

DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE SERVICES

Quarterly Meeting Minutes

4-5 December 2013

The Defense Advisory Committee on Women in the Services (DACOWITS) held a full committee meeting on December 4th and December 5th, 2013. The meeting was held at the Sheraton National Hotel-Pentagon City, 900 South Orme Street, Arlington, VA, 22204.

4 December 2013

Opening Comments

The Designated Federal Officer and DACOWITS Military Director, COL Betty Yarbrough, opened the meeting. Ms. Holly Hemphill, DACOWITS Chair, introduced Ms. Elisa Basnight, Director for Women Veterans at the VA, who will be the Committee's new ex-officio representative. Ms. Hemphill also announced that LTC Gwenda Caspersonn, who has worked with DACOWITS representing the Australian Defence Force, is being reassigned back home and will be replaced by LTC Phillip Hills. Also, Lory Manning, a longstanding friend of the Committee, is leaving her post as Director of the Women in the Military Project at the Women's Research and Education Institute (WREI).

COL Yarbrough reviewed the status of the Committee's Requests for Information. The Committee has received responses, either in the form of a briefing or written statements, to all but one of its requests. A response to that request, concerning the Marine Corps' Combat Fitness test, will be provided at the March 2014 meeting.

Sexual Assault Prevention and Response Initiatives

In May 2013, the Secretary of Defense issued directives to improve DoD's sexual assault prevention efforts and response, including aligning the Services' programs with a new Sexual Assault Prevention and Response Strategic Plan. In August 2013, the Secretary of Defense issued additional directives as part of that plan. The Committee requested an update from the Sexual Assault Prevention and Response Office (SAPRO) to describe DoD's progress in implementing these directives, processes for oversight and means for assessment of the effectiveness of the various initiatives.

Col Alan Metzler, Deputy Director, SAPRO

Col Metzler briefed the Committee on SAPRO's progress with all of this year's initiatives. As reported in the June 2013 DACOWITS briefing (and as recommended by DACOWITS), to enhance commander accountability, the results of Defense Equal Opportunity Management Institute (DEOMI) command climate surveys will be elevated to the next higher level of command. This will take effect in January 2014. Every commander is required to conduct this survey within 120 days of assuming command. DoD has also developed a standardized process to ensure that proper procedures are followed once a sexual assault is reported. Every

unrestricted report must be immediately referred to a Military Criminal Investigative Organization. Commander investigations are forbidden. Within 30 days of a sexual assault report, the unit commander will be required to report to a general officer on how the report was handled based on a number of standard elements related to victim support and investigative response. Addressing reports that sexual assault victims have been re-victimized during the Article 32 pre-trial hearing, the Services are in the process of ensuring that only Judge Advocates General (JAGs) can serve as investigative officers for an Article 32 investigation. As a separate initiative, the DoD Inspector General will also be conducting recurring reviews of closed sexual assault investigations to identify areas for improvement.

DoD has also taken action on several measures to enhance victims' rights. As reported in SAPRO's June 2013 DACOWITS briefing, the Air Force conducted a Special Victims Counsel pilot program, which provided legal counsel to all victims of sexual assault. Col Metzler reported there was overwhelming victim satisfaction with the program, and victims with legal counsel were three times more likely than those without counsel to convert from restricted to unrestricted sexual assault reports. DoD is expanding the program to the other Services, and it is expected to be at full operational capability by January 2014. Col Metzler also updated the Committee on the progress of other initiatives, including unit transfer options; standards governing recruiter/recruit relationships; and training for Sexual Assault Response Coordinators (SARCs), Victim Advocates (VAs), and commanders.

