

# **DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE SERVICES (DACOWITS)**

## **Quarterly Meeting Minutes**

**8–9 December 2016**

The Defense Advisory Committee on Women in the Services (DACOWITS) held a full Committee meeting on December 8 and 9, 2016. The meeting took place at the Association of the United States Army Convention Center, 2425 Wilson Boulevard, Arlington, VA 22201.

**8 December 2016**

### **Introductions and Opening Remarks**

COL Aimee Kominiak, DACOWITS Military Director and Designated Federal Officer, opened the December quarterly business meeting by reviewing the Committee's establishment and charter. COL Kominiak then turned the meeting over to Gen (Ret.) Janet Wolfenbarger, DACOWITS Chair. Gen (Ret.) Wolfenbarger welcomed the public and the Committee to the meeting. She asked all Committee members and meeting attendees to introduce themselves.

### **Status of Requests for Information**

COL Kominiak reviewed the status of the Committee's requests for information (RFIs). The Committee received responses to all seven requested RFIs. The meeting agenda indicated that oral briefings would be provided during the meeting to address the concerns raised in each RFI except for RFI 3. For this RFI, which addresses co-location policies for married couples serving in different Service branches, the Office of the Undersecretary of Defense for Personnel and Readiness provided a written response.

### **Panel Discussion: Integrated Boxing Programs at the Military Service Academies (RFI 1)**

This year marks the first time that the United States Military Academy at West Point (West Point) and the Air Force Academy have integrated their boxing programs and made participation by female cadets mandatory. The Navy's boxing program was previously integrated. The Committee requested a briefing from each of the Military Service Academies on the integration of boxing. DACOWITS requested information on the history and design of the programs, concussion protocols, gear and other risk mitigation efforts, and the effectiveness of each program.

#### ***The United States Military Academy at West Point: BG Diana M. Holland, Commandant of Cadets***

BG Holland stated that the integrated boxing program has gone very well at West Point so far and that the school has held two classes of integrated boxing. Until recently, women had the option to take boxing to supplement the required combatives course. As a result, not many

women took the boxing course because it was difficult for them to add it to their course schedules. The academy made the decision last semester to make boxing a mandatory graduation requirement for both male and female cadets starting with the class of 2020. It is now one of seven required Department of Physical Education programs for women. Since the academy leadership had been discussing integrating boxing for some time, it was easy to implement quickly and with a relatively seamless transition. Female cadets have responded with enthusiasm; in fact, when it was optional, the academy had to increase the number of authorizations and slots for women to compete in its competitive boxing program.

During the past year, the corps of cadets has been very enthusiastic about the program; BG Holland noted that the younger generation expects to be integrated by gender and is not surprised by men and women training together. She then provided an overview of the history of the boxing program at West Point.

The present-day curriculum teaches cadets the fundamentals of amateur boxing in a very controlled environment. West Point's course director for boxing, Dr. Ray Barone (a retired Lieutenant Colonel), maintains a Level 5 USA boxing certification equivalent to Olympic and international boxing standards. The curriculum consists of 19 lessons lasting 55 minutes each, occurring every other day. Five sparring events determine most of the cadets' grades; these are the only events in which cadets are paired up by gender. Otherwise, during the course of the program, cadets are matched up based purely on weight and skill, without regard to gender. BG Holland noted the boxing curriculum's importance for all graduates, as it builds self-confidence and develops the "warrior ethos." Cadets learn to overcome fear and anxiety while in physically and psychologically stressful situations. Overcoming that adversity is a critical skill for those who will be leaders in ground combat. BG Holland noted the marked difference in confidence between cadets on the first day of class, midway through the course, and at the end of the course.

BG Holland noted that risk mitigation is important for any contact sport, particularly boxing. Risk mitigation has been a major focus at West Point for several years, even prior to making the boxing program mandatory for women, and they have seen a decline in concussions in all contact sports recently. West Point based its concussion prevention protocol on the Zurich 2012 guidelines, which are internationally recognized guidelines based on the latest scientific evidence in concussion prevention. The academy follows the motto, "return to learn, return to play" when evaluating a cadet with a potential concussion. This means that when a cadet has a head injury, instructors determine when it would be appropriate to allow the cadet to resume participating in athletics as well as academics. West Point also participates in the NCAA-DoD Grand Alliance: Concussion Assessment, Research and Education (CARE) Consortium, an initiative that brings members of the National Collegiate Athletic Association (NCAA), DoD, West Point, and scientific and medical communities together to study concussions and ultimately enhance the safety and health of student athletes, Service members, youth sports participants, and the broader public. West Point conducts baseline testing with all cadets to assess whether they have existing injuries upon entering the academy and reassesses cadets during the course of their academic and athletic careers to identify any changes or injuries experienced during their time at the academy. Additional resources include a concussion care clinic on site in the gym and close oversight of injured cadets from an academic management team, behavioral health specialists, and a working group on head injuries. In short, all cadets are monitored closely following a concussion.

BG Holland brought gloves and other boxing equipment as exhibits for the briefing and discussed them with the Committee. While time constraints prevented her from discussing these

items at length, she noted that all of the gear was selected carefully based on scientific evidence. At the conclusion of her presentation, she played a brief video featuring cadets discussing their experiences boxing at West Point.

*United States Naval Academy: Dr. Tom Virgets, Senior Associate Athletic Director, Head of Physical Education*

Dr. Virgets began his portion of the presentation by noting boxing's long history at the Naval Academy, where it has been part of the core Physical Education curriculum for both men and women for 20 years. It is a required course and a graduation requirement. He agreed with many of the positive comments made by BG Holland, including the program's confidence-building benefits among future female officers. The boxing curriculum at the Naval Academy consists of eight lessons, making it a much shorter course than at West Point. The Naval Academy views boxing as a mechanism for achieving other objectives and outcomes—for example, as a means to build character and instill the ability to react in highly stressful situations. Boxing provides a controlled environment for midshipmen to learn how they react to fear, and it helps the Naval Academy build their skills and capacity to react appropriately. Dr. Virgets described several possible reactions to boxing among midshipmen. Some become paralyzed with fear, unable to react and mount an aggressive offense. These midshipmen may not yet exhibit the skills to lead others in a combat situation. Others become enraged, demonstrating an inability to control aggression and think clearly under stress. Midshipmen who manage fear with rage must undergo remediation until they can respond appropriately. The ideal reaction occurs when an individual can mount a controlled offense or counter offense, demonstrating a capacity to think on one's feet and react under pressure.

Next, Dr. Virgets discussed concussion protocols. The Naval Academy began conducting baseline testing for incoming plebe classes this year—a new development that brings it in line with the processes described at West Point. The Naval Academy follows the Defense and Veterans Brain Injury Center Guidelines, which align closely with the protocols used by the NCAA for all sports programs.

Dr. Virgets concluded with an overview of other safety resources at the Naval Academy, including the program's equipment and its instructors. He noted that headgear covers the full face and that 14-ounce (light) gloves are used during classes; the equipment was selected based on scientific research done at the institution. The gloves are made of open- and closed-cell foam, which minimizes the compression ratio in any punch that is thrown. Highly trained instructors provide further guidance to ensure the safety of midshipmen. The Naval Academy boxing head coach, Mr. Jim McNally, has held his position for 30 years. He not only holds the appropriate certifications but also is a former Olympic referee and judge. The Naval Academy has the lowest concussion rate of all the academies; Dr. Virgets attributes this achievement partly to Mr. McNally's referee and judging background, which helps him anticipate when individuals are in dangerous situations. Mr. McNally trains all instructors personally, and they have to successfully complete a 1-year apprenticeship to become Level 2 instructors and teach their own classes.

*Air Force Academy: Mr. Jim Knowlton, Director of Athletics*

Mr. Knowlton introduced himself along with his colleagues, Col Jennifer Block, the academy boxing program's first female instructor; Dr. (Lt. Col.) Darren Campbell, the director of the academy's concussion clinic; and Mr. Blake Baldi, the head boxing coach, who support him in the boxing program and were in the audience at the DACOWITS meeting.

Mr. Knowlton indicated the three academies spend a lot of time communicating and sharing best practices. Similar to the other academies, the Air Force Academy benchmarks every cadet and sets up appropriate concussion protocols to minimize cadets' risk of injury. These efforts stem in part from the \$30 million NCAA-DoD CARE Consortium (described earlier in the meeting by BG Holland).

Although each program has different nuances, Mr. Knowlton felt that his academy's program was quite similar overall to those whom had presented before him. Because of these similarities, rather than discussing his PowerPoint presentation, Mr. Knowlton shared details of a recent visit to the Air Force Academy by Air Force Secretary Deborah Lee James.

For the first time in Air Force Academy history, he noted, there is now one core curriculum for the Physical Education program. Every cadet, male or female, takes the same core curriculum—including boxing. Secretary James came to observe boxing at the academy because of specific concerns about the program. She was reportedly quite impressed with what she saw—a controlled program implemented in safe conditions as a means of achieving critical training objectives. She asked Mr. Knowlton about the future of boxing at the Air Force Academy, and he responded that if combat positions are to remain open to women, they deserve the same confidence building training that men have been receiving for decades.

#### Discussion

Ms. Donna McAleer expressed her enthusiasm about the academies' boxing programs and asked how the academies are sharing and transferring the knowledge they have gained through the boxing programs to Reserve Officers' Training Corps (ROTC) programs. She noted that officers who complete ROTC programs should have skills similar to officers who graduate from the academies and asked whether the academies were sharing information for the benefit of these officers. Mr. Knowlton said that although the Air Force Academy is sharing information with the rest of the Air Force through its Combatives Center of Excellence, it is not directly exporting information to ROTC programs at this time. Ms. McAleer followed up by asking if Air Force ROTC would have the opportunity to receive instruction at the center; Mr. Knowlton replied in the affirmative.

CSM (Ret.) Michele Jones asked if the boxing programs launched at the academies will be incorporated into training for enlisted Service members as well. Mr. Knowlton replied that enlisted Service members would likely receive some components of the training through the center of excellence; however, the Air Force has not tried to push the program out widely within the force.

BG Holland added that the Army has a combatives program for enlisted Service members, but boxing is not a requirement in this Service. Command Sergeant Major Dawn Rippelmeyer, Command Sergeant Major of the United States Corps of Cadets and an assistant instructor in boxing beginning in 2016, was in the audience and commented on potential benefits to expanding boxing to the enlisted side; however, most institutes have moved away from boxing because of safety issues. The academies devote many resources to ensuring future officers' safety; they have teams of highly qualified instructors who closely oversee all boxing activities. Moving this program out to Service members would require the right instructors and trainers, which could be difficult to achieve with a much larger group.

Mr. Knowlton agreed that current academy programs depend on a well-trained cadre; without support and close oversight from highly qualified instructors, there is potential to cause more injuries.

Dr. Virgets observed that the problems seen in boxing are not usually with the program itself. Issues arise from implementation by the coach. There have been some problems already with implementation, most recently with the Marine Corps. Without proper instruction and oversight, even extremely safe programs can cause harm.

LTC (Ret.) Hae-Sue Park asked BG Holland why West Point's program includes five gender-specific sparring events. She asked how other academies determine how to pair individuals to spar, and also inquired why people of similar sizes and weights could not spar with one another during West Point's five graded events regardless of gender.

BG Holland responded that, eventually, West Point may choose to make the five graded events non-gender specific, but the program is still in the first year of implementation, and the academy would prefer to roll out changes gradually. West Point wants to be able to evaluate how the program is operating before making further adjustments.

Dr. Virgets said that the Naval Academy has women on the boxing team who can spar with men, but he noted that there is a significant difference of muscular strength and power between men and women during their first year at the academy. The fitness gap for male and female cadets closes during their later years at the academy, but since all cadets take boxing early in their careers, it is not advisable to match up men and women right away. At the Naval Academy, boxing classes are integrated, but the spars are still gender specific.

Mr. Knowlton stated that the Air Force also has a gender-specific sparring policy at this time—sparring partners are matched based on size, strength, athletic ability, and gender.

VADM (Ret.) Carol Pottenger noted the Committee's longstanding interest in occupational and physical standards, and its interest in integrated boxing as an indicator of how the military thinks about physical standards for men and women. She asked the panelists whether they have observed the gap of physical capabilities narrowing between men and women, noting a common argument against women serving in ground combat roles is their lack of physical strength relative to men.

Dr. Virgets agreed that the fitness gap between men and women had narrowed in the past 15–20 years, citing improved times in track and field events. Despite those advancements, in his opinion, the top 6–10 percent of female cadets at the Naval Academy are as strong or stronger than the bottom 10 percent of the academy's male cadets. He felt it would take some time to narrow that gap in physical performance.

BG Holland agreed with this observation. Over the years, she feels female cadet physical performance has improved. West Point female graduates who take the infantry officer basic course must meet the same standards as their male counterparts. All female graduates passed the course on their first attempts. BG Holland said that going forward, there should be a focus on holding a standard and letting people serve in any occupation for which they can achieve the standard.

