The President's Committee on Equality of Treatment and Opportunity in the Armed Services held its first meeting on January 12, 1949. In the intervening seven months, the Committee, as directed by the President in Executive Order 9981, has examined thoroughly into "the rules, procedures and practices" of the Armed Services in order to determine how these rules, procedures and practices might be changed to affect the President's policy of equality of treatment and opportunity for all men and women in the nation's military forces.

In the course of its enquiry the Committee has heard the testimony of the three service secretaries, general staff officers of each service, and officers and civilians specializing in personnel policy and administration. In addition, the Committee has held hearings for organizations and individuals wishing to present their views on equality of treatment and opportunity in the armed services. Finally, the Committee and its staff have visited several military installations, and there are plans to visit several more.

As the Committee proceeded with its examination into the personnel practices of the services, it became apparent that the question of equality of
treatment and opportunity, in addition to the moral principle involved, is
inextricably bound up with the problem of the most efficient use of
manpower. As war becomes more technical and the machinery of war more
mechanical, it makes greater, rather than less, demand upon the nation's
available manpower. This demand is not alone for greater numbers of men,
but for men with a wider range of ability and skill. Consequently, the
nation cannot afford to use its military personnel below their full ca-
pacities, or fail to train adequately all men regardless of race.

The Committee believes the available military manpower will not be
used at maximum efficiency unless all men and women in uniform are given
an equal opportunity to discover and exploit their capabilities. This
interdependence of the objectives of equal opportunity and military effi-
ciency the Committee has kept constantly in mind as it has formulated its
recommendations.

As the Committee has reached conclusions on the changes in military
personnel procedures which it considers necessary, in its opinion, to put the Pres-
ident's policy into practice, it has, in accordance with Executive Order
9981, conferred and advised with the Secretary of Defense and the secre-
taries of the three services, directly and through the Personnel Policy
Board. As a result, some of the recommendations which the Committee has
suggested have been already adopted and are now being put into effect.

The recommendations which the Committee has made to the three services,
the reasons for them, and the progress and present status of the Committee's
proposals are set forth below.
The Army

The recommendations which the President's Committee is presently making for Army action in order to advance toward equality of treatment and opportunity and achieve more efficient utilization of manpower are as follows:

I. CLASSIFICATION - MILITARY OCCUPATIONAL SPECIALTIES

A. All military occupational specialties (MOS) should be open to qualified military personnel.

B. Every person processed at a training division should receive his appropriate military occupational specialties solely and strictly on the basis of classification procedures, without regard to race or the requirements of racial units.

Purpose and justification. At the present time all MOS are theoretically open to all qualified personnel in the Army. Actually, many MOS are closed to Negroes because the range of Negro Table of Organization and Equipment (T/O&E) units do not require as many MOS as does the range of white T/O&E units. The above recommendation is designed to make all MOS open to qualified men regardless of race or possible utilization in racial units.

II. ASSIGNMENT TO ARMY SCHOOLS FROM TRAINING DIVISIONS

A. The present racial quotas for selection for Army Schools from the replacement areas (training divisions) should be abolished.

B. Personnel should be assigned to schools from the replacement areas solely on the basis of qualifications and aptitude without regard to race or possible utilization in racial units.

Purpose and justification. At the present time there are no racial qualifications for those Army School courses to which qualified recruits are sent after basic training. However, the Army sets racial quotas for those courses. The Army defends the racial quotas on the ground that it cannot school Negroes beyond the requirements of Negro T/O&E units and racially mixed overhead installations. But since Negro units do not require all the specialties represented in white units, and since the use of Negroes in overhead installations is dependent upon the local commander, the Army's present policy actually denies to qualified Negroes the opportunity to attend many Army School courses. For example, there are currently 106 courses for recruits from the training divisions. Of these, only 21, or 19.85%, are open to Negroes. The remainder of the courses have no Negro quotas, and consequently qualified Negroes are not permitted to attend them, even if the Army is below authorized strength in these special skills.
It is the intent of the above recommendation that qualified men from the replacement stream should be assigned to Army School courses without regard to race or possible utilization in racial units. The Committee does not believe it can recommend less than this in the light of the policy announced by the President.

