

NCLR
NATIONAL COUNCIL OF LA RAZA

A FORCE OVERLOOKED

**Achieving Full Representation of
Hispanics in the Department of
Defense Workforce**



The National Council of La Raza (NCLR)

The National Council of La Raza (NCLR), the largest constituency-based Hispanic organization in the nation, exists to improve opportunities for the more than 28 million Americans of Hispanic descent. A nonprofit, tax-exempt organization incorporated in Arizona in 1968, NCLR serves as an advocate for Hispanic Americans and as a national umbrella organization for more than 200 formal "affiliates," community-based organizations serving Hispanics in 37 states, Puerto Rico, and the District of Columbia. NCLR seeks to create opportunities and address problems of discrimination and poverty through four major types of initiatives:

- ❖ Capacity-building assistance to support and strengthen Hispanic community-based organizations;
- ❖ Applied research, public policy analysis, and advocacy on behalf of the entire Hispanic community, designed to influence public policies and programs so that they equitably address Hispanic needs;
- ❖ Public information efforts to provide accurate information and positive images of Hispanics in the mainstream and Hispanic media; and
- ❖ Special catalytic efforts which use the NCLR structure and reputation to create other entities or projects important to the Hispanic community, including international projects consistent with NCLR's mission.

NCLR is headquartered in Washington, D.C. and has program offices in Chicago, Illinois; Los Angeles, California; Phoenix, Arizona; and San Antonio, Texas.

A FORCE OVERLOOKED:

ACHIEVING FULL REPRESENTATION OF HISPANICS IN THE DEPARTMENT OF DEFENSE WORKFORCE

PREPARED BY:

**NORMAN R. HEITZMAN, JR.
POLICY ANALYSIS CENTER
OFFICE OF RESEARCH, ADVOCACY AND LEGISLATION**

**RAUL YZAGUIRRE
PRESIDENT**

**NATIONAL COUNCIL OF LA RAZA
1111 19TH STREET, N.W., SUITE 1000
WASHINGTON, D.C. 20036**

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FOREWORD

Hispanic Americans have a long and proud tradition of military service. In some cases, our sacrifices have not been recognized by our fellow Americans. In one celebrated incident in Texas after World War II, repeated in varying degrees in many other parts of the country, decorated Latino veterans killed-in-action were denied burial in the town cemetery. These incidents gave birth to the American G.I. Forum, a Hispanic veterans' civil rights organization, and helped to stimulate the modern Hispanic civil rights movement.

In other cases, our courage was recognized and rewarded (37 Hispanic-Americans received this nation's highest award for valor, the Congressional Medal of Honor). And military service also opened up previously unimaginable opportunities for many Hispanic Americans. After decades of formal and informal segregation and systemic discrimination, many Latino veterans of World War II and the Korean War were able to enter the American economic and social mainstream. As Raul Morin noted in his book, *Among the Valiant, Mexican Americans in World War II and Korea*:

We developed intense pride in America. Our standard of living has improved 100 percent. As veterans, we have become serious-thinking Americans. We have enlarged our circle of friends to include not only Mexican-Americans like ourselves, but Americans of many other nationalities. After World War II a wave of social development unfolded. The Mexican-American became more aware of the growing need for self-improvement. He has become better informed on the changing complexities of the State and Nation.

It is precisely because of the military's historic importance in providing opportunities for upward mobility that every American should be deeply troubled by the findings of this report. It paints a portrait of a military establishment in which Hispanics are underrepresented among Defense Department civilian employees and in virtually every branch of the armed services. Those Latinos in the ranks are disproportionately concentrated in the lowest pay grades, with the fewest responsibilities and opportunities.

I find it ironic that Latinos were welcomed into the armed forces in times of war, but now are denied the opportunity to serve in peacetime. Is it simply an accident that 25% of front line casualties in Vietnam were Hispanic — when we constituted perhaps 5% of the total U.S. population — but only 6% of today's peacetime ranks are Latinos, at a time when we're more than 11% of the population? Is it just a coincidence that every fourth or fifth name etched into the Vietnam Memorial is a name like "Hernandez" or "Gomez" while the next class of highly skilled communications technicians in the Army or sonar operations in the Navy — all of whom will leave the military with highly marketable skills — might include few or no Latinos at all? One need not be a conspiracy theorist to suspect there is more happening here than a mere coincidence.

This is not just a civil rights issue — although simple justice suggests that any community willing to serve its country in wartime should have an equal opportunity to the benefits of

service in peacetime. This is not just a social and economic issue — although our nation's future economic security and social cohesion would be well-served if Hispanics, who will constitute the nation's largest ethnic minority early in the next century, were fully afforded the opportunities for upward mobility associated with the peacetime military services. This is also a "readiness" issue. It is simply inconceivable to me that any military commander would wish to degrade the potential quality of the units under his or her command by virtually excluding the skills and talents of the country's fastest-growing major population group.

These issues resonate deeply with me, in a very personal way, on many different levels. When I was growing up in South Texas, one of the few ways to escape the systemic poverty and discrimination Mexican Americans faced was to join the military. Moreover, in my extended family, there were few professions that generated as much respect and honor as military service. For the very same reasons, until recently, Puerto Ricans have always been overrepresented in the Armed Forces.

On another level, at an early age I was lucky enough to find a mentor in Dr. Hector P. Garcia, a war hero and the founder of the American G.I. Forum. My earliest experience in the Hispanic movement was when, under Dr. Garcia's patient tutelage, I became an organizer of the American G.I. Forum Juniors, a youth group dedicated to promoting Latino civil rights. On yet another level, I am a proud veteran of the Air Force.

Since coming to the National Council of La Raza in 1974, the changing experiences of Hispanics in the military have caught my attention, for our community's heroism in the Service didn't end with Vietnam. During the Iranian hostage crisis in 1980, Marine Sergeant Jimmy Lopez wrote a message in Spanish on the wall in the room in which he was imprisoned, "*Viva el rojo, blanco y azul*" ("Long live the red, white, and blue") as a way of affirming his patriotism while escaping the notice of his Iranian captors. At the very start of the alleged "Mother of All Battles" during Operation Desert Storm, the Hispanic community lost Marine Captain Manuel Rivera when his helicopter was shot down behind enemy lines in Iraq. And at the very end, we lost 20-year old Army Specialist Andy Alaniz, from Corpus Christi, whose tank ran over a land mine on the last day of the war. And when, in the future, Americans are asked to defend their country on the battlefield, don't be surprised if the next Medal of Honor winner is an immigrant from El Salvador or the Dominican Republic.

Raul Yzaguirre
President

EXECUTIVE SUMMARY

In April 1998 at a symposium at The University of Texas at Austin, the Honorable Rudy de Leon, Undersecretary of Defense for Readiness, identified equal opportunity and diversity in the military as a moral obligation and an economic necessity. Yet, as the data in this report demonstrate, such perspectives have not been effectively embraced, given that Hispanic Americans continue to be significantly underrepresented in most branches of the military.

This report examines Hispanic membership during the period of 1986 to 1996 in an effort to document the levels of representation of Hispanic personnel throughout the Department of Defense (DoD). NCLR has analyzed data provided by the DoD regarding the racial/ethnic representation in the United States Military Services for the civilian workforce and the military, new recruits, and enlisted and officer members of the Active and Reserve Components. These data were used to understand the factors associated with Latino participation in the DoD and to identify measures to address existing disparities in representation.

Based on the analysis of the data, six key findings emerged:

1. **While the proportion of Hispanic representation has increased in the military from 1986 to 1996, Hispanics remain the only underrepresented minority group in the civilian DoD workforce.** In 1996 Hispanics accounted for only 6.3% of the DoD civilian workforce, while 11.2% of the U.S. civilian labor force was Hispanic.
2. **Hispanics continue to be underrepresented in virtually all of the Active and Reserve Components.** In 1996, 6.9% of the membership of the active forces was Hispanic; yet, the percentage of 18-to-44-year-old Latinos in the civilian labor force was 11.2%, which indicates a gap of 4.3 percentage points between the proportion of Hispanics in the military and their counterparts in the civilian labor force.
3. **The Marine Corps and the Navy have generally been more successful at recruiting greater proportions of Hispanics than the Army and the Air Force.** In FY 1996, the highest representation of Hispanics was in the Marine Corps (11%) and in the Navy (8.1%). The proportions of Latinos in the Army and Air Force were somewhat smaller, 6.2% and 4.4%, respectively.
4. **Among Hispanics currently in the military, data show that they are disproportionately concentrated in the lowest pay grades, with the lowest level of responsibilities and fewest opportunities.** In 1996, more than 41% of enlisted Hispanics were at the E-1 through E-3 (lowest) pay grades, compared to 26% of enlisted Blacks and 30% of enlisted Whites. These pay grades account for almost one-third (30%) of total enlisted military personnel. In examining the membership in the top enlisted ranks (E-6 through E-9), 9% were Latinos, while 30% were Black and 25% White. The E-6 through E-9 pay grades represent more than one-fourth (26%) of the total enlisted membership.

5. **Although the total representation of women in the military has increased since 1986, Hispanic women continue to be underrepresented among enlisted personnel.** In FY 1996, Hispanic women constituted 9.6% of the U. S. labor force, but only accounted for 6.5% of the enlisted women in the military. In contrast, 34% of the enlisted women in the military were Black and 13.5% were White, while these groups made up 13.5% and 54%, respectively, of the U.S. workforce that year.
6. **From FY 1990 through 1996, the accession rate of Latino officers in the Active Components failed to keep pace with the potential pool of college graduates.** In FY 1990, 2.8% of the total officer accessions (i.e., individuals who become members of the military service, or are promoted to a higher rank) were Hispanic. By 1996, the rate had increased to 4%. However, during this period, the proportion of Hispanic college graduates increased from 3.5% to 4.9%, indicating that Hispanics remain slightly underrepresented in the Officer Corps.

These findings demonstrate the critical gap between the levels of Hispanic representation within the DoD and the percentage of Latinos in the U.S. labor force. While there have been some recent improvements in the representation of Hispanics in the DoD workforce, they have been insufficient. In fact, if current trends continue, it is likely that the representation of Hispanics in the military will continue to fall further behind, relative both to their population growth and to other racial/ethnic groups.

NCLR believes that there are several factors that contribute to the underrepresentation of Hispanics in the DoD workforce. Among these are: national demographic shifts; low Hispanic educational attainment; citizenship requirements for civil service employment; and the shrinking Federal workforce.

While these factors help to explain some portion of the current degree of underrepresentation of Hispanics in the military, they do not fully account for the existing disparities, especially given the fact that the DoD has overcome similar barriers faced by other groups. For example, data on the proportion of African Americans in the military suggest that DoD has had success in recruiting and retaining men and women who share similar socioeconomic characteristics with Hispanics.

While demographic and other circumstances do contribute to the current low levels of Hispanic representation in the DoD, they are not impossible to overcome. The DoD's record and experience with other groups should be the basis for improving opportunities for increasing the proportion of Hispanics in the military. This challenge should be made easier by the fact that data show Hispanic young males ages 16-21 are slightly more likely than their Black peers and much more likely than their White counterparts to exhibit propensity for military service.

Moreover, despite some of the issues discussed above, the achievements of the Marine Corps in building Hispanic membership are noteworthy. Through aggressive recruitment, the implementation of specific leadership initiatives, and the use of Diversity Interest Groups, the Marines continue to demonstrate significant gains in ethnic/racial diversity. The suc-

cess of the Marines in recruiting, retaining, and promoting Hispanics should serve as a model for the other branches to follow.

Despite the noted obstacles, therefore, NCLR believes that the downward trend of Hispanic participation throughout the military services can be reversed through concerted effort and widespread reform. Specifically, NCLR recommends that the DoD:

- ❖ **Identify and acknowledge employment problems related to diversity.** The data on diversity are widely available, and one of the functions of collecting and analyzing racial/ethnic employment data is to measure the representation and success of diverse American groups in the workplace — and address gaps when necessary.
- ❖ **Demonstrate visible leadership and serious commitment at the highest levels.** The small proportion of Hispanics throughout the military will only be increased when such a change is acknowledged to be a priority of the DoD by high-ranking leaders within DoD.
- ❖ **Revise outreach and recruitment strategies to increase the presence of Latino personnel.** The DoD must be creative and aggressive in its efforts to address Latino underrepresentation within its workforce, especially in light of Census Bureau population projections that indicate that Hispanics will soon become the largest minority in the United States. For example, it should consider identifying and expanding to other components strategies used by the Marine Corps and the Navy to recruit Latinos successfully.
- ❖ **Ensure that DoD managers and supervisors utilize accurate information about the current representation of racial/ethnic groups and are committed to achieving the statutory goal of full representation.** Developing a diverse workforce comparable to the available U.S. civilian labor force will require that government agencies and their managers frequently collect and analyze racial/ethnic data, understand representation issues, be sensitive and responsive to changing demographics, and commit to actions that will result in real progress for the Hispanic population.
- ❖ **Involve Hispanic organizations in the development of a rigorous process to resolve the underrepresentation of Latinos in DoD.** The DoD should institute partnerships with a range of Latino organizations that work with students and the military, or that have expertise in reaching the Hispanic community.

As the Military Service commemorates the 50th Anniversary of the presidential policy declaring “equality of treatment and opportunity for all persons in the armed services without regard to race, color, religion or natural origin,” it is NCLR’s hope that this report and its follow-up work, combined with DoD efforts, will positively influence the recruitment and retention of, as well as opportunities for, Hispanics within the Department of Defense.

