



**The Inspector General  
Department of  
the Air Force**

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**Assessment Report (S8918P)  
Independent Racial Disparity Review  
Six-Month Assessment**

**September 2021**

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## DEPARTMENT OF THE AIR FORCE WASHINGTON DC

Office of the Secretary

### DEPARTMENT OF THE AIR FORCE INSPECTOR GENERAL

#### SIX-MONTH ASSESSMENT OF RACIAL DISPARITY REVIEW INITIATIVES

1. The Secretary of the Air Force (SECAF) directed the Department of the Air Force Inspector General (DAF-IG) to conduct independent assessments of DAF-wide initiatives targeted at addressing specific findings in the DAF-IG Racial Disparity Review (RDR) Report released in December 2020. This is the first assessment scoped to specifically address progress over a six-month period since the release of the RDR Report. The second assessment will be initiated 18 months after the RDR's release to better assess the results of fully-implemented initiatives designed to, as appropriate, address identified disparities. The SECAF directed these independent reviews to ensure thoughtful follow-through, accountability, transparency, and to assess effectiveness. To enhance transparency and accountability, SECAF also directed public release of both DAF-IG Disparity Reports and all associated assessments of follow-on actions.

2. The RDR captured 16 specific disparities that needed to be carefully assessed by stakeholders to determine root-cause and, as warranted, implement systemic and lasting corrective measures. To conduct this assessment, DAF-IG reviewed root-cause analysis and proposed initiatives by all stakeholders during the six months since the release of the RDR. The highlights of all initiatives reviewed during this assessment are tabbed by functional and attached for public release.

3. While this review focuses purely on actions to address disparities identified in the RDR, it is important to note these initiatives nest under much broader Diversity and Inclusion initiatives within the DAF and DoD. Our assessment of overall DAF efforts to date are as follows:

- Since the release of the RDR, seniors leaders have consistently and doggedly emphasized follow-through and accountability by all stakeholders to ensure deliberate implementation of enduring systemic measures designed to address identified disparities;
- All stakeholders assigned to address the disparities outlined in the RDR Report have been deliberately conducting root-cause analysis of complicated issues and, when warranted, devising systemic and lasting actions intended to directly address specific disparities;
- While the vast majority of initiatives to date are backed by thorough root-cause analysis necessary to implement effective change, some proposed initiatives still lack sufficient root-cause analysis which is in progress;
- In some cases, lack of data is hindering thorough root-cause analysis necessary to implement high-confidence measures. In such cases, lack of access to data is not the problem. The data simply doesn't exist but measures are being implemented to collect it, going forward;
- While available data and analysis supports most of the initiatives under consideration, a few proposed initiatives are not fully supported by available data;
- A few findings in the RDR have not yet been directly addressed;
- While some proposed measures may not achieve the full desired outcome, this is an iterative process and we expect additional steps will be necessary to produce desired results;
- The ultimate measure of success, in general and by initiative, is meaningful results. However, it is unreasonable to expect to see substantive results in six months. The next DAF-IG assessment scheduled

to be initiated 18 months from the release of the RDR is much more likely to assess results and impact of initiatives. Some currently proposed initiatives will quickly produce results when fully implemented, while others will take several years to produce substantive impact;

- Some of the proposed initiatives to address findings in the RDR will be highly applicable to findings in the second Disparity Review (DR) we released.
4. The attachments that follow contain highlights of the specific initiatives that were assessed for this review and currently underway by functionals to address specific disparities outlined in the RDR Report, as well as support broader Diversity and Inclusion initiatives.

6 Attachments:

1. A1 Update
2. S1 Update
3. AETC Update
4. JA Update
5. A4 Update
6. IG Update



## **Racial Disparity Review 6-Month Assessment**


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### **Manpower and Personnel (A1)**

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# Racial Disparity Review

## 180-day Update

A handwritten signature in black ink, appearing to read "B. T. Kelly".

Brian T. Kelly, Lt Gen, USAF

12 August 2021

## EXECUTIVE SUMMARY

The Racial Disparity Review (RDR) was initiated by the Secretary of the Air Force to assess racial disparity in personnel development, military discipline, and career opportunities as they pertain to Black/African American Airmen and Guardians (military and civilians). The scope has since been expanded to include other minority groups and a second survey and data collection effort was launched to look at potential disparities across gender and ethnicity lines as well (results and release timing TBD). The Air Force Inspector General released the findings from the initial review in December 2020 and confirmed there is much work to be done to address disparities in a number of key policy areas. The review validated 16 disparities for Black/African American Airmen and Guardians, nine of which fall within A1 policy oversight.

In response, AF/A1 put together seven cross-functional working groups to address the nine findings. While the work is ongoing, much progress has been made. The working groups are utilizing the Air Force 8-Step Practical Problem Solving Model to refine problem statements, perform formal root cause analyses, and develop updated action plans and performance measures for each finding via a data-centric review. This process was facilitated by a third party to ensure each finding was approached through “fresh eyes” and uncovered new insights. Even though this initial RDR focused on disparities to Black/African Americans, when applicable the team took all race/ethnicity groups into consideration when developing mitigation plans to ensure corrective actions limited disparate outcomes for any Airmen or Guardian. In some cases, mitigation plans may be unique to a specific racial, ethnic, or gender group and may not be commonly applied. In those instances, separate plans are being developed for each specific instance.

As work progressed through the 8-step methodology, it became clear that many of the findings, root causes, and eventual action plans are interconnected and must be addressed using a systemic view. As such, some countermeasures will take considerable time before realizing effects while others may see near term results. For example, wing commander demographics are a lagging indicator for everything that happens earlier in the talent management and development system, beginning with initial accession (i.e. recruiting demographics and career field placement) all the way through promotions and development education demographics. Further, given the predominance of general officer opportunities stem from rated/operational backgrounds, until we can improve demographics accessed into rated career fields and progress these members through the system, we are not likely to see compelling progress in general officer demographics.

Currently, all working groups have completed 4 of the 8 steps in the problem solving model, are working through steps 5 and 6 (develop countermeasures and see countermeasures through), and have implemented some immediate actions to address identified disparities. Common to all findings is the intent to execute unconscious bias mitigation training for panels, commanders, selection boards, and senior raters. This recommendation stems from analysis that shows even when all potential root causes are identified and mitigated, there are some outcomes that do not trace to a direct systemic barrier. In these instances, while not directly visible it is hard to rule out the possibility of unintentional and unconscious bias playing a factor in some disparate outcomes. Therefore to cover all possible root causes, this evidence based training is recommended to ensure awareness of and training methods to help mitigate this potential

contributing factor. Additional countermeasures are captured in the below overview of our progress, to date (*Note: some teams are still developing countermeasures and action plans*):

**1. The racial disparity in substantiated Military Equal Opportunity (MEO) sexual harassment complaints**

- a. Summary of root causes: a lack of standardization in execution of commander directed investigations (CDI), a lack of sufficient MEO resources (to include manpower), and a lack of diversity in commander-appointed Investigation Officers (IO).
- b. Summary of action plan: provide more standardized guidance to IOs on process for conducting sexual harassment investigations, determine and set standard policy guidance for who is best to conduct these types of CDIs (i.e. a pool of designated IOs or MEO professionals, etc.), increase awareness through engagements at key personnel briefings and key touchpoints (i.e. First Term Airmen Center and professional military education).

**2. The racial disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields**

- a. Summary of root causes: lack of a deliberate DAF engagement strategy that maps Black/African American recruiters with operational experience to potential operationally-qualified Black/African Americans recruits, lower propensity and qualification rates for operational career fields among Black/African Americans, DAF's lower manpower investment in recruiting (as compared to Sister Services), a lack of focus on job-related competencies within recruit testing and validation, lack of focus and resources placed on exposing and inspiring youth to operational opportunities.
- b. Summary of action plan: provide more resources and exposure on operational career fields to Black/African Americans and other minority recruits, increase recruiter awareness and appreciation for diversity in career field matching, expand partnerships with minority serving institutions (MSI), review and update screening measures placing greater emphasis on Predictive Success Models (PSMs), update the Air Force Qualification Test and ASVAB to eliminate potential bias.

**3. The racial disparity in the officer Intermediate Developmental Education (IDE) and Senior Developmental Education (SDE) process, given that analysis shows Black/African American officers are being nominated for IDE/SDE at higher than the overall nomination rate but designated to attend at a lower rate**

- a. Summary of root causes: distribution of IDE and SDE seats were disproportionate when comparing AFSCs to requirements, favoring operational over support career fields; lack of clear nomination and selection guidance introduces subjectivity into the selection process; lack of Black/African Americans representation within operational career field where more seats were available.
- b. Summary of action plan: review and reallocate IDE/SDE seats to match DAF requirements, develop deliberate selection criteria and scoring tool to increase overall objectivity, increase Black/African American representation within operational career fields.

**4. The racial disparity in the civilian IDE and SDE selection process given Black/African American civilians are identified to meet the Civilian Developmental Education Board (CDEB) at a consistently lower rate than white civilians**

- a. Summary of root causes: pre-boarding at lower levels (than CDEB) introduce undesired barriers, institutional values in CDE selection limit some applicants' potential for selection (for example, advanced degree requirements).
- b. Summary of action plan: survey development team (DT) chairs and civilian workforce to identify areas for potential barriers and knowledge base, improve marketing to civilian workforce on value of CDE and range of options available, provide training to supervisors and endorsers to improve quality of recommendations, reevaluate and formalize "what we value" and "how we score" criteria.

**5. The racial disparities in promotions to E5-E7 and O4-O6**

- a. Summary of root causes: lower "Promote Now" and "Must Promote" recommendations for enlisted Black/African Americans, lower "Definitely Promote" recommendations for Black/African American officers, no credit for experience within current enlisted evaluation system (EES) point distribution, lower Weighted Airman Promotion System (WAPS) test scores for enlisted Black/African Americans, lack of standardization in large unit Enlisted Forced Distribution Panels (EFDP), lower IDE/SDE selection rates for Black/African American officers, lower selection rates for Black/African American officers into key developmental jobs (i.e. Execs, Aides, etc.), large perspective gap in mentorship opportunities among Black/African American Airmen and Guardians, lack of representation among Black/African Americans within operation career fields.
- b. Summary of action plan: update EES to add more emphasis on experience; implement Situational Judgment Test as a component of WAPS testing; provide more guidance for EFDP execution; provide barrier analysis training to career field managers, supervisors, commanders, and panel members.

**6. The racial disparities in civilian leadership representation from GS-13 to SES**

- a. Summary of root causes: hiring preferences toward prior military, which are less diverse; less diversity in occupational series more commonly hired at higher-level grades; failure to leverage direct hire authorities as part of an overall recruitment strategy to improve representation; failure to fully utilize hiring tools to yield a more diverse applicant pool; and the mindset that geographic mobility is required for readiness for all senior civilian leadership positions.
- b. Summary of action plan: improve diversity information available to civilian personnel offices (CPOs), develop and publish a DAF Diversity and Outreach Recruitment Strategy for senior-level positions, review hiring policies for impacts on diversity, provide training to HR specialists and hiring managers to foster more diverse talent pools, update DAF civilian retention strategy to increase retention of diverse employees.

**7. The lack of thorough Barrier Analysis among some Developmental Teams**



- a. Summary of root causes: a lack of clarity regarding roles and responsibilities, current barrier analysis tools are inadequate, there is no formal tracking mechanism in-place to enforce completion, a lack of completeness in barrier analysis reports.
- b. Summary of action plan: review and update published guidance, update training materials and provide training to CFM forums, provided additional historic data to DTs to aid their barrier analysis efforts, monitor and track reporting for completeness and compliance, schedule DT barrier analysis action plan briefs to DAF senior leaders.

**8. The racial disparity in wing command and equivalent positions**

- a. Summary of root causes: a majority of wing command positions require rated and/or operational experience, and Black/African Americans are underrepresented in these specialties; lower opportunities in key development positions (DE, aides, execs, etc.); lack of formal mentoring/coaching to help ensure success
- b. Summary of action plan: strengthen Black/African American representation and visibility throughout command selection and matching process (i.e. board composition, MOI, etc.), expand mentorship programs for Black/African American. *(Note: Plus action plans from findings 2 and 4 apply)*

**9. The lack of satisfaction service members expressed regarding IG and EO, with special emphasis on the process of referring cases back to the chain of command**

- a. Summary of root causes: both perceived and actual risk with filing EO complaint, inadequate time allotted to EO training, inconsistent delivery of EO training, inadequate support tools for those who file complaints.
- b. Summary of action plan: develop a manual or guidebook to provide better understanding of the process and timelines, execute customer satisfaction surveys, robust EO professional development program, review and update training to add emphasis on every member's role in the process, expand EO briefings at key leader engagements, implement anonymous reporting options.

These nine findings highlight complex policy issues requiring attention from DAF leaders across all levels. While there is a lot of good work being done, we still have much work to do in addressing racial disparities identified in the SecAF-directed RDR. The AF/A1 team is committed to fully addressing each of these nine findings and will continue to provide periodic progress updates via DAF Diversity Councils and appropriate mediums. While not all actions will drive immediate results, the countermeasures under development and currently in-place will help remove disparities and ensure equal opportunity for all Airmen and Guardians to reach their full potential.

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## **1. OVERVIEW**

### **1.1. Purpose**

Provide interim 180-day update to SecAF and CSAF on the work and progress made regarding findings from the Racial Disparity Review (RDR).

### **1.2. Background**

1.2.1. In December 2020, SAF/IG released the report from their months-long RDR. The RDR was initiated by SecAF to assess racial disparity in military discipline, personnel development, and career opportunities as they pertain to Black/African American Airmen and Guardians. Results of the RDR confirmed disparities exist in a number of key areas, nine of which fall within A1 policy oversight:

1.2.1.1. The racial disparity in substantiated Military Equal Opportunity (MEO) sexual harassment complaints.

1.2.1.2. The racial disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields.

1.2.1.3. The racial disparity in the officer Intermediate Developmental Education (IDE) and Senior Developmental Education (SDE) process, given that analysis shows Black/African American officers are being nominated for IDE/SDE at higher than the overall nomination rate but designated to attend at a lower rate.

1.2.1.4. The racial disparity in the civilian IDE and SDE selection process given Black/African American civilians are identified to meet the Civilian Developmental Education Board (CDEB) at a consistently lower rate than white civilians.

1.2.1.5. The racial disparities in promotions to E5-E7 and O4-O6.

1.2.1.6. The racial disparities in civilian leadership representation from GS-13 to Senior Executive Service (SES).

1.2.1.7. The lack of thorough Barrier Analysis among some Developmental Teams.

1.2.1.8. The racial disparity in wing command and equivalent positions.

1.2.1.9. The lack of satisfaction service members expressed regarding IG and EO, with special emphasis on the process of referring cases back to the chain of command.

1.2.2. In response to these findings, AF/A1 put together seven cross-functional working groups to address each finding and develop corrective action plans. These working groups met regularly and rotated through weekly meetings with AF/A1 senior leaders to provide updates and receive vectoring guidance. This work is ongoing at the time of this report.

### 1.3. Methodology

1.3.1. A1's methodology is processing each of these findings through the Air Force 8-Step Practical Problem Solving Model (**Figure 1**) in order to refine problem statements, perform a formal root cause analysis, develop updated action plans, and identify measures of performance for each finding and plan. This process was facilitated by a third party and each finding was approached through a "fresh eyes" lens to uncover new insights. Additionally, while the initial RDR focused primarily on disparities to Black/African Americans, the team widened the lens, where able, to ensure all mitigation plans prevented disparate outcomes for any race/ethnicity group.

1.3.1.1. Step 1 – Clarify/Validate the Problem: Provides clarity as to the improvement opportunity and the degree by which the process is failing in measurable terms.

1.3.1.2. Step 2 – Break Down the Problem/Identify Performance Gaps: Identifies the gap between the baseline and the standard performance.

1.3.1.3. Step 3 – Set Improvement Targets: Sets improvement targets on two levels simultaneously, the strategic and the tactical. Target(s) should be SMART. (Specific, Measurable, Attainable, Results Focused, Time-bound)

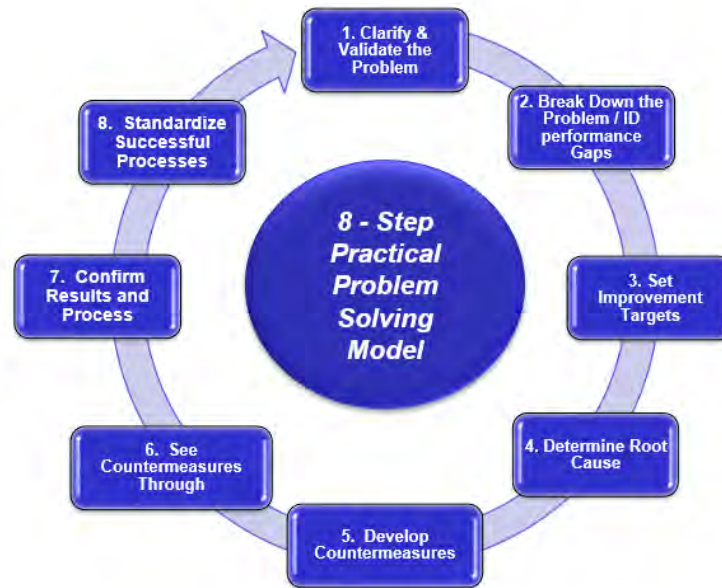
1.3.1.4. Step 4 – Determine Root Cause: Identifies underlying issues rather than merely addressing the symptoms. Root causes should be supported by data.

1.3.1.5. Step 5 – Develop Countermeasures: Provides direct linkage to, and addresses root causes identified in Step 4. Many countermeasures may be developed to directly address any and all root causes.

1.3.1.6. Step 6 – See Countermeasures Through: Provides a detailed implementation plan for each countermeasure identified in Step 5.

1.3.1.7. Step 7 – Confirm Results Process: Verifies achievement of the improvement target identified in step 3, the closure of the performance gap in step 2, and addressing of the problem statement in step 1.

