

# **DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE SERVICES**

## **Business Meeting Minutes**

**June 28, 2011**

The Defense Advisory Committee on Women in the Services (DACOWITS) held a full Committee meeting on June 28, 2011. The meeting was open to the public, and was held at the Marriott Residence Inn, 550 Army Navy Drive, Arlington, Virginia.

### **Opening Comments**

The meeting was opened by the Designated Federal Officer, and DACOWITS Deputy Director, Ms. Tracey Ford. Ms. Ford introduced Ms. Holly Hemphill, a new DACOWITS member, and COL Ines White, the new DACOWITS Military Director. DACOWITS Chair LTG (Ret) Claudia Kennedy was introduced and instructed meeting attendees to introduce themselves. LTG (Ret) Kennedy briefly reviewed the DACOWITS updated 2011 installation visit schedule.

### **Sexual Assault Prevention and Response Office (SAPRO) 2010 Annual Report Results**

Dr. Suzanne Holroyd, Communications and Policy Program Manager, SAPRO, presented an overview of SAPRO's FY 2010 Annual Report on Sexual Assault in the Military, including data from Defense Manpower Data Center's (DMDC) 2010 Workplace and Gender Relations Survey of Active Duty Members. Dr. Holroyd's prepared PowerPoint slides can be found in TAB B.\*

Central issues from Dr. Holroyd's briefing, including feedback from the Committee and audience, are summarized below:

- Dr. Holroyd discussed SAPRO's efforts to institutionalize prevention strategies, and noted that SAPRO focused on promoting the Bystander Intervention approach in FY 2010. She said that, based on the DMDC survey, DoD is making progress on these efforts to institutionalize prevention. Comparing the 2006 and 2010 DMDC surveys, Dr. Holroyd reported that the surveys showed a 35% drop in the percentage of women service members experiencing "unwanted sexual contact" and a 50% drop for men. Dr. Holroyd said that the most important aspects in prevention include: 1) being in a supportive environment, and 2) raising the level of dialogue to improve prevention.

- Dr. Holroyd discussed SAPRO's efforts to increase service members' confidence to report, and noted that nearly all active duty members received effective training on reporting options. Dr. Holroyd said that there has been a 105% increase in victims coming forward in the past six years, indicating that there has been progress in confronting underreporting problems. She also said that the main barriers to making a report include the desire to protect privacy, concerns about lack of confidentiality in the report, and the belief that the incident was not serious enough to report.
- As part of a discussion of reporting resources, Dr. Holroyd said that SAPRO is engaged in a marketing campaign to promote the DoD SAFE Helpline website, and SAPRO led development of a DoD-wide strategic plan to improve system accountability and monitor program effectiveness. She also said, in response to a question, that SAPRO has provided information about the DoD SAFE Helpline to leaders in the Reserves, as well as Active Duty leaders.
- Dr. Holroyd provided an overview of disciplinary action taken against perpetrators. Of all command actions taken in 2010, 52% of subjects had Court-Martial charges preferred against them, which was an increase from 30% in 2007. Dr. Holroyd briefly covered several SAPRO efforts to improve knowledge and understanding of assault. She also noted that SAPRO is focusing on coordinating with Veterans Affairs to improve services with Service members who transition out of active duty status.
- Dr. Holroyd, in response to an audience question, said that fear of retaliation was one of the reasons why victims may not make a report, but it was not among the top three reasons for not reporting, according to DMDC data.
- In response to a question, Dr. Holroyd said that the annual report does track the dispositions of perpetrators (such as civilian and contractor perpetrators), but she did not have that data immediately available. Dr. Holroyd said she would check to see if the Department kept track of Allied Forces perpetrator and victim data.
- In response to a question, Dr. Holroyd noted it has not been congressionally mandated that leaders be involved in training; however, she noted that this message has been communicated to leadership in outreach efforts by SAPRO as well as by the Services. Dr. Holroyd also noted SAPRO does not capture service members' views on their Services' training, but these data may be available at the Service-level. DoD-wide feedback is included in the current DMDC survey. She also emphasized that the Services

have begun to focus more on role-interactive training, such as with role-playing. She encouraged the group to request the Services to present overviews of their own approaches to sexual assault prevention and readiness training.

