

September 2005

MILITARY PERSONNEL

Reporting Additional Servicemember Demographics Could Enhance Congressional Oversight



G A O

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Highlights of [GAO-05-952](#), a report to Congress Requesters

Why GAO Did This Study

The high pace of military operations, thousands of casualties in ongoing military operations, and the services' recruiting challenges have raised questions about who is serving in today's military and concern that certain subgroups of the U.S. population may be disproportionately represented among those fighting and dying in support of the war on terrorism. These challenges and concerns have increased the need for information on the demographic characteristics of military personnel.

GAO was asked to address three questions: (1) What are the demographic characteristics of servicemembers and how do they compare to the comparable U.S. civilian workforce? (2) How well are the services meeting their overall recruitment goals, and what influences whether or not individuals join the military? (3) What are the demographic characteristics of servicemembers who remained in the military in fiscal years 2000, 2002, and 2004? GAO was also asked to examine the demographic characteristics of servicemembers who died or were wounded in combat in Operations Iraqi Freedom and Enduring Freedom.

What GAO Recommends

GAO recommends four actions to enhance Congress' ability to monitor demographic changes in the military.

www.gao.gov/cgi-bin/getrpt?GAO-05-952.

To view the full product, including the scope and methodology, click on the link above. For more information, contact Derek B. Stewart at (202) 512-5559 or steward@gao.gov.

MILITARY PERSONNEL

Reporting Additional Servicemember Demographics Could Enhance Congressional Oversight

What GAO Found

Since the institution of the All Volunteer Force in 1973, the military has become older and better educated, with increasing representation of racial and ethnic minorities, females, spouses, and parents. Today's force also differs from the U.S. civilian workforce in a number of important ways. For example, the military is younger than the civilian workforce. From a racial diversity perspective, the military, as of December 2004, had proportionately fewer Whites, partly because the military has proportionately more African Americans. Although Hispanic representation in the Active Component has markedly increased from 5 percent in 1993 to 9 percent in 2004, it is below the 11 percent for the U.S. civilian workforce. The representation of women in the military, at 16 percent, is below that of women in the U.S. workforce, at 48 percent, partly because of military policy and federal statutes. Although the 1997 government-wide requirements for the collection and reporting of information on race and ethnicity were to have been implemented by January 1, 2003, DOD has not yet fully implemented the requirements and its internal monthly reports continue to use some of the former racial/ethnic categories. This situation makes it difficult for Congress to monitor and directly compare the military and U.S. civilian racial and ethnic compositions.

Over the past decade, the Active Component met its overall recruiting goals more frequently than has the Reserve Component. GAO found that a combination of personal, demographic, family, and societal factors, as well as the availability of economic and educational incentives, influence youths' decision to join or not to join the military. DOD reports that over half of today's youth are not qualified to serve because they cannot meet the military's entry standards for health, education, aptitude, or other requirements. DOD has not collected information on a recruit's socioeconomic status since 1999. Recent DOD research using recruits' zip codes as a proxy to indicate socioeconomic status and community population density found that the median income of recruits' communities is similar to that of other youth and that the majority of recruits come from rural and suburban areas. Without ongoing research on recruits' socioeconomic status and communities, DOD will not be able to promptly and accurately inform Congress and the public about how representation in the services matches that of the applicable U.S. population.

In fiscal years 2000, 2002, and 2004, AC enlisted personnel had lower retention rates than officers and there were no consistent differences between the rates of racial/ethnic subgroups. While DOD prepares retention rates, it does not publish active duty retention rates which could be used by Congress in its oversight of military retention and related issues.

As of May 28, 2005, 1,841 servicemembers had died and 12,658 had been wounded in support of Operations Iraqi Freedom or Enduring Freedom. Most of those who died or were wounded were Active Component Army or Marine Corps junior enlisted personnel. Among those who died, 71 percent were White, 10 percent were Hispanic, and 9 percent were African American.

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Abbreviations

AC	Active Component
AFQT	Armed Forces Qualifying Test
AVF	All Volunteer Force
CPS	Current Population Survey
DOD	Department of Defense
DMDC	Defense Manpower Data Center
RC	Reserve Component

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United States Government Accountability Office
Washington, D.C. 20548

September 22, 2005

The Honorable Ike Skelton
Ranking Minority Member
Committee on Armed Services
House of Representatives

The Honorable Charles Rangel
House of Representatives

Since the advent of the All Volunteer Force (AVF) in 1973, the active duty force has undergone several demographic changes. Our previous examination of the demographic composition of the AVF showed that between 1974 and 2000, the force became older and better educated. The AVF also experienced increases in the proportions of servicemembers who were racial/ethnic minorities, females, married, or parents.¹

A number of significant events have occurred within the last 4 years, namely, the September 11, 2001, terrorist attacks and the ensuing Operations Enduring Freedom, Noble Eagle, and Iraqi Freedom. These military commitments increased the pace of operations for U.S. forces, particularly in the Army and Marine Corps. To ensure that the military has sufficient personnel to meet U.S. global commitments, Congress in October 2004 authorized increases in personnel for the Army and Marine Corps.²

Ensuring the availability of sufficient numbers of trained, high-quality personnel in an environment of increased deployment and armed conflict has proven to be one of the greatest personnel challenges faced by the U.S. military since the inception of the AVF. The active Army, the Army Reserve, and the Army National Guard, for example, missed their early fiscal year 2005 recruiting goals. We are currently looking at the military services' efforts to enhance recruitment and retention of enlisted personnel.

¹GAO, *Military Personnel: Active Duty Benefits Reflect Changing Demographics, but Opportunities Exist to Improve*, [GAO-02-935](#) (Washington, D.C.: Sept. 18, 2002).

²See the Ronald W. Reagan National Defense Authorization Act for Fiscal Year 2005, Pub. L. No. 108-375, § 401 (2004) and GAO, *Military Personnel: DOD Needs to Conduct a Data-Driven Analysis of Active Military Personnel Levels Required to Implement the Defense Strategy*, [GAO-05-200](#) (Washington, D.C.: Feb. 1, 2005).

The high pace of military operations, thousands of casualties in ongoing military operations, and the services' recruiting challenges have raised questions about who is serving in today's military and concern that certain subgroups of the U.S. population are disproportionately represented among those fighting and dying in support of the war on terrorism. These challenges and concerns have increased the need for information about the demographic characteristics of military personnel.

As agreed with your offices, this report addressed three questions: (1) What are the demographic characteristics of servicemembers, and how do they compare to those of similarly aged and educated civilians in the U.S. workforce? (2) How well are the services meeting their recruitment goals, and what influences whether or not individuals join the military? (3) What are the demographic characteristics of servicemembers who remained in the military in fiscal years 2000, 2002, and 2004? You also asked us to examine the demographic characteristics of servicemembers who died or were wounded in combat in Iraq or Afghanistan in support of Operations Iraqi Freedom or Enduring Freedom.

To address these objectives, we examined Department of Defense (DOD) policies, regulations, and instructions and reviewed laws relating to the staffing of the military. We also reviewed governmentwide guidance on demographic analyses, such as the recent change in the way that information about racial/ethnic groups is to be gathered and displayed, as well as reports on servicemembers' demographics, recruitment, retention, and casualties issued by GAO, DOD, the services, and individuals from other organizations such as RAND, the Center for Naval Analysis, and the University of Maryland's Center for Research on Military Organization. Additionally, we interviewed policy officials from the Office of the Under Secretary of Defense for Personnel and Readiness and military researchers from DOD, the services, and other organizations to obtain insights into the factors that influence enlistment decisions, attitudes and opinions of today's youth, recruiting challenges, characteristics of recruits, and demographic trends. We also requested that the Defense Manpower Data Center provide databases containing demographic data on active and reserve component servicemembers. We determined that the data were sufficiently reliable for our purposes and analyzed the data to identify the demographic characteristics of servicemembers. We conducted our work between August 2004 and July 2005 in accordance with generally accepted government auditing standards. Additional information on our scope, methodology, and analytic procedures are presented in appendixes I and II.

Results in Brief

According to DOD data, the demographic composition of the military is somewhat different than that of the similarly aged and educated segment of the civilian workforce.³ When compared to comparable civilian workers, the military had proportionately fewer Whites (67 percent in the military compared to 71 percent in the civilian workforce), partly because the military has proportionately more African Americans (17 percent in the military versus 11 percent in the civilian workforce). The representation of American Indian/Alaskan Natives in the military equals that of the civilian workforce (about 1 percent in each). Although Hispanic representation in the military has markedly increased over the last decade to 9 percent, 11 percent of the comparable civilian workforce is of Hispanic ethnicity. Similarly, while Asian Americans/Pacific Islanders are 3 percent of the military, they comprise 5 percent of the civilian workforce. The representation of women in the military, at 16 percent, is partly impacted by military policy and federal statutes denying women access to military specialties involving ground combat. The distribution of racial/ethnic subgroups among female servicemembers differed from that of female civilian workers. For example, African Americans' representation among female servicemembers at 28 percent was higher than their 13 percent representation among civilian female workers, but Whites' representation among female servicemembers at 54 percent was below their 71 percent representation among civilian female workers. Two percent of servicemembers are not U.S. citizens. The top three foreign countries of origin identified by servicemembers who are not U.S. citizens or nationals are the Philippines, Mexico, and Jamaica. Also, DOD has not fully implemented the government-wide requirements on the collection and reporting of racial and ethnic data that were to have been implemented by January 1, 2003. The services continue to convert their data on current servicemembers' race and ethnicity and DOD's internal monthly reports of servicemember race and ethnicity continue to use the previous racial and ethnicity categories.⁴ This results in racial and ethnic tabulations that cannot be clearly compared to tabulations of the U.S. population as reported by other federal agencies such as the Bureau of the Census,

³Data for DOD were as of December 2004 and for the civilian workforce were as of 2003. See app. II for a description of the Current Population Survey Annual Social and Economic Supplement, used as the source of civilian data in this report.

⁴DOD's internal tabulations do include a category for multiracial individuals, which is consistent with the revised guidelines, but continue to include "Hispanic" as a racial subgroup instead of reporting it separately, in accordance with the revised federal guidelines for self-reported data on race and ethnicity.

making it difficult for Congress to compare the military and civilian racial and ethnic compositions. The continued use of the former categories and methods may result in the undercounting of Hispanic servicemembers who belong to a minority racial subgroup.

Over the past decade the Active Component⁵ (AC) has met its overall recruiting goals more frequently than has the Reserve Component (RC). We found that a combination of personal, demographic, family, and societal factors influence whether or not individuals join the military. According to DOD researchers, at least half of today's youth between the ages of 16 and 21 are not qualified to serve in the military because they fail to meet the military's entry standards for education, aptitude, health, moral character, or other requirements. Between fiscal years 2000 and 2004, the AC annually accessed between approximately 176,400 to 183,000 nonprior-service enlisted personnel and about 17,500 to 21,500 officers. However, since fiscal year 2002, the proportion of recruits who are African Americans has declined in the AC. DOD has not routinely surveyed and reported on the socioeconomic status of its servicemembers since 1999 and has not previously routinely reported on the types of communities from which recruits are drawn. A recent DOD analysis of over 1 million recruits found that recruits came from communities representing all socioeconomic levels and, at \$44,500, the median income of recruits' communities roughly equaled the \$44,300 median income of the communities of civilian youths. Proportionately more recruits came from the South and West than from the Northeast. Additionally, proportionately more enlisted recruits (45 percent-52 percent) than similarly aged civilian youth (40 percent) came from a rural community. Weaknesses with DOD's measures of recruits' socioeconomic status and community population density limit the information provided to Congress to perform its oversight role. To support recruiting, DOD spent over \$455 million in fiscal year 2003 for enlistment bonuses, college funds, and loan repayments that were designed, in part, to help the services maintain the required numbers of personnel in critical occupational specialties. Some incentives have increased. While economic

⁵We use the term "Active Component" to collectively refer to the four active duty services: the Army, Navy, Marine Corps, and Air Force. We use the term "Reserve Component" to collectively refer to the six reserve components: the U.S. Army Reserve, U.S. Army National Guard, U.S. Navy Reserve, U.S. Marine Corps Reserve, U.S. Air Force Reserve, and U.S. Air National Guard. Although the Coast Guard Reserve also assists DOD in meeting its commitments, it comes under the day-to-day control of the Department of Homeland Security rather than DOD. The manpower strengths and analyses reported herein exclude the Coast Guard Reserve.

and educational incentives are cited as important factors youth consider in their decisions to join or not join the military, DOD data also shows that the attractiveness of joining the military after high school has declined because of operations in Iraq.

In fiscal years 2000, 2002, and 2004, DOD reported that 85 to 87 percent of all AC enlisted personnel and 90 to 93 percent of AC officers remained in the military. In the RC, 83 to 85 percent of enlisted personnel and 88 to 89 percent of officers remained in the military. In general, active or reserve Air Force continuation rates tended to be higher than rates for the other components. In the AC, there were no consistent differences between the continuation rates of racial/ethnic subgroups and the rates for females were within 2 percentage points of the rates for males in each year examined. While DOD routinely prepares some of these types of retention analyses for use within the department, it does not provide active duty retention rates in reports such as *Population Representation in the Military Services*, which could be used by Congress in its oversight of military retention and related issues.

As of May 28, 2005, 1,841 servicemembers had died and 12,658 had been wounded in Operations Iraqi Freedom and Enduring Freedom. Of the 1,841 servicemembers who died, 482 were reservists. Of the 12,658 servicemembers who were wounded, 3,197 were reservists. Most of those who died or were wounded were junior enlisted personnel in the active Army or Marine Corps. Seventy-two percent of those who died were either killed in combat or died later of wounds received while in combat. White servicemembers constituted 71 percent of the deaths although they represented 67 percent of the AC and Selected Reserve⁶ we examined. In contrast, African Americans accounted for 9 percent of the deaths in these operations although they comprised 17 percent of the AC and Selected Reserve force we studied. Hispanic servicemembers comprised 10 percent of the deaths compared to the 9 percent of the AC and Selected Reserve force we examined. The majority of selected reservists who were killed or wounded during these operations were from communities that DOD classified as being of medium socioeconomic status.

⁶The Selected Reserve comprises part-time drilling reservists, full-time unit support personnel, Individual Mobilization Augmentees, and reservists who are in training. See app. III for more information on reserve personnel categories.

To improve the ability of the public, DOD, and Congress to identify and monitor demographic changes in the race, ethnicity, socioeconomic status, and community population density of servicemembers in the AVF and to enhance Congress's ability to perform its oversight functions, we are recommending that DOD (1) gather and report data on race and ethnicity that are consistent with the required procedures set forth by the Office of Management and Budget, (2) conduct research to determine a feasible process for assessing the socioeconomic status of recruits and periodically include these findings in annual reports on servicemembers, (3) assess the type of communities recruits come from and periodically include a measure of population density in the annual demographic reports, and (4) include continuation rates on AC and RC personnel in DOD's annual demographic reports. In commenting on a draft of this report, DOD concurred with our four recommendations.

We are sending copies of this report to the Secretaries of Defense, the Army, the Navy, and the Air Force; the Commandant of the Marine Corps; and the Chiefs of the National Guard Bureau, the Army Reserve, the Army National Guard, the Air Force Reserve, the Air National Guard, the Navy Reserve, and the Marine Corps Reserve. We will also make copies available to others upon request. The report will be available at no charge on GAO's Web site at <http://www.gao.gov>.

If you or your staffs have any questions concerning this report, please contact me at (202) 512-5559 or stewartd@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made major contributions to this report are listed in appendix VI.



Derek B. Stewart
Director, Defense Capabilities and Management

Background

The Charge and the Debate of the All Volunteer Force

In 1970, President Nixon directed the Commission on an All Volunteer Armed Force—the Gates Commission—to develop a plan to eliminate conscription and institute an All Volunteer Force (AVF). The commission unanimously recommended the elimination of conscription, while noting that, except during major wars and the latter half of the 20th century, the United States has historically relied on volunteers for its military forces. Prior to the adoption of the AVF, there were a number of arguments made for and against an AVF. Some of these arguments, offered by members of the commission, Congress, military leaders, and the public, follow:

- **Arguments against an AVF**

- Opinion that military service is an obligation of citizenship.
- Concern that the military would attract an insufficient number of recruits, especially during times of war.
- Concern that because of relatively poorer civilian opportunities, African Americans would be attracted to the higher pay of a voluntary force and therefore would be overrepresented in the force.
- Fear that a volunteer military would not attract a cross section of high-quality American youth, causing a decline in military effectiveness.
- The AVF is costly because of higher costs for benefits and increased pay.

- **Arguments for an AVF**

- Concern that conscription is inequitable, divisive, and inefficient.
- Availability of more potential recruits in the late 1960s because the “baby boom” generation provided more young men eligible for military service.
- Concern that minorities, especially African Americans, represented a disproportionate share of Vietnam War fatalities.

-
- The higher cost of an AVF transfers the burden of military service from draftees to the population as a whole. The higher cost also is partly offset by lower turnover and fewer people in a training status.
 - Conscription is costly because of the higher costs of recruiting, training, and turnover.

Despite opposition from many in the military, Congress, and the administration, the AVF was adopted on July 1, 1973, marking the end of conscription.

DOD Publications and Databases for Force Demographics

The Office of the Under Secretary for Personnel and Readiness publishes the demographic characteristics of military personnel in several official documents.

- For 30 years, the Office of Accession Policy has produced the *Population Representation in the Military Services*,¹ which contains
 - demographic characteristics such as age, gender, race, and ethnicity, of current active duty personnel and selected reservists (including the Coast Guard);
 - military characteristics of current active duty and selected reservists such as pay grade, DOD occupational area, and years of service;
 - information on applicants and accessions; and
 - trends.
- Similarly, the Office of the Assistant Secretary of Defense for Reserve Affairs annually publishes the *Official Guard and Reserve Manpower Strengths and Statistics* which includes data on Selected Reservists as well as reservists in the Individual Ready Reserve, Inactive National Guard, and Retired Reserves (see app. III for more information on reserve personnel categories). The report includes:

¹The most recent report can be accessed at <http://dod.mil/prhome/poprep2003>.

-
- tabulations on current reservists' demographic and military characteristics such as gender, race, ethnicity, pay grade, and occupational category; and
 - data on end strength, accessions, attrition, and retention.
 - Data sources—Data for both reports are drawn from databases maintained by the DMDC. (See app. II for more detailed information on the data sources used in this report.)
 - The active duty master and loss files are the sources of information for active duty personnel.
 - The Reserve Components Common Personnel Data System is the source of information for reserve component personnel.

Changing Demographics

The AC of the AVF has been characterized by increased:

- Representation of African Americans and Hispanics.
 - At the initiation of the AVF in 1973, African Americans and Hispanics comprised 12 percent and 1 percent, respectively, of the AC.
 - A decade later in 1983, African American and Hispanic representation had increased to 19 percent and 4 percent, respectively.
 - By 1993, African Americans and Hispanics comprised 19 percent and 5 percent, respectively, of the AC.
 - By December 2004, AC African American representation had decreased 1 percentage point to 18 percent, while Hispanic representation rose 4 percentage points to 9 percent.
- Representation of women (see table 1).

Table 1: Percentage of the AC that Is Female

	Year	Percentage female
Pre-AVF	1964	1
AVF initiation	1973	2
Post-AVF	1983	9
	1993	12
	2003	15

Sources: Percentages are GAO calculations using data from DOD's *Selected Manpower Statistics: Fiscal Year 2003*, pp. 44-45, 71-73.

- Retention (see table 2).

Table 2: Percentage of Servicemembers Serving for More than 4 Years

	Year	Percentage of each service			
		Army	Navy	Marine Corps	Air Force
Pre-AVF	1969	18	31	16	46
Post-AVF	2002	51	49	35	66

Source: Bernard D. Rostker, "The Gates Commission: Right for the Wrong Reasons," from *The All Volunteer Force: Thirty Years of Service*, Brassey's Inc. (Washington, D.C. 2004), p. 29.

Note: Rows may not total 100 percent because of rounding.

Demographic Characteristics of Servicemembers

Question 1 and Summary of Approach	<p>What are the demographic characteristics of servicemembers and how do they compare to those of similarly aged and educated civilians in the U.S. workforce?</p> <p>We compared the characteristics of over 2.2 million servicemembers in the AC and RC to a nationally representative sample of civilian workers. We examined almost 1.4 million AC servicemembers who were on active duty on December, 31, 2004. We also examined almost 835,000 RC Selected Reservists in the Army Reserve, Army National Guard, Navy Reserve, Marine Corps Reserve, Air Force Reserve, and Air National Guard. We compared servicemembers' characteristics to those of employed civilians in the United States, aged 18-49, with at least a high school diploma or equivalent.</p>
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Summary of Findings

1A. Military force overview	<p>AC servicemembers comprise 63 percent of all servicemembers examined. The components vary both in the extent to which junior personnel comprise the enlisted corps and in their occupational make-up.</p>
1B. Race and ethnicity	<ul style="list-style-type: none">• There are proportionately more African American and proportionately fewer White servicemembers in the military than in the comparable civilian workforce.• The proportions of both Hispanics and Asian Americans/Pacific Islanders in the military are slightly lower than in the comparable civilian workforce.• The proportion of American Indians/Alaskan Natives in the military is about the same as that in the comparable civilian workforce.
1C. Gender	<p>About 16 percent of the armed forces are female, with representation being highest in the Air Force and lowest in the Marine Corps.</p>

1D. Age

We compared the age of servicemembers to that of the entire U.S. population and found that, in general, servicemembers are younger than persons in the U.S. population.

1E. Education

We compared the education levels of servicemembers to those of the entire U.S. population and found that proportionately fewer servicemembers have attended college than in the U.S. population.

1F. Citizenship and country
of origin

Two percent of all servicemembers are not U.S. citizens. Among the countries of birth most frequently cited by noncitizens are the Philippines, Mexico, and Jamaica.

**Demographic Characteristics of
Servicemembers**

Findings

1A. Military Force Overview—Force Strength

Table 3: Number of Servicemembers in Each Service as of December 31, 2004

Service	Active	Selected Reserve		Total
		Reserve	National Guard ^a	
Army	488,143	198,947	335,490	1,022,580
Navy	365,419	79,467	0	444,886
Air Force	365,567	74,875	105,805	546,247
Marine Corps	177,110	40,049	0	217,159
Total	1,396,239	393,338	441,295	2,230,872

Source: GAO analysis of DOD-provided data.

^aNational Guard servicemembers, with their unique federal and state roles, perform under the command of the President for federal missions such as warfighting and under the command of the state governor for state missions such as responding to natural disasters.

- Over 2.2 million servicemembers from the AC and RC Selected Reserve were in the military on December 31, 2004 (see table 3).
 - AC servicemembers comprised 63 percent (1,396,239) of the servicemembers we reviewed.
 - There were 834,633 RC Selected Reservists serving as Individual Mobilization Augmentees, drilling reservists, or in unit support or training.¹
- The Army is the largest service and the only one with less than half of its personnel in the AC.

¹We excluded from our analyses reservists in the Individual Ready Reserve, Inactive National Guard, Standby Reserve, and Retired Reserve. See app. III for a description of RC structure.

**Demographic Characteristics of
Servicemembers**

Table 4: Number of Servicemembers in Each Pay Grade Subgroup as of December 31, 2004

Component	Junior enlisted (E1-E4)	Senior enlisted (E5-E9)	Warrant officers (WO1- WO5)	Junior officers (O1-O3)	Senior officers (O4-O6)	General/ Flag officers (O7-O10)	Subtotals		Total
							Total enlisted	Total officers	
Total AC	609,075	560,794	15,586	126,020	83,867	881	1,169,884	226,355	1,396,239
Total RC	329,429	380,306	9,821	46,373	68,098	597	709,742	124,891	834,633
Total	938,504	941,100	25,407	172,393	151,965	1,478	1,879,626	351,246	2,230,872

Source: GAO analysis of DOD-provided data.

Notes: AC enlisted subtotal includes 15 AC enlisted personnel with unknown pay grades. AC officer subtotal includes 1 AC officer with unknown pay grade. RC enlisted subtotal includes 7 RC enlisted personnel with unknown pay grades. RC officer subtotal includes 2 RC officers with unknown pay grades.

- Of the 2.2 million servicemembers, almost 1.9 million or 84 percent were enlisted personnel (see table 4).
- In the AC enlisted and officer corps, there are more junior than senior personnel, although the opposite pattern is noted in the RC. The higher proportion of senior personnel in the RC enlisted and officer corps may reflect the fact that many RC accessions have prior military service and therefore entered the RC at a pay grade above the lowest (entry-level) pay grade.

1A. Military Force Overview—Pay Grade

Table 5: Percent of Servicemembers in Pay Grade Subgroups as of December 31, 2004

Component	Pay grade subgroup						Subtotals	
	Junior enlisted (E1-E4)	Senior enlisted (E5-E9)	Warrant officers (WO1- WO5)	Junior officers (O1-O3)	Senior officers (O4-O6)	General/ flag officers (O7-O10)	Total enlisted	Total officers
Army	46	38	2	8	6	<1	84	16
Navy	40	45	<1	9	6	<1	85	15
Marine Corps	60	29	1	6	3	<1	89	10
Air Force	36	44	0	12	8	<1	80	20
Total AC	44	40	1	9	6	<1	84	16
Army Reserve	38	43	1	8	10	<1	81	19
Army National Guard	48	41	2	5	3	<1	89	10
Navy Reserve	26	53	<1	5	16	<1	79	21
Marine Corps Reserve	71	20	1	1	7	<1	91	9
Air Force Reserve	22	56	0	6	16	<1	78	22
Air National Guard	24	63	0	4	8	<1	87	12
Total RC	39	46	1	6	8	<1	85	15
Total military	42	42	1	8	7	<1	84	16

Source: GAO analysis of DOD-provided data.

