

DACOWITS



Defense Advisory
Committee on Women
in the Services



2019 Annual Report



Cover photos

First, right

Navy Seaman Ashlyn Holt and other sailors man the rails as the aircraft carrier USS Abraham Lincoln departs from Naval Station Norfolk, Va., for a deployment, April 1, 2019.

Second, right

Sgt. Brittany Sylvester-Rivera, 3d U.S. Infantry Regiment (The Old Guard) graduates as part of 'Super Squad' during her graduation on March 17, 2017 at Fort Benning, G.A. Sylvester-Rivera is the first infantry female noncommissioned officer to successfully reclass into all bravo combat military occupational specialty (MOS).

Third, right

Marine Corps Staff Sgt. Chewanda Roberts instructs recruits on proper drill movements during their evening routine at Marine Corps Recruit Depot Parris Island, S.C., June 27, 2019.

First, left

Senior Airman Andrea Gamboa and members of the rifle team wait to begin the Team Eglin Honor Guard graduation ceremony at Eglin Air Force Base, Fla., Sept. 6, 2019.

Second, left

A crew member aboard the Coast Guard cutter Healy handles a line to get underway from a pier in Seattle, July 22, 2019.

The estimated cost of this report or study for the Department of Defense is approximately \$1,202,000 in Fiscal Years 2019 - 2020. This includes \$432,000 in expenses and \$770,000 in DoD labor. Generated on 2019Nov13 RefID: 1-FA89AD6.

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Captain Kenneth J. Barrett, USN, Retired (appointed June 2019)
Colonel John T. Boggs, USMC, Retired
Major General Sharon K. G. Dunbar, USAF, Retired (through March 2019)
Lieutenant General Judith A. Fedder, USAF, Retired
Sergeant Major Norma J. Helsham, USA, Retired (through September 2019)
Ms. Therese A. Hughes
Dr. Kyleanne M. Hunter, USMC Veteran
Ms. LeeAnne B. Linderman (appointed June 2019 through December 2019)
Major Priscilla W. Locke, USA, Retired
Lieutenant General Kevin W. Mangum, USA, Retired (appointed June 2019)
Ms. Janie L. Mines, USN Veteran
Fleet Master Chief JoAnn M. Ortloff, USN, Retired
Brigadier General Jarisse J. Sanborn, USAF, Retired (appointed June 2019)
Brigadier General Allyson R. Solomon, ANG, Retired (appointed June 2019)
Rear Admiral Cari B. Thomas, USCG, Retired

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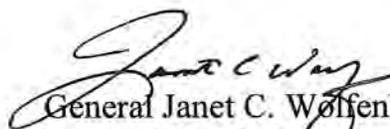
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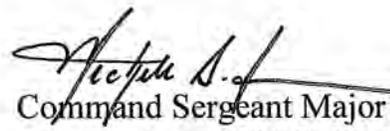
Signature Pages

**Defense Advisory Committee on Women in the Services
2019 Annual Report Signature Page
December 4, 2019**

We, the appointed members of the Defense Advisory Committee on Women in the Services, do hereby submit the results of our findings and offer our recommendations and continuing concerns to the Secretary of Defense for consideration.



General Janet C. Wolfenbarger
USAF, Retired
Chair



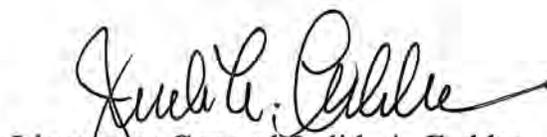
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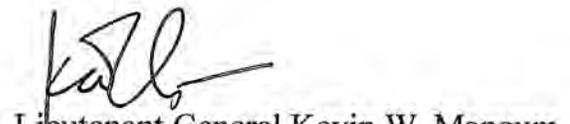
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Signature Pages, continued

**Defense Advisory Committee on Women in the Services
2019 Annual Report Signature Page
December 4, 2019**



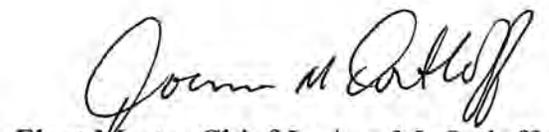
Major Priscilla W. Locke
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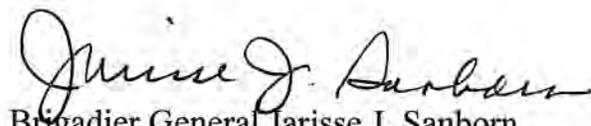
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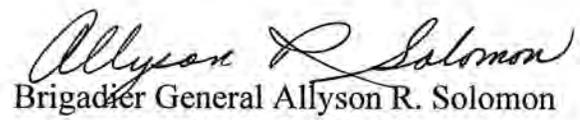
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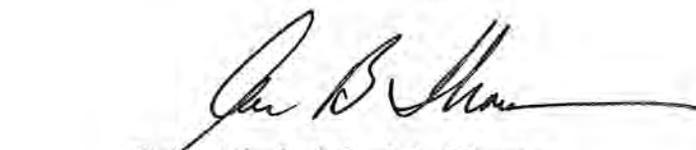
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USN, Retired



Brigadier General Jarris J. Sanborn
USAF, Retired



Brigadier General Allyson R. Solomon
ANG, Retired



Rear Admiral Cari B. Thomas
USCG, Retired

Prior to their departure, Major General (Retired) Sharon K. G. Dunbar, and Sergeant Major (Retired) Norma J. Helsham, contributed to the work and recommendations of the Committee

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Air Force Airman 1st Class Jasmin Martinez helps reconfigure munitions on an A-10C Thunderbolt II aircraft during an exercise at Moody Air Force Base, Ga., April 19, 2019.

Executive Summary

Executive Summary

The Defense Advisory Committee on Women in the Services (DACOWITS) (hereafter referred to as the “Committee” or “DACOWITS”) was established in 1951 with a mandate to provide the Secretary of Defense (SecDef) with independent advice and recommendations on matters and policies relating to the recruitment of servicewomen in the Armed Forces of the United States. Since its inception the Committee’s charter has expanded to include a focus on recruitment and retention, employment and integration, and the well-being and treatment of U.S. servicewomen. The Committee is now

composed of no more than 20 members who are appointed by the SecDef and serve in a voluntary capacity for 1- to 4-year terms.

Each year, the SecDef, via the Under Secretary of Defense for Personnel and Readiness, provides the Committee study topics to examine during the following year. For 2019, DACOWITS studied 8 topics. The Committee gathered information from multiple sources in examining these topics; for example, briefings and written responses from DoD and Service-level military representatives; data collected from focus groups and interactions with Service members during installation visits; and peer-reviewed literature.

Based upon the data collected and analyzed, DACOWITS offers 16 recommendations and 2 continuing concerns. Each recommendation and continuing concern, along with a brief synopsis of the supporting reasoning for each, follows. A detailed reasoning supporting each recommendation and a discussion of each continuing concern is provided in the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).



A Coast Guard crew member reunites with her dogs as she returns home to Naval Station Mayport, Fla., Jan. 29, 2019.

DACOWITS 2019 Recommendations and Continuing Concerns

Recruitment and Retention

Conscious and Unconscious Gender Bias

Recommendation

The Secretary of Defense should establish a DoD policy that defines and provides guidance to eliminate conscious and unconscious gender bias.

Synopsis

DACOWITS continued its 2018 efforts to study gender discrimination in the Military Services in 2019 by examining the prevalence and impact of conscious and unconscious gender bias on various aspects of Service members' careers, which included recruitment, selection of occupational specialties, and performance evaluations. The Committee believes the Military Services are at varying levels of advancement in addressing gender bias in these areas and others. The Military Services lack consistency in defining, addressing, and eliminating both conscious and unconscious gender bias, especially in occupational specialties that were recently opened to women. The Committee believes this inconsistency will continue to create an environment in which servicewomen

experience the negative impacts of gender bias affecting unit cohesion, readiness, and retention. To address these concerns, the Committee recommends DoD establish a policy that defines conscious and unconscious gender bias, provides guidance to the Military Services on strategies for eliminating such bias, and directs the Services to establish Service-specific policies and regulations.

A detailed reasoning supporting this recommendation is provided in Chapter 2 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Improving Female Retention

Recommendation

The Secretary of Defense should direct the Military Services to review the U.S. Department of Homeland Security's Improving Gender Diversity in the U.S. Coast Guard: Identifying Barriers to Female Retention study and implement the relevant findings for improving female retention in their respective Services.

Synopsis

Military personnel trends have revealed all the Military Services face challenges with the retention of servicewomen, particularly at the mid-grade levels. Given these challenges and the lack of recent or comprehensive reviews of barriers to the retention of

servicewomen in each Service, the SecDef should direct the Military Services to review the U.S. Department of Homeland Security's (DHS) 2019 *Improving Gender Diversity in the U.S. Coast Guard: Identifying Barriers to Female Retention* study and implement the relevant findings for improving the retention of servicewomen.

A detailed reasoning supporting this recommendation is provided in Chapter 2 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>)

Variance in Women's Retention at Senior Levels, With Emphasis on Race/Ethnicity

Recommendation

The Secretary of Defense should direct the Military Services to develop and implement initiatives to increase senior female representation as a part of the Total Force, at the E-9 and O-7 and above grade levels, to include emphasis on increasing racial and ethnic diversity at these levels.

Synopsis

The Committee continues to observe low representation of women at all levels of the military, including the most senior ranks, and even less representation of servicewomen who are racial or ethnic minorities at the E-9 and O-7 and above ranks. Research has identified a range of factors that affect the retention of women and contribute to the small pool of promotable women. Although the Military Services have made

progress in increasing racial and ethnic diversity among servicewomen, there are many areas for improvement. Increasing the number of female role models and mentors could be one way to increase overall diversity. The Committee believes additional research is needed to identify and test strategies and initiatives to expand opportunities and remove obstacles that impede servicewomen of all backgrounds from promoting to top leadership positions in the military.

A detailed reasoning supporting this recommendation is provided in Chapter 2 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Employment and Integration

Physical Fitness Tests

Recommendation

The Secretary of Defense should conduct a comprehensive, scientific review of height and weight standards as well as body fat measurement techniques and use the findings as a baseline for setting a Department-wide standard for measurement and acceptable levels.

Synopsis

Current body fat guidelines are based on outdated science and result in some female Service members being unfairly evaluated. These unfair standards can have a range of implications, including contributing to bias; unattainable measures for women,

especially women of color; and beliefs that women are held to stricter standards than men. Given the breadth of new research, DoD should revisit and reevaluate its current height and weight standards and body fat measures to align them with the current state of the science. Adopting a height and weight standard and body fat measurement technique that is scientifically based on physiological gender differences will more accurately assess the overall health of Service members and further help to address bias in the Military Services because women will be evaluated by a physiologically accurate standard.

A detailed reasoning supporting this recommendation is provided in Chapter 3 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Recommendation

The Secretary of Defense should direct the Military Services to implement a holistic, preventative health screening, conducted by medical professionals, as part of the overall physical fitness assessment and provide access to uniform and consistent health and nutritional counseling as part of their physical fitness programs.

Synopsis

Current physical fitness assessments (PFAs) are not uniform or standardized in assessing the holistic health and wellness of Servicemembers and do not include consistent access to nutritional resources.

Preventative health screenings will allow the Military Services to facilitate the long-term health of all Service members, therefore enhancing unit readiness. Participants in DACOWITS 2019 focus groups perceived that the current PFAs were inadequate at assessing overall health. There is an opportunity to enhance the overall health, wellness, and readiness of the force by introducing a more comprehensive approach to assessing physical fitness and health that includes preventative health screenings and increased access to nutritional resources.

A detailed reasoning supporting this recommendation is provided in Chapter 3 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Recommendation

The Secretary of Defense should publish and disseminate a standard statement to clarify the difference between the purpose and uses of the general physical fitness test (overall fitness) and the purpose and uses of the occupational physical testing (fitness for a particular career field).

Synopsis

DoD guidelines dictate that the purpose of the PFA is to test for overall Service member health. The purpose of the occupational standards assessment, however, is to test an individual's ability to physically perform the duties of his or her job. Service member misperceptions about the purpose of the

PFA persist, and there are opportunities for DoD and the Military Services to improve communications to address these misunderstandings. The Committee believes the SecDef should clarify the purpose and utility for the PFA compared to occupational physical tests to help ensure Service members accurately understand the differences between these standards.

A detailed reasoning supporting this recommendation is provided in Chapter 3 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Gender Integration

Women in Ships

Recommendation

The Secretary of Defense should establish strategic-level oversight within the Navy and Marine Corps to maximize opportunities for women to serve on ships while meeting strategic Service needs.

Synopsis

The demographics of the Navy and Marine Corps are changing as the number of women joining the Military Services increases. Despite improvements, the Committee is still concerned about the way berthing is assigned and whether female Service members have equal access to sea-bound positions. A substantial number of female Service members are denied sea duty assignments because of limited

rack availability. This factor can negatively affect these individuals' career progression. The Navy has asserted all ships will be "gender neutral" by 2025. The Committee is encouraged by this and believes it is crucial to ensure that there is appropriate oversight and that berthing arrangements meet the needs of the changing force.

A detailed reasoning supporting this recommendation is provided in Chapter 3 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Marine Corps Recruit Training

Continuing Concern

Synopsis

In 2019 DACOWITS has continued its study on gender integration within recruit training and is repeating its 2018 continuing concern regarding Marine Corps recruit training. Full gender integration across military occupations and positions relies on integration at all levels of training. DACOWITS believes initial training is foundational to Service members' readiness. However, the Marine Corps is currently the only Service that does not implement full gender integration during recruit training; women are not incorporated into each recruit training battalion. Although the Committee is encouraged by the Marine Corps' movement toward integration, it continues to encourage and will monitor further efforts to integrate recruit training.

A discussion supporting this continuing concern is provided in Chapter 3 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Well-Being and Treatment

Child Care Resources

Recommendation

The Secretary of Defense should allocate increased funding to address the lack of adequate child care capacity and on- and off-installation child care resources, to include construction/expansion of child care facilities and initiatives to ensure sufficient child development center staffing and family child care home providers.

Recommendation

The Secretary of Defense should review and revise the eligibility priority system for Child Development Centers detailed in DoDI 6060.02 (Child Development Programs) to ensure increased priority is afforded eligible Service members to improve availability and reduce waitlist time.

Synopsis

For more than three decades the Committee has made recommendations

regarding the critical need for adequate child care support for Service members. Although much progress has been made, there continue to be significant challenges related to availability in the DoD child care system. Child care is critical to military readiness, Service member morale, and the institution's ability to retain the most highly qualified personnel. The Committee finds ongoing issues related to the availability of military child care, staffing shortages at Child Development Centers (CDCs), a decline in Family Child Care (FCC) providers, and insufficient Service member prioritization given the significant backlog of military families waiting for care. DACOWITS, therefore, recommends the allocation of increased funding for new and ongoing initiatives in the child care system and a revision of the priority system to ensure appropriate prioritization of Service members to help reduce current waitlist times. The need for adequate and reliable child care resources remains a matter of significant priority that directly affects Service member readiness and retention.

A detailed reasoning supporting these recommendations is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Domestic Abuse Affecting Servicewomen

Recommendation

The Secretary of Defense should expand DoDI 6400.06 (Domestic Abuse Involving DoD Military and Certain Affiliated Personnel) to include dating partners in the collection of domestic abuse data affecting Service members.

Synopsis

DACOWITS continues to remain concerned about the safety and well-being of servicewomen as it relates to incidents of domestic abuse. In 1996 the Committee recommended DoD expand its data collection on spousal abuse and violence against women. With a renewed study of domestic violence, DACOWITS once again finds an expansion of data collection is warranted. The current DoD definition of domestic abuse does not include dating partners. Dating partners are current or former intimate partners who have not been married, do not have a child/children together, and who have never shared a common domicile. Domestic abuse is already an underreported issue, and the current limitation of DoD policy on domestic abuse fails to capture information about a type of intimate relationship in which domestic abuse can occur.

A detailed reasoning supporting this recommendation is provided in Chapter

4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Recommendation

The Secretary of Defense should implement a means for Service members suffering from domestic abuse to establish immediate and convenient access to resources and assistance, similar to the DoD Sexual Assault Prevention and Response program and “Safe Helpline” offered to military sexual assault victims.

Synopsis

DACOWITS wants to ensure Service members experiencing domestic abuse feel safe reporting incidents of abuse and have resources to help them when they do report. The Committee is concerned that the ease of access to help for servicewomen and other victims of domestic abuse in the military does not meet the level of support for those affected by sexual assault. The success of the Safe Helpline in sexual assault reporting is a model that can be adapted to help those experiencing domestic abuse.