Col Metzler updated the Committee on SAPRO's efforts to develop standardized metrics to assess DoD's progress in preventing and responding to sexual assault. SAPRO has developed six metrics and has proposed an additional 11 metrics. The current six metrics include reports of sexual assault, military victim reports per 1000 Service members, percentage of reports for sexual assault incidents prior to service, rate of voluntary conversions from restricted to unrestricted reports (among reports that are initially restricted), investigation length, and SARC/VA certification rates. The current data show that sexual assault reports were higher this year in every Service compared to previous years. SAPRO views this increase as positive, as one of its main goals is to increase victim confidence in the reporting system, thereby increasing reporting. Part of the increase can be explained by a spike in reported sexual assault incidents that occurred prior to the victim entering the military. SAPRO also tracks the rate at which victims convert from a restricted to unrestricted report. This rate held mostly constant from 2007 to 2011, but increased slightly for the most recent year. The metric on investigation length shows that on average, a criminal investigation takes a little over three months. Also, under a FY2012 NDAA requirement, SAPRO is required to professionally certify SARCs and VAs. SAPRO's certification program went into full effect in October 2013 and its data show that 91% of the required number of SARCs and 84% of the required number of VAs have been certified.

The Committee asked Col Metzler for his assessment of DACOWITS' recommendation to combine sexual assault and sexual harassment programs under one office, as the Army has done with its Sexual Harassment/Assault Response and Prevention (SHARP) model. Considering that abundant research shows that cultivating an environment free of sexual harassment is crucial to preventing sexual assault, the Committee's position is that combining these efforts will improve the effectiveness of sexual assault prevention and provide crucial resources toward addressing sexual harassment. Col Metzler agreed that preventing sexual harassment is an important factor in preventing sexual assault. SAPRO tracks not only sexual assaults but also sexual harassment in its Workplace and Gender Relations Survey. Some at SAPRO are concerned that addressing sexual harassment reports could dilute SAPRO's ability to respond to sexual assault, which is a

crime. For example, SARCs are required to have extensive knowledge of the sexual assault reporting process, and adding sexual harassment reporting to their list of responsibilities may interfere with their ability to help sexual assault victims.

Service Update on Implementation of Methods to Assess Commanders Performance on Evaluations

Earlier this year, the Secretary of Defense directed the Services to develop methods to hold commanders accountable for “establishing climates of dignity and respect, and incorporating SAPR prevention and victim care principles in their commands.” This is consistent with a 2012 DACOWITS recommendation that effectiveness in combatting sexual harassment and sexual assault should be part of military performance evaluations. The Committee requested briefings from the Services regarding how assessments methods are being implemented and whether “360-degree” assessments for general officers will cover effectiveness in combatting sexual assault and sexual harassment.

Army (COL Robert (Bob) Akam, Chief of Staff, Sexual Harassment and Assault Response and Prevention Team)

COL Akam briefed the Committee on the Army’s efforts to enhance commander accountability. Active duty company commanders are required to conduct a command climate assessment within 30 days of assuming command, after which they must develop a plan to address issues resulting from the assessment. Assessments are then re-administered after six months and 12 months to determine the impact of any implemented changes. At the battalion level, assessments are done within 120 days and then again 12 months later. Small units may be lumped together with other small units to protect anonymity. Assessments will also be given to the Reserve Component, with the only difference being that assessments are first given at 120 days at the company level. The results and analysis of the assessments will be given to the next higher commander within 30 days.

Significant changes have also been made to the 360-degree assessment for brigade and battalion level commanders. The peers who rate individual officers must now be approved by the next highest rater. The results of the review are then shared with both the rated officer and the rater. The assessments will now be done more frequently. There have also been changes to the Officer/Noncommissioned Officer Evaluation Report (OER/NCOER). All officers and NCOs must reflect in their goals and objectives promoting a climate of “dignity and respect.” Substantiated reports of sexual assault or harassment must be reported in the evaluation; if an officer was found guilty of sexual harassment or sexual assault or responded improperly to a report of sexual harassment or sexual assault, the rater will rate “Respect” negatively and include a comment. General officers’ evaluations will also include these changes.

Navy (RADM Sean Buck, Director of the 21st Century Sailor Office)

RADM Buck discussed the methods the Navy is taking to hold commanders accountable. For both the Active and Reserve Component, command climate assessments must be undertaken within 90 days of assuming command. The commander must brief the results to his/her superior and develop a plan of action for addressing any shortcomings. The commander must also brief the survey results to his/her *subordinates* as well. This incentivizes sailors to complete the survey, as they know their commander will respond.

