

DACOWITS

Defense Advisory Committee on Women in the Services



1951-2013: 62 Years of DACOWITS

2013 REPORT



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Defense Advisory Committee on Women in the Services





Executive Summary

The Defense Advisory Committee on Women in the Services (DACOWITS - hereafter referred to as “the Committee” or “DACOWITS”) was established in 1951 with a mandate to provide the Secretary of Defense with independent advice and recommendations on matters and policies relating to women in the Armed Forces of the United States. Individual members of the Committee are appointed by the Secretary of Defense and serve in a voluntary capacity for one- to four-year terms.

As in previous years, in 2013 DACOWITS divided its work into two general areas, Wellness and Assignments, with working groups formed for each. The Committee selected specific topics for study, described below, and gathered both primary and secondary sources of information on these topics, including briefings from military representatives and subject matter experts; data and other information collected during installation visits from focus groups and interactions with Service members; and literature reviews. These sources of information formed the basis for the Committee’s recommendations and reasoning.

The Committee agreed on recommendations at its September 2013 meeting and approved this report at its December 2013 meeting.

Wellness Recommendations

The Committee studied two Wellness topics – the prevention of sexual harassment and sexual assault in the military and reproductive health care services and policies for military women.

Prevention of Sexual Harassment and Sexual Assault in the Military

The Committee’s 2013 study of sexual assault and sexual harassment prevention built on its previous work on this topic in 2011 and 2012 and its belief that the prevention of sexual harassment and sexual assault in the military continues to demand immediate and concentrated action.

According to DoD estimates, approximately 26,000 Service members experienced some form of sexual assault in fiscal year (FY) 2012 – a 35% increase over FY 2010 – but the number of sexual assault reports

totaled only 3,374. Approximately 525 students at the military Service Academies experienced some form of sexual assault in academic year (AY) 2012 – about the same number as in AY 2010, but the number of sexual assault reports totaled only 80. In addition, 51% of Academy women and 10% of Academy men stated they had experienced sexual harassment in AY 2012.

Beyond these DoD statistical compilations of sexual assault and sexual harassment in the Services and at the Academies, there were serious and widespread allegations of sexual misconduct in the Air Force training program at Lackland Air Force Base in 2012 and several high-profile incidents of sexual assault or alleged sexual assault in 2013 by Service Academy students, Service members, and senior officers. DoD responded to these data and events by announcing initiatives aimed at strengthening the Sexual Assault Prevention and Response (SAPR) program and by continuing its efforts to strengthen the handling of sexual harassment and other equal opportunity complaints by the Office of Diversity Management and Equal Opportunity. Congress responded by legislating and proposing legislation to both strengthen the SAPR program and reform the military justice system.

The Committee focused its 2013 efforts on these and other initiatives aimed at preventing and responding to sexual harassment and sexual assault throughout DoD and the Services, including at the Service Academies.

As explained in more detail in the full 2013 report, DACOWITS made the following recommendations, based on the reasoning below, to address the prevention of sexual harassment and sexual assault in the military.

Recommendation 1: DoD and the Services should each combine in one program their efforts to prevent and respond to sexual harassment and sexual assault.

Reasoning

Experts on sexual harassment and sexual assault both in and outside DoD recognize that there is a strong correlation between the two. Yet, in the DoD organizational framework, sexual harassment and sexual assault are handled in separate programs, with sexual harassment the responsibility of the Office of Diversity Management and Equal Opportunity and sexual assault the responsibility of the Sexual Assault Prevention and Response Office. Among the Services, only the Army combines sexual assault prevention and sexual harassment prevention under its Sexual Harassment/Assault Response and Prevention Program, recognizing the need to address “the foundation and progression of sexual violence.” A 2011 report by the U.S. Government Accountability Office (GAO), *Preventing Sexual Harassment: DoD Needs Greater Leadership Accountability and an Oversight Framework*, pointed out that sexual harassment programs in DoD suffered from limited staff resources, lack of oversight, no plan to monitor incidents, no way to measure progress, and no way to communicate results. GAO recommended improvements in leadership commitment to preventing and responding to sexual harassment, compliance and accountability, and oversight of the sexual harassment program. While some improvements have been made in addressing sexual harassment organizationally, the program remains under-resourced and under-emphasized. Yet, as focus group members have told DACOWITS, and as the most recent Defense Manpower Data Center *2012 Workplace and Gender Relations Survey of Active Duty Members* reveals, sexual harassment is a continuing, serious problem. To improve efforts to eliminate sexual harassment and

sexual assault, DoD and the Services should follow the Army model and have one combined sexual harassment and sexual assault prevention and response program.

Recommendation 2: DoD should support legislation to remove from the chain of command the prosecution of military cases involving serious crimes, including sexual assault, except crimes that are uniquely military in nature. Instead, the decisions to prosecute, to determine the kind of court martial to convene, to detail the judges and members of the court martial, and to decide the extent of the punishment, should be placed in the hands of the military personnel with legal expertise and experience and who are outside the chain of command of the victim and the accused.

Reasoning

The persistent problem of sexual assault in the military continues to demand immediate and concentrated action. DoD and the Services have placed a great deal of recent emphasis on finding different ways to prevent and respond to sexual assault, including by adopting some of DACOWITS' recent recommendations. However, the number of sexual assaults continues to increase, not decrease, and there is a huge disparity between DoD's own estimates of the number of sexual assault incidents (26,000 in FY 2012) and the number of sexual assault reports (3,374 in FY 2012). Victims have said that they do not come forward because they lack confidence in the system – they do not think their complaints will get a fair and impartial hearing, they do not think perpetrators will be held accountable, and they fear that they will suffer reprisals. Unfortunately, recent events have shown these fears to be justified and may also have communicated to perpetrators that they need not fear being held accountable for their actions. Under the current system, in which complaints are addressed within the chain of command, the commander has complete authority over the handling of cases, including whether to prosecute, whether to convene a court martial, who to name to the jury, and if and what kind of punishment is warranted. Moreover, because a commander often has both the victim and the accused perpetrator in his or her command, this decision-making poses a potential conflict of interest. To ensure the strong military justice system that is essential to preventing sexual assault and other serious crimes, DoD should support legislation to remove these decisions from the chain of command and make decision-making in the military justice system more independent, impartial, and consistent.

Reproductive Health Care Services and Policies

The Committee's 2013 examination of the reproductive health care services and policies for military women was based on its belief that reproductive health care is critical to the wellness and readiness of our nation's troops. The Committee focused on the availability of reproductive health care services to military members, including efforts by the Services to aid military members with family planning.

As explained in more detail in the full 2013 report, DACOWITS made the following recommendation, based on the reasoning below, to address reproductive health care services and policies.

Recommendation: Initiatives similar to the Navy’s Sexual Health and Responsibility Program, which informs Sailors of the importance of family planning, educates them on methods of contraception, and makes various contraceptive methods available, should be actively implemented by all the Services. Navy’s lessons learned and best practices should be shared with DoD and the other Services to help promote the health and readiness of all the nation’s troops.

Reasoning

Recognizing that unintended pregnancies can jeopardize mission readiness, disrupt military careers, and have lifetime financial consequences, the Navy is beginning to proactively address the need for family planning in ways that include the impact on – and responsibilities of – both Service women and Service men. DACOWITS in 2012 studied the health issues of deployed women and recommended, among other things, that information be made available to women on options for birth control/menstrual cycle control and that birth control and emergency contraception supplies be assured for deployed women. But the need for reproductive health and family planning is not just a deployment issue. Family planning can increase the overall readiness and quality of life of all members of the military. The other Services will benefit from the Navy’s experience and should implement similar initiatives.

Assignments Recommendations

The Committee studied two Assignments topics – the accession of women into the officer corps and the effective and full integration of women into closed positions and units. The Committee also continued to monitor the Services’ response to its 2012 recommendation that the Services expeditiously provide women with properly designed and fitted combat equipment.

Accession of Women into the Officer Corps

The Committee’s 2013 study of the accession of women into the officer corps was prompted by the Committee’s interest in ensuring that the military has the strongest possible pool of highly qualified individuals to meet the need for leadership in the coming years. The Committee studied the representation of women across commissioning sources and the existence and effectiveness of outreach and recruiting of women officers.

As explained in more detail in the full 2013 report, DACOWITS made the following recommendations, based on the reasoning below, to address the accession of women into the officer corps.

Recommendation 1: All Services should seek to systematically increase the accessions of women into the officer corps by increasing the representation of women at the military Academies, Officer Candidate School/Officer Training School/Academy of Military Science (OCS/OTS/AMS), and Reserve Officer Training Corps (ROTC).

Recommendation 2: All Services should devote resources for the successful recruitment of women officers.

Recommendation 3: All Services should have targets to gauge progress in increasing the representation of women in the officer corps (and therefore in the principal accession sources for officers – the military Academies, OCS/OTS/AMS, and ROTC). These targets should be benchmarked against measures of the recruiting pool for women candidates, not against any measure of the current representation of women in the Armed Services or any particular Service.

Reasoning

Outreach and recruitment of women for the officer corps is critical to ensuring that our nation's military has the strongest possible leaders. Compared to the recruiting pool, determined by the Military Leadership Diversity Commission to be over 50% women, women officers are underrepresented in all of the Services. Although the representation of women officers in all the Services remains low, some Services do not have goals. Low targets for women officers in the Army (14%) and the Marine Corps (8.5%) may in fact be operating as a constraint on the recruitment of women officers. Moreover, with some exceptions, the Services have said they are not particularly directing their recruiting efforts to women. Especially because the Services are now in the process of opening units and positions previously closed to women, there is much room for growth in the representation of women in the officer corps, and the Services should establish targets to encourage a significant increase in the number of women officers.

Effective and Full Integration of Women into Closed Positions and Units

The Committee's study of the integration of women into ground combat units in 2013 built on three years of research and its recommendation made each year since 2010 to eliminate the 1994 ground combat exclusion policy and open all military positions and units to women. On January 24, 2013, Secretary of Defense Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey rescinded the ground combat exclusion policy and directed the Services to comply with a three-year plan to open closed positions and units to women no later than January 1, 2016, consistent with certain guiding principles set forth in an attached January 9, 2013, implementation memorandum of Chairman Dempsey and "after the development and implementation of validated, gender-neutral occupational standards and the required notifications to Congress." The January 2013 directive's requirement of validated, gender-neutral occupational standards is similar to the Committee's 2011 and 2012 recommendations that any physical standards be validated to accurately predict performance of actual regular and recurring duties of a military job and applied equitably to measure individual capabilities.

In 2013, DACOWITS focused its efforts on ensuring effective implementation by DoD and the Services of the January 2013 directive, particularly its requirement of validated gender-neutral occupational standards. In addition, DACOWITS continued to monitor the Services' response to its 2012 recommendation that the Services expeditiously provide women with properly designed and fitted combat equipment.

As explained in more detail in the full 2013 report, DACOWITS made the following recommendations, based on the reasoning below, to address the full integration of women into closed positions and units:

Recommendation 1: The Services should continue apace in their plans to integrate women into closed units and positions as expeditiously as possible, but no later than January 1, 2016. These changes are in accordance with the guidance and timetable established in the January 24, 2013, directive of Secretary of Defense Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey and the January 9, 2013, implementation memorandum of Chairman Dempsey.

Reasoning

DACOWITS applauds the elimination of the 1994 direct ground combat exclusion policy (as recommended in its reports for 2010, 2011, and 2012). The Committee believes the timetable set in the January 24, 2013, Panetta/Dempsey directive and January 9, 2013, Dempsey memorandum is more than reasonable for the Services to plan and implement the opening of closed units and positions to women no later than January 1, 2016.

Recommendation 2: Women qualified in occupational specialties should immediately be eligible for assignment to any military unit.

Reasoning

As an exception to policy, women in open occupational specialties began moving into closed units in 2012. The success of this integration, which had also been recommended by the Military Leadership Diversity Commission in its March 2011 report to Congress, was a basis for the January 24, 2013, Panetta/Dempsey directive eliminating the combat exclusion policy and instructing the Services to open closed positions and units to women “as expeditiously as possible.” Consistent with that directive, and the January 9, 2013, implementation memorandum of Chairman Dempsey instructing the Services to expand the number of units and number of women assigned to those units based on the exception to policy (and provide periodic updates on their progress beginning in the third quarter of FY 2013), there is no reason to further delay the assignment of women who are in occupations open to women to any unit. Women in open occupations are trained and ready to serve in all units. Army has expressed its intention to open assignments in closed units to these women but the Marine Corps has said that further study is needed before it will open such assignments, which has the unfortunate appearance of a delaying tactic.

Recommendation 3: Physical standards should be validated to accurately predict performance of actual, regular, and recurring duties of a military job and applied equitably to measure individual capabilities.

Reasoning

This is a repeat recommendation from 2012 and, in somewhat different language, from 2011. The Services have been in the process of developing gender-neutral occupational standards for some time, but the results of this process are not yet known. The Committee continues to be concerned, as it was in 2011 and 2012, about the process being used, specifically that in some instances the Services may

be evaluating women on an “average” rather than an individual basis and may be using or establishing standards that have not been validated, even for men. The Committee continues to believe strongly that any physical standards should be based on a scientifically rigorous process, validated as job-related (based on the actual regular and recurring duties to be performed) and determined to accurately measure individual, not average, performance.

Recommendation 4: The Marine Corps should discontinue the “experiment” to allow women to volunteer for the Infantry Officers Course (IOC). Instead, women should be afforded the same opportunity as their male counterparts to qualify for any position and to be assigned to any unit for which they qualify, based on validated, gender-neutral standards.

Reasoning

The Marine Corps’ plan to implement the January 24, 2013, Panetta/ Dempsey directive describes its decision to permit women Marine officers to participate in the IOC, on a voluntary basis, as “other research,” without further explanation. Marine Corps briefers explained to DACOWITS that the Corps contemplates that 92 such volunteers be given the chance to try to complete the course before the experiment is evaluated. Volunteers must delay their assigned career paths and are not awarded an infantry occupational specialty even if they finish the course successfully. Not surprisingly, only a few women have volunteered for the experiment, and no women have completed the course to date. In response to questions from DACOWITS, neither Marine Corps briefers nor IOC officials have been able to explain what is being evaluated, how the results will be used, why 92 women volunteers are necessary, or how long the experiment is expected to last. At the current rate, it would take decades to secure 92 women volunteers. It is not clear that the physical tests that are part of the IOC have been scientifically validated as occupational requirements for an infantry officer. It is unclear how this experiment relates to any decision to request an exception to policy. Finally, the experiment suggests that if not enough women can complete the course, one or more such exceptions to policy might be requested, which, if true, would be improperly evaluating women’s qualifications to serve as infantry officers, or in the infantry, on an average rather than an individual basis.

Recommendation 5: The Services should ensure properly designed and fitted individual combat equipment is provided to women on an expedited basis. The Services should collaborate on product development, testing, and procurement to facilitate prompt distribution of appropriate individual combat equipment.

Reasoning

This is a repeat recommendation from 2012. Although the Army has made substantial progress in deploying the new vest and is working on deploying other pieces of combat gear, the Committee wishes to press for faster rollout of this equipment. Proper combat equipment is essential to overall military readiness; women suffer injuries and do not perform up to their full potential when wearing ill-fitting equipment and combat gear designed for men’s bodies. Collaboration among the Services could also speed development of needed equipment. Especially as the Services are now in the process of opening units and positions previously closed to women, it is important to ensure that all our nation’s troops are properly outfitted and can perform at the highest level.

Defense Advisory Committee on Women in the Services





Chapter 1

Introduction

The Defense Advisory Committee on Women in the Services (DACOWITS – hereafter referred to as “the Committee” or “DACOWITS”) was established in 1951 with a mandate to provide the Secretary of Defense with independent advice and recommendations on matters and policies relating to women in the Armed Forces of the United States. (See *Appendix A* for the current DACOWITS charter.) Individual members of the Committee are appointed by the Secretary of Defense and serve in a voluntary capacity for one- to four-year terms. The 2013 Committee has seventeen members, six of whom joined in March. (See *Appendix B* for biographies of the 2013 DACOWITS members.)

As in previous years, in 2013 DACOWITS divided its work into two general areas, Wellness and Assignments, with working groups formed for each. For Wellness, the Committee examined the prevention of sexual harassment and sexual assault in the military and reproductive health care services and policies. For Assignments, the Committee examined the accession of women into the officer corps and the effective and full integration of women into closed positions and units. The Committee also continued to monitor the Services’ response to its 2012 recommendation that the Services expeditiously provide women with properly designed and fitted combat equipment.

To undertake these examinations, the Committee gathered both primary and secondary sources of information, including briefings from military representatives and subject matter experts; data and other information collected during installation visits from focus groups and interactions with Service members; and literature reviews.

As a primary source of information, DACOWITS collected qualitative data from site visits to the four Service Academies and five Officer Candidate Schools/Officer Training Schools (OCS/OTS) during April and May 2013. (See *Appendix C* for installations visited.) During the focus groups at these sites, the Committee addressed one Wellness topic – the prevention of sexual harassment and sexual assault – and one Assignments topic – the accession of women into the officer corps. In partnership with social scientists from the Committee’s research contractor, ICF International (ICF), the Committee developed two focus group instruments – one for students and officer candidates, and one for faculty and staff. Committee members facilitated focus group discussions at each site to assess the views, attitudes, and

experiences of Service members on the primary study topics. The Committee also distributed mini-surveys to participants to determine the demographic composition of the groups. All focus group protocols and mini-surveys were approved by ICF's Institutional Review Board with concurrence from the DoD Office of the Under Secretary of Defense for Personnel and Readiness to ensure the protection of human subjects.

DACOWITS conducted 51 focus groups in 2013 – 16 among cadets/midshipmen (hereafter referred to generally as students) at the Service Academies, 18 among officer candidates/trainees (hereafter referred to as candidates, for simplicity) at OCS/OTS, and 17 among faculty and staff across all sites. During these focus groups, Committee members spoke with 525 participants. Staff from ICF recorded written transcripts of the discussions and compiled and analyzed the resulting data in collaboration with the Committee. (See *Appendix D* for the focus group protocols, *Appendix F* for the participant demographics and *Appendix G* for a complete presentation of the focus group findings). Relevant parts of Chapters II and III further describe the focus group results.

Chapter II covers the Committee's research and recommendations on the Wellness topics. Chapter III covers the Committee's research and recommendations on the Assignments topics. Other Appendices, not previously mentioned, are also provided, including briefings and other information provided to DACOWITS (*Appendix H*), and acronyms used in the report (*Appendix I*).

Defense Advisory Committee on Women in the Services





Chapter 2

Wellness Research and Recommendations

The Committee identified the prevention of sexual assault and sexual harassment in the military and reproductive health care services and policies as Wellness study topics in 2013. To address these issues, the Committee received briefings from knowledgeable DoD and Services personnel and outside experts, gathered data and other information from Service members through focus groups and other interactions, and researched recent literature and other resources. This chapter is divided into two parts for the two study topics, with the Committee's findings, recommendations, and reasoning behind these recommendations provided in each part.

Prevention of Sexual Harassment and Sexual Assault in the Military

The Committee's 2013 study of sexual assault and sexual harassment prevention built on its previous work on this topic in 2011 and 2012 and its belief that the prevention of sexual harassment and sexual assault in the military continues to demand immediate and concentrated action.

According to DoD estimates, approximately 26,000 Service members experienced some form of sexual assault in fiscal year (FY) 2012 – a 35% increase over FY 2010 – but the number of sexual assault reports totaled only 3,374.¹ Approximately 525 students at the military Service Academies experienced some form of sexual assault in academic year (AY) 2012 – about the same number as in AY 2010,² but the number of sexual assault reports totaled only 80.³ In addition, 51% of Academy women and 10% of Academy men stated they had experienced sexual harassment in AY 2012.⁴

Beyond these DoD statistical compilations of sexual assault and sexual harassment in the Services and at the Academies, there were serious and widespread allegations of sexual misconduct in the Air Force training program at Lackland Air Force Base in 2012 and several high-profile incidents of sexual assault or alleged sexual assault in 2013 by Service Academy students, Service members, and senior

officers. DoD responded to these data and events by announcing initiatives aimed at strengthening the Sexual Assault Prevention and Response (SAPR) program and by continuing its efforts to strengthen the handling of sexual harassment and other equal opportunity complaints by the Office of Diversity Management and Equal Opportunity. Congress responded by legislating and proposing legislation to both strengthen the SAPR program and reform the military justice system.

The Committee focused its 2013 efforts on these and other initiatives aimed at preventing and responding to sexual harassment and sexual assault throughout DoD and the Services, including at the Service Academies. This part of Chapter II is organized into the following sections:

- Summary of Briefings Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendations

Summary of Briefings Presented to DACOWITS

DACOWITS received a briefing from the Air Force on the results of its investigation into the sexual misconduct allegations at Lackland Air Force Base and the extent to which the investigation revealed systemic problems in Air Force training; several briefings from the DoD Sexual Assault Prevention and Response Office (SAPRO) on the scope of and recent response to sexual assault in the military, including at the Service Academies; from the DoD Center on Health Care Management Studies on the data on unwanted sexual contact collected in its 2011 *Health-Related Behaviors Survey of Active Duty Personnel*; from the Navy on its Sexual Assault Prevention Program at Naval Station Great Lakes; and from the Army on its Sexual Harassment/Assault Response and Prevention (SHARP) program. In addition, DACOWITS received briefings from the DoD Office of General Counsel on the handling of sexual assault and other crimes by the military justice system and from United States Senators Kirsten Gillibrand and Claire McCaskill on proposed legislation to remove military prosecutorial decision-making from the chain of command for serious crimes, including sexual assault. The Committee also received several public comments on these issues.

This section presents highlights from the briefings the Committee received. For a full list of briefings and information presented to DACOWITS in 2013, see *Appendix H*.

Air Force Update on Commander-Directed Investigation at Lackland Air Force Base, December 2012

Col Andrew Cain, Vice Commander, 2nd Air Force

As part of the response to the serious and widespread allegations of sexual misconduct in the Air Force training program at Lackland Air Force Base in 2012, the Air Force mounted a commander-directed investigation into whether there were systemic problems in its training program and, if so, the ways in which these problems should be addressed. DACOWITS requested a briefing on the Air Force investigation and planned response to the problems identified in the investigation. In December 2012, Col Andrew Cain provided this briefing.

Col Cain began the briefing by stating that the investigation identified 54 victims and potential victims, defined as any student with whom an instructor committed sexual assault or engaged in an

unprofessional relationship of a sexual nature, regardless of consent. The investigation identified thirteen potential sexual assaults, six of which were associated with one person; thirty unprofessional relationships with sexual contact; and eleven unprofessional relationships without sexual contact (meaning that there was an electronic means of contact to establish a sexual relationship, such as Facebook or Twitter). All victims were offered the full range of support services. Overall, 28 perpetrators and alleged perpetrators had been identified at the time of the briefing. Five had been convicted by court martial and seven cases were pending.

The report on the investigation, *Developing America's Airmen: A Review of Air Force Enlisted Training*, was completed in August 2012 and included 22 findings and 46 recommendations, all but one of which the Air Force accepted and is in the process of implementing. (The one remaining recommendation is still under consideration.) The recommendations focus on five major areas: leadership and oversight; military training instructor (MTI) selection and manning; MTI training and development; removing barriers to reporting and detection; and institutionalizing consistent policy and guidance. Planned corrective actions include strengthening leadership, strengthening institutional safeguards, and revitalizing the MTI culture of self-policing. In addition, a Recruiting and Training Oversight Council has been created to review the effectiveness of the actions taken in response to the recommendations. A recommended Tri-Service Accession Council has yet to be established; its purpose is to allow the Army, Navy, and Air Force to coordinate on training issues.

In response to a DACOWITS question, Col Cain said that the Air Force had decided not to institute gender-segregated training. However, in women flights (dormitories), one of the two military training instructors assigned will be a woman.

DoD Update on Sexual Assault Prevention and Response Strategy, December 2012

MG Gary Patton, Director, SAPRO

In May 2012, Secretary of Defense Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey announced several sexual assault initiatives in a Strategic Direction to the Joint Force on Sexual Assault Prevention and Response (hereafter May 2012 Strategic Direction).⁵ As stated in the 2012 DACOWITS report, the Committee believed these initiatives were a step forward but was concerned that the Direction did not assign responsibility for their implementation, nor had there been any supplemental DoD guidance or other directive to do so. Accordingly, the Committee recommended that the Secretary assign responsibility for the initiatives to an official with sufficient authority to oversee and evaluate their implementation by both DoD and the Services. In December 2012, MG Gary Patton reported that his office is primarily responsible for implementing the initiatives and briefed the Committee on the progress.

MG Patton stated that SAPRO is drafting a DoD-wide SAPR strategic plan that will be consistent with the initiatives, after which it will be endorsed by the Secretary of Defense and promulgated to all DoD agencies and components and will carry the weight of a Secretary of Defense directive. The draft has been distributed to the Services for their feedback and coordination. In response to a Committee inquiry on how long it was likely to take for the guidance on the initiatives to be transmitted to the Services as a directive, MG Patton said that he would provide that information to the Committee at a later date. (See briefing of June 2013 by Col Alan Metzler, below, for an update on this directive.)

MG Patton reviewed the initiatives' – and SAPRO's – five lines of effort of prevention, investigation, accountability, advocacy, and assessment, as well as some of the tasks of the initiatives and what is needed to translate them into guidance. MG Patton provided additional detail on several of the initiatives the Committee was particularly interested in, including the structure of the independent Military Criminal Investigative Organization (MCIO) and the way in which it will operate, the command climate assessments and the ways in which they will be used, and the change in the initial disposition authority for cases alleging sexual assault offenses and why the change applies only to certain sexual assault offenses.

With respect to the MCIO, MG Patton stated that each Service has an MCIO, with direct oversight authority for its operation in each Service's headquarters and the DoD Inspector General. These MCIOs are responsible for investigating all unrestricted reports alleging sexual assault that are under military jurisdiction; they operate and conduct their investigations independent of the chain of command. With respect to the MCIO Council created by the initiatives, MG Patton reported that its structure and operation are still under development. Its members will be the MCIO commanders and the DoD Inspector General.

With respect to command climate assessments, MG Patton said he supported the Committee's 2012 recommendation to report the results of command climate assessments to the next higher level of command, and that a DoD policy change to require dissemination to senior commanders is being considered. (See June 2013 briefing of Col Alan Metzler, below, for an update on this policy change.)

With respect to the new DoD policy elevating initial disposition authority to commanders at grade O6 and above, MG Patton confirmed that it applies only to certain sexual offenses – rape, sexual assault, forcible sodomy, attempts to commit such acts, and other alleged offenses arising from the same incident. He said that he was not part of SAPRO when the decision was made, but he believes the policy was limited to higher-level sexual offenses to convey the seriousness of these offenses. The policy does not apply to aggravated sexual contact and abusive sexual contact -- though they fall under DoD's definition of sexual assault – to avoid overburdening senior commanders.

[Annual Report on Sexual Harassment and Violence at the Military Service Academies, March 2013](#)

Dr. Nathan Galbreath, Senior Executive Advisor, Accountability and Assessment, SAPRO

As described above, the *Annual Report on Sexual Harassment and Violence at the Military Service Academies: Academic Program Year 2011-2012* revealed that the incidence of sexual assault at the Academies remained high. DACOWITS asked SAPRO to provide additional information on this report, including trends, contributing factors, and prevention efforts at the Academies. In March 2013, Dr. Nathan Galbreath provided this briefing.

Dr. Galbreath began the briefing by explaining that annual reports on sexual harassment and sexual violence at the Academies are required by law. To gather the data for the reports, SAPRO alternates between conducting a survey and conducting an on-site assessment at the Academies to determine the prevalence of sexual harassment, sexual assault, and related behaviors and to assess prevention efforts. DoD has five priorities in conducting these assessments: 1) institutionalize prevention strategies in the military community; 2) increase the climate of victim confidence associated with reporting; 3) improve sexual assault response; 4) improve system accountability; and 5) improve knowledge and understanding of SAPR.

The report for AY 2012 is based on survey data from the *2012 Service Academy Gender Relations Survey* and reveals that the incidence of sexual assault at the Academies remains high and is two to three times the rate in the total active duty population. The incidence of sexual assault among both women and men, although statistically the same as the previous academic year, has increased since 2008 and currently stands at over 12% among Academy women and 2% among Academy men. A survey question added in 2012 reveals that students with a history of pre-service sexual assault constitute a disproportionate number of sexual assault victims at the Academies, mirroring research in other populations.

The incidence of sexual harassment at the Academies decreased slightly for women and was statistically the same for men between AY 2011 and AY 2012, but was still high – 51% for Academy women and 10% for Academy men in AY 2012. The survey also revealed that the vast majority of those who experienced sexual assault at the Academies had experienced sexual harassment.

Turning to sexual assault prevention methods, Dr. Galbreath stated that the most effective prevention efforts at the Academies focus on getting cadet leaders to model prevention behaviors, which effectively markets the importance of sexual assault prevention to the rest of the Academy. The Academies are also reducing sexual assault environmental risks. The United States Military Academy, for example, has found that sexual assaults are likely to occur in a room in which one roommate is gone for the weekend. As such, it has established a policy that first-year and other cadets deemed at risk cannot stay alone in under-occupied rooms. Dr. Galbreath also confirmed that, beginning this year, the Service Academies will be required to conduct annual command climate assessments (consistent with the May 2012 Strategic Direction) to track attitudes towards sexual harassment and assault.

Dr. Galbreath said that a message of zero tolerance for sexual assault at the unit level can have the effect of deterring reporting. Instead, commanders⁶ need to send a dual message: sexual assault will not be tolerated, but if it does occur, we want you to report it. Dr. Galbreath agreed with Committee members that it is important that victims feel comfortable and confident in the military justice system. He said that in his view, however, the best way to reduce the prevalence of sexual assault is through prevention, because sexual assault perpetrators rationalize their behavior and do not believe they have committed a crime, reducing the deterrent effect of the threat of punishment.

Sexual Assault Prevention Program at Naval Station Great Lakes, March 2013

Ms. Jill Loftus, Director, Sexual Assault Prevention and Response Office, Office of the Secretary of the Navy

Based on reports of a pilot program that had achieved significant reductions in sexual assaults at Naval Station Great Lakes, DACOWITS requested a briefing on the program and its possible broader implementation in the fleet and beyond. In March 2013, Ms. Jill Loftus provided this briefing.

Ms. Loftus began the briefing by stating that the pilot program implemented at Great Lakes Training Support Command had reduced the incidence of sexual assaults in that command by 69% over a 24-month period. Naval Station Great Lakes was chosen for the pilot program because it has a unique concentration of young Sailors; more than 10,000 Sailors cycle through the entry-level training program (following recruit training) annually. The program has multiple, ongoing components, including aggressive efforts against risk factors such as alcohol use. Components include: restricting trainee liberty for six to eight weeks; instructing senior trainees to mentor junior

trainees and prohibiting junior trainees from going into a pub without a senior trainee; encouraging hotels to call Naval Criminal Investigative Service whenever a large group of trainees shows up at a hotel; publicizing non-judicial punishments related to alcohol on base; and implementing training and entertainment-education programs to educate trainees about bystander intervention and what does and does not constitute consent to sexual contact.

After the pilot program, the installation showed a substantial reduction in reports of sexual assaults, as well as a reduction in the incidence of sexual assaults based on anonymous surveys given to Sailors leaving the installation. Ms. Loftus stated that, in particular, the installation had seen an increased willingness of men to report sexual assaults. In addition, during the trainings the installation learned of women who had been victims of child abuse and sexual assault before entering the military and made available at the trainings a sexual assault coordinator and victim response advocate to counsel and otherwise assist participants. The pilot program is also working to add anonymous, after-hours counseling support.

In response to a question from a Committee member, Ms. Loftus stated that the results of the pilot program had been shared with Navy leadership and the other Services. In addition, the Navy is working with other naval installations to determine if the Great Lakes approach would work in different settings.

2011 Health-Related Behaviors Survey Results, June 2013

Dr. Diana Jeffery, PhD, Director, Center for Health Care Management Studies

Because the *2011 Health-Related Behaviors Survey of Active Duty Personnel* contains information on unwanted sexual contact, the Committee requested a briefing of those aspects of the survey. In June 2013, Dr. Diana Jeffery provided this briefing.

Dr. Jeffery began the briefing by stating that the survey has been conducted every three years since 1980 and is used to measure health-related behaviors and lifestyles of active duty military personnel that have the potential to impact readiness. The survey asks several questions about unwanted sexual contact, defined here as, “unwanted sexual contact...between someone else and your private parts or between you and someone else’s private parts.”⁷ The 2011 results show that 30.2% of women and 6.9% of men had experienced unwanted sexual contact before joining the military, and 21.7% of women and 3.3% of men had experienced unwanted sexual contact by someone in the military since joining the military.

A preliminary analysis indicates that men and women who experienced unwanted sexual contact since joining the military by someone in the military more often reported a history of physical abuse and unwanted sexual contact and current symptoms of mood disorders than men and women without this experience. Men and women who experienced unwanted sexual contact since joining the military by someone in the military also more often reported a range of posttraumatic stress reactions as well as suicidal ideation, self-injury and suicide attempts compared to their peers. Unwanted sexual contact by someone in the military also appears to have an adverse effect on military retention for both women and men.

Sexual Assault and Response Prevention Office Update, June 2013

Col Alan Metzler, US Air Force, Deputy Director, SAPRO

The revelation in the *Department of Defense Annual Report on Sexual Assault in the Military: Fiscal Year 2012* of a substantial increase in the incidence of sexual assaults in the last year and the announcement on May 6, 2013, by Secretary of Defense Chuck Hagel of additional initiatives to further DoD's sexual assault and prevention efforts prompted the Committee's request for updated information from SAPRO on the report and DoD's response.

In June 2013, Col Alan Metzler briefed the Committee on the results of the FY 2012 sexual assault report, the new DoD-wide Sexual Assault Prevention and Response Strategic Plan issued by Secretary Hagel on May 6, 2013, and the additional initiatives announced by Secretary Hagel on May 6, 2013.

Col Metzler began his briefing by summarizing the findings of the DoD sexual assault report. As previously described, it reveals, based on estimates from the results of the *2012 Workplace and Gender Relations Survey of Active Duty Service Members*, that more than 26,000 active duty men and women were victims of sexual assault in FY 2012, an increase from 19,300 in FY 2010, the previous year in which the survey was conducted. An estimated 6.1% of women (12,100 women) and 1.2% of men (13,900 men) experienced some form of sexual assault. Of the estimated 26,000 active duty victims, approximately 57% of women and 15% of men stated that the assault involved an attempted or completed penetration. However, there were only 3,374 reports of sexual assault in which at least one Service member was a victim or a perpetrator.

Col Metzler said that underreporting is a significant concern for SAPRO as it makes it difficult both to provide effective care to victims and to prosecute offenders. The report reveals, based on the survey results, that 47% of the women who experienced sexual assault but did not report it stated that fear of retaliation or reprisal was their reason for not reporting it, and 43% said they had heard about the negative experiences of other victims who reported.⁸ Of these women who experienced sexual assault and reported it, 62% said they had experienced retaliation or reprisal.⁹

Col Metzler said that the new DoD-wide Strategic Plan reflects SAPRO's multi-pronged approach to addressing sexual assault and provides specific goals, objectives, milestones, and criteria for measuring progress on the initiatives in the May 2012 Strategic Direction. The Plan defines tasks and clarifies responsibility for these tasks. It does not establish specific timelines but rather states whether the time for completing each task is "short (up to one year)," "medium (one to two years)," "long (two to three years)," or "continual,"¹⁰ but Col Metzler provided some of the specific deadlines established as of May 10, 2013. For example, the Plan does not establish metrics for measuring success but states that such metrics will be developed and published no later than 90 days from publication of the Strategic Plan,¹¹ which occurred by memorandum of the Secretary of Defense on May 6, 2013.¹² Col Metzler reported that the metrics would be published by August 2013.

Turning to the May 2013 initiatives announced by Secretary Hagel, Col Metzler said they include a requirement that the annual command climate survey mandated by the National Defense Authorization Act (NDAA) for FY 2013 be provided to the next level up in the chain of command; this is a recommendation that DACOWITS made in 2012. The May 2013 initiatives directed that this requirement be implemented no later than July 1, 2013.¹³ In addition, consistent with another 2012

DACOWITS recommendation, the May 2013 initiatives include a requirement that the Services develop methods to assess the performance of military commanders in establishing command climates of dignity and respect that incorporate SAPR prevention and victim care principles. The May 2013 initiatives directed that the methods developed must be reported to Secretary Hagel by November 1, 2013.¹⁴ To ensure DoD facilities are free of degrading or offensive materials, the May 2013 initiatives include a requirement that DoD component heads conduct visual inspections of all DoD workplaces, including the military Academies, to ensure they are free from such materials by July 1, 2013.¹⁵ This includes inspection of materials on DoD computers, but Col Metzler stated that DoD is encountering greater difficulty in monitoring material in cyberspace posted from private computers, such as Facebook pages, that may contribute to a degrading environment.

The May 2013 initiatives also include several provisions to improve victim treatment, rights, and counsel. Col Metzler said his priority is to implement and monitor methods to improve the treatment of victims by their peers, co-workers, and chains of command. With respect to counsel, DoD will evaluate, by November 1, 2013, the Air Force Special Victims Counsel pilot program, under which victims are provided legal counsel, to determine if that program should be expanded to the rest of DoD.¹⁶ (In August 2013, Secretary Hagel announced seven additional sexual assault and prevention initiatives, including a directive to the Services to create a “special victim’s advocacy program” to provide legal advice and representation to sexual assault victims “throughout the justice process,” beginning in November 2013 and “fully established” by January 2014.¹⁷)

Col Metzler reported that several components of the Strategic Plan address the military investigation process. DoD is in the process of establishing a special panel required by Section 576 of the NDAA for FY 2013 – the Response Systems to Adult Sexual Assault Crimes Panel – to conduct an independent review and assessment of the systems used to investigate, prosecute, and adjudicate crimes involving adult sexual assault and related offenses under Article 120 of the Uniform Code of Military Justice (UCMJ), for the purpose of developing recommendations on ways to improve the effectiveness of those systems. The statute provides that this panel must report its findings and recommendations to the Committees on Armed Services of the Senate and House of Representatives, through the Secretary of Defense, within 18 months of its first meeting.¹⁸ As part of his May 2013 sexual assault initiatives, Secretary Hagel called upon the panel to accelerate its work and provide final recommendations within twelve months of its first meeting. Col Metzler said that DoD is also developing special enhanced training for investigators of sexual violence.

Sexual Harassment Prevention Program Update, September 2013

Mr. James Love, Office of Diversity Management and Equal Opportunity

In 2012 DACOWITS received a briefing on DoD’s response to a 2011 Government Accountability Office (GAO) report, *Preventing Sexual Harassment: DoD Needs Greater Leadership Commitment and an Oversight Framework*, which recommended that DoD take several actions to improve its policies and programs aimed at preventing sexual harassment.¹⁹ In 2013, the Committee requested an update on DoD actions to implement the GAO recommendations and to otherwise prevent and respond to sexual harassment. The Committee also requested an update on DoD’s handling of complaints of discrimination based on sexual orientation. In September 2013, Mr. James Love briefed the Committee on these issues.

Mr. Love began the briefing by stating that the GAO report recommended five specific actions: 1) develop a strategy for holding leaders accountable for enforcing sexual harassment policies; 2) track leaders' compliance in conducting command climate assessments; 3) develop guidance on how sexual harassment incidents are to be handled in joint Service environments; 4) establish uniform data elements for collecting and reporting formal sexual harassment complaints across Services; and 5) implement an oversight framework. He stated that DoD is continuing its work to implement the GAO recommendations, and a DoD instruction on Military Equal Opportunity (including sexual harassment prevention) is currently under review.

As an example of DoD's work to implement the GAO recommendations, Mr. Love stated that to hold leaders accountable and to track their compliance in conducting command climate assessments, commanders are required to conduct a climate survey within 120 days of assuming command and conduct annual command climate assessments thereafter. (This was required by the May 2012 Strategic Direction.) The survey results of these assessments will now be provided to commanders' superiors. (This was required by Secretary Hagel's May 2013 initiatives.) The Services will also develop methods to assess the performance of commanders in maintaining appropriate command climates, including the extent to which commanders have instituted principles of sexual harassment and sexual assault prevention in their commands (another requirement of Secretary Hagel's May 2013 initiatives). Each Service is developing methods to assess performance of commanders in addressing these issues. Both the requirement that commanders' performance evaluations be based in part on having command climates that effectively prevent and respond to sexual harassment and sexual assault and the requirement that command climate assessments be provided to commanders' superiors are, as noted elsewhere in this report, 2012 DACOWITS recommendations.

The Committee inquired about Mr. Love's staffing levels, since his office oversees the Department's efforts to address sexual harassment and the GAO report identified staffing as an issue that has hampered DoD in addressing sexual harassment. Mr. Love stated that his office employs two contracting staff to assist with report development, but he is still the only one working on sexual harassment and this is only one of his areas of responsibility.

Mr. Love also reviewed current DoD policy for resolving discrimination complaints based on sexual orientation. In short, DoD will not consider sexual orientation a protected class for Military Equal Opportunity complaints. Service members with a discrimination complaint on the basis of sexual orientation must first attempt to resolve the complaint through their chain of command, and if the chain of command does not resolve the complaint, they must seek to resolve it through their Service's Inspector General. Unlike DoD, the Coast Guard provides an informal process for resolving a complaint based on sexual orientation if the chain of command is unable to do so, including intake, counseling, and mediation attempts by a civil rights service provider.

