

DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE SERVICES (DACOWITS)

Quarterly Meeting Minutes

11-12 December 2018

The Defense Advisory Committee on Women in the Services (DACOWITS) held a quarterly business meeting on December 11 and 12, 2018. The meeting took place at the Hilton Alexandria-Mark Center, 5000 Seminary Road, Alexandria, VA 22311.

11 December 2018

Welcome and Opening Remarks

COL Toya Davis, DACOWITS Military Director and Designated Federal Officer, opened the December quarterly business meeting by reviewing the Committee's establishment and charter. COL Davis then turned the meeting over to Gen (Ret.) Janet Wolfenbarger, DACOWITS Chair.

Gen (Ret.) Wolfenbarger welcomed everyone to the meeting and asked all Committee members and meeting attendees to introduce themselves.

Status of Requests for Information

COL Davis reviewed the status of the Committee's requests for information (RFIs). The Committee received responses to all but 3 of its 11 requests. The discussion on RFI 1A was put on hold pending approval of the **Office of Diversity, Equity and Inclusion (ODEI)** 2019–2022 Strategic Plan. The discussion on RFI 5 was tentatively rescheduled to be held during the March 2019 quarterly business meeting, and the discussion on RFI 6 was tentatively rescheduled to be held during the June 2019 quarterly business meeting. All written responses to the RFIs were published on the DACOWITS website.

Panel Discussion: Gender Representation Among Instructors/Trainers (RFI 7)

The Committee requested briefings from the Military Services on the gender representation of instructors and trainers throughout the training pipeline, including statistics on the gender representation during basic training for enlisted members, follow-on courses for enlisted members, and commissioning programs for officers. The Committee also requested information on the tracking mechanisms used by the Services to follow the career progression of instructors/trainers and on the strategic plan to assign women as trainers and specialty instructors throughout the training pipeline, to include fields previously closed to women.

Army: Mr. G. Scott McConnell, Deputy Chief of Staff, Army Training and Doctrine Command (TRADOC)

The guidance on staffing for instructors and trainers at initial entry training comes from TRADOC Regulation 350-16, which requires 25 percent of the cadre to be female. For Basic

Combat Training (BCT) and One Stop Unit Training (OSUT), the regulation requires one female drill sergeant per platoon and four female drill sergeants per company. For Advanced Individual Training (AIT), 25 percent equates to approximately two female drill sergeants per training company. Other than for drill sergeants, there is no staffing guidance for the ratio of female to male instructors. Reaching the required female representation is challenging for the Army. As of December 2018, women made up 15 percent of the total Army population and 13.5 percent of the population eligible to be an instructor. The purpose of the Army's strategy in overrepresenting women among the drill sergeant population is to ensure every new Soldier is trained in a gender-inclusive environment.

As of December 2018, on average, 92 percent of authorized drill sergeant positions overall and 85 percent of authorized female drill sergeant positions in BCT/OSUT were filled, although Mr. McConnell noted these percentages were expected to increase by the end of January 2019. For AIT, 86 percent of authorized drill sergeant positions overall and 90 percent of authorized female drill sergeant positions were filled as of December 2018, with these percentages also expected to increase by the end of January 2019.

For officers, initial entry training is administered through the Reserve Officer Training Corps (ROTC) and the United States Military Academy at West Point (USMA). As of December 2018, women represented approximately 9 percent of the instructors and trainers in ROTC and approximately 22 percent of the cadet population. Women represented about 15.5 percent of the instructor and trainer population at USMA and approximately 23 percent of the cadet population. Overall, women represented approximately 9 percent of the instructors and trainers and approximately 20 percent of the candidates being trained at Officer Candidate School (OCS). For the instructors and trainers, this equates to one female cadre member for each company. Mr. McConnell stated that OCS was not considered initial entry training because those completing OCS would have already completed BCT and been awarded their military skill, which accounts for the smaller percentage of women in the instructor and trainer roles at OCS compared with other training pipelines. Of the 12,710 TRADOC personnel certified as instructors, approximately 14 percent were women, which indicates that the percentage of female instructors is nearly proportional to the percentage of women in the Service.

Drill sergeants and instructors are awarded a special qualification identifier (SQI) that remains on their records throughout their careers and that can be queried through the Army human resources systems. Drill sergeants are awarded an "X" SQI after completing the Drill Sergeant Academy and completing an approximately 24-month drill sergeant tour of duty. Enlisted and warrant officer instructors are awarded an "8" SQI after completing the Instructor Certification Program/Course, and officers are awarded a "5K" SQI.

Mr. McConnell said the Army feels it has normalized gender integration as much as possible. Women have served as trainers and specialty instructors for the newly gender integrated career fields since the fields were integrated. Army leaders want every trainee to experience a gender-integrated training environment. Only the infantry and armor career fields do not currently have qualified female drill sergeants and instructors. Because of the recent opening of the positions, the Army believes it will take 3 to 5 years to train women to reach the point in their careers at which they will be eligible to qualify as trainers and specialty instructors. Because trainers and specialty instructors are positions of significant trust and authority, only men and women who are fully qualified for those positions are assigned to them.

Navy: CAPT Chris Harris, Director, Distribution Management (PERS 45)

Female representation among enlisted and officer instructors and trainers in the Navy has increased during the last 3 years, from 10.9 percent at the end of fiscal year (FY) 2016 to 11.8 percent at the end of FY 2018. Women made up 16.7 percent of the instructor and Recruit Division Commander (RDC) population at enlisted basic training. Approximately one in five RDCs was female. For follow-on courses for enlisted members, women represented 11.3 percent of all instructors. All training billets are gender neutral. For commissioning programs, women filled 15.1 percent of the 535 instructor and trainer billets. Navy-wide, 19 percent of officers were women.

The Navy uses Navy enlisted classifications (NECs) and Navy officer billet classifications to identify skills that are not reflected by rank or career field, such as serving as an instructor or trainer. These are used to track and assign personnel to billets but are not used to make decisions about advancement. CAPT Harris noted that RDCs tend to perform better for career advancement because of the nature of the job but that it is not considered a targeted opportunity for promotion. Fourteen percent of billets have an NEC code. At the E7 level, 45 percent of Sailors had completed a training assignment; this figure increased to 67 percent among higher ranking Sailors.

The Navy does not preferentially select women. All trainer and instructor billets are gender neutral except for Recruit Training Command because of gender-specific berthing requirements. Naval Special Warfare was executing its Female Cadre Plan by integrating and utilizing female staff as instructors so that as women fill those newly gender-integrated fields, they will have female instructors in place. Naval Surface Forces and Naval Submarine Force have integrated crews. Women made up 5 percent of the submarine instructors and 2.6 percent of the submarine force. The Navy expects the percentage of female instructors to increase as female accessions increase.

Marines: LtCol Nicole Bohannon, Assistant Chief of Staff, Training and Education Command

At the time of the briefing, there were 127 female and 535 male drill instructors at Marine Corps Recruit Depot (MCRD) Parris Island and 4 female and 519 male drill instructors at MCRD San Diego. As of December 2018, all female recruits were trained at MCRD Parris Island. Following basic training, recruits attend the School of Infantry. In the past, all female Marines were trained on the East Coast, but women started training on both coasts beginning in 2018. There was a large range in the number of women assigned as trainers. For example, the number of women assigned as permanent personnel for occupational specialty-producing schools ranged from 2 at Fort Sill (compared with 102 men) to 61 at the School of Infantry – East (compared with 716 men), whereas the number of men assigned to these roles ranged from 15 at Field Medical Training Battalion East (compared with 3 women) to 732 at the School of Infantry – West (compared with 52 women).

Marine Corps officers are trained through the Navy's ROTC and the United States Naval Academy (USNA) as well as the Marine Corps' own OCS. OCS training is coed and typically includes one company of female candidates. As of December 2018, there were 36 women and 168 men assigned as permanent personnel at OCS. LtCol Bohannon stated that there are also six Marines at USNA (she did not indicate how many of those Marines are women) who serve as instructors but that the number of Marines at the Academy surges during the summer.

In most cases, Marines that serve as instructors at occupational specialty-producing schools do not have designators to track their progression, as they typically only serve one tour as an instructor. The exceptions to this are the Drill Instructor and Marine Combat Instructor occupational specialties.

In cases when female instructors are required because of close proximity in berthing spaces and contact beyond the normal training day, a billet may be designated specifically for women. It is most common to see these female-coded billets at MCRD Parris Island, School of Infantry, and at OCS for female platoons. All other instructor billets are gender neutral. In previously closed units, the Marine Corps Force Integration Policy requires that there must be female officers or staff noncommissioned officers (NCOs) assigned to a unit or school house prior to junior Marines joining. This ensures units are accustomed to seeing women in leadership roles.

Air Force: Ms. Cheryl Adams, Chief, Air Force Diversity & Inclusion

Across all officer training programs, women made up 24 percent of the officer cadre, which included 22 percent of the cadre at Officer Training School, 24 percent of instructors, and 23 percent of academic program managers. For comparison, women represented 21 percent of officers in the Air Force overall. Women composed 33 percent of the enlisted cadre at officer training schools. Female officers composed 24 percent of the athletic department at the United States Air Force Academy (USAFA), 36 percent of the Cadet Wing, and 25 percent of the Dean of Faculty element, for a combined percentage of 27 percent across the Academy. The area with the highest percentage of women—the Cadet Wing—is the cadre with the most day-to-day interaction with the cadets. At enlisted training, women represented 25 percent of the military training instructors, 31 percent of the military training leaders, and 33 percent of the professional military education instructors. For comparison, women represented 20 percent of the overall enlisted population in the Air Force.

An instructor position is not considered a career field, but such positions can be tracked through T-prefixes that are used to identify “Force Generation” positions, which are related to developing exceptional leaders. These Force Generation positions are considered to be key discriminators during the advancement decisions. Enlisted Airmen are assigned a special duty identifier when assigned as professional military education or special duty instructors and then given a T-prefix once fully qualified. The T-prefix/identifier remains on the Airman’s record throughout the individual’s career, and the instructor or trainer experience is considered one that adds value to career progression and leadership considerations.

Officer and enlisted instructor/trainer positions are gender neutral; however, efforts to ensure adequate female representation have worked well using the current assignment process. The Air Force is developing an initiative to incentivize special tours in “Force Generation” positions that would make these positions an expected part of an officer’s career progression. The initiative will launch in February 2019. Even without the initiative, however, USAFA positions continue to be highly sought after and valued.

Enlisted instructor selection is formalized through a process in which squadron commanders nominate their best candidates based on the instructor and trainer position requirements. Selected candidates are then further vetted to fill open billets as they become available. Of note is that there is a requirement for women to be represented at Basic Military Training (BMT). The BMT Operating Instruction requires one woman for each four-person training team, with each team being responsible for two dormitories. No flight team can proceed without at least one woman.