A detailed reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Recommendation

The Secretary of Defense should establish a DoD policy that directs the Military Services to notify civilian law enforcement immediately after a military protective order is issued for domestic abuse, and to solicit civilian law enforcement cooperation in assisting victims to obtain a civilian protective order and other related services.

Synopsis

Domestic abuse is an issue that can result in the loss of a Service member's life. The Committee continues to be concerned about the safety and welfare of all Service members who are experiencing domestic abuse. DACOWITS believes collaboration between military and civilian law enforcement can provide the best measures for protecting the safety of Service members who may be in danger. When military protective orders are issued for domestic abuse, the Military Services should be required to notify civilian law enforcement. This process should also establish the connection to civilian law enforcement resources and support, including assistance for victims who wish to obtain a civilian protection order.

A detailed reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Pregnancy and Parenthood Policies

Breastfeeding and Lactation Support

Recommendation

The Secretary of Defense should establish a DoD policy that standardizes the requirements for lactation rooms and mandates inspection standards to ensure lactation rooms are suitable, accessible, private, and clean.

Recommendation

The Secretary of Defense should direct the Military Services to provide education and guidance to commanders and supervisors that ensures compliance with policies for lactating servicewomen.

Synopsis

Following DACOWITS' 2015 recommendation that DoD require the Military Services to increase the quantity and quality of available lactation rooms, the Committee examined lactation support provided to lactating servicewomen. Although all the Military Services have adopted policies and regulations concerning lactation support, participants in the Committee's 2019 focus groups reported inconsistent and inadequate support for servicewomen. These shortfalls

included a lack of standardized lactation rooms, cleanliness, privacy, and education about the importance of lactation and the unique needs of lactating servicewomen; inconvenient locations of lactation rooms; and limited milk storage options. Given the importance of breastfeeding to healthy children and mothers, the SecDef should establish a DoD policy that standardizes the requirements for lactation rooms and mandates inspection standards to ensure the facilities are suitable, accessible, private, and clean. The SecDef should also direct the Military Services to provide education and guidance to commanders and supervisors that ensures compliance with policies for lactating servicewomen.

A detailed reasoning supporting these recommendations is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Pregnancy Policies

Recommendation

The Secretary of Defense should direct the Military Services to develop and implement policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

Synopsis

The fair and equitable treatment of pregnant servicewomen is imperative for the long-

term readiness of the Military Services and the retention of servicewomen. This issue has been particularly important for DACOWITS; the Committee has made several recommendations to improve the treatment and well-being of pregnant servicewomen. The Committee recommended in 2016 that DoD create a consolidated pregnancy and parenthood instruction to ensure all-inclusive guidance is provided to military leaders and Service members. As the Committee examined current policies and guidance on pregnancy, it noted that only the Navy and the Marine Corps had specific verbiage in their instructions and orders barring any adverse impacts on pregnant servicewomen's careers. With the continued persistence of negative attitudes toward pregnancy and pregnant servicewomen in the military, DACOWITS is concerned servicewomen who are pregnant may experience negative impacts on their career progression. The Committee recommends the SecDef require each Service to develop clear policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

A detailed reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Women's Reintegration

Recommendation

The Secretary of Defense should commission a research project to identify and assess the potentially unique impacts on military mothers who are reintegrating into the family after deployments.

Synopsis

Deployments and extended separations present unique challenges for military parents and their children. More military personnel are married than ever before, and close to half of the force has children. More military mothers, both married and single, are deploying. There is very little research on the reintegration of military mothers into the family following deployment, and the effectiveness of current postdeployment resources and programs is unknown. The Committee believes there is a need for foundational research in this area, which will help DoD better understand how to support the potentially unique challenges military mothers face when reintegrating with their families. DACOWITS hopes a study of this nature will lead to the development of meaningful and effective programs and resources to support military mothers and their families.

A detailed reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

Maternity Uniforms

Continuing Concern

Synopsis

In 2019 DACOWITS renewed its study of maternity uniforms. The Committee identified maternity uniforms as a continuing concern in 2016. Although the Committee recognizes the Military Services' progress and updates to maternity uniforms, Service members have continued to express concerns about the availability, affordability, function, and professional appearance of these uniforms. DACOWITS remains committed to ensuring maternity uniforms meet the needs of today's servicewomen. The Committee will continue to monitor the Military Services' improvement of maternity uniforms.

A discussion supporting this continuing concern is provided in Chapter 4 of the full annual report for 2019, which is available on the DACOWITS website (<https://dacowits.defense.gov>).



Navy Lt. j.g. Keneisha Brown loads a magazine into an M4 carbine rifle during a rifle qualification course aboard the USS Ashland in the Coral Sea, Aug. 3, 2019.

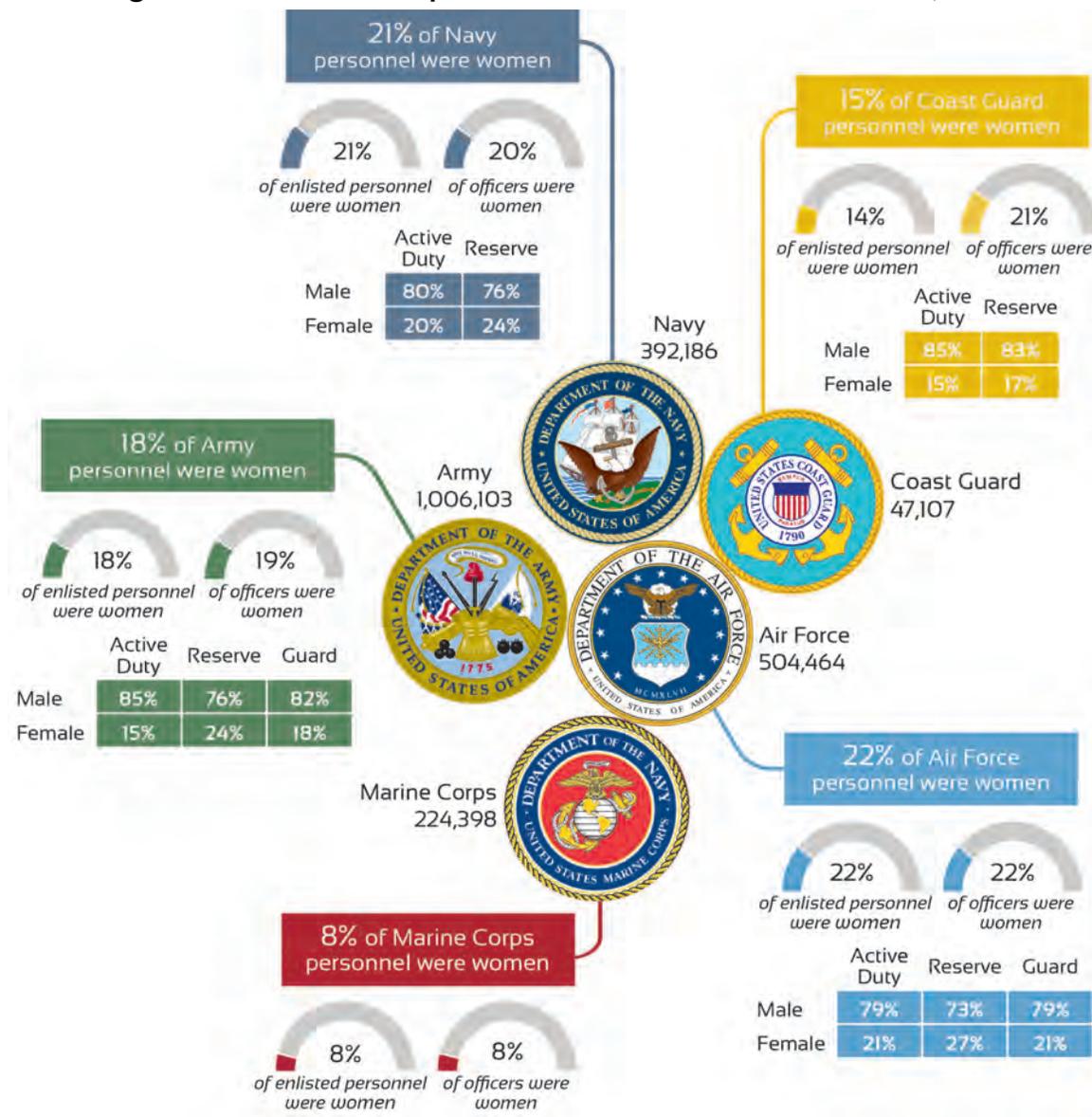
Chapter 1

Introduction

Chapter 1. Introduction

The Defense Advisory Committee on Women in the Services (DACOWITS; hereafter referred to as “the Committee” or “DACOWITS”) was established in 1951 with a mandate to provide the Secretary of Defense (SecDef) with independent advice and recommendations on matters and policies relating to the recruitment of servicewomen in the Armed Forces of the United States. (See Appendix A for a copy of the Committee’s charter.) Eighteen percent of the Total Force was female as of 2019; the representation of women varied by Service (see Figure 1.1).

Figure 1.1. Gender Representation in the Armed Forces, 2019



Warrant Officers (W-1 to W-5) are included with officers.
Source: DoD. (2019)¹

Between 1951 and 2018 DACOWITS made more than 1,000 recommendations to the SecDef, approximately 98 percent of which were either fully or partially enacted. Notably, DACOWITS provided research for and was an instrumental voice that contributed to the 2015 decision to open all military occupational specialties to women. DACOWITS is a Federal Advisory Committee that operates in accordance with the provisions of the Federal Advisory Committee Act (Pub. L. 92–463). Committee members serve as individuals, not as official representatives of any group or organization with which they may be affiliated. Selection is based on experience working with the military or with workforce issues related to women. Members include prominent civilian women and men with backgrounds in academia, industry, public service, and other professions. Members are appointed by the SecDef or his/her designated representative; serve 1- to 4-year terms; and perform a variety of duties that include visiting military installations annually, reviewing and evaluating current policies on military women, and developing an annual report with recommendations on these issues for the SecDef and Service leadership. The Committee is composed of no more than 20 members. (See Appendix C for 2019 DACOWITS member biographies.)

The Committee is organized into three subcommittees: Recruitment and Retention; Employment and Integration; and Well-Being and Treatment. Each year the SecDef, via the Under Secretary of Defense for Personnel and Readiness (USD[P&R]), provides the Committee study topics to examine during the following year. In 2019 DACOWITS studied 8 topics; its research informed the development of several recommendations and 2 continuing concerns related to those topics, which are presented in Chapters 2 through 4



Marines climb ropes as part of an obstacle course at Marine Corps Recruit Depot Parris Island, S.C., June 19, 2019.

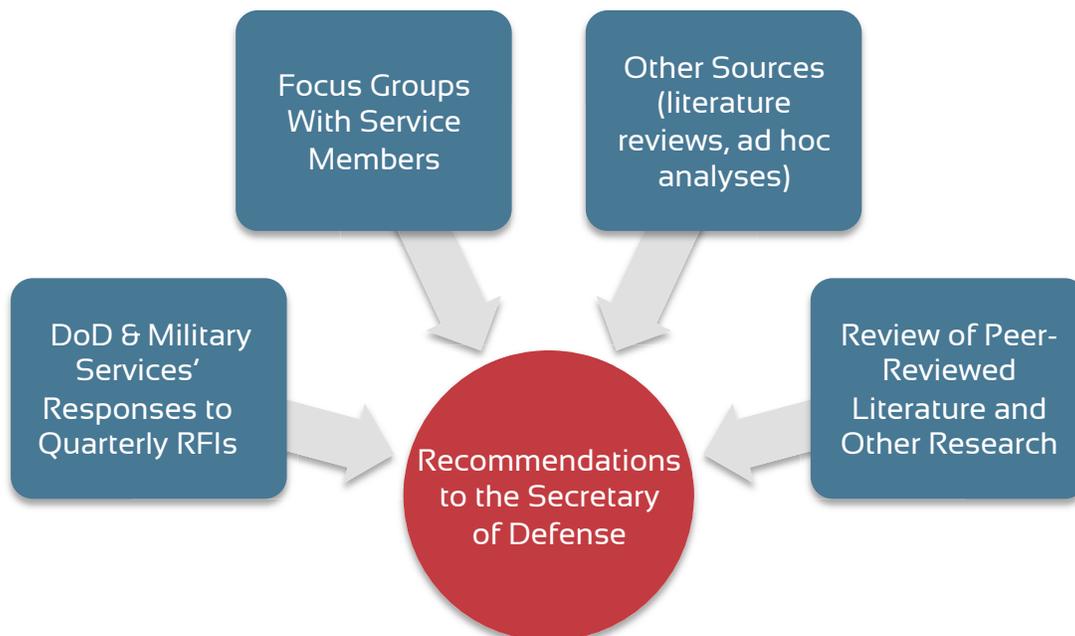
of this report. The Committee chooses, at times, to repeat a recommendation or continuing concern made in a previous year if it has not yet been fully addressed by DoD and/or the Military Services. Table 1.1 lists the study topics examined during 2019, number of related recommendations, and number of continuing concerns.

Table 1.1. DACOWITS 2019 Study Topics and Corresponding Numbers of Recommendations and Continuing Concerns

Study Topic	Number of Recommendations	Number of Continuing Concerns
Recruitment and Retention		
Conscious and Unconscious Gender Bias	1	
Improving Female Retention	1	
Variance in Women’s Retention at Senior Levels, With Emphasis on Race/Ethnicity	1	
Employment and Integration		
Physical Fitness Tests	3	
Gender Integration	1	1
Well-Being and Treatment		
Child Care Resources	2	
Domestic Abuse Affecting Servicewomen	3	
Pregnancy and Parenthood Policies	4	1

The Committee engages in a range of activities each year to explore its directed topics and, ultimately, inform its recommendations. DACOWITS is one of the only DoD Federal Advisory Committees to conduct annual focus groups with Service members. The Committee bolsters its findings from the focus groups with input from several other sources, including site visit information; survey data collected from focus group participants; briefings from Service representatives in response to requests for information (RFIs) presented at the Committee’s quarterly business meetings; written RFI responses from the Military Services submitted prior to the quarterly meetings; and formal literature reviews and ad hoc analyses carried out by its research contractor. Figure 1.2 depicts the data sources that inform the Committee’s annual recommendations.

Figure 1.2. Data Sources That Inform DACOWITS' Annual Recommendations



Chapters 2–4 present the Committee’s 2019 recommendations and continuing concerns organized by subcommittee. Following each recommendation is a summary of the supporting evidence and a detailed outline of the evidence the Committee examined. Following each continuing concern is a discussion supporting the Committee’s ongoing interest in the topic. Appendix A provides the Committee’s charter, Appendix B describes the Committee’s research methodology, Appendix C presents biographies for current DACOWITS members, and Appendix D lists the installations visited by DACOWITS members in 2019 to collect focus group data. Appendix E outlines the Committee’s RFIs for each of its quarterly business meetings as well as the responses it received. Appendix F provides a Committee member’s dissenting view on an employment and integration recommendation regarding women in ships. Appendix G shows the percentages of women in each Service during the past 5 years, Appendix H lists the abbreviations and acronyms used in the report and appendices, and Appendix I provides the reference list for the report. Appendix I is organized by chapter to allow readers to quickly locate topics of interest.

The sources referenced in this report are available for review and download on the DACOWITS website (<https://dacowits.defense.gov>) and consist of the 2019 quarterly business meeting minutes, the 2019 focus group report, RFIs sent to DoD and the Military Services, briefing materials and written responses delivered to the Committee, and a collection of recent news articles relevant to the issues DACOWITS examined in 2019.



Sailors wait to parade the colors during a concert at the United States Navy Memorial in Washington, June 11, 2019.

Chapter 2

Recruitment and Retention Recommendations

Chapter 2. Recruitment and Retention Recommendations

This chapter presents the DACOWITS 2019 recommendations related to recruitment and retention. Each recommendation is followed by a short synopsis of the topic and an explanation of the Committee’s reasoning for presenting the recommendation, which is based on its investigation of the topic in 2019. The recommendation and supporting reasoning for conscious and unconscious gender bias are provided in Section A, the recommendation and supporting reasoning for improving female retention are provided in Section B, and the recommendation and supporting reasoning for variance in women’s retention at senior levels, with emphasis on race/ethnicity, are provided in Section C.

Conscious and Unconscious Gender Bias

Recommendation

The Secretary of Defense should establish a DoD policy that defines and provides guidance to eliminate conscious and unconscious gender bias.

