, a year when the DAF requirements for OTS accessions were drastically reduced, OTS held one board composed of Active Duty enlisted Airmen seeking to become officers. OTS selected 24 candidates, none of them were black.

Fig 35: OTS Demographics (Application and Select Rates)

Applicant Pool* Rates	
Bachelor Degrees	2019
Male	42.0%
Female	58.0%
Total	100.0%
Caucasion	59.9%
Hispanic	14.4%
Asian	7.6%
African American	10.0%
Other (A1, PI, 2+, Unknown)	8.1%
Total	100.0%

Non-Rated APPLICATIONS Rates					Trend
FY16	FY17	FY18	FY19	FY20**	
82.7%	76.1%	79.0%	79.8%	83.7%	▲
17.3%	23.9%	21.0%	20.2%	16.3%	▼
503	2046	1493	1771	980	Count
67.0%	63.0%	65.9%	66.7%	73.2%	▲
9.3%	12.6%	9.2%	14.1%	4.1%	▼
6.6%	5.1%	5.6%	7.4%	4.3%	▼
10.1%	11.5%	11.5%	8.1%	13.3%	▲
7.0%	7.8%	7.8%	3.7%	5.2%	▲
100.0%	100.0%	100.0%	100.0%	100.0%	

Non-Rated SELECTS Rates					Trend
FY16	FY17	FY18	FY19	FY20**	
82.0%	78.1%	77.1%	78.9%	79.2%	▲
18.0%	21.9%	22.9%	21.1%	20.8%	▼
473	921	415	616	24	Count
67.2%	67.4%	71.8%	69.0%	95.8%	▲
9.3%	10.5%	7.2%	13.1%	0.0%	▼
6.1%	6.1%	8.0%	8.1%	4.2%	▼
10.1%	9.1%	6.7%	7.5%	0.0%	▼
7.2%	6.8%	6.3%	2.3%	0.0%	▼
100.0%	100.0%	100.0%	100.0%	100.0%	

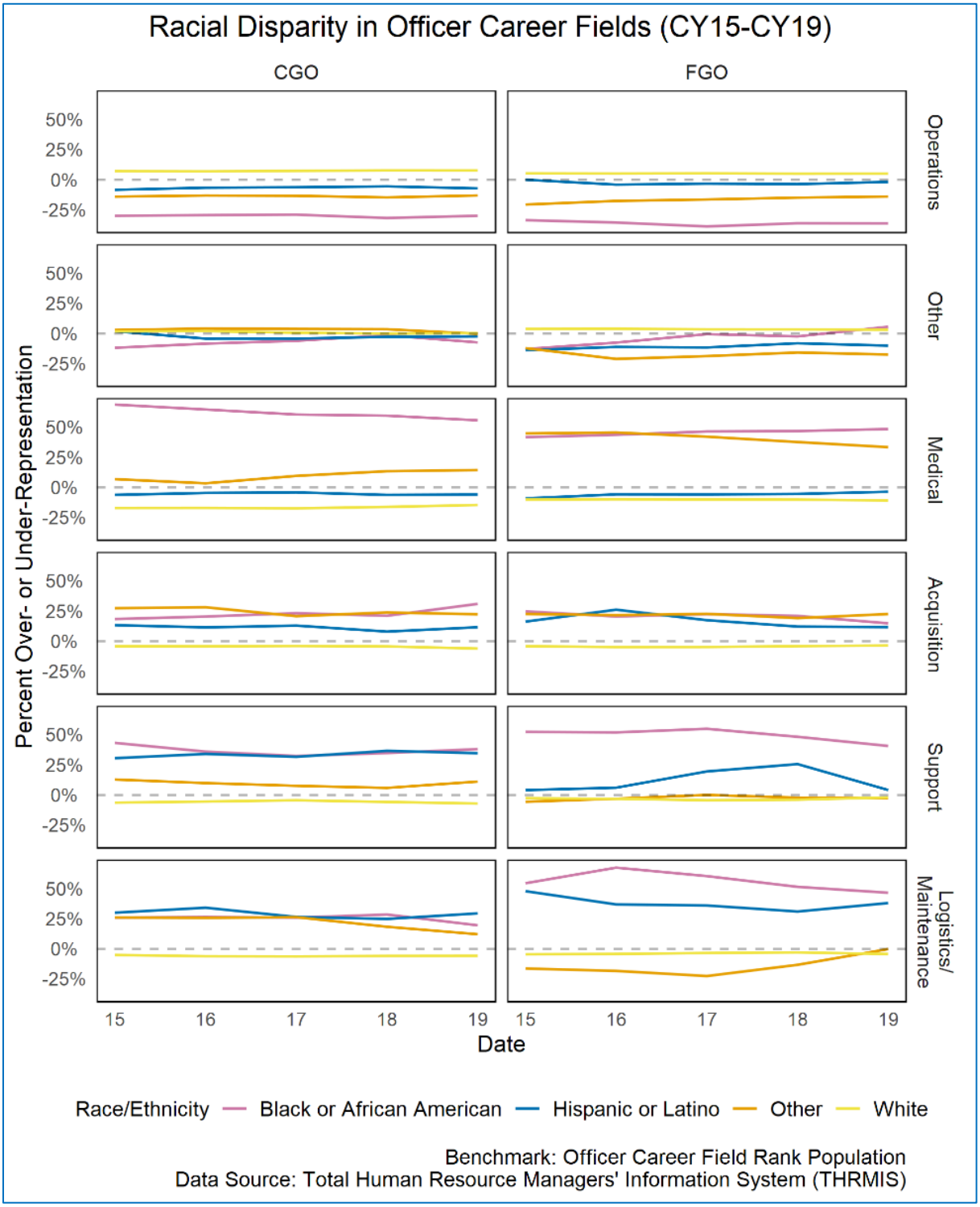
YELLOW: Observed Data Lower Than Applicant Pool. GREEN: Observed Data Higher Than Applicant Pool.
*Applicant Pool Determined From JAMRS Data Indicating "First Major Bachelor's Degree" Awarded In 2019

Whether OTS selects an applicant for commissioning depends on several factors, one of which is whether the individual's major/college degree meets the Air Force's mission requirements, which may change each year based on the Air Force's need for certain AFSCs. Because an interview is required, OTS has incorporated bias training into its board selection process. In 2018, OTS restructured the interview process to standardize its applicant assessment to mitigate potential interviewer's bias. Additionally, selection boards are comprised of both genders from diverse backgrounds, including rated and non-rated officers.

Black Officers Overrepresented in Support Roles

Black officers are overrepresented in the acquisition, support, medical, and logistics/maintenance fields and are underrepresented in the operations AFSCs, as shown in the chart below. The disparity of black officers in the pilot career field could be a factor that translates to fewer promotion and career development opportunities, as discussed later in this report.

Fig 36: Racial Disparity in Officer Career Fields



Personal choice and socio-economic factors affecting education may impact a black student's desire to select the Air Force or Space Force as a career path or choose a science, technology, engineering, and mathematics (STEM) based career in the DAF.

Lack of mentoring or guidance early on also come into play. One black officer we interviewed stated that had she been advised officers in the rated career fields are more likely to be promoted to higher ranks and senior positions, she would have chosen a rated path. The rated career field requires neither a STEM degree nor any other specific educational degree.

Pilot Accession

As of May 2020, there were 305 black pilots (about 2%) out of the roughly 15,000 Active Duty pilots in the Air Force. As will be discussed later, rated officers have an advantage when competing to become General Officers. There are four categories of rated officers: air battle managers, navigators, pilots, and remotely piloted aircraft pilots. According to those in Air Force recruiting, one of the most influential criteria in becoming an Air Force pilot is possessing the interest and desire. With less black pilots in the Air Force, black applicants may not have realized it was a viable option because they are less likely to have seen someone like them doing so. The second criteria is whether the individual is physically and medically qualified. These qualifications include no history of hay fever, asthma, or allergies after age 12, and visual acuity, such as normal color vision with near visual acuity of 20/30 without correction, among other criteria.[12] There are also height requirements, depending on the airframe, age (under 33), and education (a bachelor's degree, any major, with a grade point average of at least 2.5). Finally, an applicant's ability – or inability – to earn flying hours before selection for pilot training will also impact an applicant's competitiveness. Applicants from lower socio-economic groups may not compete as well when compared to those who might more easily afford flying lessons. The more flying hours a pilot applicant earns, the higher the applicant's score will be on the Pilot Candidate Selection Method (PCSM), which the Air Force uses to not only determine who is best qualified, but also as a predictor of how well an applicant will fare in the rigorous Undergraduate Pilot Training (UPT) program.

USAFA and ROTC each receive a little more than 40% of the pilot slots, with about 10% going to OTS. The final approximately 10% is for other types of accessions, such as Active Duty Airmen who cross-train. USAFA, ROTC, and OTS do not consider gender or race in making selections for pilot training. The Air Force recognizes, however, there is a disparity in the number of pilots and rated officers from underrepresented groups (minorities and women). As of July 2020, there were about 19,000 rated officers in the rank of O5 and below. About 3% of those rated officers are black, compared with 86% white. (Ex 59) UPT graduation and attrition rates by race, gender, and ethnicity require further study.

USAFA

Each USAFA cadet learns how to fly gliders as part of their course of study. Successful completion at USAFA confers a benefit: roughly half of the cadets who graduate go on to become pilots, representing about 400 to 500 of the pilot training slots each year. To become an

[12] https://www.airforce.com/frequently-asked-questions/officer-path/what-are-the-general-qualifications-to-fly-including-height#:~:text=Meet%20Air%20Force%20weight%20and%20physical%20conditioning%20requirements.&text=Have%20no%20history%20of%20hay,or%20allergies%20after%20age%2012.&text=Have%20normal%20color%20vision%20with,%2C%20correctable%20to%2020%2F20.

Air Force pilot, cadets must show an interest in and explicitly volunteer for the career field, earn a bachelor's degree in any field, and be medically qualified. USAFA selects cadets for pilot training based on their order of merit, a ranking system comprising how students fared in military training, academics, and athletic training. Additionally, USAFA considers a cadet's PCSM score, a combination of flying hours, AFOQT results, and Test of Basic Aviation Skills[13] (TBAS) results. The higher the cadet's order of merit and PCSM score, the better cadet's chance to be selected for pilot training.

ROTC

ROTC holds two digital boards each year to select cadets for pilot training. The board is not composed of people but rather a computer, which ranks cadets based on a combination of factors, in descending order: PCSM score, commander's ranking, field training, and academics and physical fitness (weighted equally). Only after the computer program has racked and stacked candidates does ROTC see the pilot selection board's results, including demographics. According to an ROTC representative who visited HBCUs to recruit black cadets to fly for the Air Force, black cadets are less interested in the pilot field. Some black cadets stated they were the first to go to college in their family and have no interest in serving long-term in the Air Force (a pilot incurs a 10-year service commitment). These cadets stated they intend to complete their four-year Active Duty service commitment then leave the Air Force for higher-paying jobs in the civilian world, which the cadets told the ROTC representative is a measure of success for their families. Not all black cadets feel this way, as many go on to serve long pilot careers, but such circumstances may partly help explain why there may be less interest among black ROTC cadets to become pilots.

OTS

OTS has the fewest number of allocated pilot training slots, about 10% a year. Everyone who commissions through OTS must already have a college degree, in addition to taking the AFOQT and meeting age and medical requirements. To become a pilot through this program, OTS considers a candidate's aptitude (education, PCSM score), leadership, and adaptability (statement of intent, letter of recommendation, experience). OTS holds one to two boards a year, manned by three to four O6s. Although there is no explicit guidance requiring diversity on the boards, OTS strives to have diverse representation on each board (i.e., a female officer and/or a minority officer). These board members have discretion and may weigh STEM degrees more preferentially among candidates vying for pilot training slots.

Initiatives to decrease racial disparity

Air Force recruiters have cited a lack of role models and lack of exposure to the pilot career field as reasons there may be less interest among black applicants to become pilots. Recognizing there is a disparity in the number of minority and women pilots, the Air Force initiated a task force to study barriers hindering these groups from becoming pilots, and the Air Force has begun different programs to increase diversity in its pilot corps. In 2018, the Air Force stood up Air Force Recruiting Service Detachment 1 (Det 1), whose explicit purpose is to

[13] The TBAS is a computerized psychomotor, spatial ability, and multi-tasking test.

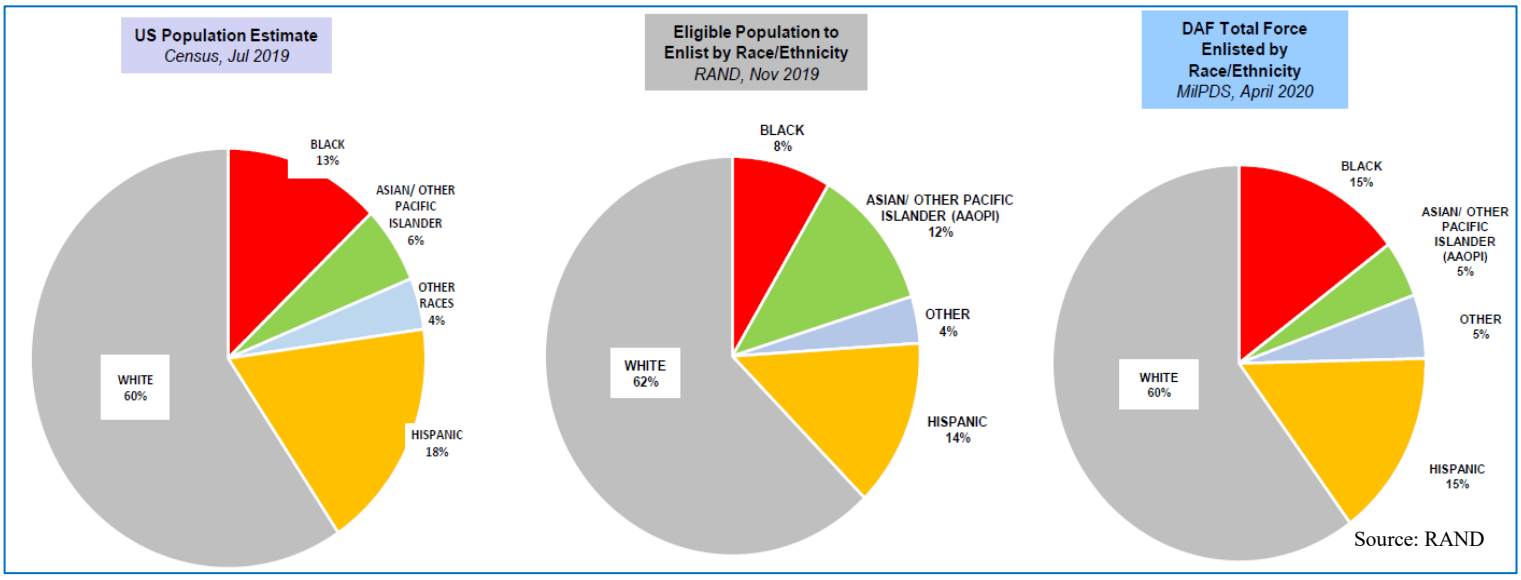
increase interest in flying among underrepresented groups (minority/female students). Det 1 serves as the Chief of Staff of the Air Force's Rated Diversity Improvement initiative to publicize opportunities at USAFA, ROTC, and OTS.

One barrier to becoming an Air Force pilot is the PCSM score, which is partly based on the number of flying hours a candidate has earned. Candidates who do not have the financial means for, or access to private lessons to earn flight hours, are disadvantaged. Thus, their PCSM score will be lower than those who could pay for and take private flying lessons. One initiative of Det 1 is to hold summer flight camps for underrepresented youths to teach them to fly and earn hours to improve their PCSM scores. Additionally, with an eye at increasing interest among minority and women officers, the Air Force also started the Rated Preparatory Program to cross-train officers into the rated career fields by providing them basic aviation experience and up to 10 hours of flying hours to raise their PCSM score. Students are then required to apply for that year's Undergraduate Pilot Training board.

ENLISTED ACCESSIONS

Black Americans represent 8% of the total population eligible to enlist. However, black service members make up 15% of the DAF total enlisted force. There is racial disparity in enlisted entrance exam scores and enlisted career fields. On average, black applicants score lower on the AFQT, and black enlisted service members are overrepresented in support, medical, and acquisitions career fields and underrepresented in operations and logistics/maintenance career fields.

Fig 37: Enlisted Racial Demographics (Eligible Population and DAF Enlisted Force)

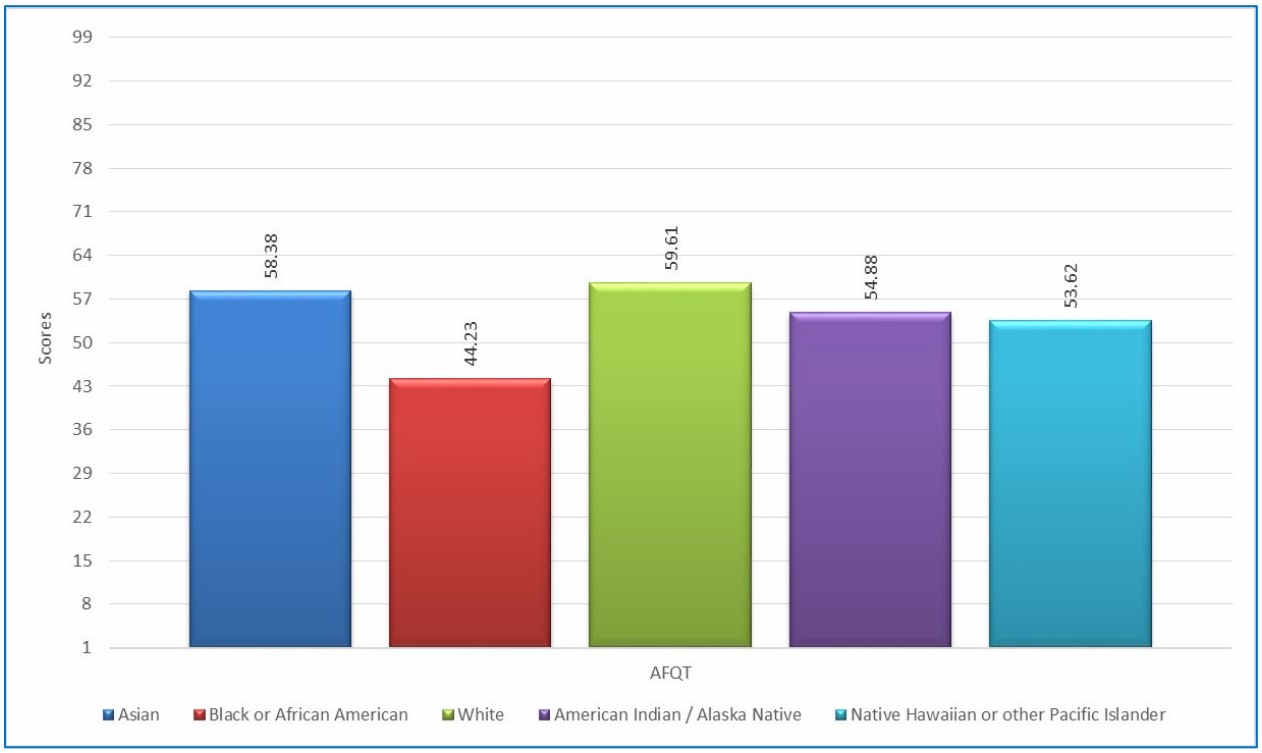


Entrance Exam

Like the rest of the Department of Defense, the Air Force uses the multiple-choice Armed Services Vocational Aptitude Battery (ASVAB) test as an entrance exam for high school (and equivalent) graduates interested in the enlisted corps.[14] Four subject areas of the ASVAB (Arithmetic Reasoning, Math Knowledge, Word Knowledge, and Paragraph Comprehension) comprise the bases for an applicant's Armed Forces Qualification Test (AFQT) score. Both score results are used to determine eligibility for enlistment as well as potential military occupational specialties.

Across the Department of Defense, black applicants score lower on the AFQT. According to the Office of the Under Secretary of Defense for Personnel and Readiness's 2020 *Report on the Armed Services Vocational Aptitude Battery (ASVAB)*, black applicants' mean AFQT scores were about 44, compared with roughly 58 and 60 for Asian American and white applicants respectively. (Ex 60 and Figure 38)

Fig 38: Mean AFQT Scores by Race



[14] The ASVAB tests General Science, Arithmetic Reasoning, Word Knowledge, Paragraph Comprehension, Math Knowledge, Electronics Information, Auto Information, Shop Information, Mechanical Comprehension, and Assembling Objects.

Enlisted Service Member Career Fields

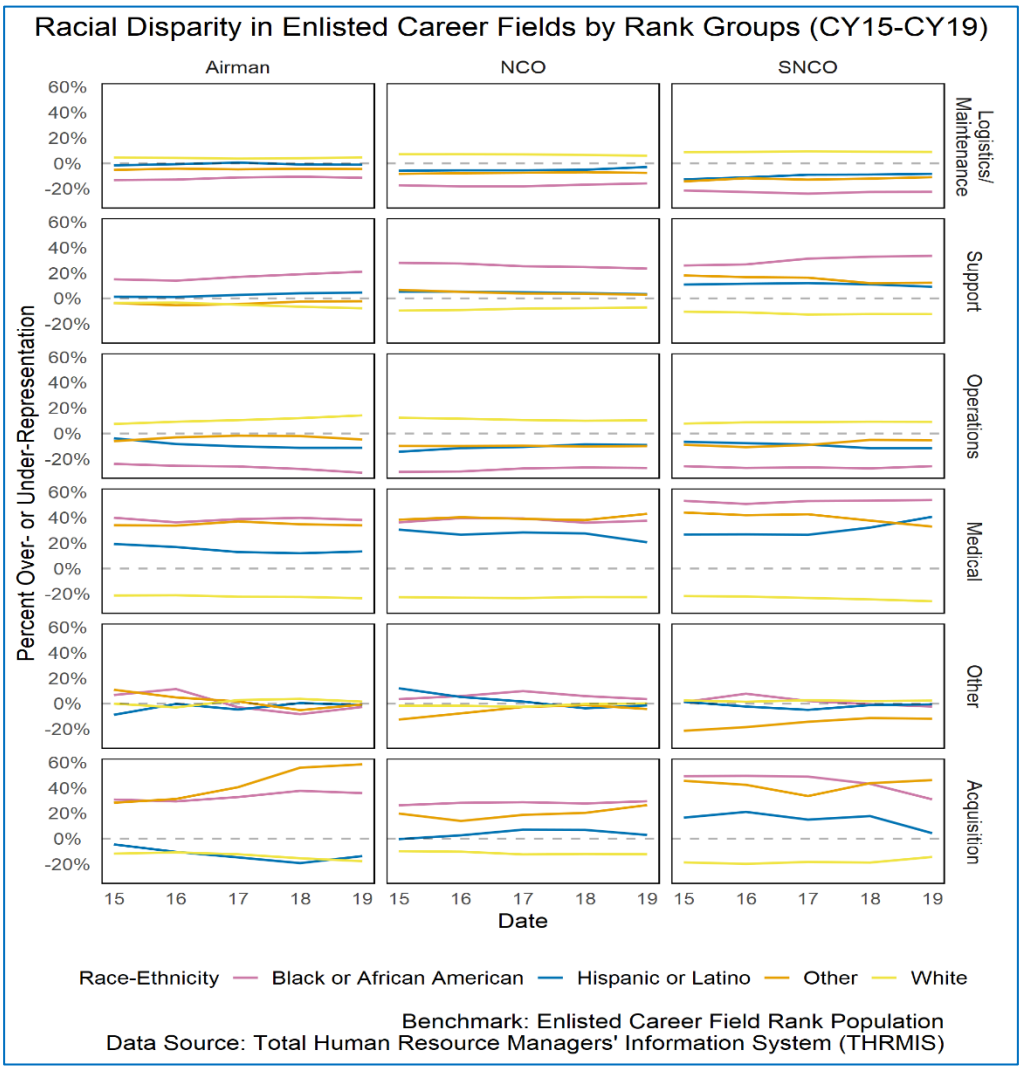
More than 86% of DAF enlisted positions are in support career fields. Roughly 4% are in medical, 3% each are in operations and logistics, and the remainder are in special duty positions or acquisition. ASVAB and AFQT test scores are the main factor in determining an enlisted service member's career field. Personal choice and the needs of the services at the time a person enlists are also factors.

Compared to the proportion of race and ethnic groups in the Active Duty Air Force and Space Force enlisted rank groups, black enlisted service members are concentrated in support, medical, and acquisitions AFSCs. They are underrepresented by 20 to 30% in logistics and operations career fields in all rank groups. Similarly, Hispanic and other minority enlisted service members are underrepresented by 5 to 20% in logistics and operations career fields. By contrast, white enlisted service members are underrepresented by 5 to 30% in medical and support career fields, and they are overrepresented in operations and logistics career fields.

The fact that black enlisted service members are concentrated in specific fields may adversely affect their promotion chances. Enlisted promotion rates are set to fill vacancies within an AFSC at a higher grade using factors in the Weighted Airmen Promotion System (WAPS), like test scores. Certain career fields, like pararescue (where black enlisted service members are underrepresented) have higher promotion rates, given the field's higher turnover rate and larger number of vacancies that need to be filled.

Several factors may explain why black enlisted service members are overrepresented in support fields. Interviews with those in the Air Force recruiting field, along with anecdotal evidence, suggest black enlisted service members choose to pursue career tracks for reasons such as: advice from veterans or family members; the career field is perceived to be more transferrable in the civilian world; the individual may not have been exposed to operational-type jobs; or their ASVAB and AFQT scores did not qualify them for other fields. Further, some jobs impose stricter medical standards, which further restricts the candidate pool, and this may limit the number of enlisted service members, regardless of race, who select these career fields.

Fig 39: Racial Disparity in Enlisted Career Fields by Rank Groups

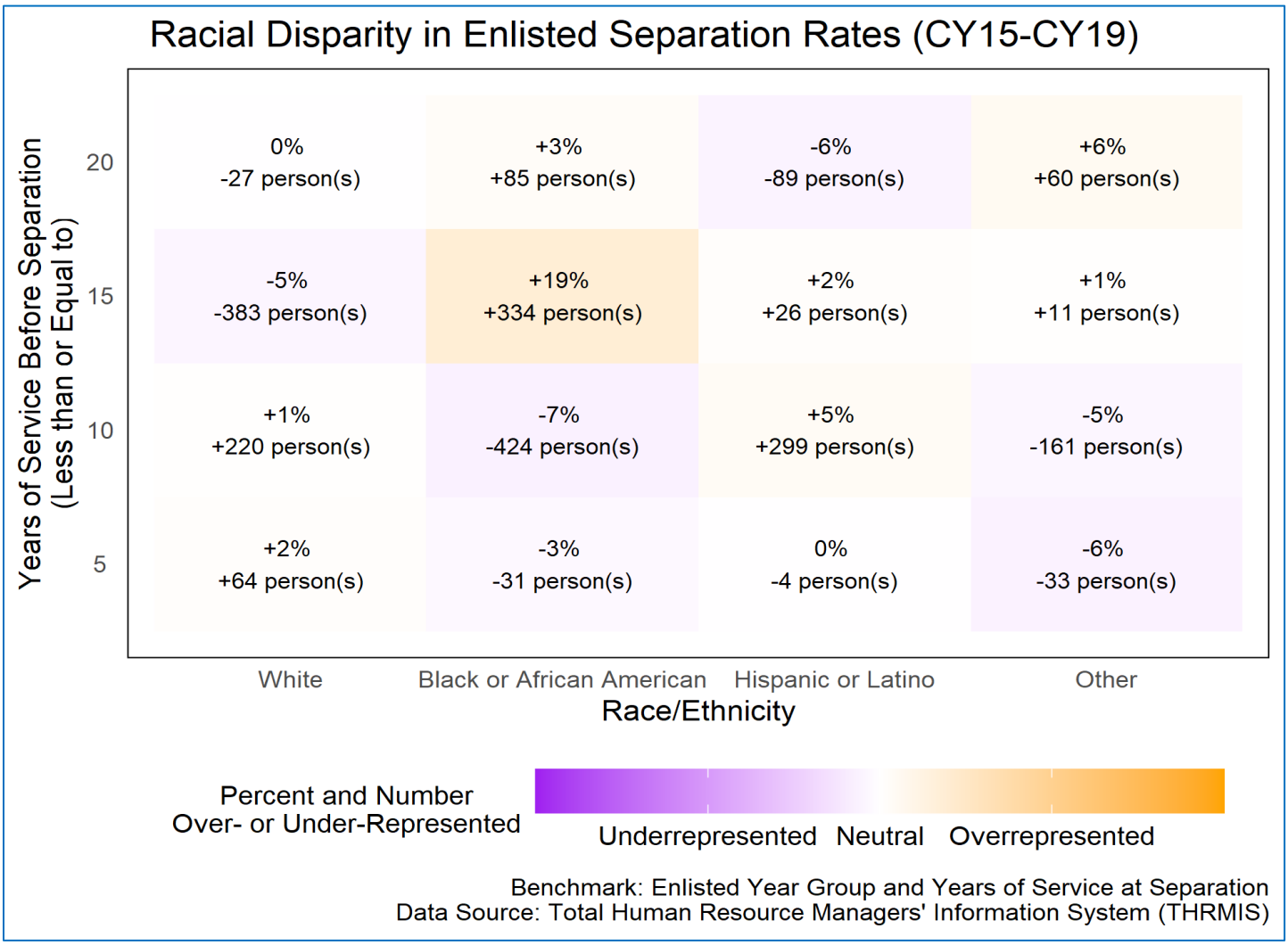


AIR FORCE RETENTION

Within the enlisted population, the data show no consistent racial disparity in retention rates. Black service members were slightly overrepresented in separations at 11-20 years of service and underrepresented in separations at 5 and 10 years of service. Within the officer population, the data show that black officers were slightly overrepresented in separations at 5-15 years of service and underrepresented in separations at 16-20 years of service.

The Review considered Air Force separation data from the Military Personnel Data System (MILPDS) broken down by officer and enlisted service members. The data covers 2015 through 2019 and showed disparity in separation rates relative to Race and Ethnicity and years of service. Fig 40 shows the racial disparity percent and number of over or underrepresented.

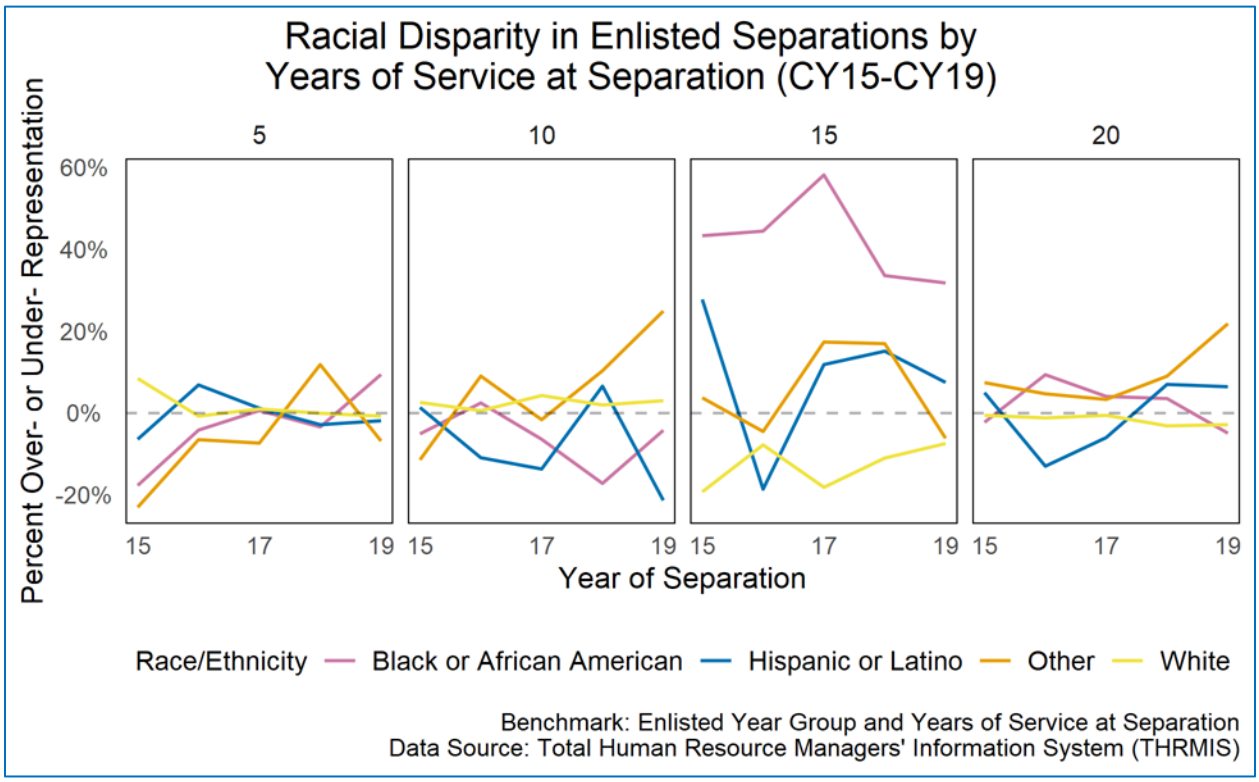
Fig 40: Racial Disparity in Enlisted Separations Rates



Enlisted retention rates over the past five years show black enlisted service members were overrepresented in separations at 11-20 years of service and underrepresented in separations at 5-10 years of service. White enlisted service members were underrepresented in separations at 11-15 years of service. Hispanic and Latino enlisted service members were overrepresented in separations at 5-15 years of service, but underrepresented in separations at 16-20 years of service.[15]

[15] The number of Airmen over or underrepresented is rounded to the nearest whole number.

