

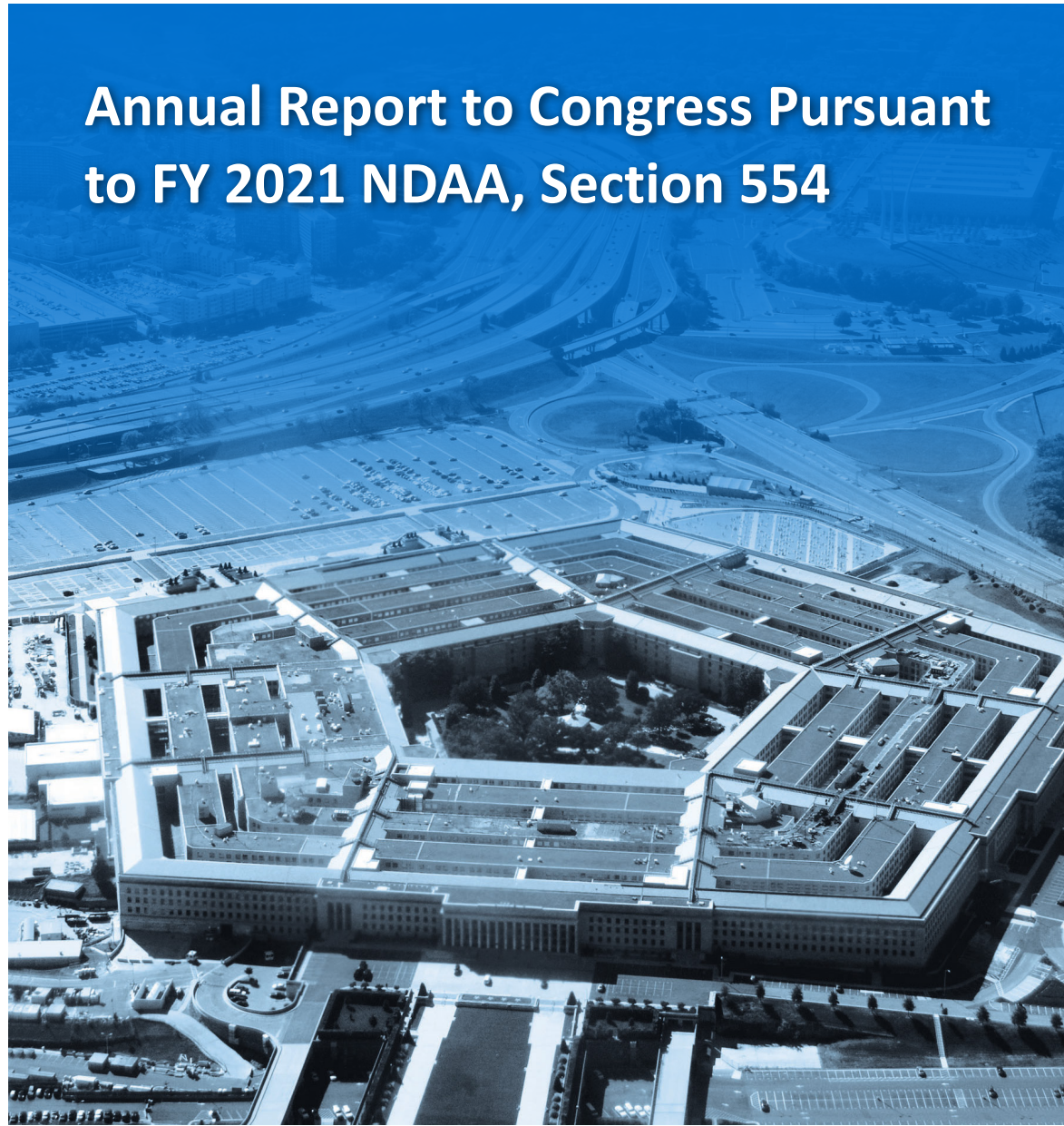


Report No. DODIG-2025-048

INSPECTOR GENERAL

U.S. Department of Defense

NOVEMBER 27, 2024



Annual Report to Congress Pursuant to FY 2021 NDAA, Section 554

INDEPENDENCE ★ INTEGRITY ★ EXCELLENCE ★ TRANSPARENCY





**OFFICE OF INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
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Introductory Message

This annual report addresses the reporting requirements according to section 554 of the FY 2021 National Defense Authorization Act (NDAA).¹ Section 554 requires the DoD Inspector General (IG) to submit annual reports to keep Congress informed on findings and recommendations related to:

(i) the effects of policies, programs, systems, and processes of the Department, regarding personnel, on diversity and inclusion in the Department and (ii) the effectiveness of such policies, processes, and tracking mechanisms, along with data regarding actions taken against military members who engaged in prohibited activities.²

Section 554 also requires the Secretary of Defense to establish policies, processes, mechanisms, and reporting requirements being standard across the covered Armed Forces, on participation in prohibited activities. In addition, the Secretary of Defense must detail the implementation of these requirements, as well as annual data pertaining to prohibited activities in the annual report. According to a February 8, 2021 memorandum from the Secretary of Defense, the DoD IG has assumed delegated responsibility for the annual report.³

FOR THE INSPECTOR GENERAL:

A handwritten signature in black ink that reads "Bryan Clark".

Bryan T. Clark
Assistant Inspector General for Evaluations
Programs, Combatant Commands,
and Operations

¹ Public Law 116-283, "William M. (Mac) Thornberry National Defense Authorization Act for Fiscal Year 2021," section 554, "Inspector General Oversight of Diversity and Inclusion in Department of Defense; Supremacist, Extremist, or Criminal Gang Activity in the Armed Forces."

² Section 554 defines "prohibited activity" as an activity prohibited under DoD Instruction (DoDI) 1325.06, "Handling Dissident and Protest Activities Among Members of the Armed Forces," or any successor instruction. The DoD republished the Instruction on December 20, 2021 (Incorporating Change 2), and changed the title to, "Handling Protest, Extremist, and Criminal Gang Activities Among Members of the Armed Forces."

