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NAVAL POSTGRADUATE SCHOOL MONTEREY CA
APPLYING ORGANIZATION DEVELOPMENT TO COAST GUARD AFFIRMATIVE AC-ETC(U)
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Relative to organizations' view of social responsibilities, Jay Nisberg sees three general deficiencies:

- 1) The lack of appropriate priority or emphasis on the management of human resources.
- 2) The lack of high quality programs covering selection, appraisal, individual development, career planning and other important factors in the management of people.
- 3) The lack of a set of overall objectives toward which organizations should be moving and a systematic plan for effecting change in the make-up of the organization. [Nisberg, 1975]

A unified systems approach to the most fundamental objective of managers - the acquisition and development of people - is needed, not only to meet social and legal obligations, but also to assure the future of your organization. [Nisberg, 1972]

In general, the Coast Guard would be wise to look toward a total systems approach in the HRM area which includes significant attention to equal opportunity and affirmative action issues. Its present affirmative action strategy will not produce change, it will largely maintain the status quo. A total systems approach offers the hope of changing the present pattern which has suppressed black participation in the officer corps. The advantages of a systems approach have already been emphasized by the Commandant in his policy guidance of 30 March 1979.

2. Organizational Climate

The future climate of the Coast Guard should reflect a positive effort on the part of the Coast Guard to carefully monitor affirmative action programs. The future climate should also reflect a continuing effort in the Coast Guard

to search for new and creative ways to eliminate prejudice and promote harmony among groups of people whose skin color happens to be different. How is this to be done?

Warren Bennis stated that organization development rests on three basic premises. The first is based on the evolutionary principle that every age develops an organizational form appropriate to its genius, and that the process of change requires us to revitalize and rebuild our organizations. The second premise is that "the only real way to change organizations lies in changing the climate of the organization - the 'way of life,' a system of beliefs and values, an accepted form of interaction and relating." The third premise is that "a new social awareness is required by people in the organization" [Huse, 1975].

This calls for changes in the Coast Guard climate if affirmative action goals are to succeed. A number of variables impacting on affirmative action and equal opportunity need to be addressed. These included, but are by no means limited to, feelings, job satisfaction and characteristics, expectations, organizational barriers, commitments, beliefs, attitudes, and values.

a. Resistance

Changes in the climate of organizations, however, do not come about easily. Internally few forces are driving to change the system but many forces work against change. As Chris Argyris points out, "many individuals are so 'systematically blind' to their own behavior that they are 'culturally

programmed' to behave in ways that considerably reduce the probability of change" [Argyris, 1971]. Nevertheless, to continue to operate effectively organizations must adjust to rapid change. The Coast Guard's Civil Rights Program Outlook (1982-1986) encourages the Coast Guard to be responsive to the sociological needs of the society at large.

The present trend in sociological changes indicates a need to provide responsive leadership which relates to attitudinal changes of the population from which we employ. ... it is the area of sociological change which requires the Coast Guard to become more people-oriented and develop an increased sensitivity to social and humanitarian issues. [Coast Guard Office of Civil Rights' Program Plan Summary, 1979]

The future state demands that leadership in the Coast Guard be sensitive to the needs of blacks.

In general, there is a need to reemphasize race relations since there is mounting evidence that support for equal opportunity is on the decline. Interviews with minorities in the services indicates that they feel their services are backing off from their usual front running position in equal opportunity and race relations [Scarborough, 1976]. In particular, the Coast Guard must continue to research its own climate and determine what programs are necessary to insure viable and effective equal opportunity and affirmative action stances which reflect fairness and equity for all groups and individuals.

Concomitant with a decision to proactively adopt and support affirmative action, the Coast Guard must take steps

to insure that its officer corps is attitudinally prepared to accept greater numbers of black officers in the Coast Guard.

b. Objectives

One recognized approach for affecting attitudes is through training. Training (to be discussed in further detail later) must emphasize new attitudes and foster the appropriate links and bridges between whites and black which are vital to black upward mobility and development of their full potential. To begin, the Coast Guard needs to provide a climate where the black officer, upon entry to the Coast Guard, can expect the same treatment and upward mobility as any other officer. They should believe that if they apply themselves fully they will advance to the 0-6 levels and above. Whites already have this expectation.

The Coast Guard has an obligation to even out the odds for blacks who have executive potential. From his own experience as a black executive in a large corporation, Edward Jones drew up the following as steps an organization could take to help combat the ineffectiveness of current equal opportunity efforts:

1) Unquestionable top management involvement and commitment. The top executives must have well thought out strategies, not lip service.

2) Direct two-way communications between top management and black trainees must be instituted to help counsel the potentially crippling paranoia away which blacks may feel on occasion from an insensitive white culture.

3) Appraisal of managers on their contribution to the company's equal opportunity objectives. Companies should use the appraisal system to make the welfare of the black trainee coincident with the well-being of his superior. Such action

will probably receive heavy resistance from middle managers and lower level managers. But managers are appraised on their abilities to reach important objectives; and more significantly, the inclusion of this area in appraisals signals to everyone involved that a company is serious! Failure to take this step signals business as usual and adds to any credibility gap between the company and black employees. Tying managers equal opportunity contributions to the appraisal system also motivates the trainee's superior to "school" him on the realities of the political process in the organization.

4) Avoid the temptation to create special showcase-black jobs. Line jobs provide experience and reality testing which develop confidence required in positions of greater responsibility.

5) Select assignments for the new black manager which are challenging, yet do not in themselves increase his chance of failure. [Jones, 1976]

Once the Coast Guard begins to increase its number of black officers, the achievement of these and similar objectives is the kind of organizational support critical to blacks to help them reach their potential.

To assist in determining which particular objectives need to be addressed and to help guide the future policy and decisions in equal opportunity and affirmative action, an ad hoc committee could be appointed. The committee would operate similar in nature to the Professional Military and Training Advisory Committee (PMTAC) which advises the Coast Guard Academy on its cadet military and professional training. The added support of a committee, sensitive to affirmative action goals, could provide further insight on developing a Coast Guard strategy surrounding equal opportunity and affirmative action issues to those officers and civilians already involved in equal opportunity. A commitment along these lines

is also a signal indicating the Coast Guard is serious about affirmative action.

Equal opportunity for black officers in the Coast Guard will not be achieved until top leadership recognizes the organizational, interpersonal, and intrapersonal barriers to change that exist in the Coast Guard. Identifying these barriers is as important as the black officer recruitment effort. This will require a particular effort aimed at diagnosing the present selection practices and work environment. Some of the areas that should be examined to determine if real or potential barriers to black officer upward mobility exist include:

- 1) Performance appraisal system
- 2) Career tracks and lines of progression
- 3) job requirements
- 4) supervisory attitudes and/or biases
- 5) employee resistance
- 6) peer and work group barriers
- 7) social barriers
- 8) psychological barriers [Albrecht and Hall, 1979]

Also relative to organizational climate, Neely and Luthans describe a "third phase" of affirmative action/equal employment opportunity (AA/EEO) that is necessary to achieve if an organization is to reach an effective, long lasting approach to AA/EEO. In their view, the third phase requires a planned change or organization development effort that results in the following:

- 1) The organization changes its human, interpersonal climate to one in which the unique contributions of minorities and women are sought and welcomed.
- 2) Management begins to share its decision-making power with minorities and women who are placed in positions of power and influence.

3) The organization accepts and affirms pluralistic values, styles, and standards, believing that it may experience a desirable synergistic effect as a consequence.

4) The organization ensures an equitable distribution of opportunities for advancement and growth, availability of resources, and rewards for accomplishments.

5) The organization adopts policies, programs, and practices that are flexible enough to be responsive to the needs of all, both inside and outside the organization.

Neely and Luthans argue that organizations must become more sensitive to the needs and values of their third phase AA/EEO objectives. They cite, as one of the most effective ways to reach their objectives, the organization development technique of survey feedback. Research has generally substantiated that timely-goal related feedback can improve performance and motivation toward the goals that are sought [Neely and Luthans, 1978].

c. Feedback

The U.S. Army has been using a management instrument known as RAPS - Racial Attitude and Perception Survey - to monitor the racial climate of their units. It has proved efficient and useful and they now have introduced an abridged version of the survey known as RAPS2. The important point is that the Army is using a survey to gain feedback on their racial climate and using this feedback to assist their commanders in overcoming racial discrimination problems and organizational barriers to minorities [O'mara, 1978].