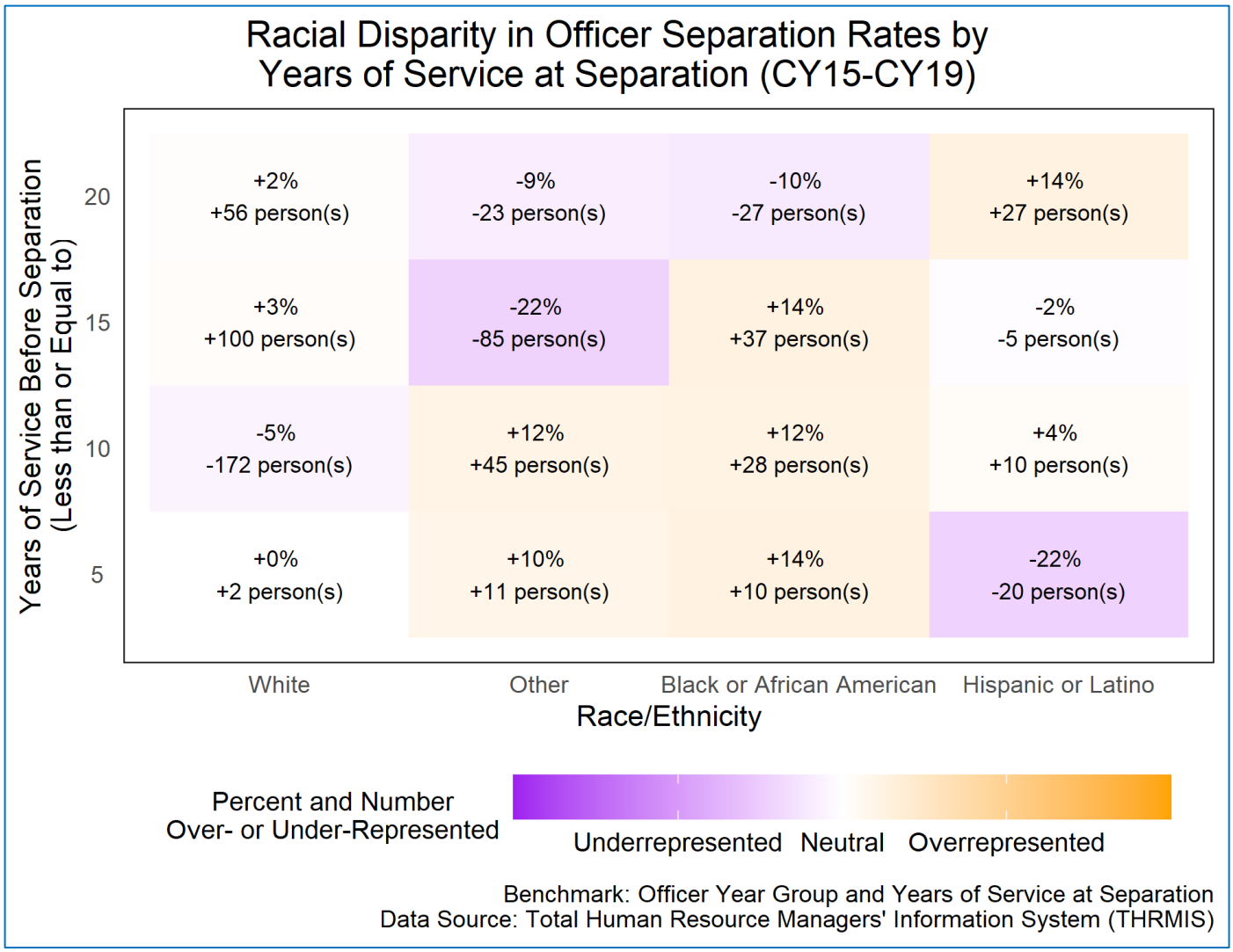
Fig 41: Air Force Racial Disparity Enlisted Separations: Relative to years of service



Enlisted retention rates over the past five years also show black enlisted service members were underrepresented in separations at 5 and 10 years of service but were overrepresented in separations at 15 years of service. Hispanic or Latino enlisted service members and enlisted service members of other races were approximately evenly represented in separations, but with substantial variation, limiting how informative the relative racial disparity metric is for these groups. White enlisted service members were slightly overrepresented in separations at 5 and 10 years of service, but underrepresented in separations at 15 years of service.

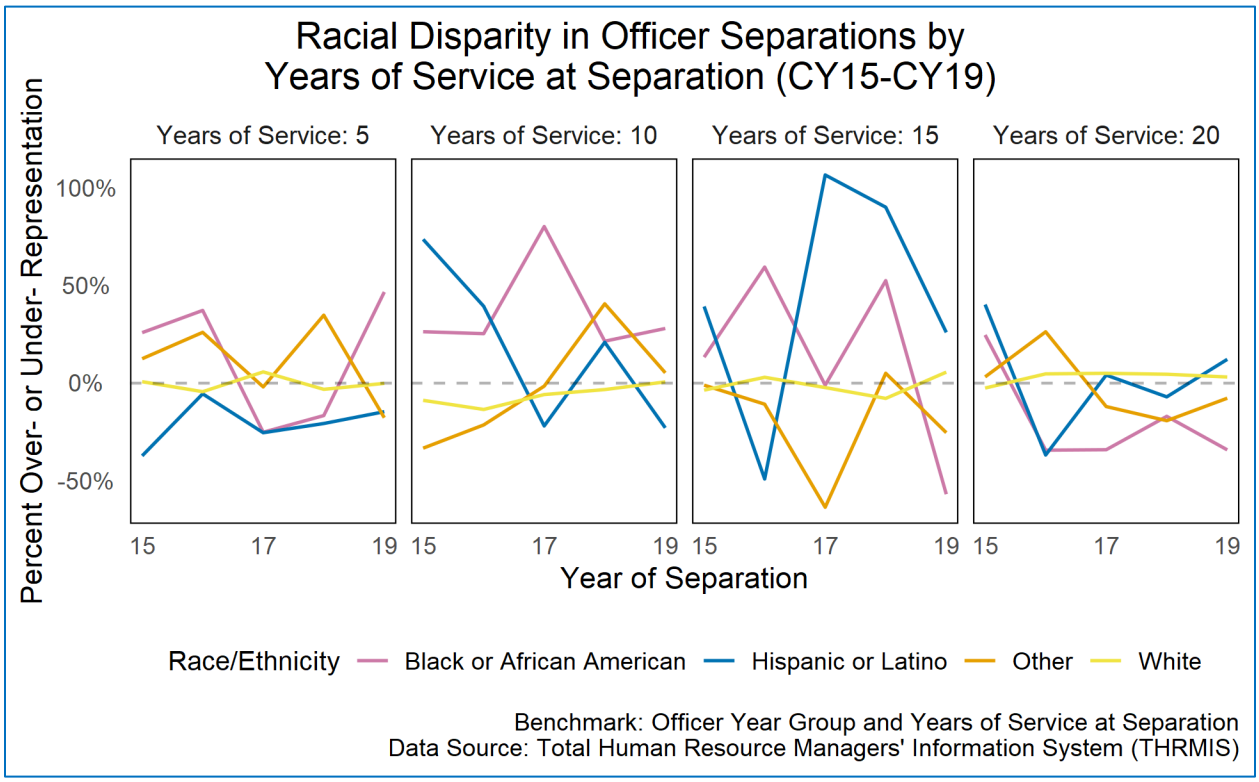
Note: The separations line charts only include separations at exactly the respective year of service, while the heatmaps (see Fig 42) include ranges (6-10, 11-15, 16-20) for years of service. A similar overrepresentation for black enlisted service members exists for both the 15 years of service group and the 11 to 15 years of service group.

Fig 42: Air Force Officer Retention Rate: Relative to Race/Ethnicity



When looking at officer retention rates over the past five years, the data show black officers were overrepresented in separations at 5-15 years of service and underrepresented in separations at 16-20 years of service. White officers were underrepresented in separations at 5-10 years of service, and overrepresented in separations from 11-20 years of service. Hispanic and Latino officers were overrepresented in separations at 16-20 years of service, but underrepresented in separations at 5 years of service.

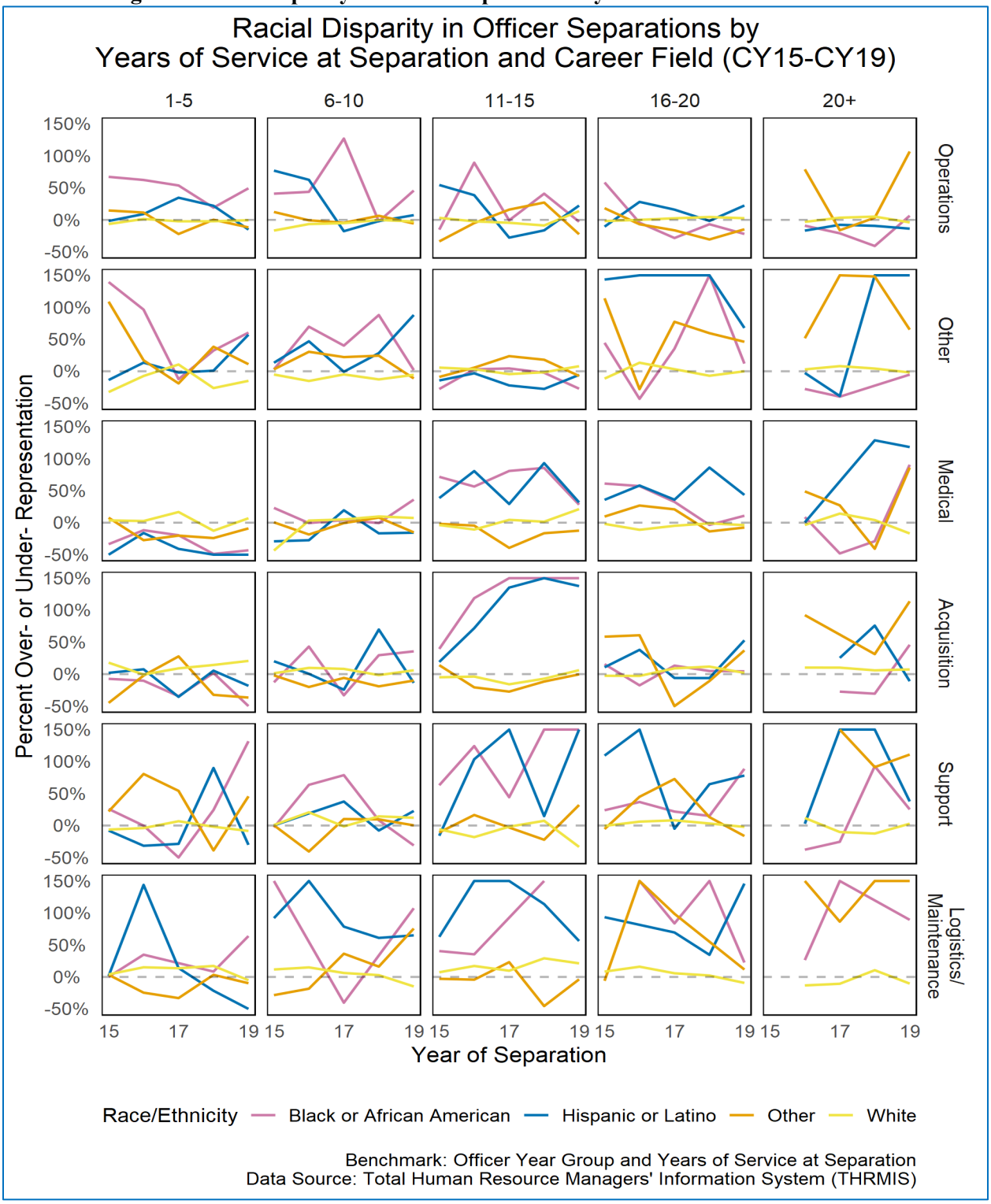
Fig 43: Racial Disparity in DAF Officer Separations: Relative to years of service



Officer retention rates over the past five years show black officers were generally overrepresented in separations at 5, 10, and 15 years of service. Hispanic or Latino officers and officers of other races were approximately evenly represented in separations, but with substantial variation, which limits how informative the relative racial disparity metric is for these groups. White officers were approximately evenly represented in separations at all years of service.

Note: The separations line charts only include separations at exactly the respective year of service, while the heatmaps include ranges (6-10, 11-15, 16-20) for years of service.

Fig 44: Racial Disparity in Officer Separations by Career Field



Black officer separations by career fields show a disparity in separation rates for the operations career fields during years one through ten and a disparity in the support career fields for most years.

Air Force Exit Survey Data

The Review team examined service members' responses to exit surveys completed during the separation process.

Fig 45: Air Force Exit Survey: Programs/Policies that influenced a service member's decision to separate

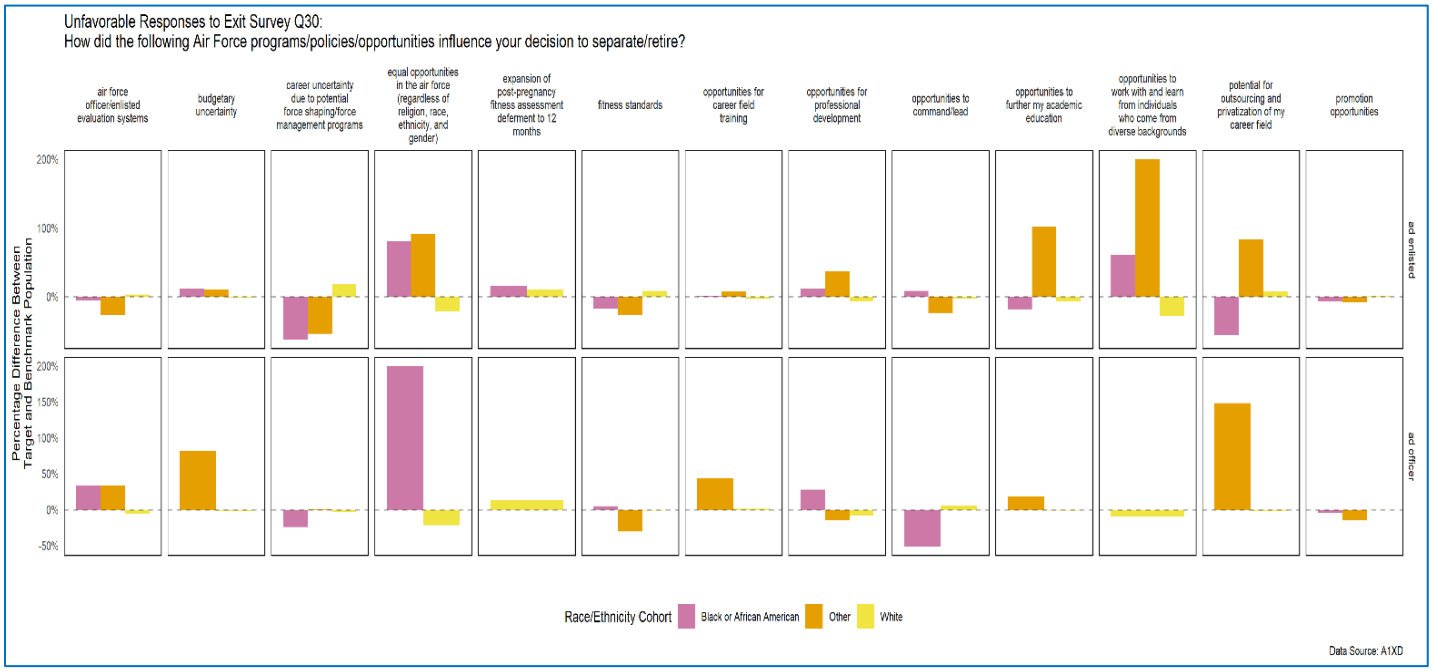


Fig 45 illustrates that black enlisted and officers were more likely to separate/retire than white service members based on Equal Opportunities in the Air Force and Opportunities for Professional Development. Black enlisted members are also more likely to separate/retire due to "opportunities to work with and learn from individuals who come from diverse backgrounds." Finally, the data show black officers are more likely to separate/retire due to the Air Force Officer Evaluation System.

Conclusions about Retention Issues

The enlisted population data show no consistent disparity in retention rates by race. While black service members were overrepresented in separations at 11-20 years of service, white service members were overrepresented in separations at 5 and 10 years of service. The exit survey responses from enlisted for both races are similar. However, exit survey responses should be reviewed thoroughly to help improve overall retention in the future.

The officer population data show that black officers were overrepresented in separations at 5-15 years of service and underrepresented in separations at 16-20 years of service. White officers were underrepresented in separations at 5-10 years of service and overrepresented in separations from 11-20 years. When looking at officer retention rates over the past five years, the data show that black officers are consistently overrepresented in separations at 5, 10, and 15 years of service. Hispanic or Latino officers are overrepresented in separations at 20 years of service and are underrepresented in separations at 5 years of service. Officers of other race-ethnicity groups are overrepresented in separations at 5 and 10 years of service but underrepresented in separations at 15 years of service. White officers are consistently underrepresented in separations.

The data also indicates black enlisted and officers are more likely to separate/retire due to Equal Opportunities in the Air Force and Opportunities for Professional Development. Black enlisted service members are also more likely to separate/retire due to "opportunities to work with and learn from individuals who come from diverse backgrounds." Black Officers are more likely to separate/retire due to the Air Force Officer Evaluation System.

PROFESSIONAL MILITARY EDUCATION (PME)

Since 2015, black officers have been overrepresented in PME nominations but underrepresented in designations to attend. The gap between nomination percentages and designation percentages is more significant in SDE than IDE. Enlisted PME programs are all "must attend" courses based on rank and promotion date. All individuals are scheduled to attend based on when they were promoted.

Officer PME

Officer PME is structured to provide continuous development opportunities across a career. It consists of Primary Developmental Education (PDE) for captains, Intermediate Developmental Education (IDE) for majors/major selects, and Senior Developmental Education (SDE) for lieutenant colonels (O5s), colonel selects (O6 select), and colonels (O6). (Ex 43:95, 96) Officers complete PME programs either in-residence or by distance learning. The DAF does not provide opportunities for all officers to attend all levels of PME in-residence.

PDE primarily consists of Squadron Officer School but also includes some advanced degree and other special programs. All eligible officers in the grade of captain within the following competitive categories are required to attend in-resident Squadron Officer School: line of the Air Force, LAF-J (judge advocates), and the non-line of the Air Force Chaplain Corps, Medical Services Corps, Biomedical Science Corps, Nurse Corps, Medical Corps, and Dental

Corps. Medical Corps and Dental Corps officers are not eligible to attend SOS in-residence during Graduate Medical/Dental Education (GME/GDE) nor in the nine months following GME/GDE completion. (Ex 43:94)

IDE programs include graduate education, fellowships, and PME at military command and staff colleges. Intermediate developmental education denotes a period of development during which, for example, officers typically earn Joint Professional Military Education Phase I credit. (Ex 43:95)

SDE programs include graduate education, fellowships, and PME at military war colleges. Senior developmental education denotes a period of development during which, for example, officers typically earn Joint Professional Military Education Phase II credit. (Ex 43:95)

For IDE and SDE in-residence programs, officers are nominated by their Senior Rater (SR) and meet a Central Developmental Education (DE) Board. Officers are designated once they meet the Central DE Board, are vectored by the Developmental Team (DT), matched to a program, and approved at the Developmental Education Designation Board (DEDB) to attend a specific in-resident DE program. Senior Raters must nominate selects and candidates in accordance with annual guidance. Lieutenant colonel promotion boards are no longer identifying officers as "selects" for SDE, and starting with the 2004 year group, all lieutenant colonels will be candidates and must be nominated by their SR for SDE. [16] IDE seats are allocated using field grade requirements above the wing level and squadron commander or equivalent billets for each AFSC (LAF). SDE seats are currently distributed using a fair share methodology on the eligible pool's size for SDE. For Academic Year (AY) 21-22, the AF/A1D guidance was 70% of SDE seats would go to selects (e.g., identified at the O5 board) and 30% of seats would go to candidates across all AFSCs. According to A1, SDE seats will soon go to a requirements-based allocation similar to IDE. (Ex 44:3, 6)

AF/A1 provided IDE/SDE nomination/designation data for 2015-2019. Except for 2015 IDE, black officers exceeded the average nomination rate for all officers. Black officers, however, are designated at a lower rate than average for all officers in both IDE and SDE (except for 2019 IDE where the black officer designation rate exceeded the average by 1.5%). As seen in the figure below, the number of additional black officers that would have been necessary to meet the average designation rate for all races ranged from a low of 2 for 2018 IDE to a high of 10 for 2019 SDE. The data show that black officers are consistently below the average designation rate for IDE and SDE compared to their white counterparts.

[16] The term "select" refers to officers formerly chosen during their respective promotion boards to attend school in-residence; the term "candidate" applies to all other officers while they remain within their respective windows of eligibility; the term "designee" refers to Selects or Candidates designated for school through the Developmental Education Designation Board process. Currently there are still some SDE selects who were selected at their lieutenant colonel promotion board to slated attend SDE (Ex 43:92)

Fig 46: 2015-2020 IDE/SDE Nomination/Designation Rates

	2015						2016					
IDE	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta
White	4238	1281	440	30.2%	34.3%	2.1%	4266	1207	449	28.3%	37.2%	1.8%
Black	270	79	21	29.3%	26.6%	-5.7%	248	80	19	32.3%	23.8%	-11.7%
Total	5231	1583	511	30.3%	32.3%	5	5190	1498	531	28.9%	35.4%	9
						# needed to meet rate						# needed to meet rate
	2015						2016					
SDE	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta
White	3062	964	204	31.5%	21.2%	1.5%	3071	936	207	30.5%	22.1%	1.3%
Black	207	82	9	39.6%	11.0%	-8.7%	205	74	11	36.1%	14.9%	-5.9%
Total	3621	1150	226	31.8%	19.7%	7	3659	1134	236	31.0%	20.8%	4
						# needed to meet rate						# needed to meet rate

	2017						2018					
IDE	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta
White	4080	1190	451	29.2%	37.9%	1.2%	4026	1324	476	32.9%	36.0%	1.4%
Black	201	69	21	34.3%	30.4%	-6.2%	181	57	18	31.5%	31.6%	-3.0%
Total	4942	1454	533	29.4%	36.7%	4	4845	1579	546	32.6%	34.6%	2
						# needed to meet rate						# needed to meet rate
	2017						2018					
SDE	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta
White	2966	874	209	29.5%	23.9%	1.6%	3032	936	217	30.9%	23.2%	1.4%
Black	207	82	9	39.6%	11.0%	-11.3%	196	69	9	35.2%	13.0%	-8.7%
Total	3571	1076	240	30.1%	22.3%	9	3664	1134	247	30.9%	21.8%	6
						# needed to meet rate						# needed to meet rate

	2019						2020					
IDE	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta
White	4294	1331	466	31.0%	35.0%	1.4%	4468	1438	422	32.2%	29.3%	-1.0%
Black	225	74	26	32.9%	35.1%	1.5%	274	87	32	31.8%	36.8%	6.4%
Total	5233	1634	550	31.2%	33.7%	-1	5545	1788	543	32.2%	30.4%	-6
						# needed to meet rate						# needed to meet rate
	2019						2020					
SDE	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta	Eligible	Nominated	Designee	Nom Rate	Des Rate	Des Delta
White	4031	1171	221	29.0%	18.9%	1.5%	4031	1155	218	28.7%	18.9%	1.1%
Black	232	84	5	36.2%	6.0%	-11.4%	231	76	4	32.9%	5.3%	-12.5%
Total	4910	1422	247	29.0%	17.4%	10	4908	1410	250	28.7%	17.7%	9
						# needed to meet rate						# needed to meet rate

Source: AF/A1

In 2019, CSAF implemented a Definitely Attend (DA) process that gave every wing CC/ Senior Materiel Leader (SML) and a few additional SRs direct input into which officers are guaranteed IDE. 194 DAs were awarded for AY20-21 IDE and 275 were awarded for AY21-22.

According to AF/A1, the intent of the DA was to allow SRs, who are closest and most familiar with the talent of their officers, to select a small number of officers to attend IDE without having to be selected by the central board. This would allow SRs to use a DA for an officer who is a strong performer now, but may not have a strong record from earlier in their career, which would lower their order of merit at the DE board. AF/A1 provided the following demographic data for DAs. (Ex 44:14)

Fig 47: AY20-22 DA Demographics

AY 20-21 IDE DA			AY 21-22 IDE DA		
White	162	83.5%	White	211	76.7%
Black	11	5.7%	Black	17	6.2%
Other	21	10.8%	Other	47	17.1%
Total	194	100.0%	Total	275	100.0%

Source: AF/A1

AF/A1 indicated the DA process has given more minorities the opportunity to attend IDE. Black officers comprised 5.7% of the 194 DAs Awarded in 2019 and 6.2% of the 275 DAs awarded in 2020, which is higher than their percentage of the O4 population. AF/A1 correlated black officers meeting the average designation rates in 2019/2020 with the DA process, but said they had not done the analysis to see if the success was a direct result of the DA process. AF/A1 is building on a plan similar to DAs for IDE, wherein SRs will be able to designate an officer to attend SDE using a DA. AF/A1 is still working on the details, but intends to start allowing SDE DAs in approximately two years.

According to AF/A1, eligible officer records are ranked 1 to N at the Central DE board and the primary nominees are sent to the DTs. The DTs vector nominees to specific programs. After the DTs are complete, officers are matched to a specific DE program followed by a review/validation at the DEDB. (Ex 44:4)

It does not appear the Air Force Personnel Center (AFPC) or AF/A1 analyzes designation rates to determine if there are disparities in the nomination/designation process. The charts above indicate that IDE designation rates for black officers met or exceeded the average for 2019 and 2020. However, SDE designation rates are lower than the average designation rate for 2015 through 2020. AF/A1 is aware of the disparities, especially for SDE. Diversity slides briefed to the DEDB simply show what percentage of each race makes up the total IDE/SDE designees, which may have limited utility for comparing across races.

AF/A1 acknowledged the disparity and offered several points related to the issue. First, the DE board is a diverse group that is shown videos on bias and the records are masked for demographics. The board process is similar to promotion boards in that the records are scored on performance indicated by their performance reports, and any splits are resolved during the board process. AF/A1 senior leadership believes the board process is fair and has no reason to believe bias exists within the board process. Although this Review found no evidence of racial

bias, the potential for racial bias exists when SRs have discretion to decide which officers they will nominate for DE and control the comments they include in the nomination.

Second, AF/A1 also published guidance stating the criticality of DTs identifying potential barriers that inhibit any group of Air and Space Professionals from key developmental milestones. According to AF/A1, there have been a number of good examples of DTs performing analyses, but many do not conduct analyses, citing time limitations based on mission requirements.

Enlisted PME Attendance

Enlisted PME is composed of Airman Leadership School (ALS), Noncommissioned Officer Academy (NCOA), Senior Noncommissioned Officer Academy (SNCOA), and the Chief Leadership Course. All programs are "must attend" courses based on rank and promotion date.

ALS is a primary level in-residence force development opportunity that meets all enlisted professional military education requirements for the service's most junior service members. Airmen and Space Professionals participate beginning at the three-year time-in-service mark. Completion of ALS is required for senior airmen selected for staff sergeant before their promotion increment month. (Ex 43:101)

NCOA is a primary level in-residence force development opportunity and completion is required prior to promotion to Master Sergeant (MSgt) based on grade, priority, and eligibility. Technical sergeants (TSgt) must attend NCOA before two years' time-in-grade. (Ex 43:101)

SNCOA is an intermediate and senior-level in-residence force development opportunity and is required for promotion to Senior Master Sergeant (SMSgt). Senior noncommissioned officers who complete a resident sister service equivalent course or Joint Special Operations Forces Senior Enlisted Academy receive enlisted professional military education credit for completing resident SNCOA. (Ex 43:101)

Chief Leadership Course is a senior-level in-residence force development opportunity and is required for all newly-selected Chief Master Sergeants (CMSgts/E9). CMSgts must attend Chief Leadership Course before one year time-in-grade. (Ex 43:101)

According to AF/A1DL, there are approximately 75-80 SNCOs who attend sister service Joint Professional Military Education (JPME) per year. These SNCOs are nominated by their respective MAJCOMs. Each MAJCOM is allowed to nominate SNCOs based on the number of slots allocated. For example, if the DAF were offered two slots at the U.S. Army Sergeants Major Academy, each MAJCOM would be allowed to nominate two SNCOs. The nominees are then sent to the MAJCOM Command Chiefs, sanitized of demographics, to score.

Except for the small number of JPME courses that use a nomination process, attendance at Enlisted PME is required for all Airmen and Space Professionals based on rank and promotion dates. Because all enlisted members attend PME, this Review found no racial disparities for the enlisted PME courses. As for the JPME courses, AF/A1 does not keep a database or analyze for racial disparities in nominees or selectees. AF/A1 was able to produce some data for FY19 JPME courses. AF/A1 filled 83 JPME slots with 54% white service members, 13% black

service members, and 22% other races. AF/A1 did not have any data on the number and demographics of nominees. Demographics were not masked for scoring. This Review notes the potential for racial bias in both the nomination and scoring processes. The diversity of the chiefs scoring the packages depends on the diversity of the MAJCOM Command Chiefs. Since AF/A1 does not track the demographic data needed to allow analysis for potential racial disparity, there is no way to know if there is a disparity in the selection of JPME candidates.

Civilian PME Attendance

As demonstrated in the AFPC data in Figs 48 and 49, black civilians met the DT at a higher rate than the average rate of all civilians meeting the DT, for both IDE and SDE for AYs 2018-2021. However, black civilians met the Civilian Developmental Education Board (CDEB) at a lower rate than the average across the same AYs. Despite being below the average rate that met the CDEB, black civilians met or exceeded the average select rate for IDE AY18 and 19 and were above the average select rate for AY18 and AY20. In addition, AF/A1 indicated they had not analyzed the data in this manner, and therefore, were not aware of the racial disparity for black civilians meeting the CDEB.

Fig 48: 2018-2021 Civilian IDE Selection Rates

IDE AY 18	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	48307	45207	262	0.58%	88	33.6%	50	56.8%
Black/AA	5452	5133	36	0.70%	11	30.6%	6	54.5%
White	37740	35239	187	0.53%	64	34.2%	34	53.1%
IDE AY 19	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	48701	45947	195	0.42%	72	36.9%	48	66.7%
Black/AA	5659	5369	28	0.52%	7	25.0%	4	57.1%
White	37785	35570	140	0.39%	57	40.7%	37	64.9%
IDE AY 20	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	50979	47477	225	0.47%	88	39.1%	48	54.5%
Black/AA	6066	5738	30	0.52%	7	23.3%	4	57.1%
White	39259	36471	161	0.44%	68	42.2%	38	55.9%
IDE AY 21	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	53232	48559	257	0.53%	85	33.1%	43	50.6%
Black/AA	6437	6020	46	0.76%	12	26.1%	6	50.0%
White	40586	37021	172	0.46%	62	36.0%	31	50.0%

Fig 49: 2018-2021 Civilian SDE Rates

SDE AY 18	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	10570	10229	248	2.42%	154	62.1%	133	86.4%
Black/AA	663	648	18	2.78%	9	50.0%	9	100.0%
White	9077	8783	201	2.29%	129	64.2%	113	87.6%
SDE AY 19	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	11013	10715	294	2.74%	162	55.1%	135	83.3%
Black/AA	707	690	19	2.75%	10	52.6%	4	40.0%
White	9450	9185	248	2.70%	133	53.6%	118	88.7%
SDE AY 20	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	11605	11261	338	3.00%	195	57.7%	126	64.6%
Black/AA	767	740	31	4.19%	11	35.5%	6	54.5%
White	9902	9612	276	2.87%	166	60.1%	109	65.7%
SDE AY 21	Inventory	Eligible	# Met DT	Rate Met DT	# Met CDEB	Rate Met CDEB	# Selected	Rate Selected
All	12647	12176	362	2.97%	220	60.8%	134	60.9%
Black/AA	883	850	35	4.12%	13	37.1%	9	69.2%
White	10685	10311	295	2.86%	184	62.4%	111	60.3%

Civilian PME follows a process similar to the military IDE/SDE process. First, there is a call for nominations, followed by a Civilian DT, and then a Civilian DE board. Civilian personnel have to apply for IDE/SDE opportunities. Once they apply, they need an endorsement by their supervisor, and the endorsement must be from at least a GS-15 or SES. Unlike the military DE process, there is no cap on the number of civilians the supervisor (GS-15 or above) may endorse. The civilian DTs then evaluate the endorsed candidates to verify their eligibility, assess the candidate's performance, and determine which candidates meet the Civilian Developmental Education Board (CDEB). The CDEB then designates who will attend PME.

According to AF/A1, the CDEB is a diverse board and the school designations are merit based. Based on the data received from Civilian DE personnel in AFPC/A1, it does not appear designation rates are analyzed. Similar to the military IDE/SDE brief, the AF/A1 civilian diversity slides only show the percentages of the designees by race. They provide a comparison to the previous year by highlighting differences of plus or minus 3%. (Ex 45) Since the data only compares individual race groups to the same race group from the previous year, there is no way to identify potential racial disparity. This Review used the raw numbers to create Figures 48 and 49, which show the different rates black civilians and their white counterparts met the DT, were nominated by the DT for the CDEB, and were ultimately designated by the CDEB.

This Review found black civilians were nominated to the CDEB at a rate lower than the average rate and lower than the rate for white civilians for IDE and SDE AY18-21. Likewise, the selection rate for black civilians was below the average selection rate for half of the eight IDE/SDE AYs. This Review was unable to determine if racial bias contributed to the disparity. Points in the process susceptible to racial bias include the endorsement comments by supervisors and senior leadership and the DTs who review the applicants and decide who meets the CDEB. According to AF/A1, racial demographics are discussed during the CDEB outbrief to AF/A1 leadership. AF/A1 should consider conducting a more detailed analysis to determine why these disparities exist.

PROMOTIONS

The IG Review found that black service members are underrepresented in promotions to E5-E7 and O4-O6. Additionally, black officers are underrepresented in Definitely Promote (DP) allocations for O5 and O6. Black, permanent, full-time civilians are underrepresented in GS-13 to SES grades.