1.3.1.8. Step 8 – Standardize Successful Processes: Ensures implementation and sustainability of validated and successful new process(s).



**Figure 1. 8-Step Practical Problem Solving Method**

1.3.2. As work progressed through the 8-step methodology, it became clear that many of the findings, root causes, and eventual action plans are interconnected and must be addressed using a systemic view. As such, some countermeasures will take considerable time before realizing effects while others may see near term results. For example, wing commander demographics are a lagging indicator for everything that happens earlier in the talent management and development system, beginning with initial accession (i.e. recruiting demographics and career field placement) all the way through promotions and development education demographics. Further, given the predominance of general officer opportunities stem from rated/operational backgrounds, until we can improve demographics accessed into rated career fields and progress these members through the system, we are not likely to see compelling progress in general officer demographics (i.e. >20 years). This system is conceptually displayed in **Figure 2** which overlays the areas of the system where the RDR identified disparities. Note: there are additional findings that do not fall into this framework, which will also be addressed in this report.

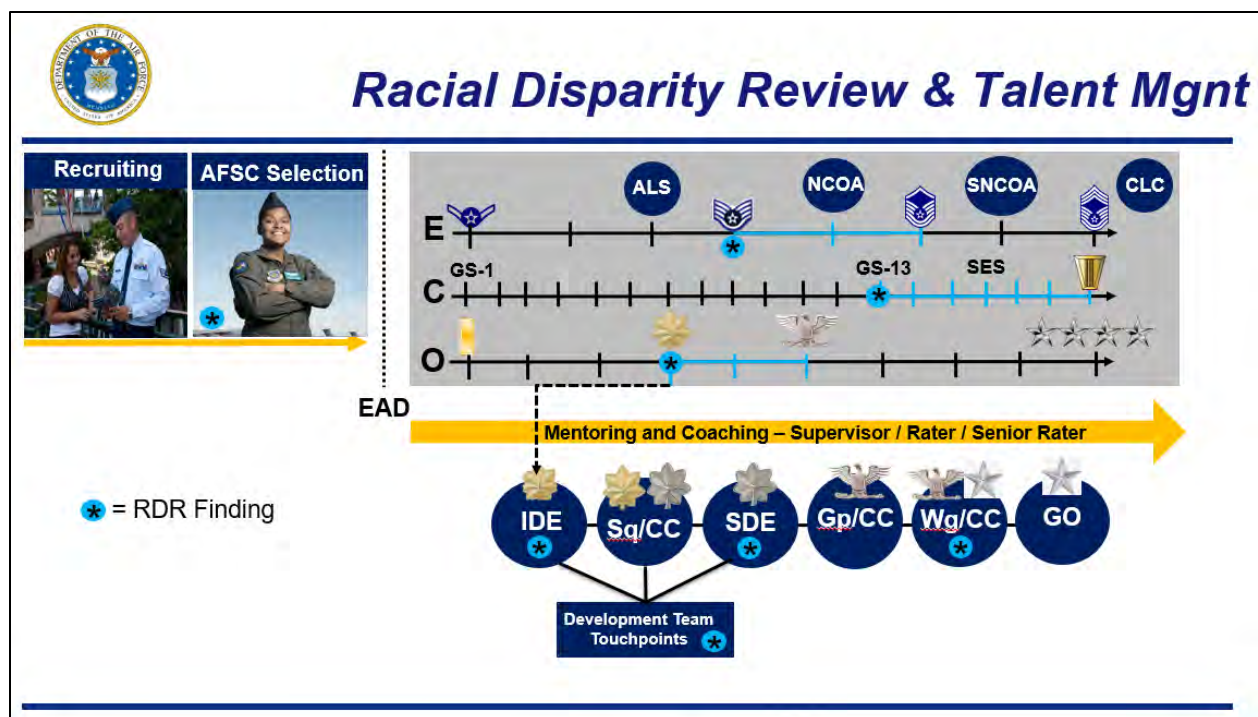


Figure 2. RDR Findings and the Talent Management System

## 1.4. Reporting Format

1.4.1. This report does not provide every detail on the work that has gone into each of these findings. Rather, it provides a concise summary of the team's work to date. Each of A1's findings will be identified beginning in Section 2. As each finding is presented, the results of the 8-Step Practical Problem Solving Method to date will be provided under the following headings: Problem Statement, Root Causes, Countermeasures and Action Plan, Measures of Success. Supporting data is provided as appropriate.

1.4.2. A consolidated summary of milestones and associated implementation timelines is presented in Section 3.

## **2. SUMMARY OF FINDINGS AND ACTION PLANS**

### **2.1. The racial disparity in substantiated Military Equal Opportunity (MEO) sexual harassment complaints (RDR cross reference p. 31-33).**

2.1.1. Problem Statement. The SAF/IG RDR, December 2020, provided results of data analysis and surveys of 123,000 Airmen and Guardians indicating Black/African American service members are twice as likely (0.36 rates per thousand (RPT) as compared to 0.15 RPT for white service members) to be the subject of a substantiated sexual harassment complaint. The DAF requirement is to administer the complaint verification process without disparity based on race, ethnicity or gender; the DAF goal is to decrease disparities.

#### **2.1.2. Root Causes.**

2.1.2.1. Lack of Standard Guidance for Commander Directed Investigations (CDI).

2.1.2.2. Limited EO manpower and resources.

2.1.2.3. Lack of diversity in Investigating Officers (IO).

#### **2.1.3. Countermeasures and Action Plan.**

2.1.3.1. Complete analysis to determine root causes for disparate MEO sexual harassment complaints (Complete).

2.1.3.2. Conduct a feasibility study to determine if all EO investigations can and/or should be conducted by EO offices/personnel; update policy as appropriate (ECD Oct 21).

2.1.3.3. Coordinate with IG and JA to add more direction in the CDI guide for IO's and commander's responsibilities with regard to Sexual Harassment complaints and the requirement to coordinate with/utilize the local EO office (ECD Oct 21).

2.1.3.4. Restructure CDI portion of Key Personnel Briefings to better highlight the roles and responsibilities of leadership in regards to sexual harassment complaints (ECD Sep 21).

2.1.3.5. Establish a set pool of IOs at each installation that would have additional training, to include unconscious bias and the continuum of sexual harassment (ECD Oct 21).

2.1.3.6. Reinstitute the enhanced EO Human Relations Education for FTAC and expand the portion for PME (ECD Oct 21).

#### **2.1.4. Measures of Success.**

2.1.4.1. Increase sexual harassment investigations conducted by Equal Opportunity specialists by 60%, which will be tracked and verified quarterly from reports pulled from the Air Force Equal Opportunity complaints database by HHQs.

2.1.4.2. Train 90% of all Investigating Officers selected to conduct sexual harassment investigations on unconscious bias and the continuum of sexual harassment, which will be tracked by the installation Equal Opportunity offices and tracked by MAJCOM/FIELDCOM Equal Opportunity Functional Managers.

2.1.4.3. Decrease disparities by 20% in substantiation rates in the complaint verification process, annually, over the course of the next five years, which will be tracked and verified quarterly from reports pulled from the Air Force Equal Opportunity complaints database by HHQs.

## **2.2. The disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields (RDR cross reference p. 34-45).**

2.2.1. Problem Statement. Per SAF/IG's Independent RDR, December 2020, and results of data analysis and surveys of 123,000 Airmen, Black/African American service members are underrepresented in operational career fields and overrepresented in support career fields. This outcome is inconsistent with the Air Force's goal to have equal/proportional representation in all accessions.

### **2.2.2. Root Causes.**

2.2.2.1. Lack of deliberate placement strategy for Black/African American recruiters in operational career fields to inspire, engage and recruit other Black/African American candidates into operational career fields.

2.2.2.2. Lack of propensed Black/African Americans for operational career fields.

2.2.2.3. Decentralized AFSC reservation/classification process for enlisted operational career fields.

2.2.2.4. Lower Armed Services Vocational Aptitude Battery (ASVAB) and Armed Forces Qualification Test (AFQT) qualification rates of Black/African American for operational career fields. See **Figure 3** for historic Air Force Qualification Test (AFQT) scores.



Average AFQT Scores						
	FY16	FY17	FY18	FY19	FY20	FY21Q1
Overall	58.6	59.1	60.3	59.5	60.5	61.2
Caucasian	67.5	67.3	67.5	67.6	68.6	68.8
Hispanic	60.4	59.6	59.8	59.4	60.6	59.9
African American	53.2	51.9	51.7	51.4	52.2	51.8
Asian	65.4	64.5	66	64.2	65.3	65.3
American Indian	61.5	61.4	58	60.1	58.8	58.1
Pacific Islander	61.2	59.2	57.7	57.5	58.1	55.2
Two or More Races	64.3	63.4	64.2	63.4	64.9	66.2
Unavailable	53.9	54.8	57.2	56.5	57.5	58.9

Source: AFRS

**Figure 3. Historic AFQT scores, by demographic**

2.2.2.5. Failure to incorporate job-related competencies within training and accession testing validation.

2.2.2.6. Lower Air Force recruiting manning compared to other Services (see **Figure 4**).

Service	FY20 Recruiters	FY20 TF End Strength	Ratio
Army	7,703	1,005,500	1:131
Navy	3,765	399,500	1:106
Marine Corps	2,046	224,700	1:110
Air Force (incl USSF)	1,163	510,600	1:439

**Figure 4. Recruiter Manning By Service**

2.2.3. Countermeasures and Action Plan.

2.2.3.1. Provide more resources and information on operational career paths to potential recruits, via Air Force Work Interest Navigator (AF-WIN) and new enhanced job counseling platform (Complete).

2.2.3.2. Leverage Air Force Recruiting Service (AFRS) quarterly job matching scheme (implemented in FY21) to provide up to 5 months to encourage and place recruits in the right job; initial implementation (Complete) and full implementation (ECD Apr 22).

2.2.3.3. Improve marketing efforts towards underrepresented populations and untapped geographic regions, academic sources, Minority Serving Institutions, affinity-based professional organizations/events/outreach, and networks with science, technology, engineering, arts, and mathematics (STEAM) groups (Ongoing).

2.2.3.4. Create deliberate minority recruiting strategy to ensure minority recruiters from operational career fields are best used to inspire, engage and recruit other minority candidates into operational career fields (ECD Sep 21).

2.2.3.5. Initiate communication campaign targeting recruiters to highlight their critical role in promoting enterprise diversity and inclusion priorities (Ongoing).

2.2.3.6. Perform operational pipeline analysis to determine where Black/African Americans are departing training and/or cross-training and creating plan to address findings (TBD, requires additional funding).

2.2.3.7. Review and update screening measures, as appropriate, with emphasis placed on Predictive Success Models (PSMs) targeting operational career fields (Ongoing).

2.2.3.8. Review and update Air Force Qualification Test (AFQT) and Pilot Candidate Selection Method (PCSM) as recommended by the AFQT and PCSM working group (ECD Sep 24).

2.2.4. Measures of Success. The desired end-state is to reduce racial disparity during classification into operational career fields. The Air Force will measure and identify incremental change and contributing factors, and assess progress (e.g., quarterly job matching scheme, AF-WIN match, enhanced job counseling, marketing, recruiter influence/inspiration/engagement, combination of factors). The Air Force will ensure classification rates are consistently equivalent to overall rates (+/-5%) for 5 consecutive years. Since the current rate is at 20%, the target for the first year in 2021 is to reduce racial disparity with under-representation in operational fields from the current 20% margin to <10% with 2% improvement each year for the next 5 years (8% by 2022, 6% by 2023, 5% by 2024, and finally +/-5% between 2025-2029).

**2.3. The disparity in the officer Intermediate Developmental Education (IDE) and Senior Developmental Education (SDE) process, given that analysis shows Black/African American officers are being nominated for IDE/SDE at higher than the overall nomination rate but designated to attend at a lower rate (RDR cross reference p. 52-59).**

2.3.1. Problem Statement. Racial disparity exists within the Air Force's Education processes; as confirmed by the DAF/IG Racial Disparity Report (RDR), which indicated lower selection rates for Black/African American AF personnel in Intermediate and Senior Developmental Education opportunities.

2.3.2. Root Causes.

2.3.2.1. Unbalanced distribution of IDE/SDE seats. Distributions were not based on DAF requirements, which caused a disproportionate allocation favoring Operational over Support career fields.

2.3.2.2. Lack of clear nomination/selection guidance, transparency, and criteria has led to inordinate subjectivity in the PME process.

2.3.3. Countermeasures and Action Plan.

2.3.3.1. Re-allocate IDE and SDE school quotas in accordance with DAF core, institutional, command, staff and joint requirements (Complete).

2.3.3.2. Establish deliberate selection criteria and scoring tools for “Definitely Attend” (DA) allocations and review feasibility of continuing DA policies (ECD Oct 21).

2.3.3.3. Implement a Central PME Board scoring tool with objective unbiased criteria to assist in scoring records (ECD Jan 22).

#### 2.3.4. Measures of Success:

2.3.4.1. DE selection rates for Black/African American officers and other minorities to ensure they are consistently equivalent (+/-5%) to overall selection rates (lagging indicator).

### **2.4. The disparity in the civilian IDE and SDE selection process given Black/African American civilians are identified to meet the Civilian Developmental Education Board (CDEB) at a consistently lower rate than white civilians (RDR cross reference p. 57-59).**

2.4.1. Problem Statement. Racial disparity exists within the Department of the Air Force's Civilian Developmental Education selection processes at the Development Team level; as indicated by the SAF/IG RDR.

#### 2.4.2. Root Causes.

2.4.2.1. Potential barriers exist in the application process with “pre-boards” at lower levels.

2.4.2.2. What the AF values for CDE selection (e.g. selection criteria such as advanced degree) is a barrier for some applicants and may not be needed to find the best applicant for some programs.

#### 2.4.3. Countermeasures and Action Plan.

2.4.3.1. Identify required MyVector enhancements to control the application process, build out MyVector backlog & identify additional resources required (ECD Sep 21).

2.4.3.2. Execute DT chair survey to identify potential barriers (Complete).

2.4.3.3. Execute DAF civilian survey gauging knowledge on DAF civilian developmental programs and their perceptions on barriers (ECD Sep 21).

2.4.3.4. Analyze survey results to determine if changes are needed to processes/programs (ECD Oct 21, in conjunction with Civilian Force Development Panel).

2.4.3.5. MyVector enhancements and policy changes complete (ECD Nov 21).

2.4.3.6. Improve marketing of DAF Civilian Developmental Programs based on survey results and improve transparency in selection process (ECD Dec 21, in conjunction with start of next CDE cycle).

2.4.3.7. Offer training for supervisors and endorsers on how to write effective recommendations / endorsements as outlined in the RDR review (ECD Jan 22).

2.4.3.8. Re-evaluate “What We Value” / “How We Score” to address criteria which are not required and present barriers (ECD Dec 21).

2.4.3.9. Ensure supervisors and 2nd level endorsers take action in a timely manner on submitting packages (Ongoing).

2.4.3.10. Review military and civilian DE processes and timelines and update, if appropriate, to provide better alignment and streamline processes (Ongoing).

#### 2.4.4. Measures of Success.

2.4.4.1. Increase applications with consistently equivalent representation of all groups/demographics.

### **2.5. The racial disparities in promotions to E5-E7 and O4-O6 (RDR cross reference p. 59-74).**

#### 2.5.1. The racial disparities in promotions to E5-E7.

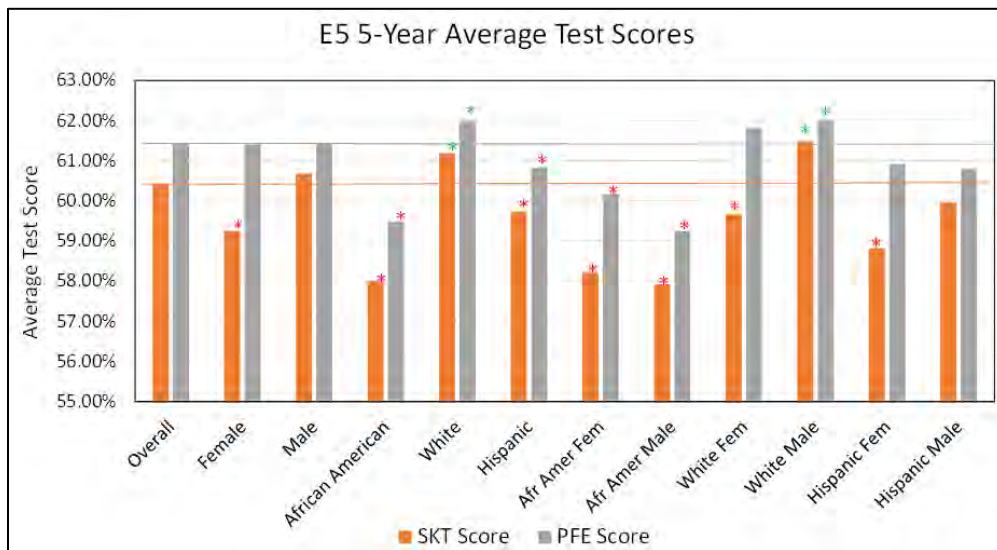
2.5.1.1. Problem Statement. Per the Inspector General (IG) Independent Racial Disparity Review, December 2020, from 2010-2019 Black/African American enlisted members were consistently underrepresented in all promotion categories and ranks except E8 and E9 with the largest disparities in the ranks of E5 to E6. These outcomes are inconsistent with Air Force’s goal to develop leaders with the appropriate tools to create and sustain an environment in which all Airmen can reach their full potential, valuing the many aspects of diversity within our Air Force.

