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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND
COMPENSATION DIVISION

B-198317

DECEMBER 18, 1980

The Honorable Harold Brown
The Secretary of Defense



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Dear Mr. Secretary:

Subject: [Minority and Female Distribution Patterns in
the Military Services] (FPCD-81-6)

The increasing debate about the viability of the All-Volunteer Force has raised many questions concerning the number and distribution of minorities 1/ and females in our Armed Forces. These questions have focused on the (1) potential impact on these groups in the event of war, (2) effect on the services' ability to fight because of the makeup of the force, and (3) need for the Armed Forces to be a model for providing equal opportunity.

OBJECTIVES, SCOPE, AND METHODOLOGY

Because of the significance of these issues, it is imperative that military managers, the Congress, and the public have sufficient information on historical trends, current situations, and future projections to make informed judgments. Yet, very little information on the distribution of minorities and females has been officially and systematically provided to the Congress. The purpose of our study was to determine whether more useful information on historic trends and current situations could be provided from within the services and the Department of Defense (DOD), and whether they have the capability to project minority and female representation for use in formulating manpower policies. We

1/The term minority includes the following racial and ethnic categories: American Indian or Alaskan Native, Asian or Pacific Islander, Black (not of Hispanic origin), and Hispanic.

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found that the needed information on minorities and females is available and that the services have access to methodologies for projecting representation. Therefore, we offer specific recommendations for making this information available to the Congress and the public on a regular basis.

We conducted our work at DOD headquarters, Defense Manpower Data Center, and headquarters staff for each of the military services. Military personnel data was obtained from the Defense Manpower Data Center showing the number of minorities and females in the various ranks and occupations in each service for officer and enlisted personnel during 1971-79. We analyzed this data to determine the changes in rank and various occupations during the 9-year period and experimented with a methodology based upon research done for the Department of the Army to project distribution patterns. While this methodology had several technical limitations, it did prove the feasibility of making future projections by grade, rank, race, sex, and occupational grouping for both officer and enlisted personnel.

We discussed the results of our analysis with DOD and officials from each service and have provided details to them.

DISTRIBUTION PATTERNS FOR MINORITIES AND FEMALES

As you are well aware, marked changes took place in both the number and distribution of minorities and females in the military forces between 1971 and 1979. Total minority and female representation in each service increased, while the Active Force size was reduced from 2.7 to 2 million members. These increases were more heavily concentrated in the enlisted force. This caused the proportion of minority enlisted personnel to be significantly higher than the proportion in the officer force, and this gap has grown wider each year since 1971. The implication of this, of course, is that an increasingly nonminority officer corps is commanding an enlisted force with increasing proportions of minorities.

The increases in numbers of minorities and females have also been heavily concentrated in the lower enlisted and officer ranks. In contrast, however, at officer ranks O-4 and above, and enlisted ranks E-6 and above, there has been significantly less change. In fact, in several senior officer and noncommissioned officer ranks, the level of minority and female representation has declined over the 9-year period.

Enclosure I shows the overall changes which have taken place between 1971 and 1979 in minority and female representation for officers and enlisted personnel. More complete details on the changes which took place in each service for officer and enlisted ranks, as well as the changes in minority and female distribution among occupational groups, has been provided to your equal opportunity and military personnel policy staffs.

INFORMATION FOR USE IN PUBLIC DEBATE

Several DOD publications have addressed minorities and females in the Armed Forces; however, none have extensively reported on the distribution of minorities and females. During the early 1970s, the Office of the Deputy Assistant Secretary of Defense (Equal Opportunity) prepared and published a document titled "The Negro in the Armed Forces: A Statistical Fact Book." It contained statistical summaries and analyses of blacks' participation in the branches of the Armed Forces during the 1960s. While this publication was discontinued about 1971, updated information was made available upon request. In addition, several non-Government sources have periodically provided similar information in public documents.

In May 1977 the Office of Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics) published a study on the use of women in the military (updated in Sept. 1978). This study highlighted the increases which took place in the number of enlisted women from 1971-76. It focused on enlisted women, groupings by year of entry into the service, occupations, and the proposed increases through 1982.