Demographics

The July 2019 Census estimated the U.S. population is 60% white, 18% Hispanic, 13% black, 6% Asian or Other Pacific Islander, and 4% other races. An April 2020 snapshot of enlisted and officer ranks show 16.9% of enlisted Airmen (E1-E4) are black, which is overrepresented compared to the U.S. population (13%) and the eligible population (8%). On the other hand, Air Force O1s are 6.3% black, which is underrepresented compared to the 7% eligible population and 13% of the total population. (Ex 42)

Fig 50: Enlisted Rank by Demographic Group

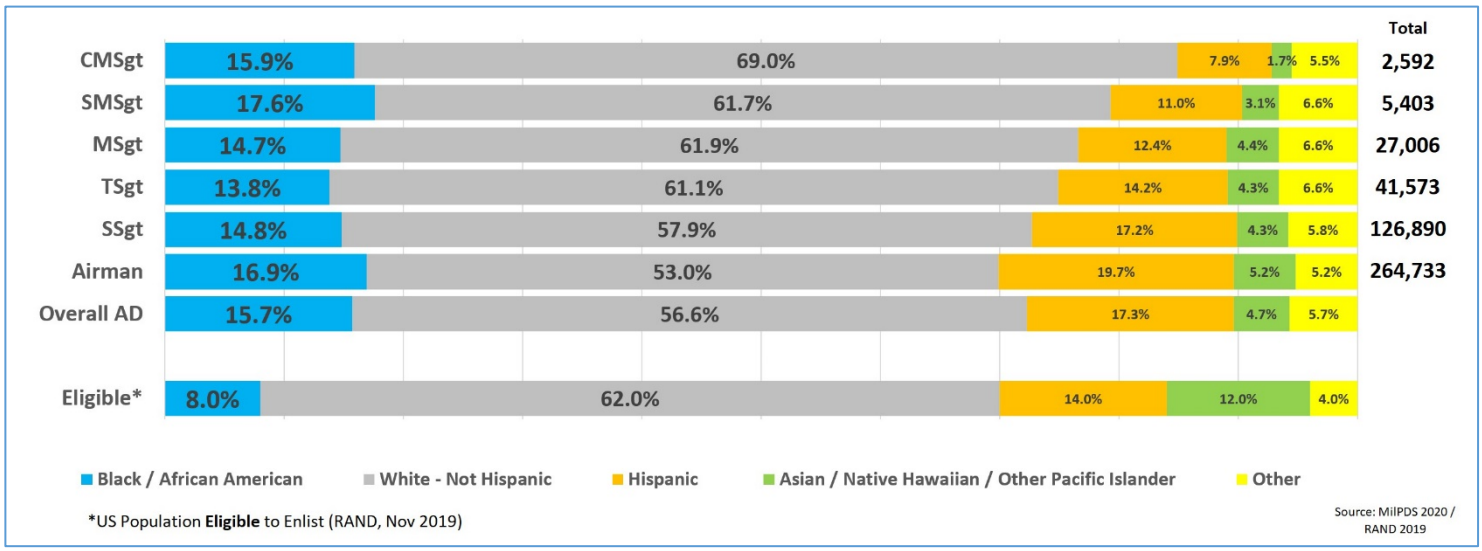
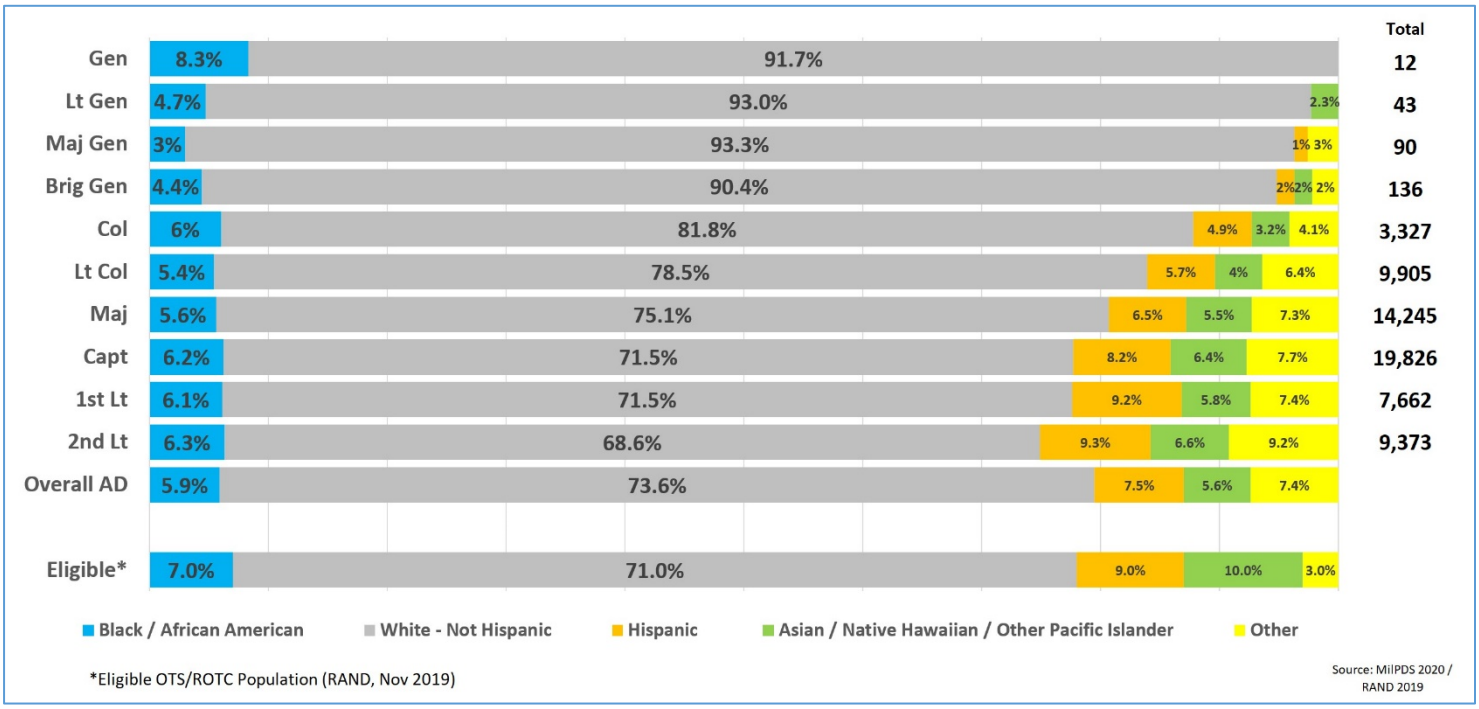


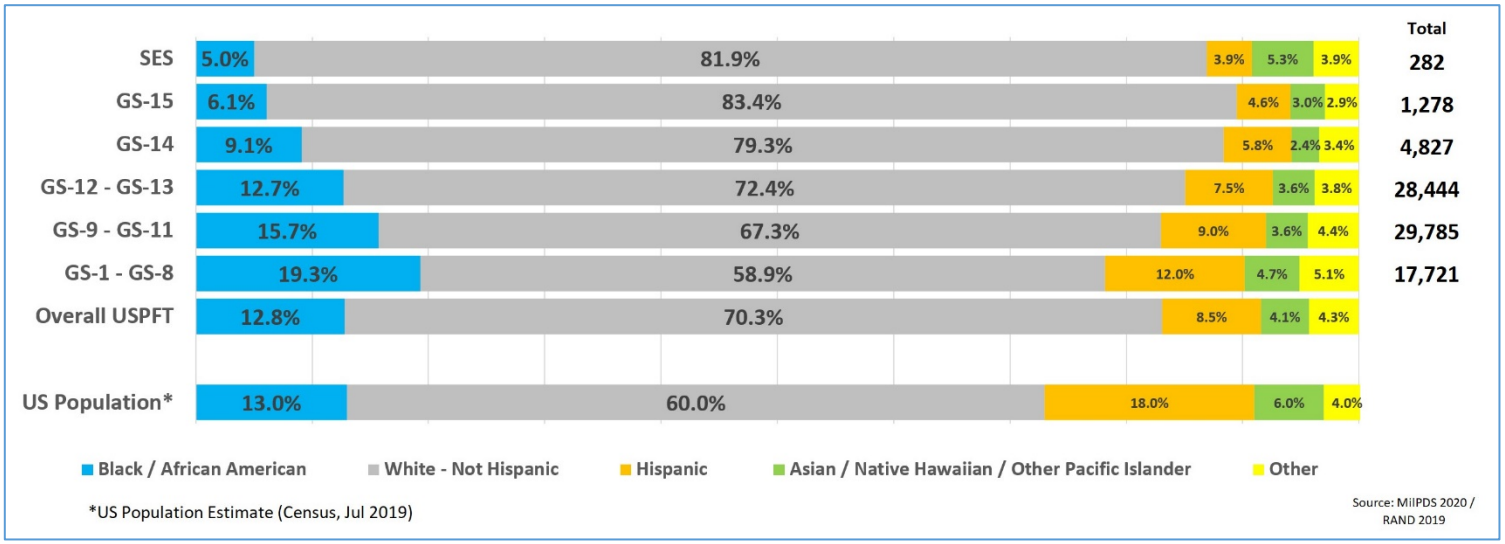
Fig 51: AD Officer Demographic by Rank



The representation of civilian leadership is challenging to assess because, unlike the military promotion system, there is no standardized central promotion system for civilian members. For DAF civilians, hiring actions and promotions are individual actions taken by individual hiring officials. Hiring officials can promote from within an organization, or they can select a candidate from outside of the organization or DAF. Furthermore, hiring priorities established by the Office of Personnel Management (OPM) must be observed. Nevertheless, the April 2020 snapshot of civilian representation by grade shows black civilians are overrepresented

compared to the U.S. population in the lower grades (GS-1 through GS-11) and underrepresented in higher GS grades (GS-12 through SES). The disparity in black civilian representation increases as the grade increases.

Fig 52: Civilian Workforce Grade by Demographic Group



Enlisted Promotions

Enlisted promotion data from 2015 through 2019 provided by AFPC and AF/A1 reveals disparities among some ranks and demographics. During these five years, black enlisted service members were underrepresented in promotion rates for all promotion categories and ranks except E8 and E9. White enlisted service members were overrepresented in all ranks. Enlisted service members of other races were underrepresented in all ranks except for E7. The most substantial disparity for promotion is evident in E5. Black service members promoted below the average by 5.7% in 2015 to 9.1% in 2019. After comparing the proportion of race groups in Active Duty enlisted year groups with their proportion in promotions, black enlisted service members are underrepresented by 10 to 20% in E5, E6, and E7 promotions. White enlisted service members are overrepresented by up to 10% in E5, E6, and E7 promotions. Small group sizes introduce more variability in the higher ranks.

Enlisted service members in the grades of E4, E5, and E6, who are eligible for promotion, are given a promotion recommendation through the Forced Distribution process.[17] Members' performance reports are reviewed, and their chain of command either advocates for or decides on the recommendation. While race, gender, and ethnicity are published in post-board statistics, SNCO selection boards are not provided this information and do not consider it during

[17]Per AFI 36-2406, *Officer and Enlisted Evaluations Systems,* Forced Distribution is "The allocation of the top two promotion recommendations, "Promote Now" and "Must Promote", from a force distributor…or promotion eligible SrA, SSgts, and TSgts." Large units receive their own forced distribution promotion allocations and allocations are awarded at the unit level. Promotion allocations for small units roll-up to compete at and received promotion recommendations allocations by the Senior Rater or Management Level Enlisted Forced Distribution Panel (EFDP). Large units are any organizational structure with 11 or more eligible Airmen, and small units are organizational structures with ten or less eligible Airmen. (Ex 53:115-118)

the selection process. However, board members may deduce a member's gender, race, or ethnicity based on the name of the individual.

Fig 53: Enlisted Promotion Rates

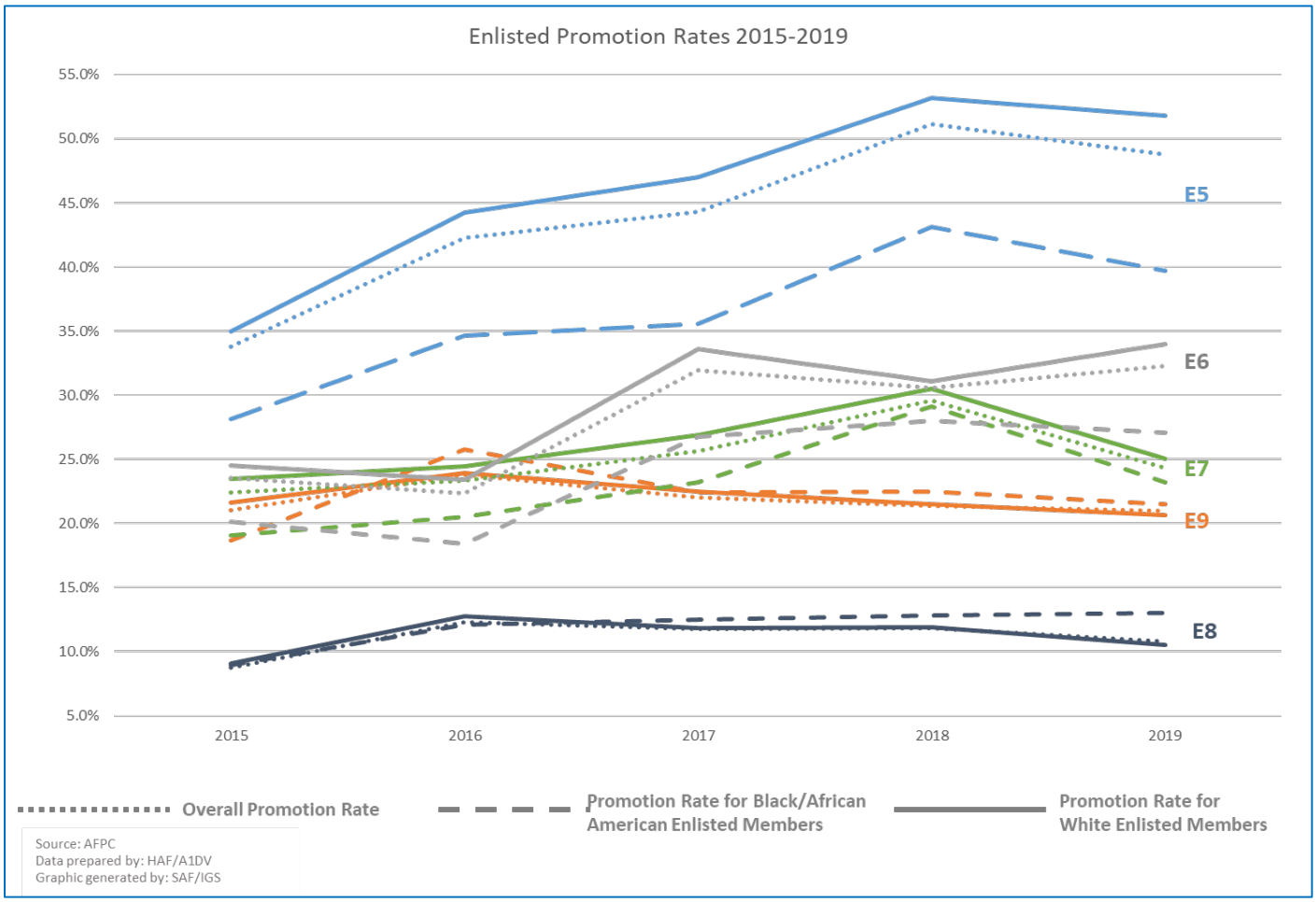
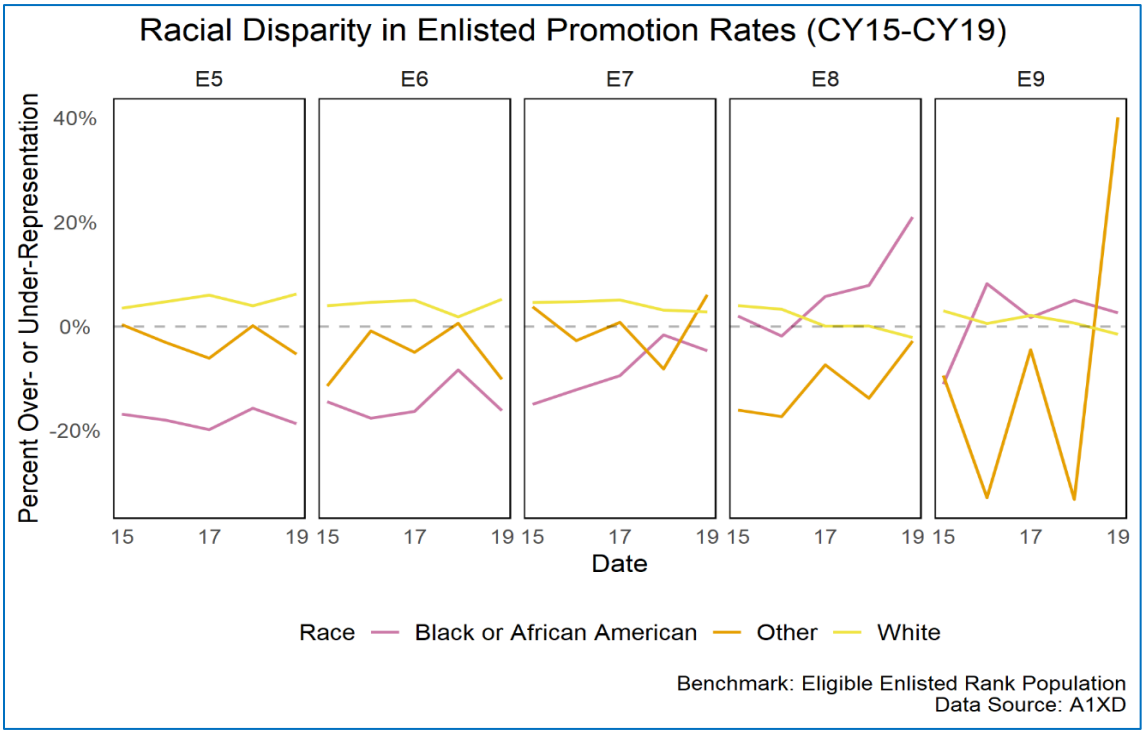


Fig 54: Racial Disparity in Enlisted Promotion Rates



With the exception of the acquisition career field, black enlisted service members consistently take longer to promote to E5, E6, and E7. Figure 54 is based on total time in service, not the time to achieve each rank. Thus, delays in promotion to E5 contribute to the time to achieve the ranks of E6 through E9. Additionally, the following disparities are present in enlisted promotions (See Ex 2:87 for detailed graphics):

- Compared to the average years in service before promotion for each Active Duty enlisted year group from 2008 to 2012, black enlisted service members consistently take longer to promote to E5 across operations, logistics, support, and medical career fields.
- Compared to the average years in service before promotion for each Active Duty enlisted year group from 2004 to 2008, black enlisted service members consistently take longer to promote to E6 across operations, logistics, support, and medical career fields.
- Compared to the average years in service before promotion for each Active Duty enlisted year group from 2001 to 2005, black enlisted service members consistently take longer to promote to E7 across operations and support career fields.
- Compared to the average years in service before promotion for each Active Duty enlisted year group from 2001 to 2005, there seems to be no disparity in time to promote to E8 across race-ethnicity groups.

In order to understand E5 and E6 promotion disparities, it is necessary to understand how Weighted Airman Promotion System (WAPS) points are allocated. Promotion factors include Specialty Knowledge Test (SKT) score (if applicable), Promotion Fitness Examination (PFE) score, decorations, and EPRs (promotion recommendations increase points, referral evaluations[18] reduce points). Promotion eligibility requires members to earn a minimum score on the SKT and PFE.

Promotion recommendations are strong predictors of promotion and may largely explain promotion rates to E5 and E6. For E5 between 2017 and 2019, a "Promote Now" (PN) rating resulted in a 99% promotion rate, and a "Must Promote" (MP) resulted in an 86 to 90% promotion rate. The average promotion rate was around 50%. Between 2017 and 2019, E6s with a PN recommendation promoted at a 96-98% rate, and 71-76% rate with an MP recommendation. The average promotion rate was around 30%.

Data for the 2019 E5 promotion cycle provide some insight into the disparity in black enlisted promotions. Black airmen received a PN or MP recommendation at a slightly lower rate than the average rate. Black males received a PN or MP recommendation at a rate of 19%, which is below the 21% service average for males. Black females received a PN or MP recommendation at a rate of 26%, which was below the Air Force 30% average for females, but 5% above the service average for males and 7% above the average for black males. The overall average PN and MP recommendation rate for 2019 promotion to E5 was 23%, and the overall for black service members was 21%. Hispanic service members were above the average at 24%, and white service members met the average rate at 23%.

Lower test scores and increased quality force indicators also contributed to the lower promotion recommendation and promotion rates for black service members.[19] For enlisted members under 25 years old and have less than 5 years of service, black Airmen have an increased likelihood of having quality force indicators, including an Unfavorable Information File (UIF), Article 15s, and demotions.

In 2019, E6 promotion rates, promotion recommendations, and test scores for black males were below the service average. Black males averaged the lowest test scores of race/ethnic and gender groups. Black males promoted at 27%, which was 5% below the Air Force average, and at a lower rate than other racial and ethnic groups. A 2008 RAND study on WAPS standardized test scores found black enlisted service members' PFE and SKT scores

[18] Per AFI 36-2406, *Officer and Enlisted Evaluations Systems*, performance evaluations must be "Referred" when "[c]omments in any OPR, EPR, LOE, or TR (to include attachments), regardless of the ratings, that are derogatory in nature, imply or refer to behavior incompatible with or not meeting AF standards, and/or refer to disciplinary actions," "[w]hen an officer fails to meet standards in any one of the listed performance factors, in Section III or Section IX of the OPR," which "drives the overall evaluation to be marked "Does Not Meet Standards" and/or "an evaluator marks "Does Not Meet Standards" in Section III of AF Form 707 [Officer Performance Report (Lt thru Col)] or "Do Not Retain" in Section IV of AF Form 912 [Enlisted Performance Report (CMSgt)]." (Ex 53:34-35)

[19] Per AFI 36-2907, *Adverse Administrative Actions,* quality indicators include UIF, Control Roster, and Article 15s. The UIF is an "official record of unfavorable information about an individual. It documents administrative, judicial, and nonjudicial actions." The Control Roster "is a rehabilitative tool that commanders may use to establish a 6-month observation period," and Article 15, UCMJ is "nonjudicial punishment that allows commanders to administratively discipline Airmen without a court-martial."(Ex 54:19)

tended to be below average, and low test scores were consistent with lower AFQT test scores at accession. (Ex 15:102)

Starting in 2015, the Air Force removed time-in-grade (TIG) and time-in-service (TIS) points from WAPS scores, removing one-third of the point value each year until completely eliminating this point category in 2017. This Air Force decision was focused on driving and rewarding better performance by removing points based solely on seniority. With the removal of TIG and TIS points, a greater premium is placed on testing and performance with an opportunity to earn additional performance points through the award of PN or MP recommendations, as previously discussed. In addition, given known disparities in testing and the inability to centrally board the large number of E5s and E6s for promotion, greater emphasis was placed on performance and lower point values were placed on testing. Service members who have difficulty with SKT and PFE testing and whose performance does not earn them the additional points through a PN or MP will have a lower chance of promotion. E4 and E5 promotions rates in 2019 and 2020 also reveal service members who test well and often have fewer years of service tend to earn higher PN and MP promotion recommendation rates. Enlisted members who, over time, overcome their testing challenges may still promote at a lower rate as their TIG increases unless they earn the higher performance recommendations of PN and MP.

Black enlisted members are underrepresented in promotions to E7, whereas they are overrepresented in E8 and E9 promotions. In the past, SNCO promotion scoring was similar to NCOs. However, in 2019, the Air Force removed the WAPS testing requirement and decoration scores for E7 through E9 promotions. After these changes took effect in 2020, black service members were promoted to E7 near the service average. Analysis of E7, E8, and E9 promotions reveals the most recent promotion recommendation ("on-top" recommendation) and EPR ratings reflecting the most recent performance primarily explain promotion board scores. It is important to note that the enlisted evaluation board at AFPC (SNCO promotions) evaluates the last five years of performance reports, while Force Distributors (NCO promotions) evaluate the last three EPRs (including the "on top" year). In this manner, the emphasis is placed on recent performance and accomplishments since their last promotion. This ensures early discrepancies in performance or negative quality indicators from a younger portion of a career can be overcome and will not cause a continued negative impact for high performing Airmen. Coupled with removing testing, AF/A1 believes these changes are expected to help underrepresented groups – at the E7 level in particular.

Other factors drive promotion rates. Data indicate authorization structures impact promotion rates thus promotion rates vary by AFSC. Promotion rates are used as force shaping tools in overmanned and undermanned AFSCs. Career fields with higher turnover rates also tend to have higher promotion rates. Furthermore, for E5 and E6 promotions, testing and EPR scores do not have the same impact in every AFSC. In some career fields, test scores have a higher impact on promotion rates. More difficult SKTs for select career fields result in higher promotion disqualification rates. Finally, decorations could have an amplified impact for E5 promotions because enlisted service members earn points for decorations, and E5s with more medals are more likely to be awarded PNs and MPs.

AF/A1 is aware of the disparities in enlisted promotions by race and believes promotion board members appropriately score records. According to AF/A1, promotion disparities have three causes:

- Higher rate of quality force indicator issues for black E4s and E5s
- Lower test scores for black E4s, E5s, and E6s
- Overrepresentation of black service members in AFSCs that have lower promotion rates and lower turnover

AFPC and RAND research data support these points. AF/A1 believes bias may play a role as well. This Review's survey comments and group sessions also reveal black service members feel they are not given the benefit of the doubt, lack mentoring, and do not have equal opportunity for development.

Officer Promotions

According to AFPC and AF/A1 data, black officers were promoted below the average rates during the last five years. Between 2015 and 2019, black officers were promoted below the overall average rate and below white officers' rate in every IPZ board to O4, O5, and O6, except in the 2018 O6 board. Furthermore, black officers were consistently underrepresented from 2015 to 2019 APZ to O4. Also, black officers were underrepresented for both O5 and O6 BPZ. It is important to note, however, that small sample sizes introduce more variability in the higher ranks and smaller race/ethnic groups.

Over the past five years, compared to the proportion of other races, black officers were underrepresented in O4 Above Primary Zone (APZ) promotions, O5 and O6 Below Primary Zone (BPZ) promotions, and for all three grades for In Primary Zone (IPZ) promotion rates. Officers in the category of "other" races were underrepresented in all promotion categories and ranks except for O4 APZ. White officers were consistently overrepresented at every rank and in every promotion category. There is no BPZ data for O4 from 2015 to 2019 and no APZ data for O4 2018 to 2019. Group size for O6 APZ is not sufficient to calculate the relative racial disparity.

Fig 55: Officer Promotion Rates

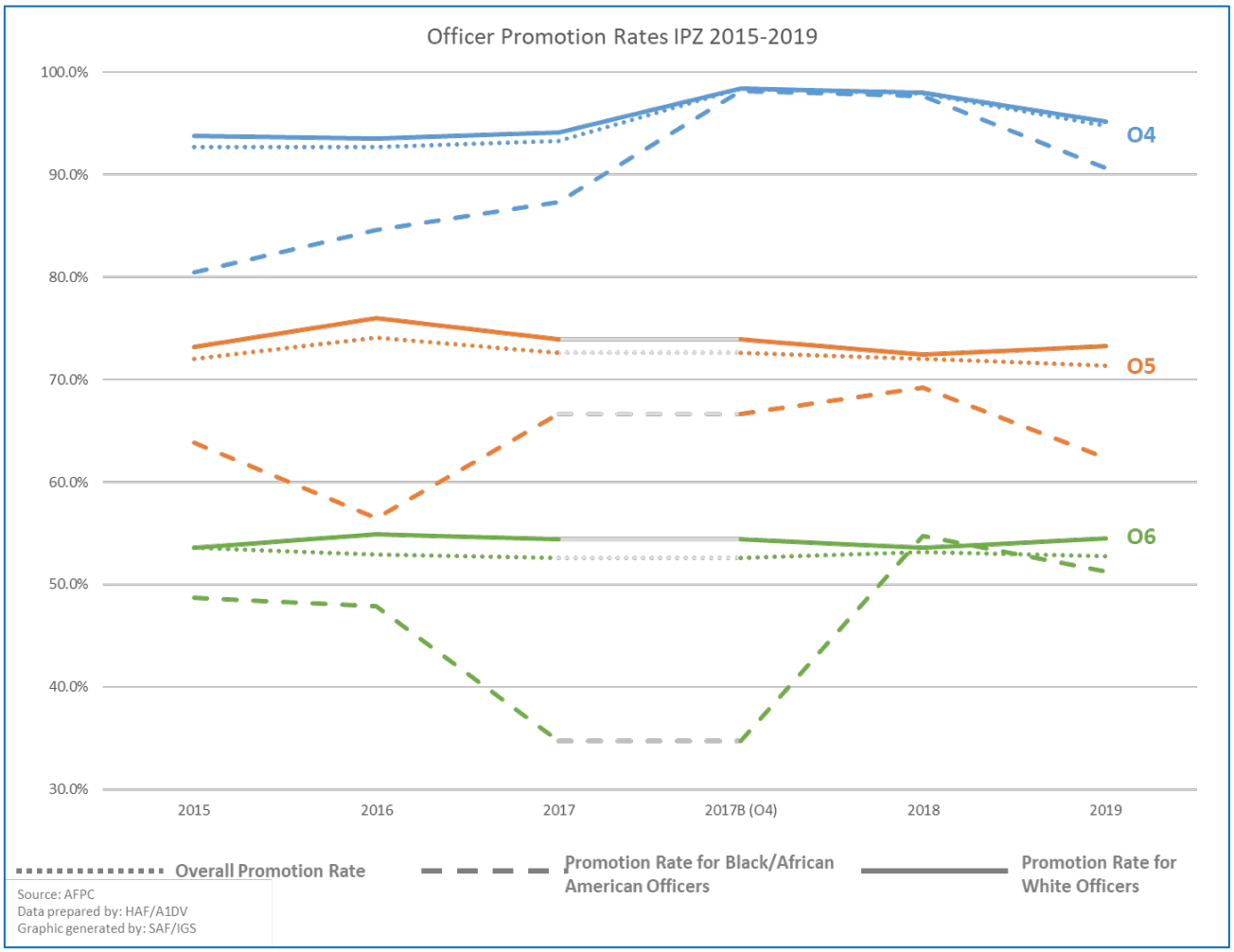
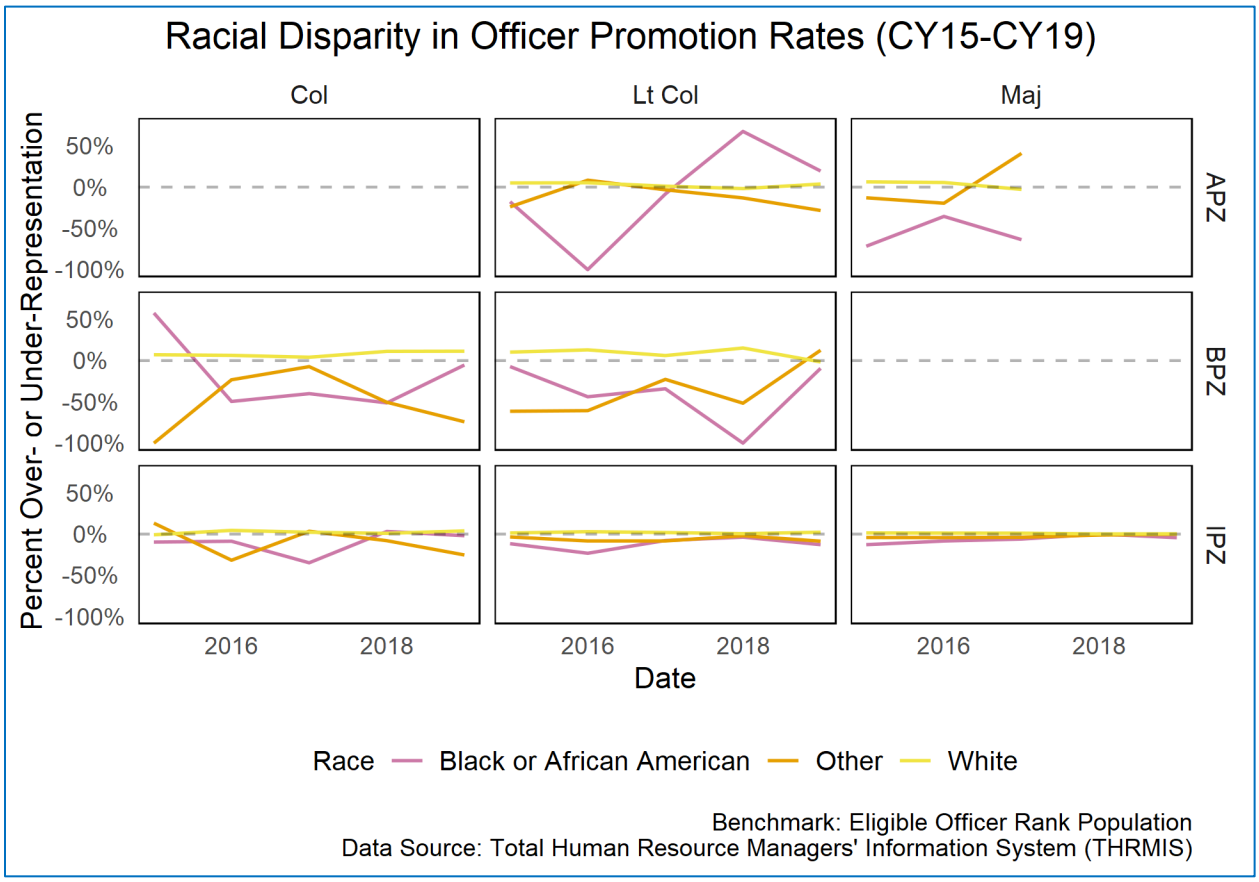


Fig 56: Racial Disparity in Officer Promotion Rates



Pilots historically have a higher rate of BPZ selection than other AFSCs. Black officers' underrepresentation in the pilot AFSCs (2% of pilots) likely contributes to the disparity in black representation at higher officer ranks.[20]

[20] As of May 2020, 77.9% of the total AD officer force is white, but makes up 86.7% of the pilot force (11Xs). By comparison, 5.3% of the AD officer force is black, but only 2.0% of AF pilots are black. (Source MilPDS, HAF/A1DV).