Coast Guard: LCDR Jennifer Wescott, Force Readiness Command, Training Manager and Performance Analyst, Coast Guard Headquarters

At basic training, women represented 22 percent of enlisted trainees, which is a greater percentage than the 16.2 percent of enlisted women in the Coast Guard overall. At sites considered officer training sources, women made up 18.8 percent of trainees. No positions are designated specifically for women. Women represented 28.3 percent of individuals at sites considered officer commissioning sources. Across commissioning sources, women composed 38 percent of the staff in OCS, direct commission, and ROTC training programs; 27 percent of the full-time staff at the United States Coast Guard Academy (USCGA); and 30 percent of the part-time staff at USCGA. When including both military and civilian staff, 29 percent of staff were women.

The Coast Guard utilizes a competency code to designate and track qualified instructors. Both officer and enlisted instructors are trained using a five-phase qualification process that consists of an instructor development course, personal qualification standards, the completion of three satisfactory instructor evaluations, course-specific requirements, and a command recommendation for designation.

A Coastguardsman who serves as an instructor earns a specialty code designation that stays on the individual's record throughout the person's career. Serving as an enlisted instructor is considered a special assignment, and the Enlisted Personnel Management Division discourages members from serving repeat tours as an instructor to ensure they maintain proficiency and leadership in their specialty ratings. Instructor positions are sought after and career enhancing. Prior experience as an instructor within one's qualification is considered a benefit in the screening for school chief selection.

For officers, there is an officer specialty code identifier that provides a secondary specialty in training and education. The officer instructor/educator specialty designation can be tracked by the Officer Personnel Management Division and may influence job assignment selection. Training is not considered a primary officer specialty, and instructor positions are considered out-of-specialty assignments. Developing training competences and earning the instructor/trainer designation in conjunction with success in one's primary specialty facilitates increased assignment opportunities and the potential for positions of higher responsibility such as those in Training Center Command.

The Coast Guard utilizes training center feedback to inform the assignment process. Gender is one of the factors considered in making assignments but is not a final determining factor. All candidates are screened and assigned based on overall record of performance, command endorsement, etc.

Discussion

Dr. Kyleanne Hunter commented that she was encouraged to see a deliberate focus on female representation and asked the Services how female instructors were functioning in the newly opened career fields given that they would not have earned those specialties yet. She asked how the female instructors gained competency prior to becoming instructors in these newly opened fields and if they were being used only in academic settings rather than to teach the skills required for the specialties. LtCol Bohannon (Marine Corps) responded that there is a 3-month indoctrination for all instructors in the Marine Corps, during which they are taught instructor

techniques as well as the program of instruction for the course. They are also given an opportunity to teach alongside a seasoned instructor before teaching students alone. Mr. McConnell stated this was a challenge the Army has addressed in its planning given that it believes it will take 3 to 5 years for women in these newly opened fields to reach the point at which they will meet the qualifications to become instructors. Female drill instructors were performing side-by-side with their male counterparts and were not being set aside simply because they had not yet qualified for the newly opened occupational specialties. CAPT Harris (Navy) indicated he would need to gather additional information to address this question for Naval Special Warfare.

FLTCM (Ret.) JoAnn Ortloff asked how the Services advertise instructor roles to women and noted that the Committee's 2018 focus groups revealed that while Service members generally view the quality of instructor as being of greatest importance, they do show a preference for gender-specific instructors in some circumstances. LtCol Bohannon stated there is a career planner within every unit who is available to consult with Marines about various programs and recruiting opportunities. She was not aware of an advertising campaign specifically for this but noted that it was not her area of expertise. Mr. McConnell was not aware of any formal advertising program in the Army but reported there was a top-down recruiting effort to ensure the newly gender-integrated training bases were adequately staffed. The Sergeant Major of the Army has encouraged female NCOs to serve in these positions. CAPT Harris described how all open billets are advertised through the Navy's career management system. For female-specific billets, if the Service does not receive enough applications, it reaches out to commands to have them draft Sailors to fill the positions. He noted that it is difficult in general to fill training billets for either gender but stated he is not aware of any particular challenge in meeting the required number of women to fill these positions. Ms. Adams reported the Air Force's current processes are working well and stated the Service works to advertise open positions across the force. LCDR Wescott described how the Coast Guard has one primary transfer season each year and said both the enlisted and officer corps know when the billets are announced and where to look for them.

Col (Ret) John Boggs applauded the Army's efforts to achieve 25-percent representation of women in entry-level training and commended them for ensuring there is a woman in every training group. He asked if the other Services have similar initiatives to ensure both male and female recruits see a woman in a position of authority from the beginning of their service. CAPT Harris responded that the Navy does not have a similar policy but that it does have women in all training locations, including in recruit training companies that were traditionally male only. Ms. Adams stated that the Air Force does not have similar policies at all levels of training but that gender representation is monitored to ensure that there are women in leadership positions and that they are leading training. LCDR Westcott (Coast Guard) indicated that the Coast Guard distributes women as best as it can at each site considered to be a training source and distributes positions of authority and leadership opportunities equally. LtCol Bohannon stated the Marine Corps has coed instructors at initial entry training posts.

Lt Gen (Ret.) Judy Fedder asked if the other Services could provide statistics on the gender representation of the civilians at initial entry training locations, similar to what the Coast Guard provided. The representatives from the Air Force, Army, Marine Corps, and Navy all stated they would need to follow up with the Committee after the meeting to provide the requested information. CAPT Harris (Navy) also noted that the establishment of a program to specifically

target women as civilian instructors would require proof of a need for gender-specific instructors. Mr. McConnell said the Army prioritizes uniformed personnel in drill sergeant positions, which means the Army has a number of contractor personnel at some AITs. There are requirements to ensure diversity and inclusion in the contractor workforce.

Dr. Hunter highlighted the small number of women at MCRD San Diego and asked whether the Marine Corps is concerned that Marines at that location were not being trained by women and if there was a plan to place more women instructors there. LtCol Bohannon stated that women were going to be trained at MCDR San Diego beginning in 2019 and that there was an ongoing effort to assign more women to the West Coast but that she would have to report back to DACOWITS with a policy-specific response about assigning more women at that site.

Ms. Sharlene Hawkes highlighted the high percentage of women instructors across the board in the Air Force and asked if that Service had any best practices to share. Ms. Adams conjectured that this representation was because of the Service's concerted effort to ensure that minorities and women were aware of opportunities for force development. The sister division for the Air Force's Office of Diversity and Inclusion is Force Development. The Air Force is operationalizing diversity and inclusion through messaging and leadership support. USAFA makes a concerted effort to reach out to women and minorities.

MAJ (Ret.) Pat Locke asked if the Army could further describe the statistics for gender representation at USMA by athletic department, Cadet Wing, and Dean of Faculty, similar to the method used by the Air Force. She also asked if positions at USMA were highly sought after among the Army officer corps. Mr. McConnell (Army) stated he would need to report back with that information. CAPT Harris stated he would report back on those statistics for USNA as well and noted that the figures presented in his briefing were for instructors and company commanders only and did not include positions in the athletic department.

Panel: Breastfeeding and Lactation Support (RFI 10)

The Committee requested a briefing from the Military Services describing their breastfeeding policies and when they were last updated; the methodology used to design each policy (e.g., supporting medical research); descriptions of existing programs to support lactation in the workplace; whether the Services provide servicewomen a shipping subsidy to assist with the transportation of breastmilk back to their children while they are on a temporary duty (TDY) assignment; how the Services ensure units adhere to the policy (e.g., provide time to express milk and a clean lactation space); and the methodology used to design each Service's postpartum physical fitness testing approach, including whether the timeline supports breastfeeding mothers.

Army: COL Cynthia Sanchez, Chief, Women's Health Service Line and the Director for Patient Care Integration at the Office of the Surgeon General

The Army advocates for each Soldier and family member who is breastfeeding. The Army's breastfeeding policy directive is Army Directive (AD) 2015-43, which outlines the Service's breastfeeding and lactation support policy. COL Sanchez stated the AD will be incorporated into Army command policy as an Army Regulation (AR) when it is published as AR 60-20. The draft of this document contains the same information as AD 2015-43 with no substantive changes or updates. This directive provides clear language to commanders on the expectations around breastfeeding in their commands. For example, Soldiers must have access to a designated private

space—other than a restroom—with a locking door and a nearby water source, and reasonable lactation breaks for at least 1 year after birth. The servicewoman and commander decide when to schedule the breaks to best meet her needs.

Extensive medical research has documented that breastfeeding has significant health, nutritional, immunologic, developmental, emotional, social, and economic benefits for both mother and child. These are recognized by several authoritative bodies, including the World Health Organization (WHO), the U.S. Department of Health and Human Services Centers for Disease Control and Prevention (CDC), the American Academy of Pediatrics (AAP), and others. Lactation support is available to personnel at military treatment facilities and through TRICARE after delivery. As of 2014, TRICARE has provided breast pumps to Soldiers and family members free of charge. There are also new parent support programs and the Army Pregnancy/Postpartum Physical Training (P3T) program to assist new mothers.

The Army does not provide a shipping subsidy for a servicewoman to transport her breastmilk back to her child while on TDY. The Army does encourage commanders to help Soldiers maintain the physiological capability for lactation. During field training and mobility exercises, commanders will provide a private space for Soldiers to express milk. If the Soldier cannot transport her expressed milk to the garrison, the Soldier's commander will permit her the same time and space to express and discard her breastmilk with the intent to maintain the physiological capability for lactation. The Army also offers a 6-month deferment for overseas deployment following childbirth.

Army commanders are responsible for adhering to all regulations as written. The Army wants Soldiers to have a good understanding of the policy through the information they are provided when discharged from the hospital after childbirth and through P3T.

P3T is designed to maintain the health and fitness levels of pregnant Soldiers and assist them in returning to pre-pregnancy fitness levels. The program is led by the Military Treatment Facilities (MTFs) and is a commander-led program. Following the convalescent leave period, a Soldier is required to participate in her installation's P3T program for up to 180 days after the conclusion of her pregnancy. Following participation in P3T, the Soldier resumes physical readiness training with her unit. The program was designed based on research on exercise for lactating mothers showing that exercise is safe for lactating mothers, does not affect infant nursing behavior, and can raise the body's ability to produce breastmilk. AR 350-1 states that a Soldier who is pregnant or recovering from childbirth is exempt from regular unit physical readiness training and the Army Physical Fitness Test (APFT) for the duration of her pregnancy and 180 days past the pregnancy's conclusion. The APFT is under revision, and the new Army Combat Fitness Test (ACFT) is being piloted. Discussions about the deferment for deployment status and the new ACFT as it relates to postpartum women are underway. A Soldier is issued a 45-day temporary profile on the day her pregnancy concludes to allow physical training at the Soldier's own pace, and Soldiers are encouraged to use the at-home component of P3T while on convalescent leave.

