



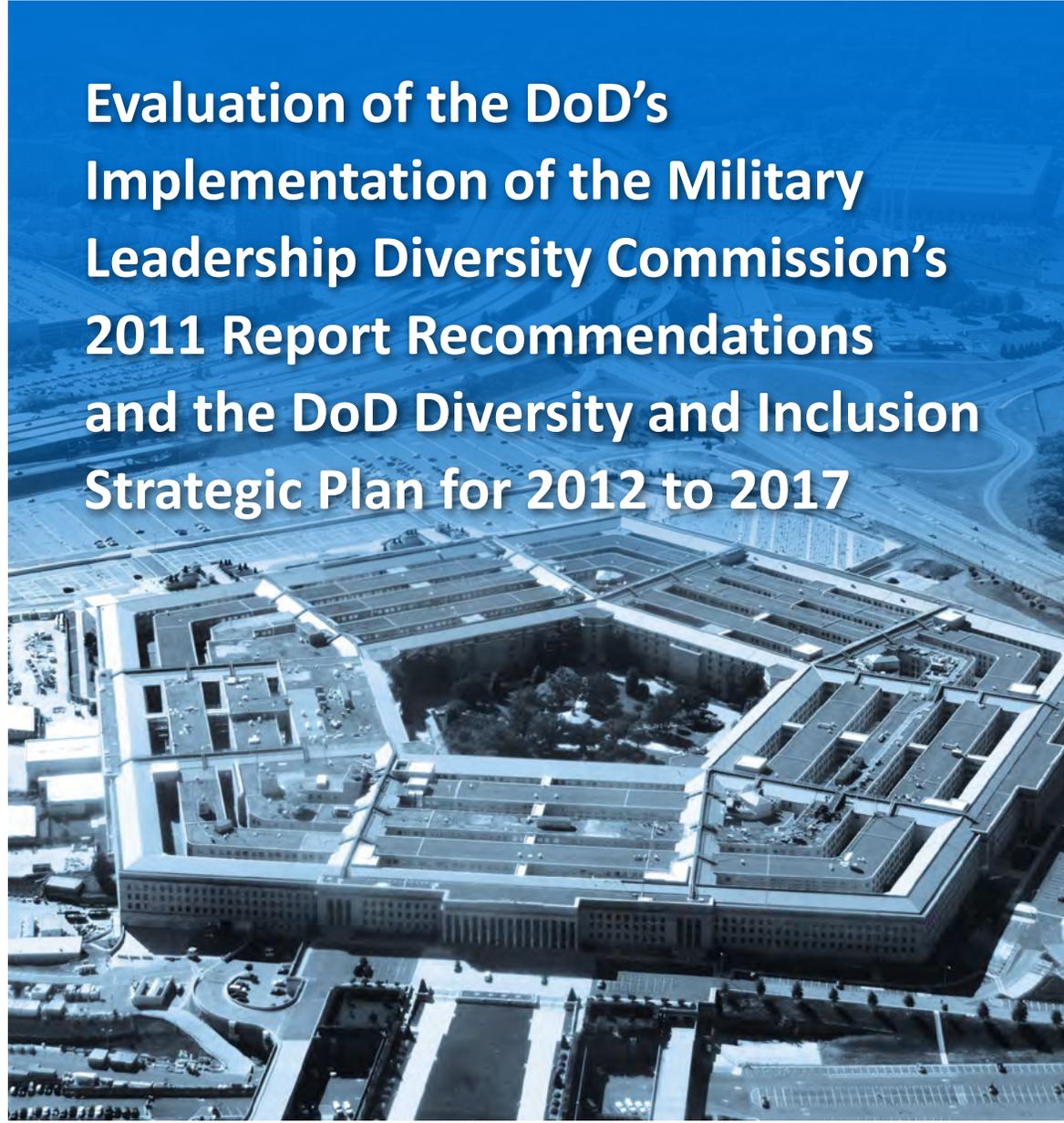
INSPECTOR GENERAL

U.S. Department of Defense

SEPTEMBER 30, 2022



Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017







Results in Brief

Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017

September 30, 2022

Objective

The objective of this evaluation was to determine the extent to which the DoD implemented the objectives, strategic actions, and initiatives from the Military Leadership Diversity Commission's 2011 Final Report, "From Representation to Inclusion: Diversity Leadership for the 21st Century Military," and the "Department of Defense Diversity and Inclusion Strategic Plan (2012-2017)."

Background

The National Defense Authorization Act (NDAA) for FY 2009 mandated the creation of the Military Leadership Diversity Commission (MLDC). In the FY 2009 NDAA, Congress requested that the MLDC evaluate and assess the policies and practices related to diversity among military leaders and make recommendations for improvement. The MLDC published the results of their evaluation in the 2011 Final Report, "From Representation to Inclusion: Diversity Leadership for the 21st Century Military." The report contained 20 recommendations; 18 of the recommendations were directed to the DoD and the Services.

The 2012-2017 DoD Diversity and Inclusion Strategic Plan outlined the DoD's implementation of Executive Order (EO) 13583, "Establishing a Coordinated Government-Wide Initiative to Promote Diversity and Inclusion in the Federal Workforce." The Strategic Plan identified three goals for structuring diversity and inclusion efforts:

- Ensure Leadership Commitment;
- Employ an Aligned Strategic Outreach Effort; and
- Develop, Mentor, and Retain Top Talent.

The plan included objectives, strategic actions, and initiatives to implement the three goals.

Findings

We found that the DoD and the Services implemented 6 of the 18 recommendations identified in the 2011 MLDC report. We also found that the Office of the Under Secretary of Defense for Personnel and Readiness (OUSD[P&R]) and the Service-level diversity and inclusion offices took some actions but did not fully implement the remaining 12 recommendations.

This occurred because the OUSD(P&R) and Service-level diversity and inclusion offices did not oversee implementation of the recommendations. However, DoD policy does not require implementation oversight of the MLDC recommendations. Additionally, Office for Diversity, Equity, and Inclusion (ODEI) officials, aligned under the OUSD(P&R), stated that they have no programs or requirements to track this progress. As a result of a lack of defined policy, roles and responsibilities, and data collection, the DoD cannot determine what progress has been made and what still needs to be accomplished.

We also found that the DoD and the Services have not fully addressed the three goals identified in the 2012-2017 Diversity and Inclusion Strategic Plan. While we found that each of the Service-level diversity and inclusion offices made changes to policies and practices, the three goals outlined in the strategic plan have not been fully addressed. This occurred because the DoD did not establish policies, programs, or data requirements or provide oversight for tracking the goals and did not hold the ODEI and the Service-level diversity and inclusion offices accountable for implementing the three goals.

As a result of not fully addressing the Strategic Plan's three goals, the DoD may not be meeting the intent of the Strategic Plan, which is to encourage commitment and incorporate diversity and inclusion initiatives unique to each Service.

Recommendations

We recommend that the Director of the OUSD(P&R) and the Directors of the diversity and inclusion offices for the Army, Navy, Marine Corps, Air Force, and National Guard Bureau take actions to fully implement the 12 recommendations not fully addressed from the 2011 MLDC report. Additionally, we recommend that the Director of the OUSD(P&R) establish a framework to track implementation of the MLDC recommendations.



Results in Brief

Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012 to 2017

Recommendations (cont'd)

We also recommend that the Director of the ODEI establish a framework to track the actions taken to implement the goals outlined in the Diversity and Inclusion Strategic Plan.

Management Comments and Our Response

The Under Secretary of Defense for Personnel and Readiness mostly agreed with the report recommendations. The Under Secretary provided supporting documentation for several recommendations, resulting in resolved or closed recommendations. However, the Under Secretary only partially addressed the recommendation to review personnel and finance systems to determine and address the gaps. We request that the Office of the Under Secretary of Defense for Personnel and Readiness provide comments on the final report.

The Director of the Air Force diversity and inclusion office mostly agreed with the report recommendations. The Director provided additional supporting documentation for several recommendations, resulting in resolved or closed recommendations. However, the Director only partially addressed the recommendation to establish a method for tracking regional and cultural expertise among Air Force members. We request that the Air Force provide comments on the final report.

The Director of the Navy diversity and inclusion office mostly agreed with the report recommendations. The Director provided comments and supporting documentation that addressed some of the recommendations in the report, resulting in resolved or closed recommendations. However, the Director

only partially addressed the recommendation that the Navy work with the parties responsible for elements in the Diversity and Inclusion Strategic Plan Goal 2 to implement a plan to address the Goal. We request that the Navy provide comments on the final report.

The Director of the National Guard Bureau diversity and inclusion office did not agree with the recommendations in the report. The Director stated that enlisted National Guard members have access to Army and Air Force policies, procedures, and training, as applicable. While we agree that enlisted National Guard members do have this access, this does not relieve the National Guard Bureau from its responsibility to educate and counsel its members on the knowledge, skills, abilities, and potential necessary for promotion; therefore, we consider this recommendation unresolved. Additionally, although the National Guard Bureau issued a Diversity and Inclusion Strategic Plan that aligns with the goals in the 2012-2017 DoD Diversity and Inclusion Plan, the National Guard did not provide documentation to demonstrate that the strategies and metrics in its plan are being used. Therefore, this recommendation is resolved. We request that the National Guard Bureau provide comments on the final report.

The Directors of the Army and Marine Corps diversity and inclusion offices did not respond to the recommendations in the report. Therefore, these recommendations are unresolved. We request that the Army and Marine Corps diversity and inclusion office Directors provide comments on the final report.

Please see the Recommendations Table on the next page for the status of the recommendations.

Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Under Secretary of Defense for Personnel and Readiness	A.2.h.1	A.2.a, A.2.b.1, A.2.c.1, A.2.e.1, A.2.g.1, A.2.h.2, A.2.j.1, A.2.l.1, A.3	A.1
Director, DoD Office of Diversity, Equity, and Inclusion		B.2	B.1
Director, Diversity and Inclusion Office for the Army	A.2.e.2, A.2.f.1, A.2.g.2, A.2.l.2, B.1		
Director, Diversity and Inclusion Office for the Navy	B.1	A.2.d.1, A.2.l.4	A.2.b.2, A.2.i.2.a, A.2.i.2.b, A.2.k.1
Director, Diversity and Inclusion Office for the Marine Corps	A.2.a, A.2.b.2, A.2.c.2, A.2.d.2.a, A.2.d.2.b, A.2.d.2.c, A.2.e.3, A.2.g.2, A.2.k.2, A.2.l.3, B.1		
Director, Diversity and Inclusion Office for the Air Force	A.2.g.3	A.2.i.1, B.1	A.2.f.2
Director, Diversity and Inclusion Office for the National Guard Bureau	A.2.e.4, A.2.j.2.a	B.1	A.2.j.2.b

Please provide Management Comments by October 28, 2022.

Note: The following categories are used to describe agency management’s comments to individual recommendations.

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** – DoD OIG verified that the agreed upon corrective actions were implemented.





**INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
ALEXANDRIA, VIRGINIA 22350-1500**

September 30, 2022

**MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR PERSONNEL
AND READINESS**

**INSPECTOR GENERAL, DEPARTMENT OF THE ARMY
NAVAL INSPECTOR GENERAL
INSPECTOR GENERAL OF THE AIR FORCE
INSPECTOR GENERAL OF THE MARINE CORPS
INSPECTOR GENERAL, NATIONAL GUARD BUREAU**

SUBJECT: Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan (Report No. DODIG-2022-144)

This final report provides the results of the DoD Office of Inspector General's evaluation. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

The Under Secretary of Defense for Personnel and Readiness and the Air Force and Navy diversity and inclusion office Directors agreed to address some of the recommendations presented in the report; therefore, we consider those recommendations resolved and open. As described in the Recommendations, Management Comments, and Our Response section of this report, we will close the recommendations when you provide us documentation showing that all agreed-upon actions to implement the recommendations are completed. Therefore, within 90 days please provide us your response concerning specific actions in process or completed on the recommendations.

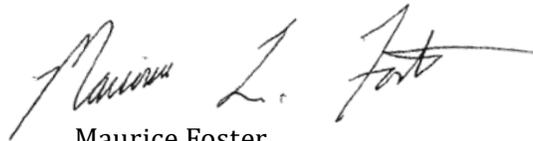
This report contains recommendations that are considered unresolved because the Navy and National Guard Bureau diversity and inclusion office Directors did not agree with some recommendations presented in the report. Therefore, as discussed in the Recommendations, Management Comments, and Our Response section of this report, the recommendations remain open. We will track these recommendations until an agreement is reached on the actions that you will take to address the recommendations, and you have submitted adequate documentation showing that all agreed-upon actions are completed.

This report contains recommendations that are considered unresolved because the Under Secretary of Defense for Personnel and Readiness and the Air Force diversity and inclusion office Director did not fully address the recommendations presented in the report. Therefore, as discussed in the Recommendations, Management Comments, and Our Response section of this report, the recommendations remains open. We will track these recommendations until an agreement is reached on the actions that you will take to address the recommendation, and you have submitted adequate documentation showing that all agreed-upon actions are completed.

This report contains recommendations that are considered unresolved because the Army and Marine Corps diversity and inclusion office Directors did not provide responses to the report. Therefore, as discussed in the Recommendations, Management Comments, and Our Response section of this report, the recommendations remain open. We will track these recommendations until an agreement is reached on the actions that you will take to address the recommendations, and you have submitted adequate documentation showing that all agreed-upon actions are completed.

DoD Instruction 7650.03 requires that recommendations be resolved promptly. Therefore, within 30 days please provide us your response concerning specific actions in process or alternative corrective actions proposed on the recommendations. Send your response to [REDACTED]

If you have any questions, please contact [REDACTED]

A handwritten signature in black ink that reads "Maurice L. Foster". The signature is written in a cursive style with a long horizontal stroke at the end.

Maurice Foster
Acting Assistant Inspector General
Evaluations – Programs, Combatant Commands,
and Overseas Contingency Operations

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Introduction

Objective

The objective of this evaluation was to determine the extent to which the DoD implemented the objectives, strategic actions, and initiatives from the Military Leadership Diversity Commission's 2011 Final Report, "From Representation to Inclusion: Diversity Leadership for the 21st Century Military," and the "2012-2017 Department of Defense Diversity and Inclusion Strategic Plan."

Background

The Military Leadership Diversity Commission issued "From Representation to Inclusion: Diversity Leadership for the 21st-Century Military," on March 15, 2011. The report contained 20 recommendations for improving diversity in the DoD. The 2012-2017 DoD Diversity and Inclusion Strategic Plan outlined three goals that the DoD should use to structure diversity and inclusion efforts.

Military Leadership Diversity Commission Recommendations

The National Defense Authorization Act (NDAA) for Fiscal Year 2009 mandated the creation of the Military Leadership Diversity Commission (MLDC). The MLDC is an independent organization, comprised of active and retired military, civilian, academic, and corporate leaders, created to address gaps in the demographics of leadership within the Services and DoD civilian roles. In the FY 2009 NDAA, Congress requested that the MLDC evaluate and assess the policies and practices related to diversity among military leaders and make recommendations for improving the promotion and advancement of minority members of the DoD and Services. The NDAA required the MLDC to issue a report that included the commission's findings and conclusions, recommendations for improving diversity, and any other information and recommendations that the MLDC deemed appropriate. The FY 2010 NDAA expanded the MLDC mandate to include the National Guard and Military Reserve Components. The MLDC issued its final report on March 15, 2011.

To determine the findings, conclusions, and recommendations, Congress identified 16 tasks the MLDC should perform. To address the assigned tasks, the MLDC grouped each of the 16 required tasks into the following 10 categories, with a corresponding subcommittee for each category.

- Definition of Diversity
- Legal Implications
- Outreach and Recruiting

- Leadership and Training
- Branching and Assignments
- Promotion
- Retention
- Implementation and Accountability
- Metrics
- National Guard and Reserve

The results of the MLDC's evaluation were published in the MLDC's 2011 Final Report, "From Representation to Inclusion: Diversity Leadership for the 21st-Century Military," March 25, 2011. The report resulted in 20 recommendations, 18 of which were directed to the DoD.

DoD Diversity and Inclusion Strategic Plan

"The 2012-2017 DoD Diversity and Inclusion Strategic Plan" outlined the DoD's implementation of Executive Order (EO) 13583, "Establishing a Coordinated Government-Wide Initiative to Promote Diversity and Inclusion in the Federal Workforce" (the Strategic Plan). The Strategic Plan included recommendations from the MLDC report and aligned the recommendations with other DoD reports and strategies related to diversity and inclusion. The Strategic Plan encouraged commitment and consistency across the DoD, with flexibility for the Services and DoD agencies to include additional diversity and inclusion initiatives specific to their organizations.

The Strategic Plan outlined three goals for structuring successful diversity and inclusion efforts:

1. Ensure Leadership Commitment – ensure leadership commitment to an accountable and sustained diversity effort;
2. Employ an Aligned Strategic Outreach Effort – employ an aligned strategic outreach effort to identify, attract, and recruit from a broad talent pool reflective of the best of the nation we serve; and
3. Develop, Mentor, and Retain Top Talent – develop, mentor, and retain top talent from across the total force.

Each goal included a description of its requirements, associated objectives, strategic actions, and initiatives.

Office of the Under Secretary of Defense for Personnel and Readiness

The Office of the Under Secretary of Defense for Personnel and Readiness (OUSD[P&R]) enhances the readiness of the DoD through effective policy, guidance, and oversight. The office is organized into the Office of the Executive Director, Manpower and Reserve Affairs, Health Affairs, Readiness, the Office of Force Resiliency, and Defense Human Resources Activity. The Office of Force Resiliency develops policies and oversight for numerous areas, including diversity management and equal opportunity. Diversity in the DoD is promoted through the Office for Diversity, Equity, and Inclusion.

Office for Diversity, Equity, and Inclusion

The Office for Diversity, Equity, and Inclusion (ODEI), under the OUSD(P&R), is responsible for developing and executing diversity management and equal opportunity policies and programs affecting military personnel and DoD civilians. This responsibility includes issuing DoD Directives, DoD Instructions, and reports. The ODEI representatives were the primary points of contact for our evaluation and assisted in gathering information, documentation, and points of contact at the DoD and Service-level diversity and inclusion offices.