Evaluations include explicit language governing how senior personnel should grade reports for personnel from the E1 to O7 level with regard to sexual harassment, sexual assault, hazing, and discrimination. Also, any commander that has an incident of sexual assault in his/her command must identify the conditions surrounding the incident and discuss it with the first flag officer in the chain of command.

Officers at the O8 level and above are not graded on fitness reports, but RADM Buck stated that the Chief of Naval Operations and all admirals review command climate surveys at a quarterly sexual assault prevention and response meeting. Additionally, each month the Chief of Naval Information (CHINFO) publishes court martial results and reliefs of command.

RADM Buck stated that 360 degree assessments are now mandated for flag officers. They are used only as developmental tool and are not used for command selection criteria. The 360-degree assessments offer a complete picture of an officer's character and competence; they do not specifically address sexual assault or sexual harassment.

Air Force (Mr. Cyrus Salazar, Equal Opportunity Program Manager; Lt Col Ernest Mata, Chief, Promotions, Fitness & Evaluations Policy Branch, HQ USAF; Maj Justin Longmire, Chief, Policy Integration, Inspections Directorate, Office of the Inspector General, HQ, USAF)

Mr. Salazar briefed the Committee on the Air Force's efforts to enhance command accountability through the DEOMI Organizational Climate Survey (DEOCS). The first assessment will be done within 120 days of assumption of command, and annually thereafter. Similar to the Navy, the results of the command climate assessment must be briefed to both the commander's superiors and his/her subordinates. In annual evaluations, commanders will be assessed on creating a healthy "organizational climate," which includes appropriate response to sexual assault and harassment. The 360-degree assessments are only being done in the general officer ranks; the rated officer is encouraged to share the results with his/her supervisor.

Maj Longmire discussed the new Inspector General (IG) inspection system. The IG inspection system has been in place since the birth of the Air Force, but had previously only evaluated mission effectiveness. The new system will take a more holistic approach, evaluating discipline, communication, and commander engagement, based on surveys and interviews of all ranks. Every wing commander is expected to report the results of the inspection to his/her supervisors. The inspection system addresses the culture of the wing as a whole and not sexual assault and sexual harassment specifically. However, there are questions about quality of work and home life and an open-ended element to the inspection that would allow respondents to address these issues if applicable.

USMC (Col Michael Hudson, Branch Head for SAPRO at HQs Marine Corps)

The Marine Corps is creating a standardized approach to fitness reporting and reviewing command climate survey results. The DEOMI command climate surveys have already been automated so the results are briefed to the commander's superiors. Fitness reports, which are required at the E5-O8 level, will be updated to hold Marines accountable for setting and enforcing a command climate that is non-permissive of any misconduct, especially sexual assault. Col Hudson reported that the fitness report will be similar to the Navy's fitness report. Also, when there is an allegation of sexual assault, a Serious Incident Reports (SIR) is sent to the Commandant of the Marine Corps. For unrestricted reports of sexual assault, commanders are given a checklist of actions to complete, and an 8-day report is briefed to the first general officer in the commander's chain of command. The Marine Corps is also piloting a 360-degree

assessment program for the O5-O6 level. The 360-degree assessment will be used as a mentoring tool, not for assessment purposes.

National Guard Same Sex Benefits Update

This year's Supreme Court decision overturning a key portion of the Defense of Marriage Act entitles legally-married same-sex couples to federal benefits. However, despite a DoD Directive mandating that states process military benefits for same-sex spouses, the National Guards of several states have refused to do so. DACOWITS requested information from the National Guard Bureau on the subject. Ms. Hemphill reported that she had met with the Vice Chief of the National Guard Bureau, Lt Gen Joseph Lengyel, and he stated the Bureau is pursuing this matter diligently. Originally, nine states were not in compliance with the DoD Directive, but that number is down to three states: Georgia, Mississippi, and Louisiana. The National Guard Bureau is addressing this issue on a case-by-case basis and the Vice Chief is optimistic the remaining states will shortly come into compliance. The Committee also received a memorandum to this effect from BG Marianne E. Watson on behalf of the Bureau.