III. ASSIGNMENT AND UTILIZATION OF REPLACEMENT STREAM STUDENTS

All replacement stream students, upon completion of their courses in Army Schools, should be assigned to units or overseas installations, and utilized by local commanders, without regard to race or vacancies in racial units.

Purpose and justifying. The Committee believes that, having given a man special training, the Army should use that man in his specialty, wherever it needs that specialty, without regard to race. The Army is below authorized strength in many MOS in white units. Yet, under its present policy, it cannot use available, qualified Negro specialists to bring those deficient MOS up to strength.

At the present time a local commander has the authority to use a man in a duty MOS different from his assigned MOS. He also has the authority to reassign or redesignate MOS. The Committee is conscious that flexibility in administration and command requires that the commander have this authority. At the same time the Committee believes it is essential that commanders use the men assigned to them with full regard to their MOS, and especially that specialists upon completion of school training should be utilized in their specialty without regard to race or vacancies in racial units.

IV. ASSIGNMENT TO ARMY SCHOOLS OF PERSONNEL FROM MAJOR COMMANDS

A. Personnel assigned to major commands should be detached for Army School training solely on the basis of qualification, without regard to race or possible utilization in racial units.

B. Negro quotas in major commands for school selection of assigned personnel should be abolished.

C. Major commands should not impose racial quotas in the distribution of their overall school quotas within their command.

D. Negroes, currently assigned to major commands, who possess the minimum qualification for Army Schools and who wish to attend an Army School, should be reclassified; and those who are qualified in their primary
or secondary HLS should be sent to an appropriate school as soon as possible, but in any event within 18 months, to the extent required to meet the Army's overall needs in the particular HLS concerned.

Purpose and justification. While all courses are theoretically open to qualified Negroes in Army commands, actually the limitations of Negro 2/400 units prevent qualified Negroes from attending many courses. Commanders do not request schooling for Negroes, even if qualified, unless they can use these trained Negroes in racial units or overseas installations. Qualified Negroes in major commands, who desire and have not been able to go to school, should have the opportunity to do so, if there is need for their specialties, in order that the Army may not lose any potential skilled. It is intended that this provision shall be administered consistently with the similar opportunities accorded qualified white personnel, and not to the conclusion of the latter. Because the facilities of the Army Schools are limited, this recommendation should be applied gradually over the next four years.

V. ASSIGNMENT AND UTILIZATION OF PERSONNEL FROM MAJOR COMMANDS UPON COMPLETION OF SCHOOL COURSES

All personnel detached from major commands for schooling, upon completion of their courses, should be assigned and utilized without regard to race or vacancies in racial units.

Purpose and justification. See III above.

VI. PERSONAL PREFERENCE IN THE ASSIGNMENT OF HLS IN GRADES 4-7

So long as there continues to be predominantly racial units in the peacetime Army, the Committee suggests that the Army may wish to give consideration to permitting an enlisted man in the four lowest grades, subject to the approval of his command, to remain in a unit predominantly composed of personnel of his own race, if he so requests.

The Committee would limit this suggestion to the peacetime Army, since the "ultimate objective" of the Gillem Board was the "effective use of all manpower made available to the military establishment in the event of a major mobilization ... without regard to metastates race."

The Committee would suggest that officers and noncommissioned officers in the first three grades should have such choice. These
officers and noncommissioned officers receive their promotions on a world-wide basis; they have applied for and accepted promotions, and their responsibilities to the service should include unquestioning acceptance of assignment.

VII. ABOLITION OF THE RACIAL QUOTA AND ESTABLISHMENT OF A QUOTA ON THE BASIS OF THE GENERAL CLASSIFICATION TEST

4. The racial quota, recommended by the Giller Board and established as Army policy and practice in War Department Circular No. 224, which sets a troop basis of 9 whites for one Negro, should be abolished.

5. For the purpose of procurement through voluntary enlistment, the Army should institute a quota system based upon the General Classification Test, the quota for each grade in the GCT to be determined by ascertaining the existing GCT distribution in relation to normal distribution in the Army during the operation of Selective Service in World War II. These quotas would have to be adjusted to the fact that the Army does not now accept voluntary enlistments of men below GCT 80. Overages in each of the top three GCT categories would be applied against the next category below.