³ Secretary of Defense Memorandum, "Delegation of Authority to Appoint Deputy Inspector General Required by National Defense Authorization Act for Fiscal Year 2021," February 8, 2021.



Background

Public Law 116-283, “William M. (Mac) Thornberry National Defense Authorization Act for FY 2021,” contained section 554 titled, “Inspector General Oversight of Diversity and Inclusion in Department of Defense; Supremacist, Extremist, or Criminal Gang Activity in the Armed Forces.”⁴ Section 554 requires that the DoD Inspector General (IG) submit annual reports to keep Congress informed on findings and recommendations on:

(i) the effects of policies, programs, systems, and processes of the Department, regarding personnel, on diversity and inclusion in the Department and (ii) the effectiveness of such policies, programs, systems, and processes in preventing and responding to supremacist, extremist, and criminal gang activity of a member of the Armed Forces.⁵

Section 554 also requires the Secretary of Defense to establish policies, processes, and mechanisms that ensure that all allegations and related information of a member of the covered Armed Force engaged in a prohibited activity are referred to the DoD IG. Further, the established policies, processes, and mechanisms must ensure that the DoD IG can document and track the referral for purposes of an investigation or inquiry of an allegation. The allegation would be investigated by a military criminal investigative organization, an IG, a military police or security police organization, a military commander, another organization or official of the Department, or a civilian law enforcement organization or official.

In accordance with section 554, this report discusses policies, processes, and mechanisms implemented across the DoD to ensure that all alleged prohibited acts are referred to the DoD Office of Inspector General (OIG). Additionally, this report presents findings and recommendations from published oversight work as well as ongoing work on diversity management and preventing and responding

⁴ Section 554 is codified at section 141, title 10, United States Code, in the notes accompanying the section. The most current version of the statute, including amendments, is at that location.

⁵ This report details the progress toward policies and procedures related to diversity management and prohibited activities during FY 2024. However, the effect and effectiveness of these new policies cannot be assessed until they are fully implemented.

to participation in prohibited activities for FY 2024.⁶ The Offices of the Army IG, the Naval IG, and the Air Force IG provided the information contained within the report for their respective Military Departments (MILDEPs).⁷ The DoD OIG did not independently verify the information provided by the Service IGs.

Published Reports Related to DoD Diversity Management

For the reporting period of October 1, 2023, through September 30, 2024, the DoD OIG identified 19 published reports on diversity management with a total of 165 recommendations. They comprise:

- six DoD OIG reports with 50 recommendations,
- three Government Accountability Office (GAO) reports with 21 recommendations,
- one Army Audit Agency (AAA) report with 1 recommendation,
- five RAND reports with 33 recommendations,
- one DoD Office of People Analytics report with 0 recommendations,
- one Defense Advisory Committee on Women in the Services report with 26 recommendations, and
- two Institute for Defense Analyses (IDA) reports with 34 recommendations.⁸

Many of these 165 recommendations were to improve the oversight of, or to develop, implement, or clarify policies, processes, and plans related to diversity management within the DoD. Identifying these oversight reports and other reports

⁶ For this report, diversity management includes the DoD diversity and inclusion management program, the DoD civilian equal opportunity employment program, and the DoD military equal opportunity program. The DoD defines “diversity management” in DoD Directive 1020.02E, “Diversity Management and Equal Opportunity in the DoD,” June 8, 2015 (Incorporating Change 2, June 1, 2018), as the plans made, and programs undertaken to identify and promote diversity within the DoD to enhance DoD capabilities and achieve mission readiness. DoD Directive 1020.02E establishes policy and assigns responsibilities to provide an overarching framework for addressing unlawful discrimination and promoting equal opportunity, diversity, and inclusion. DoD Directive 1020.02E defines civilian equal opportunity employment as the right of all DoD employees to apply, work, and advance based on merit, ability and potential, free from unlawful discrimination based on race, color, national origin, religion, sex (including pregnancy, gender identity, and sexual orientation when based on sex stereotyping), disability, age, genetic information, reprisal, or other unlawful factors. Additionally, the Directive defines military equal opportunity as the right of all Service members to serve, advance, and be evaluated based on only individual merit, fitness, capability, and performance in an environment free from unlawful discrimination on the basis of race, color, national origin, religion, sex (including gender identity), or sexual orientation.

⁷ Although in previous years we included sexual assault information in our annual report, we determined that section 554 does not require the MILDEPs to report on sexual assault. Therefore, we did not collect sexual assault data from the MILDEPs for this report or include sexual assault oversight reports. The DoD Sexual Assault Prevention and Response Office conducts comprehensive assessments of sexual assault in the Military and publishes the results in annual reports. Those reports are available for review at <https://www.sapr.mil/reports>. We reference the most recent annual report on sexual assault in the Military in Table 4 of this report.

⁸ The RAND Corporation is a research organization that develops solutions to public policy challenges. The IDA is a nonprofit institution that operates three federally funded research and development centers. Various DoD entities, such as the Office of the Secretary of Defense for Policy; the Office of the Army Deputy Chief of Staff, G-1; and the Department of the Air Force, commissioned the RAND and IDA reports identified in Table 1.

fulfills section 554 requirements to report findings and recommendations related to diversity management to Congress. See Table 1 below for the diversity management reports. Click the title to read the full report, if publicly available.