- In response to a question about the effects of the repeal of Don't Ask Don't Tell, Dr. Holroyd noted that, anecdotally, SAPRO believes victims will not feel threatened with accusations that they are gay/lesbian if they report an incident.
- In response to a question about the Department's efforts to confront the command climate that may contribute to assault, Dr. Holroyd said that there will be a new assessment on the Command Climate Survey. It should help assess the enduring command climate and will have an impact on sexual assault and harassment.
- Dr. Holroyd was asked if she were aware of any correlation between assault frequency and 1) service members' time spent in the unit, and 2) the length and status of deployments (e.g., long vs. short deployments; ship vs. shore deployments). Dr. Holroyd said she was not sure if these two data points would be included in the new Defense Sexual Assault Incident Database, but she would check. When asked if sexual assault issues are a part of unit-readiness reporting, Dr. Holroyd said she was not aware that they are but that she would provide additional information. Several Committee members stated that sexual assault outreach programs should emphasize the effects that assaults have on readiness.
- Dr. Holroyd was asked for her thoughts on a widely publicized VA study which had been interpreted incorrectly to suggest that one in three female Service members had been victims of sexual assault. Dr. Holroyd clarified that this survey was conducted in the 1990s with female veterans from three eras of service (Vietnam, Post Vietnam and Persian Gulf War). Dr. Holroyd noted that there were multiple problems with the study, chief among which is that it involved victims from as far back as Vietnam. She discouraged the audience from using this reference, and instead, to rely on the more current DMDC data.

### **National Defense Authorization Act (NDAA) FY 2011 Review and FY 2012 Update**

Ms. Diana Rangoussis, Esq., Senior Policy Advisor for SAPRO, provided a briefing on the FY 2011 NDAA's requirements for improved sexual assault prevention and response and provisions on sexual assault in the proposed FY 2012 NDAA. PowerPoint slides from Ms. Rangoussis's presentation can be found in TAB C\*.

Central issues from Ms. Rangoussis's briefing, including feedback from the Committee and audience, are summarized below:

- Under NDAA FY 2011, Title 16, Section 1602, the Department of Defense must develop a comprehensive policy on sexual assault prevention and response in the Armed Forces by 30 Mar 2012 that includes certain elements set forth in the legislation. Ms. Rangoussis stated that DoD already has a comprehensive policy but is in the process of reissuing it to ensure compliance with the new law, which should be completed by the end of calendar 2011. Ms. Rangoussis provided an overview of the new requirements and DoD's progress in meeting them.
- For example, Ms. Rangoussis noted that one of the requirements of the new law is that there be consistent definitions of terminology, so that everyone knows what each means. The law also expressly requires, in Section 1614, that the limitations on restricted reporting be clarified. She generally described SAPRO's efforts to provide these consistent definitions and clarifications.
- Ms. Rangoussis said that the new law also requires that an O-4 officer or above from each of the Services be assigned to SAPRO for a minimum tour of 18 months, and SAPRO is working on satisfying this requirement. An audience member suggested that this be extended to 36 months to cover a joint tour.
- Ms. Rangoussis said that, consistent with the new law's directive, SAPRO is looking at expanding victim services to military dependents. The law says these services should be provided to dependents who are victims and reside on or in the vicinity of a military installation, but SAPRO is considering extending these services without regard to distance from the installation.
- In her discussion of the proposed FY 2012 NDAA provisions on sexual assault, Ms. Rangoussis said that SAPRO is examining a provision that requires that Sexual Assault Response Coordinators (SARCs) and Victim Advocates (VAs) be full-time, military service members or DoD civilians and, by October 1, 2013, may not be contractors. There is also concern about the specificity with which the service members are described to meet the requirement of this provision.

- Ms. Rangoussis said that SAPRO is also concerned about a provision in the proposed FY 2012 NDAA that expands the persons eligible to receive a restricted report. Currently, there are only three persons to whom services members may make a restricted report: the SARC, the Victim Advocate, and health care personnel. The proposed provision adds military legal assistance counsel and chaplains to this list (and, in the House version, DoD SAFE Helpline workers). SAPRO opposes enlarging the list of persons. Ms. Rangoussis stated that SAPRO opposes making the chaplain a person eligible to receive a restricted report, as this would discourage people from speaking freely to chaplains and may subject them to subpoenas, which could impact the privilege afforded communications with chaplains under military law.
- Ms. Rangoussis said that the proposed FY 2012 NDAA also contains a provision requiring expedited consideration and approval of applications for permanent change of station or unit transfer submitted by sexual assault victims. She said that when the victim's life is in jeopardy, DoD policy already provides for expedited procedures and that otherwise commanders have authority to move either the victim or the alleged perpetrator, or both, depending on what is the best course of action for the victim and whether other means are available and acceptable to address the concerns of the victim.
- In response to a question on whether there is a statute of limitations on sexual assault offenses, Ms. Rangoussis said that she does not believe there is a statute of limitations on rape.
- In response to a question, Ms. Rangoussis said that SAPRO training is a requirement for pre- and post-deployment for all service members.
- In response to a question about accountability for sexual assault prevention and response in joint environments, Ms. Rangoussis said that it is up to the Services and Combatant Commands to ensure that adequate staffing and services are available, and this is an issue that is being addressed in the policy that is being revised pursuant to FY 2011 NDAA.