Synopsis

DACOWITS continued its 2018 efforts to study gender discrimination in the Military Services in 2019 by examining the prevalence and impact of conscious and unconscious gender bias on various aspects of Service members’ careers, which included recruitment, selection of occupational specialties, and performance evaluations. The Committee believes the Military Services are at varying levels of advancement in addressing gender bias in these areas and others. The Military Services lack consistency in defining, addressing, and eliminating both conscious and unconscious gender bias, especially in occupational specialties that were recently opened to women. The Committee believes this inconsistency will continue to create an environment in which servicewomen experience the negative impacts of gender bias affecting unit cohesion, readiness, and retention. To address these concerns, the Committee recommends DoD establish a policy that defines conscious and unconscious gender bias, provides guidance to the Military Services on strategies for eliminating such bias, and directs the Services to establish Service-specific policies and regulations.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

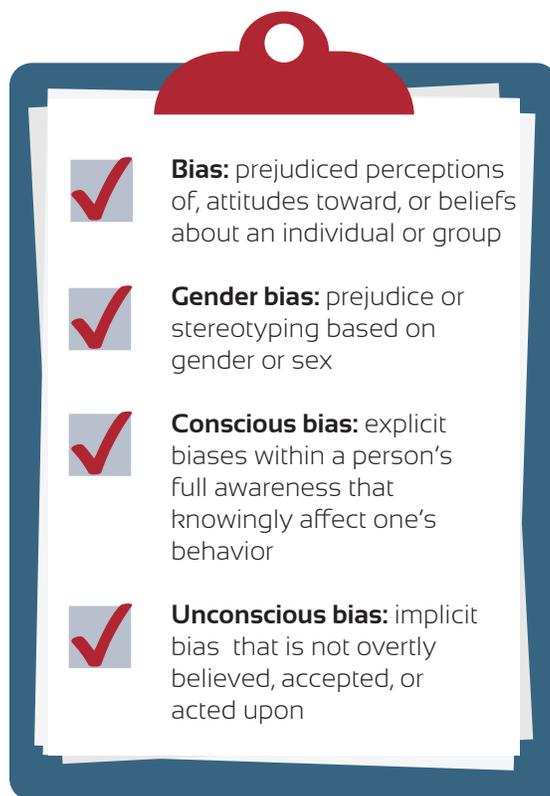
- Written responses from the Military Services on what actions have been taken to assess and mitigate conscious and unconscious gender bias and language, including regulations/policy review, educational and training materials updates, and song/cadence appropriateness (RFI 1B, December 2018)^{2,3,4,5,6}
- Written responses from all 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 (RFI 2, December 2018)^{7,8,9,10}
- Written responses from the Military Services on gaming technology used during the recruitment process (RFI 3, December 2018)^{11,12,13,14,15}
- Literature review from the research contractor on conscious and unconscious gender bias (RFI 4, December 2018)¹⁶
- Written responses from the Military Services on what actions have been taken to assess and, if necessary, mitigate the impact of conscious and unconscious gender bias and language on military performance evaluations and promotions (RFI 4, March 2019)^{17,18,19,20,21,22}
- Findings from 16 focus groups with Service members (i.e., enlisted personnel and officers) on the topic of conscious and unconscious bias (Focus Group Report, 2019)²³

In the 2018 DACOWITS annual report, the Committee indicated, “Despite years of targeted efforts by DoD and the Military Services . . . , gender discrimination and sexual harassment . . . have continued to persist in the ranks.” The Committee suggested that “by conducting a comprehensive assessment of the Military Services’ policies, standards, training, and enforcement of efforts aimed at eliminating gender discrimination and sexual harassment, DoD can better direct efforts to address these behaviors and ultimately increase unit cohesion and readiness.”²⁴ In 2019 the Committee expanded its research in the area of gender discrimination to focus specifically on conscious and unconscious gender bias in the military. The Committee believes that understanding and reducing the impacts of gender bias on Service members will directly improve unit cohesion, the workplace environment, and retention. The reasoning supporting DACOWITS’ recommendations on conscious and unconscious gender bias follows.

Definitions of Conscious and Unconscious Gender Bias

Bias can manifest as prejudiced perceptions of, attitudes toward, or beliefs about an individual or group, and these biases have the power to affect behavior.^{25,26} Gender bias, or sexism, involves any prejudice or stereotyping based on gender or sex.²⁷ Conscious or explicit bias occurs when one is fully aware of one's behavior, whereas unconscious or implicit bias occurs when one is unaware of the biases that influence one's actions.²⁸ Both conscious and unconscious gender bias have the potential to affect Service members in the military.²⁹ Figure 2.1 includes definitions for these bias terms.

Figure 2.1. Definitions of Bias, Gender Bias, Conscious Bias, and Unconscious Bias



Source: Gaddes, Jacobson, Montgomery, & Moore, 2018³⁰

Service Member Perspectives on the Presence of Gender Bias and Gendered Language in the Military

The Committee conducted focus groups with Service members from both enlisted and officer ranks in 2019. During these discussions, the Committee provided participants with definitions for the terms "bias," "gender bias," and "gender-neutral language," and asked participants for their perceptions about whether gender bias existed in the military.

Perceptions of the Presence of Gender Bias

Participants in nearly all groups reported that gender bias did exist in the military, and some shared beliefs that women received special treatment and could not meet the physical requirements associated with certain occupational specialties.³¹

"I've seen favoritism. For example, if we are loading ammo crates off the back of the truck, I've seen guys [offer to carry them for female Service members]. . . . I'm a functioning human being too. I can load them off."

—Enlisted woman

"I came in at a time where more and more females were joining, and in male-dominated [occupational specialties]. So, me being an [occupational specialist], I had to adjust to how males did things with maintenance. . . . There was playful taunting of, 'You can't lift this or do that.' [The female Service members] had to have discussions with them, like, 'We aren't helpless.'"

—Enlisted woman

"At least from my experience in my career field, yes. I've had many supervisors that, when you've had a female [Service member] show up, we go out to the field. . . ; some of our guns are 40 pounds, and the ammunition is 40 pounds. With all your gear, that is 80-plus pounds. Some of the leaders in the field say, '[What] am I going to do with [the female Service member]?' and all the males see that and follow the trend."

—Enlisted man

Of those participants that reported that gender bias existed in the military, some offered the caveat that it was an issue localized to certain units rather than an issue at the Service level.³²

"[Service leadership] is doing the best they can, but those who are actually [implementing] the change [at the unit level]. . . , they have no idea. . . . In a [unit] of 64, I have 2 men who will stand up and say something [about gender bias]. Until [the efforts to address gender bias] get all the way up [to] the senior enlisted advisor, it is not going to change."

—Enlisted woman

Some of these participants also said the scale of the issue has diminished over time.³³

"I don't think [gender bias is] as glaring of an issue as it once was. I don't think there's a need for us to be hammered with. . . , 'Everyone is equal.' I don't think it's an institutionalized issue. It's always a one-off situation."

—Male officer

When asked about the efforts by their respective Military Services' leadership to address gender bias, participants reported mixed experiences. The most commonly identified source of training related to gender bias was the Equal Opportunity Program.³⁴

"The majority of us in the room have done [equal opportunity] training year after year. It's in the individual shop—if you are actually following it. We get an email from the commander [to] go do this training, [and] okay, you get it done. The only thing from up high is, 'You will do this training.' It's from the lower level that [Service members] can do anything about it."

—Male officer

"You can go to training, but there is no enforcement. We go to so many trainings, and they say, '[Gender bias] is not appropriate,' but if we don't have the reinforcement from the top down . . . , you can give us all the training you want, but if we don't have senior leadership [reinforcing it] . . . , training is not going to be enough."

—Enlisted woman

Perceptions of the Presence of Gendered Language

DACOWITS is also interested in the impact that gendered language can have on Service members and their careers. Gendered language uses terms such as "he" or "him" rather than gender-neutral language such as "he or she" or "him or her." In the 2018 DACOWITS annual report, the Committee described how the intentional or unintentional use of gendered language can create an environment in which servicewomen and female veterans feel excluded. The Committee examined the official Veterans Administration (VA) motto, "To care for him who shall have borne the battle and for his widow, and his orphan," as it relates to gender inclusivity. DACOWITS stated that "the continued use of this motto undermines VA efforts to provide support and resources to servicewomen transitioning out of the military because its gender-specific language sends an unwelcoming message of exclusion."³⁵ However, to date the motto remains in place.

In 2019 the Committee asked Service members about their Military Services' efforts to adjust language in Service manuals and other documents to be gender neutral.³⁶ Participants reported mixed feelings about their Military Services' efforts to implement gender-neutral language. Some participants reported positive feelings on changes to make language gender neutral in Service manuals and documents.³⁷

"To me, [gender-neutral language changes] brings us in line with the civilian world. When I was in high school, you couldn't use 'he' to mean the whole spectrum of genders."

—Male officer

"It's fair, I guess. It's not just he and she, but that also supports a transgender person, so it's appropriate to say that."

—Enlisted woman

Other participants suggested gender-neutral language changes might draw unnecessary attention to the differences between male and female Service members.³⁸

“Changes in language are important. They are subtle, but they get ingrained in you. [However], it bothers me when people try to be inclusive [by saying] ‘guys—oh, and gals.’ They just draw attention to [the differences between men and women]. Inclusive language will be good . . . , but drawing the extra attention is a step backwards.”

—Female officer

“[Using] ‘he and she’ kind of highlights [the differences between men and women] and makes it stick out more. . . . It should just say [Service member] instead of focusing on ‘he’ or ‘she.’”

—Enlisted man

Other participants, however, felt indifferent about efforts to make language gender neutral in Service manuals and documents.³⁹

“. . . I’d rather be treated equally than have the documents say the right thing.”

—Female officer

“Personally, to me, the word ‘he’ or ‘she’ doesn’t matter. It doesn’t have to say ‘she’ to know that I am included in that as well. I don’t think that it changes anything.”

—Enlisted woman

Gender Bias and Recruitment

The factors that contribute to an individual’s decision to join the military, including those related to one’s gender, remain important to the continued strength of the force. The Committee believes the images potential recruits see when visiting official Service websites may influence their propensity to serve. DACOWITS conducted a study in 2016 to review images featured on Military Services’ recruiting websites for gender inclusivity and found that among the 265 images that featured people on the recruiting websites, 20 percent of the images included at least 1 woman, but only 4 percent of the images portrayed a woman in a nontraditional role.⁴⁰

A 2018 study conducted by Cleveland State University showed military recruiting advertisements, recruiter messaging, and family member perceptions played a significant role in shaping the expectations of military life for female recruits. However, the study also reported female recruits’ experiences in the military rarely aligned with their expectations prior to joining.⁴¹ To examine the factors affecting propensity among diverse candidates, a 2019 study published in the Harvard Business Review showed how identifying and removing biased language from recruiting materials was a vital step to attracting and

acquiring diverse talent.⁴² The Committee believes these studies emphasize why gender-neutral language and messaging used in recruitment materials is important for attracting female recruits and portraying an accurate picture of military life for female Service members.

The Committee believes there may also be a need to examine how technology and other alternative recruitment tools are used to recruit new members of the military. For example, most of the Military Services use gaming technology during the recruitment process to digitally engage and motivate potential recruits to join.^{43, 44, 45, 46, 47} However, the Committee has concerns regarding the gender inclusivity of these recruitment tools. The Navy confirmed that two of the seven characters in its gaming technology were female, which included the “hero” and “voiceover” characters, but the Army’s recruitment game allowed the user to play only as a male character.⁴⁸

Service Member Perceptions About Gender Bias During the Recruitment Process

The Committee recognizes the importance of not only ensuring that recruitment materials employ gender-neutral messaging but also training military recruiters on how to avoid gender bias during the recruitment process. As of December 2018 only the Navy addressed unconscious and conscious bias education in recruiter training programs.^{49, 50, 51, 52, 53} DACOWITS asked participants during the 2019 focus groups whether they believed gender bias existed in the military recruitment process. Participants frequently reported examples of gender bias that occurred during the recruitment process.⁵⁴

“[The military is] a male-dominated organization. One, there are not that many female recruiters, so females in high school are less likely to go into the office and seek out recruiters if they don’t already know someone. Having more females . . . recruiting [and] showing that female presence would make an influence. [The lack of female recruiters is] probably a reason a lot of females don’t join.”

—Enlisted woman

“A recruiter is the first interaction anyone has with the [Service]. If a recruiter ignores a female and goes to a male, then you just lost someone. Females really want to join the [Service] from what I’ve experienced.”

—Enlisted man

Participants from most female groups said women were discouraged from pursuing their desired occupational specialties during recruitment and early in their military careers because of their gender.⁵⁵ Research has shown that career choice selection for potential recruits is directly affected when specific gender-focused language is used.⁵⁶

"I went back home as a recruiter's assistant. . . . There was a girl who . . . wanted nothing more than to be in a [combat occupational specialty]. . . . The recruiter [said], 'Do you know what this is going to entail?' I looked at him and said, 'If she wants to do it, she has the physical capabilities to do it. . . .' He was doubting her mental strength. . . . Her parents were so supportive. They wanted her to have the opportunity to pursue it. . . ."

—Enlisted woman

"I always wanted to go to [occupational specialty]. People told me there was a glass ceiling, and you can only serve at this level [because you are a woman], and it was at a time where that was very true."

—Female officer

"Originally I signed an [occupational specialty] contract, and I was highly discouraged. [I was] discouraged by other males. [They said], 'You don't know how much work it's going to be; are you sure you can handle that? It's a lot of long hours. . . .' It just made me want to do it more."

—Enlisted woman

Some participants reported that although gender representation had increased in Service recruitment materials and advertisements, further improvements were necessary.⁵⁷

"I don't remember seeing a poster with a female [Service member]. Even that commercial out there [featuring a female Service member] is pretty recent."

—Male officer

"There are still [females represented] few and far between on the [Service] commercials, [but gender representation is better] than 10 years ago."

—Enlisted man

"You see . . . [Service] posters and videos advertising females. If they are there, [the women] are sitting behind a desk. I'm not a paper person. I would rather be out there building something. When portraying females, it's, 'You belong in an office behind a desk.' There [are] males blowing things up . . . ; they are doing something awesome. [For women], it's, 'Oh, you cook, and you belong behind a desk.' They push that on commercials and posters. They don't portray us as strong women."

—Enlisted woman

Gender Bias and Selection of Occupational Specialties

In the 2019 focus groups, DACOWITS was also interested in learning about whether gender bias plays a role in the selection of certain occupational specialties. Participants in all groups perceived gender bias as being more prevalent in certain occupational specialties than others. Participants specifically cited a greater presence of gender bias in occupational specialties that recently became available for women to join.

“There’s two very different subcultures. Combat arms [(occupational specialties) have a different [type] of folks than the other [occupational specialties]. We have a lot in common in our [overarching military] culture, but subcultures are there. In combat arms, they have recently been [gender] integrated . . . ; you’ll find more bias there, more so than other [occupational specialties]. . . .”

—Male officer

“Some communities . . . are only just now letting women in and letting them serve. I’d imagine there’s a cultural shift going on in [those communities] . . . , whereas before it was an all-male club.”

—Male officer

Gender Bias and Performance Evaluations

DACOWITS is also concerned about the potential for gender bias to affect Service members during performance evaluations and promotion boards. The Committee believes some of the Military Services have made more progress than others in their efforts to mitigate the impact of gender bias on promotions. Table 2.1 presents actions the Military Services have taken to assess and alleviate the impact of gender bias and gendered language on performance evaluation and promotion systems.