Table 1. Published Reports Related to Diversity Management in the DoD

Report Title	Report Number	Publication Date	Number of Recommendations
DoD OIG			
Evaluation of the DoD's Implementation of the NATO Policy on Preventing and Responding to Sexual Exploitation and Abuse	DODIG-2024-052	February 5, 2024	5
Review of the Navy and Marine Corps Policies Covering Sexual Harassment Complaint Processes	DODIG-2024-071	April 2, 2024	13
Review of the Army's Efforts to Prevent and Respond to Harassment of Soldiers	DODIG-2024-074	April 17, 2024	7
Review of the DoD Education Activity's Efforts to Respond to Discriminatory Harassment at Schools	DODIG-2024-077	April 22, 2024	6
Review of the DoD's Implementation of Expedited Transfer Policy Requirements	DODIG-2024-081	May 7, 2024	6
Evaluation of Selected DoD Senior Colleges' Response to Allegations of Harassment	DODIG-2024-105	July 8, 2024	13
GAO			
Coast Guard: Issues and Policies Related to Sexual Orientation and Gender Identity of Service Members*	GAO-24-106436	November 15, 2023	1
Sexual Harassment: Actions Needed to Improve Prevention Training for Federal Civilian Employees	GAO-24-106589	February 26, 2024	14
Military Justice: Increased Oversight, Data Collection, and Analysis Could Aid Assessment of Racial Disparities	GAO-24-106386	May 23, 2024	6
AAA			
Diversity in Active Component Leadership Ranks	A-2024-0045-FIZ	April 26, 2024	1

Table 1. Published Reports Related to Diversity Management in the DoD (cont'd)

Report Title	Report Number	Publication Date	Number of Recommendations
RAND			
Women, Peace, and Security in Action: Including Gender Perspectives in Department of Defense Operations, Activities, and Investments	RRA1696-1	October 18, 2023	5
Retention of Racial-Ethnic Minorities in the Regular Army	RRA2011-1	November 30, 2023	4
Envisioning a New Racial Grievance Reporting and Redress System for the United States Military: Focused Analysis on the Department of the Air Force	RRA1570-1	January 18, 2024	5
Racial Disparity Root Cause Analysis for the Department of the Air Force Refining the Way Forward	RRA1574-1	April 10, 2024	19
Racial Disparities in the Department of the Air Force Military Justice System	RRA1751-1	April 10, 2024	0
DoD Office Of People Analytics			
2023 Workplace and Gender Relations Survey of Military Members	2024-081	May 2024	0
Defense Advisory Committee on Women in the Services			
2023 Annual Report	—	December 5, 2023	26
IDA			
Assessing the Impact of Removing Demographic Indicators from Military Selection Boards	P-33193	February 2024	10
Study on Reducing Barriers to Minority Participation in Elite Units in the Armed Services	P-33194	February 2024	24

* This report discusses the Coast Guard's adherence to Coast Guard and DoD policy regarding gender transition requests and Coast Guard members participation in DoD workforce surveys, which have included questions on sexual orientation and gender identity; therefore, we included it within the scope of this annual report.

Source: Compiled by the DoD OIG, based on data from the DoD OIG, GAO, AAA, the RAND Corporation, the DoD Office of People Analytics, the Defense Advisory Committee on Women in the Services, and the IDA.

Published Report Related to the DoD’s Prevention and Response to Prohibited Activities

For the reporting period of October 1, 2023, through September 30, 2024, the DoD OIG identified one published report on prohibited activities, an IDA report with 18 recommendations. Generally, these 18 recommendations were to update or clarify guidance and improve information sharing and data accuracy related to prohibited activity programs. Including this oversight report fulfills section 554 requirements to report findings and recommendations related to prohibited activities to Congress. See Table 2 for the oversight report related to prohibited activities. Click the title to read the full report.

Table 2. Published Oversight Report Related to Prohibited Activities in the DoD

Report Title	Report Number	Publication Date	Number of Recommendations
Institute for Defense Analyses			
Prohibited Extremist Activities in the U.S. DoD	P-33076	December 2023	18

Source: Compiled by the DoD OIG, based on data from the IDA.

Ongoing Projects on Diversity Management and Prohibited Activities

During the reporting period, the DoD OIG, the GAO, the Military Service audit agencies, and the Navy Human Resources Program, Resources and Force Readiness Division had 17 ongoing projects, including 12 projects related to diversity management and five projects related to the prevention of and response to prohibited activities. In accordance with section 554, these ongoing oversight projects, reviews, or studies may provide additional findings and recommendations on diversity management and the prevention of and response to prohibited activities. See Table 3 for the ongoing oversight projects. Click the title to read the DoD OIG announcement memorandums for the ongoing projects.

Table 3. Ongoing Oversight Projects Related to Diversity Management in the DoD and Prohibited Activities in the Armed Forces

Title	Objective	Announcement Date
DoD OIG		
<i>Diversity Management</i>		
Audit of the Military Services' Actions for Improving Diversity and Inclusion in the DoD	The objective of this audit is to determine the extent to which the Military Services implemented actions to improve Diversity and Inclusion that were approved by the Secretary of Defense and agreed to by the Military Services in 2020.	May 24, 2021
Audit of the DoD-Funded Science, Technology, Engineering and Mathematics Education Programs	The objective of this audit is to determine whether DoD-funded science, technology, engineering, and mathematics education programs were developed and assessed in accordance with Federal and DoD policies.	September 26, 2022
Evaluation of U.S. Air Force Recruitment and Retention of Female Pilots	The objective of this evaluation is to determine the extent to which the DoD's senior service colleges respond to allegations of harassment in accordance with DoD policy.	August 28, 2023
Audit of the DoD's Measures to Assess the Effectiveness of Actions to Address Barriers for Promotion Selection Boards	The objective of this review is to determine the effectiveness of the U.S. Army's actions to prevent and respond to harassment of Soldiers, including sexual harassment, bullying, and hazing, in accordance with Federal and DoD policies.	February 5, 2024
Review of the DoD's Implementation of the Military Parental Leave Program Policy	The objective of this review is to determine whether the U.S. Navy and U.S. Marine Corps effectively managed the Department of the Navy sexual harassment programs in accordance with Federal and DoD guidance.	March 25, 2024
Review of the Army's Future Soldier Preparatory Course	The objective of this review is to determine the effectiveness of the DoD Education Activity's efforts in preventing incidents of discriminatory harassment in accordance with policies and procedures.	April 29, 2024
Evaluation of the Military Services' Response to Complaints Related to Harassment Over Electronic Communications or Social Media	The objective of this evaluation is to assess the effectiveness with which the Military Services responded to complaints related to harassment over electronic communications or social media, in accordance with DoD Instruction 1020.03, "Harassment Prevention and Response in the Armed Forces."	May 6, 2024
Evaluation of the Air Force's Actions to Identify and Respond to Harassment of Service Members	The objective of this evaluation is to determine the effectiveness of the Air Force's actions to identify and develop action plans to respond in accordance with Federal and DoD policies to sexual harassment, bullying, and hazing of Service members.	June 3, 2024

