

042 Replacement

ARMY REGULATION

No. 600-21

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, DC, 26 July 1973

PERSONNEL—GENERAL  
RACE RELATIONS AND EQUAL OPPORTUNITY

Effective 1 September 1973

*This is a complete revision of AR 600-21 and changes are made throughout. This regulation establishes the requirement for development of race relations/equal opportunity affirmative actions plans; contains guidance for the use of equal opportunity staff personnel; considers operation of equal opportunity programs as a criterion for evaluating leadership performance of military personnel; reaffirms offpost housing restrictive sanctions and action for full use of offlimits authority; requires compliance monitoring at every level of command; and also provides for equal opportunity for military women. Local limited supplementation of this regulation is permitted, but is not required. If supplements are issued, Army Staff agencies and major Army commands will furnish one copy of each to HQDA (DAPE-HRR), WASH DC 20310; other commands will furnish one copy of each to the next higher headquarters.*

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\*This regulation supersedes AR 600-21, 18 May 1965, including all changes; DA Messages DAPE-MPE 291329Z Du 70 (U), subject: Interim Change to AR 600-21; and DAPE-MPE 112030Z Feb 72 (U), subject: Interim Change to AR 600-21 (Change 3).

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## Section I. GENERAL

**1. Purpose.** This regulation—

*a.* Implements DOD Directive 1100.15, 14 December 1970, concerning equal opportunity policies and responsibilities within the Department of Defense.

*b.* Prescribes Department of the Army policies and procedures regarding race relations and equal opportunity treatment for military personnel and their dependents, both on and off post worldwide, and provides guidance to commanders for implementing this policy.

**2. Applicability.** This regulation applies to—

*a.* Military personnel of the Active Army and to all US Army installations and agencies worldwide.

*b.* Units and members of the Army National Guard and US Army Reserve when serving on active duty, active duty for training, full-time training duty for 30 days or more, or inactive duty training status.

*c.* Civilian managers and supervisors of military personnel and civilian employees who provide support services to military personnel.

**3. Principles.** Principles forming the basis for the Department of the Army race relations and equal opportunity programs are shown below.

*a.* The primary goal of all Army race relations and equal opportunity actions is the positive creation of an atmosphere of racial harmony; it is not the simple avoidance of racial disorders.

*b.* Army commanders at all levels are responsible for achievement of race relations and equal opportunity (RR/EO) objectives. The chain of command must continue to be emphasized as the primary and preferred channel for correcting discriminatory practices and for communicating on racial matters.

*c.* Army RR/EO activities are based on affirmative actions which go beyond nondiscrimination to planned and positive steps to identify and correct existing discrepancies and inequities as a matter of the highest priority.

*d.* An essential condition for the Army to accomplish its primary mission of national defense is the preservation of a high state of discipline and good order; the quality of discipline cannot be compromised in a drive toward social progress.

*e.* It is in the Army's interest to support the soldier's legitimate drive for individual and cultural recognition while emphasizing his role as a member of the Army team.

*f.* Effective implementation of the Army RR/EO program requires high level policy formulation, decentralized execution, maximum participation by all levels of command, and compliance monitoring procedures.

*g.* The primary emphasis of Army race relations education and training is the changing of behavior and the creation of an improved appreciation of individuals and members of groups as human beings.

*h.* Army standards for career development must be maintained at levels commensurate with the mission requirements of the Army. Establishment of dual standards or lower standards for minority military personnel is undesirable. This principle does not detract from actions to determine whether the standards are valid or to provide supplementary training or education which minorities may require to meet established standards.

**4. Policy.** *a.* It is the policy of the Army to provide equal opportunity and treatment for uniformed members, irrespective of race, color, religion, national origin, or sex. Accordingly, all personnel, male and female, consistent with law and physical capabilities, must be afforded equal opportunity and just treatment when considered for enlistment, appointment, discipline, professional improvement, promotion, career progression, schooling, assignments, retention, and separation in all components of the Army.