I. INTRODUCTION

Currently, one in nine Americans is of Hispanic* origin (11.2%). Census projections indicate that, in less than ten years, Hispanics will constitute the largest minority group in the United States and, by 2035, one in five Americans will be Hispanic. Already, one of every ten U.S. workers is Latino; this proportion is projected to increase over time. However, the presence of Latinos in the Department of Defense (DoD), the nation's largest employer, is failing to reflect the racial/ethnic diversity of American society. While Latino presence in the services has been rising steadily, a comparison of the levels of Hispanic representation in the enlisted and officer membership of the Active Forces and Reserve Components from 1986 to 1996, with the increases in Latino participation in the nation's workforce, demonstrates that the degree of underrepresentation has worsened in three of the four Military Services.

This report first examines the underrepresentation of Hispanics in the DoD civilian workforce and identifies factors that contribute to the personnel profiles in the civilian workforce. The membership in the Active Forces and the Selected Reserve Components is then examined for a ten-year period, 1986-1996. The resulting analysis portrays the gender and race/ethnicity diversity for the Components.

Abbreviations

The following abbreviations are used throughout this report:

DMDC	Defense Manpower Data Center
DoD	Department of Defense
EEO	Equal Employment Opportunity
EEOC	Equal Employment Opportunity Commission
GAO	United States General Accounting Office
MSPB	United States Merit System Protection Board
OPM	Office of Personnel Management

* The term "Hispanic" is used by the U.S. Bureau of the Census to identify Americans of Mexican, Puerto Rican, Cuban, Central and South American, and Spanish descent. The terms "Hispanic" and "Latino" are used interchangeably throughout this report.

A. BACKGROUND

The Civil Service Reform Act of 1978 clarified several statutory objectives regarding the selection and promotion of Federal employees. Foremost, the Federal workforce is to reflect the nation's diversity. Additionally, the resultant workforce is to be recruited from all segments of society.¹

In May 1987, the DoD issued a Directive establishing the Civilian Equal Employment Opportunity (EEO) Program to include affirmative action programs consistent with guidance from the Equal Employment Opportunity Commission (EEOC), Office of Personnel Man-

A Demographic and Socioeconomic Profile of U.S. Hispanics

POPULATION

- ❖ **The Hispanic population has grown faster than that of any other group since 1990.** The Hispanic population increased 24 percent from 1990 to 1998. In 1990, Hispanics comprised 9.1% of the U.S. population, whereas in 1998 they comprised 11.3% of the population. This compares to a three percent increase for Blacks, from 12.3% to 12.7%, and a two percent decrease for Whites, from 83.9% to 82.5%, for the same time period.
- ❖ **Hispanics will become the largest U.S. minority population before 2010.** The U.S. Hispanic population is currently estimated at over 30 million persons (11.3% of the population) and is projected to grow to over 41 million (13.8% of the population) by 2010. The African-American population is currently estimated at over 34 million persons (12.7% of the population) and is projected to grow, though at a slower rate than Hispanics, to over 40 million (13.5% of the population) by 2010, at which point they will constitute the second largest U.S. minority population.

EDUCATIONAL ATTAINMENT

- ❖ **Hispanics are less likely to have completed high school than their Black and White peers.** Only 54.7% of Hispanics age 25 and over had a high school diploma in 1997, compared to 74.9% of Blacks and 83.0% of Whites.
- ❖ **Hispanics are also one-half as likely as Whites to have obtained a college degree.** In 1997, only 10.3% of Hispanics held a college degree, compared to 13.3% of Blacks. However, the percentage of Whites holding a college degree was two times higher (24.6%) than that of Hispanics or Blacks.

LABOR FORCE STATUS

- ❖ **The proportion of Hispanic women in the labor force has increased since 1990.** In 1997, the labor force participation rate for Hispanic women 16 years old and over was 55.1%, an increase of four percent since 1990. In comparison, 59.5% of White women and 61.7% of Black women were working or looking for work, an increase of four percent and six percent, respectively, since 1990.

agement (OPM), and the DoD Human Goals Charter.² The Directive applied worldwide to all civilian employees and applicants for civilian employment with the DoD in appropriated and nonappropriated fund positions. The Directive states that it is DoD policy to “achieve the objective of a civilian workforce in which the representation of minorities, women, and people with disabilities at all grade levels, in every occupational series, and in every major organizational element is commensurate with the representation specified in EEOC and OPM guidance.”

As important as the preceding guidance is to diversity within the civilian segment of the Federal workforce, it is also essential to realize that active-duty military personnel are not

- ❖ **Hispanic men have the highest labor force participation rate of any group of male workers.** In 1997, eight in ten (80.1%) Hispanic males 16-years-old and over were working or looking for work, compared to three-quarters (75.8%) of White males and fewer than seven in ten (68.3%) Black males.
- ❖ **The unemployment rate for Hispanics was higher than that of Whites, but lower than that of Blacks.** In 1997, the unemployment rate for Hispanics was 7.7%, compared to 4.2% for Whites and 10.0% for Blacks.

INCOME AND POVERTY

- ❖ **Hispanic median household income is slightly higher than that of Blacks, but significantly lower than that of Whites.** Although Hispanic household income rose significantly between 1996 and 1997 (up 4.5% to \$26,628) it still has not reached a level comparable to that of Whites. By comparison, 1997 median income of Black and White non-Hispanic households was \$25,050 and \$40,577, respectively.
- ❖ **Hispanics are the most likely of all Americans to be poor, although their poverty rate is approaching its lowest level in almost a decade.** In 1997, the poverty rate for Hispanic persons was 27.1%, the highest rate among all racial/ethnic groups; the poverty rate for Blacks was 26.5%, whereas the poverty rate for Whites was 11.0%. Almost 10 years ago, in 1989, 26.2% of Hispanics were poor.
- ❖ **Hispanics, especially Hispanic families with children, continue to be more likely than any other group to be “working poor.”** In 1997, 7.9% of Hispanics working full-time, year-round were poor, compared to 2.7% of Whites and 4.4% of Blacks. Furthermore, 10.3% of Hispanic families with children with at least one full-time, year-round worker were poor, whereas only 2.7% of similar White and Black families were poor.

SOURCES:

- * *The Hispanic Population in the United States: March 1996*, Current Population Survey, U.S. Department of Commerce, Bureau of the Census.
- * *U.S. Population Estimates by Age, Sex, Race, and Hispanic Origin: 1990 to 1997, March 1996*, U.S. Bureau of the Census.
- * *Poverty in the United States: 1997*, U.S. Department of Commerce, Bureau of the Census.
- * *Money Income in the United States: 1997*, U.S. Department of Commerce, Bureau of the Census.

covered by Title VII of the Civil Rights Act of 1964,* as amended, or the implementing government-wide equal employment opportunity and affirmative action regulations and guidelines of the EEOC. However, in 1969, the Secretary of Defense issued a Human Goals Charter that remains the basis for a separate DoD equal opportunity program. The charter specified that the talent and diligence of the individual, under consideration for promotion, shall be the criteria for promotion.

As recently as August 1995, the Deputy Secretary of Defense reaffirmed DoD's equal opportunity goals with a Directive which stated,

"It is DoD policy to: Promote an environment free from personal, social, or institutional barriers that prevent Service members from rising to the highest level of responsibility possible. Service members shall be evaluated only on individual merit, fitness, and capability."³

Further, the Directive identified the institutional necessity of this policy by stating,

"Unlawful discrimination against persons or groups based on race, color, religion, sex, or national origin is contrary to good order and discipline and is counterproductive to combat readiness and mission accomplishment."

While DoD is often recognized as a leader in equal opportunity, some independent observers believe that the Department could and should do better to improve the flow of minorities from recruitment through high-level promotions. In November 1995, the United States General Accounting Office (GAO) released a report regarding equal opportunity throughout the military which stated,

"All other things being equal, the racial and gender makeup of persons selected for a particular action should — over time — reflect the racial and gender composition of the eligible pool. In other words, the likelihood or odds of a particular outcome occurring for a minority group should be about the same as for the majority group in the long run."⁴

* Title VII of the Civil Rights Act of 1964 prohibits discrimination in many more aspects of the employment relationship. It applies to most employers engaged in interstate commerce with more than 15 employees, labor organizations, and employment agencies. The Act applies to discrimination based on race, color, religion, sex, or national origin.

METHODOLOGY AND SCOPE

This report examines the legislative and regulatory guidance regarding the DoD civilian and military employees — a workforce that is expected to reflect the nation's diversity. Data published by DoD, *Population Representation in the Military Services, Fiscal Year 1996*, served as the basis for the analysis of the social representation in the U.S. Military Services. In particular, Hispanic membership in the Military Services during the period of 1986 to 1996 was examined. Data regarding the racial/ethnic and gender characteristics of the 1996 armed services were also analyzed, contrasting the resulting profiles with the percentage of minority presence in the applicable U.S. labor force. Information dealing with the accessions for Fiscal Year 1996 was then reviewed, since it reflects the experiences of each military service in achieving goals related to diversity.

Other than referencing findings published by the U.S. Merit Systems Protection Board, the study did not evaluate whether any disparities identified necessarily constitute unlawful discrimination. Discrimination is a legal determination and would involve other corroborating information in addition to the cited statistics. Further, the analysis did not identify the causes of any racial/ethnic or gender disparities, and the results of this work alone should not be used to make conclusions about the DoD's personnel management practices in this regard.

B. UNDERREPRESENTATION OF HISPANICS IN THE DoD CIVILIAN WORKFORCE

Among all racial/ethnic groups, the greatest disparity between representation in the Federal workforce and representation in the civilian labor force exists for Hispanics. The U.S. Merit Systems Protection Board (MSPB) reported that "Hispanics remain the only underrepresented minority group in the Federal workforce."⁵ Under the law,⁶ the MSPB considers "underrepresentation" to exist within a workforce whenever "the percentage of a minority group in any position is lower than the percentage of that minority group in the civilian labor force as a whole." Provisions of 5 U.S. Code 7201 requires the Office of Personnel Management to oversee agency-conducted affirmative recruitment efforts to eliminate minority underrepresentation.

According to the Defense Manpower Data Center (DMDC), in 1996 Hispanics accounted for only 6.3% of the DoD civilian workforce and 6.1% of the Active Military. The degree of the underrepresentation within the DoD becomes apparent given that, in that same year, Hispanics constituted 10.5% of the U.S. civilian labor force. While there has been some progress in addressing the underrepresentation during the 1990s, the percentage increase in the employment of Latinos in the DoD has consistently lagged behind that of other minority groups, thereby limiting gains in achieving the statutory goal of a representative workforce. This characteristic is particularly well documented in the subsequent analysis of the racial/

ethnic makeup of the Active Military and the Selected Reserve Components, and the continuing effects of recruitment and accession* trends.

C. FACTORS CONTRIBUTING TO THE CURRENT PERSONNEL PROFILES IN THE DoD CIVILIAN WORKFORCE

There are several factors which help to explain the current personnel profiles of the DoD. These include:

❖ Awareness, Attitudes, and Accountability Regarding Workplace Diversity

Supervisors and managers frequently lack awareness of issues regarding representation in the Federal workforce, and the need for their leadership and involvement in addressing diversity. The MSPB determined that 65.1% of government-wide White managers and 49.4% of Hispanic managers do not believe that Hispanics are underrepresented in their work unit(s).⁷ The MSPB speculates that these perceptions may result from the fact that the majority of Federal jobs are located outside of major Hispanic population concentrations, therefore, "managers are likely to perceive their workforces as having representative numbers of Hispanics, given their local communities."⁸

Through their capacity to make the hiring, placement, and promotional decisions, managers and supervisors are pivotal in achieving the desired diversity within the Federal workforce. The MSPB recently reported on trends regarding managers' and supervisors' understanding of affirmative employment programs; in particular, individuals were asked for their views regarding the accountability of selecting officials for achieving diversity within the workforce. Surprisingly, only "35.3% of White respondents agreed or strongly agreed, while 63.1% of Hispanic respondents agreed or strongly agreed" that selecting officials should be held accountable for achieving a workforce as diverse as the American population.⁹ This suggests that supervisors' awareness and attitudes may be a contributing factor to the underrepresentation of minorities throughout the Federal labor force.

❖ Adequacy of Recruitment Initiatives

According to DMDC data, the Hispanic population in the DoD (Active Military and Civilian) fell by 4% from September 1992 to August 1997 (146,477 vs. 141,010). During this same period, Hispanic representation in the Active Military increased by 4%, from 90,626 to 94,121. However, the civilian segment of the DoD experienced a decrease of 16% in the number of Hispanic workers, from 55,851 to 46,889. The mar-

* Initial contacts between military recruiters and youth interested in the military are exploratory in nature, and is the common meaning of recruitment. "Accession" or "accession rates" refer to the individual who becomes a member of the military service, or is promoted to a higher rank, and are the terms used by the DoD.

ginal gain of Hispanics in the military, and their decline in the civilian DoD workforce, takes on greater importance given that Hispanics represent the fastest-growing ethnic group in the United States and are expected to constitute 12.7% of the total U.S. population by 2005. The necessity for special outreach strategies as essential to addressing this underrepresentation of Latinos in the DoD is clear.