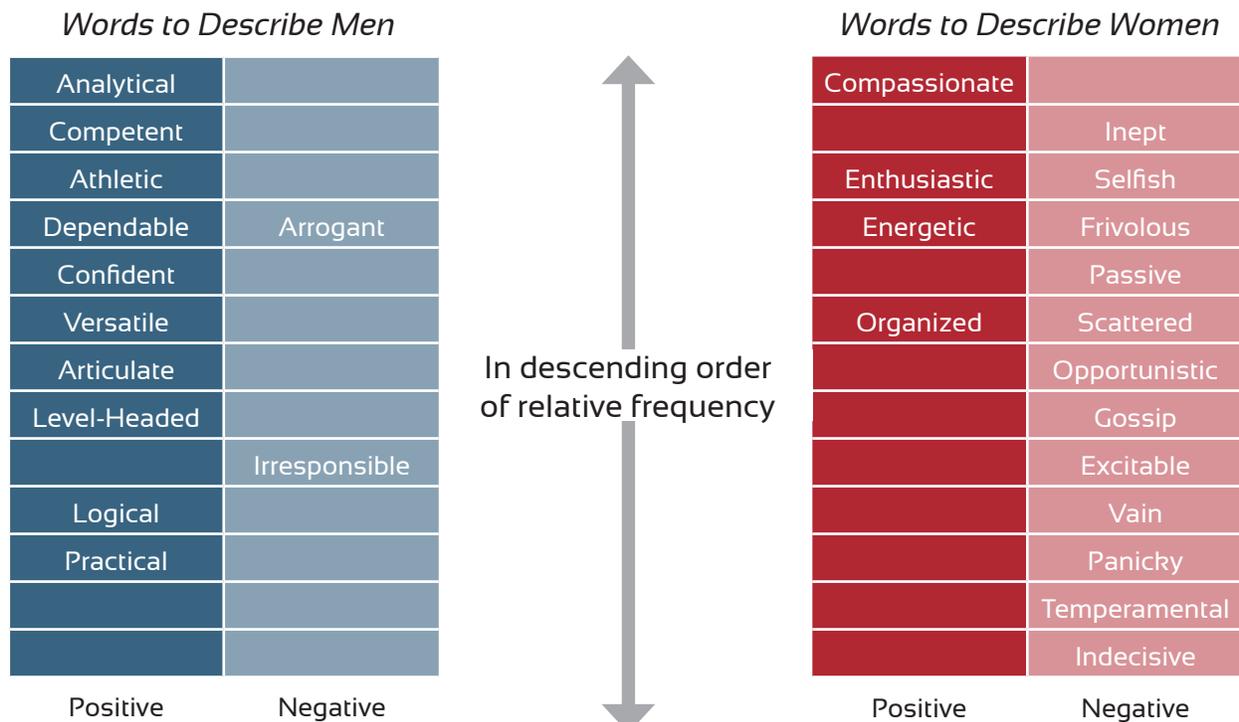
Table 2.1. Actions Taken by the Military Services to Assess and Mitigate Impact of Gender Bias and Language on Evaluation and Promotion Systems as of March 2019

Military Service	Actions
Army	The Army provides guidance to all selection boards to ensure equal opportunity for advancement is afforded to Service members. The Army has developed and is implementing a tool to evaluate its promotion selection process to determine areas in which biases may exist and actual outcomes differ from expected outcomes. ⁵⁸
Navy	The Navy describes its process as striving to ensure that no member is disadvantaged by ensuring the selection board is fair and equitable. ⁵⁹
Marine Corps	The Marine Corps directs board proceedings and mandates that members do not take gender into consideration. ⁶⁰
Air Force	Air Force evaluation forms have no gender information in the ratee identification data section, but raters are authorized to use pronouns and reference the ratee’s name. ⁶¹
Coast Guard	Coast Guard accession, evaluation, and promotion policies ensure that no consideration is given to the genders of the personnel being evaluated. ⁶²

Independent academic and peer-reviewed studies have found evidence that conscious and unconscious gender bias and language can affect performance evaluations in military and non-military settings. A 2018 Harvard Business Review study suggested

military supervisors use different language to describe men and women. For example, the study found that the most common term used when describing men positively was “analytical,” whereas the most common term used when describing women positively was “compassionate.”⁶³ The study also reported that positive attributes were most commonly used to describe men, whereas negative attributes were significantly more likely to be used to describe women (see Figure 2.2).⁶⁴

Figure 2.2. Findings From Harvard Business Review Study on Language Used During Military Performance Reviews to Describe Men Versus That Used to Describe Women



Source: Smith, Rosenstein, & Nikolov, 2018⁶⁵

A 2019 study of performance evaluations conducted at the Naval War College; the United States Naval Academy; and for Marine Corps members stationed in Okinawa, Japan, also suggests an association between gender bias and attributes used to describe men and women in performance evaluations. The study found that in the absence of objective performance measures, evaluators were more likely to employ gender stereotypes in performance evaluations.⁶⁶

This research validates the Committee's concern regarding the potential for gender bias to negatively affect servicewomen during performance evaluations and promotion boards, which could in turn affect their careers and likelihood of retention.

Recent Progress and Opportunities for Improvement

The Committee acknowledges the Military Services have made progress toward mitigating the potential for gender bias in a variety of areas, including performance evaluations, required training and education programs, and policy documents. Current and recent efforts include the following:

- The Coast Guard policy, amended in 2018, prohibits the use of gender-specific pronouns and member names (first and last) in the comments section of all evaluation reports.⁶⁷
- The Department of the Army Pamphlet 25-40, mandates that Army publications use gender-neutral language unless gender-specific language is necessary.⁶⁸
- Bias mitigation education developed by the Naval Leadership and Ethics Center is currently being implemented into its curricula.⁶⁹
- The Navy and Marine Corps are taking steps to evaluate, develop, and implement gender bias training in existing education and training curricula.^{70, 71}
- The Marine Corps eliminated all references to pregnancy in fitness reports by changing policy requirements.⁷²
- In 2018 unconscious bias training was incorporated for the Air National Guard Human Resources Advisors with plans to expand to their commanders' course in 2019.⁷³
- The Military Service Academies conducted no formal assessments on gender bias but cited the use of the Defense Equal Opportunity Climate Survey and have chosen to address issues on an ad hoc basis.⁷⁴ However, they have made adjustments to cadences and songs. For example, the United States Military Academy changed the language of "The Corps" to include gender-neutral terms.⁷⁵

Progress has been made to mitigate the impact of gender bias and language on performance evaluations and promotion systems. However, most of the Military Services have not identified any ongoing or planned comprehensive reviews in which conscious and unconscious bias might affect servicewomen.^{76, 77, 78, 79} Although the implementation of gender-neutral language in documents and targeted trainings is an important first step toward preventing gender bias during performance evaluations in the Military Services, it is the Committee's belief that a supervisor could still show bias toward a subordinate servicewoman by using subjective terms to describe her during a performance evaluation.

DACOWITS believes additional training for supervisors on how to properly characterize performance using gender-neutral terminology could help prevent potential gender bias issues related to performance evaluations and promotion systems.

Summary

The Military Services' approaches to address conscious and unconscious gender bias vary. The Committee believes these inconsistencies can perpetuate an environment in which servicewomen are negatively affected, influencing cohesion, readiness, and retention. Therefore, the Committee recommends the SecDef should establish a DoD policy that defines and provides guidance to eliminate conscious and unconscious gender bias.

Improving Female Retention

Recommendation

The Secretary of Defense should direct the Military Services to review the U.S. Department of Homeland Security's Improving Gender Diversity in the U.S. Coast Guard: Identifying Barriers to Female Retention study and implement the relevant findings for improving female retention in their respective Services.

Synopsis

Military personnel trends have revealed all the Military Services face challenges with the retention of servicewomen, particularly at the mid-grade levels. Given these challenges and the lack of recent or comprehensive reviews of barriers to the retention of servicewomen in each Service, the SecDef should direct the Military Services to review the U.S. Department of Homeland Security's (DHS) 2019 *Improving Gender Diversity in the U.S. Coast Guard: Identifying Barriers to Female Retention* study (hereafter referred to as the Improving Gender Diversity study) and implement the relevant findings for improving the retention of servicewomen.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Written response from the Defense Manpower Data Center (DMDC) on the percentages of officer and enlisted personnel for each Service branch broken down by rank, gender, race, and ethnicity for 2008, 2013, and 2018 (RFI 1, March 2019)⁸⁰
- A briefing from the Coast Guard on the findings from the previously discussed Improving Gender Diversity study; the study was conducted by the Homeland Security Operational Analysis Center (HSOAC), which is operated by the RAND Corporation (RAND) for DHS (RFI 2, June 2019)⁸¹

Retaining women remains an ongoing challenge for all the Military Services. During the past 50 years, DACOWITS has made 30 recommendations specific to the retention of women in the military.⁸² The Committee most recently explored this issue in 2017 by conducting focus groups with both male and female members across the Military Services on the topic of retention. The reasoning supporting DACOWITS' first recommendation on variance in women's retention at senior levels, with emphasis on race/ethnicity, follows.

Challenges to Retaining Female Service Members

The retention of the military's most talented and promising personnel is essential for the military's future leadership. Retention is an issue of greater importance for female personnel, who are underrepresented in the military and, historically, have had restrictions on the duration and nature of their service. Retaining women is a force-wide issue; each Service struggles to retain women at the same rates as their male peers. DACOWITS has learned during its annual installation visits that common reasons why women leave the Service include the perceived incompatibility of military service and family life, experiences of gender bias and discrimination such as sexual harassment and sexual assault, the inflexibility of military career paths, and experiences with poor leadership or lack of mentorship.^{83,84,85}

The Coast Guard has been systemically working on understanding the challenges associated with retaining female Service members. The Coast Guard's Human Capital Strategy and its Diversity and Inclusion Strategic Plan 2015–2018 state the Service "will attract, recruit, and retain a workforce from all segments of American society to create a high-performing 21st century workforce."⁸⁶ A key part of the Coast Guard's objective is its advancement and retention of women. However, despite higher retention rates compared with those for the other Military Services, data showed the Coast Guard still retained women at a lower rate than men. This gap existed for both officers and enlisted members, with cumulative retention gaps between men and women emerging in the first 10 years of service.⁸⁷

The Committee considers the Coast Guard’s 2019 Improving Gender Diversity study conducted by DHS’s HSOAC to be a best practice for developing a baseline understanding of the landscape of factors contributing to women’s lower retention in the Military Services and establishing recommendations to address the identified issues.⁸⁸

Lessons Learned From the Coast Guard’s Improving Gender Diversity Study

HSOAC took a mixed-methods approach for the study, which included an examination of female retention trends in the other Military Services and benchmarking to the private sector; conducted 164 focus groups with male and female Service members across 10 Coast Guard bases to better understand potential barriers to female retention; and conducted a statistical analysis of Coast Guard personnel data to examine gender differences in the retention of officers and enlisted personnel and whether certain characteristics could help explain these differences.⁸⁹

The Coast Guard briefed DACOWITS on the study’s findings in June 2019.⁹⁰ The study identified the root causes of female attrition, described the key retention factors, and contained recommendations to help improve and mitigate barriers to female retention in the Coast Guard. Challenges to retaining women in the Coast Guard coalesced around three main topics: work environment, career issues, and personal life-related matters, outlined next in this section.

Work Environment Challenges

- **Poor leadership.** According to an excerpt from the report, “Some women also noted perceptions that bad leaders often remain in the Coast Guard despite their behavior and even continue to be promoted. Participants stated that some male leaders can create an old boys’ club climate that isolates, excludes, and discriminates against women.”⁹¹
- **Gender bias and discrimination.** Women who participated in the study felt they were being treated differently, perceived inequities in evaluations, and said they were exposed to and had to listen to inappropriate comments to fit in.⁹²
- **Weight standards.** Participants in more than 33 percent of focus groups felt the standards were a key factor in their retention decisions. Participants perceived the Weight and Body Standards Program to be designed as punitive rather than remedial or helpful, unlike programs for some other issues with which members might be struggling, such as tobacco or alcohol addiction.⁹³

- **Sexual harassment and sexual assault.** Despite progress in this area, the Coast Guard study revealed the need for continued improvements: “Many women are hesitant to report incidents of sexual harassment or assault because they fear retaliation, negative career impacts, or alienation from the unit. They reported that this fear of speaking up applies to bystanders of incidents as well.”⁹⁴
- **Workload and resource issues.** Participants described consistently being asked to “do more with less” and feeling overworked. Often units are reportedly being undermanned, and the resulting extra work hours can affect members’ work-life balance and lead to burnout.⁹⁵

Career Issues

- **Advancement.** Although female focus group participants reported they had been treated unfairly in the advancement or promotion process, this factor was more often cited as problematic by male Service members who participated in the study.⁹⁶
- **Assignments.** Female berthing restrictions were cited as playing a role in assignment inequity, in addition to challenges with remote duty stations. Participants often described “bad” locations as being far away from family or being in remote locations that might be particularly difficult for women, especially if not assigned with other women at that location. These types of remote locations can sometimes lead women to feel isolated without a support network.⁹⁷
- **Civilian opportunities.** Participants stated that “many female Coast Guard members choose to leave the service to pursue careers in the civilian sector. They noted perceptions that pay is often better on the outside and that certain elements, such as requirements to go underway, are not an issue in the civilian sector.”⁹⁸

Personal Life-Related Matters

- **Spouse or partner.** Nearly all focus group participants said a spouse or partner was a key influencer and part of the decision process for staying in the Service. Many female Service members felt there was inequity regarding whose career was better managed and how it was viewed by others, and that male spouses felt unsupported. When asked who in a dual-military, different-sex couple might choose to leave the Service, most said the woman would.⁹⁹

- **Children.** This was the main influencer of retention for many women. “One of the key issues women discussed was the impact that deployments and work requirements (e.g., standing watch) have on children. In particular, women worried about needing to go underway and being gone from their children for an extended period of time.”¹⁰⁰
- **Pregnancy and breastfeeding.** Participants said that having a family was an important influence on staying in or leaving the Coast Guard. Delaying or timing pregnancies frustrated servicewomen. Regarding breastfeeding, “Participants commented that although at many locations there were more private rooms to pump breastmilk than there used to be, a private space was still not always available. . . . Women on cutters who wished to continue providing breastmilk to their babies described facing similar challenges regarding pumping but also had the extra difficulty of needing to ship frozen breastmilk back home.”¹⁰¹
- **Other personal life factors.** Other personal life factors that influenced retention decisions included support for single parents, having aging parents, not having a strong support network during deployments, and difficulties in developing friendships and relationships.¹⁰²

DACOWITS remains concerned that women are more likely than their male counterparts to separate from the military at the midpoint of their careers.^{103,104,105,106,107} To the Committee’s knowledge, none of the other Military Services have conducted a recent comprehensive study on female retention trends comparable with the Coast Guard’s. Although the Air Force conducted a study in 2018 to look at barriers to officer retention that included work environment, career factors, and personal life-related matters, the study did not address enlisted or Guard retention.¹⁰⁸ The Office of the Secretary of Defense conducted research projects on career progression in early 2002¹⁰⁹ and 2012¹¹⁰ but did not look holistically or comprehensively at female Service member retention.

Summary

Retention of servicewomen, particularly at the mid-grade levels, remains a challenge for all the Military Services. The Committee identified the Coast Guard’s commissioned study on gender diversity as a best practice from which the other Military Services could learn. To promote this best practice, the Committee recommends the SecDef should direct the Military Services to review the U.S. Department of Homeland Security’s *Improving Gender Diversity in the U.S. Coast Guard: Identifying Barriers to Female Retention* study and implement the relevant findings for improving female retention in their respective Military Services.

Variance in Women's Retention at Senior Levels, With Emphasis on Race/Ethnicity

Recommendation

The Secretary of Defense should direct the Military Services to develop and implement initiatives to increase senior female representation as a part of the Total Force, at the E-9 and O-7 and above grade levels, to include emphasis on increasing racial and ethnic diversity at these levels.

Synopsis

The Committee continues to observe low representation of women at all levels of the military, including the most senior ranks, and even less representation of servicewomen who are racial or ethnic minorities at the E-9 and O-7 and above ranks. Research has identified a range of factors that affect the retention of women and contribute to the small pool of promotable women. Although the Military Services have made progress in increasing racial and ethnic diversity among servicewomen, there are many areas for improvement. Increasing the number of female role models and mentors could be one way to increase overall diversity. The Committee believes additional research is needed to identify and test strategies and initiatives to expand opportunities and remove obstacles that impede servicewomen of all backgrounds from promoting to top leadership positions in the military.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Written response from DMDC on the percentages of officer and enlisted personnel for each Service branch by rank, gender, race, and ethnicity for 2008, 2013, and 2018 (RFI 1, March 2019)¹¹¹
- Written responses from all the Military Services regarding DACOWITS' analysis of DMDC data related to disparities in gender, racial, and ethnic diversity (RFI 1, September 2019)^{112, 113, 114, 115, 116}

DACOWITS has long been interested in the recruitment and retention of servicewomen. Since 1968 DACOWITS has made more than 60 recommendations to the SecDef on the recruitment and retention of women in the military. However, the Committee continues to observe that women are leaving the military at disproportionately higher rates than men at various career points.¹¹⁷ As the Military Services work to attract more women, the Committee believes the higher rate of attrition will disproportionately affect the opportunities for women to serve in the highest ranks if left unresolved. The reasoning supporting DACOWITS' recommendation for the development and implementation of initiatives to improve female and racial minority female representation at the E-9 and O-7 and above grade levels follows.

