

DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE SERVICES

Quarterly Meeting Minutes

14-15 March 2013

The Defense Advisory Committee on Women in the Services (DACOWITS) held a full committee meeting on March 14th and 15th, 2013. The meeting was held at the Embassy Suites Hotel-Crystal City, 1300 Jefferson Davis Highway, Arlington, VA, 22202.

14 March 2013

Opening Comments and Swearing in of New Members

The Designated Federal Officer and DACOWITS Military Director, COL Betty Yarbrough, opened the meeting and introduced Ms. Holly Hemphill, DACOWITS Chair. Ms. Hemphill introduced and welcomed the new DACOWITS members: CMSgt (Ret.) Bernise Belcer, Ms. Teresa Christenson, CAPT (Ret.) Beverly Kelley, Rev. Dr. Cynthia Ramirez Lindenmeyer, Ms. Donna McAleer, and LTC (Ret.) Hae-Sue Park. COL Yarbrough administered the oath to the new members in accordance with the Federal Advisory Committee Act.

In light of the recent announcement that the restrictions on assignments of women to direct ground combat units and positions would be lifted, Ms. Hemphill reviewed a brief history of the Committee and its relationship to women's advancement in the military. Meeting attendees introduced themselves. The meeting agenda is located in Tab A.¹

COL Yarbrough reviewed the status of the Committee's Requests for Information. The Assignments Working Group had requested information from the Services about the methods they previously used to determine that certain positions would be closed to women due to physical requirements. The Assignments Working Group had also requested information from the Marine Corps about involuntary assignments to infantry and the related physical requirements for these positions. The Services declined to brief on these questions for this meeting, as they are currently devoted to meeting the Secretary of Defense's 15 May deadline to prepare plans for ending the 1994 ground combat exclusion policy.

¹ All TABs referenced in this document refer to materials enclosed in the binder entitled *DACOWITS Business meeting 14-15 March 2013*, which was distributed to the Committee and posted on the DACOWITS website.

Services Briefing on Representation of Women at the Service Academies

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

The Committee sees outreach and recruiting of women across all officer commissioning sources as critical to ensuring the U.S. military has the strongest possible pool of highly qualified individuals to draw from in meeting its leadership needs. To begin an examination of this issue, DACOWITS requested briefings from the Services on the representation of women at each of the military academies.

Army (MAJ Scott Johnson, USMA Liaison/Accessions Policy Integrator DCS, G-1, DMPM)

MAJ Johnson briefed the Committee on the recruiting goals at the U.S. Military Academy (USMA). The academic board – comprising 20 members, three of whom are women – meet biannually to set demographic goals for incoming classes. The proportion of men to women at the academy is intended to mirror the proportion of men and women currently in the Army and not the population at large. The female class composition goal is 14% to 20%. All of the academy’s recruiting efforts are gender-neutral. USMA evaluates candidates on their academic ability, leadership potential and fitness. Evaluated on these criteria, 20% of men applying 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 females offered, accept attendance. Men accept at a somewhat higher rate. To help cadets choose a branch, “talent enhanced branching” educates cadets on the credentials and skills that each branch requires. While 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 receiving one of their top three selections, indicating better matching. USMA anticipates the program will have a positive impact on retention. Department of Army branching policy dictates that combat arms branches must be eighty percent men and twenty percent 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.

Fifteen years of data indicate that women officers depart the Army at a higher rate than men, and women commissioned through USMA depart at higher rates than those commissioned through ROTC or OCS. Preliminary analysis indicates that drivers of retention include receiving the desired branch, assignments that make one competitive for promotion, and promotions.

Navy (CAPT Roger Isom, Chief Diversity Officer, Naval Academy)

CAPT Isom briefed the Committee on recruitment, enrollment and retention of women at the U.S. Naval Academy (USNA). Unlike USMA, USNA does not have demographic goals for its class composition. The admissions process is gender-neutral and oriented towards attracting

diverse talent from across the U.S. 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 over recent years (Men 88%; Women 86% in 2012). While ten-year retention rates after graduation for men have remained roughly steady since 1980, the retention rate after graduation for women has declined. The reasons for the divergence in retention rates by gender require further analysis.