❖ **Demographic Factors**

The interaction of several demographic factors acts as a powerful impediment to increasing the number of Latinos in the DoD workforce. In recent years the size of the Federal workforce has not only declined, but has also experienced a significant shift from blue-collar jobs. The impact of this is better understood by examining Hispanic educational attainment. The percentage of the Hispanic population whose education has prepared them for professional and administrative jobs is relatively low. At the same time, the number of Hispanics in the United States has increased dramatically. On July 1, 1998, an estimated 30.4 million people of Hispanic origin lived in the United States. They comprised 11.3% of the total population. Since July 1, 1990, the Hispanic population has increased 35%, while the total U.S. population grew 8%. While Latinos - especially men - have high labor force participation rates, they tend to be underrepresented in certain sectors of the economy, particularly those that require advanced education or training.¹⁰

A further complication is that while over half of the Hispanic population is concentrated in California and Texas, these two states have only 16.3% of the permanent Federal jobs. The resulting mismatch between where most Latinos live and where most Federal jobs are located is a further obstacle to the employment process.

❖ **Racial and Ethnic Discrimination**

The United States has a long history of discrimination in employment on the basis of race, color, gender, or national origin. Even with the passage of the Civil Rights Act of 1964, it has been well documented that employment and other discrimination against minorities has not totally been eradicated.¹¹ One manifestation of the lingering racism in American society is the tendency to let stereotypes influence one's judgement about people of different racial or national backgrounds. By their very nature, stereotypes can affect behavior unconsciously and strongly influence the decision-making process. Compounding this problem for Hispanics, in particular, is that judgements made about the qualifications necessary to succeed in a job are often based on the experience of those who have traditionally held those jobs. The combination of a self-perpetuating cycle in which those who fit a traditional image have an advantage, as well the fact that Latinos and other minorities often have fewer opportunities to demonstrate their abilities, contribute to the disadvantaged employment status of Hispanics.

Despite gains made by Hispanics in expanding their representation in the DoD, there are measurable differences in the employment-related experiences of minority and non-minority DoD employees. Not all of these differences can be explained by pat-

terns of education, experience, and other merit-based factors. A report to the President and the Congress of the United States by the MSPB¹² concluded that "these differences in treatment are due, in some measure at least, to the influence of subtle race- and sex-based biases that continue to influence subjective judgements on employment-related matters."¹³ The MSPB called for "active efforts to continue the progress that has been made to achieve a representative workforce in a manner compatible with the requirements of a merit-based civil service system; continued vigilance for remaining instances of employment bias; and on-going efforts to develop the best tools possible for accurately and objectively rating applicants and employees on job-related characteristics."¹⁴ After closely examining claims that the Federal employment process was inherently racist, the MSPB was not able to substantiate this judgement. However, it did find "processes for allocating job rewards that have a built-in inertia in favor of the status quo, a status quo that was defined in an era when White men held the vast majority of professional jobs."¹⁵

❖ **Artifact of Past Hiring Practices**

The inclination for the Federal employment system to maintain the status quo helps to explain the current underrepresentation of Hispanics in the DoD workforce and is manifested in the following ways: fewer minorities who may serve as mentors and role models for aspiring minorities; less first-hand knowledge in the ranks of management of the concerns and aspirations of Hispanics; and possibly less commitment to achieving a diverse workforce and thereby overcoming the artifact of past hiring practices.

In order to understand better the factors associated with Latino participation in the services, and begin to identify measures to address these disparities, this report provides a narrative and graphic description of the underrepresentation of Hispanic personnel throughout the DoD. The sections that follow present both historical and recently published data,¹⁶ and provide an analysis of the membership of the Active and Selected Reserve Components. The report concludes with an examination of the FY 1996 accession data for these components, and offers preliminary guidance regarding measures that can be taken to increase the opportunities for DoD employment for Hispanics.

ENDNOTES

1. U.S. Code Title 5 - *Government Organization And Employees*, Part III - Employees, Subpart A - General Provisions, Chapter 23 - Merit System Principles, Section 2301 (b)(1).
2. DODD 1440.1 *The Civilian Equal Employment Opportunity (EEO) Program*, May 21, 1987; Assistant Secretary of Defense (Force Management Policy), April 11, 1989.
3. DODD 1350.2 *Department of Defense Military Equal Opportunity (MEO) Program*, August 18, 1995, Under Secretary of Defense (Personnel and Readiness).
4. *Military Equal Opportunity, Certain Trends in Racial and Gender Data May Warrant Further Analysis*, Report to the Ranking Minority Member, Committee on National Security, House of Representatives by the United States General Accounting Office, pp. 3-4, Washington, D.C.: U.S. Government Printing Office, November 1995.
5. *Achieving a Representative Federal Workforce: Addressing the Barriers to Hispanic Participation, A Report to the President and the Congress of the United States by the U.S. Merit Systems Protection Board*, p. iii, Washington, D.C.: U.S. Government Printing Office, September 1997.
6. U.S. Code Title 5 - *Government Organization And Employees*, Part III - Employees, Subpart A - General Provisions, Chapter 23 - Antidiscrimination policy; minority recruitment program, Section 7201 (a)(1).
7. *Achieving a Representative Federal Workforce: Addressing the Barriers to Hispanic Participation, A Report to the President and the Congress of the United States by the U.S. Merit Systems Protection Board*, p. 9, Washington, D.C.: U.S. Government Printing Office, September 1997.
8. Ibid.
9. Ibid.
10. Perez, Sonia M. with Eric Rodriguez, U.S. *Hispanic Demographic Profile: Developments, Implications, and Challenges*, Washington, D.C.: National Council of La Raza, April 1998.
11. For example, an Urban Institute study based on 360 hiring audits in San Diego and Chicago in 1989 found that Anglo applicants received 33% more interviews and 50% more job offers than equally-qualified Hispanic applicants; overall, 31% of the Latino applicants encountered unfavorable treatment, compared to 11% of Anglo applicants (Cross, Harry, Genevieve Kenny, Jane Mell, and Wendy Zimmerman, *Employer Hiring Practices: Differential Treatment of Hispanic and Anglo Jobseekers*, Washington, D.C.: The Urban Institute Press, 1990). Additionally, a 1992 hiring audit in the Washington, D.C. metropolitan area by the Fair Employment Council of Greater Washington found that Hispanic testers encountered discrimination about 22.4% of the time (Benedict, Marc, Charles Jackson, Victor Reinosco, *Measuring Employment Discrimination Through Controlled Experiments*, Washington, D.C.: Fair Employment Council of Greater Washington, Inc., 1991). For a discussion of housing discrimination against Hispanics, see: *Housing Discrimination Study*, Washington, D.C.: U.S. Department of Housing and Urban Development, August 1991; and *Housing Discrimination: Are Minorities Still Treated Unfairly?* Washington, D.C.: *Congressional Quarterly*, Vol. 5, No. 8, February 24, 1995, p. 173.
12. *Fair and Equitable Treatment : A Progress Report on Minority Employment in the Federal Government, A Report to the President and the Congress of the United States by the U.S. Merit Systems Protection Board*, Washington, D.C.: U.S. Government Printing Office, August 1996.

13. Ibid., p. viii.
14. Ibid.
15. Ibid., p. 62.
16. *Population Representation in the Military Services, Fiscal Year 1996*, Washington, D.C.: Office of the Assistant Secretary of Defense, Force Management Policy, December 1997.

II. ANALYSIS OF THE POPULATION REPRESENTATION IN THE ACTIVE MILITARY AND THE SELECTED RESERVE COMPONENTS

A. HISTORICAL PERSPECTIVE

On July 26, 1948, President Harry S. Truman signed Executive Order 9981, which stated, "It is hereby declared to be the policy of the President that there shall be equality of treatment and opportunity for all persons in the armed services without regard to race, color, religion or national origin." Since the enactment of the Order, it is recognized that much

progress has been achieved in addressing overt discrimination. Yet, 50 years later, subtle discrimination and other factors yield clearly recognizable patterns of underrepresentation of Hispanics in the military.

Figures 1 and 2 illustrate the pervasiveness of the gap that exists between the level of Latino representation in the military and the potential recruitment pool (full representation) from 1986 to 1996. While the proportion of Hispanic representation has increased during the 10-year period, full representation has not

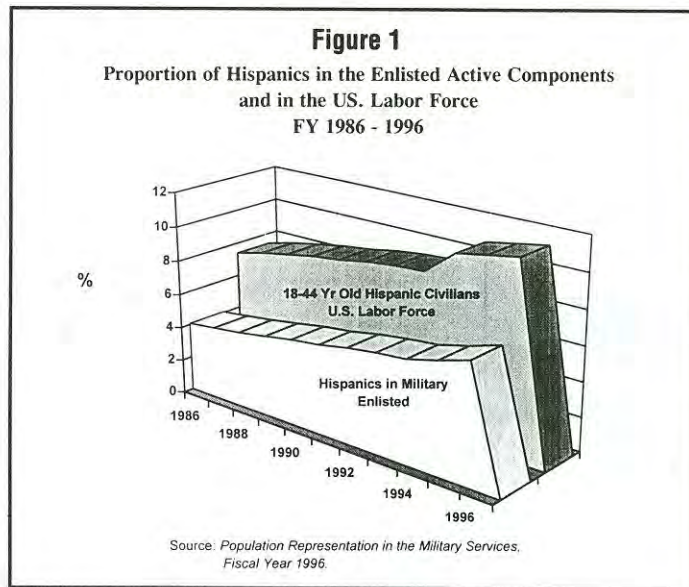


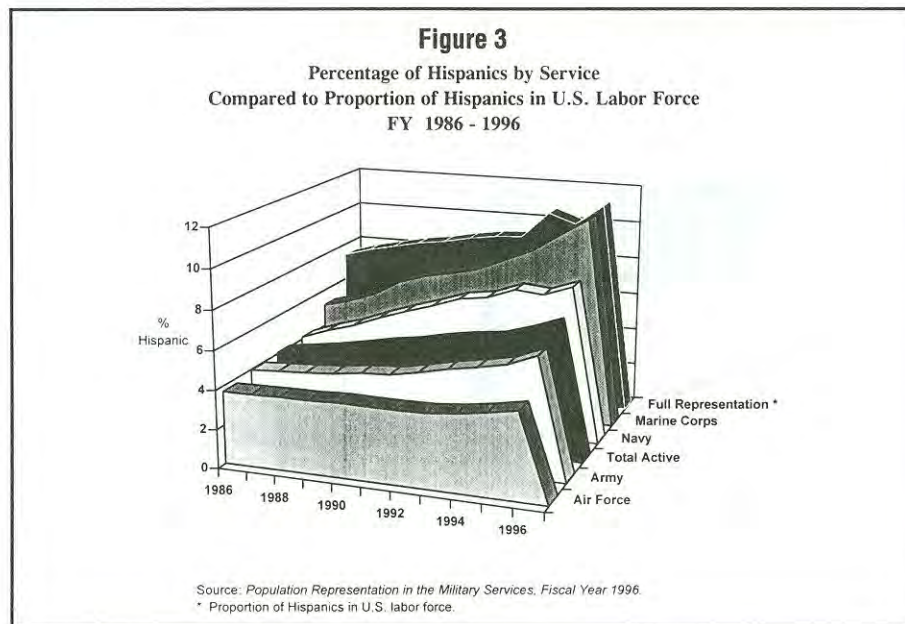
Figure 2
Number and Percentage of Enlisted Hispanics, by Service (Active Components) Compared to Proportion of Hispanics in U.S. Labor Force
FY 1986 - 1996

Fiscal Year	Army		Navy		Marine Corps		Air Force		Total Active		18-44 Yr. Old Civilians
	#	%	#	%	#	%	#	%	#	%	
1986	26,436	3.97	20,700	4.10	9,228	5.16	18,435	3.73	74,799	4.06	7.4
1987	27,054	4.05	23,616	4.61	9,953	5.54	18,491	3.73	79,114	4.26	7.8
1988	27,247	4.13	25,795	5.02	10,717	6.04	17,546	3.76	81,305	4.47	8.1
1989	27,818	4.23	28,578	5.56	12,100	6.85	17,352	3.75	85,848	4.74	8.4
1990	27,546	4.42	30,326	6.05	12,890	7.30	16,458	3.82	87,220	5.03	8.6
1991	27,061	4.49	32,101	6.49	13,200	7.58	15,504	3.79	87,866	5.23	8.9
1992	24,354	4.76	32,664	6.99	13,089	7.92	14,202	3.78	84,309	5.55	9.1
1993	24,423	5.08	31,535	7.19	13,653	8.53	13,536	3.80	83,147	5.79	9.2
1994	24,037	5.33	28,644	7.73	14,312	9.15	13,440	3.94	80,433	5.95	10.6
1995	23,685	5.62	28,136	7.59	15,853	10.11	13,258	4.17	80,932	6.39	10.9
1996	25,169	6.21	28,760	8.12	17,291	11.01	13,715	4.44	84,935	6.93	11.2

Source: Civilian data from Bureau of Labor Statistics Current Population Survey monthly files.

been achieved, and is, in fact, falling in relative terms. In 1986, 4.1% of the membership of the active forces was Hispanic, while Latinos made up 7.4% of the 18-to-44-year-old civilian population, a “gap” of 3.3 percentage points. By 1996, this representation in the military had increased to 6.9%, while the percentage of Hispanics in the civilian labor force increased to 11.2%, a “gap” of 4.3 percentage points.

Figure 3 compares the levels of Hispanic membership for individual services and the Active Components over a 10-year period. The degree of underrepresentation is illustrated by



comparing the membership profile for an individual service with “Full Representation” — a target level of Latino membership consistent with their presence in the U.S. labor force.