*b.* Discriminatory treatment, on or off post, directed against uniformed members or their dependents undermines morale, efficiency, and teamwork and therefore command effectiveness and mission capability. Offpost activities, including housing and public accommodations, in the United States or abroad, are either open to all soldiers and their dependents regardless of race, color, religion, national origin, and sex; or they will be placed off limits or on restrictive sanction. On- or off-post activities will be denied the use of military installations and resources if they discriminate either on the bases of their bylaws, rules, regula-

tions and constitution or engage in de facto discrimination as determined by the local commander.

c. The policies and directives pertaining to the Civilian Equal Employment Program will be observed by all military personnel who supervise civilian employees of the Department of the Army.

5. **Explanation of terms.** The following explanation of terms applies to this regulation.

a. *Establishment.* An establishment is any corporation, partnership, or other business entity, whether charitable, nonprofit, or created for profit; any school, training center, or educational institution; any clubs, any fraternal, social, or political group; any accommodation or association of persons, whether created formally or informally, which either recognizes itself as an entity or is recognized as an entity by the community at large.

b. *Goal.* An objective or planning target the Army strives to attain. It is realistic, based on attainability, subject to revision, and may be numerical. It is differentiated from a quota in that mandatory attainment is not required.

c. *Quota.* A definite fixed number, a fixed proportion, a fixed range, an upward limit or ceiling which restricts upward mobility or a downward limit which requires not less than a certain number. The major characteristic of a quota is the requirement for mandatory attainment.

d. *Equal Opportunity Programs.* Actions designed to correct structural deficiencies, eliminate personal and institutional discrimination against minorities and assure upward mobility of all qualified personnel.

e. *Race Relations Program.* Actions designed to eliminate prejudice and to promote racial harmony and attitudes supportive of Army objectives.

f. *Restrictive sanction.* Action taken by a commander to preclude Department of the Army personnel from entering into a new rental, lease, or purchase agreement with, or otherwise moving into, a housing facility, the agent of which has been found to have discriminated against Department of the Army personnel. Restrictive sanctions are effective against the agent and all housing facilities managed by that agent.

g. *Offimits sanction.* Action taken to preclude Department of the Army personnel from enter-

ing, visiting or patronizing a specific establishment or area.

6. **Responsibilities.** a. *Deputy Chief of Staff for Personnel (DCSPER), Department of the Army.* DCSPER has General Staff responsibility for plans, policies, and programs pertaining to the Army race relations and equal opportunity (RR/EO) programs.

b. *Director of Equal Opportunity Programs (DEOP).* The Director of Equal Opportunity Programs develops and monitors plans, policies, and programs designed to meet the RR/EO needs of the Army under the supervision of the DCSPER.

c. *All commanders.* Commanders at all levels are responsible for actively seeking early identification of discriminatory practices and initiating aggressive remedial actions to remove factors contributing to them. Conceptually, the commander is the command RR/EO officer, assisted by the members of his staff.

d. *Major commanders.* Major commanders will initiate RR/EO programs designed to meet the needs of installations, agencies and activities under their jurisdiction. Monitoring procedures will be established at all levels of command to insure that the programs are carried out effectively.

e. *CONUS installation commanders/overseas geographic commanders/unit commanders/heads of agencies and activities.* Commanders of CONUS installations, overseas geographic areas and units and heads of agencies and activities (less HQDA staff agencies with no command responsibility) will initiate RR/EO programs to promote racial harmony and to insure equal opportunity for all military personnel and their dependents. At each echelon, they will specifically—

(1) Insure that their personal policies with respect to race relations and equal opportunity matters are understood at all levels of their organizations.

(2) Insure orientation of personnel on Army policy regarding equal opportunity and treatment for military personnel and their dependents.

(3) Develop as an essential part of training and combat readiness, a race relations education program designed to promote racial harmony, reduce tension, and increase understanding of race/ethnic group differences.

(4) Establish procedures for the expeditious identification of problems and the processing and resolution of complaints concerning discriminatory practices and policies.

(5) Establish administrative and compliance monitoring procedures for assessing and reporting the status of RR/EO activities within the command, unit, agency, or activity.

(6) Develop information plans which provide for a continuous two-way flow of information concerning RR/EO plans, policies, and on-the-ground programs initiated within the command and by the Department of the Army.

(7) Insure that public information offices maintain a close working relationship with all local news media and, in particular, those serving minority groups.

(8) Consider establishing race relations councils to assist in improving relations and communications on and off post if appropriate.