USMC Update on WISR Implementation Pillar One/Infantry Training Battalion Experiment

Under the plan to implement the Women in the Service Review (WISR) directives, the Marine Corps was expected to have validated all physical occupational standards by June 2013 and by the end of CY 2013, expected to recommend whether to open or request an exemption to keep closed certain MOSs and units. The Marine Corps has also opened their Infantry Training Battalion (ITB) to women enlisted Boot Camp graduates on a voluntary and experimental basis and is evaluating this trial as part of its research to determine whether to recommend any MOSs remain closed to women. The Committee requested a status report and an update on these efforts.

Col Jon Aytes, Manpower & Reserve Affairs, HQ Marine Corps; Col Douglas Mayer, Training and Education Command (TECOM), HQ Marine Corps

Col Aytes updated the Committee on the Marine Corps' progress with its implementation plan. He reported that subject matter experts in the Marine Corps regularly review the standards associated with every MOS every three years to ensure the standards are current. The Marine Corps has already reviewed the Programs of Instruction (POIs) and Training and Readiness (T&R) manuals for the 31 MOSs that remain closed to women. Marine Corps subject matter experts identified 259 physically demanding tasks that occur across closed MOSs. The Marine Corps then distilled these 259 physical tasks into a proxy test that consists of five predominantly upper-body strength exercises. The Marine Corps conducted proxy test trials this summer with over 800 Marines, and the Naval Health Research Center will analyze the data to determine whether performance on the proxy tests accurately predicts performance in the 259 tasks required in the MOSs. Marine recruits already take a basic physical screening test to determine if they can enter the Marine Corps, but the proxy test will be used to determine MOSs for which Marines qualify. The proxy test will not replace the Combat Fitness Test (CFT) or Physical Fitness Test (PFT). Committee members expressed concern that the proxy test could exclude Marines who may not pass the proxy test at first, but who will be able to do so with training. Col Aytes stated the goal of the proxy test is to not exclude Marines who are capable of training up to

the standards. He said that Marines who score low will have an opportunity to take the test at a later point.

Col Mayer briefed the Committee on the validation of the standards at ITB. The Marine Corps reviews MOS occupational standards every three years and then adjusts the T&R manuals and POIs accordingly. In validating the standards, the Marine Corps relies on information from experts in the operational field and not on direct field observation. The Marine Corps has involved the RAND Corporation, the Naval Health Research Center, and exercise physiologists and trainers in validating their standards. The Marine Corps is opening ITB to women enlisted Marines on an experimental basis for one year. Women who complete ITB will not be able to enter a closed MOS although male Marines will. Additionally, by volunteering for ITB, women are delaying the start of the secondary training they must receive for their actual MOSs. The Marine Corps will use data from this experiment – propensity to volunteer, performance on graded events, and attrition rates – to inform its recommendation about whether to request that certain MOSs remain closed to women. The Marine Corps goal is to have 250 women Marines volunteer for ITB in order to collect sufficient data. They have had 79 volunteers so far, 3 of whom have graduated, and 49 of whom are currently in training. Col Mayer also stated that the Marine Corps is closely monitoring women volunteers to make sure they do not push themselves too hard, as women have had a higher injury rate in ITB than men.

All the data collected from the WISR Review - the results of the Infantry Officer Course and ITB experiments, the development of the screening test and validation of occupational standards, and additional research, including survey data - will inform the Marine Corps' decision to request certain MOSs remain closed to women. The WISR Review data will be briefed to the Commandant of the Marine Corps on 20 February 2014. The Committee asked what criteria would need to be met to determine whether the Marine Corps would request an MOS be closed and the briefers said this had not been determined. The briefers promised to return for the Committee's March meeting to give a further update.