The data clearly demonstrate that the Air Force has consistently maintained the lowest levels of Hispanic representation, ranging from 3.7% in 1986 to 4.4% in 1996. The Army and the Navy have not fared much better, achieving 6.2% and 8.1% of Latino representation, respectively. Of all services, the Marine Corps demonstrated the highest level of Hispanic representation, increasing from 5.2% in 1986 to 11%, or virtual parity with the proportion of Latinos in the workforce in 1996.

Unquestionably, the rapidly-changing world political situation has had dramatic effects on the size and mission of the U.S. military. However, despite the reduction in the total force size to approximately 2.4 million members in 1996, the sheer scale of the armed forces' recruiting and retention remain formidable. Almost 200,000 new enlisted members and about 15,000 new officers must be recruited annually for the Active Military. Additionally, while membership in the Selected Reserve Components is predominately drawn from sea-

soned veterans who have left active duty, these components also rely on recruiting a smaller cadre of new, inexperienced members. These personnel needs represent a significant, annual opportunity to recruit and retain Latinos more effectively into all branches of the military, both to address underrepresentation and to create a DoD workforce which reflects the U.S. population.

B. DIVERSITY IN THE ACTIVE AND SELECTED RESERVE COMPONENTS, 1986 - 1996

In this section, the racial/ethnic data for the enlisted, warrant, and commissioned officers on active duty are examined. This review also includes the Reserve Components, in order to present more fully different aspects of minority representation within the military from 1986 to 1996. The latter portion of this section then examines the personnel characteristics of the accession membership that occurred in FY 1996.

Figure 4 presents data regarding the race, ethnicity, and gender for all enlisted members on active duty in 1996. A comparison of these data with their respective levels in the civilian workforce raises additional issues related to the statutory goal of a "workforce representative of all segments of society." For example, in 1996, Blacks made up 12% of the 18-24-year-olds in the labor force, and were demonstrably, over-represented within each of the Military Services (29.9% Army, 19.1% Navy, 16.8% Marine Corps, and 17% Air Force, respectively.) By contrast, Hispanics accounted for 11.2% of the 18-to-24-year-olds in the labor force, and were underrepresented within each of the Military Services (6.2% Army, 8.1% Navy, and 4.4% Air Force), except for the Marine Corps (11.0%).

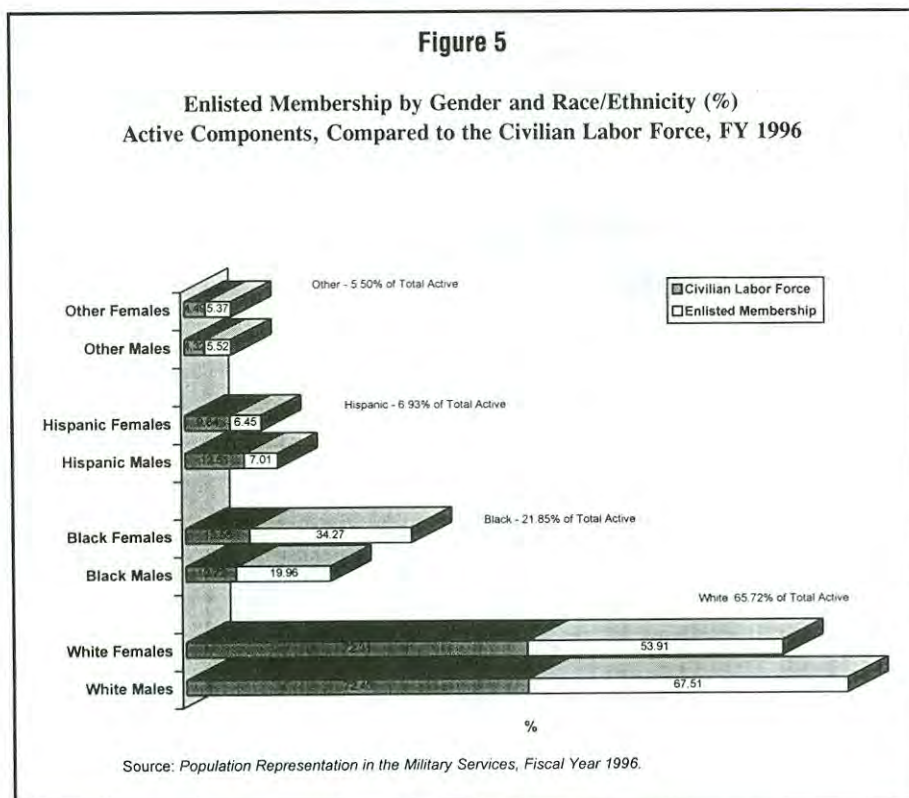
Figure 4
Enlisted Membership by Service and Race/Ethnicity (%)
Active Components, FY 1996

	Army			Navy			Marine Corps			Air Force			Total Active			18-44 Yr.-Old Civilians		
	MALE	FEMALE	TOTAL*	MALE	FEMALE	TOTAL*	MALE	FEMALE	TOTAL*	MALE	FEMALE	TOTAL*	MALE	FEMALE	TOTAL*	MALE	FEMALE	TOTAL*
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
White	60.25	40.77	57.45	67.54	56.08	66.14	68.84	57.48	68.28	76.54	66.21	74.80	67.51	53.91	65.72	72.45	72.31	72.39
Black	26.97	47.31	29.89	17.59	29.84	19.09	16.33	25.03	16.77	15.46	24.80	17.04	19.96	34.27	21.85	10.72	13.55	12.03
Hispanic	6.37	5.29	6.21	7.97	9.24	8.12	10.96	12.08	11.01	4.41	4.59	4.44	7.01	6.45	6.93	12.51	9.64	11.18
Other	6.42	6.63	6.45	6.90	4.84	6.65	3.87	5.41	3.94	3.58	4.39	3.71	5.52	5.37	5.50	4.32	4.49	4.40
Total	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100

* "Total" represents the percentage of the racial/ethnic categories in each column, not the sum of "Male" and "Female" proportions. Columns may not add to totals due to rounding.

Source: Civilian data from Bureau of Labor Statistics Current Population Survey, September 1996.

Figure 5 presents the personnel profiles along racial/ethnic and gender lines for FY 1996. The bars of the graph compare a group's composition within the civilian labor force with its percentage of membership in the military. Significant disparities are evident. For example, Black females are over-represented in the military in relation to their presence in the civilian labor force. While more than one-third (34.3%) of the women in the military are African Americans, they comprise about one-seventh (13.6%) of the labor force.



While more than one-third (34.3%) of the women in the military are African Americans, they comprise about one-seventh (13.6%) of the labor force.

During the same time period, the Hispanic representation was quite different. Hispanics constituted 11.2% of the 18-to-24-year-olds in the labor force, and were demonstratively underrepresented within three of the Military Services (6.2% Army, 8.1% Navy, and 4.4% Air Force, respectively). An examination of the data for Hispanic males and females identifies further aspects of this underrepresentation. While Hispanic females made up 9.6% of the civilian female labor force, they represented only 6.5% of the women in the military. Similarly, only 7% of the males in the military were Hispanic in 1996, although they represented 12.5% of the male labor force (see Figure 5).

In addition to the numerical underrepresentation of Hispanics in the enlisted military, data regarding their membership at various pay grades suggest additional areas of concern with respect to opportunities for Latinos within DoD. While Hispanics are demonstrably over-

represented at the E1 through E3 (or lowest) pay grades,* they are the least likely of all racial/ethnic groups to be among the highest-pay grade levels, E-6 through E-9 (see Figure 6a).

Beyond the obvious issues of representation and remuneration, the majority of enlisted Hispanics serve at levels with the least responsibility and leadership opportunity. Moreover, Latinos are especially likely to be concentrated within the E-3 to E-5 pay grades, which consist of "Tactical Operations" (34%), "Health Care" (18%), "Engineering and Mainte-

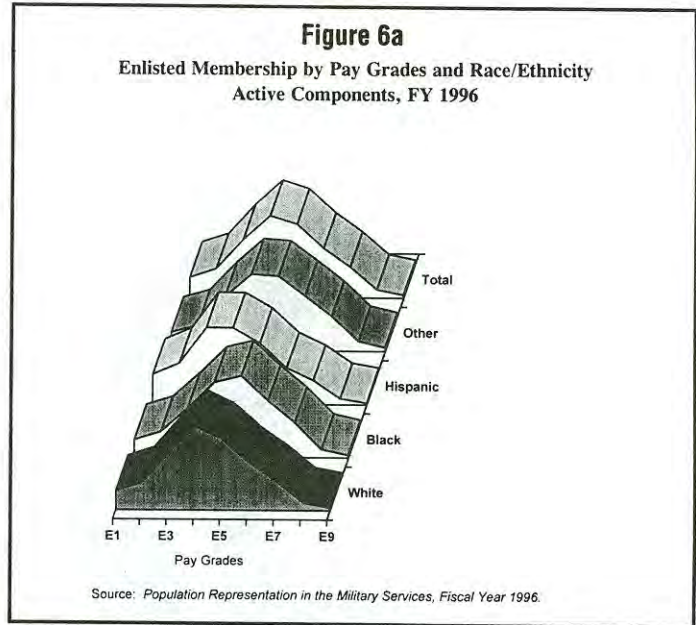
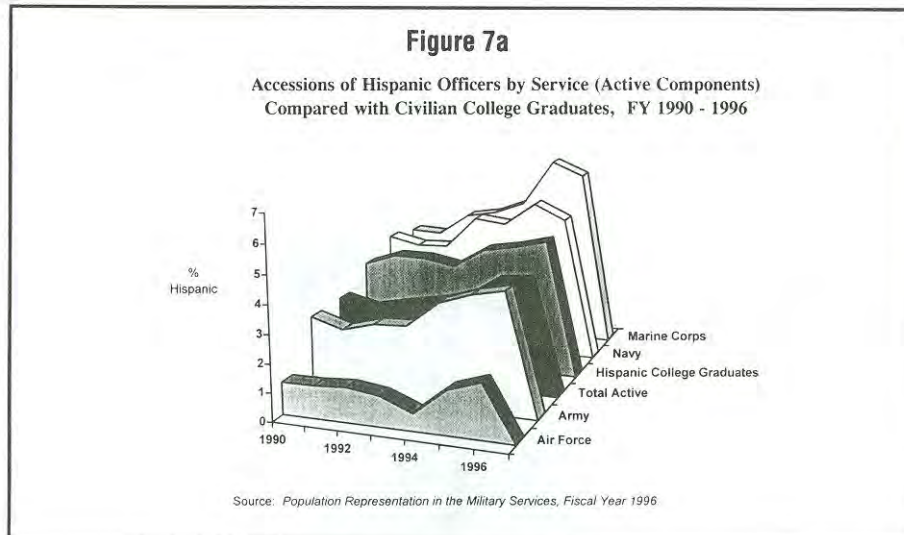


Figure 6b
Race/Ethnicity of Enlisted Ranks by Pay Grades
Active Components, FY 1996

	E1	E2	E3	E4	E5	E6	E7	E8	E9
	%	%	%	%	%	%	%	%	%
White	5.56	8.01	16.99	23.99	20.35	13.64	8.49	2.33	0.94
Black	4.94	7.24	13.94	21.28	23.13	16.19	10.03	2.47	0.77
Hispanic	8.32	11.48	21.57	21.95	17.27	10.35	6.80	1.77	0.48
Other	5.16	7.18	15.15	21.74	21.23	15.67	9.89	2.87	1.11
Total	5.59	8.04	16.33	23.13	20.79	14.08	8.78	2.35	0.88

Source: Population Representation in the Military Services, Fiscal Year 1996.

* Enlisted pay grades, E1 to E9, correspond to the ranks of Private in the Army and Marine Corps, Seaman Recruit in the Navy, and Airman Basic in the Air Force through Sergeant Major in the Army and Marine Corps, Master Chief Petty Officer in the Navy, and Chief Master Sergeant in the Air Force. Enlisted personnel in grades E1 and E2 are trainees. Members in pay grades E3 and E4 are at the apprentice level, working under journeymen, who are at pay grades E5 and E6. Supervisor positions are at pay grades E7 through E9. Soldiers and airmen at pay grades E5 and above and some at E4 are noncommissioned officers (NCOs), with demonstrated ability in the job and as leaders. In the Navy, those pay grades E4 and above are petty officers, with leadership responsibilities. Service members in NCO and petty officer positions are required to lead, supervise, and train entry-level enlisted personnel. They perform the work as well as direct the work of others. More than half of the enlisted force is in pay grades E1 through E4 (53%). Grades E4 and E5 have the largest concentration of the enlisted force (23% and 21%, respectively). This distribution is necessary to provide a sufficient number of trained leaders to fill the higher ranks; not all personnel in the lower ranks reenlist and progress to the higher grades.



nance" (10%), and "Supply Procurement, and Allied" (10%). The data in Figure 6b also show that among the highest pay grades with the most responsibility, Blacks and "Others" appear to be at on par with Whites.

Figures 7a and 7b compare the relative levels of officer accessions ("new" officers) for each service in relation to the "Total Active Components" (Army, Navy, Marine Corps, and Air Force). From FY 1990 through 1996, the Marine Corps and the Navy demonstrated the highest levels in the accession of Hispanic officers. During this time period the size of the Total Force was greatly reduced. The Marine Corps succeeded in increasing the accession of Hispanic officers from 3.76% in 1990 to 6.39% in 1996, a doubling of the number of Hispanic officers in the six-year time period. The Navy increased the accession of Hispanic officers from 4.01% in 1990 to 5.16% in 1996; however, the total number of Hispanic officers decreased from 248 to 199 during this period.