[Army Sexual Harassment/Assault Response and Prevention Program \(SHARP\), September 2013](#)

Ms. Carolyn Collins, Chief, Army SHARP Program

Based on research showing a strong correlation between sexual harassment and sexual assault and that creating an environment free of sexual harassment is a key factor in preventing sexual assaults, DACOWITS asked the Army, the only Service that combines sexual harassment and sexual assault initiatives in one program, to brief the Committee on its program. In September 2013, Ms. Carolyn Collins provided that briefing.

Ms. Collins began the briefing by stating that the Army combined its sexual harassment and sexual assault prevention and response efforts after consulting with subject matter experts, whose research confirms that preventing sexual harassment is key to preventing sexual assault. When perpetrators see that sexual innuendo and harassment are not taken seriously, they are more likely to escalate their behaviors to sexual assault. Thus, the SHARP program addresses the foundation and progression of sexual violence.

The Army began a four-phase “I. A.M. (Intervene, Act, Motivate) Strong” program in September 2008 to achieve cultural change and remove barriers to reporting sexual assault and sexual harassment. Propensity to report sexual assaults increased from 28% of women Soldiers in 2009 to 41% in 2012. In 2012, more men and women also reported being informed about the reporting options for sexual harassment and assault than in 2006 and 2009. An advantage to the SHARP approach is that reporting options are clearer, in that victims need not decide whether they have experienced sexual harassment or sexual assault before choosing to report. In the past, victims who reported what turned out to be sexual assault to the Army Equal Opportunity branch lost their restricted reporting option. Combining efforts has also improved the Army’s bystander intervention training program by helping Service members recognize behaviors such as sexual harassment that may lead to sexual assault and giving them ways to stop sexual harassment before it escalates to sexual assault.

The Army has begun implementing improvements to both sexual assault victim services and the investigation and prosecution of these crimes. The Army Medical Department is appointing specially trained medical staff to provide clinical care to victims and perform sexual assault forensic exams. The Army is also training Special Victim Units, which include investigators and prosecutors selected specifically for their experience in sexual assault cases. The investigators and prosecutors participate in the Army Military Police School’s 80-hour Special Victims Unit Investigation Course. The course – which trains investigators from all the Services – incorporates the Forensic Experiential Trauma Interview technique, which teaches investigators the ways in which trauma affects victims and their memories and ways not to re-traumatize victims during an investigation.

Consistent with the sexual assault prevention and response initiatives announced by Secretary Hagel in May 2013, the Army is placing additional emphasis on command accountability and assessment. Company level commanders must conduct a command climate survey within 30 days of assuming command, again after six months, and annually thereafter. The battalion commander will receive the results and must debrief survey results face-to-face with his/her senior commander at the brigade level. The Army is also revising commander/officer performance evaluations to hold them appropriately accountable for addressing sexual harassment and sexual assault.

[Military Justice System Information Briefing, June 2013](#)

Ms. Maria Fried, Associate Deputy General Counsel, Personnel and Health Policy, and Mr. James Schwenk, Senior Deputy General Counsel

Several past DACOWITS recommendations have addressed accountability in preventing and responding to sexual assaults. As described above, Congress, in section 576 of the NDAA for FY 2013, created a panel to examine the general issue of whether changes should be made in the military justice system’s handling of adult sexual assault crimes, and some members of Congress have introduced legislation to amend the UCMJ to remove from the chain of command the decision to prosecute serious crimes,

including sexual assault, and place it in the hands of military personnel with legal expertise. As part of its focus on accountability, DACOWITS requested a briefing on the way in which crimes, including sexual assault, are handled by the military justice system. In June 2013, Ms. Maria Fried and Mr. James Schwenk provided this briefing.

Ms. Fried began the briefing by describing the role of the commander in the military justice system. Each commander has authority to dispose of lower-level offenses in his or her command, but not every commander has the authority to convene a court martial that is required for higher-level offenses. When an offense occurs, the commander performs a preliminary inquiry into the case. In cases of sexual assault, however, the commander is required to refer the case to a criminal investigative body that is outside the chain of command, which performs an independent investigation. Commanders have no authority to affect that investigation. After the results of that investigation are reported to the commander, the commander has the responsibility to decide the initial disposition of the case, except that initial disposition authority for cases of rape, sexual assault, forcible sodomy, and attempts to commit these acts is limited to commanders at the O6 level or above, in accordance with the May 2012 Strategic Direction. The options available include taking no action, issuing a letter of reprimand, and imposing non-judicial punishment, usually reserved for less serious offenses; taking administrative action, including administrative separation and resignation; and referring the case to court martial, for more serious offenses. The rank of a commander typically determines the extent to which he or she may exercise one or more of these options to dispose of a case.

Commanders who have convening authority in court martial cases refer charges, select the members of the panel (the jury), and have final authority on the disposition of the case. Every general officer in command has convening authority, and some commanding officers at the colonel and lieutenant colonel level have convening authority for summary or special courts martial. In April 2013, Secretary Hagel announced his support of Congressional legislation to limit the convening authority's ability to overturn court martial convictions for serious offenses and require the convening authority to explain any decision to overturn a court martial in writing.²⁰

The briefers also described the panel mandated by section 576 of the NDAA for FY 2013 charged with assessing the military justice system's investigation, prosecution, and adjudication of sexual assault and related offenses under the UCMJ. A discussion followed of legislation that has been introduced in Congress to amend the UCMJ, including by removing the prosecution of serious crimes from the chain of command and placing it in the hands of military personnel with legal expertise. Mr. Schwenk summarized the arguments that have been made by the proponents and opponents of this legislation. Noting that the Joint Chiefs of Staff and the Service Judge Advocates General had testified against such legislation on the grounds that it would erode "good order and discipline," without further elaboration, a Committee member asked if the briefers could provide their reasoning. Mr. Schwenk replied that the argument is that good order and discipline in the unit is enhanced when the senior leader is seen as *the* person in charge by those under his or her command, and thus anything that diminishes the commander's role will erode order and discipline.

Briefings of United States Senators on Proposed Changes to Command Authority in the UCMJ, September 2013

The Committee was pleased to welcome Senator Kirsten Gillibrand and Senator Claire McCaskill, both members of the Senate Armed Services Committee and each of whom requested to address the Committee. Each Senator, who appeared separately, addressed the pending NDAA for FY 2014, which includes several provisions to address sexual assault, and the proposed Military Justice Improvement Act (MJIA), which would change the prosecutorial authority given to commanders under the UCMJ, including in sexual assault cases. Senator Gillibrand of New York is the chief sponsor of the MJIA, which would remove the authority to prosecute serious crimes (except crimes of a wholly military nature) from the chain of command and place it in the hands of military personnel with legal expertise. Senator Claire McCaskill of Missouri opposes this proposal.

Senator Kirsten Gillibrand, New York

Senator Gillibrand described the reasons for the proposed Military Justice Improvement Act. In 25 years of “zero tolerance” of sexual assault, the situation has gotten worse, not better. She cited the current high incidence of sexual assault but low reporting rates and the 62% rate of reported retaliation against victims as evidence of the need to fix the current system. Further, victims cite three main reasons why they do not report sexual assault: they don’t think the command will do anything, they have observed that those who report sexual assault have been retaliated against, and they fear retaliation themselves.

She argued that the legal decision to move a case to trial should be made by trained legal professionals who can weigh whether to proceed based on each case’s merits. Commanders are not trained in law and this training is important because sexual assaults are some of the hardest crimes to prosecute. When judge advocates general (JAGs) recommend that a case proceed to trial, the acquittal rate is 5%. When commanders proceed to trial against a JAG’s advice, the acquittal rate is 50%, and a high acquittal rate erodes confidence in the justice system. Her legislation is not aimed to tip the scales in favor of victims but to have a system that is more objective, transparent and fair for all, which she believes will also encourage more victims to report. Although some have argued that JAGs may be located far from the crime and thus less able to assess the case, Senator Gillibrand’s response is that the military often operates successfully in a geographically dispersed environment.

Senator Gillibrand explained why her proposed reform applies to all felony-level, non-military crimes, not just to sexual assault crimes. Legal experts recommended that sexual assault cases not be treated as special and apart – tried in a “pink court” – from other serious crimes like murder. Legal experts recommended, and she agrees, that commanders should retain disposition authority over felonies of “mission” (i.e., military-specific crimes, such as absence without leave).

Senator Gillibrand said that the main argument advanced by opponents of her reform is that it would harm commanders’ ability to enforce “good order and discipline.” She said this has not been a problem for our allies who have placed prosecutorial decision-making outside the chain of command. Moreover, the need for good order and discipline has been the standard response to any major proposed changes in the military. The same argument was made recently, for example, in reaction to a proposed reform to remove from commanders the authority to overturn court martial decisions, but this argument disappeared after Secretary Hagel announced his support for legislation to remove this authority from commanders in April this year. Opponents of “Don’t Ask, Don’t Tell” and racial and

gender desegregation argued that these changes, too, would be detrimental to “good order and discipline.” She added that in her view the proposal would enhance the responsibility of commanders where they have expertise: ensuring appropriate command climate, protecting against retaliation, and administering non-judicial punishment.

Senator Claire McCaskill, Missouri

Senator McCaskill explained her opposition to Senator Gillibrand’s proposed legislation. She said that the highest priority should be to help victims and put as many predators in jail as possible. She added that several historic changes to the military justice system have already been included in the NDAA, including giving special counsel to victims and making retaliation against victims of sexual assault a crime. Although she agrees that changes may need to be made to the Article 32 pre-trial process to make it fairer for sexual assault victims, she is opposed to removing commanders from the decision-making on whether to move cases to trial. She said that removing this decision from commanders reduces their accountability to prevent sexual assault and retaliation after reporting, and Service members are more likely to respect their commander’s decision than the decision of a JAG who is halfway across the world. Furthermore, under the current system, commanders are more aggressive in pushing sexual assault cases to trial than their JAGs. Taking decision-making authority away from commanders and giving it to JAGs would thus result in fewer trials and prosecutions, keeping deserving cases from being heard. She also noted that while several of the U.S.’s allies have instituted this proposed reform, these countries have not seen increased reporting of sexual assaults. She also questioned whether this change can be implemented without incurring unintended consequences, and she mentioned delays in the justice system due to increased demand on JAGs and increased complexity and costs as possible unintended consequences.

Public Comments on Proposed Changes to Command Authority in the UCMJ, September 2013

Two individuals spoke in favor of Senator Gillibrand’s legislation. CAPT (Ret) Lory Manning, Director of the Women in the Military Project for the Women’s Research and Education Institute, served for more than 25 years in the U.S. Navy and has experience as a convening authority. She stated that although not every commanding officer has the authority to convene a general court martial, this has not prevented these commanders from instilling good order and discipline. She also pointed out that commanders’ responsibilities have changed over time without adverse effect on good order and discipline. Commanding officers used to have other responsibilities, such as handling conflicts within a military member’s family, which have since been turned over to experts, such as social workers. She felt a sense of relief when trained professionals took over these responsibilities, as she did not have the expertise to properly handle these cases. For the same reason, she believed that prosecutorial decision-making in sexual assaults and other major crimes should be turned over to legal professionals.

Mr. Greg Jacob, former Marine infantry officer and currently Policy Director for the Service Women’s Action Network, stated that over the past 25 years, the military has convened 30 panels, commissions, or similar bodies to study sexual assault. He argued that the new panel DoD has formed to study the issue that is required by section 576 of the NDAA for FY 2013 – the Response Systems to Adult Sexual Assault Crimes Panel – is not scheduled to complete its work until late next year, and now is the time to act on the legislation. Non-commissioned officers, junior officers, and

commanders in the joint environment do not have convening authority, and yet they still ensure good order and discipline. Troops need their commanders to focus on being leaders and not lawyers, including preventing retaliation against victims. In fact, many commanders have expressed a desire to take a strong stand against sexual assault, but their role as convening authority prevents them from doing so as this could be seen as exhibiting unlawful command influence.

Summary of Focus Group Findings

DACOWITS conducted 51 focus groups at the four Service Academies and five OCS/OTS locations in spring 2013 to inform its work on preventing and responding to sexual harassment and sexual assault in the military. The Committee asked participants their views on the problem of sexual harassment and sexual assault, including participants' perception of the incidence of and the risk and protective factors for sexual harassment and sexual assault, the ways in which leaders in the student community and faculty can proactively prevent and respond to sexual harassment and sexual assault, and efforts that could be made to ensure that perpetrators of sexual harassment and sexual assault are held accountable. A full report on the focus groups is at *Appendix G*. The installations visited, focus group protocols, mini-surveys, and mini-survey results (including participant demographic composition) are at *Appendices C–F*.

Incidence of and Risk and Protective Factors for Sexual Harassment and Sexual Assault

Students, officer candidates and faculty focus group participants reported that sexual harassment is a more prevalent problem than sexual assault at the Academies and at OCS/OTS. Academy participants said that sexual harassment is much more common than sexual assault; OCS/OTS participants said that sexual harassment and sexual assault were fairly uncommon in their environments due to the demands of the training and its short duration. The type of sexual harassment participants mentioned was mostly crude jokes or sexist comments that contributed to a hostile environment. Many Academy participants perceived that the incidence of sexual harassment and sexual assault was similar to or lower than at civilian colleges but that the Academies were more scrutinized. OCS/OTS participants perceived that the incidence of sexual harassment and sexual assault was higher in the unit/fleet than at the training site. Participants generally assumed that sexual harassment and sexual assault were perpetrated by men on women victims, with only a few participants mentioning male victims or same-sex harassment or assault.

Perceptions on progress made in preventing sexual harassment and sexual assault varied among focus group participants. Several participants at the Academies spoke of ways in which the culture has improved for women, including a perceived lower incidence of sexual harassment and sexual assault. Despite some optimism about changes for the better, other Academy participants expressed disappointment with how little the environment has changed over time. Participants talked about the negative impact that incidents of sexual harassment and sexual assault have on recruiting women, both in discouraging women and their parents from seeing the Services as a good career option and otherwise harming the military's image.

Particularly at the Academies, participants perceived sexual harassment as driven by a combination of factors, including immaturity of the students, a male-dominated culture that is shaped by sexism

both within and outside the military, and a lack of boundaries between professional and personal life. Academy students spend years together, and some said it is difficult for them to maintain a professional mindset for that length of time. In general, Academy upper-class students and OCS/OTS candidates, who are only in the training environment for a relatively short period, thought themselves more mature, more aware of professional standards, and more confident in speaking out against inappropriate behavior.

Many participants at the Academies spoke of the role of alcohol in contributing to sexual assault problems. As examples, alcohol reduces impulse control among perpetrators and increases the vulnerability of victims. Underage drinking or drinking outside the limits of the military's rules also reduces the likelihood of bystander intervention and reporting of assaults by victims due to concerns about getting in trouble for alcohol use. Some participants thought that excessive drunkenness among upper-class students weakens their ability to lead younger students and to hold them to professional standards. Students and some faculty perceived that the strict environment at the Academies contributes to binge drinking during limited liberty time, and participants proposed increased liberty and alternate alcohol-free activities to counter this effect.

Leadership, Policies, and Training

The Committee asked participants what they could do as leaders to prevent and address sexual harassment and sexual assault. Participants talked mostly about how they would set the tone of their command by having zero tolerance for inappropriate behavior, modeling good behavior, creating an environment of professionalism, respect, and empathy, and engaging with their subordinates.

Participants at both the Academies and OCS/OTS mentioned several policies that were in place to prevent sexual harassment and sexual assault, including rules against fraternization, keeping doors open when non-roommates are present, locking doors at night, night watches, liberty restrictions, and restrictions on touching trainees as part of correcting uniforms or equipment. In addition, participants said that sexual harassment and sexual assault training was conducted frequently, and they generally thought the training had improved in recent years. Participants believed that the most useful training was conducted in small groups that drew upon realistic experiences, and that training on bystander intervention and how to respond to reports was particularly valuable. Participants thought that training is needed to teach men how to professionally interact with women; young men often take away an unintended message from training that they should avoid interaction with women. Although most training that participants had attended was gender-segregated, those who had attended mixed-gender training advocated for its potential benefits in improving understanding between genders.

Faculty expressed a need for more and better training, including on sexual assault reporting, so that they know what to do when an incident is reported to them.

Participants believed that standards of professionalism and respect remind individuals that they are in a professional military environment and reduce problems; immediate corrections and policing of inappropriate behavior helps maintain these standards. Leaders, including older students, faculty, staff, and coaches, were thought able to correct behavior and to emphasize the seriousness of training and the issue of preventing sexual harassment and sexual assault generally. Participants felt that

both men and women leaders were important; some participants thought that men often listen more to male leaders, but the presence of women leaders can contribute to a more professional environment. Particularly at OCS/OTS, candidates talked about the influence of severe and certain consequences and the restrictions in the training environment as deterrents to sexual harassment and sexual assault.

Reporting and Accountability

Although many focus group participants thought that students and candidates were increasingly comfortable reporting sexual harassment and sexual assault incidents, and many participants noted that there were abundant options for reporting, they also believe that significant barriers to reporting remained. These barriers include stigma associated with reporting as a victim of sexual assault or sexual harassment, distrust in the system, a perception that little or no consequences for the perpetrator would result from the report, and lack of anonymity in reporting. Women participants said that they were more likely to report an incident when they had some personal connection to the person taking the report (i.e., when they can put a face to the name) rather than just a phone number or other impersonal resource. Some participants believed that having women leaders helps facilitate reporting and that coaches and faculty need additional training on reporting procedures.

In general, focus group participants perceived that sexual assaults were handled swiftly, and they had positive things to say about the local sexual assault response teams. Sexual harassment was seen as being taken less seriously than sexual assault, and furthermore, less seriously than other offenses, such as not meeting physical fitness or academic standards. Several participants expressed dismay at the number of high-profile sexual assault cases that had been overturned by command and favored proposed changes in the system that were being discussed before Congress, such as prohibiting commanders from reversing a court martial conviction or handling sexual assault cases completely outside the chain of command. Similar to participants in past research on this topic, and consistent with a 2011 DACOWITS recommendation, participants at the Academies and OCS/OTS thought that publicizing the outcomes of cases would show that the Services are taking this problem seriously, enhance reporting, and deter potential perpetrators.

Relevant Literature and Other Resources

This section presents some of the literature and other resources relevant to the prevention of sexual assault and sexual harassment in the military, beyond the research referenced in the briefings and information provided to the Committee described above.

Creating an Environment Free of Sexual Harassment is Key to Preventing Sexual Assault

Numerous studies, including those centered on the U.S. military, demonstrate that creating an environment free of sexual harassment is an important step in preventing sexual assault.²¹ The *2006 Gender Relations Survey of Active Duty Members* revealed that women were nearly 12 times more likely to be sexually assaulted and men were more than 34 times more likely to be sexually assaulted in situations in which environmental sexual harassment was present than when it was not.²² The *2012 Gender Relations Survey of Active Duty Members* revealed that 50% of women and 40% of men who had experienced sexual assault had been sexually harassed by the perpetrator before or after the situation.²³ These findings are not new and are consistent with data from the mid-1990s showing that work environments that tolerate sexual harassment contribute to sexual assault.²⁴

Commander Authority in the Military Justice System

Since well before the current debate on the military justice system, which has arisen in the context of the system's handling of sexual assault cases, legal and other scholars have criticized the considerable power exercised by a commander with "convening authority." Those in favor of reform of the commander's role have generally called for removing authority from the commander in the following areas: the decision over whether and how to refer charges to court martial, the selection of the investigating officer conducting a pre-trial hearing, the selection of the members of the court martial, and the decision over the extent of the accused's punishment. Commanders generally have no formal legal training, leading some commentators to recommend that these powers be given to an independent legal expert.²⁵ For instance, the *Report of the Commission on the 50th Anniversary of the Uniform Code of Military Justice* (informally known as the *Cox Commission Report*) recommended that pre-trial decisions, such as the ability to select court-martial members, be given to sitting military judges.²⁶ In some instances, the call for these reforms has been based on the decision by many of the United States' closest allies to remove legal decision-making from the chain of command.²⁷

Each year, the U.S. Commission on Civil Rights reports on a topic of significance for civil rights in America. In September 2013, the Commission issued its 2013 report, *Sexual Assault in the Military*.²⁸ The purpose of the report was to examine the ways in which the Department of Defense and the Services respond to Service members who are victims of sexual assault and investigate and discipline those who are accused of perpetrating sexual assault.

The Commission conducted extensive research, held a briefing to receive the testimony of military officials, scholars, advocacy groups, and practitioners, and received comments from members of the public, on the topic of sexual assault in the military. Information gathered included responses from the Department of Defense and branches of the Armed Services, as well as interviews and statements from attorneys and advocates "uniquely aware of the challenges sexual assault reports pose in the military setting."²⁹

The Commission summarized the findings of its report as follows:

*The report reveals that the Department of Defense may benefit from greater data collection to better understand trends in sexual assault cases and to implement improvements in future initiatives. Although the Department of Defense has already implemented policies to reduce sexual and sexist material from the military workplace in an effort to reduce sexual harassment, the effects of such recent efforts have yet to be measured. The Department of Defense also has a plan to standardize sexual assault response and prevention training across the Services to promote best practices. There will be a need to track the success of such policies over time. Greater commander accountability for leadership failures to implement such policies, especially in cases where victims claim sexual assault at the hands of superiors within the chain of command, should also be considered. Without increased data collection, however, it is difficult to measure the effects of any new changes the military chooses to implement.*³⁰

The Commission specifically examined commander discretion in the military justice system. In doing so, the Commission explained military disciplinary procedures and the "singularly powerful" role of the commander in those procedures.³¹ According to the report, there is no mechanism in place to ensure that military justice is administered consistently.³²

The report describes the concerns with commander discretion in the current military justice system that the Commission's study revealed. A commander may consider the "character and military service of the accused," including in deciding whether to prosecute a case, but these considerations may be based on "false beliefs about who perpetrates sexual assaults ... predators are adept at being likable to authority figures."³³ Moreover, "it may be difficult for a commander to be objective due to his or her relationship with the accused or the victim."³⁴ Citing the belief of retired Army psychiatrist Brigadier General Loree Sutton, the report states that "more than a decade of war has created a situation where commanders tend to overlook or tolerate sexually abusive conduct among subordinates."³⁵ Furthermore, a commander has an incentive to paint the most benign picture of his unit.³⁶

The report states that many victims, advocacy groups, and legal scholars urge that disposition of sexual assault reports be removed from the chain of command and handled either by an independent civilian authority or given to a central prosecutorial authority in the military.³⁷ It notes that some commanders agree that they are insufficiently trained to make complex legal decisions and that they should be freed to focus on day-to-day operations.³⁸ Supporters of these reforms say that these reforms would lead to greater consistency and transparency, which would equal greater legitimacy.³⁹

On the other hand, the report states that the military's position is that disposition of sexual assault reports must be handled within the chain of command in order to maintain "good order and discipline," that removing a commander from the administration of justice would undercut the commander's authority, and the commander's ability to punish is essential to unit discipline.⁴⁰ In addition, changes to the prosecution of sexual assaults under the Uniform Code of Military Justice that are not carefully thought out may have unforeseen consequences including raising constitutional questions.⁴¹

The report describes other ideas advanced to strengthen the current system. These include establishing sentencing guidelines with mandatory minimum sentences⁴² and promoting greater accountability through a doctrine of "command responsibility." Under the doctrine of command responsibility, a commander would be required to do all that is reasonable within his power to investigate and prevent sex crimes within his unit. This compares to the currently applicable dereliction of duty standard which only requires a commander to avoid "willful failures and achieve a level of competency that is somewhere above simple negligence or culpable inefficiency."⁴³ Another idea to strengthen the current system is a policy to disclose the disposition of sexual assault incidents, which would have the beneficial effect of controlling rumors, clarifying misperceptions, and reinforcing the commander's zero tolerance stance,⁴⁴ a recommendation that DACOWITS also made in 2011.

The Commission did not recommend any specific action with respect to reform of commander discretion in the military justice system, but four members of the Commission joined in a statement urging that investigative and prosecutorial authority and discretion be removed from the military and vested in an independent authority, or in the alternative, sexual assault investigations and prosecutions be centralized within each Service branch.⁴⁵

Recommendations

This section provides DACOWITS' 2013 recommendations on the prevention of sexual assault and sexual harassment in the military and summarizes the reasoning in support of these recommendations.

The recommendations and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter II.

Recommendation 1: DoD and the Services should each combine in one program their efforts to prevent and respond to sexual harassment and sexual assault.

Reasoning

Experts on sexual harassment and sexual assault both in and outside DoD recognize that there is a strong correlation between the two. Yet, in the DoD organizational framework, sexual harassment and sexual assault are handled in separate programs, with sexual harassment the responsibility of the Office of Diversity Management and Equal Opportunity and sexual assault the responsibility of the Sexual Assault Prevention and Response Office. Among the Services, only the Army combines sexual assault prevention and sexual harassment prevention under its Sexual Harassment/Assault Response and Prevention Program, recognizing the need to address “the foundation and progression of sexual violence.” A 2011 report by the U.S. Government Accountability Office, *Preventing Sexual Harassment: DoD Needs Greater Leadership Accountability and an Oversight Framework*, pointed out that sexual harassment programs in DoD suffered from limited staff resources, lack of oversight, no plan to monitor incidents, no way to measure progress, and no way to communicate results. GAO recommended improvements in leadership commitment to preventing and responding to sexual harassment, compliance and accountability, and oversight of the sexual harassment program. While some improvements have been made in addressing sexual harassment organizationally, the program remains under-resourced and under-emphasized. Yet, as focus group members have told DACOWITS, and as the most recent Defense Manpower Data Center *2012 Workplace and Gender Relations Survey of Active Duty Members* reveals, sexual harassment is a continuing, serious problem. To improve efforts to eliminate sexual harassment and sexual assault, DoD and the Services should follow the Army model and have one combined sexual harassment and sexual assault prevention and response program.

Recommendation 2: DoD should support legislation to remove from the chain of command the prosecution of military cases involving serious crimes, including sexual assault, except crimes that are uniquely military in nature. Instead, the decisions to prosecute, to determine the kind of court martial to convene, to detail the judges and members of the court martial, and to decide the extent of the punishment, should be placed in the hands of the military personnel with legal expertise and experience, and who are outside the chain of command of the victim and the accused.

Reasoning

The persistent problem of sexual assault in the military continues to demand immediate and concentrated action. DoD and the Services have placed a great deal of recent emphasis on finding different ways to prevent and respond to sexual assault, including by adopting some of DACOWITS’ recent recommendations. However, the number of sexual assaults continues to increase, not

decrease, and there is a huge disparity between DoD's own estimates of the number of sexual assault incidents (26,000 in FY 2012) and the number of sexual assault reports (3,374 in FY 2012). Victims have said that they do not come forward because they lack confidence in the system – they do not think their complaints will get a fair and impartial hearing, they do not think perpetrators will be held accountable, and they fear that they will suffer reprisals. Unfortunately, recent events have shown these fears to be justified and may also have communicated to perpetrators that they need not fear being held accountable for their actions. Under the current system, in which complaints are addressed within the chain of command, the commander has complete authority over the handling of cases, including whether to prosecute, whether to convene a court martial, who to name to the jury, and if and what kind of punishment is warranted. Moreover, because a commander often has both the victim and the accused perpetrator in his or her command, this decision-making poses a potential conflict of interest. To ensure the strong military justice system that is essential to preventing sexual assault and other serious crimes, DoD should support legislation to remove these decisions from the chain of command and make decision-making in the military justice system more independent, impartial, and consistent.

Reproductive Health Care Services and Policies

The Committee's 2013 examination of the reproductive health care services and policies for military women was based on its belief that reproductive health care is critical to the wellness and readiness of our nation's troops. The Committee focused on the availability of reproductive health care services to military members, including efforts by the Services to aid military members with family planning. This part of Chapter II is organized as follows:

- Summary of Briefings Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendation

Summary of Briefings Presented to DACOWITS

Navy Family Planning Initiatives, September 2013

Mr. Bob MacDonald, MS, CHES, Navy and Marine Corps Public Health Center, Sexual Health and Responsibility Program (SHARP); FLTCM April D. Beldo, USN, Manpower, Personnel, Training and Education

Based on reports that the Navy has increased its efforts to provide information and training on family planning resources across the fleet, DACOWITS requested a briefing from the Navy on these efforts, including the Sexual Health and Responsibility Program (SHARP) and the work of the Coalition of Sailors Against Destructive Decisions (CSADD). Mr. Bob MacDonald briefed the Committee on the Navy's SHARP Program and FLTCM April Beldo briefed the Committee on CSADD's work.

Mr. MacDonald began his briefing by stating that the objective of SHARP, which is a function of the Navy and Marine Corps Public Health Center, is to promote sexual health and to reduce unplanned pregnancy and sexually transmitted infections (STIs). The Navy does not mandate participation in any of SHARP's initiatives. The Navy does, however, distribute sexual health information to all Sailors at boot camp; men receive brief information, women receive considerably more.

SHARP produces evidence-based training lectures, training films, posters, webinars, and factsheets to promote sexual health, along with practice guidelines for health care providers. SHARP further supports oversight of sexual health by monitoring indicators collected on the Fleet and Marine Corps Health Risk Assessment. For example, data from the assessment show that one in four Sailors and Marines are at risk for an unplanned pregnancy. Navy Medicine provides the full range of contraception to all beneficiaries, but not all forms of contraception are available at every location. For example, Sailors typically do not have access to intrauterine devices when at sea. Emergency contraception, however, is available to all Sailors at sea. A Committee member urged that the SHARP program include information about the availability, though limited, of abortion services to Service women and family members of both Service women and Service men.

FLTCM Beldo began her briefing on CSADD by stating that it is a grass-roots, volunteer, peer-to-peer Navy mentorship program organized by chapters. The chapters promote awareness on topics such as responsible alcohol use, nutrition and fitness, and drug abuse prevention through creative training ideas. CSADD also promotes awareness of family planning and communicates this information in ways that directly relate to Sailors' lives, detailing the unique issues and concerns of military parents. The program focuses on Sailors aged 18-25 and promotes a culture of "shipmates helping shipmates." CSADD encourages good decision-making, positive social interaction, leadership development, and bystander intervention. CSADD currently has chapters at 317 commands throughout the U.S. and overseas.

Summary of Focus Group Findings

Although not a specific topic of the 2013 focus groups, focus group participants raised issues related to timing of pregnancies and the impact of pregnancy on their careers. Some participants thought that when women became pregnant immediately prior to deployment, at best others have to cover for them, and at worst their pregnancies appear strategically timed to avoid deployment. In both instances, participants thought these examples can give all women a bad name.

Some participants talked about the need for family planning education, including sex education and birth control options. Faculty at one OCS/OTS site noted that there was some training on family planning, but that it lacked more in-depth discussion about how best to time pregnancy with career phases.

Relevant Literature and Other Resources

This section presents some of the relevant literature and other resources on reproductive health care services and policies for military women, beyond the research referenced in the briefings and information provided to the Committee described above.

Research points to low education levels about contraception and a lack of self-advocacy for Service members' sexual health, particularly among junior enlisted personnel, as potential contributors to unplanned pregnancy.⁴⁶ Studies of two sexual health education interventions show promising results. In one study, Navy recruits who participated in a three-hour course about contraceptive methods, the menstrual cycle, STI prevention, and decision-making had a significantly lower unintended pregnancy rate (0%) than those in a control group who did not participate in the course (14%).⁴⁷

Another study assessed a two-day program for Service women that provided additional emphasis on the difficulties faced by military parents and found that those participating in the program were three times less likely to have an unplanned pregnancy than the subjects in the control group.⁴⁸ Although these results are promising, other researchers argue that more research, expanded across the Services, that tracks long-term pregnancy outcomes is needed.⁴⁹

Little research focuses on contraceptive and sexual health education for Service men. One study found that men's sexual health training focused only on STI prevention, with no information about female forms of birth control.⁵⁰ This places the burden for pregnancy prevention on the woman alone and ignores that unplanned pregnancies are an issue for men as well. There is little reliable data on unplanned pregnancy rates for fathers, but data from the most recent Navy Pregnancy and Parenthood survey show that men use birth control at lower rates than women; and although single parenthood in the military is often thought of as women's issue, there are twice as many single fathers in the Navy as single mothers.⁵¹

Recommendation

The recommendation and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter II.

Recommendation: Initiatives similar to the Navy's Sexual Health and Responsibility Program, which informs Sailors of the importance of family planning, educates them on methods of contraception, and makes various contraceptive methods available, should be actively implemented by all the Services. Navy's lessons learned and best practices should be shared with DoD and the other Services to help promote the health and readiness of all the Nation's troops.

Reasoning

Recognizing that unintended pregnancies can jeopardize mission readiness, disrupt military careers, and have lifetime financial consequences, the Navy is beginning to proactively address the need for family planning in ways that include the impact on – and responsibilities of – both Service women and Service men. DACOWITS in 2012 studied the health issues of deployed women and recommended, among other things, that information be made available to women on options for birth control/menstrual cycle control and that birth control and emergency contraception supplies be assured for deployed women. But the need for reproductive health and family planning is not just a deployment issue. Family planning can increase the overall readiness and quality of life of all members of the military. The other Services will benefit from the Navy's experience and should implement similar initiatives.

Defense Advisory Committee on Women in the Services



Chapter 3

Assignments Research and Recommendations

The Committee examined two Assignments topics in 2013 – the accession of women into the officer corps and the effective and full integration of women into closed positions and units. In addition, the Committee continued to monitor the Services' response to its 2012 recommendation that the Services expeditiously provide women with properly designed and fitted combat equipment. To study these issues, the Committee received briefings from knowledgeable DoD and Services personnel, gathered data and other information directly from Service members in focus groups and other interactions during installation visits, and researched relevant literature and other resources. This chapter is divided into two parts for the two study topics, with the Committee's recommendations and the reasoning behind these recommendations provided in each part.

Accession of Women into the Officer Corps

The Committee's 2013 study of the accession of women officers was prompted by the Committee's interest in ensuring that the military has the strongest possible pool of highly qualified individuals to meet the need for leadership in the coming years. The Committee studied the representation of women across commissioning sources and the existence and effectiveness of outreach and recruiting of women to become officers. This part of Chapter III is organized into the following sections:

- Summary of Briefings and Information Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendations

Summary of Briefings Presented to DACOWITS

The Committee received three sets of briefings on accession of women into the officer corps. The Services presented information on the representation of women at the Service Academies in March and the representation of women in other commissioning sources in June. In September, the Services briefed on goals they have, if any, for recruiting women into the officer corps and their outreach programs. This section presents highlights from the briefings the Committee received. For a full list of briefings and information presented to DACOWITS in 2013, see *Appendix H*.

Service Briefings on Representation of Women at the Service Academies, March 2013

MAJ Scott Johnson, Army; CAPT Roger Isom, Navy; Col Scott Dierlam and Brig Gen Gina Grosso, Air Force; and CAPT Chris Calhoun, Coast Guard

To begin an examination of the Services' efforts to recruit women officers, the Committee sought information on representation of women at the military Academies, including an overview of recruitment and admissions over time (including numbers and goals), and graduation rates. In March 2013, each of the Services briefed the Committee on these issues.

United States Military Academy: MAJ Scott Johnson briefed the Committee on the recruitment and enrollment of women at the United States Military Academy (USMA). The academic board – with 20 members, three of whom are currently women – meets biannually to set demographic goals for incoming classes. The proportion of men to women at USMA is intended to mirror the proportion of men and women currently in the Army and not the population at large. The class composition goal for women is 14% to 20%. Average enrollment is currently 16% women. All of USMA's recruiting efforts are gender-neutral, meaning that USMA does not direct recruiting efforts to women specifically. USMA evaluates candidates on their academic ability, leadership potential, and fitness. Based on these criteria, 20% of men applicants to USMA are considered "qualified for attendance," compared to 14% of women applicants. Of those who are qualified, a somewhat higher proportion of women (77%) than men are offered attendance. About 80% of women who receive offers accept attendance; men accept at a somewhat higher rate. On average, 75% of women graduate.

USMA helps cadets choose a branch, through "talent enhanced branching," which educates cadets on the credentials and skills that each branch requires. Although in the past education on branches occurred mainly during senior year, this year it was extended to all students. Cadets change their branch selections as a result of the program and more cadets are now receiving one of their top three selections, indicating better matching. USMA anticipates the program will have a positive impact on retention of women. Department of Army branching policy dictates that combat arms branches must be 80% men and 20% women. This policy was a hindrance during branching this year, as more women selected combat arms as their first choice than the slots available. USMA is requesting a waiver of this policy next year. Current fourth- and third-class women cadets will likely have the opportunity to select infantry due to the lifting of the restrictions on women in direct ground combat.

United States Naval Academy: CAPT Roger Isom briefed the Committee on the recruitment and enrollment of women at the United States Naval Academy (USNA). Unlike USMA, USNA does not have demographic goals for its class composition. The admissions process is gender-neutral (no recruiting efforts are directed toward women specifically) and oriented towards attracting diverse talent from across the U.S. However, USNA works with Congressional representatives from underrepresented districts to

deepen the recruitment pool. The percentage of women enrolled at USNA increased from 6% of the class of 1980 to 24% of the class of 2016. Women and men have similar graduation rates in recent years (in 2012, men 88%, women 86%).

United States Air Force Academy: Col Scott Dierlam and Brig Gen Gina Grosso briefed the Committee on the recruitment and enrollment of women at the United States Air Force Academy (USAFA). All USAFA admissions standards are gender-neutral with the exception of the Candidate Fitness Assessment, in which requirements for general physical fitness are gender-normed. USAFA has no specific goals for admission of women, but it engages in active marketing and outreach to potential women students. USAFA has increased the proportion of women admitted from 17% to more than 20% over the past five years. The proportion of women in USAFA lags behind the proportion of women in civilian colleges and universities because a lower proportion of women than men in the general population meet candidate qualifications, particularly for physical standards and weight. Graduation rates for women and men have been similar for the past 15 years. USAFA has a number of initiatives to retain women, including mentoring and leadership opportunities.

United States Coast Guard Academy: CAPT Chris Calhoun briefed the Committee on the recruitment, enrollment, and graduation rates of women at the United States Coast Guard Academy (USCGA). USCGA is the smallest Academy and is the only Academy that does not require a Congressional nomination for its candidates. For the past five years, the proportion of women enrolled at USCGA has increased and is currently 32%, larger than the proportion of women, 20%, in the applicant pool. Women and men have similar graduation rates, at just under 80%. In every year except 2011, women have had proportionally higher representation in the top 20 of the class than men, and during the past three years they had proportionally higher representation in the command cadre. Every service occupation is open to women in the Coast Guard. USCGA is focused on increasing the number of female cadets who major in engineering programs, as many women major in marine and environmental science. Students' majors tend to correlate with their ultimate career paths.

Commissioning Sources (ROTC, OTS/OCS, Direct Commissioning Programs) Briefing on Representation of Women, June 2013

COL Joe Gill, Army; Col Jon Aytes, Marine Corps; CDR Angela Katson, Navy; Brig Gen Gina Grosso, Air Force; and CAPT Ronald LaBrec, Coast Guard

Following the March briefing on accession of women into the military Academies, DACOWITS requested briefings from the Services on the accession of women through other commissioning sources, including Reserve Officer Training Corps (ROTC), OCS/OTS, and the direct commissioning programs. The Committee asked each Service to provide for these commissioning sources an overview of recruitment and admissions of women over time (with numbers and goals) and retention rates. In June 2013 each of the Services briefed the Committee on these issues.

Army: COL Joe Gill briefed the Committee on the accession and retention of women across Army commissioning sources. Among all commissioning sources, the direct commissioning program has the highest proportion of women commissioned, at nearly one-third, partly due to its focus on special branches, particularly medical fields with a high representation of women. This compares to ROTC at 15.8% and OCS at 12.3%. (USMA commissions about 14% women.) The percentage of ROTC scholarship applications from women average 26%, with a slightly lower proportion receiving a

scholarship because fewer women than men applicants have qualified under Army requirements for filling STEM (science, technology, engineering, and mathematics) fields. With the exception of direct commissions, the percentage of women accessions has stayed about the same or decreased slightly since 2002. The Army's retention rate for women officers is lower than for men officers beginning after about three years of service.

The Army's goal for the officer corps is to reflect the demographics of the enlisted corps, which is currently 13-14% women. COL Gill stated, however, that the Army does not limit the number of women that can become officers. The Army has a number of programs targeted at recruiting and retention, such as the Officer Career Incentive Program and the Career Intermission Pilot Program, which are aimed at both genders. The Army has also included women in marketing materials and recruiting efforts such as the "Starting Strong" reality-style show on FOX, which profiles women prospects in three of ten episodes.

Marine Corps: Col Jon Aytes briefed the Committee on the accession and retention of women across Marine Corps commissioning sources. From 2003 to 2012, women represented 6-9% of total Marine Corps officer accessions. For FY 2012, the Marine Corps increased the accession goal for women from 7.5% to 8.5%. The primary commissioning sources are USNA, Officer Candidate Course, and Navy ROTC. The Marine Corps five-year retention rate for women officers has varied from 63-92% in recent years; the ten-year retention rate for women officers has varied from 31-45% in recent years.