Air Force (Col Scott Dierlam, USAFA Liaison; Brig Gen Gina Grosso, Director of Force Management Policy, Deputy Chief of Staff for Manpower, Personnel and Services)

Col Dierlam and Brig Gen Grosso briefed the Committee on recruitment, enrollment and retention of students and graduates of the U.S. Air Force Academy (USAFA). All USAFA admissions standards are gender-neutral with the exception of the Candidate Fitness Assessment, where 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%. 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.

Women officers have lower retention rates after graduation than their male counterparts until around 14 years of service, when year-to-year retention rates become similar. Married men have the highest retention rates and women married to a service member have the lowest rates. USAFA has modified its exit survey and enlisted RAND to help determine why retention rates differ by gender. Maj Gen Michelle Johnson is the incoming USAFA Superintendent.

Coast Guard (CAPT Chris Calhoun Chief, Office of Leadership and Professional Development)

CAPT Calhoun briefed the Committee on the recruitment and enrollment of women at the U.S. Coast Guard Academy. The Coast Guard Academy is the smallest academy and is the only academy that does not require a congressional nomination for its candidates. Every service occupation is open to women in the Coast Guard. For the past five years, the proportion of women enrolled at the academy has increased and is currently 32%, larger than their proportion (20%) in the applicant pool. Women and men have similar graduation rates. 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. The academy is focused on increasing the number of female cadets who major in engineering programs, as many women major in marine and environmental science. The academy is studying whether to add a chemical engineering major. Students' majors tend to correlate with their ultimate career path.

The gap in five-year officer retention rates for men and women Coast Guard Academy graduates is closing.

Women in Services Review Update:

Ms. Juliet Beyler, OSD P&R; BG Pete Utley, US Army; Brig Gen Gina Grosso, US Air Force; Col John Aytes, US Marine Corps

Ms. Juliet Beyler, Acting Director Officer and Enlisted Personnel Management, Office of the Secretary of Defense, Personnel and Readiness

Ms. Beyler briefed the Committee on the decision to lift the restriction on assignments of women in direct ground combat units and positions. In accordance with the 1994 assignment policy, the Department of Defense had previously opened new positions to women by exception. Positions will now be *closed* to women only by exception. Ms. Beyler reviewed the implementation plan and guiding principles for integrating women into the remaining positions and units. The first milestone for implementation is 15 May 2013, when the Services will provide detailed implementation plans to the Secretary. DoD will submit a report to Congress over the summer based on this information and will notify Congress on a regular basis as it prepares to open positions. Congressional notification requires 30 Congressional working days (when both the House and Senate are in session), which is usually around 90 calendar days. The Services have been directed to develop and validate gender-neutral occupational performance standards and put them into use by September 2015. All positions will be open to women by 1 January 2016, unless an exception is personally approved first by the Chairman of the Joint Chiefs and then by the Secretary of Defense. The Committee recommended that the Services look to the Coast Guard as a model during implementation, as it has previously integrated women into all positions.

One of the guiding principles for implementation directed the Services to “ensure that a sufficient cadre of midgrade/senior enlisted and women officers be assigned to commands” in previously-closed units “to ensure success in the long run.” 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 while there are not specific written instructions to the Services on how to proceed, some units may not require a cadre, and this principle would not serve as an impediment to opening units.

Committee members also expressed concern that the Services had closed positions to women in the past on the basis of physical requirements but had never provided justification showing that the vast majority of women could not physically perform those jobs as required for closing in the 1994 assignment policy and welcomed the current efforts to develop and validate occupational standards going forward.

United States Army (BG Pete Utley, Deputy Chief of Staff, Operations and Training U.S. Army TRADOC)

BG Utley briefed the Committee on the Army's plan to develop, validate, and test gender-neutral performance standards. There are three categories of standards for each position: physical (e.g., the ability to lift a weight for a defined distance, for a number of repetitions), medical (e.g., 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 is currently underway and consists of five phases. Phase 1, the current phase, will identify each MOS's most physically demanding tasks asking branch proponents to make the initial identification. In phase 2, to be completed this year, data collectors will observe soldiers performing these tasks. During phase 3 next year, analysts will separate these tasks into quantifiable parameters. In phase 4, the Army will develop and validate standards for these tasks, and in phase 5, the Army will develop testing procedures, equipment, and instructions for administering the standards. The outcome is a protocol intended to 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. The Canadian Forces validated their gender-neutral occupational standards through detailed observation of soldiers performing the actual duties of each job. 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 observing the actual requirements of the job in the field, and the standards will reflect common methods soldiers use to accomplish demanding tasks.