Figure 7b
Number and Percentage of Hispanic Officer Accessions by Service
Active Components, FY 1990 - 1996

Fiscal Year	Army		Navy		Marine Corps		Air Force		Total Active		Civilian College Graduates	
	#	%	#	%	#	%	#	%	#	%	#	%
1990	177	2.74	248	4.01	52	3.76	60	1.14	537	2.78	3.5	
1991	132	2.39	181	3.76	48	3.72	56	1.15	419	2.51	3.9	
1992	142	2.70	185	3.81	62	4.50	58	1.23	447	2.75	3.9	
1993	141	2.76	198	4.96	49	4.71	50	1.07	438	2.96	3.7	
1994	210	3.68	196	4.84	63	5.16	30	0.63	499	3.17	4.4	
1995	227	4.07	229	5.67	86	6.84	76	1.56	618	3.92	4.6	
1996	214	4.31	199	5.16	100	6.39	89	1.95	602	4.03	4.9	(680,806 individuals)

Source: Civilian data from Bureau of Labor Statistics Current Population Survey monthly files.

These officer accessions contributed to the increase in Latino representation for the Total Military from 1990 - 1996. In 1990, 2.8% of the total officer accessions were Hispanic. By 1996, this proportion had increased to 4%. However, Latino representation in the Total Active Components lost ground in terms of full representation, as the accession rates did not keep pace with the growing pool of Hispanic college graduates.

Figure 7b presents data showing that Hispanics were overrepresented in the Marine Corps (6.4%) and Navy (5.2%) officer accessions in FY 1996. Meanwhile, the accessions of Latino officers in the Army (4.3%) and in the Air Force (2%) continued to lag, resulting in Hispanic underrepresentation in these branches.

The racial/ethnic composition of the officer corps for FY 1996 is presented in Figure 8a. Ineffective recruit-

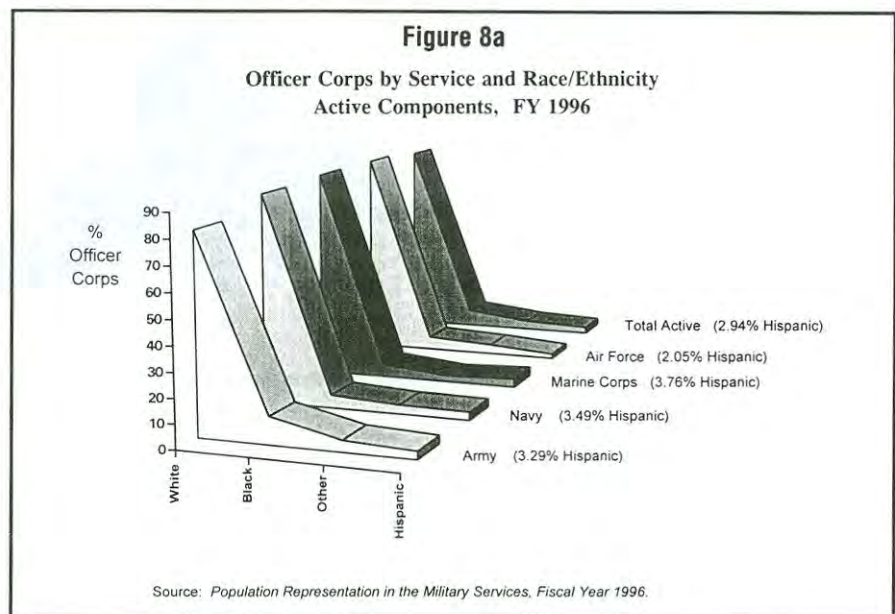


Figure 8b
Officer Corps by Service and Race/Ethnicity
Active Components, FY 1996

	Army		Navy		Marine Corps		Air Force		Total Active		Civilian College Graduates	
	#	%	#	%	#	%	#	%	#	%	#	%
White	55,79	80.90	48,456	87.15	14,12	88.13	67,224	88.00	185,604	85.54	21,949,241	81.85
Black	7,714	11.18	3,063	5.51	874	5.45	4,381	5.74	16,032	7.39	1,956,485	7.30
Hispanic	2,268	3.29	1,941	3.49	603	3.76	1,563	2.05	6,375	2.94	1,141,943	4.26
Other	3,190	4.63	2,142	3.85	426	2.66	3,221	4.22	8,979	4.14	1,768,026	6.59
Total	68,971	100.00	55,602	100.00	16,028	100.00	76,389	100.00	216,990	100.00	26,815,695	100.00

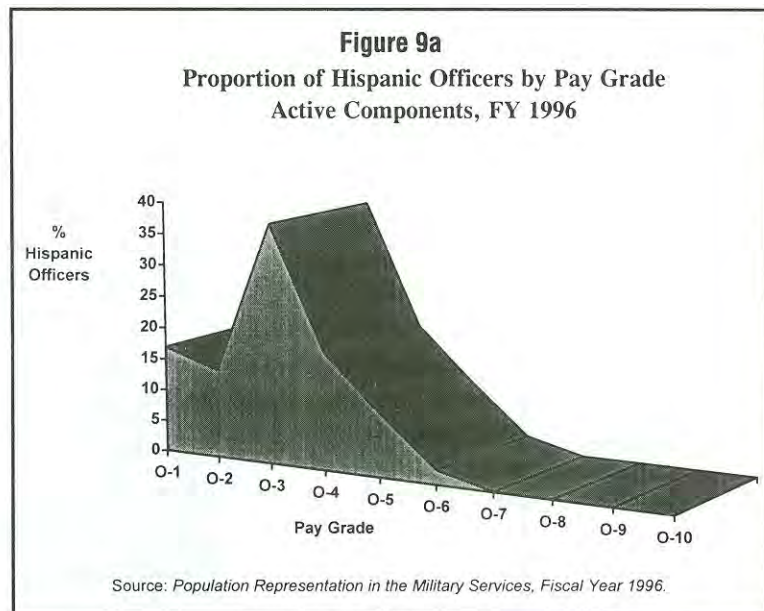
Comparison group for active component Officer Corps includes college graduates in the civilian workforce (21-49-years-old), September 1996.

Columns may not add to totals due to rounding.

Source: Civilian data from Bureau of Labor Statistics Current Population Survey Files.
Military data from the *Population Representation in the Military Services, Fiscal Year 1996.*

ment, accession, and retention of Hispanics during FY 1990 through 1996 resulted in a consistent pattern of underrepresentation of Latino officers.

Further analysis of the demographics of the Officer Corps reveals similar findings regarding levels of responsibility and developmental opportunities, i.e., substantial concentration of Latinos at the lowest grade levels with the least responsibilities and the fewest developmental opportunities. Figure 9a depicts the rank structure of the Hispanic officer membership in 1996.



A significant proportion of Hispanic officers was concentrated at the O-1 through O-3 pay grade levels.* By contrast, a relatively minor (if present at all) proportion of Latino officers was above the O-6 level. There were only eight Hispanic officers within all of the Services at the O-7 and O-8 pay grades in 1996, four Air Force O-7's, two Air Force O-8's, one Navy O-8, and one Army O-8.

* The commissioned officer corps is divided into 10 pay grades (officer O-1 through O-10). Officers in pay grades O-1 through O-3 are considered company grade officers. In the Army, Marine Corps, and Air Force, these pay grades correspond to the ranks of second lieutenant (O-1), first lieutenant (O-2), and captain (O-3), and in the Navy, ensign, lieutenant junior grade, and lieutenant. Officers in the next three pay grades (O-4 through O-6) are considered field grade officers. In the Army, Marine Corps, and Air Force, these pay grades correspond to the ranks of major (O-4), lieutenant colonel (O-5), and colonel (O-6), and in the Navy, lieutenant commander, commander, and captain. The last pay grades are reserved for general officers in the Army, Marine Corps, and Air Force, and flag officers in the Navy. The ranks associated with each pay grade are as follows: in the Army, Marine Corps, and Air Force, brigadier general (O-7), major general (O-8), lieutenant general (O-9), and general (O-10); in the Navy, rear admiral-lower half, rear admiral-upper half, vice admiral, and admiral. The force structure of the officer corps is that of a pyramid with the company grade officers making up the broad base (61% of the officers in 1996), followed by field grade officers representing the narrower middle (39% of officers in 1996), and general/flag officers representing the pinnacle (less than 1% of officers in FY 1996).

Figure 9b
Number and Percentage of Hispanic Officers by Pay Grade
Compared with the Total Active Components, FY 1996

		Pay Grade (Number of Individuals)											
		0-1	0-2	0-3	0-4	0-5	0-6	0-7	0-8	0-9	0-10	Unknown	Total
Hispanic		1,078	898	2,417	1,180	641	147	4 (4 Air Force)	4 (2 Air Force 1 Navy 1 Army)	0	0	6	6,375
Total Active Components		25,228	25,188	81,255	43,943	28,280	11,709	433	282	105	35	532	216,990

		Pay Grades (%)											
		0-1	0-2	0-3	0-4	0-5	0-6	0-7	0-8	0-9	0-10	Unknown	Total
Hispanic		16.91	14.09	37.91	18.51	10.05	2.31	0.06	0.06	0.00	0.00	0.09	100.00
Total Active Components		11.63	11.61	37.45	20.25	13.03	5.40	0.20	0.13	0.05	0.02	0.25	100.00

Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Figures 10a and 10b display membership data at the O-7 to O-10 pay grades. The resulting patterns of disproportionate Hispanic representation (only four O-7 and four O-8 Hispanic officers, none at the O-9 or O-10 pay grades) among the senior officer cadre is of great concern for several reasons. First, the dearth of role models and senior officers who are Hispanic arguably affects the opportunities for other Hispanic military personnel at lower ranks and helps to maintain the status quo, as noted by the MSPB. Second, these data show that Latinos are not involved in critical roles within the Active Components, given that those pay grades represent the positions with the most responsibility, as well as leadership and decision-mak-

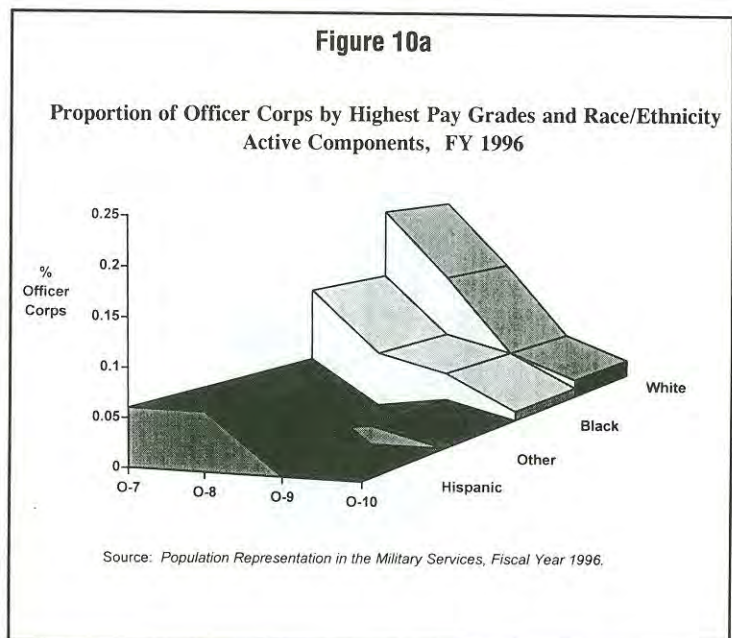


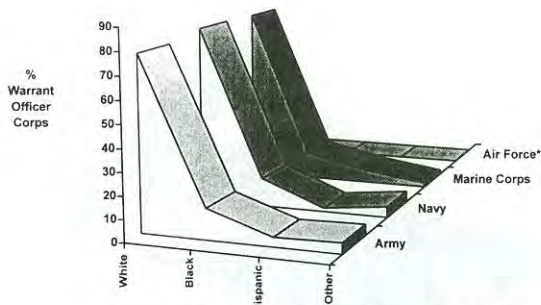
Figure 10b
Number and Percentage in the Officer Corps by Race/Ethnicity
Active Components, FY 1996

	Pay Grades (Number of Individuals)					Total
	0-7	0-8	0-9	0-10	Unknown	
White	402	265	95	34	498	185,604
Black	22 (5 Air Force 2 Marine 3 Navy 12 Army)	12 (1 Air Force 11 Army)	8 (3 Air Force 2 Navy 3 Army)	1 (1 Army)	13	16,032
Hispanic	4 (4 Air Force)	4 (2 Air Force 1 Navy 1 Army)	0	0	6	6,375
Other	5	1	2	0	15	8,979
Total	433	282	105	35	532	216,990

	Pay Grades (%)					Total
	0-7	0-8	0-9	0-10	Unknown	
White	0.22	0.14	0.05	0.02	0.27	100.00
Black	0.14	0.07	0.05	0.01	0.08	100.00
Hispanic	0.06	0.06	0.00	0.00	0.09	100.00
Other	0.06	0.01	0.02	0.00	0.17	100.00
Total	0.20	0.13	0.05	0.02	0.25	100.00

Rows and columns may not total due to rounding.
 Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Figure 11a
Warrant Officer Corps by Service and Race/Ethnicity (%)
Active Components, FY 1996



Source: *Population Representation in the Military Services, Fiscal Year 1996.*
 * The Air Force does not utilize the rank of Warrant Officer.

ing prospects. Finally, the nation loses the benefits associated with diversity in the military without adequate representation of officers from all racial/ethnic groups.