#### 2.5.1.2. Root Causes.

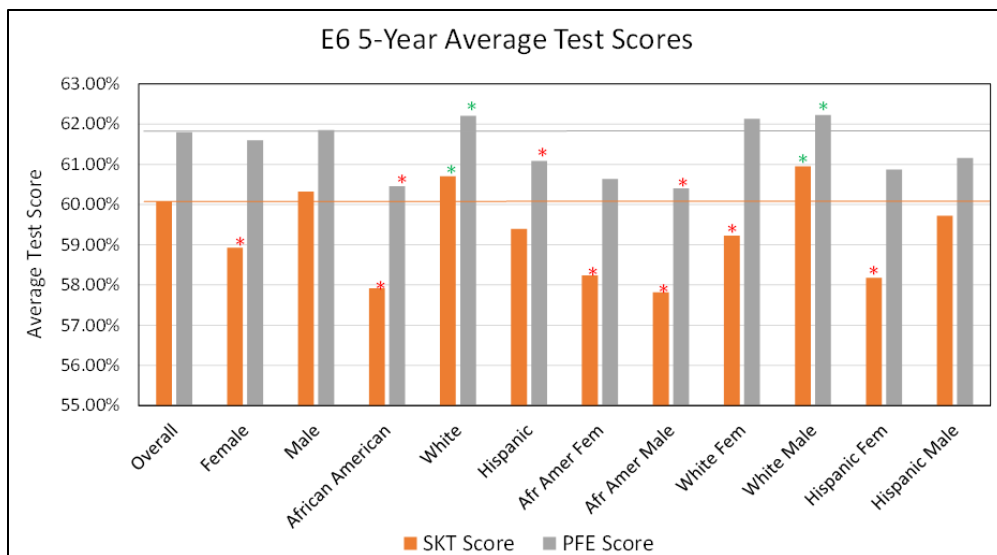
2.5.1.2.1 Lower representation of “Promote Now” and “Must Promote” recommendations for Black/African American enlisted members for promotion to E-5 and E-6.

2.5.1.2.2. Current Enlisted Evaluation System (EES) point distribution does not fully account for years of experience.

2.5.1.2.3. Lower WAPS test scores for Black/African American enlisted members for promotion to E-5 and E-6.



**Figure 5. Average E5 WAPS Test Scores 2016-2020**



**Figure 6. Average E6 WAPS Test Scores 2016-2020**

2.5.1.2.4. Lack of standardization for large unit Enlisted Forced Distribution Panels.

2.5.1.2.5. Lack of formal/informal feedback and mentoring with regards to WAPS and Enlisted Forced Distribution process.

2.5.1.2.6. Large perspective gap for Black/African American officers and enlisted members regarding opportunities for mentorship, feedback and role models.

2.5.1.3. Countermeasures and Action Plan.

2.5.1.3.1. Develop and implement a point multiplier in the EES point allocation system that accounts for performance and experience (ECD Mar 22).

2.5.1.3.2. Implement Situational Judgment Test items as part of WAPS testing to better capture leadership potential; also link SJT and knowledge questions to foundational and occupational competencies to complement existing measured content (ECD Feb 22 for 22E6 Cycle; May 22 for 22E5 Cycle).

2.5.1.3.3. Develop a panel charge for Enlisted Forced Distribution Panels (EFDP), which may be used by Large Unit Force Distributors if they decide to utilize an EFDP process (ECD Nov 21).

2.5.1.3.4. Establish policy that requires Force Distributor to provide a post-EFDP outbrief to eligible members to provide formal feedback and increase transparency of the EFDP process (ECD Nov 21).

2.5.1.3.5. Implement updated barrier analysis training materials and provide training to the Career Field Managers (CFM) at the Officer, Enlisted, and Civilian CFM Forums (Complete). 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.

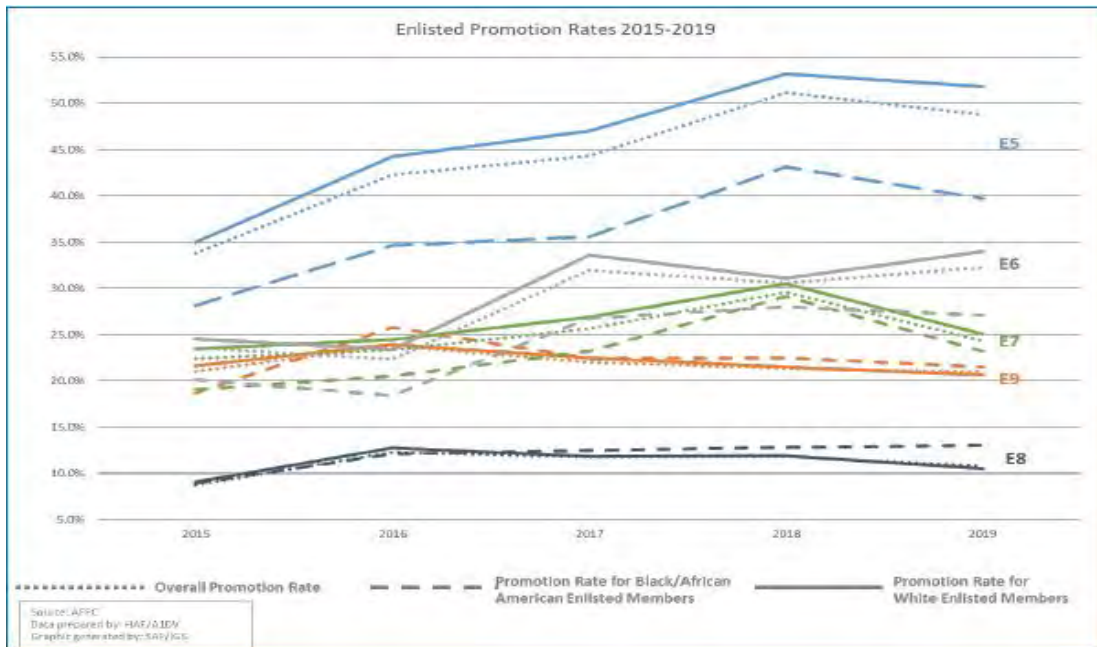
2.5.1.3.6. Develop and deploy DAF Unconscious Bias Mitigation Architecture Plan and training materials (Complete).

2.5.1.3.7. Enhance survey capability in MyVector Mentoring to collect and analyze data about the quality of voluntary mentoring (ECD Oct 21).

2.5.1.3.8. Strengthen mentorship match capability by providing CFMs the ability to assign mentors to mentees in MyVector Mentoring (ECD Mar 22).

2.5.1.3.9. Provide resources and tools to commanders and supervisors to support mentoring toward Airmen and Guardians' development and career objectives (Complete).

2.5.1.4. Measures of Success. The desired end-state is to remove racial disparity in promotion rates for Black/African American enlisted members in promotions to Staff Sergeant (E-5) through Master Sergeant (E-7) and other minority groups. The Air Force will measure promotion rate percentages to ensure they are consistently equivalent to overall promotion rates (+/-5%) for 5 consecutive years between 2021-2025.



**Figure 7. Enlisted Promotion Rates 2015-2019**

2.5.1.4.1. Promotion rates for Black/African American enlisted members to E-5 and E-6 equivalent to or within +/-5% of overall promotion rates for five consecutive years (lagging indicator).

2.5.1.4.2. Award rates of “Promote Now” and “Must Promote” allocations for Black/African American enlisted members equivalent to or within +/-5% of overall “PN” and “MP” award rates for five consecutive years (lagging indicator).

2.5.1.4.3. WAPS test scores for Black/African American enlisted members to E-5 and E-6 equivalent to or within +/-5% of overall promotion rates for five consecutive years (lagging indicator).

2.5.1.4.4. Mentoring pairs for Black/African American officers and enlisted members on MyVector Mentoring platform increases 10% each year for five consecutive years between 2021 and 2025.

## 2.5.2. The racial disparities in promotions to O4-O6.

2.5.2.1. Problem Statement. Per the Inspector General (IG) Independent Racial Disparity Review, December 2020, from 2015-2019 Black/African American officers and officers from other underrepresented groups consistently promoted below the overall average rate and below white officers’ rate in almost every IPZ board to O4, O5, and O6. These outcomes are inconsistent with the Air Force’s goal to develop leaders with the appropriate tools to create and sustain an environment in which all Airmen can reach their full potential, valuing the many aspects of diversity within our Air Force.

#### 2.5.2.2. Root Causes.

2.5.2.2.1. Lower “Definitely Promote” award rates for Black/African American officers.

2.5.2.2.2. Lower selection rates for Black/African American officers for IDE/SDE in-residence attendance.

2.5.2.2.3. Lower selection rates for Black/African American officers for career broadening/key developmental opportunities.

2.5.2.2.4. Lack of clear guidance and standardization to aide in accomplishing thorough barrier analysis among some Developmental Teams.

2.5.2.2.5. Large perspective gap for Black/African American officers and enlisted members regarding opportunities for mentorship, feedback and role models.

#### 2.5.2.3. Countermeasures and Action Plan.

2.5.2.3.1. Implement developmental categories to allow greater development agility and evaluation among closer cohorts (Complete).

2.5.2.3.2. 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 (Complete).

2.5.2.3.3. Reallocate IDE and SDE School Quotas in accordance with AF core, institutional, command, staff and joint requirements (Complete).

2.5.2.3.4. 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 (Complete).

2.5.2.3.5. Implement updated barrier analysis training materials and provide training to the Career Field Managers (CFM) at the Officer, Enlisted, and Civilian CFM Forums (Complete). 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.

2.5.2.3.6. Develop and deploy DAF Unconscious Bias Mitigation Architecture Plan and training materials (Complete).



2.5.2.3.7. Enhance survey capability in MyVector Mentoring to collect and analyze data about the quality of voluntary mentoring (ECD Oct 21).

2.5.2.3.8. Strengthen mentorship match capability by providing CFMs the ability to assign mentors to mentees in MyVector Mentoring (ECD Mar 22).

2.5.2.3.9. Provide resources and tools to commanders and supervisors to support mentoring toward Airmen and Guardians' development and career objectives (Complete).

2.5.2.4. Measures of Success. The desired end-state is to remove racial disparity in promotion rates for Black/African American officers in promotions to Major (O-4) through Colonel (O-6) and other minority groups. The Air Force will measure promotion rate percentages to ensure they are consistently equivalent to overall promotion rates (+/-5%) for five consecutive years between 2021-2025.

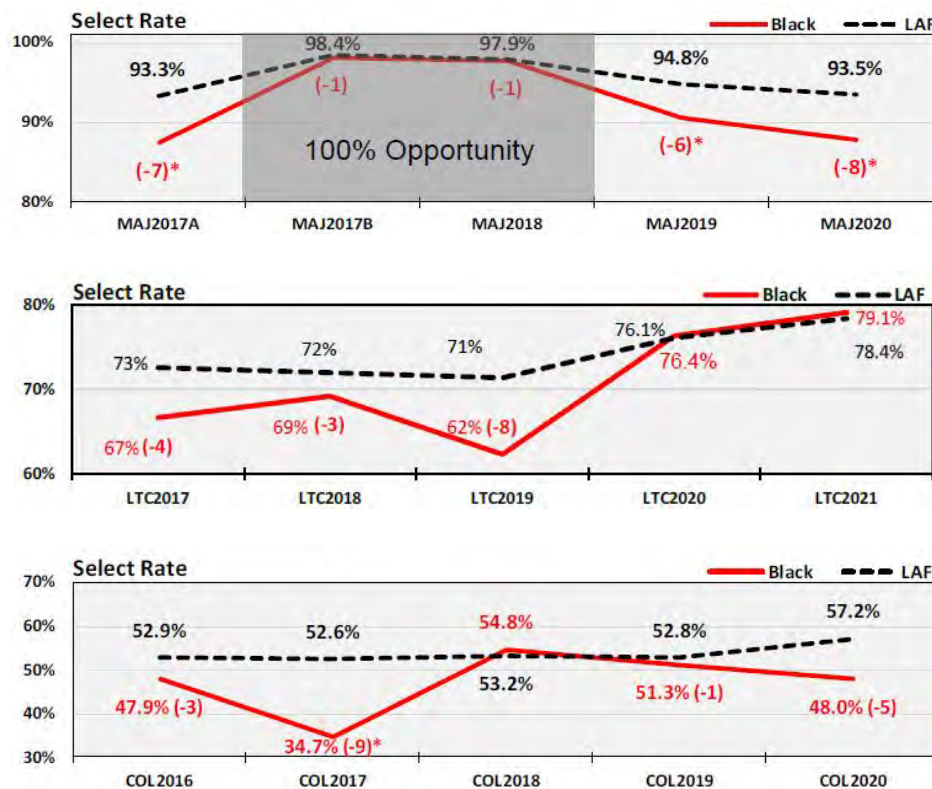


Figure 8. Historic Selection Rates for Maj, Lt Col, Col – Black/African American vs LAF

2.5.2.4.1. Promotion rates for Black/African American officers equivalent to or within +/-5% of overall promotion rates for five consecutive years (lagging indicator).

2.5.2.4.2. Award rates of “Definitely Promote” allocations for Black/African American officers equivalent to or within +/-5% of overall DP award rates for five consecutive years (lagging indicator).

2.5.2.4.3. Selection rates for Black/African American officers to attend IDE and SDE in-residence equivalent to or within +/-5% of the overall rate for five consecutive years (leading indicator).

2.5.2.4.4. Selection rates for Black/African American officers for career broadening/key developmental opportunities equivalent to or within +/-5% for five consecutive years (leading indicator).

2.5.2.4.5. Barrier Analysis Report published annually and available to AF officers.

2.5.2.4.6. Mentoring pairs for Black/African American officers and enlisted members on MyVector Mentoring platform increases 10% each year for five consecutive years between 2021 and 2025.

## **2.6. The racial disparities in civilian leadership representation from GS-13 to SES (RDR cross reference p. 75-78).**

2.6.1. Problem Statement. The 2020 Racial Disparity Review found the Department of Air Force (DAF) has not maintained a demographically diverse senior civilian workforce (GS-13 to SES level), specifically with regard to Black/African Americans. Likewise, Hispanic/Latino, Asian, and Native Hawaiian and Pacific Islander civilian employees are underrepresented. Although, between 2015 and 2019, these underrepresented groups comprised 25-26% of the total DAF civilian workforce, they represented only 17%-18.7% of the GS-13 through GS-15 (and equivalent) civilian workforce, and 12.6%-14.1% of the Senior Executive Service (SES) workforce.

### **2.6.2. Root Causes.**

2.6.2.1. Less diversity in occupational series more commonly hired at higher-level grades.

2.6.2.2. Some supervisors have a preference toward hiring prior military.

2.6.2.3. Failure to leverage Direct Hire Authority (DHA) as part of an overall recruitment strategy designed to improve diverse representation in the Air Force.

2.6.2.4. Failure of hiring managers and human resource specialists to fully use all available hiring tools to yield a more diverse applicant pool.

2.6.2.5. Lack of knowledge by the general public on how to successfully navigate the USAJobs application tool resulting in a process favoring the internal candidate pool, which is less diverse.

2.6.2.6. The implication that geographic mobility is required for senior civilian leadership positions, which has a disparate impact on diversity for females and some minorities.

### 2.6.3. Countermeasures and Action Plan.

2.6.3.1. Analyzed 2018-2020 GS-13 and above civilian hiring data to validate root causes including the impact of Direct Hire Authority, 180-day waivers and Veteran's Preference on diversity (Completed).

2.6.3.2. Develop diversity dashboard to display the DAF MD-715 annual diversity data and provide drill down capability on racial, ethnic, and gender diversity by location, grade and occupational series (see example in **Figure 9**); post on a SharePoint site accessible by field Civilian Personnel Offices (Complete).

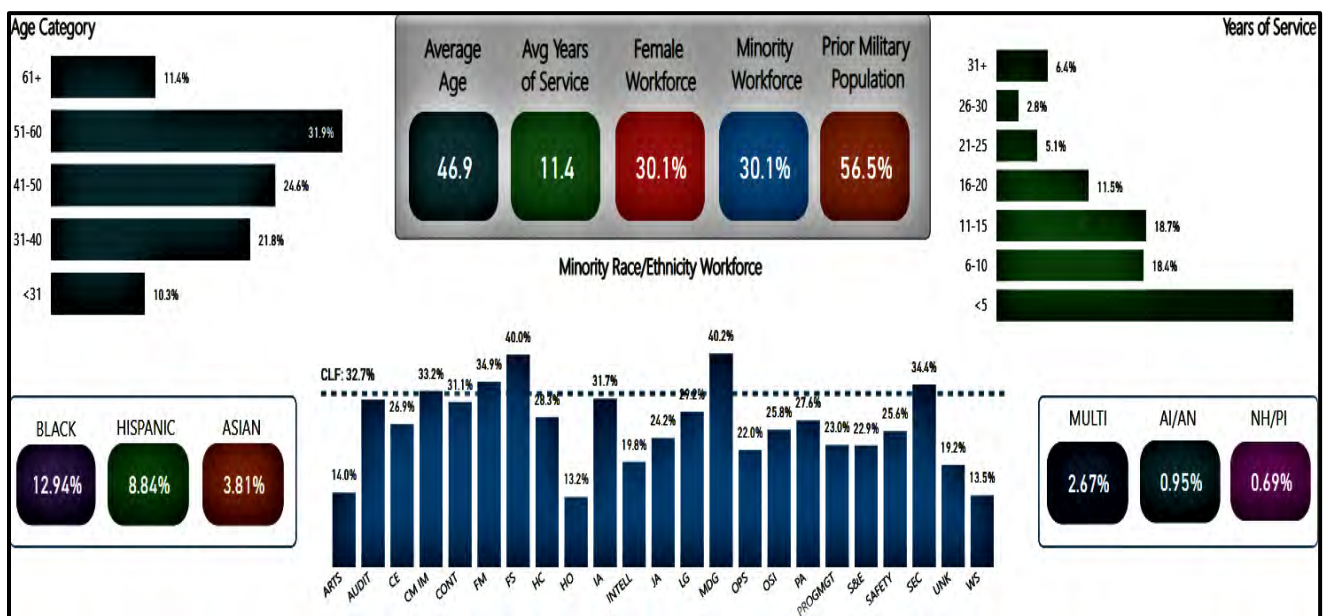


Figure 9. SAMPLE Civilian Demographics Dashboard

2.6.3.3. Develop an overall AF Diversity Outreach and Recruitment Strategy for Senior-Level Civilian positions (ECD Oct 21).