Mr. Knowlton agreed with BG Holland. He has observed that women taking combatives courses at the Air Force Academy are much more empowered than they were in previous eras, when their training might have focused on minor issues such as “protecting their purses.” He also

pointed to the fact that, for the first time in the academy's history, a women's team had gone to the NCAA championships (for cross country). He felt these things were evidence of women's high expectations for themselves and how far they had come.

MG (Ret.) John Macdonald was impressed with the presentation and asked panelists what DACOWITS could do to promote and support boxing as a graduation requirement at the military academies.

Mr. Knowlton stated that the biggest challenge is the media. It is easy for members of the media who have not observed the programs to criticize them as bad and potentially dangerous for participants. This perspective comes from a fear that the academies do not understand what they are doing; this fear is an incentive for the academies to focus on making it a safe environment for cadets.

BG Holland agreed that the American public has become risk averse, which encroaches on the physical program. There are concerns about cadets and midshipmen incurring traumatic brain injuries or posttraumatic stress disorder—risks that the public deems unnecessary if they are not part of a commissioning requirement. Over time, as people have come to expect less risk, they forget that Service academies exist to train individuals for a dangerous profession. In 10–20 years, BG Holland hypothesized, universities may no longer have programs such as football, cheerleading, and boxing because of this risk aversion.

Dr. Virgets agreed that the public has become risk averse and said that at least five times during his time at the Naval Academy, leaders have had to defend the boxing program and go to great lengths to keep it active. People who attack the program do not necessarily tie the benefits to the “warrior ethos.” Since the programs are under constant attack, they need to be defended by individuals who recognize what benefits the programs provide. To this day, academy leaders have not found a reasonable substitute course that can achieve the outcomes of the boxing program. He also noted that the boxing and athletic staff are responsible for managing the risk but not eliminating it.

Mr. Knowlton suggested that Committee members would benefit from observing combatives and boxing at the academies by improving their understanding of the programs and, consequently, their ability to advocate even more strongly for the programs and their benefits to women.

Ms. Sharlene Hawkes asked the panelists why most program objectives focus on managing fear and stress, and why the academies would not opt to have the programs build a boxing skill set as well as using the training as a leadership indicator among cadets.

Dr. Virgets responded that time is the primary constraint; students have aggressive schedules with many competing priorities and requirements.

Mr. Knowlton added that since this is the first year of the program at the Air Force Academy, leaders will need to review the outcomes of the program and then continue to refine the program's objectives and design.

This concluded the presentation on integrated boxing programs.

## **Panel Discussion: Services Retention Initiatives (RFI 2)**

The Committee believes that the Military Services are losing women disproportionality to men at the midcareer point. The Committee requested a briefing from the Military Services on the status of initiatives—for example, the Navy’s Career Intermission Program (a pilot program to bring in trained professionals from the civilian sector at the midgrade level), or bonuses—that focus specifically on reducing attrition and increasing retention of women. Committee members also requested information on typical attrition patterns among women in each Service branch.

*Army: SGM Mark A. Thompson, Senior Army Career Counselor*

Sergeant Major Thompson is responsible for writing and administering retention policy. He opened by stating that the Army does not have gender-based retention initiatives. Retention initiatives are instead based on soldiers’ experience or skill sets. The two basic categories of incentives are monetary and nonmonetary. Bonuses are the primary monetary incentive; they are used largely to entice qualified soldiers to stay in occupational specialties experiencing critical staffing shortages, or to entice Service members to move to underpopulated specialties. The Selective Reenlistment Bonus is the primary bonus for this type of activity. Reenlistment options are the principal type of nonmonetary incentive.

*Marine Corps: Capt Raul P. Garza, Officer Inventory Planner, Manpower and Reserve Affairs*

Captain Garza observed that Marine Corps retention incentives are similar to the Army’s. The Marine Corps does not have specific policies to retain women. He stated that Service retention policies instead focus on retaining all skilled marines, regardless of gender. The Career Intermission Program (CIP) was created to retain marines who need flexibility in their careers. To date, only six marines have participated, one of whom was female. The Marine Corps is unable to make any assumptions about the participation rate and program success at this time because of the low rate of take up; furthermore, the two individuals currently participating in the program are not yet due back from their hiatus. The main reasons marines have given for engaging in the program include family, medical, and travel issues.

*Navy: CDR Charles “Jon” Wilson, Branch Head, Outreach and Engagement*

Commander Wilson addressed the Committee’s questions by describing the Navy’s CIP, which is similar conceptually to the program available to marines. CIP is an initiative that the Navy began implementing in 2009. It allows Service members to leave the Service for up to 3 years and receive 2/30th of their monthly base pay. As of last month, the Navy had 126 Service members take part since the program’s inception, including 58 men (17 officers and 41 enlisted) and 68 women (33 officers and 35 enlisted).

As part of the CIP application process, the Navy asks sailors why they wish to participate in the program; reasons commonly cited include family situations and the pursuit of outside education. The program requires a straight 2-for-1 pay back; for each month of leave taken, Service members are obliged to serve 2 months when they return. For FY 2018, the Navy has proposed moving to a sliding scale of CIP benefits under the National Defense Authorization Act. This legislative proposal would offer Service members an increased intermission of up to 4 years and would let participants choose the amount of pay they receive during that time—anywhere from zero to 5/30th of their monthly base pay. Service members would have an optional permanent change of station (PCS) move. Payback on return to active duty would be variable, depending on

the amount of base pay Service members elect to receive while out, the amount of time they choose to take, and whether they choose the PCS. This proposal is still being debated.

Retention initiatives such as the CIP focus on retaining people in the Navy midcareer or midgrade. For FY 2017, DoD has submitted a legislative proposal asking to expand lateral entry authority to bring individuals in to meet operational needs across all officer communities (at present, DoD has the ability to do this only for health care professionals, not pilots, as noted in the RFI). The new provision would allow Service Secretaries to award constructive credit for leadership experience, professional credentials, and technical expertise to directly commission officers up to the grade of O6.

Commander Wilson noted that bonuses are another type of incentive the Navy can use to retain Service members. There are three types of bonuses: enlistment or accession bonuses used to entice Service members to enlist; retention bonuses offered at the midcareer mark to induce individuals who have completed their initial obligation to stay; and critical skills retention bonuses targeted to Service members who have skills the Navy needs. The Navy does not differentiate between men and women for these bonuses.

On the issue of attrition, Commander Wilson indicated that enlisted female sailors leave at the 5- to 6-year point, and enlisted male sailors leave closer to the 8-year point. There is another surge of departures around the 20-year mark for both male and female enlisted Service members, around the time of retirement. Male and female officers exit a bit later in their careers than enlisted sailors, at the 7- to 9-year mark, with another surge at the 20-year mark.

*Air Force: Ms. Emi Izawa, Deputy Chief, Military Force Management Division*

Ms. Izawa began her presentation by noting that the Air Force also has a CIP and supports the Navy initiative for a sliding scale of CIP benefits.

She stated the Air Force has initiatives targeting female retention specifically and retention at large. Regarding female-specific retention initiatives, she noted that maternity leave was recently increased to 12 weeks, and the Air Force offers various postpartum deferments for female airmen. For example, new mothers are eligible for a 12-month postpartum deployment deferment as well as a postpartum fitness deferment: those who take this deferment are not required to participate in a fitness assessment for 12 months after pregnancy. New mothers are also eligible for postpartum temporary duty deferment for up to 12 months after delivery, along with a postpartum assignment deferment that allows them to defer for 12 months all temporary duties during which they would be separated from their children. Ms. Izawa noted, however, that new mothers can waive the deployment and assignment deferments if they wish. Furthermore, the Air Force is developing a policy to allow new mothers to ask for deferments and other separations from the military up 12 months after delivery. A new mother must ask for a separation prior to delivering her child, so this revised policy would extend the deadline for the request and allow new mothers to reevaluate their needs after the birth of their children.

Another new Air Force initiative, launched in December 2016, requires general officers to review and approve relocation assignments in which married couples must be separated to allow one partner to take a command. This policy is intended to limit the geographical separation of dual military couples.

Similar to other Services, the Air Force has a CIP. The Air Force program is nearly 3 years old. In 2014, when the program was first launched, 30 members applied. Half of the applicants were

men, and half were women. In 2015, 21 women and 17 men applied. For last year (2016), 15 women applied and 19 men applied. Air Force CIP applications show that Service members primarily use the program to pursue educational opportunities outside the military.

In October 2016, the Air Force eliminated a requirement for Service members to separate from the Air Force if they declined Intermediate and Senior Development Education assignments that would separate them from their families. Previously, if Service members were required to go to development education, they had 7 days to decide whether to take the developmental opportunity. Those who declined such an opportunity were required to separate from the Service. Ms. Izawa noted that this revision to the policy is particularly beneficial to women, who may hesitate to separate from their families for the yearlong period this training requires.

Before moving on to the Coast Guard's portion of the presentation, Gen (Ret.) Wolfenbarger asked Ms. Izawa at what point during their military careers women typically leave the Air Force.

Ms. Izawa responded that historically, women have left "midrange" in their careers, which she expected was similar to when women in other Services leave. However, she was not able to provide specific data at the time of the meeting; she said she would conduct further research and forward additional data on when in their careers women leave the Air Force, and how that compares to their male counterparts, at a later time.

*Coast Guard: LCDR Russ Mayer, Team Leader Military Personnel Policy and Standards Division*

LCDR Mayer began his briefing by telling the Committee that, assuming "midcareer" means the 10- to 15-year mark, midcareer women in the Coast Guard are not leaving at different rates than men. Unfortunately, they may be leaving at a higher rate earlier in their careers: around the 3- to 5-year mark for officers and after about 4 years of Service for enlisted.

Some of the Coast Guard's initial assumptions about departure rates for men and women have proven inaccurate once retention policies were implemented. Increasing maternity leave, for example, elicited both positive and negative reactions among women. Some female Coast Guard members do not want to be away from their jobs for an extended period of time because of the potential negative effects on their work and career progression. The Coast Guard is investigating the impacts of increased maternity convalescent leave as well as blended retirement.

The Coast Guard does not have a CIP as the other Services do, but it has a similar program called Temporary Separation (TEMPSEP) that allows Coast Guard members to temporarily separate and pursue growth or other opportunities outside the Service while also providing a mechanism for their return to active duty. When it was first implemented in the early 1990s, the program was offered only to women who had just given birth; it was expanded to include men in the early 2000s. The current iteration of the Coast Guard's program does not offer a sabbatical from the Service as the CIP does; instead, it provides all coastguardsmen a "right to return" that does not require Service members to rejoin the Service after leave. Further adjustments were made to the program in June 2016 to revamp maternity-related, sexual assault-related, and surrogacy-related TEMPSEP usage, given an uptick in requests for TEMPSEC related to these areas. The Coast Guard will continue to assess the overall usage of and return rates for TEMPSEP during the next 5 years.

## Discussion

FLTCM (Ret.) JoAnn Ortloff asked the panelists what methods they use to identify why members leave their Services and how they collect that data without a mandatory exit survey.

Commander Wilson responded that the Navy does not collect data on why Service members leave but rather on when they leave. Based on his corporate knowledge, an officer that leaves the Navy must submit a letter of resignation that includes the officer's reason for resigning. Enlisted members are not required to provide resignation letters describing their reasons for leaving, so they may be permitted to resign without providing that information.

Sergeant Major Thompson also acknowledged that the Army does not categorize the exit data at the strategic level. There is a voluntary Army exit survey, but it does not provide complete Service-wide data since it is not mandatory for everyone. Battalion counselors can report on retention issues within units, but this data is not collected uniformly Service-wide. The units are responsible for examining members' reasons for departure and for responding accordingly.

Ms. Izawa and Captain Garza noted that, similar to the Army, the Air Force and the Marine Corps have voluntary retention and exit surveys. Captain Garza added that the Marine Corps will conduct an officer survey in the next year that will capture additional exit data for company commanders.

LCDR Mayer responded that because of the relatively small size of the Coast Guard, it does not conduct surveys of its members because of data integrity and implementation challenges. The Service does want to start collecting data on its TEMPSEP program, but DoD offers this program at no cost to the Coast Guard and manages it somewhat differently than other Services manage their CIPs.

CSM (Ret.) Jones asked Ms. Izawa whether the Air Force's physical fitness-related deferment options for new mothers 1 year after giving birth pertain to testing or to any physical activity. Ms. Izawa responded that this yearlong deferment pertains to physical assessments; new mothers can return to physical activity sooner based on recommendations from a medical professional.

LTC (Ret.) Park asked the panelists to describe eligibility requirements within their Services for their respective temporary leave programs (TEMPSEP, CIP, etc.).

Commander Wilson responded that when the Navy's CIP was authorized in 2009, a cap was set for 20 enlisted participants and 20 officers per year. These 40 Service members could not be completing their initial Service obligations (following commission, in the case of officers) or in receipt of any bonuses. In 2016, the Navy removed those limitations and kept some basic eligibility criteria. Sailors with pending disciplinary actions cannot go on sabbatical. For a sailor to apply, the sailor's commanding officer must provide an endorsement, and the application must be reviewed by a community manager who evaluates the application and recommends whether to accept it. Commander Wilson observed that the Navy approves more applications than it rejects.