The Marine Corps uses a number of non-gender-specific tools to retain officers, including formal counseling with Marines who are considering leaving the Service, transferring active duty Marines to the Select Reserve, and the Career Intermission Pilot Program. The Marine Corps also has a number of professional women's organizations to promote the retention, career development, and mentorship of women officers. Marine Corps Recruiting Command is conducting research to better understand how to recruit women specifically.

Navy: CDR Angela Katson briefed the Committee on the accession and retention of women across Navy commissioning sources. From 2004 to 2012, the Navy has generally seen an increase in the percentage of women accessions across commissioning sources. The Officer Development School, a program similar to direct commissions in the other Services, has the highest percentage of women accessions, reaching 41% in FY 2012, followed by Navy ROTC at 23%, the Seaman-to-Admiral (STA-21) program at 17%, and Officer Candidate School at 14%. The Navy believes there are fewer women in STA-21 than expected, possibly due to lower self-selection of women into STEM fields, which are prioritized in the program. With the exception of its nuclear programs (which provide officers for submarine service, newly opened to women), the Navy has no specific accession goals for women officers. In the enlisted ranks, however, the Navy has a goal that 23% of its force be women. Navy's five-year retention rate for women officers has been more than 70% in recent years; the ten-year retention rate for women officers has been above 30%.

In its efforts to recruit women specifically, Navy Recruiting Command supports outreach efforts at meetings and conferences for women, such as the Society for Women Engineers. The Navy Office of Women's Policy is involved in shaping Navy policy to better retain women, and the Navy's Task Force Life/Work initiatives include twelve-month operational deferment for pregnancy and the Career Intermission Pilot Program.

Air Force: Brig Gen Gina Grosso briefed the Committee on the accession and retention of women across Air Force commissioning sources. Over the past ten years, women have comprised approximately 23% of the Air Force's officer accessions. Similar to the other Services, women are most highly represented in the direct commissioning accession source at 44%, followed by ROTC at 23%, and OTS Basic Officer Training at 15%. The Air Force has no gender-related accession goals among any of its commissioning sources, but the OTS and Air Force Recruiting Service offer incentives to recruiters to attract women applicants for rated and critical degree-related jobs. The Air Force's retention rates for both men and women officers are high, more than 85% year-to-year at five years and ten years.

Coast Guard: CAPT Ronald LaBrec briefed the Committee on the accession and retention of women across Coast Guard commissioning sources. Other than the Coast Guard Academy, which represents two-thirds of officer accessions, the Coast Guard has two main sources for officer accessions: OCS and direct commission officer programs. A slightly higher percentage of women are enrolled in OCS (27%) than the direct commission programs (22%). The Coast Guard also has a College Student Pre-Commissioning Initiative that gives scholarships to students already in college to go to OCS. The Coast Guard's retention rate for women officers is lower than the rate for men officers, beginning after about five years of service.

The Coast Guard has a number of programs in place to recruit women and girls specifically, such as the Girls Sports Sponsorship Program and a partnership with the Virginia Women's Leadership Institute. The Coast Guard also has policies and programs that focus on retaining women, such as the Temporary Separation Program, the Separation for Care for Newborns Program, and Child Development Centers, in addition to maternity and post-partum policies.

Service Recruiting Goals and Outreach Programs Briefings, September 2013

Mr. Larry Stubblefield, Army; Col Jon Aytes, Marine Corps; CAPT Horacio Fernandez, Navy;
Brig Gen Gina Grosso, Air Force; CDR Tanya Schneider, Coast Guard

Earlier briefings showed that some, but not all, Services have goals for the percentage of women in the officer corps and/or at the Service Academies. The Committee requested briefings from the Services to clarify their goals for women officer accessions. In addition, the Committee requested additional information on the Services' outreach efforts for recruiting women officers. In September 2013, each of the Services briefed the Committee on these issues.

Army: Mr. Larry Stubblefield stated that the Army has no goals or limits on the number of women. Contrary to previous Army briefers who said that the Army aims for the percentage of women in the officer corps to reflect the percentage of women in the enlisted ranks, he said the Army does not officially aim to have the proportion of women in the officer corps reflect that of the enlisted corps, which is 14% women. According to Mr. Stubblefield, the Army is prohibited by law from using any such goals in recruiting, though he did not know the specific regulation or directive prohibiting the use of goals. Mr. Stubblefield also stated that the Army is aware that the number of women in the labor force will grow faster than men and that women now outnumber men on college campuses 60% to 40%. In recruiting, the Army reviews polling of high school students on propensity to serve, which has been stable over recent years (19% for men; 7% for women). Women are also included in Army-wide diversity outreach. In addition, USMA is creating a women's lacrosse team, which is

expected to help recruit more women. The Army benchmarks its success in recruiting women by aiming to increase the number of women applicants, and USMA hopes to increase the number of women students to 20%.

Marine Corps: Col Jon Aytes stated that the Marine Corps has goals for women officer and enlisted accessions, set at the beginning of each fiscal year through collaboration between Manpower and Reserve Affairs and other entities within Headquarters Marine Corps and the Commandant of the Marine Corps. In FY 2013 the accession goals for women were 8.5% of officers and 7.3% of enlisted (up from 7.0% of officers and 5.5% of enlisted in FY 2008). Col Aytes did not know how these goals were derived; the impetus behind these goals is to attain the “best and brightest” candidates possible. The Marine Corps has generally exceeded its goals, achieving 10.1% women officers and 7.8% women enlisted in FY 2013. The Marine Corps does not have accession goals for women by commissioning source. There are several long-term outreach efforts to attract more women Marine recruits, including advertisements in women’s magazines and outreach at women’s athletic events. The Marine Corps has also created a diversity task force to increase recruiting and retention of women officers.

Navy: CAPT Horacio Fernandez (by telephone) stated that the Navy sets no goals for women officer accessions but has outreach efforts for both women and men to encourage them to consider a Navy career. The Navy uses the number of names of possible recruits gathered from recruiting events as the primary metric to gauge success of the event. The Navy also monitors the number of officer applications and accessions and uses more subjective measures, such as the quality of outreach events, to gauge outreach success. The Navy engages women specifically through affinity groups (e.g., Society of Women Engineers) and a range of STEM education and outreach programs.

Air Force: Brig Gen Gina Grosso stated that the Air Force does not have recruiting goals for women. As with the Army, the Air Force believes that doing so would be unlawful, citing Air Force Instruction 36-7001.⁵² The Air Force does, however, strive to have its force mirror the eligible population. Although the Air Force does not have specific women or minority accession goals, it uses its Diversity Strategic Roadmap to achieve diversity objectives and recruits specific demographics more heavily if they are underrepresented. Also, as with the other Services, the Air Force uses targeted advertising and events to attract women applicants.

Coast Guard: CDR Tanya Schneider said that both the Coast Guard Academy and Coast Guard Recruiting Command set recruiting goals for women. USCGA sets these goals every five years and currently strives to have a critical mass of women, in which women represent 25-30% of students. USCGA has met or exceeded these goals every year since 2003. The ultimate goal is to reflect the U.S. college-bound population. The Commanding Officer for the Coast Guard Recruiting Command – which oversees recruiting (though not selection) for OCS, the Direct Commission Officer Program, and the enlisted corps – sets annual goals for the number of women in the applicant pool. The long-term goal is for the Coast Guard to be more reflective of the U.S. population, and it currently aims for 40% women in the force. The Coast Guard is still well below that goal, but has seen steady improvement over the last four years. Both USCGA and the Recruiting Command have a number of outreach programs directed specifically for women.

Summary of Focus Group Findings

DACOWITS conducted 51 focus groups at the Service Academies and OCS/OTS in spring 2013 to inform its study of the accession of women into the officer corps through those commissioning sources. Students were asked about their own recruiting experiences and the role of women leaders in recruiting and keeping women officers. Faculty and staff were asked about efforts to recruit women, the effect of women role models, and ideas for recruiting more women. A full report on the focus groups is at *Appendix G*. The installations visited, focus group protocols, mini-surveys, and mini-survey results are at *Appendices C–F*.

Factors Influencing the Decision to Commission

DACOWITS began the focus group discussions on this topic by asking student participants how they had arrived at their current commissioning source, including the factors that had influenced their decision. Several participants, particularly women, were influenced to join by family members, friends, or neighbors who currently or formerly served in the military. Family members included parents, siblings, grandparents, spouses, and other relatives. Often, these influences served a dual role of making participants aware of the military commissioning sources and inspiring them to join. Some participants were influenced to attend the Service Academies by parents who had not served but who had desired to serve or viewed as important the academic and career opportunities a military Academy offers. Participants also considered other factors, including a desire to serve, the challenge and discipline of the military, monetary benefits, training and job opportunities, career skills, and job security. Training and job opportunities were more commonly reported by Academy students; OCS/OTS candidates more commonly reported the career skills that can be gained through the military – particularly leadership experience and security clearances. DACOWITS asked students whether the existence of the 1994 ground combat exclusion policy prohibiting women from assignment to direct ground combat positions and units played any part in their decision. The combat exclusion policy generally did not affect the decisions of either men or women to join the military, although it did sometimes factor into Service selection or desired career field. In addition, some women said that elimination of the policy was a plus for them.

Most student participants considered other Services and other commissioning routes. Academy students generally considered other Academies, with ROTC as a backup option. Similar to students selecting a civilian college, they generally chose their Service based on campus visits and the career opportunities available to them upon graduation. OCS/OTS candidates considered a broader array of commissioning options, including the Service Academies, ROTC, and direct commissioning. Some OCS/OTS candidates reported they selected their Service based on their ability to locate recruiters willing to assist them in completing an officer packet and the variety of jobs offered by the Service. Some participants at both the Academies and OCS/OTS considered enlisting instead of becoming officers but were influenced to commission by family, friends, and recruiters. The majority of participants thought the factors that had an influence on the decision to become a military officer were similar for women and men. Some stated a belief that women may be accepted based on gender quotas. Some participants at the Academies stated that a larger proportion of women than men seem to have been recruited for athletics. Some participants at both the Academies and OCS/OTS observed that many women had prior enlisted military service.

Recruitment of Women Officers

Other than athletes recruited to the Academies, few student participants said they were actively recruited for the Academies or OCS/OTS. Students reported several means for finding out about the Service Academies, including Junior Reserve Officer Training Corps (JROTC) programs in high school, a visit by a representative or student from an Academy to their high school, and online searches for specific academic majors. Many OCS/OTS candidates had always wanted to join the military but had not done so earlier in life, for a variety of reasons. Prior enlisted participants at both commissioning sources reported a lack of knowledge among the enlisted force about the options available for commissioning and the processes to apply to the various commissioning routes.

Academy student participants, men and women, often received little or no communications from the Academy during the application process, though a few were contacted by representatives after indicating an interest. For those who had contact with Academy representatives, most reported positive experiences. OCS/OTS candidates generally underwent a long and difficult application process, reporting that for success the applicant must play an active role in completing paperwork and monitoring progress. Candidates reported that recruiters are often not knowledgeable about completing officer application packets, or not willing to help with them, though a few participants reported positive experiences with their recruiters. Several participants at the Academies and OCS/OTS were not accepted the first time they applied. Some of those from an Academy went to prep school or attended other colleges and re-applied the next year. Some who were not accepted chose to enlist and then applied through one of the commissioning sources later. Participants in OCS/OTS who were not accepted initially were admitted when they reapplied.

Students and faculty/staff participants suggested ways in which the Services can recruit more women officers. Participants often mentioned a need for more women recruiters. In particular, they expressed a need for women recruiters to show the diversity of women who successfully serve. Similarly, Academy women suggested letting women students from the Academies speak with potential women recruits. Talking with a woman in the military and hearing her experiences was often thought to be more effective for recruiting women officers than talking with a male recruiter.

Several participants suggested greater highlighting of the opportunities for women in terms of career variety and leadership opportunities. Many thought that women are often unaware of the many careers available through the military and do not consider the wealth of leadership experiences the military can offer women. Some suggested focusing on how these leadership experiences can benefit women later in civilian careers. Another suggestion was better training for OCS/OTS recruiters, including how to recruit qualified women and how to convey more realistic expectations to recruits about their future jobs. Others suggested particular recruiting methods, including advertisements showing women in the military; targeting enlisted women, JROTC women, and high school and collegiate athletes; opening additional military jobs to women; working to abolish sexual assault and sexual harassment; promoting the ability for military women to have a career and a family; having separate recruiters for officers; and publicizing OCS/OTS more.

Women in Leadership Roles

Participants were asked about the importance of having women in leadership roles at the Academies and OCS/OTS. Most participants thought that having women in leadership roles is important because

women have a different leadership style and are needed to serve as mentors and role models for more junior women. Women participants reported the importance of having women's leadership styles to emulate; men participants expressed the importance of experiencing the different leadership styles and perspectives women bring. Several participants, especially men, expressed the importance of selecting leaders based on merit rather than gender.

Some faculty and staff participants saw their role as mentor/role model as being hands-on; these participants make a concerted effort to speak with women students/candidates. Others said they take a less hands-on approach and focus on setting a good example in their actions and interact with women only when women come to them for answers to specific questions or advice. Officers who are faculty or staff generally receive formalized leadership training and reported that the training is useful. Enlisted and civilian faculty and staff, however, receive little formalized leadership training and are expected to rely on their previous experiences for mentoring students/candidates and serving as a role model; many said this is not enough training to prepare them for the roles they play.

Male faculty and staff are sometimes uncomfortable with women students and candidates or feel unable to properly address their concerns. Some rely on referring women students and candidates to a woman on the faculty or staff. OCS/OTS faculty and staff from one Service in particular reported difficulty in knowing how to work with women students, often because the faculty and staff came from male-only career fields. This concern was echoed by some of the women students from that Service. Participants reported that when male faculty and staff are uncomfortable interacting with women, this sometimes hinders the quality of training experiences the women receive.

Relevant Literature and Other Resources

This section presents some of the relevant literature and other resources on the accession of women officers, beyond the research referenced in the briefings and information provided to the Committee described above.

The Military Leadership Diversity Commission (MLDC), which was established by Congress to conduct a comprehensive evaluation of, and recommend improvements in, diversity-related policies in the U.S. military, rendered its report in 2011.⁵³ Among its findings was that women are underrepresented in the officer accessions of all the Services and across all commissioning sources, despite the fact that women constitute more than 50% of the recruiting pool.⁵⁴ MLDC determined that women's share of the officer recruiting pool was 53.5% in 2008.⁵⁵ In determining the recruiting pool, MLDC recognized that not all members of the U.S. population are eligible to serve in the U.S. military. For example, officers must be citizens, must possess a college degree, must meet height and weight requirements, and must be of a certain age. According to MLDC, however, by any external comparisons, women are heavily underrepresented among officer personnel.⁵⁶

MLDC concluded that "The Armed Forces have not yet succeeded in developing a continuing stream of leaders who are as demographically diverse as the Nation they serve."⁵⁷ The Commission recommended, among other things, that DoD and the Services improve recruiting activities by "[c]reating, implementing and evaluating a strategic plan for outreach to, and recruiting from, untapped locations and underrepresented demographic groups," including women.⁵⁸

Recommendations

This section provides DACOWITS' 2013 recommendations on the accession of women officers and summarizes the reasoning in support of these recommendations. The recommendations and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter III.

Recommendation 1: All Services should seek to systematically increase the accessions of women into the officer corps by increasing the representation of women at the military Academies, Officer Candidate School/Officer Training School/Academy of Military Science (OCS/OTS/AMS), and Reserve Officer Training Corps (ROTC).

Recommendation 2: All Services should devote resources for the successful recruitment of women officers.

Recommendation 3: All Services should have targets to gauge progress in increasing the representation of women in the officer corps (and therefore in the principal accession sources for officers – the military Academies, OCS/OTS/AMS, and ROTC). These targets should be benchmarked against measures of the recruiting pool for women candidates, not against any measure of the current representation of women in the Armed Services or any particular Service.

Reasoning

Outreach and recruitment of women for the officer corps is critical to ensuring that our nation's military has the strongest possible leaders. Compared to the recruiting pool, determined by the Military Leadership Diversity Commission to be over 50% women, women officers are underrepresented in all of the Services. Although the representation of women officers in all the Services remains low, some Services do not have goals. Low targets for women officers in the Army (14%) and the Marine Corps (8.5%) may in fact be operating as a constraint on the recruitment of women officers. Moreover, with some exceptions, the Services have said they are not particularly directing their recruiting efforts to women. Especially because the Services are now in the process of opening units and positions previously closed to women, there is much room for growth in the representation of women in the officer corps, and the Services should establish targets to encourage a significant increase in the number of women officers.

Effective and Full Integration of Women into Closed Positions and Units

The Committee's study of the integration of women into ground combat units in 2013 built on three years of research and its recommendation made each year since 2010 to eliminate the 1994 ground combat exclusion policy and open all military positions and units to women. On January 24, 2013, Secretary of Defense Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey rescinded the ground combat exclusion policy and directed the Services to comply with a three-year

plan to open closed positions and units to women no later than January 1, 2016, consistent with certain guiding principles set forth in an attached January 9, 2013, implementation memorandum of Chairman Dempsey and “after the development and implementation of validated, gender-neutral occupational standards and the required notifications to Congress” (hereafter January 2013 Panetta/Dempsey directive or January 2013 directive).⁵⁹ The January 2013 directive’s requirement of validated, gender-neutral occupational standards is similar to the Committee’s 2011 and 2012 recommendations that any physical standards be validated to accurately predict performance of actual regular and recurring duties of a military job and applied equitably to measure individual capabilities.

In 2013, DACOWITS focused its efforts on ensuring effective implementation by DoD and the Services of the January 2013 directive, particularly its requirement of validated gender-neutral occupational standards. In addition, DACOWITS continued to monitor the Services’ response to its 2012 recommendation that the Services expeditiously provide women with properly designed and fitted combat equipment. This part of Chapter III is organized into the following sections:

- Summary of Briefings Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendations

Summary of Briefings Presented to DACOWITS

DACOWITS received a briefing from DoD and the Services in March and an update from DoD, the Services and the Special Operations Command in June on the progress toward implementing the January 2013 Panetta/Dempsey directive, including the Marine Corps’ experiment permitting women to participate in the Infantry Officer Course. A representative of the Australian Defence Force (ADF) also briefed the Committee on the ADF’s efforts to open combat positions to women and establish gender-neutral occupational standards. The Army and Marine Corps briefed the Committee on the production and distribution of combat gear for women. This section presents highlights from these briefings. For a full list of briefings and information presented to DACOWITS in 2013, see *Appendix H*.

Women in Services Review Update, March 2013

Ms. Juliet Beyler, Acting Director Officer and Enlisted Personnel Management; BG Peter Utley, Army; Brig Gen Gina Grosso, Air Force; Col Jon Aytes, Marine Corps

Shortly after the announcement of the January 2013 Panetta/Dempsey directive rescinding the 1994 ground combat exclusion policy and ordering the opening of closed positions and units to women by January 1, 2016, DACOWITS requested a briefing on the directive and the plans of the Services to implement it.

By way of background, in the FY 2011 NDAA, Congress mandated that DoD review the gender-restrictive assignment policies of DoD’s 1994 ground combat exclusion policy.⁶⁰ Under the 1994 policy, women were eligible to be assigned to all positions for which they qualified, except “women shall be excluded from assignments to units below the brigade level whose primary mission is direct combat on the ground.”⁶¹ The 1994 policy also permitted (but did not require) the Services to

restrict assignments of women in other circumstances, including “where units and positions are doctrinally required to physically collocate and remain with direct ground combat units that are closed to women” and “where job related physical requirements would necessarily exclude the vast majority of women Service members.”⁶² In addition, the 1994 policy permitted but did not require the Services to close positions in units engaged in long-range reconnaissance operations and Special Forces missions and when the costs of providing appropriate berthing and privacy arrangements were prohibitive.⁶³ The results of the DoD review undertaken in response to this Congressional mandate, the Women in the Services Review (WISR), were summarized in a report to Congress that DoD released in February 2012.⁶⁴

Based on the WISR, in February 2012 DoD announced three policy changes. First, DoD eliminated the optional collocation assignment restriction of the 1994 ground combat exclusion policy, stating that the result would be to open more than 13,000 Army jobs for assignment of women.⁶⁵ The review found that restricting positions on the basis of collocation was no longer logical due to the non-linear nature of the battlefield.⁶⁶ Second, DoD granted the Army, Navy, and Marine Corps an exception to the 1994 policy to allow women in open occupations to be assigned to select ground combat units at the battalion level (the level below brigade).⁶⁷ According to DoD, this additionally opened approximately 1,000 assignments to women. Third, DoD stated that the Services supported the establishment of gender-neutral standards but required “sufficient time to complete a thorough analysis of job-related physical requirements as they pertain to the capabilities expected of Service members.”⁶⁸ Secretary Panetta directed the Service Chiefs to update him in six months on the implementation of these policy changes, progress in developing gender-neutral standards, and identification of any further positions that could be opened to women.⁶⁹ As described above, in January 2013, Secretary Panetta and Chairman Dempsey rescinded the 1994 policy and directed the Services to open all positions and units to women by January 1, 2016.

In March 2013, Ms. Juliet Beyler briefed the Committee on the January 2013 Panetta/Dempsey directive, including its implementation requirements and timelines. She began by stating that the January 2013 directive was a significant change from the 1994 policy – that policy required the closing of ground combat positions and units and left to the Services the decision whether to open certain other positions and units. In contrast, the January 2013 directive requires the opening of all positions and units unless the Services can make a case for and secure an exception permitting a position or unit to remain closed.

Ms. Beyler next reviewed the implementation plan and guiding principles for integrating women into currently closed positions and units, as set forth in the January 2013 directive and the accompanying implementation memorandum of Chairman Dempsey. The Services are to provide detailed implementation plans to the Secretary by May 15, 2013. DoD plans to submit a report to Congress over the summer based on this information and will provide the notification to Congress required by law⁷⁰ as it decides to open particular positions. That notification must occur 30 Congressional working days (days when both the House and Senate are in session),⁷¹ which is usually about 90 calendar days, before a position or unit is opened. The January 2013 DoD directive also requires the Services to develop and validate gender-neutral occupational performance standards and put them into use by September 2015, and to open all positions to women by January 1, 2016, unless an exception is personally approved first by the Chairman of the Joint Chiefs and then by the Secretary of Defense.

One of the guiding principles for implementation directs the Services to “ensure that a sufficient cadre of midgrade/senior women enlisted and officers are assigned to commands” in previously closed units “at the point of introduction to ensure success in the long run.”⁷² Committee members expressed concern

that this principle might be used as justification to close or delay the opening of units to women. Ms. Beyler said that, although DoD has not provided specific written guidance to the Services on how to proceed, some units may not require a “sufficient” cadre of women and this principle would not serve as an impediment to opening units. Committee members also expressed concern that the Services had claimed to close positions to women in the past on the basis of physical requirements but had never provided the justification required by the 1994 policy that job-related physical requirements would “necessarily exclude the vast majority of women” and urged DoD to pay close attention to current efforts to develop and validate the occupational standards required by the January 2013 directive. Ms. Beyler then turned the briefing over to representatives of the Army, Air Force, and Marine Corps for more details.

Army: BG Peter Utley briefed the Committee on the Army’s plan to develop, validate, and test the gender-neutral occupational standards required before closed positions can be opened. Army has three categories of standards for each position: physical (e.g., the ability to lift a weight for a defined distance, or a number of repetitions), medical (e.g., no color-blindness), and cognitive (e.g., mathematical aptitude). Army Training and Doctrine Command (TRADOC) has enlisted experts from RAND, the Army Research Institute for the Behavioral and Social Sciences, Army Public Health Command and the TRADOC Analysis Center to ensure Army’s study of physical standards is performed in a scientifically sound manner. The study consists of five phases. In phase one, being conducted at the time of the briefing, occupational specialty experts (branch components) are identifying the most physically demanding tasks of each military occupational specialty (MOS). In phase two, to be completed in 2013, subject-matter experts will collect data based on their observations of Soldiers performing these tasks. In phase three, in 2014, analysts will separate these tasks into measurable performance standards. In phase four, the Army will convert these standards to tests, and in phase five, the Army will select the most effective or predictive tests and develop procedures, equipment, and instructions for administering these tests. The Army’s intention is to be able to validly predict the physical ability of Soldiers to succeed in an MOS. BG Utley also stated that these tests will be administered to Soldiers already in the MOS to determine whether they are physically capable of the position.

Committee members expressed concern that the Army is validating standards by first asking individuals to identify only the most physically demanding tasks required of each position and only thereafter observing the tasks Soldiers actually perform in the field. In contrast, the Canadian Forces validated their gender-neutral occupational standards through detailed observation of troops performing the actual duties of each job in the field. This is also the standard method for developing and validating occupational performance standards in the civilian world. The Army’s method of validating standards may misrepresent the required duties of each position if, for example, Soldiers actually work in teams or use mechanical advantages to accomplish the most difficult tasks. In response, BG Utley stated that the Army is also observing the actual requirements of the job in the field, and the standards will reflect common methods Soldiers use to accomplish demanding tasks.

Air Force: Brig Gen Gina Grosso briefed the Committee on the Air Force plan. In the Air Force, only Special Operations positions are currently closed to women. The Air Force began to validate its Special Operations performance standards two years ago. Eighty-five percent of men attempting to qualify for Special Operations positions currently fail, and the hope is that the new

standards will be a better indicator of success in the performance of the job for all applicants and will result in fewer injuries.

Marine Corps: Col Jon Aytes briefed the Committee on the Marine Corps' plan. He said that the Marine Corps' ongoing efforts to validate its performance standards are in line with the recommendations laid out by the Secretary of Defense and are similar to those described by the Army. The Marine Corps has 32 closed occupational specialties but will be examining its physical standards for all specialties. As part of the Marine Corps' implementation plan it will also be looking at the results of the Marine Corps' experiment permitting women to volunteer for the Infantry Officer Course (IOC). He stated that two women volunteered for the IOC in March but did not complete it, and six more women have volunteered for the July course. The Marine Corps is also looking at whether facilities may need to be upgraded to accommodate women.

Women in Services Review Update, June 2013

Ms. Juliet Beyler, Acting Director Officer and Enlisted Personnel Management; LTC Sharlene Pigg, Army; Col Jon Aytes, Marine Corps; Ms. Jessica Milam, Navy; Brig Gen Gina Grosso, Air Force; and Mr. Jeffrey Resko, Special Operations Command

DACOWITS requested an update from DoD on the Services' implementation plans required by the January 2013 Panetta/Dempsey directive and progress on the development of validated, gender-neutral occupational standards and the opening of closed positions and units to women. In June 2013, Ms. Juliet Beyler provided this briefing.

Ms. Beyler began by reporting that on June 18, 2013, DoD released the Services' written plans to implement the January 2013 directive. She reiterated that the Services must request an exception to policy, and that request must be personally approved first by the Chairman of the Joint Chiefs and then by the Secretary of Defense in order to keep any occupational specialty or unit closed to women after January 1, 2016. In response to a Committee inquiry, she said the date by which these exceptions must be requested has not been set, however. She turned the briefing over to representatives of the Services and Special Operations Command for more details.

Army: LTC Sharlene Pigg briefed the Committee on the Army's plan to integrate women into currently closed positions. The Army is engaging in a phased process that will first open currently closed *units* to women in open *occupations*, and then open occupations currently closed to women. The Army has also begun the process of validating its occupational standards, beginning with the standards for closed occupational specialties. The Army will complete validation of all gender-neutral occupational standards by September 2015, as required by the January 2013 directive. The Army will simultaneously conduct a study to identify potential issues in integrating women into currently closed positions to help leaders to address these issues.

Marine Corps: Col Jon Aytes briefed the Committee on the Marine Corps' plan to integrate women into currently closed positions. The Marine Corps' plan is divided into two lines of effort: 1) analyzing closed occupations, and 2) analyzing open occupations in closed *units*. The plan to open currently closed occupations to women involves three phases. In phase one, the Marine Corps will validate all physical standards for occupations closed to women. So far, the Corps has found 259 tasks associated with these occupations that it has distilled into five proxy tests. The Marine Corps will use information collected from this phase to develop a safe and simple physical test to screen applicants for those occupations.

In phase two, the Marine Corps will set conditions to ensure women are successfully integrated into newly opened occupations. Among other steps, this will involve educating instructors at MOS schools and conducting a review of facilities at MOS schools and units. In phase three, the Marine Corps will assign women to newly opened positions. As part of the second line of effort, analyzing the assignment of women in open occupations to units that have been closed to women, the Marine Corps has already assigned 48 women non-commissioned officers, on a trial basis, to these units; this will establish a sufficient cadre of senior women to ease the transition for junior women. The Marine Corps is reviewing the results of this trial, which have been positive so far. After this initial trial, additional units will be opened to women in 2014, and contingent upon these trial results, the Marine Corps in 2015 will recommend whether to open all currently closed units to women. (See also the Marine Corps Infantry Officer Course Information Brief below.)

Navy: Ms. Jessica Milam briefed the Committee on the Navy's implementation plan. The vast majority of occupations and units are already open to women in the Navy. Exceptions primarily involve units engaged in Special Operations Forces (SOF) missions, personnel assigned to the Marine Corps Ground Combat Element, and restrictions on a limited number of vessels – such as the Los Angeles and Seawolf class submarines – due to berthing and privacy arrangements. The Navy envisions that by January 2016, it will have few, if any, positions closed to women. In addition, as required by the January 2013 Panetta/Dempsey directive, the Navy will have gender-neutral occupational standards in use by September 2015. A task force has been assigned to review whether to open positions on submarines that are closed to women due to berthing and privacy arrangements. Even if these positions remain closed to women, Navy's goal in this process is to offer women and men equal professional opportunity by, for example, offering women positions on other submarines in the same class.

Air Force: Brig Gen Gina Grosso briefed the Committee on the Air Force's implementation plan. Less than 1% of positions in the Air Force are currently closed to women, and all of these positions are tied to Special Operations. The Air Force's initial assumption is that all of these positions will be opened to women, but Special Operations Command (SOCOM) controls that decision, and the Air Force will collaborate with the Army and SOCOM on whether and how to open these positions. The Air Force is currently in the midst of a regular two-year effort to examine positions that are closed to women. The Air Force also validates its occupational standards every five years. The Air Force expects that by October 2015, women will be training in the newly opened positions, and by January 2016, women will be serving in these positions.

Special Operations Command: Mr. Jeffrey Resko briefed the Committee on the implementation plan for SOF units. The Special Operations Command analysis focuses on three lines of effort: 1) a comprehensive review of SOCOM-wide doctrine, organization, training, materiel, leadership, and education, personnel, facilities, and policy, with a special emphasis on gender-neutral training standards in initial entry courses and an evaluation of those courses' facilities no later than July 2014; 2) a study to understand the social science impacts of integrating women into SOF units, to be completed by the Center for Special Operations Studies and Research no later than July 2015; and 3) a RAND study to provide an independent analysis to complement these two lines of inquiry, to be completed no later than July 2014. The RAND study will include a survey of SOF personnel similar to the study conducted in implementing the repeal of "Don't Ask, Don't Tell," with the goal

of identifying any areas of misunderstanding that should be addressed. SOCOM has no plans to experiment with putting women through its initial entry courses.

Marine Corps Infantry Officer Course Information Brief, June 2013

Col Todd Desgrosseilliers, Marine Corps, Commanding Officer, The Basic School

The Committee requested an update from the Marine Corps on its efforts to offer women the opportunity to volunteer for the Marine Infantry Officer Course (IOC) on an experimental basis. The Committee had questions about the course itself, including how it relates to other officer training, how the required events and standards for the course were selected and validated, what has been learned from the performance of the women volunteers, and how their performance factors into the Corps' analysis of whether to open infantry occupations and units to women. In June 2013, Col Todd Desgrosseilliers briefed the Committee on these issues.

Col Desgrosseilliers began the briefing by explaining that, as part of training, all Marine Corps officers first attend the Basic Officer Course. They then attend a primary MOS school to receive specific training for their MOS. IOC is the school for infantry officers. Marines are selected for IOC at week nineteen of the Basic Officer Course, which is six months long. The Marine Corps has offered women in the Basic Officer Course the chance to attend IOC on an experimental basis to determine whether women can complete IOC, as a preliminary indication of whether women will be able to succeed in an infantry MOS. To date, four women have attempted the course; three failed the first event, the Combat Endurance Test (CET), and one was injured after completing the CET. Six women were slated to begin the course in July 2013; four withdrew either because of injury or a desire to move on to their primary MOS, leaving two women who started the course.

The IOC has twelve required physical standards and twelve performance steps, all taken from a program of instruction that is reviewed every three years by a curriculum review board. Marine Corps Education and Training Command determines the standards, and the board develops the tasks that demonstrate the Marines' ability to perform these standards. The standards are based on subject-matter expert interviews, not observations of the tasks actually performed by Marine infantry officers in the field. Although there are no occupational specialists on the review board, Col Desgrosseilliers stated that the physical standards and proxy tasks are frequently vetted from an exercise physiology standpoint. The Marine Corps has not made any changes at IOC since women began attending and has no plans to do so; the focus will be on improving physical and mental preparation for IOC. The Commandant met twice with the instructors at IOC to affirm his expectations of them and their support for participation of women in the course.

The average attrition rate for men in IOC is 20-25%. Attrition is due to failing to meet the required standards, injury, or a voluntary drop. Many participants are unable to pass the initial Combat Endurance Test on the first day of the course. In the most recent IOC training, 27 men failed the CET along with two of the three women. Women Marines primarily fail due to a lack of upper body strength, but men also fail for this reason. With respect to injury, the Marine Corps has found there is a correlation between Physical Fitness Test (PFT) score and injury rate and thus requires officers to have high PFT scores to attend IOC. For Marines for whom there is a gap between the Basic Officer Course and IOC, placement in the gender-integrated Marines Awaiting Training (MAT) platoon aims to increase strength and endurance and reduce the risk of injuries at IOC and beyond. Marines who are injured in IOC or who fail

the Combat Endurance Test once are also placed in this platoon to recover and train before they attempt the course again.

Permanent injury is the biggest concern of women who have not volunteered for IOC or who have withdrawn in advance of IOC. Women at the Basic Officer Course have been injured at twice the rate of men over the past ten years. Additionally, none of the ten women who have volunteered for IOC have expressed a desire to serve in the infantry if that MOS were open to women. Women primarily come to IOC for the challenge. The Marine Corps has determined that 92 women will need to attempt the course before there are enough data to assess the results of this experiment. Col Desgrosseilliers could not say how this number was determined or how the results of the experiment will be evaluated.

Committee members expressed concern that it will take decades to conclude the experiment given the current rate that women volunteer for the course. Committee members also suggested that women may be volunteering for IOC at a low rate because infantry positions are not open to them even if they complete the course. Committee members also questioned whether the IOC should be open to Marines as a lateral move (not just to recent Basic Officer Course graduates), noting that infantry MOSs are the only Marine Corps MOSs not open for lateral moves. Finally, Committee members also questioned whether this experiment was necessary, since any officer who completed the IOC would have the proper qualifications and training for an infantry officer position and should be able to be assigned to such a position.

Report of DACOWITS Members' Visit to the Marine Corps Infantry Officer Course, July 2013

A DACOWITS delegation of three members accepted the invitation of the Marine Corps to visit IOC; the visit took place on July 19, 2013. On behalf of the Committee, the delegation wanted to better understand the way in which the results of the IOC experiment would be used to inform any Marine Corps decision to request an exception to policy that would keep any Marine Corps positions or units closed to women. The delegation was hosted by Col Todd Desgrosseilliers, the Commanding Officer of the Basic School, who had earlier briefed the Committee on the IOC experiment permitting women officers to volunteer for the course.

DACOWITS members were able to observe a tactical decision exercise by the candidates and discuss the course and the participation of women with Col Desgrosseilliers and members of his staff. (At the time of the visit all candidates were men; two women candidates dropped out earlier in the course.) The discussions did not provide answers to DACOWITS' questions about the purpose of the experiment, including what was being judged, why the number 92 was chosen as the number of women who needed to complete the course for the experiment to conclude, the way in which the results of the experiment would be used, or whether any of the physical tests required for IOC have been validated scientifically. In Col Desgrosseilliers' view, the experiment would provide useful information to improve the outcomes for the women volunteers and, if infantry were opened to women, for women's successful completion of infantry requirements.

Australian Defence Force Update, June 2013

LTCOL Gwenda Caspersonn, Australian Defence Force

In 2012, the Committee reviewed reports of the efforts of the Australian Defence Force (ADF) to implement a three-year plan to open all positions, including direct ground combat positions, to women and, as part of a separate and distinct project to reduce injury and attrition rates, to develop and implement gender-neutral occupational standards. These reports helped shape DACOWITS' study of similar issues in the United States military. Particularly because the Australian efforts were scheduled to go into effect in January 2013, the Committee requested an update on the ADF's efforts. In June 2013, LTCOL Gwenda Caspersonn provided this briefing.

LTCOL Caspersonn began by stating that ADF leaders signed off on the three-year gender integration plan last year and, as a result, women have been serving in combat roles in the ADF since January 1, 2013. Positions have been opened to women in the infantry, armored corps, artillery corps, explosive ordnance disposal, and combat engineer squadrons. The only positions not yet open to women are in Special Forces, as the ADF is still examining the physical standards for these positions. Previously closed positions have been opened to senior women first; the remaining positions will be opened in 2016. So far, five women have applied for direct combat roles. Gender-neutral physical standards were introduced January 1, 2013, as well, with the first twelve months a trial period.

Update on Fielding of Combat Uniforms and Equipment for Women, September 2013

COL Robert Mortlock, Army; Maj James Pelland, Marine Corps

In 2012 DACOWITS recommended that the Services promptly develop, test, and distribute properly fitted combat equipment for women. In 2013, concerned about the slow progress, the Committee requested an update from the Army and the Marine Corps on the production and distribution of combat gear for women. In September 2013, COL Robert Mortlock and Maj James Pelland provided this briefing.

Army: COL Mortlock stated that the Army has recently re-designed numerous protective gear items and uniforms with specific fits for women Soldiers in mind. The Female Improved Outer Tactical Vest (F-IOTV), the design elements of which were detailed in the briefing Army provided to DACOWITS in September 2012, has been a success. The previous unisex outer tactical vest was too long for women and would ride up on women's necks, creating a "turtle" effect that compromised safety. The F-IOTV underwent a year of user testing and received overwhelmingly positive feedback. The Army has put in an order to substitute 24,000 F-IOTVs for the unisex vests, and the F-IOTV is now mandatory for women downrange in Afghanistan. The Army has also designed new women's sizes of protective plate inserts for the soft ballistics packages that are used with the outer tactical vests, as well as three other protective gear items and several uniforms with women-specific designs. The Family of Concealable Body Armor, which provides ballistic and stab protection, and the Protective Under and Outer Garments, which protect against ground improvised explosive device threats, have sizes and design elements specifically for women. Army uniforms with new sizes and designs for all Soldiers with smaller stature include the Army Combat Uniform Alternate, the Army Aircrew Combat Uniform with flame resistant properties, and the physical training uniform.

Marine Corps: Maj Pelland stated that the Marine Corps is in the process of developing a number of new body armor items. However, unlike the combat uniform and combat boots, these new body

armor items will not have women-specific sizes. Rather, the Marine Corps is focusing on designing body armor that provides better fit across the range of Marines' body sizes, for both men and women, particularly for smaller-stature Marines. Maj Pelland stated that the Marine Corps has been working in close collaboration with the Army on its body armor re-designs. The Marine Corps body armor includes many of the same features as the Army's F-IOTV to allow for a more flexible fit, including a quick-release system and adjustable cummerbund. The Marine Corps and Army use separate body armor equipment and sizing systems because of their different tactical needs and the differing range of body sizes among their demographics. For example, the Marine Corps requires a more mobile vest because it is a more mobile force. The Marine Corps currently has two body armor vests: the Standard Plate Carrier and the heavier Improved Modular Tactical Vest, which provides greater coverage. Maj Pelland stated that the new, smaller-stature vests have been field-tested with women, and the new sizes help prevent the "turtle" effect.

Summary of Focus Group Findings

Although the integration of women in ground combat was not a topic of the 2013 DACOWITS focus groups, the issue in some instances arose as part of the discussion of accession of women into the officer corps. The vast majority of both men and women in the focus groups, across Services and installations, were in favor of opening up currently closed combat assignments to women. The most common opinion expressed by both men and women was that the standards for military occupations should not be lowered during implementation of this change, but that the standards should be based on the actual requirements of the occupation.

A number of men and women were, however, concerned about opening currently closed assignments to women. A few men and women expressed their belief that women cannot meet the physical demands of ground combat and the mission could be compromised if they were given those assignments. Men often likened ground combat and special operations roles to professional sports like football, in which, they argued, women are not physically capable of competing. Some participants noted that facilities at several locations might need to be revamped to include women, affecting Service budgets.

On the topic of uniforms and equipment, although this, too, was not a topic of the 2013 DACOWITS focus groups, in some instances women reported being injured or otherwise hampered by poorly fitting equipment. Some who had tried the newly-designed combat equipment for women expressed preference for the new equipment, observing that its fit made the same weight easier to carry.

Relevant Literature and Other Resources

This section presents some of the relevant literature and other resources on the full integration of women into ground combat units and the development of valid gender-neutral physical standards, beyond the research referenced in the briefings and information provided to the Committee described above. This section updates the literature and other sources of information on these issues in the 2010, 2011 and 2012 DACOWITS reports.