COL Sanchez concluded by reviewing a public broadcast from October 3, 2018, highlighting the challenges of breastfeeding in the military but also summarizing some positive steps forward.

*Navy: Senior Chief Kristina Koch, Senior Enlisted Leader, Office of Diversity and Inclusion
Chief of Naval Personnel*

The Navy's policy on breastfeeding is Chief of Naval Operations Instruction (OPNAVINST) 6000.1D, which was last updated March 12, 2018. This is the Service's overarching policy for pregnancy and parenthood. It is supplemented by Bureau of Medicine and Surgery Instruction (BUMEDINST) 6000.14A, which was last updated in 2014 and is within the pipeline for revision. The OPNAVINST requires commanders to develop their own policies to support breastfeeding members to ensure the availability of private, clean rooms and ready access to running water. The Service member may contain her expressed milk in an insulated container for 24 hours, and it may be refrigerated for up to 5 days. Requests to feed the child in person are handled on a case-by-case basis. MTFs support Service members and commands by providing instruction, support, and counseling. The methodology for this policy referenced extensive medical research and literature, much of which came from the research and literature cited in BUMEDINST 6000.14A, including from sources such as CDC, WHO, and AAP.

All Navy leaders are expected to support lactation in the workplace per BUMEDINST 6000.14A. The Navy has a breastfeeding support program that is required at all MTFs that provide maternity, postpartum, or newborn infant care. In addition, BUMED works with commanders and officers in charge to ensure industrial hygiene surveys are conducted for pregnant and postpartum Service members to identify potential environmental and occupational hazards. There is also a voluntary command role that the Navy believes is essential: the command advisor on pregnancy and parenthood. This is a voluntary role, but there is significant interest in it. This is a key position for Service members and commanders to support pregnancy and parenthood. There is also a breastfeeding page on the Navy website. Senior Chief Koch stated that Washington Headquarters Services has excellent lactation rooms that were referenced in the Service's recent survey. The Navy received instructions from Washington Headquarters Services to develop a checklist for commands with "must haves," "should haves," and "nice to haves" for lactating women. It is important that commands attempt to meet the standards. The Navy tries to emphasize that its approach is not an all-or-nothing approach. One recent initiative the Service has taken is to help ensure the time for lactation rooms is scheduled properly. Senior Chief Koch indicated there are a host of other support programs available to lactating mothers as well.

The Navy does not offer a shipping subsidy for a servicewoman to transport her breastmilk back to her child while on temporary additional duty (TAD) or TDY; however, it does provide up to 12 months of operational deferment for TAD/TDY, Permanent Change of Station (PCS), and deployment. Members have the option to waive the deferment if they choose.

It is up to commanders to ensure units adhere to the lactation policy. The Service collects feedback from Sailors on breastfeeding and lactation support every 2 years via the Personal and Professional Choices Survey, which was last conducted in spring 2018 and was previously called the Pregnancy and Parenthood Survey. The results of the most recent survey showed the Service has work to do in this area. One of the Navy's recent efforts was to start a social media awareness campaign to encourage greater support. Beginning in 2019, the Navy will also begin to incentivize units' attention to the issue of breastfeeding and lactation by adding it as a criterion to the annual Blue H – Navy Surgeon General's Health Promotion and Wellness Award.

Senior Chief Koch stated the methodology for the Navy's physical fitness test falls under the Physical Readiness program, which was scheduled to brief DACOWITS on the second day of the December quarterly business meeting. She indicated her office works with the Physical Readiness program extensively. Women were previously given a 6-month exemption from participating in the physical fitness test, but this was extended to 9 months to support breastfeeding. The policy allows members 9 months of exemption from physical training and the physical fitness test. Once the 9-month deferment is up, Sailors begin exercising with their commands and resume physical fitness testing during the next testing cycle. Realistically, this means most Sailors can defer the test for a year or more. The Navy is working with its Army counterparts on the creation of a program similar to the Army's P3T.

Marines: LtCol Charles McLeod, Manpower Plans and Policies for Manpower & Reserve Affairs

The Marine Corps' policy on lactation is Marine Corps Order 5000.12E, which covers pregnancy and parenthood. A Marine must notify her chain of command of her intent to breastfeed to allow the command to determine how best to support her and assess potential hazards. The command must provide a clean, secluded space with ready access to a water source. The policy was developed in 2004 and updated June 14, 2007. The policy has always complied with standards. The military policy branch does not possess records on the methodology for the development of the policy, but the policy allows subject matter experts to provide input. Policy compliance is achieved through open communication. Unit commanders support the general welfare of their Marines. Marines can communicate any grievances and there are regular inspections to ensure compliance.

The Marine Corps recognizes the importance of breastfeeding. The Service is offering a New Parent Support Program (NPSP) and the Breastfeeding Support Program (BSP). NPSP provides lactation support services in the form of education, support groups, and home visits. It is available at all bases and stations. BSP provides workplace support to ensure an environment free of environmental and occupational hazards and provides lactation support specialty services at MTFs.

There is no specific fiscal authority to reimburse Marines for expenses related to shipping breastmilk. The Marine Corps offers deferment for deployments, TAD/TDY, and overseas PCS for up to 12 months. Marines may also be excused from field exercises when lactation facilities are unavailable or infeasible. The Navy and Marine Corps Relief Society may provide loans for breastmilk transport.

The Marine Corps exempts postpartum Marines from physical testing for at least 9 months. Nothing in the Service's testing policy violates or otherwise contradicts DoD or United States Department of the Navy policies.

Air Force: Maj Jeanette Anderson, Branch Chief, Provision of Inpatient Nursing Care, Air Force Medical Operations Agency

The Air Force's breastfeeding policy is outlined in Air Force Instruction (AFI) 44-102, paragraph 4.15, which focuses on medical care management instruction. The AFI recommends supervisors work with the servicewoman to allow 15–30 minutes every 3–4 hours to pump and gives specifics on the acceptable locations for lactation. The policy was last certified August 3, 2016. It mentions that members who are breastfeeding or pumping are eligible for field training

and deployment; however, AF 36-2110 supports a deferment from deployment and TDY for up to 12 months from the birth of the child.

AFI 44-102 aligns with the AAP recommendation to exclusively breastfeed for 6 months, followed by continued breastfeeding while introducing complementary foods, with continuation of breastfeeding for up to a year or longer. Other references used in the policy include the American College of Obstetricians and Gynecologists (ACOG) and AAP Guidelines for Perinatal Care, eighth edition, from 2017; the ACOG Guidelines for Women's Health Care, fourth edition, dated 2014; and Public Law 104-204, the Newborns' and Mothers' Health Protection Act of 1996.

The Air Force offers several programs to support lactation in the workplace. The Air Force Medical Service encourages supervisors to coordinate with servicewomen to arrange for pumping. Commanders are encouraged to modify activities such as field training when possible for breastfeeding members. Each MTF has lactation support available. There is a New Parent Support Program at many Air Force bases, and many nurses in this program are lactation certified or can connect members with community resources. Military OneSource can connect members with other resources such as the New Parent Support Program. TRICARE now supplies breast pumps and other supplies such as breastmilk bags. In June 2018, the instruction surrounding parental leave was updated with a guidance memo, AFGM2018-01, to extend convalescent leave to allow up to 84 days for breastfeeding. In September 2018, the personnel dress and appearance instruction was updated with a guidance memo, AFGM2018-03, to allow a long- or short-sleeved breastfeeding T-shirt with the utility uniform.

The Air Force provides a TDY deferment for up to 12 months after the birth of a child. However, a servicewoman can opt to waive that deferment. No shipping subsidy is provided via TRICARE or the Air Force.

All Air Force leaders are encouraged to support lactation in the workplace per AFI 44-102. Air Force commands are expected to execute all Air Force policies as directed, including policies regarding breastfeeding. A Unit Facility Utilization Board or equivalent body will discuss lactation space and ensure space is made available. Individuals should attempt to resolve violations of Air Force instructions or policy at the lowest possible level, using command channels before escalating their concerns to the next level or to the Inspector General.

AFI 36-2905, the instruction surrounding physical fitness, supports breastfeeding. It was updated on August 17, 2015, to change the fitness assessment requirement from 6 to 12 months postpartum. This exemption from physical fitness testing is 12 months after discharge from the hospital, rather than after the birth, to account for complications from any pregnancy of longer than 20 weeks. Servicewomen are not exempt from the fitness program once they return from maternity/convalescent leave. The methodology was influenced by Col Nicole Armitage, Air Force, Ph.D., whose research examined the experiences of Air Force mothers as they returned from postpartum leave.

Coast Guard: Mr. Tim Merrell, Health Promotion Program Manager

The Coast Guard follows a practice similar to those for the other Services. The Service's breastfeeding and lactation support policy is outlined in Commandant Instruction (COMDTINST) 1000.9, dated September 29, 2011. Mothers and commands will work together to ensure that the lactation facility is a private, clean room with ready access to running water;

has an available electrical outlet; is furnished with a table and comfortable chair; and has a storage facility for cooling milk, and that lactation breaks are scheduled.

The Coast Guard has no records indicating the methodology used to inform the policy but surmises it was developed based on best practices that were in use by private and public sector employees in 2011. The policy is consistent with CDC recommendations and those of the U.S. Department of Health and Human Services' Office on Women's Health.

Each command is responsible for the implementation of the Coast Guard breastfeeding policy found in COMDTINST 1000.9. Members of the Coast Guard, along with those of the other Military Services, may obtain breastfeeding counseling and equipment through TRICARE. The Coast Guard demonstrated support for mothers and families in June 2018 when it released a 12-month deferment of temporary orders for postpartum members and expanded the entitlements of nonchargeable leave for military members in connection with a birth or adoption. The Coast Guard Health, Safety, and Work-Life Directorate (CG-11) is developing a revised "New Parent Guide," which is a comprehensive informational booklet for new parents/mothers. CG-11 is also working with a nutritionist from the Uniformed Services University's Human Performance Resource Center to develop a series of nutritional lactation support videos.

The Coast Guard does not provide a breastmilk shipping subsidy. The issue of paying an allowance to the member on TDY has been considered, but there is no authorization in either the Joint Travel Regulations or the Coast Guard Pay Manual.

Pursuant to COMDTINST 1000.9, commanding officers and officers in charge are responsible for ensuring units adhere to this policy. If a unit has a lactation facility, compliance with lactation facility requirements should be verified during routine facility inspections conducted by the command. Members are encouraged to report any complaints to their commands. CG-11 is currently working with the Personnel Readiness Task Force to improve communications to help identify and promptly resolve any lactation facility concerns.