More recent DOD publications which address minorities and females are the December 1978 Report on the All-Volunteer Armed Forces and DOD's manpower requirements report submitted annually to the Congress. The Report on the All-Volunteer Armed Forces provided data showing the overall increases for blacks (largest of minority groups) and females. However, it does not address such factors as the heavy concentration of blacks and other minorities in the lower officer and enlisted ranks or the trends in distribution of minorities and females. DOD's manpower requirements reports address females in the military. They do not, however, address the number or distribution of minorities in the Armed Forces.

ESTIMATES OF FUTURE DISTRIBUTION PATTERNS

In addition to historical data, we believe that congressional decisionmakers and the public would be able to better understand the implications for minorities and females when revising existing manpower/personnel policies if a method was developed for estimating future distribution patterns. In this study we experimented with a methodology based upon research done for the Department of the Army. Whereas it had several technical limitations, it did prove the feasibility of making future projections by grade, rank, race, sex, and occupational groupings for both officer and enlisted personnel.

In discussing this matter with officials from your equal opportunity and military personnel policy staffs and with personnel from the service staffs from the Army, Navy, Air Force, and Marine Corps, we satisfied ourselves that dynamic (as opposed to static) computer models exist which could be used to satisfactorily estimate future distribution patterns. These models would of necessity employ variables to account for expected changes in such factors as accessions, attrition, length of tours, promotions, and duty assignments.

In reviewing DOD's manpower requirements report for fiscal year 1980, we noted there is a chapter on women in the military. It contains estimates on an aggregate basis by service through 1984, but not by rank or occupational groupings. Also, it does not project distribution patterns for minority officers and enlisted personnel.

CONCLUSIONS

We appreciate the need for caution in dealing with estimated future distribution patterns, particularly in the sensitive areas of minorities and females. However, we do not believe this need for caution sufficiently outweighs the benefits of having such estimates in the public arena where they would be available when considering revisions to existing policies.

Because of the increased numbers and proportions of minorities and females in the Armed Forces and the possible impact of these changes on manpower effectiveness, the Congress should be provided more information on this issue. This will enable the Congress to more fully deliberate the

issues and reach informed decisions concerning the composition of the Armed Forces and will provide information to the Congress and the public on a regular basis.

RECOMMENDATIONS

We recommend that the Secretary of Defense provide the Congress in the annual manpower requirements report:

- Historical data on the distribution (grade, rank, occupational specialty) of minorities and females.
- Future projections for the distribution of minorities and females along with the methodology and models used, variables considered, and any assumptions made.

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As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the Senate Committee on Governmental Affairs and the House Committee on Government Operations not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

We are sending copies of this report to the Director, Office of Management and Budget; the Chairmen, House and Senate Committees on Appropriations and Armed Services; the Chairman, House Committee on Government Operations; the Chairman, Senate Committee on Governmental Affairs; and to the Service Secretaries. We will also make copies available to the public and other interested parties.

Sincerely yours,

H. L. Krieger

H. L. Krieger
Director

Enclosures

MINORITIES IN DOD AND SERVICES

Minority Officers

Year	Total DOD officers	DOD		Army		Air Force		Navy		Marine Corps	
		Number	% of DOD officers	Number	% of Army officers	Number	% of AF officers	Number	% of Navy officers	Number	% of Corps officers
1971	371,520	14,817	4.0	8,532	5.7	4,332	3.4	1,362	1.8	591	2.7
1972	335,651	13,511	4.0	7,221	6.0	4,196	3.4	1,518	2.1	576	2.9
1973	321,108	13,634	4.2	6,979	6.0	4,280	3.7	1,691	2.4	684	3.6
1974	302,408	14,255	4.7	7,143	6.7	4,531	4.1	1,774	2.6	807	4.3
1975	292,062	15,058	5.2	7,531	7.3	4,719	4.5	1,855	2.8	953	5.1
1976	281,050	15,700	5.6	7,654	7.8	4,895	4.9	2,101	3.3	1,050	5.5
1977	281,035	17,799	6.3	8,847	8.9	5,423	5.5	2,394	3.7	1,135	6.0
1978	274,012	19,417	7.1	9,431	9.7	6,139	6.4	2,707	4.3	1,140	6.2
1979	273,831	21,264	7.8	10,085	10.3	7,088	7.4	2,909	4.7	1,182	6.5