United States Air Force (Brig Gen Gina Grosso, Director of Force Management Policy, Deputy Chief of Staff for Manpower, Personnel and Services)

In the Air Force, only special operations positions are closed to women currently. The Air Force began to validate their special operations performance standards two years ago. Eighty-five percent of males 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 performance of the job, but with fewer injuries. The Air Force is not concerned with having a cadre of women prior to integration, and there are no infrastructure concerns to address.

United States Marine Corps (Col John Aytes, Manpower Policy Branch Chief, HQMC)

The Marine Corps briefed the Committee on its plan to develop gender-neutral performance standards in June 2012. Col John Aytes briefed the Committee with an update on the Marine Corps' efforts. Col Aytes confirmed that the Marine Corps' ongoing efforts to validate its performance standards are in line with the recommendations laid out by the Secretary of Defense. As part of the validation process the previous year, two women volunteered for the infantry officer course. Two women have volunteered for the upcoming course, and six more women have volunteered for the July course.

15 March 2013

Sexual Assault Prevention Program and Naval Station Great Lakes

The Committee learned of reports that the Navy had achieved a significant reduction in sexual assaults through a pilot program at Naval Station Great Lakes and requested a briefing on the effectiveness of the prevention programs and its possible broad implementation in the fleet.

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

Ms. Loftus briefed the Committee on a training program implemented at Naval Station Great Lakes that reduced the incidence of sexual assaults by 69% over a 24-month period. Naval Station Great Lakes was chosen for the pilot program because it had a unique concentration of young sailors; more than 10,000 students cycle through the entry-level training program (following recruit training) annually. The Navy held a two-day summit with regional commanders, local businesses, and the public health community to develop ideas for the program. As a result, the Navy implemented a program with multiple, ongoing components and aggressive efforts against risk factors such as alcohol use. Components included: restricting student 'liberty' for six to eight weeks; instructing senior students to mentor junior students and prohibiting junior students from going into a pub without a senior student; encouraging hotels to call Naval Criminal Investigative Service (NCIS) whenever a large group of students showed up to a hotel; publicizing alcohol punishments (i.e., non-judicial punishments - NJPs) on base; and implementing training and entertainment-education programs to instruct students about bystander intervention and consent.

After the pilot program, the installation showed a substantial reduction of reported sexual assaults, in contrast to stable or increasing trends across the rest of the Navy. Self-reported experiences of sexual assault also decreased on anonymous surveys given to sailors leaving the installation. Ms. Loftus stated that the installation has also seen an increased willingness from men to come forward and report sexual assaults. Many women came forward with stories of prior child abuse and sexual assault, and a sexual assault coordinator and victim response

advocate were available for each event. The program is currently working to add anonymous, after-hours counseling support.

In response to a question from a Committee member, Ms. Loftus stated that they have shared the pilot program with Navy leadership and the other Services. However, because of circumstances unique to the Navy – for example, Army and Marine Corps are more garrison-based, while Navy has more contained groups on ships and requires portable training methods – the other Services use their own training methods. The Navy conducted a leadership summit with Navy and Marine Corps leadership, SARC leaders and subject matter experts to talk about preventing sexual assault. The Navy uses films and interactive trainings (such as the SAPR-L/F trainings, which also include components on sexual harassment, see <http://www.public.navy.mil/BUPERS-NPC/SUPPORT/SAPR/Pages/training.aspx>). The Navy is also ensuring that civilian employees are being trained on prevention, resources, bystander intervention, civilian assistance, and what to do if a Service member reports a sexual assault. The Navy is now working with other regions to explore whether the Great Lakes approach would work in a different setting.

Annual Report on Sexual Harassment and Violence at the Military Service Academies

The DOD Annual Report on Sexual Harassment and Violence at the Military Academies showed a 23% increase in reports of sexual assault. The Committee asked for information on the trends, contributing factors and efforts to prevent sexual assault and sexual harassment at the academies from the authors of the report.