### **DMDC 2010 Workplace and Gender Relations Survey of Active Duty Members**

Dr. Rachel Lipari and Dr. Lindsay Rock, DMDC, provided a briefing on the results and implications of DMDC's most recent annual survey of active duty members on gender issues, including sexual harassment and assault. PowerPoint slides from their presentation can be found in TAB D\*.

Central issues from this briefing, including feedback from the Committee and audience, are summarized below:

- Dr. Lipari said that 26,500 service members responded to the survey, and the weighted response rate was 32%, which is in line with other DMDC surveys. The Reserve version of the survey will be done in 2012 – Active Duty and Reserve populations are alternately sampled in a 4-year cycle. Dr. Lipari noted that the results contained in the study can be generalized across each of the Services.
- Dr. Lipari said that incidence rates for unwanted sexual contact dropped for both women (6.8 to 4.4%) and men (1.8 to 0.9%) from 2006 to 2010. She said that the Army and Marine Corps have higher incidence rates of unwanted sexual contact for women, and junior enlisted personnel are most likely to experience this behavior. Dr. Lipari said that the rate of reprisals and retaliations increased from 2006 to 2010. She presented various other data on the characteristics of incidents and offenders, victims' levels of satisfaction with their decision to report or not report an incident, and victims' reasons for not reporting an incident.
- Dr. Lipari said that, in addition to measuring unwanted sexual contact, the survey attempted to measure sexual harassment and sexist behavior, also known as “unwanted gender-related (UGR) behavior.” Overall, there was a significant decline from 2006 (33%), 2002 (24%), and 1995(46%) in the sexual harassment incidence rate, which in 2010 was 21%. She presented further data on the types of sexual harassment and sexist behavior for both women and men. The sexist behavior incidence rate is 43% for women and 14% for men. Dr. Lipari noted that surveys of the Service academies show that sexist behavior incidents are even higher than in the Services. With respect to gender discrimination in career or assignments (excluding assignments from which women are excluded), Dr. Lipari said that these behaviors were lower for women in 2010 (6%) than 2006 (9%), but for men not significantly so (2-4% in 2006, depending on the behavior, versus 1-3% in 2010).
- Dr. Lipari presented data on sexual assault training. The percent of active duty members who reported being trained increased from 2006 (89%) to 2010 (93%), and a higher percentage of women service members reported that training was moderately or very effective in 2010 than in 2006. In addition, 89% women and 91% of men reported that the training explains how sexual assault is a mission readiness problem. She also

presented various data on service members' awareness and perceptions of sexual assault prevention and response resources and the military Sexual Assault and Prevention Response system. With respect to responsibility in a social setting to stop a fellow service member from "doing something potentially harmful to themselves or others," junior enlisted personnel generally were less likely to think they had such a responsibility than senior enlisted members and officers.

- In conclusion, Dr. Lipari said that the percentage of service members with at least four years of service who believe that sexual assault is more of a problem in the military than it was four years ago has increased (32% of women and 21% of men in 2010 versus 25% of women and 15% of men in 2006), as has the number who think sexual harassment in the military is more of a problem (29% of women and 20% of men in 2010 versus 23% of women and 15% of men in 2006). Because the survey elsewhere shows an actual decline in incidence in both sexual assault and sexual harassment in the last four years, Dr. Lipari believes the disparity here is attributable to the fact that SAPRO's awareness efforts are making a difference.

Dr. Lipari provided the following responses to attendees' questions and feedback:

- Dr. Lipari said that the large margins of error listed in several of the PowerPoint's graphs were due to the nature of the stratified random sample, which leads to a small number of respondents in each group. She also noted that data included on the PowerPoint slides are only those that DMDC feels are statistically accurate.
- The next gender relations survey will include an open-ended item asking why victims would not make the same decision about reporting/not reporting their sexual assault experience.
- Dr. Lipari noted that the sexist behavior construct measured in the survey involves the full spectrum of such behavior, including sexist remarks. Data on negative outcomes associated with UGR-victims' reporting experiences were reported. Data on the race of the offender were not collected, as DMDC believes biases are involved with victims reporting the offenders' race. Data are available on whether rank affects the likelihood of a victim experiencing UGR behaviors.
- The Service Academy Gender Relations Survey did not ask whether victims fought back during a sexual assault incident, but it did ask whether they thought training on personal

defense techniques would be helpful. Most respondents indicated receiving this training would be helpful.