Service-Level Diversity and Inclusion Offices

Each Military Service has an office responsible for diversity and inclusion efforts Service-wide. These offices conduct training, issue Service-specific instructions, and update Service-specific policy related to diversity and inclusion. The Service-level offices provided supporting documentation to us during our evaluation.

Finding A

The DoD Has Not Fully Implemented Recommendations From the Military Leadership Diversity Commission's 2011 Final Report

The DoD and the Military Services implemented and met the intent for 6 of the 18 recommendations directed to the DoD in the Military Leadership Diversity Commission's 2011 Final Report.¹ The following six recommendations have been fully implemented.

- Recommendation 1: The DoD shall adopt the following definition of diversity: Diversity is all the different characteristics and attributes of individuals that are consistent with DoD core values, integral to overall readiness and mission accomplishment, and reflective of the Nation we serve.
- Recommendation 3: The leadership of DoD and the Services must personally commit to making diversity an institutional priority.
- Recommendation 8: The Services should optimize the ability of Service members to make informed career choices from accession to retirement – with special emphasis on mentoring.
- Recommendation 9: The DoD and Services should eliminate combat exclusion policies for women.
- Recommendation 12: The Defense Advisory Committee on Women in the Services (DACOWITS) should expand its focus to include an explanation of the gender gap in retention.
- Recommendation 15: The Office of the Secretary of Defense organizational structure must be aligned to ensure a sustained focus on diversity and inclusion initiatives and should include establishment of the position of a Chief Diversity Officer who reports directly to the Secretary of Defense.

We found that the Office of the Secretary of Defense Office for Diversity, Equity, and Inclusion and the Service-level diversity and inclusion offices have taken some actions to address the remaining 12 of 18 MLDC report recommendations. For example, the diversity and inclusion offices outlined mentorship guidelines

¹ The Military Leadership Diversity Commission's 2011 Final Report contains 20 recommendations; however, we found that 2 of the 20 recommendations (Recommendations 5 and 20) were directed to Congress to update Title 10 of the United States Code. The remaining 18 recommendations addressed the DoD and the Military Services, including active duty, Reserve Components, and National Guard.

and expectations, issued guidance for promoting military personnel to the next level, and initiated a process for tracking language skills. However, the OUSD(P&R) and the Service-level diversity and inclusion offices have not fully implemented the remaining 12 report recommendations. These recommendations include establishing the requirement for leadership of diverse groups as a core competency, improving recruitment from the currently available pool of candidates, and better management of personnel with mission-critical skill sets.

We determined that the DoD did not oversee the implementation of the 12 recommendations. This occurred because the DoD does not have an official who is responsible for conducting oversight of implementation of the MLDC recommendations. Additionally, ODEI officials stated that there are no current programs or requirements to track implementation of the recommendations. ODEI officials further stated that there is not a requirement for the Services to share data related to the MLDC recommendations with the ODEI.

Although there is not a formal DoD official, program, or data requirement to track the status of the MLDC recommendations, officials in the ODEI stated that they were informally tracking implementation of the recommendations from the MLDC report. However, the ODEI relied on informal input from the Service-level diversity and inclusion offices and did not require these offices to provide formal documentation to the ODEI that demonstrates implementation of the MLDC recommendations.² We asked to review documentation that would support the ODEI's statement that the implementation of the recommendations was being tracked. While ODEI provided a copy of MLDC implementation briefing slides and a progress report, the ODEI and the Service-level diversity and inclusion office representatives could not provide evidence to support how the recommendations were implemented. Therefore, we cannot verify that the 12 recommendations were fully implemented.

As a result of the inconsistent implementation of the MLDC recommendations, the DoD has an increased risk of not recruiting, retaining, or promoting the most qualified Service members. This is a result of not meeting the overarching objectives, which sought to develop demographically diverse leadership and pursue a broader approach to diversity to enhance military performance. Without a proper data collection by the ODEI and the Services, the DoD cannot fully measure progress toward implementing the MLDC recommendations.

² We defined informal tracking as tracking responses from the Services without obtaining evidence to support the status of implementation of the MLDC recommendations.

The DoD and the Services Implemented Six MLDC Report Recommendations

The DoD and the Services implemented and met the intent for 6 of the 18 recommendations from the 2011 MLDC report. The following recommendations have been implemented.

- Recommendation 1: The DoD shall adopt the following definition of diversity: Diversity is all the different characteristics and attributes of individuals that are consistent with DoD core values, integral to overall readiness and mission accomplishment, and reflective of the Nation we serve.
- Recommendation 3: The leadership of DoD and the Services must personally commit to making diversity an institutional priority.
- Recommendation 8: The Services should optimize the ability of Service members to make informed career choices from accession to retirement – with special emphasis on mentoring.
- Recommendation 9: The DoD and Services should eliminate combat exclusion policies for women.
- Recommendation 12: The Defense Advisory Committee on Women in the Services should expand its focus to include an explanation of the gender gap in retention.
- Recommendation 15: The Office of the Secretary of Defense organizational structure must be aligned to ensure a sustained focus on diversity and inclusion initiatives and should include establishment of the position of a Chief Diversity Officer who reports directly to the Secretary of Defense.

We determined that the DoD and Services implemented these recommendations by:

- verifying the published definition of diversity for the DoD;
- reviewing the diversity statements issued by leadership in the DoD and the Services;
- reviewing the mentorship programs in place within the Services;
- reviewing policies related to women in combat;
- reviewing the annual DACOWITS report; and
- reviewing the current organizational structure in regards to personnel working specifically on diversity and inclusion issues.

See Appendix B for a list of the closed recommendations and a summary of actions taken by management to implement the recommendations.

The DoD and the Services Have Not Fully Implemented 12 of the MLDC Report Recommendations

The DoD and the Services have not fully implemented 12 of 18 recommendations from the 2011 MLDC report. Table 1 identifies the recommendations that have not been fully implemented by the Department or the Services.

Table 1. Recommendations Not Fully Implemented

Recommendation	OUSD (P&R)	Air Force	Army	National Guard Bureau	Navy	Marine Corps
2 – Core Competency				N/A		X
4 – Diversity and DoD Culture	X			N/A	X	X
6 – Expand the Pool of Candidates	X			N/A		X
7 – Improve Recruiting				N/A	X	X
10 – Performance Expectations, Promotion Criteria, and Processes	X		X	X		X
11 – Promotion Board Precepts		X	X	N/A		
13 – Personnel With Mission-Critical Skill Sets	X	X	X	N/A		X
14 – Structural Diversity, Total Force Integration, and Overall Retention	X			N/A		
16 – Diversity Management Policies		X		N/A	X	
17 – Accountability Reviews	X			X		
18 – Annual Barrier Analyses				N/A	X	X
19 – Accountability Mechanisms	X		X	N/A	X	X
Total Recommendations Not Implemented by D&I Office	7	3	4	2	5	8

Table note: An X in the table indicates that the recommendation was not fully implemented by either the OUSD(P&R) or a Service. N/A indicates that the recommendation did not apply to that Service. A blank box indicates that the recommendation was fully implemented by the OUSD(P&R) or that Service.

Source: The DoD OIG.

Recommendation 2 – Diversity Leadership Must Become a Core Competency

We found that the OUSD(P&R) and the Army, Air Force, and Navy diversity and inclusion offices fully implemented Recommendation 2. However, we also found that the Marine Corps diversity and inclusion office has not met the intent of Recommendation 2.

Recommendation 2 of the MLDC report stated:

To enhance readiness and mission accomplishment, effectively leading diverse groups must become a core competency across DoD and the Services.

- a. Leadership training at all levels shall include education in diversity dynamics and training in practices for leading diverse groups effectively.
- b. DoD and the Services should determine the framework for how to inculcate such education and training into leader development, including how to measure and evaluate its effectiveness.

The OUSD(P&R) and the Army, Air Force, and Navy diversity and inclusion offices established leadership training that included the diversity requirements. Each of these offices also developed a plan for how to track the training and its impact. However, the Marine Corps has not developed a plan for how to include diversity education and training in its leadership training curriculum. Additionally, the Marine Corps has not determined how to measure and evaluate the effectiveness of its leadership training curriculum.

The Marine Corps Diversity, Equity, and Inclusion Strategic Plan (DEI Strat Plan), dated May 2021, includes requirements for development and assessment of diversity as a core competency and integration of that core competency into training curricula. However, the Marine Corps did not provide evidence that leadership training now includes education in diversity dynamics and training in practices for leading diverse groups effectively or that the framework for inculcating the education and training has been established.

Recommendation 4 – Diversity Needs to Become an Integral Part of DoD Culture

We found that the Army and Air Force diversity and inclusion offices implemented Recommendation 4. However, the OUSD(P&R) and the Navy and Marine Corps diversity and inclusion offices have not met the intent of this recommendation.

Recommendation 4 of the MLDC report stated:

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

- (a) making respect for diversity a core value;
- (b) identifying and rewarding the skills needed to meet the operational challenges of the 21st century;
- (c) using strategic communications plans to communicate their diversity vision and values.

Both the Army and Air Force diversity and inclusion offices implemented this recommendation by issuing policies and plans that define diversity and identify leadership’s commitment to their diversity vision and values. The OUSD(P&R) and the Navy and Marine Corps diversity and inclusion offices have not fully implemented this recommendation.

Efforts to Implement Recommendation 4

OUSD(P&R)

The ODEI representatives stated that Recommendation 4 is not applicable at the OSD level. Despite this response, we noted that the DoD issued DoD Instruction (DoDI) 1020.05, which implements Recommendations 4(a) and 4(c).³ The ODEI officials also provided copies of draft strategic and communications plans that would implement Recommendation 4(b). However, since the plans are still in draft form, Recommendation 4(b) has not yet been fully implemented.

NAVY

A Navy representative from the diversity and inclusion office stated it is currently drafting a Culture of Excellence communication plan that contains verbiage that would meet the intent of Recommendation 4.

MARINE CORPS

The Marine Corps diversity and inclusion office has implemented Recommendations 4(a) and 4(c). A Marine Corps representative provided a copy of the Commandant of the Marine Corps’ (CMC) Diversity, Equity, and Inclusion Policy Statement,

³ DoDI 1020.05, “DoD Diversity and Inclusion Management Program,” September 9, 2020.

which address the need for respect for diversity. Additionally, the CMC's talent management system demonstrates an effort to communicate diversity visions and values. However, the Marine Corps representative did not provide any documentation to support that the Marine Corps identifies and rewards skills needed to meet operational challenges.

Recommendation 6 – Stakeholders Should Develop and Engage in Activities to Expand the Pool of Candidates

The Army, Air Force, and Navy diversity and inclusion offices have taken action to implement Recommendation 6. However, the ODEI and the Marine Corps diversity and inclusion office have not fully implemented this recommendation.

Recommendation 6 of the MLDC report stated:

The shrinking pool of qualified candidates for service in the Armed Forces is a threat to national security. The stakeholders listed below should develop and engage in activities that will expand the pool of qualified candidates

...

b. DoD should create and leverage formal partnerships with other stakeholders. Institutionalize and promote citizenship programs for the Services. Require the Services to review and validate their eligibility criteria for military service.⁴

c. DoD and the Services should focus on early engagement. They should conduct strategic evaluations of the effectiveness of their current [Kindergarten through 12th grade] outreach programs and practices and increase resources and support for those that are found to be effective.

The Army, Air Force, and Navy diversity and inclusion offices developed and engaged in activities that expand the pool of qualified candidates and promote citizenship programs. Additionally, the offices reviewed eligibility criteria and increased focus on early engagement. The Army, Air Force, and Navy diversity and inclusion offices continue to evaluate the effectiveness of outreach programs. The ODEI and the Marine Corps diversity and inclusion office have not fully implemented this recommendation.

⁴ Recommendation 6(a) was directed to the President, Congress, and state and local officials.

Efforts to Implement Recommendation 6

OUSD(P&R)

The OUSD(P&R) has not focused on early engagement or conducted evaluations of outreach programs for students in Kindergarten through 12th grade. This occurred because the ODEI tasked the Service-level diversity and inclusion offices to review and validate their criteria for military service.

MARINE CORPS

A Marine Corps representative stated that the Marine Corps has formal partnerships that promote citizenship programs for the Services. The programs are designed to accomplish a variety of goals, including providing experiences, focusing on fitness, and developing and retaining interest in fields that increase eligibility for military service. Several Marine Corps programs demonstrate a focus on early engagement. However, the Marine Corps representative did not demonstrate if or how the Marine Corps conducts strategic evaluations of the effectiveness of these programs or whether it adjusts resources to support the programs that are effective.

Recommendation 7 – Improve Recruiting From the Currently Available Pool of Qualified Candidates

The OUSD(P&R) and the Army and Air Force diversity and inclusion offices met the intent of Recommendation 7. However, the Navy and Marine Corps diversity and inclusion offices have not fully implemented the recommendation.

Recommendation 7 of the MLDC report states:

DoD and the Services should engage in activities to improve recruiting from the currently available pool of qualified candidates by:

- a. Creating, implementing, and evaluating a strategic plan for outreach to, and recruiting from, untapped locations and underrepresented demographic groups.
- b. Creating more accountability for recruiting from underrepresented demographic groups.
- c. Developing a common application for Service ROTC and academy programs.
- d. Closely examining the preparatory school admissions processes and making required changes to ensure that accessions align with the needs of the military.

The OUSD(P&R) and the Air Force and Army diversity and inclusion office have implemented the recommendation. The DoD published the “Diversity and Inclusion Strategic Plan,” in which Goal 2 states that the Department will “Employ

an Aligned Strategic Outreach Effort to Identify, Attract, and Recruit from a Broad Talent Pool Reflective of the Best of the Nation We Serve,” which aligns with Recommendation 7. The Air Force outlined goals and actions to attract, recruit, develop, and retain a qualified, talented, and diverse total force in its Diversity Strategic Roadmap. The Army developed a strategic plan that focused on the diverse talent in the Army Officer Corps and included how it will monitor accomplishments of the diversity, equity, and inclusion mission. Additionally, the plan discussed how the Army is committed to keeping the most talented staff.

The Navy and Marine Corps diversity and inclusion offices took some action toward implementation of the recommendation, but they have not fully implemented Recommendation 7.

Efforts to Implement Recommendation 7

NAVY

The Navy issued its diversity and inclusion plan, which discusses goals and objectives detailing how the Navy will recruit in untapped locations and underrepresented demographics. These goals address three of the four elements of Recommendation 7. The plan did not implement the recommendation to develop a common application for Service ROTC and academy programs. The Navy diversity and inclusion office representative stated that this is due to a lack of funding.

MARINE CORPS

A Marine Corps official told us that the CMC talent management system and the Diversity, Equity, and Inclusion (DEI) Strategic Plan address recruitment and accessions strategies, as well as candidate evaluation processes and criteria to recruit a force that aligns with the needs of the military. However, the Marine Corps official did not provide supporting documentation to illustrate implementation of the elements of the DEI Strategic Plan. Additionally, the Marine Corps representative did not provide documentation identifying how the Marine Corps has developed a common application for Service ROTC and academy programs or that the Marine Corps has examined the preparatory school admissions process to ensure accessions align with the needs of the military.

Recommendation 10 – Improve Transparency so That Service Members Understand Performance Expectations, Promotion Criteria, and Processes

The Air Force and Navy diversity and inclusion offices fully implemented Recommendation 10. However, the OUSD(P&R) and the Army, Marine Corps, and National Guard Bureau diversity and inclusion offices should take further action on the recommendation.

Recommendation 10 of the MLDC report states:

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

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

The Air Force diversity and inclusion office provided a seminar related to leadership advancement, created a computer program that allows members to access mentoring and promotion and development boards, and issued guidance to new leaders through courses and handbooks. The guidance detailed the knowledge, skills, and abilities necessary to be an effective senior member. The Navy identified the knowledge, skills, and abilities for promotion through the MyNavy HR website. Additionally, the MyNavy HR Career management Boards website details promotion preparation. However, the OUSD(P&R), Army, Marine Corps, and National Guard Bureau diversity and inclusion offices have not fully implemented this recommendation.

Efforts to Implement Recommendation 10

OUSD(P&R)

The ODEI stated that Chairman of the Joint Chiefs of Staff (CJCS) Instruction 1331-01E is the more appropriate document to address the 3- and 4- star positions.⁵ The ODEI also stated that the OUSD(P&R) is updating DoDI 1320.04 to include CJCS instructions for selecting 3- and 4- star officers for advancement opportunities; however, this update is still in draft form.⁶

ARMY

The Army has issued guidance that provides Service members with the requirements for promotion to the next level. However, this guidance does not detail the skills and abilities necessary for promotion to senior levels.

⁵ CJCS Instruction 1331-01E, "Manpower and Personnel Actions Involving General and Flag Officers," August 1, 2010.

⁶ DoDI 1320.04, "Military Officer Actions Requiring Presidential, Secretary of Defense, or Under Secretary of Defense for Personnel and Readiness Approval or Senate Confirmation," January 3, 2014 (Incorporating Change 1, effective June 30, 2020).

MARINE CORPS

The Marine Corps provided instructions on administering officer promotions. The instructions also included how the Marine Corps educates and counsels enlisted members on the importance of a complete promotion board packet. However, the instructions do not specify the knowledge, skills, abilities, and potential necessary for promotion to senior levels.

NATIONAL GUARD BUREAU

The National Guard Bureau follows the Army and Air Force published promotion criteria and requirements for its members. However, the National Guard Bureau did not specify, through the applicable Army or Air Force policies, the knowledge, skills, abilities, and potential necessary for promotion to senior levels. Additionally, the National Guard Bureau did not address whether it educates and counsels all National Guard members on the importance of, and their responsibility for, providing a complete promotion board packet.

Recommendation 11 – Ensure That Promotion Board Precepts Provide Guidance on How to Value Service-Directed Special Assignments Outside Normal Career Paths

The Navy and Marine Corps diversity and inclusion offices fully implemented Recommendation 11. However, the Army, Air Force, and National Guard Bureau diversity and inclusion offices should take further action on the recommendation.