- Some components have proportionately more enlisted personnel than do other components (see table 5).
- The components with the highest proportions of enlisted personnel are both Marine Corps components and the Army National Guard (91 percent to 89 percent).
- The Air Force Reserve and Navy Reserve have the lowest proportions of enlisted personnel (78 percent and 79 percent, respectively).
- The mix of junior (E1-E4) and senior (E5-E9) pay grades in the enlisted force varies across components.

- Junior enlisted personnel make up over half of the enlisted force in the Marine Corps Reserve (71 percent) and active Marine Corps (60 percent).
- In contrast, junior enlisted make up about one quarter of the Air Force Reserve (22 percent), Air National Guard (24 percent), and Navy Reserve (26 percent).
- Although the overall officer corps is about evenly split between junior (8 percent) and senior (7 percent) officer pay grades, the Navy Reserve and Air Force Reserve have two to three times as many senior as junior officers.

1A. Military Force Overview—Occupational Areas

Table 6: Percent of Servicemembers in Each DOD Occupational Area as of December 31, 2004

DOD enlisted occupational codes and areas	Component		DOD officer occupational codes and areas	Component	
	AC	RC		AC	RC
0 Infantry, gun crews, & seamanship	17	19	N/A	N/A	N/A
1 Electronic equipment repairers	9	5	1 General officers & executives N.E.C.	1	1
2 Communications & intelligence specialists	10	5	2 Tactical operations officers	36	33
3 Health care specialists	7	6	3 Intelligence officers	5	6
4 Other technical & allied specialists	3	3	4 Engineering and maintenance officers	14	11
5 Functional support & administration	16	20	5 Scientists & professionals	5	7
6 Electrical/mechanical equipment repairers	21	16	6 Health care officers	16	19
7 Craftworkers	4	6	7 Administrators	6	8
8 Service & supply handlers	9	12	8 Supply, procurement, & allied officers	9	10
9 Nonoccupational	5	8	9 Nonoccupational	6	4
Total	101	100	Total	98	99

Legend: N.E.C. = Not elsewhere classified.

Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Columns may not total 100 percent due to rounding.

- Table 6 shows that over half of AC and RC enlisted personnel are in three occupational areas:
 - electrical/mechanical equipment repair (21 percent and 16 percent, respectively);
 - infantry, gun crews, and seamanship (17 percent and 19 percent, respectively); and
 - functional support and administration (16 percent and 20 percent, respectively).
- The biggest differences between AC and RC enlisted occupation concentrations is that, relative to the RC, the AC has proportionately more enlisted personnel in:

- communications and intelligence (10 percent and 5 percent, respectively); and
- electrical/mechanical equipment repair (21 percent and 16 percent, respectively).
- Over half of AC and RC officers are in the following three occupational areas:
 - tactical operations (36 percent and 33 percent, respectively);
 - health care (16 percent and 19 percent, respectively); and
 - engineering and maintenance (14 percent and 11 percent, respectively).
- The distribution of occupations both within and between AC and RC components is in the process of change. In July 2003, the Secretary of Defense directed the services to examine their AC-RC force structure to minimize the imbalances that result in lengthy, repeated, or frequent RC mobilization.
 - The services rebalanced about 10,000 military spaces both within and between the AC and RC in fiscal year 2003 and planned to rebalance another 20,000 spaces each in fiscal years 2004 and 2005. Between fiscal years 2005 and 2009, the Army will rebalance over 100,000 spaces of force structure.
 - As part of its rebalancing, for example, the Army National Guard is converting Cold War artillery capability into the military police, chemical, intelligence, surveillance, and reconnaissance units needed for current operations.

1A. Military Force Overview—Occupational Areas

Table 7: Percent of Enlisted Personnel in Each Component in DOD Occupational Areas as of December 31, 2004

DOD enlisted occupational codes and areas	AC					RC				
	Army	Navy	Air Force	Marine Corps	Army Reserve	Army National Guard	Navy Reserve	Marine Corps Reserve	Air Force Reserve	Air National Guard
0 Infantry, gun crews, & seamanship	26	9	10	23	8	30	11	31	11	10
1 Electronic equipment repairers	6	13	9	7	2	3	10	4	5	9
2 Communications & intelligence specialists	11	9	8	7	4	6	7	8	3	4
3 Health care specialists	8	9	7	0	10	4	9	0	11	4
4 Other technical & allied specialists	3	1	4	3	4	3	1	1	3	5
5 Functional support & administration	16	12	21	16	26	14	22	12	27	22
6 Electrical/mechanical equipment repairers	14	29	25	16	11	14	19	13	22	28
7 Craftworkers	2	6	5	2	6	4	14	3	6	6
8 Service & supply handlers	13	7	5	12	19	13	7	15	5	6
9 Nonoccupational	1	6	6	13	10	9	1	11	8	6
Total	100	101	100	99	100	100	101	98	101	100

Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Columns may not total 100 percent due to rounding.

**Demographic Characteristics of
Servicemembers**

Table 8: Percent of Officers in Each Component in DOD Occupational Areas as of December 31, 2004

DOD officer occupational codes and areas	AC					RC				
	Army	Navy	Air Force	Marine Corps	Army Reserve	Army National Guard	Navy Reserve	Marine Corps Reserve	Air Force Reserve	Air National Guard
1 General officers & executives N.E.C.	<1	<1	1	4	<1	1	<1	11	2	3
2 Tactical operations officers	36	39	33	45	17	44	38	47	31	37
3 Intelligence officers	6	4	5	5	5	3	11	5	7	3
4 Engineering and maintenance officers	15	12	15	11	10	11	12	10	12	14
5 Scientists & professionals	6	4	6	3	11	3	4	5	9	5
6 Health care officers	17	20	16	0	31	8	20	0	24	15
7 Administrators	7	4	7	8	9	7	6	7	7	10
8 Supply, procurement, & allied officers	10	6	9	13	13	10	6	13	8	6
9 Nonoccupational	2	11	5	11	1	11	2	<1	1	3
Total	99	100	97	100	97	98	99	98	101	96

Legend: N.E.C. = Not elsewhere classified.

Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Columns may not total 100 percent due to rounding.

- The enlisted occupational structure varies among the active components (see table 7).
 - In the AC, the Army and Marine Corps have a higher proportion (over a fifth) of their enlisted forces in the occupations which are part of the infantry, gun crews, and seamanship occupational area than did the active Navy and Air Force.
 - In contrast, the active Navy and Air Force have their greatest concentrations of enlisted personnel in electrical/mechanical equipment repair occupations.
- At least a third of officers in each active and reserve component except the Army Reserve (17 percent) and the Air Force Reserve (31 percent) were in tactical operations (see table 8).

1B. Race and Ethnicity— Component Composition

Table 9: Percent of Servicemembers and Civilians Across Racial/Ethnic Subgroups

Component	Racial/Ethnic subgroup					
	White	African American	Hispanic	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Other/ Unknown
Army	60	23	10	3	1	3
Navy	62	19	8	6	3	3
Air Force	72	15	6	2	<1	4
Marine Corps	66	12	14	2	1	5
Total AC	65	18	9	4	1	3
Army Reserve	60	24	11	4	1	1
Army National Guard	74	14	7	2	1	2
Navy Reserve	64	15	9	4	1	7
Marine Corps Reserve	68	9	14	4	1	5
Air Force Reserve	72	16	7	2	<1	4
Air National Guard	80	9	6	2	1	2
Total RC	70	16	8	3	1	3
Total military	67	17	9	3	1	3
Civilian workforce	71	11	11	5	<1	1

Source: GAO analysis of DOD-provided data on servicemembers as of December 31, 2004, and comparable civilians included in the March 2004 Current Population Survey which reflects civilians' employment status in 2003.

Note: Rows may not total 100 percent due to rounding.

- Table 9 shows that compared to the civilian workforce, the military has proportionately:
 - More African Americans (17 percent versus 11 percent). Within the military, African American representation is highest in the Army Reserve (24 percent) and active Army (23 percent) and lowest in the Marine Corps Reserve and Air National Guard (9 percent each).
 - Fewer Hispanics (9 percent versus 11 percent). In general, lacking a high school diploma reduces the likelihood of being accepted into military service, and Hispanics drop out of high school at higher rates

than members of other racial/ethnic subgroups.² Within the military, Hispanic representation is highest in both Marine Corps components (14 percent each) and lowest in the active Air Force and Air National Guard (6 percent each).

- Fewer Whites (67 percent versus 71 percent) and Asian Americans/Pacific Islanders (3 percent versus 5 percent).
- The components differ in overall minority representation.
 - The AC is 65 percent White and 34 percent minority.
 - The RC is 70 percent White and 30 percent minority.
 - The active Army and Army Reserve each have a minority representation of about 40 percent compared to the Air National Guard, which has a 20 percent minority representation.

²Anita U. Hattiangadi, Gary Lee, and Aline O. Quester, *Recruiting Hispanics: The Marine Corps Experience* Final Report, CRM D0009071.A2, Center for Naval Analysis (Alexandria, Va.: January 2004).

1B. Race and Ethnicity— New Federal Requirements

Figure 1: Military Racial and Ethnic Representation



Source: Joint Combat Camera Center.

- The previously presented analysis on race/ethnicity and those in later parts of this report must be understood in the context of recent changes in the procedures for collecting and reporting information on racial and ethnic group membership.
- In 1997, the Office of Management and Budget issued Statistical Policy Directive Number 15, “Race and Ethnic Standards for Statistics and Administrative Reporting,” indicating that by January 1, 2003, federal agencies would collect information on race and ethnicity by:
 - asking about race and ethnicity in two separate questions, with the ethnicity question preceding the race question;

- using a minimum of five single race subgroups: American Indian or Alaska Native, Asian, Black or African American, Native Hawaiian or Other Pacific Islander, and White;
 - enabling individuals to indicate more than one racial identity; and
 - using two ethnic subgroups—Hispanic or Latino versus Not Hispanic or Latino—for self-reported data collections.
- In addition to changing the way racial and ethnic data are collected, the revised directive also changed the way federal agencies report this data by,
 - prohibiting use of the term “nonwhite,”
 - allowing the use of a “combined format” in which being of Hispanic or Latino ethnicity is one of six racial/ethnic categories when reporting observer-collected data.
 - In March 2000, the Office of Management and Budget issued OMB Bulletin No. 00-02, which provided guidance on the aggregation and allocation of multiple race responses by encouraging federal agencies to:
 - report multiple race individuals separately from single race individuals, and
 - report racial combinations representing more than 1 percent of the population in an area.

1B. Race and Ethnicity— DOD’s Implementation of the New Requirements

- Prior to 2003, DOD generally tabulated and reported servicemember race and ethnicity in the following subgroups: Hispanic, White, Black, Asian or Pacific Islander, and American Indian or Alaskan native, and Other or Unknown. Some DOD reports combined several subgroups to report on four categories: Hispanic, White, Black, and Other.
- DOD has implemented the new guidelines when collecting racial and ethnicity data from recruits.
 - In 2003, DOD revised the form (DD 1966) used to capture information on recruits to comply with the newly issued guidance. The revised form, however, did not require recruits to respond to questions on race and ethnicity, and instead, enabled them to choose a “Decline to respond” option.
 - The Office of Accession Policy indicated that providing this option resulted in more servicemembers declining to supply the information. DOD plans to begin using another version of the form without the “Decline to respond” option in October 2005.
- The components are taking different approaches to updating race and ethnicity in servicemembers’ personnel records. A DOD official told us that race and ethnicity data in one reserve component database were expunged and reentered when servicemembers updated their files. Additionally, we were told that:
 - the Air Force reserve components cleared personnel records of the old racial/ethnic data and began entering new data consistent with the revised guidelines, and
 - the active Air Force notified its personnel that they should access the Virtual Personnel Center and confirm or revise the data.
- Although the varying approaches taken by the components to update personnel records can be expected to result in varying levels of compliance, DOD officials told us that an internal study showed that 90

percent of active duty servicemembers had the same race code before and after implementation of the new guidance.³

- Although the components are in the process of gathering or confirming their data on current servicemembers' race and ethnicity to comply with the new guidance, DOD still reports race and ethnicity in the old format.
- DOD's internal monthly report of servicemember demographics, DMDC EO 3035, still uses the previous racial and ethnicity categories in which,
 - Hispanic remains one of five single race subgroups instead of being reported separately, and
 - Asian Americans, Hawaiians, and Other Pacific Islanders are in one racial subgroup (instead of two subgroups—Asian and Native Hawaiian/Other Pacific Islander—in accordance with the new guidance).
- DOD's Information Delivery System produces demographic reports of servicemembers using the former racial/ethnic subgroups of White, African American, Hispanic, Asian/Pacific Islander, and Alaska Native, although the reports also include a Multirace/Unknown subgroup.
- The Office of Accession Policy excluded racial/ethnic breakouts of current servicemembers from its *Population Report of the Military Services: Fiscal Year 2003* (such breakouts are, however, available for accessions) although the office does plan to include these analyses in future reports.
- DOD's continued use of the former racial and ethnic categories makes it difficult to directly compare race and ethnicity in the U.S. population to that in the military.

³DOD compared the race codes of 929,651 servicemembers who were on active duty in both March 2002 and March 2005.

1B. Race and Ethnicity— Enlisted Personnel

Table 10: Percent of Enlisted Personnel and Civilians with a High School Diploma or Equivalent or Some College in the Racial/Ethnic Subgroups

Component	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Other/ Unknown	
Army	58	25	11	3	1	3	101
Navy	58	21	9	6	3	2	99
Marine Corps	65	12	14	3	1	5	100
Air Force	70	17	6	2	<1	4	99
Total AC enlisted	62	20	10	4	1	3	100
Army Reserve	56	26	12	4	1	1	100
Army National Guard	73	15	8	2	1	2	101
Navy Reserve	61	18	10	4	1	6	100
Marine Corps Reserve	67	9	15	4	1	5	101
Air Force Reserve	68	19	7	2	<1	4	100
Air National Guard	79	9	6	3	1	3	101
Total RC enlisted	68	17	9	3	1	3	101
Total enlisted	64	19	10	3	1	3	100
Civilian workers with a high school diploma (or equivalent) or some college	66	14	14	3	1	1	99

Source: GAO analysis of DOD-provided data reflecting servicemembers as of December 31, 2004, and the March 2004 Current Population Survey, reflecting civilians in 2003.

Note: Rows may not total 100 percent due to rounding.

- We identified civilian workers with a high school diploma or equivalent certification and those who had some college as the civilians most comparable to enlisted servicemembers and compared the racial/ethnic distribution of the two groups.
- Table 10 shows that the representation of Whites among enlisted personnel is 2 percentage points less than their representation among comparable civilian workers (64 percent versus 66 percent,

respectively). The representation of White enlisted personnel varies by component.

- In the AC, the Air Force has the highest proportion of enlisted Whites at 70 percent, and the Army and Navy have the lowest at 58 percent.
- In the RC, the Air National Guard and Army National Guard have the highest proportions at 79 percent and 73 percent, respectively, and the Army Reserve has the lowest proportion at 56 percent.
- The racial/ethnic distribution of minority enlisted personnel varies from that for civilian workers with a high school diploma or equivalent or some college. Compared to these civilians, the military's enlisted pay grades have proportionately:
 - more African Americans (19 percent versus 14 percent for civilians), and
 - fewer Hispanics (10 percent versus 14 percent for civilians).
- African American representation among enlisted personnel is highest in the Army Reserve (26 percent) and active Army (25 percent).
- Hispanic enlisted representation is highest in the two Marine Corps components (14 percent and 15 percent).

1B. Race and Ethnicity— Officers

Table 11: Percent of Officers and Civilian College Graduates in the Racial/Ethnic Subgroups

Component	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Other/ Unknown	
Army	75	13	5	3	<1	3	99
Navy	81	8	5	3	<1	3	100
Marine Corps	77	7	6	2	1	7	100
Air Force	82	7	4	2	<1	5	100
Total AC officers	79	9	5	3	<1	4	100
Army Reserve	73	16	6	3	<1	2	100
Army National Guard	84	7	5	2	<1	1	99
Navy Reserve	77	5	4	3	<1	12	101
Marine Corps Reserve	82	5	5	2	1	6	101
Air Force Reserve	85	6	3	1	<1	3	98
Air National Guard	87	5	3	2	<1	2	99
Total RC officers	80	9	4	2	<1	3	98
Total officers	79	9	5	3	<1	4	100
Civilian college graduates in the workforce	75	9	7	8	<1	1	100

Source: GAO analysis of DOD-provided data reflecting servicemembers as of December 31, 2004, and the March 2004 Current Population Survey reflecting civilians in March 2003.

Note: Rows may not total 100 percent due to rounding.

- Findings from table 11 indicate that the racial/ethnic representation of the officer corps is similar to that of the civilian college-graduate workforce, except
 - White representation is higher among military officers (79 percent) than among civilian college graduates (75 percent), and
 - Asian American/Pacific Islander representation is lower among military officers (3 percent) than among civilian college graduates (8 percent).

- The comparison of the racial/ethnic distribution of officers to enlisted personnel (provided earlier in table 10) shows that
 - Although White representation among officers is higher than in the college educated workforce (79 percent versus 75 percent, respectively), White representation among enlisted personnel is lower than comparably educated civilians (64 percent versus 66 percent, respectively).
 - Although African American representation among officers is equal to that of the college workforce (9 percent for both), African American representation among enlisted personnel exceeds that of comparably educated civilians (19 percent versus 14 percent, respectively, as shown in table 10 on the previous page).
 - Hispanic representation among both officers and enlisted is below that of comparably educated civilians (5 percent of officers versus 7 percent of comparably educated civilians are Hispanic; 10 percent of enlisted personnel versus 14 percent of comparably educated civilians are Hispanic).

1B. Race and Ethnicity— Active Component Enlisted Occupational Areas

Table 12: Percent of AC Enlisted Personnel in Each Racial/Ethnic Subgroup and DOD Occupational Area as of December 31, 2004

DOD enlisted occupational codes and areas	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/Pacific Islander	American Indian/Alaskan Native	Other/Unknown	
0 Infantry, gun crews, & seamanship	69	14	11	3	1	3	101
1 Electronic equipment repairers	69	15	9	3	2	3	101
2 Communications & intelligence specialists	67	18	9	3	1	3	101
3 Health care specialists	52	25	11	7	1	4	100
4 Other technical & allied specialists	67	17	9	3	1	3	100
5 Functional support & administration	45	34	12	4	1	4	100
6 Electrical/mechanical equipment repairers	67	15	9	4	2	3	100
7 Craftworkers	66	17	9	4	2	3	101
8 Service & supply handlers	53	28	11	4	1	3	100
9 Nonoccupational	72	14	4	4	3	4	101
Total AC enlisted personnel	62	20	10	4	1	3	100

Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Rows may not total 100 percent due to rounding.

- The occupational areas with the highest concentration of AC White enlisted personnel in table 12 are:
 - the nonoccupational area (which includes patients, students, and those with unassigned duties) at 72 percent;

- infantry, gun crews, and seamanship (69 percent) and electronic equipment repair (69 percent); and communications and intelligence specialists (67 percent), other technical and allied specialists (67 percent), and electrical/mechanical equipment repairers (67 percent).
- The occupational areas with the highest concentrations of AC African American enlisted personnel are:
 - functional support and administration (34 percent),
 - service and supply handlers (28 percent), and
 - health care specialists (25 percent).
- The occupational areas with the highest concentrations of AC Hispanic enlisted personnel are:
 - functional support and administration (12 percent), and
 - infantry, gun crews, and seamanship (11 percent); health care specialists (11 percent); and service and supply handlers (11 percent).
- The racial/ethnic composition of enlisted occupational areas reflects both servicemembers' preferences and eligibility, as determined by, for example, the Armed Services Vocational Aptitude Battery test score or other requirements.

1B. Race and Ethnicity— Active Component Officer Occupational Areas

Table 13: Percent of AC Officers in Each Racial/Ethnic Subgroup and DOD Occupational Area as of December 31, 2004

DOD officer occupational codes and areas	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/Pacific Islander	American Indian/Alaskan Native	Other/Unknown	
1 General officers & executives N.E.C.	91	5	2	<1	<1	2	100
2 Tactical operations officers	85	5	5	2	<1	3	100
3 Intelligence officers	79	8	5	3	<1	4	99
4 Engineering and maintenance officers	74	13	5	3	<1	4	99
5 Scientists & professionals	83	7	4	3	<1	3	100
6 Health care officers	76	9	4	5	<1	5	99
7 Administrators	69	17	6	2	<1	4	98
8 Supply, procurement, & allied officers	69	17	6	3	<1	4	99
9 Nonoccupational	78	5	5	3	<1	9	100
Total AC officers	79	9	5	3	<1	4	100

Legend: N.E.C. = Not elsewhere classified.

Source: GAO analysis of DOD-provided data.

Notes: Nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Rows may not total 100 percent due to rounding.

- Table 13 shows that among AC officers, the occupational areas with the highest concentrations of Whites are:
 - general officers and executives not elsewhere classified (91 percent),
 - tactical operations officers (85 percent), and
 - scientists and professionals (83 percent).

- The occupational areas with the highest concentrations of AC African Americans are:
 - administrators (17 percent), and supply, procurement, and allied officers (17 percent); and
 - engineering and maintenance officers (13 percent).
- The representation of Hispanics and Asian Americans/Pacific Islanders in each occupational area except general officers and executives is within 2 percentage points of their average representation within the AC officer corps.

1B. Race and Ethnicity—
Reserve Component
Occupational Categories

Table 14: Percent of RC Enlisted Personnel in Each Racial/Ethnic Subgroup and DOD Occupational Area as of December 31, 2004

DOD enlisted occupational codes and areas	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/Pacific Islander	American Indian/Alaskan Native	Other/Unknown	
0 Infantry, gun crews, & seamanship	75	11	8	2	1	2	99
1 Electronic equipment repairers	72	13	8	3	1	3	100
2 Communications & intelligence specialists	75	11	8	3	1	3	101
3 Health care specialists	62	21	10	4	1	3	101
4 Other technical & allied specialists	72	15	9	2	1	2	101
5 Functional support & administration	57	27	10	3	1	3	101
6 Electrical/mechanical equipment repairers	73	13	9	2	1	2	100
7 Craftworkers	72	14	8	2	1	3	100
8 Service & supply handlers	63	22	10	2	1	2	100
9 Nonoccupational	70	14	9	4	1	3	101
Total RC enlisted personnel	68	17	9	3	1	3	101

Source: GAO analysis of DOD-provided data.

Notes: Nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Rows may not total 100 percent due to rounding.

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Servicemembers

Table 15: Percent of RC Officers in Each Racial/Ethnic Subgroup and DOD Occupational Area as of December 31, 2004

DOD officer occupational codes and area	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Other/ Unknown	
1 General officers & executives N.E.C.	92	3	3	1	<1	2	101
2 Tactical operations officers	87	4	4	2	<1	3	100
3 Intelligence officers	81	5	4	3	<1	6	99
4 Engineering and maintenance officers	79	11	5	3	<1	3	101
5 Scientists & professionals	84	7	4	2	<1	3	100
6 Health care officers	75	12	5	3	<1	4	99
7 Administrators	73	16	6	2	1	3	101
8 Supply, procurement, & allied officers	73	16	6	2	1	3	101
9 Nonoccupational	78	10	5	3	<1	4	100
Total RC officers	80	9	4	2	<1	3	98

Legend: N.E.C. = Not elsewhere classified.