(9) Insure that the RR/EO Program for military personnel and the Equal Employment Opportunity (EEO) Program for civilian personnel complement each other where appropriate.

**7. Affirmative actions plan. a. Concept.** The following concepts are provided for guidance in developing affirmative RR/EO plans.

(1) An affirmative RR/EO action is designed to go a step beyond nondiscrimination. It is a positive, planned action to identify and correct deficiencies in existing systems and policies to insure that each individual is given the opportunity for personal and professional growth based on his or her potential and capabilities.

(2) Race relations and equal opportunity actions are complementary.

*b. Development of plans.*

(1) Dynamic and viable race relations and equal opportunity affirmative action plans will be

developed at each installation, unit, agency, and activity down to brigade or equivalent level. Service schools at all levels will establish affirmative actions plans. Such plans will be tailored to local conditions and will be complementary to (but not a part of) equal opportunity plans for DA civilian personnel. The format of the plan will be similar to that of the HQDA plan and will include goals, objectives, milestones, and timetables necessary to insure program progress and to assist in compliance monitoring. Plans will be revised as necessary to indicate new actions, as well as actions that have been completed. Appendix A provides a sample format of a plan. In addition, the index to the DA Affirmative Actions Plan may be used as a guide (app B).

(2) Commanders and staff agencies are responsible for RR/EO matters falling within their functional areas and will actively participate in the development of comprehensive affirmative actions plans.

(3) Requirements for the development of the affirmative actions plans for units other than the Active Army will be outlined in Reserve Component publications.

**8. Efficiency report entries.** Commissioned and noncommissioned officers at all levels of command and supervision are responsible for implementing and supporting DA policies, practices, and procedures in support of equal and just treatment of military personnel and their dependents, both on and off post. Rating and indorsing officials when evaluating personnel under their command or supervision will consider the quality and effectiveness of an individual's leadership and support of RR/EO principles and policies in accordance with reporting procedures in AR 600-200 and AR 623-105.

## Section II. IMPLEMENTING THE RACE RELATIONS AND EQUAL OPPORTUNITY PROGRAM

**9. Race relations/equal opportunity staff personnel. a.** Personnel will be assigned primary duty as RR/EO staff personnel by commanders of units, installations, and agencies down to and including brigades and brigade equivalent units.

*b.* Race relations/equal opportunity staff personnel (not including clerks) will—

(1) Be either in grade O-1 through O-7 or

E-5 through E-9, or the appropriate civilian equivalent as published in staffing guides.

(2) Be selected carefully to insure that qualified and properly motivated personnel are assigned.

*c.* Equal Opportunity personnel within a single office should represent a racial-ethnic-age-sex mix (when possible) and, to preclude stereotyp-

ing, should be of a different racial or ethnic group than their immediate predecessors.

*d.* Command priority, commitment and involvement in equal opportunity matters are directly related to the positioning and use of equal opportunity staff personnel. RR/EO staff offices will remain in the DCSPER/G1/S1/DPCA family and will be positioned no lower than one step below the DCSPER/G1/S1/DPCA. Commanders retain the prerogative of elevating the RR/EO staff office to the personal or principal staff level if desired. In any case, the RR/EO officers will be positioned so as to have access to the commander.

*e.* Staff personnel responsible for RR/EO programs for military personnel will not be responsible for the Equal Employment Opportunity Program for civilian personnel.

*f.* Staff personnel assigned to RR/EO duties will not be assigned further duties involving other personnel related human development functions, such as drug and alcohol abuse, Army community service, and public information; nor should RR/EO personnel share the same office space with these other functions where practical.

*g.* The RR/EO staff will function as any other section within the command and respond to the RR/EO staff at the next echelon only through command channels.

**10. Race relations/equal opportunity staff responsibilities.** *a.* Advise the commander on RR/EO matters affecting military personnel, DA civilians (except matters within the purview of duties of the Equal Employment Opportunity Officer as defined in CPR 700, Chapter 713) and their dependents, and advise and coordinate with senior and subordinate commanders and supervisors.

*b.* Implement Department of the Army policies, programs, and procedures, and develop and initiate similar actions tailored to the needs of the command and local environment.

*c.* In coordination with appropriate staff elements, develop, monitor, and/or present RR education programs for the commander.