In general, feedback data can be analyzed to identify barriers to goal attainment in affirmative action and equal opportunity. It can also be used to develop new ideas

toward goal attainment as well as determine where the system needs encouragement and who needs to be rewarded [Luthans and Neely, 1978]. Not only is a survey a good method for evaluating the equal opportunity climate, it also can serve as a valuable vehicle for increasing awareness of the affirmative action and equal opportunity issues. In order to improve the Coast Guard's performance in these areas with respect to officers, the Coast Guard needs to know more than the fact that it is deficient in some areas. It needs to know why, and survey feedback is one excellent way for increasing understanding and awareness.

d. Defensible Plan

In terms of the legal climate, the Coast Guard must have an effective, well developed and implemented affirmative action plan. Having a strong and defensible affirmative action plan is a good defense against litigation in the future. To support such a plan, top leadership must begin to build in the Coast Guard's budget an ever-growing commitment to the equality of opportunities and to the expansion of those opportunities within the Coast Guard. Special training programs, ROTC programs, etc., would surely add to the budget and be a cause for concern. But top leadership must reflect on the positive side which considers an enhanced public image, better community relations, higher black retention, and an overall feeling of being in an organization that is more fair and equitable.

e. Issues

But in the effort to "energize" the Coast Guard toward the full use and implementation of an affirmative action philosophy, there may be some inherent issues overlooked. One of these is the effect that affirmative action may have on the person who is hired as a result of affirmative action. Once a black feels that he or she has been hired only to fulfill government legal requirements, that person may begin to feel frustrated and angry. Every employee wants to feel valued by the organization for his or her own unique abilities. If this feeling is absent their spirit and motivation becomes reduced, the job becomes meaningless and they ultimately lose their own self-respect [Clark and Perlman, 1977]. But if a person knows he deserves his job because of merit, ability, and potential for success, that person will have the self-respect needed to perform well. The argument of reverse discrimination can be very counter-productive and deceptive in making people believe that only the "best qualified" are hired. One way of handling this problem is to emphasize to persons receiving preferential treatment that they would have been best qualified if they and their forefathers had not been victims of discrimination and injustice. Then, those blacks selected preferentially for admission to the Coast Guard officer corps can have "the appropriate and secure feeling that, whatever detractors may say, they are getting what they deserve" [Jones, 1977].

However, the burden to implement affirmative action is not entirely on the organization and its leadership. The black has an obligation too in the future state. He or she must be willing to exercise understanding and patience toward the organization and the efforts it is making. The black must assume that the organization is acting in good faith, unless proved otherwise, and show a lenient attitude toward it.

The individual must also acknowledge that the whole organization process is a process of building - building new attitudes, building new career paths and opportunities, and building a future of mutual trust and respect - and that building something of true strength and real equity takes a very long time.
[Clark & Perlman, 1977]

LT John Williams, USCG, said it well when he advised black officers to "get out there, develop the power of excellence, and use it to climb to the top. Develop short and long range goals. Become aware of the many educational programs available to increase your chances of success, both in the Coast Guard and out. Read the professional publications and become aware of trends within the Coast Guard, then request those assignments that are career enhancing" [LT Williams, 1979]. LT Williams has hit upon the implication for black responsibility once given the opportunity to develop themselves. The Coast Guard has to provide the opportunity. This much is owed blacks.

3. Recruiting

The task for future state officer recruiting is to somehow make the Coast Guard relatively more attractive to

blacks than it has appeared in the past. Present state recruiting revealed a vigorous recruiting effort but in examining its background, philosophy, and organization several new directions should be considered. However, it would be a poor assumption to think that the total solution to increasing black participation in the officer ranks can result from a revision in the recruiting strategy alone. Future state recruiting is certainly an important part of the whole systems approach in implementing affirmative action and needs to be pursued as forcefully as it is today. Affirmative action is not license to select unqualified candidates. The challenge to recruit highly capable black officer candidates to apply to the Coast Guard officer programs is still an instrumental part of affirmative action.

a. Pool of Candidates

Presently, the pool of potential black candidates is large and increasing. By 1980 it is expected to be 1.44 million blacks between the age of 17 and 21. This represents a 32% increase over 1970 [Hester, 1977]. But this has not made the Coast Guard's job any easier since the competition for the qualified black high school and college student is keener than ever before and demands an active recruiting policy.

Nevertheless, in future state recruiting the Coast Guard must begin to examine some of its own assumptions about the size and quality of the pool of potential

black candidates. For example, in 1971 there was a study produced by Fred Crossland which asserted that minorities scored about 1 deviation below the mean of the rest of the population on academic aptitude and achievement tests. This led to the conclusion by some that there were only about 1,200 black high school seniors who met the prima facie requirements for admission to the service academies. But Arthur Hester pointed out that there was little substantive evidence to support this figure. A temporary special admissions committee at West Point (1968-1976) determined that there were sufficient numbers of black students who were both capable and desirous of attending West Point. The first year it operated (1968) there was a five-fold increase in the number of black cadets at West Point and the following years saw a relatively stable number of blacks enter West Point. The special admissions committee was so successful that its function was institutionalized in 1972. It was disbanded in 1976 after having vastly increased the number of black cadets at West Point. One principal assumption it operated under was that the reported size and quality of the black pool was in error [Hester, 1977].

In 1979 only 1,827 black high school students were identified as eligible for admission to the Coast Guard Academy [Cheatham, 1979]. Limiting the Coast Guard's horizons to thinking that only 1,827 black high school students in America were academically eligible for the Coast

Guard Academy is counter-productive and almost ludicrous. "Academically eligible" is an absolutely fuzzy term. There may only have been 1,827 black high school seniors who satisfied some combination of test scores (it speaks nothing of high school rank, initiative, motivation, etc.) but there are thousands upon thousands of black students who are academically capable for admission to the Coast Guard Academy. For example, when the Coast Guard Academy rejects a black to the class of 1982 when his college board scores are 530 verbal, 620 math it is not rejecting "academically ineligible" blacks. It is rejecting an academically eligible black who, in this particular year, was not high enough on the rank ordered list of those selected.

What incentive does a recruiter have to recruit a black who has college board scores in the middle 500s and who may be highly capable and possess the other qualities (e.g. leadership) that the Coast Guard looks for when he or she realizes these scores do not normally make the cut? The recruiter is perhaps prone to thinking that this student is "academically ineligible." Future state recruiting calls for an examination of the Coast Guard's assumptions about the size and the quality of the pool of black candidates. Recruiters should be enthusiastic about recruiting those 1,827 superstars but they should feel equally enthusiastic about recruiting the thousands of other talented black high school students whose academic test scores reflect the

capability of meeting the academic requirements at the academy. Affirmative action would provide added incentive to the recruiting community since they would begin to see success for their efforts.

b. Personalized Approach

Another direction the Coast Guard should take in its recruiting strategy is to attempt to personalize its approach. More key people should be personally involved. According to Dr. Cheatham, a professor at the Coast Guard Academy who has researched the college recruiting climate, Georgia Tech. University enjoyed great success in its effort to recruit top flight black high school students. It was successful largely because the dean of admissions, the deans of the different schools, engineering, etc., and specifically assigned admissions counselors made special and personal contact with those students.

Just as Captain Otto Graham might call a highly sought after high school athlete, the Coast Guard's director of admissions, the dean, and even the superintendent might call or visit a potential black cadet and/or his parents. The extra attention could have substantial impact in attracting increased numbers of blacks to the Coast Guard Academy.

In regards to OCS, a district commander or one of his senior ranking officers could occasionally become similarly involved.

The idea of contact with the parents of the black student should be seriously considered in almost all cases.