2.6.3.4. Review and modify personnel policies related to civilian hiring authorities, as needed, to ensure policies do not have adverse diversity impacts (ECD Oct 21).

2.6.3.5. Provide training for Human Resources specialists and hiring managers on the laws, policies and procedures to foster a more diverse candidate pool and stress the importance/relevance of civilian experience to supervisors (Complete).

2.6.3.6. Promote diversity and enhance retention by creating a "Civilians We Need" career model which emphasizes the value of both functional experts/leaders and enterprise leaders (ECD Oct 21).

2.3.6.7. Analyze past Department of the Air Force retention efforts and initiatives and develop an updated retention strategy (ECD Sep 21).

#### 2.6.4. Measures of Success.

2.6.4.1. Applicant Pool Goal – Achieve a 5% annual increase in representation by underrepresented groups (racial/ethnic/gender) in applications for civilian positions at the GS-13 to SES (and equivalent) levels (percentage of applications – measure DAF-wide, USAF, USSF, and/or by MAJCOM/FIELDCOM/CCMD; career field, occupation, and/or grade-level).

2.6.4.2. Annual increase in representation of underrepresented groups (racial/ethnic/gender) in current civilian positions at the GS-13 to SES (and equivalent) levels (Percentage of relevant workforce – measured DAF-wide, USAF, USSF, and/or by MAJCOM/FIELDCOM/CCMD; career field, occupation, and/or grade-level).

2.6.4.3. Annual increase in representation by underrepresented groups (racial/ethnic/gender) in selection and promotion rates for civilian positions at the GS-13 to SES (and equivalent) levels (percentage of relevant selections and promotions – measured DAF-wide, USAF, USSF, and/or by MAJCOM/FIELDCOM/CCMD; career field, occupation, and/or grade-level).

2.6.4.4. Percentage of managers and supervisor completing required managerial and supervisory training.

2.6.4.5. Percentage of hiring managers completing unconscious bias training.

2.6.4.6. Improvements in key civilian mentoring indicators (registrations, pairings, and demographics) and participation in mentoring webinars.

### **2.7. The lack of thorough Barrier Analysis among some Developmental Teams (RDR cross reference p. 79 - 86).**

2.7.1. Problem Statement. Military and Civilian Developmental Teams' (DTs) barrier analysis reports were not standardized and lacked specificity, resulting in incomplete and/or insufficient reporting details and actionable plans. This may contribute to racial disparity within the DAF DTs' Vectoring and Board processes. Additionally, many completed reports lacked sufficient details to be actionable because provided barrier analysis guidance was inadequate, failed to clearly articulate expectations, and did not provide standardized templates for use by the DTs. The desired end state is to ensure Functional Authorities and DT Chairs are equipped to complete an effective barrier analysis using standardized templates that identify triggers, investigate and validate potential barriers, develop decisive action plans, and assess measurable results to facilitate quarterly progress updates in a variety of senior leadership forums to include the Force Development Council and CSAF D&I Council.

#### 2.7.2. Root Cause Analysis:

2.7.2.1. Lack of clarity of Barrier Analysis roles and responsibilities outlined in AFI 36-7001 and in the annually published Functional Manager (FM)/DT Guidance Memorandum.

2.7.2.2. Barrier Analysis training and tools are inadequate and do not meet the customers' needs.

2.7.2.3. Barrier Analysis guidance is unclear and does not set expectations in regards to reporting requirements and subsequent action plans.

2.7.2.4. Report completions and submission were not being tracked in any formal or meaningful way.

2.7.2.5. Barrier Analysis reports were not actionable, incomplete and/or not provided.

#### 2.7.3. Countermeasures and Action Plan:

2.7.3.1. Review stakeholder roles and responsibilities (SAF/ODI, AF/A1D, DTs, etc) as outlined in AFI 36-7001, AFI36-2710 and AFI 36-2670 (Complete).

2.7.3.2. Update and implement new training materials and provide training to the CFMs at the Officer, Enlisted, and Civilian CFM Forums (Complete).

2.7.3.3. Provide policy and guidance via 2021 FM/DT Guidance Memorandum (Complete).

2.7.3.4. Equip DTs with additional historical civilian/military personnel data (officer/enlisted promotion history, officer developmental education, completed standardized civilian health of career field data) (ECD Aug 21).

2.7.3.5. Task DTs via TMT to conduct required Barrier Analysis reports (ECD Aug 21).

2.7.3.6. Monitor and track DT Barrier Analysis progress (ECD Nov 21).

2.7.3.7. Compile and analyze Barrier Analysis reports and action plans (ECD Nov 21).

2.7.3.8. Draft, coordinate, and publish AF Enterprise Barrier Analysis Report (ECD Dec 21).

2.7.3.9. Schedule and Conduct DT Barrier Analysis Reporting and Action Plan briefings to senior leadership venues (ECD Feb 22).

#### 2.7.4. Measures of Success (OPR: SAF/ODI)

2.7.4.1. TMT Taskings (Complete vs. Incomplete).

2.7.4.2. Quality of Action Plans (Acceptable vs. Not Acceptable).

2.7.4.3. Annual Barrier Analysis Report (Published vs. Not Published).

2.7.4.4. Number of Barriers (Identified vs. Eliminated).

**2.8. The racial disparity in wing command and equivalent positions (RDR cross reference p. 84-86).**

2.8.1. Problem Statement: The 2020 Racial Disparity Review states Active Duty Air Force O-6 populations, Black/African American, Hispanic and Latino Colonels were generally underrepresented by between 10 and 50% respectively in wing commander positions.

2.8.2. Root Causes.

2.8.2.1. Approximately 50% of the available Wing Command positions are rated and approximately 80% are filled by Colonels in operational or rated AFSCs. Only 2% of rated officers are Black/African American.

2.8.3. Countermeasures and Action Plan.

2.8.3.1. Conduct analysis to determine root causes for racial disparity in Wing Commanders (Complete).

2.8.3.2. Strengthen minority Black/African American representation and visibility throughout command selection and matching process (i.e. board composition, MOI, etc.) (Complete).

2.8.3.3. Determine Opt Out and Selection percentages on opt-out disparity going forward (ECD Oct 21).

2.8.3.4. Expand mentorship programs towards Black/African Americans (with emphasis on key development milestones) (ECD Oct 21).

2.8.3.5. Implement Unconscious Bias Training for supervisors, commanders, and CSB members (ECD Oct 21).

2.8.4. Measures of Success.

2.8.4.1 An annual increase of 5% for the next 5 years in the number of racially diverse Wing Command selects.

**2.9. The lack of satisfaction service members expressed regarding IG and EO, with special emphasis on the process of referring cases back to the chain of command (RDR cross reference p. 106-107).**

2.9.1. Problem Statement. Results of the RDR data analysis and surveys of 123,000 Airmen and Guardians indicates only 18% of Black/African American service members who experienced or witnessed racial discrimination reported the incident to EO or IG. Of those, over 50% were not satisfied with the response from EO/IG, with special emphasis on the process of referring complaints back to the chain of command. In addition, 40% of Black/African American service members indicated a lack of trust in their chain of command to address racism, bias and unequal opportunities. Reluctance of Black/African American Airmen and Guardians to report racial discrimination to EO or IG, and their lack of trust in the chain of command, impacts the ability of the Department of the Air Force to foster a positive human relations climate.

2.9.2. Root Causes.

2.9.2.1. Member perception of, and actual risk, with filing an EO complaint.

2.9.2.2. Service member dissatisfaction with the high rate of unsubstantiated claims and complexities in EO complaint processing.

2.9.2.3. Inadequate time for EO training and inconsistent training delivery.

2.9.2.4. Inadequate support and tools for members that file a complaint

2.9.2.5. Lack of accountability for commanders to establish strong support to EO programs.

2.9.3. Countermeasures and Action Plan.

2.9.3.1. Develop a manual, guidebook, kneeboard and/or talking papers to lead stakeholders through the complaint process/MEO program (Complete).

2.9.3.2. Implement mandatory customer service satisfaction surveys for each military office at each installation (ECD Oct 21).

2.9.3.3. Develop strategic time-phased professional development for EO Professionals into the CFETP and civilian development plans (ECD Nov 21).

2.9.3.4. Review current training and/or develop new training and education to engage and empower Airmen at all levels to detect and address a wide range of issues (ECD Oct 21).

2.9.3.5. Create and implement an effectiveness review for Commanders (IG requirement to brief on their EO policy and expectations within 60 days after assumption of

command); emphasize responsibility of knowledge and utilization to build culture of trust and proper referral (ECD Oct 21).

2.9.3.6. Establish mandated EO briefings within Installation/MAJCOM required professional development courses, including Wing/Squadron Commander Courses and Civilian Courses (ECD Oct 21).

2.9.3.7. Implement confidential/anonymous reporting options for all MEO allegations; accept complaints of 'reprisal' resulting from MEO complaints and third-party MEO complaints (ECD Oct 21).

2.9.3.8. MAJCOM Functional Managers/EO Strategic Advisors will reassess engagement with and utilization of Community Action Boards (CAB) and Community Action Teams (CAT), to address standardization of procedures when MEO/EEO allegations of unlawful discrimination and sexual harassment are referred back to or worked thru the chain of command. (ECD Oct 21).

#### 2.9.4. Measures of Success.

2.9.4.1. 75% positive satisfaction response within a two-year period; 85% positive satisfaction response within a five-year period. The EO ICE Customer Satisfaction Survey will be the tool used to assess the measures of success.



### 3. TIMELINES AND MILESTONES

FINDING	COUNTERMEASURE	REFERENCE	ECD
1 - Racial Disparity in substantiated MEO sexual harassment complaints	Complete analysis to determine root causes for disparate MEO sexual harassment complaints	2.1.3.1	Completed
1 - Racial Disparity in substantiated MEO sexual harassment complaints	Conduct a feasibility study to determine if all EO investigations can and/or should be conducted by EO offices/personnel; update policy as appropriate	2.1.3.2	31-Oct-21
1 - Racial Disparity in substantiated MEO sexual harassment complaints	Coordinate with IG and JA to add more direction in the CDI guide for IO's and commander's responsibilities in regards to Sexual Harassment complaints and the requirement to coordinate with/utilize the local EO office	2.1.3.3	31-Oct-21
1 - Racial Disparity in substantiated MEO sexual harassment complaints	Restructure CDI portion of Key Personnel Briefings to better highlight the roles and responsibilities of leadership in regards to sexual harassment complaints	2.1.3.4	30-Sep-21
1 - Racial Disparity in substantiated MEO sexual harassment complaints	Establish a set pool of IOs that would have additional training, to include unconscious bias and the continuum of sexual harassment	2.1.3.5	31-Oct-21
1 - Racial Disparity in substantiated MEO sexual harassment complaints	Reinstitute the enhanced EO Human Relations Education for FTAC and expand the portion for PME	2.1.3.6	31-Oct-21
2 - The disparity in AFSCs, operational versus support career fields	Provide more resources and information on operational career paths to potential recruits, via Air Force Work Interest Navigator (AF-WIN) and new enhanced job counseling platform	2.2.3.1	Completed
2 - The disparity in AFSCs, operational versus support career fields	Leverage Air Force Recruiting Service (AFRS) quarterly job matching scheme (implemented in FY21) to provide up to 5 months to encourage and place recruits in the right job	2.2.3.2	IOC Complete; FOC 1-Apr-22
2 - The disparity in AFSCs, operational versus support career fields	Improve marketing efforts towards underrepresented populations and untapped geographic regions, academic sources, Minority Serving Institutions, affinity-based professional organizations/events/outreach, and networks with science, technology, engineering, arts, and mathematics (STEAM) groups	2.2.3.3	Ongoing
2 - The disparity in AFSCs, operational versus support career fields	Create deliberate minority recruiting strategy to ensure minority recruiters from operational career fields are best used to inspire,	2.2.3.4	30-Sep-21

	engage and recruit other minority candidates into operational career fields		
2 - The disparity in AFSCs, operational versus support career fields	Initiate communication campaign targeting recruiters to highlight their critical role in promoting enterprise diversity and inclusion priorities	2.2.3.5	Ongoing
2 - The disparity in AFSCs, operational versus support career fields	Perform operational pipeline analysis to determine where Black/African American groups are departing training and/or cross-training and creating plan to address findings	2.2.3.6	TBD
2 - The disparity in AFSCs, operational versus support career fields	Review and update screening measures, as appropriate, with emphasis placed on Predictive Success Models (PSMs) targeting operational career fields	2.2.3.7	Ongoing
2 - The disparity in AFSCs, operational versus support career fields	Review and update Air Force Officer Qualification Test (AFOQT) and Pilot Candidate Selection Method (PCSM) as recommended by the AFOQT and PCSM working group	2.2.3.8	30-Sep-24
3 - Disparity in officer IDE and SDE process	Re-allocated IDE and SDE school quotas in accordance with DAF core, institutional, command, staff and joint requirements. (COMPLETE Mar 21) Still awaiting final outcome during the Developmental Education Designation Board out brief. (ECD Jul 21)	2.3.3.1	Completed
3 - Disparity in officer IDE and SDE process	Establish deliberate selection criteria and scoring tools for “Definitely Attend” (DA) allocations and review feasibility of continuing DA policies	2.3.3.2	30-Oct-21
3 - Disparity in officer IDE and SDE process	Implement a Central PME Board scoring tool with objective unbiased criteria to assist in scoring records	2.3.3.3	30-Jan-22
4 - Disparity in the civilian IDE and SDE selection process	Identify required My Vector enhancements to control the application process, build out MyVector backlog & identify additional resources required	2.4.3.1	1-Sep-21
4 - Disparity in the civilian IDE and SDE selection process	Execute DT chair survey to identify potential barriers	2.4.3.2	Complete
4 - Disparity in the civilian IDE and SDE selection process	Execute DAF civilian survey gauging knowledge on DAF civilian developmental programs and their perceptions on barriers	2.4.3.3	30-Sep-21
4 - Disparity in the civilian IDE and SDE selection process	Analyze survey results to determine if changes are needed to processes/programs in conjunction with Civilian Force Development Panel	2.4.3.4	30-Oct-21

4 - Disparity in the civilian IDE and SDE selection process	MyVector enhancements and policy changes complete	2.4.3.5	30-Nov-21
4 - Disparity in the civilian IDE and SDE selection process	Improve marketing of DAF Civilian Developmental Programs based on survey results and improve transparency in selection process in conjunction with start of next CDE cycle	2.4.3.6	30-Dec-21
4 - Disparity in the civilian IDE and SDE selection process	Offer training for supervisors and endorsers on how to write effective recommendations / endorsements as outlined in the RDR review	2.4.3.7	15-Jan-22
4 - Disparity in the civilian IDE and SDE selection process	Re-evaluate “What We Value” / “How We Score” to address criteria which are not required and present barriers	2.4.3.8	30-Dec-21
4 - Disparity in the civilian IDE and SDE selection process	Ensure supervisors and 2nd level endorsers take action in a timely manner on submitting packages	2.4.3.9	Ongoing
4 - Disparity in the civilian IDE and SDE selection process	Review military and civilian DE processes and timelines and update, if appropriate, to provide better alignment and streamline processes	2.4.3.10	Ongoing
5 - The racial disparities in promotions to E5-E7 and O4-O6	Develop and implement a point multiplier in the EES point allocation system that accounts for performance and experience	2.5.1.3.1	30-Mar-22
5 - The racial disparities in promotions to E5-E7 and O4-O6	Implement Situational Judgment Test items as part of WAPS testing to better capture leadership potential; also link SJT and knowledge questions to foundational and occupational competencies to complement existing measured content	2.5.1.3.2	28-Feb-22
5 - The racial disparities in promotions to E5-E7 and O4-O6	Develop a panel charge for large and small Enlisted Forced Distribution Panels	2.5.1.3.3	30-Nov-21
5 - The racial disparities in promotions to E5-E7 and O4-O6	Establish policy that requires squadron leadership to provide a post-EFDP outbrief to eligible members to provide formal feedback and increase transparency of the EFDP process	2.5.1.3.4	30-Nov-21
5 - The racial disparities in promotions to E5-E7 and O4-O6	Implement updated barrier analysis training materials and provide training to the Career Field Managers (CFM) at the Officer, Enlisted, and Civilian CFM Forums	2.5.1.3.5	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Develop and deploy DAF Unconscious Bias Mitigation Architecture Plan and training materials	2.5.1.3.6	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Enhance survey capability in MyVector Mentoring to collect and analyze data about the quality of voluntary mentoring	2.5.1.3.7	30-Oct-21

5 - The racial disparities in promotions to E5-E7 and O4-O6	Strengthen mentorship match capability by providing CFMs the ability to assign mentors to mentees in MyVector Mentoring	2.5.1.3.8	1-Mar-22
5 - The racial disparities in promotions to E5-E7 and O4-O6	Provide resources and tools to commanders and supervisors to support mentoring toward Airmen and Guardians' development and career objectives	2.5.1.3.9	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Implement developmental categories to allow greater development agility and evaluation among closer cohorts	2.5.2.3.1	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	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	2.5.2.3.2	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Reallocate IDE and SDE School Quotas in accordance with AF core, institutional, command, staff and joint requirements	2.5.2.3.3	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	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	2.5.2.3.4	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Implement updated barrier analysis training materials and provide training to the Career Field Managers (CFM) at the Officer, Enlisted, and Civilian CFM Forums	2.5.2.3.5	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Develop and deploy DAF Unconscious Bias Mitigation Architecture Plan and training materials	2.5.2.3.6	Completed
5 - The racial disparities in promotions to E5-E7 and O4-O6	Enhance survey capability in MyVector Mentoring to collect and analyze data about the quality of voluntary mentoring	2.5.2.3.7	30-Oct-21
5 - The racial disparities in promotions to E5-E7 and O4-O6	Strengthen mentorship match capability by providing CFMs the ability to assign mentors to mentees in MyVector Mentoring	2.5.2.3.8	1-Mar-22
5 - The racial disparities in promotions to E5-E7 and O4-O6	Provide resources and tools to commanders and supervisors to support mentoring toward Airmen and Guardians' development and career objectives	2.5.2.3.9	Completed