The Warrant Officer Corps represents a significant component in the organizational structure of the Army, Navy, and Marine Corps.* This rank recognizes technical and leadership aptitudes discrete from those of the enlisted membership and commissioned officers. As such, the

* The Air Force does not utilize the rank of Warrant Officer.

Figure 11b
Warrant Officer Corps by Service and Race/Ethnicity (Number and Percentage)
Active Components, FY 1996

	Army		Navy		Marine Corps		Air Force		Total Active	
	#	%	#	%	#	%	#	%	#	%
White	9,064	77.34	1,724	80.60	1,518	80.02	0	NA	12,306	78.11
Black	1,620	13.82	275	12.86	230	12.12	0	NA	2,125	13.49
Hispanic	482	4.11	35	1.64	114	6.01	0	NA	631	4.01
Other	553	4.72	105	4.91	35	1.85	0	NA	693	4.40
Total	11,719	100.00	2,139	100.00	1,897	100.00	0	NA	15,755	100.00

Rows and columns may not add to totals due to rounding.

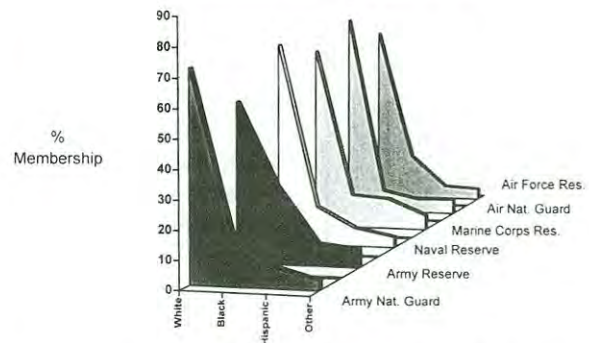
Source: *Population Representation in the Military Services, Fiscal Year 1996.*

level of Hispanic representation in the Warrant Officer Corps is as of great concern as Latino representation at the higher Officer pay grades. As such, the level of Hispanic representation in the Warrant Officer Corps is as of great concern as Latino representation at 4.01%.

Figures 11a and 11b demonstrate the degree of underrepresentation of Hispanics in the Warrant Officer Corps. In FY 1996, the proportion of Latinos in the three services was significantly fewer than that of Whites and Blacks. For example, fewer than one in 25 (4.1%) Warrant Officers in the Army was Hispanic, while one-seventh (13.8%) of the Army personnel was Black, and almost four-fifths (77.3%) were White. Similarly, in the Navy, less than one in 50 (1.6%) Warrant Officers was Hispanic, while one-eighth (12.9%) of the personnel was Black and four-fifths (80.6%) were White. The Marine Corps had the highest proportion of Hispanic Warrant Officers of all three branches (6.0%), although this proportion was also small compared to the percentage of Black and White Warrant Officers (12.1% and 80.0%, respectively).

A final area of concern pertains to the level of Hispanic representation in the Selected Reserve Components. Figures 12a, 12b, 13a, and 13b reflect correspondingly similar patterns of Hispanic representation for both the enlisted and officer reserve memberships. The U.S. Marine Corps Reserve, like its active duty component, has been successful in maintaining a reasonable level of Hispanic membership in the enlisted reserves; almost one in eight (11.7%) of the personnel is

Figure 12a
Percentage of Enlisted Members by Service and Race/Ethnicity
Selected Reserve Components, FY 1996



Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Latino. However, in FY 1996, there continued to be great disparity between the levels of Black and Hispanic representation throughout all other reserve components. For example, Blacks made up 27.8% of the Army Reserves, while Hispanics constituted 12%, yet they constituted 8.1%, respectively, of the 18-to-44-year-old civilian labor force. The Air Force Reserve was the component with the lowest proportion of Hispanics (5.3%).

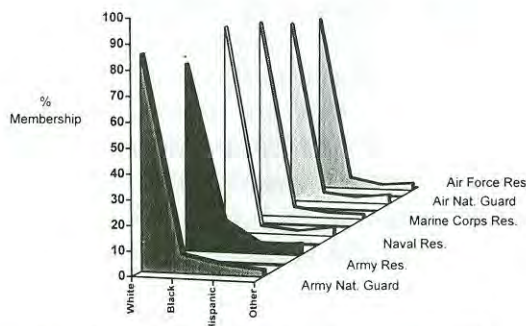
Disparity in levels of representation were even more dramatic within the Reserve Officer cadre. Among all racial/ethnic groups, the data reflect that Latinos have the lowest levels of representation throughout all but two of the Selected Reserve Components, the Army National Guard and the U.S. Marine Corps Reserves. In particular, only 1.6% of the Naval Reserve is Hispanic - the Officer cadre with the most inadequate representation of Latinos. In addition, only 3.1% of Selected Reserve Officers in all components combined are Latinos (see Figures 13a and 13b).

Figure 12b
Percentage of Enlisted Members by Service and Race/Ethnicity
Selected Reserve Components, FY 1996

Component	White	Black	Hispanic	Other	Total
Army National Guard	72.80	16.74	7.12	3.34	100.00
Army Reserve	57.70	27.81	8.05	6.44	100.00
Naval Reserve	74.96	14.30	6.75	3.99	100.00
USMC Reserve	69.90	12.77	11.68	5.65	100.00
Air National Guard	80.04	8.67	5.46	5.83	100.00
Air Force Reserve	2.13	18.04	5.32	4.50	100.00
Total Selected Reserve	70.24	17.96	7.18	4.63	100.00

Rows and columns may not add due to rounding.
 Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Figure 13a
Officer Corps by Race/Ethnicity (%)
Selected Reserve Components, FY 1996



Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Figure 13b
Officer Corps by Race/Ethnicity (%)
Selected Reserve Components, FY 1996

Component	White	Black	Hispanic	Other	Total
Army National Guard	85.69	7.49	4.20	2.62	100.00
Army Reserve	78.43	13.28	3.40	4.89	100.00
Naval Reserve	91.42	3.26	1.57	3.75	100.00
USMC Reserve	90.95	4.51	2.37	2.16	100.00
Air National Guard	88.15	4.52	2.81	4.52	100.00
Air Force Reserve	88.33	5.58	2.41	3.68	100.00
Total Selected Reserve	84.94	8.10	3.10	3.85	100.00

Rows and columns may not add due to rounding.
 Source: *Population Representation in the Military Services, Fiscal Year 1996.*

C. DIVERSITY - ACCESSIONS IN THE ACTIVE AND SELECTED RESERVE COMPONENTS, FY 1996

Thus far, the analysis of the data regarding racial/ethnic representation has focused on the characteristics of the active and selected reserve components. During FY 1996, 179,000 Active Component non-prior service individuals (individuals who had not previously served in the military) were recruited in the enlisted ranks. Hispanics continued to be underrepresented in this population; that year, 9.8% of the personnel were Hispanic, while 14.3% of 18-to-24-year-old civilians were Hispanic. As a comparison, of Total Active accessions, 19.1% were Black and 66.1% were White. (See Figure 14a.)

As Figures 14a and 14b show, the Marine Corps continued to demonstrate the highest proportion of both male and female Hispanic accessions (13%) in FY 1996, followed by the Navy, Army, and Air Force (11%, 9%, and 7%, respectively). Compared to females in other branches, Hispanic females are especially underrepresented in the Air Force, although

Figure 14a
Accession of Enlisted Personnel by Service, Gender, and Race/Ethnicity
(Number of Individuals and Percentage)
Active Components, FY 1996

	Number of Individuals																	
	Army			Navy			Marine Corps			Air Force			Total Active			18-24 Yr. Old Civilians		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
White	37,111	7,301	44,412	25,244	3,910	29,154	21,227	1,345	22,572	17,020	5,242	22,262	100,602	17,798	118,400	8,214,011	8,250,686	16,464,697
Black	11,322	5,061	16,383	7,116	1,755	8,871	3,981	435	4,416	2,935	1,682	4,617	25,354	8,933	34,287	1,657,864	1,900,742	3,558,606
Hispanic	5,059	1,140	6,199	4,342	767	5,109	3,930	280	4,219	1,470	567	2,037	14,810	2,754	17,564	1,842,533	1,690,170	3,533,023
Other	2,280	636	2,916	2,581	429	3,010	1,210	114	1,324	1,170	462	1,632	7,241	1,641	8,882	566,441	596,047	1,162,488
Total	55,772	14,138	69,910	39,283	6,861	46,144	30,357	2,174	32,531	22,595	7,953	30,548	148,007	31,126	179,133	12,281,169	12,437,645	24,718,814

	Percent																	
	Army			Navy			Marine Corps			Air Force			Total Active			18-24 Yr. Old Civilians		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
White	66.54	51.64	63.53	64.26	56.99	63.18	69.92	61.87	69.39	75.33	65.91	72.88	67.97	57.18	66.10	66.88	66.34	66.61
Black	20.30	35.80	23.43	18.11	25.58	19.22	13.11	20.01	13.57	12.99	21.15	15.11	17.13	28.70	19.14	13.50	15.28	14.40
Hispanic	9.07	8.06	8.87	11.05	11.18	11.07	12.98	12.88	12.97	6.51	7.13	6.67	10.01	8.85	9.81	15.01	13.59	14.29
Other	4.09	4.50	4.17	6.57	6.25	6.52	3.99	5.24	4.07	5.18	5.81	5.34	4.89	5.27	4.96	4.61	4.79	4.70
Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source: *Population Representation in the Military Services, Fiscal Year 1996.*

they make up a slightly larger share of total Hispanic Air Force recruits compared to males (7% versus 6.5%).

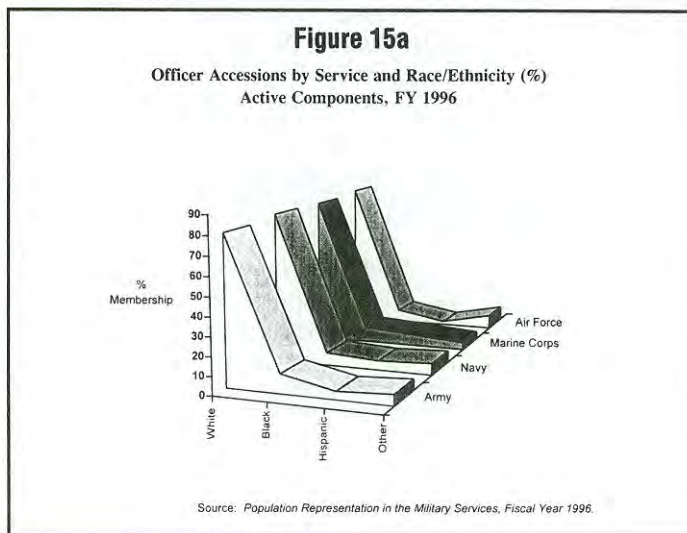
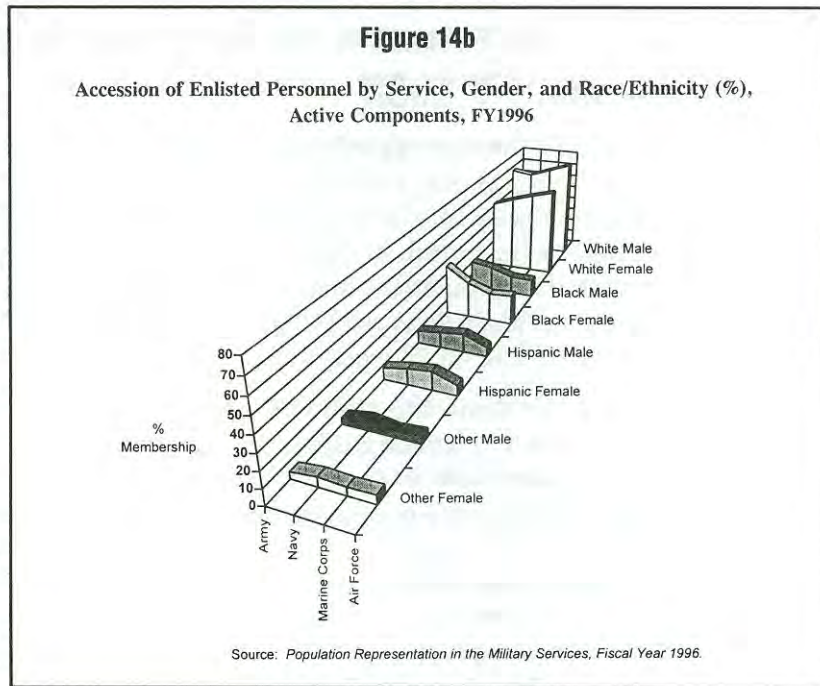
In terms of other minority representation, Black men comprised 17% of the DoD Total Active recruits, while Black women made up 29% of the female recruits. This contrasted significantly with recruitment of Hispanic men, who comprised 10% of the DoD recruits; Hispanic women made up 9% of the female recruits. Members of the "Other" racial

minorities (e.g., American Indians, Asian/Pacific Islanders), were recruited at levels proportionate to their representation among 18-to-24-year-old civilians (about 5% each). Figure 14b illustrates these relationships.

The corresponding levels of officer accessions in FY 1996 is illustrated in Figure 15a. Not surprisingly, Hispanic representation remained quite low.