The choice of college is influenced by several variables (e.g., friends, parents, relatives, teachers, guidance counselors, etc.). In a 1976 study on the Alabama freshman class it was found that blacks are influenced by their parents as to choice of college more so than any other factor. In contrast, whites were more influenced by their friends than their parents [Hester, 1977]. Parents certainly can appreciate the value of a service academy education. If personally contacted by the recruiter and senior Coast Guard officials, they may help the Coast Guard turn the corner on black recruiting. In short, don't just recruit the students, recruit the parents too! This strategy brings to mind "Lefty" Driesell, the basketball coach at the University of Maryland who is famous for his ability to recruit outstanding athletes. He has stated that the key to his success was developing a relationship primarily with the parents.

c. Training

Other future state considerations must include the training of the recruiters, the reward incentives, and the direction of their recruiting efforts. But even before the training element is considered, particular emphasis needs to be placed on selecting recruiters with personalities compatible with the "selling" aspect of their job. They must show special skill and aptitude for a recruiting assignment. To a degree this is done today, but the screening process could be more formalized.

In addition to present state training, which includes "salesmanship" the non-black recruiters must be made to feel comfortable when they recruit in largely black environments. This calls for special training in race relations (see Future State Civil Rights Training) and particular emphasis on civil rights legislation and affirmative action requirements. They too must understand the management of affirmative action. It seems plausible that a recruiter will spend time where he or she feels comfortable and making a non-black recruiter feel comfortable in a black environment may provide additional recruiting payoffs. Interestingly, many private companies insure that their recruiters are familiar with civil rights laws and practices [Northrup, 1974].

One favored recruiting technique in private practice has been the "I Spy" (from the television show) concept where two recruiters, a black and a white work together as a team. They both should have sound knowledge of the organization as well as the civil rights laws. And as serious recruiters both should be familiar with current problems and current thinking of blacks. This includes a familiarity with black literature [Calvert, 1972].

d. The Billet

Certainly the billets for officer recruiting must be made career enhancing, especially if the Coast Guard desires to continue having an emphasis on maintaining black officers as recruiters. The strategy of having a black officer representing the Coast Guard in a black community is still an

important recruiting consideration. But the officer should recruit in both black and other communities. Black officers should not be depended upon to bring in all and only blacks into the officer ranks. This would be hypocritical. However, blacks should feel that they occupy billets which can provide upward mobility. Perhaps this argues for making tours in recruiting more than a one shot occurrence. The Coast Guard could require repeat tours in recruiting and consider recruiting part of a human resource specialty. The specialty gives credibility and the repeat tours provide additional expertise for improving future recruiting.

e. Additional Sources

The question comes up occasionally as to where Coast Guard recruiters should be spending their time recruiting for black officers. Is the Coast Guard fishing in the wrong lake? Is it fishing in enough lakes? One senior Coast Guard officer thinks that the Coast Guard should be concentrating outside of urban centers and begin concentrating more in middle class American neighborhoods. Another pocket worth investigating is the junior college graduates.

Don't overlook the public community colleges-- even though they may not normally be a major recruiting source. The majority of all new students entering public colleges today choose a two-year college. Some feel that the community colleges may be the single most important source of higher education for minority group students. One source indicates that 'a quarter of all black collegians are concentrated in public two-year colleges in three cities, New York, Chicago, and Los Angeles. In virtually every large American city - Cleveland, St. Louis,

San Francisco, Philadelphia, Miami, Dallas -
more blacks study at public community colleges
than at all nearby institutions combined.
[Calvert, 1972]

f. New Programs

Certainly paralleling the recruiting efforts for the academy and OCS should be the serious consideration of special programs. VADM Scarborough, the vice-commandant, and Captain Waldon like a concept similar to the Marine leadership school to bring blacks into the Coast Guard [Capt. Waldon, 1979]. ROTC type training established at minority institutions has also been suggested [LT Sapp, 1979]. The Coast Guard could establish a special tuition program for disadvantaged students. It could pay for a student's college tuition for the four years with the obligation to serve three years in the Coast Guard as a commissioned officer. And finally direct commissioning once again has been mentioned, both to bring in badly needed black role models at more senior levels and to increase black junior officer participation. Examining these many considerations and recommending guidelines for each could be effectively done by the ad hoc committee which was suggested earlier.

g. Time for Success

Regardless of what innovative strategy is devised to attract more black applicants, it will prove self-defeating if the selection system remains rigidly inflexible and continues to say no, with rare exception, to a particular group. The danger is, that after a while, the recruiting teams simply go through the motion and less and less blacks even apply. Keeping

the adage in mind that success breeds success, it is time for future state black recruiting to see some success. Recruiters must be able to feel positive about their contributions to established goals.

4. Selection

a. Redefinition

The Coast Guard urgently needs a careful examination and redefinition of its selection process for bringing cadets into the academy and OCS officers into the Coast Guard. The present selection processes reflect a certain quality of impenetrability for blacks. This is true because the traditional weighting factors surrounding what the Coast Guard defines as "qualified" are not appropriate. They work to disproportionately exclude blacks from the academy and OCS.

Perhaps most important in redefining the selection process is the necessity to insure that the future state selection process is compatible with affirmative action goals and guidelines. The Coast Guard must get serious and recognize that it cannot reach its established goals for minority officers unless it does something different. As it stands now the overemphasis on academic predictors and a merit selection process combine to practically eliminate all black applicants from entering the Coast Guard's officer ranks.

Since decisions about selection, training, job placement, promotion, transfer, and job redesign all are encompassed by our broadly conceived system of selection and placement, it should be clear that differentiation is central to its effective administration. I shall never cease to be amazed by those persons who, in the name

of equal opportunity, advocate undifferentiated treatment of all persons, men and women, black and white, old and young, with apparently no regard for the greater accuracy to be gained by taking varying factors, depending upon each person's unique pattern of individuality, into account. Those who argue in such a vein confuse valid and useful differentiation with practices of unfair discrimination. [Dunnette, 1970]

If the Coast Guard is to consider itself an institution which trains the leaders of tomorrow, then black leadership must be equitably and fairly included. In particular, the Coast Guard Academy, which is both elite and traditional, two elements which traditionally work to the disadvantage of blacks, has to shed its image of inflexibility.

One academy official in admissions described the academy as a "unique" institution, absolutely fair to all candidates, and that no changes to the selection system were necessary. When asked about affirmative action he implied that the academy was exempt from affirmative action. In contrast, a faculty member, Dr. Cheatham, stated that the admissions process is characterized by rigidity. Relative to the effort to increase black representation in the cadet corps, Dr. Cheatham stated that "they (admissions) are trying to do a non-traditional job with traditional methods. They need to be innovative" [Cheatham, 1979]. Certainly the subject of standards for minority evaluation and admission has generated much controversy. Nevertheless, an active reevaluation of selection standards is sorely needed if the Coast Guard is to successfully practice affirmative action in the officer corps.

Affirmative action has in effect accomplished in American industry a reevaluation of concepts, ideas and employment standards in order to take in people who were formerly kept out. [Northrup, 1974]

b. Predictors

In 1969 a U.S. Military Academy study indicated that the most efficient predictors of black academic performance would be a specifically weighted formula based entirely on black grades. The study concluded that regular predictors are better for predicting white performance than black performance [Hester, 1977]. Golden and Widasky (1976), in analyzing types of errors in the selection of minority students showed that the use of SAT scores and high school rank resulted in reducing the number of students who would ultimately fail. But it also increased the number of individuals who would have passed but were rejected [Hester, 1977]. Hester concluded that a particularly fine screening selection process was detrimental to blacks, as it increased the false negatives in this group more than in others. The selection system, according to Hester should not be so fine-tuned as to reject blacks who are capable of being successful.

However, there is an apparent unwillingness to take risks with greater numbers of black students at the Coast Guard Academy (CGA). The director of admissions, Captain Getman, has a real commitment to increasing the number of blacks at CGA but at the same time wants to maintain the high academic standards of the academy. As indicated previously, the selection process at CGA relies heavily on standardized tests.