Recommendation 11 of the MLDC report states:

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

The Navy and Marine Corps diversity and inclusion offices have issued the Fiscal Year 2023 precept letters. The precepts provide the appropriate guidance outside normal career paths.

Efforts to Implement Recommendation 11**ARMY**

While the Army's precept stated the eligibility criteria as required by Recommendation 11, the precept did not provide guidance on Service-directed special assignments outside normal career paths or fields.⁷ Additionally, the

⁷ Precepts are the general rules or actions required to achieve promotion.

guidance did not address how senior raters' evaluations should acknowledge when a Service member has deviated from the normal career path at the request of his or her leadership.

AIR FORCE

The Air Force issued a memorandum of instruction that gave the promotion board guidance on officer assignments outside the normal career paths or fields. However, it did not provide instruction for enlisted members, nor did it address policy or guidance for senior raters' evaluations acknowledgement when a Service member had deviated from the normal career path at the specific request of his or her leadership.

Recommendation 13 – DoD and the Services Must Better Manage Personnel With Mission-Critical Skill Sets

The Navy diversity and inclusion office fully implemented Recommendation 13. However, the OUSD(P&R) and all Service-level diversity and inclusion offices should take additional actions to fully implement this recommendation.

Recommendation 13 of the MLDC report states:

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

The Navy diversity and inclusion office provided a copy of the Foreign Language Proficiency Bonus policy. The policy outlines how the Navy can award, identify, and track foreign language skills. Additionally, the Navy uses Navy Enlisted Classification codes to identify and document tested language proficiency for enlisted personnel.

Efforts to Implement Recommendation 13

OUSD(P&R)

ODEI officials stated that the Defense Language and National Security Education Office tracks foreign language capabilities and regional expertise for members of the military services and DoD civilians using the Regional Proficiency Analysis Tool. However, the officials did not provide appropriate evidence that illustrates how information from the Defense Language and National Security Education Office is received or if the office is required to track this information in the tool.

ARMY

An Army official stated that the Army tracks language skills when a member takes the Defense Language Proficiency Test. The Army diversity and inclusion office tracks language skills using the results of the test. In addition, the Army provides training to its Security Force Assistance Brigades that is tailored to the language and culture of the host nations in which they will serve. The official further stated that the Army also tracks pertinent skills through Talent Management initiatives.⁸ While the efforts described partially implement Recommendation 13, Army policies and practices did not demonstrate how the Army tracks regional and cultural expertise.

MARINE CORPS

A Marine Corps official explained the process the Marine Corps uses to self-report language skills and abilities, data that is then tracked in the individual's personnel records throughout their career. However, the Marine Corps official did not provide documentation to demonstrate how the Marine Corps tracks relevant civilian regional and cultural expertise of Reserve Component members.

AIR FORCE

An Air Force official did not respond to our question about how the Air Force tracks cultural, regional, and language expertise. Despite multiple inquiries, the official did not provide information related to Recommendation 13.

Recommendation 14 – DoD Must Promote Structural Diversity, Total Force Integration, and Overall Retention

We found that this recommendation is directed to the DoD at the OSD level. Based on documentation provided by the ODEI, we found that the OUSD(P&R) has made progress to implement this recommendation.

Recommendation 14 of the MLDC report states:

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

- a. DoD must improve the personnel and finance systems affecting transition between Active and Reserve Components and internal Reserve Component transition protocols.

⁸ According to the Army official, Talent Management is “how the Army acquires, develops, employs, and retains its [people] to enhance readiness by maximizing human potential, and a deliberate planning process to determine the right number and type of people to meet current and future Army talent demands.”

- b. The Assistant Secretary of Defense for Reserve Affairs and the Service Chiefs must assess how Reserve Component members can more effectively both gain operational experience and fulfill joint requirements within the constraints of their dual military/civilian lives and take action as appropriate.

While the Services were not required to provide a response to this recommendation, representatives of the Army and the Air Force expressed specific concerns about implementation of this recommendation. Specifically, an Army official stated that there are still insufficient joint billets to support the mandatory joint experience requirements, and an Air Force official stated that the Air Force's total force management system is not yet operational. Based on the information provided by Army and Air Force representatives, we determined that this recommendation has not been fully implemented.

Recommendation 16 – Implement Clear, Consistent, Robust Diversity Management Policies

The OUSD(P&R) and the Army and Marine Corps diversity and inclusion offices have fully implemented Recommendation 16.

Recommendation 16 of the MLDC report states:

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

- a. DoD and the Services shall implement diversity strategic plans that address all stages of a Service member's life cycle. Each strategic plan shall include a diversity mission statement that prioritizes equity and inclusion and provides a purpose that is actionable and measurable; and a concept of operations to advance implementation.

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

The OUSD(P&R) and the Army and Marine Corps diversity and inclusion offices fully implemented this recommendation by publishing strategic plans and updating policy to measure implementation strategies and actions. However, the Air Force and Navy diversity and inclusion offices must take additional actions to fully implement Recommendation 16.

Efforts to Implement Recommendation 16

AIR FORCE

While the Air Force has developed a strategic roadmap to address diversity and inclusion, Air Force officials acknowledged that the roadmap does not contain all elements required to satisfy the recommendation. The Air Force officials acknowledged that the roadmap placed little emphasis on equity or inclusion and does not contain a detailed explanation of how it would be implemented. While the Air Force planned to publish a Diversity and Inclusion Flight Plan in June 2021 to address the remaining elements of this recommendation, the plan has not yet been issued.

NAVY

A Navy official stated that the Navy's Culture of Excellence inclusion and diversity goals and objectives outline its current strategy for addressing this recommendation.⁹ However, when reviewing the goals and objectives, we found that the plan does not meet the requirements of this recommendation. Specifically, the plan does not address the requirement to publish a strategic plan and does not include a diversity mission statement that prioritizes equity and inclusion. Also, the plan does not specifically address resourcing and instituting diversity management policies with an emphasis on roles, responsibilities, authorities, and accountability.

Recommendation 17 – DoD Must Institute a System of Accountability Reviews

The OUSD(P&R) fully implemented Recommendation 17(a). However, the OUSD(P&R) and the National Guard Bureau must take further actions to implement Recommendations 17(b) and 17(c).

Recommendation 17 of the MLDC report states:

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

⁹ NAVADMIN 254/19, "Culture Of Excellence," November 19, 2019.

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

The OUSD(P&R) has implemented Recommendation 17(a). However, the ODEI representatives did not provide evidence to demonstrate that the OUSD(P&R) provided a report to Congress and the President responsive to Recommendation 17(b). Additionally, the OUSD(P&R) has not conducted the recommended barrier analysis.

Recommendation 17(c) was directed to the National Guard Bureau. A National Guard Bureau representative stated that it provides this information to the DoD to support this requirement, but the representative did not provide us with documentation to support this statement. Additionally, the National Guard Bureau representative stated that it does not report how the Army and Air National Guard reflect or distinguish the status of diversity by state throughout the eligible pool of candidates. The National Guard Bureau does not include diversity metrics in its reports.

Recommendation 18 – The Services Should Conduct Annual Barrier Analyses

The OUSD(P&R) and the diversity and inclusion offices for the Air Force and Army have taken actions to fully address Recommendation 18. However, the Navy and Marine Corps diversity and inclusion offices have not fully implemented the recommendation.

Recommendation 18 of the MLDC report states:

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

a. To ensure comparability across Services, DoD shall establish a universal data collection system, and the analyses of the data should be based on common definitions of demographic groups, a common methodology, and a common reporting structure.

b. The annual analyses should include:

- Accession demographics.
- Retention, command selection, and promotion rates by race, ethnicity, and gender.
- Analysis of assignment patterns by race, ethnicity, and gender.
- Analysis of attitudinal survey data by race, ethnicity, and gender.
- Identification of persistent, group-specific deviations from overall averages and plans to investigate underlying causes.
- Summaries of progress made on previous actions.

To implement the recommendation, the OUSD(P&R) has implemented the Advana data platform to collect diversity and inclusion data.¹⁰ The OUSD(P&R) has further initiated research efforts to analyze barriers within the DoD. Additionally, the Air Force diversity and inclusion office tracks and monitors demographics through software and reports annual demographics. The Air Force has also formed a working group for barrier analysis. Finally, the Army diversity and inclusion office, in conjunction with the U.S. Equal Employment Opportunity Commission, issued a report that identified barrier analysis information.

Efforts to Implement Recommendation 18

NAVY

The Navy diversity and inclusion office has not taken action on this recommendation. A representative from the office stated that it was their understanding that this recommendation only applies at the OSD-level.

¹⁰ Advana combines 1,200 systems into one, central data and analytics platform, simplifying more than 3,000 business systems and tracking everything from finance to infrastructure across the entire Department of Defense.

MARINE CORPS

Marine Corps officials stated that the Marine Corps sponsored a study to assess Barriers to Advancement for People of Color and Female Marine Officers and Enlisted Personnel. The study was completed in May 2022. However, the report is in the review process with senior Marine Corps leadership. The Marine Corps official also stated that the methodology of how the study was conducted is being assessed to allow for an annual study.

Recommendation 19 – Institute Mechanisms for Both the Active and Reserve Components

The Air Force diversity and inclusion office has taken action to implement Recommendation 19. However, the OUSD(P&R) and the Army, Navy, and Marine Corps diversity and inclusion offices must take further actions to fully implement the recommendation.

Recommendation 19 of the MLDC report states:

DoD must...institute mechanisms for accountability and internal and external monitoring for both the Active and Reserve Components.

a. The Services must embed diversity leadership in performance assessments throughout careers.

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

c. The Secretary of Defense must transfer the functions of the former Defense Equal Opportunity Council to a minimum of biannual meetings of DoD's leadership, [sic] the existing Deputy's Advisory Working Group.

d. The Secretary of Defense must expand the DACOWITS charter, where appropriate, to encompass diversity as a whole.

The Air Force established additional leadership training that enforces the importance of ensuring a diverse force. The leadership qualities outlined in the training will continue to be performance factors for promotion boards.

Efforts to Implement Recommendation 19

OUSD(P&R)

An ODEI official stated that DoDI 1320.04 will be revised to include instructions related to nomination packages to meet the intent of Recommendation 19. However, the updated instruction has not yet been issued. Additionally, the functions of the former Defense Equal Opportunity Council have not yet been transferred to the Deputy's Advisory Working Group.

ARMY

Army diversity and inclusion office officials stated that they use the Army Career Tracker Leader Development System to track professional development, career paths, and Army leadership development. This automated system monitors accountability and captures metrics to support key decision-making and enhance Army readiness. However, Army officials did not maintain documentation showing that the Army Career Tracker monitors diversity leadership in performance assessments.

MARINE CORPS

The Marine Corps diversity and inclusion office provided briefing slides and a written response to us stating that its strategic plan included objectives to address leadership's diversity and inclusion engagement in their performance assessment. However, this information did not illustrate any specific tracking of how the leaders were assessed on diversity leadership.

NAVY

A representative from the Navy diversity and inclusion office stated that future Navy performance appraisals are set for testing during summer 2022, which will include diversity leadership.

Lack of Oversight Recommendation Implementation

The DoD did not provide oversight of the ODEI and Service-level diversity and inclusion offices' implementation of these recommendations. This occurred because the DoD does not have an official who is responsible for conducting oversight of the implementation for the MLDC recommendations. Additionally, ODEI officials stated that the DoD does not have any programs or requirements to track implementation of the recommendations. The ODEI officials further stated that the DoD does not require the Services to share data related to the MLDC recommendations with the ODEI.

Although there is not a formal DoD official, program, or data requirement, officials in the ODEI stated that it informally tracked implementation of the recommendations from the MLDC report. While the ODEI did develop an informal tracking system, it did not request that the military diversity and inclusion offices at the Service level also maintain a similar, formal or informal database or provide any data or documentation to the ODEI that would demonstrate their efforts to implement the recommendations. For example, regarding Recommendation 7, Improve Recruiting from the Currently Available Pool of Qualified Candidates, the Marine Corps provided a written statement describing recruiting efforts. However, the Marine Corps did not provide the ODEI evidence of a policy, program, or process in place to support the statement, although the ODEI had tracked this recommendation as implemented for the Marine Corps.

Likewise, for Recommendation 10, Improve Transparency so that Service-Members Understand Performance Expectations, Promotion Criteria, and Processes, the ODEI tracked the recommendation as implemented for the Navy. However, we found that the Navy did not specify the knowledge, skills, abilities, and potential necessary to be promoted in its updated promotion requirements.

The DoD May Not Be Recruiting the Most Qualified Service Members

As a result of the inconsistent implementation of the MLDC recommendations, the DoD has an increased risk of not recruiting, retaining, or promoting the most qualified Service members. This increased risk is a result of not meeting the overarching objectives, which sought to develop demographically diverse leadership and pursue a broader approach to diversity to enhance military performance. Without proper data collection by the OUSD(P&R), ODEI, and the Services, the DoD cannot fully measure progress toward implementing the MLDC recommendations.

Recommendations, Management Comments, and Our Response

Recommendation A.1

We recommend that the Under Secretary of Defense for Personnel and Readiness appoint an official responsible for oversight of progress toward implementing recommendations from the Military Leadership Diversity Commission.

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness agreed with the recommendation. The Under Secretary appointed the Director of the Office of Diversity, Equity, and Inclusion as responsible for oversight and implementation of the MLDC recommendations and the Strategic Plan.

Our Response

Comments from the Under Secretary addressed all specifics of the recommendation; therefore, the recommendation is closed.

Recommendation A.2

We recommend that:

- a. In regards to Military Leadership Diversity Commission report Recommendation 2, the Director of the diversity and inclusion office for the Marine Corps include diversity education and training in its leadership training curriculum and develop a process to measure and evaluate the effectiveness of the training.**

Management Comments Required

The Director of the diversity and inclusion office for the Marine Corps did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Director provide comments on the final report.

- b. In regards to Military Leadership Diversity Commission report Recommendation 4:**
 - 1. The Under Secretary of Defense for Personnel and Readiness issue guidance that demonstrates how the DoD is identifying and rewarding the skills needed for operational challenges related to diversity.**

2. **The Directors of the diversity and inclusion offices for the Navy and Marine Corps issue policies, procedures, and plans that identify and reward the skills needed to meet the diversity operational challenges of the 21st century.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness disagreed and stated that the DoD has provided guidance that fully implements this recommendation. The Under Secretary further stated that the DoD Board on Diversity and Inclusion issued 15 recommendations in 2020; the Defense Equity Team established goals and deliverables related to Diversity, Equity, Inclusion, and Accessibility (DEIA) lines of effort in 2021; and the Defense 2040 Task Force, has taken a series of efforts focused on promotion and retention of diverse individuals and plans to concentrate on recruiting and accession of diverse individuals. The Under Secretary also stated that the DoD has developed a DoD DEIA Strategic Plan in accordance with Executive Order 14035, and is taking steps to implement the priorities in the plan.

Our Response

Although the Under Secretary of Defense disagreed, his comments addressed the intent of the recommendation. Therefore, the recommendation is resolved, but will remain open. We acknowledge the DoD has undertaken multiple efforts to develop plans in order to address this recommendation. Additionally, the DoD DEIA Strategic Plan was in draft form as of June 2022. This recommendation will be closed when the Under Secretary provides the final, signed version of the DoD DEIA Strategic Plan and provides documentation that demonstrates implementation of the plan.

Navy Diversity and Inclusion Office Comments

The Navy diversity and inclusion office Director agreed and stated that the Navy's Culture of Excellence Strategic Plan implemented Recommendation A.2.b.2. The Director also illustrated implementation of the plan by providing additional documentation, such as examples of the monthly engagement through MyNavy HR and issuance of a monthly newsletter.

Our Response

Comments from the Director addressed all specifics of the recommendation; therefore, the recommendation is closed.

Management Comments Required

The Director of the diversity and inclusion office for the Marine Corps did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Director provide comments on the final report.

c. In regards to Military Leadership Diversity Commission report Recommendation 6:

- 1. The Under Secretary of Defense for Personnel and Readiness illustrate in policy how it plans to evaluate the effectiveness of the Kindergarten through 12th grade outreach programs and determine the need to increase resources and support for effective programs.**
- 2. The Director of the diversity and inclusion office for the Marine Corps conduct an evaluation of its early outreach programs.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness disagreed and stated that DoDI 1025.07, “DoD STARBASE Program,” provides information to Congress annually regarding the STARBASE Program’s goals and achievements, as well as program expenditures and the numbers of students and classes served. The Under Secretary also stated DoDI 1025.08, “National Guard Youth Challenge Program,” reports annually to Congress on the design, conduct, and effectiveness of the program. The Under Secretary further stated that the National Guard Bureau and RAND developed scientific and evidence-based metrics and assessment tools to study program effectiveness. Additionally, the Under Secretary stated that DoDI 1205.13, “Junior Reserve Officers’ Training Corps Program,” directs Secretaries of the Military Departments to evaluate the operation, administration, and effectiveness of the program for contractual compliance, cost, and performance objectives.

Our Response

Although the Under Secretary disagreed, the actions he described in his response addressed the intent of the recommendation. Therefore, the recommendation is resolved, but will remain open. The recommendation will be closed when the DoD provides documentation that the programs have been evaluated for effectiveness and if the necessary resources and support are available.

Management Comments Required

The Director of the diversity and inclusion office for the Marine Corps did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Under Secretary and the Director provide comments on the final report.

d. In regards to Military Leadership Diversity Commission report Recommendation 7:

- 1. The Director of the diversity and inclusion office for the Navy update its diversity and inclusion plan to develop a common application for Service Reserve Officers Training Corps and academy programs.**
- 2. The Director of the diversity and inclusion office for the Marine Corps:**
 - a. determine if the recruitment plan outlined in the Diversity, Equity, and Inclusion Strategic Plan has been executed;**
 - b. issue plans, policies, or directives that address the development of a common application for Service ROTC and academy programs; and**
 - c. examine the preparatory school admissions process to ensure accessions align with the needs of the military.**

Navy Diversity and Inclusion Office Comments

The Navy diversity and inclusion office Director agreed and stated that the Navy understands that the recommendation will be fully implemented when the Common Application for ROTC and the U.S. Naval Academy is operational.