Captain Garza added that for the Marine Corps, the marine applying for a sabbatical must be in pay grades E6 or E7 and have no more than 15 years of Service, or must be in pay grades O3 or O4.

LCDR Mayer stated that for the Coast Guard, certain factors—most commonly misconduct—make coastguardsmen ineligible for TEMPSEP.

Ms. Izawa was unable to provide the criteria the Air Force used to evaluate eligibility for sabbaticals. Generally, the Service does all it can to keep people in their chosen career fields.

Ms. Teresa Christenson asked Ms. Izawa if she thought the operational deferment policies in the Air Force were creating a culture where “the good women” do not defer and “the bad women” defer. She was concerned that the policy was not really equal for women. Ms. Izawa responded that women in the Air Force have up to 12 months to separate after giving birth. The Air Force reviewed the number of individuals slated for deployment to gauge how disruptive operational deferments would be for units and found deferments were only minimally disruptive. The Air Force is not sure yet if it’s CIP is improving long-term retention of women because the policy was just implemented in 2016.

Ms. Christenson noted that it would be interesting to learn how the women who return to the Service and the women who take the full 12 months of operational deferment were viewed by their units. Ms. Izawa responded that it is a personal decision if a female Service member defers for the full 12 months and is based on a number of factors. Ms. Christenson asked for clarification on whether men could defer. Ms. Izawa acknowledged that the program is offered only to those who give birth to children, so the program is not open to men.

Ms. McAleer noted that there is not a physical change in a man’s body, then asked if physiological reasons are motivating the Services to try the operational deferment policies. She acknowledged that the Air Force is examining factors that can increase retention and that the Service will not be able to obtain data for some time on what achieves that goal. Ms. Izawa responded that the Air Force’s programs were implemented recently and confirmed that it will take time for the resulting data and outcomes to be evaluated. Gen (Ret.) Wolfenbarger asked Ms. Izawa if the intent of the Air Force is to collect data on these policies, and Ms. Izawa responded that the Air Force will be collecting such data.

Col (Ret.) John Boggs asked the panelists about the anticipated impact on promotion for Service members who take a sabbatical for any reason.

Captain Garza responded that, for the Marine Corps, Service members would be reinstated to their former positions, so there would be no detrimental effect on their ability for promotion. However, since no one who has taken a sabbatical has returned yet, it is difficult to say what the actual effect of the program on selection for promotions may be.

Commander Wilson agreed that the Navy has a similar policy to the Marine Corps. When Service members leave, a “freeze” is put on their career status, and when they return, they are reassigned to their former positions. Career progression is something the Navy examines very closely and reports on every year. To date, only a few individuals have participated in the program and reentered the Service. Initial data shows that the program has not harmed career progression or otherwise detrimentally affected either male or female Service members, but it is too early to determine what effects the program is having on Service members, particularly with so few people participating. Only 6–10 of those who participated have reentered the Service.

Ms. Izawa agreed that Service members’ careers are paused until they reenter. The Air Force program has existed only since 2014, and only nine of the 53 airmen who have participated have returned so far.

LCDR Mayer said the TEMPSEP program does affect the promotion potential of Coast Guard members. The Coast Guard requires a returning Service member’s career to be frozen.

VADM (Ret.) Pottenger noted that the opening of combat positions was not mentioned as a retention strategy. She felt the Services' exit surveys are not scientific or specific, according to the briefing presentations, so she asked for the panelists' thoughts on how gender integration is affecting retention.

Sergeant Major Thompson replied that 2016 was the first year during which all positions were opened, so to date, there is little evidence on how this change is affecting women. He has heard from women who have served 16 or 17 years in the Army that they wish they would have had the opportunity to work in combat arms specialties when they joined.

Captain Garza responded that the Marine Corps is waiting to see the results of the new exit surveys that are being conducted to determine how the opening of all units and positions is affecting retention for all marines. The marines have historic data to which it can compare current data on this issue.

Commander Wilson said he did not have the information available to respond on behalf of the Navy.

Ms. Izawa responded that the Air Force does not have a question on the exit/retention survey to address the issue of gender integration. The impact to the Air Force is small because only 2 percent of the units and positions were closed to women before the change in policy. She said she will raise the question of how gender integration is affecting retention with her team.

LCDR Mayer responded that the Coast Guard was already fully integrated [since before the recent opening of all combat positions to women], but it still has a lower retention rate for women than men.

Dr. Kristy Anderson asked Ms. Izawa when she expected postpartum policies to be enacted for the Air Force. Ms. Izawa said she anticipated the policies will be signed and released in December 2016.

CAPT (Ret.) Beverly Kelley asked that the panelists begin to gather retention data from their respective Services so the Committee can see documentation of what is occurring.

FLTCM (Ret.) Ortloff asked the panelists how, without exit surveys, the Services are determining what reenlistment incentives they should use to retain women and to reduce attrition.

Commander Wilson responded that he would have to research what data is driving the Navy's program before he could respond to the Committee.

FLTCM (Ret.) Ortloff asked Commander Wilson if the Navy's Office of Women's Policy still collected information on retention or attrition. Commander Wilson responded that he did not know.

Sergeant Major Thompson responded that incentives were based on skill, not gender. The Army does not and has not based any retention incentives on gender. The Army has exit surveys, but they are not mandatory. The Army does receive input from its command teams on skills; teams will report that a person with a certain skill is leaving for a particular reason.

Captain Garza said that Marine Corps retention incentives are also based on skill.

Ms. Izawa also confirmed that the Air Force bases retention incentives on what skills it needs to retain.

LCDR Mayer noted that retention incentives for the Coast Guard are also based on skill. He added that one gender may be doing something differently than the other with regard to skills, and that information could be used to inform retention policies for women.

Gen (Ret.) Wolfenbarger addressed the panel and noted that it had not placed any emphasis on uniquely targeting women for retention. She heard directly from the Service's senior leaders about the need to improve the retention of women. Many Service senior leaders are concerned that as the Services work to enlist more women, they need to better understand why women are leaving at a higher rate than men. She asked the panelists for their thoughts on this topic.

Sergeant Major Thompson responded that there is an issue of semantics when talking about retention and incentives. Department of Defense Instructions (DoDI) outline who may receive bonuses and incentives from the Army. To identify and offer a critical skills bonus based on gender goes against law and DoDIs. In the Army, leadership is the reason why people stay or leave. If soldiers are in a positive environment, they stay. Army leaders are trying to learn why more Service members of one gender than another are leaving. The Army is not opposed to retention incentives that are gender based, but policies would need to be changed first.

Commander Wilson responded that the genesis of the Navy's CIP was to meet a family care need recognized at the time. The future initiatives are designed to meet needs women have identified. If female junior officers are leaving at a higher rate to obtain education, then the Navy needs to expand education opportunities. Although some programs may not explicitly state they target women and women only, many programs are designed to attract and retain women based on identified needs.

Ms. Izawa concurred; the Air Force has studied retention for women. It is a difficult issue, and retention behavior is an important consideration across all genders. It is largely reactive, and varying factors such as the economy and generational differences make it challenging to model human behavior and anticipate what issues will arise in the future.

LCDR Mayer added that, in his opinion, the answer to this question is not policy; it is a cultural issue. Efforts by the Office of Diversity and Inclusion, among other efforts, are trying to change the culture, and incentivizing women to stay in the Services could fix this issue.

#### **Panel Discussion: Efforts to Increase Propensity to Serve (RFI 4)**

The Committee requested briefings from the Military Services on efforts to increase propensity to serve among women aged 17 to 24 (e.g., recruiting strategies). DACOWITS also inquired about whether the Services see the Junior Reserve Officer Training Corps (JROTC) as a viable avenue to facilitate increasing propensity to serve while they also abide by the rule prohibiting active recruiting.

##### *Army: Ms. Crystal Deleon, Brand Manager, U.S. Army Marketing and Research Group*

The Army's strategy remains the same since the last time it briefed DACOWITS, and it continues to change perceptions Americans have about the Army through the Army Enterprise Brand.

The Army uses a total market approach that relies on insights across multiple demographics and segments to enable its marketing campaign to be representative of the total Army and make the best use of available resources. In June 2016, the Army released the "All Army" commercial

showcasing women in Science, Technology, Engineering, and Math (STEM) and leadership roles. The Army also reviewed external studies to further optimize its web presence. The Army developed a virtual tour available on the Army Website, which takes the viewer through real Army installations with a female virtual tour assistant. In October 2016, the “Cyber Warrior” commercial was released showcasing females and other minorities.

The Army continues to develop and disseminate female-centric content. It has three videos in production right now that will be released by the end of 2016; they include interviews with Service members discussing what they would tell their younger selves. For FY 2017, the Army has scheduled research dedicated to better understanding the female audience.

*Marine Corps: Mr. Dan Weidensaul, Deputy Assistant Chief of Staff, Marketing*

The Marine Corps does not work to increase propensity; instead, its representatives work to convince those who are already propensed to choose the Marine Corps. It uses marketing strategies that reach all targets. The Marine Corps conducted qualitative and quantitative research with prospective recruits. With the opening of all career fields, the Marine Corps introduced a number of marketing initiatives that are female inclusive or female specific.

The new campaigns for the Marine Corps will feature women alongside men doing more operational-type jobs. The focus will be on representing the way marines serve as well as their fighting spirit, showing everything marines do “for a fight to be done and a fight to be won.” To disseminate this message, the Marine Corps is sending millions of pieces of direct mail to male and female high school juniors and seniors.

With the opening of all operational specialties to women, the Marine Corps made numerous modifications to its marketing materials across various platforms, including making wording more inclusive and updating the listed physical standards.

Mr. Weidensaul then highlighted several of the Marine Corps’ new engagement programs. The Semper Fidelis All-American Program is an athletic-youth engagement program that welcomes exceptional male and female student athletes to a weeklong leadership, character development, and mentorship program in the National Capital region. Previously, the program targeted male football athletes only; the revised program is open to participants of both genders from all athletic programs. Through a wrestling-specific outreach program, the Marine Corps will start engaging female high school and college wrestlers, who are likely good candidates for the infantry officers course and whose views may align with those espoused by the marines. Finally, Mr. Weidensaul described the Marine Corps’ collaboration with Sports Illustrated magazine to highlight one male and one female athlete each month to reach a wider high school audience. The Marine Corps does not specifically reach out to ROTC or JRTOC outside of traditional programs, but they do recognize the value in the programs to represent the military presence in schools.

*Navy: CDR Christopher J. Chadwick, NRC Washington Liaison Officer*

CDR Chadwick began by discussing the internal and external factors that could motivate someone to join the Services. External factors might include the economy (extent of other options); whether a person is considering joining during peacetime or wartime (levels of risk); and the current national view of the military (patriotism, support of the armed forces). Internal factors might include one’s personal knowledge about the military, one’s sense of self-efficacy, and social norms within an individual’s family or community.

The Navy recruiting command has modest marketing and advertising budgets, which cannot significantly affect aggregate propensity on their own, though opening up combat positions to women has led to an increase in accession and marketing target goals. Rather than seeking to move the propensity needle, the Navy defines success by meeting female accession goals and increasing gender diversity across the ratings. The Navy is using marketing efforts to reach those that are not propensed so as to affect those individuals' internal factors (e.g., knowledge about the military, sense of self-efficacy) and to target women in areas of need. For example, the Navy needs female engineers, so it targets events such as conferences for female computer engineers, sends gender-targeted direct mail products, and emails marketing campaign blasts on what the Navy has to offer women. On its webpages, the Navy is more inclusive of showing men and women in diverse groups. There is a significant effort to include STEM programs in outreach efforts; for example, the "Spirit of Innovation Challenge" program sponsored by the Conrad Foundation brings teams of high school students (55 percent of whom are women) to Cape Canaveral to pitch inventions and interact with inspirational Service members.

CDR Chadwick discussed JROTC as a viable avenue to increase propensity for some individuals, but it does not seem to increase accession. Those in JROTC are already propensed. Some students participate in JROTC for reasons unrelated to joining the military; for example, to develop leadership skills. Many participants will be propensed to a certain Service because of their family history. The Navy believes JROTC feels more like an outreach program than one to increase propensity.

*Air Force: MSgt Tiffany Bradbury, Air Force Recruiter Superintendent*

MSgt Bradbury asserted that a priority for the Air Force is to inspire and attract women. The Air Force has invested \$47 million for this purpose. In FY 2015, 48 percent of the total marketing budget was focused on campaigns targeting women and minorities. Of the funding for television marketing, the Air Force spent \$9.3 million of \$16 million on ads targeting women.

The Air Force also produced several "American Airmen" videos that focus on female officers. Millions of dollars were devoted to producing these stories, which are hosted on airforce.com and YouTube. The Air Force has invested in strategic marketing at several conventions focused on women aviators and nurses as well as at STEM events, including the USA Science and Engineering festival and the FIRST Robotics National Championships. Master Sergeant Bradbury noted that enlisted accession rates for women rose 3.1 percent from FY 2013–FY 2016, and line officer female officer training applications increased 53 percent during that same period. FY 2016 rates for officer training selection were slightly higher for females than for males.