Even the 40% whole man concept is contaminated by the influence of the tests as well as the existence of a natural bias in the selection system to prefer whites. It is a natural facet of selection perception to prefer people like oneself [Blodgett, 1972] and very few black officers serve on the cadet evaluation board.

One way the standardized tests hurt blacks in the selection process is, for example, that SAT college entrance examinations tend to subtly place inner city or rural South black students at a disadvantage [Nason, 1976].

Colleges and universities, when challenged on the number of black students they have, are quick to point out the inadequate preparation of blacks. This condition, coupled with the institution's dedication to academic excellence as a goal, cannot help but skew the student body in favor of the whites. Admissions officers currently lament this seemingly insoluble dilemma in black admissions; on the one hand, a directive to increase black admissions substantially, and on the other hand, the directive to maintain and improve the academic quality of entering classes. As has been pointed out, there is no question that the average black precollege education is relatively deficient compared to that of the average white.

However, the admissions offices often add to their problem through the selection criteria used, and thus needlessly deny blacks admission. The most widely used and heavily weighted admission criterion for most institutions of higher education is the SAT. Many admissions officers admit that, even for white middle-class applicants, the SAT does not effectively predict future success. However, for blacks, the SAT is a highly inaccurate predictor of their ability or potential success in college. This inaccuracy is based on the fact that the SAT has been standardized for the traditional college students and their backgrounds. This means relatively affluent whites with college preparatory high school background. It also

means that the test was standardized on middle class values, aspirations, and behavior patterns. Thus, able black applicants have a severe handicap if they come from other walks of life and environments. [Nason, 1976]

c. Special Admissions

The time and circumstances call for the establishment of a special admissions committee at the Coast Guard Academy to specifically increase black participation. It should be an experimental program to run for at least six years, providing for a longitudinal study of the results. Coupled with this special admissions policy has to be an adequate support system for these cadets to be maintained through graduation. (The last time blacks came to the academy via a special admissions route [1975, 1976] the academy was not prepared to provide the necessary support and their rapid departure was considered demonstrative of their failure only.) Providing for a support system for these cadets has far reaching implications and will require an academy-wide effort to help see the program through to success. Remembering that the future state is a period one to three years hence, some of the parameters for success include:

- 1) Making a special effort to increase their technical and interpersonal competence, if necessary.
- 2) Carefully monitor their academic progress. Conduct informal meetings between black cadets and faculty.
- 3) Insure black and white cadets are being trained via their leadership curriculum to understand affirmative action. This may require special training for battalion officers.

4) Establish a special assistant to the superintendent to assist and coordinate the support efforts of minority students. (Perhaps this billet could be established using OMB money specifically designated to enhance minority representation in the Coast Guard.)

5) Insure that each department at the Academy has affirmative action objectives.

6) Provide the faculty and staff the necessary training so they do not resist this change.

The affirmative goal at the Academy for its black cadets has to be a graduation goal. A recruitment goal alone is insufficient.

As for maintaining credibility, if the Coast Guard did a study it would find that most of the elite schools (e.g., Harvard, Dartmouth, MIT, Stanford, etc.) perform affirmative action without any loss of credibility. If anything, they probably enhance their credibility.

A special selection committee should also be screening applications from blacks to OCS. One important task it would face would be to determine valid criteria in order to establish minimum cut-off scores which are still indicative of successful performance as a Coast Guard officer. This may take years of experimental study and will require risk on the part of the Coast Guard. Establishing validity in the OCS selection process will at least help to eliminate the current situation which produces negative effects when it becomes "known" that blacks were selected from below the (arbitrary) cutoff for OCS selection. While increasing the number of blacks through OCS the Coast Guard will also have to insure that the "ideology of differentness" which unfortunately exists, to

some degree, between academy and OCS graduates does not limit their upward mobility. The extension and integration process should not screen out blacks who are otherwise qualified. OCS will have to build in a support system compatible with affirmative action goals. The Coast Guard must also encourage and reward its commanding officers to nominate more black enlisted. This may require commanding officers to more actively participate in preparing and developing some of their black enlisted educationally prior to their applying to OCS.

And finally, how many black officers is enough? The answer lies in the fact that affirmative action is not a matter of wanting only just so many blacks. The established goals should be looked upon as minimums because the circumstances demand an acceleration of black selection. For purposes of illustration, if a four year college was to raise its percentage of minorities from 4 to 15 percent, one-quarter of the incoming freshman class must be minority to do it in two years, 45 percent to do it in one year [Schelling, 1978].

In general, the Coast Guard must be willing to take risks with some black applicants and also expect and accept a higher attrition rate among blacks during the affirmative action years. In taking risks we may learn more about the weaknesses of the present selection system and ultimately achieve a fairer selection system.

A wise society will act to change its institutions without destroying them in order to realize new goals.
[Ginsberg, 1978]

5. Assignment

First and foremost, an affirmative action strategy needs to be a part of the officer assignment process. The position of assigning more blacks to visible operational jobs as opposed to recruiting or staff jobs in headquarters is gaining support. However, certain other assignment practices compatible with affirmative action principles could be undertaken. The numbers of blacks assigned to advanced training (e.g. postgraduate school, Naval War College, etc.) and command positions should be examined. (This relates to selection practices as well since many assignments occur as a result of selection board decisions.) These practices, similar to recruiting could be tied to goals and timetables.

a. A Measuring Technique

One technique, a measuring tool to help reduce institutional discrimination, was developed and studied by Peter E. Nordlie et al. [1974]. This measuring tool requires a comparison between the actual number of personnel actions of a certain type - assignment to command position, for example - with the "expected number" for a particular group if there was only chance variation. In the Nordlie Study, fewer blacks were assigned to command position (U.S. Army) than the expected number based on the proportion

of blacks among those eligible. Former Secretary of Defense for Equal Opportunity, H. Minton Francis, expressed that "it is that kind of hard to explain difference which exemplifies what we mean by institutional racism" [Air Force Times, 10 May 1976]. The Coast Guard, in its approach to assignments to command or advanced and special training, must be wary of the effects of those assignments on the black officer population. Incorporating a technique similar to the Nordlie instrument on the officer assignment process would be a step in the right direction.

b. Standards

One other consideration in future state assignment policy and practice centers on the attribute of fairness. This attribute is not a normally examined qualification for any assignment as it is difficult to assess. Nevertheless, it deserves particular attention and priority in the assignment of an officer to a critical, influential billet affecting other people's career paths. Examples of these billets include assignments as commanding officers, assignment detailers, personnel officers, etc.

One option to test fairness would be to screen an officer's behavior as to whom he promotes, whom he assigns to training, how he administers non-judicial punishment, etc., to determine if any trend of bias or impartiality exists. Another option would be to administer a standardized test instrument on fairness to officers if one were found to be valid.

6. Promotion

a. Fully Qualified vs Best Qualified

No officer should be promoted who is not competent or qualified for the duties inherent of the next rank. However the more subjective distinction between "fully qualified" and "best qualified" may be too exclusionary for promoting some black officers fairly. Rear Admiral R.H. Wood, USCG, has stated that "there is still a defensive reliance upon 'standards' and a strong position about not intervening in the 'system'...I think that perhaps we should be looking at such devices as direct commissioning (of minorities) and making certain that when a number of candidates are 'qualified' that an argument for 'best qualified' is not being used in reality as an excuse for continuing the long term discrimination which has existed for so many years" [G-A/83 Coast Guard Memorandum dated 19 Dec. 1978]. The evidence is fairly strong that performance ratings of blacks by whites may not accurately reflect the quality of their performance. Studies [Hamner, Kim, Baird, & Bigoness, 1976; Richards & Jaffee, 1972; Parker, 1976] point out that black performance is often undervalued [Ford & Bagot, 1978].