Minority Enlisted

Year	Total DOD enlisted	DOD		Army		Air Force		Navy		Marine Corps	
		Number	% of DOD enlisted	Number	% of Army enlisted	Number	% of AF enlisted	Number	% of Navy enlisted	Number	% of Corps enlisted
1971	2,329,688	384,507	16.5	196,207	20.2	102,311	16.4	52,995	9.8	32,994	17.3
1972	1,975,649	366,472	18.5	159,574	23.2	101,328	16.9	68,328	13.4	37,242	20.9
1973	1,920,122	388,076	20.2	167,509	24.6	102,219	17.9	74,964	15.3	43,384	24.6
1974	1,848,210	414,255	22.4	191,189	28.4	100,390	19.0	78,189	16.5	44,487	26.2
1975	1,824,219	423,387	23.2	200,444	29.6	98,672	19.6	76,999	16.5	47,272	26.7
1976	1,789,374	428,721	24.0	212,029	31.3	95,756	19.9	75,981	16.6	44,955	25.9
1977	1,782,039	448,613	25.2	226,767	33.5	96,218	20.1	80,031	17.5	45,597	26.7
1978	1,773,868	486,188	27.4	252,206	37.7	97,756	20.8	86,189	18.6	50,037	29.0
1979	1,739,402	514,508	29.6	269,640	41.0	100,986	22.0	90,893	19.9	52,989	31.7

ENCLOSURE I

ENCLOSURE I

FEMALES IN DOD AND SERVICES

Female Officers

Year	Total DOD officers	DOD		Army		Air Force		Navy		Marine Corps	
		Number	% of DOD officers	Number	% of Army officers	Number	% of AF officers	Number	% of Navy officers	Number	% of Corps officers
1971	371,520	12,910	3.5	5,049	3.4	4,718	3.7	2,871	3.8	272	1.3
1972	335,651	12,639	3.8	4,425	3.6	4,766	3.9	3,185	4.4	263	1.3
1973	321,108	12,792	4.0	4,290	3.7	4,733	4.1	3,454	4.9	315	1.6
1974	302,408	13,129	4.3	4,375	4.1	4,769	4.3	3,649	5.4	336	1.8
1975	292,062	13,617	4.7	4,630	4.5	4,981	4.7	3,660	5.6	346	1.8
1976	281,050	13,738	4.9	4,839	4.9	4,967	5.0	3,544	5.6	388	2.0
1977	281,035	14,931	5.3	5,542	5.6	5,264	5.4	3,715	5.8	410	2.1
1978	274,012	16,705	6.1	6,282	6.4	6,010	6.3	3,980	6.4	433	2.4
1979	273,831	18,916	6.9	6,877	7.1	7,276	7.6	4,306	6.9	457	2.5