In support of the quota system, the Army argues that it is necessary in order to prevent Negroes from enlisting in the Army in numbers disproportionate to their percentage of the civilian population. Since the Army enlists men at GCT 80 - in contrast to the mental qualification of 90 for Navy and Air Force enlistment - the Army contends that, without a racial quota, it would have no way of controlling the enlistment of Negroes, most of whom fall in the lower GCT classifications.

The number of Negroes in the Army which would result from the abolition of the quota is impossible to predict, as it would depend upon a number of variable factors. In any event, the Committee believes the solution to this problem is the substitution of a quota system based on the distribution of personnel in GCT grades as revealed by experience in World War II. By such a quota system the Army could at once assure itself of not getting too many low score recruits, whether white or Negro.

In order to control the number in GCT Grade IV, reenlistment of men in this category would have to be controlled. Therefore the Committee would suggest that:

1. A man in GCT Grade IV, completing his first term of enlistment and scoring below 80 in Aptitude Area I test, should not be allowed to reenlist.
2. A man with more than one term of enlistment who is in GQD Grade IV and scoring below 80 in aptitude area I test, be not allowed to reenlist except upon waiver by the Adjutant General in the interest of Army efficiency.

There is good precedent for such a policy in the GQD Board Report which unanimously upon the practice of allowing low score men to reenlist for repeated terms.

VIII. EQUALIZATION OF MENTAL QUALIFICATIONS FOR ALL THREE SERVICES

There should be parity of mental qualifications for enlistment in all three services, and the Navy and Air Force should accept low score personnel according to their ability to use them; provided, that final decision on this recommendation may await completion of the job analysis to be conducted by the National Military Establishment in the next year.

Purpose and Justification. There is a long-standing dispute between the Army on one hand and the Navy and the Air Force on the other, over the question of whether there should be parity of mental standards for enlistment and induction in all three services.

The Army has had to drop its entrance qualifications to GQD 80 in order to get enlistments. The Navy and Air Force have been able to keep up to strength with an enlistment standard of GQD 90. Moreover, the Army is required to take men at 70 under Selective Service. The Air Force and Navy are under no such legal compulsion.

The Army argues that the Navy and Air Force skim the cream of the manpower pool. Therefore, the Army wants a parity of entrance scores for all three services under both Selective Service and voluntary enlistment. Furthermore, it wants all inductees and enlistees allocated by mental grade to each service in proportion of the authorized strength of each service to the overall strength of the three services.

The Navy and Air Force reply that they should not be obliged to accept enlistments at GQD 80, when they can get men at GQD 70. They contend, further, that their services, being more technical than the Army, require men of higher mental qualifications.

The Department of the Army has stated to the Committee that if there were parity of entrance qualifications, it could abandon the racial quota.
A year ago the Secretary of Defense ruled that when all services were dependent upon induction, there should be parity of mental standards. Under voluntary enlistment, however, he ruled that there need not be common mental qualifications.

The Committee is convinced there is some justice in the Army complaint that the unequal standards for enlistment operate to the disadvantage of the Army. It does not agree, however, that low score men should be allocated to the services on such an arbitrary basis as the proportion of each service to the overall military strength.

The Committee believes the question of parity of mental standards for enlistment and the equitable division of low score men between the services may be much clarified by the job analysis which will be undertaken during the next year in all three services.

Present Status of Above Recommendations

On April 6, 1942, Secretary Johnson issued a directive to the Secretaries of the three services, declaring that "it is a policy of the National Military Establishment that there shall be equality of treatment and opportunity for all persons in the armed services without regard to race, color, religion or national origin," and directing each service to "amend its present practices and determine what further steps can and should be made in the light of this policy and in view of Executive Order 9981 ..."

The Secretary of Defense requested the services to submit to the Chairman of the Personnel Policy Board by May statements detailing their proposed implementation of the policy of the President and the National Military Establishment.

On May 11, it was announced to the press from the Office of the Secretary of Defense that the statement submitted by the Army in reply to the Secretary's April 6 directive was being returned for clarification. The Secretary asked that the Army supply the additional information by May 24.