In the future state the Coast Guard affirmative action strategy should include the promotion of all black officers who are fully qualified. This policy is needed to insure that every attempt is being made to achieve a better

balance in the higher ranks. There may be some initial difficulty with working out the mechanics of this policy in the promotion system but this can be worked out. Most people will be willing to accommodate some degree of perceived unfairness, temporarily, if they believe it is in the interest of fairness and equity in the organization in the long term. Characterizing this policy as "reverse discrimination" is only avoiding the responsibility to implement changes and accommodate affirmative action goals. Affirmative action requires top leadership to take strong action stances and change certain priorities to insure affirmative action goals are reached.

b. A Management Information System

One difficulty for upper management in the Coast Guard in assessing the total picture related to black upward mobility is that they lack an adequate management information system. Statistics concerning promotion and other important areas on blacks are difficult to locate, perhaps because in some instances the Coast Guard does not keep them. Regardless, decision-makers and policy-makers in the Coast Guard must be aware of the complete set of facts on black officer progress. The "eyes wide open" definition of affirmative action applies. Thus, statistics concerning blacks' fitness reports, promotions, extensions, integration, attrition, etc., must be made easily available, not spread out in various Coast Guard divisions and locations, or unrecorded. The Coast Guard needs a consolidated report which reports out on the various programs each year by

race, not by minority. The reporting of information on how black officers are faring is vital to affirmative action.

c. Fitness Report

Moreover, the fitness report form used in the Coast Guard for evaluating officers needs to better reflect the performance of officers on how they develop and train black officers whom they evaluate. An examination of approximately 200 sanitized (names removed) fitness reports on lieutenant commanders and commanders in the Coast Guard revealed that the specific comment required on the fitness report concerning EEO responsibilities was essentially a pro forma statement - LCDR or CDR _____ complies with the EEO policies of the Commandant as per Commandant Instruction 5354.2 [Personal observation].

d. Validity

A final consideration in the future state promotion policy is the issue of validity. The legal requirements [EEO act of 1972 and the most recent guideline on employee selection procedures, 1978] indicate that methods of selection, assignment and promotion must be validated if they screen out minorities or women at a greater rate than others.

7. Civil Rights Training

In the effort to measure black progress in recent years little attention has been paid to white progress toward acceptance of a racially diverse society. [Dreyfuss and Lawrence, 1979]

Civil rights training in the Coast Guard is keyed toward improving race relations. It has significant impact

on the organizational climate and the missions of the Coast Guard. It is also critical to the support of a future state Coast Guard affirmative action program. Important in this future effort will be the continuing need to focus attention on institutional racism and individual prejudice and bias.

Race relations education and training in general is perhaps at a crossroad. Its value has been questioned, and the many techniques and methods associated with it have not necessarily proved effective. In addition, evaluation studies and standards have been less than adequate in many instances. Finally, some of the major problems faced by practitioners in the field have been a factor:

- 1) A lack of institutional support (i.e., commitment of upper management).
- 2) A lack of sufficiently long education/training periods with allowances for incubation time.
- 3) A high level of white resistance to full participation. [Hayles, 1977]

"High priority needs include well developed links between practice, evaluation and research (basic, applied, and theoretical). Race relations education/training should be evaluated on the basis of the acquisition, appropriate use, and refinement of behaviors which contribute to harmonious inter-ethnic relations. While looking at the number of people of color hired, trained, and promoted provides data appropriate for evaluating programs aimed at reducing institutional racism, more attention must be given to the inter-ethnic behaviors of individuals which either support or combat institutional racism" [Hayles, 1977].

a. Challenging Assumptions

In the effort to reduce institutional racism and individual negative behaviors in the Coast Guard officer corps, a more effective training format is required. Attention to changing the behaviors of Coast Guard officers in general to reflect more rational attitudes toward those people who are perceived as "different" is needed. Just as Douglas McGregor challenges managers, in the Human Side of Enterprise (1960), to question their basic assumptions they hold toward the people they lead (such as the assumption that the average person dislikes work, has little ambition, needs to be controlled and directed, even threatened to perform satisfactorily), the Coast Guard must offer its officers appropriate training which challenges their basic assumptions about differences between people with different skin color. "The chances of keeping American Society from coming unglued depend to no small degree on overcoming irrational attitudes toward the colors of our fellow human beings" [Ehrlich, 1977].

White officers must begin to understand the current dynamics of racism. Dr. Price Cobbs, a San Francisco psychiatrist and management consultant for large corporations has said that "racism is alive and well...the subtlety of the New Racism makes it no less real. A primary manifestation of this is the perception that white middle and top managers have about blacks. We are dealing with a range of preconscious assumptions about the relative competence of blacks, about the intelligence of blacks. You run into good, well-motivated

people who think they are fair, who feel they have turned around attitudes and beliefs of ten to fifteen years ago but who continue to view blacks in a deficit model: 'less than,' 'not as good as,' 'if we could only do so-and-so to bring them up to speed.' If you look back much of what passed for benign race relations was some kind of social comfort on the part of whites who were dealing with blacks. There are many whites who can be comfortable socially but who don't have any idea of the depth and degree of their remaining negative assumptions about people who are different" [Dreyfuss and Lawrence, 1979].

To help eliminate this entrenched subtle form of racism which Dr. Cobbs describes, the Coast Guard training format must include a thorough attack on the myths of racism. Even the concept of race should be explored. Paul Ehrlich, in The Race Bomb (1977), vehemently and articulately diffuses the many myths embedded in racism and clarifies that there are no biological races. The common division of races (black, white, and yellow) are arbitrary divisions which have no validity. "In short, races have a social reality that is seen by the ignorant as a biological reality and associated with a variety of prejudices about inferiority and superiority" [Ehrlich, 1977]. Ehrlich also debates the race-IQ question and reveals the inferiority or superiority of a race as meaningless.

b. Leadership Training

Future state training must also include an emphasis on reducing the perceived threat of affirmative action to white officers. This emphasis, as well as other already cited, needs to appear in more than present state civil rights training efforts. The Coast Guard needs to use all the creditable avenues for teaching civil rights training. Civil rights training must be viewed in the larger context of leadership training. For example, the Coast Guard leadership school, influential in affecting the attitudes of officers, must not disregard equal opportunity and affirmative action issues. The senior officer curriculum (commanders and above) especially should include a concentrated portion on affirmative action. Besides examining basic assumptions, a thorough analysis of the equal opportunity statistics in the Coast Guard and a complete explanation/discussion on affirmative action, including the legal aspects, should be undertaken. The junior officer course should include, for both white and black officers, a concentration on examining the consequences of racial attitudes and developing skills in how to deal with people of all skin colors and ethnic backgrounds. This would be a human relations approach, not a race relations approach.

c. Mentors

Another future state training consideration should include developing the concept of mentors for blacks. With rare exception, leaders are socialized by mentors. Rosen and Turner (1971) provide support for the role of the mentor or

buddy system as a way to integrate minorities into an organization. To be integrated more fully, blacks need inclusion into the informal system of the officer corps. They need to know how to make a "psychological contract" with the Coast Guard. This means learning the norms, standards, history, and especially the politics of the organization. It also means knowing what paths are necessary to success, and where the stumbling blocks are. And finally, the black needs to understand which behaviors produce success. A mentor can be of significant help in enabling a black officer to ground himself comfortably in the informal system. But first, more senior Coast Guard officers need to be willing to reach out to younger black officers and take on the role of a mentor, otherwise known as an "agent of growth." The maintenance of black officers' growth is as important as their entry into the Coast Guard.

However, give that a recent report indicated that many senior officers, above the rank of lieutenant commander, may be fairly insular in their thinking and that bias is more likely to occur in the senior people of the service [LT Williams, 1979; RADM W.H. Stewart, 1979], it may be appropriate to retrain our senior people in their views toward society. Specific programs besides leadership school might include Coast Guard sponsored senior management conferences and continuing education seminars. Perhaps then the mentor process, so vital to upward mobility, will become more of a reality for black officers.

d. Summary

In sum, affirmative action needs to be supported by appropriate training. The civil rights training the officers receive should be able to challenge and unmask the irrational theories that are carried around by each officer about his concepts of race. This training and other proposed training is needed to prevent a polarization of attitudes between blacks and whites which can occur if the organization is not adequately prepared for affirmative action.

V. RECOMMENDATIONS AND CONCLUSIONS

This research project is about affirmative action in the Coast Guard officer ranks and an organizational change process to influence its direction. I have suggested ways to increase black officer representation in the Coast Guard. The following is a summary of those recommendations.