A 2013 report for Congress by the Congressional Research Service summarizes the history of women's roles in the military and discusses the arguments for and against women serving in combat positions.⁷³ In terms of recent developments, the report covers the recommendations of the Military Leadership Diversity Commission to eliminate the 1994 direct ground combat exclusion policy, opening all jobs to women in a phased approach; the January 2013 Panetta/Dempsey directive, including its requirement to establish gender-neutral occupational standards; and the opening of the submarine service to women, among others. The author concludes with the observation that any changes proposed by the Services will likely be subjected to Congressional scrutiny and that Congress may accept or modify the changes proposed. He lists some additional issues that Congress may consider: equal opportunity, equal responsibility (such as draft registration), readiness and cohesion, manpower needs of the military, and training standards.⁷⁴

Recommendations

This section provides DACOWITS' 2013 recommendations on the full integration of women into ground combat units and the development of valid gender-neutral physical standards and summarizes the reasoning in support of these recommendations. The recommendations and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter III.

Recommendation 1: The Services should continue apace in their plans to integrate women into closed units and positions as expeditiously as possible, but no later than January 1, 2016. These changes are in accordance with the guidance and timetable established in the January 24, 2013, directive of Secretary of Defense Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey and the January 9, 2013, implementation memorandum of Chairman Dempsey.

Reasoning

DACOWITS applauds the elimination of the 1994 direct ground combat exclusion policy (as recommended in its reports for 2010, 2011, and 2012). The Committee believes the timetable set in the January 24, 2013 Panetta/Dempsey directive and January 9, 2013 Dempsey implementation memorandum is more than reasonable for the Services to plan and implement the opening of closed units and positions to women no later than January 1, 2016.

Recommendation 2: Women qualified in occupational specialties should immediately be eligible for assignment to any military unit.

Reasoning

As an exception to policy, women in open occupational specialties began moving into closed units in 2012. The success of this integration, which had also been recommended by the Military Leadership Diversity Commission in its 2011 report to Congress, was a basis for the January 24, 2013, Panetta/Dempsey directive eliminating the combat exclusion policy and instructing the Services to open closed positions and units to women "as expeditiously as possible." Consistent with that directive, and the

January 9, 2013, implementation memorandum of Chairman Dempsey instructing the Services to expand the number of units and number of women assigned to those units based on the exception to policy (and provide periodic updates on their progress beginning in the third quarter of FY 2013), there is no reason to further delay the assignment of women who are in occupations open to women to any unit. Women in open occupations are trained and ready to serve in all units. The Army has expressed its intention to open assignments in closed units to these women but the Marine Corps has said that further study is needed before it will open such assignments, which has the unfortunate appearance of a delaying tactic.

Recommendation 3: Physical standards should be validated to accurately predict performance of actual, regular, and recurring duties of a military job and applied equitably to measure individual capabilities.

Reasoning

This is a repeat recommendation from 2012 and, in somewhat different language, from 2011. The Services have been in the process of developing gender-neutral occupational standards for some time, but the results of this process are not yet known. The Committee continues to be concerned, as it was in 2011 and 2012, about the process being used, specifically that in some instances the Services may be evaluating women on an “average” rather than an individual basis and may be using or establishing standards that have not been validated, even for men. The Committee continues to believe strongly that any physical standards should be based on a scientifically rigorous process, validated as job-related (based on the actual regular and recurring duties to be performed), and determined to accurately measure individual, not average, performance.

Recommendation 4: The Marine Corps should discontinue the “experiment” to allow women to volunteer for the Infantry Officers Course (IOC). Instead, women should be afforded the same opportunity as their male counterparts to qualify for any position and to be assigned to any unit for which they qualify, based on validated, gender-neutral standards.

Reasoning

The Marine Corps’ plan to implement the January 24, 2013, Panetta/ Dempsey directive describes its decision to permit women Marine officers to participate in the IOC, on a voluntary basis, as “other research,” without further explanation. Marine Corps briefers explained to DACOWITS that the Corps contemplates that 92 such volunteers be given the chance to try to complete the course before the experiment is evaluated. Volunteers must delay their assigned career paths and are not awarded an infantry occupational specialty even if they finish the course successfully. Not surprisingly, only a few women have volunteered for the experiment, and no women have completed the course to date. In response to questions from DACOWITS, neither Marine Corps briefers nor IOC officials have been able to explain what is being evaluated, how the results will be used, why 92 women volunteers are necessary, or how long the experiment is expected to last. At the current rate, it would take decades to secure 92 women volunteers. It is not clear that the physical tests that are part of the IOC have been scientifically validated as occupational requirements for an infantry officer. It is unclear

how this experiment relates to any decision to request an exception to policy. Finally, the experiment suggests that if not enough women can complete the course, one or more such exceptions to policy might be requested, which, if true, would be improperly evaluating women's qualifications to serve as infantry officers, or in the infantry, on an average rather than an individual basis.

Recommendation 5: The Services should ensure properly designed and fitted individual combat equipment is provided to women on an expedited basis. The Services should collaborate on product development, testing, and procurement to facilitate prompt distribution of appropriate individual combat equipment.

Reasoning

This is a repeat recommendation from 2012. Although the Army has made substantial progress in deploying the new vest and is working on deploying other pieces of combat gear, the Committee wishes to press for faster rollout of this equipment. Proper combat equipment is essential to overall military readiness; women suffer injuries and do not perform up to their full potential when wearing ill-fitting equipment and combat gear designed for men's bodies. Collaboration among the Services could also speed development of needed equipment. Especially as the Services are now in the process of opening units and positions previously closed to women, it is important to ensure that all our nation's troops are properly outfitted and can perform at the highest level.

Defense Advisory Committee on Women in the Services



Endnotes

1. Department of Defense, Sexual Assault Prevention and Response (2013). *Department of Defense Annual Report on Sexual Assault in the Military: Fiscal Year 2012*. pp. 3, 13. The estimate of the number of individuals who experienced sexual assault – 26,000 – is based on the results of the 2012 *Workplace and Gender Relations Survey of Active Duty Members* and represents an increase from the estimated 19,300 in 2010, the last time the survey was conducted. Ibid. p. 13. The survey asks participants if they experienced, in the last twelve months, “unwanted sexual contact (i.e., sexual assault),” defined as “intentional sexual contact that was against a person’s will or which occurred when the person did not or could not consent, and includes completed or attempted sexual intercourse, sodomy (oral or anal sex), penetration by an object and the unwanted touching of genitalia and other sexually related areas of the body” – all acts prohibited by the Uniform Code of Military Justice. Defense Manpower Data Center (2013). *2012 Workplace and Gender Relations Survey of Active Duty Members*. p. 1. Because DoD equates “unwanted sexual contact” with sexual assault, for simplicity’s sake this report uses the term sexual assault throughout.

The number of reports of sexual assaults involving Service members in 2012 – 3,374 – was also an increase over the number of such reports in 2011 – 3,192. The 3,374 reports involved Service members as victims and/or alleged perpetrators; 2,949 of the reports involved Service members as victims.

2. Department of Defense, Sexual Assault Prevention and Response (2012). *Annual Report on Sexual Harassment and Violence at the Military Service Academies: Academic Program Year 2011-2012*. p. 30. The estimate of the number of individuals who experienced sexual assault is based on the results of the 2012 *Service Academy Gender Relations Survey*, which asks participants if they experienced, in the last twelve months, “unwanted sexual contact (i.e., sexual assault),” defined the same as in the 2012 *Workplace and Gender Relations Survey of Active Duty Members* (see note 1 above). Defense Manpower Data Center (2012). *2012 Service Academy Gender Relations Survey*. p. 7.

3. Department of Defense, Sexual Assault Prevention and Response (2012). *Annual Report on Sexual Harassment and Violence at the Military Service Academies: Academic Program Year 2011-2012*. p. 3. The number of reports of sexual assaults increased by 23% over the number of reports in AY 2011 – from 65 to 80.
4. Ibid. p. 4. These percentages are based on the results of the 2012 *Service Academy Gender Relations Survey*, which defines sexual harassment as “a form of sex discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when submission to or rejection of such conduct is made either explicitly or implicitly a term or condition of a person’s job, pay or career, or submission to or rejection of such conduct by a person is used as a basis for career or employment decisions affecting that person; or such conduct interferes with an individual’s performance or creates an intimidating, hostile or offensive environment.” Ibid. pp. 6-7. The number of reports of sexual harassment at the military Service Academies in AY 2012 was 19. Ibid. p. 38.
5. Joint Chiefs of Staff (May 7, 2012). *Strategic Direction to the Joint Force on Sexual Assault Prevention and Response*.
6. The term “commander” is used in this report in a generic sense to denote an individual in the military who by virtue of grade or assignment exercises primary command authority over a DoD organization or prescribed territorial area. See, e.g., DoDI 5505.18, Jan. 25, 2013.
7. This definition is similar to but different in some respects from the definition of unwanted sexual contact in the DoD gender relations surveys, which define unwanted sexual contact to include all the sexual assault crimes prohibited by the Uniform Code of Military Justice (see notes 1, 2 above).
8. Department of Defense, Sexual Assault Prevention and Response (2013). *Department of Defense Annual Report on Sexual Assault in the Military: Fiscal Year 2012*. p. 27. Survey reports for men were “not reportable.”
9. Ibid. Survey reports for men were “not reportable.”
10. Department of Defense. (Apr. 2013). *Sexual Assault and Prevention Strategic Plan*. pp. 4-17.
11. Ibid. p. 20.
12. Secretary of Defense (May 6, 2013). *Sexual Assault Prevention and Response*. Memorandum. Washington, DC: Secretaries of the Military Departments, Chairman of the Joint Chiefs of Staff, Under Secretary of Defense for Personnel and Readiness, Chiefs of the Military Services, Chief of the National Guard Bureau, General Counsel of the Department of Defense.
13. Ibid. p. 2.
14. Ibid.
15. Ibid.
16. Ibid. p. 3.
17. Secretary of Defense (Aug. 14, 2013). *Sexual Assault Prevention and Response*. Memorandum. Washington, DC: Secretaries of the Military Departments, Chairman of the Joint Chiefs of Staff, Under Secretaries of Defense, Deputy Chief Management Officer, Chiefs of the Military Services, Commanders of the Combat and Commands, Chief of the National Guard Bureau, Director, Cost Assessment and Program Evaluation, Director, Operational Test and Evaluation,

General Counsel of the Department of Defense, Inspector General of the Department of Defense, Assistant Secretaries of Defense, Department of Defense Chief Information Officer, Assistants to the Secretary of Defense, Director, Administration and Management, Director, Net Assessment, Directors of the Defense Agencies, Directors of the DoD Field Activities. p. 1.


18. Sec. 576, National Defense Authorization Act for FY 2013, Pub. Law 112 239, 112th Cong., 126 Stat. 1758.
19. Government Accountability Office (2011). *Preventing Sexual Harassment: DoD Needs Greater Leadership Commitment and an Oversight Framework*. GAO-11-809.
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31. Ibid. p. 64.
32. Ibid. p. 66.
33. Ibid.
34. Ibid.

35. Ibid. pp. 65-66.
36. Ibid.
37. Ibid. p. 67.
38. Ibid.
39. Ibid. p. 68.
40. Ibid. p. 68-69.
41. Ibid. p. 69.
42. Ibid.
43. Ibid.
44. Ibid. p. 71.
45. Ibid. p. 135. Other statements by members of the Commission were single statements or a single statement joined by one other member.
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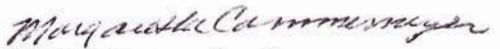
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**Defense Advisory Committee on
Women in the Services (DACOWITS)**
4000 Defense Pentagon, Room 5A734
Washington, District of Columbia 20301-4000
December 5, 2013

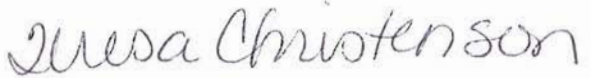
We, the appointed members of the Defense Advisory Committee on Women in the Services (DACOWITS), do hereby submit the results of our findings and offer our recommendations to improve the policies, procedures, and climate within the Department of Defense.


Holly K. Hemphill
DACOWITS Chair



CMSgt (Ret) Bernise F. Belcer

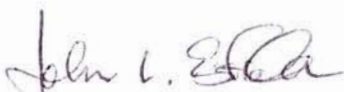

COL (Ret) Margarethe Cammermeyer



Nancy Duff Campbell


Teresa S. Christenson


BG (Ret) Julia J. Cleckley

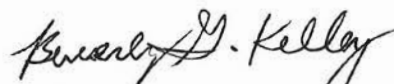

FLTCM (Ret) Jacqueline DiRosa


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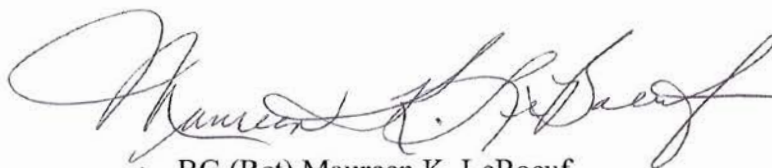

Honorable Deborah Lee James
with Dissenting View on p. 60

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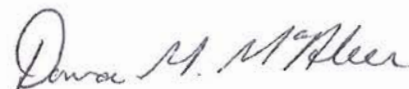
CAPT (Ret) Beverly Kelley



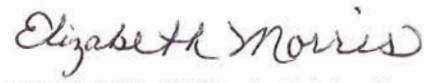
BG (Ret) Maureen K. LeBoeuf



Rev Dr. Cynthia Lindenmeyer



Donna M. McAleer




RADM (Ret) Elizabeth Morris



LTC (Ret) Hae-Sue Park



MG (Ret) Gale S. Pollock



LtGen (Ret) Frances Wilson

Dissenting View Regarding Wellness Recommendation 2

Honorable Deborah Lee James Dissenting View

Although I was not present for the voting session, I wish to record my dissenting view on Wellness Recommendation 2 (DoD should support legislation to remove the chain of command from the prosecution of military cases involving serious crimes, including sexual assault, except crimes that are uniquely military in nature).

Preventing sexual assault (as well as taking care of victims and bringing justice to perpetrators if assault does happen) is an extremely important and complex subject. Although there is disagreement about chain of command involvement in the prosecution of such cases, the collective work of the Department of Defense and Congress on other facets of the problem has done a great deal to improve training, reporting, care for victims and punishment of perpetrators. Together, we need to keep working these areas with the highest priority.

On balance, and consistent with my recent testimony before the Senate Armed Services Committee, I believe it is important to keep the prosecutorial authority with commanders. Equally important is to hold those commanders accountable for the climate and what happens in their units. In this country, command is an honor and a privilege—not an entitlement. In my opinion, those who do not live up to our standards and who do not ensure an appropriate climate need to be removed from command.



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Defense Advisory Committee on Women in the Services





Appendix A:

DACOWITS Charter

1. **Committee's Official Designation:** The committee shall be known as the Defense Advisory Committee on Women in the Services (hereafter referred to as "the Committee").
2. **Authority:** The Secretary of Defense, under the provision of the Federal Advisory Committee Act (FACA) of 1972 (5 U.S.C., Appendix, as amended) and 41 CFR § 102-3.50(d) (agency authority), established the Committee.
3. **Objectives and Scope of Activities:** The Committee shall examine and advise on matters relating to women in the Armed Forces of the United States, as set out in (4) below.
4. **Description of Duties:** The Committee shall provide the Secretary of Defense, through the Under Secretary of Defense for Personnel and Readiness (hereafter referred to as the "Under Secretary"), independent advice and recommendations on matters and policies relating to women in the Armed Forces of the United States.
5. **Agency or Official to Whom the Committee Reports:** The Committee shall report to the Secretary of Defense through the Under Secretary. The Under Secretary, in accordance with governing Department of Defense (DoD) policies and procedures may act upon the Committee's advice and recommendations.

6. **Support:** The DoD, through the Office of the Under Secretary, shall provide support as deemed necessary for the Committee's performance and functions, and shall ensure compliance with the requirements of the FACA, the Government in the Sunshine Act of 1976 (5 U.S.C. § 552b), governing Federal statutes and regulations, and governing DoD policies/procedures.
7. **Estimated Annual Operating Costs and Staff Years:** The estimated annual operating costs to include travel, meeting and contract support, is approximately \$745,000.00 and 4.0 full-time equivalents.
8. **Designated Federal Officer:** The Designated Federal Officer, pursuant to DoD policy, shall be a full-time or permanent part-time DoD employee, and shall be appointed in accordance with governing DoD policies/procedures.

In addition, the Designated Federal Officer is required to be in attendance at all Committee and subcommittee meetings for the entire duration of each and every meeting; however, in the absence of the Designated Federal Officer, a properly approved Alternate Designated Federal Officer shall attend the entire duration of the Committee or subcommittee meeting.

The Designated Federal Officer, or the Alternate Designated Federal Officer, shall call all of the Committee's and subcommittees' meetings; prepare and approve all meeting agendas; adjourn any meeting when the Designated Federal Officer, or the Alternate Designated Federal Officer, determines adjournment to be in the public interest or required by governing regulations or DoD policies/procedures; and chair meetings when directed to do so by the official to whom the Committee reports.

9. **Estimated Number and Frequency of Meetings:** The Committee shall meet at the call of the Committee's Designated Federal Officer, in consultation with the Committee's Chairperson. The estimated number of Committee meetings is four per year.
10. **Duration:** The need for this advisory function is on a continuing basis; however, this charter is subject to renewal every two years.
11. **Termination:** The Committee shall terminate upon completion of its mission or two years from the date this charter is filed, whichever is sooner, unless the Secretary of Defense extends it.
12. **Membership and Designation:** The Committee shall be comprised of no more than 20 members appointed by the Secretary of Defense who have experience with the military or with women's workforce issues. The Secretary of Defense shall select and appoint the Board's chairperson from the total membership. All Committee member appointments must be renewed by the Secretary of Defense on an annual basis.

The Secretary of Defense may appoint the Director of the Center for Women Veterans for the Department of Veterans Affairs to serve as a non-voting ex-officio member, who participates in the Committee's deliberations. If appointed, he or she will not count toward the Committee's total membership, or to determine whether a quorum exists.

The Under Secretary may request the appointment of additional experts and consultants to advise the Committee as subject matter experts. If approved by the Secretary of Defense, these experts and consultants, appointed under the authority of 5 U.S.C. § 3109, shall have no voting rights on the Committee or its subcommittees, shall not count toward the Committee's total membership, and shall not engage in Committee deliberations.

Committee members, who are not full-time or permanent part-time Federal officers or employees, shall be appointed to serve as experts and consultants under the authority of 5 U.S.C. § 3109 and shall serve as special government employee members. With the exception of travel and per diem for official Committee related travel, Committee members shall serve without compensation.

The Secretary of Defense may approve the appointment of Committee members for one to four year terms of service; however, no member, unless authorized by the Secretary of Defense, may serve more than two consecutive terms of service. This same term of service limitation also applies to any DoD authorized subcommittees. To the extent possible, approximately one-third of the membership should rotate on an annual basis.

Each Committee member is appointed to provide advice on behalf of the government on the basis of his or her best judgment without representing any particular point of view and in a manner that is free from conflict of interest.

13. **Subcommittees:** The Department, when necessary, and consistent with the Committee's mission and DoD policies and procedures, may establish subcommittees deemed necessary to support the Committee. Establishment of subcommittees will be based upon a written determination, to include terms of reference, by the Secretary of Defense, the Deputy Secretary of Defense or the advisory committee's sponsor.

Such subcommittees shall not work independently of the chartered Committee, and shall report all their recommendations and advice to the Committee for full deliberation and discussion. Subcommittees have no authority to make decisions on behalf of the chartered Committee; nor can any subcommittee or its members update or report directly to the DoD or any Federal officers or employees. Subcommittees shall comply with FACA.

All subcommittee members shall be appointed in the same manner as the Committee members; that is, the Secretary of Defense shall appoint subcommittee members even if the member in question is already a Committee member. Subcommittee members, with the approval of the Secretary of Defense, may serve a term of service on the subcommittee of one to four years; however, no member shall serve more than two consecutive terms of service on the subcommittee.

Subcommittee members, if not full-time or part-time government employees, shall be appointed to serve as experts and consultants under the authority of 5 U.S.C. § 3109, and shall serve as special government employees, whose appointments must be renewed by the Secretary of Defense on an annual basis. With the exception of travel and per diem for official Committee related travel, subcommittee members shall serve without compensation.

All subcommittees operate under the provisions of FACA, the Government in the Sunshine Act of 1976 (5 U.S.C. § 552b), governing Federal statutes and regulations, and governing DoD policies/procedures.

14. **Recordkeeping:** The records of the Committee and its subcommittees shall be handled according to section 2, General Record Schedule 26 and appropriate Department of Defense policies and procedures. These records shall be available for public inspection and copying, subject to the Freedom of Information Act of 1966 (5 U.S.C. § 552).
15. **Filing Date:** 17 April 2012.

Defense Advisory Committee on Women in the Services





Appendix B: **Biographies of DACOWITS Members**

Holly Hemphill
Committee Chair
Alexandria, Virginia

Holly Hemphill began her career as a civilian Management Intern with the Department of Army in the Pentagon. She later served in the Office of the Assistant Secretary of the Army for Manpower and Reserve Affairs as Staff Assistant for Civilian Personnel Policy and Equal Opportunity and Director of the Office of Employment Policy and Grievance Review. She entered private law practice after working in Paris, France, where she advised an international organization, and after serving as Counsel at the Federal Labor Relations Authority. She was appointed by Secretary of Defense William Perry to the Defense Advisory Committee on Women in the Services and named by him to Chair the Committee in 1996. For her contributions, she was awarded the Defense Medal for Outstanding Public Service. She was appointed by the City Council of Alexandria, Virginia to the City's Budget and Fiscal Affairs Advisory Committee where she served for nine years and held positions of Vice Chair and Co-Chair. She is a member of the National Advisory Council of the Alliance for National Defense. She retired as a tax partner with an international law firm at the end of 2008. She now serves as Senior Counsel at the National Women's Law Center where she advises on tax policy matters and on issues relating to women in the military. She is a member of the District of Columbia Bar, the Virginia State Bar, the California State Bar, and the United States Tax Court Bar. She is a graduate of the Georgetown University Law Center and received her undergraduate degree from University of Oklahoma.

Brigadier General Maureen K. LeBoeuf, USA, Retired
Committee Vice-Chair
Cary, North Carolina

Brigadier General Maureen LeBoeuf served 28 years in the U.S. Army. She held various staff and leadership positions as well as flying UH-1 helicopters in the continental United States and Europe. She was the Professor and Head of the Department of Physical Education at the United States Military Academy at West Point from 1997 until her retirement in 2004. She was the first woman department head at the United States Military Academy since it was founded in 1802. Maureen graduated from St. Bonaventure University with a Bachelor of Science degree in Education and she holds a Masters and Doctorate of Education, Curriculum and Instruction from the University of Georgia as well as an Executive Diploma in Strategic Leadership, U.S. Army War College and an Executive Diploma in Management and Leadership, U.S. Army Command and General Staff College. Currently she is the Executive Director of the Feagin Leadership Program at Duke Sports Medicine and a consultant engaged in executive leadership.

Chief Master Sergeant Bernise F. Belcer, USAF, Retired
Columbia, South Carolina
(inducted March 2013)

Chief Master Sergeant Bernise F. Belcer enlisted in the United States Air Force in November 1982. She attended technical training in the Personnel Career Field at Keesler Air Force Base, Mississippi. She was promoted to the rank of Chief Master Sergeant in October 2002. On Dec. 1, 2012 she retired after 30 years of military service from the position of Chief, Enlisted Promotions, Evaluations, and Fitness Policy in the Manpower, Personnel and Services directorate at the Pentagon, Washington, D.C.

Chief Belcer served in many positions throughout her career to include Group Superintendent at MacDill Air Force Base, Florida, Osan Air Base, Korea, and Charleston Air Force Base, South Carolina. She also served as Command Chief Master for the 437th Airlift Wing at Charleston Air Force Base, South Carolina and as 19th Air Force Command Chief at Randolph, Air Force Base, Texas. She deployed in support of Operation Iraqi Freedom.

Her military decorations include the Legion of Merit, Meritorious Service Medal with one silver and two bronze oak leaf clusters, Air Force Commendation with one oak leaf cluster and the Outstanding Airman of the Year Ribbon.

Chief Belcer attended the University of South Carolina in Columbia, South Carolina where she received her Bachelors of Art in Education. She received her Community College of the Air Force degree in Human Resources Management, and a Master's Degree in Management from Webster University. She also has a graduate certificate from Villanova University in Human Resources Management.

She has received advanced Senior Leadership training at National Defense University, Keystone Command Senior Enlisted Leader Course; Washington, D.C., Center for Creative Leadership, La Jolla, California, Air Force Enterprise Management Seminar, University of North Carolina at Chapel Hill Kenan-Flagler Business School and Air Mobility Command Senior Mobility Leaders Course, USAF Expeditionary Center, Fort Dix, New Jersey.

While on active duty Chief Master Sergeant Belcer served as the Air Force Military Representative to DACOWITS. She currently serves on the Board of Directors for the Air Force Association.

Bernise and her husband, Derrick, live in Columbia, South Carolina. Derrick is also retired Air Force.

Colonel Margarethe Cammermeyer, USA/USAR/ANG, Retired Langley, Washington

Colonel Margarethe Cammermeyer earned her BS from the University of Maryland, her Master of Arts and Ph.D. from the University of Washington. She joined the Army Student Nurse program, ultimately serving 31 years in U.S. Army, Reserve/National Guard. She was stationed in Texas, Georgia, Germany, Virginia, Vietnam and Washington. Military awards and honors include the Bronze Star for Meritorious Service during the Vietnam War, the Meritorious Service Medal, "A" proficiency designator by Surgeon General. She was named Woman of the Year by the Woman's Army Corps Veterans, and Nurse of the Year by the Veterans Affairs Department in 1985, and Who's Who (various editions since 1991). Following her challenge of the military antigay policy she was awarded the Woman of Power Award, NOW, 1992, Distinguished Alumni Award University of Washington, School of Nursing 1995, Woman Who Dared Award, National Council of Jewish Women 1999, to name a few. She currently runs an Adult Family Home, is the Hospital Commissioner at Whidbey General Hospital, and guest lectures around the country on issues of gay/lesbian social justice.

Nancy Duff Campbell Washington, D.C.

Nancy Duff Campbell is a founder and Co-President of the National Women's Law Center. A recognized expert on women's law and public policy issues, she has participated in the development and implementation of key legislative initiatives and litigation protecting women's rights for over 40 years. She is the author of numerous articles and reports on women's legal issues and has been profiled in several publications, including Wikipedia. She was named one of the top 25 heroines whose actions over the last 25 years have advanced women in the workplace by Working Woman magazine, the Woman Lawyer of the Year by the District of Columbia Women's Bar Association, and a Woman of Genius by Trinity College. She received the William J. Brennan Award from the District of Columbia Bar and a Lifetime Achievement Award from the U.S. Department of Health and Human Services, and was appointed by Congress to the U.S. Commission on Child and Family Welfare. She was the only North American representative to the 2009 United Nations Conference on the Implications for Women of the Global Financial Crisis. She is a member of the Princeton University Center for Research on Child Wellbeing Advisory Board and the Alliance for National Defense Board of Advisors, among others. She received her A.B. from Barnard College of Columbia University and her J.D. from New York University.

Teresa Christenson
Brussels, Belgium
(inducted March 2013)

Teresa Christenson comes to DACOWITS with the unique perspective of a military spouse. Long interested and involved in military spouse education, she focused the last 10 years on the Command Spouse Leadership Course, the Navy's only budgeted leadership course for spouses. She taught the course for two years, and as the Advisory Group Director and then Flag Spouse Advisor, worked on curriculum development, mentor education, and creating a network of Advisory Group members that spanned all Navy regions and communities. She helped write and deliver the first Senior Enlisted Spouse Leadership course for the Navy. She worked with C.O.R.E., the Continuum of Resource Education to better develop family readiness, which is essential for Mission readiness. She graduated with Honors in Communication from San Diego State University.

Brigadier General Julia J. Cleckley, ARNG, Retired
Fredericksburg, Virginia

Brigadier General Julia J. Cleckley began her military career in the Women's Army Corps (WAC). She resumed her military career and spent 28 years in the active Army National Guard (AGR). She was the first African American female to be promoted to a Brigadier General of the line in the Army National Guard and became the first woman to be assigned as the Chief, Human Resources Officer (G-1) for Army National Guard. She served as a Department of Veterans Affairs Advisory Committee member, and was charged with providing advice to the Secretary of Veterans Affairs on administration of benefits and services for minority veterans. She currently serves on the Department of Veterans Affairs Advisory Committee, and is charged with providing advice to the Secretary of Veterans Affairs on Homeless Veterans. She is the former chair of the Army National Guard Equal Employment Opportunity and Diversity Committee. General Cleckley is the recipient of many honors to include the Distinguished Service Medal and the National Association for the Advancement of Colored People (NAACP) Roy Wilkins Renowned Service Award, identified in Cambridge Who's Who Honors Edition 2007 and is a member of the Hunter College Hall of Fame. She received her BA degree in Psychology and Education from Hunter College and her Masters in Human Resources Management from Golden Gate University. She is currently a motivation and inspirational keynote speaker for Cleckley Enterprises.

Fleet Master Chief Jacqueline L. K. DiRosa, USN, Retired
Burke, Virginia

Fleet Master Chief Jacqueline DiRosa is a native of Mt. Olive, Illinois. She entered the Navy in July 1981 attending recruit training at RTC Orlando, Florida with follow-on training at Basic Hospital Corps School, Great Lakes, Illinois, earning her designation as a Hospital Corpsman. Her early shore assignments included: Naval Hospital San Diego with a six month support deployment to Antarctica attached to Naval Support Force Antarctica, Naval Hospital Bremerton, Naval School of Health Sciences for Preventive Medicine Technician "C" School, Naval Medical Center San Diego assigned as the Department Head for Operating Management Department, and Officer Indoctrination School, Newport, Rhode Island

assigned as Senior Enlisted Leader, Company Officer, Drill Officer and Instructor. This assignment was highlighted with her selection for Command Master Chief (CMC) in 1999.

Her early sea assignments included: USS ACADIA (AD 42) (1988) assigned as the senior Preventive Medicine Technician. She completed two Western Pacific deployments in support of Operation Desert Shield/Storm and was selected as Senior Sailor of the Year, Chief Petty Officer in 1990; and USS KITTY HAWK (CV 63) (1995) assigned as the Medical Department Leading Chief. She reported onboard with the first permanent female compliment assigned to an aircraft carrier, completed one Western Pacific deployment in support of Operation Southern Watch, was selected for Master Chief Petty Officer (1997) and the Navy League's Sea Service Woman of the Year.

Fleet Master Chief DiRosa's CMC assignments include: USS SUPPLY (AOE 6) home-ported in Earle, New Jersey. She completed a Mediterranean / Arabian Gulf deployment and scheduled decommissioning; USS BLUE RIDGE (LCC 19), the U.S. SEVENTH Fleet command ship, forward deployed to Yokosuka, Japan. She completed two South Pacific Forward Presence deployments, participated in ULCHI-FOCUS LENS exercise, and was selected as the Bureau of Medicine and Surgery (BUMED) Force Master Chief (2002). She led the successful rating merger between Hospital Corpsman and Dental Technicians and was instrumental in the establishment of the Combat Meritorious Advancement Program; OPNAV CNO-Directed Command Master Chief (2006) during which she had the honor to interview for selection for Master Chief Petty Officer of the Navy (MCPON). Though not selected for MCPON, she was selected as the U.S. Fleet Forces, Fleet Master Chief (2006) and follow-on selection as the Director, Command Master Chief Management Office (2007). She completed her 30 year career with a twilight tour assignment as Command Master Chief, Navy Cyber Warfare Development Command (2009) retiring on 31 July 2011.

Fleet Master Chief DiRosa is a graduate of the U.S. Navy Senior Enlisted Academy (Class 80), the KEYSTONE Command Senior Enlisted Leaders Course, and Navy Senior Leaders Business Course. She is qualified as an Enlisted Surface, Aviation, and Information Dominance Warfare Specialist and is certified as a Master Training Specialist. She is the Navy's first enlisted woman to be selected as a Force and Fleet Master Chief and was recognized by the Alliance of National Defense with the "Positive Voice Award" for her example of women in military service. She currently serves on the Board of Directors for Association of the U.S. Navy (AUSN) and served four years on both the Board of Directors for the Sea Services Leadership Association (SSLA) and US Naval Institute's Proceedings Editorial Board. Her personal awards include the Legion of Merit (two awards), Meritorious Service Medal (two awards), the Navy and Marine Corps Commendation Medal (five awards), the Navy and Marine Corps Achievement Medal (three awards) and various unit and campaign awards.

Sergeant Major of the Marine Corps John L. Estrada, USMC, Retired Orlando, Florida

Sergeant Major John L. Estrada is a highly decorated veteran, having served over 34 years in the United States Marine Corps. SgtMaj Estrada started his career as a recruit at Parris Island, South Carolina in September of 1973. He served in many assignments throughout his career to include serving with all four Marine Aircraft Wings, Drill Instructor duty, Recruiting Duty, Light Armored Reconnaissance Company 1st Sergeant, Infantry Battalion Sergeant Major, Recruit Training Regimental Sergeant

Major, and 3rd Marine Aircraft Wing Sergeant Major. His long and distinguished career culminated in the assumption of duties as the 15th Sergeant Major of the Marine Corps from June 2003 to April 2007. His deployments include the Western Pacific and Arabian Gulf, Operation Southern Watch, Operation Enduring Freedom, and Operation Iraqi Freedom. His personal awards include the Distinguished Service Medal (Navy), Bronze Star, the Meritorious Service Medal with three gold stars, Joint Service Commendation Medal, Navy/Marine Corps Achievement Medal, and numerous other awards. He is a Presidential Appointee on the American Battle Monuments Commission, a member on the National Board of Directors for Operation Homefront, a member on the USO National Board of governors executive committee, and Executive Advisory Council member for Mission Readiness.

SgtMaj Estrada is currently the Senior Program Manager for Training Solutions Inc. (TSI), a wholly owned subsidiary company of Lockheed Martin Corporation in Orlando, FL. In this capacity, John manages 1100 employees employed across the U.S. performing training and logistics missions.

Honorable Deborah Lee James **Dunn Loring, Virginia**

Deborah Lee James has served in senior homeland and national security management, policy and program positions in government and the private sector for more than 25 years. She worked for a decade as a professional staff member on the House Armed Services Committee. Ms. James was then appointed by the President and confirmed by the U.S. Senate as the Assistant Secretary of Defense for Reserve Affairs, a position she held for five years. Her awards for government service include the Secretary of Defense Medal for Outstanding Public Service (1997 and 1998), Meritorious Civilian Services Medals awarded by Army, Navy, Air Force, and Coast Guard (1998). She earned an A.B. in Comparative Studies at Duke University, and a Masters in International Affairs from Columbia University. She currently serves as SAIC President of the Technical and Engineering Sector, as the National Advisory Board Chair of the Pentagon Federal Credit Union Foundation (2009-present) and as a Board Member of the Tragedy Assistance Program for Survivors (TAPS).

Captain Beverly Kelley, USCG, Retired **Chester, Maryland** (inducted March 2013)

Captain Beverly Kelley served over 30 years in the U.S. Coast Guard, with about half of those years afloat. Following graduation from the University of Miami with a Bachelor's degree in mathematics, she enlisted in the United States Coast Guard in January 1976 and attended Officer Candidate School in Yorktown, Virginia, from February to June 1976. She held various afloat and staff leadership positions during her service to the Nation. In April 1979, LTJG Beverly Kelley became the first woman to command a U.S. military vessel taking command of a patrol boat, USCGC CAPE NEWAGEN (WPB 95318). Two years earlier, the Coast Guard was the first military service to assign women as permanent crew onboard sea-going ships. The high-endurance Coast Guard cutters MORGENTHAU and GALLATIN were the first cutters, receiving 10 enlisted women and two female officers, each. Kelley was one of those officers. Twenty years later, she made history again as the first female to command a Coast Guard medium-endurance cutter,

the USCGC NORTHLAND (WMEC 904). In 2000 she became the first woman to command a Coast Guard high-endurance cutter, the USCGC BOUTWELL (WHEC 719). Captain Kelley earned a Master of Arts degree in National Security and Strategic Studies from the Naval War College in Newport, Rhode Island and a Master of Science degree in National Resource Management from the Industrial College of the Armed Forces in Washington, D.C. Currently, she serves as an elected school board member for the Queen Anne's County Board of Education.

The Reverend (Doctor) Cynthia Ramirez Lindenmeyer **La Vista, Nebraska** (inducted March 2013)

The Reverend (Doctor) Cynthia Ramirez Lindenmeyer is an ordained minister in the United Church of Christ (UCC). She currently serves as the chaplain for the American Public University System (APUS), the number one provider of higher education to the U.S. military, and parent institution to the American Public University (APU) and the American Military University (AMU). As an adjunct instructor in Ethics and Comparative Religions, Dr. Lindenmeyer is the course director for both the Military Ethics and Islam courses.

Upon graduation from the United States Military Academy (USMA) in 1990, Cynthia was commissioned as a Signal Corps Officer in the United States Army. She served in various command and staff positions from platoon leader to company command, including operations officer and West Point minority admissions officer. Chaplain Lindenmeyer's awards and decorations include: Meritorious Service Medal, Joint Service Commendation Medal, Army Commendation Medal (2nd award), Army Achievement Medal (3rd award), National Defense Service Medal, Korean Defense Service Medal, Overseas Service Ribbon, Army Service Ribbon and Parachutist Badge.

A graduate of Duke Divinity School and Distinguished Honor Graduate of the Chaplain Officer Basic Course (CHOBC), Cynthia served as a military and then civilian chaplain at USMA from 2000-2007. She earned a Pastoral Care and Counseling certificate from the Blanton-Peale Institute and Counseling Center in New York City then earned her Doctorate of Ministry (D.Min) from Princeton Theological Seminary. Her thesis focused on the social online dynamics of soldiers deployed while supporting the Global War on Terror (GWOT).

Cynthia has assisted as an online crisis counselor for the Rape, Abuse and Incest National Network (RAINN), a pastoral consultant to local churches in crisis and as a pastoral counselor to members of churches in crisis. Licensed by the Aerobics and Fitness Association of America (AFAA), her passions include ministry through teaching Spinning, Zumba, Piloxing and Silver Sneakers. She is married to an active duty U.S. Army officer and they are raising two kids active in sports.

Donna M. McAleer
Park City, Utah
(inducted March 2013)

Donna McAleer is an award-winning author of the ground-breaking book *Porcelain on Steel: Women of West Point's Long Gray Line*.

Donna McAleer graduated West Point in 1987 and served as an Army officer in a variety of leadership positions in Germany. She earned an MBA from the Darden Graduate School of the University of Virginia.

Donna's professional career includes a variety of roles in public, private and not-for-profit corporations. She began in the private sector with the Novations Consulting Group, later moving to William M. Mercer, Inc. Donna then became a Vice President of Global Logistics and Support Services at GenRad, a leading producer of electronic test equipment. There Donna was responsible for the development and implementation of a global logistics and customer support strategy. In February 2000, she relinquished her position at GenRad to begin an intensive training regimen. She committed herself to the pursuit of a lifelong dream and a unique opportunity to represent the United States in the 2002 Winter Olympic Games in the medal debut of Women's Bobsled. As a Bobsled Driver, she finished 4th in Olympic trials.

Wanting to give back to her community, Donna became the Executive Director of the People's Health Clinic, a non-profit based in Park City. In this capacity she led strategic business model transition and financial turnaround to ensure financial stability for this organization's commitment to providing quality medical and healthcare for the uninsured. Donna is on the advisory council of the Women's Business Institute at Salt Lake Community College. Currently, she is a Professional Ski Instructors Association of America (PSIA) and Accredited Children's Education (ACE) Level 2 ski instructor at Deer Valley Ski Resort in Park City, Utah.

Donna is actively involved in the West Point community. She serves as Class President and is an Admissions Field Representative. She was elected to the West Point Association of Graduates Board of Directors, West Point Women's Network, and as an advisor to West-Point.org. Donna is the only graduate who has served on all three alumni organization boards. She is an avid outdoor enthusiast with a particular passion for skiing, snowshoeing, mountain biking, hiking, golfing and traveling.

In 2012, Donna was the Democratic candidate for Utah's 1st Congressional District. She is a keynote and inspirational speaker.

Rear Admiral Elizabeth M. Morris, USN, Retired
Herndon, Virginia

Rear Admiral Betsy Morris was awarded a Navy Nurse Corps collegiate scholarship in 1972 and served 33 years in the U. S. Navy's active and reserve components. She held various clinical, staff and headquarters positions for Navy Medicine including Associate Chief, Human Resources; Deputy Chief for Reserve Affairs ; and Deputy Director, Navy Nurse Corps, Reserve Component. She has served as a member on the National Naval Reserve Policy Board and the Association of Military Surgeons of the United States Board of Managers. In addition to her military awards, she was inducted into the University of Delaware's Alumni Wall of Fame in 2008. Betsy graduated with a Bachelor of Science Degree in Nursing

from the University of Delaware, Master of Nursing Degree from the University of Florida and a Post Master Certificate from The Catholic University of America. She is a pediatric nurse practitioner at Capital Area Pediatrics.