6 - Racial disparities in civilian leadership representation from GS-13 to SES	Analyzed 2018-2020 GS-13 and above civilian hiring data to validate root causes including the impact of Direct Hire Authority, 180-day waivers and Veteran's Preference on diversity	2.6.3.1	Completed
6 - Racial disparities in civilian leadership representation from GS-13 to SES	Develop diversity dashboard to display the DAF MD-715 annual diversity data and provide drill down capability on racial, ethnic, and gender diversity by location, grade and occupational series; post on a Sharepoint site accessible by field Civilian Personnel Offices.	2.6.3.2	Completed
6 - Racial disparities in civilian leadership representation from GS-13 to SES	Develop an overall AF Diversity Outreach and Recruitment Strategy for Senior-Level Civilian positions	2.6.3.3	31-Oct-21
6 - Racial disparities in civilian leadership representation from GS-13 to SES	Review and modify personnel policies related to civilian hiring authorities, as needed, to ensure policies do not have adverse diversity impacts	2.6.3.4	31-Oct-21
6 - Racial disparities in civilian leadership representation from GS-13 to SES	Provide training for Human Resources specialists and hiring managers on the laws, policies and procedures to foster a more diverse candidate pool and stress the importance/relevance of civilian experience to supervisors	2.6.3.5	Complete
6 - Racial disparities in civilian leadership representation from GS-13 to SES	Promote diversity and enhance retention by creating a "Civilians We Need" career model which emphasizes the value of both functional experts/leaders and enterprise leaders	2.6.3.6	31-Oct-21
6 - Racial disparities in civilian leadership representation from GS-13 to SES	Analyze past Department of the Air Force retention efforts and initiatives and develop an updated retention strategy	2.6.3.7	31-Sep-21
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Review stakeholder roles and responsibilities (SAF/ODI, AF/A1D, DTs, etc) as outlined in AFI 36-7001, AFI36-2710 and AFI 36-2670.	2.7.3.1	Completed
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Update and implement new training materials and provide training to the Career Field Managers (CFM) at the Officer, Enlisted, and Civilian CFM Forums	2.7.3.2	Completed
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Provide policy and guidance via 2021 FM/DT Guidance Memorandum	2.7.3.3	Completed
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Equip DTs with additional historical civilian/military personnel data	2.7.3.4	31-Aug-21

7 - Lack of thorough Barrier Analysis among some Developmental Teams	Task DTs via TMT to conduct required Barrier Analysis reports	2.7.3.5	31-Aug-21
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Monitor and track DT Barrier Analysis progress	2.7.3.6	30-Nov-21
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Compile and analyze Barrier Analysis reports and action plans	2.7.3.7	30-Nov-21
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Draft, coordinate, and publish AF Enterprise Barrier Analysis Report	2.7.3.8	1-Dec-21
7 - Lack of thorough Barrier Analysis among some Developmental Teams	Schedule and Conduct DT Barrier Analysis Reporting and Action Plan briefings to senior leadership venues	2.7.3.9	27-Feb-22
8 - Racial disparity in wing command and equivalent positions	Conduct analysis to determine root causes for racial disparity in Wing Commanders	2.8.3.1	Completed
8 - Racial disparity in wing command and equivalent positions	Strengthen Black/African American representation and visibility throughout command selection and matching process	2.8.3.2	Completed
8 - Racial disparity in wing command and equivalent positions	Determine Opt Out and Selection percentages on opt-out disparity going forward.	2.8.3.3	Ongoing
8 - Racial disparity in wing command and equivalent positions	Expand mentorship programs towards Black/African Americans (with emphasis on key development milestones)	2.8.3.4	30-Oct-21
8 - Racial disparity in wing command and equivalent positions	Implement Unconscious Bias Training for supervisors, commanders, and CSB members	2.8.3.5	30-Oct-21
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Develop a manual, guidebook, kneeboard and/or talking papers to lead stakeholders through the complaint process/MEO program.	2.9.3.1	Complete
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Implement mandatory customer service satisfaction surveys for each military office at each installation	2.9.3.2	31-Oct-21
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Develop strategic time-phased professional development for EO Professionals into the CFETP and civilian development plans	2.9.3.3	30-Nov-21
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Review current training and/or develop new training and education to engage and empower Airmen at all levels to detect and address a wide range of issues	2.9.3.4	1-Oct-21
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Create and implement an effectiveness review for Commanders (IG requirement to brief on their EO policy and expectations within 60 days after assumption of command); emphasize responsibility of knowledge and utilization to build culture of trust and proper referral	2.9.3.5	1-Oct-21

9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Establish mandated EO briefings within Installation/MAJCOM required professional development courses, including Wing/Squadron Commander Courses and Civilian Courses	2.9.3.6	1-Oct-21
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	Implement confidential/anonymous reporting options for all MEO allegations; accept complaints of 'reprisal' resulting from MEO complaints and third-party MEO complaints	2.9.3.7	1-Oct-21
9 - Lack of satisfaction with IG and EO referring cases back to the CoC	MAJCOM Functional Managers/EO Strategic Advisors will reassess engagement with and utilization of Community Action Boards (CAB) and Community Action Teams (CAT), to address standardization of procedures when MEO/EEO allegations of unlawful discrimination and sexual harassment are referred back to or worked thru the chain of command.	2.9.3.8	1-Oct-21



## **Racial Disparity Review 6-Month Assessment**

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**Human Capital Office (S1)**

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# **Racial Disparity Review**

## **US Space Force S1**

### **180 Day Update**

PATRICIA MULCAHY, SES, USSF

Deputy Chief of Space Operations for Personnel

The United States Space Force (USSF) was purposefully designed as a lean, operationally focused service. As such, the USSF will rely on the United States Air Force (USAF) for many of its support functions to include Judge Advocate, Security Enforcement, Equal Opportunity and several of the Personnel functions. As a result, USSF supports USAF diversity and inclusion initiatives and looks forward to our continued partnership to create a more equitable Air Force and Space Force.

As the USSF builds, we are implementing new personnel policies and processes to address the unique talent management needs of the growing Space Force. At their foundation, those policies/processes will address racial disparity and increase inclusiveness in our formations. USSF leadership has made it clear at all levels that Diversity and Inclusion should not simply be a separate program, but incorporated into all of our talent management efforts – starting with the Guardian Strategy, we highlight several of the USSF initiatives. We look forward, in future assessments, to report on the success of these efforts.

### **The racial disparity in Air Force Specialty Codes (AFSCs), especially as it relates to operational versus support career fields:**

The Space Force relies heavily on Guardians serving in operational career fields and thus the USSF, with the support of CAPE, conducted a comprehensive review of career field entry requirements to assess potential impacts on diversity. The entry requirement changes the Space Force adopted will assist in expanding the pool of applicants from underrepresented groups by removing or mitigating potential barriers. Additionally, applicants interested in becoming enlisted Guardians are selected quarterly instead of monthly to ensure selection panels have a larger and more diverse pool of applicants from which to choose. We have also created the University Partnership Program at ten universities with an explicit focus on diversity to recruit and develop diverse, quality officer, enlisted, and civilian space professionals with a particular focus on Science, Technology, Engineering, and Math (STEM).

Finally, USSF's enhanced selection review has been implemented to provide a better assessment of each recruits' ability to become a Guardian. The revised Space Force selection process incorporates interviews and behavioral assessments, to expand the tools used for a holistic approach to selecting the best fit Guardians from a more diverse applicant pool.

### **Racial disparity in the officer and civilian Intermediate Developmental Education (IDE) and Senior Developmental Education (SDE) process within the USSF:**

USSF S1 supports USAF A1 efforts to develop deliberate selection criteria and scoring tools to increase overall objectivity. As USSF develops processes that vector Guardians to certain developmental opportunities, we ensure diverse membership on development teams (DT) and selection panels. We will also conduct assessments of the talent pool for high value, low density deliberate development opportunities outside of IDE/SDE.

### **The lack of thorough Barrier Analysis in the Developmental Team (DT) process.**

This year was USSF's first independent DT. As noted above, we will ensure diverse membership on development teams and selection panels to conduct assessments of the talent pool for high value, low density deliberate development opportunities. We formalized the process review using a diversity lens, and will review and update published guidance, update training materials and provide training to Career Field Managers. Additionally, we provided additional historic data to the DT to aid in their barrier analysis efforts and scheduled DT barrier analysis action plan briefings to senior leaders.

### **The racial disparity in squadron command selection.**

The Racial Disparity Review focused on Air Force Rated individuals and their flow to Command billets. Although not specifically identified in the report, USSF is sensitive to similar concerns about underrepresented minorities in operational career fields within the Space Force. S1 will issue policy to ensure all military nominative positions will have a diverse slate of candidates. Additionally, we compiled USSF demographic data by grade, career fields, gender, race, and ethnicity to identify progress and highlight those areas that require attention. Finally, we included an initial briefing as well as implemented use of the Diversity and Inclusion framework for all USSF command and school selection boards.

### **The racial disparities in promotions to E5-E7 and O4-O6 (No officer promotions yet)**

As a new service, the Space Force has reviewed existing promotion policy and procedures to determine if there is a potential adverse impact to underrepresented groups. As a result of this assessment, we made several adjustments to the Space Force evaluation and promotion systems.

The Space Force removed the testing requirement for grades E-5 and E-6 in an effort to remove potential test barriers that may limit underrepresented members from getting promoted to those grades. Based on the smaller size of the USSF and limited pool of eligible NCOs, the Space Force has the option to and will conduct enlisted promotions to E-5 through E-9 through an in-person board to ensure a more equitable review of Guardian records that mitigates standardized testing impacts. Promotion boards will be established and conducted simultaneously to consider those eligible for promotion to the grades of E-5 through E-7 as well as E-8 and E-9. By grouping the promotion eligible populations in this method, the Space Force can review records in a more inclusive manner that facilitates a better merit based outcome.



## **Racial Disparity Review 6-Month Assessment**

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## **Air Education and Training Command**

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# AETC Interim Update

# Racial Disparity Review

*Rated Diversity Improvement Inputs*

Marshall B. Webb, Lt Gen, USAF  
23 July 2021

**Purpose:** Provide interim update to SecAF and CSAF on the work and progress made regarding findings from the Racial Disparity Review (RDR).

**Structure of this document:** Each major component of the identified IG findings (i.e., Disparity in UPT Accession, Disparity in Rated officer selection processes, and Disparity in UPT Graduation Rates) is assessed below with respect to underlying causal factors. AETC has identified three Lines of Effort (LOE) targeting these factors, arrayed as summarized below. Each LOE is defined in subsequent sections of the document, along with identification of Offices of Primary Responsibility (OPR), key operational activities, and a Plan of Actions and Milestones (POA&M) including measures of performance and effectiveness. This interim update includes metrics available at this time. Future updates will include additional metrics as the initiated actions result in measurable impact.

**Relationship between IG Findings, Causal Factors, and Comprehensive Actions/LOEs:**

Disparity in UPT Accession and Disparity in Rated Officer Selection Processes

Causal Factors:

- Lack of early aviation exposure to generate interest
- Socio-economic barriers reduce competitiveness for selection
- Barriers within pilot selection process
- Barriers in accession sources unique to each accession source

Comprehensive Actions: **LOE 1, LOE 2**

Disparity in UPT Graduation Rates

Causal Factors:

- Qualification levels and pre-training of Underrepresented Groups (URGs) in UPT (address by increased flying experience through previously mentioned efforts in LOE 1 and LOE 2)
- Cultural barriers within UPT (disparate attrition rates in some minorities despite similar PCSM scores)

Comprehensive Actions: **LOE 3**

**LOE 1: Inspire and attract** talented and diverse youth with a multi-layered approach to inform, influence, and inspire. The first effort is to inform audiences via deliberate youth and influencer outreach and engagement, next to influence the propensity to serve in rated career fields with flight exposure and opportunity, and lastly to inspire the next generation of aviators. **(OPR: AETC; OCR: AFRS/Det 1, AFJROTC)**

- 1. Identify and support key recruitment events and youth aviation programs that will reach a large population of underrepresented candidates and deploy assets to support.** Inspire Ops are the events and engagements (virtual and in-person) supported by AFRS Det 1 driving the operational tempo. Inspire Ops introduces the Air Force, its Airmen, technologies, and experiences to the public in order to inform audiences, influence propensity, and inspire the next generation.

Milestone	Date Planned
Create shared calendar for strategic partners	Completed (Jul 2020)
Identify and develop new strategic relationships with STEAM organizations serving URGs	Ongoing

#### Measures of Performance

- Complete list of aviation based outreach events shared by all partners listed in Item 1.
- 40 AFRS Det 1 run outreach events in 2021
- 500 AFRS Det 1 managed GO Inspire events in 2021
- Expand strategic partner list by 10 organizations and three new demographics
- Increased number of URG youth events and engagements 300% by FY25

#### 6-Month Progress Update (23 Jul 2021)

- 61 AFRS Det 1 run outreach events in 2021
- Expanded strategic partner list by ten organizations and three new demographics

- 2. Develop the Aviation Inspiration Mentorship (AIM) team as an outreach force multiplier.** The Aviation Inspiration Mentorship (AIM) program was developed to support outreach and engagement activities and is aimed to inform, influence, and inspire the next generation of aviators (youth). AIM members are Rated Diversity Improvement (RDI) ambassadors who provide mentorship by sharing their personal experiences during in-person and/or virtual engagements. They are subject matter experts regarding their operational aircraft and their career fields across the Total Force aviation enterprise. They are comprised of Total Force Rated Officers (pilots, Combat Systems Officers, Air Battle Managers, and Remotely Piloted Aircraft pilots).

Milestone	Date Planned
Develop database for AIM members	Completed (Aug 2020)
Publish PSDM 20-100	Completed (Nov 2020)
Develop Virtual Training platform	Completed (Feb 2021)

Milestone	Date Planned
Develop Communication Plan for AIM solicitation	Ongoing – ECD (15 Sep 2021)
Develop Communications Plan for Senior Leader endorsement	Ongoing – ECD (15 Sep 2021)
Develop/Execute Local Outreach Plan (metrics, network)	Ongoing – ECD (1 Oct 2021)

#### Measures of Performance

- Ensure PSDM is advocated and advertised by all MAJCOM A1K, NAFs with Flying Wings, and all Flying Wings
- Grow team to 1000 members by 2025
- Fill 100% of AFRS Det 1 AIM team requests for support
- Have AIM team members in every Flying Wing
- One local outreach event performed at every flying base annually

3. **Develop a SECAF/CSAF/CSO directed program that directs all General Officers (GOs) to embrace a culture of “Earn a Star... Become a Recruiter”** – This GO Inspire Program facilitates outreach opportunities for every Total Force General Officer to engage youth and youth influencers from URGs in order to increase our diversity in the rated community as well as in the broader Air and Space Forces. The program connects GOs with AFRS recruiters around the nation to specifically target demographics or areas in which recruiter struggles to recruit or shift propensity.

Milestone	Date Planned
Migrated from SharePoint to Vector 2.0 site for GO Inspire Program engagement tracking tool and metrics	Completed (30 Jun 2021)
Publish engagement metrics/report for SECAF/CSAF/CSO	Quarterly
Conduct a Senior Leader led visit to every Minority Serving Institution (MSI) by FY25	30 Sep 2025

#### Measures of Performance

- Have a developed coordinated program that enables all Total Force GOs to go TDY in support of youth outreach.
- 1000-1500 GO Inspire events executed annually

#### 6-Month Progress Update (23 Jul 2021)

- Continue refinement of program that enables all Total Force GOs to go TDY at a minimum of one engagement per fiscal year, in support of youth outreach.  
NOTE: GO TDYs will be unit-funded
- Estimated 1000-1,200 GO Inspire engagements executed annually



- 4. Develop an AIM High Outreach program that provides youth and influencers orientation flights in USAF aircraft** – Events may also include fly-ins, static displays, and tours. This program supports Rated Diversity Improvement by achieving the following objectives: youth engagement, community outreach, professional development, and networking.

Milestone	Date Planned
Execute beta tests	Complete (Mar 2020)
Amend AFIs 11-401 and 35-101 to allow unaffiliated youth and influencers in approved programs to participate in PA flights	Complete (Nov 2020)
Develop Program Guide for execution	Complete (1 Jul 2021)
Execute Quarterly	Post-COVID-19/Quarterly

**Measures of Performance**

- Execute quarterly flights in conjunction with recruiting squadron, strategic partners, and Total Force components
- 4+ events completed annually
- Senior Leader engagement at each event along with community and influencer engagement

**6-Month Progress Update (23 Jul 2021)**

- The first successful inspiration flight with unaffiliated youth was conducted with the AMC Commander, Gen Van Ovost, on 28 Apr 2021 at MacDill AFB.

- 5. Develop Pathway to Wings program that serves as a tailorable interactive brief, mentorship panel, and/or sounding board session for hiring or accession boards** – Interactive virtual platform which educates the public on Total Force rated aviation careers, prepares future candidates to be highly competitive for hiring boards, and provides pathways to accession. It includes a career brief about all accession sources (USAFA, ROTC, and OTS) and all Total Force rated career options (Active Duty, Guard, and Reserve). It also hosts an interactive Q/A session for all attendees with a diverse panel of TF rated mentors from every aircraft.