MSgt Bradbury said that the Air Force sees the JROTC as a viable asset. The JROTC creates more visibility within the school system. Though some participants may have a propensity to serve, they may have friends or family who are not propensed. The JROTC increases awareness and visibility of the Services, which is invaluable in schools, where it is not permitted for Services to actively recruit.

*Coast Guard: LTJG Joel Weise, Officer Programs Coordinator*

The Coast Guard produced nine life style videos to show the duties of female members and their personal lives. The Coast Guard wanted to showcase women who both have good work-life balance and are successful in their careers. The Coast Guard shared the videos on its website and

Facebook and arranged for the women to be available on Facebook for a live Q&A chat. The Coast Guard also implemented a direct mail campaign to more than 500,000 women living within 100 miles of 50 installations. The content primarily focuses on work-life balance, continued education, and personal stories from active duty female coastguardsmen.

The Coast Guard also posted advertisements on websites that specifically target women, including Bustle, and Women's Health. They also have an ad campaign on the video streaming service Hulu. If a woman in the Coast Guard's target age range signs up for Hulu, she will see commercials promoting the Coast Guard.

To further support female recruitment, the Coast Guard solicited feedback from top performing recruitment offices. Several themes emerged from those efforts. The Coast Guard knows it is important to have a female recruiter in the office to be able to speak to women about their specific concerns. Recruiters must also follow up promptly with female leads so they are not lost. Women need an honest, nonaggressive recruiting experience; they do not necessarily respond as well to the aggressive pitch that is often used for men. A woman that is awaiting to ship will be paired with a new female leader who will walk her through the application process. The Coast Guard is actively working with assignment officers to place new female recruiters in offices where there are none.

The Coast Guard also has brand ambassadors—individuals already in the Service who are available to assist recruiters with outreach and other efforts. The Coast Guard has only 55 recruiting offices across the county, so it uses ambassadors to travel the country and recruit. The Coast Guard specifically targeted successful women as brand ambassadors.

Finally, the Coast Guard created the “Everyone is a Recruiter” campaign to mobilize the entire Coast Guard network to help with recruiting efforts. The program ensures that every coastguardsman is aware of available accession sources as well as how to refer applicants to the recruiting office. Everyone has a unique story, and the Coast Guard found it successful for people to share those stories in schools, churches, etc. The Coast Guard has an incentive program that offers public recognition and awards for anyone who successfully recruits a new coastguardsman.

### Discussion

MG (Ret.) Macdonald asked the panelists to choose their respective Services' one program or policy that, according to either statistics or the panelist's opinion, is making the most difference in propensing women.

LTJG Weise said the Coast Guard's Brand Ambassador Program is increasing brand recognition and awareness. Because the Coast Guard has so few members compared with other Services, it is difficult to promote the Service to women if they live far from shore; for example, anyone living 100 miles from the coast might not know much about the Coast Guard.

MSgt Bradbury concurred with LTJG Weise that the most important goal is to increase visibility and achieve cultural change. Through its marketing efforts, the Air Force lets people know that women serve, and they serve in a variety of positions. She felt the most important aspect of this marketing is the feeling that people have when they see the commercials and have a personal connection.

CDR Chadwick gave his personal opinion based on his past years in recruiting. He stated that there is not any one thing that makes a difference. Society, leadership, and how the public views

the military are all changing, and the Navy is not the same as it was 10, 20, or 30 years ago. Now more than ever, the Navy recognizes the value of all its members, including women, and that message is an inherent part of the culture, down to the fact that recruiters are comfortable talking about the opportunities available to all—the door is wide open to all types of individuals. No specific program makes the difference—it is the people and the culture.

Mr. Weidensaul stated that what has been most effective for the Marine Corps has been an increased focus from leadership on recruiting. The Marine Corps is no longer relying solely on those women who walk into recruiting offices but instead is actively seeking out those women who would make quality female marines.

Ms. Deleon stated that the Army's goal is helping the American public understand what the Army is as an institution, including the mission, the different career paths, and how someone can make a difference, especially with the Generation Z (post-millennials) audience, of which women are a subset. This generation wants to make a difference and be inspired. It is an aggregate of all the different work that the Army does across the spectrum, not one individual aspect of the work that has the biggest impact.

LTC (Ret.) Park stated that the issue of propensity to serve is something the Committee has discussed and debated for years. From the briefings at the meeting and the Committee's other work, a spectrum of beliefs have been shared on whether it is possible to influence one's propensity to serve. In the past, it was commonly thought that there is a specific segment of people the Services can recruit from and that propensity to serve cannot be affected. However, LTC (Ret.) Park suggested that predisposition can be affected; she particularly liked the Navy's graphic on internal and external factors that affect propensity, noting that while the Services may not be able to affect external factors such as the economy, they can certainly influence internal factors. Long-term factors can indeed be changed over time. The Services need to look at the entire American population and determine how to both increase the propensity to serve in the general population and expose civilians to individuals in uniform. Since the December 2016 business meeting was LTC (Ret.) Park's last as a Committee member, she encouraged the rest of the members to revisit this issue in the coming years.

Ms. McAleer asked Mr. Weidensaul why the Marine Corps is focused on recruiting just from wrestling and is not accessing the significant pool of female athletes who play rugby, water polo, lacrosse, etc.

Mr. Weidensaul responded that recruiting from wrestling is not the Service's sole focus, it is a new initiative launched in June 2016. Marine Corps recruiters are engaging through the coaching associations of all the sports that Ms. McAleer mentioned. Women are coming to the Marine Corps from other athletic backgrounds. In mentioning wrestling, the Marine Corps wanted to highlight something new, unique, and unexpected; in time, the Service will determine the impact of focusing on wrestling programs.

FLTCM (Ret.) Ortloff asked about the disconnect between the focus of the propensity panelists versus the earlier retention panel. She inquired about whether recruiting offices collaborate with the retention branches to coordinate efforts and best practices to bring in women.

CDR Chadwick responded that he did not have that information but that there is validity in the question. This is one of the reasons why the Navy is moving away from its ratings and specialty

codes program; such a change would allow more flexibility in enlisted promotions and job assignments.

MSgt Bradbury also could not speak to the question, but she agreed that it seemed like a worthwhile idea and said she will research more about the Air Force's approach.

LTJG Weise is not aware of coordination between recruitment and retention programs within the Coast Guard but plans to bring it up at an upcoming meeting.

Mr. Weidensaul said the Marine Corps is small enough to train recruiters and career retention specialists similarly. However, while the Marine Corps does teach recruiters and career retention specialists the basics of each other's strategies, he is not sure if they are actively collaborating beyond the training setting.

Ms. Deleon also said she would review what the Army is doing in this area.

CSM (Ret.) Jones asked the panel about the gender makeup of JROTC instructors in the schools. She has observed that many schools have mostly male JROTC instructors. The Services should look at these numbers and perhaps target women who have served to become JROTC instructors. She asked if any of the Services have data on the number of female JROTC instructors.

Ms. Deleon, Mr. Weidensaul, and CDR Chadwick all responded that they did not have that information and would need to have their respective staff research the question.

Gen (Ret.) Wolfenbarger recommended that the panel read the 2016 DACOWITS report for research done by one DACOWITS subcommittee and the Committee's research contractors examining images of women on the Services' websites. The representation was very small—on average, about 4 percent. She asked the panelists to respond to that finding.

Mr. Weidensaul stated that the Marine Corps is aware that women are woefully underrepresented on social media and the Marine Corps Website. The Marine Corps is in the process of redesigning these platforms to increase representation.

Ms. Deleon responded that the Army is continuing to optimize its Website based on results in external and internal research. The Army is conducting a study this year to gather the necessary information to make the right adjustments.

CDR Chadwick stated that the Navy recognizes the same issue and is taking positive steps to increase the representation of women on its Website.

Master Sergeant Bradbury stated that she cannot specifically speak to whether the marketing team is aware of the percentage cited by Gen. (Ret.) Wolfenbarger, but she definitely would bring it to the team's attention.

LTJG Weise addressed the Coast Guard representatives in the meeting room. The marketing director replied that the proportional representation of women on the Coast Guard's Website is far more than 4 percent. The Service's Website was updated in summer 2016, and the Coast Guard just finished a major marketing campaign set to launch in January 2017 that is likely to improve the representation of women on the site even further.

Ms. Hawkes asked the Services what resources they had for marketing efforts, particularly for outreach to specific demographic groups such as women, and whether their budgets were more limited now than in previous years. She noted that the Air Force briefing was the only one to include budget information relative to specific demographic groups.

Ms. Deleon responded that the 2017 budget for the Army had not yet been finalized. However, in a fiscally constrained environment, the Army would have to divert dollars from other campaign areas to conduct a female-focused campaign. Instead of doing that, the Army is optimizing the total market approach already being used.

Ms. Donna McAleer asked each Service to share its marketing budget; the Air Force did not respond as it addressed its total marketing budget during the briefing.

Ms. Deleon reiterated that the Army does not have a final approved budget for 2017 yet.

Mr. Weidensaul responded that the Marine Corps needs \$115 million to meet quality and quantity accession goals, including goals pertaining to the gender and race/ethnicity of recruits. However, it has been allocated only \$82 million for marketing in FY 2017.

Ms. Hawkes responded to Mr. Weidensaul asking if there was a certain percentage of the existing budget dedicated to women and minorities. Mr. Weidensaul replied that the Marine Corps operates under a total market approach, so he is not sure of any gender- and ethnic-specific targeting, but he will report back on the matter.

CDR Chadwick replied that the total Navy FY 2017 marketing and advertising budget is \$36 million.

LTJG Weise replied that for the last 2 years, 25 percent of the Coast Guard's overall marketing budget went toward recruiting women. This year, the Coast Guard has been allocated \$6 million for its marketing budget. It had \$10 million in FY 2016 and is advocating for an additional \$4 million in 2017 to match FY 2016 levels.

### **Panel Discussion: Services' Sexual Harassment/Sexual Assault Training (RFI 5)**

The Committee requested briefings from the Military Services on the current training that is provided to Service members to address sexual harassment and sexual assault, including the type and frequency of training. Moreover, with the integration of women into previously closed positions, the Committee asked briefers to share information on the availability of gender discrimination training.

#### **Army: Mr. Mark A. Joyner, Branch Chief, Prevention and Training U.S. Army Sexual Harassment/Assault Response and Prevention (SHARP) Program Office**

Mr. Joyner began his brief by highlighting that the Army has combined harassment and assault prevention under one office. He shared a figure illustrating the Army's SHARP training life cycle, which includes both professional military education and operational training related to sexual harassment and assault. Currently, this cycle pertains to Service members only; the Army is developing training for its civilian employees as well. The training sessions are 90 minutes to 3 hours in duration. At basic training, soldiers receive 90 minutes of classroom instruction from their drill sergeants and view a 90-minute interactive program titled "Sex Signals," which covers an array of topics related to dating and relationships. The Army has received good feedback on Sex Signals since incorporating it into the training in 2010. There is also training for recruiters and drill sergeants, along with operational training that includes the civilian workforce. The Army is in the process of revising and updating training materials. Resources include presentations on the Army training network; here, soldiers can find online self-paced training, including four scenarios that participants can review to test their skills and knowledge. The

Army aims to update these materials every 2 years—for example, by updating the videos that support training to be more realistic.

Mr. Joyner then described the SHARP Academy course, which is a well-received video released in 2016 for Sexual Assault Response Coordinators (SARCs) and victim advocates. The video shows, from start to finish, what happens when a SARC receives a call about a sexual assault victim needing assistance. SHARP Academy participants receive an 80-hour foundation certification course followed by a 24-hour online recertification. Since 2010, the Army has implemented a combined sexual harassment and sexual assault training. SARCs and victim advocates attend a 7-week SHARP Academy training in Fort Leavenworth, Kansas. After attending the 7-week course, these individuals attend a 5-week course to serve as trainer.

The Army is developing several types of new and improved training programs. This includes developing a 2-week course for program managers, which should be ready in May 2017, and a SHARP-specific education foundation course for Army civilians. Every civilian has had to complete education foundation training since 2006, with supervisors completing a follow-up recertification course every 2–3 years. A SHARP lesson will be added to the civilian curriculum, ensuring that civilians receive SHARP training along with their other required training. Other efforts underway include the elite command team program, which provides an immersive training environment to help prepare emergent leaders to react appropriately after an assault or harassment has occurred. Finally, in January 2017, SARCs and victim advocates will undergo a new elite post-training program to teach them about proactive steps to prevent sexual harassment or sexual assault.