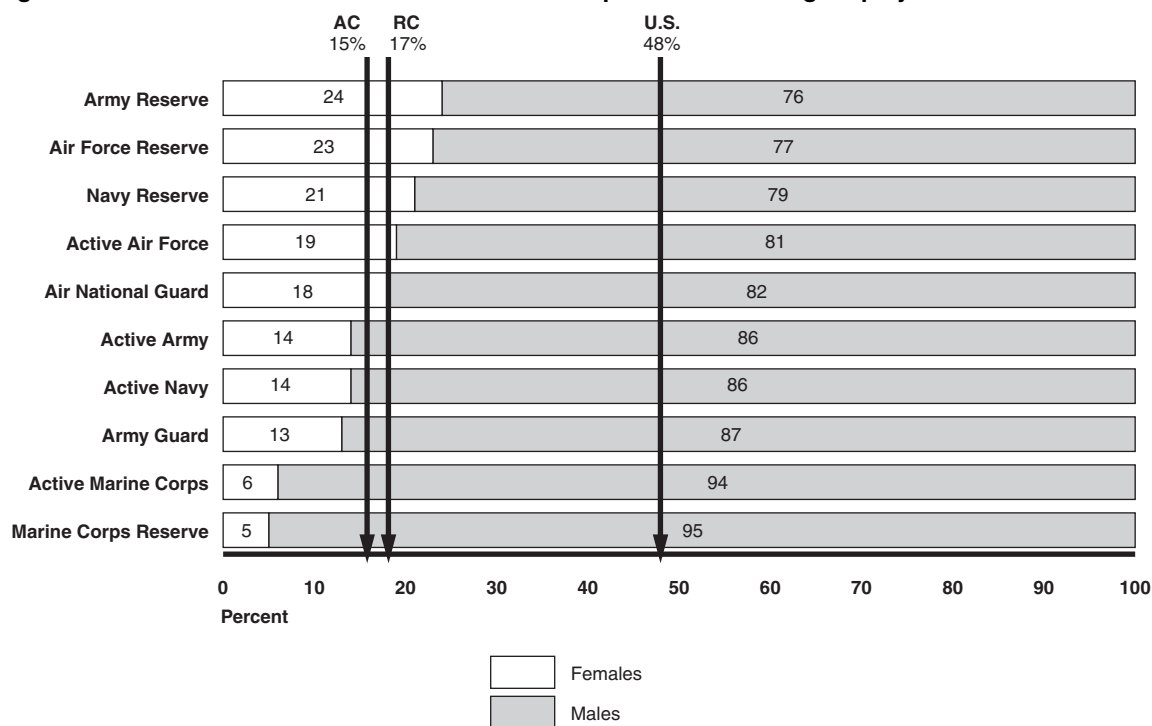
Source: GAO analysis of DOD-provided data.

Notes: Nonoccupational area includes patients, students, those with unassigned duties, and unknowns. Rows may not total 100 percent due to rounding.

- In tables 14 and 15, the distribution of Hispanic, Asian American/Pacific Islander, and American Indian/Alaskan Native enlisted personnel and officers in each occupational area is within 2 percentage points of their overall distribution within the RC.
- In contrast, compared to their overall representation in the RC, White enlisted personnel are more often found in the infantry, gun crews, and seamanship occupational area; White officers are more often found in the general officer and executive occupational area.
- Relative to their overall representation in the RC, African American enlisted personnel were less often found in the infantry, gun crews, and seamanship and more often found in functional support and administration and service and supply handler occupational areas. African American officers were more often found in the administrator and supply, procurement, and allied officer occupational areas.

1C. Gender—Component Composition

Figure 2: Percent of Males and Females in Each Component and among Employed Civilians



Source: GAO analysis of DOD-provided data on servicemembers as of December 31, 2004 and the March 2004 Current Population Survey which reflects civilians employment status in March 2003.

- Overall, 16 percent of the military is female: 15 percent of the AC and 17 percent of the RC (see fig. 2).
 - The Marine Corps Reserve has the lowest representation of women (5 percent).
 - The Army Reserve (24 percent) and Air Force Reserve (23 percent) have the highest representations of women.
- The National Defense Authorization Acts of fiscal years 1992, 1993, and 1994 enabled women to be permanently assigned to combat aircraft and combatant ships. Since 1994, DOD policy has allowed women to be assigned to any unit except those below the brigade level whose primary

mission is to engage in direct combat on the ground. (See app. IV for occupations which exclude females.)

- GAO and RAND estimated that the combat exclusion policy results in women being excluded from about 15 percent to 20 percent of all military positions. These positions are in units such as infantry, special forces, and units such as Army ground surveillance radar units that collocate with direct ground combat units.⁴

⁴GAO, *Gender Issues: Information on DOD's Assignment Policy and Direct Ground Combat Definition*, [GAO/NSIAD-99-7](#) (Washington, D.C.: Oct. 1998) and Margaret C. Harrell and Laura L. Miller, *New Opportunities for Military Women, Effects Upon Readiness, Cohesion, and Morale*, RAND MR-896-OSD (Washington, D.C.: 1997).

1C. Gender—Component Racial/Ethnic and Gender Composition

Table 16: Percent of Servicemembers and Civilian Workers in Each Racial/Ethnic and Gender Subgroup

Component	Racial/Ethnic and gender subgroup												Total
	White		African American		Hispanic		Asian American/ Pacific Islander		American Indian/ Alaskan Native		Other/ Unknown		
	M	F	M	F	M	F	M	F	M	F	M	F	
Army	54	6	17	6	9	2	2	1	1	<1	2	<1	100
Navy	54	7	15	4	7	1	5	1	2	<1	2	<1	98
Air Force	60	12	10	5	4	1	2	1	<1	<1	3	1	99
Marine Corps	63	3	11	1	12	1	2	<1	1	<1	5	<1	99
Total AC	57	8	14	4	8	1	3	1	1	<1	3	1	101
Army Reserve	48	11	15	9	8	3	3	1	<1	<1	1	<1	99
Army National Guard	66	8	11	3	6	1	1	<1	1	<1	2	<1	99
Navy Reserve	53	11	10	5	7	2	3	1	1	<1	6	1	100
Marine Corps Reserve	65	3	8	1	13	1	3	<1	1	<1	5	<1	100
Air Force Reserve	57	15	10	6	5	2	1	<1	<1	<1	3	1	100
Air National Guard	67	13	6	3	5	1	2	<1	1	<1	2	1	101
Total RC	60	10	11	5	7	2	2	<1	1	<1	2	1	101
Total military	58	9	13	4	7	1	3	1	1	<1	3	1	101
Civilian workforce	37	34	5	6	6	5	3	2	<1	<1	1	1	100

Source: GAO analysis of DOD-provided data reflecting servicemembers as of December 31, 2004, and the March 2004 Current Population Survey, reflecting civilian employment status in 2003.

Notes: Because of rounding, the totals for percentages of males and females sometimes varies from percentages in other tables. Rows also may not total 100 percent due to rounding.

- Table 16 shows that over half of the military—58 percent—consists of White males. The second through fourth largest racial/ethnic and gender subgroups are African American males (13 percent), White females (9 percent), and Hispanic males (7 percent).
- Representation of some racial/ethnic and gender subgroups in the military differs from that in the civilian workforce.

- White males are 58 percent of the military compared to 37 percent of civilian workers. In contrast, African American males are 13 percent of the military compared to 5 percent of civilian workers.
- White females are 9 percent of the military compared to 34 percent of civilian workers. In contrast, Hispanic females are 1 percent in the military compared to 5 percent of civilian workers.
- All other differences between military and civilian workforce representation are 2 percentage points or less.
- Compared to the other components, the Army Reserve has the largest percentage (52 percent) of its servicemembers who are other than White males.

1C. Gender—Racial/Ethnic Composition of Female Servicemembers

Table 17: Distribution of Race/Ethnicity Among Female Servicemembers and Civilians

Component (percent of the entire component that is female)	Racial/Ethnic subgroup						Total
	White	African American	Hispanic	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Other/ Un- known	
Army (14%)	42	39	11	4	1	3	100
Navy (14%)	52	28	9	5	3	3	100
Air Force (19%)	61	23	6	3	1	6	100
Marine Corps (6%)	54	18	18	3	2	6	101
AC females (15%)	52	30	9	4	2	4	101
Army Reserve (24%)	47	36	11	4	1	1	100
Army National Guard (23%)	62	25	8	2	1	2	100
Navy Reserve (21%)	55	24	10	3	1	7	100
Marine Corps Reserve (5%)	59	15	16	5	1	4	100
Air Force Reserve (23%)	63	24	7	2	<1	4	100
Air National Guard (18%)	73	15	6	3	1	3	101
RC females (17%)	58	27	9	3	1	3	101
Female servicemembers (16%)	54	28	9	3	1	3	98
Females in the civilian workforce (48%)	71	13	10	5	<1	1	100

Source: GAO analysis of DOD-provided data reflecting servicemembers as of December 31, 2004, and the March 2004 Current Population Survey reflecting civilian employment status in 2003.

Notes: 350,278 female AC and Selected Reserve servicemembers and 42,004,449 (weighted) female civilian workforce participants were included in this analysis. Rows may not total 100 percent due to rounding.

- Minority racial/ethnic females comprise 46 percent of all female servicemembers, compared to 29 percent of all employed civilian females (see table 17).
- African American females participate in the military at a rate more than twice their civilian workforce participation. Twenty-eight percent of female servicemembers are African Americans compared to 13 percent of female civilian workers.

- The proportion of military females who are Hispanic (9 percent) is similar to the proportion of civilian females who are Hispanic (10 percent).
- The representation of racial/ethnic minorities among female servicemembers varies by component.
- The active Army (58 percent) and Army Reserve (53 percent) have the highest proportions of racial/ethnic minorities among their female personnel.
- In contrast, the Air National Guard (27 percent) has the lowest proportion of racial/ethnic minorities among its female personnel.
- Except for their lower representation in both Marine Corps components and the Air National Guard, African American females comprise 23 percent to 39 percent of female servicemembers in each of the other components.

1C. Gender—Active Component Occupational Areas and Gender

Table 18: Representation of AC Females across and within Enlisted Occupational Areas as of December 31, 2004

DOD enlisted occupational codes and areas	Percent of occupational area that is female	Percent of females in the military who are in the occupational area
0 Infantry, gun crews, & seamanship	4	5
1 Electronic equipment repairers	9	5
2 Communications & intelligence specialists	16	10
3 Health care specialists	34	16
4 Other technical & allied specialists	16	3
5 Functional support & administration	31	33
6 Electrical/mechanical equipment repairers	6	9
7 Craftworkers	7	2
8 Service & supply handlers	17	11
9 Nonoccupational	13	5
Total	15	99

Source: GAO analysis of DOD-provided data.

Note: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. The second column does not total 100 percent because of rounding.

Table 19: Representation of AC Females across and within Officer Occupational Areas as of December 31, 2004

DOD officer occupational codes and areas	Percent of occupational area that is female	Percent of females in the military who are in the occupational area
1 General officers & executives N.E.C.	4	<1
2 Tactical operations officers	5	11
3 Intelligence officers	18	6
4 Engineering and maintenance officers	13	12
5 Scientists & professionals	15	5
6 Health care officers	36	37
7 Administrators	28	11
8 Supply, procurement, & allied officers	19	11
9 Nonoccupational	10	4
Total	15	97

Demographic Characteristics of Servicemembers

Legend: N.E.C. = Not elsewhere classified.

Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. The second column does not total 100 percent because of rounding.

- The first columns in tables 18 and 19 show that although female servicemembers constitute 15 percent of the AC military, AC females are concentrated in health care and administrative occupations.
- The enlisted occupational areas with the highest concentrations of female servicemembers are health care specialists (34 percent) and functional support and administration (31 percent).
- The officer occupational areas with the highest concentrations of females are health care officers (36 percent) and administrators (28 percent).
- The second columns in tables 18 and 19 show that when data on only females are examined, the enlisted occupational areas with the largest female representation are functional support and administration (33 percent) and health care specialists (16 percent), and the officer occupational area is health care officers (37 percent).
- Overall, females are excluded from 178 enlisted occupational specialties (5 percent of all enlisted occupational specialties), mostly in infantry, gun crew, and seamanship; electronic equipment repairers; and electrical/mechanical equipment repairers occupational areas (see app. IV). Females are excluded from 17 officer specialties (less than 1 percent of all officer specialties).

1C. Gender—Reserve
Component Occupational
Areas and Gender

Table 20: Representation of RC Females across and within Enlisted Occupational Areas as of December 31, 2004

DOD enlisted occupational codes and areas	Percent of occupational area that is female	Percent of females in the military who are in the occupational area
0 Infantry, gun crews, & seamanship	5	6
1 Electronic equipment repairers	10	3
2 Communications & intelligence specialists	12	4
3 Health care specialists	37	13
4 Other technical & allied specialists	17	3
5 Functional support & administration	36	41
6 Electrical/mechanical equipment repairers	7	6
7 Craftworkers	8	3
8 Service & supply handlers	17	12
9 Nonoccupational	21	10
Total	17	101

Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. The second column does not total 100 percent because of rounding.

**Demographic Characteristics of
Servicemembers**

Table 21: Representation of RC Females across and within Officer Occupational Areas as of December 31, 2004

DOD officer occupational codes and areas	Percent of occupational area that is female	Percent of females in the military who are in the occupational area
1 General officers & executives N.E.C.	4	<1
2 Tactical operations officers	3	6
3 Intelligence officers	19	6
4 Engineering and maintenance officers	12	8
5 Scientists & professionals	13	5
6 Health care officers	42	46
7 Administrators	32	14
8 Supply, procurement, & allied officers	20	11
9 Nonoccupational	13	3
Total	18	99

Legend: N.E.C. = Not elsewhere classified.

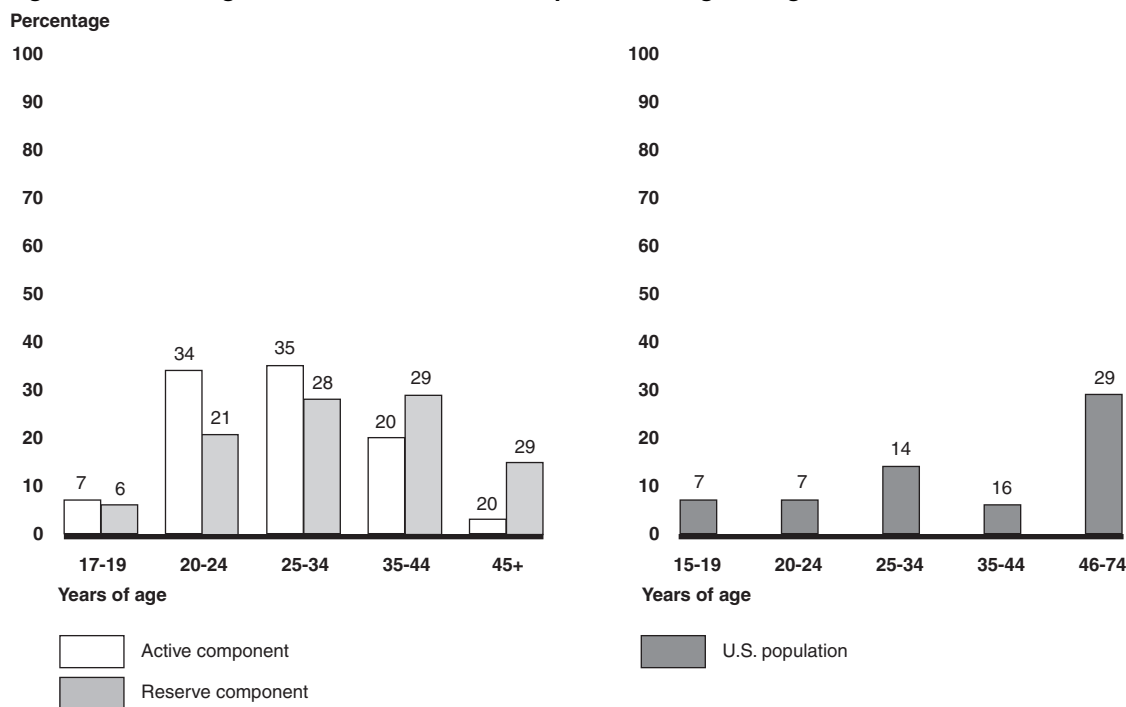
Source: GAO analysis of DOD-provided data.

Notes: The nonoccupational area includes patients, students, those with unassigned duties, and unknowns. The second column does not total 100 percent because of rounding.

- Like their AC counterparts, RC female servicemembers are also concentrated in health care and administrative occupations (see tables 20 and 21).
 - The enlisted occupational areas with the greatest concentrations of females are health care specialists (37 percent) and functional support and administration (36 percent).
 - The officer occupational areas with the greatest concentrations of females are health care officers (42 percent) and administrators (32 percent).
- Also like their AC peers, when data on only females are considered, the enlisted occupational area with the greatest concentration of female enlisted personnel is functional support and administration (41 percent). The officer occupational area with the greatest concentration of female personnel is health care officers (46 percent).

1D. Age

Figure 3: Percentage of the AC, RC, and U.S. Population in Age Categories



Source: GAO analysis of DOD-provided data reflecting servicemember age as of December 31, 2004, and decennial census reflecting the age of the U.S. population in 2000.

Note: The chart for the U.S. population omits the 21 percent of the U.S. population under 15 years of age and the 7 percent of the U.S. population 75 years of age or older.

- Figure 3 shows that overall, 69 percent of AC and 49 percent of RC servicemembers are between the ages of 20 and 34, compared to 21 percent of the U.S. population.
- The RC has five times the proportion of older servicemembers as the AC—15 percent of the RC compared to 3 percent of the AC is at least 45 years of age.
- The ages of AC servicemembers ranged from 17-73 and their average age was 28.3 years.

-
- In comparison, RC servicemembers ranged from 17-67 years of age, and their average age was 33.2 years.
 - Civilians aged 18-49 analyzed from the Current Population Survey to whom we compared servicemembers had an average age of 34.3 years.

1E. Education

Table 22: Percentage of Servicemembers and Employed Civilians in Educational Categories

	Component	
	AC	RC
Highest educational attainment for servicemembers		
Unknown	3	3
Less than high school	1	4
High school equivalency	4	4
High school diploma	68	51
Some college	7	16
Baccalaureate degree	11	15
Graduate degree	6	7
Total servicemembers	100	100
Highest educational attainment for employed U.S. population 18 years of age and older		
Less than high school		10
High school diploma or equivalency		30
Some college		29
Baccalaureate degree		20
Graduate degree		10
Total employed U.S. population 18 years of age and older		99

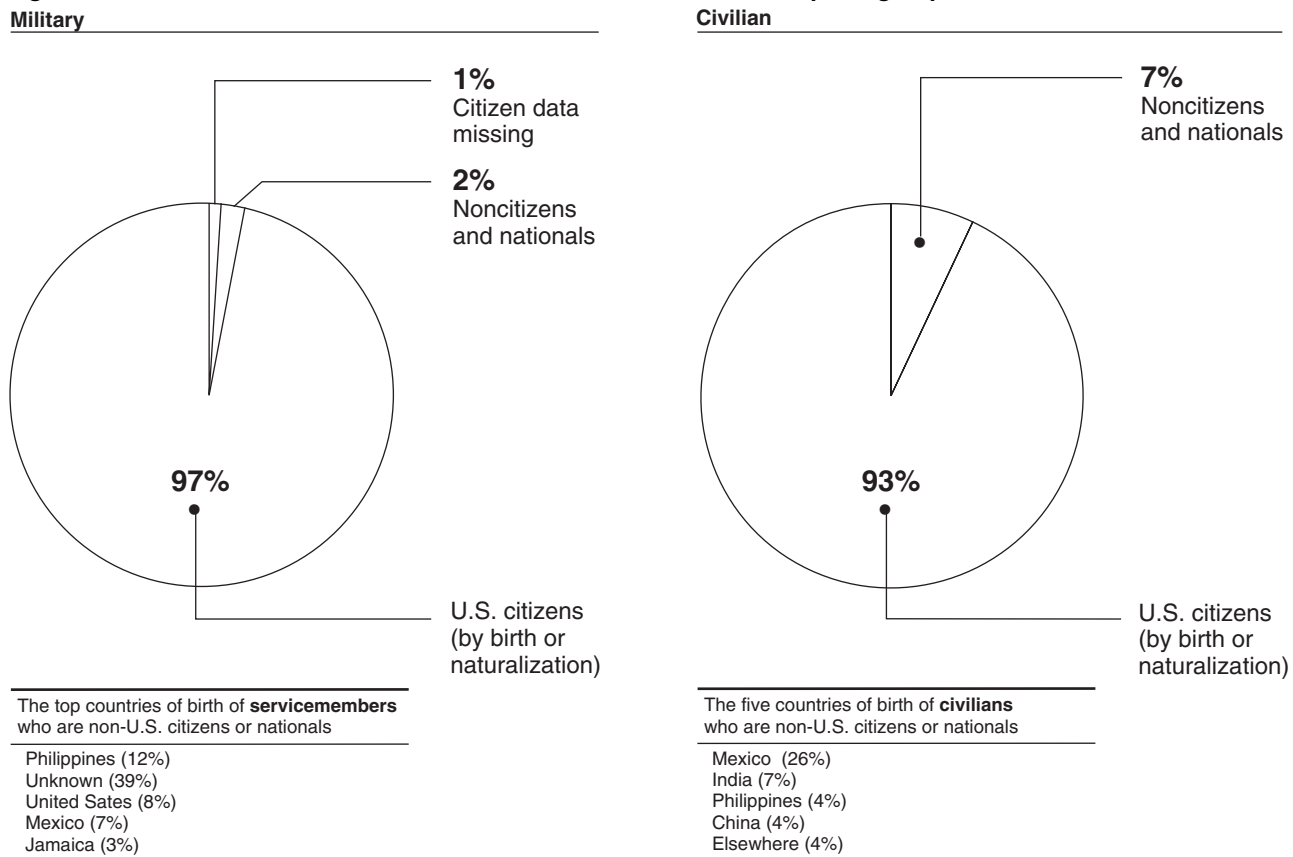
Sources: GAO analysis of DOD-provided data reflecting servicemember education as of December 31, 2004. Data for employed U.S. population 18 years of age and older from Table 5a, *Educational Attainment of Civilians 16 Years and Over by Labor Force Status, Age, Sex, Race, and Hispanic Origin: 2004*, Current Population Survey, U.S. Census Bureau, <http://census.gov>, downloaded July 26, 2005.

- Proportionately more servicemembers than employed persons in the U.S. population aged 18 and older had earned a high school diploma or its equivalent (see table 22).
- Four percent of AC servicemembers and 7 percent of RC servicemembers did not have a high school diploma or its equivalent.
- In contrast, 10 percent of employed persons in the U.S. population aged 18 and older did not have a high school diploma or its equivalent.

- Although 24 percent of AC servicemembers had at least some college education, 38 percent of RC servicemembers were comparably educated.
- In general, employed civilians had more postsecondary school educational attainment than either AC or RC servicemembers. About 59 percent of employed persons in the U.S. population aged 18 and older compared to 24 percent of the AC and 38 percent of the RC had at least some college education.

1F. Citizenship and Country of Birth

Figure 4: Percent of Servicemembers and Civilians in Three Citizenship Subgroups in 2004



Source: GAO analysis of DOD-provided data reflecting servicemembers as of December 31, 2004 and the March 2004 Current Population Survey, reflecting civilian employment status in March 2003.

Note: Non-U.S. citizens are those who owe permanent allegiance to the United States, such as persons born in American Samoa or the Swains Island.

- Compared to the comparable civilian workforce, the military has proportionately fewer non-U.S. citizens or nationals (see fig. 4). Two percent of the AC and RC (over 40,000 servicemembers) are non-U.S. citizens compared to about 7 percent of civilian workers.

- Thirty-nine percent (about 19,500) of all servicemembers who were not U.S. citizens or nationals had “unknown” for the country of birth in their personnel record, and most (almost 15,500) were in the RC.
- DOD records also showed that the personnel records of 12 percent of the noncitizens and nationals (almost 4,200 servicemembers) indicated their country of birth was the United States. This finding was surprising because persons born in the United States are U.S. citizens, and it could not be explained by DOD officials.
- In Executive Order 13269 issued July 3, 2002, the President exempted aliens and noncitizen nationals, serving honorably in an active duty status on September 11, 2001, or thereafter, from the usual requirements for becoming a citizen (for example, the number of years an individual must wait between applying and receiving citizenship). By Spring 2005, DOD officials reported that over 20,000 military personnel had become citizens since September 11, 2001, and that DOD was processing 5,000 more applications for citizenship.⁵

⁵Statement of Under Secretary of Defense for Personnel and Readiness, David S.C. Chu, before the Senate Armed Services Personnel Subcommittee on April 5, 2005.

Recruiting

Question 2 and Summary of Approach

How well are the services meeting their recruitment goals, and what influences whether or not individuals join the military?

We reviewed recent GAO, DOD, and others’ studies and data on enlistment goals and rates, recruiting, and the factors that shape youths’ intentions to join the military. To identify changes in the demographic make-up of new servicemembers, we obtained and analyzed data on servicemembers who had 1 year or less of military service and examined DOD analyses of recruits’ socioeconomic status and home community. We also met with DOD and service representatives to discuss trends in recruiting and factors affecting the Army’s ability to recruit. Finally, we reviewed the economic and educational incentives available to recruits. Although we discuss findings for both enlisted personnel and officers, we primarily focus on the former because enlisted personnel comprise 84 percent of all servicemembers.

Summary of Findings

2A. Recruiting overview

For fiscal years 2000 through 2003, the AC annually accessed about 176,400 to about 183,000 nonprior-service enlisted personnel and about 17,500 to about 21,500 officers.

2B. Achieving enlisted recruiting goals

- Over the past decade, the AC met its recruiting goals more frequently than did the RC.
- Over the past decade, some components, particularly in the Army, have less frequently met their enlisted recruiting goals than have other components.
 - DOD estimates that over half of the youth in the U.S. population between the ages of 16 and 21 do not meet the minimum requirements for enlistment.
 - Personal, demographic, family, and societal factors influence youths’ enlistment decisions.

2C. Recruit characteristics

Since fiscal year 2000, the proportion of recruits who are African Americans has declined, while the proportion of Hispanic recruits has increased. Recruits tend to be disproportionately from the middle class and from Southern and Western regions of the United States.

2D. Enlistment incentives

The military has increased its educational and economic incentives in an attempt to meet its recruiting goals.