Our Response

Comments from the Director addressed all specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We will close the recommendation once we verify that the Common Application for ROTC and the U.S. Naval Academy is operational.

Management Comments Required

The Director of the diversity and inclusion office for the Marine Corps did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Director provide comments on the final report.

e. In regards to Military Leadership Diversity Commission report Recommendation 10:

- 1. The Under Secretary of Defense for Personnel and Readiness determine when the updated instruction for selecting 3- and 4- star officers for advancement opportunities will be issued.**
- 2. The Director of the diversity and inclusion office for the Army ensure that updated guidance incorporates the skills and abilities necessary for promotion to senior levels.**
- 3. The Director of the diversity and inclusion office for the Marine Corps update instructions on administering officer promotions to include the knowledge, skills, abilities, and potential necessary for promotion to senior levels.**
- 4. The Director of the diversity and inclusion office for the National Guard Bureau work with the Army and Air Force diversity and inclusion offices to issue guidance that identifies the knowledge, skills, abilities, and potential necessary to promote to senior levels, and educate and counsel all Service members on the importance of a complete promotion board packet.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness agreed and stated that DoD would revise DoDI 1320.04 to incorporate the selection process and requirements for 3- and 4-star officers.

Our Response

Comments from the Under Secretary addressed the specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. The recommendation will be closed when the DoD issues the revised DoDI 1320.04 to incorporate the selection process and requirements for 3- and 4-star officers.

National Guard Bureau Diversity and Inclusion Office Comments

The National Guard Bureau diversity and inclusion office Director disagreed with Recommendation A.2.e.4, stating that various trainings offered by the Air Force are available to the Air National Guard members and that information from the Army

is available to Army National Guard members. The Director also stated that the National Guard Bureau will keep Army National Guard members informed about new guidance issued by the Army related to military promotions

Our Response

Comments from the Director did not address the specifics of Recommendation A.2.e.4; therefore, this recommendation remains unresolved. We acknowledge that training developed by the Air Force is available to members of the Air National Guard and guidance issued by the Army is available to members of the Army National Guard. However, the intent of the recommendation is for the National Guard Bureau to educate and counsel all National Guard members regarding the knowledge, skills, abilities, and potential necessary for promotion to senior levels and the importance of a complete board packet. We request that the Director provide comments on the final report on how the National Guard Bureau will issue guidance and educate and counsel Service members on the importance of a complete promotion board packet.

Management Comments Required

The Directors of the diversity and inclusion offices for the Army and the Marine Corps did not respond to the recommendations. Therefore, the recommendations are unresolved. We request that the Directors provide comments on the final report.

**f. In regards to Military Leadership Diversity Commission report
Recommendation 11:**

- 1. The Director of the diversity and inclusion office for the Army provide guidance on Service-directed special assignments outside normal career paths or fields and issue guidance that addresses how senior raters' evaluations should acknowledge when a Service member has deviated from the normal course path.**
- 2. The Director of the Diversity and Inclusion Office for the Air Force provide policy or guidance that addresses how senior raters' evaluations acknowledge when a Service member has deviated from the normal career path at the specific request of his or her leadership.**

Air Force Diversity and Inclusion Office Comments

The Air Force Diversity and inclusion office Director agreed with Recommendation A.2.f.2, stating that enlisted Air Force members can be assigned to positions outside of their career fields. The Director also described the evaluation process and the Promotion Board charges for those considered for promotion to certain ranks. These charges are revised and published each calendar year.

Our Response

Comments from the Director addressed the specifics of the recommendation; therefore, we consider this recommendation closed.

Management Comments Required

The Director of the diversity and inclusion office for the Army did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Director provide comments on the final report.

- g. In regards to the Military Leadership Diversity Commission report Recommendation 13:**
- 1. The Under Secretary of Defense for Personnel and Readiness maintain proper documentation, such as requirements enforced by policy or instruction, to demonstrate that the Defense Language and National Security Education Office tracks foreign language capabilities and regional expertise for all Service members.**
 - 2. The Directors of the diversity and inclusion office for the Army and Marine Corps update policies and procedures to document how to track relevant civilian regional and cultural expertise for Reserve Component members.**
 - 3. The Director of the diversity and inclusion office for the Air Force update or issue policies and procedures that document how to track regional and cultural expertise and relevant Reserve Component civilian expertise.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness agreed with Recommendation A.2.g.1 and stated that the DoD should maintain documentation that demonstrates the Defense Language and National Security Education Office tracks foreign language capabilities and regional expertise for all Service members. The Under Secretary also stated the recommendation has been fully implemented, citing the Defense Language and National Security Education Office's completion of the Language Regional Information System within the Defense Readiness Reporting System-Strategic, which tracks all military language capabilities, including civilians. The Under Secretary further stated the Defense Language Steering Committee endorsed the centralization of management of key DoD language professionals under Command Language Program Managers and endorsed force-wide adoption of a tracking system developed by the Air Force. In addition, the Under Secretary stated that DoD Directive 5160.41E, "Defense

Language, Regional Expertise, and Culture Program,” dated August 15, 2015, as amended, requires screening of all personnel for foreign language proficiency upon entering Federal service.

Our Response

Comments from the Under Secretary addressed the specifics of the recommendation; therefore this recommendation is resolved, but will remain open. We will close this recommendation when the Under Secretary provides documentation, such as screenshots, that show the Language Regional Information System contains information about foreign language capabilities and regional expertise for Service Members.

Air Force Diversity and Inclusion Office Comments

The Air Force diversity and inclusion office Director partially agreed with Recommendation A.2.g.3, stating that the Air Force tracks foreign language skills through the Defense Language Proficiency Test. All Air Force members can sign up through the base education office to take the test. The Director also stated that the Air Force tracks regional knowledge and cultural competencies through various courses or training the member receives. He further stated that there is no test, score, or inventory that is tracked by the DoD or the Services.

Our Response

Comments from the Director did not address the specifics of the recommendation; therefore, the recommendation is unresolved. While we acknowledge that the Air Force offers various courses or training that exposes members to other cultures and maintains training records, this does not track regional and cultural experience. The Air Force should establish a method to track regional and cultural expertise among Air Force members, and issue policy to implement the method. We request that the Director provide comments on the final report.

Management Comments Required

The Under Secretary of Defense for Personnel and Readiness and the Directors of the diversity and inclusion offices for the Army and the Marine Corps did not respond to the recommendations. Therefore, the recommendations are unresolved. We request that the Under Secretary and the Directors provide comments on the final report.

- h. In regards to the Military Leadership Diversity Commission report Recommendation 14, the Under Secretary of Defense for Personnel and Readiness:**
 - 1. Address weaknesses in the personnel and finance systems that affect transition between Active and Reserve Components.**
 - 2. Assess how to address the barriers preventing Reserve Component members from fulfilling joint requirements.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness partially agreed and stated that the office will review the personnel and finance systems to determine what gaps exist. The Under Secretary also stated that the gaps would be addressed to the extent that the DoD has oversight; however, the Under Secretary did not agree to review Service specific personnel and finance system gaps. The Under Secretary also agreed to work with Service stakeholders to address barriers that prevent Reserve Component members from fulfilling joint requirements.

Our Response

Comments from the Under Secretary partially addressed Recommendation A.2.h.1; therefore this recommendation is unresolved. We acknowledge that the office will review the personnel and finance systems to determine existing gaps and address only the gaps under DoD's oversight. However, the office should identify responsible parties for Service-specific gaps and work with the parties to implement a plan address the gaps. We request that the Under Secretary provide comments on the final report.

Comments from the Under Secretary addressed Recommendation A.2.h.2; therefore, this recommendation is resolved. We will close this recommendation when the Under Secretary provides documentation that explains how the Under Secretary works with the Services to address the barriers preventing Reserve Component members from fulfilling joint requirements.

- i. In regards to the Military Leadership Diversity Commission report Recommendation 16:**
 - 1. The Director of the diversity and inclusion office for the Air Force issue its Diversity and Inclusion Flight Plan.**
 - 2. The Director of the diversity and inclusion office for the Navy publish a strategic plan that:**
 - a. includes a diversity mission statement that prioritizes equity and inclusion; and**

- b. addresses resourcing and instituting diversity management policies with an emphasis on roles, responsibilities, authorities, and accountability.**

Air Force Diversity and Inclusion Office Comments

The Director of the diversity and inclusion office for the Air Force agreed with the recommendation, stating that the current Department of the Air Force Diversity, Equity, Inclusion, and Accessibility Strategy is in the final approval stage. The strategy will incorporate various Executive Orders and laws related to diversity and inclusion.

Our Response

Comments from the Director addressed the specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We acknowledge the status of the Air Force Diversity, Equity, Inclusion, and Accessibility Strategy, which the Air Force referred to as the Diversity and Inclusion Flight Plan during the evaluation. We will close this recommendation when we obtain a copy of the Diversity, Equity, Inclusion, and Accessibility Strategy and verify that it contains a diversity mission statement that prioritizes equity and inclusion and addresses resourcing and instituting management policies.

Navy Diversity and Inclusion Office Comments

The Director of the diversity and inclusion office for the Navy stated that the Navy met this recommendation through other implemented actions that meet and exceed the requirement of a 5-year strategic plan. The Director further stated that the Chief of Naval Operations published the Navigation Plan in January 2021, which outlines the goals for the coming years. The Director also explained how the Navy is accomplishing the Navigation Plan and provided examples and supporting documentation for various other efforts that meet the requirement, such as the development of a model to measure the Navy's degree of diversity, equity of opportunity, and the extent of its inclusive culture.

Our Response

Comments from the Director addressed all specifics of the recommendation; therefore, the recommendation is closed.

- j. **In regards to the Military Leadership Diversity Commission report Recommendation 17:**
1. **The Under Secretary of Defense for Personnel and Readiness provide the required report to Congress and the President documenting the progress made toward diversity management goals in the Services and conduct the recommended barrier analysis.**
 2. **The Director of the diversity and inclusion office for the National Guard Bureau:**
 - a. **maintain documentation to support that it reports annually to Congress and the DoD on the status of diversity in each state, territory, and the District of Columbia for all ranks of the Army and Air National Guard; and**
 - b. **ensure the report details how reflective the Army and Air National Guard are of the eligible pool in their particular state, territory, or in the District of Columbia.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness disagreed and stated that this recommendation would be a redundant effort. The Under Secretary stated that the DoD did not submit the annual report required by the MLDC; however, the DoD provides Congress with multiple reports that satisfy this requirement, including reports discussing demographic breakdowns, status of discrimination and harassments, and budget outlines for diversity and inclusion efforts. The Under Secretary also stated the barrier analysis has been conducted.

Our Response

Comments from the Under Secretary addressed the intent of the recommendation; therefore this recommendation is resolved, but will remain open. We acknowledge the alternate actions taken by the DoD that meet the intent of our recommendation. We will close the recommendation when the DoD provides examples of the reports that demonstrate the DoD satisfies this reporting requirement.

National Guard Bureau Diversity and Inclusion Office Comments

The Director of the diversity and inclusion office for the National Guard Bureau disagreed with Recommendation A.2.j.2(a), stating that documentation of National Guard diversity compared to population diversity in each state, territory, and district with a National Guard organization is available. The Director

also stated that the National Guard Bureau provides this information to the Adjutants General and National Guard Bureau Chief annually. Additionally, the Director stated that the OUSD(P&R) controls the format of the annual report.

Our Response

Comments from the Director partially addressed Recommendation A.2.j.2(a); therefore, the recommendation is unresolved. We acknowledge that the National Guard Bureau is obtaining diversity data by state, territory, and district. However, the intent of our recommendation is to ensure that the National Guard Bureau provides diversity input for the Army and Air National Guard in the annual report issued to Congress and the President that reports the status of diversity in each state, territory and the District of Columbia. We request that the Director provide comments on the final report.

Comments from the Director addressed the specifics of Recommendation A.2.j.2(b); therefore, this portion of the recommendation is closed.

k. In regards to the Military Leadership Diversity Commission report Recommendation 18:

- 1. The Director of the diversity and inclusion office for the Navy develop a plan to conduct the recommended annual barrier analyses to review demographic diversity patterns across the military life cycle.**
- 2. The Director of the diversity and inclusion office for the Marine Corps implement its plan to conduct the recommended annual barrier analyses to review demographic diversity patterns across the military life cycle.**

Navy Diversity and Inclusion Office Comments

The Director of the diversity and inclusion office for the Navy stated that the Navy is exceeding this recommendation by conducting barrier analyses and providing biweekly updates to the Department of Navy. The Director further stated that this MLDC recommendation is not applicable because the Navy tracks barrier analysis and mitigation more frequently. Additionally, the Director provided documentation that illustrates how the Navy is conducting barrier analyses and providing updates biweekly to the Department of Navy.

Our Response

Comments from the Director addressed all specifics of the recommendation; therefore, the recommendation is closed.

Management Comments Required

The Director of the diversity and inclusion office for the Marine Corps did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Director provide comments on the final report.

- I. In regards to the Military Leadership Diversity Commission report Recommendation 19:**
 - 1. The Under Secretary of Defense for Personnel and Readiness take measures to issue the updated instruction and transfer Defense Equal Opportunity Council functions.**
 - 2. The Director of the diversity and inclusion office for the Army maintain documentation that supports that the Army Career Tracker monitors diversity leadership in performance assessments.**
 - 3. The Director of the diversity and inclusion office for the Marine Corps implement requirements to track and assess leaders on diversity leadership.**
 - 4. The Director of the diversity and inclusion office for the Navy include diversity leadership in performance assessment throughout careers.**

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness partially agreed with the recommendation, stating that the DoD agrees to revise DoDI 1320.04 related to general office/flag officer nomination packages. However, the Under Secretary also stated the DoD is still considering the recommendation regarding transferring the Defense Equal Opportunity Council functions.

Our Response

Comments from the Under Secretary addressed the specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We will close the recommendation when the DoD issues the revised DoDI 1320.04, completes its assessment on the transfer of Defense Equal Opportunity Council functions, and transfers the functions or provides an acceptable alternate plan for the functions.

Navy Diversity and Inclusion Office Comments

The Navy diversity and inclusion office Director agreed and stated that the Navy is on track to fully implement the recommendation.

Our Response

Comments from the Director and supporting documentation provided by the Navy addressed all specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We will close the recommendation once the Navy provides documentation that demonstrates it has implemented its revised performance assessments.

Management Comments Required

The Directors of the diversity and inclusion offices for the Army and Marine Corps did not respond to the recommendations. Therefore, the recommendations are unresolved. We request that the Directors provide comments on the final report.

Recommendation A.3

We recommend that the Under Secretary of Defense for Personnel and Readiness develop a plan of actions and milestones to implement the recommendations included in the 2011 Military Leadership Diversity Commission's report.

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness agreed with the recommendation. The Under Secretary appointed the responsibility for oversight and implementation of the MLDC Recommendations to the Director of the Office of Diversity, Equity, and Inclusion.

Our Response

Comments from the Under Secretary addressed all specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. This recommendation will be closed with the Office of Diversity, Equity, and Inclusion Director provides documentation of its plan of action and milestones to implement the MLDC report recommendations.

Finding B

The DoD and the Services Have Not Fully Addressed the Goals Identified in the 2012-2017 DoD Diversity and Inclusion Strategic Plan

“The 2012-2017 DoD Diversity and Inclusion Strategic Plan” (Strategic Plan) outlined the DoD’s implementation of Executive Order (EO) 13583.”¹¹ The DoD and the Services have not fully addressed the three goals identified in the Strategic Plan, which are to:

- ensure leadership commitment to an accountable and sustained diversity effort;
- employ an aligned strategic outreach effort to identify, attract, and recruit from a broad talent pool reflective of the best of the nation we serve; and
- develop, mentor, and retain top talent from across the total force.

From 2013 to 2021, each of the Service-level diversity and inclusion offices took actions to improve their current diversity and inclusion policies and practices. For example, the Service-level offices implemented internal diversity and inclusion strategic plans, initiated programs, and established practices to address initiatives in the Strategic Plan.

However, despite the actions taken, the DoD and the Services have not fully addressed the three goals identified in the Strategic Plan. This occurred because the OUSD(P&R) did not establish an oversight plan for addressing the goals, objectives, and actions in the Strategic Plan. Additionally, the DoD does not have policy, program, or data requirements to track achieving the three goals and did not hold the ODEI and the Service-level diversity and inclusion offices accountable for implementing the initiatives to satisfy the goals. Sufficient oversight would have included tracking progress, establishing milestones, and obtaining supporting documentation for policies and practices related to the goals. While the ODEI did develop an informal tracking system, it did not request that the military diversity and inclusion offices at the Service-level establish or maintain a similar tracking system or provide any data or documentation to the ODEI that would demonstrate their efforts to address the Strategic Plan.

In addition, the ODEI and the Service-level diversity and inclusion offices used an unofficial version of the Strategic Plan to respond to our data requests. Specifically, the ODEI and the Service-level offices used a version of the plan that excluded many of the initiatives outlined in the published Strategic Plan. For example, the unofficial version of the Strategic Plan did not include the requirement to establish

¹¹ EO 13583, “Establishing a Coordinated Government-Wide Initiative to Promote Diversity and Inclusion in the Federal Workforce,” August 23, 2011.

a framework to collect applicant data and recruiting trends to satisfy Goal 2. Additionally, the unofficial version did not require the diversity and inclusion offices to employ special emphasis program managers to work toward attracting, recruiting, and retaining a diverse workforce. The Service-level diversity and inclusion offices did not use the official version of the Strategic Plan and, therefore, risked not fully addressing the reported goals. ODEI personnel could not identify a reason for using an unofficial version of the plan.

As a result, the DoD may not be encouraging Service-level commitment to diversity and inclusion initiatives unique to each Service.¹²

The DoD Did Not Fully Address the Three Goals of the Diversity and Inclusion Strategic Plan

The DoD did not take action to fully address the three goals from the Strategic Plan. These three goals are to:

- ensure leadership commitment to an accountable and sustained diversity effort;
- employ an aligned strategic outreach effort to identify, attract, and recruit from a broad talent pool reflective of the best of the nation we serve; and
- develop, mentor, and retain top talent from across the total force.