Table 3. Ongoing Oversight Projects Related to Diversity Management in the DoD and Prohibited Activities in the Armed Forces (cont'd)

Title	Objective	Announcement Date
<i>Prohibited Activities</i>		
Evaluation of DoD Policy and Procedures for Responding to Reports of Violent Threats Made by Service Members	The objective of this evaluation is to determine whether the DoD, Services, and National Guard have adequate policies and procedures in place to respond to reports of violent threats made by Service Members.	February 5, 2024
Prohibited Activities Special Project	The objective of this special project is to identify best practices, inconsistencies, and potential gaps regarding the Military Departments' prevention and response to prohibited activities, including criteria, reporting processes, and electronic systems in accordance with Federal and DoD guidance.	February 12, 2024
Evaluation of the Military Departments' Implementation of Prohibited Activity Training to Prevent, Identify, and Counter Extremist Activities	The objective of this evaluation is to determine the effectiveness of the Military Departments' efforts to develop and implement prohibited activity training to prevent, identify, and counter extremist activities.	July 9, 2024
GAO		
<i>Diversity Management</i>		
DoD Diversity, Equity, and Inclusion Programs	GAO ongoing project objectives are not publicly available.	February 12, 2024
Transparency and Reporting on Sexual Violence in Junior Reserve Officers' Training Corps ¹	GAO ongoing project objectives are not publicly available.	April 15, 2024
<i>Prohibited Activities</i>		
Terrorist Watchlist Use and Assessment ²	GAO ongoing project objectives are not publicly available.	October 23, 2023
AAA		
<i>Diversity Management</i>		
Exceptional Family Member Program	AAA ongoing project objectives are not publicly available.	February 5, 2024
Air Force Audit Agency		
<i>Diversity Management</i>		
Audit Announcement, Sexual Assault Prevention and Response Training ¹	Air Force Audit Agency ongoing project objectives are not publicly available.	February 16, 2024

Table 3. Ongoing Oversight Projects Related to Diversity Management in the DoD and Prohibited Activities in the Armed Forces (cont'd)

Title	Objective	Announcement Date
Navy Human Resources Program, Resources and Force Readiness Division		
<i>Prohibited Activities</i>		
Developing an Evidence-Based Framework to Understand and Address Racial and Ethnic Violent Extremism	<p>The study will:</p> <ul style="list-style-type: none"> • build on current research by further developing a continuum-of-harm model linking environmental prevalence of racial and ethnic harassment to violent extremist behaviors; • identify promising evidence-based approaches to preventing violent racial and ethnic extremist behavior, including prevention activities and evaluation methods; • conduct supplementary data analysis to inform the prevention framework; and • make policy recommendations based on these analyses. 	March 31, 2023

¹ The planned scope of this project includes sexual harassment; therefore, we included it within the scope of this annual report.

² The planned scope of this project includes DoD procedures for screening individuals for participation in a prohibited activity; therefore, we included it within the scope of this annual report.

Source: Compiled by the DoD OIG, based on data from the DoD OIG, the GAO, AAA, the Air Force Audit Agency, and the Navy Human Resources Program.

Summary of FY 2024 Statutory Reports Related to Diversity Management and Prohibited Activities

The DoD, the Under Secretary of Defense for Personnel and Readiness (USD[P&R]), and the DoD OIG released statutory reports related to diversity management and prohibited activities during FY 2024. These reports are highlighted in Table 4.

Table 4. Statutory Reports on Diversity Management and Prohibited Activities

Organization	Title	Date
Diversity Management		
USD(P&R)	Department of Defense Annual Report on Sexual Assault in the Military, Fiscal Year 2023*	May 2024
DoD	Annual Report on Sexual Harassment and Violence at the Military Service Academies- Academic Program Year 2022-2023	May 2024
RAND		
Prohibited Activities		
DoD OIG	Annual Report to Congress Pursuant to FY 2021 NDAA, Section 554	November 30, 2023

* Because [Appendix F](#) of the subject report details the prevalence of sexual harassment in the Military for FY 2023, we included the DoD Annual Report on Sexual Assault in the Military for FY 2023 within the scope of this report.

Source: Compiled by the DoD OIG, based on data from the DoD OIG and the USD(P&R).

DoD Actions on Diversity Management

For the reporting period of October 1, 2023, through September 30, 2024, the DoD took actions to address diversity management within the Department. Specifically, the USD(P&R) issued a Strategic Plan for FY 2024 through FY 2028 that addresses diversity management within the DoD.⁹ Additionally, the Department of the Air Force (DAF) issued guidance to address diversity, inclusion, accessibility, racial disparities, and sexual harassment within the DAF. The Department of the Army and the Department of the Navy (DON) did not issue new policy or initiate new actions on diversity management during the reporting period.

DoD's People Strategy

The USD(P&R) Strategic Plan, “Enduring Advantages: A Department of Defense People Strategy,” for FY 2024 through FY 2028 provides guidance to ensure everyone within the DoD is respected, valued, and can access experiences that enhance their ability to execute the mission. The Strategic Plan establishes five goals for enhancing the DoD’s resiliency, innovation, and interoperability.

1. Enhance the DoD’s ability to address current and emerging mission challenges to deter war and ensure the Nation’s security.
2. Institutionalize a cohesive organizational framework that is effective, resilient, and sustainable.
3. Transform the DoD’s human capital strategies by leveraging global talent to achieve readiness, global relevance, and sustainable flexibility.
4. Advance a DoD culture that respects and values the contributions of every individual to the mission.
5. Broaden internal and external partnerships to support DoD’s mission achievement.