Lieutenant Colonel Hae-Sue Park, USA, Retired **Springfield, Virginia** (inducted March 2013)

Lieutenant Colonel Hae-Sue Park, a U.S. Army veteran, enlisted as a Multichannel Radio Operator in 1982. Subsequently, in 1987 she received a commission in the Regular Army upon graduation from the United States Military Academy, West Point. Her 21 years of service to our Nation include information technology assignments that range from the tactical arena of command and control communication operations in Korea's DMZ to National strategic operations as commander of the Department of Defense's only secure satellite communications constellation. Throughout her career, Hae-Sue served in a spectrum of leadership positions that began as a communications platoon leader in the 56th Field Artillery Command (Pershing), culminating with selection to command the 53rd Signal Battalion (SATCON). Other highlights of her military service include assignments as Assistant Professor of Economics at the United States Military Academy West Point, Signal Corp Assignment Officer (majors, lieutenant colonels, colonels) U.S. Army Human Resource Command, and Special Assistant to the Chief of Staff Army Pentagon.

After retirement from active duty, she has been applying Army leadership values in private industry with experiences as Management Associate at Bridgewater Associates, and Chief Operating Officer at SNVC LLC. She is currently the founder and CEO of Apogee Systems Corporation, a federal sector information technology services company.

Ms. Park holds a Bachelor of Science Degree from the United States Military Academy and a Masters of Business Administration from Harvard University.

Major General Gale S. Pollock, USA, Retired **Gettysburg, Pennsylvania**

MG Gale S. Pollock served as Commander, US Army Medical Command and Acting Surgeon General of the Army in 2007 (the first woman, non-physician to have this role in any of the military Services with a \$9.7B annual budget). Simultaneously, she served as the 22nd Chief of the Army Nurse Corps.

Following her retirement from the Army, she was the founding Executive Director of the Louis J. Fox Center for Vision Restoration at the University of Pittsburgh and associate professor at the University of Pittsburgh School of Medicine and School of Nursing.

In 2011, MG Pollock was a Fellow in Harvard University's Advanced Leadership Initiative. She currently focuses her time on the vision impairment (one of the top ten disabilities in America) and veteran health issues. She remains an adjunct clinical professor of Yonsei University Graduate School of Nursing in Seoul, Korea and serves as an Advisory Board Member for both profit and not for profit organizations. MG Pollock is a Fellow in The American College of Healthcare Executives (FACHE) and the American Academy of Nursing (FAAN).

During her Army career, MG Pollock's military assignments included Deputy Surgeon General for Force Management; Commander, Tripler Army Medical Center, Honolulu, HI; Command Surgeon, US Army Pacific Command; Special Assistant to the Surgeon General for Information Management and Health Policy; Commander, Martin Army Community Hospital, Fort Benning, GA; Commander, U.S. Army Medical Activity, Fort Drum, NY; Staff Officer, Strategic Initiatives Command Group for the Army Surgeon General; Department of Defense Healthcare Advisor to the Congressional Commission on Service Members and Veterans Transition Assistance; Health Fitness Advisor at the National Defense University; Senior Policy Analyst in Health Affairs, DoD; and Chief, Anesthesia Nursing Service at Walter Reed Army Medical Center, Washington, D.C.

MG Pollock's awards and decorations include the Distinguished Service Medal (with 2 oak leaf clusters), Legion of Merit (with 2 oak leaf clusters), the Defense Meritorious Service Medal, the Meritorious Service Medal (with 4 oak leaf clusters), the Joint Service Commendation Medal, the Army Commendation Medal, and the Army Achievement Medal. She received the Army Staff Identification Badge for her work at the Pentagon and earned the German Armed Forces Military Efficiency Badge "Leistungsabzeichen" in gold. She earned the coveted Expert Field Medical Badge, and was proud to wear the Parachutist Badge.

MG Pollock received the 2008 Agatha Hodgins Achievement Award from the American Association of Nurse Anesthetists; the 2007 "Woman of the Year" of the American Legion Auxiliary; and was a Distinguished Alumna of Baylor University in 2006.

MG Pollock received a Bachelor of Science in Nursing from the University of Maryland. She attended the U.S. Army Nurse Anesthesia Program and is a Certified Registered Nurse Anesthetist (CRNA). She received her Master of Business Administration from Boston University; a Master's in Healthcare Administration from Baylor University, a Master's in National Security and Strategy from the National Defense University, and an honorary Doctorate of Public Service from the University of Maryland. She is a Fellow in The American College of Healthcare Executives (FACHE) and the American Academy of Nursing (FAAN).

Her passion is restoration of sight and when not advancing this cause, she spends time with her "spousal-unit" Doug McAllaster and her ambassador guide dog, Cruiser, enjoying exercise and the beauty of the outdoors.

Lieutenant General Frances Wilson, USMC, Retired **Virginia Beach, Virginia**

Lieutenant General (Doctor) Fran Wilson is a past President, National Defense University (NDU). She is a veteran of nearly 37 years in the United States Marine Corps retiring as a Lieutenant General in Sep 09. She was a Company Officer, Brigade of Midshipmen, U.S. Naval Academy; Commanding Officer, 4th Recruit Training Battalion; Commanding Officer, Headquarters and Service Battalion, Marine Forces Pacific and Commander, Camp H.M. Smith; Commanding General, Marine Corps Base Quantico, VA; and Commanding General, 3d Force Service Support Group in Okinawa. Prior to her assignment as President, NDU, she was the Commandant, Industrial College of the Armed Forces. In March 2009, she was awarded the French Legion of Honour in a ceremony presided by French Defense Minister Hervé

Morin at the French Embassy in Washington, DC, for her work with the French Center for Higher Education in Armaments (CHEAr).

In addition to a Bachelor of Science from Michigan State University, she has earned four Master’s degrees and a Doctorate of Education from the University of Southern California. She has also completed several military school curricula as well as the Harvard University’s JFK School of Government’s Senior Executive Course in National and International Security.

Since retirement, she has engaged in various activities with organizations in the Virginia Tidewater area. She is an appointed member of the City of Virginia Beach Mayor’s Military Economic Development Advisory Committee, serves as the Chair for the USO of Hampton Roads and Central Virginia and Vice President for the Hampton Roads World Affairs Council. Additionally, she has been appointed by the Governor of Virginia to serve on the Board of Visitors, Virginia Military Institute and the Board of Directors, Fort Monroe Authority. Earlier, she had been elected to and served on the Board of Directors, Navy Federal Credit Union and the Board of Trustees, St John’s College High School. In 2009, she was presented the University of Southern California Alumni Association’s Alumni Merit Award.

Appendix A
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Appendix C
Appendix D
Appendix E

Defense Advisory Committee on Women in the Services





Appendix C: **Installations Visited**

Site	Members	Dates
U.S. Naval Academy, Annapolis, MD	Ms. Nancy Duff Campbell CAPT (Ret) Beverly Kelley	15-16 April
U.S. Coast Guard Academy and OCS, New London, CT	Ms. Holly Hemphill RADM (Ret) Elizabeth Morris Ms. Teresa Christenson	18-19 April
U.S. Air Force Academy, Colorado Springs, CO	BG (Ret) Maureen K. LeBoeuf Rev. Dr. Cynthia Lindenmeyer	25-26 April
U.S. Military Academy, West Point, NY	Hon. Deborah Lee James LtGen (Ret) Frances Wilson	29-30 April
U.S. Army OCS, Fort Benning, GA	Ms. Donna McAleer BG (Ret) Julia J. Cleckley	6-7 May
U.S. Air Force OTS, Maxwell AFB, AL	Ms. Donna McAleer BG (Ret) Julia J. Cleckley	8-9 May
U.S. Navy OCS, Naval Station Newport, RI	Ms. Holly Hemphill LTC (Ret) Hae-Sue Park CMSgt (Ret) Bernise F. Belcer	21-22 May
U.S. Marine Corps OCS, Marine Corps Base Quantico, VA	FLTCM (Ret) Jacqueline L. K. DiRosa LTC (Ret) Hae-Sue Park BG (Ret) Julia J. Cleckley	28-29 May





Appendix D: **Focus Group Protocols**

Appendix D-1: DACOWITS 2013 Cadets/Midshipmen/Candidates Focus Group Protocol

Session Information

Location:

Date:

Time:

Facilitator:

Recorder:

of Participants present for entire session:

of Participants excused/reasons:

Focus Group Kick-Off: Key Points to Cover

- Welcome attendees
 - Thank you for taking the time to join our discussion today.
 - I am ____ (insert name) and I am a member of the Defense Advisory Committee on Women in the Services (DACOWITS), and this is ____ (introduce partner), also a member of DACOWITS.
 - We have ____ (insert name) here with us from the DACOWITS office in the Pentagon.
 - Our scribe, ____ (insert name), is with ICF International, a research firm hired to record these sessions, and s/he is a part of the DACOWITS research team.
- Introduce DACOWITS and its purpose
 - DACOWITS stands for the Defense Advisory Committee on Women in the Services. The Committee has been around a long time—over 60 years.
 - DACOWITS' charter is broad - to advise the Secretary of Defense on matters and policies relating to service of women in the Armed Forces.
 - We are a civilian Committee, although some of us have prior military service.
 - We are appointed by the Secretary of Defense. We are all volunteers—we serve without pay.
 - Every year DACOWITS selects specific topics on which to prepare a report for the Secretary of Defense.
 - This year, the Committee is interested in hearing from cadets/midshipmen on recruitment of women into the officer corps and prevention of sexual harassment and sexual assault. (FOR MEN GROUPS: We are also meeting with groups of women). We would like to spend some time discussing these specific topics, but we have also set aside about 30 minutes to discuss any general topics related to women in the military that you'd like to talk about.

- Describe how focus group session will work
 - A focus group is basically just a guided discussion. As the facilitator, I have a set of scripted questions that I'd like to cover today, but we would like to encourage open conversation. Our scribe serves as a recorder. S/he will generate a transcript of our discussion but will not take down anyone's name.
 - The session will last approximately 90 minutes, and we will not take a formal break. (Restrooms are located xxxxxx). Please don't hesitate to step out at any time for whatever reason.
 - We consider you the experts on this topic; your opinions and attitudes are important to us. While we would like to hear from everyone, feel free to answer as many or as few questions as you prefer.
- Explain ground rules
 - Please speak clearly and one at a time.
 - There are no right or wrong answers.
 - We want to hear the good and the bad.
 - We respect and value differences of opinion.
 - Please avoid sidebar conversations.
 - I want to make sure we cover all our questions today. If I feel we've covered a topic, I'll move us along.
 - Our scribe [_____] will also make sure we are sticking to the schedule and will remind me if we need to move on to the next question.
- Emphasize that participation is voluntary and that privacy and confidentiality will be maintained
 - Your participation in this session is voluntary.
 - If you would prefer to excuse yourself from the focus group at any time, you are free to do so.
 - If there are any questions you don't want to answer for whatever reason, please feel free to pass.
 - We treat the information you share as confidential. That means we will protect your confidentiality to the extent allowable by law. We will not reveal the names of study participants and no information will be reported that can identify you or your family. In fact, all members of the DACOWITS research team (members and staff) have signed confidentiality agreements pledging to safeguard the confidentiality of the information we gather in these sessions.
 - Your name will not be linked to your answers or to any comments you make during the discussion.
 - There are some behaviors that we are required to report. If we learn that you are being hurt or plan on hurting yourself or others, or others are being hurt or plan on hurting themselves or others, the law requires that we share this information with someone who can help and the appropriate authority.
 - If you would like to speak with your installation's Sexual Assault Response Coordinator, s/he

is available to speak with you during or after our focus group session.

- Also, because this is a group meeting, it is important that each of you agree to respect and protect each other's privacy. We expect you to keep any information you hear today in the strictest of confidence, and not discuss it with anyone outside of this group.
- We will begin by passing out a couple of short forms.
 - » The first is a participant rights form for you to read. If you do not agree to the terms in the form, we will not be able to include you in the group today. If you stay for the group discussion, this will indicate your consent.
 - » The second is a short mini-survey which we ask you to complete anonymously. Please do not include your name. This mini-survey allows us to compile data on the number and kinds of participants we spoke with during our site visits.
- We will be visiting other Service Academies and installations and we will use what we learn in writing our report to the Secretary of Defense. (Show copy of 2012 report.) Copies of our reports are available on the web at dacowits.defense.gov.

Warm-Up/Introductions

1. Before we get started with our discussion about recruitment of women into the officer corps and prevention of sexual harassment and sexual assault, let us tell you a bit about ourselves (short introduction from DACOWITS members; e.g., My name is [name] and I'm from [location]. I am a [retired Service member/current occupation]).

Now, let's go around the room and please tell us (note: ask all of these at once):

- Your class
- Where you're from
- What specialty or job you hope to have in the military after graduation

Accession of Women Into The Officer Corps

We will start by talking about your experience in coming to [Service Academy/ OTS/OCS].

2. How did you come to be at [Service Academy/OTS/OCS]?
 - What did you consider in making your decision to join the military?
 - What did you consider in choosing a Service?
 - Did the combat exclusion rule – the 1994 rule preventing women from serving in direct combat – play any role in your decision? How did it impact your decision?
 - Did any of you consider other routes to the military? [Other Academies, OTS/OCS, ROTC?]
 - (If yes) Describe how you chose to come here versus those other alternatives
 - What was your communication with [Service Academy/OTS/OCS] prior to applying? After applying?

- What did you encounter as far as active recruitment? What was your perception of the recruitment efforts you encountered?
 - What other factors influenced your decision to come here?
3. Have you noticed any differences in how men and women came to be at [Service Academy/OTS/OCS]?
 - (If yes) What differences have you noticed?
 - (If yes) What do think might account for that difference?
 4. How important is it for you to have women in key roles at [Service Academy/OTS/OCS]?
 5. In your opinion, what could the military do to recruit more women into the officer corps?

Prevention of Sexual Harassment and Sexual Assault

Thanks so much for your thoughtful responses so far. Now we are going to switch gears and move on to our other topic, prevention of sexual harassment and sexual assault. Here we are asking general questions and not asking you to talk about your own personal experience. I also just want to remind you that if you want to step out for any reason at any time to feel free to do so.

So we are all talking about the same thing and can distinguish the two, I'd like to read you the DoD definitions of sexual harassment and sexual assault:

Sexual harassment is:

A form of sexual discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when: Submission to, or rejection of, such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, career, or Submission to, or rejection of, such conduct by a person is used as a basis for career or employment decisions affecting that person, or Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.

Here is the definition of sexual assault:

Sexual assault is a crime. Sexual assault is defined as intentional sexual contact, characterized by use of force, physical threat or abuse of authority, or when the victim does not or cannot consent. Consent should not be deemed or construed to mean the failure by the victim to offer physical resistance. Additionally, consent is not given when a person uses force, threat of force, coercion or when the victim is asleep, incapacitated, or unconscious. Sexual assault includes rape, nonconsensual sodomy (oral or anal sex), and other unwanted sexual contact that is aggravated, abusive, or wrongful (including unwanted and inappropriate sexual contact), or attempts to commit these acts. Sexual assault can occur without regard to gender, spousal relationship, or age of victim.

NOTE TO MODERATOR: If a participant asks for clarification, please note that one can be sexually assaulted by someone they've had sex with before or since willingly; one can be sexually assaulted by a woman as well as a man; and it counts as sexual assault even if you didn't resist or even if you had an orgasm.

Please consider these definitions as we talk about sexual harassment and sexual assault in the military. Let me know if you need me to re-read them at any point during our discussion.

6. How does the culture here at [Service Academy/OTS/OCS] impact the occurrence of sexual harassment and sexual assault?
 - Are there circumstances that make sexual harassment more likely to occur and, if so, what are some of those circumstances? What about sexual assault?
 - [For Service Academy upper classmen] Have you seen a change in the culture surrounding sexual harassment since you came to [Service Academy]? What about a change in the culture surrounding sexual assault?
7. What is the most important thing a leader in the cadet corps/brigade/wing can do to prevent and respond to sexual harassment /sexual assault? What about a leader on the faculty or staff? Can you give some examples?
8. What efforts are you aware of to ensure perpetrators of sexual harassment are held accountable for their offenses here at [Service Academy]? What efforts are you aware of to ensure perpetrators of sexual assault are held accountable?
 - What aspects of these efforts do you think are the most effective?
 - What aspects of these efforts need improvement?
9. How confident are you in the system to hold a perpetrator accountable?
 - What else could be done to increase accountability for sexual assault offenses that take place here at [Service Academy]?
10. What more could be done or done more effectively to prevent sexual harassment? To prevent sexual assaults?

General Questions

11. We're also interested in hearing about other issues that may affect women in the military that we haven't yet discussed. Is there anything else you'd like to talk about with us? We may use your ideas as future topics of DACOWITS research.

Probes:

- What do you feel is the biggest challenge for women in the military today?

MODERATOR: REINFORCE CONFIDENTIALITY– we will keep your information confidential, please do so as well by not sharing what you heard with anyone else.

This concludes our discussion. Thank you for taking the time to share your knowledge with us. Your thoughts are valuable to our efforts to inform the Office of the Secretary of Defense on these matters.

Once again, thank you very much.

Appendix D-2: DACOWITS 2013 Faculty/Staff Focus Group Protocol

Session Information

Location:

Date:

Time:

Facilitator:

Recorder:

of Participants present for entire session:

of Participants excused/reasons:

Focus Group Kick-Off: Key Points To Cover

- Welcome attendees
 - Thank you for taking the time to join our discussion today.
 - I am ____ (insert name) and I am a member of the Defense Advisory Committee on Women in the Services (DACOWITS), and this is ____ (introduce partner), also a member of DACOWITS.
 - We have ____ (insert name) here with us from the DACOWITS office in the Pentagon.
 - Our scribe, ____ (insert name), is with ICF International, a research firm hired to record these sessions, and s/he is a part of the DACOWITS research team.
- Introduce DACOWITS and its purpose
 - DACOWITS stands for the Defense Advisory Committee on Women in the Services. The Committee has been around a long time—over 60 years.
 - DACOWITS' Charter is broad—to advise the Secretary of Defense on matters and policies relating to service of women in the Armed Forces.
 - We are a civilian Committee, although some of us have prior military service.
 - We are appointed by the Secretary of Defense. We are all volunteers—we serve without pay.
 - Every year DACOWITS selects specific topics on which to prepare a report for the Secretary of Defense.
 - This year, the Committee is interested in hearing from faculty and staff at the Service Academies on recruitment of women into the officer corps and prevention of sexual harassment and sexual assault. We would like to spend some time discussing these specific topics, but we have also set aside about 30 minutes to discuss any general topics related to women in the military that you'd like to talk about.
- Describe how focus group session will work
 - A focus group is basically just a guided discussion. As the facilitator, I have a set of scripted questions that I'd like to cover today, but we would like to encourage open conversation. Our scribe serves as a recorder. S/he will generate a transcript of our discussion but will not take down anyone's name.

- The session will last approximately 90 minutes, and we will not take a formal break. (Restrooms are located xxxxxx). Please don't hesitate to step out at any time for whatever reason.
- We consider you the experts on this topic; your opinions and attitudes are important to us. While we would like to hear from everyone, feel free to answer as many or as few questions as you prefer.
- Explain ground rules
 - Please speak clearly and one at a time.
 - There are no right or wrong answers.
 - We want to hear the good and the bad.
 - We respect and value differences of opinion.
 - Please avoid sidebar conversations.
 - I want to make sure we cover all our questions today. If I feel we've covered a topic, I'll move us along.
 - Our scribe [] will also make sure we are sticking to the schedule and will remind me if we need to move on to the next question.
- Emphasize that participation is voluntary and that privacy and confidentiality will be maintained
 - Your participation in this session is voluntary.
 - If you would prefer to excuse yourself from the focus group at any time, you are free to do so.
 - If there are any questions you don't want to answer for whatever reason, please feel free to pass.
 - We treat the information you share as confidential. That means we will protect your confidentiality to the extent allowable by law. We will not reveal the names of study participants and no information will be reported that can identify you or your family. In fact, all members of the DACOWITS research team (members and staff) have signed confidentiality agreements pledging to safeguard the confidentiality of the information we gather in these sessions.
 - Your name will not be linked to your answers or to any comments you make during the discussion.
 - Also, because this is a group meeting, it is important that each of you agree to respect and protect each other's privacy. We expect you to keep any information you hear today in the strictest of confidence, and not discuss it with anyone outside of this group.
 - We will begin by passing out a couple of short forms.
 - » The first is a participant rights form for you to read. If you do not agree to the terms in the form, we will not be able to include you in the group today. If you stay for the group discussion, this will indicate your consent.
 - » The second is a short mini-survey which we ask you to complete anonymously. Please do not include your name. This mini-survey allows us to compile data on the number and kinds of participants we spoke with during our site visits.
 - We will be visiting other Service Academies and installations and we will use what we learn in writing our report to the Secretary of Defense. (Show copy of 2012 report.) Copies of our reports are available on the web at dacowits.defense.gov.

Warm-Up/Introductions

1. Before we get started with our discussion about recruitment of women into the officer corps and prevention of sexual harassment and sexual assault, let us tell you a bit about ourselves (short introduction from DACOWITS members; e.g., My name is [name] and I'm from [location]. I am a [retired Service member/current occupation]).

Now, let's go around the room and please tell us (note: ask all of these at once):

- Your role at this Service Academy
- How long you have worked at this Service Academy
- How many years you've served in the military
- Your job in the military

Accession of Women into the Officer Corps

2. What efforts are you currently aware of to recruit women to come to [Service Academy/OTS/OCS]?
 - In what ways are you involved in these efforts?
 - How do these efforts identify potential students?
 - How do these efforts reach out to potential students?
 - How effective have these efforts been?
 - How could these efforts be improved?
3. What differences, if any, have you observed in how men and women came to be at [Service Academy/OTS/OCS]?
 - (If any) What do think might account for that difference?
4. What are effective tools for keeping women at [Service Academy/OTS/OCS] through graduation?
 - How do you inspire or motivate students?
 - What role does mentorship play?
5. What tools does [Service Academy/OTS/OCS] give you to serve as a good role model for women?
 - What could [Service Academy/OTS/OCS] provide that would help you in this role?
 - How important is serving as a role model as part of your overall job?
6. In your opinion, what could the military do to recruit more women into the officer corps?

Prevention of Sexual Harassment and Sexual Assault

Thanks so much for your thoughtful responses so far. Now we are going to switch gears and move on to our other topic, prevention of sexual harassment and sexual assault. Here we are asking general

questions and not asking you to talk about your own personal experience. I also just want to remind you that if you want to step out for any reason at any time to feel free to do so.

So we are all talking about the same thing and can distinguish the two, I'd like to read you the DoD definitions of sexual harassment and sexual assault:

Sexual harassment is:

A form of sexual discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when: Submission to, or rejection of, such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, career, or Submission to, or rejection of, such conduct by a person is used as a basis for career or employment decisions affecting that person, or Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.

Here is the definition of sexual assault:

Sexual assault is a crime. Sexual assault is defined as intentional sexual contact, characterized by use of force, physical threat or abuse of authority, or when the victim does not or cannot consent. Consent should not be deemed or construed to mean the failure by the victim to offer physical resistance. Additionally, consent is not given when a person uses force, threat of force, coercion or when the victim is asleep, incapacitated, or unconscious. Sexual assault includes rape, nonconsensual sodomy (oral or anal sex), and other unwanted sexual contact that is aggravated, abusive, or wrongful (including unwanted and inappropriate sexual contact), or attempts to commit these acts. Sexual assault can occur without regard to gender, spousal relationship, or age of victim.

NOTE TO MODERATOR: If a participant asks for clarification, please note that one can be sexually assaulted by someone they've had sex with before or since willingly; one can be sexually assaulted by a woman as well as a man; and it counts as sexual assault even if you didn't resist or even if you had an orgasm.

Please consider these definitions as we talk about sexual harassment and sexual assault in the military. Let me know if you need me to re-read them at any point during our discussion.

7. How does the culture here at [Service Academy] impact the occurrence of sexual harassment and sexual assault?
 - Are there circumstances that make sexual harassment more likely to occur and, if so, what are some of those circumstances? What about sexual assault?
 - Have you seen a change in the culture surrounding sexual harassment since you came to [Service Academy]? What about a change in the culture surrounding sexual assault?
8. What is the most important thing a leader in the cadet corps/brigade/wing can do to prevent and respond to sexual harassment/sexual assault? What about a leader on the faculty or staff? Can you give some examples?

9. What efforts are you aware of to ensure perpetrators of sexual harassment are held accountable for their offenses here at [Service Academy]? What efforts are you aware of to ensure perpetrators of sexual assault are held accountable?
- How effective have these efforts been overall in increasing accountability?
 - What aspects of these efforts do you think are the most effective?
 - What aspects of these efforts need improvement?
10. How confident are you in the system to hold a perpetrator accountable?
- What can you do as a leader to help ensure sexual assault offenders are held accountable?
 - What else could be done to increase accountability?
11. What more could be done or done more effectively to prevent sexual harassment? To prevent sexual assaults?

General Questions

12. We're also interested in hearing about other issues that may affect women in the military that we haven't yet discussed. Is there anything else you'd like to talk about with us? We may use your ideas as future topics of DACOWITS research.

Probes:

- What do you feel is the biggest challenge for women in the military today?

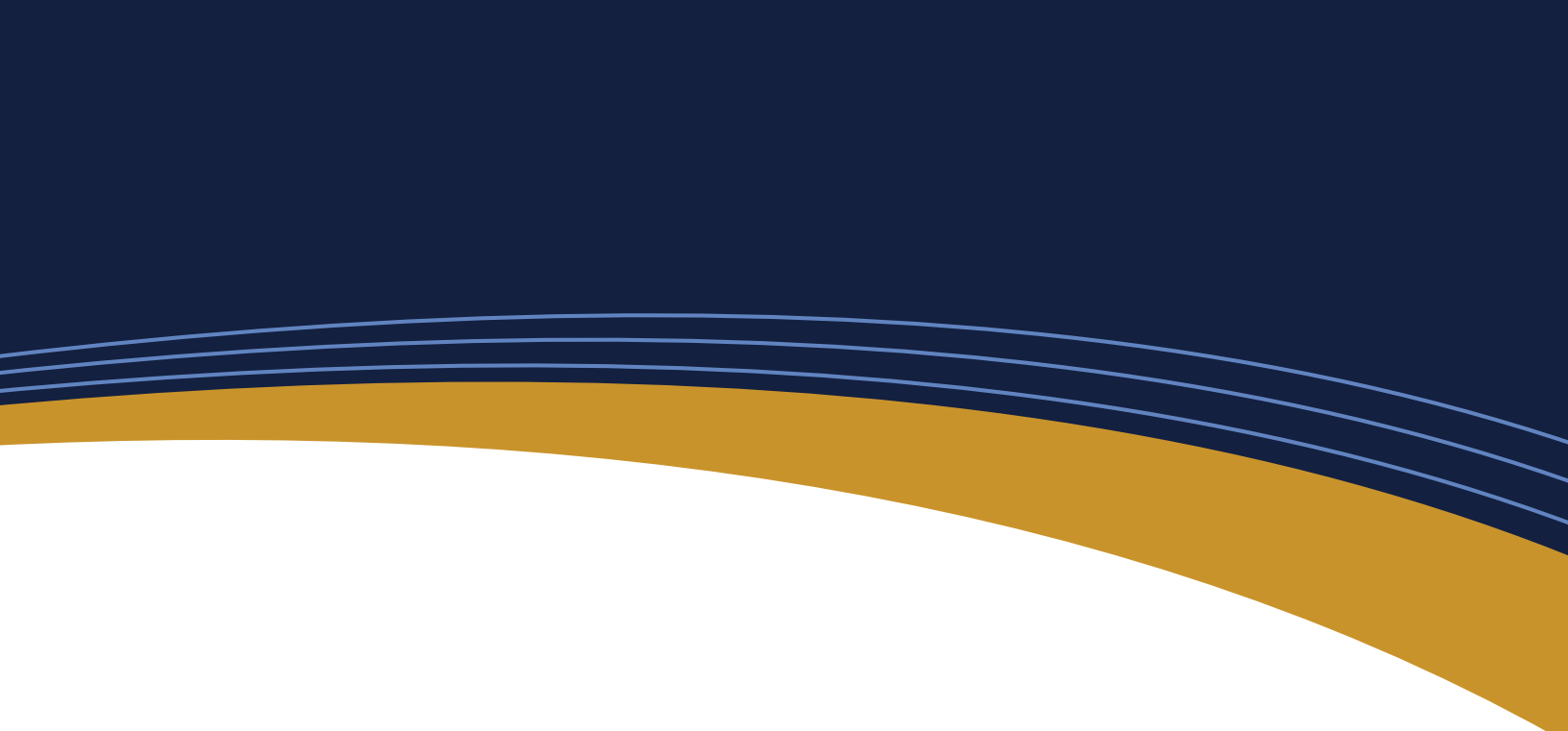
MODERATOR: REINFORCE CONFIDENTIALITY– we will keep your information confidential, please do so as well by not sharing what you heard with anyone else.

This concludes our discussion. Thank you for taking the time to share your knowledge with us. Your thoughts are valuable to our efforts to inform the Office of the Secretary of Defense on these matters.

Once again, thank you very much.

Defense Advisory Committee on Women in the Services





Appendix E: **Mini-Surveys**

Appendix E-1: DACOWITS 2013 Mini-Survey – Cadets/Midshipmen

1. What is your branch of Service?

- ☐ Air Force
- ☐ Army
- ☐ Coast Guard
- ☐ Marine Corps
- ☐ Navy

2. What class are you in?

- ☐ First class
- ☐ Second class
- ☐ Third class
- ☐ Fourth class

3. Which type of military specialty would be your first choice to pursue upon graduation? Please give one answer based on your first choice as of today, even if you are not completely sure.

4. Have any members of your immediate family (parents or siblings) served in the military?

- ☐ Yes
- ☐ No

5. What is your gender?

- ☐ Female
- ☐ Male

6. Are you Spanish/Hispanic/Latino?

- ☐ No, not Spanish/Hispanic/Latino
- ☐ Yes, Spanish/Hispanic/Latino

7. What is your race? Mark all that apply.

- ☐ White
- ☐ Black or African American
- ☐ American Indian or Alaska Native
- ☐ Asian (e.g., Asian Indian, Chinese, Filipino, Japanese, Korean, Vietnamese)
- ☐ Native Hawaiian or other Pacific Islander (e.g., Samoan, Guamanian, Chamorro)
- ☐ Other race

8. Assuming you could stay in the military, which of the following best describes your military career intention?

- ☐ Stay beyond retirement eligibility
- ☐ Stay until I am eligible for retirement
- ☐ Stay beyond my present obligation, but not necessarily until retirement
- ☐ Probably leave after my current obligation
- ☐ Definitely leave after my current obligation
- ☐ Leave the active component after my current obligation to join the Guard or Reserve (any Service)
- ☐ Undecided/Not sure

Appendix E-2: DACOWITS 2013 Mini-Survey – Faculty/Staff

1. What is your branch of Service?

- | | |
|-------------------------------------|--|
| <input type="radio"/> Air Force | <input type="radio"/> Air Force Reserve |
| <input type="radio"/> Army | <input type="radio"/> Army Reserve |
| <input type="radio"/> Coast Guard | <input type="radio"/> Coast Guard Reserve |
| <input type="radio"/> Marine Corps | <input type="radio"/> Marine Corps Reserve |
| <input type="radio"/> Navy | <input type="radio"/> Navy Reserve |
| <input type="radio"/> N/A, Civilian | <input type="radio"/> Army National Guard |
| | <input type="radio"/> Air National Guard |

2. How long, in total, have you served in the military? Please round to the nearest year.

_____ Years

- ☐ N/A, Civilian
- ☐ Retired (Please indicate years of Service prior to retirement)

3. How many years are remaining in your current Service obligation? Please round to the nearest year.

_____ Years

- ☐ N/A, Civilian
- ☐ N/A, Retired

4. How many years have you worked at this Service Academy?

_____ Years

5. Are you a member of the faculty or staff?

- ☐ Faculty
- ☐ Staff

6. What is your gender?

- ☐ Female
- ☐ Male

7. Are you Spanish/Hispanic/Latino?

- ☐ No, not Spanish/Hispanic/Latino
- ☐ Yes, Spanish/Hispanic/Latino

8. What is your race? Mark all that apply.

- ☐ White
- ☐ Black or African American
- ☐ American Indian or Alaska Native
- ☐ Asian (e.g., Asian Indian, Chinese, Filipino, Japanese, Korean, Vietnamese)
- ☐ Native Hawaiian or other Pacific Islander (e.g., Samoan, Guamanian, Chamorro)
- ☐ Other race

9. What is your relationship status?

- ☐ Married
- ☐ In a registered domestic partnership or civil union
- ☐ Divorced or legally separated
- ☐ Widowed
- ☐ Single, but with a partner/significant other (not including domestic partnership/civil union)
- ☐ Single, with no significant other

10. How many dependent children do you currently have?

_____ children

11. What is your paygrade or what was your last paygrade?

- ☐ N/A, Civilian
- ☐ E1-E3
- ☐ E4-E6
- ☐ E7-E9
- ☐ W01-W05
- ☐ O1-O3
- ☐ O4 or higher

Appendix E-3: DACOWITS 2013 Mini-Survey – OCS/OTS

1. What is your branch of Service?

- | | |
|------------------------------------|--|
| <input type="radio"/> Air Force | <input type="radio"/> Air Force Reserve |
| <input type="radio"/> Army | <input type="radio"/> Army Reserve |
| <input type="radio"/> Coast Guard | <input type="radio"/> Coast Guard Reserve |
| <input type="radio"/> Marine Corps | <input type="radio"/> Marine Corps Reserve |
| <input type="radio"/> Navy | <input type="radio"/> Navy Reserve |
| | <input type="radio"/> Army National Guard |
| | <input type="radio"/> Air National Guard |

2. What is your projected completion date at OTS/OCS?

Date _____
 Day Month Year

3. Were you previously enlisted?

- ☐ Yes
☐ No

4. Which type of military specialty would be your first choice to pursue upon graduation? Please give one answer based on your first choice as of today, even if you are not completely sure.

5. Have any members of your immediate family (parents or siblings) served in the military?

- ☐ Yes
☐ No

6. What is your gender?

- ☐ Female
☐ Male

7. Are you Spanish/Hispanic/Latino?

- ☐ No, not Spanish/Hispanic/Latino
☐ Yes, Spanish/Hispanic/Latino

8. What is your race? Mark all that apply.

- ☐ White
- ☐ Black or African American
- ☐ American Indian or Alaska Native
- ☐ Asian (e.g., Asian Indian, Chinese, Filipino, Japanese, Korean, Vietnamese)
- ☐ Native Hawaiian or other Pacific Islander (e.g., Samoan, Guamanian, Chamorro)
- ☐ Other race

9. What is your relationship status?

- ☐ Married
- ☐ In a registered domestic partnership or civil union
- ☐ Divorced or legally separated
- ☐ Widowed
- ☐ Single, but with a partner/significant other (not including domestic partnership/civil union)
- ☐ Single, with no significant other

10. How many dependent children do you currently have?

_____ children

11. Assuming you could stay in the military, which of the following best describes your military career intention?

- ☐ Stay beyond retirement eligibility
- ☐ Stay until I am eligible for retirement
- ☐ Stay beyond my present obligation, but not necessarily until retirement
- ☐ Probably leave after my current obligation
- ☐ Definitely leave after my current obligation
- ☐ Leave the active component after my current obligation to join the Guard or Reserve (any Service)
- ☐ Undecided/Not sure

Defense Advisory Committee on Women in the Services





Appendix F: **Mini-Survey Results**

Exhibit 1: Demographic Profile of Service Academy Students

Service	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Air Force	24	28%	23	31%	47	29%
Navy	23	27%	21	28%	44	28%
Coast Guard	21	24%	14	19%	35	22%
Army	18	21%	16	22%	34	21%
Total	86	100%	74	100%	160	100%
Class Year	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
First Class	27	32%	22	30%	49	31%
Second Class	15	18%	10	14%	25	16%
Third Class	11	13%	13	18%	24	15%
Fourth Class	32	38%	29	39%	61	38%
Total	85	100%	74	100%	159	100%
Family Members in Military?	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Yes	45	54%	33	45%	78	50%
No	38	46%	41	55%	79	50%
Total	83	100%	74	100%	157	100%
Race and Ethnicity	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Non-Hispanic White	56	68%	48	65%	104	67%
Non-Hispanic Black	2	2%	5	7%	7	4%
Hispanic	7	9%	8	11%	15	10%
Other (Non-Hispanic)	17	21%	13	18%	30	19%
Total	82	100%	74	100%	156	100%
Military Career Intention	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Planning on Staying in	45	54%	47	64%	92	59%
Planning on Leaving	17	20%	11	15%	28	18%
Undecided	21	25%	16	22%	37	24%
Total	83	100%	74	100%	157	100%
Preferred Military Specialty upon Graduation	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Engineering/Science/Technical	17	21%	12	17%	29	19%
Combat Specialty	14	17%	8	11%	22	14%
Protective Services	7	9%	3	4%	10	7%
Support Services	5	6%	4	6%	9	6%
Executive/Administrative/Managerial	7	9%	2	3%	9	6%
Healthcare	6	7%	2	3%	8	5%
Media/Public Affairs	4	5%	0	0%	4	3%
Other, Aviation	12	15%	36	51%	48	31%
Other, Miscellaneous	10	12%	4	6%	14	9%
Total	82	100%	71	100%	153	100%

*Not every participant answered each question.

**Percentages may not sum to 100% due to rounding.

Exhibit 2: Demographic Profile of OCS/OTS Candidates						
Service	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Navy	23	25%	24	24%	47	25%
Marine Corps	20	22%	20	20%	40	21%
Army	16	17%	12	12%	28	15%
Air Force	9	10%	13	13%	22	12%
Coast Guard	7	8%	10	10%	17	9%
Guard/Reserve	17	18%	20	20%	37	19%
Total	92	100%	99	100%	191	100%
Days until OCS Graduation	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
0 – 7 Days	9	10	9	9	18	9
8 – 14 Days	37	40	38	38	75	39
15 – 30 Days	7	8	10	10	17	9
31 – 45 Days	17	18	18	18	35	18
More than 45 Days	22	24	24	24	46	24
Total	92	100%	99	100%	191	100%
Previously Enlisted?	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Yes	32	35%	35	35%	67	35%
No	60	65%	64	65%	124	65%
Total	92	100%	99	100%	191	100%
Family Members in Military?	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Yes	46	50%	51	52%	97	51%
No	46	50%	48	49%	94	49%
Total	92	100%	99	Total	191	100%
Race and Ethnicity	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Non-Hispanic White	64	70%	71	72%	135	71%
Non-Hispanic Black	7	8%	6	6%	13	7%
Hispanic	9	10%	11	11%	20	10%
Other (Non-Hispanic)	12	13%	11	11%	23	12%
Total	92	100%	99	100%	191	100%
Relationship Status	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Married/Partnership	26	28%	30	30%	56	29%
Divorced/Widowed	2	2%	1	1%	3	2%
Single, with significant other	21	23%	20	20%	41	21%
Single, no significant other	43	47%	48	48%	91	48%
Total	92	100%	99	100%	191	100%

Exhibit 2: Demographic Profile of OCS/OTS Candidates (continued)

Number of Children	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
None	77	84%	80	81%	157	82%
1 Child	5	5%	13	13%	18	9%
2 Children	10	11%	3	3%	13	7%
3 Children	0	0%	2	2%	2	2%
4 or More Children	0	0%	1	1%	1	1%
Total	92	100%	99	100%	191	100%
Military Career Intention	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Planning on Staying in	64	70%	73	74%	137	72%
Planning on Leaving	7	8%	7	7%	14	7%
Undecided	21	23%	19	19%	40	21%
Total	92	100%	99	100%	191	100%
Preferred Military Specialty upon Graduation	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Engineering/Science/Technical	30	33%	27	27%	57	30%
Combat Specialty	7	8%	18	18%	25	13%
Support Services	10	11%	11	11%	21	11%
Protective Services	10	11%	9	9%	19	10%
Executive/Administrative/Managerial	10	11%	4	4%	14	7%
Healthcare	4	4%	1	1%	5	3%
Media/Public Affairs	3	3%	0	0%	3	2%
Other, Aviation	15	16%	27	27%	42	22%
Other, Miscellaneous	2	2%	2	2%	4	2%
Total	91	100%	99	100%	190	100%

*Not every participant answered each question.