The ODEI and the Service-level diversity and inclusion offices took action to address the three goals of the Strategic Plan. However, the ODEI and the Service-level offices did not fully address the three goals. Table 2 identifies the status of the diversity and inclusion goals, by diversity and inclusion office.

Table 2. Status of Diversity and Inclusion Strategic Plan Goals

Goal	ODEI	Air Force	Army	National Guard Bureau	Navy	Marine Corps
1 – Leadership Commitment				X		
2 – Strategic Outreach Effort	X		X	X	X	X
3 – Top Talent Retention	X	X	X	X	X	X
Total Goals Not Addressed by D&I Office	2	1	2	3	2	2

Table Note: X indicates that the goal was not fully addressed. A blank box indicates that the diversity and inclusion office addressed the goal.

Source: The DoD OIG.

¹² Per the Foreword, the Strategic Plan was issued to “provide an overarching construct which encourages commitment, and creates alignment across the department with the latitude for the Services and DoD agencies to incorporate diversity and inclusion initiatives unique to their organizations.”

Goal 1 – Ensure Leadership Commitment to an Accountable and Sustained Diversity Effort

The ODEI and the diversity and inclusion offices of the Air Force, Army, Marine Corps, and Navy took action to address Goal 1 of the Strategic Plan. However, the National Guard Bureau has not yet addressed this goal.

The first goal of the Diversity and Inclusion Strategic Plan states:

Develop structures and strategies to equip leadership with the ability to manage diversity, be accountable, and engender an inclusive work environment that cultivates innovation and optimization within the Department.

According to the Strategic Plan, this goal consists of two objectives that can be accomplished through a series of three strategic actions. The first objective is to:

Reinforce strategic direction to make leadership aligned, committed, and accountable to diversity and inclusion.

This objective is to be accomplished through two strategic actions:

develop and update policies and procedures to ensure diversity and inclusion is an institutional priority; and

establish and implement an accountability review construct.

The second objective is to:

Employ compelling and consistent strategic communications.

The second objective is to be accomplished through the third strategic action by informing internal and external audiences about DoD diversity efforts in support of recruiting, development, and retention goals.

The ODEI and the diversity and inclusion offices of the Air Force, Army, Marine Corps, and Navy addressed Goal 1 of the Strategic Plan by publishing updated diversity policies and instructions that include the requirements of the first goal. While the National Guard Bureau updated its diversity and inclusion policy to specify how the work force would reflect the communities it served, we noted that the policy did not outline how the National Guard Bureau would make merit-based management decisions, as required by the first goal. Additionally, the National Guard Bureau's updated policy did not identify key diversity and inclusion indicators, develop a comprehensive enterprise-wide framework to monitor the scope and impact of DoD diversity efforts, or conduct barrier and trend analyses on key diversity indicators that provide guidance to aid leaders in making informed diversity decisions, actions that are needed to address Goal 1.

Objective two of Goal 1 required leveraging relationships with non-DoD entities and maximizing the use of social media to expand the diversity message internally and externally to target markets. It also required the offices to create, assess, and execute a diversity and inclusion strategic communication plans. Despite multiple requests, the National Guard Bureau's diversity and inclusion office did not provide documentation that outlined how it met these requirements.

Goal 2 – Employ an Aligned Strategic Outreach Effort to Identify, Attract, and Recruit From a Broad Talent Pool Reflective of the Best of the Nation We Serve

The Air Force diversity and inclusion office addressed Goal 2 of the Strategic Plan. However, the ODEI and the diversity and inclusion offices for the Army, Marine Corps, Navy, and National Guard Bureau did not demonstrate how their offices have addressed this goal. The second goal of the 2012–2017 Diversity and Inclusion Strategic Plan states:

Position DoD to be an 'employer of choice', competitive to attract and recruit top talent.

This goal consists of two objectives that could be accomplished through a series of four strategic actions. The first objective is to:

Design and perform strategic outreach and recruitment to reach all segments of society.

The first objective is to be accomplished through three of the strategic actions:

ensure current recruitment practices are effectively reaching all segments of society;

synchronize outreach and recruitment activities across the DoD. Ensure that outreach and recruitment strategies are designed to draw from all segments of society; and

establish and expand strategic relationships with internal and external key stakeholders at diverse colleges and universities; trade schools; apprentice programs; Science, Technology, Engineering, and Mathematics (STEM) initiative programs; and affinity organizations.

The second objective is:

Employ compelling and consistent strategic communications.

This objective should be accomplished through the fourth strategic action by creating and assessing implementation policies to support diversity strategic outreach and recruitment practices.

The Air Force diversity and inclusion office addressed this goal by updating Air Force policy and instructions to address each objective and action.

Goal 3 – Develop, Mentor, and Retain Top Talent from Across the Total Force

The ODEI and the Service-level diversity and inclusion offices took action but did not fully address Goal 3 of the Strategic Plan. The third and final goal of the 2012-2017 Diversity and Inclusion Strategic Plan states:

Establish DoD's position as an employer of choice by creating a merit-based workforce life-cycle continuum that focuses on personal and professional development through training, education, and developing employment flexibility to retain a highly-skilled workforce.

This goal consists of three objectives that could be accomplished through a series of six strategic actions. The first objective is to:

Promote diversity and inclusion through training, development, and employee engagement programs.

This objective could be accomplished through the first two strategic actions:

[infusing] diversity and inclusion messaging through the onboarding and leadership development and training continuum; and

[using] opportunities presented by employee groups.

The second objective of Goal 3 is:

Promote practices that retain top talent capable of meeting the Department's readiness needs for the 21st century.

This objective could be accomplished by the next two strategic actions:

enhancing retention initiatives to retain a broad diverse pool of top talent; and

promoting an inclusive environment that empowers employees to perform at their maximum potential.

The third and final objective of Goal 3 of the strategic plan is:

Ensure policies and programs support the efforts to develop and mentor a broad, diverse talent pool.

This objective could be achieved by implementing the last two strategic actions:

reviewing training and development programs to ensure they draw from all segments of the workforce and identify barriers; and

creating, implementing, and assessing policies to support the development, mentorship, and retention of a broad, diverse talent pool.

We found that the Service-level diversity and inclusion offices addressed some, but not all, of the strategic actions. For example, the Air Force established the Air Force Barrier Working Group to analyze anomalies found in workplace policies, procedures, and practices; specifically, identifying the root causes and whether those causes are potential barriers to equal opportunity. The Navy representative provided a copy of the Navy Leader Development Framework, which addresses the requirement to identify and integrate diversity principles, practices, and competencies into professional development.

Lack of Oversight Plan by DoD Leadership for Addressing the Strategic Plan

The OUSD(P&R) did not establish an oversight plan for implementing the Strategic Plan and did not hold the ODEI or the Services accountable for addressing the initiatives to satisfy the goals. Sufficient oversight would have included tracking progress, establishing milestones, and obtaining supporting documentation for policies and practices related to the goals. Although the ODEI is not required to track progress of addressing the goals of the strategic plan, the ODEI officials stated that they have an informal tracking system for actions taken to address the goals. We further found that the Service-level diversity and inclusion offices have not reported their strategic plan status to the ODEI because they also do not have an official requirement to report their status.

Additionally, we found the ODEI and the Service-level diversity and inclusion offices took actions based on an unofficial version of the Strategic Plan. During our evaluation, the ODEI consolidated responses to our data requests. However, when the ODEI coordinated with the Service-level diversity and inclusion offices, it provided the Service-level offices with the unofficial version of the Strategic Plan. The plan used to respond to our data requests excluded initiatives outlined in the official, published Strategic Plan. For example, in the unofficial version of the Strategic Plan, actions taken to address Goal 1 excluded the requirement to ensure that decisions are merit-based. Additionally, the unofficial version did not require the establishment of a framework to collect applicant data and recruiting trends to satisfy Goal 2. The unofficial version also did not require the diversity and inclusion offices to employ special emphasis program managers to work towards attracting, recruiting, and retaining a diverse workforce, which is part of the requirements of Goal 2. Furthermore, the unofficial version did not require the review of training and development programs to identify barriers, as required by Goal 3. The ODEI personnel could not explain why they used an unofficial version of the Strategic Plan to obtain responses.

The DoD May Not Be Encouraging Commitment to Incorporate Diversity and Inclusion Initiatives in the DoD Workforce

As a result of not fully implementing the Strategic Plan's three goals, the DoD may not be meeting the objective of the Strategic Plan, which is to encourage commitment and incorporate diversity and inclusion initiatives unique to each organization.

Recommendations

Recommendation B.1

We recommend that the Director of the DoD Office of Diversity, Equity, and Inclusion and the Directors of the diversity and inclusion offices for the Air Force, Army, Marine Corps, Navy, and National Guard Bureau review the three goals outlined in the 2012-2017 DoD Diversity and Inclusion Strategic Plan and develop and implement a plan to address the goals.

Air Force Diversity and Inclusion Office Comments

The Air Force diversity and inclusion office Director agreed with the recommendation, stating that the Air Force designed the Diversity, Equity, Inclusion, and Accessibility Strategy to align with the goals in the DoD Diversity and Inclusion Strategic Plan. The Director also stated that, while the strategy has not yet been issued, the Air Force diversity and inclusion office has implemented several outreach events to provide information about the Air Force, its mission, and employment opportunities. Additionally, the Director stated that racial disparity countermeasures have been approved and executed.

Our Response

Comments from the Director addressed the specifics of the recommendation; therefore, the recommendation is resolved. We acknowledge the status of the Air Force Diversity, Equity, Inclusion, and Accessibility Strategy. This recommendation will be closed when the Diversity, Equity, Inclusion, and Accessibility Strategy is issued.

Navy Diversity and Inclusion Office Comments

The Navy diversity and inclusion office Director stated that the remaining requirements for the Diversity and Inclusion Strategic Plan Goal 2 are outside its purview. The Director provided specific instances where policy and program control are not within its scope or authority, such as expanding and exercising

the use of Schedule A and Veteran hiring authorities and reviewing and ensuring internship, fellowship, and scholarship programs have diverse pipelines to draw candidates.

The Director also stated that the Navy has met requirements of Goal 3.

The Director provided additional information and supporting documentation, including the formation of Employee Resource Groups, such as the Naval Junior Officer Council and the Chief of Naval Personnel's Trusted Advisors Group.

Our Response

Comments from the Director did not address all specifics of the recommendation; therefore, the recommendation is unresolved. We note that the supporting documentation and comments from the Director addressed the specifics of Goal 3. However, we did not redirect Goal 2 to another Navy Department because our intent was for the Navy diversity and inclusion office to identify responsible parties and work with the parties to implement a plan to address Goal 2. We request that the Director provide comments on the final report.

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness provided comments on behalf of the DoD Office of Diversity, Equity, and Inclusion. The Under Secretary disagreed with the recommendation, stating that the 2012-2017 DoD D&I Strategic Plan outlined priorities and needs that the DoD identified over 10 years ago. Further, the DoD has led several initiatives to advance diversity and inclusion in the DoD and is currently focused on goals, priorities, and objectives that are relevant to where the Department is today and where it aims to be in the future. Further, through the DoD OIG's discovery of procedural gaps, the DoD has had the opportunity to refine best practices in implementing and documenting its present and future strategies and initiatives.

Our Response

Although the Under Secretary disagreed, his comments addressed the intent of the recommendation; therefore, the recommendation closed. We acknowledge that the 2012-2017 DoD Diversity and Inclusion Strategic Plan did identify priorities that may be outdated. We also acknowledge it is pertinent to focus on current and future strategic plans and initiatives. We confirmed the Office of the Under Secretary of Defense for Personnel and Readiness issued DoD diversity and inclusion initiatives.

National Guard Bureau Diversity and Inclusion Office Comments

The National Guard Bureau diversity and inclusion office Director disagreed with the recommendation, stating that the National Guard published a Diversity and Inclusion Strategic Plan in 2012 that addresses all three goals. The Director also stated that the National Guard developed a quarterly self-assessment tool to measure execution of the plan.

Our Response

Although the Director disagreed, her comments addressed the intent of the recommendation. Therefore, we consider this recommendation resolved, but will remain open. We acknowledge that the June 1, 2017 National Guard Diversity and Inclusion Strategic Plan echoes the goals outlined in the 2012-2017 Diversity and Inclusion Strategic Plan. We further acknowledge the National Guard Diversity and Inclusion Plan offers strategies for accomplishing the Diversity and Inclusion mission and metrics for evaluating the plan. We will close the recommendation once we receive documentation to verify the National Guard has employed the strategies and used the metrics to determine whether the National Guard is accomplishing the goals outlined in its plan.

Management Comments Required

The Directors of the diversity and inclusion offices for the Army and Marine Corps did not respond to the recommendation. Therefore, the recommendation is unresolved. We request that the Directors provide comments on the final report.

Recommendation B.2

We recommend that the Director of the DoD Office of Diversity, Equity, and Inclusion develop a plan of action and milestones to address the goals outlined in the official version of the 2012-2017 DoD Diversity and Inclusion Strategic Plan.

Office of the Under Secretary of Defense for Personnel and Readiness Comments

The Under Secretary of Defense for Personnel and Readiness responded on behalf of the DoD Office of Diversity, Equity, and Inclusion. The Under Secretary disagreed with the recommendation, stating that the 2012-2017 DoD Diversity and Inclusion Strategic Plan outlined priorities and needs that the Department identified 10 years ago. The DoD is currently focused on goals, priorities, and objectives that are relevant to where the Department is today and where it aims to be in the future. Additionally, the DoD pledged to take procedural steps to ensure the proper tracking of the current and future strategic plans, including establishing milestones and obtaining supporting documentation, where applicable.

Our Response

Although he disagreed, the comments from the Under Secretary of Defense for Personnel and Readiness addressed the intent of recommendation; therefore, the recommendation resolved. We will close the recommendation when the Under Secretary provides documentation of the steps taken to ensure proper tracking of strategic plans, including milestone and supporting documentation requirements.

Appendix A

Scope and Methodology

We conducted this evaluation from October 2020 through February 2022 in accordance with the “Quality Standards for Inspection and Evaluation,” published in January 2012 by the Council of Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to ensure that objectives are met and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

The objective and scope of this evaluation was to determine the extent to which the DoD implemented the objectives, strategic actions, and initiatives from the Military Leadership Diversity Commission’s 2011 Final Report, “From Representation to Inclusion: Diversity Leadership for the 21st Century Military,” and the “Department of Defense Diversity and Inclusion Strategic Plan (2012-2017).”

To address and achieve the objective for this report, we reviewed the following.

- Executive Order 13583, “Establishing a Coordinated Government-Wide Initiative to Promote Diversity and Inclusion in the Federal Workforce,” August 23, 2011
- DoD Directive 1020.02E, “Diversity Management and Equal Opportunity in the DoD,” June 8, 2015 (Incorporating Change 2, Effective June 1, 2018)
- DoD Instruction 1020.05, “DoD Diversity and Inclusion Management Program,” September 9, 2020
- Office of Personnel Management, “Government-Wide Inclusive Diversity Strategic Plan,” 2016
- Section 113, title 10, United States Code (2020)
- DoD 5500.7-R, Joint Ethics Regulation, August 1993
- United States Army Diversity Roadmap, December 2010
- The Army People Strategy, October 2019
- Air National Guard Multi-Year Diversity Strategic Plan for 2012-2017, March 2013
- United States Air Force Diversity Strategic Roadmap, March 12, 2013
- United States Air Force Academy Diversity and Inclusion Plan, 2013
- Air Force Handbook 36-2643, “Air Force Mentoring Program,” May 17, 2019

- National Guard Diversity and Inclusion Strategic Plan, June 1, 2017
- Marine Corps Order 2230.76D, “Conduct of Recruiting Operations,” March 7, 2017
- Service-specific diversity and inclusion instructions, plans, and procedures in draft form

Additionally, we interviewed or received information from personnel from the following offices.

- Office of the Under Secretary of Defense for Personnel and Readiness, Office for Diversity, Equity, and Inclusion
- National Guard Bureau, Office of Diversity and Inclusion
- Defense Human Resources Activity, Diversity Management Operations Center
- Marine Corps Headquarters, Opportunity, Diversity, and Inclusion Branch
- Office of the Assistant Secretary of the Navy for Manpower and Reserve Affairs, Readiness and Transition
- Secretary of the Air Force, Office of Diversity and Inclusion
- Deputy Assistant Secretary of the Army, Equity and Inclusion Agency

Use of Computer-Processed Data

We did not use computer-processed data to perform this evaluation.

Prior Coverage

No prior coverage has been conducted on implementation of the 2011 MLDC report or 2012-2017 DoD Diversity and Inclusion Strategic Plan during the last 5 years.

Appendix B

MLDC Recommendations Fully Implemented

This appendix identifies Recommendations 1, 3, 8, 9, 12, and 15 from the 2011 MLDC report and the actions performed by the OUSD(P&R) and the Service-level diversity and inclusion offices that satisfied the intent of the related recommendations.

Table 3. Actions Taken to Implement MLDC Recommendations

Recommendation From the 2011 MLDC Report	Actions Performed
<p>Recommendation 1: The DoD shall adopt the following definition of diversity: diversity is all the different characteristics of individuals that are consistent with DoD core values, integral to overall readiness and mission accomplishment, and reflective of the nation we serve.</p>	<p>DoDI 1020.05, “DoD Diversity And Inclusion Management Program,” September 9, 2020, includes the definition of diversity as recommended by the MLDC report.</p>
<p>Recommendation 3: The leadership of DoD and the Services must personally commit to making diversity an institutional priority.</p>	<p>The Department of Defense Diversity and Inclusion Strategic Plan reinforces the DoD's commitment to diversity. The plan provides an overarching construct that encourages commitment and creates alignment across the Department with the latitude for the Services and DoD agencies to incorporate diversity and inclusion initiatives unique to their agencies.</p> <p>The Service-level diversity and inclusion offices:</p> <ul style="list-style-type: none"> • published diversity strategies, • established a diversity council to institutionalize diversity initiatives and monitor the progress toward achieving goals and objectives, • implemented a declaration on diversity, • used diversity review boards, and • established a diversity task force.
<p>Recommendation 8: The Services should optimize the ability of Service members to make informed career choices from accession to retirement – with special emphasis on mentoring.</p>	<p>The DoD provided policy directives to the Services on career development, recruitment, and retention programs in DoD Instruction 1020.05, “DoD Diversity and Inclusion Management Program.”</p> <p>The Service-level diversity and inclusion offices:</p> <ul style="list-style-type: none"> • established Diversity Strategic Plans, • developed and implemented mentoring program, and • made career counseling opportunities available.