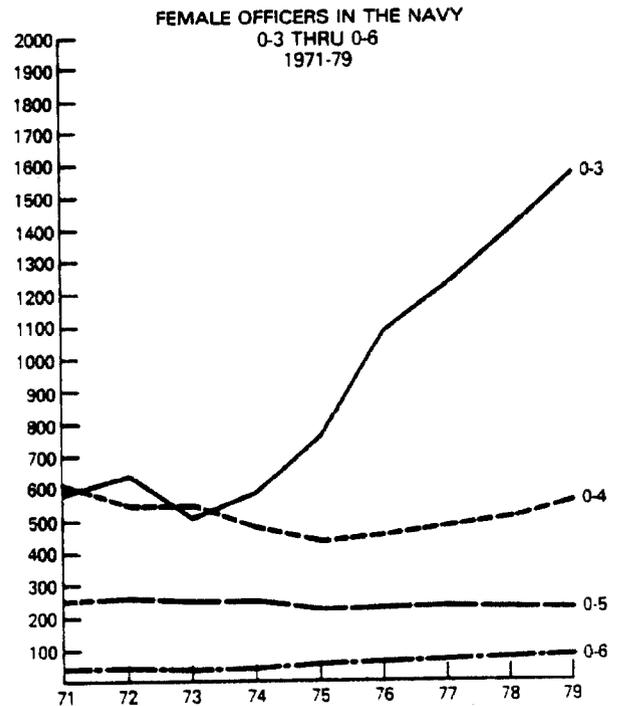
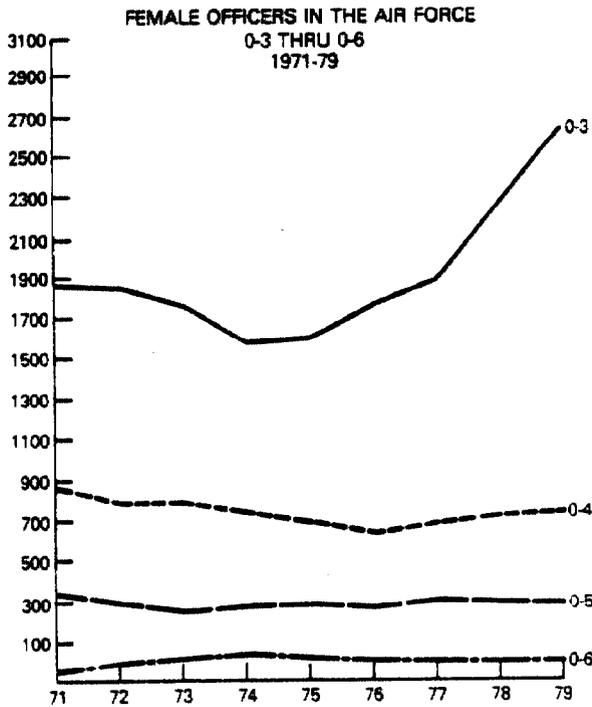
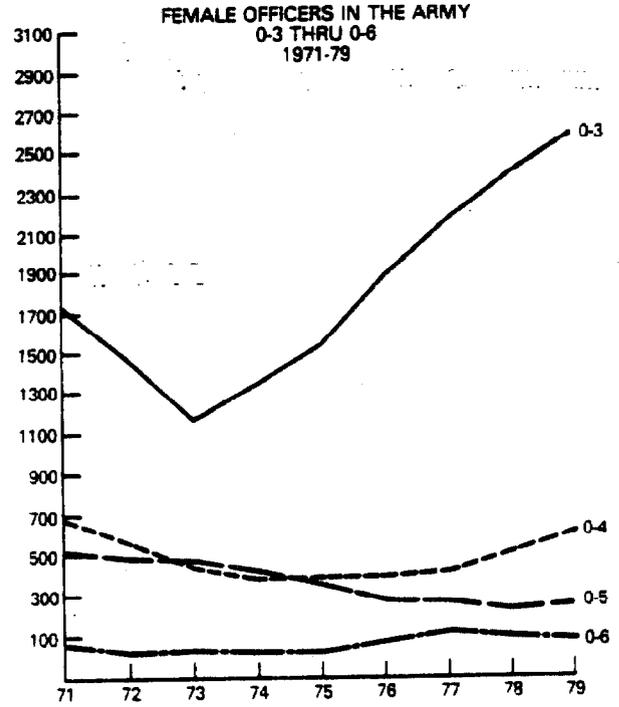
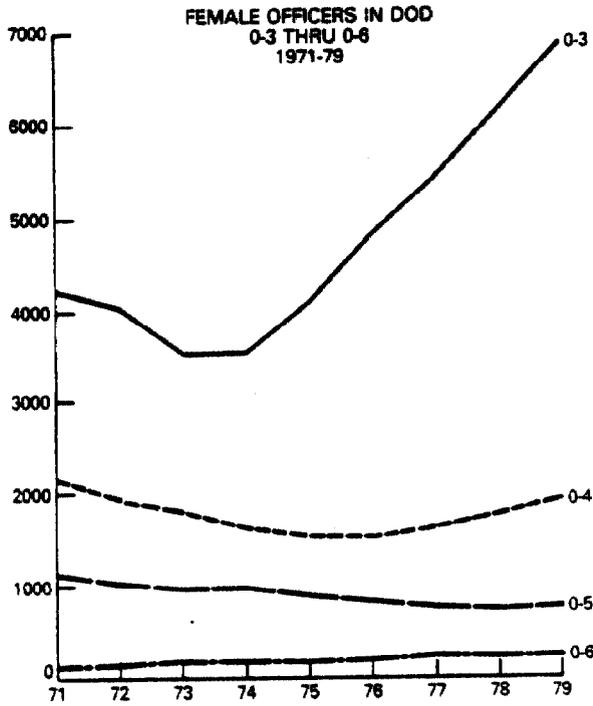
Female Enlisted