A few days after this press release, the President's Committee forwarded to the Army through the Personnel Policy Board a tentative draft of its Committee's recommendations for Army action as a possible guide to the Army.
On June 7, Secretary Johnson, in a memorandum to the Secretary of the
Army, noted the measures proposed to broaden the utilization of Negro
men, but was forced to the conclusion that your proposals in reply to
my second memorandum on this subject still fail to meet the basic intent
of Executive Order 9981 and my memorandum of 6 April. Concluding,
the Secretary of Defense said: "Accordingly, I am asking you to restate your
position and your proposals and at the same time to consider very carefully
the informal suggestion one of the Policy Committes which, I understand, have
been made available to you."

Therefore, members of the President's Committee had a series of meet-
ings with representatives of the Department of the Army. Although the
Secretary of Defense had not a deadline of June 20 for the Army's third
reply, this was made available at the joint request of the Army and the
President's Committee.

The present status of the recommendations of the President's Committee
to the Army is as follows:

1. The Army has agreed to abolish Negro quotas for Army School courses.
   Moreover, it would restrict, as now, the assignment and utilization
   of school-trained Negroes to Negro units or overhead installations.
   Since the Army would limit the selection of Negroes for school
   training to the "military requirements" of Negro units and overhead
   installations, the quota system, for all practical purposes, would
   be continued in effect.

2. The Army has not yet specifically agreed to make all MOS available
to all qualified personnel without regard to race. It has agreed to
   "provide ... a suitable number of positions in each occupa-
   tional category field for Negroes." In order to find spaces for
   these new Negro positions, the Army proposes to activate new Negro
   units. This proposal would offset rather than curtail both the
   system of racial units and racial quotas.

3. The Army also proposes to accelerate the use of Negroes in mixed
   overhead installations by displacing a corresponding number of
   white personnel. The Committee believes this is designed to avoid
   assigning school-trained Negroes without regard to race. By dis-
   placing white personnel to make room for Negroes, the Army would
   discriminate against white soldiers.

4. The Army states that its proposals contemplate that all units, as
distinct from overhead installations, will continue to be racial
in composition, and the 10 percent Negro quota system will be
continued.
5. The Army proposes the formation of a board of senior Army officers to examine fundamental policies for the utilization of Negro manpower.

THE NAVY

The Navy's reply to Secretary Johnson's April 6 directive, like the Army's, on May 11, was returned for clarification. Shortly thereafter, the President's Committee submitted informally through the Personnel Policy Board the following tentative recommendations for the Navy's consideration:

I. RECRUITMENT FOR GENERAL RATINGS

The recruiting branch of the Navy should undertake a recruiting program designed to inform Negroes of the opportunities open to them in the general ratings, and to persuade them that Negroes are welcome in the Navy. To this end, some Negro commissioned officers and petty officers should be brought back to active service from the Reserve in order to help with the recruiting program.

Purpose and Justification. The Committee is persuaded that the Navy's racial policy as expressed in writing is sound. But the Committee finds it difficult to understand why a policy which is so progressive on its face has attracted only between one and two percent of Negroes into general ratings. The Committee can only conclude that the slow Negro enlistment rate in the Navy stems from the Negro's memory of the Navy as a white man's service in which the Negro was welcome only as a seaman. It is the Committee's conviction that this memory can be erased only by a vigorous recruiting program.

II. THE NAVAL OFFICERS TRAINING PROGRAM

The Naval recruiting branch should put forth efforts to attract qualified Negro students into its ROTC program.

Purpose and Justification. Although the Navy's Holloway Plan is one of the most attractive plans ever devised for subsidizing the college education of exceptional students, there are presently only seven Negroes who are ROTC students. Apparently the exceptional Negro high school student either does not know that the Holloway Plan is open to him or knowing it, doubts whether after completing his ROTC courses he will really be welcomed as a naval officer and be used as a line officer.
III. CHIEF STEWARDS

Chief stewards shall have all the perquisites and the rating of a chief petty officer.

Purpose and justification. The fact that a chief steward does not enjoy the rating of a chief petty officer has done much to cast doubt among Negroes on the Navy's published policy. There is no reason why, with adequate training, a chief steward should not be a chief petty officer.

IV. THE CUT-OFF SCORE FOR NAVY ENLISTMENT

The cut-off, or entry, score for Navy, Army and Air Force shall be maintained at the same level.