A. THE COMMANDANT

1. The Commandant must take a more active, positive and personal approach to bring affirmative action to force in the officer corps for black officers. He must provide emotional support of affirmative action which is evident to blacks and whites in the Coast Guard.

B. THE ACADEMY AND OCS

1. Establish a special admissions committee to select qualified black officer candidates. This should be an experimental program to run for at least six to ten years. Include built-in support systems which account for affirmative action goals and objectives beyond the initial entry point.

2. The Coast Guard Academy should establish a special billet for an assistant to the Superintendent to assist and coordinate the support efforts for black students matriculating under special admission.

C. RECRUITING

1. The recruiting elements for black officers should carefully examine their assumptions about the size and quality of the pool of potential black candidates for the academy and OCS.

2. Expand the recruiting coverage to include black junior college graduates who may be interested and qualified for the academy.

3. The recruiting effort should include a more personalized approach from senior Coast Guard officials. On occasion, a District Commander, the superintendent, the dean, or other admirals and captains could become directly involved in recruiting black officers, either through personal telephone calls or visits to the candidates' homes.

D. THE COAST GUARD

1. The Coast Guard's approach to equal opportunity and affirmative action should be a comprehensive systems approach which merges affirmative action and equal opportunity into the larger context of a human resource management system.

2. The Coast Guard should concentrate on developing its officers to be attitudinally prepared to understand and accept a dramatic increase in black officer participation.

a. Include equal opportunity and affirmative action issues in the officer leadership school curriculum;

they should be especially emphasized in the senior officer curriculum.

3. The Coast Guard should identify clearly the subtle hurdles and barriers which operate to exclude blacks disproportionately from employment practices in the officer corps.

4. The Coast Guard should institute a feedback system for gathering information on the racial climate in the officer corps to assist in determining future actions and strategy.

5. The Coast Guard should build into its budget the appropriate commitment to support increased affirmative action.

6. The Coast Guard should establish an ad hoc committee, similar to the Professional Military Training Advisory Committee (PMTAC), to meet regularly to offer guidance to the Coast Guard in improving its equal opportunity and affirmative action posture.

7. The Coast Guard should carefully examine and re-define its officer selection procedures more compatibly with federal affirmative action requirements.

8. The Coast Guard should develop a management information system which provides complete statistics on black officer progress into and in the Coast Guard.

9. The Coast Guard should include a change to its fitness report system which provides for a more specific

way to elucidate comments on the equal opportunity portion of the form.

10. In future civil rights training, a format should be created which vigorously challenges the basic assumptions held by officers surrounding their concept of race.

11. The Coast Guard should develop an affirmative action policy for future officer assignments.

12. The Coast Guard should promote all black officers who are fully qualified.

I have argued the rationale for these recommendations throughout this paper. While it is recognized that they are not easy to accomplish, in my judgment they are necessary if the Coast Guard is to remain independent in controlling its own human resource policies. Although I have discussed affirmative action in particular, the focus of the paper is on the integration of affirmative action into the Coast Guard's human resource management system. It is recognized that the Coast Guard has other "human" problems and challenges besides equal opportunity and affirmative action. Organizational change for the "human" organization is not just for equal opportunity, it is for other areas as well. In addition, as noted earlier, equal opportunity and affirmative action need to be merged with other processes in the human-social subsystem, such as leadership philosophy, rewards, and values.

As this review of Coast Guard personnel practices demonstrates, the present equal opportunity policies of zealously guarding against inequality will likely add many years to accomplishing the goal of equitable black representation in the Coast Guard officer ranks. No doubt, in accelerating the process, there may be difficulties with implementing dramatic affirmative action change in the Coast Guard, such as increasing the perceived threat to white officer advancement. Complaints of reverse discrimination may well occur. The Coast Guard must be prepared to address these problems through appropriate education and manpower planning. Most Coast Guard officers may well be willing to accept increased selection programs for black officers for a temporary period if they felt they were necessary to produce equity in the not too distant future.

In adopting an increased affirmative action posture, the Coast Guard must present its new policies as a set of sequential steps which over time will increase the representation of blacks in the officer ranks. Although temporary, these steps would include, among others, expanded black recruitment, expanded admission to the academy and OCS, expanded training of white officers as mentors, as well as skill and status enhancing assignments for black officers. For example, if greater numbers of blacks attend the Coast Guard Academy over the next four years, the development of a wider pool of potential mentors for blacks

should be emphasized four years from now as more black cadets begin to graduate. But, in time, a formal program for training mentors will no longer be necessary as blacks are integrated into the officer ranks more fully. Affirmative action goals need built-in support systems to insure success. A recruitment goal is insufficient by itself. Other goals and objectives need to be established to support affirmative action after blacks enter the various officer programs.

In the long term black officers must have their equal chance of becoming Commandant of the Coast Guard. Therefore, if blacks represent about 11% of the population, the Coast Guard needs to insure that it has a fair representation of black Coast Guard captains twenty to thirty years from now. The one black captain in the Coast Guard today may have as equal of a chance as any other captain of becoming Commandant but blacks have about a one in 300 chance of becoming Commandant, as there are approximately 300 captains in the Coast Guard. If we have 300 captains twenty to thirty years from now we should also have approximately 30 black captains. Then maybe we will begin to see black admirals, and a black Commandant.

My vision of affirmative action in the Coast Guard is that in ten to thirty years from now it will have changed the Coast Guard's nearly total white image in a manner that was not only fair, but increased the effectiveness of the

organization at the same time. I don't believe you can do affirmative action in bits and pieces and be satisfied with the rate of social change that produces negligible results. Nor do I think the government will tolerate the disproportionate black representation in the officer ranks much longer. However, an effective, well implemented affirmative action strategy is probably the best defense against any imposed solution by outside sources.

In Chapters III and IV I presented and used an organization development model. The model is useful in defining a problem and developing a strategy to assist in achieving goals determined to solve the problem. The model argues for establishing clearly defined organizational conditions; the present state, the future state, and the transition state. One important reason for defining the present state and the future state is that it locates the transition state, i.e., it permits the manager to set this crucial period of time and state of affairs into a distinct perspective.

This thesis is an illustration of the use of part of the model. I have defined a present state, and envisioned a future state of Coast Guard affirmative action for black officers. Both of these states were perhaps underdefined, and the transition state remains to be considered. The Coast Guard needs to articulate its own present and future states, and then determine a transition state which can effectively act as a "roadmap" to its desired future.