Only specific billets, representing approximately 24 percent of the Service, are required to have a physical fitness qualification. Commanding officers work in coordination with the servicewoman and her physician to ensure a smooth transition back to "Fit for Full Duty" status, to include physical readiness. Postpartum physical fitness training is considered on a case-by-case basis and requires the assessment of a physician. Commanding officers and officers in charge shall ensure that pregnant servicewomen do not receive adverse evaluation reports strictly as a consequence of pregnancy. Weight standards exceeded during pregnancy and/or nursing are not cause for adverse officer evaluation reports or evaluations. Postpartum convalescent leave will normally be granted for 42 days after discharge from the MTF following any uncomplicated vaginal delivery or cesarean section. The attending physician may recommend an extension of convalescent leave beyond the standard 42 days based on the servicewoman's clinical circumstances. The servicewoman's command must be notified of this recommendation. Commanding officers may grant this leave without approval from the Commandant. Commanding officers may grant regular leave following convalescent leave if appropriate.

Discussion

Lt Gen (Ret.) Fedder noted that one big takeaway from the panel briefings was that the Services have advocated for breastfeeding women, and there has been progress in this area. She noted that the Navy representative mentioned a system to solicit feedback from servicewomen on the

success of breastfeeding policies and support and asked if the other Services have a similar method to solicit feedback or see value in starting a similar data collection effort. COL Sanchez responded that the Army does not have a similar method for soliciting feedback but that she sees value in developing a methodology to do this. COL Sanchez stated the Army can assess this issue at the MTFs but needs to look to the commands as well. She noted she does track discussions on some of the social media groups to assess satisfaction with breastfeeding support. She believed the time is right to implement such a program because the Army is looking to implement a new APFT. LtCol McLeod indicated that the Marine Corps does not have a survey to address that topic or population but that it does have surveys to address command climate and other cultural aspects. He indicated he would take the idea back to his Service's Studies and Analysis Division. Mr. Merrill (Coast Guard) indicated he would research the topic and defer to his Service's diversity group to take the lead on such an initiative. The Coast Guard does not have any similar initiative currently. Maj Anderson reported that the Air Force does not employ a program like the Navy's but that she would take the idea back to her team.

Ms. Therese Hughes stated her concern that the requirement in the Coast Guard's policy, that the lactation room be "as close as possible to water for cleaning"—language similar to that in the other Services' policies—was not being followed. Ms. Hughes was informed by a few servicewomen in the Coast Guard that they were not always able to access a water source to wash their hands before and after pumping. She asked the Services to look into whether this is an issue. Mr. Merrell (Coast Guard) responded that he will research the concern and said that in the lactation facilities he has visited, the lactation room usually has running water. Senior Chief Koch (Navy) acknowledged that the wording does matter. The Navy prescribed that lactation rooms must have a sink, but he noted the downside of this requirement, which is that if commands do not have a room available with everything that was included in the directive, they may decide not to provide a lactation room at all, taking an all-or-nothing approach. Senior Chief Koch stated that the language in the Navy's guidance has been updated to "within or nearby" a water source, and describes in its handouts why it is offering alternatives. The Navy learned that by prescribing running water in the lactation room, it was doing more harm than good.

Col (Ret.) Boggs highlighted that the physical fitness testing deferment for the Air Force is based on scientific research and noted the Army seems to be doing something similar. He asked whether the other Services were doing something similar and how the deferment periods were determined. COL Sanchez confirmed the Army's approach is similar to that of the Air Force. LtCol McLeod stated he knows the Marine Corps is working with the Army to mirror the P3T program but that he does not have a precise answer to the question. Senior Chief Koch (Navy) reported the 9-month waiver period was determined in coordination with BUMED. Mr. Merrell (Coast Guard) did not have an answer to the question, but the Coast Guard representative to DACOWITS stated that for jobs that have a physical fitness test requirement, there is a deferment, and that for the rest of the positions in the Coast Guard, there is no physical fitness test.

FLTCM (Ret.) Ortloff commented that the majority of time between childbirth and a servicewoman's first physical fitness test is spent on convalescent leave. She asked whether the Services have mandatory or voluntary programs or are considering programs to help servicewomen reengage with fitness testing postpartum. COL Sanchez responded that the Army has the P3T program. The program begins in pregnancy and continues in the postpartum period. Service members would not be participating in the program during convalescent leave, but there

is an at-home component of P3T a servicewoman can use to resume physical fitness training once she is cleared to do so by her doctor. After their postpartum leave, servicewomen continue with the unit-based P3T program. COL Sanchez indicated that P3T is a commander-led program and that it is required at most installations. LtCol McLeod stated the Marine Corps is developing a program similar to the Army's. In the interim, the Service relies heavily on links to P3T on its website. Maj Anderson responded that the Air Force does not have a postpartum fitness program but that Airmen return to duty 3 months after giving birth and are not required to take the physical fitness test until 12 months after the birth, which allows them 9 months to participate in the typical unit fitness program and ask for assistance from the command or experts at the gym on base. Mr. Merrell stated the Coast Guard does not have a physical fitness program but does offer health coaching services and nutrition counseling. He noted the Service encourages all its members to exercise before pregnancy. Senior Chief Koch (Navy) indicated Sailors receive a 3-month leave period and then a 6-month deferment before they must participate in the command's physical fitness program, and also are granted the extension for participating in the next physical fitness test, subject to the decision of unit leadership. Per the Navy's instruction, its members are looking to healthcare providers to provide guidance on when a woman can begin taking physical fitness tests. The Navy is working in tandem with the Army to develop a similar program.

CSM (Ret.) Michele Jones asked the Air Force to clarify the language in the AFI supporting deferments for postpartum servicewomen, noting that the difference between supporting deferment and allowing deferment is important. Maj Anderson (Air Force) clarified that the language in AFI 36-2110 states that during the 12-month period following the servicewoman's discharge from the hospital, deferment from PCS is authorized. Maj Anderson clarified that this applies to any temporary duty or deployment.

RADM (Ret.) Cari Thomas cited two best practices from the briefings—the Navy's establishment of a command advisor on pregnancy and parenthood and the Marine Corps' use of the Marine Corps Relief Society as a possible measure to help fund the transportation of breastmilk. She suggested the other Services consider similar efforts. COL Sanchez (Army) stated she agreed with RADM (Ret.) Thomas's recommendations. She noted that current funding to transport breastmilk may be available through Army Emergency Relief but that the Army can discuss that issue more effectively. Maj Anderson (Air Force) also praised the Navy's command advisor program. Regarding the use of funds from the Air Force Aid Society to offset the costs of transporting breastmilk, she stated she was not sure if this was authorized. Mr. Merrell agreed with RADM (Ret.) Thomas's recommendations as well. He reiterated that the Coast Guard is working on the "New Parent Guide" and said that the Service could include relevant information in that document. The guide will be a living document, which will allow the Coast Guard to make changes quickly as needed.

Lt Gen (Ret.) Fedder asked if there is anything the Services might need from the Defense Health Agency (DHA) or DoD to help enhance or develop programs. COL Sanchez (Army) responded that the Service is working on a collaborative relationship with DHA. Within the Army's medical departments, it is working to develop several clinical communities, having already developed a women's clinical community.

FLTCM (Ret.) Ortloff highlighted one additional best practice for the Services to consider—the Navy's new process of incorporating lactation into its criteria for the Blue H – Navy Surgeon General's Health Promotion and Wellness Award.

Public Comment Period

The Committee received one written public comment that was distributed to members and posted to the DACOWITS website.

COL Davis concluded the public portion of the meeting for the day.

12 December 2018

Welcome and Opening Remarks

COL Davis, DACOWITS Military Director and Designated Federal Officer, reconvened the meeting to the public and introduced the agenda topics for the day. COL Davis reminded those in attendance that comments made by individual Committee members during the meeting are their own and do not necessarily reflect the thoughts of the full Committee.

Gen (Ret.) Wolfenbarger, DACOWITS Chair, asked all Committee members and meeting attendees to introduce themselves. Gen (Ret.) Wolfenbarger recognized the Army representative who is retiring after 25 years of service and has served as representative to DACOWITS since September 2016.

Panel Discussion: Military Services' Physical Fitness Tests (RFI 8)

The Committee requested briefings from the Military Services to address the physiological requirements for the physical fitness tests unique to each branch. The Committee asked the Services to provide the following information: (1) the physical fitness test requirements; (2) how the tests are graded; (3) the physiological science that informed the requirements and scoring of the tests; (4) the last time the tests were changed and what prompted the changes; (5) any planned changes to the tests; (6) how the tests are related to promotions; and (7) whether the test scores are reflected on performance evaluations (e.g., actual score, pass/fail, coding).

Army: Mr. G. Scott McConnell, Deputy Chief of Staff, TRADOC

The Army strives to ensure the physical capability of all Soldiers, irrespective of gender. To ensure this, Service members are required to take a graded, three-event APFT once or twice per year, depending on whether they are part of the Active Component or Reserve Component. The three events are graded on raw score performance, which is then converted to a 100-point scoring scale that is normed to gender and age.

Officer Evaluation Reports and Noncommissioned Officer Evaluation Reports only require raters to communicate "pass" or "fail," but there is an opportunity to annotate exceptional scores on the report. Soldiers and officers are required to follow all Army standards to be eligible for promotion; fitness is only one overall performance metric. The APFT test score is used in the promotion points computation for sergeant and staff sergeant promotions.

The Army last updated its physical fitness test holistically in 1980. This coincided with the termination of the Army Women's Corps. Mr. McConnell acknowledged that little to no physiological science was used to validate the requirements and scoring in the development and implementation of the current APFT. More recently, senior Army leaders identified the need for a more predictive fitness assessment to improve fitness and overall readiness. DoD's gender integration initiative put impetus behind some of the studies conducted at the Army's Center for Initial Military Training. He praised the researchers' accomplishments in collecting data and determining recommendations for the future APFT. The new test has been synchronized to commonly occurring, critical, high physically demanding Warrior Tasks and Battle Drills.

Poor levels of physical and nonphysical fitness have resulted in significant Army attrition levels and unanticipated costs because of musculoskeletal injuries. As of September 2018, 7 percent of the total force was non-deployable—down from 10 percent a few years ago—and 68 percent of personnel flags were for body composition/APFT failure. As of November 2018, 23 percent of the force had a temporary or permanent profile indicating a condition that affects their ability to perform functional activities. Mr. McConnell reported that studies have shown that Soldiers often hurt themselves further trying to keep up, resulting in temporary profiles becoming permanent ones. The current APFT is a relatively poor predictor of a Soldier's ability to execute commonly occurring, critical, high physically demanding Warrior Tasks and Battle Drills that are required of all Soldiers. The APFT is a moderate predictor of fitness within general units but a poor predictor of performance of role-specific duties. The current APFT has about a 40-percent correlation to actual warfighter tasks. Mr. McConnell noted that according to Department of Labor standards, a person cannot be terminated from a job for the inability to perform a physical task unless the task has a 70-percent correlation to actual job tasks.