In addition, the Strategic Plan establishes the DoD’s intent to develop and implement a framework for workplace safety and harassment prevention and response efforts. According to the Strategic Plan, the DoD’s goal is to develop a safe workplace framework that aligns with the principle that the DoD institute a model workplace and environment that furthers safety and prevention policies, programs, and practices, preventing and addressing all forms of workforce harassment, sexual assault, discrimination, or retaliation.

⁹ USD(P&R) Strategic Plan, “Enduring Advantages: A Department of Defense People Strategy for Fiscal Years 2024-2028,” August 16, 2024.

Military Department Initiatives Related to Diversity Management

During FY 2024, the DAF reported taking several actions to update policies and procedures related to diversity management. Specifically, the DAF published three issuances containing diversity management guidance. See Table 5 for the list of DAF diversity management initiatives for FY 2024.¹⁰

Table 5. DAF Diversity Management Initiatives for FY 2024

Issuance	Purpose	Date
Air Force Instruction 36-2710, "Equal Opportunity Program"	Establishes guidance for the DAF civilian equal employment opportunity complaint program and military equal opportunity program and activities in accordance with Federal regulations and DoD policies.	May 23, 2024
Publication of DAF Policy Directive 36-27, "Equal Opportunity"	Establishes the integration of the equal employment opportunity complaint program and military equal opportunity program into one consolidated DAF equal opportunity program office and establishes policy for this program office.	May 30, 2024
Secretary of the Air Force Memorandum, "Department of the Air Force Equal Opportunity and Nondiscrimination Policy"	Establishes the Secretary of the Air Force's expectation that Air Force and Space Force leaders, commanders, managers, and supervisors at all levels are to foster and maintain a workplace and environment that promotes equal opportunity and nondiscrimination for all Airmen and Guardians.	June 23, 2024

Source: Compiled by the DoD OIG, based on data from the DAF.

DoD Actions to Minimize Prohibited Activities

During FY 2024, the DoD took several actions to minimize prohibited activities within the Armed Forces. Specifically, the MILDEPs began reporting allegations of prohibited activities to the DoD OIG via the Defense Case Activity Tracking System Enterprise (D-CATSe) reporting capability, addressed recommendations from the Countering Extremist Activity Working Group, and published eight issuances with prohibited activity guidance.

¹⁰ The Department of the Army and the DON did not issue new policy or initiate new actions on diversity management during the reporting period.

Military Services Prohibited Activity Allegations Reporting in D-CATSe

On December 1, 2022, the DoD OIG notified the Military Services that the reporting capability was operational and ready to receive Service notifications of prohibited activities using D-CATSe. D-CATSe is an enterprise case management system for managing information and related documents on allegations of fraud, waste, and abuse throughout a complaint's investigative life cycle. Providing notifications of Service member alleged participation in a prohibited activity via D-CATSe fulfills the section 554 requirement to ensure that all prohibited activity allegations are reported to the DoD OIG.

In February 2024, the DoD OIG received the first notification of an allegation of a prohibited activity from the DAF through the D-CATSe reporting capability. From February 2024 through September 2024, the MILDEPs provided 37 notifications of allegations of prohibited activities to the DoD OIG through the D-CATSe reporting capability. Specifically, the Department of the Army provided 14 notifications, the DON provided 15 notifications, and the DAF provided 8 notifications. The notifications included allegations of active participation in extremist activity, such as advocating for, engaging in, or supporting the overthrow of the U.S. Government, and criminal gang activity. The 37 notifications are included with the prohibited activity allegations categorized in Table 8 later in this report.

Countering Extremist Activity Working Group Recommendations Status

In December 2021, the DoD's Countering Extremist Activity Working Group published the "Report on Countering Extremist Activity Within the Department of Defense." In the FY 2023 Annual Report, the DoD OIG reported on the DoD's progress to address recommendations from Countering Extremist Activity Working Group report. According to officials from the Office of the USD(P&R), as of October 2024, the DoD had addressed 21 of 33 recommendations from the Countering Extremist Activity Working Group report. Table 6 identifies the completed recommendations.

Table 6. Completed Recommendations from the Countering Extremist Activity Working Group Report

Recommendation #	Recommendation
1	Identify funding required for key areas related to insider-threat analysis and response.
1.1	A centralized Prevention, Assistance, and Response capability that standardizes implementation of Insider Threat program requirements and reduces DoD Component concerns about organizational responsibilities and resourcing requirements.
1.2	Identify funding required for a centralized Behavioral Threat Analysis Center has been staffed by behavioral science and threat assessment personnel to support the DoD counter-insider threat mission.
1.4	An Insider Threat Assessment Program through the Defense Insider Threat Management and Analysis Center's Enterprise Program Management Office. New Enterprise Program Management Office personnel will evaluate all DoD Insider Threat programs based on appropriate risk-management criteria outlined in the "enhanced full operational capability" document.
1.5	A DoD Workforce insider-threat hotline to create a Department-wide virtual, anonymous reporting capability, and triage management center.
1.6	A DoD Insider Threat Program funding line for the DoD Insider Threat program.
2.1	Evaluating and implementing best methods and curriculum for leadership training on Insider Threat Prevention, Assistance, and Response resources within 240 days.
2.2	Create a new annual, stand-alone, computer-based Joint Force extremist activity training based on the revised DoDI 1325.06 definition.*
2.3	Share information and best practices on countering extremist behavior with international allies and partners through existing engagements.
2.5	Require the Services to include in-person discussions about extremist activity in periodic training addressing unit climate and culture to amplify education efforts, allow feedback to inform future efforts and understanding, and strengthen organizational culture and climate.
3	Review and update relevant policies to provide notice to Total Force personnel concerning prohibited activities.
3.5	Designating the Office of the Under Secretary of Defense for Intelligence and Security as the Office of the Secretary of Defense Principal Staff Assistant proponent for the Insider Threat Program's Prevention, Assistance, and Response policy, integrating it with the larger insider-threat capability planning and operations, and publishing the Prevention, Assistance, and Response implementation policy within 180 days.
3.6	Evaluating the transition of workplace violence policy to the Office of the Under Secretary of Defense for Intelligence and Security, to further synchronize that policy with the Insider Threat program and Prevention, Assistance, and Response policies and implementing the decision within 180 days.
4	Insider Threat study on information sharing and risk prioritization.