Milestone	Date Planned
Develop briefing template and advertisement plan	Complete (Sep 2020)
Train mentors to employ the Pathway to Wings events	1 Dec 2021

**Measures of Performance**

- Number of Pathways to Wings events (,inimum one per quarter)
- Number of registrants for open registration events
- Number of on demand Pathways to Wings events

### 6-Month Progress Update (23 Jul 21)

- Number of Pathways to Wings events: Executed seven
- Number of registrants for open registration events: Estimate 250 Participants
- Number of on demand Pathways to Wings events: One additional per month

- 6. Build a scalable and repeatable Air Force branded and run aviation and mentorship academy** – Aim High Flight Academy (AHFA) will mentor students on rated careers as well as allow students to fly through solo and directly increase their PCSM score. This program pairs unaffiliated youth with cadets nominated by USAFA and AFROTC to Total Force officers promoting mentorship from the youngest Airmen through senior leaders. This provides networking opportunities to promote long-term engagement with youth and youth influencers and educates them on pathways to accessions.

Milestone	Date Planned
Secure contract and bid, one year w/ five year option (Contractor: Vali)	Complete (Aug 2020)
Develop AHFA website, application criteria, and selection process	Complete (Oct 2020)
Select students for Summer 2021	Complete (Feb 2021)
Select staff for Summer 2021	Complete (1 Apr 2021)
Students matched to 2021 camps and location	Complete (1 Apr 2021)
Execute 2021 camps	22 May – 28 Aug 2021
Start Summer 2022 camp process	Complete (1 Jul 2021)
Debrief senior leaders on Summer 21 AHFA results	1 Sep 2021
Report on scalability and make recommendation POM increase	1 Oct 2021
Open applications for AHFA Summer 2022	1 Oct 2021
Execute 2022 camps	28 May – 13 Aug 2022

### Measures of Performance

- Demographics of AHFA selects and graduates
- Complete three AHFA camps in Summer 2021
- Number of students flown and soloed at AHFA: Goal of 72
- Number of unaffiliated youth that become affiliated with CAP or AFJROTC

- 7. Build a scalable and repeatable Air Force branded aviation and mentorship virtual flight academy** – This program will mentor students on rated careers by rated officers as well as allow students to fly through solo and directly increase the PCSM score.

Milestone	Date Planned
Plan and execute Virtual AHFA mentorship series	Complete (2020)

Milestone	Date Planned
Determine if AFRS Det 1 will conduct a virtual AHFA during FY22	1 Sep 2021
Complete 1 year following of each student's progress via student and rated mentor	1 Oct 2021
Evaluate ROI and scalability for senior leadership	1 Dec 2021

#### Measures of Performance

- Complete virtual mentorship series and partner each student with a rated mentor
- Maintain monthly data collection from mentee and mentor for at least one year
- FY20 class of 28 students complete PPL or \$10K of flight hours with Fixed-base operator (FBO) by 1 Oct 2021

- 8. AFJROTC Flight Academy** – Eight week long flight academy for AFJROTC cadets to receive ground school instruction and flight training up to a private pilot's license

Milestone	Date Planned
Execute FY21 AFJROTC Flight Academy	Ongoing
Expand AFJROTC Flight Academy to 500 slots	Summer 2023

#### Measures of Performance

- Annual number of flight academy slots
- Percentage of attendees awarded private pilot certificates
- Demographics of flight academy selects and graduates

#### 6-Month Progress Update (23 Jul 2021)

- 375 total attendees for the FY21 Flight Academy
- 22 University Partners – up from 17 intended for FY20
- FY21 Demographics: 35.2% Female, 32.1% Minority & 54.1% URG
- Last graduation for FY21 will be 20 Aug

- 9. Develop a compelling, multi-layered, local, regional, and national marketing campaign.** Support of the overall outreach and engagement communication plan targeting all cross-sections of Americans in order to reach a diverse audience of youth, professionals from underrepresented groups, opinion leaders, and youth influencers promoting Air Force rated career opportunities.

Milestone	Date Planned
Develop campaign & strategy (2021 – Rise Above)	Complete (1 Dec 2020)
Solicit RDI casting for all mediums	Ongoing

Milestone	Date Planned
Deploy RDI Campaign	1 Jan – 30 Oct 2021
Evaluate return on investment and recommend way forward for next campaign	1 Dec 2021

#### Measures of Performance

- Meet intended Key Performance Indicators as outlined in marketing campaign strategy

#### 10. Develop and maintain a robust social media presence to further RDI strategic messaging, inform audiences, and inspire the next generation – Develop and grow Pathway to Wings podcast.

Milestone	Date Planned
Develop Pathway to Wings podcast and release with communications plan	Complete (1 May 2021)
Evaluate return on investment on strategic messaging contract with GSD&M	Ongoing - 1 Sep 2021
Evaluate GSD&M contract for podcast assistance	Ongoing - 1 Sep 2021

#### Measures of Performance

- 2021 Increase Follower growth by 150%
- 2021 Increase Engagement growth by 150%
- 2021 Increase Impression growth by 150%

#### LOE 1: Measure of Effectiveness

- Completed survey questions after each virtual engagement
- Demographics of applicant pool at accession sources: Goal is an increase until matching the demographics of the recruitable population
- Number/Percentage of AFJROTC Flight Academy attendees that access into Air Force (USAFA, AFROTC, OTS)
- Number/percentage of AFJROTC Flight Academy attendees selected for UPT/UFT
- Number/percentage of AFJROTC Flight Academy attendees that graduate UPT/UFT
- Number/Percentage of AHFA attendees that access into Air Force (USAFA, AFROTC, OTS)
- Number/percentage of AHFA attendees selected for UPT/UFT
- Number/percentage of AHFA attendees that graduate UPT/UFT

**LOE 2: Recruit and access** diverse and talented candidates: expand to include various untapped geographic regions, academic sources, and increased emphasis on minorities and females. **(OPR: AETC; OCR: USAFA, AFROTC, AETC/A3, AFPC)**

**1. Increased recruiting focus in underserved areas to increase underrepresented groups**

Milestone	Date Planned
USAFA First Year Lieutenant (FYL) program – 27 FYLs based at AFRS Recruiting Squadrons across the nation	Jul 2021
AFROTC Gold Bar Recruiters (GBR) – 40 GBR LTs placed at AFRS Recruiting Squadrons across the nation	Jul 2021

**Measures of Performance**

- Number of mentorship engagements and feedback from mentees
- Number of recruiting engagements at minority serving institutions

**6-Month Progress Update (23 Jul 2021)**

- Current authorized GBR through FY25 is two-fold increase from previous years

**2. Increased aviation early exposure within accession sources**

- AFROTC “You Can Fly” Program** – exposes and inspires diverse cadets, who have not had an opportunity while growing up, to experience flight and consider AF rated careers. Cadets ranging from freshmen to juniors are selected by their Det/CC to participate in a professional pilot training program via a local FAA certified civilian private pilot training school. Selected cadets will receive a \$3,500 scholarship which covers Private Pilot Ground School, required ground school materials and equipment, and student and instructor flight time.

Milestone	Date Planned
Expand AFROTC You Can Fly to 700 slots	Complete (Jul 21)
Expand AFROTC You Can Fly to 1000 slots	FY23

**Measures of Performance**

- Total number and demographics of You Can Fly participants

**6-Month Progress Update (23 Jul 2021)**

Race/Ethnicity	Male	% Male	Female	% Female	Total
African American	30	4%	9	1%	39
American Indian/Alaska Native	2	0%	2	0%	4
Asian	40	6%	19	3%	59
Caucasian	312	45%	125	18%	437

Race/Ethnicity	Male	% Male	Female	% Female	Total
Hispanic/Latino	61	9%	24	3%	85
Multi	38	5%	17	2%	55
Native Hawaiian/Pacific Islander	3	0%	0	0%	3
Unknown	12	2%	7	1%	19
<b>Total</b>	<b>498</b>	<b>71%</b>	<b>203</b>	<b>29%</b>	<b>701</b>

- b. **USAF Airmanship course battery** – 47 month aviation immersion from day one through graduation. Includes, Fundamentals of Aviation offered to all freshmen, Introduction to Powered Flight, Basic Soaring, IFT Equivalency courses, and Introduction to Pilot Training.

Milestone	Date Planned
Expand Aviation 100 to Prep School	FY22

#### Measures of Performance

- Annual aviation exposure for every cadet
- c. **Increased Mentorship and guidance for UPT selection process** – Aviation Inspiration Mentorship (AIM) Team functions as Rated Diversity Improvement (RDI) ambassadors and augmented recruiters by providing subject matter expertise and sharing personal experiences at multiple types of engagements across the Total Force recruiting enterprise.

#### Milestones and Measures of Performance – Concurrent with AIM team LOE 1 efforts

3. **Remove barriers within pilot selection process** – HAF/A1 and AETC convened a working group tasked with identifying and removing barriers in the pilot selection process. Pilot Selection Process Working Group provided 12 comprehensive recommendations to provide more diverse qualified candidates.
- Policy Changes to AFMAN 36-2664** – Elimination of the “group study” prohibition for first time AFOQT test takers. Reduce the AFOQT retest waiting period from 150 to 90 days. Allow candidates the opportunity to take the Test of Basic Aviation Skills (TBAS) three vice two times and reduce the TBAS retest waiting period from 180 to 90 days.
  - Reduce Flight Hour Code categories in the current Pilot Candidate Selection Method (PCSM) algorithm from ten to six** – The current algorithm rewards those who can afford to purchase more flying hours with a higher PCSM score while disadvantaging those financially unable. Recommendation is to cap points awarded at 41 hours as the data clearly shows that increased probability of successfully completing pilot training with more than 41 hours is not significant enough to warrant extra points.

- c. **Include FAA-approved Aviation Training Device (ATD) hours in the PCSM Algorithm** – Currently the PCSM algorithm gives credit for FAA Instructor certified flying time in the air. However, research has shown that flying with a certified instructor in an FAA approved ATD is as predictive of success as actual air time and is less expensive (1 hour in the air with an instructor is ~\$200/hr and 1 hour in a sim with an instructor is ~\$130/hr).
- d. **Increase AFOQT Study Material Availability** – AFRS linked the AFOQT and TBAS study material found on the AFPC website to the AIM HIGH app. They also added a link to the Armed Services Vocational Aptitude Battery (ASVAB) prep material.
- e. **Increase Early Exposure Opportunities** – USAF needs to support and fund initiatives that will excite and inspire young men and women to pursue careers in aviation: AFROTC's "You Can Fly", AFJROTC's Flight Academy, AFRS Det 1's Virtual Flight Academy, and USAFA's Airmanship courses.
- f. **Modernize the AFOQT** – Develop, test, and field a modern AFOQT that can be delivered electronically with real-time or near real-time results and feedback. Ensure that test content reduces adverse impact to the greatest extent possible.
- g. **Create a practice AFOQT** – Incorporate a large test bank of questions in modernized AFOQT that will allow first year cadets at AFROTC and USAFA as well as officer candidates to take a practice test in order to reduce test anxiety and increase test performance.
- h. **Incorporate additional subtests into the PCSM algorithm** – The current AFOQT has 12 subtests, not all are incorporated into PCSM. Consider incorporating the Situational Judgement sub-test (SJT) and the Self-Description Inventory (SDI), a measure of personality, into the PCSM algorithm as studies have shown they are less prone to demonstrate adverse impact to URGs. While the SJT and SDI provide little benefit to predicting flying training outcomes, they do provide fairly strong indicators of an applicant's officership qualities.
- i. **Increase TBAS Familiarization time during TBAS testing** – Build in some additional familiarization time within sub-tests in the current TBAS. It is clear that gamers and others with previous flying experience have an upper hand with TBAS but those without flying experience or those who are not gamers are disadvantaged.
- j. **Modernize the TBAS** – While there are aspects of the TBAS that need to be tweaked, the USAF must develop and field an updated tool that evaluates pilot candidates with 21st century interfaces, instrumentation, and equipment.
- k. **Standardize the OTS and AD Undergraduate Flying Training Board (UFT) Selection Process** – The board selection processes currently used by AFRS to select pilot candidates and the processes used by AFPC to select AD officers to cross-flow into pilot training are ripe for improvement so they can eliminate areas where board members could be biased in their evaluation of candidates based on scores. The goal is for board members to evaluate subjective criteria found in the record (OPRs, Letters of Recommendation, etc.) and score it. This effort will minimize the double consideration of objective criteria and eliminate implicit bias by board members.

<b>Milestone</b>	<b>Date Planned</b>
Policy Changes to AFMAN 36-2664	Complete (Mar 2021)
Change flight hour codes to six-categories	Aug 2021
Incorporate FAA-approved training device hours in PCSM algorithm	Aug 2021
Increase access to AFOQT study material	Complete (Oct 2020)
Increase quantity of AFOQT study material	Nov 2022
Increase Early Exposure opportunities	Complete (Oct 2020)
Superscore AFOQT Rated Composite	Complete (Mar 2021)
Modernize AFOQT	June 2022
Implement AFOQT Practice Test	Nov 2022
Incorporate additional AFOQT subtests into PCSM algorithm	Sep 2022
Increase TBAS Familiarization time during TBAS testing	May 2022
Modernize TBAS	Nov 2022
Standardize OTS and AD UFT Crossflow Selection board processes	Mar 2021

#### **Measures of Performance**

- Air Force Guidance Memorandum to AFMAN 36-2664 complete with all changes included
- Changes to the AFOQT System to automate superscoring and early testing
- Changes to PCSM algorithm to reflect new six hour categories and superscore of rated composites
- Increased access to and quantity of AFOQT study material
- Deliver an electronic AFOQT in Form U by FY23
- Research and incorporate additional subtests into AFOQT composites by FY23
- Synchronized OTS and UFT crossflow board processes
- Change TBAS testing procedures to incorporate additional practice time
- PCSM scores by demographics at the various accession sources

#### **4. Conduct USAFA and AFROTC interviews on non-volunteers for rated assignment**

<b>Milestone</b>	<b>Date Planned</b>
Contract for End-of-Course Feedback for Aviation/Airmanship courses	Complete (Dec 2020)
Conduct AV100 exit interviews	Ongoing
Developing instrument for non-volunteer interviews	Dec 2021
Analyze data and write report	Dec 2021



### Measures of Performance

- Number of interviews conducted

- 5. Rated Preparation Program (RPP)** - The RPP provides qualified Airmen an opportunity to gain and strengthen basic aviation skills in advance of testing for flight training.

Milestone	Date Planned
FY21 Spring RPP Board & Applicant Notification	Complete (Feb 2021)
FY21 Spring RPP Execution	Complete (Mar 2021)
FY21 Fall RPP Call for Nominations	Complete (Mar 2021)
FY21 Fall RPP Board & Applicant Notification	Complete (Jul 2021)
FY21 Fall RPP Execution	Sep 2021

### Measures of Performance

- Demographics of RPP selects
- Delta in PCSM scores of RPP graduates (pre- and post-RPP attendance)
- Delta AFOQT Scores of RPP graduates (pre- and post-RPP attendance)

### 6-Month Progress Update (23 Jul 2021)

- Demographics of FY21 Spring RPP selects: 48% URG
- Delta in FY21 Spring PCSM scores of RPP graduates (pre- and post-RPP attendance): PCSM scores increased by an average of 38 points for RPP graduates
- Delta in FY21 AFOQT Scores of RPP graduates (pre- and post-RPP attendance): AFOQT scores increased by an average of 26 points after RPP completion

### LOE 2: Measures of Effectiveness

- Demographics of cadets at sources of commission
- Number of pilot applicants at accession sources
- Demographics of pilot applicant pool (where able to measure)
- Demographics of pilot selects
- Adverse impact of AFOQT and subgroup differences of TBAS – measured by comparing the selection rate and performance of underrepresented groups to the majority group
- Number/percentage of AFROTC You Can Fly participants selected for UPT/UFT
- Number/percentage of AFROTC You Can Fly participants that graduate UPT/UFT
- Surveys of non-volunteers for rated assignments at USAFA
- Disparity in average AFOQT composite scores between demographics
- AFOQT composite scores in URG demographics (racial/ethnicity)
- Disparity in TBAS performance between demographics (gender)
- TBAS scores in URG demographics

- Disparity in average PCSM scores between demographics
- Adverse impact in AFOQT composites between URGs
- Number/Percentage of URGs selected on OTS and UFT crossflow boards
- Demographics, completion rates, and performance at UFT crossflow boards of the Rated Preparation Program

**6-Month Progress Update (23 Jul 2021)**

Demographic Group	USAFA - FY20		OTS - FY20		UFT Board - FY20	
	Graduates	Pilot Selects	Rated Applicants	Pilot Selects	Rated Applicants	Pilot Selects
White Male	49.3%	57.7%	69.0%	82.4%	73.8%	67.9%
White Female	19.8%	14.4%	12.4%	5.9%	6.6%	15.4%
Non-White Male	21.3%	21.7%	15.7%	5.9%	17.9%	14.1%
Non-White Female	9.6%	6.1%	1.0%	0.0%	1.7%	2.6%
Decline to Respond	0.0%	0%	1.9%	5.9%	0%	0%

Demographic Group		AFROTC - FY20	
		Rated Applicants	Pilot Selects
Gender	Male	86.84%	92.88%
	Female	13.16%	7.12%
Race/Ethnicity	Native-American	1.08%	0.82%
	Asian-American	5.48%	4.22%
	African-American	4.25%	2.86%
	Pacific-American	0.58%	0.68%
	Caucasian	70.32%	77.79%
	Hispanic or Latino	9.08%	6.81%
	Unspecified	4.25%	3.27%
	Decline to Respond	4.97%	3.54%

**LOE 3: Develop Rated Force of diverse qualified officers (OPR: AETC; OCR: 19 AF, HAF/A3TF, AFPC)**

**1. Identify and eliminate structural biases in 19 AF processes and syllabi; foster an environment of dignity, respect, and inclusion through improved dialogue, training, and professional development**

**a. Clustering UPT students: Cluster underrepresented groups within a class**

Milestone	Date Planned
ID demographics in APT pool	Complete
Arrange proposed classes	Complete
Document NAF/CC direction	Complete
Wing re-aligns UPT students	Complete at 1 of 3 bases (28 Aug 2020)
Increase scope to all UPT bases	TBD-working with AFPC