The purpose of the new physical fitness test currently under development by the Army, the ACFT, is to change the culture of fitness in the Army and increase overall readiness. The Service needs all Soldiers to be more physically fit to increase combat readiness and reduce injuries and associated attrition; changing extrinsic demands is an effective way to support cultural change. At the time of the meeting, a decision on full implementation of the test had not yet been made.

The ACFT is expected to be a six-event test and will reflect a better match to the physical demands of duty. Four years of extensive empirical research, 2 of which focused on gender integration, have been conducted to develop this test, which is being piloted. Sixty Army units have been trained to administer the test, have received the equipment needed to administer it, and are now undergoing a yearlong field test to collect data. The Army intends for this test to be age and gender neutral because a Soldier's tasks do not change based on age or gender. After a year of field study and deliberation, modification, and more field study, the test will be reviewed. It is expected to be implemented in October 2020. The ACFT will measure power, muscular endurance, speed, agility, cardiovascular endurance, balance, flexibility, coordination, and reaction time. The six events being studied are the strength deadlift; standing power throw; hand release push-up; sprint, drag, and carry; leg tuck; and 2.0-mile run. Researchers will study these events for a year and observe how Army units respond. The Army anticipates the test will be administered once or twice per year, similar to the APFT.

Scoring for the ACFT has not yet been determined. The Initial Operating Capability ACFT scoring scale being used for the pilot test is a notional/conceptual scale designed to provide a potential range of scores to be applied to Soldiers in the future Full Operating Capability (FOC) scoring scale. Researchers have found that Soldiers may be strong and powerful and perform well in the events measuring strength and power, but their scores may be lower when they must run the 2 miles at the end of the test. The test will not disadvantage Soldiers who are at the extremes of the fitness scale, such as runners and powerlifters. The pilot test is being conducted in 60 battalions across the total force and is 20 months away from implementation. The purpose of the field test is to provide baseline normative data to support the FOC scoring scale. Implementation of the test may or may not incorporate the new scores into promotions or incorporate it into the APFT. One option is to do one APFT and one ACFT each year.

The yearlong field test will give the Army the opportunity to revise and standardize training programs and policies to support the requisite changes in physical fitness and fitness culture.

This includes revising standardized training programs to accommodate male and female physiological differences and afford all Soldiers the appropriate training to help them achieve Army standards. In response to a request from the Chair, Mr. McConnell clarified that there are physiological differences between men and women, particularly in execution of certain body movements. For example, the manner of lifting and carrying is different between the genders. There are also differences in core strength. To account for this, the techniques for completing each event in the ACFT will not be directed by the test, allowing men and women to perform each task in a manner consistent with their respective physiologies.

Navy: AMCS (AW/SW) Eric Anderson, Senior Policy Analyst for Physical Readiness

To maintain fleet readiness, all active and reserve duty Navy personnel must meet a minimum physical fitness standard. The Navy Physical Fitness Assessment (PFA) consists of three steps: (1) a medical screening (Physical Health Assessment, Physical Activity Risk Factor Questionnaire, and pre-physical activity questions); (2) a body composition assessment (BCA) that examines height and weight, abdominal circumference, and body composition measurement); and (3) the Physical Readiness Test (PRT). The BCA measures two sites (neck and abdomen) for men and three sites (neck, waist, and hips) for women. The PRT measures cardiorespiratory, muscular strength, and endurance events in the form of pushups, curl-ups, and running.

The BCA is graded as pass/fail. The PRT is graded in five scoring categories: outstanding, excellent, good, satisfactory/probationary, and failure. The satisfactory/probationary score is the minimum score a Sailor can attain to pass the test. Scoring norms are male and female gender specific. The performance requirements and scoring were developed by the Naval Health Research Center. Research studies are performed fleet-wide to determine the validity and efficiency of the exercise modality, and the results of these studies are then used to determine the male and female scoring norms.

The PFA was updated in late 2015, early 2016, 2017, and 2018. In 2015, the three-step BCA methodology and age-graduated body fat standards were introduced. In 2016, the performance scoring tables were updated, Command Fitness Leader recertification was mandated to occur every 3 years, and required nutrition counseling was added for Sailors with BCA failures and those exceeding the age-graduated BCA standard. In 2017, postpartum Sailors received 84 days of leave and a 6-month exemption from the PFA requirement. In 2018, the PFA was “incentivized,” to allow Sailors who maintain an excellent PRT score and are within age-graduated body fat standards to “validate” and skip the next PRT (although they may willingly choose to participate), and the elliptical was removed as an alternate cardiovascular modality. Moreover, postpartum Sailors are now exempt from the PFA for 9 months following childbirth. Postpartum deferral aligns with cycles of testing as well, meaning that women will participate in the next test following a deferral; for most women, this means they will be exempt for about 1 year rather than 9 months. No changes to the PFA are being considered for the near future.

PFA scores are documented by code in block 20 on all Fitness Reports and Evaluations (FITREPS and EVALS). The codes used are as follows: “P” indicates the individual passed both the BCA and PRT; “B” indicates the individual passed the BCA but was not required to participate in the PRT for a reason other than medical waiver; “F” indicates overall failure to pass the PFA; “M” indicates the individual was medically waived from the entire PFA; and “W” indicates the individual passed the BCA but was medically waived from undergoing one or more

PRT events or waived from undergoing the BCA but passed the PRT. Code “B” is used for a variety of situations, such as being deployed on a ship and unable to complete the PRT portion of the PFA. An additional code, “N,” which indicates the individual was a nonparticipant in both the BCA and PFA, is widely used for pregnant or postpartum Sailors. This code does not count as a pass or fail. Sailors on limited duty or isolated duty can also receive this code.

Promotion/advancement boards can view every Sailor’s fitness report for the last 5 years. Sailors who are selected for advancement but have a current PFA failure cannot move to the next rank until they pass the standards. Respective selection boards for promotion and advancement review each Sailor’s FITREP/EVAL.

Marine Corps: Mr. Brian McGuire, Deputy Director, Force Fitness Division

Marines are required to take a Physical Fitness Test (PFT) and a Combat Fitness Test (CFT) annually. The PFT consists of three events: (1) upper body strength (maximum repetitions of either push-ups or pull-ups), (2) core body strength/endurance (maximum repetitions of crunches in 2 minutes), and (3) aerobic endurance (timed 3-mile run or 5-kilometer row). The PFT is conducted in January through June of each year, and Marines are awarded more points for doing pull-ups rather than push-ups for the first event. The CFT consists of three types of events: (1) anaerobic endurance (timed 880-yard sprint—movement to contact), (2) upper body strength (maximum repetitions of 30-pound press—ammo can lift), and (3) multimodal fitness (timed 300-yard shuttle run—maneuver under fire). The CFT is conducted in the latter half of the year. Both the PFT and CFT are gender and age normed.

Military Occupational Specialty Specific Standards (MSPS), such as a vehicle casualty evacuation or loading artillery rounds, are also required for specified physically demanding occupational specialties. MSPS are occupation-specific tests that are gender and age neutral and based on actual, regular, and recurring occupational specialty physical demands. Research has shown that five of the six events on the PFT and CFT have a moderate to strong correlation for the physically demanding occupational specialties, so the Service uses a portion of the PFT/CFT to test Marines wanting to enter such specialties.

Events in the PFT and CFT are graded based on time required to perform or number of repetitions performed. Times and repetitions are mapped to a numerical score based on gender- and age-normed tables. Individual event scores are aggregated to yield a final score. Final scores are categorized as first, second, or third class. Any failure of an individual event results in the failure of the overall test. The test events were chosen to meet the testing requirements specified in DoD Instruction 1308.3, dated November 5, 2002. Events were also selected to minimize injuries, minimize influence of skill, and maximize ease of administration. Standards were based on historical performance data based on age and gender. The maximum score for each event (100 points) was set to the 90th percentile of the population, and the minimum score was set to the 2.5th percentile (50 points). The Naval Health Research Center is often used when making changes to the tests.

In January 2018, the Marine Corps began to allow younger Marines the choice to perform the 5-kilometer row instead of the 3-mile run if they are temporarily unable to run and if cleared by a medical provider. This change was intended to allow more Marines to complete a full rather than a partial PFT while still measuring aerobic capacity. Rowing was first implemented into the test in 2017 as an alternative to running for Marines aged 46 or older only. To improve member fitness across the Marine Corps, the Commandant directed the Service to increase the standards

for pull-ups and push-ups for selected gender and age groups. These changes will take effect January 1, 2019. Mr. McGuire noted that one of these changes was an increase in the pull-up standards for women because of an increased percentage of women electing to perform pull-ups for the PFT while the average maximum number of pull-ups completed for women remained consistent. Additional changes will be made to the physical fitness tests soon. The amount of rest a Marine has between CFT events will be changed from a minimum of 5 minutes to an exact 3 minutes. Furthermore, the Force Fitness Division is conducting a study on the use of the plank as an alternative to crunches.

When it comes to advancement, promotions to grades E2 through E5 are based on a composite score, of which one component is related to performance on the PFT and the CFT. PFT/CFT scores do not directly factor into promotion for all other grades. Each promotion board varies in their emphasis on PFT and CFT scores. Physical fitness test scores are reflected on performance evaluations by a code that indicates the class level of the most recent test along with the score.

Air Force: Dr. Neal Baumgartner, Chief, Air Force Exercise Science Unit Exercise Physiology Consultant, Air Force Personnel Center, Strategic Research and Assessment Branch

Dr. Baumgartner began by providing a breakout of the tiered approach to physical fitness tests and standards in the Air Force. Both tiers are evidence based but have different criteria. Tier 1 is health-based fitness for the total force. Tier 1 focuses on health risks; a large portion of Air Force Specialty Codes (AFSC) are sedentary, which has led to concerns about healthcare costs and the effect on overall budgets. The Tier 1 test measures health and general fitness standards across aerobic and body composition (BC) components as well as muscular fitness. BC measures abdominal circumference, which is gender dependent. This test is occupational specialty independent but gender dependent as a result of physiological differences between men and women. Tier 1 scores do not necessarily reflect military task achievement. The Tier 2 physical fitness tests measure occupational performance. These occupational specialty-specific tests have more skill components and a broader set of components to meet occupational demands. There are occupationally specific and operationally relevant performance standards across all the fitness components. Cardio repository endurance is the most important across both tiers. The Tier 2 test is gender, age, rank, and ethnicity independent. The next-generation effort for Air Force fitness is to administer the Tier 1 test for all Airmen and to administer the Tier 2 test to the percentage of Airmen who serve in occupations requiring specific physical skills.