**Percentages may not sum to 100% due to rounding.

Exhibit 3: Demographic Profile of Faculty/Staff						
Service	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Air Force	23	32%	13	13%	36	21%
Army	8	11%	17	18%	25	15%
Marine Corps	8	11%	16	16%	24	14%
Navy	9	13%	14	14%	23	14%
Coast Guard	6	8%	16	16%	22	13%
Guard/Reserve	2	3%	5	5%	7	4%
N/A, Civilian or Retired	15	21%	16	14%	31	18%
Total	71	100%	97	100%	168	100%
Years at Academy	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
< 1 Year	6	8%	8	8%	14	8%
1 Year	11	15%	37	39%	48	29%
2 Years	21	30%	19	20%	40	24%
3 Years	13	18%	13	14%	26	16%
4 or More Years	20	28%	19	20%	39	23%
Total	71	100%	96	100%	167	100%
Years of Military Service	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
N/A, Civilian	14	20%	11	11%	25	15%
0 to 5 Years	7	10%	10	10%	17	10%
6 to 9 Years	14	20%	20	21%	34	20%
10 to 19 Years	27	38%	38	39%	65	39%
20 or More Years	9	13%	18	19%	27	16%
Total	71	100%	97	100%	168	100%
Years Remaining in Service Obligation	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
N/A, Civilian or Retired	15	23%	16	18%	31	20%
0 Years	7	11%	9	10%	16	10%
1 to 2 Years	25	38%	25	27%	50	32%
3 to 4 Years	7	11%	29	32%	36	23%
5 or More Years	12	18%	12	13%	24	15%
Total	66	100%	91	100%	157	100%
Race and Ethnicity	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Non-Hispanic White	54	76%	68	70%	122	73%
Non-Hispanic Black	6	8%	15	15%	21	13%
Hispanic	7	10%	5	5%	12	7%
Other (Non-Hispanic)	4	6%	9	9%	13	8%
Total	71	100%	97	100%	168	100%

Exhibit 3: Demographic Profile of Faculty/Staff (continued)

Relationship Status	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Married/Partnership	41	58%	78	80%	119	71%
Divorced/Widowed	7	10%	6	6%	13	8%
Single, with significant other	12	17%	3	3%	15	9%
Single, no significant other	11	15%	10	10%	21	13%
Total	71	100%	97	100%	168	100%
Number of Children	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
None	33	48%	25	26%	58	35%
1 Child	12	17%	24	25%	36	22%
2 Children	17	25%	32	33%	49	30%
3 Children	7	10%	11	11%	18	11%
4 or More Children	0	0%	5	5%	5	3%
Total	69	100%	97	100%	166	100%
Faculty or Staff?	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
Faculty	24	35%	32	35%	56	35%
Staff	44	65%	59	65%	103	65%
Total	68	100%	91	100%	159	100%
Paygrade	Women		Men		Total	
	N*	Percent**	N*	Percent**	N*	Percent**
E1-E3	0	0%	0	0%	0	0%
E4-E6	4	6%	10	10%	14	8%
E7-E9	14	20%	14	14%	28	17%
O1-O3 (Including Warrant and Chief Warrant Officers)	23	32%	47	48%	70	42%
O4 or higher	15	21%	10	10%	25	15%
N/A, Civilian or Retired	15	21%	16	16%	31	18%
Total	71	100%	97	100%	168	100%

*Not every participant answered each question.

**Percentages may not sum to 100% due to rounding.

Defense Advisory Committee on Women in the Services



Appendix G:

Focus Group Findings

The 2013 Defense Advisory Committee on Women in the Services (DACOWITS) sought to better understand several topics related to the women in the Armed Forces of the United States through a variety of data gathering methods (e.g., focus groups, briefings). The Committee conducted a series of focus groups on two of these topics: the prevention of sexual harassment and sexual assault at the Service Academies and training schools and accession of women into the officer corps. More specifically:

- **Prevention of sexual harassment and sexual assault.** The Wellness Working Group is interested in further study of ways to prevent sexual assault and sexual harassment. Based on increased reports of sexual assaults at the Service Academies, the Working Group would specifically like to examine the effectiveness of sexual assault and sexual harassment prevention efforts at the Service Academies.
- **Accession of women into the officer corps.** The Assignments Working Group is interested in efforts on the part of the Services to ensure that the military has the strongest possible pool of highly qualified individuals to meet the need for leadership in the coming years. The group would like to examine the existence and effectiveness of outreach and recruiting of women across officer commissioning sources: Service Academies, Reserve Officer Training Corps (ROTC) programs, Officer Candidate School/Officer Training School (OCS/OTS), and direct appointments.

The Committee gathered data, using focus group protocols and a short demographic survey of focus group participants, on these topics. This appendix summarizes DACOWITS' focus group findings¹ on these topics in 2013 and is organized into the following sections:

- Prevention of Sexual Harassment and Sexual Assault
- Accession of Women into the Officer Corps
- General Comments

¹ In 2013, DACOWITS conducted focus groups with both women and men, to gain insights into the unique experiences of women in the military. Focus group data from both women and men focus groups are included in the analysis, and gender comparisons are made when possible. While results of the analysis of both women and men focus groups are presented in this document, DACOWITS is most interested in the experiences of women in the Services. Therefore, quotations presented are primarily from women and faculty/staff focus group participants, supplemented by quotations from men participants as appropriate.

Wellness Focus Group Findings: Prevention of Sexual Harassment and Sexual Assault

This chapter provides a summary of the 2013 DACOWITS focus group discussions on the topic of prevention of sexual harassment and sexual assault, and is organized into the following sections:

- Incidence of and Risk and Protective Factors for Sexual Harassment and Sexual Assault
- Leadership, Policies and Training
- Reporting and Accountability

Incidence of and Risk and Protective Factors for Sexual Harassment and Sexual Assault

DACOWITS asked focus group participants what aspects of the culture at the Academy or OCS/OTS site made sexual harassment and sexual assault more likely to occur, and whether there had been a change in culture over time.

Incidence of Sexual Harassment and Sexual Assault

In general, OCS/OTS participants indicated that sexual harassment and sexual assault were uncommon due to the demands of the training environment, while participants at the Academies indicated that sexual harassment was much more common than sexual assault. Participants rarely spoke of unwanted sexual advances or *quid pro quo* forms of sexual harassment; rather, they spoke mostly of crude jokes or sexist comments that contributed to a hostile work environment. Participants typically revealed an assumption that sexual harassment and sexual assault were perpetrated by males on female victims, with only a few participants mentioning same-sex harassment or assault.

"I recently had someone under me drop out of the Academy. Before she left, I talked to her and one of the reasons she left [was that] she didn't like people's attitudes and some of the things people would say. She would hear comments that she felt were inappropriate. Things were said and people don't think it's a big deal or it's not sexual harassment. It's nothing you would bring up to your superior because it's just small things...things like 'that's what she said' or 'oh that's gay.' She didn't want to work in a place where that was everyday life. That was just part of her reason, but it really hit me that people are just dealing with it. Females and males deal with that every day."

— Academy Upperclass Man

Some women at an Academy reported that faculty and their male peers joked about their women's student group.

P1: "I'm the new president of the [women's student group], and I get to go to conferences and hear speakers. Teachers give us a hard time about the [women's student group]. The male teachers will say, 'Oh that's not real.' They're kidding but they say this in front of the entire class."

P2: "Not only just teachers, but male cadets talk about the council just like, 'Oh, if there was a [men's student group], that would get shot down.' They joke, 'Oh, are you learning how to bake today? Where's your apron?'"

— Academy Underclass Women

Changes for the Better

Several participants at the Academies talked about how the environment for women around sexual harassment and sexual assault had improved over both the short and long term.

"I've been a VA [Victim Advocate] for over ten years. I've seen the changes. When I came into the military in '87 for the first time, and up 'til now, I've seen the growth for women. I tell the [students] all the time, 'The [Service] you come into today is not the one I came into.' Things have gotten so much better."

— Academy Faculty/Staff

"We call it 'Joke Friday,' and it can get inappropriate. As of recently, everything the Academy is doing is stop sexual assault and harassment, and Joke Friday's been stopped. We've had multiple SAPRO [Sexual Assault Prevention and Response Office] meetings, and there have been increased watches on the weekends."

— Academy Underclass Man

"My dad was with the first class of women in 1980. This woman had written about the first class of women, and I got to talking to them, and the things they went through were so horrific. I went into it with the mentality like that. My dad hated it here. I came not really expecting to enjoy it. I didn't come here thinking it would be fun, but it's so much better than I thought from the stories I've heard. And yes, it has been 30 years. It won't happen overnight, but things are getting better. The really horrific things aren't happening anymore."

— Academy Upperclass Woman

Lack of Progress

Despite some optimism about changes for the better, others expressed disappointment with how little the environment had changed over time.

"I figure we should have come further than that in almost 20 years. My [students] will say (sarcastic) 'Again?' I will say, 'You have 4 females out of 26. You're not there yet.' We haven't progressed...but we have. Now we recognize it and stand up for those people."

— Academy Faculty/Staff

"I grew up with five males, and in engineering I was the only woman in that program. It's an evolutionary process. I still get called 'honey' and 'sweetie pie,' and I'm old enough to be some of their mothers! You do see from '86 to today, that there has been a tremendous change of attitude. But there's an undercurrent of things in society that we don't see go away, so why should we expect it to change here? It's a way of belittling someone else and taking away their authority. The whole thing is about power and control. To relinquish control to an unknown population is an evolutionary process."

— Academy Faculty/Staff

Comparison with Other Environments

Several Academy students noted that the environment was similar to or better than civilian colleges, but the Academies faced more scrutiny.

"When I told people I was coming here, they asked if I was worried about sexual assault. I said it happens everywhere. No matter where you go to college you have to be very careful. I don't think the culture here is any worse than other places."

— Academy Underclass Woman

"I've been through a normal college, and it's so much worse there. It's horrible. This is a better environment. At a normal college you don't get that respect. No briefings. In a normal college they will talk to you however they want. They will crack a joke, but I don't see that happening [here]."

— Academy Upperclass Woman

Likewise several OCS/OTS students indicated that the operational environment was far worse than the training environment.

"At my home unit, I totally see a difference. Here, I think that men take it more seriously because they're in a training situation. Back at my home base, there are major issues. Not sexual assault, but the level of appropriateness of conversations, and fraternization with the enlisted and officers is completely inappropriate."

— OCS/OTS Candidate Woman

One Academy group was skeptical of the validity of the anonymous DoD SAPRO survey data collected at the Academies.

"On the surveys, I know of a few [students] who didn't tell the truth. They said they were sexually assaulted when they weren't. They thought it would be funny."

— Academy Upperclass Man

Others felt that increases in reporting on anonymous surveys could be due to a fuller understanding of what constitutes sexual harassment and sexual assault rather than a real increase in prevalence.

"When you have a greater awareness of what is appropriate and not appropriate, now you will report more on the survey."

— OCS/OTS Faculty/Staff

Unknown Incidence

Several participants, particularly male Academy students, expressed that they were unaware of incidents, particularly of sexual assault, due to the secretive nature of the topic. The secretive nature of these events arises again in the section on accountability below.

P1: "There are questionable instances that occurred, but then when they are asked about it, it tends to be shied away from. I assume there are instances here... I mean there has to be because it's a huge institution..."

P2: "A lot of people treat it like a campfire story."

— Academy Underclass Men

Harms Caused by Sexual Harassment and Sexual Assault

Some participants talked about the negative impact that these incidents had on recruiting women, scaring away both women and their parents from the Services.

“When I was recruiting, I talked to a female, asked her if she’d ever thought about the [Service], and the first thing she told me is ‘I don’t want to get raped.’ The military doesn’t necessarily help itself on that one.”

— OCS/OTS Faculty/Staff

“My dad said he didn’t want me to go here because he didn’t want me to get raped. With this being known as a problem in the past, seeing that in the news, [my parents] didn’t want me to join the military and put myself in risky situations down the road.”

— Academy Underclass Woman

Others talked about how the issue reflected poorly on the military and harmed the mission.

“This has a huge impact on the credibility of our leadership. I kind of feel that if we don’t get ahold of this now, we’ll miss the boat. If we’re not careful and don’t do something really soon about this, it’ll eat away at the credibility of our Service, and it angers me because I want to spend six hours teaching combat capabilities about defending our Nation, without worrying about telling somebody that they can’t touch another person. It angers me that we have to spend so much time on this.”

— OCS/OTS Faculty/Staff

A Combination of Factors Drive Sexual Harassment

Particularly at the Academies, participants perceived that sexual harassment is driven by a combination of factors, including immaturity of the students, trying to fit into a male-dominated culture that is shaped by sexism in society and military culture, and the lack of boundaries between work and life. As students become more mature, they place less importance on fitting in and are therefore less apt to make jokes and inappropriate comments and are more apt to speak out immediately against offensive comments or behavior. OCS/OTS candidates tend to be older and more mature. Academy students in particular have difficulty with the overlap between work and life; while OCS/OTS candidates are only in the training environment for a relatively short period of time, Academy students spend years together, and it is difficult for them to maintain a professional mindset for that length of time.

Immaturity

“It’s common sense that you don’t make inappropriate comments and shout down the hallway, especially when you know my door is open. You just kind of assume most folks know when to bite their tongue, but it just flows out of them like regular conversations. I boil it down to their maturity level for some.”

— Academy Faculty/Staff

“They are a product of movies they watched between twelve to eighteen years old. What you see is how [they] talk because they think it’s funny, but it’s not always that funny.”

— Academy Faculty/Staff

Fitting In

Men often try to fit in through joking and a group mentality.

"If you get [the male students] one-on-one, it's different. There aren't any of their buddies around. There was a player giving me attitude one-on-one, and I told him to treat me with respect, and he backed down. A colleague of mine suggested that he was trying to be cool around his buddies."

— Academy Faculty/Staff

"We had a group project where I was ragging on a guy in my group. I do that because he's part of the group. That's how I bring him into the group. That's how guys do it. It's not received the same way by females. I don't realize that it's not being received in the same way."

— Academy Upperclass Man

Women also want to fit in with their mostly male peers, which serves as a barrier to speaking up against inappropriate behavior.

"I think a large part of the problem is there are girls who don't always say something when they feel uncomfortable, but don't want to provoke it further. A lot of girls recognize that we're the minority here. They seek approval from the guys. They'll adopt their language to fit in, and that's when girls will start using those [degrading] terms."

— Academy Upperclass Woman

Both men and women can contribute to an environment that makes it harder to speak up.

"I know that when people in my company make certain comments, a lot of us let a lot of things go. For me personally, there are a few times that I don't let it go, but also then they say that I'm the biggest feminist they know, and I don't consider myself a feminist at all (laughs). Just because I say certain terms are derogatory, they say I'm a raging feminist. You feel like you're judged a lot."

— Academy Upperclass Woman

"Some of the women won't stick up for themselves, so they don't find strength in themselves. They mostly see each other as enemies. They're the worst evil against their own. They don't want to not be accepted from the guys."

— Academy Faculty/Staff

Standards of what is acceptable can shift in this environment, even for women.

"I think with us being a small number, when you hang out with friends it's usually one or two girls with a big group of guys. I would say my tolerance of it has risen. Here I'm one of the guys. But sometimes it gets hard to differentiate acceptable versus not. Sometimes I don't even catch it [when a guy says something inappropriate]."

— Academy Upperclass Woman

Students who are new to the school have a more difficult time speaking out.

"The first two weeks of school, you're so scared. A group of upperclassmen sexually harassed me, and I was scared to stand up for myself. We're taught not to stand up for ourselves with upperclassmen. Being able to break those boundaries, not being able to stand up for yourself if they're an upperclassmen."

— Academy Underclass Woman

Sexism in Society

Several participants noted that the military is no different from society as a whole in fostering a sexist and harassing environment.

"Well, the one discouraging piece is that with so many men, it's like living in a locker room. The male [students] have grown up with the jokes about getting the girl, or whatever...You can't change a societal value in four years. The root is not here...it's not the infantry livelihood, but it's the locker room livelihood."

— Academy Upperclass Woman

Participants also mentioned the influence of social media in transmitting norms about sexual relationships and fostering harassment in society. One group of faculty talked about how social media can contribute to inappropriate interactions between students and faculty who initially connect through these channels for classroom purposes.

Military Culture

While several participants blamed broader societal factors for contributing to sexual harassment, others argued that bias against women pervades military culture or at least students' perception of what the culture is like.

"We run a capstone class that looks at the anthropology of the Academy. One student looked at the use of the word trough. His results horrified us because it demonstrated that the biases became more solidified as [students] moved up the ranks."

— Academy Faculty/Staff

"Many of my friends back home tell me I'm a jerk. I'll say things there that I wouldn't hesitate to say here and it isn't received well."

— Academy Upperclass Man

"We talked with some [underclassmen] and there is an idea that you're fitting more into the military culture. But that's what they THINK the culture is."

— Academy Faculty/Staff

"In my [unit], I have a great group of guys, and it doesn't take much to regress to these unclear lines. Even when it's just joking and fun, it almost always leads to something worse down the line. There's still a military culture where it's acceptable to talk like that."

— OCS/OTS Candidate Woman

Having few women in the Services contributes to this culture.

“At the end of the day if we don’t recruit women we aren’t represented by women. The culture is the subsets of that. Whether it’s cops or medics or pilots. If there are three of you there – if you’re one of one or two females, you’re the token female. The culture is hostile to female qualities in certain communities. The words we use to describe a warrior are masculine and the words to describe the weak is feminine terminology.”

— Academy Faculty/Staff

Women are unsure how to address the culture since they volunteered to enter into it.

“I kind of struggle with it. On one side, there are terms I don’t like to hear, and on the other side, I go to a school that is predominantly male. Do I just put up with it since I went to a school that is mostly male? And how much can I do that can change the culture?”

— Academy Upperclass Woman

Specific Groups

Some participants noted that sexual harassment and sexual assault were confined to certain groups of men, and some participants noted that certain sports teams were known to have cultures degrading to women.

“It’s getting better, but there are pockets, or rooms, that you know you don’t really want to go into. You can pick out the people in your company who aren’t respectful.”

— Academy Underclass Woman

“All the males I’ve met are decent men, but the guys that degrade other women tend to hang out together. They’ll have each other’s backs. When I’m in the vicinity of them, I don’t know that I’m intimidated, but it’s like a pack of them.”

— Academy Upperclass Woman

“I’ll peg the [intercollegiate athletes]. If you told me it was a sexual assault and it was a sports team, I wouldn’t be surprised. If it was an astro major, I would be interested. Anytime I heard about sexual assault it was sports team.”

— Academy Upperclass Man

As discussed below, coaches were perceived as key drivers of the sports team environment, as they can work with a student for all four years. They have the power to set a positive tone but they can also permit a negative environment to fester by failing to regulate their athletes’ behavior. Some coaches felt that they had little communication with school leadership.

Overlap between Work and Social Environments

A difficult dynamic throughout the military that is particularly acute at the Academies is the near-total intersection between the work environment and the social environment. Students are also co-workers and there is little opportunity to interact with people outside the Academy or training environment.

"I think it is different than the real [Service]. These young men and women live and work in the same place – no separation from work and out of work. The opposite, or whatever sex they prefer, is available here. The door is open here for – flirting could be sexual harassment. Where do you make that distinction here? Social life is intermixed with professional life. In the real [Service] you don't have that. You go home and leave work. If you chose to have people you work with in your social life [you can], but here you cannot get away from it. It opens the door for more cases."

— Academy Faculty/Staff

"A lot of times...we don't have our own getaway time. I don't know how to say this but you can't say 'Never disrespect people' or never talk about it in workouts. We don't have that here because even break-fast and lunch is 'their time.'"

— Academy Upperclass Woman

"The only difference [between military and civilian life in the definition of sexual harassment] was how it extends, so, for example a group picnic is an extension of the work environment. I wouldn't have considered that."

— OCS/OTS Candidate Woman

While increased comfort may lead to a relaxing of professional standards, others suggested the need to closely monitor who is present.

"I feel like 15 weeks into this program...I don't have the [unit] experience you all do, but we are at a point where we don't filter what comes out of our mouths. We don't consider who's in the room...I mean correct me if I'm wrong. Do we really think about mixed company?"

— OCS/OTS Candidate Man

"You just need to be aware of your audience. My roommate? I can say it around him. But if you're out in public you have to watch what you're saying."

— Academy Upperclass Man

Co-ed dormitories may contribute to the overlap between work and "home" life and provide opportunities for misconduct.

"Females and males are on the same floor. When they're separated, it's rarer for occurrences to happen. When I was in [civilian] college, we had males on one floor and females on another. It may seem immature to separate based on gender, but it was actually kind of nice going to the bathroom in the middle of the night and not having to put a shirt on, for example."

— Academy Upperclass Man

Ultimately, however, many participants expressed that there is a need to maintain professionalism despite the difficulties.

"You gave up a lot of freedoms—going home when you want or partying. You're going into a very professional environment. You also gave up the right or ability...to be immature. A certain level of maturity is expected of you as [an Academy student]. The conversation you're having should be respectful of another human being. Listening to how you disrespected a female is not something I want to hear about. If you were sitting with a group of Majors, they wouldn't be having these conversations. You need to act the way you're going to be acting once you graduate. Females have to have conversations that are respectful of everyone—men should be held to the same standard."

— Academy Upperclass Woman

Sexual Assault and Alcohol at the Academies

Many participants at the Academies talked about the role of alcohol in contributing to sexual assault problems. Alcohol contributes to the incidence of sexual assault by reducing impulse control among perpetrators and increasing the vulnerability of victims. Furthermore, underage drinking or drinking outside the limits of the military's rules decreases bystander intervention and reporting of assaults by victims due to concerns about getting in trouble for alcohol use. Excessive drunkenness among upperclassmen weakens their ability to lead younger students and to hold them to professional standards. Students and some faculty perceived that the strict environment at the Academies contributed to binge drinking during limited liberty time, and participants proposed increased liberty and alternate alcohol-free activities.

Alcohol Use Increases Risk of Sexual Assault

"The culture is to go downtown and drink. I'm not saying this causes sexual harassment or sexual assault, but it makes people more likely [to commit these acts]."

— Academy Underclass Woman

"One time a firstie came back completely drunk going through people's dorms. He told a female that she'd come back to his room whether she'd like it or not, and this [senior enlisted Service member] had to tackle him. He was so belligerently drunk he's getting picked up not on just an alcohol offense, but sexual assault."

— Academy Underclass Woman

Alcohol Use Decreases Bystander Intervention and Reporting

"The way the situation's handled here, if you go to a party and there's underage drinking, even if you did everything right to help the situation, just the fact that you were involved will get you in trouble. There was a concert and someone's friend came along, he said he was 21 and he got sick. Two people who didn't know him helped him, and both got disenrolled. In the environment we're in right now, if you are any way in the wrong, helping people doesn't end well for you even if you're trying to do the right thing."

— Academy Upperclass Woman

“Why you see a lot of people who don’t report it at the Academy is because of some other circumstance, like underage drinking or drinking too much, and the fear of repercussion, getting an alcohol offense, losing their career. They don’t get help they need.”

— Academy Upperclass Woman

Alcohol Use Decreases Respect for Student Leaders

“It changes my respect for them [student leaders]. I don’t care if they get really drunk if it’s their birthday or something but the next day when you yell at me for the little things, how do I hold them to the standards I had them before. I just saw you almost completely naked in the hall trying to gag yourself. I don’t see you as a leader anymore.”

— Academy Underclass Man

Repressive Environment

“Recently I took a break during [a sports event at a civilian college] and walked around. I see 70 kids on rock climbing wall, 300 kids in an [intramural] ping pong tourney. This is so not us, this is just so different, you need to sit there all the time and keep your hands on your knees.”

— Academy Faculty/Staff

“[More liberty] promotes work-life balance. I don’t drink much, but I’ve heard classmates say in passing comments that they can buy a few drinks during the week so they don’t buy as many on the weekend.”

— Academy Upperclass Woman

“I don’t drink personally but we are here for five days of school, every day [there is] practice. You put in a lot of time and effort and don’t get a lot in return. Sometimes you don’t even have the weekend. If you were to give the weekends – every weekend, you could go off and do your own thing but it wouldn’t be the need to have the time of your life. You could go nap or sit in a park because you know you’ll be getting that time again in another seven days. If there’s no pressure to live it up, you can chill.”

— Academy Underclass Man

Other Risk Factors for Sexual Harassment and Sexual Assault

Connection between Sexual Harassment and Sexual Assault

Several participants recognized the link between sexual harassment and sexual assault, particularly the way in which perpetrators attempt to push boundaries with victims.

“With being more aware of harassment, I feel that sexual harassment leads to sexual assault because guys kind of test girls. They may not do it on purpose. They realize that this girl doesn’t care when I say something this crude so when they see her at a party, they feel there are more boundaries they can push.”

— Academy Underclass Woman

Individual Characteristics

Men in particular commented that individual characteristics were more to blame for sexual harassment and sexual assault rather than cultural or institutional factors. Some blamed the policy of issuing waivers for prior misconducts as a contributor to increasing the number of problematic individuals in the military.

"I don't think the institution is creating an environment that fosters sexual assault or sexual harassment... it's mostly individuals. The institution is doing all it can, but there are individuals breaking rules and doing things wrong."

— Academy Upperclass Man

"If you raise the level of who comes in you mitigate those problems with character flaws. With the war and the people we've been letting in – I have one guy in my unit who is a registered sex offender – in for five years. Another just got out of my unit. In his old company he sexually assaulted someone in the field. Waiting to get processed out, he is still interacting with the same people every day in the same battalion. It goes back to who you let in."

— OCS/OTS Candidate Man

Power

A few participants noted the role of power dynamics in contributing to sexual assault.

"There was this quote I heard, that often success takes us further than our character can keep up with. They get into this mindset of success, and success is defined differently for everybody, and they get this mentality of invincibility, like you can't touch me."

— OCS/OTS Faculty/Staff

"It has to do with the elitist mindset. When you put a bunch of people together and tell them that they are the best...The closer you get to that line the more likely you are to abuse it...When it does happen, it comes from abuse of power. It's a power trip. It's forceful and demanding. I don't see a lot of 'I knew the person beforehand.' It was, 'He was a senior and she was a freshman or alcohol was involved.'"

— Academy Upperclass Man

Transience and New Settings

In OCS/OTS, participants talked about experiences in the regular military environment, noting that being new to an environment can increase vulnerability.

"With new [Service members], for a certain amount of time when they get there [to a new location], they are vulnerable to predators."

— OCS/OTS Candidate Man

"Every transient command I've been to—MOS school, deployments, in my opinion, the mentality changes. 'Wheels up, rings off' mentality."

— OCS/OTS Faculty/Staff

Countervailing Forces Against Sexual Harassment and Sexual Assault

Many of the protective factors against sexual harassment and sexual assault mirror the risk factors. Academy upperclass students and OCS/OTS candidates tend to be more mature and, as such, they are more aware of professional standards and have more confidence in speaking out against inappropriate behavior. Standards of professionalism and respect remind individuals that they are in a work environment and help to reduce problems; immediate corrections and policing of inappropriate behavior helps maintain these standards. Smaller and more tightly knit organizations where students feel like family are perceived to have fewer problems than larger organizations, although a “family” dynamic may counter professionalism to some degree. Leaders can play a role in correcting behavior and emphasizing the seriousness of training and the issue of sexual harassment and sexual assault generally, and while men often respond better to male leaders, the presence of women leaders can contribute to a more professional environment. Particularly at OCS/OTS, candidates talked about the influence of severe and certain consequences and the restrictions in the training environment as deterrents to sexual harassment and sexual assault.

Maturity

At the Academies, upperclassmen are viewed as more able to counter sexual harassment and serve as leaders to younger students.

“I think also not tolerating any sexual harassment from our peers. As freshman we just do what we’re told. [But as upperclassmen, we can] show them that we don’t need to tolerate that. If you see upperclassmen doing that you’ll be less afraid to do that.”

— Academy Underclass Woman

“First semester-first year is when I heard those comments. I’d heard a derogatory term, and that’s when I remember it being worse, but now, looking back on it, I know how to defend myself.”

— Academy Upperclass Woman

Participants felt that the maturity of students led to fewer problems with sexual harassment and sexual assault at OCS/OTS than in earlier training environments.

“Seeing the maturity level of the individuals here, it is much greater than at a regular unit so that’s why I think it is a less of an issue than such as at basic training – the maturity level is not always there.”

— OCS/OTS Candidate Woman

“In [job specialty] school we were all separated by gender. Here the recruits are mostly older and more seasoned in life. As a young man coming into basic training, straight out of high school, you see a woman and you’re like, ‘Whoa, there’s a woman’ (laughs). The older population here isn’t like that.”

— OCS/OTS Candidate Man

But as leaders it is important to bring the climate up to the maturity level of command.

"One thing about OCS, we're all college grads, we're more mature than the 18-year-old enlisted. Once we've gone to our separate commands, the climate will be really important. One of us could slip up and fall back into that young state of mind and lose that maturity level, keeping young [Service members] on point."

— OCS/OTS Candidate Man

Professionalism and Respect

Many participants, particularly at OCS/OTS, talked about the importance of professionalism and respect in the environment, including focusing on core values and teamwork, in curtailing sexual harassment and sexual assault.

"Both staff and candidates, guys knock even if the door is open. They're all professional."

— OCS/OTS Candidate Woman

"To add on to everyone else, they stress one massive thing here: teamwork. To get through here successfully, you need to work as a team. Everyone has the mindset of focusing on the core values. We don't want to do anything to jeopardize the team."

— OCS/OTS Candidate Man

"Another important aspect of OCS is respect for one another. We have overall camaraderie with our [fellow candidates]; we help each other. It's important to develop culture rather than directly addressing sexual assault or discrimination against minorities."

— OCS/OTS Candidate Man

Immediate Correction

Part of maintaining a professional environment, particularly in the young adult setting of the Academies, is immediately correcting inappropriate comments and behavior. As discussed in the section on reporting below, most participants preferred to handle sexual harassment in a more low-key way at a lower level, escalating issues only when they are persistent. Corrections both encourage professional comportment and show younger students that it is socially acceptable to speak up. Participants mentioned the role of peers, student leaders, and faculty and staff in making these corrections.

"If something bothers me I will let you know. I had a friend who was really objectifying women. I was like how would you like it if I was doing that about a guy. From then on he doesn't do that in front of me. He's told other people not to do that in front of me. It doesn't bother me that people think I have a weird way of doing things. If it bothers me you're not going to have to wonder if it will bother me."

— Academy Underclass Woman

"I think there's a balance here between being one of the guys and not saying anything, but you know they wouldn't say those things to a girl at another college. You almost don't want to lose them being comfortable with you. At the same time, if they know that there are certain terms not to use, the people in your unit, if you

speak up, I think that says a lot, even if they say that you're being a feminist. Those first classes learn from us speaking up; they know it's worth speaking up for themselves."

— Academy Upperclass Woman

"Maybe not formal discussions, but just, um, the [Service] has a way of making people freak when they discuss things. Jokingly or not, people come from different backgrounds, and you can just gently remind them and you just keep moving. Just to remind each other, somebody might be listening that will take it the wrong way. Policing each other."

— OCS/OTS Candidate Woman

When leaders do not make these corrections, the environment can degrade toward sexual harassment.

"I've heard of people feeling uncomfortable because of the level the teacher allows the class to get to."

— Academy Upperclass Woman

Closeness and a "Family" Dynamic

Many participants talked about the lack of sexual harassment and sexual assault in their environment in terms of the "family" atmosphere and closeness of their institution, unit, sports team, or other extracurricular activity. Participants felt that this dynamic made such issues improbable because people looked out for each other and treated each other well.

"The way to stop it is to treat it like a family. You wouldn't do that to your sister, mother, brother, or father."

— OCS/OTS Faculty/Staff

"The [Extracurricular Activities] that I've done have been co-ed. I've made the closest friends, honestly closer than the guys in my company, from doing the musical and being stuck with these people singing and dancing for hours on end. We really form strong bonds."

— Academy Upperclass Woman

"Being in our squad or class, it's extremely personal. Anybody here, if they saw something happening that shouldn't be, they're going to pursue it. It's the atmosphere here that everybody looks out for each other."

— Academy Underclass Woman

This dynamic may increase comfort with risk behaviors such as alcohol use, however.

"The guys are like brothers, even when you go out downtown, when there are formal events with civilians, the girls do it to the guys' dates – who are you, what are you doing? I feel very comfortable getting drunk with a group of friends because you fully trust that if something were to happen they would take care of me. They've never done anything to make me feel worried, like I should not. They will 100% take care of me, look out for me, step in if anything were to happen."

— Academy Upperclass Woman

Some felt that the family dynamic was not the proper model for interaction in a professional work environment.

“SHARP [Sexual Harassment/Assault Response and Prevention] or EO [Equal Opportunities] needs to focus on proper interaction, not stay away from everybody. See me as a fellow [Service member], not your little sister or a female to stay away from. I want you to see me as a counterpart. We are all adults. We know what’s appropriate. Approach me like you would approach a male counterpart in a professional setting. Say it to him, but if you know it was not something you should say, don’t say it to me or to him.”

— OCS/OTS Candidate Woman

Leaders, Including More Women Leaders

Participants mentioned the importance of leaders, including student leaders, faculty, staff, and coaches in setting the tone for what is appropriate behavior and language and expressing the seriousness of the topics of sexual harassment and sexual assault through presence at trainings.

“What is so cool is when you have the leadership to convince kids, instead of making it a rule to not say those things. A teacher can convince them to not talk like that anymore, and that is so cool.”

— Academy Faculty/Staff

“The [member of senior Academy leadership] just came [to training] because it’s a very important topic. I thought that was very influential because he didn’t have to come in on Saturday morning. That’s the quality of leader you should have, you want to have that too as a leader.”

— Academy Underclass Woman

“Some of our more serious briefs are attended or given by a [officer leader] or an NCO. If a [student] is giving it, people are thinking about everything else they could be or should be doing. If a [officer leader] is there, everyone pays attention because they have complete authority. A [student] doesn’t get the same type of respect.”

— Academy Underclass Woman

Participants perceived male leadership as important in impacting the behavior of male students, both in positive and negative ways.

“We don’t have the men at the top tier at the school saying this is not okay. The coaches, [senior] officers... they don’t tell them they can’t joke about harassment or assault.”

— Academy Upperclass Woman

“I also know men listen more to the male authority voice. Having that voice say this is not okay.”

— Academy Upperclass Woman

Both student and faculty women in leadership were seen as key to maintaining a professional environment and reducing sexual harassment.

“Lead by example. You show that that’s not something you put up with here. You can speak out. It gets in the mindset of the girls you’re leading that they can speak up and [it gets the message in the mindset of] in the guys that you can’t do that.”

— Academy Underclass Woman

“I’ve been here since [the 1970s] as a [student]. One of the strides we’ve made is us talking about these things. But I think until you see more leadership roles filled and more opportunities taken by women, we’re always going to be challenged in maintaining a professional environment.”

— Academy Faculty/Staff

“When we had these strong female role models, there was little sexual harassment. Their ears were open for certain things that males may not be open to.”

— OCS/OTS Faculty/Staff

Consequences

Particularly at OCS/OTS, participants talked about awareness of severe and certain consequences as a deterrent to any kind of improper behavior. Consequences were less often mentioned at the Academies, although the impact on sports and staying at the Academy was raised.

“It’s more enforced, more structured in the military. In the civilian world you don’t have anybody to yell at you. Here you will suffer severe consequences.”

— OCS/OTS Candidate Man

“In this setting, strict rules have been in place and have been enforced. You know that if you break those rules, you’ll be in trouble. You don’t break those rules. In the operational [Service], there wasn’t that environment. We didn’t know that. We didn’t enforce that. We didn’t have anyone telling us we’d get in trouble.”

— OCS/OTS Candidate Man

Restricted Environment

OCS/OTS participants noted that there were few opportunities for sexual harassment and sexual assaults, as there was little time and freedom in the training environment.

“It’s a pretty controlled environment. You’re never alone. Always a [partner]. Always running. It hasn’t been a problem here.”

— OCS/OTS Candidate Woman

“We don’t have time. Everything is so structured, we go to class, chow, bed. Once we’re back to the house, we don’t even see women. Everyone is in their room, we got inspection tomorrow.”

— OCS/OTS Candidate Man

Leadership, Policies, and Training

The Role of Leadership in Preventing or Addressing Sexual Harassment and Sexual Assault

The Committee asked participants what they could do as leaders to prevent and address sexual harassment and sexual assault. Participants talked mostly about how they would set the tone of their command by having zero tolerance for inappropriate behavior, modeling good behavior as a role model, creating an environment of professionalism, respect and empathy, and engaging with their subordinates.

Zero Tolerance, Immediate Correction

As in the protective factors discussed above, participants talked about the importance of zero tolerance for sexual harassment and immediate correction of inappropriate behavior to keep more serious problems from escalating.

“Zero tolerance, it’s cliché, but even small things, if you let passing comments happen, it can escalate. You have to have [a] hard line.”

— OCS/OTS Candidate Man

“Just among us, if somebody says or does something you don’t like, it goes with being [a] leader to stand up for yourself, say ‘Hey, cut it out.’”

— Academy Upperclass Woman

“In the [unit] you’re all from different environments, not all have had the same training. It will be a challenge and it will be difficult, but I’m not concerned about it. I know I would do something about it, step in if I need to. I will make sure the people who work for me understand.”

— OCS/OTS Candidate Woman

Serving as a Role Model

“Lead by example. Get our subordinates to look through the lenses of our core values. If we can just work the core values into how we live/operate on a daily basis.”

— OCS/OTS Candidate Man

Creating an Environment of Professionalism, Respect and Empathy

“Some of the best advice I ever got was what kind of tone do you want to set for your platoon? Think about if it was your sister and that was their platoon leader or First Sergeant.”

— OCS/OTS Candidate Man

“One of the biggest things I want to do is I want to live out myself, for those who work for me, I want to ensure that there’s a non-hostile environment, that everyone can work freely without feeling that they’re in a hostile environment.”

— OCS/OTS Candidate Man

"I've had a few instances where somebody did this, a male said something inappropriate, and I asked them if they would say that if it were their sister or their mother. You know, how would you like that? Trying to get them to understand and build some empathy is effective."

— Academy Faculty/Staff

Engaging with People

"They talk about intrusive leadership, but I don't like the term 'intrusive.' It seems aggressive in nature. 'Engaged leadership' is better. Encouraging them on a regular basis, knowing the [students] and their aspirations, and also just knowing them in general, so they can approach you in general. If you can build that kind of relationship, having a lifeline with any one of us in the room is very important should something ever happen. Engaging your [students] is ultimately the thing that prevents sexual harassment and assault in the [unit]."

— Academy Faculty/Staff

"We have to get involved with training like that. Show we are not just there to be there. In the [Service] you go there for sexual harassment training. Show that we're engaged in those conversations. It may be the only time we get to talk about it."

— OCS/OTS Candidate Man

"Getting to know your [Service members] is key. At a platoon leader level you become – there's only so much you can do, but if you know that this guy likes to drink too much but his buddy doesn't – establish those relationships. Know who has influence on others, having them be the eyes and ears when you're not around. Especially on weekends. Having someone there to look out for their best interest."

— OCS/OTS Candidate Man

Other

Other things mentioned that leaders could do were discouraging alcohol use and encouraging safety and relying on expertise from the Sexual Assault Response Coordinators (SARCs) to prevent sexual harassment and sexual assault. Some participants, particularly young men, were not sure how to instill changes in their unit.

Existing Policies to Prevent Sexual Harassment and Sexual Assault

Participants at the Academies and OCS/OTS mentioned several policies that were in place to prevent sexual harassment and sexual assault. In general, there were rules against fraternization within units, and Academy upperclassmen were not allowed to date students in the Fourth Class, or Plebes. There were rules about keeping dormitory doors open if non-roommates were present and keeping doors locked at night. At each site there were limitations on liberty, and students going out on liberty had restrictions on alcohol use and had to have plans in place for designated drivers. At least one site had increased night watches. Several sites had students sign statements that they understood and would follow the values and standards for appropriate behavior as part of the introductory SHARP training. The OCS/OTS sites had rules on mixed-gender touching for correcting uniforms and during exercises to ensure that all behavior was appropriate and clear to all parties.

Some felt that military policies were reactive instead of evidence-based or focused on prevention, and that incidents were followed by a burst of attention that faded.

"The military is very reactive. There was a noose found on [a ship], and there were three days of fire hose diversity training, then nothing. This is nice, having someone ask us what we feel."

— Academy Faculty/Staff

"The problem certainly exists. I don't know off the top of my head how to address it, but this isn't the best way to go about it. One of the solutions has been, we'll have random in-the-middle-of-the-night inspections, and it seems counterproductive. It's to serve as a deterrent, to make people not think about doing those crimes between the hours of 12 and 6."

— Academy Upperclass Man

Others felt that policies were not consistently enforced.

"In my company those things are overlooked. No one locks their doors. No one opens their door."

— Academy Upperclass Man

"They say that you aren't allowed to date within company, but it happens still. But there are Plebes that have relationships with upperclassmen as well; they're just really good at hiding it. Or they don't enforce it that well."

— Academy Underclass Woman

Women often found the policies inconvenient due to the shortage of women in the setting.

"My roommate is not in my team. You are assigned a roommate. If I have to break away from the team, I have to drag two guys with me because I can't just be with one. It's appropriate at basic but not here. It's hard to be able to grab a fellow [Service member] to walk me."

— OCS/OTS Candidate Woman

Sexual Harassment and Sexual Assault Training

Participants generally felt that sexual harassment and sexual assault training had received more focus and was conducted early on and in a serious manner.

"[Service] has more emphasis on SHARP [Sexual Harassment/Assault Response Program] in the last couple years. Now it's a big deal, its own thing – not combined with EO [Equal Opportunity]."

— OCS/OTS Faculty/Staff

"The first week we were here we had an official SHARP class. Very serious tone. it was done by senior cadre members with experiences with it. Very serious setting. To the point where I don't think we needed more than that one briefing – to me. It was very thorough and open."

— OCS/OTS Candidate Woman

Many participants complained that there was too much training but found aspects of it useful or understood that while the military continued to have problems, training would be a major focus.

"I personally feel like it's overkill, but it needs to be addressed if we're still reading about it in the papers."

— OCS/OTS Candidate Man

"I think that...I think it's like beating a dead horse. 'This is bad...that is bad.' I would like to say it's almost becoming white noise but in the instance when something DOES happen...having those resources thrown at me every year, it was helpful. Yes, it does seem like it's constant but it does come in handy."