**Measures of Performance**

- Have a codified policy on how to structure UPT classes and a stop-gap until accessions matches our desired demographic end state

**b. Create Profession of Arms (PA) 102 and 103**

Milestone	Date Planned
ID desired topics	Complete
Collect and arrange course material	Complete
Get approval of course and add to syllabus	Post review modifications in progress
Implement for all UPT bases	TBD

**Measures of Performance**

- Publish syllabus that includes the courses, as well as the courses for instruction

**c. Create a Student Feedback Application**

Milestone	Date Planned
ID collection platform/method	Complete
ID questions to ask	Complete
ID keywords that flag leadership	In progress
Establish Policy for use	In progress
Execute in Learning Management System (LMS)	TBD

**Measures of Performance**

- Learning Management System contains flying event-driven link for students to complete feedback at completion of the event

**d. Create a Student Advocate Position**

<b>Milestone</b>	<b>Date Planned</b>
Add position to CRAFT contract	Complete
Establish and approve ROEs	Reconciliation w/ existing CONOP redundancies in progress; interim solution is PWS ROEs
IOC for UPT 2.5 bases	Complete
Increase scope to all UPT bases	TBD

**Measures of Performance**

- Have a student advocate at each UPT 2.5 location, followed by implementation at all UPT bases

**e. Create and institute a UPT Exit Survey**

<b>Milestone</b>	<b>Date Planned</b>
Draft Survey/Gain approval	In review
Survey number assigned by AFSO	Upon reviewed/approved survey
Coord w/ DHA to implement or imbed in LMS	Upon reviewed/approved survey
Execute	Upon successful LMS implementation

**Measures of Performance**

- AFSO certified survey being actively disseminated

**f. Conduct a UPT Syllabus Scrub**

<b>Milestone</b>	<b>Date Planned</b>
Develop checklist	Complete
Assign syllabi to wings	Complete
Execute	Complete
Adjudicate and report findings	Complete
Update syllabi	Ongoing

**Measures of Performance**

- All 320+ syllabi on the 19 AF Bookstore have been reviewed
- Adjudicated consolidated CRM resulting in syllabus changes where needed

**g. Conduct a UPT Courseware Scrub**

<b>Milestone</b>	<b>Date Planned</b>
Develop checklist	Complete
Assign Courses to TF members for observation	Complete (Feb 21)
Execute scrub	Complete (Jul 21)
Adjudicate and report findings	1 Oct 21
Update courseware	Ongoing

**Measures of Performance:**

- All 19 AF courseware reviewed
- Adjudicated CRM resulting in course modifications where needed

**LOE 3: Measures of Effectiveness**

- Demographics of pilot graduates – should reflect similar percentages to demographics of entrants
- Attrition rates by race, gender, and ethnicity
- Attrition statistics of clustered class to traditional classes
- Comments on exit surveys
- Number of interventions needed by the UPT feedback monitor
- Student use rates of Student Advocate
- Student advocate program self-assessment



## **Racial Disparity Review 6-Month Assessment**

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**Judge Advocate General**

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# **Air Force Judge Advocate General's Corps Combatting Racial Disparities Implementation Plan**

**(Prepared 10 August 2021)**

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## EXECUTIVE SUMMARY

Over the past six years, several notable studies examined racial disparity within the military justice system. While each report is unique in its own respect, each reached the same two conclusions: (1) Black service members were more likely than White service members to be the subjects of criminal investigations, receive nonjudicial punishment, or be tried by court-martial and (2) it is unclear as to what factors serve as the contributing causes for that disparity.

Ultimately, the reports highlight the need for a holistic approach to eliminating racial disparity. Through inclusion, feedback, mentoring, and the administration of progressive discipline, we ensure all Airmen and Guardians are treated with dignity and respect, with an equal opportunity to meet, and exceed, standards. Data indicates that, once a case is in the military justice system, race is not a factor in determining the outcome of the action. Consequently, to eliminate racial disparity, we must focus our efforts on identifying root causes impacting Airmen and Guardians prior to the initiation of nonjudicial punishment and courts-martial.

The conclusions of these studies led the Air Force Judge Advocate General's Corps (JAG Corps) to ask tough questions and challenge the "old way of doing business." The JAG Corps sought feedback from within the JAG Corps and from outside experts in race and justice, with the goal of identifying potential process changes to reduce disparity and increase transparency, as well as determine root causes for the disparity. The result was roughly twenty initiatives falling within five Lines of Effort (LOE) as described within this report. Subject matter experts were tasked with examining the issue, developing courses of action, and presenting actionable items to address areas of improvement within the military justice system.

This report provides a year-to-date update on the status of those efforts. Some LOEs are complete, others are advancing to final action, and a few are delayed due to necessary coordination with other organizations, awaiting pending legislation, or additional issues that arose while developing an action plan. Additionally, the JAG Corps continues to identify initiatives to address racial disparity.

## INTRODUCTION

The Department of the Air Force recognizes diversity and inclusion as a warfighting imperative critical to successful mission execution across the entire range of operations.<sup>1</sup> As Judge Advocates, we embrace our role in this mission to ensure fairness for those facing disciplinary action. Our role extends beyond the military justice process. It encompasses training of all Airmen and Guardians of all ranks through Article 137 briefings. It encompasses all commanders by training, advising, and mentoring on disciplinary matters to ensure the disciplinary process not only appears fair and unbiased, but is fair and unbiased.

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<sup>1</sup> Department of the Air Force Diversity and Inclusion Flight Plan, 4 January 2021, pg. 1.

The Department of the Air Force Diversity and Inclusion Flight Plan championed our need to “leverage and optimize the diverse sets of ideas, experiences, and perspectives necessary for generating solutions across our spectrum of challenges.”<sup>2</sup> In the JAG Corps, we must rethink processes, innovate training programs, and empower all judge advocates and paralegals to identify, root out, and destroy racial bias.

Only in doing so will the Air and Space Forces recruit the best talent, obtain and sustain the highest levels of lethality, and recognize our greatest potential as Airmen and Guardians. This document details the JAG Corps efforts and initiatives in the area of diversity and inclusion.

## BACKGROUND

### Historical Context

In 1972, the Secretary of Defense (SecDef) commissioned a comprehensive Task Force to study and determine whether racial discrimination existed in the administration of military justice. If the study determined racial discrimination existed, then the Task Force was to examine the nature of the racial discrimination and how best to eliminate it. The study found intentional and systemic discrimination<sup>3</sup> in the military justice system.

Based on its findings, the 1972 study made numerous recommendations to address the racial disparity, some of which were adopted by the Air Force. Notably, the study recommended:

- Tracking of military justice data by race.
- Appointing a legal advisor to administrative discharge boards.
- Providing the right to counsel for service members receiving nonjudicial punishment.
- Providing courthouses on military installations.
- Implementing separate facilities for legal personnel.
- Empowering military judges to consider motions prior to trial and direct release, when warranted, of an accused from pretrial confinement.
- Placing members of the trial judiciary under TJAG’s authority.
- Establishing a separate chain of command for defense counsel independent of the local installation chain of command.

The 1972 study, its findings, and the action taken by the Air Force and the military as a whole, demonstrate the conscious effort to assess and combat any actual or perceived racial disparity

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<sup>2</sup> Department of the Air Force Diversity and Inclusion Flight Plan, 4 January 2021, pg. 1.

<sup>3</sup> Systemic discrimination is defined as practices or policies with a disproportional negative/harmful impact on minorities.

within the military justice system. Ultimately, despite the Air Force's continued effort to stamp out racial disparity, its persistence demonstrates the complex and challenging nature of the issue.

## **Government Accountability Office Report**

In January 2018, Congress directed the Government Accountability Office (GAO) to provide a report on how military Services collect and maintain data on the race and gender of service members convicted under the UCMJ, in accordance with the FY18 National Defense Authorization Act (NDAA). The GAO was further tasked with providing recommendations to improve the process and analysis as to whether racial disparities exist within the Services. The Air Force Military Justice and Discipline domain served as the Air Force lead and provided GAO with the requested data. The Air Force Civil Law domain also assisted by ensuring Air Force actions were consistent with case law concerning discrimination.

The GAO Team assembled and began their review in January 2018. They released their report on 31 May 2019, which assessed two areas:

- The extent to which the military Services collect and maintain consistent race, ethnicity, and gender information for service members investigated and disciplined for UCMJ violations that can be used to assess disparities.
- The extent to which there are racial and gender disparities in the military justice system, and whether any identified disparities have been studied by the DoD.

GAO's overall assessment concluded that "When controlling for attributes such as gender, rank and education, GAO's analysis of available data found that Black, Hispanic, and male service members were more likely than White or female members to be the subjects of investigations recorded in the databases used by the military criminal investigative organizations, and to be tried in general and special courts-martial in all of the military Services."<sup>4</sup> Notably, the GAO report stated, "Our analysis of these data, taken alone, do not establish whether unlawful discrimination has occurred, as that is a legal determination that would involve other corroborating information along with supporting statistics. Further, we did not identify the causes of any racial or gender disparities, and the results of our work alone should not be used to make conclusions about the military justice process."<sup>5</sup>

The GAO made 11 recommendations. Four of the 11 recommendations were relevant to the Air Force. One specific recommendation is addressed to the Secretary of the Air Force (SecAF) and three broader recommendations were addressed to the SecDef. On 8 November 2019, the DoD acknowledged receipt of the GAO report and concurred with the DoD-directed recommendations

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<sup>4</sup> Government Accountability Office, "DOD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities," May 2019, pg i.

<sup>5</sup> Government Accountability Office, Statement by Brenda S. Farrell, Director Defense Capabilities Management before the Subcommittee on Military Personnel, Committee on Armed Services, House of Representatives, "DOD and the Coast Guard Need to Improve Their Capabilities to Assess Racial and Gender Disparities," 16 June 2020, pg 3.

and developed a corrective action plan for each. On 1 March 2021, the GAO began their assessment of the actions the military Services have taken to implement their 11 recommendations. The GAO plans to release the results of their assessment later this year.

## **DoD IG Report**

Around the same time, the Office of Diversity Management and Equal Opportunity (ODMEO), aligned under the Office of the Under Secretary of Defense (P&R), tasked the DoD IG to review and conduct an analysis of FY 2014-2016 data. Although ODMEO prepared a draft DoD military justice data analysis report, because the release of the GAO report was imminent, ODMEO elected not to release the final version.

## **Air Force Inspector General**

On 2 June 2020, SecAF directed the Air Force Inspector General (SAF/IG) to conduct an independent review of racial disparity in the Department. The focus of the report was on military discipline processes and the military leader development system. The report was released on 21 Dec 2020 and confirmed the existence of racial disparity for Black or African American Airmen and Guardians in areas of military justice. Varying degrees of racial disparity were identified in apprehensions, criminal investigations and military justice. Additionally, the SAF/IG report found that Black service members “voiced a consistent lack of confidence” in the Air Force.<sup>6</sup>

It is, however, equally important to note what the report did not conclude. The report stated that “the data do not address why racial disparities exist in these areas.”<sup>7</sup> Additionally, SecAF noted in her memorandum accompanying the release of the report that “while the data show race is a correlating factor, it does not necessarily indicate causality.”<sup>8</sup> The results will assist the Air Force in taking a holistic approach to improve inclusion, diversity, and fairness across the Department.

## **The RAND Corporation**

In March 2021, the JAG Corps’ Military Justice and Discipline (JAJ) domain partnered with the RAND Corporation to fuse data from two separate but interrelated databases with the goal of discovering causal connections to racial disparity. JAJ provided the RAND Corporation the same datasets previously provided to SAF/IG and GAO. The RAND Corporation took this data and merged it with Air Force Personnel Center data, providing greater insight into personnel matters such as first duty assignment, home of record, moral waivers, and more to find correlations with disciplinary matters. The RAND Corporation is currently analyzing the data and is scheduled to release a report in FY22.

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<sup>6</sup> Independent Racial Disparity Review, Inspector General Department of the Air Force, December 2020.

<sup>7</sup> Independent Racial Disparity Review, Inspector General Department of the Air Force, December 2020.

<sup>8</sup> Secretary of the Air Force Memorandum, “Inspector General Report Memorandum,” 21 December 2020, pg 1.

## Work of Other Agency Initiatives

### Military Justice Executive Steering Group

- In September 2017, SAF/MR convened a meeting of the Military Justice Executive Steering Group to discuss the way forward in preparation for the GAO report. The Military Justice Executive Steering Group created the 40-member Disciplinary Action Analysis Team (DAAT), tasked with reviewing “policies, procedures, practices, and conditions regarding administrative and disciplinary actions [...] across all demographics of the workforce.”<sup>9</sup> Its goal was to identify “the root cause(s) of any problems” and “to devise plans to eliminate them.”<sup>10</sup> The DAAT was a cross-functional team consisting of members from JA, GC AF/A1, SAF/MR, Medical Groups, AFPC, AFRC, and Total Force components including active duty, reserve, guard and civilian.
- The DAAT, now renamed the Black/African American Employment Strategy Team (BEST), continues its efforts today. The BEST is implementing a comprehensive approach to address racial disparity. The BEST is reviewing and analyzing guidelines, programs, data and other information for barriers to employment, advancement, and retention of Black/African American employees and applicants, and military members. It also serves as a Mission Resource Group for Black/African American civilian employees and military members. Unconscious bias training is a well-established practice among those addressing racial disparity in the civilian criminal justice system.<sup>11</sup> However, studies have shown that training alone, while effective to raise temporary awareness, is often ineffective to address such a systematic issue. As the Air Force implements unconscious bias training at various stages of an Airman and Guardian’s career, the BEST continues to investigate and evaluate other sources of causation.

## VISION, DOMAINS, AND LINES OF EFFORT

### Vision

As General Charles Brown Jr. stated, “Our military is a reflection of our own society. [...] [T]he military has been committed over a number of decades, on how we look at the breakdown of any type of racial disparity and give everyone a fair opportunity to compete.”<sup>12</sup> Ultimately, “...the changes we make need to be enduring, they need to be meaningful and sustainable.”<sup>13</sup>

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<sup>9</sup> Inspector General Department of the Air Force, “Report of Inquiry (S8918P) Independent Racial Disparity Review,” December 2020, pg 125.

<sup>10</sup> *Id.*

<sup>11</sup> Ghandnoosh, Nazgol, Ph.D. [Race and Punishment: Racial Perceptions of Crime and Support for Punitive Policies](#), The Sentencing Project. p. 39.

<sup>12</sup> Paul D. Shinkman, “How the Military Attempts to Right Racial Wrongs,” *U.S. News & World Report*, 20 Apr 21.

<sup>13</sup> *Id.*

AF/JA is executing CSAF's vision of enduring, meaningful, and sustainable changes in the military justice process. The JAG Corps adjusted its approach to military justice to include a holistic understanding and approach to each Airman and Guardian. The JAG Corps embraced the notion that disparities often occur prior to the initiation of military justice actions, and simply advising on the legal sufficiency of facts and evidence was not enough. Instead, judge advocates and paralegals must team with supervisors and commanders to ensure equal opportunities for rehabilitation and mentorship exist. Consistent with CSAF's intent, the JAG Corps approaches military justice from the following four guiding principles: Confluence of People Issues Across a Wide Spectrum, Simplification and Transparency Breeds Trust, View Through a Command Lens (vs. Bureaucratic), and Fact/Data Driven (vs. Narrative/Subjective Conclusion).

## Lines of Effort

The LOEs described below were designed to meet CSAF's intent and address the SAF/IG's Independent Racial Disparity Review recommendations. The Racial Disparity Review raised five areas for closer examination regarding the processing of military justice investigations and actions. Those areas include:

- The racial disparity in military justice actions, including nonjudicial punishment and courts-martial.
- The disparity in marijuana use among our youngest enlisted members as evidenced by the random drug testing program.
- The racial disparity in administrative discipline as evidenced by administrative discharges as well as substantive feedback from a large number of Airmen and Guardians.
- The racial disparity in Security Forces (SF) apprehensions.
- The racial disparity in substantiated Military Equality Opportunity (MEO) sexual harassment complaints.<sup>14</sup>

The LOEs and their corresponding initiatives are *enduring*—they establish overall measures of success, as well as interim goals to set the environment for success. The LOEs are *meaningful*—they seek to identify misconduct trends, at-risk populations, and risk factors to aid in changing necessary policy, educating commanders and supervisors, and focusing training on critical areas. Additionally, the LOEs are *sustainable*—they provide consistent and persistent tools to aid commanders in the administration of military justice.

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<sup>14</sup> Independent Racial Disparity Review, Inspector General Department of the Air Force, December 2020, pg 132.

## **LOE 1: Processes**

### **Initiative #1: Collect Additional Disciplinary Data on Administrative Actions, to Include Demographics– AFGM 36-2907**

#### Objectives:

- Achieve targeted mentoring, counseling, and deterrence efforts.
- Ensure equal opportunity for Airmen and Guardians to meet/exceed standards in an inclusive & disciplined force.

Status: In January 2021, the DAF issued an Interim Change to DAFI 36-2907 requiring commanders to track demographic data on lesser disciplinary actions, such as administrative counseling, admonishments and reprimands. The JAG Corps developed an optional template tracker and local legal offices have begun incorporating the data into quarterly Status of Discipline briefings to identify trends. The JAG Corps is currently working with A1PPP to adjudicate proposed changes to DAFI 36-2907, *Adverse Administrative Actions*, to capture input from the field on the guidance memorandum.

### **Initiative #2: Analyze Justice Data Across Race, AFSC, Grade and Crimes, to Include Drug Abuse**

#### Objectives:

- Provide commander data trends at all Department of the Air Force command levels.
- Generate insights to inform Department of the Air Force diversity and inclusion initiatives to the field.