Mr. Joyner then revisited the life cycle of training, summarizing from start to finish the training soldiers receive upon joining the Army. Within 14 days of enlistment, soldiers are exposed to sexual harassment and sexual assault training. Officers and noncommissioned officers (NCOs) receive more training, including both face-to-face and online training. Senior leaders receive additional training in the form of a 1-hour senior leader brief delivered by SARCs. All command teams across the Army participate in an annual SHARP conference; the 2016 conference took place in Tysons Corner, VA, at the same time as the December 2016 DACOWITS meeting was held.

The establishment of the Fort Leavenworth SHARP Academy has enabled staff in the SHARP program office to decide on appropriate training and delegate the development of that training to the SHARP Academy. The goal of the office and all programs developed through the academy is to eliminate sexual harassment and sexual assault. Mr. Joyner noted that his organization can achieve this goal only by changing the culture and focusing on prevention.

*Marine Corps: Maj Moises Magdaleno, Operations Officer at Equal Opportunity Diversity Management Branch (MPE), and Ms. Melissa Cohen, Branch Head, Sexual Assault Prevention and Response Program*

Maj Magdaleno outlined the purpose of his portion of the briefing, which was to provide an overview of sexual harassment policy and prevention and the specific training the Marine Corps provides to prevent sexual harassment.

Marine Corps commanders must ensure that all marine and civilian employees receive annual sexual harassment training. The required training focuses on identifying and preventing sexual harassment, resolution methods, and informal and formal complaint processes. Most importantly,

the training covers sexual harassment's effects on victims or potential victims as well as units, in which it undermines morale and mission accomplishment. Training begins at the recruit depots on both coasts and is implemented through several professional military education (PME) courses throughout the year.

Marines also receive training on discrimination, which covers any and all demographic groups. Since the full integration of women into combat roles, the Marine Corps has launched a 2-day education program led by the new Integration Education Mobile Training Team. Through this program, leaders and trainers from all commands were trained on integration and use a train-the-trainer method to train those below them. The training consists of small group discussions instead of large-scale training to facilitate participation and honest discussion of the potential challenges associated with integration, such as Sexual Assault Prevention and Response (SAPR). In addition to training about regulation and policies affecting integration, groups participating in this training spent time identifying unconscious bias and its potential effect on newly integrated units; this portion of the training in particular was well received at all levels.

Ms. Cohen briefed the Committee on sexual assault prevention in the Marine Corps. The Marine Corps works hard to ensure that its training is customized appropriately each year and avoids repeating the same information from year to year. Programs are targeted to the appropriate audiences—for example, because marines at the E1–E3 levels are most at risk for sexual assault, that group participates in the Step Up program, which reviews issues such as bias, risk, and resources available to prevent and address sexual assault. Training for E4–E6 marines is further customized to incorporate leadership concepts such as a leader's inherent duty to prevent the crime of sexual assault.

Small group guided discussions using adult learning theory have been effective in training marines on sexual assault. Ms. Cohen conducted field visits during which she talked to NCOs about five key behaviors that affect sexual assault. NCOs reported that they learned more about sexual assault in small group summit discussions than in any prior training they received, which Ms. Cohen credited to the critical thinking required in the small group discussions and strategizing based on realistic scenarios. These discussions also address barriers to reporting and critical issues such as bystander intervention.

Ms. Cohen noted the risk of addressing sexual assault in isolation. To address this, the Marine Corps just piloted "Join the Conversation," a comprehensive, innovative, corps-wide Professional Military Education (PME) that addresses high-risk situations and behaviors, which include sexual assault among a group of other dangerous behaviors. The pilot challenges marines to think about what they do to stop these behaviors. A video has a segment called "Marines on the Street," which asks marines how these destructive behaviors affect each marine and the marine's unit. After watching the video, participants break out for small group discussions in which they think through how they would react in various challenging scenarios. The training ends with a leadership panel. Ms. Cohen noted the need for ongoing conversation about sexual assault and other risky behaviors. There is a lot of stigma about this topic, so it is important to keep talking about it and refining the Marine Corps training to make it as useful as possible.

*Navy: CDR Jeremy L. Duehring, Deputy Director, Sexual Assault Prevention and Response*

CDR Duehring began the briefing by reinforcing the Navy's commitment to the elimination of sexual harassment and sexual assault. The Navy regularly revisits its training on these issues, with new training consisting of less lecture time and more discussion and interaction—what he

called “edutainment,” which brings sailors into the conversation about eliminating risky behaviors in an engaging manner.

The first touchpoint for prevention is the recruitment office. Recruits begin to learn about the Navy’s expectations of them regarding sexual harassment and sexual assault. Service members then receive training at boot camp and again in A school (during their occupational specialty-specific training). Supplementing this early career training, sailors receive pre- and post-deployment training similar to the core training but focused on specific issues related to deployment.

The Navy also focuses on the broad spectrum of destructive behaviors. Related to this emphasis, in FY 2016, the Navy launched “Chart the Course,” new training that emphasizes positive professional behavior and decision-making. The training consists of scenario-based videos and facilitator-led discussions to help sailors determine how to make the right decisions and behave professionally when facing difficult situations. The Navy will continue to monitor and assess this training.

Next year, the Navy will develop additional peer-facilitated, discussion-oriented, fleet-wide training. The new training emphasizes awareness of sexual harassment and sexual assault, whereas the “Chart the Course” and “Full Steam Ahead” courses are more about prevention.

*Air Force: Mr. James H. Carlock, Jr., Director of Air Force Equal Opportunity, and Ms. Maritza Sayle Walker, Chief, Policy, Plans, and Programs Division, Air Force Sexual Assault Prevention and Response*

Mr. Carlock began the briefing by thanking the Committee and highlighting his previous service as a subject matter expert with DACOWITS. He then began discussing Air Force sexual harassment training for prevention and response. The Air Force is different from the other Services, as it has a combined program in which full-time military and civilian specialists provide training to both military and civilian employees. Training is offered at the base level through Equal Opportunity (EO) offices.

Currently, Sexual Harassment Awareness Education training is not an annual requirement in the Air Force as it is in some of the other Services. Instead, the training is administered upon request from senior leaders. Last year, the EO office administered a total of 16 training sessions. The training focuses on recognizing sexual harassment and promoting a positive human relations climate within the unit, and the Air Force partners with the Defense Equal Opportunity Management Institute to develop appropriate lesson plans that help participants understand what to do when there is an incident. DoD is planning on issuing a DoDI that the Air Force believes will make sexual harassment training an annual requirement. Therefore, the Air Force expects that its sexual harassment training will become an annual program as it is for other Services.

Mr. Carlock described the training new airmen receive upon joining the Service. The Air Force administers a first duty training, which includes training on all forms of unlawful discrimination, including sexual harassment and sexual orientation. The training is mandatory for civilians and active duty Service members within 30 days of arriving at their first station. There is also a newcomer’s human relations orientation in which airmen are given about 30 minutes of training as a foundation on EO. There are also key briefings for incoming personnel on the overall EO climate locally. In this briefing, administered with SHARP, the organizational climate survey and sexual assault incidents are discussed. There are also specific EO modules given at basic

military training, and a condensed form of the training has been developed for ROTC participants.

Ms. Sayle-Walker then briefed. She leads sexual assault-related training efforts but noted her frequent collaboration with the Air Force's sexual harassment team and partners in other Services. Ms. Sayle-Walker acknowledged that airmen have experienced fatigue with harassment and assault training delivery in the past. Unlike sexual harassment training in the Air Force, sexual assault training is required annually. The program is combined for civilians and military employees—all receive the same training and have access to the same reporting options.

This year, the Air Force focused heavily on prevention of sexual assault (in the past, response was a major focus). It sought out evidence-based, scientifically proven training. Working with the Centers for Disease Control and Prevention (CDC), it identified the "Green Dot" training program, which is being successfully used in universities and has been adapted by the Air Force. The Air Force has "Green Dot" implementers and coordinators at each installation; often, they identify trainers by selecting individuals who are well-liked among their peers and who can become peer influencers within their units, rather than calling upon SARCs to deliver the training each time. The training has been shown to reduce many forms of violence, including sexual assault, non-intimate and intimate partner assault, and child maltreatment. The Air Force plans to expand the training in 2017 to address suicide as well. The Air Force also developed "Commanders' Talking Points" training in response to feedback from sexual assault survivors who wanted support from their leadership after reporting an attack.

Ms. Sayle-Walker then discussed the lifecycle of training for enlisted airmen. The National Defense Academy training for enlisted personnel requires a SAPR training within 14 days. Once enlisted members have been in the Air Force for a substantial time period, they receive "Accessions I and II" training, which includes a coursework lesson and video. They receive ongoing PME courses and specialized training as needed, with leaders receiving additional training appropriate to their roles. All Air Force SAPR training is held face-to-face and includes a combination of presentations, videos, small group discussions and exercises, and case studies.

Officers receive similar training to enlisted airmen. Training starts at the beginning of individuals' careers, with Air Force Academy and training school courses. After this initial training, they receive ongoing PME and specialized training as needed. Captains receive a specialized course, as do wing commanders. There is also a separate curriculum at the major command training. As with the enlisted airmen, officer training is conducted face-to-face.

The Air Force's FY 2017 curriculum will focus on different forms of violence since many are linked. The Service would like to encourage airmen to react to all forms of violence. Suicide prevention will be a major focus.

*Coast Guard: Mr. Frank Gonzalez, Civil Rights Directorate, and CAPT John Garofolo, Coast Guard Liaison Department of Defense, Sexual Assault Prevention and Response Office*

Mr. Gonzalez began the briefing by discussing the Coast Guard's sexual harassment policies. He noted that because the Coast Guard is smaller than the other Services, any type of sexual harassment or sexual assault has a greater impact on the organization. The Coast Guard requires its members to undergo sexual harassment training annually, online or in person. Every 3 years, individuals receive in-person civil rights awareness training on gender discrimination, sexual

harassment, and sexual assault since all are intrinsically linked. The training reviews different processes for reporting and who to contact if an incident occurs.

At all levels, from the commandant down, everyone receives training. Academy cadets receive training twice in the first year and before they are commissioned to ensure new officers understand their responsibilities. Coastguardsmen trust their commands and know that reported incidents will be investigated and tracked, which CAPT Garofolo sees as a positive sign. The Coast Guard continually seeks new information and new data to refine and update its training and response processes.

CAPT Garofolo then continued the briefing with a brief overview of the SAPR program. SAPR started in 2008. The Coast Guard recently launched a workforce wellness and resilience counsel to examine well-being within the Coast Guard. It includes a cross directorate involving multiple programs to examine the well-being of coastguardsmen in all positions to ensure a healthy workforce.

SAPR training programs in the Coast Guard include bystander training, victim assistance, and the mandated sexual assault training. If in-person training is not possible in a particular area or unit, the Coast Guard can utilize online training. At present, there are 17 courses and programs. The updated 6-hour training has been presented 69 times and reached 2,000 coastguardsmen. The bystander intervention training takes into account behaviors that could foster hurtful actions. In April 2017, the Coast Guard will send 30 people to a train-the-trainer course for bystander intervention. The Service also holds victim assistance training at the National Victim Assistance Center. There are more than 900 credentialed victim advocates within the Coast Guard. The Coast Guard has held 15 1-day SAPR summits in all eight Coast Guard districts. All involved responded well to the summits, which focus on discussion rather than lecture. There is no final data available on the effectiveness of the summits yet, but once gathered and analyzed, the results will be used to inform the next steps.

### Discussion

LTC (Ret.) Park asked panelists if they could speak to the current trends in sexual harassment and sexual assault reporting and prevalence.

Ms. Sayle-Walker responded that the sexual harassment and sexual assault data was being analyzed at the time of the December 2016 meeting. The Services will not have that information until spring 2017 since DoD only runs prevalence data every 2 years.

Dr. Jackie Young asked the panelists if they used the 2014 RAND Corporation report on sexual harassment and sexual assault prevalence to inform their programs.

Ms. Cohen responded that the Marine Corps reviewed those studies very carefully. The report provided insight into several critical issues, including retaliation, the connection between sexual harassment and sexual assault, and male victimization. The Marine Corps placed a major emphasis on male reporting in 2015 after learning of those findings. It used social media to highlight the importance of addressing male victims. In short, Ms. Cohen felt the data from the RAND report was critical to the Marine Corps and all the Services.

Ms. Sayle-Walker added that those reports are one of the reasons the Air Force began to look for more evidence-based practices and programs.

Dr. Young commented on the reactions the reports generated in the civilian community, and her perception that this changed some thinking and training around the issue—previously, most sexual harassment and assault training focused on women, but the report showed that the issue was more widespread.

Maj Gen (Ret.) Sharon Dunbar asked panelists how they assess the efficacy of the sexual harassment and sexual assault training. She asked about the group size for the Army’s “Sex Signals” training, as many briefers discussed the effectiveness of small group training.

Mr. Joyner responded that the “Sex Signals” training typically includes 300 soldiers, and the Army conducts about 600 training sessions each year. The Army assesses the effectiveness of the training by administering a survey to participants. Survey results to date show that soldiers want to keep the training—though they are large, they are very interactive and seem especially effective for 18- to 24-year-olds.