Fig 57: O5 and O6 Below the Promotion Zone (BPZ) Selection Rates

O5 BPZ Rate By Occupation	Below Primary Zone (Selection Rate)				
	2015	2016	2017	2018	2019
Pilot	5.5%	5.5%	4.9%	6.7%	4.3%
Combat Systems Officer/Nav (2015-16)	2.1%	3.7%	1.8%	2.9%	2.1%
Air Battle Manager	2.5%	2.4%	6.5%	1.1%	4.6%
Non Rated Ops	4.2%	2.4%	3.4%	2.3%	4.6%
Mission Support	3.8%	1.6%	2.1%	2.3%	3.5%
Overall Rate	4.3%	3.4%	3.4%	3.9%	3.9%

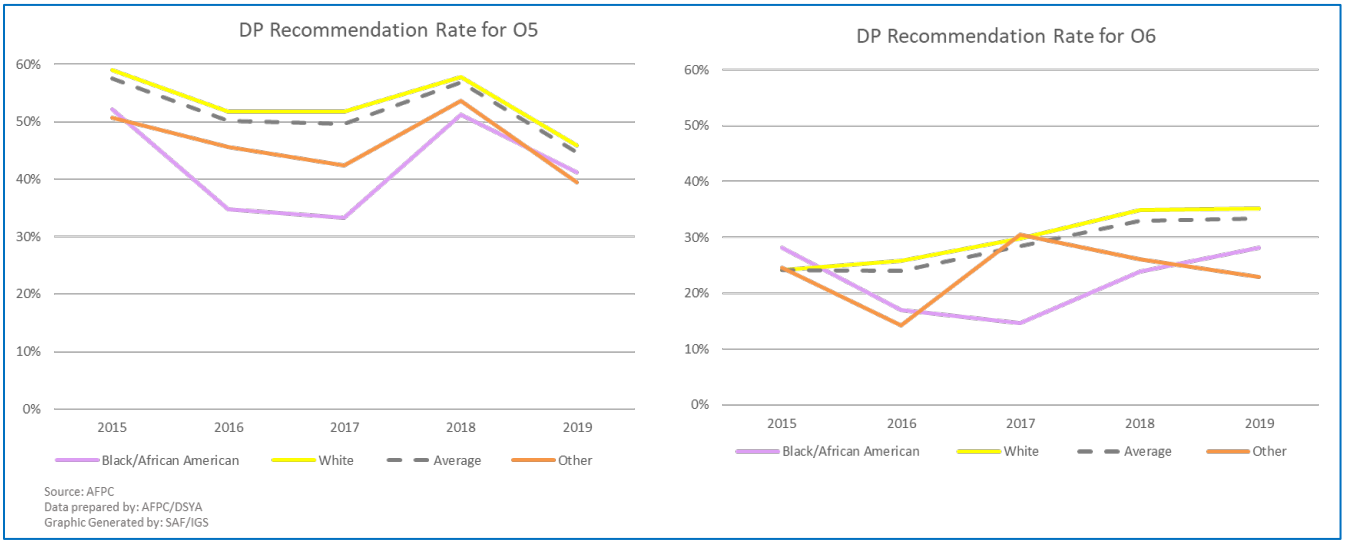
O6 BPZ Rate By Occupation	Below Primary Zone (Selection Rate)				
	2015	2016	2017	2018	2019
Pilot	3.3%	4.3%	2.6%	2.3%	2.0%
Combat Systems Officer	1.7%	0.0%	0.0%	1.1%	1.6%
Air Battle Manager	2.0%	0.0%	0.0%	0.0%	1.1%
Non Rated Ops	1.5%	1.0%	1.6%	2.0%	3.2%
Mission Support	1.7%	1.0%	1.2%	2.3%	1.2%
Overall Rate	2.2%	2.1%	1.7%	2.0%	1.9%

In a 2016 interview, former Air Force Vice Chief of Staff, Gen (Ret) Larry Spencer, addressed the importance of BPZ selection rates in shaping the future of the Air Force's top leadership. He said, "[b]elow-the-zone is where, probably 99.9% of the time, General Officers come from…[T]hose are your future General Officers. That's when the Air Force as a system starts breaking out superstars who have the greatest potential. There's a lot that goes into that. Obviously, potential and talent goes into it, but also mentoring and the ratings you get and those types of things." (Ex 32:8) In 2019, the Air Force announced the transition from the below-the-zone system to a more merit-based system that allows for further development and advancement among later-blooming, superior performing officers.

Promotion recommendations largely explain promotion rates. Between 2015 and 2019, a "Definitely Promote" (DP) recommendation resulted in over a 99% selection rate for IPZ and a 100% selection rate for APZ to O4. For promotion to O5 from 2015 to 2019, 98.8 to 99.8% of DPs were selected IPZ. A DP BPZ increased the promotion rate to O5 from the average rate of 3.4 to 4.3% to the DP rate of 24.8 to 32.5%. 2015 to 2019 IPZ selection rate for O6 with a DP was 94.2 to 99.4%.

A closer look at the DP data by race shows from 2015 to 2019, black officers and other races consistently received DP recommendations to O5 below the average rate, while white officers were recommended for DP above the average rate. Black officers received DP recommendations to O6 from 2016 to 2019 below the average rate. In 2015, black officers received DP recommendations above the average rate – the same year, black officers were above the average for BPZ rates.

Fig 58: Racial Disparity O5 and O6 Definitely Promote (DP) Recommendation Rates



According to data provided by HAF/A1 and AFPC, there is a disparity in DP recommendations within AFSC categories. For instance, operational AFSCs (1XXX) appear to have a DP recommendation rate near the overall average. However, upon closer examination, it is apparent that pilots (11X) received DP recommendations well above the average rate, and all other 1XXX AFSCs combined receive DP recommendations well below the average rate. Pilots are the largest AFSC in the Air Force and the least diverse: only 2% of the pilot force is black. For operational AFSCs, black officers comprise 5.6% of intelligence officers and 10.1% of cyber officers. The AFSCs with higher percentages of black officers receive DP recommendations at a below-average rate. A similar trend is present with 2XXX Logistics AFSCs, which includes Aircraft Maintenance (21A), Munitions and Missile Maintenance (21M), and Logistics Readiness (21R). Logistics Readiness (21R) has the highest percentage of black officers (9.6% in 2019). Aircraft Maintenance (21A) and Munitions and Maintenance (21M) have lower percentages of black officers at approximately 6.5%. However, Aircraft Maintenance officers (21A) consistently received higher DP recommendations for O5 than the other 2XXX AFSCs, and well above the average. The higher rate of DPs for AFSCs with lower populations of black officers contributes to the racial disparity in officer promotions.

Fig 59: O5 and O6 Definitely Promote (DP) Recommendation Rates by AFSC

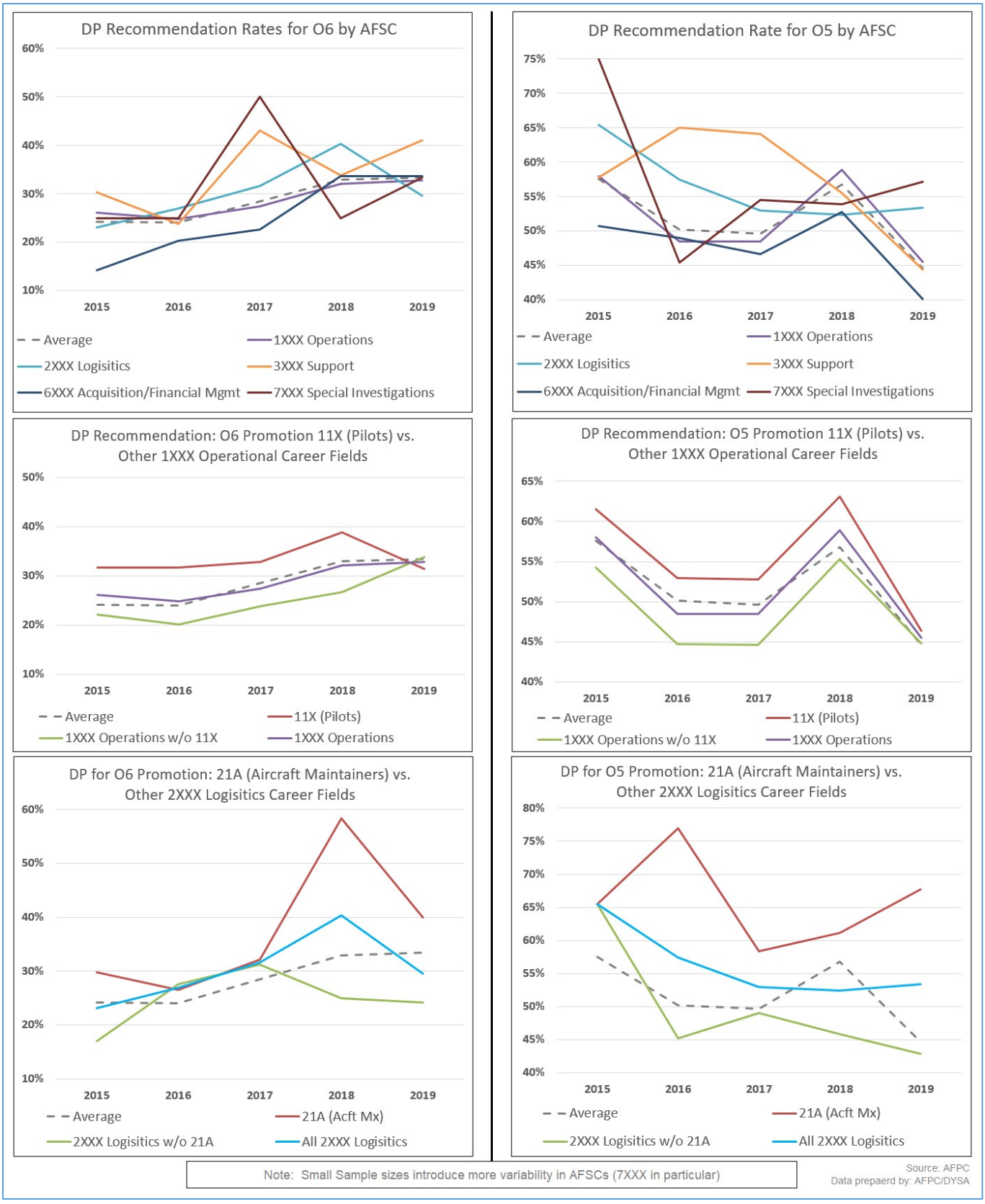
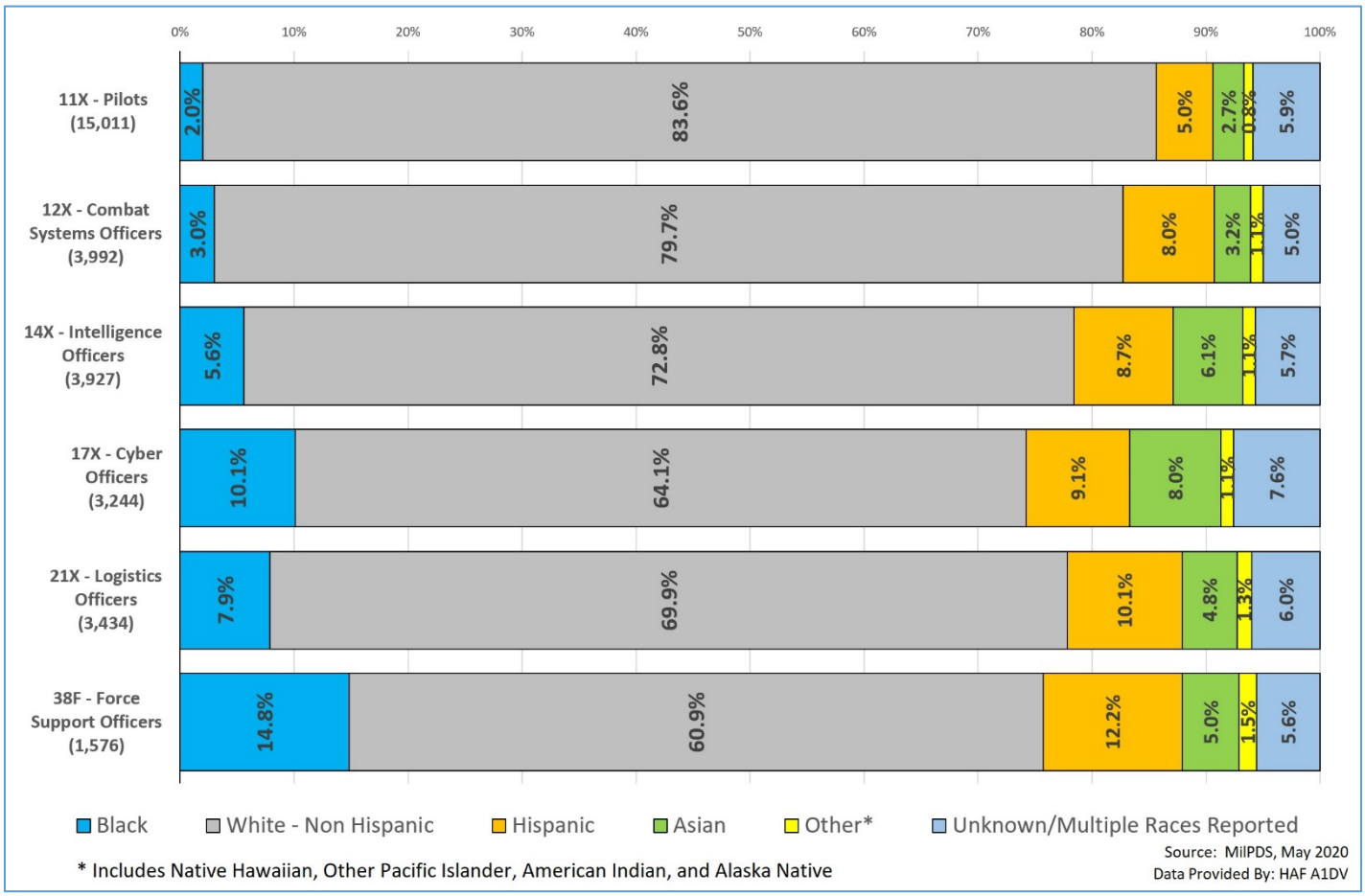


Fig 60: Select Officer AFSCs by Demographic Group



AF/A1 is aware of the racial disparities in officer promotions and assesses that the officer promotion boards appropriately score records. In 2014, RAND published a study on *Improving Officer Diversity*, which supported AF/A1's position. The study found "no evidence of differential promotion outcomes, suggesting that systematic bias is not present the Air Force's [officer] promotion system." (Ex 21:40) However, the study found unexplained gaps in the "Definitely Promote" (DP) and selection for black line officers' promotion as shown in the figure below. RAND's model for this gap analysis did not include other essential factors, such as stratification given to officers by their senior rater, enthusiastic endorsements for future positions or PME opportunities in performance reports, or positional opportunities and advantages such as working directly for a General Officer. Accordingly, RAND could not infer that DP and select gaps for minority groups were indicators of discriminatory practices.

Fig 61: Gaps in Definitely Promote (DP) and Promotion Selection for Line Officers

Outcome	Zone	Group	Rank	Source	Unexplained Gap
Selected (P)	IPZ	Women	Major	USAFA	Favors Women
Selected (All)	BPZ	Women	Colonel	USAFA	Favors Men
DP Award	IPZ	African Americans	Major	Non- USAFA	Favors Whites
DP Award	IPZ	African Americans	Lt. Colonel	USAFA	Favors Whites
DP Award	IPZ	African Americans	Lt. Colonel	HBCU	Favors Whites
Selected (All)	IPZ	African Americans	Colonel	Non- USAFA, Non-HBCU	Favors Whites
DP Award	IPZ	Hispanics	Colonel	USAFA	Favors Whites
Selected (All)	BPZ	Hispanics	Colonel	Non- USAFA	Favors Whites

NOTE: Selected (P) outcomes exclude DP awardees. Source: RAND, Ex 21:41

RAND's 2014 study also found several variables established early in an officer's career, such as AFSC, are strong predictors of promotion to senior levels. The report said, "[t]he importance of these characteristics grows over time because promotion prospects at each level take into account an officer's entire career; they are not reset at each pay grade. For minority groups, who are less likely to have at least some of these vital characteristics, promotion prospects diminish as their career moves forward." (Ex 21: xviii) Furthermore, minorities are generally less represented in operational AFSCs that tend to have higher promotion rates. As career paths are generally selected at accession, any analysis of promotion must circle back to recruiting and accession. The RAND study concluded, "if improving promotion prospects for minorities is a policy goal, the Air Force likely needs to begin with recruiting." (Ex 21:28)

AF/A1's position is that bias in the system may cause black officers to be underexposed to career-broadening opportunities, less aware of or not pushed for key developmental positions, and less afforded mentorship engagements. This perspective is supported by black senior leaders' perspectives, service member responses in the Racial Disparity Review survey, and Racial Disparity Review group sessions. As such, on 8 September 2020, AF/A1 published a memorandum addressing bias and released the "Unconscious Bias Mitigation Training Architecture." If funded, training will be fully implemented by FY22 and embedded in every formal training and education touchpoint for officers, enlisted, and civilians. (Ex 33; Ex 34; Ex 35)

Although AF/A1 did not believe there was bias in the formal promotion board process, the training architecture includes a "just-in-time" tailored bias presentation for use before "Talent Evaluation." (Ex 35) Research shows that adequately crafted bias training can provide positive outcomes for a limited time. (Ex 36)

Bias training alone will not reduce promotion disparities. More research is needed to understand the disparities in DP allocation and promotion rates. Although AF/A1 requires functional Developmental Teams (DTs) to complete barrier analyses, there is little accountability

for DTs who do not take this type of analysis seriously and do not fully comply with AF/A1's mandate. More oversight should be considered to ensure DTs are complying with AF/A1 direction to complete barrier analyses.

In 2020, the Air Force overhauled its Line of the Air Force (LAF) promotion system by creating six new promotion categories: air operations and special warfare, space operations, nuclear and missile operations, information warfare, combat support, and force modernization. This new system allows officers in each specialty category to compete against a standard that is more applicable to their respective career fields. By introducing specialty categories, AF/A1 expects promotions rates for minorities to improve. Based on data analyzed, the Review team concurs with AF/A1's prediction. The largest two AFSCs are pilots (15,011) and combat system officers (CSOs) (3,992). These AFSCs also have a low representation of minorities at 2% for black pilots and 3% for black CSOs; and pilots are consistently given DP recommendations above the average rate.

Under the new system, pilots and CSOs will compete in the air operations and special warfare category. AFSCs that have a higher representation of minorities, such as cyber officers and force support officers, will be assessed in separate categories allowing them to compete against officers of similar qualifications and experience. For example, acquisition AFSCs traditionally are given DP recommendations for promotion at a rate below the average, at least partly because officers in these fields have non-traditional, career-specific milestones they must meet, and they have fewer command opportunities, making them less competitive for promotion as compared to other AFSCs. According to May 2020 MilPDS data, the acquisition manager AFSC (63A) is composed of 2,692 officers, 9.2% of which are black, while the contracting officer AFSC (64P), with 825 officers, has 13.5% black officers. Under the new system, these officers will compete with officers in similar paths, increasing their overall promotion chances.

As mentioned previously, the 2020 overhaul of the officer promotion system also removed the BPZ system in favor of a more merit-based system. This change will increase the IPZ and APZ rates and is expected to reduce disparities in the promotion rates among AFSCs and minority officers over time. In May 2020, the Air Force conducted its first promotion board that included the changes mentioned above. Once the board results are released, AF/A1 plans to review the results to determine the impact of these changes. It is recommended that promotion disparities be examined after each promotion board to determine the long-term effects of these changes.

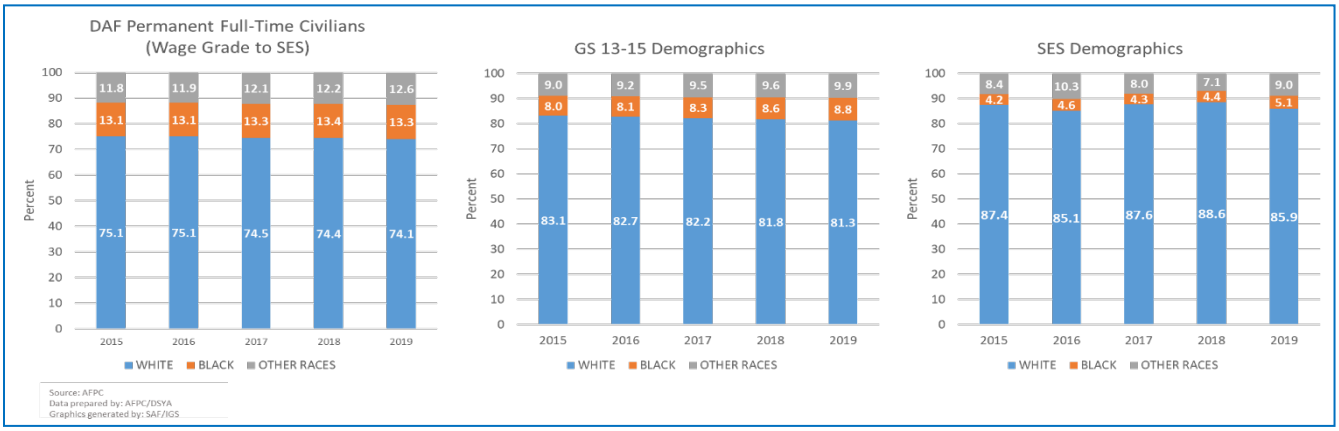
Civilian Leadership Representation

The DAF draws from the U.S. labor market to capitalize on available civilian talent.[21] As with the military service members, the DAF has not maintained a demographically diverse civilian workforce. (Ex 26:vii) Black civilians are underrepresented in Air Force civilian senior

[21] Due to "Veteran's Preference," the largest labor market for the DAF is military veterans. Veterans' Preference "gives eligible veterans preference in appointment over many other applicants. Veterans' preference applies to all new appointments in the competitive service and many in the excepted service. Veterans' preference does not guarantee veterans a job, and it does not apply to internal agency actions such as promotions, transfers, reassignments, and reinstatements." There are three types of preference eligibility: sole survivorship, non-disable, and disabled. (https://www.fedshirevets.gov/job-seekers/veterans-preference/)

leadership positions. Approximately 13% of the DAF permanent, full-time civilian workforce is composed of black service members. Yet, between 2015 and 2019, black civilians represented 8% to 8.8% of the GS-13/15 grades and 4.4% to 5.1% of the Senior Executive Service (SES) grades. Conversely, white civilians make up approximately 74.5% of the workforce. Their representation increases to approximately 82% of the grades of GS-13/15 and above 85% of SESs. All remaining race, ethnic, and gender groups are underrepresented in GS-13 through SES compared to the entire permanent workforce.

Fig 62: DAF Permenant Full-Time Civilians by Demographic Group



A 2020 RAND study on *Advancement and Retention Barriers in the U.S. Air Force Civilian White Collar Workforce* found that women, black men, and Hispanic men start at lower entry grades than white men. RAND's quantitative model found civilian employees who start at a lower grade cannot "catch up," limiting their opportunity to qualify for senior leadership positions. (Ex 31:viii, x)

Fig 63: Grade Level of Employees at Entry by Demographic Group

Table 3.1. Grade Levels of Employees at Entry by Demographic Group

	Average Grade at Entry	Average Grade at 2 YOS	Percentage Entering Grade 11 or Higher	Percentage Entering Grade 14 or Higher
Race/Ethnicity and Gender				
All male	10.2	10.7	55.3	4.5
All female	8.9	9.7	31.3	1.2
White male	10.4	10.9	58.2	5.1
White female	9.0	9.8	33.2	1.4
Black male	9.5	10.0	43.4	2.0
Black female	8.6	9.3	26.0	0.7
Hispanic male	9.5	10.1	43.4	2.0
Hispanic female	8.6	9.4	25.3	0.7
Asian male	9.8	10.7	48.1	2.6
Asian female	8.9	9.9	30.9	1.1
AI/AN male	10.0	10.5	51.2	3.5
AI/AN female	8.9	9.5	31.1	0.8
Self-Reported Disability Status				
No disability	9.8	10.4	48.6	3.6
Targeted disability	9.3	10.3	38.5	2.2
Other disability	9.9	10.4	50.1	3.0
Unidentified/not listed	10.0	10.6	53.0	4.3
VA Disability Rating				
Nonveteran	9.0	10.4	32.1	1.5
Retired enlisted (No disability)	10.0	10.3	54.4	0.8
Retired enlisted (30% disability)	9.7	10.1	49.1	0.6
Retired officer (No disability)	12.7	12.8	95.2	23.2
Retired officer (30% disability)	12.3	12.5	91.0	17.0
Other veteran (No disability)	9.5	9.9	44.1	1.9
Other veteran (30% disability)	9.2	9.7	38.8	1.1

SOURCE: Authors' calculations from Air Force personnel data.
NOTE: YOS: years of civilian service.

Source: RAND, Ex 31:26

The 2020 RAND study also found women and racial and ethnic minorities expressed slightly less awareness of promotion opportunities than white men. Many surveyed groups, regardless of race, ethnicity, or gender, reported that feedback, mentoring, and career development support are limited or lacking. Furthermore, several participants indicated their supervisors do not feel responsible for providing feedback, and some reported a lack of transparency surrounding selections for training opportunities. (Ex 34:xii) Finally, the RAND study found four factors that are important to promotion: (Ex 34:xi)

- Individuals' social networks (the survey population reported this as the most important factor)

- Individual qualifications, such as education and strong prior performance or experience
- Individual characteristics, such as initiative and drive
- Mobility or the willingness to move for a higher pay grade position

A promotion system where social networks play an important role in hiring decisions leaves room for bias in the selection process.

The 2020 RAND study provided three recommendations to overcome barriers to recruitment and retention in the civilian workforce: (Ex 34:xv)

- Identify root causes for the entry-level gap for women and other minority groups
- Ensure that supervisors and managers take responsibility for the career development and disability management of their staff
- Monitor the advancement and retention of civilian demographic groups that have lower-than-expected advancement or retention rates

Between 2015 and 2019, the representation for black GS-13/15s increased from 8.0% to 8.8%, and other races increased from 9.0% to 9.9%. Similarly, black SES representation increased from 4.2% to 5.1%, and other races increased from 8.4% to 9%. The improvements in minority and women representation may result from targeted efforts to increase diversity in civilian leadership positions. In 2015, the Air Force adopted significant policy changes after the Air Force Barrier Analysis Working Group (AFBAWG) identified several barriers to recruitment and selection. These barriers included using a "military lens" during the selection process, preferential hiring of retired military members, and geographic mobility expectations for development opportunities and promotions, limiting opportunities for women and minorities. (Ex 37:10) An April 2015 memorandum from the Secretary of the Air Force and Chief of the Staff of the Air Force on *2015 Diversity and Inclusion (D&I) Initiatives* outlined changes to hiring and selection of DAF civilians: (Ex 37; Ex 38)

- Diverse hiring panels for GS-14 and GS-15 positions are required. The panel must include one civilian with no prior military experience.
- External-only recruitment is prohibited.
- Use of specific military job requirements and attributes that may only be attained through uniformed service are prohibited unless absolutely required for the position.
- External, non-competitive, by-name requests for hiring into GS-14 and GS-15 positions are limited to mission-critical reasons
- All civilian jobs must be posted for a minimum of five business days. For GS-13 positions and above, 10 days is recommended.

The Review team was unable to obtain more data on civilian leadership representation between 2015 and 2019. DAF civilian leadership can only be as diverse as the representation of people who apply for positions and are minimally qualified for the job. A factor to consider is the role of "Veteran's Preference" in the hiring process. A qualified veteran is given hiring priority

over other candidates, which could limit the hiring authority's ability to hire diverse applicants. Regardless, it is unknown if there is racial disparity in applicants for civilian leadership positions, a disparity in applicants' qualifications, or disparity in selection rates for those positions based on race, ethnicity, or gender. More data and study are suggested to understand why, despite incremental progress, there continue to be disparities in women and minority representation in DAF civilian leadership.

Interim Conclusion

The Air Force and Space Force promote officer and enlisted members from within the service. As such, representation across minority groups is influenced by the representation of these groups at accession. If promotion and retention are equivalent across race, ethnic, and gender groups, senior leaders will not be any more diverse than their cohort representation at accessions.(Ex 21:4) According to the Military Leadership Diversity Commission (MLDC), increases in the representation of minorities or women in the higher ranks are not possible "unless DoD implements systematic changes in how the services outreach, recruit, develop, retain, and promote their members." (Ex 21:1) Without policy intervention, the gap in minorities and women among senior leaders will not be closed. Furthermore, it is unclear why there is a disparity in women and minorities in civilian leadership position representation; additional study is suggested.

OFFICER ASSIGNMENTS

Officer and Civilian Development Teams

A critical component of officer and civilian development is Development Teams (DT). Under AFI 36-2670, *Total Force Management*, paragraph 1.4.1. Development Team Establishment, force development for officers and DAF civilians "is managed by development teams. Development teams should develop an understanding of both officer and civilian resources and requirements, and ensure all career field members are provided with appropriate development opportunities. Functional managers should integrate officer and civilian development teams to the maximum extent possible." (Ex 43:20, 21) Although the AFI does not specifically state DTs must be diverse, additional AF/A1 guidance states, "[i]t is incumbent upon the DT Chair to ensure their DT has diversity amongst voting and non-voting members as defined in AFI 36-7001, *Diversity and Inclusion*, paragraph 1.3., Air Force diversity includes but is not limited to: personal life experiences, cultural knowledge, philosophical/spiritual perspectives, geographic, socioeconomic, educational, and work background, language and physical abilities, age, race, ethnicity, and gender." (Ex 55:2; Ex 61:3)

Each DT is chaired by an O-6/GS-15 (or equivalent) or higher. For a development education DT, the chair must be a General Officer or member of the senior executive service. DT membership consists of the development team chair, career field manager, and key force development stakeholders (must be O-6/GS-15 or higher (e.g., Air Staff Directors/Deputy Directors, Air Staff-level subject matter experts, Major Command-level functional leadership). The overall responsibility of the DT is to identify education, training, and experiences appropriate for officers and civilians within each functional community based on current and

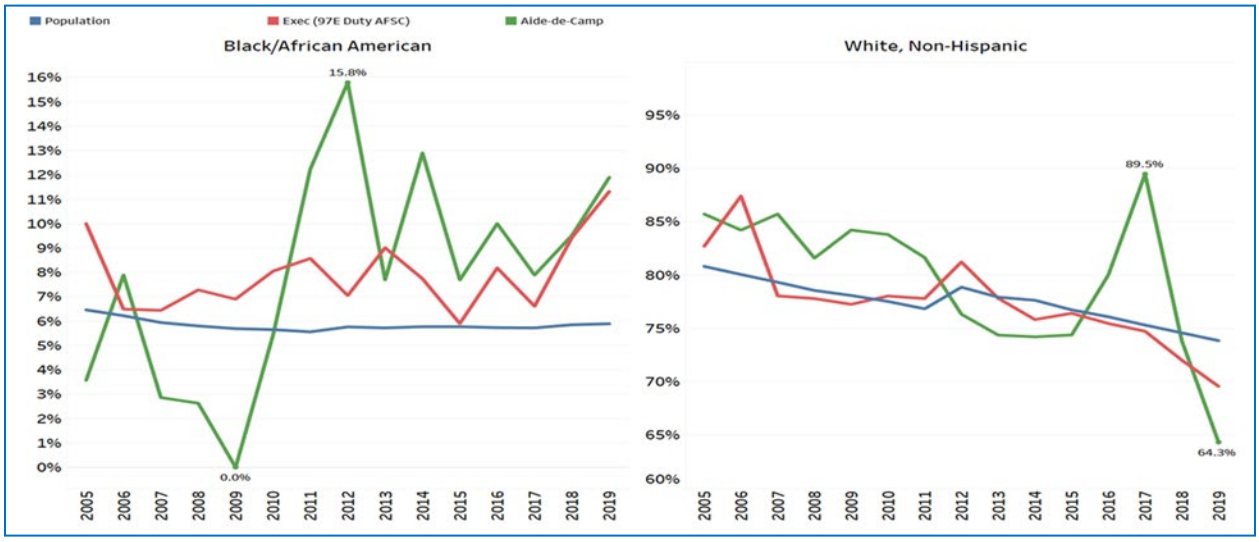
future requirements. The AFI lists over 40 DT responsibilities, but for the purpose of this Review, the following related responsibilities are highlighted: (Ex 43:21)

- DTs provide developmental vectors to officers at five mandatory trigger points starting at promotion to major (O4): IDE outplacement, squadron commander outplacement, promotion to lieutenant colonel, and SDE outplacement. DTs validate and endorse self-nominated GS-14/15 candidates for the Civilian Strategic Leadership Program, and they determine Developmental Education Designation Board nominations (civilian) and vectors (military), squadron command and squadron director candidate lists, Advanced Studies Group nominations, and AF/A1-approved, functionally-sponsored development programs. (Ex 43:23-25)
- In addition, DTs are responsible for identifying and providing special attention to high-potential officers (HPO). Senior rater inputs are given primary consideration in making HPO determinations. HPOs demonstrate depth and expertise through exceptional performance in functional skills, and they excel in managing resources, leading people, improving the unit, and executing the mission. The AFI adds specific guidance regarding HPOs. To prevent unintended effects to both those identified and not identified, the specific outcomes of high-potential officer decision processes/tracking (e.g., names and targeted high-potential officer positions) will not be publicly shared or released. (Ex 43:22)
- Lastly, DTs are responsible for reviewing the functional community's demographic makeup and identifying potential barriers to all Airmen and Space Professionals reaching their highest potential. DTs conduct gap and barrier analyses to address any negative trends. AF/A1 provides DTs with diversity statistics by career field, and DTs analyze the data to determine if the career field lacks diversity. If a lack of diversity is found due to barriers identified, then DTs conduct barrier analyses, provide action plans, and/or recommended diversity discussion topics. (Ex 43:22) AF/A1 officer DT guidance states, "[i]t is critical that DTs identify potential barriers that inhibit any group of Air and Space Professionals from key developmental milestones, and the Office of the General Counsel (SAF/GC) will provide DTs with specific guidance and support on conducting the Barrier Analysis process."