USA TRADOC Briefing on Development of Gender Neutral Physical Standards

The Committee was previously briefed on efforts underway at TRADOC to develop and validate gender-neutral standards for Army's closed military occupations and to study institutional and cultural factors associated with integration of women into previously closed MOSs and units. The Committee requested an update on these efforts.

Mr. David Brinkley, Deputy Chief of Staff, G-3/5 (Operations and Plans), Office of the Deputy Chief of Staff, G-3/5/7, Army Training and Doctrine Command (TRADOC). Accompanied by subject matter experts Ms. Kayla Williams, Army Education Advisory Committee Member; Dr. David Segal and Dr. Mady Segal, Department of Sociology, University of Maryland, Army Education Advisory Committee Consultants

Mr. Brinkley briefed the Committee on current studies underway at TRADOC examining: 1) occupational physical demands required of certain MOSs, and 2) gender integration and the dynamics of placing women in new specialties and occupations.

To verify occupational standards, TRADOC subject matter experts first identified an initial list of tasks associated with an occupation and then conducted focus group sessions with junior enlisted and senior enlisted personnel about the physical demands in their MOS. Experts in physiological testing validation at the U.S. Army Research Institute of Environmental Medicine

(USARIEM) validated the task list and identified additional tasks for further investigation, where appropriate. TRADOC then had soldiers perform their respective MOS's tasks and took physiological measurements during the tests. Some standards were adjusted after field observations of how soldiers actually performed tasks in the field. For example, observation of artillery groups showed that loading shells into a Howitzer required larger crew sizes and additional time in the field than was initially proposed. TRADOC set the validation standard at 90% (i.e., 90% of soldiers performing the tasks specific to their MOS), However, TRADOC found that some soldiers needed to be trained on the proper mechanics or techniques of completing certain tasks. The physiological testing and measurement of soldiers performing occupational standards is in its early stages but has already been carried out with male and female combat engineers.

TRADOC's goal is to scientifically validate the predictive tests associated with every MOS using MOS incumbents. These tests would be based on standards that the training schools say are necessary to perform the tasks of the job and would predict early on if an applicant meets the minimum physical requirements. Later, further tests would determine if a soldier is qualified for a particular MOS. However, Mr. Brinkley emphasized that there would always be room allowed for job growth. USARIEM has suggested not using the tests initially to bar people from MOSs, but to use them to advise members and assess how the tests relate to field outcomes. These tests are expected to be ready by the end of FY 2014 and will be field-tested in late 2014 to early 2015.

Mr. Brinkley also reviewed initial insights gained from a propensity study of Army women. The results showed that 22% of respondents indicated they were moderately or very interested in transferring to a previously closed MOS, and that leadership support, adequate MOS training, leadership emphasis on discipline and respect, and men's perceptions of women's capabilities would be important for successful integration. Mr. Brinkley stated that during an era of downsizing, clear policy is needed to ensure that qualified women may be integrated into "overstrength" MOSs without displacing qualified men. Dr. Mady Segal noted that integration efforts could benefit from careful planning for movement of women to previously closed overstrength MOSs, along with movement out of these MOSs of men who cannot pass the new standards.

Public Comment Period

COL Linda Sheimo, U.S. Army Representative to DACOWITS

COL Sheimo is the current Chairperson of the NATO Committee on Gender Perspectives. The Committee is holding two conferences over the next two years. The first conference, to be held 12-16 May 2014 in Brussels, will be on recruiting and retention and will examine best practices from NATO countries. A representative from the NATO Committee will share the outcomes of the conference with DACOWITS next year. The conference is open to the public and COL Sheimo invited anyone interested to attend.

5 December 2013

Committee Presents 2013 Annual Report and Votes

Ms. Nancy Duff Campbell, DACOWITS Member

Ms. Campbell summarized the 2013 DACOWITS Report, reading the recommendations and explaining the reasoning behind each. The Committee had discussed and approved its recommendations at its meeting in September. The full report containing the Committee's recommendations and reasoning and summarizing the installation visits, focus groups, briefings, and other research, will be published on DACOWITS' website. Ms. Hemphill stated that there are some minor grammatical changes needed to the report, which will be fixed in the printed version.