Year	Total DOD enlisted	DOD		Army		Air Force		Navy		Marine Corps	
		Number	% of DOD enlisted	Number	% of Army enlisted	Number	% of AF enlisted	Number	% of Navy enlisted	Number	% of Corps enlisted
1971	2,329,688	29,413	1.3	11,825	1.2	10,132	1.6	5,475	1.0	1,981	1.0
1972	1,975,649	31,859	1.6	12,345	1.8	11,725	2.0	5,723	1.1	2,066	1.2
1973	1,920,122	42,278	2.2	16,448	2.4	15,022	2.6	8,835	1.8	1,973	1.1
1974	1,848,210	61,328	3.3	26,320	3.9	19,463	3.7	13,143	2.8	2,402	1.4
1975	1,824,219	83,133	4.6	37,703	5.0	25,232	5.0	17,357	3.7	2,841	1.6
1976	1,789,374	95,300	5.3	43,806	6.5	29,235	6.1	19,194	4.2	3,065	1.8
1977	1,782,039	102,791	5.8	45,825	6.8	34,388	7.2	19,202	4.2	3,426	2.0
1978	1,773,468	116,587	6.6	50,288	7.5	40,710	8.7	20,937	4.5	4,652	2.7
1979	1,739,402	131,021	7.5	54,815	8.3	45,954	10.0	24,751	5.4	5,501	3.3