Table 3. Actions Taken to Implement MLDC Recommendations (cont'd)

Recommendation From the 2011 MLDC Report	Actions Performed
<p>Recommendation 9: DoD and Services should eliminate combat exclusion policies for women.</p>	<p>The Secretary of Defense issued “Implementation Guidance for the Full Integration of Women in the Armed Forces.” This guidance reiterated that the remaining barriers were removed for integrating women into all military occupational specialties and career fields within the U.S. military.</p> <p>The Service-level diversity and inclusion offices:</p> <ul style="list-style-type: none"> • provided plans to eliminate the combat arms exclusion policies for women, • expanded positions and policies for the assignment of female soldiers, • enacted special warfare centers for the arrival of female combatant crews, • used integration implementation plans which elaborated that females are represented in every occupational field, and • enacted implementation plans to include timelines for integrating women into the newly opened occupations and positions.
<p>Recommendation 12: Defense Advisory Committee on Women in the Services (DACOWITS) should expand its focus to include an explanation of the gender gap in retention.</p>	<p>According to the DoD Office of Diversity Management and Equal Opportunity Summary Report, Recommendation 12 was advisory in nature; however, the DACOWITS did explore the recommendation and addressed it in the DACOWITS 2012 report. The report includes a section on the retention gap between military women and men, including briefings from knowledgeable DoD and Service personnel and outside experts; data collection from various sources, including directly from Service members; installation visits; research from relevant literature; and other sources as applicable. The DACOWITS annual reports also provide dedicated sections to recruitment and retention topics.</p>
<p>Recommendation 15: The Office of the Secretary of Defense organizational structure must be aligned to ensure a sustained focus on diversity and inclusion initiatives and should include establishment of the position of a chief diversity officer who reports directly to the Secretary of Defense.</p>	<p>The Department has indicated that the Under Secretary of Defense for Personnel and Readiness is already the policy lead on diversity, equal opportunity, and inclusion matters and already reports directly to the Secretary of Defense. In the Military Departments, the Assistant Secretaries for Manpower and Reserve Affairs have this responsibility and already report directly to their respective Military Department secretaries.</p>

Source: The DoD OIG.

Appendix C

Actions Required to Fully Implement Outstanding MLDC Recommendations

This appendix identifies the recommendations from the 2011 MLDC report and the actions that should be taken by the OUSD(P&R) and the Service-level diversity and inclusion offices to satisfy the related recommendations.

Table 4. Actions That Should Be Taken to Implement the MLDC Recommendations

Recommendation	Actions That Should Be Taken by the DoD or Service
2 – Core Competency	<p>Marine Corps: Include diversity education and training in its leadership training curriculum. Develop a way to measure and evaluate the effectiveness of the training.</p>
4 – Diversity and DoD Culture	<p>OUSD(P&R): Issue guidance that identifies and rewards skills needed for operational challenges related to diversity.</p> <p>Marine Corps: Issue policies, procedures, and plans that identify and reward the skills needed to meet diversity operational challenges.</p>
6 – Expand the Pool of Candidates	<p>OUSD(P&R): Illustrate in policy how they plan to conduct evaluation of the effectiveness of K-12 outreach programs and determine the need to increase resources and support for effective programs.</p> <p>Marine Corps: Implement and subsequently conduct an evaluation of early outreach programs.</p>
7 – Improve Recruiting	<p>Navy: Provide documentation to demonstrate the Common Application for ROTC and U.S. Naval Academy is operational.</p> <p>Marine Corps: Determine if the Diversity, Equity, and Inclusion Strategic Plan has been executed; issue plans, policies, or directives that address the development of a common application for Service ROTC and academy programs; and examine the preparatory school admissions processes.</p>
10 – Performance Expectations, Promotion Criteria, and Processes	<p>OUSD(P&R): Determine the issuance date of the updated instruction for selecting 3- and 4- star officers for advancement opportunities.</p> <p>Army: Ensure that updated guidance incorporates the skills and abilities necessary for promotion to senior levels.</p> <p>Marine Corps: Update instructions on administering officer promotions to include the knowledge, skills, abilities, and potential necessary for promotion to senior levels.</p> <p>National Guard Bureau: Work with the Army and Air Force to issue guidance that identifies the knowledge, skills, abilities, and potential necessary to promote to senior levels, and educate and counsel all Service members on the importance of a complete promotion board packet.</p>

Table 4. Actions That Should Be Taken to Implement the MLDC Recommendations (cont'd)

11 – Promotion Board Precepts	<p>Army: Provide guidance on Service-directed special assignments outside normal career paths or fields. Issue guidance that addresses how senior raters' evaluations should acknowledge when a Service member has deviated from the normal course path.</p>
13 – Personnel With Mission-Critical Skill Sets	<p>OSD(P&R): Maintain proper documentation, such as requirements enforced by policy or instruction, to demonstrate the recommendation is implemented.</p> <p>Army: Update policies and practices to document how it tracks regional and cultural expertise for Reserve Component members.</p> <p>Marine Corps: Update policies and practices to document how it tracks regional and cultural expertise and relevant expertise for Reserve Component members.</p> <p>Air Force: Establish a method to track regional and cultural expertise and relevant Reserve Component civilian expertise.</p>
14 – Structural Diversity, Total Force Integration, and Overall Retention	<p>OSD(P&R): Address weaknesses in the personnel and finance systems that affect transition between Active and Reserve Components. Assess how to address the barriers preventing Reserve Component members from fulfilling requirements.</p>
16 – Diversity Management Policies	<p>Air Force: Issue its Diversity and Inclusion Flight Plan.</p>
17 – Accountability Reviews	<p>OSD(P&R): Provide the required report to Congress and the President, documenting the progress made toward diversity management goals in the Services and conduct the recommended barrier analysis.</p> <p>National Guard Bureau: Maintain documentation to support that it reports annually to Congress and the DoD on the status of diversity in each state, territory, and the District of Columbia for all ranks of the Army and Air National Guard.</p>
18 – Annual Barrier Analyses	<p>Marine Corps: Implement the plan to conduct the recommended annual barrier analyses to review demographic diversity patterns across the military life cycle.</p>
19 – Accountability Mechanisms	<p>OSD(P&R): Take steps to issue the updated instruction and transfer Defense Equal Opportunity Council functions.</p> <p>Army: Maintain documentation that supports that the Army Career Tracker monitors diversity leadership in performance assessments.</p> <p>Marine Corps: Implement requirements to track and assess leaders on diversity leadership.</p> <p>Navy: Provide documentation that demonstrates it has implemented revised performance assessments to include diversity leadership.</p>

Source: The DoD OIG.

Management Comments

Under Secretary of Defense for Personnel and Readiness



PERSONNEL AND
READINESS

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AUG 31 2022

Dana K. Johnson
Program Director
Department of Defense Office of Inspector General
4800 Mark Center Drive
Alexandria, VA 22350-1500

Dear Ms. Johnson:

My office has reviewed the draft Department of Defense Inspector General's (DoDIG) report, *Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan (Project 20. D2021-DEVOPA-0005.000)*. We thank you and your team for conducting this evaluation and providing us an opportunity to respond to your findings. This response pertains to the recommendations concerning the Office of the Under Secretary of Defense for Personnel and Readiness. The Military Departments are submitting their own responses, as applicable.

The report and discussions with the DoDIG team have identified areas for improvement, particularly with respect to documentation, to both further diversity and inclusion (D&I) initiatives and ensure transparency concerning these efforts. Nevertheless, some of the findings do not accurately reflect the implementation status of the Military Leadership Diversity Commission (MLDC) recommendations and the *2012-2017 DoD D&I Strategic Plan*, and we respectfully disagree with the DoDIG's finding that only 6 of 18 MLDC recommendations applicable to DoD have been fully implemented. We believe the report's findings reflect the inability of the Department to present documentation demonstrating completion, rather than an actual lack of completion. We look forward to applying these lessons learned to current and future efforts in this space.

DoDIG Recommendations A.1 and A.3 – Agree

The DoDIG "determined that the DoD did not oversee the implementation of the 12 [MLDC] recommendations. This occurred because the DoD does not have an official who is responsible for conducting oversight of implementation of the MLDC recommendations." The DoDIG report further states that the Office for Diversity, Equity, and Inclusion (ODEI) was "informally tracking" the status of the MLDC recommendations.

DoD agrees with the recommendations that the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) designate an official responsible for oversight of progress toward implementing recommendations from the MLDC and develop a plan of actions and milestones to implement the recommendations included in the 2011 MLDC's report. The USD(P&R) has appointed the Director, ODEI, as being responsible for oversight and implementation of these recommendations. ODEI – and the Office of Diversity Management and Equal Opportunity

Under Secretary of Defense for Personnel and Readiness (cont'd)

before it – have steadfastly monitored the progress of implementing the MLDC recommendations over the past decade. These offices have worked with the Defense Diversity Working Group for several years in discussing best paths forward, obtaining stakeholder input, and overseeing the movement of the recommendations. Furthermore, ODEI officials briefed senior leadership in the Office of Force Resiliency on a regular basis of advances, barriers, and strategies to implement these recommendations. Finally, within the last year, ODEI has briefed me and the Deputy Secretary of Defense on the status of the MLDC recommendations.

DoDIG Recommendation A.2.b.1 – Disagree

The DoDIG report found that Department of Defense Instruction (DoDI) 1020.05, “DoD Diversity and Inclusion Management Program,” September 9, 2020, implemented parts of MLDC Recommendation 4: making respect for diversity a core value and using strategic communications to communicate diversity vision and values. The DoDIG, however, determined that DoD had not taken steps to identify and reward “the skills needed to meet the operational challenges of the 21st century.”

The Department disagrees with the latter finding and the DoDIG recommendation to issue additional guidance on this topic. This finding does not reflect the advances made over the last few years to instill diversity as an integral part of DoD culture and to ensure the Department has taken and continues to take steps to build a more capable and more diverse all-volunteer force. For example, the 2018 National Defense Strategy specified that a modern, agile, information-advantaged Department requires a diverse and highly skilled workforce. The Department recognizes that in a constantly evolving global security environment, our ability to recruit, promote, and retain diverse talent with diversified skillsets is essential to maintaining our status as the world’s premier fighting force. To that end, DoD continues to take action to ensure diversity, equity, inclusion, and accessibility (DEIA) underpin every aspect of our approach to talent management.

In 2020, the then-Secretary of Defense directed a three-pronged approach to counter prejudice, discrimination, and bias in all ranks of our Armed Forces. Each action targeted actions the Department could take within policies, programs, and processes to improve diversity, equity, and inclusion for our Service members. After reviewing input from across the Department, the then-Secretary directed nine immediate actions to address diversity, inclusion, and equal opportunity in the Military Services. The Department implemented these actions in an effort to promote the morale, cohesion, and readiness of the Total Force.

In Summer 2020, the Department established the DoD Board on D&I to conduct a holistic review of policies and processes to identify methods to increase diversity, strengthen inclusivity, and eliminate potential barriers based on race and ethnicity across our Armed Forces. The DoD Board on D&I used the MLDC findings and recommendations as the starting point for its assessment of how best to address current challenges. Ultimately, the DoD Board on D&I issued 15 recommendations intended to improve racial and ethnic D&I in the military and seek to holistically address and strengthen the Department’s efforts within 6 major areas: recruitment and accessions; retention; barriers; career development; organizational climate; and culture,

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worldview, and identity. Over the last year, the Department has focused its efforts on measures to implement these DoD Board on D&I recommendations.

Moreover, in 2021, DoD engaged in significant effort to hone in on actions that need to be taken to ensure the strongest and most capable talent chooses to serve in the Armed Forces or be civilian employees of the Department. For instance, in April 2021, the Deputy Secretary of Defense chartered an executive-level decision-making body, the DoD Equity Team (DET), to facilitate, inform, and advance DoD progress on all issues relating to DEIA. The DET's objectives were guided across five lines of effort (LOEs) that included data and research, talent management, education and training, and compliance with multiple internal and external requirements. The LOEs established action-oriented goals and deliverables. Over the course of a year, the DET made significant progress in these LOEs.

To better reflect that advancing diversity and inclusion requires a whole-of-Department effort, in April 2022, DoD developed a revised DET structure: the DoD 2040 Task Force (D2T). The D2T structure is tiered to ensure that the entire Department is engaged in working to build a more diverse, equitable, inclusive, and accessible institution, one best positioned to fight and win the Nation's wars today and in the future. The D2T serves as a motor, driving the Department to more proactively and comprehensively integrate DEIA practices across the Department for the future. Via the D2T, the Department has undertaken a series of efforts targeting critical touchpoints in a career lifecycle. These efforts, referred to as the "Sprints," are focused on promotion and retention of diverse individuals, and upcoming concentrations include recruiting and accession of diverse individuals.

In addition, DoD has developed an internal *DoD DEIA Strategic Plan*, in accordance with Executive Order 14035, that is aligned with the Government-wide Strategic Plan to Advance DEIA in the Federal workforce. DoD is taking steps to implement the priorities in the *DoD DEIA Strategic Plan*.

For these reasons, **DoD disagrees that it should issue further guidance demonstrating how DoD identifies and rewards the skills needed for operational challenges related to diversity (A.2.b.1)**. The Department asserts it has provided such guidance in several ways over the years and is also presently engaged in these efforts. Instead, DoD will focus on producing results that are born from these ongoing actions. Therefore, DoD maintains that MLDC Recommendation 4 is complete for DoD.

DoDIG Recommendation A.2.c.1 – Disagree

The DoDIG report concluded that MLDC Recommendation 6 is not fully implemented because DoD "has not focused on early engagement or conducted evaluations of outreach programs for students in Kindergarten through 12th grade." On the contrary, DoD has concluded that MLDC Recommendation 6 is complete and **disagrees that the USD(P&R) "should illustrate in policy how [DoD] plans to conduct evaluation of the effectiveness of K-12 outreach programs and determine the need to increase resources and support for effective programs" (A.2.c.1)**:

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- DoDI 1025.07, “DoD STARBASE Program,” reissued on January 15, 2021, directs an annual report for Congress on the DoD STARBASE Program. This report contains a discussion of the design and conduct of the program as well as an evaluation of its effectiveness. The report provides information regarding DoD STARBASE Program goals and measurable achievements, DoD STARBASE Program expenditures, and the number of students and classes served.
- DoDI 1025.08, “National Guard Youth Challenge Program,” reissued December 31, 2020, directs an annual report to Congress on the design, conduct, and effectiveness of the National Guard Youth Challenge Program. In partnership with the National Guard Bureau and RAND, scientific and evidenced-based metrics and assessment tools have been developed to facilitate day-to-day operations, performance management, and longitudinal studies of program effectiveness.
- DoDI 1205.13, “Junior Reserve Officers’ Training Corps Program,” reissued on May 21, 2021, states the Assistant Secretary of Defense for Manpower and Reserve Affairs (ASD(M&RA)) has primary responsibility to develop policy and provide guidance for the conduct and administration of the Junior Reserve Officers’ Training Corps (JROTC) Program. The policy directs Secretaries of the Military Departments to evaluate the operation, administration, and effectiveness of the overall JROTC Program and the individual JROTC units for contractual compliance, cost, and performance objectives, and update the ASD(M&RA) on several program planning items.

DoDIG Recommendations A.2.e.1 and A.2.1.1 – Agree and Partially Agree

Two of the DoDIG’s recommendations concern updates to DoDI 1320.04, “Military Officer Actions Requiring Presidential, Secretary of Defense or Under Secretary of Defense for Personnel and Readiness Approval or Senate Confirmation,” January 3, 2014, as amended. **DoD agrees with the recommendation to revise DoDI 1320.04 to incorporate the selection process and requirements for 3- and 4-star officers (A.2.e.1). DoD also agrees with the recommendation to revise DoDI 1320.04 to formalize instructions related to general officer/flag officer nomination packages, but is still considering the recommendation concerning transfer of the Defense Equal Opportunity Council functions to the Deputy’s Advisory Working Group (A.2.1.1).**

As a note, DoD wishes to correct information considered by the DoDIG in connection with MLDC Recommendation 10: the Chairman of the Joint Chiefs of Staff Instruction 1331-01D only addresses the 3- and 4-star positions in the Joint Staff. DoDI 1320.04 is the Department’s policy applicable to selecting 3- and 4-star positions DoD-wide.

DoDIG Recommendation A.2.g.1 – Agree

The Department agrees that it should maintain proper documentation, such as requirements enforced by policy or instruction, to demonstrate that the Defense Language and National Security Education Office tracks foreign language capabilities and regional expertise

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for all Service members. For the following reasons, the Department believes this recommendation has already been implemented. The Defense Language and National Security Education Office has completed the Language Regional Information System within the Defense Readiness Reporting System-Strategic and this tracks all military language capabilities across the services, including civilian capabilities. In addition, the Defense Language Steering Committee (DLSC) endorsed the centralization of the management of key DoD language professionals under the Command Language Program Managers (CLPM), which greatly improved not only tracking language professionals, but also the management of their capabilities. In order to facilitate the management of language professionals, the DLSC endorsed the force-wide adoption of a tracking system developed by the Air Force, which improved the management of language professionals by required CLPMs. Finally, DoD Directive 5160.41E, "Defense Language, Regional Expertise, and Culture Program," August 15, 2015, as amended, requires all DoD personnel be screened upon entering Federal service for foreign language proficiency. To continue to oversee appropriate tracking of foreign language capabilities and regional expertise, **DoD agrees to ensure proper documentation, such as requirements enforced by policy or instruction, is maintained to demonstrate the tools used to implement the MLDC recommendation (A.2.g.1).**

DoDIG Recommendations A.2.h.1 and A.2.h.2 – Partially Agree and Agree

The DoDIG determined that there are lingering issues in the personnel and finance systems affecting transition between Active and Reserve Components; thus MLDC Recommendation 14 is not complete. DoD reviewed DoDIG's recommendations and **agrees to review the personnel and finance systems to see what gaps might exist, but agrees to address these gaps to the extent that DoD has oversight, and not the Service itself (A.2.h.1). DoD agrees to work with Service stakeholders to assess how to address the barriers preventing Reserve Component members from fulfilling joint requirements (A.2.h.2).**

DoDIG Recommendation A.2.j.1 – Disagree

Regarding MLDC Recommendation 17, the DoDIG found that DoD did not provide evidence to demonstrate it met MLDC Recommendation 17(b) – to submit an annual report to Congress and the President on the progress made toward diversity management goals, and to conduct a barrier analysis. The DoDIG recommended DoD take action to implement MLDC Recommendation 17(b).