The Committee voted unanimously in favor of approving the report (16 votes in support).

2014 Study Topics Presentation and Discussion

LTG (Ret.) Frances Wilson presented the 2014 study topics developed by the Assignments Working Group:

- Accessions of enlisted women. The Committee intends to examine accessions of women into the enlisted ranks, including the existence and effectiveness of outreach and recruiting efforts directed toward women.
- Effective and full integration of women into closed positions, including through the development of gender-neutral physical standards. The Committee will continue to examine ways to effectively and fully integrate women into closed units and positions and continue to monitor the WISR implementation plans underway in the Services. In particular, the group intends to review how physical standards are being developed, validated, and implemented, and also review plans for integrating women into newly opened occupations in a downsizing environment.
- Career Progression of Women Officers and NCOs. The Committee intends to examine the opportunities for advancement of women, including the extent to which women are able to take advantage of key developmental education/training and key developmental assignments.

RADM (Ret.) Betsy Morris presented the 2014 study topics developed by the Wellness Working Group:

- Prevention of sexual harassment and sexual assault. The Committee will continue to study ways to prevent sexual assault and sexual harassment, with increased focus in the coming year on preventing sexual harassment. This work will include monitoring efforts and resources devoted to combatting sexual harassment and assessing the effectiveness of recent initiatives aimed at combatting and responding to sexual harassment and sexual assault, including initiatives aimed at increasing accountability of commanders through inclusion of appropriate measures in their performance reviews.
- Processes for Investigating Complaints and Tracking Offenders. The Committee intends to examine the investigative processes for sexual harassment and sexual assault

complaints and, in addition, assess systems in DoD and/or the Services for identifying and tracking individuals who have been found to have committed sexual misconduct, both harassment and assault.

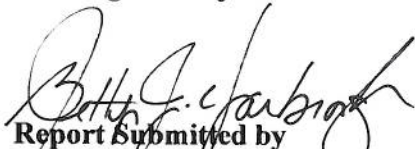
Both Working Groups determined to pursue the study topic below:

- Military Culture and Women's Service. From issues of sexual assault to combat integration to Service members' health and well-being, the military's "culture" is often cited as a factor inhibiting women's service. As a starting point for examining cultural issues, the Committee intends to examine studies of institutional and cultural factors conducted by the Services and SOCOM as part of WISR implementation, with a view toward assuring that cultural factors perceived as impediments to integration are effectively addressed and determining if results of the studies can provide helpful insights into the ways cultural factors should be taken into account in combatting sexual harassment and sexual assault.

Final Remarks

Committee Chair Ms. Holly Hemphill thanked attendees and announced that the next meeting would be held in March 2014. Designated Federal Officer COL Betty Yarbrough closed the meeting.

Meeting was adjourned.


Report Submitted by
COL Betty J. Yarbrough, USA
Director, DACOWITS


Report Certified by
Ms. Holly Hemphill
DACOWITS Chair

DACOWITS MEMBERS IN ATTENDANCE

Ms. Holly Hemphill
BG (Ret) Maureen LeBocuf
CMSgt (Ret) Bernise Belcer
COL (Ret) Margarethe Cammermeyer
Ms. Nancy Duff Campbell
Ms. Teresa Christenson
BG (Ret) Julia Cleckley
FLTCM (Ret) Jacqueline DiRosa
SgtMajMC (Ret) John L. Estrada
The Honorable Deborah Lee James (December 4 only)

CAPT (Ret) Beverley Kelley
Rev. Dr. Cynthia Ramirez Lindenmeyer
Ms. Donna McAleer
RADM (Ret) Elizabeth Morris
LTC (Ret) Hae-Sue Park
MG (Ret) Gale Pollock
LtGen (Ret) Frances Wilson