Maj Gen (Ret.) Dunbar followed up by asking the panelists how they link the money spent on training to training effectiveness, particularly with regard to prevention of sexual harassment and sexual assault.

Mr. Joyner acknowledged that that is an area the Army is working on. While the Army is confident in its response efforts, prevention is challenging. The Army feels confident that through the training it provides, it supports those that come forward to report incidents, including males coming forward to share their stories.

Ms. Sayle-Walker noted the Air Force was not previously measuring program effects appropriately. To address this issue, the Air Force hired a CDC prevention expert to help develop more appropriate measures, developing a response strategy and logic model to identify available resources and efforts with “Green Dot” and other training programs. The Air Force will hold follow-up surveys to see if there is a behavioral change as a result of these efforts. Unfortunately, it will take time to make that data available.

Ms. Cohen responded that the Marine Corps takes a holistic approach to measuring effectiveness. It is hard to tie training directly to incidents. The Marine Corps has a research team (outside of the SAPR branch) that has conducted pre- and posttest surveys to learn more about program effectiveness. Several findings have emerged from that research. For example, it learned that marines understand the difference between restricted and unrestricted reporting and that there has been a big change in bystander intervention techniques. Moreover, because of the Marine Corps’ new focus on male reporting, Ms. Cohen expects that the next round of data will reveal an increase in male reporting.

CDR Duehring indicated that the 2-year gap between each set of prevalence data makes it difficult to separate the variables and determine what, specifically, is having an effect on prevalence.

CAPT Garofolo was uncertain how the Coast Guard measures program effectiveness. Typically, the Coast Guard follows DoD’s lead.

Ms. Sayle-Walker added that the Air Force hired violence prevention specialists for each installation. The prevention specialists play a key role in identifying effective prevention strategies. Because these individuals were just hired, however, she was not able to identify their impact.

Ms. Janie Mines praised the Services' progress with regard to sexual assault and sexual harassment prevention and response efforts and asked the panelists if the Services' training explicitly refers to sexual assault as an attack on the Services' and DoD's mission, oath, and core values.

All presenters agreed in unison that this was a central component of the training.

MG (Ret.) Macdonald applauded the Services' efforts to train civilian employees, then noted he had three concerns to share with the panelists. First, he observed that when Service members receive more and more training, they start to feel like it is punishment. Second, while there are great efforts to address these issues at the top and at the bottom levels, the Committee has talked to people who feel that midlevel officers (chief petty officers, master sergeants, etc.) can empower and destroy sexual harassment and assault behaviors. Lastly, the Committee has learned that male officers are often hesitant to close their office doors to have conversations with female Service members because others might assume that something inappropriate is going on behind the door; this fear is a barrier to important mentoring opportunities and collaborations. In summary, he noted that while sexual harassment and assault training is critically important, it can sometimes have unexpected negative effects.

Ms. Sayle-Walker acknowledged that the Air Force has received the same feedback about the training. This "SAPR fatigue" has caused the Air Force to consider more creative approaches, including "edutainment," and to identify peer influencers to administer training. The Air Force has a very prescriptive policy and must cover certain things every year, but it is trying to be creative to keep airmen engaged.

CDR Duehring noted that part of that challenge is that sexual harassment and sexual assault have been very visible topics for a while now. Individuals need to understand their role in fixing the problem, and training needs to be tailored and focus on peer-to-peer interaction. The Navy is looking to switch its approach from just defining the problem to targeting the "frozen middle" that MG (Ret.) MacDonald referred to in his second point, those Service members at the E6-E9 levels. Senior enlisted sailors and older officers may need to be addressed differently than individuals at other levels.

Mr. Gonzalez stated that the Coast Guard relies on the leaders to figure out how to address these kinds of issues. The chief's mess must tell junior petty officers how it would address sexual harassment/sexual assault and how it would like junior petty officers to respond. The Coast Guard has to reach out to those commands, and it offers its offices and resources as the first resort—not the last resort. The Coast Guard wants leadership to reach out to the offices first to stay ahead of problems and provide targeted training.

Ms. Cohen acknowledged that the Marine Corps also has heard those three complaints listed by MG (Ret.) MacDonald about training fatigue and saturation. It is one of the reasons why the Marine Corps wanted to start the pilot training for the "Join the Conversation" program. When the Marine Corps sought feedback through focus groups after the training, participating marines said they did not leave feeling as if they had been in a SAPR class. To MG (Ret.) MacDonald's third point, she noted there are many misconceptions about how men and women should interact. The Marine Corps feels the resolution is more education.

Ms. McAleer asked Ms. Sayle-Walker if she should share more about the "Green Dot" training and why the Air Force is confident in its effectiveness.

Ms. Sayle-Walker responded that the training provides holistic bystander intervention education. It consists of a 90-minute training followed by an interactive discussion and activities—including conversations about how participants would use the “three Ds” (direct, delegate, distract) to address specific scenarios. The CDC evaluated the training, which was implemented by the State of Alaska, the University of Kentucky, and the University of Virginia. Studies showed a 30-percent reduction in sexual assault incidents during a sustained period.

Ms. McAleer asked Ms. Sayle-Walker to clarify the nature of the reduction and to indicate whether a decrease in reporting is considered a measure of effectiveness of the training.

Ms. Sayle-Walker responded that the reduction is for those that reported an incident. She did not have data or reports available, but said she could obtain that information for the Committee. A decrease in reporting is not considered a measure of effectiveness.

CAPT (Ret.) Beverly Kelley noted that since 2011, there has been an increase in discussion of sexual harassment and sexual assault in professional sports and on college campuses. She asked the panelists if they are noticing at the entry level that new recruits are changing and are more aware of these issues.

Ms. Sayle-Walker replied that she had recently observed some education sessions at the Air Force’s Basic Military Training (boot camp) and was surprised by what she saw. Participants were much more knowledgeable about issues of sexual harassment and sexual assault than she was in college.

Ms. Cohen replied that the Marine Corps appears to be educating younger marines on what sexual assault actually is, providing definitions and explanations that individuals may not have heard previously. As a result, there have been cases of young marines realizing they may have been sexually assaulted in the past and coming forward with that information.

FLTCM (Ret.) Ortloff asked Commander Duehring about his mention of the “frozen middle” (E6–E9) and “edutainment.” She acknowledged that junior Service members would receive new training during accession and at boot camps but expressed concern that those in the “frozen middle” would not be exposed to the new training and might not know what the junior Service members they lead are learning. She asked the Services how they are addressing that gap to ensure that leaders know what instruction their reports receive.

CDR Duehring responded that programs such as “Chart the Course” and “Full Speed Ahead” are similar in nature to bystander training, which is provided annually at all levels. The training for Service members at levels E6-E9 is different, but they are aware of what their sailors are learning so they can reinforce those messages appropriately. This is a key part of the Navy’s NCO leadership model.

VADM (Ret.) Pottenger informed the panel that, in the 2016 DACOWITS annual report, the Committee strongly recommends that all the training be refreshed and revised. She thanked the panelists for the great brief.

Gen (Ret.) Wolfenbarger closed the panel discussion.

## **Public Comment Period**

COL Kominiak opened the public comment period, noting that the Committee received four written public comments and that two of those commenters asked to present at the meeting. She reviewed a disclaimer emphasizing that the presentation and distribution of materials during the public comment period does not constitute endorsement by DoD, DACOWITS, or the Military Services, of the information, products, or services contained therein.

### *Ms. Kate Germano, Service Women's Action Network*

Ms. Germano thanked the Committee. She began her comments by noting that the Army continues to make great strides in increasing the number of women entering newly opened careers. However, there continue to be significant disparities among the Services in the opening of all positions, particularly ground combat positions. The reticence of some branches of the Service to integrate women, and the high level of sexual assault, continues to show the discrimination against women in the Services. She thanked DACOWITS and urged the Committee to continue to support the full integration of women under the new administration.

### *Dr. Ellen Haring, Women in International Security*

Dr. Haring introduced the Women in International Security (WIIS) organization and explained that WIIS wished to express concern about any backtracking or reversal of policies allowing women into all combat positions. She noted that other countries with all positions open to women experienced no degradation of their military forces and in fact experienced improvements within their militaries. She highlighted several recent successes for American women in combat positions, including the Army's success with women training for ground-level Infantry; women's attendance at Ranger School and similar advance services; and the fact that 13 women graduated from the first Integrated Command School. Women are not just eking by, Dr. Haring stated, but excelling. The Marine Corps has had more trouble integrating women into combat. Only three women have been able to transfer into ground combat units despite the fact that 130 enlisted women completed Infantry training. At the last DACOWITS meeting, held in September 2016, the Marine Corps' Basic School instructor mentioned that the Combat Endurance Test is a training tool to weed out officers who are not able to pass the course. Infantry officers must be able to maintain a sustainment load, whereas loads for enlisted marines are much lower. During the presentation, DACOWITS asked why there is this difference in load requirements between officers and enlisted marines, and the response was that enlisted marines are first trained with lighter loads and then will be trained to carry heavier loads. During the meeting break, the briefer was asked how often marines actually carry 150 pounds and he said infrequently. This begs the bigger question of how the Marine Corps sets their standards, how those standards are validated, and who is able to meet the standards. Dr. Haring concluded by challenging DACOWITS to seek answers to those kinds of questions. She said she would like to see proof that enlisted marines are being held to the reported standards and asked why infantry officers are being held to those standards if enlisted marines are not.

COL Kominiak closed the public meeting period for the day and announced the meeting would resume on December 9, 2016, at 0830.

## **9 December 2016 Morning Remarks**

COL Kominiak, Designated Federal Officer and DACOWITS Military Director, opened the meeting. Gen (Ret.) Wolfenbarger, DACOWITS Chair, welcomed all attendees to the last day of the December meeting and indicated that the day would begin with an award ceremony for departing Committee members. She asked all Committee members and meeting attendees to introduce themselves.

### **Awards Ceremony for Departing Members**

The Awards Ceremony was held to honor the Service of five departing Committee members: Ms. Theresa Christenson, LTC (Ret.) Hae-Sue Park, Ms. Donna McAleer, CMSgt (Ret.) Bernise Bernise Belcer, and CAPT (Ret.) Beverly Kelley.

Gen (Ret.) Wolfenbarger introduced the host, the Honorable Deborah Lee James, Secretary of the Air Force. Secretary James has held this position since 2014.

Secretary James made a statement to the Committee and its departing members. She served as a member of DACOWITS for 3 years prior to her position as the Secretary of the Air Force, and she worked with all five of the departing members while she was a member of the Committee. Secretary James gave a brief history of the Committee, which is celebrating its 65th anniversary this year. She stated that the women of America represent a talented labor pool that need to be called upon for Service to the country. She applauded the Committee on the diversity of its members and their backgrounds, and she reiterated the importance of the work that they do and the recommendations that they bring to the Secretary of Defense each year.

Secretary James described the lessons she learned and the knowledge and skills she gained as a member of DACOWITS. She stated that it was in her time on DACOWITS that she learned about and realized the true power of the focus group research methodology by being able to travel to various military installations throughout the country and speak to Service members about the issues that affected them. Secretary James has used focus group techniques in her time as the Secretary of the Air Force when facilitating discussions about sexual assault and sexual harassment and visiting nuclear bases. Secretary James praised DACOWITS for recognizing that the military must meet tough goals and that it needs the best people to achieve those goals—including women. She has made diversity and inclusion a priority during her time as Secretary of the Air Force, and she believes that all of the Services should do the same by focusing on the mission and making the Services more inclusive organizations. Secretary James told the five honorees how important and enduring their hard work is. She reiterated that the work being done by DACOWITS mattered to so many women currently and previously in the Services.

Secretary James presented each honoree with the Office of the Secretary of Defense Exceptional Civilian Service Award in acknowledgement of their service from March 2013 to March 2017. She described the background and accomplishments of each departing member, noting that in their tenure, the honorees served as leading members of DACOWITS for the Secretary of Defense. As part of their service, they recommended critical policies for female Service members related to issues such as sexual assault and sexual harassment, the recruitment and retention of women, combat inclusion and the opening of all positions to women, combat equipment for women, posttraumatic stress disorder treatment, and spouse education and family readiness.

All honorees were presented with medals for their Service and were photographed with their medals and Secretary James.

### **Briefing: Services' Family Care Plan Policies (RFI 6)**

The Committee requested an updated briefing from DoD's Office of Family Policy/Children and Youth on the status of the expansion of on-base childcare facilities, 24-hour facilities, alternative childcare resources, the online enrollment pilot program, and cost mitigating strategies (e.g., subsidies). The Committee also requested information regarding what progress has been made to address State laws that affect childcare for Service members. The last briefing on this topic was provided to the Committee in March 2015.