In addition, data shown in Figure 15b regarding the number of Hispanic officer accessions reveal that a total of 602 Hispanics, from a potential pool of over 680,000 Hispanic college graduates, were recruited, representing only 4% of the officers recruited that year. The Marine Corps continued to lead in this recruitment, where over 6% of officer accessions were Hispanic, followed by the Navy at 5.2%.

The dramatic level of underrepresentation of Hispanics in the



Army and Air Force is quite evident in an examination of the FY 1996 recruitment data for these Services (4.3%, and 2%, respectively) and a comparison to the Hispanic proportion of civilian college graduates (4.9%). During this time, the rate of accession of African Americans to the Officer Corps remained above the percentage of Black college graduates. In fact, Blacks represented 8.3% of all officers recruited within the DoD in FY 1996, while they comprised 7.3% of the potential recruitment pool. The Army led with 10.4% Black recruitment, followed by the Marine Corps and Air Force (8.4% and 7.1%, respectively). However, Black Officer Accessions in the Navy are lower than the proportion of Black civilian college graduates (6.9% vs. 7.3%), as shown in Figure 15b. During this same period, Whites accounted for four out of five (81.3%) of the Officer Accessions in the total military, a figure comparable to their proportion of civilian college graduates (80.5%). Whites were slightly overrepresented in the Air Force (83%).

Figure 15b
Officer Accessions by Service and Race/Ethnicity (Number and Percentage)
Active Components, FY 1996

	Army		Navy		Marine Corps		Air Force		Total Active		Civilian College Graduates	
	#	%	#	%	#	%	#	%	#	%	#	%
White	3,947	79.51	3,149	81.62	1,270	81.15	3,792	83.05	12,158	81.31	11,084,869	80.45
Black	516	10.39	267	6.92	131	8.37	326	7.14	1,240	8.29	1,000,991	7.26
Hispanic	214	4.31	199	5.16	100	6.39	89	1.95	602	4.03	680,806	4.94
Other	287	5.78	243	6.30	64	4.09	359	7.86	953	6.37	1,012,502	7.35
Total	4,964	100.00	3,858	100.00	1,565	100.00	4,566	100.00	14,953	100.00	13,779,168	100.00

Columns may not add to totals due to rounding.
Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Data reflecting Warrant Officer Accessions closely parallels the cumulative demographic profile for the Warrant Officer Corps up to FY 1996. As Figures 16a and 16b show, the Marine Corps increased slightly its rate of accessions of Hispanics (6.1%), compared to their existing Latino membership (6%). Unfortunately, the level of Hispanic recruitment by the Army and Navy decreased from their level of representation in the Active Component Warrant Officer Corps for FY 1996 (Army from 4.1% to 4% and

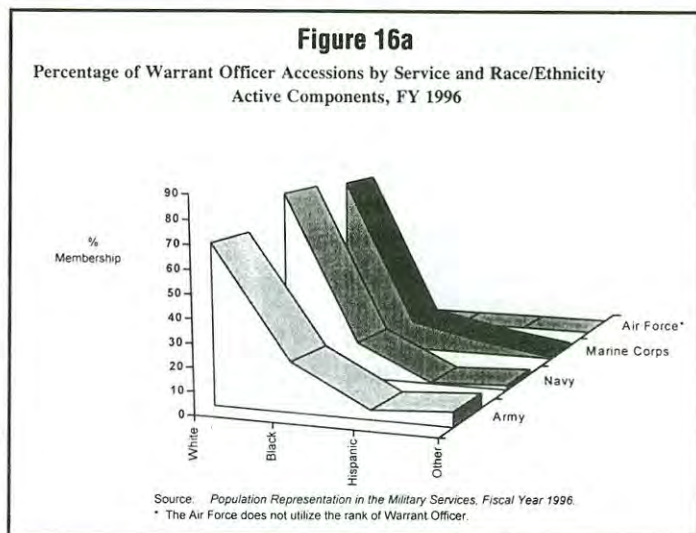


Figure 16b
Warrant Officer Accessions by Service and Race/Ethnicity (Number and Percentage)
Active Components, FY 1996

	Army		Navy		Marine Corps		Air Force		Total Active	
	#	%	#	%	#	%	#	%	#	%
White	580	68.40	163	81.50	157	79.70	0	NA	900	NA
Black	181	21.34	32	16.0	26	13.20	0	NA	239	NA
Hispanic	34	4.01	1	0.50	12	6.09	0	NA	47	NA
Other	53	6.25	4	2.00	2	1.02	0	NA	59	NA
Total	848	100.00	200	100.00	197	100.00	0	NA	1,245	NA

Columns may not add to totals due to rounding.

Source: *Population Representation in the Military Services, Fiscal Year 1996.*

Navy from 1.6% to 0.5%). When viewed on a total military basis, of the 1,245 new Warrant Officers selected in FY 1996, Hispanics numbered only 47.

As shown in Figure 17a, the FY 1996 data regarding enlisted accessions for the Selected Reserve Services indicate a decline in Hispanic representation.

A comparison of "non-prior" and "prior" service experience seems to suggest that while accession rates for Whites and Blacks were parallel to the proportion of these groups in the Enlisted Se-

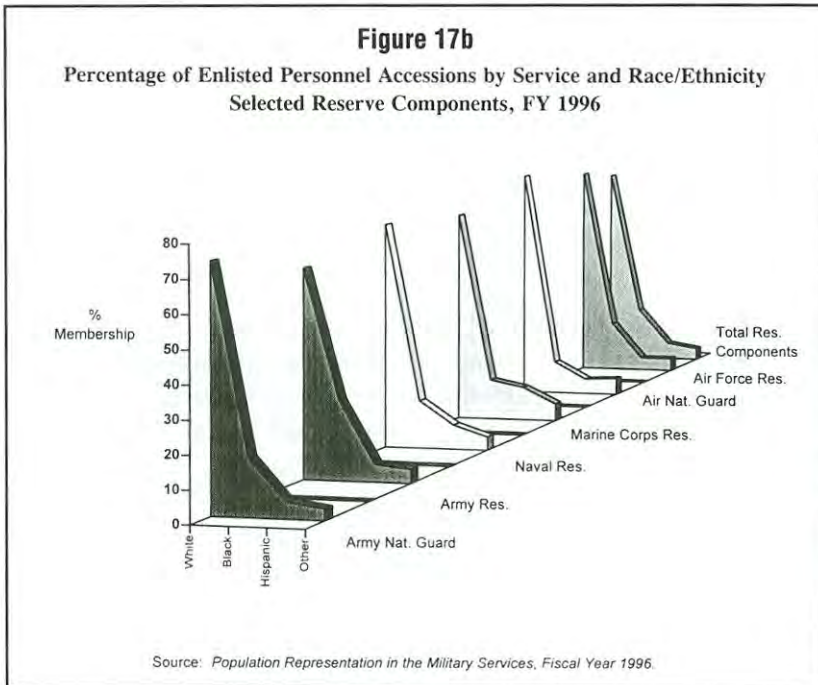
Figure 17a
Percentage of Enlisted Personnel Accessions by Service and Race/Ethnicity (%)
Selected Reserve Components, FY 1996

	Army National Guard	Army Reserve	Naval Reserve	Marine Corps Reserve	Air National Guard	Air Force Reserve	Total Reserve Components	Civilian*
NON-PRIOR SERVICE (NPS) (%)								
White	75.5	63.8	68.4	71.4	76.1	60.7	70.6	66.6
Black	14.9	24.2	13.8	10.9	10.3	25.0	17.4	14.4
Hispanic	5.9	7.6	10.8	11.2	5.4	4.5	7.3	14.3
Other	3.7	4.3	7.1	6.6	8.3	9.8	4.8	4.7
PRIOR SERVICE (%)								
White	72.9	65.9	72.9	67.5	79.0	75.8	71.0	71.9
Black	19.3	25.3	15.6	16.7	11.4	16.1	19.6	12.3
Hispanic	4.5	4.5	7.5	11.1	5.1	4.4	5.5	11.7
Other	3.3	4.4	4.0	4.7	4.5	3.7	3.9	4.1
TOTAL ACCESSIONS (%)								
White	74.0	65.2	72.4	69.7	78.1	74.0	70.8	
Black	17.4	24.9	5.4	13.4	11.1	17.2	18.8	
Hispanic	5.1	5.6	7.9	11.2	5.2	4.4	6.1	
Other	3.5	4.4	4.3	5.8	5.7	4.5	4.2	

* Non-Prior Service civilian comparison is 18-24 year-old civilians; Prior Service civilian comparison is 20-39-year-old civilian labor force.

Columns for Non-Prior, Prior, and Total Accessions may not add to total due to rounding. Rows may not add to total due to rounding.

Source: Civilian data from Bureau of Labor Statistics Current Population Survey File, October 1995-September 1996.



lected Reserve Force, the accession rate for Hispanics was lower than their proportion in the Enlisted Selected Reserve Force. In FY 1996, 70.8% of the Total Accessions were Whites, as illustrated in Figure 17a, while the proportion of 1996 Enlisted Selected Reserve Force that was White was 70.2% (See Figure 12b on page 22). Similarly, 18% of the 1996 Total Accessions were Blacks, a figure which is comparable to their percentage of the 1996

Enlisted Selected Reserve Force (18.8%). By contrast, 6.1% of the Total Accessions were Hispanic, a proportion lower than that of their representation in the Total 1996 Selected Reserve Force (7.2%), suggesting that, at this rate of replacement, accessions are not likely to increase the proportion of the Reserve Force that is Latino.

Figures 18a and 18b display data regarding the accessions of officers in the individual components and the Total Selected Reserve Force for FY 1996. The FY 1996 accession rates for Blacks (7.9%) and Hispanics (2.9%) shown below declined slightly from the levels of representation of officers in the Selected Reserve Components in FY 1996, illustrated in Figure 13b on page 22. That data show that one-twelfth (8.1%) of the 1996 Officer Corps in the Selected Reserve Components was Black and one in 33 (3.1%) was Hispanic.

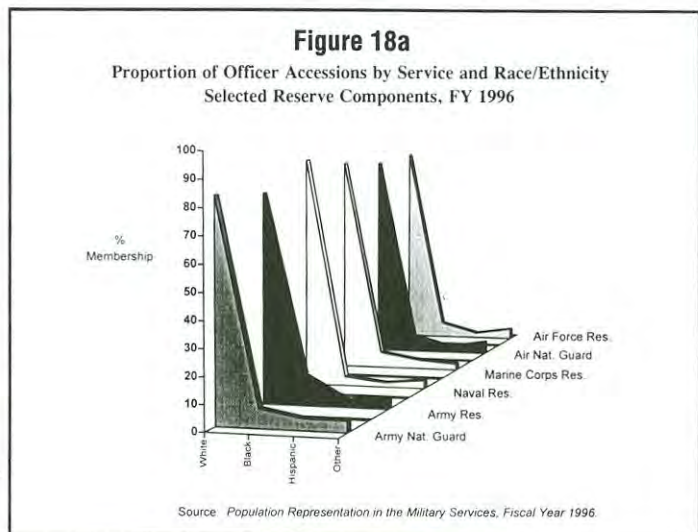


Figure 18b
Officer Accessions by Service and Race/Ethnicity (%)
Selected Reserve Components, FY 1996

Component	White	Black	Hispanic	Other	Total
Army National Guard	83.8	7.4	4.5	4.3	100.00
Army Reserve	81.2	11.7	2.8	4.3	100.00
Naval Reserve	91.4	3.6	1.8	3.2	100.00
USMC Reserve	87.5	6.4	3.7	2.4	100.00
Air National Guard	85.2	7.0	2.6	5.1	100.00
Air Force Reserve	86.6	6.6	2.2	4.6	100.00
Total Selected Reserve	85.3	7.9	2.9	4.0	100.00

Rows may not add to total due to rounding.

Source: *Population Representation in the Military Services, Fiscal Year 1996.*

While there has been some progress in addressing the underrepresentation of Hispanics in the DoD workforce during the 1990s, the percentage of Latino employees generally lags behind that of other minority groups. The preceding sections of this report present data showing that for FY 1996 Hispanics accounted for only 6.3% of the DoD civilian workforce and 6.1% of the Active Military, although they constituted 10% of U.S. workers. Further, Hispanics are

most likely to be over-represented at the lowest pay grades, with the least responsibilities and developmental opportunities. Finally, Latinos are dramatically underrepresented at the higher pay grades in both the civilian DoD and military workforce.