DTs are a key component to ensuring officers and civilians are vectored to the appropriate developmental opportunities during their careers. Although AFI 36-2670, *Total Force Management,* does not direct diverse DTs, AF/A1 provides additional guidance placing responsibility on the DT chair to ensure diversity of its members. Since there is less diversity among the O-6 and GS-15 population, it is likely harder for DT chairs to ensure their DT's diversity. Because DTs have significant input on career development opportunities, there is a greater potential to introduce racial bias in the process. For example, the type of vectors DT members provide, which officers are identified as HPOs, and how closely they manage those HPOs, could all be influenced by bias. Both AFI and AF/A1 guidance call on DTs to identify barriers, conduct analyses, and provide action plans or discussion topics to address the barriers. However, this Review found the 2019 Barrier Analysis report provided to AF/A1DV was lacking in specifics. AF/A1 acknowledged not all DTs provide the required effort and analysis to identify and track diversity and potential barriers.

Executive Officer and Aide-De-Camp Positions

Fig 64: Executive Officer and Aide De Camp Positions by Race



Source: AF/A1

AF/A1 found black officers are overrepresented in Executive Officer 97E and Aide-De-Camp 88A selection compared to the overall officer population. These data refer just to the 97E and 88A positions. However, executive officer positions at the squadron, group, and wing levels are not usually 97E positions. Typically, wing and group commanders hire strong performers from the wing's squadrons to fill key executive officer positions. Executive officer positions are key officer development opportunities, and officers selected over their peers for executive officer positions, particularly at the group and wing level, are typically considered high performers. In addition, officers whose performance reports are rated by a group or wing commander rather than a squadron commander could be a differentiator among officers with otherwise similar records. To analyze the demographics of wing level and below executive officer positions, AF/A1 should consider conducting a comprehensive review to identify officer performance reports with executive officer duty titles.

LEADERSHIP

Black officers are underrepresented in wing command and group command positions. Black enlisted service members are underrepresented at the group superintendent positions.

Squadron, group, and wing commander selection processes are important in the life cycle of an officer. An officer's performance as a squadron commander is a key indicator of whether the officer can successfully serve in the next higher grade. Similarly, strong performance as a wing commander would make it more likely the officer is promoted into General Officer ranks.

Officer Leadership

Squadron Commanders

The selection process begins with the Air Force Personnel Center (AFPC) issuing a Personnel Services Delivery Memorandum (PSDM) to announce the schedule of events for the Consolidated Squadron Commander, Mission Support Group, and Air Base Group Deputy Commander Candidate selection process. According to PSDM 20-17 for the CY21 Squadron Commander and Deputy Group Commander Candidate selection process, Development Teams from 29 different career fields met to consider candidates for available positions. (Ex 46)

Most communities have an "all in" policy where eligible officers are required to submit a Statement of Intent (SOI). Nominating authorities are Senior Raters (SR), such as wing commanders or equivalent and directors. There is no limit on the number of officers a nominating authority may nominate. However, SRs should only nominate those who possess the qualities required for command, such as exceptional leadership skills, set the example through unquestioned integrity and professional competence, can motivate others, demonstrate concern and interest in subordinates, show excellent mentoring skills, and possess a drive to take the initiative. Most career fields require the SRs to endorse, provide comments, and sometimes rank order their squadron commander nominations. (Ex 46)

AF-level DTs are typically held at AFPC and led by a GO or SES. The DTs consist of career field managers and senior officers and civilians from the HAF and MAJCOM staffs. For the larger flying category DTs such as Combat Air Forces (CAF), Mobility Air Forces (MAF), and Special Operations Forces (SOF), the leads are typically from the MAJCOMs. Under AFI 36-2670, DT membership will consist of the DT Chair, Career Field Manager (CFM), and key stakeholders representing the functional community. DTs are used to identify squadron commander candidates and identify career field-specific primary squadron commander lists from SR nominations. (Ex 43:21)

The data in the next figure shows, except for 2018, the percentage of black squadron commanders from 2012-2019 has been above 5.4%.

Fig 65: 2012-2019 Squadron Commander Demographics

SQUADRON COMMANDER								
RACE/ETHNICITY	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**
American Indian	0.35%	0.48%	0.41%	0.46%	0.34%	0.48%	0.36%	0.27%
Asian	1.82%	2.13%	2.03%	1.79%	2.36%	2.51%	2.93%	2.60%
Black/African American	6.94%	6.77%	6.44%	7.64%	7.48%	6.95%	5.33%	5.83%
Declined to Respond	3.73%	4.51%	4.46%	5.43%	5.26%	5.45%	6.27%	6.41%
Hispanic	2.73%	2.52%	2.30%	2.90%	3.04%	2.95%	2.71%	2.38%
Native Hawaiian/Pacific Islander	0.22%	0.17%	0.18%	0.09%	0.24%	0.44%	0.44%	0.40%
Two or More	1.13%	0.91%	1.40%	1.38%	1.40%	1.27%	1.38%	1.88%
White Non-Hispanic	83.09%	82.51%	82.79%	80.31%	79.87%	79.96%	80.58%	80.22%

Source: MilPDS
Provided by: HAF/A1XD, HAF/A1DV

The data do not indicate racial disparity in selection for squadron command. Most DTs use a promotion board-like scoring process to produce a merit-based list of candidates. CAF, MAF, and SOF boards are primarily made up of sitting wing commanders as their functional experts, whereas the support AFSCs usually have functional representation from each MAJCOM. Inputs to the process include SR comments, endorsements, and sometimes the SR's rank order, which could introduce biases into the process. (Of note, this is not unique to this process as reports, such as OPRs and EPRs, include subjective input controlled by a rater or SR.) As SRs and DTs do influence the identification and selection of squadron commander candidates, however, the process may be vulnerable to bias. The barrier analysis requirements discussed above, if given serious consideration and include a thorough analysis by the DTs, should provide good information for MAJCOMs and DTs to address any identified disparities or barriers.

Command Screening Board (CSB) Process

The Air Force has a command selection process to identify the most qualified colonels (O6) for the limited number of group, vice, and wing commander positions. Approximately 24% of all O6 positions are command billets. About half of the approximately 780 group, vice wing, wing command, and equivalent positions become vacant each year. (Ex 47:6)

AF/A1 identifies all Colonels and Colonel-selects who meet the published CSB eligibility criteria. The CSB is not a promotion board. All Colonels have access to their senior officer personnel briefs (SOPBs) that will be reviewed by the board electronically at any time. The memorandum of instruction provided to the board members includes a statement on the importance of diversity and inclusion and directs the board members to afford fair and equitable consideration for all potential command candidates. A board consisting of a panel of General Officers, chaired by a 4-Star General, reviews the Master Selection Folder (e-Record) consisting of performance reports, decorations, promotion recommendations, and SOPB for each eligible officer and scores the record. When the board is complete, and a cut line is established, the board conducts a diversity review for each category. According to AF/A1, the board reviews the list for diversity, and the board president has the option to adjust the candidate cut line and increase the number of candidates on the list if it would increase diversity without compromising the quality level of the list. CSAF approves the list of candidates, and AF/A1 publishes the Command Candidate List (CCL). (Ex 48)

Hiring authorities (typically MAJCOM/CCs) bid for candidates from the CCL for their projected command vacancies. The CSB is complete after AF/A1 deconflicts all bids, CSAF approves the projected matches, and the Command Selection List (CSL) is released. The remaining CCL candidates who are not matched with an assignment could be matched to un-projected command vacancies that may occur during the following year.

In addition to the diversity review during the board, AF/A1 also reviews the demographics of the officers on the CCL and provides an outbrief to the CSAF. This Review requested demographic data and AF/A1 provided the CCL data below. The CSL data, which is not presently tracked, would be useful to analyze if there were any racial disparities in the demographics of colonel who were actually matched to valid command positions.

The Review team noted that for 2017-2018, black group commanders were underrepresented by four and five candidates respectively for the CCL. With the small numbers of black officers, it only takes a difference of one or two officers to match the candidate select rate for all races. The Review noted there did not appear to be racial disparity in the number of black candidates for 2019-2020, and for all years, black candidates matched the overall select rates for the Health Profession and overrepresented in the Senior Materiel Leader positions. The "number to meet rate" in the figure below is the number of additional officers needed to match the overall select rate for the category.

Fig 66: 2017-2020 CCL Select Rates

2017 CCL Select Rates				# to Meet Rate
	Overall	White	Black	
Wing/CC	19%	20%	15%	1
SML	48%	45%	71%	
Group/CC	52%	54%	41%	4
HP	12%	13%	12%	

2018 CCL Select Rates				# to Meet Rate
	Overall	White	Black	
Wing/CC	19%	20%	13%	1
SML	78%	76%	88%	
Group/CC	57%	59%	45%	5
HP	13%	13%	16%	

2019 CCL Select Rates				# to Meet Rate
	Overall	White	Black	
Wing/CC	32%	33%	25%	2
SML	89%	89%	86%	1
Group/CC	64%	66%	67%	
HP	12%	12%	12%	

2020 CCL Select Rates				# to Meet Rate
	Overall	White	Black	
Wing/CC	37%	38%	32%	1
SML	84%	84%	100%	
Group/CC	69%	71%	65%	1
HP	31%	32%	29%	1

Source: HAF/A1LO

Group Commanders

When this data was compared to the 6% black Colonel population, there did not appear to be racial disparity in the percentage of black group commanders.

Fig 67: 2012-2019 Group Commander Demographics

SQUADRON COMMANDER								
RACE/ETHNICITY	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**
American Indian	0.35%	0.48%	0.41%	0.46%	0.34%	0.48%	0.36%	0.27%
Asian	1.82%	2.13%	2.03%	1.79%	2.36%	2.51%	2.93%	2.60%
Black/African American	6.94%	6.77%	6.44%	7.64%	7.48%	6.95%	5.33%	5.83%
Declined to Respond	3.73%	4.51%	4.46%	5.43%	5.26%	5.45%	6.27%	6.41%
Hispanic	2.73%	2.52%	2.30%	2.90%	3.04%	2.95%	2.71%	2.38%
Native Hawaiian/Pacific Islander	0.22%	0.17%	0.18%	0.09%	0.24%	0.44%	0.44%	0.40%
Two or More	1.13%	0.91%	1.40%	1.38%	1.40%	1.27%	1.38%	1.88%
White Non-Hispanic	83.09%	82.51%	82.79%	80.31%	79.87%	79.96%	80.58%	80.22%
Source: MilPDS Provided by: HAF/A1XD, HAF/A1DV								

Wing Commanders

When this data was compared to the 6% black colonel population, black officers were underrepresented in wing commander positions.

Fig 68: 2012-2019 Wing Commander Demographics

WING COMMANDER								
RACE/ETHNICITY	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**
American Indian/Native Alaskan								
Asian	0.86%	0.92%	0.99%		0.85%	0.90%	1.77%	2.59%
Black/African American	2.59%	2.75%	1.98%	5.61%	5.13%	4.50%	3.54%	4.31%
Declined to Respond	0.86%	0.92%	0.99%	3.74%	3.42%	2.70%	3.54%	2.59%
Hispanic	0.86%		1.98%	1.87%	1.71%	0.90%	0.88%	0.86%
Native Hawaiian/Pacific Islander							0.88%	0.86%
Two or More						1.80%	2.65%	2.59%
White Non-Hispanic	94.83%	95.41%	94.06%	88.79%	88.89%	89.19%	86.73%	86.21%
Source: MilPDS Provided by: HAF/A1XD, HAF/A1DV								

This Review's analysis found that compared to the proportion of race and ethnicity groups in the Active Duty Air Force O6 population, black, Hispanic, and Latino Colonels were generally underrepresented by between 10 and 50% respectively in wing commander positions. White Colonels were consistently overrepresented in wing commander positions. (Ex 2:68)

Fig 69: Racial Disparity in Wing Commanders

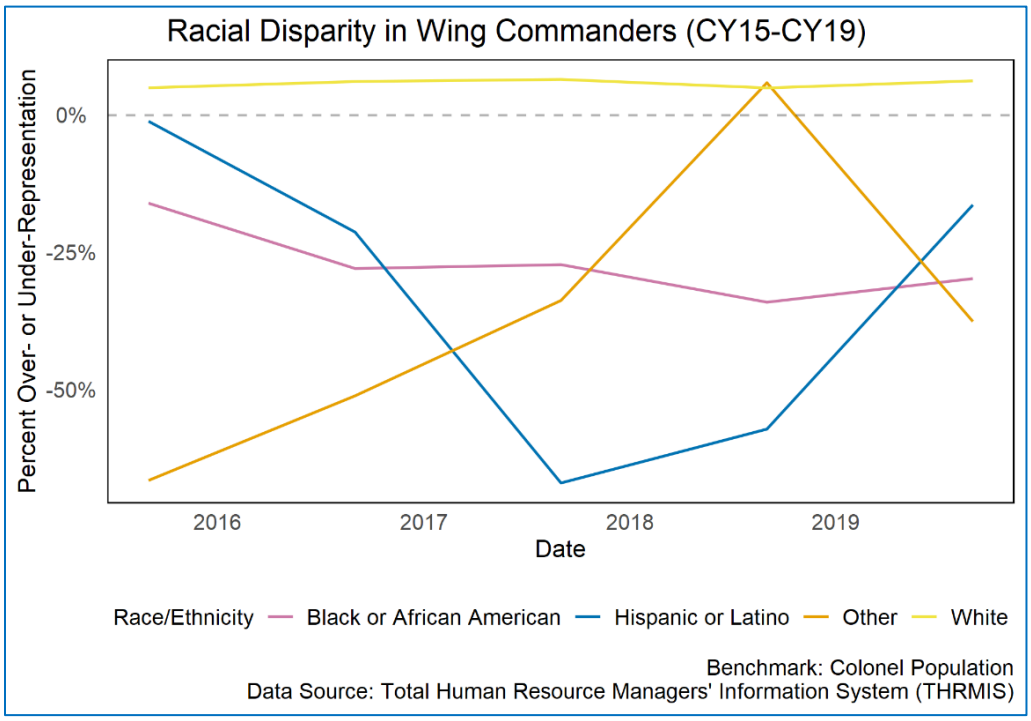
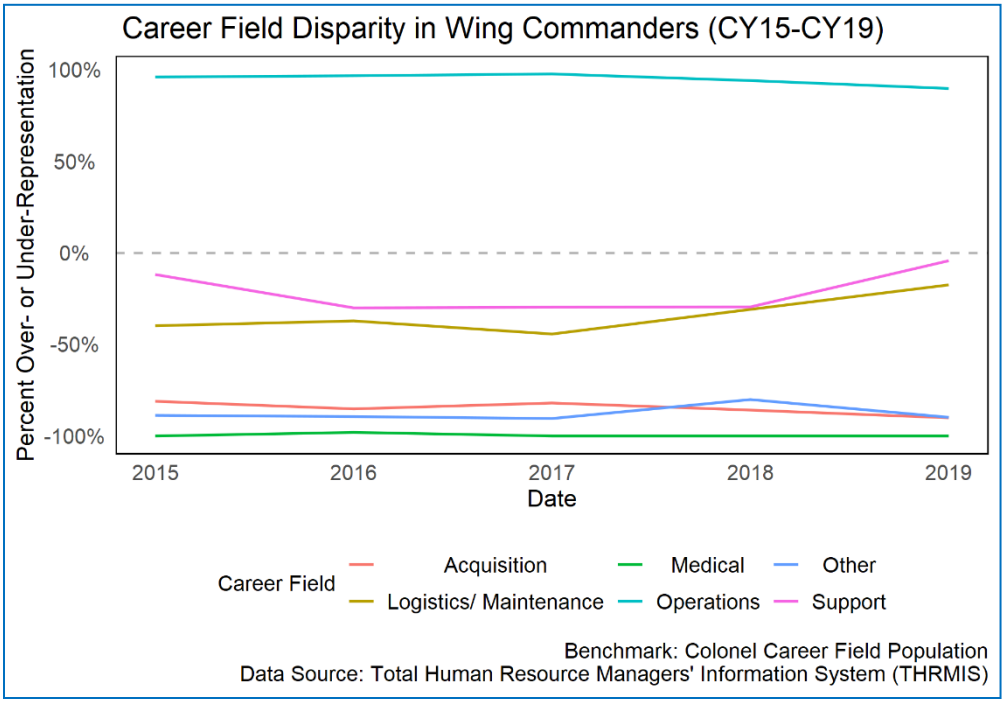


Fig 70: Career Field Disparity in Wing Commanders



The Review's analysis also found that although 40 to 50% of Company Grade Officers (CGOs) and Field Grade Officers (FGOs) were in operations career fields, more than 80% of wing commanders come from an operations background. Furthermore, at the O6-level, operations career fields were overrepresented by close to 100% compared to the O6 population as a whole. As stated earlier in this report, black officers are underrepresented in the operations career fields, which then leads to underrepresentation in wing commander positions. (Ex 2:69) This racial underrepresentation is important because when there is a smaller pool at the lower ranks, it translates into a smaller pool at the O6 level, particularly when one accounts for attrition.

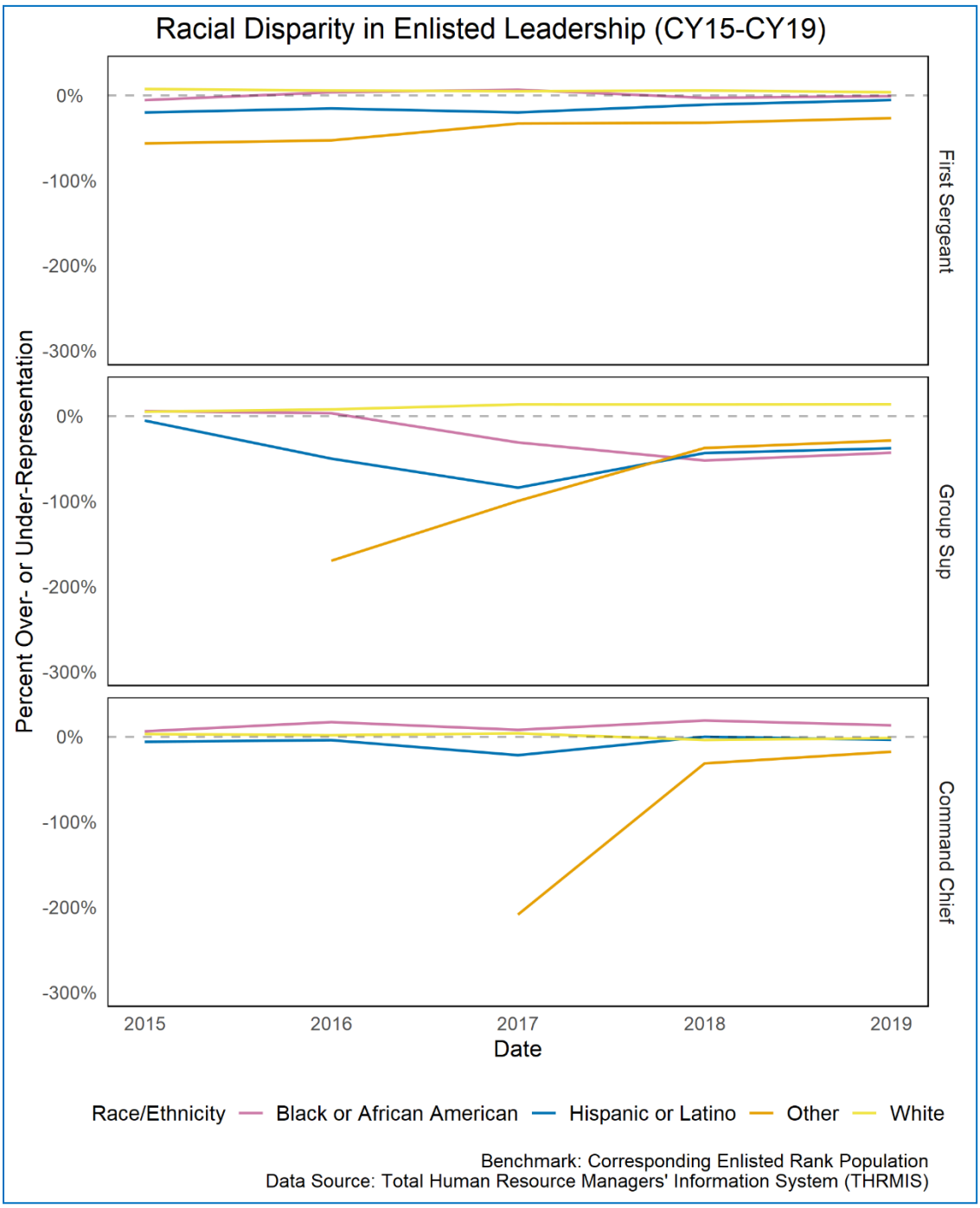
Leadership positions are key milestones in an officer's career. Officers who perform well in junior leadership roles increase their chances of promotion and serving in more senior group and wing leadership positions. The Review found DTs play a large role in determining command candidates. The Review also found, and AF/A1 acknowledged, that many DTs do not conduct a thorough review or a thorough barrier analysis as required by AFI 36-2670, *Total Force Management*. Although, the overall CSB process was found to be thorough and included diversity reviews, SR and DT comments and vectors are potential areas where bias could be introduced into the process.

Based on data provided by AF/A1, this Review found racial disparity in the CCL selection rates for wing commanders. AF/A1 does not capture the actual CSL or match rates, so this Review was unable to assess racial disparities in that process. AF/A1 acknowledged the racial disparity in wing commanders, but comprehensive analysis on the root cause of this disparity has not been conducted. AF/A1 advised that the low representation of black officers in operational career fields (2-10%), with the high percentage of commanders coming from those career fields (80%) is likely a substantial factor.

Enlisted Leadership

According to this Review's analysis of AF/A1 data, black enlisted members were underrepresented in group superintendent positions, overrepresented in command chief positions over the past five years, and evenly represented in First Sergeants. White enlisted service members were overrepresented in First Sergeants and group superintendent positions, and evenly represented in command chief positions. Hispanic or Latino enlisted service members and enlisted service members of other race-ethnicity groups were consistently underrepresented in all enlisted leadership positions. (Ex 2:70)

Fig 71: 2015-2019 Racial Disparity in Enlisted Leadership Roles



Group commanders typically interview and hire group superintendents from the pool of Chief Master Sergeants in the group's squadrons. Depending on the demographics of the squadron chiefs, there may not be an opportunity to hire a black chief. Not enough data exists for further analysis. This Review recommends AF/A1 consider further analysis into the group superintendent racial disparity.

SUMMARY OF OPPORTUNITIES DATA

Empirical data show racial disparities exist between black and white service members in several areas directly impacting a black service member's progression and advancement in the service:

- Accessions
- Test results – ASVAB, AFQT, AFOQT
- AFSC demographics
- Promotions
- Leadership Assignments
- PME Selections

The empirical data do not provide insight into why racial disparities in opportunities afforded to black and white service members exist. An AFI review of all personnel-related instructions outlined in the next section of this report did not identify any policy-driven or structural racial bias in the military leadership development and promotion process.

AIR FORCE INSTRUCTION (AFI) REVIEW

As part of the Racial Disparity Review, Air Force Manpower, Personnel and Services (AF/A1), AFJAG, and Air Force, Manpower and Reserve Affairs (SAF/MR) reviewed Air Force Instructions and guidance to determine if any guidance or policy could have disparate impact on any group or population. AF/A1 review found "no identifiable instances of applying policy which would discriminate against any group or population." Additionally, the AFJAG review determined "[n]o inherent/systemic/procedural bias found." Finally, the SAF/MR review stated, "[w]e found no policies that were overtly discriminatory. Rather, the policies normally provided an objective standard framework for executing military programs in an equitable fashion."

The following AFIs/AFPDs/AFHs/AFMANs were reviewed:

1. AFPD 36-26, *Total Force Development and Management*
2. AFI 36-2670, *Total Force Development*
3. AFH 36-2618, *The Enlisted Force Structure*
4. AFMAN 36-2643, *Air Force Mentoring Program*
5. AFPD 36-25, *Military Promotion and Demotion*
6. AFI 36-2501, *Officer Promotions and Selective Continuation*
7. AFI 36-2502, *Airman Promotion/Demotion Programs*
8. AFI 36-2504, *Officer Promotion, Continuation and Selective Early Removal in the Reserve of the Air Force*
9. AFPD 36-24, *Military Evaluations*
10. AFPD 36-26, *Total Force Development*
11. AFI 36-2110, *Assignments*
12. AFI 36-2406, *Officer and Enlisted Evaluation Systems*
13. AFI 36-2670, *Total Force Development*

14. AFH 36-2643, *Air Force Mentoring Program*
15. AFMAN 36-2806, *Awards*
16. AFI 36-808, *Pay Administration*
17. AFI 36-116, *Civilian Faculty Personnel Management*
18. AFI 36-128, *Pay Setting and Allowances*
19. AFI 36-130, *Civilian Career Programs and Development*
20. AFI 36-202, *Civilian Mobility*
21. All 51-Series AFIs

This Review found no inherent, systemic, or procedural bias in the publications listed.

While no procedural biases or discrimination were found, some recommendations were made by AFJAG and SAF/MR. AFJAG made proposals for AFI 51-202, *Nonjudicial Punishment,* and AFI 51-1201, *Negotiation and Dispute Resolution Program*, which were designed to be a proactive effort to avoid a perception of bias and ensure gender equality. SAF/MR recommendations included policies to add diversity requirements (diverse membership requirements on boards and requirements to review diversity demographics) to help ensure equitable development and promotion. Additionally, SAF/MR noted concerns with the execution of policies at the lowest levels, citing "mentoring" as an example.

THE VOICE OF THE AIRMEN AND SPACE PROFESSIONALS

A consistent and substantial disparity exists in the confidence black service members have in the DAF discipline and developmental opportunity processes compared to their white peers. Survey responses from 123,758 Total Force personnel, 138 DAF IG sessions with Airmen across all MAJCOMs, 27,000 pages of feedback, and targeted interviews show a substantial percentage of black DAF members believe racial bias exists in the DAF discipline and developmental opportunity processes.

SURVEYS

This Review was focused on hearing directly from the Airmen and Space Professionals regarding racial disparities in military discipline and developmental opportunities. The Review team developed a narrowly focused survey targeted at racial disparities between black and white service members in military discipline and developmental opportunities. The anonymous survey collected from a wide range of demographics and consisted of standard Likert scale questions.[22] Depending on how respondents answered specific questions, the survey presented an option to include write-in text responses. The write-in responses were included for respondents to share their personal experiences and recommendations. The write-in responses resulted in more than

[22] Various rating scales have been developed to measure attitudes directly (i.e., the person knows their attitude is being studied). The most widely used is the Likert Scale. The Likert Scale is named for American social scientist Rensis Likert, who devised the approach in 1932. Likert developed the principle of measuring attitudes by asking people to respond to a series of statements about a topic, in terms of the extent to which they agree with them, and so tapping into the cognitive and affective components of attitudes. (McLeod, S. A. (2008). Likert scale. Retrieved from https://www.simplypsychology.org/likert-scale.html)

27,000 pages of written comments. The survey was launched on 28 June 20 and closed on 12 July 20. More than 123,700 Total Force personnel responded to the survey. The component breakdown, including civilians as aligned with the component they most directly support, was 70% Active Duty, 18% Air National Guard, and 11% Air Force Reserves.[23]

Likert Question Data

The Likert response data was broken down by race, officer, enlisted, and civilian ranks. The data was analyzed comparing just the percentages of Agree and Disagree responses for each question to see respondent attitudes about the questions. The N/A, Neither Agree nor Disagree, and Don't Know responses are not included in the figures below. This Review analyzed the data to determine the magnitude of the issues as they relate to racial disparities in military justice and opportunities and gain insight into areas where service members believe there are racial concerns. The Review first analyzed the data, broken down by rank and race (white, black, and other), to compare the percent of responses for Agree and Disagree for each Likert question.

[23] No survey involving human response can be completely free of bias. To minimize its effect, the Independent Racial Disparity Review team ensured respondents knew their respective submissions were anonymous and made the survey widely accessible to all DAF members. For the Independent Racial Disparity Review survey, the DAF population was defined as 663,000 and more than 123,000 Airmen completed the survey.

Trust in Leadership, Opportunities for Mentorship, and Role Models

Fig 72: RDR Survey Question 7 **Source: RDR Survey**

I trust my chain of command to address racism, bias, and unequal opportunities regarding all enlisted, officers, and civilians.

	Agree	Disagree
Black Enlisted	**46%**	**40%**
White Enlisted	**82%**	**10%**
Other Enlisted	**73%**	**16%**
E7 - E9 Black	50%	39%
E7 - E9 White	87%	7%
Black Officers	**49%**	**40%**
White Officers	**88%**	**7%**
Other	**76%**	**16%**
O7-O10 Black	55%	45%
O7-O10 White	95%	3%
Black Civilians	**47%**	**39%**
White Civilians	**83%**	**9%**
Other Civilians	**72%**	**16%**

A service member's chain of command is one of the first lines of defense against racism, bias, and unequal opportunity.[24] The survey asked, "I trust my chain of command to address racism, bias, and unequal opportunities regarding all enlisted, officer, and civilian Airmen and Space Professionals." 40% of black officer, enlisted, and civilian respondents disagreed, indicating they did not trust their chain of command to address those issues. Whereas 7%, 10%, and 9% of white officer, enlisted, and civilian respondents respectively disagreed. In the more senior leadership enlisted ranks, 39% black E7-E9s and 45% black O7-O10s disagreed, and just 7% white E7-E9s and 3% white O7-O10s disagreed. The magnitude becomes clearer when the perspective gap is viewed across the Total Force.

[24] The survey did not define the term "bias," or make a distinction between "unconscious" or "conscious bias."

Fig 73: RDR Survey Question 8 **Source: RDR Survey**

Black Airmen and Space Professionals have the same opportunities for mentorship, feedback, and role models as others in my organization.

	Agree	Disagree
Black Enlisted	**46%**	**39%**
White Enlisted	**84%**	**5%**
Other Enlisted	**74%**	**11%**
E7 - E9 Black	45%	43%
E7 - E9 White	88%	4%
Black Officers	**37%**	**54%**
White Officers	**82%**	**7%**
Other	**69%**	**17%**
O7-O10 Black	27%	73%
O7-O10 White	82%	13%
Black Civilians	**41%**	**41%**
White Civilians	**79%**	**4%**
Other Civilians	**69%**	**11%**

Mentorship, feedback, and role models are crucial to ensuring service members perform up to their full potential. The team surveyed the respondents with the question, "Enlisted, officer, and civilian black Airmen and Space Professionals have the same opportunities for mentorship, feedback, and role models as others in my organization." Black members, as they increased in rank, did not agree: 39% of enlisted, 54% of officers, and 73% of black general officers did not feel they had the same opportunities as their counterparts, nor did 41 percent of black civilian employees. Among white respondents, only a small percentage (between 4-7%) of white officer, enlisted, and civilian respondents did not believe black service members had the same opportunities, as did 13 percent of white general officers.

Military Justice

The Review team used specifically targeted survey questions to gain insight into disciplinary actions across the spectrum of administrative and non-judicial punishment. The survey asked the question, "I believe racial bias (including potential unconscious bias) exists when my leadership takes the following actions." There were five sub-questions:

1. Informal feedback, mentoring, and formal verbal counseling
2. Letters of Counseling, Letters of Admonishment, Letters of Reprimand
3. Referral performance reports, unfavorable information files, and control roster
4. Separations and discharges
5. Article 15s and Courts-Martial

Fig 74: RDR Survey Question 10a **Source: RDR Survey**

I believe racial bias exists in the way my leadership provides informal feedback, mentoring, and formal verbal couseling.

	Agree	Disagree
Black Enlisted	**46%**	**27%**
White Enlisted	**11%**	**63%**
Other Enlisted	**23%**	**46%**
E7 - E9 Black	49%	28%
E7 - E9 White	9%	73%
Black Officers	**54%**	**25%**
White Officers	**14%**	**66%**
Other	**28%**	**49%**
O7-O10 Black	64%	27%
O7-O10 White	18%	71%
Black Civilians (USPFT)	**31%**	**18%**
White Civilians (USPFT)	**7%**	**52%**
Other Civilians (USPFT)	**15%**	**38%**

Roughly half of all black service members and a third of black civilian employees believe there is racial bias when their leadership conducts informal feedback, mentoring, and formal verbal counseling (54%, 46%, and 31% of black officer, enlisted, and civilian respondents agreeing). That belief was even higher among black general officers, where 64 percent felt leadership engaged in racial bias in those activities (compared with 18 percent of their white general officer counterparts). In contrast, 14%, 11%, and 7% of white officer, enlisted, and civilian respondents felt the same way.

Fig 75: RDR Survey Question 10b **Source: RDR Survey**

I believe racial bias exists when my leadership makes decisions concerning Letters of Counseling, Letters of Admonishment, and Letters of Reprimand.

	Agree	Disagree
Black Enlisted	**45%**	**26%**
White Enlisted	**10%**	**64%**
Other Enlisted	**20%**	**47%**
E7 - E9 Black	45%	28%
E7 - E9 White	7%	74%
Black Officers	**54%**	**25%**
White Officers	**14%**	**66%**
Other	**28%**	**49%**
O7-O10 Black	55%	27%
O7-O10 White	13%	72%
Black Civilians (USPFT)	**28%**	**17%**
White Civilians (USPFT)	**5%**	**50%**
Other Civilians (USPFT)	**13%**	**36%**

Half of all black service members and almost a third of black civilian employees felt racial bias played a part in administrative disciplinary actions (45% enlisted, 54% officers, and 28% civilian), while only between 5-14% of white officer, enlisted, and civilian respondents felt the same way.