— OCS/OTS Faculty/Staff

Some were concerned about the possibility of re-traumatizing victims with too much training.

"We had SAPR training 3-4 times last year. They aren't exactly sensitive to victims. There will be victims in the crowd that can't watch these things all day."

— OCS/OTS Faculty/Staff

In general, participants felt that training had improved.

"We definitely talk about it a lot more here. Freshman year, we had trainings it seemed like every month, the same training. It was annoying and people skipped it or slept through it. It gave a negative vibe toward reporting. They're definitely working a lot harder now. It's not more fun, but it's more interactive, they're engaging us, it's definitely better."

— Academy Upperclass Woman

Participants liked trainings that were interactive, instead of Power Point briefings or lectures.

"Something the Academy did is they actually have a capstone for first-years. We throw scenarios at them, and the SELs [Senior Enlisted Leaders] act that out, and they'll add sexual assault scenarios to it, and we had their attention...Sometimes you need to walk in their shoes, to get them involved in it, and get them to come up with ways to react to it."

— Academy Faculty/Staff

"I think the discussion component is more important. People read through the PowerPoint, the definitions of sexual harassment and sexual assault, and in the discussion we found that people did not have a concept about what they had read. They gave practical examples, what to do in this situation, is this sexual harassment? People say no, but according to the definition it is. People were surprised by those situations."

— OCS/OTS Candidate Woman

Participants also liked realistic trainings with life-like scenarios or stories, both for their practical knowledge and for their emotional power, such as in *The Invisible War* film.

"The good thing, I think, is we have someone in my [unit], and she was either a VA or a SARC assistant, that had the prior knowledge about going through these cases every day. She had the experience to talk to people about sexual assault cases, and she was able to tell the men in the room that this is how it actually works in the real [Service]. She was able to build on the foundation I'd already heard before. We read case studies of sexual harassment, about what office does this and what office does this. It doesn't really hit home until you hear it from someone that has experienced it."

— OCS/OTS Candidate Man

"Shortly before I came here, I had the new version of SAPR training. It was the best training I've had; it showed real life situations that could happen, what would you do about it."

— OCS/OTS Candidate Woman

Participants also suggested that one-on-one discussions and small group trainings were more effective than large briefings.

"I just imagine a briefing in the fall by the captains. They would see female captains of the sports teams stand up, and the guys would see the guy captain of the football team stand up. That would be awesome."

— Academy Upperclass Woman

"One of the more effective ways to teach me about sexual harassment have been one-on-one discussions or small group conversations with other female officers. One told us about specific experiences she had at the Academy or [in the field] somewhere, like 'this is what happened, this is what I did.' How an officer followed through on it, instead of brushing it off because she's tough, how she acted upon it, how she realized she can do something about it and can act upon it. She's well respected and still here. That's more effective than hearing in training about what I can do; it's good to hear more experiences like that."

— Academy Upperclass Woman

"Hearing from peers is a better way because it's like – for me, if I'm having a difficult time with a subject and a teacher can't explain it a friend usually can. It puts it more at a personal level."

— Academy Underclass Man

Participants appreciated the more recent focus on bystander intervention, noting that it focused more on what to do to prevent sexual assault rather than what not to do.

"It was great for awareness, the best thing was the bystander intervention stuff; if you see something wrong, stand up, use your judgment if something is not right, be aware of the situation."

— OCS/OTS Candidate Woman

"I've been in for 11 years, and starting out, the training had been more, 'You won't do this.' And now you see the bystander training. I think it's coming down to how do we change the culture. The whole bystander intervention training... how to prevent it, how to stop it before it becomes a sexual assault, that's a huge change from before."

— OCS/OTS Candidate Man

Others appreciated or wanted more information about the proper way to respond to a report of a sexual assault, such as how to talk with victims and how to let people know their reporting options. Faculty in particular expressed a need for more training surrounding reporting, discussed further in the section on reporting below.

"I think we hear more about not blaming the victim here, but back home it's about not putting yourself in these situations. Like, don't have too many beers. It's not how you respond to an incident."

— OCS/OTS Candidate Man

"If there's an incident, and someone's coming to you to report a sexual assault, a supervisor needs to know to stop them from telling you at a certain point, because their [unrestricted] reporting options stop at a certain point. That can restrict their options in reporting, and we don't really emphasize that."

— -OCS/OTS Faculty/Staff

Many participants felt that the training scared men from interacting with women and that it should include more on proper interaction in the professional environment.

"There's no reason why a 23 year old college educated male would not know how to speak to me. You shouldn't back away or be scared at me when I ask a question. It's not the cooties game. We should be equipping males with the ability to interact with any gender or race. [The training] shouldn't scare them into avoiding you. Those are the divisions we are trying to get away from."

— OCS/OTS Candidate Woman

"The problem with that is that with my group of friends – back to the sexual harassment thing, if I can't feel comfortable with women because I'm terrified about getting into trouble, I will exclude them from my group."

— Academy Upperclass Man

Training was often gender segregated, which contributed to a degree of mystery about what the opposite sex was learning. Participants viewed mixed gender sessions as having potential benefits.

"The video training had the discussion, and I enjoyed being there with the males to hear their responses, and so they could hear our stories. They said they would defend us. It helped them understand what looks like and feels like for us...It helped me. I trust all them anyway, but hearing that they would have my back, the stuff they would say, I was impressed with that response, it made me trust them more and rely on them more."

— OCS/OTS Candidate Woman

Some felt that training covered the role of alcohol use, particularly with respect to consent, while others felt that the trainings had not addressed alcohol use as a risk factor for sexual assault. Groups were also mixed on the degree to which trainings covered same-sex assault, which may elicit more attention from men.

"That got to the guys – that they could be raped. I was talking the other day about [an NCO] accused of getting a troop drunk in theater and sodomizing him when he passed out. When it isn't a man-on-woman crime it wakes people up."

— Academy Upperclass Woman

Difficulties with training included getting people to take it seriously and feeling like it was a punishment due to the tone. Students at one Academy in particular expressed dismay that Service leadership had communicated in what they perceived as a punishing or scolding tone, rather than seeking their input in finding a solution.

"Some people think it's a joke, that it doesn't happen. The toughest part is getting people to listen."

— OCS/OTS Candidate Woman

"There is a culture here where...you take whatever is said in a brief and turn it into a joke. But this is serious."

— Academy Underclass Man

"They just felt like they were hauled in there and yelled at and made to think of themselves as criminals. All these people spoke on the heels of the report. I don't know how much of it sunk in. They were just more [EXPLETIVE] off than anything."

— Academy Faculty/Staff

"And I think these talks are never informative; it's always restrictions and repercussions, like a scolding, and talking about all the negative things, and it comes across as a joke to the guys, like you can't even touch a girl on the shoulder or she'll report you."

— Academy Underclass Woman

Reporting and Accountability

Reporting of Sexual Harassment and Sexual Assault

Many participants felt that students were increasingly comfortable reporting sexual harassment and sexual assault incidents. Students felt an obligation to report on incidents they heard about.

"If I were aware of an incident, I'm obligated to report it. With the issue with my friend...what happened was the girl told an upperclass, and as much as my friend was liked, they had to report it."

— Academy Underclass Man

Options for Reporting

Many participants noted that there were abundant options for reporting, but that other barriers to reporting remained.

"I honestly, in 14 years of service, I don't think we have more in place to help these stigmas. We have to overcome human mentality, let-it-go to overcome these stigmas. The Chaplain comes the first week, there is a prayer room that is a dedicated SAPR room, all the [restrooms] have these numbers, the students know where

they can access phones when phones are restricted. They get all this in the first few days of arriving. Now it's a matter of them convincing themselves."

— OCS/OTS Faculty/Staff

"I've never been anywhere with so many pamphlets, flyers in the bathroom, and briefs. There are resources in abundance if that's an issue, making known the topic."

— OCS/OTS Candidate Woman

Women noted that they were more likely to report when they knew who to report to personally, rather than just having a phone number or other impersonal resource.

"We were briefed by the victim advocates, civilian staff. I knew if something happened, I'd be comfortable going to them because now I know their face and name; it's not just going to a random office."

— OCS/OTS Candidate Woman

Participants reported that having women in the chain of command might facilitate reporting.

"A lot of issues I've heard about recently, everyone in the chain-of-command was male, and it's hard to make a complaint about inappropriate comments by a faculty member when everyone in the chain-of-command might be all males."

— Academy Faculty/Staff

Need to Train Faculty in Reporting

Coaches spend a lot of time with students and felt that they could be effective restricted avenues of reporting with the proper training.

"A few years ago, I went to a training so I could be restricted, the last time it was offered on campus. It was mostly females in a two-day workshop, but I think as this is coming to the forefront again, there's a new SARC again who wants to offer another one, it would be beneficial for all of us to go. Why not have that extra person? We can be a confidant since so many people come to us."

— Academy Faculty/Staff

Faculty also advocated for women faculty to have semi-private office space for students to confide in them.

"It should go on the record that all female coaches shouldn't share the same office. They should have a private space for people to come unload on them. Girls don't come in and tell one person their problem when someone else is listening. I think we should all have our own space, but for females it's more important than for males."

— Academy Faculty/Staff

In general, faculty and staff expressed a need for more training on reporting options to help students and to ensure that they are responding appropriately.

"I have no idea how the system works. If someone was saying, 'Oh my God, I was assaulted. Can you help me navigate this system?' I would say, 'I would like to help you, but I have to figure out how to navigate it first.' And I'm a trained lawyer, so I can [figure out how to] navigate it."

— Academy Faculty/Staff

"As an instructor, I've only once caught a male in my class making inappropriate gestures, and I pulled him aside and told him that was unacceptable. I don't even know what to do. Do you put them in the system?"

— Academy Faculty/Staff

"Suppose you're at a party and haven't actually witnessed things, as a person with third-party information, I don't know where to go. I don't see a channel. I'm a faculty liaison for SAPRO. I know where to go if something's witnessed or seen something directly, but if not, I feel I have an obligation to report, but I don't know where to go if you haven't a direct witness."

— Academy Faculty/Staff

Barriers to Reporting

With respect to sexual harassment, many participants expressed a preference for handling the issue at a lower level so as not to get anyone in what oneself or others might perceive as too much trouble.

"I've heard people say some offensive things. For me I just roll my eyes and move on. You're probably not going to say something about it. If you go to command, [the boys] are going to be like 'OMG, why would you take it that way.' Your friends will get mad about you taking it that far."

— Academy Underclass Woman

"I think the punishments have been too severe. It has been focused on punitive measures instead of educational reform in my company. They're trying to bring that to the lower levels, trying to keep it from being seen at the higher levels, trying to downplay it. My other point is you won't learn anything from [punitive measures] at all. And they won't report it because they think they [the offender] will get separated. I don't know. It's just the climate here. They won't turn their buddy over for sexual harassment."

— Academy Upperclass Man

A key barrier to reporting is feeling that reporting sexual harassment and sexual assault will not lead to punishment for the perpetrator.

"When you get assaulted, you're not going to go and tell someone. Like, I'll just suck it up and move on and not tattle tale against an upperclassman. They think nothing will happen since they're upperclassmen and it's my word against theirs, and you hear that nothing happens against them, and you think that reporting it is useless."

— Academy Underclass Woman

"Yesterday I was talking to [students] and they were of the mentality 'I don't think anything will happen, so I don't report it,' and I don't lie to them so my response is, 'Yeah, I agree with you.' Both males came to talk to me."

— Academy Faculty/Staff

Victims must have trust in the system to report, particularly if the perpetrator is of higher rank.

"The biggest issue is getting someone to have enough trust to report it. There is fear of reprisal if the person outranks you or if he's buddies with the CO. If you have a reputation already, will they take you at your word? Enforcement, it depends on command."

— OCS/OTS Candidate Woman

"I trust my immediate system. I don't trust the bigger system. I know I can go to my SARC with anything in my unit. I have a lot of trust in my immediate leadership. It's the [Service] leadership that I don't trust."

— OCS/OTS Candidate Woman

At the Academies in particular, participants felt that reporting was dampened by concerns about getting in trouble for consuming alcohol.

"I would guess a lot of underreporting, especially for alcohol-related incidents. I hear them that if you get caught in an event with alcohol you are done. Sometimes there is alcohol involved and it goes badly. Some may not report because they fear it will be the end of their academic stay here because of the alcohol involved. At other colleges, you aren't kicked out for underage drinking. Here it is a big commitment and a big deal. It's too risky for being involved in an alcohol incident so it is underreported."

— Academy Faculty/Staff

Participants noted that victims might feel ostracized by the social environment and disbelieved.

"It was over a year and the alleged attacker's friends gave her dirty looks in class and went on for over a year. Tore her up pretty bad because it was such a long process."

— Academy Faculty/Staff

"I know a girl who switched companies but she got ostracized right away. I don't know how officers or faculty can help that aspect. Moving her was their solution but it kind of made things worse."

— Academy Upperclass Woman

P1: *"Because of the nature of this place, you're always here. The guys get really close, but...in that situation your best friends aren't going to say anything. If you say something it's going to become a he-said she-said thing."*

P2: *"It always turns into a 'she was asking for it.'"*

P1: *"Because everyone feels like 'he's a good guy.'"*

— Academy Upperclass Woman

One group suggested a third option between restricted and unrestricted reporting that would keep the victim's name confidential while allowing for an investigation.

"Instead of just unrestricted and restricted, if there were more of an option where they could investigate and it would be low key, so the person's name doesn't get out to the entire brigade, it would allow more people to come forward. The biggest thing I think is to get the victim to come forward."

— Academy Underclass Man

Participants also noted the difficulty of remaining in the school environment after an incident.

"If it's restricted, you still have to go to class. Our culture...you can't get away from it. You can't go off campus or go see your family. We look forward to weekends and passes here, because we're confined here. They try to help women that are assaulted or harassed but the first instinct is to get away from it...but here you can't do that."

— Academy Upperclass Woman

Some participants noted that it might be difficult to report a close friend, and that women may blame themselves.

"I believe if I was attacked tomorrow I would like to think I would report it. But I'm not sure I would...what if it's someone in this room? What if it's someone I'm close with? It's too personal of a thing and making everyone report isn't possible because I might not be able to deal with it."

— OCS/OTS Faculty/Staff

Accountability for Sexual Harassment and Sexual Assault

Sexual assault was perceived as handled swiftly, and participants had positive things to say about the local sexual assault response teams.

"I feel confident that things would be handled to the full extent here...I have no doubt that the person would get what they deserved and maybe even more."

— OCS/OTS Candidate Woman

"Those days of sweeping it under the carpet are gradually going away. It's an image thing. People are making a big stink about the sexual harassment thing. All these cases coming up now. They are not turning the cheek anymore. The 'buddy, buddy' is gradually going away."

— OCS/OTS Faculty/Staff

"The people that make up the Academy response team are some of the best people in my opinion. We have meetings. Every so often I get to participate in the meetings about my clients and it's a very organized and concerted effort. I'm proud of it. I know that we have to highlight what goes wrong, but they are some right things too and I think the response here has been great. I wish it could be highlighted."

— Academy Faculty/Staff

Sexual harassment was seen as taken less seriously, with other more minor offenses having more consequences.

"I wouldn't say [sexual harassment] is dealt with as strictly. It's not as black and white...some people might think someone is joking but the people around them should remind them that it's more serious than maybe they think."

— Academy Underclass Man

"Assault is easy to pin point. It's black and white. With sexual harassment, it's 'he was kidding.'"

— Academy Underclass Woman

"In that sense, it seems like they are more tolerant of it. If your GPA is too low, it will be immediate kicked out but there's no similar thing for sexual harassment. They are crude repeatedly and are still here. What does that say about how the [Service] tolerates it?"

— Academy Underclass Woman

"It actually seems like you can get in more trouble by not passing your PT test. I had a friend who up-channeled a harassment complaint, but she didn't make her run times, and it seems like that has more consequences than having a harassment complaint filed against you."

— OCS/OTS Candidate Woman

Several participants expressed dismay at the number of high-profile cases that had been overturned by command and hopes for proposed changes in the system that were being discussed before Congress in spring 2013.

"It's really concerning too. We've been in this training environment, and there was this really high ranking individual, and initially he got convicted, and then they got to overrule his conviction, and another thing happened, and it's really heartbreaking that they don't get punished. They just get to retire. It's horrible."

— OCS/OTS Candidate Woman

"I think this issue of a commanding officer reversing the decision of a jury has got to change. It's in front of the Senate right now because of an instance of a conviction now. I sincerely hope that it leads to reform in the system. I feel it's wrong."

— Academy Faculty/Staff

"My own view is that, when we talk about holding people accountable, who does that? The Commandant does or doesn't do that, and it's entirely his or her choice, and that's the fundamental flaw in how we're dealing with that. You have to say that sexual assault is different from other UCMJ infractions, and we'll put it into a separate agency to handle it, and you don't get to decide how to handle it or not handle it. We'll have a separate adjudication and punishment system. Until we do that, and I think that's it, and others may disagree, but dramatic action needs to be taken or else we'll hobble along with this for decades to come."

— OCS/OTS Faculty/Staff

Related to this, there was a perception among some participants that accountability differed by rank or connections to important people or groups.

"I'm somewhat confident, but it's based on rank. I've dealt with a few cases of sexual assault. One case was thrown out for lack of evidence, and in two of the cases they got kicked out of the military, and that was at the junior enlisted level, and we've seen cases of high ranking officers on the rise, and their cases get thrown out."

— OCS/OTS Faculty/Staff

"It depends on affiliation with organizations in the Academy. Not just sexual assault, but punishments in general. If you're part of the good ole boy group it can get swept under. If you don't have those contacts, you can get made an example. That can go for sports teams, groups in a squadron – if you're part of the clique or 'in' group."

— Academy Upperclass Man

Other felt that accountability was low, but that this was also an issue in the civilian world and the situation was better at the Academies than in civilian colleges.

"I think it's because of policy, but the percentage of perpetrators who are actually prosecuted is miniscule. Even when they are convicted, the sentencing is not nearly what it should be."

— OCS/OTS Faculty/Staff

"I have no confidence that someone would be held accountable, but that's in the military and civilian side. It has nothing to do with the military."

— OCS/OTS Faculty/Staff

"From being at another school, I'm definitely more comfortable with people handling it here than at other colleges."

— Academy Faculty/Staff

Regardless of the final outcome, cases can take a long time to move through the system.

"When things are investigated it takes SO long. You have to help this [Service member] or this person get back to normal but it's taking six months or a year to see the case through."

— OCS/OTS Faculty/Staff

Accountability (i.e., facing consequences) was seen as a key deterrent to sexual harassment and sexual assault.

"It's accountability. When someone pees in a cup and they come back hot, they get kicked out. When someone is sexually assaulted, we blame all of that and not the person who was the perpetrator. If we just kicked them out, it wouldn't happen."

— OCS/OTS Faculty/Staff

In discussing this topic, a number of participants seemed focused on the potential for false reports, mirroring the experience of one faculty member.

"I think, from the [students'] perspective, we get a lot of questions in this area, their perception is the position that people are getting punished and those people weren't guilty, that they didn't do it. They're more concerned with people getting punished unfairly. And we had to expel them. Where people got kicked out or court martialed. They hear those stories, and you have to explain to them that [the military criminal investigation organization] came and did a whole investigation, and yes, it is fair, and no one else is getting punished unfairly."

— Academy Faculty/Staff

Publicizing Outcomes of Sexual Assault Cases

DACOWITS has previously recommended publicizing the disposition of sexual assault cases. Similar to participants in past research on this topic, participants at the Academies and OCS/OTS felt that publicizing the outcomes of cases would show that the Services are taking this problem seriously, enhance reporting, and deter potential perpetrators.

Not publicizing outcomes contributes to a perception that people are not being held accountable for sexual assault.

“A [senior NCO] was found guilty; he wasn’t awarded the recommended punishment of separation, but he lost rank and money, he was transferred away. It was not publicized, so the class involved and the rest of command didn’t know that this individual was held accountable.”

— OCS/OTS Faculty/Staff

“When we don’t know the result it’s hard to have faith in the system. So it’s done because of the victim. But at the end you should know about the perpetrator, especially if they are found guilty. You don’t see that in the end.”

— OCS/OTS Faculty/Staff

“Some commanding officers were pushing back against the desire to take away commanding officers’ discretion for sexual assault decisions. They could do that across DoD, they can say this is the recommended punishment, they can say this is what’s going to happen, but until the majority of the 300,000 people can say they have seen command hold people accountable for these actions, they won’t believe it.”

— OCS/OTS Faculty/Staff

Providing information helps stem rumors.

“The old CO would talk to us about things that were going to show up in the media. He would call us all into the auditorium. He would approach it head front. This is what’s going on and this is what I can tell you. We had some PME [Professional Military Education] and some town hall meetings. It brought us together and closed that divide.”

— OCS/OTS Faculty/Staff

“I’m not saying that you need all the details. Rape cases are really private. But I think it’s important that they tell you what they can. Say, ‘Here are the facts.’ That’s how the vicious rumors happen – you don’t know the facts. You have the company officer tell you what happened, and you’re more prone to stop rumors.”

— Academy Upperclass Woman

Sharing outcomes during training makes it more effective.

“When I teach my students about the SAPR system, I go through the JAG docket, and I show them every single case that’s out there, that it’s an issue that’s being pursued. But I don’t know where to look to see the results, to see what actually happened....I’m at a disadvantage when I can’t show them that this is what happens to this person when they’re accused of sexual assault, when I can’t pull up some article

somewhere about that. There are a lot of officers getting released for that and not getting punished for their crimes. It would make it more effective when I teach them how the [Service] is dealing with the problem.”

— OCS/OTS Faculty/Staff

Promoting outcomes also has the potential to help victims.

“I understand protecting the one assaulted, but it still keeps it hushed and quiet. We don’t talk about it. I do a lot of counseling with assault victims. They think they are the only ones. They think it’s their fault. I wish we could have a support group. We can’t do that for privacy. It kind of hurts, especially Academies where they live together. Trying to bring them together to know they aren’t alone.”

— Academy Faculty/Staff

Summary: Prevention of Sexual Harassment and Sexual Assault

Incidence of and Risk and Protective Factors for Sexual Harassment and Sexual Assault

Generally, focus group participants shared that sexual harassment is a more prevalent problem than sexual assault. OCS/OTS participants indicated that sexual harassment and sexual assault was uncommon due to the demands of the training environment, while at the Academies participants indicated that sexual harassment was much more common than sexual assault. Participants rarely spoke of unwanted sexual advances or quid pro quo forms of sexual harassment; rather, they spoke mostly of crude jokes or sexist comments that contributed to a hostile work environment. Many Academy participants expressed that the incidence of sexual harassment and sexual assault was similar to or lower than at civilian colleges but that the Academies were more scrutinized. OCS/OTS participants perceived that the incidence of these problems was higher in the unit/fleet than at the training site. Participants revealed an assumption that sexual harassment and sexual assault was perpetrated by males on female victims, with only a few participants mentioning same-sex harassment or assault.

Perceptions on progress made in preventing sexual harassment and sexual assault varied among focus group participants. Several participants at the Academies talked about ways in which the culture has improved for women, including lower incidents of sexual assault and sexual harassment. Despite some optimism about changes for the better, others expressed disappointment with how little the environment had changed over time. Participants talked about the negative impact that incidents of sexual assault and sexual harassment had on recruiting women, both in scaring away women and their parents from the Services and in harming the military’s image.

Particularly at the Academies, sexual harassment was perceived as being driven by a combination of factors, including immaturity of the students, trying to fit into a male-dominated culture that is shaped by sexism both within and outside of the military, and the lack of boundaries between work and life. Academy students in particular have difficulty with the overlap between work and life; while OCS/OTS candidates are only in the training environment for a relatively short period of time, Academy students spend years together, and it is difficult for them to maintain a professional mindset for that length of time. In general, Academy upperclass students and OCS/OTS candidates tend to be more mature and, as such, they seem to be more aware of professional standards and have more confidence in speaking out against inappropriate behavior.

Participants believed that standards of professionalism and respect remind individuals that they are in a work environment and reduce problems; immediate corrections and policing of inappropriate behavior helps maintain these standards. Leaders, including older students, faculty, staff and coaches, can play a role in correcting behavior and emphasizing the seriousness of training and the issue of sexual harassment and sexual assault generally. While men often listen more to male leaders, the presence of women leaders can contribute to a more professional environment. Particularly at OCS/OTS, candidates talked about the influence of severe and certain consequences and the restrictions in the training environment as deterrents to sexual harassment and sexual assault.

Many participants at the Academies talked about the role of alcohol in contributing to sexual assault problems. Alcohol contributes to the incidence of sexual assault by reducing impulse control among perpetrators and increasing the vulnerability of victims. Furthermore, underage drinking or drinking outside the limits of the military's rules decreases bystander intervention and reporting of assaults by victims due to concerns about getting in trouble for alcohol use. Some participants thought that excessive drunkenness among upperclassmen weakens their ability to lead younger students and to hold them to professional standards. Students and some faculty perceived that the strict environment at the Academies contributes to binge drinking during limited liberty time, and participants proposed increased liberty and alternate alcohol-free activities. Smaller and more tightly knit organizations where students feel like family are perceived to have fewer problems than larger organizations, as students watch out for one another, although a "family" dynamic may counter professionalism to some degree.

Leadership, Policies, and Training

The Committee asked participants what they could do as leaders to prevent and address sexual harassment and sexual assault. Participants talked mostly about how they would set the tone of their command by having zero tolerance for inappropriate behavior, modeling good behavior as a role model, creating an environment of professionalism, respect and empathy, and engaging with their subordinates.

Participants at both the Academies and OCS/OTS mentioned several policies that were in place to prevent sexual harassment and sexual assault, including rules against fraternization, keeping doors open with non-roommates present, locking doors at night, night watches, liberty restrictions, and regulations on touching trainees as part of correcting uniforms or equipment. In addition, participants said that sexual harassment and sexual assault training was conducted frequently, and they generally felt the training had improved in recent years. Participants believed that the most useful training was conducted in small groups that drew upon realistic experiences, and that training on bystander intervention and how to respond to reports was particularly valuable. Focus group participants feel that training is needed to teach men how to professionally interact with women; young men often take away an unintended message from training that they should avoid interaction with women. While most training that participants had attended was gender segregated, those who had attended mixed-gender training advocated for its potential benefits in improving understanding between genders. Faculty expressed a need for more training related to reporting.

Reporting and Accountability

Although many focus group participants felt that students and candidates were increasingly comfortable reporting sexual harassment and sexual assault incidents and many participants noted that there were abundant options for reporting, they also believe that significant barriers to reporting remained. These barriers included stigma associated with reporting as a victim of sexual assault or sexual harassment, distrust in the system, a perception that little or no consequence for the perpetrator will result from the report, and lack of anonymity in reporting. Women participants noted that they were more likely to report an incident when they had some personal connection to the person taking the report (i.e., can put a face to the name) rather than just having a phone number or other impersonal resource. Some participants believed that having women leaders may help facilitate reporting and that coaches and faculty need additional training on reporting procedures.

In general, focus group participants perceived that sexual assaults were handled swiftly, and they had positive things to say about the local sexual assault response teams. Sexual harassment was seen as being taken less seriously than sexual assault, and furthermore, less seriously than other offenses, such as not meeting physical fitness or academic standards. Several participants expressed dismay at the number of high-profile cases that had been overturned by command and hope for proposed changes in the system that were being discussed before Congress in spring 2013. DACOWITS has previously recommended publicizing the disposition of sexual assault cases. Similar to participants in past research on this topic, participants at the Academies and OCS/OTS felt that publicizing the outcomes of cases would show that the Services are taking this problem seriously, enhance reporting, and deter potential perpetrators.

Assignments Focus Group Findings: Accession of Women into The Officer Corps

The Assignments Working Group is interested in efforts on the part of the Services to ensure that the military has the strongest possible pool of highly qualified individuals to meet the need for leadership in the coming years. Ultimately, the group would like to examine the existence and effectiveness of outreach and recruiting of women across officer commissioning sources: Service Academies, ROTC programs, OCS/OTS and direct appointments. This year's research focused on Service Academies and OCS/OTS programs. Findings from groups of Academy students, OCS/OTS candidates, and faculty/staff are intermixed, as themes were often overlapping. When a theme applies more strongly to some groups than others, this is noted. This chapter provides a summary of the 2013 DACOWITS focus group discussions on the topic of accession of women into the officer corps and is organized into the following sections:

- Factors Influencing Officer Accession
- Recruitment of Women Officers
- Women in Leadership Roles

A summary is included at the end of the section.

Factors Influencing Officer Accession

In focus groups with students/candidates, DACOWITS asked participants how they had arrived at their current commissioning source, including what factors had influenced their decision to join the military and their selection of a Service and commissioning route. Participants were also asked about perceived gender differences in the influencing factors and if the 1994 Combat Exclusion Policy had impacted their decision. In focus groups with faculty/staff, DACOWITS asked about gender differences in how men and women had come to be at the Academy or OCS/OTS.

Family/Friends

Several participants, particularly women, had family members, friends, or neighbors who currently or previously served in the military and encouraged or inspired them to join. In addition, some non-military parents encouraged their children to attend a Service Academy.

Parents Who Served

Women in particular often mentioned having parents who had served. In most cases, the military experience of parents was inspirational to them.

"My dad was in the [Service] for 34 years, and I wanted to do what he did."

— Academy Upperclass Woman

"There was never any question that I would go in. My dad was in Vietnam, and he said if I went into the military it should be the [Service]."

— OCS/OTS Candidate Woman

"I joined the [Service] because I have family – all males; every male in my family. All officers as well. I wanted to be the first female in the family to do it."

— OCS/OTS Candidate Woman

For other participants, having parents in the military initially turned them away from joining the Service.

"I was never interested at first. Both parents were in, and I moved all my life. I actually just wanted to get as far away as possible...I was pretty burnt out on it."

— OCS/OTS Candidate Woman

"My dad graduated from here. I was not considering military at all. I applied because I felt bad for him... but I realized it was a good fit for me...after visiting here, I liked the people here; they were like me."

— Academy Upperclass Woman

Other participants had parents who pushed them to join the military, often against their initial desires. This finding was exclusive to Academy students.

"My dad was in the [Service]...I didn't want to come here, but my dad was bugging me. He brought me to the summer seminar, and then I was like, 'Okay, I'll go,' and then of course I ended up going here."

— Academy Upperclass Woman

"Both of my parents were in [Service 1] and my sister is in the [Service 2]...My mom was pushing it on me."

— Academy Upperclass Woman

Siblings

Siblings in the military were also common factors in the decision to join. This was more common among women than men and among Academy students than OCS/OTS candidates. Siblings informed participants of the existence of the Academies and often inspired the participants to serve.

"I have an older brother who graduated two years ago. That's how I found out about it."

— Academy Underclass Woman

"My brother is a junior here. He's my main motivation to be here...I wanted to go where he did. This place didn't interest me at first, but he talked me into it."

— Academy Underclass Woman

"When my sister was applying to colleges, my dad suggested she look into the [Service] because she was interested in engineering and it has a good engineering school. She thought it was a joke...In the year before I was applying for college, she went into the enlisted of [Service], and I saw it had a positive influence on her so I looked into it also."

— Academy Underclass Woman

"Six of my females have had siblings graduate in the last two or three years, or they are currently students here."

— Academy Faculty/Staff

Grandparents and Other Relatives

Grandparents, uncles, and other relatives in the military often inspired participants whose parents had not served.

"Both of my grandparents came here, and I went to all their reunions. They were all close with their classmates."

— Academy Upperclass Woman

"Well, my granddad...sharing stories, it was kind of cool."

— Academy Upperclass Woman

"One uncle was Army, one was Air Force, one was Navy, and my Grandpa was Air Force too."

— OCS/OTS Candidate Woman

Spouses

A few participants mentioned having a spouse who was currently serving in the military or had recently served. This was exclusive to OCS/OTS candidate women.

"I've seen the enlisted side with my husband, the warrant side with dad. I wanted to try the officer side."

— OCS/OTS Candidate Woman

"My husband...When he decided to get out, I decided it was something to pursue."

— OCS/OTS Candidate Woman

Parents with No Military Background

Some parents without military experience were influential in Academy participants' decision to join the Service, though this was not mentioned among OCS/OTS candidates. In some instances, parents had wanted to attend the Academies when they were younger. In other cases, parents recommended the Academies for strong academics and good job prospects following graduation.

"Originally I didn't want to come. My parents made me, but now I love it... Now that I'm here I really do love it. I think they knew I would love it."

— Academy Underclass Woman

"I wanted to study Arabic. No family of military. My dad said you can go to military school for linguistics...I thought my dad was wise so I listened to him...I would describe it as falling in love. From then on, I loved it."

— Academy Upperclass Woman

Personal Friends, Family Friends, and Neighbors

Several participants, particularly at the Academies, were influenced by friends in high school, family friends, or neighbors who had served in the military or were attending a Service Academy. Oftentimes, these individuals informed the participants about the military and inspired, or pushed, them to consider joining.

"I only knew because I had a friend going to college with me doing ROTC and suggested I do OCS."

— OCS/OTS Candidate Woman

"There was another female at my school who wanted to come here. She didn't get accepted; she did ROTC, but nevertheless it got me interested here."

— Academy Underclass Woman

"Two of my neighbors were in the [Service], and the kids I went to school with, they were military brats... it wasn't a community where the military wasn't a thing to strive for...It was part of my life."

— Academy Underclass Woman

Personal and Career Factors

Participants mentioned internal motivations or the draw of the educational and career benefits the Service offers as influencing factors in their decision to join.

Desire to Serve

"I feel like the military and [Service] is the best way to serve my country."

— OCS/OTS Candidate Woman

"I wanted to do something that had a purpose. Joining the military was on the top of my list. If I can reach out and help more people, that's what I want to do."

— Academy Underclass Woman

"Sense of duty. I felt my civilian role wasn't enough, and I wanted to contribute."

— OCS/OTS Candidate Woman

Drawn to the Challenge and Discipline

Participants reported being drawn to the challenge and discipline of the military lifestyle. This was reported more by women than men. It was also mentioned more often by Academy students than OCS/OTS candidates.

"The challenge of the academic environment combined with military things. That was appealing to me because I knew if went somewhere else and wasn't challenged I wouldn't be as motivated. I knew I would excel under stress."

— Academy Underclass Woman

"I wanted structure. I was turned toward the Academies. I wanted a challenge also."

— Academy Upperclass Woman

Monetary Benefits

Academy students mentioned attending the Academy for a free education. Similarly, some OCS/OTS candidates joined, in part, to pay back their student loans.

"Part of it was definitely the fact that it was free. I knew it wouldn't put my parents into debt."

— Academy Upperclass Woman

"I'm going to go with money. I'm the oldest. I have two younger sisters after me, and my mom is a single mom...I went here to not put her under that stress. It was a big burden lifted...My friends were all like, 'Why?' I was like, 'It's free college for doing pushups.'"

— Academy Underclass Woman

"I met my husband in college...We had civilian jobs, but we couldn't pay our student loans."

— OCS/OTS Candidate Woman

Training and Job Opportunities

"...the opportunities here that you don't have at normal universities. The caliber of speakers and the things we do."

— Academy Underclass Woman

"Mine was a lot of things. The clubs, military, fitness, academic stuff, jump program, flying program. I didn't want to have to search for things I wanted to be involved in."

— Academy Underclass Woman

Career Skills

OCS/OTS participants often mentioned that career skills gained through the military were a big factor in their decision to join. Many specifically mentioned security clearances and leadership experiences. Several participants had recently graduated college and were finding it difficult to obtain a career in the civilian workforce without these skills.

"I joined...for the experience in the civilian world – leadership, security clearance, military benefits."

— OCS/OTS Candidate Woman

"I joined for leadership roles...There's no other organization in the world like it. The experiences you gain from it cannot be obtained elsewhere."

— OCS/OTS Candidate Woman

"After graduation and looking at the job market I couldn't get a job in my field. I wanted to be in intel. I found out the only way to get in is the military...It will open my options."

— OCS/OTS Candidate Man

Job Security

Job security was a factor mentioned by both Academy students and OCS/OTS candidates.

"The other part was that at the time the job market was bad and I knew I would have a job. Seeing my friends graduate and go to job fairs, I knew what I was going to do."

— Academy Upperclass Woman

"I knew I didn't want to go to normal college. I didn't really see the point. Here you're working towards something rather than living with your parents again."

— Academy Underclass Woman

"I think, it's a guaranteed job...I'm a PE major. I'm not going to make a lot being a teacher."

— OCS/OTS Candidate Woman

Impact of the 1994 Combat Exclusion Policy

Participants were asked if the 1994 combat exclusion policy factored into their decision to join the military or their decision to select a Service. A large number of participants, particularly at the Academies, had never heard of the policy. Of those who were familiar with it, most reported that the policy did not impact their decision.

"For me, I didn't come here with a Service selection in mind. That wasn't a part of my decision; it played no role."

— Academy Upperclass Woman

"I mean I was aware of it but it didn't affect my decision."

— Academy Upperclass Woman

"It didn't change my decision but it made me more excited to join the [Service] because they are welcoming to females. It's really important to me."

— OCS/OTS Candidate Woman

For OCS/OTS participants, the combat exclusion policy did not affect their decision to join but did affect their career field preference upon commissioning.

"It didn't impact my decision to come in. I would have any way...It did impact what I will go for in branching...I put field artillery in my top three because of that. It would be interesting to be at forefront of this."

— OCS/OTS Candidate Woman

"It wasn't a factor for me wanting to join but it's been...a part of what I want to do since."

— OCS/OTS Candidate Woman

A few participants indicated that the openness of the positions in the Service they chose factored into their decision, though none indicated it was a major factor.

"I like that there was no exclusionary rules in the [Service], that women can do anything. That was a big deal for me...It was a big positive...It was nice knowing I could do anything I wanted when I left."

— Academy Underclass Woman

"I like that the [Service] has options open for women and they keep standards the same pretty much. If you can meet them, go do it."

— OCS/OTS Candidate Woman

Among participants at the Academies, a few indicated that the policy impacted their parents' willingness to let them join. In this case, the exclusion from combat was seen as a benefit.

"For my family, with no military...It took a lot to get my mother's blessing to come here for school. One of the points my swim coach used to convince her was that I wouldn't be in a combat role."

— Academy Upperclass Woman

"That's what won my mom over. My mom said no to the military. My dad was like look at the [Service] – less combat contact."

— Academy Underclass Woman

Consideration of Other Services/Commissioning Routes

Most participants reported considering other Services and commissioning routes, though which other Services/routes they considered and the decision making process were different for Academy students and OCS/OTS participants.

Academy Students

Students at the Academies often focused primarily on the selecting from among the Academies, with ROTC as a secondary option.

"It was between this and ROTC, and this is a better opportunity."

— Academy Underclass Woman

"I also applied for the ROTC option. I got in, and I had a tough decision to make... Mostly I chose this because of the unique experiences. I wanted something special for myself, and to challenge myself and see what I could do, basically."

— Academy Underclass Woman

"I figured if I was going to do the military, I wanted to be fully committed. I felt that you're always half and half with ROTC."

— Academy Underclass Woman

Academy participants selected their Service based on visits to the Academies and the variety of career fields offered by each Service, just as individuals would select a civilian college based on campus visits and the educational offerings.

"I knew I could choose from all three Academies, and this one was the most appealing... I visited [Service Academy] and visited here, and I liked it here better."

— Academy Underclass Woman

"Before I came here I applied to the [Service 1] Academy also. I had both packets. In high school, I was interested in nuclear technology and engineering. Part of why I went here over [Service 1] was that in the [Service 1] women could not do subs and I wanted that. It wasn't a huge part of decision. I was always leaning [Service 2]. It was like the extra push."

— Academy Upperclass Woman

"I was originally interested in the [Service 1] because of aviation. But then I looked into [Service 2] because they had more opportunities. [Service 2 Academy] won out when I went to... summer camps."

— Academy Underclass Woman

OCS/OTS Candidates

Candidates considered a wider range of commissioning routes (e.g., ROTC, Academy, direct commission). Many expressed that they had always wanted to join but had not done so earlier in life, for a variety of reasons.

Participants who had considered attending one of the Service Academies often reported not doing so because of family, the desire to experience a civilian college, or not being admitted to the Academy.

"In high school I wanted [Service Academy], but my dad said no because I had a scholarship in a civilian school."

— OCS/OTS Candidate Woman

"I started an application for the [Service Academy], but I wanted to go to school first. I didn't finish the Academy application."

— OCS/OTS Candidate Woman

"I was trying for the [Service Academy]. I was initially declined or something...I wrote it off to begin with and stopped looking at that point. It wasn't until later in life that I started looking again."

— OCS/OTS Candidate Woman

Some mentioned looking into ROTC in college but not doing so due to late applications or lack of time.

"I was a few weeks short of joining ROTC. You have to join before you enter your junior year...I called a few weeks too late. I was just short of it. They said I could do it in grad school, so that was my backup plan. I was going to get there one way or another."

— OCS/OTS Candidate Woman

"I think the time here is what allows a lot of that to happen. I was working full time and part time and going to school full time. ROTC would have been impossible. I always wanted to join, so waiting til after degree was the better route."

— OCS/OTS Candidate Woman

A few considered direct commission options or Green to Gold (for prior enlisted) but chose OCS/OTS because it is a quicker process.

"I was interested in that program [JAG] as well but the process is so long and arduous. It's difficult to hold on for a potential spot when you don't know if it will happen, from initiation process to completion."