The Department disagrees with the DoDIG's recommendation. DoD acknowledges that it did not submit the identified annual report, but explains that not doing so was a decision, not an oversight. DoD provides Congress with multiple reports each year discussing a variety of D&I topics, such as demographic breakdowns, status of discrimination and harassment, and budget outlines to address D&I efforts in the Department. Moreover, recent White House requirements have added to the Department's reporting requirements for these same topics, resulting in similar types of reports being submitted or scheduled to be submitted to White House stakeholders. **Accordingly, the Department disagrees that an additional report should be developed and submitted annually (A.2.j.1), due to a redundancy of effort.**

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The Department also disagrees with the DoDIG's finding that DoD has not conducted the recommended barrier analysis. DoD notes there are conflicting findings in the DoDIG report related to this matter. The DoDIG confirmed in its discussion on MLDC Recommendation 18 that DoD *did* complete the barrier analysis requirement. However, in its discussion under Recommendation 17, the DoDIG stated DoD *has not* conducted the recommended barrier analysis. DoD clarifies that the barrier analysis mentioned in MLDC Recommendation 17 cross-references to MLDC Recommendation 18. Therefore, DoD asserts it has conducted the recommended barrier analysis and that MLDC Recommendation 17 is complete for DoD.

DoDIG Recommendations B.1 and B.2 – Disagree

DoD supports the DoDIG's summary of the *2012-2017 DoD D&I Strategic Plan*. DoD affirms that the *2012-2017 DoD D&I Strategic Plan* outlined three goals at subject in the DoDIG report: Ensure Leadership Commitment; Employ an Aligned Strategic Outreach Effort; and Develop, Mentor, and Retain Top Talent. The DoDIG determined that DoD has not fully addressed the three goals because there was not an oversight plan for implementing the *2012-2017 DoD D&I Strategic Plan* that "included tracking progress, establishing milestones, and obtaining supporting documentation for policies and practices related to the goals." The DoDIG alleges that these omissions may result in DoD not meeting the intent of the *2012-2017 DoD D&I Strategic Plan*, which is to encourage commitment and incorporate D&I initiatives unique to each Service.

DoD appreciates the DoDIG's discovery of these procedural gaps. DoD concedes that no oversight or implementation plan was developed for the *2012-2017 DoD D&I Strategic Plan*. The Department understands how this gap confused and complicated the ability to determine if the goals of the *2012-2017 DoD D&I Strategic Plan* were accomplished. A thorough review of the DoDIG's findings related to this matter provided DoD the occasion to learn from past mistakes and refine best practices in implementing and documenting its present and future strategies and initiatives.

Moreover, the Department hopes to alleviate any concern that the intent of the *2012-2017 DoD D&I Strategic Plan* was not met. While there was no implementation or oversight plan, DoD was mindfully implementing the *2012-2017 DoD D&I Strategic Plan* through measures to implement the MLDC recommendations. Furthermore, several of the past and present DoD D&I-centered initiatives discussed herein accomplished or furthered these three goals.

That being said, **DoD respectfully disagrees with the DoDIG's recommendations to fully address the goals (B.1) and to track progress toward those goals (B.2).** The *2012-2017 DoD D&I Strategic Plan* outlined priorities and needs that the Department identified a decade ago. As described throughout this letter, building upon the MLDC recommendations and the resulting strategic plan, DoD has since led several initiatives to advance D&I in DoD and is currently focused on goals, priorities, and objectives that are relevant to where the Department is today and where it aims to be in the future. **DoD pledges to take procedural steps to ensure the proper tracking of the current and future DEIA Strategic Plans, including establishing milestones and obtaining supporting documentation, where applicable.**

Under Secretary of Defense for Personnel and Readiness (cont'd)

We again thank the DoDIG for its meticulous evaluation into the Department's completion of the MLDC Recommendations and the implementation of the *2012-2017 DoD D&I Strategic Plan*. DoD also appreciates the DoDIG providing us an opportunity to respond to the DoDIG report. The findings identified critical procedural gaps related to tracking and documentation which the Department will take steps to improve for future actions. DoD is grateful for the insight and oversight DoDIG provides and looks forward to our continued relationship in these matters.

Sincerely,



Gilbert R. Cisneros, Jr.

Director, Diversity and Inclusion Office for the Navy



DEPARTMENT OF THE NAVY
OFFICE OF THE ASSISTANT SECRETARY
(MANPOWER AND RESERVE AFFAIRS)
1000 NAVY PENTAGON
WASHINGTON, D.C. 20350-1000

12 Aug 2022

From: Dr. Charles V. Barber, Director, Diversity, Equity, and Inclusion Program Office, Office of the Assistant Secretary of the Navy (Manpower and Reserve Affairs)
To: Director, Department of Defense, Office of the Inspector General

Subj: DEPARTMENT OF NAVY RESPONSE TO DEPARTMENT OF DEFENSE, OFFICE OF THE INSPECTOR GENERAL'S EVALUATION OF IMPLEMENTATION OF THE MILITARY LEADERSHIP DIVERSITY COMMISSION'S 2011 REPORT RECOMMENDATIONS AND THE DEPARTMENT OF DEFENSE DIVERSITY AND INCLUSION STRATEGIC PLAN FOR 2012 TO 2017 (PROJECT NO. D2021-DEV0PA-0005.000)

Ref: (a) DRAFT REPORT FOR D2021-DEV0PA-0005.000

Encl: (1) Navy Management Comments
(2) Memorandum for the Record (28 Jul 2022)

1. The Department of the Navy (DON) Diversity, Equity, and Inclusion (DEI) Program Office reviewed the proposed report provided by the Department of Defense, Office of the Inspector General (DOD OIG) that evaluates the extent to which the DOD has implemented the objectives, strategic actions, and initiatives from the **Military Leadership Diversity Commission's (MLDC) 2011 Report** and the DOD Diversity and Inclusion Strategic Plan for 2012 to 2017.
2. The DOD OIG report lists recommendations A.2.b.2, A.2.d.1, A.2.i.2.a, A.2.i.2.b, A.2.k.1, A.2.l.4, and B.1 as requiring comment from the Director of the Diversity and Inclusion Office for the Navy. Additionally, the draft report lists recommendations A.2.a, A.2.b.2, A.2.c.2, A.2.d.2.a, A.2.d.2.b, A.2.d.2.c, A.2.e.3, A.2.g.2, A.2.k.2, A.2.l.3, and B.1 as requiring comment from the Director of the Diversity and Inclusion Office for the Marine Corps.
3. On behalf of the Navy and Marine Corps DEI offices, the DON DEI Program Office submits this memorandum and enclosure (1) **as confirmation of DON's recommendation review with corresponding management comments from the Navy. The Marine Corps acknowledges DOD OIG's recommendations and does not have additional management comments to provide.**
4. Enclosure (2) is an additional memorandum for the record that outlines the DON DEI Program Office's concern that, as written, the DOD OIG report does not accurately reflect current DON DEI efforts **and progress made since 2011. It is DON DEI's opinion that many of the original MLDC and Strategic Plan requirements are now outdated and have since been addressed by alternate courses of action.**
5. The point of contact in this matter is [REDACTED]

BARBER, CHARLES V.
ASHON [REDACTED]
C.V. BARBER

Director, Diversity and Inclusion Office for the Navy (cont'd)



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12 Aug 2022

From: Dr. Charles V. Barber, Director, Diversity, Equity, and Inclusion Program Office, Office of the Assistant Secretary of the Navy (Manpower and Reserve Affairs)

To: Director, Department of Defense, Office of the Inspector General

Subj: NAVY MANAGEMENT COMMENTS IRT DEPARTMENT OF DEFENSE, OFFICE OF THE INSPECTOR GENERAL'S EVALUATION OF IMPLEMENTATION OF THE MILITARY LEADERSHIP DIVERSITY COMMISSION'S 2011 REPORT RECOMMENDATIONS AND THE DEPARTMENT OF DEFENSE DIVERSITY AND INCLUSION STRATEGIC PLAN FOR 2012 TO 2017 (PROJECT NO. D2021-DEV0PA-0005.000)

Ref: (a) DRAFT REPORT FOR D2021-DEV0PA-0005.000

1. Military Leadership Diversity Commission (MLDC) 2011 Report. The Department of Defense, Office of the Inspector General's (DOD OIG) report lists recommendations A.2.b.2, A.2.d.1, A.2.i.2.a, A.2.i.2.b, A.2.k.1, A.2.l.4 as requiring comment from the Navy.

a. MLDC Recommendation 4 – Diversity Needs to Become an Integrated Part of DOD Culture

- (1) DOD OIG Recommendation: A Navy representative from the diversity and inclusion office stated it is currently drafting a Culture of Excellence (COE) communication plan that contains verbiage that would meet the intent of Recommendation 4. The Navy diversity and inclusion office should issue policies, procedures, and plans that implement Recommendation 4. (Recommendation A.2.b.2)
- (2) Navy Management Comment: Navy acknowledges this recommendation and has fully implemented it through our Culture of Excellence Strategic Plan, which was submitted to the DOD OIG on June 22, 2022. Per further communication with the DOD OIG staff, Navy learned that the DOD OIG needed examples of how the communication plan was implemented. The examples below are provided as evidence:
 - (a) Navy engages the fleet on a monthly basis via the MyNavyHR COE content including DEI across the MyNavyHR social media accounts (Twitter, Instagram, and Facebook). OPNAV N1 Public Affairs Office (PAO) is closely engaged and integrated in the process as they own the social media accounts (COE Strategic Plan, p. 15).
 - (b) Navy engages the Cultural Champion Network (CCN) on a monthly basis via the CCN Navigator newsletter. The newsletter is meant to provide CCN points of contact and Command Triads with monthly topics and references required to be communicated to individuals (COE Strategic Plan, p. 15).
 - (c) MyNavyHR Instagram account performed multiple Instagram Live meetings during Calendar Year 22. The Master Chief Petty Officer of the Navy (MCPON) conducted some of the events with the final tally being coordinated with PAO at this time (COE Strategic Plan, p. 16).

Enclosure (1)

Director, Diversity and Inclusion Office for the Navy (cont'd)



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- (d) Expanded-Operational Stress Control and Full Speed Ahead 3.0 have been rolled out to the fleet (COE Strategic Plan, pp. 17 and 20).
 - (e) Navy produced a COE informational trifold.
- b. MLDC Recommendation 7 – Improve Recruiting From the Currently Available Pool of Qualified Candidates
- (1) DOD OIG Recommendation: The Navy issued its diversity and inclusion plan, which discusses goals and objectives detailing how the Navy will recruit in untapped locations and underrepresented demographics. These goals address three of the four elements of Recommendation 7. The plan did not implement the recommendation to develop a common application for Service ROTC and academy programs. The Navy diversity and inclusion office representative stated that this is due to a lack of funding. The Navy diversity and inclusion office should update its diversity and inclusion plan to address all elements of Recommendation 7. (Recommendation A.2.d.1)
 - (2) Navy Management Comment: Navy acknowledges the recommendation and understands that Navy will fully meet this recommendation when the Common Application for ROTC and USNA is in place in 2027.
- c. MLDC Recommendation 16 – Implement Clear, Consistent, Robust Diversity Management Policies
- (1) DOG OIG Recommendation: **A Navy official stated that the Navy’s Culture of Excellence inclusion and diversity goals and objectives outline its current strategy for addressing this recommendation.** However, when reviewing the goals and objectives, we found that the plan does not meet the requirements of this recommendation. Specifically, the plan does not address the requirement to publish a strategic plan and does not include a diversity mission statement that prioritizes equity and inclusion. Also, the plan does not specifically address resourcing and instituting diversity management policies with an emphasis on roles, responsibilities, authorities, and accountability. The Navy diversity and inclusion office should update the plan to incorporate all elements of Recommendation 16. (Recommendation A.2.i.2.a, A.2.i.2.b)
 - (2) Navy Management Comment: Navy acknowledges the recommendation from the DOD OIG. However, the information outlined below shows how Navy has met this recommendation through a variety of implemented actions that meet and exceed the requirement of having a DEI 5-year strategic plan. In January 2021, the Chief of Naval Operations (CNO) published his Navigation Plan (NAVPLAN). The plan outlines the goals for the Navy for the coming years, **focusing on “four priorities: readiness, capabilities, capacity, and our Sailors.”**
 - (a) **To accomplish the CNO’s NAVPLAN, the Vice-Chief of Naval Operations (VCNO) created a NIF, defining specific objectives to accomplish the CNO’s goals.** Progress towards each objective would be measured using a Performance to Plan (P2P) model.

Enclosure (1)

Director, Diversity and Inclusion Office for the Navy (cont'd)



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- (d) Expanded-Operational Stress Control and Full Speed Ahead 3.0 have been rolled out to the fleet (COE Strategic Plan, pp. 17 and 20).
 - (e) Navy produced a COE informational trifold.
- b. MLDC Recommendation 7 – Improve Recruiting From the Currently Available Pool of Qualified Candidates
- (1) DOD OIG Recommendation: The Navy issued its diversity and inclusion plan, which discusses goals and objectives detailing how the Navy will recruit in untapped locations and underrepresented demographics. These goals address three of the four elements of Recommendation 7. The plan did not implement the recommendation to develop a common application for Service ROTC and academy programs. The Navy diversity and inclusion office representative stated that this is due to a lack of funding. The Navy diversity and inclusion office should update its diversity and inclusion plan to address all elements of Recommendation 7. (Recommendation A.2.d.1)
 - (2) Navy Management Comment: Navy acknowledges the recommendation and understands that Navy will fully meet this recommendation when the Common Application for ROTC and USNA is in place in 2027.
- c. MLDC Recommendation 16 – Implement Clear, Consistent, Robust Diversity Management Policies
- (1) DOG OIG Recommendation: **A Navy official stated that the Navy’s Culture of Excellence inclusion and diversity goals and objectives outline its current strategy for addressing this recommendation.** However, when reviewing the goals and objectives, we found that the plan does not meet the requirements of this recommendation. Specifically, the plan does not address the requirement to publish a strategic plan and does not include a diversity mission statement that prioritizes equity and inclusion. Also, the plan does not specifically address resourcing and instituting diversity management policies with an emphasis on roles, responsibilities, authorities, and accountability. The Navy diversity and inclusion office should update the plan to incorporate all elements of Recommendation 16. (Recommendation A.2.i.2.a, A.2.i.2.b)
 - (2) Navy Management Comment: Navy acknowledges the recommendation from the DOD OIG. However, the information outlined below shows how Navy has met this recommendation through a variety of implemented actions that meet and exceed the requirement of having a DEI 5-year strategic plan. In January 2021, the Chief of Naval Operations (CNO) published his Navigation Plan (NAVPLAN). The plan outlines the goals for the Navy for the coming years, **focusing on “four priorities: readiness, capabilities, capacity, and our Sailors.”**
 - (a) **To accomplish the CNO’s NAVPLAN, the Vice-Chief of Naval Operations (VCNO) created a NIF, defining specific objectives to accomplish the CNO’s goals.** Progress towards each objective would be measured using a Performance to Plan (P2P) model.

Enclosure (1)

Director, Diversity and Inclusion Office for the Navy (cont'd)



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- (b) **This particular project relates to the first objective under the “Sailors” priority – NIF Objective S1. The objective ensures “the Navy has an inclusive and diverse force without expressions of bias, prejudice, and discrimination.”**
 - (c) **OPNAV N17 developed a model to measure the Navy’s degree of diversity, equity of opportunity, and the extent of its inclusive culture. N17 tested the model on the Aviation Community and is providing it as an example and reference (NIF Users Guide Enclosures Part One and Part Two.**
 - (d) **OPNAV N17’s goal is for all communities to accurately replicate this model, determining how to best achieve an inclusive and diverse force within their own communities. The various communities would then present their findings at Navy Leader Development Framework (NLDF) briefings. If similar deficiencies are found across the Navy throughout various communities, the Navy will be able to prioritize its high-leverage policy changes to produce the greatest effect.**
 - (e) **Navy’s DEI mission and vision statement prioritize equity and inclusion.**
 - (f) **OPNAVINST 5420.115A addresses resourcing, policies, roles, responsibilities, authorities, and accountability.**
 - (g) **Navy’s Leader Development Framework briefs to CNO and VCNO are accountability for each of the 17 communities.**
- d. **MLDC Recommendation 18 – The Services Should Conduct Annual Barrier Analyses**
- (1) **DOD OIG Recommendation: The Navy diversity and inclusion office has not taken action on this recommendation. A representative from the office stated that it was their understanding that this recommendation only applies at the OSD-level. The Navy diversity and inclusion office should develop a plan to conduct the recommended annual barrier analysis and implement Recommendation 18. (Recommendation A.2.k.1)**
 - (2) **Navy Management Comment: Navy acknowledges the recommendation that we need to have a published plan that requires annual barrier analysis. However, Navy is not only meeting, but exceeding this recommendation by conducting NLDF barrier analyses and providing updates every two weeks to DON on TFIN recommendation implementation. Navy provided the spreadsheet that shows how we track the recommendations in June 2022. This MLDC recommendation is no longer applicable because we meet the intent by tracking barrier analyses and mitigation more frequently to ensure continuous review and progress.**
- e. **MLDC Recommendation 19 – Institute Mechanisms for Both the Active and Reserve Components**
- (1) **DOD OIG Recommendation: A representative from the Navy diversity and inclusion office stated future Navy performance appraisals are set for testing during summer 2022, which will include diversity leadership. The Navy diversity and inclusion office should take action to fully implement Recommendation 19. (Recommendation A.2.1.4)**

Enclosure (1)

Director, Diversity and Inclusion Office for the Navy (cont'd)



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- Navy's DEI core competencies are woven throughout Navy's Professional Military Education and grow like building blocks throughout a sailor's career. These competencies are assessed where PME is taught as well as through a sailor's community in the NLDF briefings.