Fig 76: RDR Survey Question 10c **Source: RDR Survey**

I believe racial bias exists when my leadership makes decisions concerning referral performance reports, unfavorable information files, and the control roster.

	Agree	Disagree
Black Enlisted	**41%**	**26%**
White Enlisted	**9%**	**64%**
Other Enlisted	**18%**	**47%**
E7 - E9 Black	42%	29%
E7 - E9 White	6%	75%
Black Officers	**43%**	**25%**
White Officers	**9%**	**68%**
Other	**19%**	**51%**
O7-O10 Black	55%	27%
O7-O10 White	9%	74%
Black Civilians	**28%**	**17%**
White Civilians	**5%**	**50%**
Other Civilians	**13%**	**37%**

Roughly half (41-55%) of black enlisted and officers believe racial bias exists in their leadership's decisions concerning referral performance reports, unfavorable information files, and control rosters, while between 6-9% of their white peers responded similarly.

Fig 77: RDR Survey Question 10d **Source: RDR Survey**

I believe racial bias exists when my leadership makes decisions regarding separations and discharges.

	Agree	Disagree
Black Enlisted	**39%**	**25%**
White Enlisted	**7%**	**63%**
Other Enlisted	**16%**	**46%**
E7 - E9 Black	40%	28%
E7 - E9 White	6%	74%
Black Officers	**41%**	**24%**
White Officers	**8%**	**62%**
Other	**16%**	**45%**
O7-O10 Black	64%	27%
O7-O10 White	9%	74%
Black Civilians	**24%**	**15%**
White Civilians	**4%**	**47%**
Other Civilians	**10%**	**34%**

Over a third of black enlisted and officers (39% and 41%, respectively) believe racial bias exists when their leadership makes administrative separation and discharge decisions. Among DAF senior leadership however, 64% of black general officers believe racial bias exists when leadership makes those decisions, compared with only 9% of their white counterparts.

Fig 78: RDR Survey Question 10e **Source: RDR Survey**

I believe racial bias exists when my leadership makes decisions on Article 15s and courts-martial.

	Agree	Disagree
Black Enlisted	**36%**	**24%**
White Enlisted	**7%**	**62%**
Other Enlisted	**15%**	**15%**
E7 - E9 Black	37%	27%
E7 - E9 White	5%	72%
Black Officers	**54%**	**25%**
White Officers	**14%**	**66%**
Other	**28%**	**49%**
O7-O10 Black	73%	27%
O7-O10 White	9%	72%
Black Civilians	**21%**	**14%**
White Civilians	**3%**	**44%**
Other Civilians	**8%**	**31%**

The survey responses show 36% of black enlisted, 54% of black officers, and 73% of black general officers felt racial bias exists when leadership makes decisions on UCMJ disciplinary actions. In contrast, 7% of white enlisted, 14% of white officers, and 9% of white general officers felt the same way.

Fig 79: RDR Survey Question 11 **Source: RDR Survey**

I believe racial bias (including potential unconscious bias) exists in the conduct of investigations (e.g., CDI, EEO, IG, OSI, etc).

	Agree	Disagree
Black Enlisted	**39%**	**16%**
White Enlisted	**12%**	**52%**
Other Enlisted	**20%**	**35%**
E7 - E9 Black	43%	17%
E7 - E9 White	10%	61%
Black Officers	**48%**	**16%**
White Officers	**16%**	**55%**
Other	**26%**	**39%**
O7-O10 Black	64%	18%
O7-O10 White	17%	67%
Black Civilians	**36%**	**14%**
White Civilians	**9%**	**47%**
Other Civilians	**17%**	**33%**

Investigations are often conducted prior to military justice decisions. When asked if respondents believe racial bias exists in the conduct of investigations (CDE, EEO, IG, and OSI), 48%, 39%, and 36% of black officer, enlisted, and civilian respondents agreed. White officer, enlisted, and civilian respondents agreed at 16%, 12%, and 9% respectively. 43% of black E7-E9s and 64% of black O7-O10s agreed.

Fig 80: RDR Survey Question 14 **Source: RDR Survey**

I believe black service members are less likely to receive the benefit of the doubt in AF discipline.

	Agree	Disagree
Black Enlisted	**59%**	**16%**
White Enlisted	**10%**	**63%**
Other Enlisted	**19%**	**45%**
E7 - E9 Black	63%	18%
E7 - E9 White	8%	74%
Black Officers	**64%**	**14%**
White Officers	**12%**	**63%**
Other	**22%**	**48%**
O7-O10 Black	82%	9%
O7-O10 White	12%	66%
Black Civilians	**39%**	**14%**
White Civilians	**5%**	**56%**
Other Civilians	**10%**	**42%**

Respondents were asked whether, "black service members are less likely to receive the benefit of the doubt in Air Force discipline." A high percentage, 64%, 59%, and 39% of black officer, enlisted, and civilian respondents agreed, whereas white officer, enlisted, and civilian respondents agreed at substantially lower percentage of 12%, 10%, and 5% respectively. 63% of black E7-E9s and 82% of black O7-O10s agreed.

Based on the survey responses of black service members, roughly 50% or more believe racial bias exists when leadership executes the full range of administrative, non-judicial punishment, and courts-martial actions. Quantitative data shows that black enlisted Airmen in the ranks of E1-E4 are almost twice as likely to receive Article 15s and face courts-martial as their white counterparts. Survey results also revealed that 31% of black officers and 31% of black enlisted respondents believe black service members receive administrative disciplinary actions (LOCs, LOAs, and LORs) more frequently than other Airmen for the same behavior. Lastly, three out of five black officer and enlisted respondents believe black Airmen do not receive the benefit of the doubt when it comes to military discipline.

Developmental Opportunities

Along with examining racial disparities in military justice, this Review was charged with identifying racial disparities in developmental opportunities for black service members. The survey included four targeted questions regarding developmental opportunities. Two questions asked respondents if their organization provided recognition and opportunities for promotion and advancement on an equal and fair basis. The first question asked if all members had the same opportunities for competitive assignments, training, career-broadening experience, and education. The second question asked if respondents had seen bias as it relates to career development opportunities for black enlisted, civilians, and officers.

Fig 81: RDR Survey Question 17 **Source: RDR Survey**

All civilians, enlisted members, and officers have the same opportunity for competitive assignments, training, career broadening experience, and education in my organization.

	Agree	Disagree
Black Enlisted	**47%**	**27%**
White Enlisted	**80%**	**5%**
Other Enlisted	**68%**	**10%**
E7 - E9 Black	49%	31%
E7 - E9 White	88%	4%
Black Officers	**43%**	**38%**
White Officers	**82%**	**6%**
Other Officers	**69%**	**15%**
O7-O10 Black	45%	45%
O7-O10 White	92%	4%
Black Civilians	**42%**	**28%**
White Civilians	**76%**	**4%**
Other Civilians	**65%**	**9%**

Roughly half of black officers, enlisted, and civilian respondents believe they have the same opportunity for competitive assignments, training (e.g., advanced technical training, specialty schools), career broadening experience (e.g., exercises, deployments, career broadening assignments), and education (e.g., PME, advanced academic educations, self-development). In comparison, a substantial majority of white respondents (76-82%) felt they had the same opportunities for career enhancing assignments, training, education, and experiences. Notably, only 45% of black general officers believe everyone receives similar opportunities for advancement, compared with 92% of white general officers.

Fig 82: RDR Survey Question 18 **Source: RDR Survey**

I have seen bias as it relates to career development opportunities for enlisted, civilian, and officer black Airmen and Space Professionals.

	Agree	Disagree
Black Enlisted	**41%**	**26%**
White Enlisted	**11%**	**67%**
Other Enlisted	**18%**	**46%**
E7 - E9 Black	50%	26%
E7 - E9 White	10%	77%
Black Officers	**50%**	**25%**
White Officers	**11%**	**74%**
Other Officers	**21%**	**52%**
O7-O10 Black	64%	27%
O7-O10 White	14%	80%
Black Civilians	**40%**	**28%**
White Civilians	**8%**	**70%**
Other Civilians	**14%**	**48%**

Almost half to more than half (41-64%) of black respondents had seen bias as it relates to career development opportunities for black service members and civilian employees. Only 8-14% of white respondents said the same. The vast majority of white respondents (67-80%) had not seen bias related to opportunities for black service members.

Overall, a large percentage of black service members believe they did not have the same career development opportunities as their white counterparts. Notably, 50% of black officer and 64% of black General Officer responded that they had observed bias related to career development.

Discrimination

The survey included two questions regarding racial discrimination. One question asked respondents if they ever experienced racial discrimination by another DAF member. The second question asked respondents if they had witnessed an act of racial discrimination by another DAF member.

Fig 83: RDR Survey Question 19 **Source: RDR Survey**

(Y/N) Have you ever been discriminated against by a member of the Department of the Air Force, because of your race or ethnicity?			
	Yes		No
Black Enlisted	50%		50%
White Enlisted	14%		86%
Other Enlisted	26%		74%
E7 - E9 Black	42%		58%
E7 - E9 White	15%		85%
Black Officers	48%		52%
White Officers	8%		92%
Other Officers	28%		72%
O7-O10 Black	45%		55%
O7-O10 White	6%		94%
Black Civilians	45%		55%
White Civilians	9%		91%
Other Civilians	21%		79%

Between 45-50% of black respondents said a DAF member had discriminated against them because of their race or ethnicity. A smaller percentage of white respondents (8-14%) also said they faced discrimination based on their race/ethnicity by a DAF member. Among senior leaders, 45% of black general officers said they have experienced discrimination, while 94% of white general officers did not face any discrimination based on race/ethnicity from a member in the DAF.

Fig 84: RDR Survey Question 20 **Source: RDR Survey**

(Y/N) Have you ever witnessed an act of discrimination based upon race or ethnicity by a member of the Department of the Air Force?			
	Yes		No
Black Enlisted	46%		54%
White Enlisted	17%		83%
Other Enlisted	24%		76%
E7 - E9 Black	49%		51%
E7 - E9 White	17%		83%
Black Officers	44%		56%
White Officers	12%		88%
Other Officers	22%		78%
O7-O10 Black	45%		55%
O7-O10 White	12%		88%
Black Civilians	41%		59%
White Civilians	11%		89%
Other Civilians	19%		81%

Almost half of black respondents have witnessed a DAF member engage in discrimination because of race or ethnicity. For white respondents, that number dropped to roughly 20%. According the survey, 45% of black general officers have witnessed racial/ethnic discrimination, while only 12% of white general officers have done so.

Of black service members who experienced or witnessed racial discrimination, about 80% said a supervisor or commander initiated the discrimination. Only about 35% of those black service members reported the incidents to leadership. 70% of black Airmen who reported the incident to their commander were not satisfied with the leadership response. Only 18% said they reported the incident to EO or IG, and of those, over 50% were not satisfied with the response from EO/IG.

The percentages of white Airmen who experienced or witnessed racial discrimination were lower (10% and 12% respectively). Nearly one third of those respondents reported the incidents to their leadership. Over half of those who reported to leadership were not satisfied with their leadership's response. Only 10% of the white service members who experienced or witnessed racial discrimination reported the incidents to IG or EO, and 60% of those said they were not satisfied with the response from EO/IG.

The survey write-in responses indicate many survey respondents did not go to their commanders because they believed their commanders and leadership lacked integrity, were dishonest, self-serving, and would abuse their authority. Some respondents believed leadership lied and covered up for themselves; and, instead of being protected, the complainant received

additional disciplinary actions by leadership for reporting an issue. 44% of black service members and 33% of white service members who experienced racial discrimination and reported the incident or incidents to their commander, reported experiencing some form of reprisal for contacting their commander.

The survey and interview responses indicate service members have concerns about using the IG and EO because they believe complaints will be referred back to their chain of command. 45% of black service members and 37% of white members who went to EO or IG said they were reprised against by leadership as a result.

Overall, respondents thought IG and EO investigations were ineffective. Some members indicated the perpetrator was never held accountable or action was not taken at the conclusion of the investigation. Participants reported several instances of the IG refusing to take on their cases. Other times, they indicated their cases were not properly investigated, or their concerns were completely disregarded.

Finally, some white respondents indicated the IG or EO office would not consider their case because they were white and held the perception they could not be discriminated against due to being white.

Survey Response Conclusion

Survey responses revealed that black service members generally lacked trust in their chain of command to address racism, bias, and unequal opportunities. The perspective gap between black and white members was large. 40% of the black respondents indicated they did not trust their leadership in these areas, while only 10% of white respondents expressed doubt. This gap is more prominent when looking at officers, wherein 49% of black officers indicated they did not trust leadership compared to only 7% of white officers. A similarly large perspective gap was revealed in whether black Airmen had the same opportunities for mentorship, feedback, and role models as others in their organization. 43% of the black officer respondents indicated that all Airmen had the same developmental opportunities, while 82% of white officers believed everyone had the same opportunities. Of particular concern, approximately 50% of black officer, enlisted, and civilian respondents have either experienced and/or witnessed racial discrimination by another DAF member.

This Review found black survey respondents overwhelmingly believe racial bias exists in DAF disciplinary actions. In addition, the survey responses highlighted that black members believed racial disparities extend beyond the disparity in Article 15s and courts-martial. In particular, responses reveal a large perspective gap on whether racial bias exists when leadership issues Letters of Counseling, Admonishment, and Reprimand. Almost half (45%) of black enlisted and more than half (54%) of black officers believe racial bias exists when their leadership issues administrative disciplinary action, compared with less than 15% of white enlisted and white officers. The survey also reveals that black respondents believe they do not receive the same benefit of the doubt as white Airmen for the same infractions, which may play a role in the racial disparities in both military justice and administrative separation actions. The Review found that racial disparity in military justice actions likely extends beyond Article 15s,

courts-martial and discharges to include lessor disciplinary actions such as LORs, LOC, and LOAs.

Survey Text Responses

In addition to the Likert scale questions, respondents were prompted to elaborate with written responses if they answered with a negative sentiment. Through this process, the survey recorded over 27,000 pages of write-in comments. A computer-based analysis of the comments was conducted to identify the most common themes. These themes, organized by their associated survey question, are listed below.[25] Of note, because the survey was anonymous, we could not validate individual text feedback. However, when many Airmen identified the same issue(s), and a consistent theme emerged, the Review team captured that consistent theme.

Please explain why your organization does not value contributions and ideas of black Airmen and Space Professionals?

The top themes were contributions, promotions, exclusion, or camaraderie. The comments on contributions included black members' ideas not being understood or disregarded because of their race. Others indicated black members are not included in planning and decision processes and are passed over for promotion because of a "good old boy" system. Some Airmen said they had to identify a white ally in order to get their views heard.

Please explain why you do not trust your chain of command to address racism, bias, and unequal opportunities?

Comments from this question focused on the presence of both bias and inequality when leadership makes decisions. Many respondents indicated they believe the bias is unconscious. Respondents report that leaders seem to avoid discussing race or seem to think that racism does not exist in the Air Force or Space Force. Some participants discussed behavior that ignores, minimalizes, or hides racial incidents.

Another theme identified was respondents' belief that black service members are not given equal career development opportunities. Many respondents said leaders do not ask for their input while they see others being asked for input. Some respondents said they are not given recognition for their ideas.

The respondents indicated they cannot trust one or more members in their chain of command regarding racism or bias in making decisions. Many respondents said they do not trust their chain of command on this issue based on past experiences within their chain and watching how their leadership has treated others in similar situations.

[25] The responses of individual Airmen and Space Professionals are provided for context and to illustrate themes identified by in-depth data analysis conducted by the Air Force Survey Office and the Air Force Inspection Agency. These responses, as representative of themes, are supported by corroborating inputs, but, as anonymous and/or protected communications to the IG they could not be independently validated. Specific complaints registered during the course of this Review were or are in the process of being handled in accordance with AFI 90-301.

Please explain why you believe racial bias (including potential unconscious bias) exists when your leadership takes any of the actions mentioned previously that are related to military personnel?

This question was offered when respondents agreed that racial bias existed when their leadership executed administrative and non-judicial punishment as well as Article 15 and courts-martial actions. Most respondents provided personal experiences as evidence of racial bias. The personal stories focused on issues of bias, injustice, and inequality. In addition, comments highlighted either experiencing or witnessing first-hand intolerance towards black service members compared to their white counterparts when facing the same level of infraction.

Please explain why you believe racial bias (including potential unconscious bias) exists in the conduct of investigations (e.g., CDI, EO/EEO, IG, OSI, etc.)?

The most prevailing theme in the responses to this question was the belief that since racism and bias exist in people, it must also exist in the conduct of investigations. The majority of responses in this category did not cite any particular incident or evidence related to bias in investigations, but instead were more general about the biases inherent in people. Some of these comments also suggested that investigators should be trained to recognize and work through their own biases.

Survey respondents also indicated a belief that investigations may be impacted by racially biased assumptions. The main concern was that black service members are presumed guilty until proven innocent, and thus black service members are not provided the benefit of the doubt before or during investigations.

Some respondents shared personal experiences of racial bias or of witnessing investigations in which race seemed to play a role. This included instances where they suspected the treatment during the investigation was based on race, where they observed people of different races receiving unequal punishments, or where they filed complaints about racism that were not resolved in a satisfactory manner.

Was there a particular reason why you didn't contact EO/EEO or IG?

The survey asked if respondents had been discriminated against or if they had witnessed someone being discriminated against. If the respondents agreed, they were then asked if they had contacted EO/EEO or IG. If they answered that they had not, respondents were then asked why they did not contact EO/EEO or IG. Survey respondents reported various reasons, but the most common ones were: lack of knowledge about the EO/EEO or IG processes, concerns with their chain of command or leadership, lack of proof/evidence, fear of reprisal, and negative impact on a member's career.

Many survey respondents indicated they did not contact the EO/EEO or IG because of the relationship between both offices and their chain of command. Expressly, survey respondents indicated they feared reprisal, retribution, or retaliation from their chain of command, peers, or other members in their organization.

Because the question asked why respondents did not contact "EO/EEO or the IG" combined, the Review team conducted subsequent analysis that revealed additional themes and comments that were attributable to EO and IG separately.

Three themes were specific to IG. First, some survey participants believed IG personnel protected the commander and/or leadership during investigations. Members also indicated that other commanders or leadership usually protected the commanders who were under investigation. Respondents identified a lack of objectivity amongst IG personnel and leadership and emphasized concern that those tasked with investigating complaints were not impartial. Furthermore, some members indicated the commander and IG personnel were often friends or part of "the good ole boys club."

Second, several participants reported instances of the IG refusing to take on their case. Other times, they indicated their cases were not properly investigated, or their concerns were completely disregarded.

Third, some participants indicated the IG would not consider their case because they were white. These members indicated they were not given the benefit of the doubt and that IG personnel automatically took the minority individual's side.

The Review also found themes that were somewhat unique to EO. First, members reported a lack of objectivity amongst EO/EEO personnel. Specifically, they felt EO/EEO personnel were not impartial in their decision making or while conducting an investigation. Members also indicated that EO/EEO personnel automatically leaned in favor of the minority complainant.

Second, participants who were white indicated the EO/EEO would not consider their case because they could not be victims of racial bias. Members indicated they were not given the benefit of the doubt and that EO/EEO automatically took the minority individual's side.

Third, some members reported that individuals sometimes abused the EO/EEO system. Members also claimed that individuals used the "race card" to their advantage, making false allegations to avoid working or if they felt slighted due to a missed promotion or job opportunity.

Lastly, participants indicated that leadership sometimes treated service members differently to avoid an EO/EEO complaint. Often, a member was given preferential treatment in the form of a hiring action, promotion, or positive performance appraisal because leadership wanted to avoid receiving an EO/EEO complaint against them.

If you would like to describe the discriminatory behavior you experienced, please do so below?

Respondents who indicated they experienced discrimination were asked to describe the discrimination they experienced. Common themes involved denial of promotion or advancement opportunities or receipt of punitive/disciplinary actions.

Many survey respondents identified racial slurs, and comments regarding dress and personal appearance as forms of discrimination against black service members. Specifically,

survey participants, the majority of them military members, indicated they were targeted because of their hair and grooming standards, such as shaving. Under this question, survey participants indicated they experienced discrimination primarily from their immediate supervisors and/or leadership. For example, members described being assigned extra work, picked on, harassed, isolated, or humiliated based on their race.

What changes would you recommend to ensure a fair and equitable military discipline process for all uniformed Airmen and Space Professionals?

The following themes were identified as top recommendations:

- Treat every Air Force and Space Force member fairly by holding everyone to the same standards. Setting specific standards for infractions could set the tone across the Total Force and remove subjectivity from the process.
- Require a diverse, independent panel to review disciplinary actions for legal sufficiency and proportionality in a completely transparent process. Convene diverse juries in courts-martial.
- Document all disciplinary actions (both UCMJ and administrative) in a database. Some respondents also indicated that the Automated Military Justice Analysis and Management System (AMJAMS) should include race categories beyond black, white, and other to allow more transparency and analysis of overall statistics and the proportionality of disciplinary actions across demographic groups.
- Require cultural and bias training. A typical comment was:

  > Cultural training for all members working in a supervisory or leadership role. Each ethnic group has a different culture that may lead leaders to feel as though they are disrespected due to actions/reactions of individuals. We must fully understand WHY people act/react the way they do and it is often a result of their community or culture.

"What changes would you recommend to ensure a fair and equitable career development system for all enlisted, officer, and civilian Airmen and Space Professionals?"

Top recommendations were:

- Increase diversity through accession and recruitment programs. Typical comments included:

  > Change recruiting and accession methods to ensure minorities are provided job lists that include opportunities to operations and other high aptitude career fields. There is a disparity in recruiting African Americans in support AFSCs. Give more opportunities across all specialties.

  > Recruiters should go into communities and schools and target minorities, encouraging them and inspiring them to believe in themselves and what they can aspire to be. I've seen too many people, of all races, but frequently minorities, who have developed the belief that they will only make it so far, that there exists a ceiling preventing them from accomplishing what their white counterparts can (promoting to higher ranks, becoming commanders, entering the USAFA or ROTC). There are far too few minorities who believe they can

achieve these things. They also don't see enough Airmen in those roles who look like they do.

- Increase and expand mentorship opportunities. Enhance career development for service members of all ranks. Typical themes included:

  Fund a group or commission to develop a mentorship and sponsorship program that involves crossover in racial background. A goal of this would be to inform existing white officers, NCOs and executives how to be better leaders of diverse military organizations. This, in turn, could increase the likelihood of more minorities being exposed to opportunities for faster promotions, real mentorship (and possibly sponsorship) from commanders and military influencers who shape our Force and PME opportunities.

  I think mandating mentors across the board should occur. Cross utilize and mandate all Airmen have mentors and carve out mentoring sessions at FTAC, ALS, NCOA and any other session that is feasible. Create a platform that you can connect to a mentor virtually and have roundtable sessions that discuss what is impacting them, limiting them to reach their full potential and what they need to do to expand in their career. I think there is value in grooming our junior Airmen and officers but the stats on who is getting the opportunities will still be disproportionate if we are not advertising and mentoring all in the same manner and fashion.

  The mentoring program is broken. There needs to be a way for minority officers to get the same mentoring and developmental opportunities as their white peers. There needs to be a conscious effort to mentor minorities and women better.

- Increase transparency over the application/selection processes for PME and special duty assignments. Ensure personnel are aware of career development opportunities and better understand why candidates for these opportunities were selected. Common statements included:

  Make career development information widely available. Find ways to expose everyone to good information equally. It seems like most career development information is received by those lucky enough to have a mentor or small tight knit groups of individuals. Maybe an annual CBT tailored towards each rank. 'Congratulations on making E-5, this is what you should be working on over the next year. You commissioned in 2012, this is what you can expect in 2020 and what you should be doing to prepare. This is when your boards will be meeting.' Things like that would extremely helpful.

- Ensure diversity for selection boards/panels
- Provide the same opportunities to all service members
- Remove or mask all identifying elements from records or applications for career development and advancement, including promotion records, professional military education, and awards.

Summary: In their responses, black service members very clearly expressed their frustration with bias and race-related obstacles and barriers throughout their careers. They consistently commented they do not trust their leadership to address racism and bias, leadership does not value their contributions to the organization, and favoritism exists among leadership and supervisors because of the "good old boy" system.

With regard to military justice, the written comments supported strong beliefs about the lack of fairness and existence of racial bias in the military justice system. Although service members may not always have the full context for differences in levels of punishment, comments suggested the inequalities were more than just perceptions. Respondents commented they have personally seen harsher penalties for black service members for the same infractions as white service members and provided examples. Respondents also provided examples of black service members who did not receive the same benefit of the doubt as their white counterparts.

Written comments also included examples of racial bias in IG, EO, and other investigations. Airmen and Space Professionals pointed to a lack of trust in their leadership to objectively conduct investigations and to properly hold people accountable. They strongly believed IG and EO offices worked for and were too friendly with commanders and therefore protected commanders during investigations. Black service members also indicated a strong fear of reprisal or retaliation for raising complaints to either the IG or EO.

In both the survey and written comments, black service members identified obstacles and barriers that have led to an overall lack of confidence and trust in the system. Many comments pointed to a lack of trust in leadership to address racial bias and racism in the organization.

Base Visits and Group Discussions

The Review team interviewed personnel at all levels of the Department seeking experiences regarding disparity in military discipline processes and career development opportunities for black service members. Over a three-week period, the Review team executed 138 boots-on-the-ground and remote (virtual) sessions with Department members across all MAJCOMs. To gain a perspective from the Airmen themselves, the team interviewed more than 1,400 service members in small, diverse, anonymous group sessions of 8-10 people. These small group sessions were organized by rank/position: E1-E4s, NCOs and Civilian Equivalent First-Line Supervisors, First Sergeants, CGOs and Civilian Equivalents, and Squadron Commanders and Civilian Equivalents. Additionally, the Review team interviewed twenty wing command teams (commander, vice commander, and command chief), Staff Judge Advocates, and Area Defense Counsels. General session themes and specific group observations as well as comments from the command team sessions are discussed below:

General Group Session Observations

A notable portion of black service members felt they received harsher punishments than white service members when it came to lower-level disciplinary actions, such as documented verbal counseling, LOCs, LOAs, and LORs. Some NCOs and first-line supervisors shared that they felt pressured by leadership to issue punishment to black service members for very minor infractions. Several, first-line supervisors stated when black service members came into work late, leadership would not give them the benefit of the doubt and "go hard" on them. In contrast, if white service members came in late they would ask if the person is ok and give them the benefit of the doubt.

A large majority of service members believe they were not denied basic developmental opportunities based on their race or sex, and some stated these areas were never a factor in

selection. However, some stated access to these opportunities depended heavily on the first-line supervisors, who set the tone for expectations within the flight. If black service members were viewed as "disagreeable," it reduced their chances for developmental opportunities. Some opined that black service members had to work "ten times harder" to be viewed as worthy of developmental opportunities, and if they had any type of discipline in their records, they were rarely afforded the opportunity for rehabilitation or development. Lack of diversity at many units led service members to believe they did not have someone to aspire to be like or see that getting to such roles was truly attainable for them. Some commented, "[p]eople of color are not seen as leaders in my unit."

The Review team found that organizational climate had a strong influence on young service members' attitudes regarding their sense of belonging, personal relationships, loyalty, and even work performance. These experiences could result in negative feelings towards job satisfaction, need for achievement, affiliation, overall effectiveness, performance, and commitment. However, black service members noted their strength, tenacity, tolerance, and resiliency helped them through all the negativity.

E1-E4

Very few participants felt their organizations initiated investigations fairly or implemented corrective and disciplinary measures without bias or favoritism. Some service members believed discrimination occurred in some organizations across the base, and black service members received harsher punishments at a higher rate than white service members with similar infractions. Many indicated their experiences were related to punishment in violation of the Air Force drug use policy, underage drinking, driving under the influence, dress and appearance standards, and weapons control. Some service members perceived the corrective and disciplinary measures for each of these instances were warranted, but also perceived that the level of punishment for black service members versus their white counterparts was not administered fairly.

Service members with personal experiences of being treated unfairly due to race or ethnic background described racial profiling, bias, and favoritism as reasons why black service members disproportionally received corrective or disciplinary actions. Others cited upbringing, poor communication, and being junior in rank as contributing factors. A majority of black service members felt they are constantly under the microscope and singled out by their unit and expected to do more than others.

Additionally, black service members believed they were repeatedly labeled the "angry black person." Black respondents believed that, at all levels of supervision and leadership, discipline was often administered to black service members for having an attitude or coming across as angry. Many black service members felt once they were on the radar, recovery was impossible. They also believed leadership continuously issued administrative paperwork in order to ultimately discharge black service members.

As for opportunities, some believed the more selective developmental opportunities were awarded to white co-workers more often because of favoritism. Many black service members

stated that if they did not "hang out" or develop a common bond with their first-line supervisors, they were typically not awarded developmental opportunities.

NCOs and Civilian Equivalent First-Line Supervisors

Some NCOs stated that punishment for black service members and other races seemed to be inconsistent. Black service members felt they were singled out because of their appearance (for example, having hairstyles that were within regulations, but not favored by supervisors of a different race), and this often resulted in what they say as the beginning of a "paperwork trail," which negatively impacted career development opportunities for black service members. They also felt service members from other races or ethnic backgrounds were consistently given a second chance, while black service members were not. Additionally, NCOs felt the service hindered black service members' ability to be rehabilitated after one mistake.

A large number of NCOs interviewed expressed that in some cases, supervisors of a particular race appeared to favor service members who were of the same race and tended to give them available developmental opportunities. The NCOs also stated that the favoritism could involve any race or gender. Numerous black NCOs brought up that it is typical for them to have to "work 2-3 times as hard as any other race (particularly white NCOs) for the same level of recognition" within their squadron or higher.

First Sergeants

The majority of First Sergeant interviewees said they had not witnessed any difference in the treatment of service members based on race or ethnicity, but also said by the time they saw the paperwork based on a negative infraction, most fact-finding had been accomplished. In contrast, several First Sergeants noted when a black service member and a white service member committed the same infraction, either together or separately, the black service member's punishment was typically harsher than the punishment the white member received.

Many First Sergeants agreed that supervisors often do not take the time to get to know their subordinates. They also believe many supervisors see black service members as "having an attitude or cannot conform." This perception results in a paperwork trail of corrective actions, which often culminates in discharge.

When it came to opportunities, the First Sergeants consistently indicated first-line supervisors invested in subordinates to whom they could relate. Also, many of the First Sergeants said PME needs to teach young supervisors how to better interact in uncomfortable situations, address issues with those of other cultures and differing mindsets, and spend more time on how to better manage people. They also noted that many junior supervisors are not afforded the time to mentor and counsel their Airmen and Space Professionals appropriately.

Most First Sergeants agreed promotions and recognition were fair and based on performance. Many complained, however, about unqualified white service members being placed in positions where qualified black service members should have been placed. Additionally, they claimed information about opportunities was not equally disseminated to the entire organization. Job positions were not advertised, and organizations relied on the "good old

boy" network to make hiring decisions. Some black First Sergeants mentioned that they felt they needed to work harder than their peers, not just to get recognized, but to be viewed as equal.

CGOs and Civilian Equivalents

With regard to military discipline, many CGOs said they had little to no experience with disciplinary actions against black service members. CGOs also mentioned that they believed everything followed the same process, was fair across the board, took biases into account, and was based on facts. Many CGOs said supervisors try to look at the situation for what the member had done, not on their physical appearance.

As for opportunities, many CGOs said they believe service members who worked to better themselves, whether by pursuing educational opportunities or by working hard at their assigned duties, would tend to have more favorable outcomes in terms of development. Some CGOs also said they thought individuals' race played no part in decisions regarding who was nominated for certain opportunities.

Some rated officers mentioned favoritism or the perception of individuals being predetermined for special or advanced opportunities, and members who developed close relationships to the senior staff were more likely to be chosen for unique TDY opportunities. While this observation was not based on race, one could see where a lack of black mentors in the senior ranks could have a greater impact on black officers. Some CGOs also mentioned recognition for the same work was different for people of different races.

Squadron Commanders and Civilian Equivalents

Despite half of the squadron commanders having seen or experienced racial disparity earlier in their careers, they had not seen anything unfair occurring in their units. Nonetheless, they opined that commanders need better training to properly administer the disciplinary actions they are empowered to give. Commanders recognized they have different internal and external tools, and the discipline process was designed with checks and balances. However, they also recognized it was hard to maintain consistency throughout the base and other levels of supervision. There were some specific occasions noted where black service members were not given the benefit of the doubt when not all of the evidence of an infraction was presented.

Squadron commanders and civilian equivalents generally believed everyone had a fair chance at developmental opportunities. They highlighted they used merit and work-ethic-based approach when sending people forward for certain opportunities. Some squadron commanders also rely on their first-line supervisors' inputs when developing people, and it was largely agreed that these first-line supervisors had the potential of being personally biased. Squadron commanders stated there are times when there was perceived pressure to send up certain individuals for specific awards, and they were not necessarily merit-based approaches. "Sometimes there are unspoken criteria to pick a certain person (based on race), no matter the award." Some commanders admitted the "good ole boy" club exist, and that it can create a perception of favoritism regarding opportunities, although this was not always necessarily racially motivated.

One black squadron commander commented on opportunity versus outcome and mentorship. The only mentorship he received throughout his career was from other black leaders. "You might get left behind if you don't have someone that looks like you helping to propel you. Black service members need to work twice as hard and you can't mess up." He went on to say that some of his black service members had made one mistake and that their military careers were over.

Overall, the team found the installation group session comments had similar themes and were consistent with how participants responded to the survey questions discussed earlier. The enlisted members generally felt that black service members received harsher punishment than white service members for similar offenses and were less likely to receive the benefit of the doubt for minor infractions compared to white service members. Officers also raised the issue of benefit of the doubt and the difficulty in maintaining consistency for punishment throughout the lower levels of supervision. Both enlisted and officers indicated a lack of diversity, favoritism, and "good ole boy" networks were likely barriers to career developmental opportunities for black service members.