Findings

2A. Recruiting Overview

- Congress mandates the services' endstrengths. The National Defense Authorization Act for Fiscal Year 2005 established the following AC endstrengths:
 - Army—512,400,
 - Navy—365,900,
 - Marine Corps—178,000, and
 - Air Force—359,700.
- Additionally, the National Defense Authorization Act for Fiscal Year 2005 authorized the Secretary of Defense to increase the authorized end strengths of the active Army and active Marine Corps by an additional 10,000 and 6,000, respectively, to support the operations in Iraq and Afghanistan.
- In fiscal year 2004, the Army achieved its accession goal in part by drawing from its delayed entry program, a pool of individuals who have signed a contract to join the military at a future date up to 1 year in advance. Typically, the Army likes to have 35 percent of its annual accession goal in the delayed entry program, but by the end of fiscal year 2004, the delayed entry program had been reduced to 18 percent of the Army's annual accession goal.

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- Enlisted and officer recruiting differ partly because the accession of enlisted personnel is typically more immediate than the accession of most officers. The two major officer accession programs—the military academies¹ and Reserve Officers' Training Corps—take up to 4 years to produce newly commissioned officers. The military fulfills its remaining requirements for officers through Officer Candidate School and Officer Training School. Consequently, today's policy decisions on officer recruiting shape the future availability of officers and depend on the extent to which retention rates and the need for officers are accurately forecasted.²

¹See GAO, *Military Education: DOD Needs to Enhance Performance Goals and Measures to Improve Oversight of Military Academies*, [GAO-03-1000](#) (Washington, D.C.: Sept. 10, 2003) for information on the military academies.

²Lawrence Kapp, *Recruiting and Retention: A Brief Overview of Fiscal Year 2004 and Fiscal Year 2005 for Active Duty Enlisted Personnel*, Congressional Research Service (Washington, D.C.: March 2005).

2A. Recruiting Overview— Active Component

- AC enlisted accessions—Each year for fiscal years 2000 through 2004, the AC accessed approximately 176,400 to 183,000 nonprior-service enlisted recruits.
 - More of these accessions joined the Army than any other service:
 - 39 to 43 percent joined the Army,
 - 22 to 27 percent joined the Navy,
 - 17 to 20 percent joined the Air Force, and
 - 16 to 18 percent joined the Marine Corps.
 - In fiscal year 2004, all active components met their goal.
- AC officer accessions—Each fiscal year from 2000 through 2003, about 17,500 to 21,500 officers were accessed into the AC.
 - The percentage of officers accessed by each service is as follows:
 - 30 to 34 percent joined the Army,
 - 31 to 37 percent joined the Air Force,
 - 22 to 29 percent joined the Navy, and
 - 7 to 9 percent joined the Marine Corps.
 - In fiscal year 2004, the active services accessed over 16,400 officers to active duty. Only the Air Force, with its shortfall of 12 percent (comprised mostly of medical specialty direct appointments), missed its commissioned officer recruiting goal that year.³
- Active duty officers and enlisted personnel are required to be available to serve for 8 years, although some of that service may be in a reserve component.

³Statement of Under Secretary of Defense for Personnel and Readiness, David S.C. Chu, before the Senate Armed Services Personnel Subcommittee, April 5, 2005, p 20.

Recruiting

2A. Recruiting Overview— Reserve Component

- RC enlisted accessions—Each year for fiscal years 2000 through 2004, the RC accessed about 118,000 to 153,000 enlisted personnel.
- More of these accessions joined the Army National Guard and Army Reserve than any other service.
 - 40 to 44 percent joined the Army National Guard,
 - 25 to 32 percent joined the Army Reserve,
 - 10 to 11 percent joined the Navy Reserve,
 - 6 to 7 percent joined the Marine Corps Reserve,
 - 6 to 7 percent joined the Air National Guard, and
 - 5 to 8 percent joined the Air Force Reserve.
- In fiscal year 2004, the components accessed about 118,000 enlisted personnel to the RC, and all components except the Army National Guard and Air National Guard met their goal.
 - 41 percent joined the Army National Guard,
 - 28 percent joined the Army Reserve,
 - 10 percent joined the Navy Reserve,
 - 8 percent joined the Air Force Reserve,
 - 7 percent joined the Marine Corps Reserve, and
 - 7 percent joined the Air National Guard.

-
- One difference between AC and RC recruiting is that the latter relies heavily on recruits who have prior military service. An official in the Office of the Secretary of Defense for Reserve Affairs told us that currently, about 63 percent of the RC has prior military experience. For example,
 - In fiscal year 2003, 52 percent of Air National Guard accessions had prior military service.⁴
 - In fiscal year 2004, at least one-quarter of Marine Corps Reserve recruits had prior military service.⁵
 - Historically, about 25 percent of active duty servicemembers leaving the Air Force enter the Air Force Reserve, accounting for a significant portion of Air Force Reserve accessions.⁶

⁴Statement of Lieutenant General Daniel James III, Director, Air National Guard, before the Senate Armed Services Personnel Subcommittee, April 13, 2005.

⁵Statements of Lieutenant General Dennis M. McCarthy, Commander, Marine Forces Reserve, before the Senate Armed Services Personnel Subcommittee on April 13, 2005, and Lieutenant General H.P. Osman, Deputy Commandant for Manpower and Reserve Affairs, United States Marine Corps Reserve, before the Senate Armed Services Personnel Subcommittee, April 5, 2005.

⁶Statement of Lieutenant General John A. Bradley, Chief of Air Force Reserve, before the Senate Armed Services Personnel Subcommittee, April 13, 2005.

2A. Recruiting Overview— Reserve Component

Stop-loss is a policy instituted by the services that requires military personnel to remain in the service beyond the end of their obligation.⁷ Because it reduces the number of prior service recruits available to join the RC at a given point in time and because many entering the RC have prior military service, stop-loss has been cited as a factor particularly affecting the reserve components' ability to meet recruitment goals.

- The Air Force was the first to issue a stop-loss in the aftermath of the September 11th attack, although this has since ended.
- The Army is the only service with stop-loss currently in effect, and the Army's Deputy Chief of Staff for Personnel testified in April 2005 that, during January 2005, the stop-loss program affected 12,353 servicemembers in the Army's active and reserve components. The Army's current unit-based (rather than being driven by occupational specialty) stop-loss policy for its reserve components has remained continuously in effect since it was instituted in 2001.⁸
- Although the reserve components rely partly on recruits with prior military service to meet their recruiting goals, the Under Secretary of Defense for Personnel and Readiness noted in April 2005 that because of high AC retention, increasing percentages of RC recruits had no prior military service and that "approximately 50 percent are now expected to come directly from civilian life."

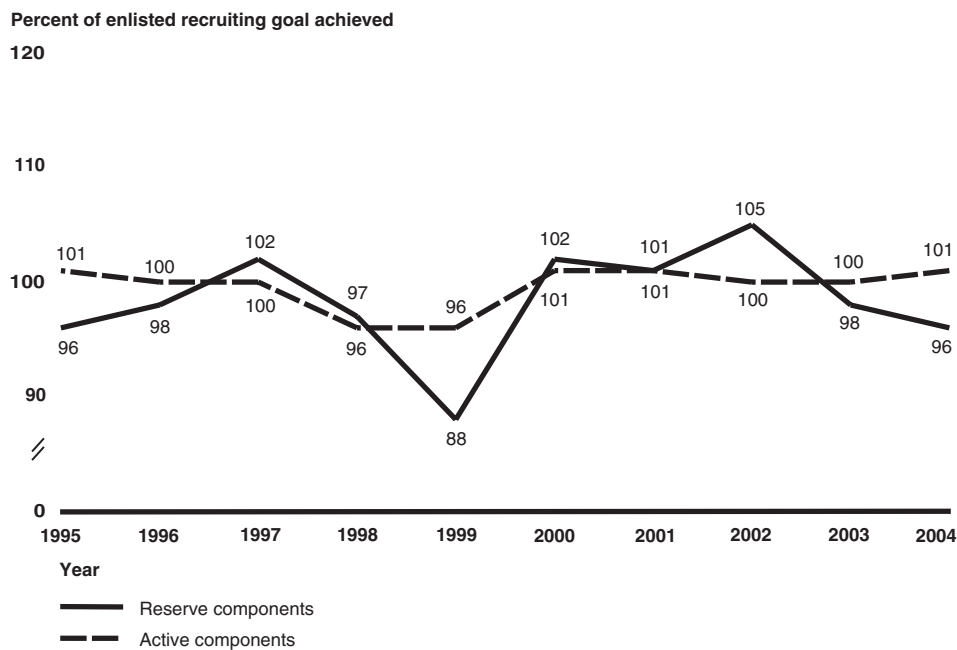
⁷Stop-loss authority is provided by 10 U.S.C. §12305. For a description of the services' implementation of stop-loss after September 11, 2001, see app. VI in *Military Personnel: DOD Needs to Address Long-term Reserve Force Availability and Related Mobilization and Demobilization Issues*, GAO 04-1031 (Washington, D.C.: Sept. 15, 2004).

⁸See GAO 04-1031.

Recruiting

2B. Achieving Enlisted Recruiting Goals— Performance in Fiscal Years 1995 to 2004

Figure 5: AC and RC Achievement of Enlisted Recruiting Goals for Fiscal Years 1995 through 2004



Source: DMDC Information Delivery System.

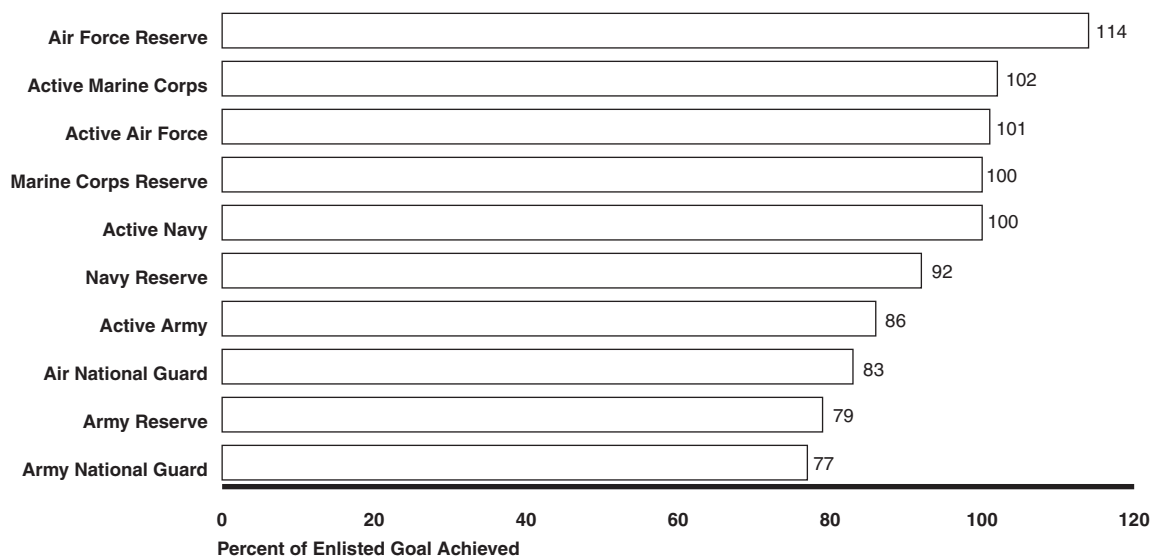
- Figure 5 shows that over the past 10 years, the AC has met its enlisted recruiting goals more frequently than the RC.
 - Except for 2 years in the late 1990s, a period of low unemployment and economic expansion, the AC met its recruiting goals.
 - The RC did not meet its goals for 6 of the past 10 years.
- DOD researchers reported that events, such as the war in Iraq and increased operational tempo, have made meeting recruiting goals more difficult.
- In April 2005 testimony to the Military Personnel Subcommittee of the Senate Armed Services Committee, the Assistant Secretary of Defense

for Reserve Affairs said that although the RC was having difficulty meeting its recruiting objectives, reserve reenlistments in fiscal year 2004 were slightly higher than in previous fiscal years.

- Also, the components typically start a new fiscal year with youth who have already signed enlistment contracts and have agreed to delay entry into the military until a later time. Overcoming monthly recruiting deficits may require that components acquire recruits from the delayed entry program. The reduction in the size of the delayed entry program may result in insufficient numbers of recruits being available in future months.

2B. Achieving Enlisted Recruiting Goals— Performance in Fiscal Year 2005

Figure 6: DOD Components' Achievement of Enlisted Recruiting Goals for October 1, 2004, through June 30, 2005



Source: DOD Monthly Recruiting Announcement, July 11, 2005.

- Nine months into fiscal year 2005, 5 of the 10 components had not met their enlisted recruiting goal (see fig. 6).
- The active Army, Air National Guard, Army Reserve, and Army National Guard have met 86, 83, 79, and 77 percent, respectively, of their enlistment goals.
- Two of the six reserve components, the Air Force Reserve and Marine Corps Reserve, have met or exceeded their enlisted recruiting goals.

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- DOD found that the public's perceptions about military enlistment has changed and that youth and their parents believe that deployment to a hostile environment is very likely for some types of servicemembers. Officials also said that fear of death and serious injury is an increasingly important factor affecting potential recruits' decisions about whether they will join.

2B. Achieving Enlisted Recruiting Goals—Youth Ineligibility

- DOD researchers have estimated that over half of U.S. youth aged 16 to 21 could be ineligible to join the military because they cannot meet DOD or service entry standards.⁹ DOD accession officials stated that inability to meet medical and physical requirements accounts for much of the ineligibility among youth.
- DOD Directive 1304.26 establishes the educational, aptitude, medical, and moral character standards for entry into the military, as well as other standards such as those for age, citizenship, and number of dependent children.¹⁰
- Many youth are ineligible because they cannot meet DOD or service standards for:
 - education, as indicated by DOD's preference for accessions with a high school diploma;
 - mental aptitude, as indicated by receipt of an acceptable score on the Armed Forces Qualification Test;
 - physical fitness, as indicated by the absence of certain medical conditions and the ability to perform the physical challenges of military training; and
 - moral character, as indicated by few or no criminal convictions or antisocial behavior.

⁹National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth*; DOD, *Overview Report June 2003 Youth Poll 5*, December 2003, p. 71.

¹⁰If married, a recruit can have no more than two dependents under age 18. If unmarried, a recruit must give up custody of dependent children.

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- The services may use more rigorous standards than those prescribed by DOD and create additional standards for areas not covered by DOD.
 - Senior officials are allowed to issue waivers for some standards. Comparing data for 1991 to those for 2000 shows that the extent to which certain types of waivers were issued to enlisted accessions changed. For example, the number of moral waivers appeared to have declined, while physical and other types of waivers appear to have increased.¹¹

¹¹National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth*, briefing fig. 4-9.

2B. Achieving Enlisted Recruiting Goals—Youth Ineligibility and Educational Standards

Table 23: DOD and Service-Specific Educational Standards

DOD educational standard			
At least 90 percent of recruits must have a high school diploma.			
Service-specific educational standards			
Army	Navy	Marine Corps	Air Force
At least 90 percent high school diploma graduates	At least 95 percent high school diploma graduates	At least 95 percent high school diploma graduates	At least 99 percent high school diploma graduates

Sources: DOD Directive 1304.26, *Qualification Standards for Enlistment, Appointment, and Induction*. Service-specific standards were provided by the Office of Accession Policy.

- All of the services except the Army have educational standards that exceed DOD’s standard of having at least 90 percent of accessions possessing a high school diploma (see table 23).
- The Navy and Marine Corps standard is 95 percent, and the Air Force’s educational standard is 99 percent.
- Recruits with an alternate educational credential such as a general educational development high school equivalency diploma or a certificate of completion may be assigned a lower enlistment priority because DOD’s research shows that holders of an alternate educational credential are less likely than high school diploma graduates to complete military training and their initial obligation.
- DOD educational standards reduce the number of youth eligible for recruitment because DOD requires that at least 90 percent of recruits have a high school diploma, but only 71 percent of all high school students graduate with their class.¹² Higher rates of high school completion may be reported in the Current Population Survey and other research, but in addition to high school diploma graduates they include

¹²Manhattan Institute for Policy Research, *Public High School Graduation Rates and College-Readiness: 1991-2002*, February 2005.

high school equivalency and general educational development diplomas for adults 25 and older.

- In 2002, 52 percent of Hispanics graduated from high school compared to 56 percent of African Americans and 78 percent of Whites. However, of the youth who graduated from high school in 2002 only 40 percent of Whites, 23 percent of African Americans, and 20 percent, of Hispanics had the skills needed to attend a 4-year college.¹³
- Most high school graduates qualified for college actually enrolled and this upward trend in college enrollment, both immediately after graduation and in the decade after high school, potentially reduces the number of youth interested in becoming enlisted personnel.¹⁴

¹³National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth*, briefing fig. 4-11.

¹⁴National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth*.

2B. Achieving Enlisted Recruiting Goals—Youth Ineligibility and Aptitude Standards

Table 24: Aptitude Standards and Required and Actual Percentages of Nonprior-service Recruits at or Above the 50th Percentile in Fiscal Year 2004

DOD aptitude standard					
DOD uses the Armed Forces Qualification Test (AFQT) to gauge the verbal and quantitative aptitude of potential enlisted recruits. Based on their AFQT score, applicants are assigned to one of six categories.					
Percentile		Category			
93-99		I			
65-92		II			
50-64		IIIA			
DOD policy		Federal statute (10 U.S.C., 520)			
Requires a minimum of 60 percent from Categories I-IIIA and a maximum of 4 percent from Category IV.		Allows a maximum of 20 percent from Category IV, all of whom must be high school graduates. Unless required to meet established strength requirements, enlistment is denied to Category V applicants who have not graduated from high school.			
Service-specific standards					
For categories I-IIIA		Army	Navy	Marine Corps	Air Force
Goal		65%	70%	63%	77%
2004 actual accessions		72%	70%	69%	82%

Sources: AFQT percentiles and categories from Armor and Sackett, "Manpower Quality in the All-Volunteer Force," Ch. 6 from *The All-Volunteer Force: Thirty Years of Service*. Service-specific standards were provided by the Office of Accession Policy. Data on the services' 2004 actual accessions is from *Recruiting and Retention: An Overview of FY 2004 and FY 2005 Results for Active and Reserve Component Enlisted Personnel*, Congressional Research Service, pg. 10.

- Although DOD requires that at least 60 percent of recruits be from AFQT Categories I-IIIA, the services require that 63 to 77 percent be from Categories I-IIIA (see table 24).
- The number of potential recruits available to enlist is less than the size of the youth population as a whole because DOD can generally access no more than 4 percent of its recruits from those with the lowest third of all AFQT scores.
- The percentage of new recruits scoring at or above the 50th percentile of the AFQT is higher than it was before the AVF (see table 25).

Table 25: Percent of Nonprior-service Accessions Scoring in AFQT Categories I-III A during Selected Years

Era	Year	Percent nonprior service recruits in AFQT Categories I-III A
Pre-AVF	1957	43 in Categories I-III
	1968	38 in Categories I-III
AVF initiation	1973	58
	1983	57
	1993	71
Post-AVF	2000	66
	2001	66
	2002	69
	2003	72

Sources: Data for 1957 and 1968 are from Paul F. Hogan, Curtis K. Simon, and John T. Warner, "Sustaining the Force in an Era of Transformation," Ch. 5 from *The All-Volunteer Force: Thirty Years of Service*, Barbara A. Bicksler, Curtis L. Gilroy, and John T. Warner, eds., (Washington, D.C.: Brassey, 2004), Table 2 on p. 61. Data for remaining years are from *Population Representation in the Military Services: Fiscal Year 2003*, Table D-7, obtained from the Under Secretary of Defense for Personnel and Readiness homepage at <http://dod.mil/prhome>.

2B. Achieving Enlisted Recruiting Goals—Youth Ineligibility and Medical Standards

Table 26: Examples of DOD Medical Standards which May Have Disqualified Potential Recruits in Fiscal Year 2004

DOD medical standards
<p>Recruits should be:</p> <ul style="list-style-type: none"> • free of contagious/infectious diseases, • free of medical conditions or physical defects that might require excessive time away from duty or likely result in separation due to medical unfitness, and • capable of completing training, adapting to the military environment, and performing duties without aggravating existing physical or medical defects or conditions. <p>Department of Defense Instruction 6130.4 identifies:</p> <ul style="list-style-type: none"> • medical conditions which, unless waived by DOD officials, disqualify applicants. For example, applicants currently affected by or with a history of the following would be disqualified: human immunodeficiency virus, • coronary heart disease, asthma (diagnosed and symptomatic after age 13), endocrine and metabolic disorders such as diabetes mellitus, and alcohol or drug dependence or abuse. • learning, psychiatric, and behavioral disorders such as the following, which, unless waived, disqualify applicants: attention deficit hyperactivity disorder, anxiety disorders, and alcohol dependence.

Source: DOD Instruction 6130.4, *Medical Standards for Appointment, Enlistment, or Induction in the Armed Forces*.

- Medical conditions result in DOD drawing recruits from only a portion of the overall youth population. DOD research suggests that at least 26 percent of youth have a medical or physical condition that could make them ineligible to join.¹⁵
- DOD officials told us that medical and physical conditions, such as those shown in table 26, were the top reasons youth are ineligible to join the military.
- The Centers for Disease Control and Prevention reported that as of 2002, about 12 percent of children under 18 years of age had been diagnosed with asthma.

¹⁵DOD, *Overview Report: June 2003 Youth Poll 5*, December 2003 p. 72.

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- The National Center for Health Statistics found that obesity among 12-19 year olds increased from 6 percent in 1974 to 16 percent in 2002.
 - The Centers for Disease Control and Prevention reported that the percentage of 5-17 year olds for whom an antidepressant was prescribed or provided tripled from about 2 percent in 1994 to 6 percent in 2000-2002.¹⁶

¹⁶Centers for Disease Control and Prevention, *Chartbook on Trends in the Health of Americans*, p. 63.

2B. Achieving Enlisted Recruiting Goals— Youth Ineligibility and Moral Character Standards

Table 27: DOD and Service-Specific Moral Character Standards for Nonprior-service Recruits in Fiscal Year 2004

DOD moral character standards			
Recruits cannot:			
<ul style="list-style-type: none"> • have previously separated from the military under conditions other than honorable or for the good of the service, • have exhibited antisocial behavior; • be under a form of judicial restraint (for example, bond, probation, imprisonment, or parole); or • have a “significant criminal record (although service secretaries may authorize “exceptions in meritorious cases, for the enlistment of...persons convicted of felonies.”) 			
Service-specific moral character standards that disqualify applicants			
Army	Navy	Marine Corps	Air Force
Six or more minor traffic offenses, three or more nonminor traffic offenses, two or more misdemeanors, or one or more convictions for driving under the influence or felony.	Six or more minor traffic offenses, three or more nontraffic offenses, three or less minor misdemeanors, or one or more felonies.	Five or more minor traffic offenses, two or more serious traffic offenses, four or more class one minor nontraffic offenses, or two or less serious offenses, one felony.	Six or more minor traffic offenses in any 365-day period during the last 3 years, two or more minor nontraffic offenses in the last 3 years, three or more in a lifetime, or one or more misdemeanors or felonies.

Sources: DOD standards are from DOD Directive 1304.26, *Qualification Standards for Enlistment, Appointment, and Induction*, and service-specific standards were from Marine Corps Order P1100.72, Navy Instruction 1130.8f, and Air Force Instruction 36-2002.

- The number of potential recruits available to enlist is less than the size of the overall youth population because some youth with criminal records or evidence of antisocial behavior will be ineligible to enlist (see table 27 for standards). Researchers at the Army’s Center for Accession Research said that about 2 percent of the 17-21 aged population who are qualified for service in the Army were ineligible because they have been incarcerated.
- Illegal drug use is a moral character condition that might result in some potential recruits being disqualified to enlist.

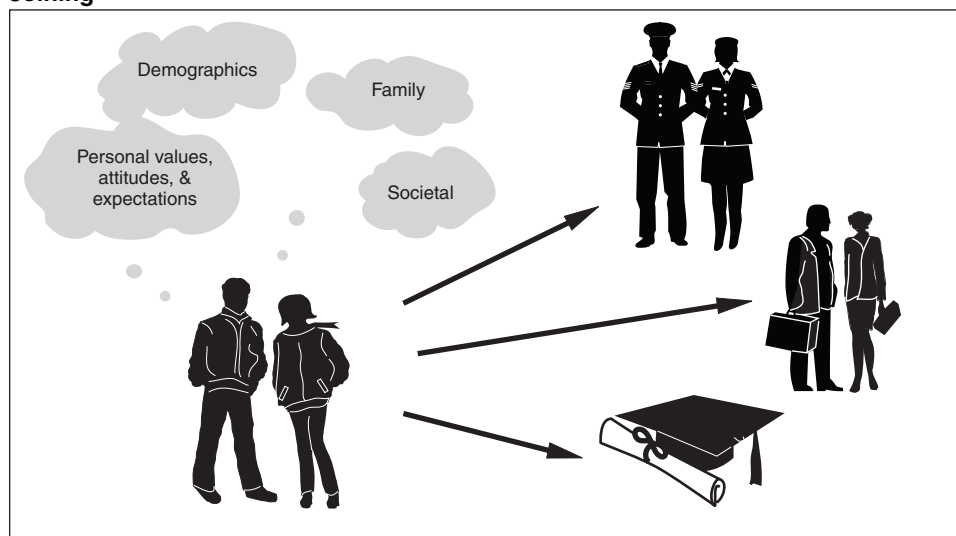
-
- In 2000, about 25 percent of high school seniors said that they had used an illicit drug in the previous 30 days.¹⁷
 - A recent study reported that about 39 percent of high school seniors, about 31 percent of sophomores, and about 15 percent of youth in their last year of middle school reported having used illicit drugs in the previous 12 months.¹⁸

¹⁷National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth*, briefing fig. 4-16.