#### *Ms. Barbara Thompson, Office of Family Readiness Policy, Office of the Deputy Assistant Secretary of Defense*

Ms. Thompson discussed the current demand for childcare in on-base childcare facilities. Children are placed on a waiting list on installations with demand that exceeds the capabilities of the childcare facility. Children are placed on the list according to their appropriate age group, priority status, and date of request through a wait list management system that is in constant flux. Facilities can provide childcare for most children on the waitlist within 90 days, but approximately one-third of the active duty installations experience wait times greater than 3 months. Long wait times tend to occur in areas with large military populations and a high cost of living, such as San Diego, Hawaii, the Tidewater Region of Virginia, and the National Capital Region. DoD's Office of Family Policy/Children and Youth has developed a childcare wait list management system website as a solution. Military and DoD civilian families that use the Website, MilitaryChildCare.com (MCC), may search for services, find comprehensive information on childcare programs worldwide, request care, and monitor their status while they wait for an offer. The system is being implemented through a phased zone approach across the Services. Rollout has been somewhat delayed due to the need to migrate the server on which the website is housed, both for security purposes and to accommodate high demand. As of October 2016, 63 percent of Service installations were using MCC, and 17 more installations are expected to transition to MCC in December 2016. Full implementation is expected by July 2017.

Some installations are experiencing issues with childcare due to a staff shortage, occasionally leading to underutilization of childcare facilities. Ms. Thompson attributed the staff shortage to low wages, the difficulty of the job, and issues with recruitment and retention. To address these issues, the Office of Family Readiness Policy implemented job fairs for on-base childcare facilities. The Navy hosted a job fair in Norfolk, VA; 500 people attended the event, and the Navy offered approximately 200 people jobs that day. Human resources staff was on site and able to conduct preliminary screening at the fair, which expedited the hiring process and prevented applicants from accepting other positions during long security-related delays. Similar efforts have taken place in Bethesda, MD, and other high-demand areas.

Other efforts to address installation childcare challenges include improving background check adjudication practices, providing care to children, and offering family childcare and childcare facilities that operate around the clock on Army and Navy installations. However, existing regulations state that a child cannot be at an on-base childcare facility for more than 12 hours a day (previously, the limit was 10 hours). To further accommodate Service members, some

childcare facilities permit children to be at the facility for 14 hours a day at the discretion of the commanding officer.

Recognizing the need for additional childcare options offsite from installations, DoD initiated a multifaceted effort to address community care, focusing on expanding the childcare capacity of local communities to support geographically dispersed military families. These efforts focused on using existing State, local, and federal resources in 20 States and have led to systematic changes such as influencing policy and fostering coalitions and networks; fostering relationships between organizations to facilitate better coordination for the delivery of training services; and transitioning State and local licensing systems to accept online education as quality training, which increases individuals' capacity to gain knowledge and skills to use in their own childcare practices.

Ms. Thompson stated that only 8–10 percent of civilian centers are accredited, compared to more than 90 percent of military childcare facilities. To address the low number of accredited community childcare facilities, DoD is conducting an analysis of States' quality rating and improvement system (QRIS) criteria along with State licensing requirements. This review examines States' efforts to improve their childcare systems and alignment with national accreditation standards, and it may influence requirements for childcare program fee assistance eligibility. Unannounced visits are a cornerstone of this process and help DoD ensure the centers are meeting quality standards. Those that do not meet the standards have 90 days to correct any issues; inspectors verify the corrections during the next visit.

Each of the Services currently uses different criteria and protocols to verify childcare center quality, so DoD meets with Service representatives on a monthly basis to develop a more standardized approach. DoD also developed a web-based quality assurance tool that includes a common framework for inspection standards. The standardized criteria improve the effectiveness of unannounced inspection processes and standards. The Navy and the Marine Corps piloted the inspection management tool in 2016, and the Army and the Air Force will begin utilizing it in 2017.

Ms. Thompson noted that availability, affordability, and quality are key components of DoD's childcare system, and parents often comment on affordability in particular. Data from the 2015 Child Care Aware of America's "Parents and the High Cost of Child Care" report showed that childcare has remained costly. However, Ms. Thompson noted, military childcare providers offer increased value compared with their community counterparts by providing accredited, quality care on a sliding cost scale. The amount families are required to pay is based on one of nine income categories. Annual costs for community-based infant care can be as high as \$22,631, and annual care costs for 4-year-old children can be as high as \$17,842. Military childcare facilities, by comparison, do not adjust cost based on the age of the child, and 50 percent of military care provided is for children younger than age 3, which is the costliest age group. In 2015, annual costs for installation-based care ranged from \$3,016 to \$7,540, depending on the family's income categories. These ranges increase in areas with higher costs and are periodically adjusted based on inflation.

Ms. Thompson briefed the Committee on various professional development programs and tools available to childcare center staff. Military childcare centers have trainers on staff to provide support as coaches and mentors. Moreover, DoD has partnered with Ohio State University to develop the Virtual Lab School, an evidence-based digital training platform that updates the

current paper training modules used by the Military Services. It provides a multifaceted approach to training by utilizing print, video, audio, and activities to engage varying levels of adult learners and is accessible to both military and civilian care providers. Ms. Thompson reported that her team is excited about the platform and its ability to augment installation-based training provided by curriculum specialists. Six multi-Service groups of installation-level trainers have completed the training, and 12 groups are scheduled for 2017.

Additional training and support for community providers is provided in collaboration with organizations such as the University of Nebraska-Lincoln, the U.S. Department of Health and Human Services' Administration for Children and Families, and the land grant university and cooperative extension system. These robust services include online and face-to-face training. As a result of this training, more than 62,544 providers have increased their skills.

While Ms. Thompson's briefing focused primarily on childcare, she felt it was important to highlight efforts related to youth development and family support programs. She described another staff development program, Military REACH, a project of the University of Minnesota REACH lab. The REACH research team uses empirical research to identify and address key issues affecting military families and the programs that serve them. The program includes Youth Development Modules that focus on each of the eight features of positive youth development. The Live Learning Lab is the virtual platform for delivering meaningful coaching and professional development to those working in child, youth, and family programs. Additional programs the Services have utilized for staff and youth development include the "Let's Move" program with Penn State University that includes a messaging campaign with the 5210 plan, the "Clearinghouse for Family Readiness" program that partners with the U.S. Department of Agriculture's National Institute of Food and Agriculture, and the "THRIVE Universal Parenting Program" that focuses on improving the parenting skills of young parents and providing a consistent delivery of content across the developmental stages of a child. Finally, the "Sesame Street for Military Families" program has transitioned to focusing on supporting families' stability and well-being as adults and children face the challenges related to transitioning out of the military and back into civilian life. The most recent addition to the Sesame Street multimedia initiative is supporting military families through the challenges of deployment, homecomings, injuries, relocation, and resilience.

### Discussion

LTC (Ret.) Park thanked Ms. Thompson for the informative briefing. She pointed out that childcare providers for child development centers (CDCs) require a Defense Security Services check, which has a long wait time for employees and may contribute to the staff shortage Ms. Thompson discussed. She added that some Service members do not have security clearances, so for childcare providers to have one seems unnecessary. She asked what other States do for their accreditation center employees in contrast to what military childcare facilities do. Ms. Thompson stated that the protocols DoD uses to conduct screenings for childcare providers is in accordance with the Crime Control Act of 1990, and that a Top Secret security clearance is not required for CDC employees. The background check consists of a fingerprint check that weeds out potential employees with a history of criminal offenses and/or drug-related incidents. The CDCs also use TV systems as a measure to further monitor employees and protect the children.

Maj Gen (Ret.) Dunbar stated that she was glad that DoD requires background checks on potential childcare employees. She asked if commanders could increase the 12-hour limit on

childcare facility utilization for training exercises and recalls. Ms. Thompson stated that commanders have the ability to make exceptions for parents participating in mandatory training. She added that this practice should remain an exception on a case-by-case basis and not become the standard rule, because studies show that there are adverse effects to children that remain in childcare facilities outside their home for more than 10 to 12 hours a day.

CSM (Ret.) Jones asked if there is a volunteer Pre-K curriculum in CDCs. Ms. Thompson said that the Army has implemented a Pre-K program, but the other Services have not. The Army bases its system on the U.S. Department of Education's developmentally appropriate curriculum.

FLTCM (Ret.) Ortloff asked if DoD was currently looking into any 24-hour care programs. Ms. Thompson stated the Navy provides 24-hour care in high-service areas, and the Army does in various locations as well. FLTCM (Ret.) Ortloff asked if the care was limited to 12 hours in those facilities also. Ms. Thompson said that there are exceptions to that rule, but childcare would not ideally be provided for 24 hours on a regular basis, because it can be developmentally detrimental to the child.

Ms. Monica Medina asked if DoD has ever considered allowing Service members to provide childcare in CDCs in areas where demand is particularly high and whether or not that approach would be helpful. She added that this method might allow for equality of care, especially in States with lower quality standards. Ms. Thompson replied that DoD has hired Service members who are off-duty, but that it is not a primary occupational specialty. She added that this practice might be cost prohibitive. The Services do hire military spouses, particularly when Service members are overseas on deployment or temporary duty. The practice that Ms. Medina suggested has not been reviewed systematically.

Ms. Hawkes asked if the wait list would decrease once the MCC Website has been fully launched. Ms. Thompson said that the online system would allow DoD to obtain real-time data on where care is needed. An issue with the current system is that sometimes children are placed on multiple waiting lists at one time, which further exacerbates wait times in multiple locations. The online system will prevent that from happening, because children will be placed on only one waiting list at a time. The system will also account for age changes that happen while a child is on the waiting list, to adjust the needs of the child. Ms. Thompson added that the online system will allow parents to put their children on the waiting list before they undergo a permanent change of station (PCS) to their new duty station so that once the family moves, their children will be more likely to receive care in a shorter period of time.

CAPT (Ret.) Kelley asked if the Coast Guard is using the same childcare system and standards. Ms. Thompson said that the Coast Guard does use the same system currently. CAPT (Ret.) Kelley noted that some States have lower childcare standards and asked if the military installations in those States also have lower standards. Ms. Thompson said that all military childcare facilities meet the requirements of the States they are located in, but all military centers meet the highest level of standards. The CDCs must participate in the State's QRIS program and be licensed by the State. There are programs in place that aim to increase the standards of care by increasing the level of quality in each State gradually, but it will take longer for some States to achieve this.

### **Panel Discussion: Services' Family Care Plan Policies (RFI 7)**

The Committee requested briefings from the Military Services on the application of Family Care Plan (FCP) policies in each respective Service, with information about how the appropriate application of the FCP is verified down to the unit level.

#### *LTC Christine Rice, Headquarters, Department of the Army G1*

LTC Rice discussed which Service members are required to have an FCP in place. An FCP must be in place for the following groups: (1) all pregnant soldiers; (2) soldiers who have joint or full legal custody of one or more family members younger than 19 who do not have or live with a spouse, and all soldiers who are married to other Service members in active or reserve status; (3) soldiers who are divorced and not remarried and have visitation rights by court decree that allow the soldier to have the child for more than 30 days; (4) soldiers whose spouses are incapable of self-care or are otherwise disabled so as to require special assistance; and (5) soldiers categorized as half of a dual-military couple on active or reserve status who have joint or full custody of family members younger than 19 or who have adult family members incapable of self-care regardless of age. LTC Rice stated that most members who have FCPs in place fall into the first two categories. Of those with FCPs, 37 percent are mothers, and 19 percent of those are in dual-military couples.

The FCP can be applied during duty and temporary duty; field duty and training exercises; permanent change of station; unaccompanied tour and deployments; mobilization; unit training assembly; annual training (for the Reserve Component); emergencies and other military duties; and leave and nonduty time. LTC Rice discussed the documentation required to complete the FCP and receive approval and separation trends. She noted that short-term providers are difficult to find when moving to a new area because it takes a long time to build trust with care providers. Active members have 30 days to find care when they relocate to a new station, but commanders have the discretion to allow for extensions on a case-by-case basis. Commanders may initiate involuntary separation proceedings against soldiers who fail to provide and maintain adequate FCPs. A Chapter 5 separation (Convenience of the Government) is the most common, and members separate under Honorable or General under Honorable Conditions Discharge. The number of Chapter 5 separations from the military has decreased since FY 2012, and the number of Chapter 6 separations (Dependency or Hardship) has remained fewer than 10 from FY 2012 to FY 2016. LTC Rice added that a soldier is considered non-deployable until the FCP is validated and approved. The Army is initiating training for commanders that includes instruction on how to help soldiers deal with care issues. A reenlistment option allows soldiers to choose a duty station, so this might allow them to pick a station that is close to family members who can provide care.

#### *Ms. Kim Dean, Branch Head, Family Readiness, Marine and Family Division, U.S. Marine Corps*

Ms. Dean noted the similarity between Marine Corps and Army policies, particularly regarding which Service members are required to have a FCP in place. She stated that the FCP is not utilized or activated for daily battle rhythms or routine childcare, but for emergency situations only. Marine Corps Order 1740.13C, Family Care Plans, outlines the use of the FCP to plan for contingencies in the care and support of dependents. "Marine Corps Family Team Building" training provides FCP workshops to support commands, Service members, and families in the development and use of the FCP. Commanders participate in counseling sessions to ensure that

marines are appropriately developing and validating their FCPs. Future activities for the development of a more streamlined approach to the FCP include transitioning to an online system through Marine Online that will deal with issues regarding moving files and required documentation by FY 2017. Moreover, new training has been made available to unit-level FCP validators, and updates to the FCP workshop curriculum have been made to include information on automation and enhance information on appropriate uses of the FCP.