Table 6. Completed Recommendations from the Countering Extremist Activity Working Group Report (cont'd)

Recommendation #	Recommendation
4.1	Compare information reported to the DoD Insider Threat Management and Analysis Center, and evaluate it against information reported through personnel security, counterintelligence, and law enforcement channels.
4.2	Determine whether reported information leads to appropriate responses and whether relevant information is reaching insider-threat hubs.
4.3	Determine whether, and if so, what specific statutory authority may be necessary to increase both reporting and availability of data to insider-threat hubs.
4.4	Assess and recommend any technical capabilities that could assist hubs in prioritizing work based on risk.
6	Develop and initiate execution of an Outreach and Education Plan related to the Insider Threat program.
6.1	Include training aids to educate and inform a wide range of audiences regarding the importance of reporting information pertaining to extremist activities and other behaviors of insider-risk concern, as well as what should be reported.

* The DoD “Extremist Activity Awareness” training is available in the Joint Knowledge Online Learning Management System; however, the DoD has not established a mandate to require the training.

Source: Compiled by the DoD OIG, based on data provided by the Office of the USD(P&R).

Military Departments Initiatives Related to Prohibited Activities

The MILDEPs reported initiating actions from October 1, 2023, through September 30, 2024, related to the prevention of and response to prohibited activity allegations, including the issuance of eight policies. Specifically, the Department of the Army published two directives with prohibited activity guidance, the DON published four and drafted one issuance containing prohibited activity guidance, and the DAF published two issuances containing prohibited activity guidance.

Department of the Army

On June 14, 2024, the Secretary of the Army published Army Directives (AD) 2024-07 and 2024-08.¹¹ AD 2024-07 establishes policy and procedures for the handling of protest, extremist, and criminal gang activities by Soldiers. Provisions of AD 2024-07 describe specific conduct that may subject offenders to nonjudicial or judicial action. AD 2024-08 establishes Army policy for reporting to the DoD OIG, through the Department of the Army OIG, on any allegation that a Soldier has

¹¹ AD 2024-07, “Handling Protest, Extremist, and Criminal Gang Activities,” June 14, 2024. AD 2024-08, “Reporting Prohibited Activities,” June 14, 2024.

engaged in a prohibited activity, as required by section 554 of the FY 2021 NDAA. Specifically, AD 2024-08 requires the Army to collect and report prohibited activity allegation data to the DoD OIG. For example, AD 2024-08 requires the Army to report the receipt of a prohibited activity allegation and any action taken against a Soldier for participating in a prohibited activity following an investigation, if applicable.

In addition to reporting prohibited activity data to the DoD OIG, AD 2024-08 requires the Department of the Army IG to prepare and submit quarterly reports containing prohibited activity data to the Secretary of the Army for approval and submission to the Office of the USD(P&R) and the Office of the Under Secretary of Defense for Intelligence and Security. AD 2024-08 also outlines responsibilities for reporting prohibited activities to various leadership within the Department of the Army to include the Assistant Secretary of the Army (Manpower and Reserve Affairs), various Deputy Chiefs of Staff, the Judge Advocate General, and the Director of the U.S. Army Criminal Investigation Division.

The Department of the Army’s reported initiatives for the prevention of and response to prohibited activities are outlined in Table 7.

Table 7. Department of the Army Initiatives for Prevention and Response to Prohibited Activities

Recommendation #	Recommendation
The Department of the Army, Office of the Provost Marshal General	Collaborated with the Criminal Investigation Division on updates to the case management system for criminal incidents including prohibited activities.
	Led the development of the FY 2022 Army Crime Report.
	Drafted and staffed Army Regulation 190-31, “Army Crime Prevention,” which is pending publication.
	Revision to Army Regulation 190-30, “Military Police Investigations,” which will be published in FY 2027.
	Updating Army Regulation 190-11, “Physical Security of Arms, Ammunition and Explosives,” and AR 190-13, “The Army Physical Security Program,” which should be published in FY 2026.
Criminal Investigation Division	Published the “Calendar Year 2023 Annual Gang and Domestic Extremist Activity Report.”
Office of Inspector General	Developing software application to streamline, simplify, and expedite reporting from command Inspector Generals.

Source: Compiled by the DoD OIG, based on data provided by the Army IG.

Department of the Navy

The Secretary of the Navy issued Secretary of the Navy Instruction (SECNAVINST) 1610.4 on January 25, 2024.¹² SECNAVINST 1610.4 applies to all DON Service members, including members of the Active and Reserve Components, midshipmen of the United States Naval Academy, and the Naval Reserve Officer Training Corps. The Instruction includes guidance on the following topics.

- Possession and Distribution of Printed and Electronic Materials on Installation
- Off-Installation Gathering Places
- Service Member Organizations
- Publication of Personal Writing Matters, to Include, Websites, Web Logs (Blogs), and Other Electronic Communications
- On-Installation Demonstrations and Similar Activities
- Off-Installation Demonstrations by Service Members
- Grievances
- Extremist Activities
- Criminal Gangs

SECNAVINST 1610.4 describes DON data collection and reporting requirements for allegations of prohibited activity. Additionally, SECNAVINST 1610.4 outlines the responsibilities of various DON officials, such as the Assistant Secretary of the Navy (Manpower and Reserve Affairs), the Naval IG, the IG of the Marine Corps, and DON Commanders, related to ensuring compliance with section 554 of the FY 2021 NDAA.