¹⁸National Institutes of Health, *National Results of Adolescent Drug Use: Overview of key Findings 2004*.

2B. Achieving Recruiting Goals—Factors Influencing Youths’ Decisions About Joining

Figure 7: Four General Types of Factors that Influence Youths’ Decisions About Joining



Source: GAO and Art Explosion.

Research shows that the factors influencing whether or not youth join the military can be grouped into four overlapping categories: personal values, attitudes, and expectations; demographic factors; family factors; and societal factors (see fig. 7).¹⁹

- Personal values, attitudes, and expectations—Youth say they consider many individual-specific factors when deciding whether or not to join in the military.
- Tangible reasons for joining include earning money for college, acquiring health and vacation benefits, and learning a skill or trade.
- Intangible reasons for joining include the opportunity to gain leadership experience, pride or honor, and the perception that the military is a good place to work.

¹⁹We have summarized some of the factors identified in several recent studies.

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- Historically, many African Americans enlisted for tangible reasons and were more likely than White or Hispanic enlisted personnel to be in noncombat occupations and make a career of the military.
 - Research suggests that Whites and Hispanics appear to be more likely than African Americans to report joining the military for intangible reasons such as adventure, being part of an elite team, or doing something for one's country.²⁰
 - DOD officials say the perception of the military as a good place to work has been affected by current events. For example, DOD research shows that a majority of African American youth polled said the war on terrorism made them less likely to join the military.

²⁰DOD, *Youth Poll 6, November, 2003* and DMDC, *Youth Attitude Tracking Study*, July 2000.

2B. Achieving Recruiting Goals—Factors Influencing Youths’ Decisions About Joining

- Demographic factors—Members of certain subgroups such as males, Hispanics, African Americans, and youth from the South or West, are disproportionately more likely than their peers in corresponding subgroups to enlist and make it a career. Conversely, the likelihood of enlisting declines with age and education.²¹
- Race and ethnicity—African Americans are more likely than Whites to actually apply for enlistment. Hispanics are more likely than non-Hispanics to say they are interested in and actually apply for enlistment. In addition, African Americans and Hispanics are more likely to make the military a career than are Whites.
- Gender—Males are more likely than females to apply for enlistment. However, interest in enlistment among male high school seniors has declined over the last 3 decades.²²
- Changing trends—Recently, interest in military service has declined among African Americans.²³
- Family factors—Decisions about joining are influenced by variables such as the number of parents in the household and family support for joining.
- Number of parents in household—Having fewer parents in the home is associated with a greater likelihood that males will enlist.²⁴

²¹DMDC, *Youth Attitude Tracking Study, July 2000*.

²²National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, briefing fig. 6-4.

²³Meredith A. Kleykamp, *Military Enlistment Decision Making among Youth: The Influence of Educational Goals, Military Institutional Presence, and Family Background*; DOD, *Youth Poll Wave 7, May 2004, Overview Report*.

²⁴Jerald G. Bachman, David R. Segal, Peter Freedman-Doan, and Patrick M. O'Malley, "Who Chooses Military Service? Correlates of Propensity and Enlistment in the U.S. Armed Forces," *Military Psychology*, vol. 12, no. 1 (2000).

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- Family support for enlistment—Although both mothers and fathers influence a youth’s decision to enlist, a National Research Council/National Academies of Science study indicated that mothers are more influential than fathers.²⁵
 - Changing trends—DOD research indicates that parental support for military service for their child has decreased over the past year and that opposition to military service is stronger among African American parents than among parents of other racial/ethnic subgroups.²⁶

²⁵*Attitudes, Aptitudes, and Aspirations of American Youth.*

²⁶Findings from the 2004 Image Equity Study as reported by the U.S. Army Accessions Command in a briefing entitled “State of the Youth Market.”

2B. Achieving Recruiting Goals—Factors Influencing Youths’ Decisions About Joining

- Other DOD research suggests that compared to youth of other racial/ethnic subgroups, African American youth are more likely to perceive that if they were to join the military, they would not receive support for that decision from the people in their lives.²⁷
- Declining veteran population—Because of the declining veteran population, youth today are less likely than in the past to have one or more parents who are veterans. Research has also shown that children of current or former servicemembers are more likely than other youth to join.
- Societal factors—Decisions about joining are also influenced by broader societal factors such as the following.
 - Exposure to the military—Closure and downsizing of military installations results in youth today being less likely than in the past to be directly exposed to military personnel and facilities.
 - Postsecondary school opportunities—The increased availability of funding for post-secondary education enables some youth with limited financial resources to attend college directly after high school.

²⁷DOD, *Youth Poll Wave 7, May 2004, Overview Report*.

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- Civilian labor market—High civilian unemployment is associated with higher enlistment rates.²⁸ For example, during the low civilian unemployment of the late 1990s, some components failed to meet their recruiting goals. Although there are regional differences, the current low unemployment rate results in civilian opportunities for youth considering post-high school options.
 - Changing trends—Some researchers suggest that the attractiveness of joining the military after high school, relative to attending college or obtaining a civilian job, has declined because of operations in Iraq. College is the preferred choice of many youth who are eligible for military enlistment. About two-thirds of high school graduates enroll in college, but about one-third of these will leave after their first year.²⁹

²⁸Beth Asch, et al., *Military Recruiting and Retention After the Fiscal Year 2000 Military Pay Legislation*, RAND MR-1532-08D, (Santa Monica, CA.: 2002).

²⁹National Research Council, *Attitudes, Aptitudes, and Aspirations of American Youth*; Meredith A. Kleykamp, *Military Enlistment Decision Making among Youth: The Influence of Educational Goals, Military Institutional Presence, and Family Background*.

2C. Recruit
Characteristics—Active
Component Race/Ethnicity

- DOD researchers also have reported a declining representation of African Americans among AC recruits.
- DOD's semi-annual youth polls have noted that between November 2003 and November 2004:³⁰
 - African American and Hispanic youth's inclination to join the military declined, although
 - White youth's inclination to join remained stable.³¹
- The youth polls also tracked youth's perception of the favorability of the U.S. military and found evidence that between November 2003 and November 2004:
 - African American youth's perception of the favorability of the military has declined, although
 - White and Hispanic youth's perception of the favorability of the military remained unchanged.³²
- Researchers suggest that parents' favorability/support toward military service for their child has steadily decreased over the past year. Opposition to military service is stronger among African American parents than among parents from other racial/ethnic subgroups.

³⁰DOD, *Overview Report: May 2004 Youth Poll Report 7 and Crosstabulations*.

³¹DOD, *November 2004 Youth Poll 8 Final Brief*.

³²DOD, *November 2004 Youth Poll 8 Final Brief*.

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- Similarly, a DOD study of the attitudes of people who influence youths' decision to join the military suggests that relative to influencers from other racial/ethnic subgroups, African American influencers were less likely to recommend military service and less likely to approve of the U.S. military presence in Iraq and the administration's handling of foreign affairs.³³

³³ DOD, *2004 Influencer Poll Report and Crosstabulations*.

2C. Recruit Characteristics—Active Component Race/Ethnicity

Table 28: Percent of AC Servicemembers in Each Racial/Ethnic Subgroup Who Have 1 Year or Less of Service in Fiscal Years 2000, 2002, and 2004

Component/fiscal year	Percent of AC servicemembers with 1 year or less of service						Total
	White	African American	Hispanic	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Other/ Unknown	
Army/ 2004	66	16	12	4	1	2	101
Army/ 2002	62	22	11	3	1	1	100
Army/ 2000	60	23	10	3	1	2	99
Navy/2004	64	20	4	3	5	4	100
Navy /2002	56	21	13	5	4	2	101
Navy/2000	57	20	12	5	4	1	99
Marine Corps/2004	70	8	12	0	1	10	101
Marine Corps/2002	69	12	14	2	1	1	99
Marine Corps/2000	69	13	14	2	1	2	101
Air Force/2004	76	14	3	2	1	4	100
Air Force/2002	69	16	5	1	<1	8	99
Air Force/2000	70	17	7	<1	<1	6	100

Source: GAO analysis of DOD-provided data.

Note: Rows may not total 100 percent due to rounding.

- The concerns that we cited earlier about the comparability of racial and ethnic data collected before and after January 2003, when federal agencies were required to have implemented the new guidelines, also apply to the findings in table 28. Although we generally avoid reporting racial/ethnic trends because of the changes in the way these data are collected and reported, in the data DOD provided, we were able to identify comparable racial/ethnic subgroups for AC servicemembers in fiscal years 2000, 2002, and 2004. We were unable to do so for RC servicemembers.

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- For fiscal years 2000 and 2004, African American representation among AC servicemembers with 1 year or less of service declined in three active components. The decline was 7 percentage points for the Army, 5 percentage points for the Marine Corps, and 3 percentage points for the Air Force.³⁴
 - In the Navy, Hispanic representation among those with 1 year or less of service declined by 8 percentage points from fiscal year 2000 to fiscal year 2004.

³⁴Our analysis of servicemembers with 1 year or less of military service does not take into account that some recruits will leave the military prior to completing their first year of service or that recruits from some subgroups may be more likely to leave prematurely than recruits from other subgroups.

2C. Recruit Characteristics— Socioeconomic Status

- The wealthiest and the poorest segments of the applicable U.S. population are less likely than others to serve in the military. The wealthiest have other post-high school options such as attending college, and the poorest are more likely to be ineligible because of medical, aptitude, or moral disqualifiers.³⁵
- For fiscal year 2004, DOD's Office of Accession Policy found that recruits came from areas defined by zip codes whose median incomes were similar to those of civilian youth in general—about \$44,500 for recruits compared to about \$44,300 for civilian youth.³⁶
- DOD used the median household income of the recruits' and civilians' home communities to represent socioeconomic status because data typically used to identify socioeconomic status are not collected on recruits. DOD performed the analyses with commercial marketing industry software that uses data from the U.S. Census Bureau and other sources to identify the social and economic characteristics of each U.S. postal zip code.
- DOD also found that the recruits came from communities in which the median income increased from about \$43,000 in fiscal year 2000 to about \$44,500 in fiscal year 2004 (all values in constant 2003 dollars). The largest increase, about \$2,500, came between fiscal years 2001 and 2002. Researchers suggested that it represented a patriotic response to the September 11th terrorist attacks, after which a larger than usual number of recruits from higher income households joined the military.

³⁵David R. Segal and Mady Wechsler Segal, "America's Military Population," *Population Bulletin*, vol. 59, no. 4 (2004).

³⁶The analyses included 1.08 million AC nonprior-service-enlisted accessions for fiscal years 1999 through 2004 and 16.7 million comparable youth aged 17 to 21. The civilian youth excluded high school dropouts but included youth with general educational development diplomas or another credential of high school equivalency.

2C. Recruit Characteristics— Socioeconomic Status

- While the analyses provide some insight into the socioeconomic status of the families from which recruits come, the validity of the findings should be considered relative to concerns that include the following issues.
- Although the software can create a distribution of estimated income for the households from which the recruits were drawn, the software does not provide a comparable distribution showing the percentage of homes with various levels of income. This limits DOD's ability to determine how well households from all socioeconomic levels are represented by recruits.
- The average income for a community (as represented by a zip code) may not represent the actual income of the recruit's household.
- Socioeconomic status is often a measure of something more than income. For example, it might be a combination of household income, parents' educations and occupations, and home ownership.
- If a family with a higher income lives in an area with a higher cost of living, that family's socioeconomic status could be less than a family with less income living in a geographic area with a lower cost of living.
- DOD's earlier study of socioeconomic status showed that recruits came from all socioeconomic levels but were proportionately most likely to come from the lower three quarters of the distribution of socioeconomic status.
- DOD's *Population Representation in the Military Services: Fiscal Year 1999* indicated that less than 25 percent of the AC nonprior-service recruits in 1999 came from U.S. households that were classified as being in either the top or bottom quartiles of socioeconomic levels.
- DOD's Office of Accession Policy reported that it stopped gathering socioeconomic status information because of concerns that included questions about how accurately recruits could report their family's income.

2C. Recruit Characteristics—Population Density of Home Community

Table 29: Percent of Enlisted AC Accessions between 1999 and 2004 and Comparable Civilian Youth Aged 17-21 from Community Population Density Subgroups

Active Component	Community population density subgroup			Total
	Rural	Suburban	Urban	
Army	48	42	10	100
Navy	45	42	13	100
Marine Corps	48	42	10	100
Air Force	52	42	7	101
17-21 year old civilian youth with a high school diploma or equivalent	40	46	14	100

Source: DOD.

Note: Rows may not total to 100 percent due to rounding.

- For fiscal years 1999 through 2004, rural areas provided a disproportionately higher percentage of nonprior-service AC enlisted accessions than did suburban and urban areas (see table 29). This was true for all four active components.
- These analyses were part of the previously described study in which DOD's Office of Accession Policy examined recruits' socioeconomic level.
- Using recruits' zip codes and commercial marketing industry software, DOD's Office of Accession Policy segmented the accession and civilian populations into rural, suburban, and urban subgroups. The software contains zip-code-based data on population density and

other characteristics from the U.S. Census Bureau and other sources.³⁷

- The same study showed that proportionately more recruits come from the South and fewer from the Northeast when the home of record for recruits was compared to that for 17-21 year old youth (see table 30).
- At this time, no decision had been made about whether population density and geographic region will be routinely analyzed for DOD reports on the demographics of recruits and other portions of the military.

Table 30: Percent of Enlisted AC Accessions and Comparable Civilian Youth Aged 17-21 from Geographic Regions

	Geographic region subgroup				Total
	Northeast	South	Midwest	West	
DOD recruits	14	41	21	24	99
Comparable 17-21 youth	18	35	24	23	100

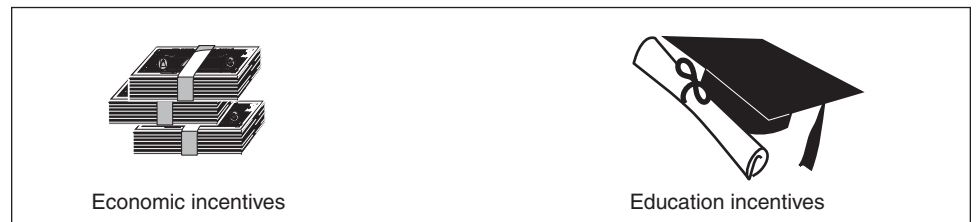
Source: DOD.

Note: Rows may not total to 100 percent due to rounding.

³⁷In contrast to the three-category definition used above, the Census Bureau divides community population density into two categories—rural versus urban. How youths' home communities are characterized is dependent upon whether the two-category or three-category measure is used. For example, as seen in the table above, the three-category definition shows that 14 percent of qualified military applicants live in an urban area. In contrast, use of the Census Bureau's two-category definition shows that 79 percent of comparably aged youth live in an urban area.

2D. Enlistment Incentives

Figure 8: Economic and Educational Incentives



Source: GAO and Art Explosion.

- Youth weigh various economic and educational factors when deciding whether or not to enlist.
 - Economic incentives such as enlistment bonuses, degree bonuses, and occupational specialty bonuses provide cash at the time of enlistment or shortly thereafter.
 - Educational incentives such as the Montgomery GI Bill, educational allowances, and student loan repayment have a longer-term economic benefit.
 - Other incentives such as retirement also have a long-term economic value.
- The amount of and eligibility for incentives varies by component and may change depending on the recruiting environment.
 - According to the Office of the Secretary of Defense for Compensation, DOD spent over \$455 million in fiscal year 2003 for all types of economic and educational enlistment incentives.

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- The military has increased the educational and economic incentives for enlisting. For example, in 2005 we reported that the National Guard would increase enlistment bonuses for nonprior-service recruits from \$8,000 to \$10,000 and the Army would increase the maximum college scholarship from \$50,000 to \$70,000.³⁸
 - Some services have also increased the number of recruiters. For example,
 - the Army plans to add over 900 recruiters to its current force of 5,065 recruiters in fiscal year 2005 and
 - the Marine Corps plans to add 425 recruiters to its current force of 2,600 recruiters by fiscal year 2007.
 - Despite increased incentives, recruiting remains difficult. This was demonstrated by the Army's May 20, 2005, 1-day suspension of recruiting in order to retrain recruiters after reports of recruiters violating policies.

³⁸See *Military Personnel: Preliminary Observations on Recruiting and Retention Issues within the U.S. Armed Forces*, [GAO-05-419T](#) (Washington, D.C.: Mar. 16, 2005).

2D. Enlistment Incentives—
Economic Enlistment
Incentives

- DOD offers a variety of economic incentives for enlistment. For example, DOD’s Office of Compensation reported that in fiscal year 2003, almost \$334 million was spent on enlistment bonuses.³⁹ Other economic incentives include:
 - a bonus for enlistment in a specific hard-to-fill military specialties for up to \$20,000,
 - a National Call to Service Program bonus in which recruits may choose to receive a cash bonus of \$5,000 or a monthly entitlement allowance of up to about \$1,000,
 - a “quick ship” bonus in which recruits who are able to immediately join are eligible for up to \$9,000, and
 - college degree bonuses for up to \$40,000.
- When comparing military and civilian compensation packages, potential recruits may not recognize the full value of some benefits such as retirement.
 - We⁴⁰ recently reported that:
 - The most recent Quadrennial Review of Military Compensation found, on average, military pay was at the 70th percentile or higher of the wages provided to comparably educated civilians.
 - DOD does not effectively educate servicemembers about the competitiveness of their total compensation packages.
 - Studies show that youth and newly enlisted servicemembers place greater value on financial compensation such as pay while retirement and other benefits are of greater value to midcareer servicemembers.

³⁹Data provided by the Office of the Secretary of Defense (Compensation).

⁴⁰GAO, *Military Personnel: DOD Needs to Improve the Transparency and Reassess the Reasonableness, Appropriateness, Affordability, and Sustainability of Its Military Compensation System*, [GAO-05-798](#) (Washington, D.C.: July 19, 2005).

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- One difference between the total compensation of servicemembers and civilians is that servicemembers' pay comprises a smaller proportion of total compensation than does pay for civilians. For example, servicemembers also receive allowances for housing and subsistence/food that few civilians would receive.

2D. Enlistment Incentives— Economic Enlistment Incentives

Table 31: Examples of the Reserve Components' Economic Enlistment Incentives Being Offered in February 2005

	Army Reserve	Army National Guard	Navy Reserve	Marine Corps Reserve	Air Force Reserve	Air National Guard
Enlistment bonus	\$3,000, \$5,000, or \$8,000 for 6-year contract	\$8,000 for 6-year contract	\$5,000 for 6 years for nonprior-service recruits	\$8,000 for 6-year contract	\$8,000 for 6 years for nonprior-service recruits	\$5,000 for a 6-year contract for nonprior-service recruits
Affiliation bonus	\$50 per month x months remaining on military obligation	\$50 per month x months remaining on military obligation	\$50 per month x months remaining on military obligation	\$50 per month x months of remaining obligation	\$50 per month x months remaining on military obligation	\$50 per month x months remaining on military obligation
Prior service bonus	\$5,000 for 6-year contract or two 3-year bonuses; \$2,500 for the first 3 and \$2,000 for the second 3, served consecutively	Only two 3-year bonuses; \$2,500 the first 3 and \$2,000 for the second 3, served consecutively	\$2,500 for 3 years, \$5,000 for 6-year contract	\$5,000 for 6-year contract \$2,500 for 3-year contract \$2,000 for second 3-year contract	\$8,000 for 6-year contract or two 3-year bonuses; \$4,000 for the first 3 and \$3,500 for the second 3, served consecutively	\$5,000 for 6-year contract
Loan repayment	\$10,000 or \$20,000 depending on select critical skills	Max \$10,000; Only for repayment of existing loans; nonprior-service: for initial contract only; prior service: those who immediately reenlist or extend for a period not less than 3 years, if for reenlistment/extension bonus	None	None	Max \$15,000; annual payments of \$5,000 for 3 years	15 percent or \$500 per qualifying loan, not to exceed \$2,500 per member per year and \$20,000 over lifetime of member, for 6-year enlistment or reenlistment

Source: Office of the Secretary of Defense for Reserve Affairs.

Table 31 provides examples of some of the economic incentives offered by the RC.

- These examples of incentives illustrate some of the tools that recruiters are provided to help them with their mission.
- The examples highlight the extent to which the components emphasize different types of incentives.
- Because the active components use the same types of incentives and may alter the levels of incentives to match their recruiting environment, a similar table of AC economic enlistment incentives is not provided.

2D. Enlistment Incentives— Educational Incentives

Table 32: Examples of Reserve Component Educational Enlistment Incentives Being Offered in February 2005

	Army Reserve	Army National Guard	Navy Reserve	Marine Corps Reserve	Air Force Reserve	Air National Guard
Basic Montgomery GI Bill	\$282 per month	\$282 per month	\$282 per month	\$282 per month	\$282 per month	\$282 per month
College fund	\$100, \$200, or \$350 per month	\$350 per month Available to nonprior service, officer candidate school, and SMP	\$350 per month	\$350 per month	\$350 per month	\$350 per month for critical Air Force Specialty Codes

Source: Office of the Secretary of Defense for Reserve Affairs.

- Examples of some of the educational incentives offered by DOD and the services are the:
 - Montgomery GI Bill and College Funds which provide funds for up to 36 months (see table 32);
 - College First program, which provides recruits a stipend to attend college for up to 24 months; and
 - National Call to Service Program, which offers recruits the option of choosing to have a qualifying student loan repaid for up to \$18,000 (or the previously mentioned economic incentives).

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- In addition to these incentives, there is also evidence that longer-term educational incentives may be more attractive to some applicants than other benefits.⁴¹ Several studies have suggested that benefits providing money for college or repaying student loans may be an incentive to join the military for youth with college aspirations and limited financial resources.⁴² Therefore, providing educational incentives may be particularly important today since many potential recruits are eligible for and interested in attending college.

⁴¹Hogan, Simon, & Warner, "Sustaining the Force in an Era of Transformation."

⁴²Congressional Budget Office, January 2004; *Attitudes, Aptitudes, and Aspirations of American Youth*, Chapter 5; Rebecca Asch, Can Du, and Matthias Schonlau, *Policy Options for Military Recruiting in the College Market*, RAND (Santa Monica, Ca.: 2004).

Retention

Question 3 and Summary of Approach

What are the demographic characteristics of servicemembers who remained in the military in fiscal years 2000, 2002, and 2004?

We identified and compared the DOD-provided rates at which servicemembers in service, pay grade, years of service, racial/ethnic, gender, and occupational subgroups remained in the military in fiscal years 2000, 2002, and 2004. Continuation rates represent the number of subgroup members who remained in the military for an entire fiscal year divided by the number of servicemembers who were in the subgroup at the beginning of the fiscal year.¹ We noted differences in the extent to which subgroups remained in the military in fiscal years 2000, 2002, and 2004. In general, we discuss differences of 3 percentage points or more between subgroups. An ongoing GAO effort is examining in greater detail the services' retention goals and achievements.²

Summary of Findings

3A. Overview of military retention

With several exceptions, the AC has generally met or exceeded its overall retention goals for enlisted personnel over the last 5 years.

3B. AC continuation

- In each year examined, proportionately fewer enlisted personnel than officers remained in the military.

¹Because fiscal year 2004 continuation rates for RC servicemembers had not been published at the time of this report, we examined fourth quarter continuation rates for RC servicemembers in 2004.

²Although we did not address this in our report, it is important to note that not all servicemembers leaving the AC or RC are leaving the military entirely. As discussed in the previous section of this report, some AC members will enter the RC. In examining servicemembers who left the Selected Reserve in fiscal year 2003, the Center for Naval Analysis found that less than 50 percent actually left the RC and that most switched to the Individual Ready Reserve or to the Retired Reserve.

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- The overall AC continuation rates for enlisted personnel were 85 to 87 percent in the 3 years examined. In contrast, the continuation rates for AC officers were between 90 percent and 93 percent during this period.

3C. RC continuation

For fiscal years 2000, 2002, and the fourth quarter of 2004, overall RC enlisted retention rates ranged from 83 to 85 percent, while overall officers' rates were 88 percent or 89 percent each year.