*d.* Develop, coordinate, and monitor implementation of local command and staff developed Affirmative Actions Plans.

*e.* Advise and assist other staff sections in handling matters pertaining to RR/EO.

*f.* Maintain liaison with offpost community organizations, institutions, minority group leaders/organizations and civic clubs in connection with the RR/EO programs.

*g.* Participate in councils and seminars concerned with on/off-post community activities and RR/EO matters.

*h.* Advise the commander on establishing compliance monitoring procedures by which to evaluate implementation and progress of RR/EO programs.

*i.* Monitor in coordination with appropriate staff elements the following programs/activities for impact on RR/EO policies and programs.

(1) Education and training (other than RR/EO training).

(2) Recreation.

(3) Morale and welfare.

(4) Complaints and complaint procedures concerning discriminatory practices on and off post, including equal opportunity in offpost housing programs.

(5) Military justice matters.

(6) Assignments, promotions, separations.

(7) Command and public information programs.

**11. Onpost implementation.** *a.* All onpost facilities and official activities will be operated without regard to race, color, religion, national origin, or sex (insofar as is practicable) and will conform to policy in paragraph 4. (The religious category does not apply to denominational service conducted by or supervised by Army chaplains (AR 165-20).)

*b.* CONUS installation commanders and overseas geographical commanders will take affirmative actions in accordance with the principles stated in this regulation to insure that discriminatory practices do not exist within their commands.

*c.* Establishments which take advantage of or use onpost facilities, whether on a reimbursable basis or otherwise, have the burden of satisfying the commander concerned that they do not engage in discriminatory practices. It is not sufficient to rely solely on the published bylaws, constitution, etc, of the organization. The commander concerned must also assess the organization's actual membership practices and its impact on the command.

**12. Offpost implementation.** The Department of the Army views offpost discrimination as a serious

detriment to morale, inimical to the welfare of Army personnel and, consequently, to combat efficiency. Every commander is responsible for combating discriminatory practices affecting his command, not only on post but in nearby communities. Commanders will be alert for discriminatory practices in offpost housing or public accommodations and are required to take vigorous action to eliminate discriminatory treatment of military personnel and their dependents (para 4b). As a minimum, the following actions will be taken to obtain these objectives:

*a.* Establish liaison with civilian-military councils and civic committees, and keep local news media fully informed.

*b.* Establish liaison with other Services and Federal agencies in the area, with a view toward adopting common policies.

*c.* Coordinate with state and local government antidiscrimination bodies in the resolution of offpost problems.

*d.* Solicit the cooperation of local officials, leading citizens, community agencies, and boards so that military personnel and their dependents are admitted to and assured service in, on a nonsegregated basis—

(1) All public accommodation facilities, such as hotels, motels, restaurants, business establishments, recreation/athletic facilities, and theaters.

(2) All community-controlled public facilities such as parks, swimming pools, and golf courses.

*e.* Establish relationships with local law enforcement authorities to insure that no actual or tacit support is given to community discriminatory practices. The maintenance of peace and order, except in areas under military control, remains primarily the responsibility of civil authority. Commanders, however, must provide for close cooperation and coordination with civil law enforcement agencies. Such a relationship should insure that incidents involving military personnel are handled expeditiously and that uniform treatment is accorded to all.

*f.* Insure that services, facilities, and transportation arrangements are free from discriminatory practices when Government funds are used to pay for services and facilities incidental to travel and accommodations of individuals, groups, and units

under orders and on official business in areas distant from home installations.

*g.* Insure that discrimination-free accommodations are provided for Armed Forces applicants for enlistment and to Selective Service registrants processed at Armed Forces Examining and Entrance Stations.

*h.* Insure that discrimination free accommodations are available for participants at official meetings and conferences sponsored by the command, and that military officials do not take part in conferences or speak before audiences if any minority group is segregated or excluded from the meeting or from any of the facilities used by the conference or meeting.

**13. Restrictive sanctions—offpost housing.** Title VIII of the Civil Rights Acts of 1968 and DOD Instruction 1100.16 address the practice of discrimination in offpost housing accommodations.

*a.* Commanders will use their "good offices" in contacts with individuals and agencies to insure the availability of nondiscriminatory offpost housing for all military personnel and dependents in the United States and for military and US citizen DOD civilians and their dependents overseas.