Representation of Women in the U.S. Military

The Committee continues to recognize the low representation of women at all levels of the Armed Forces, including the most senior ranks. According to DMDC data, in 2018 women made up 17 percent of active duty personnel across all the Military Services; women's representation increased only 2 percentage points from 2008 to 2018 (See Figure 2.3 in section C.2.d).¹¹⁸ Although the representation of women has continued to increase, progress has been slow. Notably, the Navy increased its proportion of women members by 5 percentage points from 2000 to 2018 compared with slower rates of growth for the Army (1 percentage point), Marine Corps (2 percentage points), Air Force (1 percentage point) and Coast Guard (2 percentage points).¹¹⁹

Despite the unique opportunities that service in the military provides, women have reported greater dissatisfaction with their Military Services and generally have had shorter careers than men.¹²⁰ Their separation from the military was often precipitated by a gender-based experience such as one involving violence, harassment, or the need to provide caregiving, as reported in a recent article from the *Journal of Women and Social Work*.¹²¹ In this study, the reasons cited by female veterans for joining the military were similar to those reported during the 2019 DACOWITS focus groups, including opportunities for education. However, the study authors concluded that gender-based experiences were a common cause for premature separation in servicewomen and suggested multiple points of intervention to potentially mitigate losses. Proposed interventions included addressing violence against women, support following either harassment or trauma, and creating climates more welcoming for servicewomen.¹²²

Factors Contributing to the Minimal Representation of Women Serving at the Highest Levels

DACOWITS believes the lack of recruitment and retention activities focused on women serving in the Armed Forces contributes to the lack of women in senior-ranking positions,

especially women who are racial and ethnic minorities. The Committee perceives current recruiting rates and subsequent low retention rates of women will only exacerbate the low representation of women serving in senior enlisted and flag/general officer leadership positions. The resulting absence of senior women who can serve as role models and/or mentors for more junior servicewomen could diminish future recruitment efforts and further increase attrition. A 2018 journal article by an international scholar of gender and security issues recommended that “every conceivable effort should be put in action to create role models for aspiring female soldiers. . . . This can best be achieved by promoting female soldiers to higher ranking positions within their respective militaries.”¹²³

DACOWITS asked the Military Services to explain the low representation of senior women (E-9 and O-7 and above) and even lower representation of racially and ethnically diverse senior women officers. In response, the Military Services unanimously cited the small population of promotable female officers as the reason for the smaller percentage of female senior officers, with the Coast Guard also attributing the small population to challenges related to female retention as outlined in the findings from the 2019 Improving Gender Diversity study conducted by HSOAC.¹²⁴ Some Military Services acknowledged that retention interventions at lower levels had not been adapted for more senior-level positions, an approach the Committee believes could be shortsighted.^{125, 126, 127, 128, 129}

Although the number of enlisted servicewomen among all the Military Services has increased during the past 10 years,¹³⁰ women are still considered underrepresented within the military, and the presence of women in senior enlisted and flag/general officer ranks remains minimal. Some additional factors contributing to the lack of promotable women follow:

- **Recent opening of combat arms specialties.** The Committee understands that many combat arms specialties were recently opened to women. However, 75–80 percent of all general officers in the Army are in combat arms specialties, and only 23 percent of female officers serve in combat arms.¹³¹ The Committee hopes to see these numbers increase for servicewomen over time as they begin to accumulate the time and experience necessary to reach senior officer ranks in combat arms positions.
- **Personal preference not to be promoted.** A servicewoman may decline the opportunity for promotion to senior officer ranks. When DACOWITS asked the Military Services about female representation at the most senior levels, the Marine Corps responded, “All Marine officers may request not to be considered for slating as a commander, which may further reduce the available promotable population.”¹³²

- **Personal preference to separate from the military.** Certain factors may influence servicewomen to separate from the military earlier in their careers than initially planned. Female veterans who participated in a study by Dichter and True reported challenges such as how they were viewed by male counterparts, experiences with violence or harassment, caregiving needs, and gender discrimination affected their decision to leave the military. Although this study focused on the important perspective of female veterans and factors that influenced their retention and attrition, the authors also reported a dearth of relevant research in this area.¹³³
- **Sexual harassment and gender discrimination.** In the 2018 DACOWITS annual report, the Committee indicated that “despite years of targeted efforts by DoD and the Military Services . . . , gender discrimination and sexual harassment . . . have continued to persist in the ranks.”¹³⁴ Gender discrimination and sexual harassment not only may affect unit cohesion and the overall readiness of the force but also may dissuade women’s continued service in the military.
- **Limited understanding of why women leave the military.** The Committee believes a consistent examination of exit survey data could help inform DoD and Service initiatives to improve the length and quality of servicewomen’s careers. Analysis of robust exit survey data would provide the opportunity to better understand how career progression and promotions as well as family planning and other non-military aspects of a servicewoman’s life affect her retention decisions.
- **Differing interest in some occupational specialties between men and women.** The Committee believes male and female Service members could be drawn to different occupational specialties, which could limit the size of the promotable servicewomen pool in some occupational specialties. During the 2019 focus groups, DACOWITS inquired whether men and women were drawn to the same occupational specialties. In response, participants from most groups said although men and women could be drawn to the same occupational specialties, some career fields attracted members of one gender at a higher rate. Participants described beliefs that women may be more attracted to support roles, face societal pressures to join certain career fields, or be more likely than men to prioritize family roles and pursue careers that require less commitment.¹³⁵

“I guess everyone is different, but [a lot] of specialties are sought out by both [genders] Sure, there are some [occupational specialties] that are highly sought out by one or the other [gender].”

—Enlisted woman

“[Men and women] may be drawn to similar [occupational specialties] but not in the same numbers. . . . [Women] may be drawn to . . . [combat occupational specialties], but not in the same numbers as men.”

—Male officer

Progress and Opportunities for Improvement in Increasing Racial and Ethnic Diversity Among Servicewomen

The Military Services have made progress in increasing racial and ethnic diversity among servicewomen. As shown in Figure 2.3, across the Military Services, women were more racially and ethnically diverse than men in 2018, particularly women in the enlisted ranks. In the Army, one out of two enlisted women in 2018 were racial minorities, and 65 percent of senior enlisted women (E-7 and above) were racial minorities. From 2008 to 2018 the Military Services experienced a 7-percentage-point increase in the number of Hispanic women out of all women and a 1-percentage-point increase in the number of racial minority women out of all women. However, DACOWITS is concerned that racial and ethnic diversity among women at the highest ranks will continue to lag behind that of their male counterparts.¹³⁶ In several Military Services, there was little to no racial and ethnic diversity among women at the highest officer ranks (O-7 and above).¹³⁷

Promising Practices to Increase Diversity

The military has long viewed training as the answer to many education gaps in its workforce and, therefore, might attempt to develop training interventions to address the issue of retention. However, the Committee believes it is important to consider which trainings might improve diversity and inclusion and which might not. According to the previously discussed Harvard Business Review article, researchers found American corporations often employed diversity and inclusion workshops and other mandated trainings as strategies for improving both recruitment and retention of diverse workforces. However, the study also found that in 829 midsize and large U.S. firms, the programs most frequently employed—which included mandatory trainings, testing, and grievance systems—generally made companies less diverse, whereas initiatives such as mentoring programs, self-managed teams, and task forces improved diversity.¹³⁸

Mentoring is one effective strategy for developing future leaders that could increase the number of women and racial minority women in senior officer ranks.¹³⁹

“Young girls need to see role models in whatever careers they may choose, just so they can picture themselves doing those jobs someday. You can’t be what you can’t see.”

—Sally Ride, first American woman in space

Figure 2.3. Changes in Gender, Ethnic, and Racial Diversity by Service Branch
in the U.S. Military: 2008, 2013, and 2018

Women were more racially and ethnically diverse than men in 2018



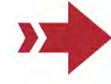
Increase in Diversity From 2008 to 2018

- 2** percentage points increase in the number of women
- 7** percentage points increase in the number of Hispanic women out of all women
- 1** percentage point increase in the number of women who were racial minorities out of all women



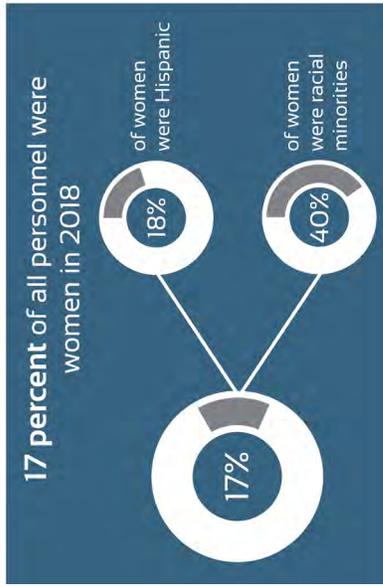
Enlisted

In 2018, the percentage of women who were racial minorities increased with rank across every Service except the Coast Guard



Officers

Across all years, the percentage of women who were racial minorities in the highest ranks (O-7 and above) decreased compared with that in the lower ranks

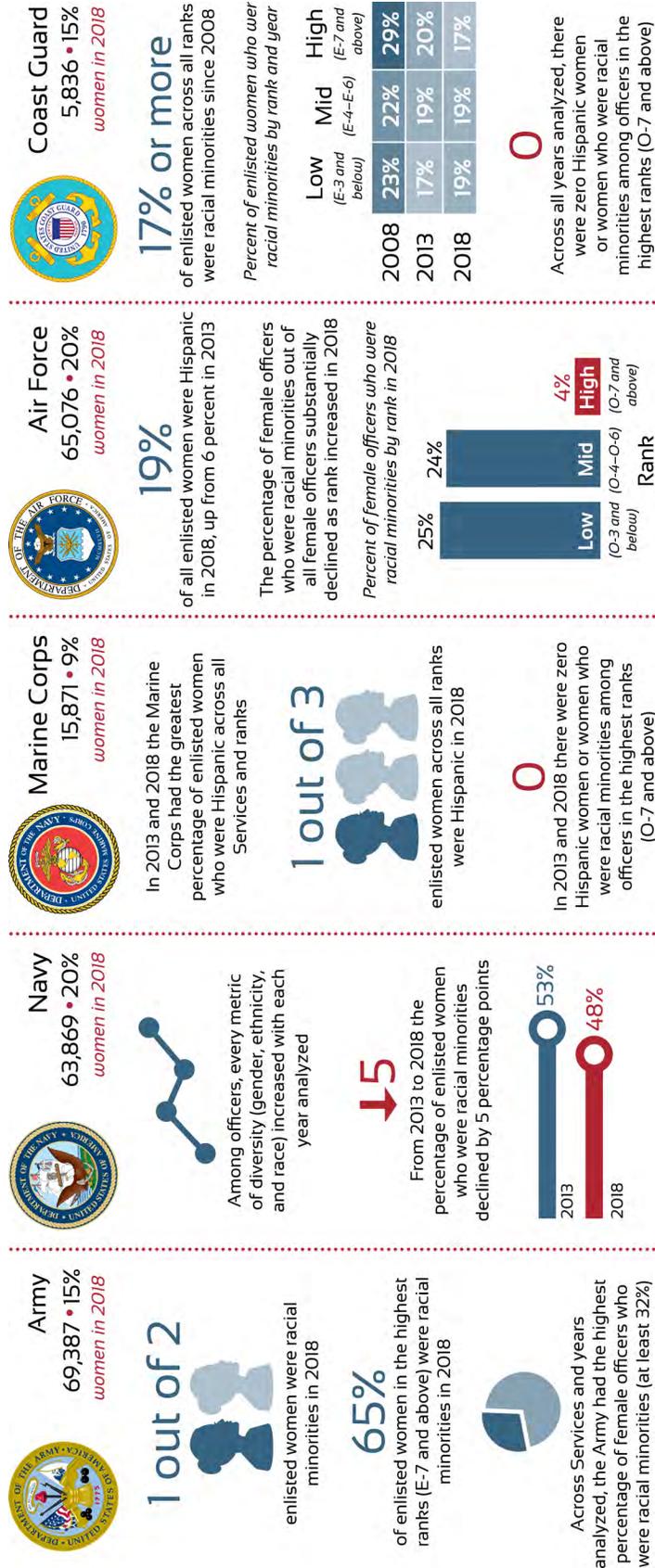


Changes in Gender, Ethnic, and Racial Diversity by Service Branch From 2008 to 2018

Service Branch	Women	Hispanic women	Women who were racial minorities
Army	↑1	↑5	↑1
Navy	↑5	↑1	↑0.1
Marine Corps	↑2	↑13	↓2
Air Force	↑1	↑11	↑2
Coast Guard	↑2	↑5	↓3

Values show change in percentage points from 2008 to 2018 across the following categories for each Service: percentage of active duty personnel who were women, percentage of Hispanic women out of all women, and percentage of women who were racial minorities out of all women.

Figure 2.3. Changes in Gender, Ethnic, and Racial Diversity by Service Branch in the U.S. Military: 2008, 2013, and 2018 (continued)



Ethnicity is defined as Hispanic or non-Hispanic. Women who were racial minorities are defined as women who identified as Black, Asian, American Indian or Alaska Native, Native Hawaiian or Pacific Islander, or those who selected more than one race. Service members who selected an unknown race were excluded from analyses of racial diversity. Warrant officers (W-1 to W-5) were not included in the presentation of findings

Source: Defense Manpower Data Center data on active duty Service members from 2008, 2013, and 2018

The Committee believes that one potential reason for the gender and racial/ethnic disparities in the highest ranks of the military is the lack of mentors available for these groups across the Military Services, and particularly in combat arms.¹⁴⁰ In 2016 DACOWITS recommended mentorship training for all military leaders.¹⁴¹ Evidence supports the critical role that same-sex or same-race mentors may play in influencing military occupation choice.¹⁴² According to the previously discussed study published by the Harvard Business Review, “While white men tend to find mentors on their own, women and minorities more often need help”¹⁴³ from structured mentorship. On average, organizations that value mentorship are significantly more diverse.¹⁴⁴

Mentors are important not only during the course of a Service member’s career but also during the recruitment process. During DACOWITS’ 2019 focus groups, some participants shared perceptions that a lack of female recruiters could dissuade women from joining the military. Female participants consistently reported they were discouraged from pursuing their desired occupational specialties because of their gender, which the Committee believes could ultimately lead to a lack of proper role models and mentors in those specialties.

“There are very few female recruiters out there. It may just be because of the number [of women in the military], but when you want to talk to women who have been in the military . . . , I am sought out [by a lot of female recruits]”¹⁴⁵

—Enlisted woman

It is vital for servicewomen to have mentors they can relate to who can help them navigate their careers and champion their successes. A University of Massachusetts Amherst study about why minority role models matter in science, technology, engineering, and mathematics (known as STEM) found women who were able to identify with female role models enhanced their career perceptions and boosted their confidence.¹⁴⁶ As DACOWITS focus group participants have described, role models and mentors could play a critical part in women’s retention and ascension into the highest enlisted and officer ranks. Participants in DACOWITS 2018 focus groups shared perceptions about the importance of female mentors but also described the lack of women available to serve in this critical role.¹⁴⁷

“I think someone else mentioned that if you have a mentor or someone to look up to, you are more likely to go into that job. We don’t have anyone in the special operations [to look up to] as a female right now.”

—Female officer

"I think I see a lot of similar issues in positions even that were open before. You get a decent number—maybe 18 percent—at lower ranks, but higher up, you see fewer and fewer females. There's almost none. It's kind of an issue everyone talked about already. There are not many women to look up to, and not many that exist, [mainly because] of issues like people have to choose between family [and work]."

—Female officer

"[Women walk] different paths than what men would walk, so having the mentor at a higher level [can] help out and make the road a little [easier] to travel . . . , and we could go as far as having a mentor group. . . . It's just tough for female Service members to deal with everyday issues that [male] leadership might [not] necessarily think about. Sometimes it's just a comfort level. Sometimes younger [female Service members] would rather talk to higher ranking females. Now the other piece is mentorship to navigate the road."

—Male officer

"I had only male leadership once [when we were] with junior female enlisted [Service members], so they had no female leaders or mentors that whole time. . . . In my community, there's still a [strong] desire to have someone who is like them in a position of leadership. . . . Men have so many options for mentors, but women are lucky to have three or four during their career."

—Male officer

The Committee believes continued efforts to identify innovative solutions toward improving the retention of senior servicewomen is warranted, particularly with an emphasis on increasing racial and ethnic diversity in the highest ranks.