In addition to SECNAVINST 1610.4, the Deputy Chief of Naval Operations for Personnel, Training, and Manpower drafted a Navy Administrative Message that directs the implementation of the procedures, responsibilities, and data collection requirements for prohibited activities as described in DoDI 1325.06 and SECNAVINST 1610.4. As of October 2024, the Deputy Chief of Naval Operations had not approved the Navy Administrative Message for release to the DON. According to Naval IG officials, the subject Navy Administrative Message should be approved and released to the DON at the end of 2024.

¹² SECNAVINST 1610.4, "Department of the Navy Policy on Handling Protest, Extremist, and Criminal Gang Activities," January 25, 2024.

Marine Corps

DON officials issued one Marine Corps Order and two Marine Administrative Messages during FY 2024 on the prevention of and response to prohibited activities within the Marine Corps. The Marine Corps-specific guidance is as follows.

- Marine Corps Order 5354.1G, “Marine Corps Prohibited Activities and Conduct Prevention and Response Policy,” May 31, 2024, establishes Marine Corps policy, procedures, and responsibilities for preventing and responding to prohibited activities and conduct behaviors that involve harassment, hazing, bullying, prohibited discrimination, and sexual harassment.
- Marine Administrative Message 261/24, “Revision of [Marine Corps Order] 5354.1F Prohibited Activities and Conduct Prevention and Response Policy,” June 7, 2024, cancelled Marine Corps Order 5354.1F, “Marine Corps Prohibited Activities and Conduct Prevention and Response Policy,” dated April 20, 2021, and released Marine Corps Order 5354.1G to the Marine Corps Total Force.
- Marine Administrative Message 385/24, “Guidance on Reporting Extremist and Criminal Gang Activities,” August 23, 2024, updates reporting requirements for protest, extremist, and criminal gang activities, while incorporating reporting requirements to the Marine Corps Operations Center.¹³

Department of the Air Force

As required by section 554 of the FY 2021 NDAA, the Secretary of the Air Force issued the “Department of the Air Force Policy Memorandum on Reporting and Tracking Extremist and Criminal Gang Activity in the Military” on December 12, 2023.¹⁴ The 2023 Memorandum establishes specific policy and provides guidance associated with reporting and tracking extremist and criminal gang activities in the Air Force, Space Force, Air Force Reserve, and the Air National Guard. It requires DAF personnel to report all allegations that a military member engaged in a prohibited activity to the appropriate IG office.

Further, the 2023 Memorandum requires the DAF to submit quarterly reports to the Office of the USD(P&R) and the Office of the Under Secretary of Defense for Intelligence and Security. The reports must include the combined prohibited activity data for the preceding fiscal year, broken down by Military Service and component (active, reserve, and National Guard).

¹³ The Marine Corps Operations Center monitors and reports the status and current deployments of Marine Corps Forces in support of the Global War on Terror and coordinates Marine Corps actions on operational matters pertaining to the deployment, employment, and reconstitution of the operating forces.

¹⁴ Secretary of the Air Force Memorandum, “Department of the Air Force Policy Memorandum on Reporting and Tracking Extremist and Criminal Gang Activity in the Military,” December 12, 2023.

Additionally, the Secretary of the Air Force issued DAF Instruction 90-301, “Inspector General Complaints Resolution,” on January 4, 2024.¹⁵ The Instruction outlines the responsibilities of the Secretary of the Air Force OIG Directorates as it relates to reporting prohibited activities, to include reporting all allegations and follow-up actions that a Service member engaged in an activity prohibited under DoDI 1325.06 to the DoD OIG within 15 calendar days of initial wing, delta, or servicing IG notification. According to the Instruction, the Secretary of the Air Force/Inspector General, Complaints Resolution Directorate will coordinate with the DoD OIG to assign a unique D-CATSe identification code to each allegation.

¹⁵ Department of the Air Force Instruction 90-301, “Inspector General Complaints Resolution,” January 4, 2024.

FY 2024 Military Department Prohibited Activity Data

To collect information for this report for the period of October 1, 2023, through September 30, 2024, we requested that the MILDEPs provide prohibited activity data on:

- allegations that a member of the covered Armed Force engaged in a prohibited activity,
- referrals for investigation or inquiry,
- allegations not referred for investigation or inquiry,
- allegations not substantiated or cleared by investigation,
- actions or no actions taken involving members of the Armed Forces who engaged in prohibited activities, and
- referrals to other law enforcement agencies.

The Department of the Army, DON, and DAF submitted data to the DoD OIG for this report.¹⁶ Table 8 reflects the data submitted by the MILDEPs and provides a summary of DoD prohibited activity data for the reporting period.¹⁷ The MILDEPs reported:

- 181 allegations referred for investigations or inquiries,
- 22 allegations not substantiated or cleared by an investigation,
- 91 substantiated allegations where Service members were subject to action,
- 58 allegations that remain open or are pending investigation,
- 0 substantiated allegations reported where Service members were not subject to action, and
- 12 referrals to other law enforcement agencies.

¹⁶ The Department of the Army reported consolidated data for the Army and the Army National Guard. The DON reported consolidated data for the Navy and the Marine Corps. The DAF reported consolidated data from the Air Force, Space Force, and Air National Guard.

¹⁷ Because the table reflects the data reported by the MILDEPs, we did not verify the reliability of the numbers.