*b.* Referral listings for facilities available for rent, sale, or lease by an owner, manager, rental agency, agent, or individual that are maintained at Army installations, units, activities, or agencies will include only those available on a nondiscriminatory basis for all personnel. No facilities will be advertised on bulletin boards or in post newspapers or other Army-originated or Army-sponsored information media without first having been assured of open-housing practices. Assurances must be on file in an office designated by the commander and must be available for inspection.

*c.* Commanders will make it known that it is DA policy to combat discriminatory practices in the offpost community and to give assistance to military personnel who have been discriminated against in their efforts to purchase, rent, or lease offpost housing. In all cases, investigations to substantiate or refute allegations of discriminatory practices will be initiated within 3 working days after receipt of a complaint. Complaints will be forwarded for resolution through command channels or for processing by other appropriate governmental agencies. In all substantiated cases of discrimination in offpost housing, the commander

has the authority and the responsibility for immediately imposing restrictive sanctions. The term "restrictive sanctions" applies to offpost housing action taken by the commander in cases of validated complaints of discrimination. Once imposed, sanctions will remain in effect for at least 180 days, after which time an assurance of future nondiscriminatory practices may be solicited.

**14. Offlimits action—public accommodations.** Title II of the Civil Rights Act of 1964 and DOD Instruction 5525.2 address the practice of discrimination and segregation in public accommodations; e.g., privately owned establishments such as hotels, restaurants, gasoline stations, theaters, and places of entertainment.

*a.* If all reasonable efforts and alternatives have failed to eliminate offpost discriminatory practices in public accommodations, commanders are authorized and required to place the facility off limits. The commander concerned will insure that the facts surrounding the allegation of discriminatory practices are developed fully and that the individual or organization alleged to practice such discrimination is afforded a full and fair opportunity to challenge these particular allegations. Cases of discrimination and the resultant action by the commander, including the imposition of sanctions, will be brought to the attention of the local Armed Forces Disciplinary Control Board in accordance with AR 190-24.

*b.* Offlimits actions may be applied not only to establishments clearly serving the general public, but also to clubs, activities, and organizations which do so although they purport to be private establishments. For example, a club which opens its restaurant or bar to the public or otherwise generally extends guest privileges to nonmembers but which excludes individuals on the basis of their race, color, national origin, religion, or sex should be considered as serving the general public. The Army position concerning offlimits actions against establishments which falsely purport to be private clubs, fraternal or otherwise, and public accommodations with discriminatory policies and practices is as follows: If discriminatory practices off post are found to be directed at selected members of a command and all efforts at conciliation prove unsuccessful, offlimits sanctions are authorized and required. Commanders are authorized to place off limits any functions or activities sponsored by

bona fide private clubs which are open to the general public but exclude minority group members (e.g., a picnic, dance, etc., to which tickets are sold or which the general public could otherwise attend).

**15. Dependent schools.** Department of the Army policy supports the right of dependent children of military personnel to be assigned to and attend public schools on a nondiscriminatory basis. In implementing this policy, commanders of all Army installations and units in the United States will ascertain from local school authorities their procedures for assignment and transfer of children to public schools in accordance with national legal and regulatory requirements. In situations where these requirements have not been satisfied, commanders will use the influence of their positions to encourage local authorities to comply with the laws and regulations. In the event noncompliance continues, commanders will petition DA for onpost educational capabilities.

**16. Civil schools.** The following DA policy governs use of civilian educational facilities by military personnel involving the expenditure of appropriated funds.

*a.* No active duty military personnel pursuing an educational program at a facility that discriminates because of race in the admission or subsequent treatment of students will be assisted financially from appropriated fund resources (para 5c, AR 621 5).

*b.* Exceptions to this policy may be authorized upon approval of HQDA when the applicant has previously attended the institution in question and will suffer personal hardship through loss of earned credits if a transfer is required. Requests for exceptions will be forwarded to HQDA (DAAG-MG-G), WASH DC 20310.

**17. Legal assistance.** Within the framework of the legal assistance program, legal assistance officers may be provided to insure that members of the Armed Forces who are denied Federally protected rights are accorded due process of law. If the civil rights of members of the Armed Forces seem to be endangered and an appearance in court or other legal action beyond the authority of the legal assistance officers is required, the matter will be reported to The Judge Advocate General (HQDA (DAJA-JA), WASH DC 20310) for possible referral to the Department of Justice.