Summary

Currently there is low representation of women at the highest levels of military leadership; this is particularly true for women who are racial or ethnic minorities. The Committee believes more work can be done to increase the gender, racial, and ethnic diversity among the top leadership positions in the Military Services. The Committee recommends the SecDef should direct the Military Services to develop and implement initiatives to increase senior female representation as a part of the Total Force, at the E-9 and O-7 and above grade levels, to include emphasis on increasing racial and ethnic diversity at these levels.



An Army paratrooper paints her face in camouflage in preparation for airborne operations onto Juliet drop zone in Pordenone, Italy, May 21, 2019.

Chapter 3

Employment and Integration Recommendations and Continuing Concern

Chapter 3. Employment and Integration Recommendations and Continuing Concern

This chapter presents DACOWITS' 2019 recommendations and continuing concern related to employment and integration. Each recommendation and the continuing concern is followed by a short synopsis of the topic and an explanation of the Committee's reasoning for presenting the recommendation or continuing concern, which is based on its investigation of the topic in 2019. The recommendations and supporting reasonings for physical fitness tests are provided in Section A; the recommendation, continuing concern, and supporting reasoning for gender integration, which includes women in ships and Marine Corps recruit training, is provided in Section B.

Physical Fitness Tests

Recommendation

The Secretary of Defense should conduct a comprehensive, scientific review of height and weight standards as well as body fat measurement techniques and use the findings as a baseline for setting a Department-wide standard for measurement and acceptable levels.

Synopsis

Current body fat guidelines are based on outdated science and result in some female Service members being unfairly evaluated. These unfair standards can have a range of implications, including contributing to bias; unattainable measures for women, especially women of color; and beliefs that women are held to stricter standards than men. Given the breadth of new research, DoD should revisit and reevaluate its current height and weight standards and body fat measures to align them with the current state of the science. Adopting a height and weight standard and body fat measurement technique that is scientifically based on physiological gender differences will more accurately assess the overall health of Service members and further help to address bias in the Military Services because women will be evaluated by a physiologically accurate standard.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on physical fitness tests (PFTs) (December 2018)^{148, 149, 150, 151}
- Briefings from the Military Services on physical fitness training programs (March 2019)^{152, 153, 154, 155}
- Findings from 16 focus groups with Service members on physical fitness assessments (PFAs) (Focus Group Report, 2019)¹⁵⁶

For several years the Committee has been concerned with ensuring that physiological gender differences that exist between men and women do not hinder female Service members' ability to serve. In 2017 the Committee recommended that the newest science on physiological gender differences be used in designing physical fitness training programs.¹⁵⁷ In reviewing the related Department of Defense Instructions (DoDIs) and the Military Services' current standards, the Committee believes this modern science should also extend to body composition and body fat measures related to PFAs. The reasoning supporting DACOWITS' first recommendation on physical fitness tests follows.



Soldiers participate in a combat fitness test at Fort Bragg, N.C., March 15, 2019.

The DoD Physical Fitness and Body Fat Program Guidelines

DoDI 1308.3 (DoD Physical Fitness and Body Fat Programs Procedures) provides guidelines for maintaining physical readiness within the Military Services.¹⁵⁸ The standards as outlined in the instruction are shown in Figure 3.1.

Figure 3.1. DoD Physical Fitness and Body Fat Standards as Outlined in DoDI 1308.3

<p>“Service members shall maintain physical readiness through appropriate nutrition, health, and fitness habits. Aerobic capacity, muscular strength, muscular endurance, and desirable body fat composition, form the basis for the DoD Physical Fitness and Body Fat Programs.”</p>	<p>“Gender-appropriate body fat standards shall not be more stringent than 18 percent for men and 26 percent for women, and shall not be more liberal than 26 percent for men and 36 percent for women, as measured using circumference-based methods.”</p>
	<p>“Establish percent body fat standards using the circumference-based method (body fat calculation equations, measurement sites, and measurement techniques). . . . These body fat equations rely heavily on assessment of abdominal fat, the region of greatest interest to objectives of military fitness and general health standards.”</p>
	<p>“Circumference-based methods are inextricably linked to the military body fat standards. This method has been carefully evaluated against other methods and for applicability to Service members.”</p>
	<p>“The Department of Defense’s height-weight screening table establishes an upper limit [body mass index] of 27.5 and lower limit of 25. Because inappropriately strict weight standards may impair military readiness, no Service shall set more stringent screening weight than those corresponding to a body mass index of 25.”</p>

Source: DoDI 1308.3, 2002¹⁵⁹

The implementation of physical fitness testing and programs and the evidence that supports those practices vary across Military Services. DoDI 1308.03¹⁶⁰ states that the Military Services should measure body fat using only a circumference-based method to ensure uniformity and avoid confusion or perceptions of unfairness. The Military Services primarily use a “taping” technique (i.e., using a tape measure to calculate the circumference of the waist, hips, and other parts of the body) to measure body fat. The Military Services do not use any other physiological or scientifically based measurements of body fat and currently vary in the minimum and maximum amounts of body fat they allow for a passing score. Although cost effective and easy to administer, the “taping” method is not the most scientifically accurate and is particularly inaccurate when measuring the body fat of women and non-White ethnicities.^{161, 162}

Scientific Basis for Current Body Fat Guidelines

Some of the military's standards of height and weight are based on outdated and gender-biased science. The DoD physical fitness guidelines as outlined in DoDI 1308.03 are based on 1984 research and statistical analysis and do not provide alternative measurement methods.¹⁶³ Since this study was conducted, the demographics of the military have changed considerably. The proportion of women has increased in each Service, as has the representation of non-White ethnicities.¹⁶⁴ The height/weight requirements and the standard body fat measurements and methods warrant a review to reflect modern advances in health science, physiology, and improved understanding of ethnic diversity and the impact on athletic activity. A 2012 review of the military physical standards published in the *Journal of Strength and Conditioning Research* revealed the height and weight standards for the Military Services were adjusted based on misperceptions that women's bodies equate to "men with too much body fat" and, therefore, servicewomen necessitated leaner than physiologically appropriate standards.¹⁶⁵ The Committee believes the Military Services' height and weight standards need to be brought into line with the current science.

Implications of Current Body Fat Guidelines

The current body fat guidelines can have a range of implications for servicewomen. The current guidelines may contribute to the following concerns:

- **Experience of unattainable standards for women, especially non-White women.** A 2011 study published in the journal *Obesity* reported sex and race differences in the relationship between waist circumference, body mass index (BMI), and obesity. The study highlighted how the thresholds used to determine obesity for certain body fat measurement techniques (e.g., waist circumference and BMI) did not reflect the same level of fat mass or abdominal obesity for men and women of different ethnicities, most notably between White and African-American men and women. The taping method of measuring body fat is only moderately accurate and is less accurate for women than it is for men.^{166,167} For example, one study on body composition techniques reported that using the same measurements for White and other racial groups may result in erroneous over- or undermeasurements of body fat.¹⁶⁸ Early studies on comparative ethnic groups showed African-American and Polynesian individuals had a lower total BMI and body fat at heavier weights than their White peers of the same height.^{169,170} Recent autopsy research showed that at a given height and weight, non-Hispanic Black individuals had the lowest overall body fat percentage compared with other races.¹⁷¹

- **Unhealthy behavior to meet stringent standards.** A survey of servicewomen from 2002 to 2017 published in the Medical Surveillance Monthly Report found that servicewomen in their 20s had nearly a 30-percent higher rate of eating disorders than their male peers because of continued pressure to meet body composition standards.¹⁷²
- **Gender bias against women.** Expecting servicewomen to meet physical standards based on male physiology can further exacerbate gender bias within the Military Services. One 2001 study published in the journal *Current Opinion in Clinical Nutrition & Metabolic Care* discovered that using measures based on White body types perpetuated biases and preferences for using White individuals as the marker for others.¹⁷³

Service Member Perceptions About Height, Weight, and Body Fat Standards

Participants in DACOWITS focus groups from 2015 to 2019 expressed concerns about the fairness of height and weight standards and body fat measures based on White male physiology (see Figure 3.2).

Opportunities to Incorporate New Science Into Policy

DoDI 1308.3 directs the Military Services to use “emerging science” to inform their physical fitness testing programs.¹⁷⁴ DACOWITS believes the Military Services should incorporate updated science and research into the determination of height, weight, and body fat standards. For example, research has shown that women are not simply “smaller men” or “men with more body fat”¹⁷⁵ but absorb fat at different rates and metabolize fat-soluble vitamins in different ways.¹⁷⁶ The Committee has learned about the impact that iron deficiencies, more common among women than men, can have on health.¹⁷⁷ Other research has shown that women undergo different physical changes than men to adapt to endurance-related activities. A December 2017 briefing by the Chief of the Air Force Exercise Science Unit highlighted that as women train to do tasks that require more muscle bulk and endurance, their body composition must adjust to account for such things as carrying heavier loads or lifting heavier objects.¹⁷⁸ This implies that for a given height, a woman in a more physically intensive job must maintain a higher weight.

Figure 3.2. DACOWITS Focus Group Participant Perspectives Surrounding Height and Weight Standards and Body Fat Measures



Source: Focus Group Report, 2019¹⁷⁹; 2018¹⁸⁰; 2017¹⁸¹; 2015¹⁸²

Other research being conducted by the Air Force may provide insights that better account for the physiological gender differences in a way that better meets DoD's intent of assessing overall health; examples follow:

- **Physical testing protocols that can be used by both men and women.** A June 2017 briefing from the Air Force to the Committee¹⁸³ highlighted how the Air Force was developing a method by which one physical testing protocol could be used by both men and women. By performing a diverse set of tasks, assessors were able to account for an individual's relative strengths and weaknesses to obtain an accurate measure of physical fitness. In a December 2018 briefing, the Air Force showed how the proposed testing battery had similar reliability in predicting male and female fitness.¹⁸⁴
- **Predictor of fitness.** The Air Force is developing scoring based on this testing battery and is generating a maximum oxygen uptake-based measure to create a "fitness to fatness" ratio that may predict both current fitness and future risk on injury more accurately.¹⁸⁵

Although still in its testing phase, this emerging science being developed by the Air Force holds promise for the basis of standards that meet the DoDI intent.

Summary

The Military Services' body fat guidelines are based on outdated science and can contribute to unfair evaluations for some Service members. Updating body fat measurement techniques and height and weight standards to align with current science could help the Military Services address aspects of gender bias in these measurements. Therefore, the Committee recommends the SecDef should conduct a comprehensive, scientific review of height and weight standards as well as body fat measurement techniques and use the findings as a baseline for setting a Department-wide standard for measurement and acceptable levels.

Recommendation

The Secretary of Defense should direct the Military Services to implement a holistic, preventative health screening, conducted by medical professionals, as part of the overall physical fitness assessment and provide access to uniform and consistent health and nutritional counseling as part of their physical fitness programs.

Synopsis

Current PFAs are not uniform or standardized in assessing the holistic health and wellness of Service members and do not include consistent access to nutritional resources. Preventative health screenings will allow the Military Services to facilitate the long-term health of all Service members, therefore enhancing unit readiness. Participants in DACOWITS 2019 focus groups perceived that the current PFAs were inadequate at assessing overall health. There is an opportunity to enhance the overall health, wellness, and readiness of the force by introducing a more comprehensive approach to assessing physical fitness and health that includes preventative health screenings and increased access to nutritional resources.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on PFTs (December 2018)^{186, 187, 188, 189}
- Briefings from the Military Services on physical fitness training programs (March 2019)^{190, 191, 192}
- Findings from 16 focus groups on PFAs (Focus Group Report, 2019)¹⁹³

DACOWITS continues to be interested in PFAs and their ability to properly assess Service members' comprehensive health throughout their military service. In 2016 the Committee studied the role physical fitness standards had on recruitment and recommended Service-wide adoption of the Air Force methodology and medical research surrounding body fat determination. In 2017 the Committee investigated physiological differences between men and women and the implications for training to help Service members meet their physical occupational standards; the Committee then recommended the SecDef require all Military

Services to use scientifically supported physical training methods and nutritional instruction to allow for gender-specific approaches toward achieving the same standards. DACOWITS continued its study in 2019 with a focus on PFAs. Although the Military Services do monitor the physical readiness of their members, the Committee believes more can be done to improve the assessments and ensure they are designed to measure overall health. The reasoning supporting DACOWITS' second recommendation on PFAs follows.

The Need for an Improved Measure of Service Members' Overall Health

Maintaining a healthy force is a crucial component of protecting our Nation's security. As women are stepping into new roles in the military, DoD remains focused on ensuring all Service members, both men and women, are healthy. The purpose of the physical fitness guidelines according to DoDI 1308.3 is illustrated in Figure 3.3. Current physical fitness tests focus on a Service member's ability to perform certain strength and endurance tasks and meet height, weight, and body fat standards and yet do not fully evaluate overall health and wellness.

Figure 3.3. Purpose of PFAs as Outlined in DoDI 1308.3



“Enhance fitness and general health/injury prevention to promote combat readiness”

Source: DoDI 1308.3, 2002¹⁹⁴

Nutritional counseling, for instance, is frequently used as a remedial or punitive measure for failed physical fitness tests rather than a proactive tool to promote Service members' overall health. Being truly healthy requires more than the ability to perform specific tasks, and many health issues can be uncovered only by a holistic screen performed by a trained medical professional.^{195,196,197,198} Ensuring that the PFA is a true measure of health and that nutritional tools are incorporated in the assessment will enhance individual and unit readiness; promote holistic wellness; and help ensure that all Service members, to include women, remain healthy throughout their careers.

Importance of Preventative Health Screenings to Detect Health Risks

Men and women show signs of illness differently. When individuals experience poor health in their twenties, it can have long-term health consequences; this is especially true for women. In a 2003 long-term study of smokers, Limburg and colleagues found early exposure to tobacco smoke had a greater impact on women's likelihood of developing cancer later in life than men.¹⁹⁹ They also found the biological markers for early-onset signs of disease were different for women than men. Such markers would not be caught in a traditional PFT and require medical screening for early detection and treatment.

The National Center for Chronic Disease Prevention and Health Promotion described how chronic, preventable diseases such as cardiovascular disease, cancer, and type 2 diabetes are the leading cause of death and disability in the United States. Many of these diseases are caused by a small set of risk behaviors such as tobacco use, poor nutrition, and alcohol use accumulated over time. Poor overall health among Service members can directly affect military readiness. In addition to overall wellness, health choices made in early adulthood can have a lasting impact on health, wellness, and the ability to complete tasks required for a successful military career. Some health risk behaviors can lead to long-term health effects that could affect servicewomen's ability to do their jobs. Ensuring members of our military are healthy on a holistic level could also help reduce our military and national healthcare costs; chronic diseases (including those that can be detected early or prevented) are the leading contributor to the Nation's \$3.3 trillion in annual healthcare costs.²⁰⁰

Early detection of such health risks is essential to ensure all Service members remain fit and able to serve. Incorporating a more holistic assessment of health—to be conducted by a medical professional—into the physical fitness program and assessment could bring multiple benefits to the Military Services. Such a change could promote wellness, enhance Service member health education, reduce injuries and illness, and ensure early identification and intervention for individual health issues.