- Dr. Lipari was unsure whether the Secretary of Defense or the Deputy Secretary of Defense had asked to be briefed on this 2010 data. Responding to whether the survey sampled new recruits to establish a baseline of behaviors, Dr. Lipari noted that DMDC does not survey any service members with less than six months of service.

Committee Members expressed interest in the collection of the following data by DMDC in future survey iterations:

- Measures of sexist behavior from incoming cadets and midshipmen to discover if this is a learned behavior.
- Measures of the locations where sexual assault occurs (i.e., in the workplace, at home, etc.), not just sexual harassment.
- The gender of the commander involved with these incidents, in addition to the ratio of men/women in the units in which these incidents occur.

### **Status of Integration of Women into Submarine Service**

LCDR Jean Sullivan, U.S. Navy, presented this briefing. PowerPoint slides from this briefing can be found in TAB E\*.

- LCDR Sullivan stated that 20 women were commissioned and selected for submarine service in FY 2010, and the first group of these women will be integrated into this service in November of 2011. These are highly qualified service members, all of whom volunteered for these positions and the vast majority of whom have engineering degrees. Eight crews will be integrated and each crew will have two women nuclear-trained division officers and one woman warfare-qualified supply corps officer. The decision to integrate each crew in this manner draws on the lessons learned from integrating women onto surface warships by ensuring that more than one woman is on each vessel and that the women submariners have female mentors.
- LCDR Sullivan said that, as required by law, the Navy also notified Congress of its intent to expend funds to design the OHIO replacement SSBN, and to reconfigure existing

\*All TABs referenced in this document refer to materials enclosed in the binder entitled *DACOWITS Business Meeting 28-29 June 2011*, which was distributed to attendees.



submarines, to accommodate female crew members. This is part of a deliberate process, informed by the lessons that will be learned from integrating female officers, to assess integration of enlisted women into submarine service. Issues to be examined include habitability and privacy, costs to modify ships, and the sustainability of the female enlisted submariner population. LDCR Sullivan noted that Congress did not pose any objections to the notice provided.

- In response to a question, LCDR Sullivan stated that, as part of the Navy's preparation of the existing submariner community for this integration, the Navy has focused on implementing a culture of inclusion, and has directed this effort toward Commanding Officers and Executive Officers. LCDR Sullivan noted that the Navy has made it clear that hazing and other such behaviors will not be tolerated.
- Several Committee Members expressed concern that male submariners on newly integrated ships would isolate these women once leadership made it clear that certain previously tolerated behaviors, such as hazing, would no longer be tolerated with the inclusion of women on submarines.
- In response to a question, LCDR Sullivan stated that there is an initial implementation plan to bring both senior and junior enlisted women onto submarines together.
- In response to a question, LCDR Sullivan stated that physical strength is not a consideration for these submarine assignments.

### **Women in the Service Restrictions (WISR) Review**

Mr. Doug Johnson, Military Personnel Policy (MPP), provided a briefing on the responsibilities and plans of a new MPP Working Group that is reviewing assignment policies for women. PowerPoint slides from this briefing can be found in TAB F\*.

- Mr. Johnson explained the two reasons for the creation of the WISR Review: FY 2011 NDAA, Section 535, which requires a DoD review of, and report to Congress on, restrictions on the service of female service members, and Military Leadership Diversity Commission (MLDC) Report Recommendation #9, which urges DoD and the Services to adopt a time-phased approach to opening all career fields/specialties to women.

- Mr. Johnson stated that the primary members of this working group are the service representatives to DACOWITS and the group has met seven to eight times. The WISR Senior Leader Steering Committee has also met twice. Mr. Johnson stated that OSD submitted an interim report to Congress in May 2011 that identified the laws, policies, and regulations being reviewed, with the 1994 combat assignment policy as the primary policy to be examined. The entire policy is being looked at and is open to revision. Mr. Johnson added that none of the committee's decisions can be disclosed in a public forum at this time, but that Dr. Stanley is personally very committed to the process, has asked for a review of the committee's progress every few weeks, and has stated that a final report will be presented to Congress by October 2011.
- LTG (Ret) Kennedy expressed interest in presenting DACOWITS's assignments findings and recommendations to the Senior Steering Committee. Mr. Johnson replied that this is a possibility.
- One attendee expressed concern that women are not clearly assigned combat status, which complicates the issue of receiving VA benefits. Committee members confirmed that this has been a problem for women veterans who are *attached* but not *assigned* to ground combat units, but serve in ground combat roles similar to their male counterparts.