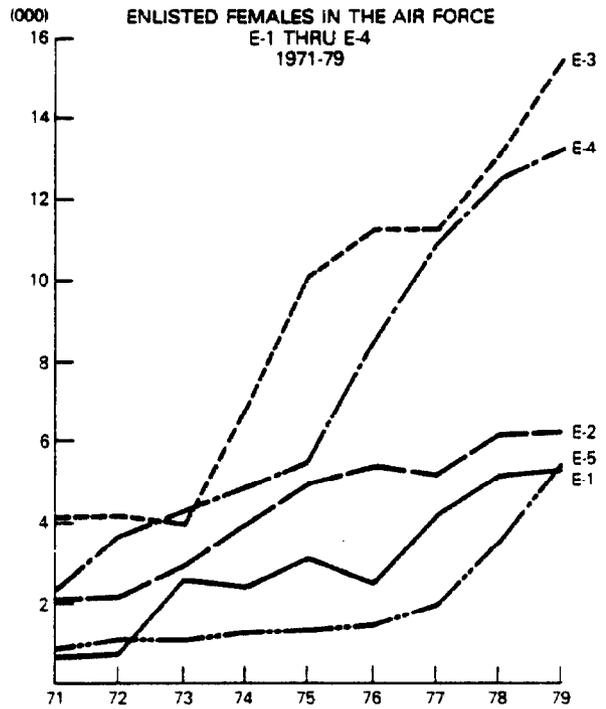
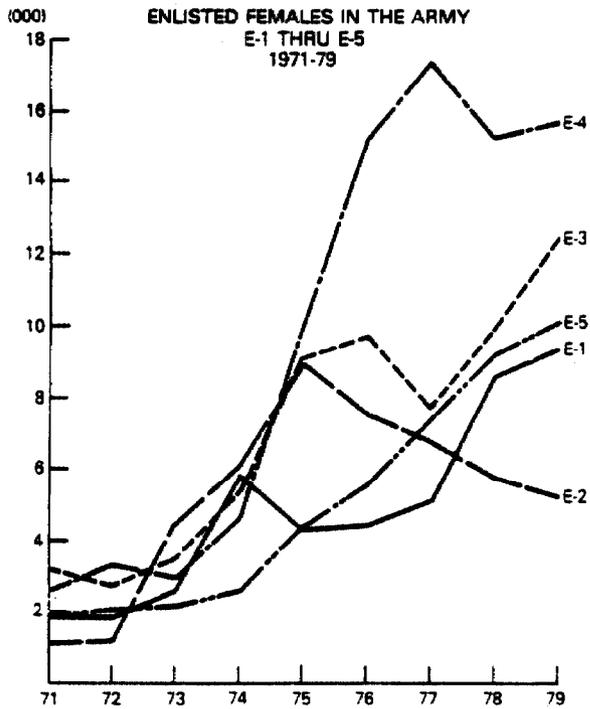
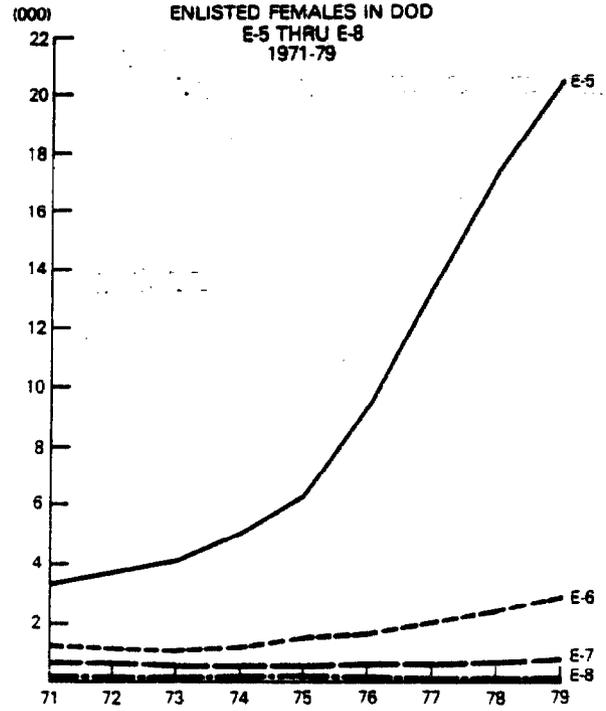
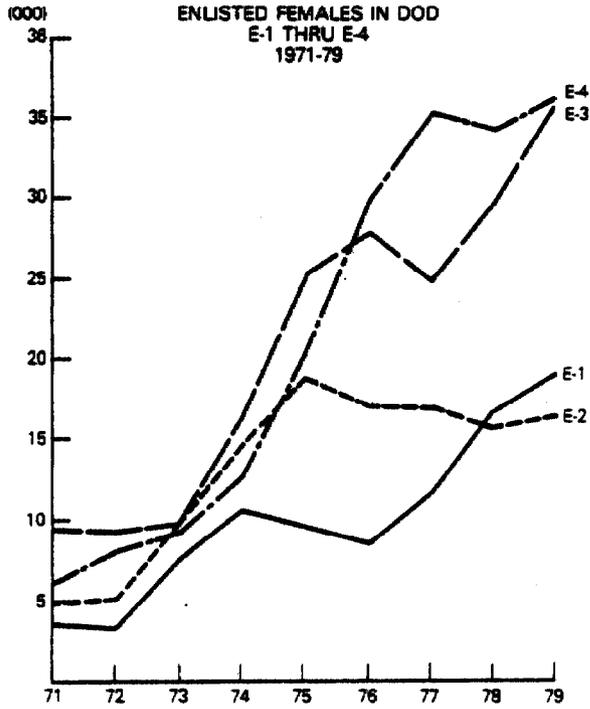
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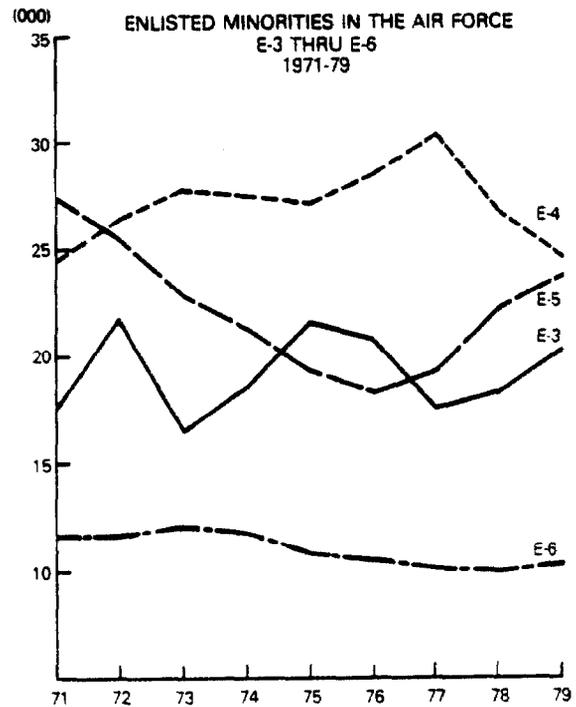
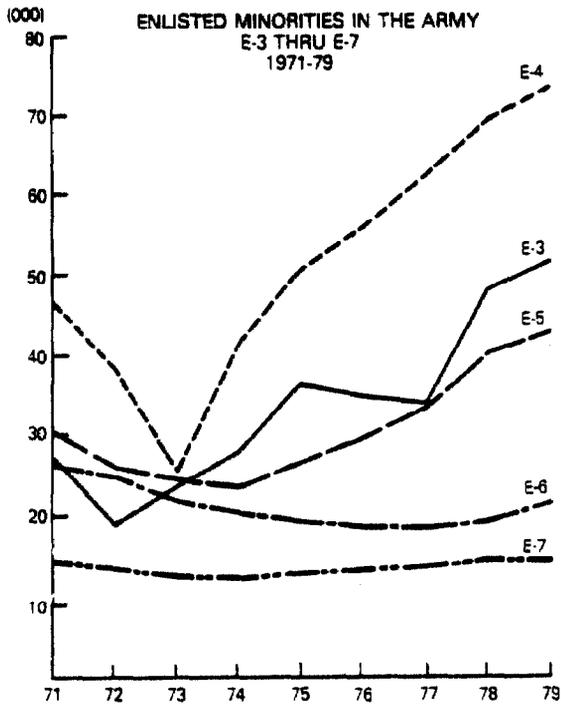