Improving Access to Nutrition and Physical Fitness Training Resources

In addition to improving assessments of overall health through a preventative medical screening, the Committee is concerned about the availability and consistency of nutritional resources for Service members. Proper nutrition is important for overall health and is essential for long-term bone and muscle health in women.²⁰¹ Consistent access to nutrition education and physical fitness training is essential for servicewomen's long-term performance and, ultimately, unit readiness. In briefings from March 2017, June 2017, December 2018, and March 2019, the Committee learned access to nutritional advice and

military physical fitness trainers was inconsistent and varied greatly across the Military Services, as did the purpose of nutrition and fitness trainers and the way these individuals were utilized (see Table 3.1).^{202,203,204,205,206,207,208,209,210,211,212,213,214,215, 216}

Table 3.1. Examples of Physical Fitness and Nutritional Resources by Service

Service	Resource	Description
Army	Army Master Fitness Trainers	Army Master Fitness Trainers apply the fundamentals of performance nutrition as part of executing the unit’s physical readiness training program. ²¹⁷
Navy	Command Fitness Leaders	Command Fitness Leaders (CFLs) have a basic understanding of nutrition resources to provide general guidance to Service members. The CFL has an important role in making referrals to nutrition experts. CFLs do not provide diet plans, recommend calorie intakes, or provide nutrition counseling. The Navy’s Nutrition Resource Guide provides available and credible nutrition resources for Sailors to utilize to develop their individual plans. ²¹⁸
Marine Corps	Force Fitness Instructors	Force Fitness Instructors educate their units on injury prevention techniques and general nutrition. They also leverage additional resources and capabilities to meet the unit’s fitness requirements. ²¹⁹
Air Force	Unit Physical Fitness Training	Unit physical fitness training is led by trained unit personnel. ²²⁰
	Fitness Improvement Program and Military OneSource Health Coaching	Online and telephone support is required for members who fail physical fitness tests. ²²¹
	Better Body Better Life	This in-person course is available at a few bases; it focuses on weight loss and healthy lifestyle, nutrition, and behavioral change. ²²²

The disparity in access to nutritional and physical fitness training is noticed by Service members. During DACOWITS’ 2019 focus groups, Service members were asked to share their perspectives about nutrition, health, and wellness training as it related to their ability to maintain overall health and readiness. Participants expressed a desire for counseling and physical fitness training as something that would benefit their health maintenance and ensure long-term operational readiness. However, these resources may be inconsistently available to Service members, primarily serving as remedial programs to support individuals who fail a PFA. Participants also revealed that access to nutritional programs and training facilities varied greatly from installation to installation, making it difficult to maintain a healthy lifestyle throughout one’s time in service. To address their concerns, participants in

many groups provided suggestions such as improving access to nutritionists or nutritional classes, including the opportunity to build a customized meal plan; increased access to fitness facilities (e.g., a 24-hour gym); or healthier food options in dining halls and vending machines.²²³

Ensuring that Service members remain healthy and fit for service is important, especially given that more and more youth in the United States have been found to be unfit for service as a result of obesity or other health problems.²²⁴ DACOWITS believes that more consistent access to health and nutritional tools will help ensure that those who do choose to continue to serve remain fit for service.

Perceived Ineffectiveness of Current PFAs

Some participants in DACOWITS' 2019 focus groups felt the assessments were not holistic and did not accurately measure Service members' health. Participants in most groups believed PFAs were ineffective at measuring the health of Service members.

"So overall, [the PFA is] not that effective, but that doesn't change by gender."

—Enlisted man

"[The PFA] equally does not measure physical health."

—Female officer

"I think for both, male and female, [the PFA components] don't capture whether you are actually in excellent condition."

—Male officer

"It's just not effective."

—Enlisted woman

Some Service members saw the lack of a medically focused assessment as testament to the incomplete nature of the assessment. Participants in some of the groups noted the current PFA did not account for health conditions that could positively or negatively affect one's health. Focus group participants also noted the PFA did not measure health and was a poor indicator of physical fitness because it was possible to pass the PFA despite living an unhealthy lifestyle.

"You could eat horribly and still do very well on this test. It does not mean you're healthy. If I eat . . . fast food daily but still make assessments, it means I test well."

—Enlisted man

"I have consistently run first-class [PFA]s, and my blood pressure is through the roof still."

—Male officer

"You have to train for the specific components. Overall fitness has nothing to do with that. An Olympic swimmer who cannot run might not pass. If you have not trained for that specific task, you may not be considered fit by [Service] standards."

—Female officer

"You can see [Service member]s with drinking problems who do well on the [PFA]. They are liquored up, [but] they can knock it out of the park with a great [PFA] score. You cannot rely on that score to say that they are all physically fit and that they are doing well [and] that their wellness is good. That's my opinion."

—Male officer

"Just because I can run a [PFA] doesn't mean that I'm not depressed or anxious or that I don't have high cholesterol. The only other thing we do is height and weight. You don't have to go get a medical screening in conjunction with the physical fitness test..."

—Male officer

Summary

The Military Services' current PFAs are inconsistent in assessing Service member health and wellness. The Committee believes that implementing preventative health screenings as part of PFAs will allow the Military Services to improve unit readiness by improving the overall health of the force. To enhance overall health and wellness, the Committee recommends the SecDef should direct the Military Services to implement a holistic, preventative health screening, conducted by medical professionals, as part of the overall physical fitness assessment and provide access to uniform and consistent health and nutritional counseling as part of their physical fitness programs.

Recommendation

The Secretary of Defense should publish and disseminate a standard statement to clarify the difference between the purpose and uses of the general physical fitness test (overall fitness) and the purpose and uses of the occupational physical testing (fitness for a particular career field).

Synopsis

DoD guidelines dictate that the purpose of the PFA is to test for overall Service member health. The purpose of the occupational standards assessment, however, is to test an individual's ability to physically perform the duties of his or her job. Service member misperceptions about the purpose of the PFA persist, and there are opportunities for DoD

and the Military Services to improve communications to address these misunderstandings. The Committee believes the SecDef should clarify the purpose and utility for the PFA compared with those for occupational physical tests to help ensure Service members accurately understand the differences between these standards.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on PFTs (December 2018)^{225, 226, 227, 228}
- Briefings from the Military Services on physical fitness training programs (March 2019)^{229, 230, 231, 232}
- Findings from 16 focus groups with Service members on PFTs (Focus Group Report, 2019)²³³

DACOWITS remains interested in PFA policies as they enforce an important component of force readiness. In 2016 the Committee examined physical fitness standards and their impact on recruiting women into the Military Services. As a result that same year the Committee recommended the SecDef educate military personnel and the public on the difference between occupational standards and physical fitness standards.²³⁴ In 2017 the Committee examined physical standard protocols and nutritional programs and recommended that all Military Services use scientifically supported physical training methods and nutritional regimens allowing for gender specific approaches towards the achievement of the same occupational standards.²³⁵ The reasoning supporting DACOWITS' third recommendation on physical fitness tests follows.

DoD Requirements for Military Services' PFAs

According to DoDI 1308.3,²³⁶ each Service is to design a PFA that determines its members' general level of aerobic and muscular fitness on an annual basis to maintain mission readiness and mitigate future risks of physical injury. To determine appropriate measures for assessment, the DoDI instructs the Military Services to consult emerging training methodologies and scientific learnings. The Military Services currently employ a combination of aerobic activity and muscular endurance to test fitness (see Table 3.2).

Table 3.2. PFAs by Service as of March 2019

Name	Frequency	Elements
Army²³⁷		
Army Physical Fitness Test ²³⁸	Biannual	<ul style="list-style-type: none"> ▪ 2 minutes of pushups ▪ 2 minutes of situps ▪ 2-mile run ▪ Height and weight assessment conducted concurrently
Army Combat Fitness Test (new test with a tentative implementation date of October 2020) ²³⁹	To be determined, likely biannual	<ul style="list-style-type: none"> ▪ Gender- and age- neutral test: ▪ 3-repetition max deadlift ▪ Standing power throw ▪ Hand-release pushup ▪ Sprint drag carry ▪ Leg tuck ▪ 2-mile run
Navy²⁴⁰		
Physical Readiness Test (PRT)	Biannual	<ul style="list-style-type: none"> ▪ 2-minutes of pushups ▪ 2 minutes of situps ▪ 1.5-mile run ▪ Toe touch
Body Composition Assessment (BCA)	Biannual	<ul style="list-style-type: none"> ▪ Height and weight assessment conducted concurrently
PFA	Biannual	<ul style="list-style-type: none"> ▪ Composed of the PRT and BCA
Marine Corps²⁴¹		
PFT	Annual	<ul style="list-style-type: none"> ▪ Push-ups or pull-ups ▪ Crunches ▪ 3-mile run ▪ Height/weight assessment conducted concurrently
Combat Fitness Test (CFT)	Annual	<ul style="list-style-type: none"> ▪ 880-yard sprint ▪ 30-pound press ▪ 300-yard shuttle run ▪ Height/weight assessment conducted concurrently
Body Composition Program	Biannual	<ul style="list-style-type: none"> ▪ Marines who receive a high score on both the PFT and CFT are exempt from weight and body fat limits per Marine Corps Order 6110.3
Air Force²⁴²		
PFT	Biannual (Annual for Airmen who receive a high score)	<ul style="list-style-type: none"> ▪ 1 minute of pushups ▪ 1 minute of situps ▪ 1.5-mile run ▪ Abdominal circumference

The scores for each of the Military Services' existing PFAs are age- and gender-normed, acknowledging the differences in fitness by gender and age.

Difference Between Physical Fitness and Occupational Standards Assessments

DoDI 1308.3 states, "PFTs assess Service-wide baseline generalized fitness levels and are not intended to represent mission or occupationally specific fitness demands."²⁴³ Indeed, the components of the PFAs listed in Table 3.2 can be used as health measures but are not tied to specific occupational standards. Tests to measure overall fitness are designed to differ from the gender-neutral occupational standards mandated in the 2015 National Defense Authorization Act (NDAA). Occupational standards, on the other hand, are intended "[to] (1) accurately predict performance of actual, regular, and recurring duties of a military occupation; and (2) are applied equitably to measure individual capabilities."²⁴⁴

During DACOWITS focus groups conducted over the past several years, the Committee has become aware of a common misunderstanding among Service members about the purpose of the PFA and how it differs from occupation-specific testing. Participants in the focus groups shared a common belief that because the PFA is gender- and age-normed, occupational standards may be lower for women than men.

Persistent Service Member Misperceptions About the PFA

In 2015 and 2016, when focus group participants were asked about women's integration into previously all-male units, the PFA was cited as a factor that could negatively affect the integration process, especially for women.^{245,246} Participant misperceptions regarding the perceived lowering of standards were also voiced in focus groups held in 2017 and 2018.

"... Part of the reason the guys harbor resentment is because women are treated differently. ... Women are not treated the same and will not be if we are going to lower standards just to make sure there are more women."

—Senior enlisted woman, 2015

"... Don't just let women in and make a quota; if the females that go to these schools are held to the same standards . . . , then it's good."

—Junior enlisted woman, 2015

"When they were integrating, they were like, 'Standards are going to go low,' and I've heard men in our unit talk about [physical fitness] standards, and they are jealous, like, 'The females have low standards, and I want that.'"

—Junior enlisted woman, 2016

"Are we going to [lower] the physical training standards so we can say we have the first female [special operations unit] team, or do we want to make everyone able to pass the same standards so they can do the job correctly? There are plenty of males who can't pass those standards."

—Senior enlisted man, 2017

"Part of the bigger problem is that it feels like the [Service] picks and chooses where women are equal. . . . If you want to have the same standard, you can't pick and choose."

—Senior enlisted woman, 2018

Many participants in 2019 emphasized the significance of ensuring women could meet the same standards as men and felt standards were going to be or had already been lowered for women in newly integrated units or positions. As a result of this perception, participants reported that the accomplishments of some women in these fields were undermined. These beliefs were held by both men and women.²⁴⁷

"Don't change the standards. Don't lower the standards. They're the standards for a reason. People need to rise to those standards."

—Male officer

"I have been putting together a package for [a previously closed position]. There is the physical standard for the physical assessment, but for a female, you have to completely blow it out of the water. If you can just keep up with the guys, they don't want you there. You have to go past the guys. If you're just meeting the standard, the instructors don't want you there."

—Enlisted woman

"[About a recent female graduate, men say], 'They made it easier for her.' They try to discredit it."

—Enlisted woman

When asked about the purpose of the PFA, participants commonly cited "combat readiness." Even when moderators stated the purpose of the PFA was to "assess a Service member's fitness level as it relates to general health and wellness,"²⁴⁸ the PFA was still more frequently linked with "combat" than "health."²⁴⁹

"[The PFA ensures] combat readiness, essentially, and if you're not capable to perform your job, then it's not good. . . . It's frowned upon."

—Enlisted man, 2019

This lack of understanding and the resulting belief that women are not performing at the same level as men can negatively affect gender integration.²⁵⁰ Without effective communication, this perception gap will persist.

Misperceptions about the differing role of PFAs and occupational standards tests are also held by members of the public. Since all occupations were opened to women, a public debate has arisen about what “equality” for women in the military truly looks like.²⁵¹ Much of this debate has centered on physical ability. For instance, the Wall Street Journal published an op-ed in 2019 titled “Women Don’t Belong in Combat Units” with the subtitle “The military is watering down fitness standards because most female recruits can’t meet them.”²⁵² In this article, the author relied solely on anecdotal information and speculation about lowered standards for women, not science behind the tests or actual occupational standards. The author also cited gender-normed PFA scores as evidence that women were not held to the “same standard” as men with regard to their training and readiness.²⁵³

Articles that mischaracterize the purpose of the PFAs can influence public perceptions and foster Service members’ misunderstanding. For example, responses by male Soldiers to the Army’s Gender Integration survey indicated that “lower physical standards” were the predominant result of integrating women into combat units. In a 2018 analysis of the survey, researchers connected different physical assessment standards to a belief that women are “weaker” than men despite having to complete the exact same activities to qualify for the Infantry occupational specialty.²⁵⁴

Misunderstanding of the PFA and the purpose of gender- and age-normed standards can also affect the way male Service members perceive their female counterparts. Many participants in DACOWITS’ 2019 focus groups believed women received special treatment with regard to physical fitness standards. When looking back on their decisions to join the military, some participants described feeling discouraged from joining because of either the perception that there was differential treatment or an expectation to meet unrealistic standards.

The Need for Clear Communications Surrounding Physiological Difference as a Basis for the PFA

Gender-normed physical fitness standards are based not on women being “weaker” but on a reflection of physiological gender differences between men and women as they relate to overall health and well-being. As noted in the 2017 DACOWITS report, these physiological differences between men and women are seen in areas such as balance, strength, oxygen uptake, and muscular endurance.²⁵⁵ Therefore what qualifies as “overall health” for a woman is measured differently than for a man. Given that the PFA aims to assess overall well-being, it is important that the Military Services effectively and efficiently communicate the purpose of this test and the fact that these standards are based not on female Service members being weaker than their male counterparts but on the physiological differences between genders. It is also critical that Service members better understand the differences

in purpose between the PFA and occupational testing, which focuses on one's ability to perform job functions, regardless of gender. Clear communication on this issue can help address misunderstandings.

In addition to communicating about the purposes of the PFA and how it differs from occupational testing, the Military Services should communicate about the foundational science used to develop the tests. As of 2019 the PFA is still age- and gender-normed, whereas standards for various occupations are gender neutral and based on job-specific tasks. In its 2017 and 2018 annual reports, the Committee recommended that the Military Services take physiological gender differences into account when developing these tests and training Service members to meet the requirements.^{256,257} The findings from DACOWITS' 2019 focus groups highlighted a further need for effective communication on this science.

Summary

DoD guidelines clearly differentiate between the purpose and use of the PFA and occupational standards assessments. However, there are widespread misperceptions among Service members about the differences between these assessments. To correct these pervasive myths, the Committee recommends the SecDef should publish and disseminate a standard statement to clarify the difference between the purpose and uses of the general physical fitness test (overall fitness) and the purpose and uses of the occupational physical testing (fitness for a particular career field).

Gender Integration

Women in Ships

Recommendation

The Secretary of Defense should establish strategic-level oversight within the Navy and Marine Corps to maximize opportunities for women to serve on ships while meeting strategic Service needs.

Synopsis

The demographics of the Navy and Marine Corps are changing as the number of women joining the Military Services increases. Despite improvements, the Committee is still concerned about the way berthing is assigned and whether female Service members have

equal access to sea-bound positions. A substantial number of female Service members are denied sea duty assignments because of limited rack availability. This factor can negatively affect these individuals' career progression. The Navy has asserted all ships will be "gender neutral" by 2025. The Committee is encouraged by this and believes it is crucial to ensure that there is appropriate oversight and that berthing arrangements meet the needs of the changing force.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Navy and Coast Guard on integrating ships that were previously closed to women and plans to expand opportunities for women at sea (March 2019).^{258, 259, 260}
- A briefing from the Marine Corps on Marine Corps assignments to Navy ships (March 2019).²⁶¹
- A written response from DMDC on the numbers and percentages of officer and enlisted personnel for each Service, broken down by rank, gender, race, and ethnicity (March 2019).²⁶²
- A written response from the Navy on rack availability for women on Navy ships (September 2019).²⁶³
- A written response from the Navy on the number of female Minemen, number of billets on a ship that have Minemen billets, and attrition rate for enlisted Minemen (September 2019).²⁶⁴

DACOWITS first made a recommendation regarding women in ships in 1984 when it recommended that the Office of the Secretary of Defense study amendments to policies permitting women to serve on combat support ships and be transported to combat theaters by ship.²⁶⁵ During the past 35 years, the Committee has continued to recommend DoD increase women's opportunities to serve aboard ships. The Committee remains concerned about the unintended consequences of a delayed gender-neutral ship production schedule, the ongoing legacy of limited female berthing availability, and women's assignments on commissioned ships. The reasoning supporting DACOWITS' recommendation on women in ships follows.