Purpose and justification. The present the Navy requires for enlistment an equivalent of CQI score 90, whereas the Navy's published policy requires a lower intelligence rating. The Committee is unable to accept this argument. If the Navy insists that it cannot efficiently conduct its operations under any other system, then, we believe, an independent firm of job analysts should be engaged to analyze all positions in general ratings in order to determine which functions can be performed by men with an intelligence score between the Navy's and the Army's cut-off points. As already stated, the Committee does not intend by this recommendation that any one of the services should lower the qualifications for its highly skilled positions.

Present Status of Above Recommendations

On June 7th, the Secretary of Defense announced that the Navy Department had proposed taking the following additional actions:

1. To promulgate a statement of the Navy Department's policy regarding minority races.
*2. To augment efforts to obtain Negroes to enlist in the Navy by the assignment of Negro petty officers to duty in the Navy Recruiting Service, ordering volunteer qualified Negro Reserve officers to active duty to assist in recruitment, and placing advertisements, posters, films, and pamphlets to attract Negroes to the Navy by use of photographs showing whites and Negroes working together in the Naval Service.

*3. To adopt greater effort to attract qualified Negro students to participate in the Navy ROTC program.

*4. To promulgate a directive to ensure that all members of the steward branch who are in all respects qualified are given an opportunity to change their rate to another rating branch.

*5. To change the status of chief stewards to that of chief petty officers.

*6. To disestablish within the Marine Corps the present separate Negro recruit training facility and integrate the training of Negro recruits with that of whites.*

The proposed directive to all ships and stations follows:

"It is the policy of the Navy Department that there shall be equality of treatment and opportunity for all persons in the Navy and Marine Corps without regard to race, color, religion, or national origin.

"In their attitude and day-to-day conduct of affairs, officers and enlisted personnel of the Navy and Marine Corps shall adhere rigidly and impartially to the Navy regulations, in which no distinction is made between individuals wearing the uniforms of those Services.

"All personnel will be enlisted or appointed, trained, advanced or promoted, assigned duty and administered in all respects without regard to race, color, religion, or national origin.

"In the utilization of housing, messes, berthings and other facilities, no special or unusual provisions will be made for the accommodation of any minority race;"
At the first session of the President's Committee on January 13, 1949, the Air Force laid before the Committee a proposed program for putting into effect the President's policy which the Air Force had drafted following the issuance of Executive Order 9981 and submitted to the Secretary of Defense for his approval.

When the Secretary of Defense later directed the services to present plans for implementing his April 6 policy statement on equality of treatment and opportunity, the Air Force resubmitted, with minor revisions, the proposals it had previously drawn up.

The Air Force policy provided that:

1. There would be no 'strength quotas' for minority groups in the Air Force troop basis.

2. While some units would continue to be Negro-only, all Negroes would not necessarily be assigned to Negro units.

3. Qualified Negro personnel should be assigned to fill any vacancy in any Air Force organization or overhead installation without regard to race.

4. All personnel in the Air Force would be considered on the basis of individual merit and ability and must qualify according to prescribed standards for enlistment, school attendance, promotion, and assignment to specific duties.

5. All personnel would have equal opportunity for appointment, advancement, professional improvement, promotion and retention.

6. Officers would be accepted into the regular Air Force in accordance with qualifications without regard to race.

The proposed program for effecting the above policy provided for:

1. The desegregation of the all-Negro 332nd Fighter Wing at Lockbourne, Ohio, and the reclassification and reassignment to training schools or major commands of the Air Force Negro personnel at Lockbourne.

2. The screening of all Negro personnel in each major command prior to possible assignment to service schools or white units.
3. The retention of Negroes in Negro units at their own request, or if required, because of their key position, for the essential functioning of the units.

Present Status of Above Proposals

This policy and program were accepted by the Secretary of Defense on May 11. The President's Committee has decided that it will await the completion of the program of reclassification and reassignment of Negro personnel, which is currently going forward, before considering any recommendations for further Air Force action.

Meanwhile it is watching with interest: (1) the variety and success of assignments for the flying personnel at Lacklern; (2) the extent of reassignment of Negroes in Air Force commands to white units and the number of Negroes who request reassignment in Negro units; (3) the number of Negro units which are kept in being; (4) the extent of new enlistments of Negroes for flight positions; (5) the extent of Negro enlistments for skilled ground positions in the Air Force.

Respectfully submitted,

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