Dr. Baumgartner used breakout data to illustrate how men and women younger than 30 have different levels of health risk. He also used data to demonstrate scientifically supported gender differences. To provide a rationale for the aerobic fitness standards, the Air Force used the Cooper Institute's landmark Aerobics Center Longitudinal Study as criteria. This long-term study (1970–present) connects actual physical fitness aerobic test data (via physical activity surveys) to health outcomes. It is recognized by the American College of Sports Medicine as the gold standard. He explained that Cooper Institute- and Air Force-specific publications specify aerobic fitness and health risk thresholds and that the thresholds are further supported by the collective body of literature. Increasing levels of VO₂ max (a measurement of the maximum rate of oxygen consumption during exercise) equates to less absenteeism, decreased healthcare costs, and increased cognitive function. The Air Force cannot afford to have its members making critical decisions when they are less fit and not functioning well.

Body mass index (BMI) is commonly used as a body weight screener, but it does not account for fat content or fat distribution. The Air Force will not use BMI as a measure because it overclassifies 86 percent of special warfare members. Some individuals with high fitness in special warfare may have a higher BMI than individuals with the same height and weight in the general population.

BC is a physical fitness component. BC does not equate to body weight. Total body fat matters, especially in Tier 2. The Tier 1 test shows central adiposity, which is linked to disease risk. BC is broken down into abdominal fat and total body fat. Abdominal fat is measured by abdominal circumference in inches. Total body fat is measured via anthropometric two- or three-site circumferential tape measuring to yield the percentage of body fat. Overall body weight (BMI) does not equate to body fat, which in turn does not equate to abdominal fat. Visceral and central adipose fat is dangerous abdominal fat. For men, visceral fat is associated with blood fat, which is associated with disease. The Air Force now has evidence that its members are developing major diseases such as diabetes, which is escalating healthcare costs and, thus, diverting funds away from the purchase of weapons systems. A diagnosis of diabetes is associated with an additional \$7,500 per person in healthcare costs. Men have more labile fat than women. Women tend to have buttock/thigh fat rather than labile fat. Women typically have less fat in their blood compared with men, but this characteristic makes it harder to lose fat except for four specific periods in a woman's life: during infancy, adolescence (ages 15 to 20), pregnancy, and lactation. Visceral and labile fat is more dangerous than other types of fat because it can cause disease. These types of fat contribute to larger body size and are more prevalent in men.

Dr. Baumgartner explained the health and fitness hierarchy. Aerobic fitness surpasses BC and muscle fitness when it comes to measurement of health. He depicted the relationship between aerobic fitness and BC. For a runner, one inch of central fat corresponds to a half-minute slower run time. Being fit and lean is ideal, but being fit and fat is not necessarily bad because some of the effects of abdominal fat can be mitigated with a high level of fitness.

Development and implementation of the Tier 2 test will involve a five-step process conducted during 2 to 3 years. It began with identifying physical job demands, developing the physical fitness tests and physical task simulations, and validating and setting physical test standards. It continues with implementing, training, verifying, and refining the tests and standards and, finally, delivering and documenting the Tier 2 tests during the adaptation period. By around 2025, one out of every five Airmen will take a Tier 2 test for their occupations. The Tier 2 physical fitness components and corresponding physical fitness tests relate to the criteria outcome of the physical task simulations. These predict capability in occupational performance. There are 10 components to this test, out of more than 200 possible components analyzed. Airmen must score at least 2 on each component and a 4.6 average across components. The next career field group scheduled to have the Tier 2 test implemented is Explosive Ordnance Disposal; this change will take effect in 2019. Dr. Baumgartner indicated his team just started developing Tier 2 tests for Security Forces and Fire Protection. The Service is considering developing Tier 2 tests for the following career field groups as well: Aircraft Maintenance; Civil Engineer; Fighter Pilot; Loadmaster; and Survival, Evasion, Resistance and Escape.

Dr. Baumgartner explained the potential changes the Air Force Exercise Science Unit (ESU) is working to enact but noted that they are not yet official policy. The Air Force wants to use a fitness-fatness index that will be age and gender neutral, even in Tier 1. The index would take an Airman's VO_2 max and divide it by the ratio of the individual's abdominal circumference to

height to account for stature. Thresholds for this have not been set yet, but Dr. Baumgartner expects to research this in 2019 to develop a scale to measure low, moderate, and high risk. This index will allow for compensatory situations; for example, if an individual is carrying extra fat but can run well. Dr. Baumgartner stated the Chief Master Sergeant of the Air Force is concerned about the amount of resources being expended on testing. To address this concern, ESU is considering implementing a three-level system that would decrease the frequency of testing for Airmen with high fitness levels (score of 90/100 or better). Those Airmen will test every 18 months instead of every 12 months. Individuals with moderate fitness scores will test every 15 months. ESU is also considering implementing controlled random testing to conserve test resources but also ensure Airmen remain fit rather than training only during the period before the test. To reduce test anxiety, ESU has proposed to allow Airmen to take a preliminary test that will count only if they pass it; if they fail it, they will be allowed to take the official test later. ESU is also seeking to identify better muscle fitness tests than pushups and situps. Because there is no one muscle test that can test for all movement patterns, the solution would be to randomly pull people to be tested on only one of the five to six different tests that would be used. Dr. Baumgartner also mentioned development of a Tier 1 test that would be a deployment standard for AFSCs with low physical demands.

With regard to the effect of fitness on promotions, Dr. Baumgartner provided the Committee a handout of the Air Force's policies. He also noted that a colleague reviewed data from 2004 to 2014 and found a correlation between physical fitness and promotions. Higher rates of physical fitness equated to faster promotions.

Discussion

Dr. Hunter made a distinction between the general physical fitness tests, which are age and gender normed, and the occupational fitness tests, which measure a person's ability to perform occupational tasks. Directing her question to the Army, she asked how the Service can account for the known physiological differences for the woman who is as fit as her male counterpart but will have a different output on a non-gender-normed test, such as is being considered with the ACFT. Mr. McConnell (Army) responded that the standards need to be established, a goal which the field study period and assessment are working toward. The intent is that there will be a gender- and age-neutral test; however, he indicated it may be phased in. He acknowledged that Dr. Hunter brought up a valid concern and noted that the test will be studied for 1 year. The decision whether to use an age- or gender-neutral test will be determined by the data. Mr. McConnell indicated the Army is conducting a long-term examination of its wholistic health and fitness approach. The Service will be placing health and fitness staff in 30 BCTs at the battalion level to reduce injury rates and increase combat readiness to see if profiles and deployability rates change. The Army wishes to implement a test that will allow it to be combat ready; it expects to be comfortable with the new test given that it will be studied for at least a year across 60 units. Mr. McConnell acknowledged that with the APFT, the Service never really examined the Reserve Component. For the Air Force, Dr. Baumgartner said that the current test is gender specific so that physiological differences are taken into consideration. He noted that the fitness-fatness index will be gender neutral but that the ratio used in calculating it will account for physiological differences.

FLTCM (Ret.) Ortloff inquired if the Services could provide the percentages of women who failed the first physical fitness test or the body composition component postpartum. She also asked if there was an official program for personnel to prepare for the first physical fitness test

postpartum. Mr. McGuire stated the Marine Corps has centers of excellence across the Service with the Semper Fit groups and medical assets but said he has heard that some Marines do not have access to those resources. This has been an important topic for Marine Corps leadership at the four-star level as they work to ensure their members can access the best resources. The Service is working to assemble a group of subject matter experts from its members and the fitness industry to design a program to facilitate PFT readiness. Mr. McGuire commented that the Army's P3T program does this. In response to a follow-up question from FLTCM (Ret.) Ortloff, Mr. McGuire stated that the process of developing this program will involve obtaining the perspectives of postpartum Marines. Dr. Baumgartner (Air Force) responded that he did not have the data to answer the question at that time. He stated he is concerned that the Air Force switched to testing every 12 months because as a result, some women could go multiple years without a test, but noted this was a policy issue. The Air Force's ESU is working to develop training and communication to tell women how to maintain their fitness prior to, during, and after pregnancy. It is important for women to be as fit as possible prior to conception, during pregnancy, and postpartum. Dr. Baumgartner reported the Air Force is trying to use consistent communication for this purpose across women's training and life cycles. Mr. Anderson (Navy) stated that his data team is looking to collect that data. He stated the Navy is reviewing the Army's P3T program and looking to implement something similar at some point. The Navy is still working to determine if such a program would be implemented through units, base fitness centers, etc. Mr. McGuire (Marine Corps) and Mr. McConnell (Army) indicated they did not have the requested data at that time but could obtain it. Mr. McConnell also acknowledged that the Army's P3T program addresses pregnancy and postpartum fitness.

Col (Ret.) Boggs asked for clarification about how waiving the fitness test for Service members affects their ability for promotion. Mr. Anderson (Navy) explained that the "N" code signifies the waiver for pregnancy and is not seen as a pass or fail. This code is also designated for Sailors at embassies or other locations where the test cannot be administered or for Sailors who are deployed where it is not safe to participate in the test. This score does not affect promotion.

Dr. Jackie Young mentioned that the Air Force spoke during a briefing to the Committee last year about the provision of iron supplements to servicewomen and asked if that practice is still being followed in the Air Force and the other Services. Dr. Baumgartner (Air Force) explained that all female basic trainees are provided an iron supplement multivitamin. He indicated that the mechanism between iron stores and stress is not known but that iron is very important for endurance. Participants in sports such as cross country and gymnastics experience high stress fracture rates if they are iron depleted. Ferritin testing is the critical measure of iron stores, but it is more cost effective to simply give female trainees iron supplements rather than testing them all for iron levels. Men are not given these supplements. Mr. Anderson (Navy) and Mr. McGuire (Marine Corps) indicated they did not have the requested information but would seek to obtain it from their respective Services. Mr. McConnell stated that the Army initiated a program about 2 years ago to provide iron supplements to female recruits.

Ms. Hawkes asked what impact the new ACFT might have on recruiting. Mr. McConnell (Army) explained that when a young person is contemplating joining the Service, there is a lot of pressure about the intensity of service, so the new test may be dissuading people from joining. However, the Occupational Physical Assessment Test (OPAT) test has reduced attrition at training bases by about 1 percent, which is a big success for the Army. It is not very demanding, but it is an effective screening tool to fit young military people to occupational specialties. The

ACFT information booklet states that the test “measures your total body fitness” and that the test results “will give you and your commanders an indication of your level of fitness.” Mr. McConnell stated the Army knows that it will have to examine the potential impact of the new ACFT test on recruiting and that it may mean bringing people in against the OPAT standard only.

CSM (Ret.) Jones asked what types of units the Army selected as study units for the ACFT. Mr. McConnell answered that the Army is studying all types of units and attempting to obtain a generous sample size for the data.