Findings

3A. Overview of Military Retention—Military Policies and Practices

- Military personnel policies and practices that influence retention include those addressing the following issues.
- All entrants are obligated to serve 8 years. Almost all personnel who choose to leave active duty prior to completion of 8 years of service must serve the remaining balance of their obligation in the RC.³
- Enlisted recruits sign an initial “contract”—which can range from 2 to 6 years—that specifies the length of their active duty service. After enlisted personnel have fulfilled their contract and the active duty portion of their military service obligation, they may opt to: (a) reenlist by signing another contract or (b) leave active duty and serve the remainder of their 8-year obligation in a reserve component.
- Officers who have completed their initial service are not required to sign subsequent contracts to remain in the military.
- The military’s “up or out” system forces turnover among officers and enlisted personnel who are not consistently promoted.
- Research on first-term enlisted personnel showed that those promoted more quickly than usual reenlisted at higher rates than those promoted at a slower than the usual rate.⁴

³Recruits who join the military under the National Call to Service Program, which was initiated on October 1, 2003, are required to serve on active duty for 15 months, after which they must serve either an additional period on active duty as determined by the Secretary of Defense, or 24 months in an active status in the Selected Reserve. After meeting these requirements and without a break in service, recruits must then serve the balance of their obligation in one of the following: on active duty; in the Selected Reserve; in the Individual Ready Reserve; or in the Peace Corps, Americorps, or other national service program jointly designated by the Secretary of Defense and the head of such a program. The National Call to Service Program will end on December 31, 2007.

⁴RAND, *How Does Deployment Affect Retention of Military Personnel?* Research Brief, RB-7557-OSD (Santa Monica, Ca.: 2003).

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- The stop-loss policy temporarily prevents leaving the military even when an obligation is finished. As a result, it may artificially inflate retention rates for the period when the policy was in effect and artificially deflate retention rates for the months after it is rescinded.
 - Reenlistment/retention bonuses are available for certain hard-to-retain specialties (e.g., Air Force combat controllers).
 - Some special opportunities for additional education or training result in servicemembers incurring an additional service obligation.

3A. Overview of Military Retention—Military Policies and Practices

- Each service has its own method for tracking enlisted retention.
 - The Army and Marine Corps set numeric retention goals and track retention relative to those goals.
 - The Army tracks the retention of initial term (first enlistment, regardless of length); midcareer (second or subsequent enlistments with less than 10 years of service); and career (second or subsequent enlistments with 10 or more years of service).
 - The Marine Corps tracks retention by first enlistment and second or subsequent enlistment.
- The Navy and Air Force set goals in terms of percentages of those eligible to reenlist.
 - The Navy's most important retention categories are Zone A (up to 6 years of service), Zone B (6 years of service to less than 10 years of service), and Zone C (10 years of service to less than 14 years of service).
 - The Air Force tracks retention by first term (first enlistment, regardless of length); second term (second enlistment); and career (third or subsequent enlistment).
- A DOD official in the Officer and Enlisted Personnel Management Directorate told us that DOD is in the process of developing a retention measure that will be used by all services.
- Every year the Office of the Assistant Secretary of Defense for Reserve Affairs publishes the *Official Guard & Reserve Manpower Strengths & Statistics*, which includes information that might be useful to track RC retention such as:
 - monthly reenlistments and extensions by pay grade;
 - reenlistments and extensions by race, sex, aptitude, and civilian educational attainment;
 - continuation rates for officers and enlisted personnel in each component for recent years; and

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- continuation rates for officers and enlisted personnel in each component by year of service.
 - AC retention rates are available via DMDC's Information Delivery System, an on-line data warehouse. Persons wishing to access the data warehouse must send a request to DMDC. Among the reports provided are several that would assist in tracking retention, such as,
 - active duty enlisted and officer continuation rates broken out by service, gender, years of service, DOD occupational category, and race;
 - active duty separations; and
 - reserve and guard attrition and losses.

3A. Overview of Military Retention—Enlisted Retention Goals

Table 33: AC Enlisted Retention in Fiscal Years 2000-2005

Service	Enlistment category	Fiscal year 2000			Fiscal year 2002			Fiscal year 2004			Fiscal year 2005 (thru February, 2005)			
		Annual			Annual			Annual			Mission			
		Goal	Actual	Percent of goal met	Goal	Actual	Percent of goal met	Goal	Actual	Percent of goal met	Mission	Actual	Performance of mission	Goal
Army	First term/initial	20,000	21,402	107	19,100	19,433	102	23,000	24,903	108	12,094	11,165	92%	26,935
	Midcareer	23,700	24,118	102	22,700	23,074	102	20,292	21,120	104	10,378	9,991	96%	23,773
	Career	24,300	25,791	106	15,000	15,700	105	2,808	13,987	109	5,874	7,180	122%	13,454
Navy	First term/initial	*	30%	*	56%	59%	Exceeded	56%	54%	Short	53%	59%	Exceeded	53%
	Midcareer	*	47%	*	73%	75%	Exceeded	70%	70%	Exceeded	69%	69%	Met mission	69%
	Career	*	57%	*	90%	87%	Short	85%	87%	Exceeded	85%	85%	Met mission	85%
Marine Corps	First term/initial	5,791	5,846	101	5,900	6,050	10	5,974	6,011	101	2,972	4,953	Exceeded	5,944
	Subsequent	*	63%	*	5,784	7,258	125	5,628	7,729	137	2,540	3,072	Exceeded	5,079
Air Force	First term/initial	55%	53%	Short	55%	72%	Exceeded	55%	63%	Exceeded	55%	55%	Met mission	55%
	Midcareer	75%	70%	Short	75%	78%	Exceeded	75%	70%	Short	75%	59%	Short	75%
	Career	95%	91%	Short	95%	95% ^a	Short	95%	97%	Exceeded	95%	94%	Short	95%

Sources: Fiscal year 2000, 2002, and 2004 data from GAO 05-419T. Data for fiscal year 2005 in April 2005 testimony by the Under Secretary of Defense for Personnel and Readiness before the Senate Armed Services Personnel Subcommittee.

^aThe actual percentage achieved was 94.6, resulting in the component being slightly short of its goal of 95%.

- Table 33 shows that for the active components in fiscal years 2000, 2002, and 2004:
 - the Army and Marine Corps met or exceeded their overall retention goals in each of the 3 years for each category of enlisted personnel;
 - the Navy met its retention goals except for career personnel in fiscal year 2002 and first term/initial enlisted personnel in fiscal year 2004; and

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- the Air Force missed its retention goals for: all categories of enlisted personnel in fiscal year 2000, career personnel in fiscal year 2002, and midcareer personnel in fiscal year 2004.
 - Although DOD expects to meet its fiscal year 2005 active duty retention goals, the Office of Military Personnel Policy provided an information paper dated December 2004 acknowledging that retention may suffer because of an improving civilian labor market and high operational tempo.
 - An ongoing GAO effort is examining in greater detail the degree to which components have met their overall retention goals, met their retention goals for hard-to-fill critical occupations, and the steps taken to achieve their retention goals.

3B. Active Component— Continuation Rates

Table 34: AC Continuation Rates for Each Service in Fiscal Years 2000, 2002, and 2004

Service	AC continuation rate (percent)								
	Enlisted personnel			Warrant Officers			Commissioned officers		
	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004
Army	83	85	82	91	93	92	90	93	92
Navy	85	89	86	85	92	88	90	93	91
Marine Corps	83	83	83	91	91	90	91	93	92
Air Force	87	91	90	N/A	N/A	N/A	90	94	93
Total	85	87	86	90	93	92	90	93	92

Legend: N/A=Not applicable because the Air Force does not have any warrant officers.

Source: DOD.

- Table 34 shows that, across the 3 examined years, the overall continuation rates for each type of servicemember remained flat, varying by 3 percentage points or less.
- In general, continuation rates for enlisted personnel were lower than those for warrant and commissioned officers.
- In fiscal years 2002 and 2004, Air Force enlisted personnel had higher continuation rates than enlisted personnel from other services.

Table 35: AC Continuation Rates for Race and Gender Subgroups in Fiscal Years 2000, 2002, and 2004

Type of AC subgroup		AC continuation rate (percent)					
		Enlisted personnel			Officers		
		Fiscal year 2000	Fiscal year 2002	Fiscal year 2004	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004
Years of service	1	87	88	89	99	99	98
	2	90	90	91	98	99	98
	3	84	87	86	95	96	95
	4	60	68	65	85	88	87
	5	81	84	78	85	90	87
	6	83	86	85	88	93	90
	10	84	90	89	87	93	94
	20	50	64	55	76	80	78
Race	White	84	86	85	90	93	92
	African American	86	88	86	92	94	92
	Other/Multiracial	86	87	88	91	94	93
	Unknown	77	88	84	90	94	93
Gender	Male	85	87	85	90	94	92
	Female	83	86	83	90	92	90

Source: DOD.

- Table 35 shows that for the period examined, continuation rates were generally highest in the first and second years of service for both officers and enlisted personnel. Enlisted continuation peaked again at 10 years of service, ranging between 84 and 90 percent in the years examined.
- In general, the continuation rates between most racial subgroups were within 3 percentage points of each other in each of the years examined.
- The continuation rates for female enlisted personnel and officers were no more than 2 percentage points lower than the rates for their male peers in each year examined.

3B. Active Component— Enlisted Continuation Rates

Table 36: AC Enlisted Continuation Rates for DOD Occupational Codes in Fiscal Years 2000, 2002, and 2004

DOD enlisted occupational codes and areas	AC enlisted continuation rate (percent)		
	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004
0 Infantry, gun crews, & seamanship	82	84	83
1 Electronic equipment repairers	85	87	86
2 Communications & intelligence specialists	84	87	84
3 Health care specialists	85	88	86
4 Other technical & allied specialists	85	88	85
5 Functional support & administration	86	88	86
6 Electrical & mechanical equipment repairers	85	88	86
7 Craftworkers	84	88	85
8 Service & supply handlers	83	85	83
9 Nonoccupational	85	86	88

Source: DOD.

Note: The nonoccupational area includes patients, students, and those with unassigned duties,

- Among AC enlisted personnel, continuation rates between DOD occupational areas differed by 5 percentage points or less in each year examined (see table 36).
- The rates for enlisted personnel in the following DOD occupational areas increased by at least 3 percentage points from fiscal year 2000 to fiscal year 2002:
 - health care specialists,
 - other technical and allied specialists,
 - electrical and mechanical equipment repairers, and
 - craftworkers.

3B. Active Component— Officer Continuation Rates

Table 37: AC Officer Continuation Rates for DOD Occupational Codes in Fiscal Years 2000, 2002, and 2004

DOD officer occupational codes and areas	AC officer continuation rates (percent)		
	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004
1 General officers & executives N.E.C.	83	86	82
2 Tactical operations officers	90	94	93
3 Intelligence officers	90	94	89
4 Engineering and maintenance officers	90	93	92
5 Scientists & professionals	90	93	92
6 Health care officers	89	92	91
7 Administrators	91	93	91
8 Supply, procurement, & allied officers	90	93	91
9 Nonoccupational	97	98	95

Legend: N/A = Not applicable, N.E.C. = Not elsewhere classified.

Source: DOD.

Notes: The nonoccupational area includes patients, students, and those with unassigned duties.

- Table 37 shows that in each year examined, servicemembers in the general officers and executives DOD occupational area had lower continuation rates (82 to 86 percent) than officers in other DOD occupational areas (90 to 98 percent).
- The rates for officers in the following DOD occupational categories increased by at least 3 percentage points from fiscal year 2000 to fiscal year 2002:
 - general officers and executives,
 - tactical operations officers,
 - intelligence officers,
 - engineering and maintenance officers,
 - scientists and professionals,
 - health care officers, and
 - supply, procurement, and allied officers.

3C. Reserve Component— Continuation Rates

Table 38: Continuation Rates for RC Servicemembers in Fiscal Years 2000, 2002, and the Fourth Quarter of Fiscal Year 2004^a

Type of RC subgroup		RC continuation rate (percent)					
		Enlisted personnel			Officers		
		Fiscal year 2000	Fiscal year 2002	Fiscal year 2004 (4 th quarter)	Fiscal year 2000	Fiscal year 2002	Fiscal year 2004 (4 th quarter)
Component	Army Reserve	78	80	82	83	87	87
	Army National Guard	83	83	85	91	92	92
	Navy Reserve	80	81	80	87	85	86
	Marine Corps Reserve	78	80	79	82	83	79
	Air Force Reserve	89	93	89	91	92	90
	Air National Guard	90	94	91	92	94	93
Total		83	85	85	88	89	89

Source: *Official Guard & Reserve Manpower Strengths & Statistics: FY 2004*.

^aThe *Official Guard & Reserve Manpower Strengths & Statistics: FY 2004* contains data for each quarter in 2004 and does not present data for all of fiscal year 2004.

- In the three time periods examined, total RC enlisted continuation rates were 83 percent or 85 percent; total RC officers' continuation rates were 88 percent or 89 percent (see table 38).
- In fiscal years 2002 and the fourth quarter of 2004, continuation rates for servicemembers in the Air National Guard were higher than those for servicemembers in the other reserve components.

Table 39: Continuation Rates for RC Servicemembers by Years of Service in Fiscal Years 2002 and the Fourth Quarter of Fiscal Year 2004

Years of service	RC continuation rate (percent)			
	Enlisted personnel		Officers	
	2002	2004 (4 TH quarter)	2002	2004 (4 TH quarter)
1	82	85	93	94
2	84	89	89	92
3	84	88	89	90
4	82	87	89	92
5	68	73	86	88
6	74	77	89	89
10	85	85	90	90
15	94	93	94	95
20	88	84	88	87
25	86	83	87	86

Source: Official Guard & Reserve Manpower Strengths & Statistics: FY 2004.

- Table 39 shows that, for RC enlisted personnel in 2002 and the fourth quarter of 2004, continuation rates were generally high at 1 to 3 years of service (82 to 89 percent). Rates were even higher at 15 years of service (93 to 94 percent).
- Continuation rates among officers were higher at 15 years of service (94 and 95 percent) than at other years of service examined.

Casualties

Additional Question and Summary of Approach	<p data-bbox="581 441 1536 548">What are the Characteristics of Servicemembers Who Died or Were Wounded in Combat in Iraq and Afghanistan in Support of Operations Iraqi Freedom and Enduring Freedom?</p> <p data-bbox="581 583 1536 1205">DOD provided GAO with data on characteristics of servicemembers who died or were wounded while serving in Operations Enduring Freedom and Iraqi Freedom as of May 28, 2005. For each person listed as a casualty, the data included the operation in which the casualty occurred, type of casualty, service and component, pay grade, race/ethnicity, and gender. For reservists, the Office of the Secretary of Defense for Accession Policy also used the home-of-record zip code and the previously cited marketing software to (1) determine the population density (town/rural, suburban, or urban) of the servicemember’s community and (2) estimate the average socioeconomic level of the servicemember’s community because DOD does not have a record of socioeconomic level for each individual servicemember’s family. Similar population density and socioeconomic level analyses were not conducted on active duty personnel because the findings would have largely been influenced by the clustering of AC servicemembers in the immediate vicinity of a limited number of military installations. Also, some AC servicemembers’ home of record may reflect their current address, whereas others might not have changed their home of record from where they lived years earlier.</p>
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Summary of Findings

Historical overview of deaths	<p data-bbox="581 1413 1536 1556">As of May 28, 2005, the number of deaths from the two examined operations were almost five times those sustained during the first Persian Gulf War but were a fraction of the deaths sustained during the Vietnam Conflict and Korean War.</p>
Deaths	<p data-bbox="581 1633 1536 1774">As of May 28, 2005, 1,841 servicemembers died while serving in Operations Iraqi Freedom and Enduring Freedom. The majority of deaths involved servicemembers who were active Army or Marine Corps, White, junior enlisted, males, between the ranks of E1 to E4.</p>

Wounded

As of May 28, 2005, a total of 12,658 servicemembers had been wounded while serving in Operation Iraqi Freedom, and Enduring Freedom. Forty-seven percent of those wounded while serving in Operation Iraqi Freedom and 23 percent of those wounded while serving in Operation Enduring Freedom returned to duty within 72 hours. The majority of wounded servicemembers were active Army or Marine Corps, White, junior enlisted, males, between the ranks of E1 to E4.

Findings

Historical Overview of Deaths—Servicemember Deaths in Selected Current and Past Military Operations and the Race/Ethnicity of Those Who Died

Table 40: Number and Percent of Servicemembers in Racial/Ethnic Subgroups Who Died in Selected Military Operations as of May 28, 2005

Racial/Ethnic subgroup	Servicemember deaths							
	Korean War		Vietnam Conflict		Persian Gulf War		Operations Iraqi Freedom and Enduring Freedom	
	#	%	#	%	#	%	#	%
White	29,274	80	49,810	86	292	76	1,296	70
African American	3,075	8	7,241	12	66	17	191	10
Hispanic	881	2	349	1	15	4	183	10
Asian American/ Pacific Islander	389	1	368	1	3	1	65	4
American Indian/ Alaskan Native	104	<1	226	<1	3	1	17	1
Other/Multiple race/Unknown	2,853	8	204	<1	3	1	89	5
Total deaths	36,576	100	58,198	100	382	100	1,841	100

Sources: Data on active duty deaths for the Korean War, Vietnam Conflict, and the Persian Gulf War (also known as Operations Desert Shield/Storm) are from Washington Headquarters Service's Web site, web1.whs.osd.mil, downloaded on April 1, 2005. Deaths during Operations Enduring and Iraqi Freedom are a GAO analysis of DOD-provided data.

Note: Columns may not total 100 percent due to rounding.

- Table 40 shows that as of May 28, 2005, the combined deaths for Operations Iraqi Freedom and Enduring Freedom were nearly five times the number of deaths in the Persian Gulf War, but about 5 percent and 3 percent the number of deaths in the Korean War and Vietnam Conflict, respectively.

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- The two current operations that we reviewed had resulted in the deaths of 1,841 servicemembers as of May 28, 2005.¹
 - Operation Enduring Freedom resulted in 186 deaths.
 - Operation Iraqi Freedom resulted in 1,655 deaths.
 - In previous large-scale military operations, 76 percent to 86 percent of those who died were White. In comparison, proportionately fewer White servicemembers have died in the two current operations.
 - For Operations Enduring Freedom and Iraqi Freedom, 70 percent of those who died were White servicemembers.
 - As points of comparison, the representation of Whites in the three following reference populations are:
 - 67 percent of the combined AC and Selected Reserve as of December 31, 2004,
 - 65 percent of the AC as of December 31, 2004, and
 - 71 percent of the civilian workforce as of March 2004.

¹Official DOD and Army websites indicate that the beginning dates for Operations Enduring Freedom and Iraqi Freedom were October 7, 2001 and March 19, 2003, respectively.

Deaths—Operation in Which the Death Occurred and the Circumstance of Death

Table 41: Operation and Circumstance of Death of the 1,841 Servicemembers Who Died in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005

Operation and circumstance of death		Percent of deaths in Operations Iraqi Freedom and Enduring Freedom				
		Army	Marine Corps	Navy	Air Force	Total
Operation	Iraqi Freedom	61	27	2	1	91
	Enduring Freedom	7	1	1	1	10
Circumstance of death	Killed in action	36	18	1	1	56
	Died of wounds	13	3	<1	<1	16
	Accident	13	5	<1	1	19
	Illness	2	<1	<1	<1	2
	Self-inflicted	2	<1	<1	<1	2
	Pending	1	<1	<1	<1	1
	Other	1	<1	<1	<1	1

Source: GAO analysis of DOD-provided data.

Notes: Operation Iraqi Freedom includes casualties in Iraq as well as in other countries such as Germany. Operation Enduring Freedom includes casualties in Afghanistan, the Philippines, Pakistan, Kuwait, Persian Gulf, Guantanamo Bay, Djibouti, Uzbekistan, Arabian Sea, Qatar, and the North Arabian Peninsula.

The totals for operation and circumstance of death may not sum to 100 percent due to rounding. To calculate row totals, we counted <1s as 0s. Therefore, the actual row totals may differ from those in the table.

Table 41 provides information on the operation, service, and circumstance of death for the 1,841 servicemembers who died in support of Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005.

- Operation—Operation Iraqi Freedom accounted for about 91 percent (1,655) of the deaths, and Operation Enduring Freedom accounted for 10 percent (186).

- Circumstance of death
 - Seventy-two percent of those who died were either killed in action (56 percent) or died as a result of wounds sustained during action (16 percent).
 - An additional 19 percent of those who died in either of the two operations did so as the result of accidents.
 - The 1 percent of deaths in the “Other” category included:
 - nine servicemembers who died while missing or captive,
 - eight homicides, and
 - four undetermined deaths.
- Service—The Army and Marine Corps sustained almost all of the deaths in Operations Iraqi Freedom and Enduring Freedom.
 - The Army accounted for 68 percent of the deaths.
 - The Marine Corps accounted for 28 percent of the deaths.

Deaths—Demographic Characteristics of Servicemembers who Died

Table 42: Representation of Selected Demographic Subgroups Among the 1,841 Servicemembers Who Died in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005

Demographic characteristics		Percent of deaths in Operations Iraqi Freedom and Enduring Freedom					Percent in AC and Selected Reserve
		Army	Marine Corps	Navy	Air Force	Total	
Component	AC	46	24	2	2	74	63
	RC	22	3	1	0	26	37
Pay grade	E1-E4	39	21	1	0	61	42
	E5-E9	22	4	1	1	28	42
	Officers	8	2	<1	<1	10	16
Race/Ethnicity	White	47	21	2	1	71	67
	African American	8	1	<1	<1	9	17
	Hispanic	7	3	<1	<1	10	9
	Asian American/Pacific Islander	2	1	<1	0	3	3
	American Indian/Alaskan Native	<1	<1	0	<1	1	1
	Multiple/Unknown	3	2	<1	<1	5	3
Gender	Male	66	28	3	2	99	85
	Female	2	<1	<1	<1	2	15
Age	19 or less	4	46	0	0	7	7
	20-24	28	16	1	0	45	29
	25-34	25	7	1	1	34	33
	35-44	10	1	1	1	13	23
	45+	2	0	<1	<1	2	8

Source: GAO analysis of DOD-provided data. Percentages in the right column labeled "Percent in AC and Selected Reserve" are as of December 31, 2004.

Notes: Operation Iraqi Freedom includes casualties in Iraq as well as in other countries such as Germany. Operation Enduring Freedom includes casualties in Afghanistan, the Philippines, Pakistan, Kuwait, Persian Gulf, Guantanamo Bay, Djibouti, Uzbekistan, Arabian Sea, Qatar, and the North Arabian Peninsula. The totals for demographic characteristics may not sum to 100 percent due to rounding. To calculate row totals, we counted <1s as 0s. Therefore, the actual row totals may differ from those in the table.

- **Component**—The AC represented 63 percent of the combined AC and Selected Reserve force that we examined earlier in this report, but it sustained 74 percent of the deaths (see table 42).

- Pay grade
 - The death rate for junior enlisted personnel was 19 percentage points higher than their representation in the combined AC and Selected Reserve on December 31, 2004.
 - The death rates for both senior enlisted personnel and officers were lower than their representation in the force.
- Race/ethnicity
 - Whites constituted 67 percent of the AC and Selected Reserve on December 31, 2004, but sustained proportionately more (71 percent) of the deaths resulting from Operations Iraqi Freedom and Enduring Freedom.
 - In contrast, African Americans were 17 percent of the described force, and 9 percent of those killed in the two operations.
 - For the other four racial/ethnic subgroups, all of the comparisons of the force-to-death rates were within 2 percentage points.
- Gender—Males constituted 85 percent of the examined force while sustaining 99 percent of the deaths.

Deaths—Population Density and Estimated Socioeconomic Status for Reservists

Table 43: Community Population Density and Estimated Socioeconomic Status of the 482 Reservists Who Died in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005

Characteristics derived from home community zip code		Percent of deaths in Operations Iraqi Freedom and Enduring Freedom				
		Army	Marine Corps	Navy	Air Force	Total
Population density of home community	Urban	26	4	0	0	30
	Suburban	12	4	2	<1	18
	Town/rural	48	3	0	1	52
Estimated socioeconomic status	High	9	3	0	1	13
	Medium	50	6	2	<1	58
	Low	27	2	0	0	29

Source: GAO analysis of DOD-provided data.

Notes: Ninety-eight servicemembers whose zip-codes were unknown are not included in these analyses. Operation Iraqi Freedom includes casualties in Iraq as well as in other countries such as Germany. Operation Enduring Freedom includes casualties in Afghanistan, the Philippines, Pakistan, Kuwait, Persian Gulf, Guantanamo Bay, Djibouti, Uzbekistan, Arabian Sea, Qatar, and the North Arabian Peninsula. The totals for characteristics derived from home community zip code may not sum to 100 percent due to rounding. To calculate row totals, we counted <1s as 0s. Therefore, the actual row totals may be higher than those in the table.

Table 43 provides the population density and estimated socioeconomic status on the 482 reservists who died in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005.²

- The reservists who died were more likely to come from town/rural and urban areas and less likely to come from areas that DOD has identified as suburban (based on the reservists' zip codes).

²A GAO analysis of the DOD-provided data identified 482 servicemembers who died as reservists.

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- Nearly one of every three (30 percent) came from the 14 percent of communities with the highest population density and were labeled as urban by DOD.
 - Over half (52 percent) of deceased reservists came from the 40 percent of communities with the lowest population density by DOD.
 - In contrast, 18 percent of the deceased reservists were from the 46 percent of communities that were labeled as suburban by DOD.
 - Almost 6 of 10 (58 percent) deceased reservists came from communities that DOD—through use of commercial marketing software and zip codes—classified as being of medium socioeconomic status.³
 - Because of the previously discussed limitations with using zip codes and community-based characteristics to estimate individuals' actual socioeconomic status, these findings (and later similar findings on wounded servicemembers) need to be viewed with caution.