Dr. Nathan Galbreath, Senior Executive Advisor , Research and Training, Sexual Assault Prevention and Response Office (SAPRO)

Dr. Galbreath provided background on DoD's assessment of sexual assault at the Service academies. SAPRO alternates between conducting a survey and an on-site assessment every year at the Service academies to determine the prevalence of sexual assault and related behaviors and to assess methods to combat it. 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 SAPRO assessment revealed that sexual assault at the academies remains high and occurs at a rate two to three times higher than the rate in the total active duty population. The estimated rate of unwanted sexual contact – defined as contact sex crimes between adults that are prohibited in the UCMJ ranging from rape to abusive sexual contact– has increased since 2008 and currently stands at over 12% among academy women. The prevalence of unwanted sexual contact among men has also increased in recent years. General population rates of sexual assault are highest among 18-24 year olds, and, controlling for age and spousal status, the rates of sexual assault in the Service academies are very similar to rates in the civilian community. The survey

revealed that sexual harassment is also experienced by the vast majority of those who experienced sexual assault.

While the incidence of unwanted sexual touching was up at USMA, at the Naval and Air Force Academies, cases of attempted or completed sexual intercourse (as opposed to unwanted sexual touching alone) have become a larger proportion of unwanted sexual contact, indicating an increase in severity of these behaviors. Dr. Galbreath reported that one positive survey finding is that the sexual assault reporting rate is increasing at the academies, indicating the climate of victim confidence associated with reporting may have improved. However, this increase was driven only by increased reporting at USAFA.

A survey question added in 2012 revealed 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. Sexual harassment and sexual assault are also strongly correlated.

Dr. Galbreath also briefed the Committee on DoD's sexual assault prevention methods. He stated that the most effective prevention efforts at the academies focus on getting cadet leaders to perform prevention behaviors, which effectively markets culture change around sexual assault prevention to the rest of the academy. The academies are also reducing sexual assault environmental risks. West Point, 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 enacted a policy that all first year cadets (Plebes), cadets enrolled in the Honor and Respect Mentorship Program, and cadets deemed at-risk by their chain of command 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 to track attitudes towards sexual harassment and assault to go to the commander. Additionally, Dr. Galbreath commended the Navy's SHAPE (Sexual Harassment and Assault Prevention and Education) program but noted that SAPRO only has the authority to recommend, and not mandate, that the other Services adopt this program.

Dr. Galbreath said that a message of zero tolerance for sexual assault at the unit level can actually have the effect of deterring reporting. Commanders need to send a dual message: sexual assault will not be tolerated, but if it does occur, we want you to report it. Committee members asked Dr. Galbreath to comment on how service members' lack of confidence in the system's ability to punish perpetrators can be harmful. Dr. Galbreath agreed that it is important that victims feel comfortable and confident in the justice system. Sexual assault perpetrators are often not deterred by the threat of punishment; however, as they rationalize their behavior and do not feel they have committed a crime. Dr. Galbreath reiterated that the best way to reduce the prevalence of sexual assault is through prevention.

Public Comment Period


Linda Hallman, The American Association of University Women (AAUW)

Ms. Hallman, Executive Director of AAUW and US Army Veteran, on behalf of AAUW, applauded the military’s decision to open combat positions to women. AAUW is committed to raising awareness of sexual assault in the military, protecting the rights of service members and ending sexual assault and violence in the military. AAUW supports legislation to prevent sexual assault and punish perpetrators. AAUW submitted a full written statement to the Committee, which can be found in Tab J.

Final Remarks

Committee Chair Ms. Holly Hemphill and Designated Federal Officer COL Betty Yarbrough made final remarks. Ms. Hemphill stated the tentative dates for the next DACOWITS business meeting are June 20-21, 2013.

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

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|----------------------------------|------------------------------|
| Ms. Holly Hemphill | MG (Ret) Gale Pollock |
| BG (Ret) Maureen LeBoeuf | RADM (Ret) Elizabeth Morris |
| Ms. Nancy Duff Campbell | CMSgt (Ret) Bernise Belcer |
| The Honorable Debbie James | Ms. Teresa Christenson |
| COL (Ret) Margarethe Cammermeyer | CAPT (Ret) Beverly Kelley |
| BG (Ret) Julia Cleckley | Rev. Dr. Cynthia Lindenmeyer |
| SgtMajMC (Ret) John L. Estrada | Ms. Donna McAleer |
| FLTCM (Ret) Jacqueline DiRosa | LTC (Ret) Hae-Sue Park |