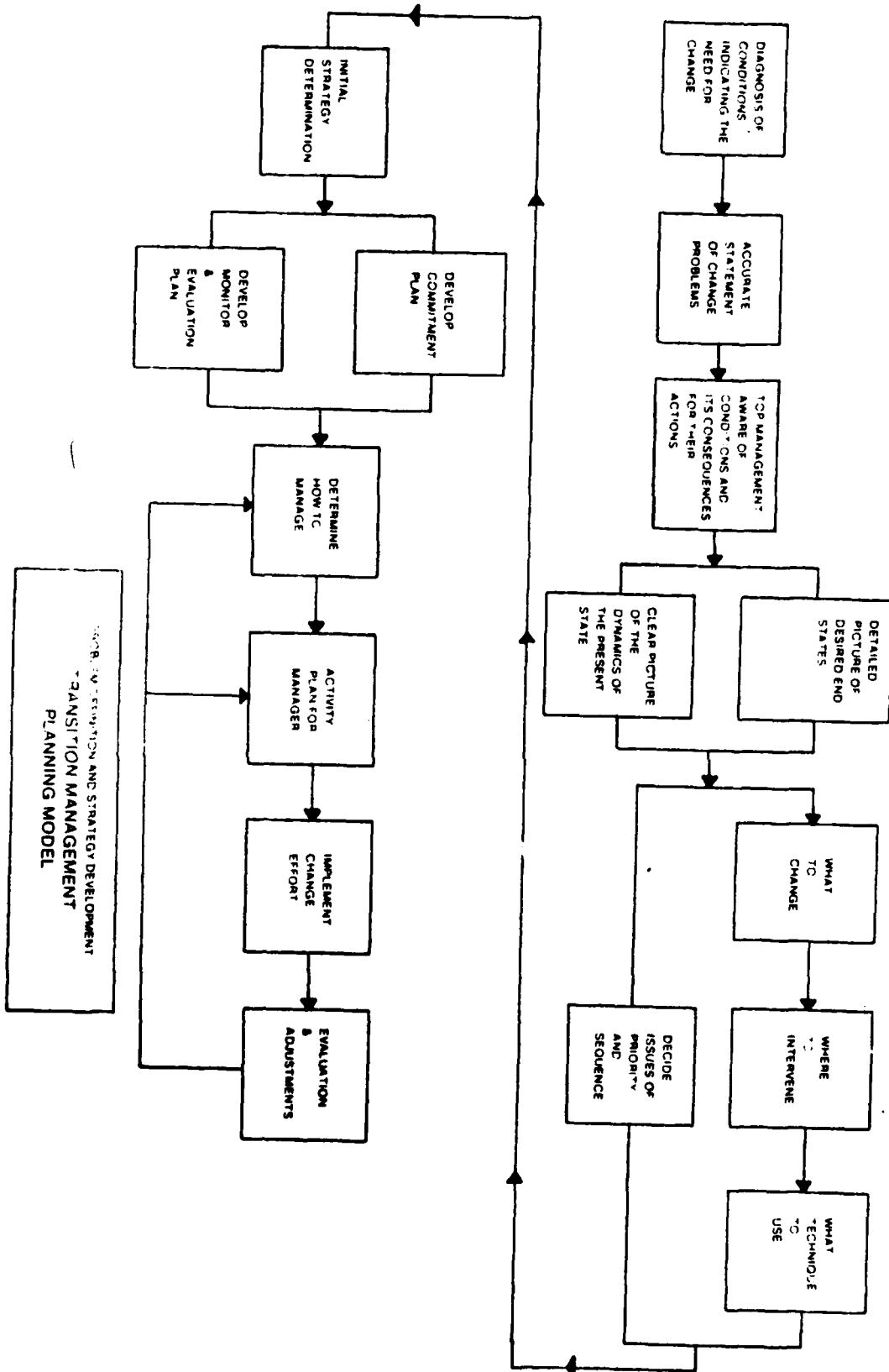
Establishing goals is part of policy planning, and clearly articulating a strategy to achieve those goals is critical to their success. The Beckhard and Harris model is one way the Coast Guard can focus on affirmative action for black officers and develop a viable strategy. A central part of that strategy which keys on the transition state is pointed out by Beckhard and Harris:

We define a large system change strategy as a plan defining what intervention to make when, by whom, and at what time in order to move the organization to a state where it can optimally transform needs into results in a social environment that nurtures people's worth and dignity. Managerially, this means defining the kinds of activities that need to be induced and the kinds of expertise that need to be brought to bear to help with the change; identifying people in the organization who need to become committed to the change; establishing a timetable and specifying priorities of changes and practices in procedures, rewards, policies, and behavior; establishing a system of evaluating progress toward a new state; and providing education in skills needed to both operate in the new condition and manage the change.
[Beckhard & Harris, 1977]

If the Coast Guard carefully defines what its desired future is to be relative to black officer participation it has a better chance of achieving it. Defining the transition state establishes the key processes for the change strategy compatible with that future state.

I believe it is time for change. If blacks are to participate more fully in the Coast Guard over the next thirty years it will require significant affirmative action in the short run.

APPENDIX A



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APPENDIX B

CIVIL RIGHTS POLICY STATEMENT

Transportation vitally affects the social and economic development of our urban and rural communities and influences the mobility patterns and provides employment and recreational opportunities for millions of Americans. It is the policy of the Department of Transportation, in carrying out its programs, that there shall be no discrimination based on race, color, religion, sex, national origin or age. There shall be vigorous affirmative action to assure full, fair and representative participation of minorities and women.

Minorities and women shall be involved actively in the formulation of transportation policies, and shall participate fully in the Department's decision-making process. Equal employment must become a reality in this Department, expressed by substantial increases in the number of minorities and women at all grade levels in the DOT work force. The Department shall aggressively enforce contract compliance requirements and nondiscrimination provisions applicable to all Federally assisted programs. Businesses and firms owned by minorities and women will receive an equitable share of the procurement arising from the Department's programs.

The implementation of this policy shall be a top priority. I shall insist that it be thoroughly understood, rigorously followed and recognized as an integral part of every program of this Department. I shall hold the administrators, managers and supervisors at every level in the Department accountable for the implementation of this policy and the full realization of these goals. The Department of Transportation will be a leader in the provision of equal opportunity for all Americans:



Brock Adams
Secretary of Transportation

March 31 1977

United States Coast Guard

**MINORITY COMMISSIONING STATUS
ACTIVE DUTY OFFICERS ALL PROGRAM SOURCES**

	FISCAL YEAR										
	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
MINORITY OCS GRADS	167 3	337 2	259 8	146 6	144 3	127 9	126 12	183 11	200 9	139 13	
MINORITY ACADEMY GRADS	1	0	11	5	2	5	8	205 5	178 10	212 12	
DIRECT COMMISSION MINORITIES	0	0	2	0	0	28. 2	23 3	72 6	41 2	88 0	
TOTAL MINORITY COMMISSIONS	4	2	21	11	5	16	23	22	21	25	
TOTAL COMMISSIONS	420	553	497	392	386	333	398	460	419	433	
% MINORITY OFFICERS COMMISSIONED	1.0	0.3	4.2	2.8	2.1	4.8	5.7	4.7	5.0	5.8	

Top number in box represents total number commissioned. These numbers added by R.W. Thorne

TABLE II-1

SERVICEWIDE

COMD OFFICERS	BLACK		SPANISH		INDIAN		ORIENTAL		ALL OTHER	
	TOT PERS	PERCENT	TOT	PERCENT	TOT	PERCENT	TOT	PERCENT	TOT	PERCENT
05-010	933	.1	0	.0	1	.1	2	.2	929	99.6
0-4	874	.5	3	.3	0	.0	1	.1	866	99.1
0-3	1,369	1.3	9	.7	1	.1	8	.6	1,326	95.9
0-2	1,093	1.9	8	.7	0	.0	9	.8	1,055	96.5
0-1	463	2.6	9	1.9	0	.0	3	.6	429	94.8
TOTAL CD	4,732	1.3	29	.6	2	.0	23	.5	4,615	97.5

WARRANT OFFICERS

W-4	318	2.5	2	.6	0	.0	7	2.2	301	94.7
W-3	380	1.6	1	.3	1	.3	12	3.2	360	94.7
W-2	651	1.2	4	.6	0	.0	8	1.2	631	96.9
W-1	0	.0	0	.0	0	.0	0	.0	0	.0
TOTAL WO	1,349	1.6	7	.5	1	.1	27	2.0	1,292	95.8

ENLISTED PERS

E-10	1	.0	0	.0	0	.0	0	.0	1	100.0
E-9	306	2.0	1	.3	0	.0	12	3.9	287	93.8
E-8	479	1.3	6	1.3	0	.0	24	5.0	449	91.9
E-7	2,666	1.7	23	.9	4	.2	182	6.8	2,411	90.4
E-6	5,071	4.1	80	1.6	12	.2	385	7.6	4,366	85.5
E-5	5,183	7.3	119	2.3	13	.3	154	3.0	4,513	87.2
E-4	6,695	10.4	245	3.7	31	.5	75	1.1	5,651	84.4
E-3	5,061	11.3	225	4.4	39	.8	42	.8	4,183	82.7
E-2	4,306	14.0	173	4.0	35	.8	28	.7	3,465	80.5
E-1	958	12.1	46	4.8	2	.2	4	.4	750	78.3
AVCAD	0	.0	0	.0	0	.0	0	.0	0	.0
DCS	0	.0	0	.0	0	.0	0	.0	0	.0
TOTAL ENL	30,726	8.6	918	3.0	156	.5	906	2.9	26,135	85.1

TOTAL

TOTAL	36,807	2.7%	954	2.6%	139	.4%	956	2.6%	32,042	87.1%
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END OF REPORT

RECRUITING

I. FY 79 Objectives

Recruit officers, cadets, and enlisted personnel to achieve 100% of quota and to attain goal of 18% minority recruiting rate.