Mr. James Stone, Navy Family Care Plan Management Analyst, 21st Century Sailor (OPNAV N170C)

Mr. Stone reiterated information from the two previous briefs about which Service members are required to develop an FCP, but added that the Navy requires all sailors who have children from one of their partner's previous relationships living in their household to have an FCP in place to ensure that the sailor is not violating any existing custody agreements. The Navy defines the FCP as a mission planning tool to ensure that family members of Service members are cared for during foreseeable absences, including (1) short-term absences (temporary additional duty, training exercises, annual training); (2) long-term absences (deployments, unaccompanied tours, recalls); and (3) other absences at the discretion of the commanding officer (extended work hours, weekend duty, watches). The Navy administrates the FCP through the Navy Standard Integrated Personnel System (NSIPS), which includes a streamlined certification process, a data collection element, and generic email feedback for feedback from sailors and commands. NSIPS sends a notification email to the Service member if an FCP is required or if it is due for recertification, which takes place annually. Mr. Stone stated that designated FCP coordinators act as the commander's representative in managing the FCP program and that the FCP program is reviewed through the Inspector General's inspection process at all Navy Echelon 2 and 3 commands.

MSgt Larry Anderson, Air Force/AISR

MSgt Anderson stated that, unlike its sister Services, the Air Force requires all Air Force members with dependent family members to have written family care arrangements. Air Force members implement their FCPs when they are required to be absent from their family members; for example, if single parents or military couples are assigned to a family-member-restricted area, or in activation of noncombat evacuation operations (NEO) or other emergency evacuation situations if Service members are assigned overseas with family members. The Family Care Certification (AF Form 357) can be activated during duty hours, exercises, unaccompanied tours, alerts, temporary duty, extended duty hours, PCS, and other similar military obligations. Air Force members are given 60 days to acquire and develop care plans upon their arrival to the new duty station, and 30-day extensions are given on a case-by-case basis at the discretion of the commanding officer. To verify the application of the FCP down to the unit level, the Air Force utilizes the Management Internal Control Toolkit, which allows commanders and first sergeants to establish procedures to maintain and update information in the Military Personnel Data System identifying all personnel requiring FCPs. In addition, the Air Force Instruction allows commanders and first sergeants the ability to ensure the plan is workable to meet the unit's mission. In the future, the Air Force will be moving to a fully automated system, but the process is currently on hold due to issues with the system. The Air Force's Airmen Family Readiness group helps airmen find and/or provide short-term care until a more permanent option is found for Service members that are unable to find care within the allotted time period.

CDR Alex Foos, Assistant Commandant for Human Resources

Commander Foos stated that because DoDI does not apply to the Coast Guard, the Coast Guard does not require parents on Active Duty or dual-military couples to establish and/or maintain an FCP. However, commanding officers may establish local FCP requirements at their discretion. The Coast Guard does require certain members of the Ready Reserve to maintain an FCP to address the potential for short-notice involuntary activation. Reservists who are single parents, dual-military couples with dependents, or primarily responsible for dependent family members shall validate annually that they (1) have adequate and proper dependent care arrangements and (2) are maintaining an FCP. FCPs for reservists are reviewed at the unit level as part of the annual administrative validation process, but FCPs are not specifically called out for validation. Procedures for preparing, maintaining, or tracking FCPs are not well established and vary by unit. Failure to maintain a FCP may result in transfer from the Selected Reserve to the Coast Guard Individual Ready Reserve or Standby Reserve until family circumstances change or an adequate FCP can be validated. Commander Foos stated that the development of additional policy and procedures is pending and that preparing his brief generated much conversation about this issue.

Discussion

CSM (Ret.) Jones asked for clarification regarding the use of the term “reserve” during the panelists’ briefings. She stated that the Reserve Component is a whole entity that includes the active guard reserve. She asked if the Reserve Component had different requirements than the Active Components or if they both had 60 days to develop and validate the FCP. LTC Rice responded that the Army active guard and reserve both have 60 days. Mr. Stone stated that for the Navy, member who are in the Active Component full-time support are bound by the Active Component rules.

Ms. McAleer asked if Service members could complete the paperwork requirements during the in-processing period or if it must be done during their free time, because the documentation requirements are extensive. LTC Rice stated that the process is initiated upon first arrival to the new unit. Collecting and preparing the documentation typically takes a day, but finding someone who will sign as the power of attorney for a Service member’s child sometimes takes longer. She added that most commanders are accommodating and understanding in those situations.

Dr. Young asked if any programs were in place or being developed that focused on teens 14–18 and the specific challenges faced by that age group. LTC Rice and Ms. Dean both stated that there are no such programs in place for the Army or the Marine Corps, but because teens in that age group qualify as dependents younger than 19, Service members with teen dependents are required to have a care plan in place for them. They added that commanders can determine on a case-by-case basis if teens are old enough to stay at home for shorter periods of time and therefore do not require activation of the FCP.

Maj Gen (Ret.) Dunbar stated that adding a required FCP for Service members with adult dependents, such as medically dependent spouses and/or parents, might be important because an adult dependent may require just as much care from the Service member as a child dependent would.

Ms. Medina asked the Services when they expected their automated systems to be fully implemented and whether they thought the variability of practices between the Services was a

good thing. LTC Rice stated that she was not currently tracking an automated system in the Army, but she would take the question back to the staff and follow up at a later date. She added that she thought it would be good to add a checklist feature to the automated system because it would be easier to keep track of the required documents. In response to the variability question, LTC Rice said that she believed that variability was a positive thing because it allows for the Services to evaluate and share their best practices with one another. She added that it might be beneficial for commanders to check on providers frequently to ensure that they are in place and able to provide care when needed. Because the Army deploys frequently, it is important that all soldiers have an effective plan in place and are prepared to activate it when needed.

Ms. Dean stated that the Marine Corps would have its automated system fully implemented by the end of 2017. She agreed with LTC Rice on the matter of variability and flexibility. She stated that each Service has different missions and operational components, so variability between the Services may be necessary. She added that she does believe the necessity of the FCP is consistent across the Services and should remain that way.

Mr. Stone stated that the Navy already has an automated system in place. He added that the Navy has a program in place that pairs a sailor that is PCSing with another sailor at their new duty station before they move so a support system is already in place when they arrive there. He said that the instructions on the Navy's FCP were written by the Navy, but they look to the other Services' policies frequently to recognize similarities and try to align accordingly. Most of the Services perform many of the same procedures, but they all refer to them differently.

MSgt Anderson stated that the Air Force tested its automated system at two bases in 2016, and it will roll out the system in all bases sometime in the coming year. The Service is determining what platform to use. He stated that the Air Force frequently reviews other Services' policies when drafting its policies so that they are in line with those of the other Services while maintaining the individuality of the Air Force. He added that having a standard across the Services is understandable, but each of the Services must look at its individual mission.

CDR Foos stated that he is not currently tracking an automated system for the Coast Guard. He will take the idea back to his team, which he believes is going to have to evolve their policies and procedures. He added that integrating the system may be an issue because it will only include the Reserve Component, but he thinks it is a good idea and something they will have to consider.

CAPT (Ret.) Kelley asked the Coast Guard if it has been omitting people who are single parents from deploying or going out on rescues. Commander Foos responded that he was not sure, and that it was a valid question and concern. He added that preparing this brief generated much discussion among his team and its members will be evaluating their policies moving forward. CAPT (Ret.) Kelley told the Committee that this might be a good recommendation for them to look into further, and that this is an important plan to have in place, no matter how small the Service is.

FLTCM (Ret.) Ortloff asked if there was a person in charge of coordinating to make sure the FCP is developed and validated. Mr. Stone responded that the commanding officer has the responsibility of overseeing it, but there is a coordinator in place that assists.

FLTCM (Ret.) Ortloff asked if there was a system or procedure in place for emergency situations when a Service member cannot find care when they first PCS or if their children are sick. LTC Rice stated that the 30- or 60-day period when a Service member arrives at a new duty station

allows for Service members to care for their children when they cannot find care. Commanding officers can make Service members exempt when they first arrive and do not yet have care, and most commanding officers are accommodating and understanding. FLTCM (Ret.) Ortloff asked if this was an Army policy or a medical policy. LTC Rice said that medical providers do it, but it is not a policy, although they are currently working on including it in the policy because it makes sense. FLTCM (Ret.) Ortloff asked if a Service member obtains a written confirmation of their exemption when they cannot find care after the 60-day period is over. LTC Rice stated that when a soldier does not have a validated FCP in place, they are automatically exempt from deployment. Ms. Dean added that in the Marine Corps, a validating official reviews the FCP and can add a FCP coordinator. Service members can have as many coordinators as they want. She noted that the Marine Corps does not have FCP policies related to caring for a sick child. The FCP in the Marine Corps is for emergency situations only. In nonemergency situations, commanding officers should work with individual marines, but family childcare homes are in place on most bases to provide emergency childcare services. Emergency homes on base would also be able to take sick children whose parents cannot find other short-term care providers. Ms. Dean reiterated that the FCP is meant to be used for short-term, emergency care, and that it is never meant to be used when a child is sick or needs to be picked up.

Gen (Ret.) Wolfenbarger stated that the Committee has heard in focus groups that the FCP is being misused in many cases. A Marine Corps representative from the audience reiterated that the FCP was not designed to be used for those types of situations. The marine should have multiple contingencies in place for instances where primary providers are not available. LTC Rice added that, in extreme emergency situations, emergency leave can be used by the Service member as a last resort. In the Army, the Family Readiness Group (FRG) can help find or provide care in emergency situations as well. Panelists noted that if Service members cannot depend on their primary short-term care providers, they need to arrange for adequate backup.

Ms. Hawkes asked CDR Foos if the Coast Guard is under the command of Homeland Security or DoD. CDR Foos stated that the DoDI does not apply to the Coast Guard, but the Service uses it as part of its policy.

Dr. Young asked the Services about the FCP policy under a joint command. The panelists responded that Service members must follow the policies and procedures of their home Service—for example, LTC Rice responded, a member of the Army would not be required to complete an Air Force FCP at a joint Army and Air Force base.

Dr. Young also asked if the Services have been informed about statistics regarding teens and the risky behaviors associated with that age group, and whether the Services use this data to inform and develop programs for teens specifically. She noted the particular challenges teens face that require close adult input and supervision. MSgt Anderson stated that the Air Force's Family Readiness Program takes into account teen and youth issues and provides specific support for this group. The Air Force frequently uses the Family Readiness Program to inform its policies about the FCP. Mr. Stone stated that the Navy policies in place do not teach Service members how to choose an adequate provider, but they rely on commanding officers to use their discretion and common sense to help inform those decisions. He stated that he would take that idea back to his office for consideration, as it may be valuable to develop a course on the issue. LTC Rice stated that it is difficult for Service members to plan out childcare logistics as they move so often, but some people rely on churches, the FRG, or similar programs to help them choose adequate care. She felt that the Services should ensure that mentorship is available for parents

when it is needed through the sponsors assigned to Service members when they join new units. If new parents, single parents, or dual-military couples join a unit, they should be paired with sponsors who can help address those needs. Dr. Young noted the importance of regular discussion with and support for the youth themselves—not just the parents.

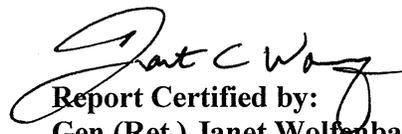
CAPT (Ret.) Kelley asked the Army representative what would constitute a general discharge in cases when parents cannot find the adequate, reliable care and have to be discharged. LTC Rice stated that she did not know the specifics and would have to consult the attorneys to obtain more specific information, but she assumed it would be related to the character of the Service provided by the Service member.

### **Final Remarks**

Following this discussion, COL Kominiak officially closed the December 2016 DACOWITS quarterly business meeting.

**Meeting was adjourned.**

  
**Report Submitted by:**  
**COL Aimee Kominiak, USA**  
**DACOWITS Military Director**

  
**Report Certified by:**  
**Gen (Ret.) Janet Wolfenbarger**  
**DACOWITS Chair**

### **MEMBERS IN ATTENDANCE**

Gen (Ret.) Janet Wolfenbarger (Chair)  
CMSgt (Ret.) Bernise Belcer (Vice Chair)  
Dr. Kristy Anderson  
Col (Ret.) John Boggs  
Ms. Teresa Christenson  
Maj Gen (Ret.) Sharon Dunbar  
Ms. Sharlene Hawkes  
CAPT (Ret.) Beverly Kelley  
CSM (Ret.) Michele Jones

MG (Ret.) John Macdonald  
Ms. Donna McAleer  
Ms. Monica Medina  
Ms. Janie Mines  
FLTCM (Ret.) JoAnn Ortloff  
LTC (Ret.) Hae-Sue Park  
VADM (Ret.) Carol Pottenger  
Dr. Jackie Young