Dr. Hunter mentioned that in 2016, the Committee made recommendations on communication to Service members about the differences between occupational standards and general standards of fitness. She asked the Services what is being done to communicate the difference between the two. Mr. McGuire (Marine Corps) answered that in all official messaging for the PFT, the Marine Corps makes an effort to ensure the distinction is better understood by the force. Mr. McConnell (Army) stated he would take the question back to his leadership and the Center for Military Training to obtain an answer. Within the Army, the school commandant establishes the occupational fitness standards. Dr. Baumgartner (Air Force) stated education, marketing, and communication were the biggest challenges in this area. He indicated many Airmen do not understand physical fitness testing, so they are continually working to tweak messaging to ensure it is understood by all. Mr. Anderson explained that the Navy has reviewed occupational testing but is spatially limited to train for the test on ships, so space is limited. Naval Special Warfare has developed one.

Briefing: DoD Childcare Resources (RFI 9)

Comprehensive childcare has been an ongoing challenge for Service members and has been highlighted as such by DACOWITS for more than 35 years. With the anticipated increase in the number of women joining the Military Services, the Committee anticipates the demand for childcare resources will increase. The Committee requested a briefing from the Office of Military Community and Family Policy on the status on (1) the expansion and availability of on-base childcare facilities within the continental United States [CONUS] as well as outside the continental United States [OCONUS]; (2) the expansion and availability of 24-hour facilities CONUS and OCONUS; (3) the expansion and availability of alternative childcare resources CONUS and OCONUS; (4) the online enrollment pilot program; (5) daycare credentialing by Service; (6) cost mitigating strategies (i.e., subsidies); and (7) State laws that continue to affect childcare hours and availability on Federal installations.

C. Eddy Mentzer, Associate Director for Children, Youth, and Families, Office of Military Family Readiness Policy

Mr. Mentzer began by acknowledging that there are challenges in the military when it comes to childcare and noting that it takes organizations like DACOWITS to advocate for better policies and procedures. The Office of Military Family Readiness Policy is unique in that it creates policies for the Services to implement that can leverage resources such as funding, partnerships, and delivery of programs. Mr. Mentzer provided a handout to Committee members with details and statistics on childcare.

Childcare is a national issue. DoD is concerned about the quality, affordability, and availability of care. In many locations, childcare is hard to come by, and there are many efforts to increase availability. In more rural locations, care may be available, but the quality can be lacking. The on-installation programs maintain a 98-percent accreditation rate. The civilian rate, in comparison, is 11 percent. The DoD requires accreditation because of the nearly 30-year-old Military Childcare Act of 1989 that gave it the authority to operate these programs. DoD has the largest employer-sponsored childcare program in the United States. It provides care to 160,000 children and employs 30,000 staff across programs. Despite this, Service members continue to be faced with waiting lists, especially where availability is limited. DoD has looked to partner with off-installation entities to increase the availability of care within the last several years. One suggestion to solve the shortage was to build more facilities, but funding such an effort has been a challenge. There was an extensive process in the mid- to late 2000s to increase space, but with additional space comes the need for additional staffing. One solution to the staffing challenge is to have military spouses work in childcare centers. More than 50 percent of the childcare staff are spouses. However, Mr. Mentzer's office wishes to employ individuals who want to work with children rather than those who simply want to be a body in the classroom. Because of the staffing challenges, many locations in the last 7 to 8 years have closed rooms because they lack the staff for those rooms, especially in rural areas.

Affordability is a strength of DoD's childcare program. The Services have the authority to consider total family income to determine childcare costs and place families into one of nine fee categories. By mandate, there should be a 50/50 split between appropriated funds and fees. The office hears often from families that they wish childcare were more affordable, but it is very affordable in comparison to childcare in the civilian sector.

Each Service has initiatives focused solely on recruiting staff. The Navy, for example, held specific career fairs in several locations and hiring initiatives in the local communities, which were advertised on radio stations in the District of Columbia area. Holding career fairs off the military installation is a promising practice for the other Services to consider. The average U.S. childcare worker makes \$10.72 per hour. A DoD childcare worker's starting pay is tiered and based on mandate; the entry-level wage is \$13 per hour and increases to \$16–\$17 per hour after the first 12 months. About 85 percent of employees have status that affords them full benefits, which is not found in the civilian sector. Another promising practice, which is followed by the Army and Navy, is to allow military spouses to transfer their jobs to new locations with a PCS. These individuals are in the system already. Given the high attrition rates in these positions, many of these individuals have been able to fill the open positions at their new locations. The Air Force and Marine Corps are seeking to implement similar programs.

During the last couple of years, there has been a great deal of rhetoric voiced about the challenges presented by the background checks required to work at DoD childcare centers and how they delay employment. In September 2018, the Assistant Secretary of Defense released a policy memo with clarification on the background checks. The policy sets a minimum standard for the checks, and the Services are allowed to conduct further inquiries. When an employee is hired by DoD, three background checks are conducted: (1) a Federal Bureau of Investigations background check, which includes taking fingerprints, will detect 98 percent of any criminal activity, and generally is completed in 48 hours; (2) an installation records check, which generally is completed in 24 hours; and (3) a Tier 1 background investigation (national agency check for childcare specifically). This can take 6 months to complete, especially if the applicant

ever lived outside the continental United States. Employment candidates need only initiate this step; it does not have to be completed before they can begin working. This is a requirement for Federal employment from The Office of Management and Budget. After this step is initiated, the employee can work with children under line of sight supervision, which requires the employee to work in the same classroom as another employee or be observed through viewing panels in the walls or by video monitoring. Background checks do not prevent or hinder the hiring process. It takes more time to obtain medical clearance than to complete the background check.

With respect to the available care types and options, DoD offers child development centers and before- and after-school programs. DoD also has two additional methods of offering care. The first method is providing family childcare programs; the program is generally offered out of the home of a military spouse who is employed as an independent contractor through DoD. This is one of the best-kept secrets and underutilized outlets. There are 1,100 of these family childcare programs currently operating. Each Service is committed to increasing this option in their areas. The family childcare programs work with families directly and establish the fees, and DoD provides careful oversight. The homes are inspected regularly, and for no charge, the childcare environment in the home can be set up using available assets such as lending libraries and trainers provided through DoD. Family childcare programs can help DoD provide care in nontraditional settings—for example, 24-hour care for military parents who are working shifts or have night flights. It is costly to open a facility for a small group of children 24/7. Mr. Mentzer noted that Langley Air Force Base effectively helps provide childcare to military families during Guard drills through its family care program. The Air Force is leading that effort for now and is looking at new staffing models, and other Services are following suit. The second method is partnering with communities. Each year, the Services and the Office of the Secretary of Defense fund fee assistance to provide childcare in the local community where the majority of the families live and offset the costs for that care. Members pay the same rate off installation as on installation up to a certain dollar cap. At present, each Service has a different dollar cap, equal to hundreds of millions of dollars each year. The challenge with this approach is availability. In some places, infant care is prohibitively expensive or unavailable. Infant care costs nearly twice as much as preschooler care. Moreover, DoD has noted that more and more civilian childcare centers are eliminating infant care altogether. There are areas where it may not be possible to obtain this type of childcare. Currently, 57 percent of the childcare in DoD's system is provided to infants. There needs to be better ways to leverage care for infants.

There is a priority system for care. Groups are prioritized in the following order: (1) wounded warriors, which is a very small group; (2) childcare workers, which is also a very small group; (3) single parents and dual-military families; (4) Service members with a working spouse; (5) DoD civilians with a working spouse; (6) Service members with a spouse in school; and (7) DoD civilians with a spouse in school. Some people question why childcare workers are given precedence over Service members; the response is that without childcare workers, Service members will not be able to obtain childcare. DoD sees continuity of care as important, so, for example, a DoD civilian parent will not be forced to withdraw her child from care to make room for the child of a single Service member who relocates into the area. DoD works with the Armed Services YMCA to provide respite care to families with deployed members. There are up to 72,000 hours of care available through this partnership on an annual basis. Last year, DoD used 12,000 hours of this care. Mr. Mentzer cited one best practice being conducted in Delaware, which has contracted with State-licensed childcare on weekends to support its Reserve Component families during drills. Each family is charged a \$10 flat fee, and the State offsets the

cost. On average, about 25 children participate in the service on drill weekends, so it is not a large cost, but provides valuable support for Reserve Component families.

By statute, there should be a 50/50 split between appropriated funds and fees for DoD childcare costs. Parent fees are used only to pay staff. Appropriated funds are used to pay for other items such as food, facilities, and furniture. This is a \$1 billion per year budget. Childcare is not a cost-saving environment; costs continue to rise. DoD is committed to finding efficiencies and reallocate funds within the program. It looks at total family income to provide Service members tiered costs, but even with this financial support, across the Services, it is a challenge for families with multiple children to cover the costs of care.

By law, DoD must provide extensive oversight. Every family childcare program home undergoes four mandatory inspections each year, one of which is conducted by higher headquarters. The inspections are unannounced and usually involve the inspectors arriving at the location early in the day and handing the administrator a letter to signify that the home is about to be inspected. The inspection process has ensured the high quality of DoD care and helped to identify trends across the system to mitigate challenges as they occur. DoD now has subsidy efforts and areas with fee assistance off installation. The Air Force and Army are exploring these options.

MilitaryChildCare.com, DoD's system to allow military families to assess and request childcare, has now been implemented at every military installation. Prior to the implementation of this system, a military family would have to be added to a paper list at the installation where they desired to obtain childcare, then wait to be notified by telephone that care was available. Mr. Mentzer's office found that those waiting lists could be manipulated, and there was no oversight. MilitaryChildCare.com allows any military family to view all the available installation and location childcare options and register for care. Families do not have to be on location to do so. The system is managed electronically, so no one can manipulate it. It also gives families a timeframe for when they will be able to obtain care. Mr. Mentzer reported his office will launch version 2.0 in February 2019 and stated the biggest enhancement will be to add off-installation approved facilities to allow families to join their waiting lists as well. The inspection management system is now a single web-based initiative through which all the Services conduct the inspections in the same way with the same standards. The Virtual Laboratory School tool, developed in partnership with The Ohio State University, is an online training system for professional development to provide mandatory training to all childcare staff. Early Learning Matters is a new curriculum developed in partnership with Purdue University. This is a 5-year project and will revolutionize the way childcare is developed across the Nation. Because it was developed in partnership with a public university, it is available to anyone to utilize at no cost. It was developed solely with a focus on school preparation for children 0–5 years old. This curriculum will be tested in the Air Force in 2019, with a full rollout across the Services in 2021.

Mr. Mentzer concluded his briefing by providing the Committee links to several websites of potential interest, including that of the Clearinghouse for Military Readiness, which is a research library that contains information on every study conducted since 2001—more than 1,900 studies.