Table 8. Summary of DoD FY 2024 Prohibited Activity Data Reported by the MILDEPs

Reported Category	Department of the Army	DAF			DON			DoD Totals
		Air Force	Space Force	DAF Total	Navy	Marine Corps	DON Total	
Section 1: Allegations								
Extremist ¹	111 ³	17	0	17	11	16	27	155
Advocating or engaging in unlawful force, violence, or other illegal means to deprive individuals of their rights under the U.S. Constitution or laws of the United States	1	3	0	3	0	0	0	
Advocating for or engaging in unlawful force or violence to achieve goals that are political, religious, discriminatory, or ideological in nature	4	6	0	6	0	4	4	
Advocating, engaging in, or supporting terrorism within the United States or abroad	31	0	0	0	0	0	0	
Advocating for, engaging in, or supporting the overthrow of the U.S. Government or seeking to alter the form of the Government by unconstitutional or other unlawful means	13	1	0	1	0	0	0	
Advocating for or encouraging military, civilian, or contractor personnel within the DoD or USCG to violate the laws of the United States or to disobey lawful order or regulations for the purpose of disrupting military activities, or personally undertaking the same	1	4	0	4	0	0	0	
Advocating for widespread unlawful discrimination based on race, color, national origin, religion, sex (including pregnancy), gender identity, or sexual orientation	19	3	0	3	11	12	23	
Criminal gang activities	25	0	0	0	2	0	2	27
Total allegations	136	17	0	17	13	16	29	182

Table 8. Summary of DoD FY 2024 Prohibited Activity Data Reported by the MILDEPs (cont'd)

Reported Category	Department of the Army	DAF			DON			DoD Totals
		Air Force	Space Force	DAF Total	Navy	Marine Corps	DON Total	
Section 2: Referred for Investigation or Inquiry ²								
Military criminal investigative organization	47	9	0	9	7	9	16	72
Inspector General	2	0	0	0	6	6	12	14
Military police or security police organization	0	1	0	1	0	0	0	1
Military commander	6	6	0	6	0	1	1	13
Other DoD organization or official	75	0	0	0	0	0	0	75
Civilian law enforcement organization or official	6	0	0	0	0	0	0	6
Total referred for investigation or inquiry	136	16	0	16	13	16	29	181
Section 3: Not Referred for Inquiry or Investigation								
Total not referred for inquiry or investigation	3	1	0	1	2	2	4	8
Section 4: Not Substantiated or Cleared by Investigation								
Total not substantiated or cleared by investigation	12	4	0	4	4	2	6	22
Section 5: Substantiated— Subject to Action								
Court-martial	1	0	0	0	0	0	0	1
Other criminal prosecution	0	0	0	0	0	0	0	0
Non-judicial punishment under Article 15 of the Uniform Code of Military Justice	20	3	0	3	0	0	0	23
Administrative corrective action	60	0	0	0	0	7	7	67
Involuntary discharge	18	0	0	0	0	3	3	21
Denial of reenlistment	0	0	0	0	0	0	0	0
Counseling	0	0	0	0	0	3	3	3
Other	42	0	0	0	0	1	1	43
Total substantiated—subject to action	81	3	0	3	0	7	7	91

Table 8. Summary of DoD FY 2024 Prohibited Activity Data Reported by the MILDEPs (cont'd)

Reported Category	Department of the Army	DAF			DON			DoD Totals
		Air Force	Space Force	DAF Total	Navy	Marine Corps	DON Total	
Section 6: Remain Open and Pending Investigation								
Total open and pending investigation	40	10	0	10	6	2	8	58
Section 7: Substantiated—No Action Taken								
Total substantiated—no action taken	0	0	0	0	0	0	0	0
Section 8: Referred to Other Law Enforcement Agencies								
CIV LEA	0	0	0	0	0	0	0	0
Joint Federal/CIV LEA	4	0	0	0	0	0	0	4
Federal (including FBI)	5	1	0	1	0	2	2	8
Total referrals to other LEAs	9	1	0	1	0	2	2	12

¹ The DoD provides active participation and extremist activity definitions in DoDI 1325.06, enclosure 3, paragraph 8.c(1)(a)-8.c(2)(n).

² The investigations cycle and disposition processes may take more than a fiscal year to complete. Therefore, allegations reported during FY 2024 may not be representative of the total number of allegations reported by the MILDEPs in other phases of the investigative cycle and disposition process.

³ According to Department of the Army personnel, the U.S. Army Office of the Judge Advocate General does not categorize certain extremist cases. As a result, the addition of the subsections under Extremist allegations may not equate to the total number of Extremist allegations.

LEGEND

CIV LEA Civilian Law Enforcement Agency

FBI Federal Bureau of Investigation

Source: Compiled by the DoD OIG, based on data provided by the IGs for the Army, Navy, and Air Force.

Summary

During the reporting period, the DoD reported making progress by establishing policies and programs related to diversity management and the prevention of, and response to, prohibited activity within the Armed Forces. Our report details the issuance of 20 oversight reports resulting in 183 recommendations for improvement in diversity management and prohibited activities policies, programs, systems, and processes. Additionally, this report identifies 17 ongoing oversight projects, reviews, or studies related to diversity management and the prevention of and response to prohibited activities across the DoD.

As discussed in this report, the DoD issued a strategic plan for a “people strategy” that addresses diversity management within the DoD during FY 2024. The DAF also issued guidance to address diversity management within the DAF. Additionally, the MILDEPs issued eight policies and procedures related to prohibited activities.

Finally, for the period of October 1, 2023, through September 30, 2024, the MILDEPs submitted data for prohibited activity allegations. The MILDEPs reported that 181 total allegations were referred for investigation or inquiry. Additional prohibited activities data that the MILDEPs reported includes 22 allegations not substantiated or cleared by investigation, 91 allegations substantiated and subject to action, 58 allegations that remain open or pending investigation, no allegations were substantiated with no action taken, and 12 allegations were referred to other law enforcement agencies.

Acronyms and Abbreviations

AAA	Army Audit Agency
AD	Army Directive
DAF	Department of the Air Force
D-CATSe	Defense Case Activity Tracking System Enterprise
DoDI	DoD Instruction
DON	Department of the Navy
GAO	Government Accountability Office
IDA	Institute for Defense Analyses
IG	Inspector General
MILDEPs	Military Departments
NDAA	National Defense Authorization Act
OIG	Office of Inspector General
SECNAVINST	Secretary of the Navy Instruction
USD(P&R)	Under Secretary of Defense for Personnel and Readiness

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