Strategic Plan Objective: Support participation in employee affinity and resource groups consistent with the Joint Ethics Regulation (JER), DOD 5500.07-R.

- Navy is providing a paper on Management Advisory Groups as evidence to how Navy meets the requirements of this recommendation.

Strategic Plan Objective: Analyze workforce data and policies to ensure full access to key developmental assignment opportunities.

- OPNAV N17 remains committed to analyzing equal opportunity and full access to key developmental assignment opportunities. As part of the S1 NIF Project, N17 committed a rigorous review of the Aviation career pipeline and tracked career progression by race, gender, and ethnicity.
- The project sought to understand promotion rates, retention rates, and billeting. The goal of the project was to ensure equal opportunity for all demographic groups. This same methodology is being replicated across the Fleet as part of the NLDF framework.
- Navy is providing the case study as evidence to how Navy meets the requirements of this recommendation.

Strategic Plan Objective: Ensure a framework to oversee and monitor organizational climate.

- The Navy assesses organizational climate at multiple levels: Navy, warfare community, and command.
- The Navy annual Health of the Force survey supports the Navy and Community level assessments of organizational climate. In cases where community participation in the annual survey is insufficient to provide a representative sample, an additional Community-level engagement survey is conducted. Navy senior leaders are briefed on the overall results of the HoF and the community-level results are included in the NLDF briefs to VCNO. The DEOCS provides the command level organizational climate data. The metrics the Navy began capturing in 2019 are comparable to those included in the DEOCS 5.0 launched in 2021. This supports a comprehensive understanding of organizational climate.

Strategic Plan Objective: Ensure senior leader involvement in climate assessments.

- Senior N1 leaders are briefed annually on the results of the Health of the Force (HoF) Survey. Data from the Health of the Force Survey is also broken out by community and provided to community leaders. Starting in late 2021, this data has been included in the community NLDF briefs to VCNO. In cases where

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Director, Diversity and Inclusion Office for the Navy (cont'd)



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community participation in the HoF is insufficient, a separate community-specific survey is conducted to capture core HoF metrics. Additionally, as needed, the Navy Survey Office supports follow-on community specific pulse or ad hoc surveys to explore additional culture and climate issues.

Strategic Plan Objective: Develop survey instruments or equivalents to support leaders in managing a diverse force.

- In 2019, OPNAV N1 established the Health of the Force Survey framework for an annual engagement survey. Every year, the survey includes a core set of industry standard metrics designed to assess organizational climate and culture. The core metrics include cohesion, organizational commitment, job satisfaction, connectedness, inclusion, and trust (latter two added in 2021). Starting in 2020, the survey also began including questions about DEI related topics as part of its core content.
- The remainder of the annual survey alternates focus between the work environment and Sailor work/life balance. The work environment (odd years) focus includes questions about stress, burnout, workplace incivility, command morale, sleep, etc. The work/life balance (even years) focus includes questions about marriage, co-location, children, childcare, pregnancy policies and programs, and access to healthcare.

Strategic Plan Objective: Analyze applicant pool and selection data and ensure full access to all development programs.

- OPNAV N17 remains committed to analyzing equal opportunity and full access to key developmental assignment opportunities. As part of the S1 NIF Project, N17 committed a rigorous review of the Aviation career pipeline and tracked career progression by race, gender, and ethnicity. The project sought to understand promotion rates, retention rates, and billeting. The goal of the project was to ensure equal opportunity for all demographic groups. This same methodology is being replicated across the Fleet as part of the NLDF framework.

Strategic Plan Objective: Review existing mentorship models and assess effectiveness.

- As part of the COE DEI Initiatives, OPNAV N17 spearheaded numerous initiatives to review and enhance current mentoring models. We oversaw the implementation of a Fleet-wide Listening Session program, as well as the formation of Employee Resource Groups such as Naval Junior Officer Council and the CNP's Trusted Advisors Group. In addition, OPNAV N17 oversaw the implementation of a new pilot mentoring program between senior Navy leaders and midshipmen.
- OPNAV N17 also has a website dedicated to mentorship.

Enclosure (1)

Director, Diversity and Inclusion Office for the Navy (cont'd)



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3. The point of contact in this matter is [REDACTED]

BARBER CHARLEVA
C.V. BARBER

Enclosure (1)

Director, Diversity and Inclusion Office for the Air Force



DEPARTMENT OF THE AIR FORCE
WASHINGTON, DC

OFFICE OF THE ASSISTANT SECRETARY

29 July 2022

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL

FROM: HQ USAF/SAF/DI
1120 Air Force Pentagon Suite 5E768
Washington, DC 20330

SUBJECT: Air Force Response to DoD Office of Inspector General Draft Report (Project No. D2021-DEVOPA-0005.000)

1. This is the Department of the Air Force response to the DoDIG Draft Report, "Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012-2017" (Project No. D2021-DEVOPA-0005.000). SAF/DI concurs with three recommendations (Recommendations 11, 16, B.1) and partially concurs with Recommendation 13 as written in the report.

2. The SAF/DI, in coordination with AF/A1 and SAF/MR, will correct issues identified in this report, and develop and implement a corrective action plan outlined in the following recommendations:

RECOMMENDATION 11: A.2.f.2 - The Director of the Diversity and Inclusion Office for the Air Force provide policy or guidance that addresses how senior raters' evaluations acknowledge when a Service member has deviated from the normal career path at the specific request of his or her leadership.

AIR FORCE RESPONSE: Concurs (Complete): Within the Department of the Air Force, (enlisted) members can be assigned to positions for career broadening or special duty assignments outside of their career fields. During that period the assigned senior rater would close out the evaluation accordingly.

The Air Force uses SNCO Promotion Board charges that are revised and published for each calendar year for those being considered for promotion to MSgt, SMSgt, and CMSgt. In addition, based on the Racial Disparity Review (RDR), the DAF developed and published Panel Charges for Forced Distributors (Panel Members, Unit Commanders and Senior Raters) to use as they evaluate records to determine who should receive the highest promotion recommendations for those being considered for promotion to SSgt, TSgt, and MSgt.

In determining the best qualified at enlisted boards, the Air Force utilizes the whole person concept, giving careful consideration to such factors as job performance, professional competence, leadership, job responsibility, breadth of experience, awards, decorations, and education. Among these factors, job performance is the most important and must be the primary factor used when

Director, Diversity and Inclusion Office for the Air Force (cont'd)

evaluating potential to serve in the next higher grade. During a review, panels are instructed to avoid equalizing the value of performance between Airmen and defaulting to, or elevating, other factors as pass-fail discriminators.

Professional development is very important and an Airman's breadth of experience must be considered because our Airmen are expected to lead effectively at the operational and strategic levels. Performing duties in joint and/or coalition positions, directly supporting combat and nation building, are valuable skills that need to be retained and utilized for future application. Experiences that contribute to broader cultural awareness and enable better communication in a global operating environment are crucial underpinnings to support strategic national interests.

Additionally, Airmen serving in Force Generating positions such as an instructor or recruiter, build and transform our next generation of Total Force leaders and significantly contribute in developing a high-quality enterprise expectant to warfighting success.

Leadership experience gained through breadth of experience from within career fields, through retraining, special duties, and higher headquarters and joint duty assignments are very important factors when determining who is best qualified to be SMSgts or CMSgts. Assignments outside of an Airman's career field provide a perspective that can be very beneficial to Senior Enlisted Leaders. Deployment experience can be valuable in developing leadership skills; however, not all Airmen are afforded the opportunity to deploy therefore it is not a pass-fail item.

This recommendation is already being implemented at the DAF-level without policy guidance from SAF/DI.

RECOMMENDATION 13: A.2.g.3 - The Director of the Diversity and Inclusion Office for the Air Force update or issue policies and procedures that document how to track regional and cultural expertise and relevant Reserve Component civilian expertise.

AIR FORCE RESPONSE: Partially Conur: Foreign Language skills are tracked and validated via the Defense Language Proficiency Test (DLPT). All members (civilian and military), regardless of where they learned their language (home, school, or overseas location), are able to sign up through their base education office to take this test. Test scores are captured in the personnel data system (for AF MilPDS) as the system of record. If the Department of the Air Force or Department of Defense (DoD) requires someone with these skills to fill a position, the information is readily available, which includes who has tested and their level of proficiency. Foreign Area Officers (FAOs) and Cryptologic Linguist Analysts (CLAs) are two Air Force Specialty Codes (AFSC) that require members to have a foreign language.

Regional Knowledge and Cultural Competencies are tracked through courses or training that a member has received. There is currently no single test, score or automated inventory for this that is tracked by DoD or the Services.

IAW DoDD 5160.70; Management of the Defense Language, Regional Expertise, and Culture (LREC) Program, each military department will ensure culture training is available throughout the **education and training of a Service member's career. The DAF currently offers a "Culture General"** course through the Community College of the Air Force. The course exposes DAF members to other cultures and competencies on how to approach learning to interact.

Director, Diversity and Inclusion Office for the Air Force (cont'd)

RECOMMENDATION 16: A.2.i.1 - The Director of the Diversity and Inclusion Office for the Air Force issue its Diversity and Inclusion Flight Plan.

AIR FORCE RESPONSE: Concur (Estimated completion September 2022) SAF/DI conducted requisite analyses to compare the DAF DEIA Strategy to ensure proper guidance such as the Executive Branch's Government-Wide Strategic Plan to Advance DEIA in the Federal Workforce and the Office of the Secretary of Defense (OSD) Department of Defense DEIA Strategic Plan. SAF/DI will continue to conduct analyses and crosswalks to ensure alignment with Government and DoD official guidance.

The current Department of the Air Force Diversity Equity Inclusion and Accessibility Strategy 2022-2027, is in the final stages of approval for public release. This strategy incorporates mandates from Executive Orders 13595, Instituting a National Action Plan on Women, Peace and Security; 13985, Advancing Racial Equity and Support for Underserved Communities Through the Federal Government; 13988, Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation; 14035, Diversity, Equity, Inclusion and Accessibility in the Federal Government; and the Public Law 115-68, Women, Peace and Security Act. The DAF DEIA Strategy outlines strategic imperatives, goals and objectives, and an implementation plan for the DAF enterprise at every-level.

RECOMMENDATION B.1: We recommend that the Director of the DoD Office of Diversity, Equity, and Inclusion and the Directors of the Diversity and Inclusion Offices for the Air Force, Army, Marine Corps, Navy, and National Guard Bureau review the three goals outlined in the 2012-2017 DoD Diversity and Inclusion Strategic Plan and develop and implement a plan to address the goals:

Goal 1. Ensure Leadership Commitment to an Accountable and Sustained Diversity Effort.

Goal 2. Employ an Aligned Strategic Outreach Effort to Identify, Attract, and Recruit from a broad Talent Pool Reflective of the Nation We Serve.

Goal 3. Develop, Mentor, and Retain Top Talent from Across the Total Force.

AIR FORCE RESPONSE: Concur: The Department of the Air Force has designed a DEIA framework that addresses the three goals cited in the 2012-2017 DoD Diversity and Inclusion Strategic Plan. The DAF DEIA strategy aligned its goals with those of the DoD Strategy.

DoD Goal 1. Ensure Leadership Commitment to an Accountable and Sustained Diversity Effort aligns with DAF DEIA Goal 2: Increase Leadership Engagement and Accountability.

DoD Goal 2. Employ an Aligned Strategic Outreach Effort to Identify, Attract, and Recruit from a broad Talent Pool Reflective of the Nation We Serve aligns with DAF DEIA Goal 2. Increase Leadership Engagement and Accountability

DoD Goal 3. Develop, Mentor, and Retain Top Talent from Across the Total Force aligns with DAF DEIA Goal 4, Drive Adherence to DEIA Principles.

DAF DEIA Goal 1. Demonstrate Adherence to all DEIA Strategic Guidance is overarching for Goals 2-4 as it encompasses policies, process, and procedures across the DAF.

Director, Diversity and Inclusion Office for the Air Force (cont'd)

Although the Department of the Air Force has not released the DEIA Strategy, the Office of Diversity and Inclusion, (SAF/DI) has implemented several outreach to provide general information about the Air Force, its mission, and employment opportunities for our Nation. To maximize the success of these outreach events the DAF collaborated with various groups such as veterans, civic leaders, professional organizations and academia to optimize the desired impact.

So far, one of the best practices within the department that supports outreach is the GO Inspire initiative. The objective is to leverage, senior leaders (civilian, officers and enlisted) to engage with the community at targeted events and raise awareness about rated career field opportunities.

The department is actively working to stand up resources and processes that DAF personnel can utilize. **Many of the countermeasures were outcomes from the Department's 2020 Racial Disparity Review report** that identified this as a gap to fill. The follow countermeasures have been approved and executed to throughout the enterprise:

- a. Implement developmental categories to allow greater development agility and evaluation among closer cohorts (Completed).
- b. Generate and annually review functional Career Development Briefs for SECAF approval to aide in officer career development and planning and to serve as a reference to educate mentors, hiring authorities, and promotion board members about the career field (Completed).
- c. Reallocate IDE and SDE School quotas in accordance with AF instructions and joint requirements (Completed).
- d. Establish policy requiring diverse pools of candidates for consideration for key military developmental nominative positions such as Executive Officer (Wing & above), Aide-de-Camp, Military Assistant, Command Chief, Senior Enlisted Advisor, Career Field Manager (Officer & Enlisted), **Commander's Action Group Chief and STARNOM/CAPNOM positions to enable slates** that better reflect the broad demographic diversity of the DAF (Completed).
- e. Implement updated barrier analysis training materials and provide training to the Career Field Managers (CFM) at the Officer, Enlisted, and Civilian CFM Forums (Completed). Note: To yield positive results, CFMs and Development Teams must follow through on the training by conducting thorough Barrier Analysis and developing action plans and metrics for this action item.
- f. Develop and deploy DAF Bias Mitigation Architecture Plan and training materials (Completed).

Director, Diversity and Inclusion Office for the Air Force (cont'd)

3. This document has been reviewed and found to have no CUI information. The SAF/DI point of contact is [REDACTED]

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[REDACTED] Date: 2022.07.29 13:30:01 -0400

MARIANNE P. MALIZIA, SES
Director, Diversity and Inclusion
Department of the Air Force

Director, Diversity and Inclusion Office for the National Guard Bureau



NATIONAL GUARD BUREAU
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NGB-DEI

8 August 22

MEMORANDUM FOR Program Director, Evaluations – Diversity and Inclusion Programs, Combatant Commands, and Overseas Contingency Operations, Inspector General, Department of Defense, 4800 Mark Center Drive, Alexandria, VA 22350-1500

SUBJECT: Reply to Draft Report for DoDIG Project No. D2021-DEV0PA-0005.000 – Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012-2017

1. Thank you for the opportunity to review the subject draft audit report.
2. The Office of Diversity, Equity, and Inclusion does not concur with all responses to the subject draft audit report as written.
 - a. Recommendation A.2.e.4: All seminars, the computer program, courses, and handbooks developed by the Air Force to fully implement Recommendation 10 are available to members of the Air National Guard. Similarly, the guidance issued by the Army is available to members of the Army National Guard. The National Guard Bureau will ensure that all Army National Guard members are informed of updated guidance to fully implement Recommendation 10 when it is released by the Army.
 - b. Recommendation A.2.j.2: Documentation of non-federalized National Guard organization diversity compared to diversity of eligible population in each state, territory, and district with a National Guard organization is provided with this response. This information is distributed to The Adjutants General and to the Chief, National Guard Bureau, on an annual basis. This review and other "accountability reviews" fully implement Recommendation 17(c). The format of the Secretary of Defense annual report to Congress and the President on the progress made toward diversity management goals in the Services, including the Reserve Component, is controlled by OUSD (P&R). The National Guard Bureau is ready to provide diversity data by state, territory, and district National Guard organization to fully implement Recommendation 17(b).
 - c. Recommendation B.1: The National Guard published a Diversity and Inclusion Strategic Plan that addressed all three goals outlined in the 2012-2017 DoD Diversity and Inclusion Strategic Plan. The National Guard strategic plan was issued in 2012. A copy of the plan is attached. Further, the National Guard developed a quarterly self-assessment tool to measure

Director, Diversity and Inclusion Office for the National Guard Bureau (cont'd)

NGB-DEI
SUBJECT: Reply to Draft Report for DoDIG Project No. D2021-DEV0PA-0005.000 – Evaluation of the DoD's Implementation of the Military Leadership Diversity Commission's 2011 Report Recommendations and the DoD Diversity and Inclusion Strategic Plan for 2012-2017

execution of the plan within each state, territory, and district National Guard organization. A copy of the self-assessment tool is attached.

3. The National Guard Bureau point of contact for this review is [REDACTED]

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BARBRA S. BULS
Brigadier General, USAF
Director, Office of Diversity, Equity, and
Inclusion

Acronyms and Abbreviations

DACOWITS	Defense Advisory Committee on Women in the Services
DEIA	Diversity, Equity, Inclusion, and Accessibility
EO	Executive Order
MLDC	Military Leadership Diversity Commission
NDAA	National Defense Authorization Act
ODEI	Office for Diversity, Equity, and Inclusion
OSD	Office of the Secretary of Defense
OUSD(P&R)	Office of Under Secretary of Defense for Personnel and Readiness

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For more information about DoD OIG reports or activities, please contact us:

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