### **MLDC Report Summary**

LTG (Ret) Kennedy introduced GEN, USAF (Ret) Lester Lyles, MLDC Chairman, and LTG, Army (Ret) Julius Becton, Jr., MLDC Vice-Chairman, who presented a briefing on the MLDC recommendations particularly affecting women. PowerPoint slides from this briefing can be found in TAB G\*.

- GEN (Ret) Lyles explained that MLDC was created by Congress to evaluate and assess opportunities for the promotion and advancement of minority members of the Armed Forces, including minority members who are senior officers. He noted that Congress charged MLDC with 16 tasks, which formed the foundation of MLDC's research, analysis, and recommendations.
- GEN (Ret) Lyles stated that MLDC strongly recommended that the DoD policy excluding women from ground combat be lifted immediately. He noted that women are currently serving in ground combat but are attached and not assigned to these units, which has prevented these women from receiving due promotional considerations.

- GEN (Ret) Lyles added that MLDC recommended that DACOWITS continue to look at retention challenges for women in the military.
- In response to a DACOWITS member's question, GEN (Ret) Lyles confirmed that MLDC has had the opportunity to brief all of the Service Chiefs on its recommendations, and confirmed that they were all very supportive of the MLDC recommendations. The Vice Chiefs were also present for the briefings, as were the senior enlisted leaders on most occasions.

### **Public Open Forum**

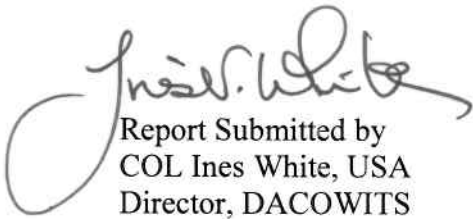
- Jackie Debrosa, retired Fleet Master Chief for the Navy, asked questions and offered comments on the SAPRO brief. She suggested that SAPRO look at whether the data showed a time lapse between the start and end of an investigation, noting that these investigations, in her experience, are a drawn-out process and should be a priority. She asked that the data include how many of the investigations resulted in no action, and what the reasons were for no action. And she said that she found it interesting that the SAPRO staff is all officers, O4 and above, and recommended including senior enlisted personnel, E8-E9, in these positions as well.
- LCDR Sullivan announced the Joint Women's Service Summit will be on March 5-6, 2012, at the Gaylord National Harbor Hotel, Prince George's County, Maryland.
- Col Pauline Houghton, US Army, raised concerns on issues that were part of the day's agenda, including; 1) closeness of the SARC to the commander; 2) improvements in SARC training; and 3) women's role in peace and security.
- CAPT, USN (Ret.) Pat Gormley, former DACOWITS member and President of the Alliance for National Defense, suggested topics to pursue further, including: 1) sexual assault in combat zones; and 2) securing data by gender on the two-thirds of service members that the SAPRO briefing reported feel free to report sexual assault.

CAPT, USN (Ret.) Lory Manning, Director of the Women in the Military Project of the Women's Research and Education Institute (WREI), announced that the new edition of "Women in the Military: Where We Stand" is now available from WREI.

**The public portion of the meeting was adjourned.**

On June 29, 2011, Committee members held an administrative meeting to discuss the recent and forthcoming DACOWITS installation site visits and discuss arrangements for the DACOWITS upcoming 60<sup>th</sup> Anniversary program, which will be held in conjunction with the September 2011 DACOWITS meeting.

**Meeting was adjourned.**



Report Submitted by  
COL Ines White, USA  
Director, DACOWITS



Report Certified by  
LTG (Ret) Claudia J. Kennedy  
DACOWITS Chair

**DACOWITS MEMBERS' ATTENDANCE**

LTG (Ret) Claudia Kennedy  
Ms. Nancy Duff Campbell  
The Honorable Ruby DeMesme  
BG (Ret) Maureen LeBoeuf  
The Honorable Debbie James  
COL (Ret) Margarethe Cammermeyer  
BG (Ret) Julia Cleckley  
Ms. Holly Hemphill

**MEMBERS ABSENT**

SgtMaj (Ret) John Estrada