³The marketing software used by DOD assigns socioeconomic status to communities based upon economic and social information from federal and commercial databases. The software partitions the U.S. into market segments with unique socioeconomic characteristics.

Wounded—Operation in which Servicemembers Were Wounded and Analysis of the Wounded by Service

Table 44: Operation for the 12,658 Servicemembers Who Were Wounded in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005

Operation		Percent of wounded in Operations Iraqi Freedom and Enduring Freedom				
		Army	Marine Corps	Navy	Air Force	Total
Operation	Iraqi Freedom	63	31	2	1	97
	Enduring Freedom	3	<1	<1	<1	3
Wounded while in action		65	31	2	2	100

Source: GAO analysis of DOD-provided data.

Notes: Operation Iraqi Freedom includes casualties in Iraq as well as in other countries such as Germany. Operation Enduring Freedom includes casualties in Afghanistan, the Philippines, Pakistan, Kuwait, Persian Gulf, Guantanamo Bay, Djibouti, Uzbekistan, Arabian Sea, Qatar, and the North Arabian Peninsula. The totals for operation may not sum to 100 percent due to rounding. To calculate row totals, we counted <1s as 0s. Therefore, the actual row totals may be higher than those in the table.

Table 44 provides the operation and service of the 12,658 servicemembers who were wounded in support of Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005.

- Operation—97 percent of the wounded servicemembers received their wounds in Operation Iraqi Freedom, and 3 percent received theirs in Operation Enduring Freedom.
- Wounded while in action—The Army sustained nearly two-thirds (65 percent) of the wounded personnel in the two operations, and Marines accounted for most (31 percent) of the remaining wounded servicemembers. As we showed earlier when answering question 1:
 - the Army represents almost half (46 percent) of the combined AC and Selected Reserve examined, and
 - the Marine Corps represents about 10 percent of all examined servicemembers.

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- Forty-seven percent (5,723 servicemembers) of those wounded while serving in Operation Iraqi Freedom returned to duty within 72 hours.
 - Twenty-three percent (108 servicemembers) of those wounded while serving in Operation Enduring Freedom returned to duty within 72 hours.

Wounded—Demographic Characteristics of Servicemembers Who Were Wounded

Table 45: Representation of Selected Demographic Subgroups Among the 12,658 Servicemembers Who Were Wounded in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005

Demographic characteristics		Percent of wounded in Operations Iraqi Freedom and Enduring Freedom					Percent in AC and Selected Reserve
		Army	Marine Corps	Navy	Air Force	Total	
Component	AC	45	27	2	1	75	63
	RC	21	3	<1	<1	24	37
Pay grade	E1-E4	39	24	1	1	65	42
	E5-E9	22	5	1	1	29	42
	Officers	5	2	<1	<1	7	16
Race/ethnicity	White	46	22	1	1	70	67
	African American	7	1	<1	<1	8	17
	Hispanic	7	4	<1	<1	11	9
	Asian American/ Pacific Islander	2	1	<1	<1	3	3
	American Indian/ Alaskan Native	1	<1	<1	0	1	1
	Multiple/unknown	<1	2	<1	<1	2	3
Gender	Male	63	29	2	1	95	85
	Female	2	<1	0	<1	2	15
Age	19 or less	4	10	<1	<1	14	7
	20-24	28	14	1	<1	43	29
	25-34	24	6	1	1	32	33
	35-44	8	1	<1	<1	9	23
	45+	1	<1	<1	<1	1	8

Source: GAO analysis of DOD-provided data. Percentages in the right column labeled "Percent in AC and Selected Reserve" are as of December 31, 2004.

Notes: Gender-179 Marine Corps servicemembers whose gender was reported as "unknown" or "not captured" in DOD reports were added to the male gender subgroup. Age-1065 servicemembers were of unknown age. The totals for demographic characteristics may not sum to 100 percent due to rounding. To calculate row totals, we counted <1s as 0s. Therefore, the actual row totals may be higher than those in the table.

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- **Component**—Three-fourths of the wounded servicemembers were from the AC, and 24 percent were from the RC (see table 45). In comparison, the AC was almost two-thirds (63 percent) and the RC was about one-third (37 percent) of the combined AC and Selected Reserve as of December 31, 2004.
 - **Pay grade**—Nearly two-thirds (65 percent) of wounded servicemembers were junior enlisted personnel in pay grades E4 and below. As we showed earlier, junior enlisted comprise 42 percent of the examined AC and RC.
 - **Race/Ethnicity**—The representation of Whites and African Americans among those wounded is different from their representation among the 2.2 million AC and Selected Reserve servicemembers in the military as of December 31, 2004.
 - The representation of Whites among the wounded (70 percent) was 3 percentage points higher than their representation in the examined force (67 percent).
 - In contrast, the representation of African Americans among the wounded was 9 percentage points less than their 17 percent representation in the force.
 - For each of the other four racial/ethnic subgroups, their percentage for wounded and their representation in the force were within 2 percentages of one another.
 - **Gender**—Males constituted 95 percent of the wounded, but they were 85 percent of the examined force.

Wounded—Population Density and Estimated Socioeconomic Status for Reservists

Table 46: Community Population Density and Estimated Socioeconomic Status of the 3,197 Reservists Who Were Wounded in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005

Characteristics derived from home community zip code		Percent of wounded in Operations Iraqi Freedom and Enduring Freedom				
		Army	Marine Corps	Navy	Air Force	Total
Population density of home community	Urban	26	3	<1	<1	29
	Suburban	15	2	1	<1	18
	Town/rural	47	3	<1	1	51
Estimated socioeconomic status	High	9	1	0	<1	10
	Medium	51	5	2	1	59
	Low	28	2	<1	<1	30

Source: GAO analysis of DOD-provided data.

Note: Four hundred and sixty servicemembers whose zip codes were unknown are not included in this analysis. The totals for characteristics derived from home community zip code may not sum to 100 percent due to rounding. To calculate row totals, we counted <1s as 0s. Therefore, the actual row totals may be higher than those in the table.

- Table 46 shows that of the 3,197 reservists who were wounded in Operations Iraqi Freedom and Enduring Freedom as of May 28, 2005,⁴
 - 29 percent were from the 14 percent of communities with the highest population density and which were labeled as urban by DOD, and
 - over half (51 percent) were from the 40 percent of communities that had the lowest population density and were labeled as town/rural by DOD.
- The majority (59 percent) of wounded reservists came from communities that DOD—through the use of commercial marketing

⁴A GAO analysis of the DOD-provided data identified 3,197 wounded servicemembers as reservists.

software and zip codes—classified as being of medium socioeconomic status.

- Ten percent of wounded reservists came from communities DOD identified as being of high socioeconomic status, while
- Thirty percent of wounded reservists came from communities DOD characterized as being of low socioeconomic status.

Conclusions

Eight years after the announcement and 2½ years beyond the required date, DOD and the components are still in the process of implementing the Office of Management and Budget's 1997 guidance on gathering and reporting racial and ethnic subgroup membership. Consequently, at this time, comparing the distribution of race and ethnicity in the military to that of the U.S. population yields an imprecise estimate of the extent to which the military reflects the larger society on these demographic characteristics. In addition, because the components have taken different approaches to updating servicemember records, the extent to which direct comparisons of race and ethnicity across the components yield reliable and accurate results is unclear at this time. DOD's reporting on the percentage of Hispanics is particularly problematic. The 1997 guidance on how federal agencies should collect and report racial and ethnic data enabled individuals to indicate whether or not they are Hispanic separately from their racial group. In contrast, the prior procedures for data gathering and reporting did not allow an individual to report that she or he was both Hispanic and a member of a racial subgroup. As a result of failing to use the revised procedures that require separate tabulations of racial and ethnic subgroup membership, DOD's internal reports may introduce uncertainty about membership in racial subgroups since anyone identified as Hispanic was not also included in a racial subgroup. Additionally, because DOD's internal reports assign all servicemembers of Hispanic ethnicity to one racial subgroup irrespective of the race to which they actually belong, DOD's data tabulation and recoding of race and ethnicity may undercount the number of racial minorities in the military.

Although there is congressional and public interest in the socioeconomic status of the households and the types of communities from which recruits are drawn, DOD has not routinely reported such information in recent years. Without current information on the socioeconomic status of servicemembers, DOD cannot accurately and reliably respond to concerns that particular socioeconomic subgroups are underrepresented among those serving in the military. We listed problems associated with the measure DOD recently used to identify socioeconomic status for the analyses included in this report. The challenges associated with the former and current measurements of socioeconomic status might suggest that there is still a need for accurate information on this demographic characteristic. In contrast, DOD's use of zip codes may provide an adequate measure of the population density (for example, rural, urban, and suburban) of recruits' home of record once DOD has had more of an opportunity to explore the strengths and weaknesses of the commercial marketing software used in the analyses and the types of information that

DOD gathers on recruits. DOD's prompt efforts to fill the void of information on recruits' communities were responsive to the needs of Congress and the public for this type of information, but longer term use of analyses of this type could identify problems that were not detected in this initial set of analyses. Without ongoing research on recruits' socioeconomic status and communities, DOD will not be able to promptly and accurately inform Congress and the public about how representation in the services matches that of the applicable U.S. population.

Continuation rates for Active Component servicemembers are available from a Defense Manpower Data Center Web site to individuals who have been granted access by DOD, but active duty continuation rates are not routinely published. As a result, Congress and interested members of the public may not be fully aware of the large percentage of personnel that the services retain each year. Also, the current high operational tempo of both active duty and reserve component servicemembers has raised concerns about the extent to which servicemembers, particularly reservists, will continue their military service in the future. Without better access to this type of data and the ability to identify and monitor changes in retention, Congress may not have the information it needs to (1) provide oversight of DOD and (2) address retention issues whenever they may begin to emerge. Also, failure to make the ongoing retention findings more accessible may require other specialized efforts or studies to obtain that information.

Recommendations for Executive Action

To improve the ability of the public, department, and Congress to identify and monitor demographic changes in the race, ethnicity, socioeconomic status, and community population density of servicemembers in the All-Volunteer Force and to enhance Congress's ability to perform its oversight functions, we recommend that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness to take the following four actions:

- Gather and report data on racial and ethnic subgroup membership in a manner that is consistent with the required procedures set forth by the Office of Management and Budget in 1997. In addition to requiring that recruits provide their racial and ethnic subgroup membership using revised categories and procedures, DOD should also determine procedures that could be used for updating the information on servicemembers who previously provided their racial and ethnic subgroup membership with different subgroup categories and questions.
- Conduct research to determine a feasible process for assessing the socioeconomic status of recruits, implement that process, and periodically include findings on the socioeconomic status of recruits' households in annual reports on servicemembers in the active and reserve components.
- Conduct research to determine a feasible process for assessing the type of community (for example, rural, suburban, and urban) from which recruits were drawn and periodically include a measure of population density in the annual reports that describe the demographic characteristics of recruits in the active and reserve components.
- Include continuation rates on active and reserve component personnel in DOD's annual demographic reports. Implementation of the recommendation could use findings from the analyses that the Defense Manpower Data Center already conducts for the department.

Agency Comments and Our Evaluation

In commenting on a draft of this report, DOD concurred with our four recommendations and indicated the department is currently working with the Defense Manpower Data Center (DMDC) to determine how best to capture the data recommended in our report. DOD further indicated that the coordination will continue until a viable methodology is established and data are reported. DOD pointed out, and we agree, that measures of recruits' socioeconomic status and community population density are unlikely to significantly change from one year to the next and that such measures need not be published every year. We have revised our second and third recommendations to reflect this. DOD's comments are reprinted in their entirety in appendix V.

Scope and Methodology

To compare the demographic characteristics of servicemembers in the active components or in the Selected Reserve to those of similarly aged and educated civilians in the U.S. workforce, we began by reviewing applicable laws, such as the National Defense Authorization Acts of fiscal years 1992, 1993, and 1994, which enabled women to be permanently assigned to combat aircraft and combatant ships; Executive Order 13269 which shortened the time noncitizens must wait before receiving citizenship, and United States Code Title 10 Section 520 which established enlistment aptitude standards. We reviewed Department of Defense-wide and service-specific policies such as DOD Instruction 1336.5, Automated Extract of Active Duty Military Personnel Records; DOD Instruction 7730.54, Reserve Components Common Personnel Data System; and DOD Directive 1205.17, Official National Guard and Reserve Component Personnel Data. We also reviewed U.S. Census Bureau technical reports such as the *Current Population Survey Technical Paper 63RV: Design and Methodology*. We visited or conducted telephone interviews with DOD and service officials from the following offices: Office of the Secretary of Defense (Reserve Affairs); Defense Manpower Data Center (both East and West-coast offices); Office of the Deputy Under Secretary of Defense (Equal Opportunity); Office of Army Demographics; U.S. Army Research Institute for the Behavioral and Social Sciences; and the Office of Naval Personnel, Research, Studies and Technology. We also visited or conducted telephone interviews with experts from academic and private-sector organizations conducting military personnel research including the Center for Naval Analyses, Center for Research on Military Organization at the University of Maryland, and RAND. We obtained and analyzed data extracted by the Defense Manpower Data Center from the Active Duty Master Personnel File and the Reserve Components Common Personnel Data System. These extracts contained selected variables on the over 2.2 million active duty and Selected Reservists in the military on December 31, 2004. We limited our analyses of reservists to only those in the Selected Reserve (see app. III for more information on reserve personnel categories) because we wanted to compare our findings to those contained in DOD's annual *Population Representation in the Military Services*.¹ We also compared the results of our analyses of servicemembers to those published in the December 2004 Defense Manpower Data Center (DMDC) EO 3035 report. To identify the demographic characteristics of comparable civilian personnel, we analyzed data from the Annual Social and Economic Supplement of the Current

¹The report can be accessed at the home page for the Office of the Secretary of Defense for Personnel and Readiness at <http://www.dod.mil/prhome/poprep2003>.

Population Survey on employed civilians who were 18-49 years of age and possessed at least a high school diploma or equivalent. We determined that this subset of the United States population is comparable to AC and Selected Reserve personnel because the majority of servicemembers are in this age range, have a high school diploma or equivalent certification, and, by nature of their military affiliation, receive some type of compensation in exchange for their service. This subsetting resulted in 64,414 survey respondents (representing 87,411,786 Americans or almost a third of the total U.S. population²) being included in our civilian analyses. We did not use data from the 2000 decennial census for these and other analyses in this report because we determined that the cost and time required to procure the special analyses we needed would negatively affect our ability to produce a timely report.

To assess the extent to which the services met their recruitment goals and the factors that influence an individual's decision to join or not join the military, we examined applicable federal statutes such as Section 520 of Title 10 *United States Code* and reviewed DOD and service-specific policies on the qualification standards for enlistment such as DOD Directive 1304.26, *Qualification Standards for Enlistment, Appointment, and Induction*, and DOD Instruction 6130.4, *Medical Standards for Appointment, Enlistment, or Induction in the Armed Forces*. We also examined DOD policy on reenlistment incentives and contacted, visited, conducted telephone interviews, or collected studies on recruiting, the youth population, and related issues from the following offices: Department of Defense Joint Advertising, Market Research and Studies; Office of the Secretary of Defense for Accession Policy; Office of the Secretary of Defense for Reserve Affairs (Manpower and Personnel); U.S. Military Entrance Processing Command; U.S. Army Accessions Command; Office of the Deputy Assistant Secretary of the Army for Human Resources; U.S. Army Personnel Command; Office of the Assistant Secretary of the Navy for Manpower and Reserve Affairs; Navy Recruiting Command, Marine Corps Recruiting Command; Marine Corps Office of Equal Opportunity; Air Force Education and Training Command; Air Force Personnel Center; Air Force Reserve Personnel Directorate, Air Force Office of Testing Policy and Research Integration; Centers for Naval Analysis; RAND; and the Center for Research on Military Organization at the University of Maryland. We obtained information on DOD's expenditures on enlistment incentives from the Office of the Secretary of

²Based on a total U.S. population size of 281,421,906, as determined by the 2000 census.

Defense (Compensation). We accessed and evaluated data from DMDC's Information Delivery System (DOD's data warehouse) and Defense Market Research Executive Notes. We obtained the results of a study jointly performed by the Office of the Secretary of Defense (Accession Policy) and the Center for Army Accessions on the socioeconomic status and community population density of over 1 million active and reserve component recruits. We evaluated whether or not there has been a change in the extent to which members of racial/ethnic subgroups are entering the military by analyzing the race and ethnicity of almost 540,000 active duty servicemembers with 1 year or less of military service in fiscal years 2000, 2002, and 2004.

To identify the demographic characteristics of servicemembers who remained in the military and address our third objective, we reviewed DOD retention and recruiting announcements, examined data on the services' retention goals and achievements for AC enlistment retention for each fiscal year from 2000 through February 2005, and collected previously published research by RAND, the Centers for Naval Analysis, and the Center for Research on Military Organization at the University of Maryland. We interviewed an official from the Officer and Enlisted Personnel Management Directorate in the Office of the Secretary of Defense and discussed retention with subject matter experts at RAND and the Center for Research on Military Organization at the University of Maryland. We accessed DOD's Information Delivery System and obtained the continuation rates for AC servicemembers and we extracted RC continuation rates from *Official Guard & Reserve Manpower Strengths & Statistics: Fiscal Year 2004 Summary*.

To identify the demographic characteristics of servicemembers who died or were wounded in combat in Iraq or Afghanistan in support of Operations Iraqi Freedom or Enduring Freedom, we requested that DOD's Washington Headquarters Services provide information on each applicable servicemember. That office developed a file that combined casualty data obtained from Central Command with demographic data appended to each servicemember's record by DMDC, using files that we had previously assessed for data reliability. The data reflect casualties as of May 28, 2005. To identify reservists' socioeconomic status and their community's population density we extracted the zip codes of reservists' homes of record and requested that the Office of Secretary of Defense (Accession Policy) analyze them using PRIZM,[®] commercial marketing software by Claritas, Inc. which assigns zip-codes to 1 of 64 market segments based

upon economic and social data from the Bureau of the Census and other sources.

We determined that the data used in the preparation of this report were sufficiently reliable to answer our objectives. For example, we interviewed personnel knowledgeable about the data sources we used, inquiring about their methods for ensuring that the data were accurate. We reviewed available data for inconsistencies and, when applicable, performed computer testing to assess data validity and reliability. Among other things, appendix II describes the primary databases from which we obtained data extracts.

We conducted our review between August 2004 and July 2005 in accordance with generally accepted government auditing standards.

Analytic Issues

Datasets Used in Analyses

Data on servicemembers were primarily taken from two military databases and one monthly report. Data on civilians were primarily taken from a large-scale civilian survey.

Active Duty Military Personnel Master File

The Active Duty Military Personnel Master File is Department of Defense's (DOD) centralized database of all individuals on active duty in the Army, Navy, Marine Corps, and Air Force.¹ We used extracts that DOD provided from this file as the basis for all of our analyses of Active Component (AC) personnel. The file is maintained by the Defense Manpower Data Center (DMDC) which updates it monthly based upon information submitted from each of the services. The file contains information on personal characteristics such as name, social security number, date of birth, gender, race, ethnic group, and education, as well as information on military characteristics such as service, pay grade, months of service, and duty occupation. Data are available on active duty servicemembers back to 1971. The Active Duty Military Personnel Master File is also one source of information for demographic reports available through DOD's Information Delivery System on active duty personnel.

Reserve Components Common Personnel Data System

The Reserve Components Common Personnel Data System is a centralized database of current and past members of the Army National Guard, Army Reserve, Navy Reserve, Marine Corps Reserve, Air Force Reserve, and Air National Guard, and is DOD's official source of reserve accession, loss, and reenlistment information. The file was created in 1975 and is updated monthly based upon submissions by the reserve components. It contains information on reservists' personal characteristics such as name, social security number, date of birth, gender, home address, and education, as well as information on their military characteristics such as service, reserve component, drilling status, prior service status, and date of initial entry into the reserve forces. This is also one source of information for demographic reports available through DOD's Information Delivery System on reservists.

¹It also contains data on active duty personnel in the Coast Guard, Public Health Service, and the National Oceanic and Atmospheric Administration who were not included in these analyses.

Defense Manpower Data Center EO 3035 Monthly Report

Each month the Defense Manpower Data Center produces an EO 3035 report which includes cross-tabulations of pay grade, gender, and race/ethnicity for servicemembers in each active duty component, the AC, and the Coast Guard. A separate, comparable report is compiled for the reserve components. The findings contained in the EO 3035 reports are computed using information from the active duty and reserve files described above. As mentioned earlier in this report, the six racial/ethnic categories tabulated are: White, American Indian/Alaskan Native, Asian American/Pacific Islander, Black, Hispanic, and Multiracial/Unknown. This differs from the 1997 guidance from the Office of Management and Budget on the separate reporting of race and ethnicity.

Current Population Survey Annual Social and Economic Supplement

The Current Population Survey is a monthly survey conducted via personal and telephone interviews by the Census Bureau. The survey, which is based on the civilian noninstitutional population of the United States, contains information such as age, education, gender, occupation, hours of work, number of jobs held, duration of unemployment, part- or full-time status, and earnings on about 112,000 persons living in almost 60,000 households. In March, the Census Bureau fields the Annual Social and Economic Supplement to provide additional labor force information on topics such as work experience, income, and benefits. Data for employment and income refer to the preceding year, although demographic data refer to the time of the survey. Therefore, our analysis of the March 2004 Current Population Survey Annual Social and Economic Supplement reflects respondents' employment status in 2003 and their personal characteristics as of March 2004.

Tabulating Data on Race and Ethnicity

Although the current guidelines require that executive agencies identify new racial categories and separately report race and ethnicity, we decided to continue using the former racial/ethnic categories in a combined format because (1) data using the old racial/ethnic format were available on the majority of servicemembers we examined and (2) some military components are still transitioning to the new procedures.

To identify race/ethnicity in the DOD datasets, we first determined whether or not an individual was Hispanic by assigning to the Hispanic subgroup all servicemembers whose ethnic group on the DOD files was Cuban, Latin American with Hispanic descent, Mexican, Puerto Rican, or Other Hispanic descent. Next, we determined race by assigning servicemembers belonging

to a single race group to one of the following subgroups: White, African American, American Indian/Alaskan Native, and Asian (which includes Pacific Islanders, Asian Americans, and Native Hawaiians). Servicemembers for whom race was missing, unknown, or who had multiple races were assigned to one “Other/Unknown” race/ethnic subgroup.²

The revision of standards on the collection and reporting of data on race and ethnicity limits the ability to clearly discern changes in racial and ethnic representation before and after the new guidance was implemented. Additionally, because DOD components may be at differing stages of compliance with the 1997 guidance, tabulations of race and ethnicity over the next few years may reflect inconsistencies in the extent to which various federal organizations, both within and outside of DOD, have complied with the new directives. For these reasons, we decided to limit our analyses of racial and ethnic trends to only one analysis—an examination of AC servicemembers’ continuation rates in fiscal years 2000, 2002, and 2004 by race and ethnicity.

DOD Used Zip Codes to Estimate Recruits’ Socioeconomic Status and Community Population Density

DOD last reported the results of analyses on recruits’ socioeconomic status in the *Population Representation in the Military Services: Fiscal Year 1999*. At that time, the socioeconomic status of enlisted accessions was estimated from information recruits provided on family status; parental educational attainment, employment status, and occupation; and home ownership. A commonly used socioeconomic index based upon parents’ education, income, and occupational prestige was also created and analyzed.³

DOD has ceased routinely collecting this information from recruits and we were told that one problem with attempting to measure the socioeconomic status of youth’s households is that young people may not know their parents’ income or other information needed to create a measure of socioeconomic status. However, the March 2003 Status of Forces Survey of

²If we were able to determine that an individual belonged to more than one race, we also assigned that individual to the “Other/Unknown” racial/ethnic subgroup.

³The TSEI socioeconomic index is described in R.M. Hauser and J.R. Warren, *Socioeconomic Indexes for Occupations: A Review, Update, and Critique* (Madison, Wisc: Center for Demography and Ecology, October 1996).

Active Duty Members did ask active duty servicemembers to recall their family structure and the education, employment status, and occupation of their parents at the time they joined the military. Because of concerns about the reliability of data based upon respondents' ability to recall circumstances of years past, we elected not to analyze and report these data.

To estimate recruits' socioeconomic status and the home community population density in the absence of data supplied by recruits, military researchers in the Office of Accession Policy and the Army's Center for Accessions Research matched recruits' zip codes to public and private databases containing economic and social information on all U.S. zip codes. DOD used mean household income, as determined by Bureau of the Census estimates, as the indicator of socioeconomic status. To indicate the population density for recruits' home communities, DOD classified the zip codes using two sets of definitions: (1) the Census Bureau's definitions of rural and urban communities⁴ and (2) definitions of rural, suburban, and urban communities used by commercial marketing software.⁵

Using zip codes as the basis for estimates of socioeconomic status and population density is admittedly flawed. The assumption that household income is the main determinate of status ignores the fact that household income may subject to temporary or seasonal fluctuations and that research shows that education and occupation are more stable, reliable indicators of socioeconomic status. Also, median household income may not be a meaningful reflection of status for individuals from economically stratified communities that are heavily populated by residents at either end of the economic spectrum. Similarly, using zip code as an indicator of community population density ignores the possibility that population clusters may form within a particular community.