Wing Command Teams

Most members of wing command teams said they received little to no diversity or bias training during their careers. Only a few of the Active Duty senior leaders were aware of either AFI 36-7001, *Diversity and Inclusion*, or its requirements. The Air Force Reserve Command (AFRC) members had more annual training and education on diversity and bias. In addition, AFRC designated all vice wing commanders as Diversity and Inclusion (D&I) program managers for their respective installations. Despite the overall lack of training on bias, nearly all respondents understood the concept of bias and provided an accurate definition of bias as well as various examples where it could manifest itself.

As for mentorship, the wing command teams overwhelmingly indicated they had mentored every racial, age, gender, and other identifying demographic, but acknowledged the mentees may not receive the mentorship the same way depending on trust or demographic differences between mentor and mentee.

With regard to racial bias or racial barriers in DAF processes, few on the command teams felt that racial disparities existed in the processes, and were race-neutral as written. However, most interviewees admitted that problems could arise when biased or subjective inputs were placed into the otherwise objective processes.

Wing command teams also believed there were minority bias trends in certain career fields, with many minorities being assigned to support career fields rather than operations career fields. The teams felt that under-recruiting and under-promoting minorities led to a small pool of members in high-ranking positions ("if I can't see it, I can't be it"). One wing command team member said, "[f]uture General Officers come only from operational career fields, who are primarily (if not exclusively) comprised of Caucasian males."

When asked about disparities in military justice, nearly all the teams were aware that black service members received disciplinary actions on a far more frequent basis than other

demographic groups. The leaders believed the DAF had not done an in-depth look to determine the cause of these disparities. The leadership teams believed immediate supervisors were often rushed in making discipline decisions due to workload. Many said tracking lower-level administrative punishments would allow commanders to monitor for disparities. Leadership teams also believed first-line supervisors lacked adequate military discipline training, which leads to unequal application of disciplinary and rehabilitation standards.

Command teams said they could envision situations where one service member may be given a second chance or the benefit of the doubt, while another may be subjected to disciplinary paperwork on the first occurrence. This disparity may be especially true at the first-level supervisor level, where many supervisors are relatively inexperienced, untrained to recognize potential biases, and generally may be unprepared for the complexities of administration and mentorship of racially diverse groups.

When asked about racial disparities in promotion and advancement opportunities for Airmen, Space Professionals, and civilian employees, most interviewees had little input into whether there was a problem or not. All wings had both formal and informal professional development courses, but none of those courses covered diversity and inclusion, or bias.

Trends from Interviews / DAF-IG Hotline

At the end of the survey, Airmen and Space Professionals were directed to call or email the DAF IG Hotline if they wanted to provide additional feedback or needed help. As of 1 September 2020, DAF IG processed 338 hotline calls and emails.

The Review team assessed racial disparity concerns submitted by Airmen to the DAF IG Hotline dedicated to this Review, and we connected with 158 service members who identified themselves and provided contact information. Additionally, the Review team conducted targeted interviews based on the responses. We captured major trends that supported the findings from the survey responses and are worth highlighting.

- Many first-line supervisors did not have the experience to handle some of the cultural differences and racial issues that may arise at the lower levels of the organization. According to First Sergeants, first-line supervisors need more experience, better training, and more time to be able to learn about their subordinates personally.
- Black service members believed their leadership did not value their ideas and contributions.
- Black service members feared reprisal or being targeted for bringing up issues, and many would not raise issues because they did not believe it was worth the potential adverse effects on their careers,
- The majority of white service members, from enlisted to the General Officer ranks, do not believe racial bias and racial issues are a big problem in the Air Force.

SUMMARY – VOICE OF THE AIRMEN AND SPACE PROFESSIONALS

The Review team developed the Racial Disparity Review survey to encourage respondents to write in their personal experiences. This Review has incorporated their stories, thoughts, and recommendations throughout the report. The survey data, interviews, and discussion responses show a substantial disconnect between how black and white service members perceive DAF discipline and opportunities. The survey responses were consistent with the empirical data and highlighted that black service members believe the racial problem extends beyond data. In particular, the responses revealed a large perspective gap on whether racial bias exists in LOCs, LOAs, and LORs. The survey responses also revealed three out of five black service members believe they do not receive the same benefit of the doubt as white service members for the same infractions. The Likert scale responses revealed 40% of black service members do not trust their chain of command to address racism, bias and unequal opportunities, while the yes/no responses indicated that 50% of black service members have experienced or witnessed racial discrimination.

The installation group sessions, targeted interviews, and text responses in the surveys supported the Likert scale and yes/no survey responses. Specifically, the interviews and installation group discussions confirmed that black service members believe they receive harsher punishment for similar offenses and do not receive the benefit of the doubt for minor infractions compared to their white counterparts. Additionally, officers in the group discussions highlighted the difficulty in maintaining consistency at lower levels of supervision. As for developmental opportunities, enlisted, officers, and civilians indicated lack of diversity and favoritism were likely barriers for black service members.

III. HISTORY: WHAT WE'VE KNOWN, WHAT WE'VE DONE, WHAT HAS WORKED, WHAT HAS NOT?

This Review analyzed 23 previous reports and studies related to diversity and racial disparities in the military services, some dating back to 1973. The Review team's analysis determined the findings of these studies and associated proposed recommendations often did not identify root causes, did not compel follow-through, lacked meaningful measures to allow effectiveness to be assessed over time, and broadly lacked accountability for progress. This Review will focus on the most recent and pertinent reports, the 2011 MLDC, the 2014 MLDC update, and the 2019 GAO report, as well as objectives from the AF Disciplinary Action Analysis Team (DAAT).

CHRONOLOGY

DATE	EVENT
1973	Government Accountability Office (GAO) published the report, *Status of Equal Opportunity in the Military Departments*. (Ex 4)
1980	GAO published the report, *Military Discharge Policies And Practices Result In Wide Disparities: Congressional Review Is Needed.* (Ex 5)
Apr 95	GAO published the report, *Equal Opportunity, DoD Studies on Discrimination in the Military*. (Ex 7)
Mar 11	The Military Leadership Diversity Commission (MLDC) published the report, *From Representation to Inclusion: Diversity Leadership for the 21st Century Military.* (Ex 3)
Mar 14	DoD published the report, *Implementation of the Recommendations Made by the Military Leadership Diversity Commission,* updating the progress of implementing the MLDC's twenty recommendations. (Ex 20)
25 Apr 16	SAF/MR directed "deep dive" by AF/A1 and AFJAG. The working group convened and met over the next 90 days. (Ex 28:1)
6 Jun 17	Protect Our Defenders (POD)[26] released report, *Racial Disparities in Military Justice.*
26 Sept 17	SAF/MR established the Disciplinary Actions Analysis Team (DAAT). (Ex 26)
19 Oct 17	DAAT conducted first meeting to address the POD report and upcoming GAO report on military justice. (Ex 27)
May 19	The GAO released the report, *Military Justice, DOD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities.* (Ex 6)
May 20	POD published the report, *Federal Lawsuit Reveals Air Force Cover Up: Racial Disparities in Military Justice Part II.*
2 Jun 20	The Air Force Inspector General was directed to conduct an independent review of racial disparity in the Department of the Air Force. (Ex 1)

[26] Protect Our Defenders is an advocacy group "dedicated to addressing the epidemic of rape and sexual assault in the military" and an "impartially administered system of justice." (Ex 4:3)

2011 MLDC REPORT, RECOMMENDATIONS AND DOD PROGRESS UPDATE

In the National Defense Authorization Act (NDAA) for Fiscal Year 2009, Section 596, Congress asked the MLDC to "conduct a comprehensive evaluation and assessment of policies that provide opportunities for the promotion and advancement of the minority members of the Armed Forces, including minority members who are senior officers." The MLDC's report examines policies affecting the career life cycles of military personnel from the fives Services: Army, Navy, Air Force, Marine Corps, and Coast Guard, as well as the National Guard and Reserve. The report outlines a vision, strategy, and action plan for improving the inclusiveness of military leadership. (Ex 3:3)

The MLDC determined that its final recommendations should serve three interrelated goals:

- Establish the foundation for effective diversity leadership with a definition of diversity congruent with DoD's core values and vision of its future.
- Develop future leaders who represent the face of America and are able to effectively lead a diverse workforce to maximize mission effectiveness.
- Implement policies and practices that will make leaders accountable for instilling diversity leadership as a core competency of the Armed Forces. (Ex 3:8)

The MLDC proposed 20 recommendations to address the three interrelated goals. (Ex 3:125-130) Of the 20 recommendations, the following 12 are considered relevant to this Review:

- Recommendation 1 – The Department of Defense (DoD) should adopt a new definition of diversity.
- Recommendation 2 – To enhance readiness and mission accomplishment, effectively leading diverse groups must become a core competency across the DoD and services.
- Recommendation 3 – Leadership of the DoD and services must be personally committed to diversity becoming an institutional priority.
- Recommendation 4 – Diversity needs to become an integral part of the DoD culture.
- Recommendation 7 – Improve recruiting from the currently available pool of qualified candidates.
- Recommendation 8 – The services should optimize the ability of service members to make informed career choices from accession to retirement – with special emphasis on mentoring.
- Recommendation 10 – Improve transparency so that service members understand performance, expectations, promotion criteria, and processes.

- Recommendation 11 – Ensure that promotion board precepts provide guidance on how to value service-directed special assignments outside normal career paths or fields.
- Recommendation 16 – DoD and services must resource and institute clear, consistent, and robust diversity management policies with emphasis on roles, responsibilities, authorities, and accountability.
- Recommendation 18 – The services should conduct annual barrier analyses.
- Recommendation 19 – Institute mechanisms for accountability and internal and external monitoring for both active and reserve components.
- Recommendation 20 – Include an assessment of qualified minority and female candidates for top leadership positions in the annual diversity report to Congress.

2014 MLDC Progress Update

In 2014, DoD reported that 12 of the 20 original MLDC recommendations were fully implemented at the time of the update, and no further actions were required on these recommendations. The Office of the Secretary of Defense (OSD) and the services will continue to monitor the recommendations on a recurring basis for sustainment. The remaining eight recommendations were partially implemented at the time of this progress update. (Ex 20:2) The following is a brief summary of each of the 12 MLDC recommendations considered relevant to this Review and the corresponding progress updates from the DoD.

The first recommendation in the MLDC report was the DoD and services should adopt the following definition for diversity, "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." (Ex 3:34) DoD used the MLDC's recommendation as the foundation of its definition, but revised it slightly to include the Total Force. As part of the *2012-2017 Department of Defense Diversity and Inclusion Strategic Plan,* diversity is defined as, "Diversity is all the different characteristics and attributes of the DoD's Total Force, which are consistent with our core values, integral to overall readiness and mission accomplishment, and reflective of the best of the Nation we serve." (Ex 20:6) The Air Force adopted a similar definition as part of AFI 36-7001, *Diversity and Inclusion*, which says, "Air Force broadly defines diversity as a composite of individual characteristics, experiences, and abilities consistent with the Air Force Core Values and the Air Force Mission." (Ex 61:3) DoD considered Recommendation 1 of the MLDC report fully implemented, and no further action was necessary.

For recommendation 2, diversity leadership refers to how leaders influence the way in which people and groups under their command relate to one another. The commission recommended two strategies to inculcate diversity leadership. The first focuses on leadership training at all levels to include education in diversity dynamics and training. The second strategy involves DoD and services developing a framework for implementation and assessing diversity leadership development. (Ex 3:44-45) The 2014 DoD progress update referenced the Air Force Doctrine Document 1.1, *Leadership and Force Development*, designating diversity as an institutional sub-competency under the "*Leading People*" competency.

Additionally, the Air Force Diversity Strategic Roadmap, published in March 2013, lays out a game plan to "promote diversity and inclusion through training, leadership development, and employee engagement programs." (Ex 20:34) Finally, AFI 36-7001, *Diversity and Inclusion*, identifies required training courses affiliated with diversity and inclusion education. (Ex 62:13) The Air Force Diversity and Inclusion (D&I) Task Force is currently reviewing Air Education and Training Command's (AETC's) implementation of these requirements (the AFI with these new requirements was released in February 19). DoD determined Recommendation 2 was only partially implemented, but a workable plan was in place or being developed to ensure full implementation.

Regarding Recommendation 3, the commission specifically noted, "It is important to remember how critical strong leadership is to service members' performance and morale. When change comes into view, there can be strong resistance. Changes that address people's racial/ethnic, religious, and other differences can prove to be especially challenging because these topics can be emotionally charged for many people." (Ex 3:46) According to the commission, it would take top-level leadership involvement to develop, implement, and maintain change. DoD's progress update states, "[s]enior leaders from all Services have demonstrated their personal commitment to making diversity an institutional priority." Specifically, the update noted the Secretary of the Air Force, Chief of Staff of the Air Force, and the Chief Master Sergeant of the Air Force all signed a Declaration on Diversity, reinforcing their commitment to the principles of diversity and inclusion in recruiting, retaining and developing Airmen representative of America's broadest landscape. (Ex 20:8) DoD considered Recommendation 3 of the MLDC report fully implemented, and no further action is necessary.

Recommendation 4 proposed DoD and the services make respect for diversity a core value, identifying and rewarding the skills needed to meet the operational challenges of the 21st century, and using strategic communications plans to communicate their diversity vision and values. (Ex 3:47) DoD concluded this recommendation was fully implemented based on the notion that diversity is inherent in leadership and built into the Armed Service's existing core values. Also, the consensus is that service members are better served by integrating diversity and inclusion into how people lead, think and act – with dignity, honor, and respect being paramount in all they do. According to the update, the Air Force and Air National Guard had published a diversity strategic plan or roadmap with a communication plan. (Ex 20:10) DoD considered Recommendation 4 of the MLDC report fully implemented, and no further action is necessary.

In Recommendation 7, the MLDC stated DoD and services should engage in activities to improve recruiting from the currently available pool of candidates by creating, implementing, and evaluating a strategic plan for outreach, and recruiting from untapped locations and underrepresented demographic groups. (Ex 3:79) According to the progress update, the Air Force Diversity Strategic Roadmap institutes goals, actions and performance measures to both attract and recruit "high-quality, talented, diverse individuals to consider service in the United States Air Force." Additionally, the Air Force Recruiting Service (AFRS) had a comprehensive strategy geared towards strengthening its position in the minority markets, including strategic marketing to targeted audiences and influencers. (Ex 20:17) The DoD considered Recommendation 7 of the MLDC report fully implemented, and no further action is necessary.

Recommendation 8 of the MLDC proposed the services ensure their career development programs and resources enhance service members' knowledge of career choices to optimize service members' ability to make informed career choices from accession to retirement. To achieve this, the MLDC further recommended mentoring and career counseling should start prior to the initial career field decision point and continue throughout the service member's career. (Ex 3:91) In response to this recommendation, DoD stated that each service had a strong mentoring program currently in place. According to the commission update, the Air Force charges its Airmen to actively mentor officer candidates, as well as enlisted and civilian recruits, before career field selection and throughout their careers. Air Force Manual 36-2643, *Air Force Mentoring Program*, provides specific guidance on Air Force Mentoring. Additionally, the DAF mentoring policy directive and development instruction provide effective mentoring guidelines, principles, and strategies to enhance communication between mentor and mentee. (Ex 20:20) The DoD considered Recommendation 8 of the MLDC report fully implemented, and no further action is necessary.

In Recommendation 10, the MLDC calls for the DoD, the services, and the National Guard Bureau to ensure transparency throughout their promotion systems so service members may better understand performance expectations, promotion criteria, and processes. To accomplish this, the commission recommended the services specify the knowledge, skills, abilities, and potential to be an effective General Officer or senior noncommissioned officer. (Ex 3:101) In response to this recommendation, DoD stated each of the services should ensure transparency throughout their promotion systems through a deliberate, continuous, and progressive relationship of education, training, performance, and career counseling. Specifically noted, the Air Force provides transparency to its officer promotion system by publishing legally required board convening notification prior to every board and by publishing the Air Force Pamphlet 36-2506, *You and Your Promotions – The Air Force Officer Promotion Program.* This pamphlet explains how officer promotions are made, how boards are comprised and operated, and what officers should do to ensure their records are accurate before meeting a board. Additionally, in September 2013, the Air Force introduced the Officer Continuum of Learning. The Continuum guides institutional competency development and provides a roadmap for development through education, training, and experiential opportunities. (Ex 20:24) DoD considered Recommendation 10 of the MLDC report fully implemented, and no further action is necessary.

According to Recommendation 11 of the MLDC report, the services should ensure promotion board precepts provide guidance regarding service-related special assignments outside normal career paths. Additionally, senior raters' evaluations shall acknowledge when a service member has deviated from their career path at the specific request of his or her leadership. The main motivation for this recommendation was to eliminate institutional bias that might contribute to the promotion gap between racial/ethnic minority and white officers. (Ex 3:104) DoD stated all the services update board precepts annually and include guidance regarding special assignments specific to their service's varying needs. The update noted the Air Force has developmental teams that work with senior raters to provide service members vectors on special duty or follow on assignments. These developmental teams identify the education, training, and experience appropriate for officers, enlisted, and DAF civilians within each functional community based on current and future requirements. (Ex 20:28) The DoD considered Recommendation 11 of the MLDC report fully implemented, and no further action is necessary.

In Recommendation 16, the MLDC called on DoD and the services to resource and institute clear, consistent, and robust diversity management policies, emphasizing roles, responsibilities, authorities, and accountability. Specifically, DoD and the services should implement strategic diversity plans that address all stages of a service member's life cycle. Another subset of Recommendation 16 is the establishment of a standard set of metrics and benchmarks that enable the Secretary of Defense (SecDef) to measure progress. Specifically, this requires developing a new set of metrics to capture the inclusion and capability aspects of DoD's broader diversity goals. One metric specifically noted for an inclusive environment is provided by discipline data: court-martial cases and non-judicial punishment. (Ex 3:101-104) The department developed the Diversity and Inclusion Strategic Plan 2012-2017 to address both military and civilian issues. The plan is supported by five goals and 39 initiatives and provides an overarching construct that encourages commitment and creates alignment across the department with the latitude for the Services and DoD. (Ex 20:41) DoD determined Recommendation 16 only partially implemented, but a workable plan is in place or under development to ensure full implementation.

Recommendation 18 stated the services should conduct annual barrier analyses to review demographic diversity patterns across the military life cycle, starting with accessions. Additionally, DoD should 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. 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 (Ex 3:131)

In the commission update, DoD states that the current diversity accountability review construct process will allow the department to conduct barrier analyses based on data gathered for the accountability review. Specifically, analysis of how racial, ethnic, gender minorities are progressing along their notional career path. At a minimum, the construct will address, recruiting, assignments to key billets, education, retention and promotion. Since each service has its own career structures and career progression patterns, which it understands best, there is a need to develop service-specific actions to address concerns. The overall objective is to have a way ahead, mandating barrier analysis actions that each service must take to address their diversity health. Each year the services will reassess their barrier analysis progress and course correct as needed. (Ex 20:43) DoD determined Recommendation 18 only partially implemented, but a workable plan is in place or being developed to ensure full implementation.

Recommendation 19 calls for DoD to institute accountability and internal and external monitoring mechanisms for both active and reserve components. Accordingly, the services must embed diversity leadership in performance assessments throughout careers. Additionally, DoD

should establish diversity leadership as a criterion for nomination and appointment to senior enlisted leadership positions and General Officers, including 3- and 4-star positions and service chief. (Ex 3:133) In addition to a few initiatives responding to previous MLDC recommendations, DoD developed an initial list of focus areas to assess and address barriers/gaps in diversity. Potential mechanisms being investigated for embedding diversity leadership into the core competencies expected of a service member include the following:

- Documentation of one's diversity leadership in a self-statement
- Incorporating diversity perspectives into leadership assessments
- 360-degree evaluations
- Utilizing relevant indicators such as climate survey trends, discipline, and EO data, and retention rates

Additionally, the Secretary of Defense (SecDef) directed unit climate assessment results be used as a mentoring tool by a commander's supervisor. To facilitate this directive, the climate survey results will be sent to the commander and the commander's supervisor simultaneously. This mandate ensures that dialogue will occur between commanders and their supervisors and is intended to put accountability into the climate assessment process. The requirement to forward the results to the commander's supervisor only applies to the annual climate survey, not the 120-day assessment. (Ex 20:44-45) DoD determined Recommendation 19 only partially implemented, but a workable plan is in place or being developed to ensure full implementation.

Finally, in Recommendation 20, the MLDC stated Congress should require SecDef to report an assessment of the available pool of qualified racial/ethnic minority and female candidates for the 3- and 4-star General Officer positions annually. Additionally, SecDef must ensure all qualified candidates have been considered for every 3- and 4-star position nomination. If there were no qualified racial/ethnic minority and/or female candidates, a statement of explanation should be made in the package submitted to the Senate for the confirmation hearings. (Ex 3:137) Regarding this final recommendation, the DoD progress update responded that the Department's senior leadership already considers recommendations for 3- and 4- star generals/flag officers from the entire pool of qualified candidates. Including diversity language in Title 10 increases the potential for nominations to become a search for quotas and the selection process of 3- and 4- star general/flag officers to become stagnated. (Ex 20:46) DoD determined Recommendation 20 is only partially implemented, but a workable plan is in place or being developed to ensure full implementation.

In the Strategic Way Ahead of the DoD's progress update to the MLDC, the report states OSD will continue working with key stakeholders to implement the DoD Diversity and Inclusion Strategic Plan 2012-2017. Additionally, an oversight framework was established to collaboratively review, discuss, guide, recommend, and act on DoD military and civilian workforce diversity and inclusion matters as well as an instrument for continued implementation of MLDC recommendations. (Ex 20:47) As noted later in this report, accountability for implementation and follow on measurements of success have faltered.

2019 GAO REPORT AND RECOMMENDATIONS

In 2019 the Government Accountability Office (GAO) released *Military Justice: DoD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities* in response to a provision in the FY 2018 NDAA that directed a study of the extent that disparities may exist in the military justice system. This report assessed the extent to which (1) the military services collect and maintain consistent race, ethnicity, and gender information for service members investigated and disciplined for UCMJ violations that can be used to assess disparities, and (2) there are racial and gender disparities in the military justice system, and whether DoD has studied disparities. GAO analyzed data from the investigations, military justice, and personnel databases from the military services, including the Coast Guard, from fiscal years 2013-2017, and interviewed agency officials.[27] (Ex 6:1-2)

The study found racial and gender disparities exist in investigations, disciplinary actions, and punishment of service members in the military justice system. GAO's analysis of available data from fiscal years 2013 through 2017, which controlled for attributes such as race, gender, rank, education, and years of service, found racial and gender disparities were more likely in actions that first brought service members into the military justice system. Specifically, GAO found that:

- Black, Hispanic, and male service members were more likely than white and female service members to be the subjects of recorded investigations in all of the military services, and were more likely to be tried in general and special courts-martial in the Army, the Navy, the Marine Corps, and the Air Force.
- There were fewer statistically significant racial and gender disparities in most military services in general and special courts-martial that were preceded by a recorded investigation than in general and special courts-martial overall. The study also found that statistically significant racial and gender disparities in general and special courts-martial that did not follow a recorded investigation were similar to those identified for general and special courts-martial overall.
- Black and male service members were more likely than white and female service members to be tried in summary courts-martial and to be subjects of NJP in the Air Force and the Marine Corps. The Army and the Navy did not maintain complete data, and the Coast Guard had too few summary courts-martial for us to analyze, and did not maintain complete NJP data. (Ex 6:38-39)

The report identified fewer statistically significant racial or gender disparities in case outcomes—convictions and punishment severity. Specifically:

- Race was not a statistically significant factor in the likelihood of conviction in general and special courts-martial in the Army, the Navy, the Marine Corps, and the Air Force, but gender was a statistically significant factor in the Marine Corps.

[27] In preparation for this report, in 2017, the Air Force assembled a working group called the Disciplinary Actions Analysis Team (DAAT) to examine the barriers certain demographic groups face to career success, including barriers to training opportunities, promotion, and retention. As of the 2019 GAO report, the working group was in the early stages of organizing and had not yet published any findings or recommendations for service leadership. (Ex 6:65)

- Black service members were less likely to receive a more severe punishment in general and special courts-martial compared to white service members in the Navy but there was no statistically significant difference for black service members in the Marine Corps, the Army, and the Air Force. Additionally, there were no statistically significant differences for Hispanic service members in the Navy, the Marine Corps, the Army, or the Air Force; and males were more likely than females to receive a more severe punishment in the Marine Corps, the Army, and the Air Force. (Ex 6:39)

According to the GAO report, the military services have some initiatives to examine and address disparities in military justice. In May 2016, the DAF conducted a service-wide data call to solicit information about cases involving challenges to a member of a courts-martial based on race or a motion for selective prosecution. A thorough review revealed no evidence of selective prosecution in Air Force courts-martial. In addition, the DAF conducted analyses of its military justice data. Specifically, the DAF routinely analyzed military justice data using a Rates Per Thousand analysis to identify whether certain demographic groups are tried by courts-martial or subject to NJP at higher rates than others.[28] These Air Force analyses found that black and male service members were more likely than white and female service members to be subject to courts-martial and NJP from fiscal years 2013 through 2017, which is consistent with what the GAO report found. (Ex 6:64-65)

The GAO made eleven recommendations, including three to the Secretary of Homeland Security, three to the SecDef, two to the Secretary of the Army, two to the Secretary of the Navy, and one to the Secretary of the Air Force. One of the recommendations to the SecDef was that the military services conduct an evaluation to identify the causes of any disparities in the military justice system, and then take steps to address the causes of these disparities. (Ex 6:70)

The GAO recommended SecAF develop the capability in the DAF to present service members' race and ethnicity data in its investigations and personnel databases using the same categories of race and ethnicity established in the December 2018 uniform standards for the military justice databases. According to GAO, this could be accomplished by either: (1) modifying the Air Force's investigations and personnel databases to collect and maintain the data in accordance with the uniform standards, (2) developing the capability to aggregate the data into the race and ethnicity categories included in the uniform standards, or (3) implementing another method identified by the Air Force. (Ex 6:69) The DAF has met this requirement.

AF DAAT OBJECTIVES

In September 2017, SAF/MR convened a meeting of the Military Justice Executive Steering Group to discuss the way forward in preparation for the upcoming GAO Report on military justice. The meeting resulted in the formation of the Disciplinary Action Analysis Team (DAAT). (Ex 26) The DAAT was charged with reviewing "policies, procedures, practices, and conditions regarding administrative and disciplinary actions served to Total Force Airmen across all demographics of the workforce with an eye toward identifying any problems, the root cause(s) of any problems identified, and, if there are barriers, to devise plans to eliminate them."

[28] A Rates Per Thousand analysis computes the number of service members within a demographic group that are subject to a particular military justice action, divided by the total number of service members of that demographic group, and multiplied by 1,000. (Ex 6:64)

(Ex 26:2) The DAAT membership included more than 40 members from a range of different offices, including AFJAG, SAF/GC AF/A1, SAF/MR, Medical Groups, AFPC, AFRC, and Total Force components, including Active Duty, reserve, guard, and civilian. (Ex 29:1)

The DAAT considered four aspects in approaching reform:

Education: Quality, research-based training can (1) help increase understanding of core concepts, (2) increase awareness about one's own behavior, and (3) contribute to setting or changing a tone about the subject. According to the 2019 DAAT Roadmap, the following objectives would address the training portion of reform:

- *Unconscious bias training*: Unconscious bias training is a well-established best practice among those addressing racial disparity in the civilian criminal justice system.
- *Cultural competency training*: The DAF defines cross-cultural competence as, "[t]he ability to quickly and accurately comprehend, then act appropriately and effectively in a culturally complex environment to achieve the desired effect – without necessarily having prior exposure to a particular group, region, or language."
- *General leadership training*: Leadership training at all levels, for enlisted and officers, should highlight the issue of racial disparity in the military justice system and educate leaders about their role that may contribute to it and actions to take to reduce it. (Ex 29:6)

Priming: Priming tools are reminders or other means of prompting individuals to apply their learning at the appropriate time. The DAF regularly uses priming tools, such as checklists and scripts, for everything such as aircraft operations to promotion ceremonies to courts-martial. The use of these tools has been institutionalized to ensure Total Force Airmen, once trained, complete tasks effectively and efficiently. Similarly, in this case, checklists could be used to ensure anyone administering an LOC, LOA, or LOR is prompted to exercise their cultural competence or be aware of their potential biases. (Ex 29:7-8)

Structures and Systems: Structures and systems drive individual behavior within a culture. The DAF is a highly structured organization designed to drive specific behavior and promote certain aspects of culture. For example, throughout of the Air Force's history, the Wingman concept has fostered a culture of support, comradery, and safety. To reinforce the concept, the Air Force has endorsed Wingman Day involving team sports and other team-building events to promote better relations among its members. The Air Force has extended the Wingman concept in its recent efforts to prevent sexual assault. For example, Airmen at Basic Military Training (BMT) are required to carry a Wingman card that includes the name of their wingman, as well as an emergency phone number. The established practice of participating in Wingman Day and developing the new Wingman card requirement help reinforce the Wingman concept and overall Air Force culture.

Objectives focused on structures and systems in the 2019 DAAT Roadmap included:

- Develop a tracking system modeled after the Automated Military Justice Analysis and Management System (AMJAMS) to track administrative disciplinary action such as LOCs, LOAs, and LORs.

- Develop a more accurate metric to measure racial disparity; perhaps one that is percentage-based rather than Rates Per Thousand.
- Develop a mentoring program (pairings or groups) at each base, where SNCOs are proactively matched with black E1-E5s in BMT or in the First Term Airman Center (FTAC). Mentors should be trained and equipped to discuss prevention of Article 112a and Article 86 offenses.
- Create SNCO-led affinity groups for black E1-E5 at each base.
- Evaluate and strengthen efforts to increase overall racial, ethnic, and gender diversity of Air Force members and leadership. Continue to determine and address barriers to recruitment, retention, and promotion of diverse Airmen. (Ex 29:8-9)

Accountability and Transparency: The DAF highly values the principle of accountability. The DAF charges its leaders to set standards, consistently uphold them, and hold the individuals accountable when they are not met. Additionally, transparency is critical, particularly given formal and informal oversight from Congress, the media, the Air Force community, and the general public. (Ex 29:5-6)

Objectives for accountability and transparency in the 2019 DAAT Roadmap included:

- In conjunction with developing a tracking mechanism for administrative actions, squadrons across the DAF should host regular Status of Discipline briefings for LOCs, LOAs, and LORs. The focus should be at the squadron level and attended by the group commander, squadron commander, flight commanders, Noncommissioned Officers in Charge (NCOICs), and First Sergeants.
- Leadership, from the senior DAF levels to the wing commander level, should issue regular communication about this issue to underscore the seriousness of it, lay out how it will be address, and celebrate accomplishments. (Ex 29:9)

In April 2020, the DAAT was renamed the Black/African American Team (BAAT) and has since been renamed again to the Black/African American Employment Strategy Team (BEST). The BEST is tasked to review and analyze guidelines, programs, data and other information for barriers to employment, advancement, and retention of black employees, applicants, and military members. (Ex 30)

ANALYSIS OF PREVIOUS REPORTS AND RECOMMENDATIONS

The 2011 MLDC report, *From Representation to Inclusion: Diversity Leadership for the 21st Century Military,* provided the DoD with a thorough assessment of policies that provide opportunities for the promotion and advancement of minority members of the Armed Forces. This report effectively put DoD and military services on notice that attention was required to address a gap in diversity at the leadership level. The three interrelated goals identified by the MLDC provided a clear sight picture for DoD to hold its leadership accountable for improving diversity and creating a culture where future leaders are able to effectively lead a diverse workforce to maximize mission effectiveness.

In 2014, DoD and military services provided an update to the implementation of recommendations made by the MLDC. The update provided the actions and plans the DoD and military services had taken to comply with all 20 recommendations. Although the progress update did provide context to the initiatives and actions the DoD and services proposed, it did not provide measurable results from these actions. Given the lack of measurable results, this Review could not assess the positive or negative impacts of implementing the MLDC's recommendations. There appeared to be a relaxed standard for what passed for implementation, and the accountability and follow up were not robust. As one senior DAF official put it, "[t]he assessment of what is considered implemented and closed is overly generous and leaves accountability for DoD and Service senior leaders at the cursory level. If these items were implemented as stated, you would expect to see different results from what the data collected [in this Review] shows. I believe this highlights the lack of senior leader follow up, determination, and accountability over time." Follow-up to the 2014 DoD progress update to the Commission's recommendations may be warranted and may enhance any recommendations made in this DAF IG Review.

The 2019 GAO report, *Military Justice, DoD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities,* provided the military services with an assessment of how they collect and maintain investigative and disciplinary data with regards to race, ethnicity, and gender. These data could then be used to assess the associated racial and gender disparities in the military justice system, and whether disparities have been studied by DoD. Again, this report provided a clear sight picture for the Air Force to acknowledge the deficiencies associated with capturing these data and conduct root cause analysis to the reasons why disparities exist.

The DAF's preemptive plan to address the findings in the 2019 GAO report and address issues involving administrative and disciplinary actions involving service members was the creation of the DAAT in September of 2017. After several years of attempting to stand-up and organize the DAAT, a 2019 DAAT Roadmap was produced to layout the priority objectives the team would attempt to implement. According to several past and current members of the DAAT, as well as current members of the BEST, the DAAT was ineffective at executing its charter and its objectives. When asked if the DAAT determined why there was racial disparity in military justice actions, one former member stated, "No…from my understanding we have not determined why there's a disparity. I think we developed some ideas and, like I said, one of those ideas is that supervisors may be, I guess having bias against certain members, you know, unconsciously and where they may be more patient and understand with people that look like them or remind them of themselves."

As the DAAT transitions to the BEST, the initial charter will focus on the barriers black service members face in all aspects of their military and civilian life cycle. This broader scope potentially impacts more service members and civilian employees than the previously limited focus of the disciplinary system. However, as the scope has increased, so too has team's necessity to have adequate resources and senior-level support to ensure success, something lacking in the DAAT.