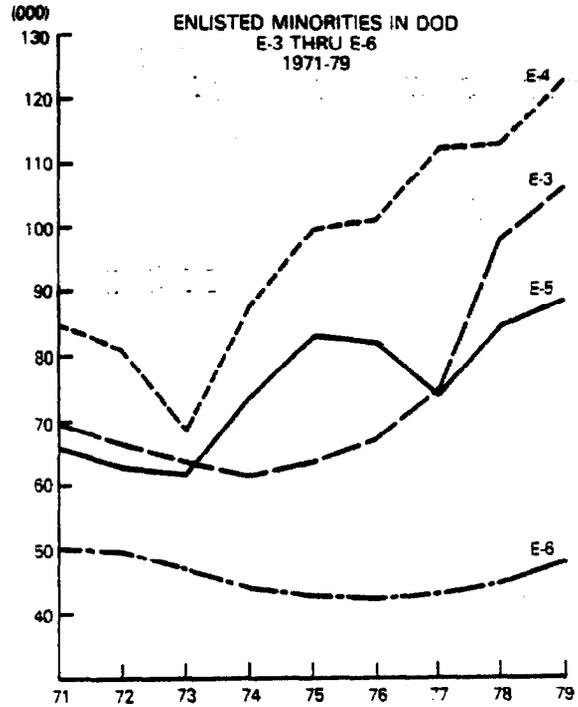
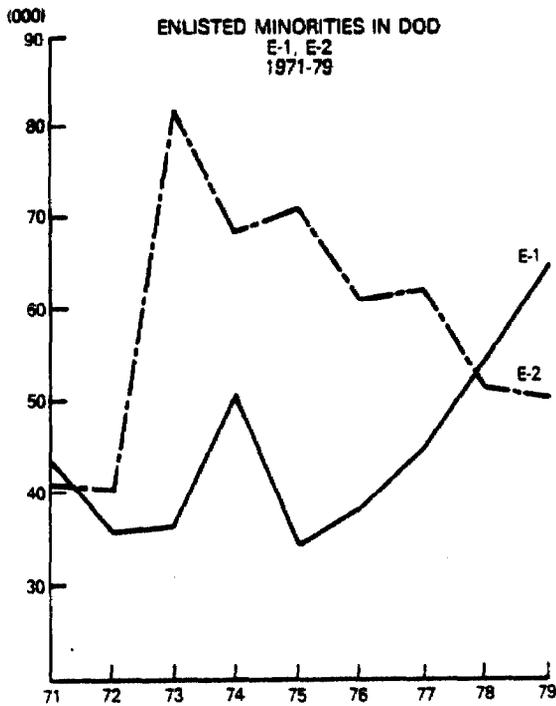
**FEMALE OFFICERS IN THE MILITARY
1971-79**



**ENLISTED FEMALES IN THE MILITARY
1971-79**



**ENLISTED MINORITIES IN THE MILITARY
1971-1979**



MINORITY OFFICERS IN THE MILITARY
1971-79