Rounding Error

We rounded percentages to whole numbers as follows. If the tenth place (first place to the right of the decimal) equaled .4 or below, we retained the

⁴The U.S. Census Bureau defines rural areas as open country and settlements with fewer than 2,500 residents. Urban areas, of which there are two types—urbanized areas and urban clusters—comprise larger places and the densely settled areas around them.

⁵DOD used marketing software developed by Claritas Inc. to group zip codes by population density.

original whole percentage. If the tenth place was .5 or above, we rounded up to the next highest whole percentage. Percentages that were more than 0 and less than .4 were written as <1.

Structure of the Reserve Component

The Department of Defense has six reserve components: Army Reserve, Army National Guard, Navy Reserve, Marine Corps Reserve, Air Force Reserve, and Air National Guard. Reserve forces can be divided into three categories: Ready Reserve, Standby Reserve, and Retired Reserve. While the Army Reserve, Navy Reserve, Air Force Reserve, and Marine Corps Reserve each consist of all three types of reservists, the Army National Guard and Air National Guard are composed solely of Ready Reserve personnel.

Ready Reserve

The Ready Reserve consists of Reserve Component units, individual reservists assigned to active component units, and individuals subject to recall to active duty to augment the active forces in time of war or national emergency. In fiscal year 2004, the Ready Reserve contained 1,145,035 servicemembers, comprising about 98 percent of the total reserve manpower. The Ready Reserve consists of three subgroups: the Selected Reserve, the Individual Ready Reserve, and the Inactive National Guard.

Selected Reserve

This group comprises about 74 percent of the total reserve manpower and is composed of those units and individuals designated by their respective services and approved by the Chairman of the Joint Chiefs of Staff as so essential to initial wartime missions that they have priority for training, equipment, and personnel over all other reserve elements. The Selected Reserve, which contained 851,395 members in September 2004, is divided into three categories:

Unit members

Unit members include both part-time drilling reservists and two types of full-time unit support personnel: (1) Active Guard and Reserve personnel, whose duty it is to organize, administer, recruit, or train Reserve Component units and (2) Military technicians who are federal civilians providing full-time support for units.

Individual Mobilization Augmentees

Individual Mobilization Augmentees are trained individuals assigned to an active component.

Training pipeline

Reservists in the training pipeline are nondeployable personnel who have not yet completed initial active duty for training or are professional training.

Individual Ready Reserve (IRR)	This group consists mainly of trained individuals who have previously served in Active Component units or in the Selected Reserve and who have a remaining military service obligation. Members of the Individual Ready Reserve are liable for involuntary mobilization to active duty for training or deployment. In fiscal year 2004, there were 284,201 reservists in this category.
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Inactive National Guard	This group consists of National Guard personnel who are attached to a specific unit but are temporarily unable to participate in regular training. Currently, this category is used only by the Army National Guard. In fiscal year 2004, there were 1,428 reservists in this category.
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Standby Reserve	Personnel assigned to the Standby Reserve have completed all obligated or required service or have been removed from the Ready Reserve because of civilian employment, temporary hardship, or disability. Standby Reservists maintain their military affiliation but are not required to perform training or to be assigned to a unit. In fiscal year 2004, there were 21,549 reservists in this category.
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Retired Reserve	The Retired Reserve consists of personnel who have been placed in a retirement status based on the completion of 20 or more qualifying years of Reserve Component or Active Component service. A member of the Retired Reserve does not receive retired pay until reaching age 60, unless he or she has 20 or more years of active duty military service. In fiscal year 2004, there were 1,132,454 former servicemembers who had retired from a reserve component.
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Military Occupational Specialties That Exclude Females

Table 47: Military Occupational Specialties That Exclude Females as of March 1997

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
0	Infantry, Gun crews, Seamanship Specialists	x	x	x	x
11B	Infantryman	x	N/A	N/A	N/A
11C	Indirect Fire Infantryman	x	N/A	N/A	N/A
11H	Heavy Antiarmor Weapons Infantryman	x	N/A	N/A	N/A
11M	Fighting Vehicle Infantryman	x	N/A	N/A	N/A
11Z	Infantry Senior Sergeant	x	N/A	N/A	N/A
0311	Rifleman	N/A	N/A	x	N/A
0313	LAV Crewman	N/A	N/A	x	N/A
0321	Reconnaissance Man	N/A	N/A	x	N/A
0331	Machinegunner	N/A	N/A	x	N/A
0341	Mortar Man	N/A	N/A	x	N/A
0351	Assaultman	N/A	N/A	x	N/A
0352	Anti-Tank/ Assault Guided Missileman	N/A	N/A	x	N/A
0369	Infantry Unit Leader	N/A	N/A	x	N/A
18B	Special Forces Weapons Sergeant	x	N/A	N/A	N/A
18C	Special Forces Engineer Sergeant	x	N/A	N/A	N/A
18D	Special Forces Medical Sergeant	x	N/A	N/A	N/A
18E	Special Forces Communications Sergeant	x	N/A	N/A	N/A
18F	Special Forces Assistant Operations and Intelligence Sergeant	x	N/A	N/A	N/A
18Z	Special Forces Senior Sergeant	x	N/A	N/A	N/A
9533	Special Warfare Combatant Craft Crewman	N/A	x	N/A	N/A
9534	Seal Delivery Vehicle (SDV) Team Technician	N/A	x	N/A	N/A
19E	M48-M60 Armor Crewman	x	N/A	N/A	N/A
19K	M1 Armor Crewman	x	N/A	N/A	N/A
19Z	Armor Senior Sergeant	x	N/A	N/A	N/A
1812	M1A1 Tank Crewman	N/A	N/A	x	N/A
1833	Assault Amphibious Vehicle Crewman	N/A	N/A	x	N/A
12B	Combat Engineer	x	N/A	N/A	N/A
12C	Bridge Crewmember	x	N/A	N/A	N/A
13B	Cannon Crewmember	x	N/A	N/A	N/A
16R	VULCAN Crewmember	x	N/A	N/A	N/A
0811	Field Artillery Cannoneer	N/A	N/A	x	N/A
0844	Field Artillery Fire Control Man	N/A	N/A	x	N/A

**Appendix IV
Military Occupational Specialties That
Exclude Females**

(Continued From Previous Page)

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
0861	Fire Support Man	N/A	N/A		N/A
13M	Multiple Launch Rocket System (MLRS) Crewmember	x	N/A	N/A	N/A
13P	Multiple Launch Rocket System/Fire Direction Specialist	x	N/A	N/A	N/A
14J	Early Warning System Operator	x	N/A	N/A	N/A
14R	Line of Sight-Forward-Heavy Crewmember	x	N/A	N/A	N/A
14S	Avenger Crewmember	x	N/A	N/A	N/A
16P	CHAPARRAL Crewmember	x	N/A	N/A	N/A
16S	Man Portable Air Defense Systems (MANPADS) Crewmember	x	N/A	N/A	N/A
1T231	Pararescue Apprentice	N/A	N/A	N/A	x
1T251	Pararescue Journeyman	N/A	N/A	N/A	x
1T271	Pararescue Craftsman	N/A	N/A	N/A	x
1T291	Pararescue Superintendent	N/A	N/A	N/A	x
9562	Deep Submergence Vehicle Operator	N/A	x	N/A	N/A
9563	Deep Submergence Vehicle Crewmember	N/A	x	N/A	N/A
1	Electronic Equipment Repairers				
ET 14SM	SWS Navigation System Maintenance Technician	N/A	x	N/A	N/A
ET 14TM	TRIDENT I/II Radio Frequency (RF) Equipment Maintenance Technician	N/A		N/A	N/A
ET 14TO	TRIDENT I/II Radio Frequency (RF) Equipment Operator	N/A	x	N/A	N/A
CTM9238	Submarine Carry-on Equipment Maintenance Technician	N/A	x	N/A	N/A
ET 14BF	Project SSN 637 ESM Technician	N/A	x	N/A	N/A
ET 14BG	SSN 768-773 ESM Technician	N/A	x	N/A	N/A
ET 14CM	SSN Radio Frequency (RF) Equipment Technician	N/A	x	N/A	N/A
ET 14CT	Submarine Conversion Technician	N/A	x	N/A	N/A
ET 14EB	SSN 668 Class ESM Technician	N/A	x	N/A	N/A
ET 14EM	SSN ESM Equipment Maintenance Technician	N/A	x	N/A	N/A
ET 14EP	SSN 719-767 ESM Technician	N/A	x	N/A	N/A
ET 14ET	ESM Technician (All Classes)	N/A	x	N/A	N/A
ET 14FA	TRIDENT Submarine Electronics Technician Command and Control System	N/A	x	N/A	N/A
ET 14HB	SSN 637 Class ESM Technician	N/A	x	N/A	N/A
ET 14HH	SSN 21 Class ESM Technician	N/A	x	N/A	N/A
ET 14IC	Former IC(SS)	N/A	x	N/A	N/A
ET 14JA	TRIDENT ESM Technician	N/A	x	N/A	N/A
ET 14NM	Navigation Equipment Maintenance Technician	N/A	x	N/A	N/A
ET 14NO	Navigation Equipment Operator	N/A	x	N/A	N/A

**Appendix IV
Military Occupational Specialties That
Exclude Females**

(Continued From Previous Page)

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
ET 14QM	Former QM(SS)	N/A	x	N/A	N/A
ET 14RD	SSN 637 Class Navigation Technician	N/A	x	N/A	N/A
ET 14RM	Former RM (SS)	N/A	x	N/A	N/A
ET 14RO	SSN Radio Frequency (RF) Equipment Operator	N/A	x	N/A	N/A
ET 14SF	SSN 594/688 Class Navigation Technician	N/A	x	N/A	N/A
ET 14TG	SSN 637/688 Class Navigation Technician	N/A	x	N/A	N/A
ET 14TK	SSN 21 Navigation Technician	N/A	x	N/A	N/A
ET 14ZA	AN/BRD-7 Submarine Radio Direction Finding (RDF) Set Maintenance. Technician	N/A	x	N/A	N/A
FT 1174	Combat Control System MK 1 Vertical Launch System Technician	N/A	x	N/A	N/A
FT 1175	Combat Control System MK 1 MOD 1 Advanced Capability Subsystem Technician	N/A	x	N/A	N/A
FT 1194	AN/BSY-2(V) Advanced Maintainer	N/A	x	N/A	N/A
FT 1196	Underwater Fire Control System MK 113 MOD 9 Technician	N/A	x	N/A	N/A
FT 1312	CCS MK 2 MOD 0 Maintenance Technician	N/A	x	N/A	N/A
FT 1313	CCS MK 2 MOD 1 Maintenance Technician	N/A	x	N/A	N/A
FT 1315	CCS MK 2 MOD 3 Maintenance Technician	N/A	x	N/A	N/A
FT 1320	TRIDENT MK 118 Combat Control System Maintenance Technician	N/A	x	N/A	N/A
FTG	Fire Control Technician G (Gunfire Control)	N/A	x	N/A	N/A
IC 4737	TRIDENT Submarine Ship Control and ASMO and Maintenance Technician (Level III)	N/A	x	N/A	N/A
FT	Fire Control Technician	N/A	x	N/A	N/A
FT 1179	AN/BSY-1 (XN-1)(V) Organizational Level Maintenance Technician	N/A	x	N/A	N/A
FTB	Fire Control Technician B (Ballistic Missile Fire Control)	N/A	x	N/A	N/A
MT	Missile Technician	N/A	x	N/A	N/A
MT 3305	Missile Tech (MK88 MOD 2/MK98 MOD 0 FC Sys with TRIDENT- 1 SSBN/Backfit SSBN)	N/A	x	N/A	N/A
MT 3307	Missile Technician (MK 98 MOD 1) TRIDENT II D-5 SWS	N/A	x	N/A	N/A
MT 3310	Missile Technician (TRIDENT I (C-4) SWS)	N/A	x	N/A	N/A
MT 3311	Missile Technician (TRIDENT II (D-5) SWS)	N/A	x	N/A	N/A
MT 3317	Missile Technician (TRIDENT-I SSBN)	N/A	x	N/A	N/A
MT 3319	Missile and Missile Checkout Technician (TRIDENT D-5 SWS SSBN)	N/A	x	N/A	N/A
RM 23JH	Submarine Radioman Tactical Communications Equipment Technician	N/A	x	N/A	N/A

**Appendix IV
Military Occupational Specialties That
Exclude Females**

(Continued From Previous Page)

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
STS	Sonar Technician S (Submarine)	N/A	x	N/A	N/A
STS0418	AN/BSY-1 (XN-1) (V) Basic Organizational Maintenance Technician	N/A	x	N/A	N/A
STS0419	AN/BSY-1 (XN-1) (V) Advanced Organizational Maintenance Technician	N/A	x	N/A	N/A
STS0421	Sub Special Purpose Acoustic Equipment Maintenance Technician	N/A	x	N/A	N/A
STS0422	BQQ-5/5 (Series) Submarine Sonar Advanced Maintenance Technician	N/A	x	N/A	N/A
STS0424	AN/BQQ-6 trident Level II Journeyman Operation & Maintenance Technician	N/A	x	N/A	N/A
STS0425	AN/BQQ-6 TRIDENT Level III Master Operation & Maintenance Technician	N/A	x	N/A	N/A
STS0495	Sonar Technician AN/BQQ5 Series (B/C/D/E) Advanced Maintainer	N/A	x	N/A	N/A
STS0501	Submarine Sonar Master Analyst	N/A	x	N/A	N/A
RM 23EY	Submarine Radioman Strategic Communications Equipment Technician	N/A	x	N/A	N/A
RM 23JS	Submarine Radioman Tactical Communications Equipment Technician	N/A	x	N/A	N/A
RM 23MZ	Submarine Radioman Communications Combined Maintenance Technician	N/A	x	N/A	N/A
RM 23NJ	Submarine Radioman Communications Combined Maintenance Technician	N/A	x	N/A	N/A
RM 23SM	SSN ECS Maintenance Technician	N/A	x	N/A	N/A
RM 23SO	SSN ECS Operator	N/A	x	N/A	N/A
RM 23TA	TRIDENT Radioman Exterior Comm Sub-Systems Operations and Maint Technician	N/A	x	N/A	N/A
RM 23TB	TRIDENT Radioman Exterior Comm Sub-Systems Operations and Maint Technician	N/A	x	N/A	N/A
RM 23TC	TRIDENT Radioman Exterior Comm Sub-Systems Operations and Maint Technician	N/A	x	N/A	N/A
RM 23TM	TRIDENT ECS Maintenance Technician	N/A	x	N/A	N/A
RM 23TO	TRIDENT ECS Operator	N/A	x	N/A	N/A
ET 3323	Central Navigation Computer (CNC) Tech (CP-890B OR TRIDENT SSBN)	N/A	x	N/A	N/A
ET 3324	Ships Inertial Navigation System (SINS) Technician	N/A	x	N/A	N/A
ET 3327	Navigation AIDS (NAVAIDS)	N/A	x	N/A	N/A
ET 3328	Navigation Electronic Technician	N/A	x	N/A	N/A

**Appendix IV
Military Occupational Specialties That
Exclude Females**

(Continued From Previous Page)

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
ET 9611	AN/SSN-2(V)4 maintainer	N/A	x	N/A	N/A
OS 0325	AN/SSN-2(V) 4 Operator	N/A	x	N/A	N/A
2	Communications and Intelligence				
13R	FA Firefinder Radar Operator	x	N/A	N/A	N/A
0842	Field Artillery Radar Operator	N/A	N/A	x	N/A
96R	Ground Surveillance Systems Operator	x	N/A	N/A	N/A
13C	Automated Fire Support Systems Specialist	x	N/A	N/A	N/A
13E	Cannon Fire Direction Specialist	x	N/A	N/A	N/A
13F	Fire Support Specialist	x	N/A	N/A	N/A
19D	Cavalry Scout	x	N/A	N/A	N/A
0848	Field Artillery Operations Man	N/A	N/A	x	N/A
1C231	Combat Control Apprentice	N/A	N/A	N/A	x
1C251	Combat Control Journeyman	N/A	N/A	N/A	x
1C271	Combat Control Craftsman	N/A	N/A	N/A	x
1C291	Combat Control Superintendent	N/A	N/A	N/A	x
1C431	Tactical Air Command And Control Apprentice	N/A	N/A	N/A	x
1C451	Tactical Air Command And Control Journeyman	N/A	N/A	N/A	x
1C471	Tactical Air Command And Control Craftsman	N/A	N/A	N/A	x
1C491	Tactical Air Command And Control Superintendent	N/A	N/A	N/A	x
3	Health Care				
HM 8427	Fleet Marine Force Reconnaissance Corpsman	N/A	x	N/A	N/A
HM 8491	Special Operations Independent Duty Corpsman	N/A	x	N/A	N/A
HM 8492	Special Operations Technician	N/A	x	N/A	N/A
HM 8402	Submarine Force Independent Duty Corpsman	N/A	x	N/A	N/A
HM 8403	Special Amphibious Reconnaissance Independent Duty Corpsman	N/A	x	N/A	N/A
4	Other Technical and Allied				
82C	Field Artillery Surveyor	x	N/A	N/A	N/A
0847	Artillery Meteorological Man	N/A	N/A	x	N/A
5320	Basic Combatant Swimmer	N/A	x	N/A	N/A
5323	SDV Pilot/Navigator/DDS Operator	N/A	x	N/A	N/A
5326	Combatant Swimmer (SEAL)	N/A	x	N/A	N/A
5301	UDT/SEAL Candidate	N/A	x	N/A	N/A
5	Functional Support and Administration				
9579	Chief of the Boat (all Submarines)	N/A	x	N/A	N/A

**Appendix IV
Military Occupational Specialties That
Exclude Females**

(Continued From Previous Page)

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
6	Electrical/Mechanical Equip Repairers				
63D	Self-Propelled Field Artillery System Mechanic	x	N/A	N/A	N/A
63E	M1 ABRAMS Tank System Mechanic	x	N/A	N/A	N/A
63N	M60A1/A3 Tank System Mechanic	x	N/A	N/A	N/A
63T	BFV System Mechanic	x	N/A	N/A	N/A
24M	VULCAN System Mechanic	x	N/A	N/A	N/A
24N	CHAPARRAL System Mechanic	x	N/A	N/A	N/A
45D	Self-Propelled Field Artillery Turret Mechanic	x	N/A	N/A	N/A
45E	M1 ABRAMS Tank Turret Mechanic	x	N/A	N/A	N/A
45N	M60A1/A3 Tank Turret Mechanic	x	N/A	N/A	N/A
45T	Bradley Fighting Vehicle System Turret Mechanic	x	N/A	N/A	N/A
MM 4230	SSN/SSBN Auxiliary Equipment Operator	N/A	x	N/A	N/A
MM 4231	SSN/SSBN Auxiliary Equipment Technician	N/A	x	N/A	N/A
MM 4232	SSN/SSBN Weapons Equipment Operator	N/A	x	N/A	N/A
MM 4233	SSN/SSBN Weapons Equipment Technician	N/A	x	N/A	N/A
MM 4245	SSN/SSBN Basic Auxiliary Equipment Technician	N/A	x	N/A	N/A
MM 4246	SSBN Diesel Engine (Fairbanks-Morse) Maintenance Technician	N/A	x	N/A	N/A
3351	Submarine Nuclear Propulsion Plant Emergency Welder	N/A	x	N/A	N/A
3353	Submarine Nuclear Propulsion Plant - Reactor Control	N/A	x	N/A	N/A
3354	Submarine Nuclear Propulsion Plant - Electrical	N/A	x	N/A	N/A
3355	Submarine Nuclear Propulsion Plant -Mechanical	N/A	x	N/A	N/A
3356	Submarine Nuclear Propulsion Plant – Engineer Laboratory Technician	N/A	x	N/A	N/A
3359	Submarine Nuclear Propulsion Plant - Special Category	N/A	x	N/A	N/A
3363	Submarine Nuclear Propulsion Plant Supervisor- reactor Control	N/A	x	N/A	N/A
3364	Submarine Nuclear Propulsion Plant Supervisor- Electrical	N/A	x	N/A	N/A
3365	Submarine Nuclear Propulsion Plant Supervisor- Mechanical	N/A	x	N/A	N/A
3366	Submarine Nuclear Propulsion Plant Supervisor- Engineering Laboratory Technician	N/A	x	N/A	N/A
7	Craftworkers				
52G	Transmission and Distribution Specialist	x	N/A	N/A	N/A
8	Service and Supply Handlers				
9	Nonoccupational				
18X	Special Forces Candidate (Reporting Code)	x	N/A	N/A	N/A
1C211	Combat Control Helper	N/A	N/A	N/A	x
1C411	Tactical Air command And Control Helper	N/A	N/A	N/A	x

Appendix IV
Military Occupational Specialties That
Exclude Females

(Continued From Previous Page)

DOD occupational code/ Military occupational specialty	Service occupation title	Army	Navy	Marine Corps	Air Force
1T211	Pararescue Helper	N/A	N/A	N/A	x

Source: DOD 1312.1-1, *Occupational Conversion Index: Enlisted/Officer/Civilian*.

Comments from the Department of Defense



PERSONNEL AND
READINESS

OFFICE OF THE UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

SEP 12 2005

Mr. Derek B. Stewart
Director, Defense Capabilities and Management
U.S. General Accounting Office
441 G. Street, N.W.
Washington, DC 20548

Dear Mr. Stewart:

This is the Department of Defense (DoD) response to the GAO draft report, "MILITARY PERSONNEL: Reporting Additional Servicemember Demographics Could Enhance Congressional Oversight," dated August 19, 2005 (GAO-05-952).

The Department concurs with the report's conclusion. The Office of the Under Secretary of Defense for Personnel and Readiness, in concert with the Services, could further enhance Congress's ability to perform its oversight functions by more effectively collecting and reporting data on the race, ethnicity, socioeconomic status and other characteristics of military personnel.

The Department is currently working with the Defense Manpower Data Center to determine how best to capture the data recommended in the report. This coordination is in its formative stage and will continue until a viable methodology is established and data are reported.

Attached please find the DoD comments. The Department appreciates the opportunity to comment on the draft report.

Sincerely,

A handwritten signature in black ink, appearing to be "WJ Carr".

William J. Carr
Acting Deputy Under Secretary
(Military Personnel Policy)

Enclosures: As stated

**GAO DRAFT REPORT – DATED AUGUST 19, 2005
GAO CODE 350581/GAO-05-952**

**“MILITARY PERSONNEL: Reporting Additional Servicemember
Demographics Could Enhance Congressional Oversight”**

**DEPARTMENT OF DEFENSE COMMENTS
TO THE RECOMMENDATIONS**

RECOMMENDATION 1: The GAO recommended that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness to gather and report data on racial and ethnic subgroup membership in a manner that is consistent with the required procedures set forth by the Office of Management and Budget in 1997. In addition to requiring that recruits provide their racial and ethnic subgroup membership using revised categories and procedures, DoD should also determine procedures that could be used for updating the information on service members who previously provided their racial and ethnic subgroup membership with different subgroup categories and questions. (page 80/GAO Draft Report)

DOD RESPONSE: Concur. The Department is currently working with the Defense Manpower Data Center (DMDC) to determine the feasibility of capturing the data recommended in the GAO report. Discussions are already underway and will continue until a viable methodology is established.

RECOMMENDATION 2: The GAO recommended that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness to conduct research to determine a feasible process for assessing the socioeconomic status of recruits, implement that process, and begin again including findings on socioeconomic status of recruits’ households in annual reports on service members in the active and reserve components. (page. 80/GAO Draft Report);

DOD RESPONSE: Concur. The Department will pursue this line of research. It may be unnecessary to report on the socioeconomic status every year, since previous research indicates the status does not change significantly from year to year, but we recognize it is important to report this more frequently than is currently the case.

RECOMMENDATION 3: The GAO recommended that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness to conduct research to determine a feasible process for assessing the type of

community (for example, rural, suburban, and urban) from which recruits were drawn and include a measure of population density in the annual reports that describe the demographic characteristics of recruits in the active and reserve components. (page 80/GAO Draft Report)

DOD RESPONSE: Concur. The Department will pursue this research as well. But as in recommendation 2 above, it may not be necessary to report these data annually, since previous research indicates that type of community does not change significantly from year to year. We recognize the importance of reporting this more frequently than is currently the case.

RECOMMENDATION 4: The GAO recommended that the Secretary of Defense direct the Under Secretary of Defense for Personnel and Readiness to include continuation rates on active and reserve component personnel in DoD's annual demographic reports. Implementation of the recommendation could use findings from the analyses that the Defense Manpower Data Center already conducts for the Department. (page 80/GAO Draft Report)

DOD RESPONSE: Concur. The Department will examine the feasibility of capturing these data on a regular basis in its reports.

GAO Contact and Staff Acknowledgments

GAO Contact

Derek B. Stewart, (202) 512-5559 or stewartd@gao.gov

Acknowledgments

In addition to the contact named above, Jack E. Edwards, Assistant Director, William Bates, Virginia A. Chanley, Jonathan Clark, George M. Duncan, Gregg J. Justice, III, John G. Smale, Mitchell B. Karpman, Renee McElveen, Jacquelyn S. Randolph, and Dale O. Wineholt also made key contributions to this report.

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