INTERIM CONCLUSION

Past reports and studies addressing racial disparity in the DoD and military services focused on the quantitative data and made recommendations, but the disparities have persisted over time. This Review concluded the common theme in past initiatives is the lack of a root cause analysis to explain the racial disparities. Although the DAF has actively collected data to assess whether racial disparities exist, it has not attempted to answer the question of "why" they exist. In order to craft effective devise recommendations to resolve racial disparities, one must first identify the root cause of the disparities. A thorough root cause analysis of the disparities is necessary for targeted actions to bring about meaningful change.

The DAF attempted to address administrative and disciplinary practices by establishing the DAAT, which, although well-intentioned, was ineffectively executed and not adequately supported. As pointed out in previous studies and reports, involvement at all levels of leadership is critical. The 2011 MLDC report and 2019 GAO report both placed a premium on the importance of leadership in the majority of their conclusions and recommendations.

WHY DO WE CONTINUE TO SEE DISPARITIES?

DAF actions in response to recommendations in previous reports were focused on systemic or process-related solutions. After reviewing these reports and conducting interviews with people involved in these reports, SMEs, and other DAF members, the Review team identified two primary factors contributing to the persistence of these disparities: (1) the DAF did not systematically conduct an analysis to determine the cause of the disparities previously identified in the reports; and (2) lack of follow-through with measurable outcomes.

MLDC RESPONSE

The MLDC recommendations focused on the human aspects of the racial disparity such as leadership, understanding, and expectations. Yet, the DAF solutions focused on systemic fixes with no way to measure the impact on the human aspects and no direct tie to an identified racial disparity. For example, Recommendation 3 of the MLDC stated "Leadership of the DoD and services must be personally committed to diversity becoming an institutional priority." In the report, the commission linked strong, personal leadership to performance and morale. According to the 2014 MLCD Update, the Chief of Staff of the Air Force and the Chief Master Sergeant of the Air Force implemented this recommendation by signing a Declaration on Diversity, reinforcing their commitment to the principles of diversity and inclusion in recruiting, retaining, and developing Airmen representative of America's broadest landscape. DoD subsequently closed out the recommendation as fully implemented. There is no indication, however, that the DAF gathered data to determine the extent leadership became personally involved in making diversity a priority. The survey, interview, and discussion data gathered during this Review indicates increased personal involvement by senior leadership remains crucial.

DAAT RECOMMENDATIONS

In 2020, the DAAT team made several recommendations related to the human aspects of the racial disparity issue in military discipline. The DAF is assessing actions to implement recommendations, but it is not yet clear how many will focus on the human factors. This Review confirmed that, to be effective, any implemented solutions must involve commanders and be measurably linked to the racial disparity gaps.

The DAAT team's focus on unconscious bias training illustrates the importance of measures of effectiveness. At this point, the DAF has no concrete link between unconscious bias and the racial disparity in military discipline, therefore there is no way to measure the effectiveness of the proposed training. This Review provides information on personal experiences, perceptions, and beliefs that may be a good starting point for measuring training effectiveness. Without an effective means to measure success, bias training could easily fall into the category of additional training that drives additional duties but does not improve military capability and ultimately does not have lasting or meaningful impact on the racial disparity gaps. Furthermore, studies show poorly organized or inadequately led diversity training may make race relations worse. As such, the DAF must define meaningful measures of quality and effectiveness prior to implementing any proposed training program.

As articulated above, lack of leadership involvement and high membership turnover decreased the effectiveness of the DAAT. Three years after its inception, AF/A1 determined the DAAT was ineffective and the implementation of its recommendations was lacking. AF/A1 acknowledged senior DAF leadership changeover was a factor that contributed to the team's lack of effectiveness. The transition to the Black/African American Employment Strategy Team (BEST) with General Officer and SES leadership is likely a step in the right direction.

INTERIM CONCLUSION

Based on the evidence in this report, this Review concludes, past solutions implemented by the DAF were too focused on systems and processes. These solutions were not measurable or sustainable. Furthermore, these solutions were racially neutral and did not adequately involve commanders or account for the daily experiences of Airmen and Space Professionals.

IV. UNDERSTANDING THE MAGNITUDE

The survey data, interviews, and group discussions confirm that racial disparity in DAF discipline and developmental opportunities is deeper than the quantitative disparity numbers indicate. Analysis of DAF data shows racial disparity exists across the life-cycle of an Airman. The Racial Disparity Review survey analysis shows a significant percentage of black service members lack confidence in DAF discipline and developmental opportunity systems. In contrast, the majority of white service members have confidence in the AF systems. The write-in comments to the survey, discussions, and interviews clearly communicate that this disparity is significant, consistent, and personal to our Airmen and Space Professionals. The quantitative disparity numbers are indicators, symptoms, or cues of how the AF discipline system works and how opportunities to succeed are distributed. When combined with personal experiences, that

often begin before members join the AF, these cues act as amplifiers resulting in a significant percentage of all DAF service members believing black service members are unfairly treated in the military discipline process and not given the same opportunities to succeed as white service members.

The magnitude of racial disparity in military discipline and development opportunities is substantial. Military justice data concerning Article 15s and courts-martial rates, OSI investigations, Security Forces investigations, and administrative discharge data provide empirical information showing racial disparity. Similarly, disparities between black and white Total Force service members in accessions and recruiting, promotions, leadership assignments, and PME selections indicate racial disparities impact a black service member's opportunity to succeed throughout their time in service. The DAF has known and monitored many of these indications for years, and previous attempts to close the disparity gap have not been uniformly successful. As such, well documented racial disparities persist. Further study must be conducted to determine and understand the root causes of these disparities.

Commanders and leaders at all levels must actively engage with Airmen and Space Professionals to foster an environment of inclusivity. They must also take necessary steps to build trust and confidence in military justice and developmental systems. In addition, DAF process owners must conduct further study to determine and understand root causes of each racial disparity identified in this report.

V. SUMMARY AND RECOMMENDATIONS

This Independent Review confirmed racial disparity exists for black service members in apprehensions, criminal investigations, military justice, administrative separations, placement into occupational career fields, certain promotion rates, professional military educational development, and leadership opportunities. While the data show race is a correlating factor, it does not necessarily indicate causality, and the data do not address why racial disparities exist in these areas.

It is important the reader appreciate the identification of racial disparity does not necessarily equate to either racial bias or racism. This report's primary focus is on identifying areas of racial disparity. During the course of this Review the team received a large volume of first-hand examples of bias, as well as individual acts of racism. While it is impossible to individually validate each example, the themes that emerged from an overwhelming volume of feedback make it reasonable to conclude individual acts of racism occur in the DAF and that racial bias contributes to the disparities found by the Review team.

Secretary of the Air Force, Barbara Barrett, former Air Force Chief of Staff, Gen David Goldfein, current Air Force Chief of Staff, Gen Charles Brown, and Chief of Space Operations, Gen John Raymond have repeatedly emphasized the importance of fair and equitable discipline, development, and opportunities for all our service members. They are committed to promoting an environment free from personal, social, and institutional barriers that might prevent our service members from rising to their highest potential. It is clear from the interviews, group discussions, and surveys that a substantial number of black service members believe there is

racial bias in military discipline and developmental opportunities. The racial disparities identified, combined with the personal experiences of our service members, require attention to ensure fair and equitable treatment for all of our Airmen and Space Professionals. Past studies and initiatives failed to effectively address the racial disparities, in part, due to lack of follow-through, long-term commitment, accountability, and consistent involvement by leaders.

RECOMMENDATIONS

Systemic, effective, and lasting solutions to the disparities highlighted in this report will require relentless follow-through by all stakeholders, dogged emphasis by senior leaders, and most importantly, accountability.

- For each identified disparity or deficiency in this report, DAF IG recommends SecAF task the respective DAF stakeholders to, as warranted and appropriate, develop within 60 days systemic action plans, including plans and milestones to address the identified disparities. DAF stakeholders provided initial action plans which are summarized in Appendix A and will be further refined and finalized within 60 days. We also recommend releasing the details of the specific action plans to all Airmen and Space Professionals.
- DAF IG will establish a recurring assessment of the recommendations borne of this Review. DAF IG will provide a "progress report" six months after this report's publication and a full review and assessment of effectiveness of improvement measures annually. The assessments of DAF IG will be publicly released and provided to all Airmen and Space Professionals.
- The Diversity and Inclusion Task-Force should review this report to assess applicability to broader D&I initiatives.

Military Discipline Processes

- The racial disparity in military justice actions, including Article 15s and courts-martial (p. 5-10)
- The disparity in marijuana use among our youngest enlisted members as evidenced by the random drug testing program (p. 10-15)
- The racial disparity in administrative discipline as evidenced by administrative discharges as well as substantive feedback from a large number of Airmen and Space Professionals (p. 16-20)
- The racial disparity in Security Forces (SF) apprehensions (p. 27-30)
- The racial disparity in substantiated Military Equality Opportunity (MEO) sexual harassment complaints (p. 31-33)

Personnel Development & Career Opportunities

- The disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields (p. 34-45)
- The disparity in Undergraduate Pilot Training (UPT) accession and graduation rates by race, gender, and ethnicity (p. 40)
- The disparity in the officer IDE and SDE process, given that analysis shows black officers are being nominated for PME at higher than the overall nomination rate but designated to attend at a lower rate (p. 52-57)

- The disparity in the civilian Intermediate Developmental Education (IDE) and Senior Developmental Education (SDE) selection process given black civilians are identified to meet the Civilian Developmental Education Board (CDEB) at a consistently lower rate than white civilians (p. 57-59)
- The racial disparities in promotions to E5-E7 and O4-O6 (p. 59-74)
- The racial disparities in civilian leadership representation from GS-13 to SES (p. 75-78)
- The lack of thorough Barrier Analysis among some Developmental Teams[1] (p. 79, 86)
- The racial disparity in wing command and equivalent positions (p. 84-86)

Other Department-wide Concerns

- The lack of satisfaction service members expressed regarding IG and EO, with special emphasis on the process of referring cases back to the chain of command (p. 106-107)
- The lack of trust black DAF members expressed in their chain of command to address racism, bias, and unequal opportunities (p. 90-91, 104-105)
- The sentiment expressed by a majority of black DAF members that they are not given the benefit of the doubt by their chain of command (p. 99, 104-116)

VI. ACKNOWLEDGMENTS

The Review team would like to recognize all our partners who were invaluable in the completion of this Review. The Air Force Survey Office was crucial in helping to craft and execute one of the central elements of this effort, the Independent Racial Disparity Review survey. The Air Force Office of Studies, Analysis, and Assessments (AF/A9) provided exceptional support, guidance, and data analytics capability to assess multiple sources of raw data and built the majority of the graphics used in the report. The Office of the Deputy Chief of Staff of the Air Force for Manpower, Personnel, and Services (AF/A1) provided subject matter experts (SMEs) who contributed keen knowledge and guidance on programs involving Air Force Equal Opportunity, Air Force Diversity and Inclusion, Promotions, Evaluation, Fitness, Recognition, and Enlisted Force policies. Additionally, the Office of the Judge Advocate General of the Air Force (AFJAG), the Office of the Assistant Secretary of the Air Force for Manpower and Reserve Affairs (SAF/MR) and the Air Force Personnel Center (AFPC) provided critical input. The Review team also relied upon the experience and knowledge of a senior leader advisory group made up of more than 20 current and retired black Generals, Admirals, SESs, and CMSgts as well as a diverse team of Major Command (MAJCOM) advisors selected by their commanders. These two groups provided invaluable insight and perspective throughout the Review. Finally, prior to completing the analysis and publishing the report, the Review team consulted with experts from the RAND Corporation, who have years of experience working on and studying racial relations in the U.S. military.

[1] AFI 36-205, *Affirmative Employment Program (AEP), Special Emphasis Programs (SEPS) and Reasonable Accommodation Policy*, dated 15 Dec 16, defines barrier analysis as "an investigation of anomalies found in workplace policies, procedures, and practices that limit or tend to limit employment opportunities for members of any race or national origin, either sex, or based on an individual's disability status. Barrier analysis identifies the root causes of those anomalies, and if necessary, eliminates them." (Ex 62) A barrier analysis includes the following steps: identify triggers (trends, disparities, or anomalies), explore root causes of triggers, develop an action plan, implement the action plan, and assess the action plan result. A detailed explanation of the barrier analysis process may be found in AFI 36-205 and EEOC MD-175. (Ex 62; Ex 63)

TABLE OF FIGURES

LIST OF EXHIBITS

Exhibit

APPENDIX A: DAF-DIRECTED ACTION PLANS

Upon initial review of the IG Racial Disparity Review Report, SecAF directed the appropriate agencies to develop action plans to address RDR recommendations. These plans include designating Offices of Primary Responsibility (OPR) and Offices of Collateral Responsibility (OCR) for each of the main recommendations. In addition, the plans propose specific changes to policy, processes, and procedures, how the changes will address the specific racial disparities identified in each recommendation, and timelines for implementation. The action plans are summarized below. Separately, the agencies were also provided additional recommended actions included in Appendix B.

DAF IG will establish a recurring assessment of the recommendations borne of this Review. DAF IG will provide a "progress report" six months after this report's publication and a full review and assessment of effectiveness of improvement measures annually.

It is worth noting this Review and resulting actions are a subset of, and will feed into, broader and more comprehensive Department of Defense and Department of the Air Force Diversity & Inclusion initiatives directed by the Secretary of Defense and the Secretary of the Air Force.

MILITARY DISCIPLINE PROCESSES

IG Finding	Primary POC(s)	Secondary OCRs	Lines Of Effort	Related LOEs	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The racial disparity in military justice actions, including Article 15s and courts martial (p.6-15)	JA, Chain of Command	A1	1. Track adverse administrative actions prior to Art 15 or court-martial action. 2. Greater officer involvement in adverse administrative actions.	1. Review AF policy on moral waivers for misconduct. 2. Bias training for legal professionals, commanders, and front line supervisors.	1. Update Automated Military Justice Analysis and Management System (AMJAMS) to require tracking of prior administrative/judicial actions for Amn subject to Art 15 or court-martial action. 2. Update AFI 36-2907, *Adverse Administrative Actions,* and AFI 36-3208, *Administrative Separation of Airmen,* to require officer involvement in progressive adverse administrative actions, before establishing a pattern of misconduct.	1. Enhance racial disparity data we already possess, to narrow the focus to at risk units, locations, and career fields, allowing for concentration of effort. 2. Effect of earlier officer involvement in adverse administrative actions on the number of Art 15 and court-martial actions overall, and by race.	1 Jan 2023 (FY21-FY22 analysis)	1. Average number of prior administrative actions prior to Art 15 or court-martial, by race. 2. Rates per thousand (RPT), by race, for Art 15s and courts-martial, compared to historical data.

IG Finding	Primary POC(s)	Secondary OCRs	Lines Of Effort	Related LOEs	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The racial disparity in administrative discipline as evidenced by administrative discharges as well as substantive feedback from a large number of Airmen and Space Professionals (p. 16 - 20)	A1, Chain of Command, JA		1. Track adverse administrative actions by race/rank. 2. Greater officer involvement in adverse administrative actions.	1. Review AF policy on moral waivers for misconduct. 2. Bias training for legal professionals, commanders, and front line supervisors.	1. Create a centralized system to track adverse administrative actions by the race/rank. 2. Update JA's Web-based Administrative Separation Program (WASP) to provide RPT (by race, gender, and rank) at the NAF, MAJCOM, and AF levels.	1. Enhance racial disparity data we already possess, to narrow the focus to at risk units, locations, and career fields, allowing for concentration of effort. 2. Effect of earlier officer involvement in adverse administrative actions on the progressive discipline and administrative separations.	1 Jan 2023 (FY21-FY22 Analysis)	1. RPT (by race, gender, and rank) for administrative actions less than administrative separation, to determine racial disparity in adverse administrative actions. 2. Average grade of Amn giving administrative action, for those areas where racial disparity is identified.
					3. Update AFI 36-2907, *Adverse Administrative Actions,* and AFI 36-3208, *Administrative Separation of Airmen,* to require officer involvement in progressive adverse administrative actions, before establishing a pattern of misconduct.			3. RPT (by race, gender, and rank) for administrative separations for minor disciplinary infractions and a pattern of misconduct, compared to historical data.

IG Finding	LOEs	OPR / OCRs	Expected Delivery Date	Measures of Merit
The disparity in marijuana use among our youngest enlisted members as evidenced by the random drug testing program (p. 10 - 15)	1. Educate junior Airmen on medical/mission consequences of illegal drug use.	SG/A1	1 Jan 2023 (FY21-FY22 analysis)	RPT of black Airmen using marijuana, as measured by the random urinalysis program, compared to historical data.
	2. Educate junior Airmen on legal consequences of illegal drug use.	**SG/JA**		
	3. Review AF policy on moral waivers for drug use.	**SG/A1, JA**		
	4. Assess whether correlation exists between members with positive drug test results and their respective duty locations and/or homes of record to determine if relationship exists between members testing positive and whether marijuana use has been legalized where they are stationed or in their home state. If correlation exists, focus education and training accordingly.	**SG/A1**		RPT of Airmen using marijuana in states where marijuana use legalized vs states where not legalized. If correlation exists, assess whether focused training helps address the issue.

IG Finding	Primary POC(s)	Secondary OCRs	Lines Of Effort	Related LOEs	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The racial disparity in Security Forces (SF) apprehensions (p. 27 - 30)	A4S	HQ/AFSFC	1) Begin including specific disparity topics during SF Executive Board session, along with SF CC/SFM symposiums.		Y - short and long	Y - long	1) Dec 20	Determine root cause of identified disparities and highlight longitudinal evaluation of enterprise wide apprehensions.
			2) Commission and fund independent "deep dive" review and root cause analysis of identified disparities.				2) Sep 21	

IG Finding	LOE	OPR/OCR	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The racial disparity in substantiated Military Equal Opportunity (MEO) sexual harassment complaints (p. 32 - 34)	Conduct analysis to determine and eliminate root causes for disparate MEO sexual harassment complaints	A1	Y - Short (0-6 months)	Y - Mid (6-24 months)	21-Apr	Reduction over time of disparity in MEO sexual harassment complaints
	Implement training interventions to reduce disparity	A1	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-May	Reduction over time of disparity in MEO sexual harassment complaints

PERSONNEL DEVELOPMENT &CAREER OPPORTUNITIES

IG Finding	LOE	OPR/OCR	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The racial disparities in promotions to E5-E7 and O-4-O-6 (p. 59 - 74)	Review and rework EES to align with National Defense Strategy, with focus on removing disparate testing outcomes	A1/CMSAF	Y - Short & Mid	Y – Long (>2 years)	21-Jun	Longitudinal promotion rates by REG, grade, and AFSC
	Infuse OES with more emphasis on what we value (add emphasis to measure inclusive leadership)	A1	Y - Mid (6-24 months)	Y - Mid & Long	21-Jun	Longitudinal promotion demographics
	Implement developmental categories to allow greater development agility and evaluation among closer cohorts	A1	Y - complete	Y - complete	Complete	Longitudinal promotion demographics
	Expand mentorship matches and emphasis for minorities (with emphasis on key developmental experiences that are often promotion discriminators)	A1/MAJCOMs	Y - Short (0-6 months)	Y - Mid (6-24 months)	21-Mar	Longitudinal promotion demographics

IG Finding	LOE	OPR/OCR	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
	Implement Bias Training for the force, with emphasis on supervisors and commanders	ODI	Y - Short (0-6 months)	Y - Mid & Long	21-Mar	Longitudinal promotion demographics
	**Actions tied to finding 3 are also critical to positive outcomes on finding 1	AETC/USAFA/A1	Y - Mid (6-24 months)	Y - Mid & Long	21-Mar	Increased accessions of minorities to underrepresented AFSCs
The racial disparities in civilian leadership representation from GS-13 to SES (p. 75-78)	Evaluate barriers to diversity in selection process	A1	Y - Short (0-6 months)	Y - Mid (6-24 months)	21-Mar	Longitudinal demographics of GS-13 and above
	Consistent with the law and merit selection principles, increase number of GS-13 and above positions filled through recruitment (vs processing applications)	A1/MAJCOMs	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-Jun	Longitudinal demographics of GS-13 and above
	Increase diversity of those serving on selection boards for GS13 +	A1	Y - Short (0-6 months)	Y - Mid (6-24 months)	21-Jun	Longitudinal demographics of GS-13 and above
	Implement Bias Training for the force, with emphasis on supervisors and commanders	ODI	Y - Short (0-6 months)	Y - Mid & Long	21-Mar	Longitudinal demographics
The disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields (p. 34 - 45)	Review AFS selection criteria for minority barriers to entry	AETC/A1	Y - Mid (6-24 months)	Y - Mid & Long	21-Mar	Increased accessions of minorities to underrepresented AFSCs
	Review rated officer selection processes and barriers to selection	AETC/USAFA/A1	Y - Mid (6-24 months)	Y - Mid & Long	21-Mar	Increased accessions of minorities to rated AFSCs
The disparity in the civilian Intermediate developmental Education (IDE) and Senior Developmental Education (SDE) selection process given black civilians are identified to meet the Civilian DEDB at a consistently lower rate than white civilians (p. 57 - 59)	Identify and address impact of "what we value" criteria on diversity of civilian IDE and SDE selections	A1	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-Jun	Longitudinal demographics of civilians recommended by DTs to meet the board; longitudinal Civilian DE demographics

IG Finding	LOE	OPR/OCR	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
	Implement Bias Training for the force, with emphasis on supervisors and commanders	ODI	Y - Short (0-6 months)	Y - Mid & Long	21-Mar	Longitudinal demographics
The disparity in the officer IDE and SDE process, given that analysis shows black officers are being nominated for PME at higher than the overall nomination rate but designated to attend at a lower rate (p. 52 - 57)	Expand mentorship programs towards minorities (with emphasis on key development milestones)	A1	Y - Short (0-6 months)	Y - Mid & Long	21-Mar	Longitudinal trends of DE selection among minorities
	Implement "Definitely Attend" program targeting IDE	A1	Y - Complete	Y - Complete	Complete	DEDB board reports on D&I demographics; longitudinal selection among minorities
	Expand "Definitely Attend" program targeting SDE	A1	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-Mar	DEDB board reports on D&I demographics; longitudinal selection among minorities
	Ensure non-statutory selection boards (DTs and DEDBs) have a diverse board composition and review/scoring process	A1	Y - Mid (6-24 months)	Y - Long (>2 yrs)	21-Jun	Longitudinal trends of DE selection among minorities
	Implement Bias Training for the force, with emphasis on supervisors and commanders	ODI	Y - Short (0-6 months)	Y - Mid & Long	21-Mar	Longitudinal demographics
The racial disparity in wing command and equivalent positions (p. 84 - 86)	Strengthen minority representation and visibility throughout command selection and matching process (i.e. board composition, MOI, etc.)	A1	Y - Mid (6-24 months)	Y - Long (>2 yrs)	21-Jun	CSB selection demographics
	Expand mentorship programs towards minorities (with emphasis on key development milestones)	A1	Y - Mid (6-24 months)	Y - Long (>2 yrs)	21-Mar	Longitudinal demographics for Wing/CCs
	Implement Bias Training for the force, with emphasis on supervisors and commanders	ODI	Y - Short (0-6 months)	Y - Mid & Long	21-Mar	Longitudinal demographics
The lack of thorough Barrier Analysis among some Developmental Teams (p. 79 - 86)	Publish DT guidance that mandates barrier analysis and reporting requirements	A1	Y - Short (0-6 months)	Y - Mid (6-24 months)	21-Mar	Longitudinal demographics

IG Finding	OPR	OCR(s)	Lines Of Effort	Related LOEs	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The disparity in UPT accession and graduation rates by race, gender, and ethnicity (p. 40 - 42)	AETC/A3	AFRS/Det 1, AFJROTC	LOE 1: Inspire and attract talented and diverse youth: Increase awareness of rated careers with multi- layered outreach	LOE 2, 3	• Short term o Increased aviation early exposure to diverse youth -- Inspire Ops -- Aim High Virtual Flight Academy -- Aim High Flight Academy -- Pathways to Wing events -- AFJROTC Flight Academy o Increased Mentorship and guidance for accession process -- AIM HIGH Outreach • Medium/Long term o Build upon existing networks and forge new relationships with organizations serving youth from underrepresented groups to promote awareness and interest in Air Force rated career fields o Conduct data analysis to continually inform additional initiatives to increase minority accession to UPT	Yes. Short term Increased diversity in applicant pool at source of commission	Currently ongoing	• Measures of effectiveness o Demographics of applicant pool at accession sources (showing increase until matching the demographics of the recruitable population) • Measures of performance o Number of underrepresented group youth outreach events o Demographics of participants in early exposure events o Growth and expansion of successful programs that increase demographics of applicant pool
General Response: Addressing the disparity in UPT accession and graduation rates by race, gender, and ethnicity requires a comprehensive solution. The Draft Rated Diversity Improvement (RDI) strategy targets this problem through three goals: 1) attract and recruit the best talent from diverse backgrounds to cultivate a high performing and innovative Air Force reflective of the best of our nation; 2) develop and retain the Air Force's best rated aircrew by harnessing diversity as a force multiplier and fostering a culture of inclusion; 3) optimize diversity advancement efforts by leveraging data driven approaches. UPT accession and graduation are one facet of overall RDI but are heavily influenced by the pre- and post-UPT RDI efforts. Early exposure initiatives heavily impact the diversity and qualifications of UPT candidates. Likewise, developing and retaining diverse rated officers and fostering a culture	**Disparity in UPT Accession** Causal Factors: Lack of early aviation exposure to generate interest Socio-economic barriers reduce competitiveness for selection • Barriers within pilot selection process • Barriers in accession sources unique to each accession source	USAFA, AFROTC, AETC/A3, AFPC	LOE 2: Recruit and access diverse and talented candidates: expand to include various untapped geographic regions, academic sources, and increased emphasis on minorities and females.	LOE 1, 3	• Short term o Increased recruiting focus in underserved areas to increase underrepresented groups -- USAFA First Year Lieutenant (FYL) program -- AFROTC Gold Bar Recruiters (GBR) o Increased aviation early exposure within accession sources -- AFROTC You Can Fly -- USAFA Airmanship course battery o Increased Mentorship and guidance for UPT selection process -- Aviation Inspiration Mentorship (AIM) Team o Pilot Selection Process Working Group - 12 comprehensive recommendations to identify and remove barriers in pilot selection process -- Reduce impact of flying hours beyond where there is no statistical difference in the probability of successfully graduating pilot training ---reduce socio-economic barriers -- Increase early exposure	• Short term o Increased diversity at accession sources o Increased diversity in pilot applicant pool at sources of commission o Increased diversity in pilot selects -- ROTC produces the highest number of diverse officers but the lowest percentage of diverse pilot selects	Currently ongoing	• Measures of effectiveness o Demographics of pilot selects o Demographics of pilot applicant pool o Demographics of cadets at sources of commission o Adverse impact of AFOQT and subgroup differences of TBAS – measured by comparing the selection rate and performance of underrepresented groups to the majority group Measures of performance o Number of mentorship engagements and feedback from mentees o PCSM scores by demographics at the various accession sources o Demographics and completion rates of participants in early exposure events o Number of recruiting engagements at minority serving institutions

IG Finding	OPR	OCR(s)	Lines Of Effort	Related LOEs	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
		19 AF, HAF/A3TF, AFPC	LOE 3: Develop Rated Force (AETC, AFPC, 19 AF)	LOE 1, 2	• Short term o Identify and eliminate barriers in flying training based on race, gender, religion or sexual orientation -- Create and maintain attrition database to aid in root cause attrition analysis -- Cluster students from underrepresented groups to increase mutual support -- Students provide real-time feedback on instructors -- Student advocate embedded into the human performance team -- Created a Profession of Arms class to teach diversity and inclusion basics o Identify and eliminate structural biases in 19 AF processes and syllabi o Foster an environment of dignity, respect, and inclusion through improved dialogue, training, and professional development o Assess and streamline UFT medical requirements and waiver	• Medium term: Similar levels of attrition irrespective of race, gender, ethnicity.	Currently ongoing	• Measures of effectiveness o Demographics of pilot graduates – should reflect similar percentages to demographics of entrants o Attrition rates by race, gender, and ethnicity • Measures of performance o Demographics, completion rates, and performance at UFT crossflow boards of Rated Preparation Program o Student feedback during and at end of flying training

OTHER DEPARTMENT-WIDE CONCERNS

IG Finding	LOE	OPR/OCR	Actions Visible	Impacts Visible	Expected Delivery Date	Measures of Merit
The lack of satisfaction service members expressed regarding EO, with special emphasis on the process of referring cases back to the chain of command (p. 106 - 107)	Review and update EO processes for fairness and inclusion	A1	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-May	DEOCS trends over time
	Monitor customer satisfaction with EO	A1	Y - Short (0-6 months)	Y - Mid (6-24 months)	21-Mar	Over time, increase Airmen's level of reported satisfaction; Understand concerns via anonymous surveys
	Improve ability of Airmen and Space Professionals to resolve interpersonal conflicts	AETC/A1	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-Jun	Measurable increase in the # of complaints resolved; Increased use of ADR program
	Re concern about referring matters about "command" back to command: reeducate EOs, when get complaint, must carefully assess which must be "upchannelled" to the next level versus back to the same commander	A1	Y - Mid (6-24 months)	Y - Mid (6-24 months)	21-Jun	Over time, increase Airmen's level of reported satisfaction; Understand concerns via anonymous surveys

IG Finding	LOEs	OPR/OCR	Expected Delivery Date	Measures of Merit
The lack of satisfaction service members expressed regarding IG, with special emphasis on the process of referring cases back to the chain of command (p. 106 - 107)	1. Related to concern regarding referring matters about "command" back to command: Re-emphasize/Re-educate all IGs immediately: chain of command complaints must be carefully assessed to determine which complaints may be "upchannelled" to the next level in the chain versus back to the same commander -- complaints against the chain of command are never referred to that same level of command IAW AFI 90-301 Table 3.12, "For all complaints, refer the complaint, in writing, to the appropriate agency, grievance channel or commander (Note 1) at least one level above the highest ranking responsible management official (RMO), to ensure an independent review." For appeals or reconsideration requests for referred command matters, the office referred should be the appropriate office to resolve the appeal, as long as no misconduct has been alleged against that RMO or Office.	IGQ	15-Nov-20	Collect and Analyze data via Surveys and IG Automated Case Tracking System (ACTS) // Over time, increase Airmen's level of reported satisfaction; Understand concerns via anonymous surveys // Measurable increase in the # of complaints resolved; Increased use of Alternate Dispute Resolution (ADR) program
	2. Related to concern regarding matters being taken to the IG and the IG does not investigate all of them: Reeducate all IGs immediately, during intake, clearly explain what IG will do and what will be referred to another agency or to command, and why, so complainant understands process not frustrated or surprised		15-Nov-20	
	3. Incorporate racial disparity report results into IGTC, quarterly telecons and the annual worldwide IGQ training		20 Nov 20	
	4. Robust AFI 90-301 para 1.50.1 – 1.50.2.5 by incorporating into agenda for 90-301 rewrite		21 Dec 20	
	5. Wing level IGQs will incorporate concerns identified in the racial disparity report to update the complaint resolution process (CRP) education; SAF/IGQ is preparing a standardized PP presentation with talking points to more clearly educate all Airmen on the USAF CRP -- specifically "IG Matters" vs "Command Matters" so all Airmen understand when a complaint filed with the IG may be referred to Command or the appropriate office/agency for resolution.		20 Nov 20	

APPENDIX B: FUTURE ANALYSIS

The Department should consider implementing the following to allow for additional analysis and further progress in the future:

- Further assess the lack of trust black DAF members expressed in their chain of command to address racism, bias, and unequal opportunities (p. 91, 104-116) (IG)

- Further assess the sentiment expressed by a majority of black DAF members that they are not given the benefit of the doubt by their chain of command (p. 99, 104-116) (IG)

- Complete a comprehensive analysis on the Drug Demand Reduction Program to: determine the factors as to how military members are randomly selected for drug testing; examine the effectiveness of the computer program used for random selection; analyze how AF Installations execute the program; and explain the disparities identified in Fig 9 and Fig 10 of this report. (p. 12-15) (SG, JA)

- Start tracking CDIs to assess whether racial disparities exist, and if so, identify whether corrective or improvement actions are necessary (p. 34) (IG)

- Assess whether current black officer accession goals, which are based upon the eligible population, should be adjusted to a goal closer to that of the representative demographic population (p. 34-35) (A1)

- Start collecting data to assess whether the officer PME Definitely Attend (DA) process introduces disparities, and if so, identify whether corrective or improvement actions are necessary (p. 54-56) (A1)

- Start tracking the demographics of enlisted JPME nominations and selections to determine whether there are disparities, and if so, identify whether corrective or improvement actions are necessary (p. 56-57) (A1)

- Start collecting data to allow for analysis of civilian leadership position hiring processes to determine if there is a disparity in applicants for civilian leadership positions, a disparity in applicants' qualifications, and/or disparity in selection rates for those positions based on race, ethnicity, or gender, and if so, identify whether corrective or improvement actions are necessary (p. 75-78) (A1)

- Conduct a comprehensive review of key developmental positions, to include “executive officers,” “aides,” or “special assistants” to allow for analysis of the demographics of wing-level and below key positions (p. 80) (A1)

- Start collecting data to allow for analysis of racial disparities in Group Superintendent positions, and if they exist, identify whether corrective or improvement actions are necessary (p. 86-87) (A1)

- Start collecting data to allow for analysis of Command Selection List (CSL) data to assess whether there are racial disparities in command matches at the squadron, group, and wing levels and, if they exist, identify whether corrective or improvement actions are necessary (p. 82-83) (A1)

- Revisit previous reports covered herein--including primarily the 2011 Military Leadership Diversity Commission (MLDC) Report--to assess whether previously closed recommendations should be readdressed (p. 118-123, 129) (all appropriate stakeholders)