II. Attainment of Goals

Regular enlisted minority recruiting rate for FY 79 is currently at 16.2%.

III. Data

Coast Guard Academy - Entering Cadets

	<u>TOTAL</u>	<u>MINORITIES</u>				<u>PERCENT</u>	<u>WOMEN</u>
CLASS OF '72	343	15				4.4	-
CLASS OF '73	409	13				3.1	-
CLASS OF '74	318	7				2.2	-
CLASS OF '75	330	10				3.0	-
CLASS OF '76	432	13				3.0	-
CLASS OF '77	397	10	BK	SPA	OR	A IND	-
CLASS OF '78	355	36	21	8	5	2	-
CLASS OF '79	398	35	14	8	13	0	-
CLASS OF '80	327	14	3	4	7	0	-
CLASS OF '81	326	12	2	3	7	0	38(1 MIN.)
CLASS OF '82	299	15	2	8	4	1	44
Class of '83	316	26	9	13	2	2	30(2 MIN.)
							39(7 MIN.)

Officer Candidate School Graduates

FY-70	167	3					1.8	-
FY-71	337	2					.6	-
FY-72	259	8					3.1	-
FY-73	146	6					4.1	5
FY-74	144	3					2.1	13
FY-75	127	9					7.0	15
FY-76	126	12					9.5	18
FY-76A - 77	183	11					6.0	11
FY-78	200	9					4.5	10
FY-79 (3rd QTR)	85	8					9.4	5

INTEGRATION AND EXTENSION STATISTICS FOR MINORITIES AND WOMEN

Calendar Year	INTEGRATION			EXTENSION		
	76	77	78	76	77	78
Total Applied	77	77	70	96	94	86
Total Selected	54	73	70	56	68	69
Selection Ratio	70.1%	94.8%	100%	58.3%	72.3%	80.2%
Minorities Eligible	2	4	2	3	2	7
Minorities Applied	2	4	1	3	2	1
Minorities Selected	1	2	1	1	1	0
Women Eligible	0	5	3	7	11	19
Women Applied	0	2	2	7	9	10
Women Selected	0	2	2	5	8	7
Selection Ratio Minorities	50%	50%	100%	33.3%	50%	0
Selection Ratio Women	0	100%	100%	71.4%	88.8%	70%

By: Lieutenant Commander J.T. SALAS
 Chief, Minority Recruiting Branch
 12/14/78

18 September 1979

CLASS OF

	1980		1981		1982		1983	
	TOTAL	MINORITIES	TOTAL	MINORITIES	TOTAL	MINORITIES	TOTAL	MINORITIES
APPLICATIONS	9,992	456 (4.6%)	8,669	380 (4.4%)	8,165	366 (4.5%)	7,165	513 (7.2%)
FINALISTS	3,245	82 (2.5%)	3,391	119 (3.5%)	3,062	111 (3.6%)	2,500	160 (6.4%)
TENDERED	551	22 (4.0%)	543	36 (6.6%)	479	32 (6.7%)	541	48 (8.9%)
SWORN-IN	327	15 (4.6%)	326	12 (3.7%)	299	16 (5.3%)	316	26 (8.2%)
ON BOARD	173	11 (6.3%)	172	3 (1.7%)	207	11 (5.3%)	274	22 (8.0%)

* The following information was obtained from the Coast Guard Academy Admissions Office in November 1979:

	1980		1981		1982		1983	
	TOTAL	MINORITIES	TOTAL	MINORITIES	TOTAL	MINORITIES	TOTAL	MINORITIES
Blacks on board								
Originally	3	(0.9%)	2	(0.6%)	2	(0.7%)	9	(2.8%)
Currently	3	(1.7%)	0	(0.0%)	1	(0.5%)	8	(2.9%)

*Information obtained by R.W. THORNE

18 September 1979

MINORITY STATISTICS

USCGA CLASSES 1973 - 1983

CLASS OF	APPLICATIONS	FINALISTS	TENDERED APPOINTMENTS	SWORN-IN	GRADUATED/ ON BOARD (%)	TOTAL CLASS GRADUATED/ ON BOARD (%)	
1973	-	-	-	13	5	38	47
1974	-	-	-	7	4	57	63
1975	-	-	-	9	5	56	54
1976	-	-	-	12	8	67	56
1977	-	-	-	10	5	50	57
1978	355	101	68	37	12	32	51
1979	380	151	53	35	12	34	54
1980	456	82	22	15	11	73	53
1981	380	119	36	12	3	25	53
1982	366	111	32	16	11	69	69
1983	513	160	48	26	22	85	87

APPENDIX D

G-H/83
7 March 1979

SUBJ: FY-1989 Special Studies; suggested topic
FROM: Deputy Chief, Office of Civil Rights
TO: Chief, Plans Evaluation Division
Ref: (a) Planning and Programming Manual (CG-411)
(b) Your Memo 5010 of 15 FEB 1979

1. In accordance with references (a) and (b), the following suggested topic is submitted for analytical study in FY 1980:

a. Subject of Study Proposal

The examination into the feasibility of creating a Coast Guard "Organizational Development" program.

b. Background for Study Proposal

The Coast Guard treasures its traditions, but advances in technology and other problems of the closing decades of the twentieth century point in new directions, for which tradition offers small guidance. Rampant changes in social values and the composition of our human resources, necessitate that a servicewide program of "prevention" be examined and identified, in order to gain optimum usage of our most important asset--our people.

c. Definition of Problems

District and Unit Commanders are faced with radical departures in the social composition of the Coast Guard today and tomorrow versus yesterday. Minority and female members continue to expand in numbers and in range of assignments and responsibilities. Although various "human" or "soft" programs are now in existence and available to Commanders, they are primarily directed toward the individual on a "put out the fire" basis. Programs under the following headings operate without total uniformity throughout the Coast Guard:

- | | |
|---------------------|----------------------------|
| - Civil Rights | - Human Relations |
| - Leadership | - Drug Abuse |
| - Alcohol Abuse | - Senior Enlisted Advisors |
| - Safety | - Mutual Aid |
| - Religious Counsel | |

2. It is recommended that efforts be made to consolidate existing people programs into one program identified as "organizational development" wherein Commanders would be able to deal with the following goals:

a. Increased awareness by all personnel of the importance of human goals and the need for the highest standards of personal conduct.

b. An improved state of unit readiness.

c. Improved communication at all levels in the chain of command.

d. Improved image of the Coast Guard as a professional organization which recognizes the worth and dignity of the individual and his or her family.

e. Improved leadership and human resource management practices at all levels.

f. Improved career and job satisfaction.

g. Total involvement of the chain of command in all efforts to improve the safety, productivity and effectiveness of its human resources.

h. Insurance of uniformity and equality in application of discipline, military justice and administrative practices.

i. Increased ability of all Coast Guard personnel to recognize the symptoms and dangers of alcohol and drug abuse which lead to reduced performance, accidents, disciplinary infractions, health and family problems, injuries and death.

j. Development of a Human Goals Action Plan by all commands.

k. Improved retention of quality personnel.

3. This type of program is currently employed by the U.S. Navy, under the heading "Human Resources Management", involving some 1800 full-time HRM Specialists, trained in the behavioral sciences by the Navy at existing Navy schools. It is primarily directed towards command improvement and productivity rather than isolated individual satisfaction. The HRM Specialists operate in terms as special consultants to local Commanders.

4. Anticipated Resources Required

Staff: - One O-5/6
 One O-3/4
 One E-6/7

Contractual: None contemplated - the U.S. Navy has already researched this matter thoroughly via a myriad of contractors - their costs to date exceed \$6 million. The Coast Guard can obtain all required data from BUPERS 61/62, Washington, D.C.

Expected Time Frame: One year maximum.

S. J. WALDEN

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