III. CONCLUSIONS AND IMPLICATIONS

As the data in the preceding sections show, Hispanics are underrepresented in the DoD workforce relative to their proportion in the U. S. labor force. In fact, collectively, these data indicate that the degree of underrepresentation of Hispanics worsened between 1986 and 1996. Several findings, as summarized below, are especially noteworthy:

- ❖ **Hispanics remain the only underrepresented minority group in the civilian DoD workforce.** According to the Defense Manpower Data Center, in 1996 Hispanics accounted for only 6.3% of the DoD civilian workforce, while 11.2% of the U.S. civilian labor force was Hispanic.
- ❖ **Fifty years after the signing of Executive Order 9981 declaring “equality of treatment and opportunity for all persons in the armed services,” Hispanics continue to be underrepresented in virtually all of the Active and Reserve Components.** In FY 1996, 6.9% of the military was Hispanic, resulting in a gap of 4.3 percentage points when compared with the proportion of Latinos in the U.S. labor force.
- ❖ **The Marine Corps and the Navy have generally been more successful at recruiting greater proportions of Hispanics than the Army and the Air Force.** In FY 1996, the highest representation of Hispanics was in the Marine Corps (11%) and in the Navy (8.1%). The proportions of Latinos in the Army and Air Force were somewhat smaller, 6.2% and 4.4%, respectively.
- ❖ **Latinos in the Active Components are underrepresented throughout the ranks, while Blacks and Whites are generally overrepresented among the enlisted active duty membership, the Warrant Officers, and the Officer Corps.** In FY 1996, Hispanics accounted for only 7% of the enlisted active duty membership, 4% of the Warrant Officers, and 3% of the Officer Corps relative to their 11% of the 18-to-44-year-old comparable civilian population. Meanwhile, Blacks and Whites were generally overrepresented among the enlisted active duty membership, the Warrant Officers, and the Officer Corps. While Blacks made up 12% of the 18-to-44-year-old comparable civilian population, they accounted for 22% of the enlisted and 13.5% of the Warrant Officers, and 7% of the Officer Corps. Whites represented 72% of the 18-to-44-year-old civilian population and accounted for 66% of the enlisted active duty membership, 78% of the Warrant Officers, and 86% of the Officer Corps.
- ❖ **Among Hispanics currently in the military, data show that they are disproportionately concentrated in the lowest pay grades, with the fewest responsibilities and opportunities.** In 1996, more than 41% of enlisted Hispanics were at the E-1 through E-3 (lowest) pay grades, compared to 26% of enlisted Blacks and 30% of enlisted Whites. These pay grades account for almost one-third (30%) of the total enlisted military personnel. In examining the membership in the top enlisted ranks (E-6 through E-9), 9% were Latinos, while 30% were Black and 25% White. The E-6 through E-9 pay grades represent more than one-fourth (26%) of the total enlisted membership.

- ❖ **Hispanics were disproportionately underrepresented among the Selected Reserve Components, in both enlisted and commissioned ranks.** Hispanics accounted for 7% of the Selected Reserve enlisted personnel and 3% of the Officer Corps. Yet, 11% of the 18-to-44-year-old comparable civilian population was Hispanic in 1996. By comparison, Whites represented 72% of the 18-to-44-year-old civilian population, and they accounted for 70% of the Selected Reserve enlisted personnel and 85% of the Officer Corps. In addition, 18% of the Selected Reserve enlisted and 8% of the Officer Corps of the active force were Black, relative to their 12% membership in the 18-to-44-year-old comparable civilian population.
- ❖ **Although the total representation of women in the military has increased, Hispanic women continue to be underrepresented, while Black women are significantly overrepresented among the enlisted personnel.** In FY 1996, Hispanic women constituted 9.6% of the U. S. labor force, but only accounted for 6.5% of the enlisted women in the military. In contrast, 34% of the enlisted women in the military were Black, although Black women made up 13.5% of the U. S. workforce that year.

These findings underscore two serious concerns. First, continued underrepresentation in the military deprives Latinos of a critically important vehicle for improving their socioeconomic status. Historically, military service, as well as employment in the federal workforce, has provided a range of opportunities for racial and ethnic groups in the U.S. — many of whom were excluded from other sectors of the workforce. For example, as a result of their military experience, many enlisted personnel were able to increase their educational levels, gain valuable skills, and have access to financial tools, like loans for higher education or homes, that facilitated their entrée into the middle class. In addition, the combination of educational opportunities and on-the-job experience has turned hundreds of thousands of Americans into highly skilled and very marketable private sector employees who daily contribute to the nation's propensity. It is troubling that one of the paths to professional employment and economic stability is limited for today's generation of young Hispanics, especially given the Latino population's growth, their educational profile, and their work ethic.

Second, these findings demonstrate the critical gap between the levels of Hispanic representation within the DoD and the percentage of Latinos in the U. S. labor force. While there have been recent improvements in the representation of Hispanics in the DoD workforce, they have been insufficient. In fact, if current trends continue, it is likely that the proportion of Hispanics will continue to fall further behind, both relative to their population growth and to other racial/ethnic groups.

NCLR believes that several factors contribute to the underrepresentation of Hispanics in the DoD workforce. First, the nation has experienced dramatic demographic shifts over the past decade. Between 1986 and 1996, the Hispanic population grew by 68%, from 19.2 million to 28.3 million. In addition, compared to other Americans, Hispanics are younger;

for example, one-third of the population is under 18. At the same time, the non-Hispanic White population has aged. These changes have occurred at a time when the overall DoD workforce has been shrinking.

Third, the Hispanic population has, on average, the lowest education attainment of all major racial/ethnic groups. In 1995, the Hispanic status dropout rate — the proportion of Hispanic young adults who are not in school and have not graduated — was over three times higher than that of Whites and over two times higher than that of Blacks. Specifically, in 1995, 30.0% of Hispanics, 8.6% of Whites, and 12.1% of Blacks did not have high school diplomas. In 1995, for the population group of 15-to-29-year-olds, 92% of Whites had completed high school, compared with 86.8% of Blacks and only 57.2% of Latinos.

Fourth, in part because of their education status, Latinos are concentrated in low-wage occupations, which are expected to experience little or no growth over the next decade. In 1996, 27% of employed Hispanic men worked as operators, fabricators, and laborers, and 19.4% worked in precision production, craft, and repair occupations. By 2005, according to the Bureau of Labor Statistics, the share these jobs comprise of total occupations is expected to decline.

Taken together, these trends might explain a part of the underrepresentation phenomenon, particularly at a time when educational and skills-based qualifications for military service have increased.

Fifth, a legally-mandated eligibility requirement for employment in Federal civil service positions is U.S. citizenship. However, data show that, in 1990, approximately one-third of Hispanic adults were non-citizens, compared to less than three percent of non-Hispanics in the civilian labor force in 1990. This proportion of Latinos is effectively barred from civil service employment and reduces the pool of Hispanic applicants from which DoD can draw, although this does not explain Latino underrepresentation in the armed service, where U. S. citizenship is not a prerequisite.

Sixth, there are data that suggest that the Federal jobs that pay the least, as well as those that have experienced the greatest declines in number of available slots, are those with the highest concentrations of Hispanics. In September of 1991, there were 19,913 Hispanics employed in Federal clerical positions and 23,669 in traditional blue-collar positions. By September 1996, the shrinking Federal workforce reduced the employment of Hispanics in clerical positions by 35.8% to 12,792 and by 19.1% to 19,152 for Hispanics in blue-collar jobs.

While these factors help to explain some portion of the current degree of underrepresentation of Hispanics in the military, they do not fully account for the existing disparities, especially given the fact that the DoD has overcome similar barriers faced by other groups. For example, data on the proportion of Latinos in the military have been collected since FY 1973. Except for 1977 and 1979, Hispanics have been consistently underrepresented in DoD, sug-

gesting that the recent downsizing that the military has experienced, or the other socioeconomic characteristics of the Hispanic community discussed above, are not principal factors explaining the historically low levels of Hispanic participation.

In addition, data on the proportion of African Americans in the military suggest that the DoD has had success in recruiting and retaining men and women who share similar socioeconomic characteristics with Hispanics. For instance, Black educational attainment levels, until recently, resembled those of Hispanics; while their high school completion rates have improved significantly over time, the proportion of Blacks with college degrees is only slightly higher than that of Hispanics. Similarly, African Americans tend to be concentrated in the same types of jobs as Hispanics and face somewhat comparable unemployment rates. Income and poverty data also show that Blacks and Hispanics continue to face the same economic challenges. And both groups tend to live in urban areas; in some cases, as in the Northeast, they share the same geography. Despite this profile, African Americans are significantly overrepresented in the DoD.

With respect to citizenship and geography, also believed to account for some of the discrepancy in the participation of Hispanics in the DoD, such characteristics would suggest that Asian Americans should be much more underrepresented than Hispanics. Recent data show that Asians tend to be concentrated in the western United States and, similar to Hispanics, one-third (33.9%) are non-citizens. Yet, DoD data show that Asians are slightly over-represented in the services.

Moreover, this discussion suggests that, while demographic and other circumstances do contribute to the current low levels of Hispanic representation in the DoD, they are not impossible to overcome. The DoD's record and experience with other groups should be the basis for improving opportunities for increasing the proportion of Hispanics in the military. This challenge should be made easier by data that show that young Hispanic males ages 16-21 are slightly more likely than their Black peers and much more likely than their White counterparts to exhibit a propensity for military service. According to information reported by the U.S. Army 5th Recruiting Brigade (July 1998), 7% of 16-21-year-old Hispanic youth indicated "interest" in "unaided" military service (i.e., without financial incentives). This figure rose to 27% when financial incentives, such as enlisted bonus, loan repayment programs, and tuition assistance options ("aided" military service) were considered. In comparison, the data for unaided and aided propensity for military service for Blacks was 6% and 26%, and 4% and 14% for Whites, respectively. Such findings underscore the aspirations of young Hispanics with respect to serving their country and should be considered in strategies that the DoD develops to address the existing disparities.

Moreover, despite some of the issues discussed above, the achievements of the Marine Corps in building Hispanic membership are noteworthy. Through aggressive recruitment and the implementation of leadership initiatives such as Operation Order 1-95, Campaign Plan to Increase Diversity Within the Officer Corps of the Marine Corps, as well as by utilizing Diversity Interest Groups, the Marines continue to demonstrate significant gains in

ethnic/racial diversity. The success of the Marines in recruiting, retaining, and promoting Hispanics should serve as a model for the other branches to follow.

Despite the noted obstacles, therefore, NCLR believes that the downward trend of Hispanic participation throughout the military services can be reversed through concerted effort and widespread reform. Specifically, NCLR recommends that the DoD:

- ❖ **Identify and acknowledge employment problems related to diversity.** In order to address the discrepancies outlined above, the DoD must recognize that such problems exist. As this report demonstrates, the data on diversity are widely available and one of the functions of collecting and analyzing racial/ethnic employment data is to measure the representation and success of diverse American groups in the workplace. In this instance, such data underscore where gaps exist and help to identify the areas in which the DoD should strengthen efforts to recruit, retain, and promote Hispanics. Before practices and policies can be put in place to address these gaps, widespread recognition that problems exist is needed.
- ❖ **Demonstrate visible leadership and serious commitment at the highest levels.** NCLR believes that the small proportion of Hispanics throughout the military will be increased only when such a change is acknowledged to be a priority of the DoD by high-ranking leaders within DoD. The success of the DoD in improving the participation of African Americans, as well as the achievements of the Marines in recruiting Hispanics, were the result of commitment, priority, and concerted effort.
- ❖ **Revise outreach and recruitment strategies to increase the presence of Latino personnel.** The disparity between the percentage of Hispanic employees within the DoD and the projected levels of Latinos as a proportion of the total U.S. population indicates the necessity for special outreach strategies. The DoD must be creative and aggressive in its efforts to address Latino underrepresentation within its workforce, especially in light of Census Bureau population projections that indicate that Hispanics will soon become the largest minority in the United States. The DoD should consider identifying and expanding to other components strategies used by the Marine Corps and the Navy successfully to recruit Latinos. Further, significant efforts need to be initiated to recruit from diverse and non-traditional applicant pools in order to identify qualified Hispanics for all levels within the DoD.
- ❖ **Ensure that DoD managers and supervisors utilize accurate information about the current representation of racial/ethnic groups and be committed to achieving the statutory goal of full representation.** Developing a diverse workforce comparable to the available U.S. civilian labor force will require government agencies and their managers to collect and analyze racial/ethnic data frequently, understand representation issues, be sensitive and responsive to changing demographics, and commit to actions that will result in real progress for the Hispanic population. Components should periodically conduct internal studies to assess current status, set measurable goals, and evaluate progress with respect to Hispanic recruitment and retention.

- ❖ **Involve Hispanic organizations in the development of a rigorous process to resolve the underrepresentation of Latinos in DoD.** The DoD should institute partnerships with a range of Latino organizations that work with students and the military, or that have expertise in reaching the Hispanic community. These include Hispanic colleges and universities or Hispanic Serving Institutions (HSIs), the American GI Forum, ASPIRA, LULAC, and the National Council of La Raza. In addition, alliances like the Hispanic Education Coalition, which bring together Latino organizations who seek to improve education and workplace opportunities for Hispanics, are a resource which the DoD should involve to help shape strategies for addressing these concerns.

These recommendations should form part of an overall strategy for the military, especially in light of the nation's goal to continue to prepare its workers for the new millennium and fuel a vibrant economy. Sustained economic prosperity can only be achieved if Hispanics and all Americans are adequately educated and well trained to move the nation forward. In this sense, the role of the military in the U.S. has always gone beyond that of national defense to include opportunities and experiences that are transferable to — and valuable for — civilian society. Indeed, it is in the nation's interest to ensure that this career path for American workers is also available to Hispanic young adults.

To follow up on this study and further discuss these issues, as well as to begin to outline specific strategies, initiatives, plans, and programs that the DoD can pursue to increase the proportion of Hispanic employees at all levels, NCLR will coordinate a series of activities, including round table discussions with DoD personnel and others with expertise in this field. Based on these activities, NCLR expects to produce follow-up materials designed to identify and promote effective "best practices" in reducing underrepresentation. It is NCLR's hope that both this report and its follow-up work, combined with DoD efforts, will positively influence the recruitment and retention of, as well as opportunities for, Hispanics within the Department of Defense workforce.

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Los Angeles, CA

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