Status: AF/JA is partnered with RAND to examine military justice data in a holistic manner to determine potential root causes to disparities. RAND will compare nonjudicial punishment and court data with factors such as AFSC, home of record, first assignment, etc. We expect the results of that study later this year. The JAG Corps also examined 20 years of wrongful use and possession of marijuana cases involving nonjudicial punishment. The study found that while White Airmen generally have a higher number of total cases of drug use and possession, Black Airman have a higher rate-per-thousand for nonjudicial punishment involving single use, single specification marijuana cases. The study found no disparity in the rate of testing and no evidence of bias in the issuing of nonjudicial punishment for marijuana cases. Study in this area continues.

### **Initiative #3: Optimize Criminal Investigation and Prosecution Collaboration between OSI, Security Forces, and Judge Advocates**

#### Objectives:

- Optimize early collaboration to provide a fully integrated criminal investigation and prosecution capability that delivers professional, timely, and legally sound investigation and adjudication of military justice actions.

- Ensure continual collaboration and integration between special agents, investigators, attorneys, and paralegals into specialized teams at the inception of an investigation, through trial, and in post-trial assessments.

Status: OSI, Security Forces and the JAG Corps signed a “Tri-Sig” Memorandum of Understanding (MOU) in June 2021. The MOU outlines the Criminal Investigation and Prosecution capability, which ensures collaborative investigative and prosecutorial support beginning at the outset of an investigation and continuing throughout trial. This initiative is complete.

#### **Initiative #4: Provide Status of Discipline Template for Enhanced Admin Data at Wing Level**

Objectives:

- Achieve targeted mentoring, counseling, and deterrence efforts.
- Ensure equal opportunity for Airmen and Guardians to meet/exceed standards in an inclusive & disciplined force.

Status: JAJ developed a spreadsheet template to assist base legal offices in consolidating and collecting administrative actions (e.g., Letters or Reprimand, Counseling and Admonishment). The spreadsheet collects 16 unique pieces of data to assist legal offices in identifying trends in administrative actions. A corresponding PowerPoint template provides various template charts the legal office may use to incorporate their local administrative action data into Status of Discipline briefings. JAJ is coordinating with MAJCOM SJAs for input before publishing the PowerPoint template to the field.

#### **Initiative #5: Expand Victim Feedback Collection Process**

Objectives:

- Allow victims to voice their opinions regarding the military justice process.
- Ensure continued process improvement for all facets of the military justice process.

Status: JAJ incorporated feedback into substantive changes to the Victim Survey Questionnaire to provide a holistic view of victim care. The changes include clarification to survey questions and elimination of potentially redundant questions. Changes will ensure the best victim support and Services. The updated Victim Survey Questionnaire is now online.

## **LOE 2: Accessions, Training, and Education**

#### **Initiative #1: Wing Staff Judge Advocate Training for First Line Supervisors**

Objectives:

- Educate supervisors about continuum of progressive discipline.
- Build relationships between supervisors and legal advisors.



Status: As many disciplinary actions occur at the lowest supervisory level, the JAG Corps identified a need for wing legal offices to train front-line supervisors on the range and purpose of disciplinary actions. This education assists front-line supervisors in mentoring and rehabilitating Airmen and Guardians early and before serious misconduct occurs. JAJ collected input from field and NAF-level legal offices to devise a template that incorporates best practices and lessons learned into baseline first line supervisor training as well as in-person follow-on training. The training awaits final coordination with MAJCOM SJAs before publishing the template baseline and follow-on training to the field.

### **Initiative #2: Enhanced Bias Training for all JAG Corps Members**

Objectives:

- Enhance awareness in evaluating and advising commanders and supervisors on cases.
- Equip advisors to identify discipline irregularities to protect Airmen and Guardians.

Status: As part of the holistic approach to mentoring and rehabilitation, the JAG Corps recognized the need for enhanced bias training for JAG Corps members. JAG Corps members are uniquely positioned to partner with supervisors and command to recognize and identify any potential bias impacting the process. JAJ prepared a draft briefing which includes a segment on cultural competency. The briefing was coordinated with the Air Force Judge Advocate General's School and became part of the mandatory baseline judge advocate training in April 2021.

### **Initiative #3: JAG Blind Accessions Board Study**

Objective:

- Ensure potential applicants given equal opportunity to meet/exceed standards to build an inclusive & disciplined force.

Status: The Professional Development Directorate conducted a blind accessions board in the fall of 2020 by redacting previously reviewed records for data that indicated race or gender. The findings of the board indicated that there was no racial or gender bias in accessions. This initiative is complete.

### **Initiative #4: Highlight Diverse Heritage of JAG Corps**

Objectives:

- Compliment public affairs and recruiting efforts across the DAF.
- Build trust and understanding within the JAG Corps.
- Enhance recruiting of diverse attorneys and paralegals.

Status: The Professional Development Directorate began issuing internal and external-facing newsletters, Tweets, and other social media posts highlighting diversity within the JAG Corps in 2020 and continues to do so.

### **LOE 3: Transparency & Trust Building**

#### **Initiative #1: Codify Standard of Proof for Nonjudicial Punishment**

Objectives:

- Provide objective standard to enhance consistency across the DAF.
- Increase Airman and Guardians trust in military justice system.

Status: The JAG Corps began studying the impact of creating a uniform standard for nonjudicial punishment as it relates to racial disparity. It was determined that a uniform standard would ensure consistency and improve transparency, and the JAG Corps began taking steps to incorporate the change. In the meantime, the DoD Independent Review Committee made a similar recommendation. While the Joint Service Committee on Military Justice is working with DoD/OGC to develop legislative language to establish a uniform preponderance of the evidence standard of proof for nonjudicial punishment, Military Justice and Discipline is leaning forward to draft policy updates that will adopt the preponderance of evidence standard across the Air Force in advance of the passage of any legislation.

#### **Initiative #2: Expand Scope of Releasable Information in Administrative Actions to Empower Commanders**

Objectives:

- Increase clarity; builds Airmen and Guardians trust in chain of command.
- Deter others from committing similar misconduct across command.

Status: In an effort to increase transparency in the process, the JAG Corp sought ways in which to provide more detailed information regarding disciplinary actions. The DAF must balance the benefits to good order and discipline and transparency against the privacy rights for those issued administrative actions. After review of existing regulations/statutes, options exist for expanding the types of releasable information, taking into account accused's rights, victim's rights, and commander's need for information to maintain good order and discipline. The JAG Corps is currently drafting initial guidance for release to judge advocates and commanders in the field.

#### **Initiative #3: Provide Public Access to Court Documents**

Objective:

- Increase transparency in military justice process.

Status: Article 140a, UCMJ, required the DoD to facilitate public access to docket information, filings, and records, taking into consideration restrictions appropriate to judicial proceedings and military records. In November 2018, the DoD General Counsel issued uniform standards regarding public access to military justice information and mandated that certain docket information, filings, and court records be made available to the public on a website. Military Justice and Discipline partnered with the Air Force Trial Judiciary and Legal Information Services and developed a redaction guide and “front-facing” platform to post properly redacted court filings and records. The initiative was completed 23 December 2020 prior to 31 December 2020 statutory deadline.

#### **Initiative #4: Assess Possibility of Standardized LOC/LOA/LOR Form**

Objectives:

- Assess the advisability and feasibility of mandating a standard template to enhance fairness in disciplinary and corrective actions.
- Increase Airmen and Guardian trust in discipline system by ensuring consistency in administration.

Status: To improve consistency and transparency, the JAG Corps explored the possibility of using a standard form for all LOC/LOA/LOR. JAG reviewed multiple template forms and tools currently in use and created a draft form similar to the AF Form 174. The JAG Corps now must now coordinate the recommendation and the form with A1 (OPR for any form required by AFI 36-2907).

### **LOE 4: Taking Care of Airmen and Guardians**

#### **Initiative #1: Establish Criminal Offense of Sexual Harassment**

Objective:

- Provide specific accountability for sexual harassment offenses.

Status: Pending proposed legislation. Upon passage of bill and signing by POTUS, the JAG Corps will work with other Services via the Joint Service Committee to implement the enumerated offense under Article 134, UCMJ.

#### **Initiative #2: Provide Independent Investigators to Defense Counsel**

Objectives:

- Safeguard Airmen and Guardians by providing adversarial check on the system.
- Increase Airmen and Guardians trust in justice system.

Status: Defense Investigators will provide independent support to the accused, including determining whether racial disparity exists in a case. The Operating Instruction on Defense

Investigator Utilization/Oversight is complete and a funding request for FY23 was submitted with funding of the defense investigator billets included. In the interim, existing billets were converted to ensure the hiring process could begin in FY22. The JAG Corps will continue coordination with internal DAF offices to facilitate the hiring process.

### **Initiative #3: Expand SVC Representation for Victims of Interpersonal Violence**

Objective:

- Review feasibility of expanding representation to all victims of violent offenses.

Status: The JAG Corps initiated a pilot program at ten installations to provide expanded services to victims of interpersonal violence. Feedback was collected and evaluated, leading to expansion of the pilot program to all installations until 30 November 2021. At the conclusion of the pilot program, the JAG Corps will assess the program as a whole and determine whether it is appropriate to continue it on a permanent basis.

### **Initiative #4: Confidential Reporting of Sexual Harassment**

Objectives:

- Allow victims of sexual harassment to confidentially report without fear of reprisal.
- Allow the identification of serial offenders of sexual harassment.

Status: Awaiting publishing of SecDef guidance memorandum. After SecDef guidance is published, JAJ will support A1 as they draft an updated policy.

### **Initiative #5: Expansion of Limited Privilege Suicide Prevention to DHA**

Objective:

- Provide mental health treatment without fear of judicial use for accused personnel who suffer from acute suicidal ideations.

Status: The Limited Privilege Suicide Prevention Program currently exists in the Air Force and allows accused personnel to have privileged conversations with mental health providers for acute suicidal ideations. JAJ personnel are advocating for DoD-wide expansion of this Department of the Air Force Program by the DoD Suicide Prevention General Officer's Steering Committee (SPGOSC). With the implementation of the Defense Health Agency, there was concern that this critical Department of the Air Force program would not receive DoD support. Military Justice and Discipline drafted updated policy language for inclusion in DAFI 51-201, *Administration of Military Justice* to ensure preservation of the program. The JAG Corps will continue to coordinate with DHA.

## **LOE 5: Disciplinary Case Management System (DCMS) for Commanders**

### **Initiative: Cloud-Based Command Discipline Data, Visualization, and Record Keeping System that Integrates Investigative, Decision, and Personnel Systems**

#### **Objectives:**

- Arm legal professionals with modernized Cloud IT system that integrates critical IT systems across the DAF.
- Allow legal professionals to rapidly access/analyze data to ensure force is disciplined and capable of winning future fights.

Status: Military Justice and Discipline continues to coordinate with the contractor to develop DCMS, which will empower legal professionals with a suite of tools that will allow trend analysis and more accessible “big picture” review of military justice programs at a given installation.

## **CONCLUSION**

The JAG Corps is deeply committed to ensuring a fair and equitable military justice system. The ability of a commander to ensure good order and discipline is rooted in the basic belief that every Airman and Guardian, if accused of a violation of the UCMJ, will be treated fairly and impartially regardless of race or gender. Airmen and Guardians must have faith in the military justice system.

While no published report has identified the root cause of racial disparity in the Air Force military justice system, they all confirm the disparity. With each initiative, the JAG Corps seeks to chip away at the potential causes of bias, increase consistency and transparency, and in doing so, help build the faith of every Airman and Guardian in the military justice system. While the JAG Corps has made excellent strides toward completing each of the LOEs, and in fact have completed a number of them, we continue to work to address each LOE and provide a viable course of action. We are committed to meaningful, enduring and sustainable change in the area of racial disparity and continue to confront this issue head on to ensure that all of our Airmen and Guardians have an equal opportunity to thrive. Our Airmen and Guardians deserve nothing less.



## **Racial Disparity Review 6-Month Assessment**

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### **Security Forces (A4)**

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## SF 6-month Update to Report of Inquiry (S8918P)

### Independent Racial Disparity Review

December 2020

**BACKGROUND:** In December 2020, SAF/IG released its Independent Racial Disparity Review (RDR), which assessed racial disparity in relation to Black/African Americans in the Department of the Air Force. In the review, the IG attributed one observation to Security Forces, that apprehension rates of black service members when compared to other racial groups is statistically higher. As noted in the Independent RDR Final Report, “black service members are 1.64 times more likely to be suspects in OSI criminal cases, and twice as likely to be apprehended by Security Forces.” However, the report also noted, “Upon a thorough review of case and investigative records and data, this Review found no evidence of racial bias on the part of law enforcement.” The RDR did not conclusively identify reasons for the disparity. In response to these findings, the Security Forces Directorate submitted the following COAs in February of this year.

***COA 1:*** We believe the first step is to educate those who can affect this disparity. As such, we will focus on including racial disparity annual statistics and analysis as part of three major engagements across the SF Enterprise: the SF Executive Board (all MAJCOM A4S/A3S); the SF Commander & CMSgt Symposiums (all SFS/CCs and SFS/SFM); and the SF [functional] Commander’s Course. Further, we believe opening this topic for conversation in the pre-command training curricula for Wing and Group Commanders at Maxwell also warrants consideration. By raising the level of awareness and highlighting the need to track and analyze this disparity at all levels, we believe we can ensure that the racial disparity identified in the RDR does not become racial bias moving forward.

***Update:*** To address COA 1, the attached briefing was included as part of the 2021 Security Forces Manager's Symposium and 1st Time Commanders Course. We will continue to provide this briefing in the future with updated information. Additionally, it was also a briefing topic during the semi-annual Security Forces Executive Board (7-8 Jul 21), which brings together the all MAJCOM A4S/A3S and Chief’s to discuss issues of importance to the Security Forces enterprise. As we close out calendar year 2021, we will add inserts to the Mission Support Group & Wing Commanders courses with a roll-up of an annual analysis.

***COA 2:*** Further, we believe we must conduct an independent "deep dive" review and root cause analysis of identified disparities. While Defenders do not have wide latitude in determining when a member is apprehended or not, there are still opportunities where such an apprehension decision can be influenced. Prior to consulting with the Judge Advocate, do Security Forces members give certain races/genders the “benefit of the doubt” when explaining actions or factors influencing the initial investigation? What is the veracity of the investigative actions taken by Security Forces based on the gender / race of the subject? While there will be little objective data to draw on in order to make concrete conclusions, we can use problem-solving techniques (fishbone analysis, five “why’s,” etc.) to capitalize on

the collective years of experience across the career fields to draw inferences and “most likely” root causes, even if subjective in nature. Further, we believe there are clearly larger military justice issues driven by factors outside the scope of Security Forces, as punishment after apprehension resides with the owning Commander, though that commander’s decisions will be heavily influenced by factors brought forward by the law enforcement agency / agencies (Security Forces/Office of Special Investigations or local civilian Law Enforcement. This review will help better understand those related factors across the spectrum of military justice and discipline.

***Update:*** To address COA 2, a request has been submitted to conduct a deep dive as part of an Air Force sponsored RAND Study. The RAND Executive Steering Committee met on 12 Jul 2021 with the USecAF and received formal approval of the FY22 study plan, which includes the Racial Disparity Root Cause Analysis. A1 is the Root Cause Analysis sponsor, which includes the SF-specific findings identified in the RDR. As part of the study, Security Forces has requested RAND to evaluate four areas listed below to determine if systemic, unintentional bias may exist.

1. Deep dive our SF training curriculum to determine if unintentionally a blind spot exist in our training curriculum, in relation to LE response?
2. Identify recommended improvements in training process to enable responding officers to prevent/be aware of possible unconscious bias based on ethnicity.
3. Recommend training curriculum adjustment, if any based on findings.
4. Review Accessions process to determine if any pre-conditions may exist in a member’s background that would disqualify the member from SF Career field?





## **Racial Disparity Review 6-Month Assessment**

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**Inspector General**

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DEPARTMENT OF THE AIR FORCE  
WASHINGTON DC

Office of the Secretary

26 Aug 21

DEPARTMENT OF THE AIR FORCE INSPECTOR GENERAL

RACIAL DISPARITY REVIEW ACTION PLAN SIX-MONTH UPDATE

The DAF-IG Racial Disparity Review, released in December 2020, captured a finding specific to DAF-IG: *lack of satisfaction service members expressed regarding IG, with special emphasis on the process of referring cases back to the chain of command*. Actions to date to address this matter follow:

**LOE 1:** On 8 Jan 21 DAF/IG released a Notice to IGs (NOTIG 21-1) providing additional guidance on referring complaints to the appropriate level. Specifically, complaints will not be referred to the same level of command or office alleged to be the subject of the concern, or any level that is conflicted – the matter must be referred at least one level above. The NOTIG further emphasized guidance in AFI 90-301, *Office of the Inspector General Complaints Resolution*, which defines procedures for referring complaints to command (or appropriate agency), and specifically defines the appropriate level. After the release of NOTIG 21-1, The Department of the Air Force Inspector General participated in a virtual session with IGs to further emphasize the guidance and execution.

DAF/IGQ continues to emphasize the policy of NOTIG 21-1 through all available opportunities, including in-person and virtual IG training sessions and monthly webcasts. Guidance captured in NOTIG-21-1 will be permanently incorporated into the governing policy AFI during the next update. NOTIG 21-1 will stay in effect until then. Status: COMPLETE

**LOE 2:** The Inspector General Training Course Plan of Instruction has been updated to emphasize the command referral processes as addressed in LOE 1. It ensures IGs understand the importance of not only following the Complaint Resolution Process (CRP) as defined by AFI 90-301, but also ensuring their assigned airmen and guardians fully understand the CRP, and specifically, when and why cases are referred. The revised Plan of Instruction is complete and is in use. DAF-IGQ also disseminated associated training material to all DAF-IGs worldwide. Status: COMPLETE.

**LOE 3:** To assess the effectiveness of the implemented measures, DAF-IG will conduct random inspections of the referral process and conduct a follow-on anonymous survey of airmen and guardians. Status: OPEN. Will remain open until effectiveness is validated.