— OCS/OTS Candidate Woman

"I was looking into Green to Gold for Active Duty, but then I got too far into my degree and when I completed it I didn't want to get a master's."

— OCS/OTS Candidate Woman

Candidates often chose their Service based on their ability to find a recruiter willing to assist with an OCS/OTS package and the variety of jobs offered by each Service.

"I went to the [Service 1] and the [Service 2] office. [Service 2] didn't call me back or answer my calls, were never in the office. [Service 1] was great. He worked with me to find something that would make me happy."

— OCS/OTS Candidate Woman

"[Service 1] never called me back. The [Service 2] was what I looked at first to please my dad. They were fine but they didn't have a variety of jobs. It was you will be this and that's all you can do. I wanted more variety. [Service 3] was similar - nuclear officer or something else but they couldn't tell me what else...[Service 4] was the first that laid out options for me, let me know what was available. Interested in talking to me. That's why I chose [Service 4]."

— OCS/OTS Candidate Woman

Consideration for Enlisting

Some Academy and OCS/OTS participants considered enlisting instead of commissioning. Family members, friends, and recruiters were often mentioned as influencing them to commission instead.

"I wanted to enlist, but my parents were not having that...I had an enlisted mindset that got rerouted."

— Academy Upperclass Woman

"I thought about enlisting instead of OCS to have more say in my [job specialty]."

— OCS/OTS Candidate Woman

"I went in to talk to an enlisted recruiter because that's what was in my home town. They got me in contact immediately with an officer recruiter. They worked with me to get my package in, to get everything set and ready."

— OCS/OTS Candidate Woman

"I walked into the recruiter and the first thing he asked was 'do you have a degree?' I was like 'um, yes.' I thought it was a weird question. I initially went in just to [enlist]."

— OCS/OTS Candidate Woman

Gender Differences

When asked about differences in how men and woman came to the Academy or OCS/OTS, the majority felt the influencing factors and recruitment process for men and women were similar.

"Most had similar stories to us – family or to serve country or money or sports. Not really anything different."

— Academy Underclass Woman

"I've seen a lot of similarities. You can find others here with similar stories, and find guys with similar stories, especially some of us waiting a long time to get here. No gaps there."

— OCS/OTS Candidate Woman

"We've had these conversations about how you came here. I've never heard anything different from the females. We met with the same people, got the same information."

— Academy Upperclass Man

Some participants indicated a belief that women are sometimes accepted based on gender quotas.

"It might not be true, but there's sometimes the notion that women are accepted just because they're women and because they need to fill a certain quota."

— Academy Underclass Woman

"I heard several male...candidates who waited for several years. I got mine approved on the first board...I know several male candidates who are more qualified, they have experience and an engineering license. I only have a training license."

— OCS/OTS Candidate Woman

"Through indirect anecdotal stories I hear, I'm told they have to turn away many qualified applicants because they have a quota...they need to find that one female that wants to be a pilot or a lawyer."

— OCS/OTS Faculty/Staff

Some OCS/OTS candidates, especially men, and some Academy faculty/staff noted that many women are prior enlisted.

"A lot more are prior service, from other Services or branches. Only three or four college ops."

— OCS/OTS Candidate Man

"Some females are prior enlisted as well and were recruited to come here. I don't know how that works. I think that leadership notices that they're doing well and will recommend them. That's based on conversations with female [students]."

— Academy Faculty/Staff

Some participants felt a larger percentage of the women had been recruited for sports.

"My squad has four girls. Three were intercollegiate athletes. That's one way to get girls. Three of four is pretty big."

— Academy Underclass Man

"A lot more women tend to have more leadership or athletics and the guys are more boy scouts or Eagle Scouts but less athletic background."

— Academy Faculty/Staff

Recruitment of Women Officers

DACOWITS asked participants about the communications they experienced with the Academy or OCS/OTS during and after the application process and their perceptions of the efforts to recruit them to the Academy or OCS/OTS. Faculty/staff focus groups were asked about efforts they are aware of for recruiting women, including identifying potential recruits, recruiting them, and keeping them at the Academy or OCS/OTS through graduation. In addition, participants were asked what the military could do to recruit more women officers.

Active Recruitment

Aside from athletes, few participants reported being actively recruited for the Academy or OCS/OTS.

"You had to pursue it yourself. Nobody reached out to you."

— OCS/OTS Candidate Woman

"There wasn't much active recruitment, if anything. The application process is set up to discourage someone who's not fully committed to coming here."

— Academy Underclass Man

Faculty/staff were often unaware of any efforts to recruit women specifically, though a couple faculty/staff participants at the Academies reported that athletics was the most active area of recruitment for women.

"The one thing that I've noticed is that I think the athletic realm actively recruits women. I don't know another realm that recruits women."

— Academy Faculty/Staff

Awareness of the Academy or OCS/OTS

Participants reported several means for finding out about the military. Most sources differed between Academy students and OCS/OTS candidates. One factor mentioned by both was doing Junior Reserve Officer Training Course (JROTC) in high school, though this was more common among Academy participants.

"I applied here because I got into JROTC in high school and fell in love with it."

— Academy Underclass Woman

"I was in JROTC. Whenever I saw a recruiter I would go up and talk to them."

— OCS/OTS Candidate Woman

Academy Students

In addition to factors mentioned in previous sections (family, friends, prior enlisted, athletics), visits to high schools and online searches were also mentioned as ways of learning about the Academies. A few Academy students mentioned a representative or student from the Academy visiting their high school. Faculty/staff participants from the Academies also reported high school visits as a recruitment and outreach method used by the Academies.

"I think the program where we send cadets...in conjunction with the admissions department back to their hometown...if they do well on that it can make a huge impact."

— Academy Faculty/Staff

A few found out about the Academies through online searches, especially when searching for schools offering particular academic majors.

"I found a flyer on it. I had to go to another school and talk to person in auxiliary. My admission counselor had no idea what this was and I live an hour and 15 minutes up the road. It's all on you to find sources."

— Academy Upperclass Woman

"I found it online. I knew I wanted to do engineering and the Academy came up."

— Academy Upperclass Man

OCS/OTS Candidates

Candidates generally did not report on how they found out about OCS/OTS, aside from factors already discussed (family and friends, prior enlisted). Many participants had always wanted to join but had not done so earlier in life for a variety of reasons, many of which were reported earlier in the section on consideration of other Services/commissioning routes.

"It's something I always thought about doing and the timing seemed right."

— OCS/OTS Candidate Woman

"I planned to come a long time ago. I joined late in life; I first went to college and then got a master's."

— OCS/OTS Candidate Woman

"I wanted to serve my country but my parents were kind of against it. I never got around to JROTC. I looked into the Academies...Looked into OCS and thought it might be a good fit for where I was."

— OCS/OTS Candidate Woman

Prior Enlisted Participants

Prior enlisted participants reported their own concerns regarding the recruitment and application process. Most perceived a lack of knowledge on the enlisted side about the options available for commissioning and how the applications for the various options are to be completed.

"With prior enlisted people...it's a very arduous and difficult process. There isn't a lot of information for enlisted people. No one on my ship knew about it. As for the application process for the enlisted, no one knew what was going on. No one knew you could go to the Academy. I had a strong lack of support. Talking to people since coming here, for all of us it was hard to finish the application process."

— Academy Underclass Woman

"I got a lot of encouragement but nobody knew [what to do] in making the packet."

— OCS/OTS Candidate Woman

Communications During the Application Process

Participants from the Academies and OCS/OTS had different experiences with communications during and after the application process.

Academy Students

Several participants reported receiving little or no communications from the Academy during the application process.

"They don't really communicate too much. They put the application online and then it's on you to open communication...A lot of people never spoke to an admissions officer."

— Academy Upperclass Woman

"I never heard from anyone the entire time, from start to finish."

— Academy Upperclass Man

A few students were contacted by representatives from the Academy after indicating interest.

"When I first signed up to get the mail updates, I had three [recruiting officers] jump on me since no one from my high school had gone to a Service Academy...It wasn't easy, but having all the people from here who had graduated who knew what to do made it a lot easier."

— Academy Underclass Woman

"When I showed an interest in the [Service], a representative, a lieutenant came in and talked to me and my friend who was interested. I don't know how that was communicated and how he knew to come to our high school."

— Academy Underclass Woman

Participants from one Service Academy were specifically asked if the representatives who contacted them were helpful. Most reported positive experiences.

"For me, it was all my [recruiting officer]. He sent me text messages every other day...He helped me get into summer seminar and candidate visit weekend. He was very involved in that process, even though he never went here."

— Academy Underclass Woman

"My [recruiting officer] was incredibly helpful."

— Academy Upperclass Woman

In contrast, a couple of participants had neutral or negative experiences with their representatives.

"My [recruiting officer] said I wouldn't get in; the only way I got in was through connections with [senior officers] and other places."

— Academy Underclass Woman

OCS/OTS Candidates

Many candidates reported experiencing a long and difficult application process, with a strong need for the applicant to play an active role in completing paperwork and monitoring progress. This process was often quicker for those in the Reserve Components and those who were prior service.

"[My recruiter] dropped the ball on a few things...I went to MEPS three extra times. It was always a paper-work issue. I called him every day to keep on top of it."

— OCS/OTS Candidate Woman

"Until I got selected and had my date set, it was always me checking in and me putting in all the effort, me having all the forms done. There wasn't a lot of help with that. There wasn't a lot of reaching out."

— OCS/OTS Candidate Woman

Several candidates encountered recruiters who did not know how to complete officer packets. Particularly within one Service, participants were the first candidate packets their recruiters had completed.

"Recruiters did not have information. They didn't know what to tell me."

— OCS/OTS Candidate Woman

"With regs changing they aren't as up to date. They put in 10 to 15 enlisted packets versus one OCS. They don't have the information and know-how to help you all out."

— OCS/OTS Candidate Woman

A couple candidates encountered recruiters who were unwilling to help them complete officer packets.

"I went through a couple of recruiters to find one to work with me to put me through to OCS."

— OCS/OTS Candidate Woman

"I tried to contact a recruiter, and they said they wouldn't help me. I tried someone else and they wouldn't help me either. I would leave messages, and it turns out that the recruiter was at [military installation 1], and I went there and he said I wasn't part of his area, and they sent me to [military installation 2], and they said that I didn't fall under them either. When I did get ahold of somebody, they laughed at me and said that I had two weeks to put in my packet."

— OCS/OTS Candidate Woman

In contrast, some candidates reported positive experiences with their recruiters.

"I had a great time with my recruiter...I put in all my paperwork on time...He was super helpful. I wouldn't be here without him."

— OCS/OTS Candidate Woman

Not Accepted on the First Attempt

Several participants were not accepted the first time they applied to the Academy or OCS/OTS. Those from the Academy went to prep school or attended other colleges and re-applied the next year. Some were offered prep school, while others made the decision to attend on their own.

"The Academy sent me to prep school."

— Academy Underclass Woman

"I didn't get in, so I went to prep school...It was my choice, they didn't offer me prep school."

— Academy Upperclass Woman

"I worked hard in high school to get in. I didn't get in the first time, so I went to another college for a year and reapplied after one year in college."

— Academy Underclass Woman

Some who were not accepted chose to enlist and then applied through OCS/OTS later on.

"I tried to do OCS, but everybody was flooding it because of the economy; it was extremely competitive in 2008. So I wasn't going to do it, but I wanted the benefits so I joined enlisted. I got help from the inside, they had mentorship program, that's how got in now."

— OCS/OTS Candidate Woman

"I applied twice as civilian in college and didn't make it, but I got in my first try as enlisted."

— OCS/OTS Candidate Woman

Other participants who did not get accepted to OCS/OTS chose to reapply.

"Once my packet was in, I was not accepted the first time. I had to wait six months and do it again. I got accepted the second time."

— OCS/OTS Candidate Woman

Suggestions for Recruiting More Women Officers

More Women Recruiters

Several participants mentioned a need for more women recruiters. In particular, participants suggested women recruiters who would dispel the stereotypes that women in the military cannot be feminine and that it is impossible for a woman in the military to have a family and a career.

"I think that the best way to raise awareness would be to talk to other female... officers. The majority are always guys, and it's not the same as talking to a female."

— Academy Upperclass Woman

"...more women officers or women enlisted [to] come talk to a school about being a girl in the military... I thought I couldn't do that if I want a family, so it's good to see people talking about how future roles and career balances out."

— Academy Underclass Woman

"I think it would help to have female officers to take people in. Military is a male concept. Having a female in front of you that looks like you would convince you better than a guy talking to you about the infantry."

— OCS/OTS Candidate Man

"The best recruiting tool is female recruiters. They see the other females in the uniform and they are more approachable."

— OCS/OTS Faculty/Staff

Contact with Women Students

Similarly, participants suggested letting high school students speak with women students at the Academies. Participants reported positive experiences with talking to women Academy students during the recruitment process and personal accounts of talking to high school students about the Academies. This finding was specific to participants at the Academies.

"...they had this admission forum...It's just an admissions representative doing a PowerPoint. And this last trip, we had the idea to get us involved with that presentation...for every slide, he [the admissions representative] spoke about the slide and then had one of the [students] come up and talk about it. It was definitely more interesting. People were more willing to talk about it."

— Academy Upperclass Woman

"For me it helped seeing, meeting some female [students] and meeting them in a non-military environment. I could see myself being you – you're wearing a dress, not in uniform all the time. I think that would help. It reassured me. I didn't have to turn into a guy to come to the Academy."

— Academy Underclass Woman

Highlighting the Opportunities the Military Offers Women

Several participants suggested highlighting the opportunities for women in terms of career variety and leadership opportunities.

"I come from non-military. I had to research and see there were so many different options I could do...People say 'what are you going to do.' I say I can do almost anything – you could be a doctor. A lot were really shocked that those options are available."

— Academy Underclass Woman

"I think for women, this is a better opportunity to get into a leadership position...Younger women today have more opportunities to get to a leadership role."

— Academy Upperclass Man

Better Recruiter Training

OCS/OTS candidates, particularly within one Service, suggested better training for recruiters on how to complete officer packets. Faculty/staff from another Service also expressed a need for better recruiter training, including the need for recruiters to convey more realistic expectations to recruits.

"Teach recruiters to work with females and not turn them away."

— OCS/OTS Candidate Woman

"...recruiters need to do a better job of explaining...People show up and the job is different than what the recruiters told them and they leave. In terms of complaints, it's that recruiters are not getting the right males or females here."

— OCS/OTS Faculty/Staff

Other Suggestions

Other methods for recruiting women officers that were suggested by fewer participants include:

- Include women in advertisements
- Target enlisted women, JROTC women, and collegiate athletes
- Open additional jobs to women
- Eliminate the sexual assault/sexual harassment stigma
- Promote the ability for women to have a career and a family
- Have separate recruiters for officers
- Publicize OCS/OTS more

Women in Leadership

DACOWITS asked students/candidates how important it is to have women in key roles at the Academies and OCS/OTS. In addition, the Committee asked faculty/staff about the role of mentorship in keeping women at the Academies or OCS/OTS and what tools the Academy and OCS/OTS provide (or should provide) them for serving as good role models for women.

Importance of Women in Leadership²

Most participants felt that having women in leadership roles is important. Several indicated that women have a different leadership style. Women noted the importance of having effective leadership styles from women to look up to, while men noted the importance of experiencing the different leadership styles and perspectives women bring.

"I think men and women have fundamentally different leadership styles...I think it's good to have those examples of females being leaders, to show me how to be a leader that men will respect as a female."

— Academy Upperclass Woman

"It's just important for us to have women as inspiring, but from the male end, it's important for respect. The majority of guys aren't like this, but some are cocky and it's good to remind them."

— OCS/OTS Candidate Woman

"...women try to lead like men. And women need to lead like women...I want a role model who is a lady in a man's world. It won't work if you're a woman trying to operate like a man."

— Academy Upperclass Woman

"I think not just for women, but for everyone, you'll get a different leadership style from a female than a male, and with just one gender it's great, but with both it will be more beneficial for developing your own leadership potential and growth."

— Academy Underclass Man

² Some of the Academies and OCS/OTS locations had women in top leadership positions at the time of the focus groups, while others did not. These differences often colored the discussions. Service-specific information surrounding the specific women in leadership roles at each location are not reported to protect the confidentiality of the participants in those groups.

Similarly, having women in leadership is important for providing mentors and role models to women.

"You need a role model to look up to, a cross section of officers, you need a representative from every group... I don't see it as a 'plus;' I see it as necessary."

— Academy Upperclass Woman

"...with a non-military background, it helped me to have women being in those positions to guide me down a certain path."

— OCS/OTS Candidate Woman

"...it ties back into having female in leadership roles. Now all younger generations will look at that and see it is obtainable."

— OCS/OTS Candidate Woman

"I think that having women in positions of power is a very necessary thing...It was very empowering knowing that they're back there and have the ability to get the job done, that these boisterous men would follow them, and that speaks for itself."

— OCS/OTS Candidate Woman

A couple of women had experienced bad women leaders in the past that had made things harder on women at the Academies and OCS/OTS. For these participants, having women in leadership positions is important but it is also important that the women be good leaders for the women students/candidates.

"I was constantly under pressure from this squad leader. It wasn't a matter of another guy treating me differently but this woman directing her attention at me."

— Academy Underclass Woman

"I feel like they are just angry all the time. They just pick on the female [students]."

— Academy Upperclass Woman

Selection of Women in Leadership

Though more commonly expressed by men, several participants of both genders remarked on the importance of leadership being selected based on merit rather than gender.

"I think it's good there are women in upper levels of leadership, but I disagree with any attempt to place women specifically in leadership positions, other than for merit."

— Academy Upperclass Woman

"It shouldn't be about males or females in the position; it should be the most qualified candidate. I think it creates a lot of cynicism at the school, especially among the guys, and it can kind of hinder the females. Positions should be given to the person who deserves it the most."

— Academy Upperclass Woman

"I think gender shouldn't matter. It should be about leadership."

— Academy Upperclass Man

"It should be based on merit. There shouldn't be a reserved slot. The best qualified candidate who applies – it won't always be a girl, and it won't always be a guy."

— Academy Upperclass Man

Faculty/Staff Preparation for Working with and Mentoring Women

Faculty/staff participants were asked about their roles as mentors and role models, including if they see themselves in those roles and how the Academies and OCS/OTS prepare them to serve as good role models for women.

Importance of Being a Mentor/Role Model

Some see the mentor/role model position as being hands-on; these participants make a concerted effort to speak with women, while others focus on setting a good example in their actions and responding to questions when women come to them for advice. Most often, it was Academy faculty/staff who reported taking a more active role in mentorship.

"I actually pull my women aside each semester, take them out of the building...and out of uniform, and have a frank discussion about my past 15 years, how to deal with the men, the work-life balance, and answer their questions."

— Academy Faculty/Staff

"I make it a point to do mentoring and prep for female [students]."

— Academy Faculty/Staff

"Setting the example, living your walk...I think role models play a big part in their development."

— Academy Faculty/Staff

"I've had female [candidates] come talk to me about being a woman in the military and the struggles they face. To that extent I mentor them when that happens, if they seek it out, but I don't say, 'Come talk to me about being a woman in the military.'"

— OCS/OTS Faculty/Staff

General Leadership Training

Participants reported a gap in the training of officers versus enlisted faculty/staff at the Academies. Officers generally receive formalized training, which was appreciated. Enlisted staff, however, generally receive little formalized training and are expected to rely on their previous experiences, which many feel is not enough to prepare them for the roles they are expected to play.

"...they send us to school for a year...that curriculum we got about professional mentorship, it's really tailored. There's a lot of focus on women and how to engage them. There's a diversity class, a whole semester."

— Academy Faculty/Staff (Officer)

“...we go to a broad framework class dealing with psychology. But there isn’t anything for the NCOs.”

— Academy Faculty/Staff (Officer)

“I think that there is a perception that we’ve been in long enough that we’re supposed to know what to do... and that’s not necessarily true.”

— Academy Faculty/Staff (Enlisted)

“We apply and go through our cliff note training to learn the forms in three or six weeks...we really handle the majority of the issues...get the most contact time with [students] for female issues, for balancing pregnancy and deployment. A majority of it falls to us. We’ve got nothing but experience to give them.”

— Academy Faculty/Staff (Enlisted)

Training for Leading Women

Faculty/staff men were sometimes uncomfortable with women or felt unable to properly address their concerns. Some relied on referring the women to a faculty/staff woman.

“I’m not a female...I have to farm my females out to other people. The question I get most is family-oriented. I’m not in a position to answer what it’s like to be pregnant and fly...It leaves men in a bind not having the staff for that.”

— Academy Faculty/Staff

OCS/OTS faculty/staff from one Service in particular reported difficulty in knowing how to work with women candidates, often because they came from male-only fields. This was echoed by some of the women candidates at that site.

“...coming here to OCS is the first time I’ve worked with women.”

— OCS/OTS Faculty/Staff

“As a male person dealing with females, we still need to know the guidelines for the uniform.”

— OCS/OTS Faculty/Staff

“I feel like they are uncomfortable talking to us. They’re not experienced to females in a professional setting. The way they perceive it is such a daunting task for them. They don’t quite know what to do. It’s more difficult for them.”

— OCS/OTS Candidate Woman

Summary: Accession of Women into the Officer Corps

Factors Influencing Officer Accession

DACOWITS asked participants how they had arrived at their current commissioning source. Several participants, particularly women, had family members, friends, or neighbors who currently or previously served in the military. Family members included parents, siblings, grandparents, spouses, and other relatives. Oftentimes, these individuals served the dual role of making participants aware of the Service

Academies and inspiring them to join. Some participants were introduced to the military by parents who had not served. Participants considered other factors as well, including a desire to serve, the challenge and discipline of the military, monetary benefits, training and job opportunities, career skills, and job security. The 1994 combat exclusion policy generally did not impact participants' decision to join the military, although it did sometimes factor into Service selection or desired career field. The policy also impacted some parents' willingness to let daughters join the military.

Most participants reported considering other Services and commissioning routes, though which other Services/routes they considered and the influential factors in making the decision differed among Academy and OCS/OTS participants. Some participants had also considered enlisting instead of becoming officers. The majority of the participants felt the influencing factors for men and women in the decision to join the military were similar, though some indicated a belief that women are sometimes accepted based on gender quotas.

Recruitment of Women Officers

Aside from athletes recruited to the Academies, few participants reported being actively recruited. Participants reported several means for finding out about the Academies, including JROTC, a representative or student from the Academy visiting their high school, and online searches. Many OCS/OTS candidates had always wanted to join but had not done so earlier in life. Prior enlisted participants reported a lack of knowledge about the options available for commissioning and how the applications for the various options are to be completed.

Several Academy participants received little or no communications from the Academy during the application process, though a few were contacted by representatives after indicating interest. Most reported positive experiences with the representatives. OCS/OTS candidates generally underwent a long and difficult application process, with a strong need for the applicant to play an active role in completing paperwork and monitoring progress. Some recruiters did not know how to complete officer packets or were unwilling to do them. Several participants at the Academies and OCS/OTS were not accepted the first time they applied.

Several suggestions were made for recruiting more women officers, including more women recruiters, contact with women Academy students, highlighting the career and leadership opportunities for women, and better training for recruiters regarding OCS/OTS.

Women in Leadership

Most participants felt that having women in leadership roles is important because women have a different leadership style and are needed to provide mentors and role models for women. Several participants, especially men, noted the importance of leadership being selected based on merit rather than gender.

Some faculty/staff see their role as mentor/role model as being hands-on, making a concerted effort to speak with women. Others focus on setting a good example in their actions and responding to questions when women come to them for advice. Officers generally receive formalized leadership training, while enlisted staff often receive limited formalized training and are expected to rely on their previous experiences for mentoring students/candidates and serving as role models.

Faculty/staff men are sometimes uncomfortable with women or feel unable to properly address their concerns. Some refer the women to a faculty/staff woman. OCS/OTS faculty/staff from one Service in particular often reported difficulty in knowing how to work with women candidates, often because they came from male-only career fields. This was echoed by the women candidate at that site.

General Focus Group Findings

If time allowed after the standard protocol was completed, participants were asked if there were any other issues that may affect women in the military that had not been covered in the focus groups. While some themes were echoed across groups, often the exact questions and/or probes asked were specific to one or two groups. These themes, isolated to specific groups, are identified and reviewed, though care should be taken to not generalize these findings across Services.

The remainder of this chapter provides a summary of those themes respondents most commonly reported. These themes were often verbalized across installations, Services, and group types. This chapter is organized into the following sections:

- Overall Themes
- Additional Non-Theme Findings

Overall Themes

This section reviews some of the overall themes verbalized within the focus groups when asked if participants had anything additional to discuss beyond the topics covered in the group. While these overall themes were mentioned across Services, locations and group types, many of the individual subthemes may have only been expressed by one or two groups.

Family Challenges for Women in the Military

One of the most widely expressed themes in the general comments concerned how women in the Services manage family responsibilities and whether the military helps or hinders them.

Work-Life Balance

Officer candidates were concerned about their ability to balance career with family. They wanted to see female role models who had successfully accomplished both, and wanted to succeed as role models for the next generation.

“When you talk about why women don’t see themselves in the military, I’ve had discussions already about balancing career and family. Women are scared about balancing being a mother while having a career. We had a lieutenant general come in and talk with us and it was like a disappointment. She was talking about how many things she missed. I think that’s the biggest struggle for females. How to be a wife, mother, and still have a career. I think that’s why women don’t try the military or don’t go further.”

— Academy Underclass Woman

"I think helping other women find the balance between picking the opportunities to achieve the higher ranks but being true to yourself. That's the path I'm struggling with right now and trying to not fall into the typical female role."

— Academy Upperclass Woman

Childcare

Another theme which was reported across Services and groups was the need for childcare. Both men and women felt that childcare was key to a mother's military success, but the childcare offered through the military was not adequate in location, cost, or hours.

"I've dealt with childcare issues. Even if there was childcare here, they are on a 24 hour duty rotation and that's a huge challenge to find childcare that is reliable."

— OCS/OTS Faculty/Staff

"I saw a woman whose last option was [Service]. She had to give up the rights to her child to [deploy]. The command told her 'sorry'...we're sorry this is your only option and you're trying to make a better life for your kids, but I would've liked to have seen more resources for her. Better options could've been provided to her...just educate her about her options. She had no intention of staying in beyond her enlistment. I don't even think it's a women's issue...you have a lot of single fathers."

— OCS/OTS Candidate Woman

Pregnancy Concerns

Women were concerned about the timing of pregnancy with respect to their careers, the effects of pregnancy on their physical fitness, and the immediate impact on their evaluations.

"I showed up to this unit 8 weeks pregnant (participant was currently pregnant) they said I was early enough in the pregnancy to get into the barracks. They pulled me out and taught classes for 8 weeks, went on maternity leave for 2 months and came back to my evaluation. It was the worst evaluation I've gotten in 12 years in the [Service]. Is it fair to receive the same evaluation as your peers that did their roles? You can't say give me the same evaluation as my male peer that did all these things?...I almost want a box that says 'got pregnant, had a baby'...but I also don't."

— OCS/OTS Faculty/Staff

At one OCS/OTS site, trainees with physical injuries have six months to return, but a pregnancy will generally cause medical disqualification.

"What about pregnancy being a medical disqualifier? If a trainee gets pregnant, maybe there can be another slot for them. They treat it like, I don't know. Right now, they automatically have to get out. They have to reapply; they're just done. It happened with a woman at [OCS/OTS], and she didn't do anything wrong. From my understanding, she was on privileges with her husband, and they were newlyweds. She was three weeks from graduation, and she was automatically done. It's unfair. So, looking at that, there has to be something to say that she can come back, but there's nothing right now."

— OCS/OTS Faculty/Staff

Some participants felt that women got pregnant strategically timed to avoid deployment, and other women felt this gave all women a bad image.

"At command I saw hard working females, but I saw some skim by and use pregnancy to avoid deployment. Some take roles traditional to females, they avoid getting their hands dirty, and they give the rest of us a bad name who were putting in 110%."

— OCS/OTS Candidate Woman

"A female on my ship got pregnant before deployment, she was in a critical position, and she had done the same thing the year before. So enlisted [Service members] see she's not doing appointments, I'm not saying it's all females, but it puts a bad taste in people's mouth. We all had to pick up the load for the second deployment she missed. I had to do her job on top of mine."

— OCS/OTS Faculty/Staff

Military Environment

While many participants discussed military life associated with motherhood and parenting, other women discussed general military life for women in the Services.

Stereotypes in the Military

Women across Services and groups reported a constant need to work hard to prove to men that they are good enough despite ongoing stereotypes within the military.

"I feel like the attitude is men come here and have to lose the respect. Women come here and you have earn it. I did [a military skills competition] and felt like I earned the respect."

— Academy Underclass Woman

Men often perceive that women have an easier time or use lower expectations of their abilities to work less hard.

"Three of the four girls in my squad – they told us that if you didn't pass every course in basic, you didn't pass. They didn't pass. One would say her hip hurt. Come recognition, they drop out the first two hours and stay in their room. They eat in the same place but don't put forth the same effort. Some people had the idea that it is like that in the active duty. I think that why some people discriminate against women."

— Academy Underclass Man

"Male [students] as well give you a hard time, 'Oh you're a girl, you have it easy.' I feel like that's upsetting because I deserve to be here too. They have the mentality that everyone's trying to make everything equal, and in order to make it equal they have to take down standards and get more people in. For the physical fitness exam I'm not going to say we can do better than the males because they're physically stronger, but there are exceptions, and we do kind of alter standards a bit. It's the kind of culture for male [students] to say you have it easier."

— Academy Underclass Woman

Concerns with Physical Training

Some participants expressed frustration that women often were held to and trained at lower physical levels than men. This, in turn, led to an inability to physically compete with men on PT standards which furthered the gender divide and potentially impacted opportunities for women. Women perceived resentment from men that their standards were different, and men expressed such resentment.

With the PT [physical training] test, after every single test I talk to the males. You discuss scores every time. In my experience the males are bitter that there are different standards between males and females. I say I got 15:10 on my run. They said that's really slow.

— OCS/OTS Candidate Woman

I think the biggest thing that would get rid of a lot of problems would be equal [physical fitness] standards across the board. Not having equal standards, that builds a little anger that you don't have run as fast. But we don't have equal standards. It feels like it builds a barrier between males and females.

— Academy Underclass Man

Uniform and Equipment Concerns

A large number of women across groups and Services reported dissatisfaction with the military uniform, including dissatisfaction with the size as well as the tailoring/fit. Some women felt that the issue may be a lack of funding for new uniforms that fit women or that the allowance for uniforms is not enough to cover the costs.

"I think we just had the issues where they were trying to give us male covers (i.e., hats). I just brought it up, for that purpose, we don't need that where we all need to look like men."

— Academy Upperclass Woman

"Why are our uniforms are more expensive? I brought it up to the uniform board and their reasoning was more clothing allowance?"

— OCS/OTS Candidate Women

Women also reported being injured or otherwise hampered by poorly-fitting equipment.

"My hip got hurt from a pack sitting on my waist."

— OCS/OTS Candidate Woman

"Some of the women's gear that came out – it's even easier for men to carry. I put it on and was like this is 45 pounds? I could carry this around for a long time. If gear was different we could definitely have more women in combat arms. I'd love to be able to tough it out with the guys. The way we carry the weight right now, I can't. Shorter guys have issues too. And taller guys have issues with straps being too short. That is the main detraction from combat arms. If you have the desire you can push yourself to that."

— OCS/OTS Candidate Woman

Women in Combat

In past Annual Reports, DACOWITS recommended DoD eliminate the 1994 ground combat exclusion policy and direct the Services to eliminate their respective assignment rules. On 24 January 2013, DoD lifted the ban and set the stage for integration of women into all formerly closed positions.

Support for Women in Ground Combat Roles

The vast majority of both men and women, across Services and installations were in favor of the new regulations opening up some previously closed assignments to women. Many felt that the military should expand to open all assignments to women.

During focus group discussions, the most common opinion expressed by both men and women was an emphasis on maintaining standards during implementation of this change. DACOWITS has recommended the Services develop appropriate physical standards by job specialty, relevant to the job to be performed. The Committee emphasized that the selection of military personnel for assignment should be based on individual qualifications as relevant to the actual duties of the specific military job. The Committee's objective was to maintain standards within the military during this transition, but to ensure that the standards were set using appropriate metrics. Group participants tended to report similar concerns and needs. Both men and women felt that standards should not be lowered at the expense of the mission but that the standards needed to be specific to the position. For example, some women noted that not all combat positions require physical strength, yet physical standards applicable to more demanding positions are often still applied.

"I like that they are opening combat arms to women. I don't know if it is a good thing or not. There needs to be some trials. Let females into the courses. Pilot program. But if you're really wanting females into the [Service] and a change in perspective you can't have only half of the [Service] open to females. You have to have it all open to change the mindset, in my opinion."

— OCS/OTS Candidate Man

Concerns about Opening up Ground Combat Assignments to Women

Conversely, a number of men and women expressed concern about the opening of assignments to women. A couple of men and women from across Services felt that women simply cannot compete with the physical demands of ground combat and the mission would be compromised if they were introduced into those assignments. Men often likened ground combat and special operations roles to professional sports where women are not physically capable of competing.

Seals are like the professional athletes of the Navy. There are no women in professional sports. She'd have to be a monster, jacked up compared to a man. The NFL is equivalent to being a Seal, so it could happen but it's not likely.

— OCS/OTS Candidate Man

Participants noted that facilities at several locations will need to be upgraded to include women, which will depend on Service finances.

P1: *“The last thing I would like to mention is the [ship] opportunities for females. If we’re looking into ramping up the numbers, we’ll need to deal with the berthing issues.”*

P2: *“It’s not just a [ship] problem. It’s a locker room, barracks room and hygiene facilities issue.”*

— OCS/OTS Candidate Women

Additional Non-Theme Findings

Often, one or two focus group participants reported on important issues, though these topics were not necessarily echoed across groups or from other members. Nevertheless, these topics may serve an important role in highlighting concerns and challenges of women in the military that may otherwise be overlooked. Some focus groups participants shared concerns and difficulties which were not specific to the experiences of women in the Services, and were often shared by their male counterparts, but were still of interest to the Committee.

Need for sex education. Women at one of the Academies talked about the lack of sex education and discussion of birth control options.

Women and sexually transmitted infections testing at the Academies. Women at one of the Academies noted that all the women had a urinalysis for STIs but that they believed the men had not undergone similar testing.

Sick call and healthcare appointment at Academies. One group talked about not being able to miss classes for healthcare appointments and that sick call was very early, which impacted student health care access.

Positive views on end of “Don’t Ask, Don’t Tell” policy. One group of Academy men expressed generally positive views of the end of the “Don’t Ask, Don’t Tell” policy.

Being an inexperienced officer to experienced enlisted. One Academy women’s group talked about the challenges of serving as an officer to enlisted personnel with experience deploying.

Female hair standards. One OCS/OTS women’s group mentioned that the hair standard needed review to ensure that it was culturally appropriate.

Mismatch between training expectations and unit/fleet environment. One group of OCS/OTS faculty/staff talked about how the experience in the unit can contradict what candidates learn in the training environment in terms of how officers conduct themselves and what is rewarded.

Women in information technology fields. One group of OCS/OTS men noted that there are few women in information technology fields.

Defense Advisory Committee on Women in the Services





Appendix H: Briefings Presented to DACOWITS During FY 2013 Business Meetings

Legislative Proposal for Expansion of Reproductive Health Care for Women

MG (Ret) Gale Pollock, DACOWITS Member, December 2012

DoD Update on Sexual Assault Prevention and Response Strategy

MG Gary Patton, Director, SAPRO, December 2012

Air Force Update on Commander Directed Investigation at Lackland Air Force Base

Col Andrew Cain, Vice Commander, 2nd Air Force, December 2012

Service Briefing on Representation of Women at the Service Academies

MAJ Scott Johnson, Army; CAPT Roger Isom, Navy; Col Scott Dierlam and Brig Gen Gina Grosso, Air Force; and CAPT Chris Calhoun, Coast Guard, March 2013

Women in Services Review Update

Ms. Juliet Beyler, Acting Director Officer and Enlisted Personnel Management; BG Peter Utley, Army; Brig Gen Gina Grosso, Air Force; and Col Jon Aytes, Marine Corps, March 2013

Sexual Assault Prevention Program at Naval Station Great Lakes

Ms. Jill Loftus, Director, Sexual Assault Prevention and Response Office, Office of the Secretary of the Navy, March 2013

Annual Report on Sexual Harassment and Violence at the Military Service Academies

Dr. Nathan Galbreath, Senior Executive Advisor, Accountability and Assessment, SAPRO, March 2013

Marine Corps Infantry Officer Course Information Brief

Col Todd Desgrosseilliers, US Marine Corps, Commanding Officer, The Basic School, March 2013

Commissioning Sources Briefing on Representation of Women (ROTC, OTS/OCS, Direct Commissioning Programs)

COL Joe Gill, Army; Col Jon Aytes, Marine Corps; CDR Angela Katson, Navy; Brig Gen Gina Grosso, Air Force; and CAPT Ronald LaBrec, Coast Guard, June 2013

Women in Services Review Update

Ms. Juliet Beyler, Acting Director Officer and Enlisted Personnel Management; LTC Sharlene Pigg, Army; Col Jon Aytes, Marine Corps; Ms. Jessica Milam, Navy; Brig Gen Gina Grosso, Air Force; and Mr. Jeffrey Resko, US Special Operations Command, June 2013

Summary of Installation Visits: Officer Accessions and Prevention of Sexual Harassment and Sexual Assault

Ms. Ashley Schaad and Dr. Alisha Creel, ICF International, June 2013

Australian Defence Force Update

LTCOL Gwenda Caspersonn, Australian Defence Force, June 2013

Sexual Assault and Response Prevention Office Update

Col Alan Metzler, US Air Force, Deputy Director, SAPRO, June 2013

Military Justice System Information Briefing

Ms. Maria Fried, Associate Deputy General Counsel, Personnel and Health Policy, and Mr. James Schwenk, Senior Deputy General Counsel, June 2013

2011 Health-Related Behaviors Survey Results

Dr. Diana Jeffery, PhD, Director, Center for Health Care Management Studies, June 2013

Navy Family Planning Initiatives

Mr. Bob MacDonald, MS, CHES, Sexual Health and Responsibility Program and FLTCM April D. Beldo, Manpower, Personnel, Training and Education, September 2013

Sexual Harassment Prevention Program Update

Mr. James Love, Office of Diversity Management and Equal Opportunity, September 2013

Sexual Harassment and Assault Response Prevention (SHARP)

Ms. Carolyn Collins, Chief, Army SHARP Program, September 2013

Service Recruiting Goals and Outreach Programs Briefings

Mr. Larry Stubblefield, Army; Col Jon Aytes, Marine Corps; CAPT Horacio Fernandez, Navy; Brig Gen Gina Grosso, Air Force; CDR Tanya Schneider, Coast Guard, September 2013

Update on Fielding of Combat Uniforms and Equipment for Women

COL Robert Mortlock, Army, and Maj Pelland, Marine Corps, September 2013

Senators' Remarks on Proposed Changes to Command Authority in the UCMJ

Senator Kirsten Gillibrand, New York and Senator Claire McCaskill, Missouri, September 2013

Defense Advisory Committee on Women in the Services



Appendix I:

Acronyms Used in Report

ADF	Australian Defence Force
AMS	Academy of Military Science
AY	Academic Year
BG	Brigadier General (Army)
Brig Gen	Brigadier General (Air Force)
CAPT	Captain (Navy, Coast Guard)
CDR	Commander (Navy, Coast Guard)
CET	Combat Endurance Test
Col	Colonel (Air Force, Marine Corps)
COL	Colonel (Army)
CSADD	Coalition of Sailors Against Destructive Decisions
DACOWITS	Defense Advisory Committee on Women in the Services
DoD	Department of Defense
F-IOTV	Female Improved Outer Tactical Vest
FLTCM	Fleet Master Chief
FY	Fiscal Year
GAO	U.S. Government Accountability Office

ICF	ICF International
IOC	Infantry Officer Course
JAG	Judge Advocate General
JROTC	Junior Reserve Officer Training Corps
LTCOL	Lieutenant Colonel (Australian Defence Force)
LTC	Lieutenant Colonel (Army)
Maj	Major (Marine Corps)
MAJ	Major (Army)
MCIO	Military Criminal Investigation Organization
MG	Major General (Army)
MJIA	Military Justice Improvement Act
MLDC	Military Leadership Diversity Commission
MOS	Military Occupational Specialty
MTI	Military Training Instructor
NDAA	National Defense Authorization Act
OCS	Officer Candidate School
OTS	Officer Training School
PFT	Physical Fitness Test
ROTC	Reserve Officer Training Corps
SAPR	Sexual Assault Prevention and Response
SAPRO	Sexual Assault Prevention and Response Office
SARC	Sexual Assault Response Coordinator
SHARP	Sexual Harassment/Assault Response and Prevention (Army)
SHARP	Sexual Health and Responsibility Program (Navy)
SOF	Special Operations Forces
SOCOM	Special Operations Command
STA-21	Seaman to Admiral-21 Program
STEM	Science, technology, engineering, and mathematics
STI	Sexually transmitted infection
TRADOC	Army Training and Doctrine Command

UCMJ	Uniform Code of Military Justice
USAFA	U.S. Air Force Academy
USCGA	U.S. Coast Guard Academy
USMA	U.S. Military Academy (West Point)
USNA	U.S. Naval Academy
VA	Victim Advocate
WISR	Women in the Services Review