**18. Racial statistical data.** *a.* Racial data pertaining to individuals will not be published in instructions or orders. Authority to produce and maintain racial data and statistics is delegated as follows:

(1) Racial data on DA Forms: Deputy Chief of Staff for Personnel, HQDA.

(2) Racial data to manage RR/EO programs: Heads of DA Staff elements and commanders of installations, units, agencies and activities required to publish affirmative actions plans (para 6b(1)).

*b.* A copy of each current authorization made under this delegation of authority will be maintained by the agency or command concerned under file number 103-05, Policy and Precedent Files (AR 340-18-1).

**19. Complaints.** *a.* Individuals are encouraged to make maximum use of command channels for redress of grievances. Complaints of discrimination in offpost housing and public accommodations will be processed in accordance with AR 600-4 and AR 600-22, respectively. Each commander will

establish complaint procedures and insure that each member of his command is fully aware of manners of redress concerning complaints, including redress procedures when the complaint is against members in the chain of command. In all instances, the complainant will be periodically advised of progress made in resolving his complaint and of its final disposition.

*b.* Military personnel will be afforded free access to the inspectors general, RR/EO staff personnel, staff judge advocates, staff chaplains, and staff provost marshals.

*c.* CONUS installation commanders and overseas geographic commanders will maintain records necessary to reflect the number, type, validity, and disposition of discrimination complaints submitted by military personnel of their commands. These records will serve as a basis for summarizing complaints upon request by higher echelons.

**20. Reports.** *a.* Serious Incident Report—AR 190-40.

*b.* Sample Survey of Military Personnel—AR 600-45.

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**APPENDIX A**  
**Sample Format of an Affirmative Actions Plan**  
**EXTRACT OF**  
**DEPARTMENT OF THE ARMY**  
**AFFIRMATIVE ACTIONS PLAN**  
**Army Race Relations and Equal Opportunity**  
**Part I—Equal Opportunity**  
**Section IV—Career Development/Progression**

Action Planned	Proponent	Milestone	CY 72	CY 73	CY 74	CY 75	CY 76	Date Complete
<p>(a) Determine the distribution of enlisted personnel by racial group (white, black, other) sex, grade, and occupational specialty.</p> <p>(b) Determine whether the Training Selection System tends to channel minority group personnel into soft skill MOSs.</p> <p>(c) Determine whether there can be an even distribution of minority personnel in all MOSs without lowering entrance prerequisites.</p> <p>(d) Initiate a program to provide for a more equitable distribution of minority group personnel to correct current MOS imbalance (entry level).</p>	COPO DAPO-EP	Submit Status Report.	QTRLY	QTRLY	QTRLY	QTRLY	QTRLY	
		Provide Evaluation.	30 Jun					
		Conduct study of accessions.	30 Jun					
		Provide Status Report.	QTRLY	QTRLY	QTRLY	QTRLY	QTRLY	
<p>(e) Increase number of MOSs where enlisted women can be utilized.</p>	DAPO- PM	Conduct study & submit status report.	15 Aug					
<p>IV-8. Identify qualified minority group musicians for possible assignment to the US Army Band.</p>	OTAG DAAG	1. Review OPO rosters of "Project S" personnel and schedule auditions for those whose qualifications indicate good potential.	QTRLY	QTRLY	QTRLY	QTRLY	QTRLY	
<p>IV-9. Insure that minority officers are represented in all career branches, where feasible.</p>	COPO DAPO-OP TSG	2. Submit status report. Minority representatives assigned to each career branch. Submit Status Report.	QTRLY 31-Dec	QTRLY 31 Dec	QTRLY 31 Dec	QTRLY 31 Dec	QTRLY 31 Dec	

**APPENDIX B**

**Index of DA Affirmative Actions Plan**

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26 July 1973



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AR 600-21

The proponent agency of this regulation is the Office of the Deputy Chief of Staff for Personnel. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications) direct to HQDA (DAPE-HRR) WASH DC 20310.

By Order of the Secretary of the Army:

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*General, United States Army*  
*Chief of Staff*

Official:

VERNE L. BOWERS  
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