Discussion

Lt Gen (Ret.) Fedder stated the Committee has been interested in this topic for decades because of the impact on the retention of servicewomen. She noted it is the quality, affordability, and availability of childcare that keeps women in the Service in some areas. She acknowledged that the Services see the in-home family childcare program as a potential solution for availability and

need for off-hours care but stated that in focus groups, Service members were not as familiar with the in-home program as they were with DoD child development centers. She asked whether DoD was looking at a financial incentive, perhaps to expand the in-home program to make it more available in some areas, to match the fee assistance for civilian programs and the child development center fee system. Mr. Mentzer said DoD was considering that option. Incentives can be financial or resource based for both families and providers. He stated it is necessary to look for ways to increase the viability for the provider especially. DoD can better utilize its fee subsidization to ensure the cost is the same. Generally, providers match the fee to what the fee would be on the installation. Lt Gen (Ret.) Fedder asked if the in-home program was available only on base or if there was another option off base. Mr. Mentzer replied that it was an option but that providers must meet other requirements; even a State license may not meet DoD standards, which is why they are working with communities to increase the quality of their childcare services. The Virtual Laboratory School can help civilian childcare centers increase the quality of their care as well.

RADM (Ret.) Thomas mentioned that anecdotal reports from the field have indicated that the standards to qualify for care are sometimes inconsistently applied for Coast Guard members and asked if Mr. Mentzer could confirm that those Service members can utilize the programs just as other Service members do. Mr. Mentzer verified that under the policy, Coast Guard members can use the programs similarly to how other Service members do, but acknowledged that the standards are not always implemented as such. Access to childcare does not require Coast Guard members to be activated. RADM (Ret.) Thomas also asked if the YMCA administers the 72,000 hours of respite care locally. Mr. Mentzer confirmed it does.

Ms. Hughes asked if there is an opportunity to work children who are on waitlists into the YMCA-provided care using the spaces available for the respite care. Ms. Mentzer replied that many YMCAs are part of the fee assistance programs already. Any YMCA that meets DoD's standard of quality can fill that role. The bigger challenge, especially for younger families, is ensuring they know that the care available through the subsidy program meets DoD standards. This is an issue for the family childcare program homes as well. Mr. Mentzer concluded by stating that the evidence indicates that once a family finds a childcare provider, they rarely change providers because they build an amazing relationship, and added that DoD must do a much better job at educating families about their options.

Awards Ceremony for Departing Members

An awards ceremony was held to honor the service of two departing Committee members: Ms. Hawkes and Dr. Young. Gen. (Ret.) Wolfenbarger introduced the guest speaker, LtGen H. Stacy Clardy, Military Deputy to the Under Secretary of Defense for Personnel and Readiness.

LtGen Clardy III offered words of recognition and thanks to Ms. Hawkes and Dr. Young. Ms. Hawkes and Dr. Young were both invited to share parting remarks.

Gen (Ret.) Wolfenbarger closed by thanking LtGen Clardy and expressing appreciation for the recognition of the departing members and for the work that the Committee does. She added that all the Committee members are honored to serve on this Committee and to contribute to improving the lives of servicewomen.

Final Remarks

COL Davis, DACOWITS Military Director, stated the next business meeting would be held March 19 and 20, 2019. Details will be published in the Federal Register. She thanked the attendees and concluded the public meeting.

Meeting was adjourned.

CONSCIOUS AND UNCONSCIOUS GENDER BIAS

The Committee believes the Military Services should be focused on understanding and eliminating conscious and unconscious gender bias. The Committee is aware of some actions that have been or are currently being undertaken in this regard. For example, the Air Force Academy updated the Airmen hymn and the wording at the base of the ramp leading to the cadet area reading “Bring Me Men” with more gender-inclusive wording reflective of their core values. In October 2018, Marine Corps’ leadership publicly stated they will be conducting an internal review of doctrinal publications for language indicative of gender bias to strip unnecessary masculine pronouns and other indicators of gender bias out of its foundational publications within the next 24 months. Additionally, the Committee heard from the Marine Corps that academic research on unconscious bias is being provided to some Marine leadership.

RFI 1B

The Committee requested a **written response** from each of the **Military Services** on what actions have been taken to assess and mitigate conscious and unconscious gender bias and language, to include but not limited to: regulations/policy review; educational and training materials updates; and song/cadence appropriateness. If no assessment/actions have been taken, the Committee requested information on the Service’s plan to complete a review.

| Organization | Description |
|--------------|---|
| Air Force | The Air Force provided an overview of the actions it is currently taking and has already taken to address conscious and unconscious gender bias, including updating its regulations and policies, incorporating the issue into professional military education, and developing an accountability framework for addressing and promoting diversity and inclusion. |
| Army | The Army reported that all of its regulations, policies, and education and training materials adhere to its policy (Army Publishing Directorate Pamphlet (DA Pam) 25-40) of using gender-neutral language. It noted that the policy has prohibited sexist and racist language in cadences since the mid-1980s and that the singing of “The Army Goes Rolling Along” at USMA was altered in 2013 to include only the gender-neutral first verse. The Army has no other ongoing or planned reviews with respect to conscious or unconscious bias. |
| Coast Guard | The Coast Guard provided an overview of the approach it is developing to mitigate bias within individuals and the system as a whole, including previous efforts with respect to its educational and training materials and a review of its regulation and policies, and |

| | |
|--------------|--|
| | future efforts in its 2019–2022 Inclusion and Diversity Strategic Plan. |
| Marine Corps | The Marine Corps provided an overview of the actions it is currently taking and has already taken to address conscious and unconscious gender bias, including changes to occupational specialty titles and all references to those titles and a review of its formal curriculum and ongoing updates to existing education and training. The Marine Corps does not have a specific regulation for monitoring songs or cadences but holds commanders responsible for their command climates. |
| Navy | The Navy reported that the Chief of Naval Operations has designated conscious and unconscious gender bias as one of his priorities, termed a high leverage outcome. It provided an overview of its efforts in this area and provided a copy of the document “High Leverage Outcome: Mitigate the Negative Effects of Bias.” |

| RFI 2 | |
|--|--|
| <p>The Committee requested a written response from each of the Military Service Academies on whether a review/assessment has been conducted to determine whether any wording, songs, statues, portraits, or other materials/artifacts contain language or depict explicit or implied gender bias? If so, what was the outcome of the review/assessment and what follow-on actions will your academy take to eliminate or mitigate any conscious or unconscious gender bias, if necessary? If not, is there have a plan/date to complete a review/assessment?</p> | |
| Organization | Description |
| USAFA | USAFA provided an overview of its efforts, including conducting ongoing gender bias and diversity training and an upcoming review of these training initiatives. |
| USCGA | USCGA did not provide a response. |
| USMA | USMA reported it has not conducted a formal assessment on conscious or unconscious gender bias. It did, however, provide an overview of several actions and initiatives it has taken to identify and address bias. |
| USNA | USNA reported it has not conducted a formal review on conscious or unconscious gender bias but has addressed these issues as they arise. |

RFI 3

The Committee requested a **written response** from each of the **Military Services** on the following:

- a. Does your Service use gaming technology for recruitment? If so, provide access instructions.
- b. Describe if and how your Service’s recruiting gaming technology reflects fair gender representation?
- c. Has the game been assessed to determine if the programming contains instances of unconscious gender bias? If so, what were the results?
- d. Are recruiters provided education on unconscious bias? If so, what does the training entail?

| Organization | Description |
|--------------|---|
| Air Force | The Air Force provided an overview of its current applications and access instructions, including whether the games reflect fair gender representation and have been assessed for unconscious gender bias, as well as on the training recruiters receive about unconscious bias, and future gaming initiatives it is investigating. |
| Army | The Army provided an overview of the game and informational mobile application it uses, including access instructions, whether the games reflect fair gender representation and have been assessed for unconscious gender bias, and on the training recruiters receive about unconscious bias. |
| Coast Guard | The Coast Guard provided an overview of its partnership programs to sponsor gaming content in lieu of producing its own gaming technology, including whether the games reflect fair gender representation and have been assessed for unconscious gender bias, and on the training recruiters receive about unconscious bias. |
| Marine Corps | The Marine Corps does not use gaming technology for recruiting but does buy advertising space inside gaming platforms. The Service provided an overview of the training recruiters receive about unconscious bias. |
| Navy | The Navy provided an overview of the virtual reality mobile experiences it uses, whether the games reflect fair gender representation and have been assessed for unconscious gender bias, and the Enlisted Navy Recruiting Orientation course. |

RFI 4

The Committee requested a **literature review** from the **Research Contractor** on conscious and unconscious gender bias, including:

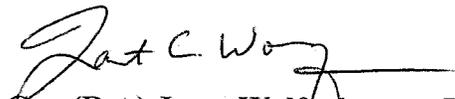
- a. What is the academic foundation of conscious and unconscious gender bias?
- b. Is there media coverage of this and if so, in what context does the media cover the topic?
- c. How has gender-inclusive wording been adapted in the U.S. and foreign militaries?
- d. How has gender-inclusive wording been adapted in the U.S. commercial workplace?
- e. Is there indication that conscious and unconscious gender bias may exist in U.S. military recruiting and marketing efforts?

| Organization | Description |
|-------------------------|--|
| Insight Policy Research | Insight Policy Research provided a literature review covering the academic foundations of bias, including conscious and unconscious gender bias, and relevant recent research on conscious and unconscious gender bias; recent (since 2016) media coverage on gender bias within the U.S. military; a discussion of how gender-inclusive wording has been adapted within the U.S. military, foreign militaries, and U.S. commercial workplaces and civilian industries; and an identification of best practices and strategies to address conscious and unconscious gender bias through gender-inclusive wording and policies. |

Report Submitted by:


COL Toya Davis, USA
DACOWITS Military Director

Report Certified by:


Gen (Ret.) Janet Wolfenbarger, USAF
DACOWITS Chair

Members in Attendance:

Gen (Ret.) Janet Wolfenbarger, USAF
Col (Ret.) John Boggs, USMC
Lt Gen (Ret.) Judith Fedder, USAF
Ms. Sharlene Hawkes
SGM (Ret.) Norma Helsham, USA
Ms. Therese Hughes

Dr. Kyleanne Hunter, USMC Veteran
CSM (Ret.) Michele Jones, USA
MAJ (Ret.) Priscilla Locke, USA
FLTCM (Ret.) JoAnn Ortloff, USN
RADM (Ret.) Cari Thomas, USCG
Dr. Jackie Young

Ex-Officio Members in Attendance:

Ms. Anna Crenshaw, Acting Director, Department of Veterans Affairs' Center for Women Veterans

Absent Members:

Maj Gen (Ret.) Sharon Dunbar, USAF
Ms. Janie Mines, USN Veteran
VADM (Ret.) Carol Pottenger, USN