Progress Toward Women's Integration on Ships

The seagoing Military Services are making significant progress in providing berthing space for women on ships. However, the consistent availability and adequacy of space for some military occupations remains a challenge. The Committee has long been concerned about ensuring that neither facilities nor station assignments hinder servicewomen's career progression, yet despite improvements in opportunities for women, according to focus group feedback, some women are told space is not available for them to fulfill their sea duty obligations. The Committee is encouraged that the Navy is moving toward gender-neutral berthing configurations on new ships and is committed to making all ships gender neutral by 2025.²⁶⁶ However, the Committee is concerned about the level at which rack assignment is being conducted. To ensure women are not hindered in their careers, DACOWITS believes the assignment of women to ships should be conducted at the strategic level.

For the seagoing Military Services, many occupations require Service members to have time aboard ships to be eligible for promotion. For example, to progress as a boatswain mate, a sea tour is required during the first 3 years of service to remain eligible for promotion.²⁶⁷ Given that all occupational specialties are now open to women, and the numbers of women are increasing across career fields,²⁶⁸ ensuring rack availability at sea is vital for servicewomen's continued career progression and integration into the Naval services.



Sailors use a hose during damage control training aboard the USS McCampbell in the Philippine Sea, June 26, 2019

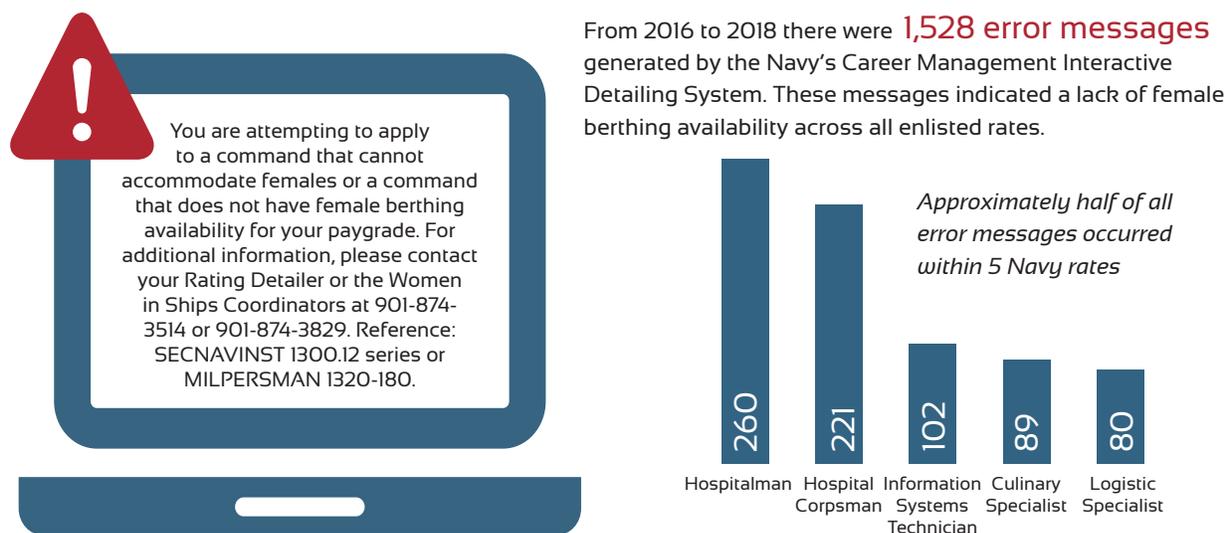
Decisionmaking Authority for Implementing Women’s Integration on Ships

Decisions about the configurations of berthing spaces on ships and, therefore, the number of berthing spaces available to women are currently made by the ship’s commander and command master chief.²⁶⁹ Although the Committee recognizes the tactical importance of a ship’s commander having control over the logistics of the ship, commanders do not have oversight over Navy personnel management at a strategic level. It is, therefore, necessary for strategic-level oversight to ensure rack assignments at sea do not interfere with strategic Naval plans or women’s careers.

Limited Access to Sea Duty Billets for Women

Throughout the Navy, when a female Service member is denied a sea duty assignment because of limited rack availability, she receives a message in the Career Management Interactive Detailing System. As shown in Figure 3.4, female enlisted personnel in the Navy received more than 1,500 error messages between 2016 and 2018; women in certain rates were more likely to be affected by limited rack space.

Figure 3.4. Career Management Interactive Detailing System Error Message Issued from 2016 to 2018 to Indicate Lack of Rack Space, and Number of Error Messages Generated Overall and by Enlisted Rate



Source: U.S. Navy, 2019²⁷⁰

In February 2016 the average number of times a Sailor received this message was 33 per monthly cycle, with an average of 19 discrete Sailors being affected every month. It is important to note that a given Sailor could apply for more than one command and could have received an error message from multiple commands.²⁷¹ Since September 2017 the average number of messages received has been 80, with an average of 53 unique Sailors receiving the error message per cycle. This averages to 40 messages per month and 26–27 discrete Sailors per month receiving notification that a command cannot accommodate them because of a lack of available rack space for women.²⁷²

Impact of Lack of Rack Space on Servicewomen's Careers

Researchers from RAND have noted that lack of rack space is linked to hindered career progression for servicewomen,²⁷³ and the potential for lack of space has been used as a rationale to keep some ship types closed to women.

In 2008 the Navy commissioned its first littoral combat ships (LCS). One of the missions of the LCS includes counter-mine measures, and the Navy's intent was to replace mine countermeasure ships (MCM) with LCS. The LCS was designed as a gender-neutral ship, which would allow for more flexibility in assigning women to these vessels. In 2015 the Secretary of the Navy recommended restricting the assignment of enlisted women on three classes of ships scheduled to be decommissioned, including frigates, MCM, and patrol crafts. These ships had never previously been configured to embark female enlisted Sailors. The Navy determined it would be inefficient to reconfigure these ships given that the new LCS, which would take over the missions of many of these ships, were designed to be gender neutral. However, in recent years there have been changes to these decommissioning schedules.²⁷⁴ The delay in the commissioning schedules of the new gender-neutral surface ships and submarine platforms also requires the ships previously scheduled for decommissioning to remain in service. The Navy currently does not prioritize assignments on LCS by gender,²⁷⁵ and the LCS do not currently have any enlisted women aboard.²⁷⁶

One example of the consequences of lack of strategic level oversight of rack at sea availability is the Minemen rating (MN). The Navy career progression guidance for MN notes that between the second and fifth years of service, Sailors with the MN rating are required to do an at-sea tour, preferably on an MCM or LCS.²⁷⁷ In 2007 attrition of female E-3 and E-4 MN was more than double that of their male counterparts.²⁷⁸ Because MCM did not embark women, this led to a lack of rack space at sea for female enlisted personnel. In turn it is likely that these women were not able to complete the sea tour required for promotion within their ratings. In accordance with Navy guidance, MN need a minimum of three sea tours to reach the E-7 rank.²⁷⁹ With the decommissioning of the MCM ships stalled and

the LCS ships yet to embark female MN, there is concern that without sufficient oversight, women will be denied career progression opportunities. Table 3.3. presents the number of enlisted Minemen by gender and year for 2007, 2012, and 2018.

Table 3.3. Number of Enlisted Minemen by Gender and Year

Enlisted Rank	Female			Male		
	2007	2012	2018	2007	2012	2018
E-1	2	2	0	7	11	41
E-2	3	1	4	58	54	51
E-3	2	4	16	69	169	123
E-4	10	12	12	166	200	205
E-5	7	9	12	169	123	188
E-6	15	11	11	158	124	193
E-7	1	2	4	88	106	117
E-8	4	0	0	36	42	44
E-9	0	0	0	5	4	5
Total	44	41	59	756	833	967

Source: U.S. Navy, 2019 ²⁸⁰

Structural limitations, such as rack availability, should not hinder the promotion of otherwise qualified Service members, yet they may be a contributing factor in both attrition and lack of promotion. In a 2019 study conducted by the Coast Guard—another Service that also requires time at sea for promotion—limited rack space at sea, both real and perceived, was noted as a hindrance to women’s retention, promotion, and operational effectiveness. A key recommendation from this study was to update and centralize the personnel management system to ensure total-force oversight in assigning berthing at sea and ensuring flexible ship design to account for a changing force.²⁸¹ The Navy and Marine Corps face similar challenges and could also benefit from more centralized oversight and creating solutions to berthing.

Need for Increased Oversight

DACOWITS is concerned by the large number of female Sailors who have not been able to obtain a billet at sea because of limited rack availability. In March 2019 the Navy indicated during a briefing to the Committee that it was transitioning to gender-neutral berthing spaces, which should result in more opportunities for women at sea.^{282, 283} However, according to the Navy, the most common method of assigning rack space is based on the previous command’s configuration. With the increasing number of female Sailors entering

sea-bound Military Services, relying on the historic legacy of rack configuration is unlikely to be the best method for assigning rack spaces. Greater oversight of rack availability and assignments of female Sailors may help ensure the new gender-neutral capability is leveraged to its maximum efficiency for both career progression and strategic mission.

The Committee is also concerned by the lack of oversight for Marine Corps assignments. Since the 1990s when the combat aviation exclusion for women was lifted, female Marines have been assigned to Marine Expeditionary Unit (MEU) detachments. The general approach followed for these assignments is that if the MEU ships are configured to accommodate women, women may serve on the MEU detachment.²⁸⁴ Only 5 percent of the active duty MEU personnel are female, and currently, there is no official oversight to ensure women's assignments on MEU detachments.²⁸⁵ The Committee believes the Marine Corps should also ensure the gender-neutral configuration of ships is leveraged to meet strategic personnel and operational goals of the service.

Summary

As the number of women joining the Military Services increases, the Committee remains concerned about the way berthing is assigned and whether women have equal access to sea-bound assignments. Although the Navy has plans to make all ships "gender neutral" in the coming years, berthing assignment processes must receive appropriate oversight to ensure servicewomen have the same access to sea duty assignments as their male counterparts. The Committee recommends the SecDef should establish strategic-level oversight within the Navy and Marine Corps to maximize opportunities for women to serve on ships while meeting strategic Service needs.

Marine Corps Recruit Training

Continuing Concern

Marine Corps Recruit Training

Synopsis

In 2019 DACOWITS has continued its study on gender integration within recruit training and is repeating its 2018 continuing concern regarding Marine Corps recruit training. Full gender integration across military occupations and positions relies on integration at all levels of training. DACOWITS believes initial training is foundational to Service members' readiness. However, the Marine Corps is currently the only Service that does not implement full gender

integration during recruit training; women are not incorporated into each recruit training battalion. Although the Committee is encouraged by the Marine Corps' movement toward integration, it continues to encourage and will monitor further efforts to integrate recruit training.

Reasoning

Introduction

To inform this continuing concern, DACOWITS collected information from one data source during the past year. The following primary source is available on the DACOWITS website:

- Briefing from the Marine Corps on the status of its gender-integrated recruit training (September 2019)²⁸⁶

DACOWITS is repeating its 2018 continuing concern related to Marine Corps recruit training. The Committee first began to study gender integration and recruit training in 1988. The reasoning supporting DACOWITS' continuing concern on Marine Corps recruit training follows.

Lack of Gender-Integrated Recruit Training

As of 2018 the Marine Corps was the only Service that did not implement full gender integration during recruit training; women were not being incorporated into each recruit training battalion. In January 2019 the Marine Corps, for the first time, fully integrated a recruit training company at Marine Corps Recruit Depot Parris Island. However, when that class of Marines graduated and the pilot program ended, the Marines returned to its legacy model of partially integrated training.

Partial Progress Toward Full Integration

In September 2019 the Marine Corps updated the Committee on its plans for integrating recruit training.²⁸⁷ The Committee is encouraged to hear that the Marine Corps will integrate at least four companies in fiscal year (FY) 2020 and that the Service is also in the process of commissioning an independent peer-reviewed study on the effectiveness of recruit training. The results of this study will be of particular interest because, as noted in the 2018 DACOWITS annual report, early indoctrination to military service is the foundation for the cultural future of Service members.²⁸⁸

During his confirmation hearing, the current Commandant of the Marine Corps, General David H. Berger, noted that the recruits who participated in the integrated company performed at the same level as those in single-gender companies and that he was open to facilitating another integrated company. The Committee is encouraged that progress will continue toward full integration.

Although DACOWITS remains optimistic about the progress the Marine Corps is making, it believes that full gender integration should be a consistent practice rather than a limited-time experiment. The Committee, therefore, stands by its concern documented in the 2018 DACOWITS report and will continue to monitor Marine Corps recruit training.

Summary

DACOWITS believes that initial entry training is an integral component in building Service members' readiness to serve. The Committee remains concerned that the Marine Corps is the only Military Service that is not fully gender integrated during recruit training.



Marine Corps Staff Sgt. Ashlin Kohus, a drill instructor, gives a command during a final drill test at Marine Corps Recruit Depot Parris Island, S.C., July 10, 2019.



Navy Chief Petty Officer Lillian Morales, assigned to the USS Charleston, is greeted by her family during a homecoming at Naval Base San Diego, April 19, 2019. The Charleston completed its first voyage from Mobile, Ala.

Chapter 4

Well-Being and Treatment Recommendations and Continuing Concern

Chapter 4. Well-Being and Treatment Recommendations and Continuing Concern

This chapter presents DACOWITS' 2019 recommendations and continuing concern related to well-being and treatment. Each recommendation, or set of recommendations, and the continuing concern is followed by a short synopsis of the topic and an explanation of the Committee's reasoning for presenting the recommendation, which is based on its investigation of the topic in 2019. The recommendations and supporting reasoning for child care resources are provided in Section A; the recommendations and supporting reasonings related to domestic abuse against servicewomen are provided in Section B; and the recommendations, continuing concern, and supporting reasonings for pregnancy and parenthood policies, which include breastfeeding and lactation support, pregnancy policies, women's reintegration, and maternity uniforms, are provided in Section C.

Child Care Resources

Recommendation

The Secretary of Defense should allocate increased funding to address the lack of adequate child care capacity and on- and off-installation child care resources, to include construction/expansion of child care facilities and initiatives to ensure sufficient child development center staffing and family child care home providers.

Recommendation

The Secretary of Defense should review and revise the eligibility priority system for Child Development Centers detailed in DoDI 6060.02 (Child Development Programs) to ensure increased priority is afforded eligible Service members to improve availability and reduce waitlist time.

Synopsis

For more than three decades the Committee has made recommendations regarding the critical need for adequate child care support for Service members. Although much progress

has been made, there continue to be significant challenges related to availability in the DoD child care system. Child care is critical to military readiness, Service member morale, and the institution's ability to retain the most highly qualified personnel. The Committee finds ongoing issues related to the availability of military child care, staffing shortages at Child Development Centers (CDCs), a decline in Family Child Care (FCC) providers, and insufficient Service member prioritization given the significant backlog of military families waiting for care. DACOWITS, therefore, recommends the allocation of increased funding for new and ongoing initiatives in the child care system and a revision of the priority system to ensure appropriate prioritization of Service members to help reduce current waitlist times. The need for adequate and reliable child care resources remains a matter of significant priority that directly affects Service member readiness and retention.

Reasoning

Introduction

To inform its recommendations on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- A briefing from the Office of Military Community and Family Policy for Children, Youth, and Families on the status of on- and off-base child care resources, including current availability, enrollment programs, credentialing, and future expansion plans (December 2018)²⁸⁹
- Briefings from the Military Services on current and new initiatives to expand child care support for Service members and DoD child care allocation information (June 2019)^{290, 291, 292, 293, 294}
- Findings from 16 focus groups with Service members (i.e., enlisted personnel and officers) on the topic of pregnancy and parenthood (Focus Group Report, 2019)²⁹⁵
- Written responses from the Military Services on specific policies and regulations governing child care fee assistance programs (September 2019)^{296, 297, 298, 299, 300}
- Written responses from the Military Services on updates and information about the FCC program, including enrollment, certification process for staff, credential portability, and staff retention challenges (September 2019)^{301, 302, 303, 304, 305}

The Committee has an established history examining issues related to child care. During the past 35 years, DACOWITS has provided 33 recommendations related to child care. The Committee last examined child care issues in 2017, recommending that the SecDef expand affordable, quality child care resources and offer more 24-hour child care options

for Service members.³⁰⁶ The reasoning supporting DACOWITS' recommendations on child care resources follows.

The Impact of Child Care on Readiness and Retention

Child care is an issue affecting a significant portion of the force; nearly 40 percent of active duty Service members have children, and servicewomen represent 35 percent of the single-parent population in the military.³⁰⁷ In a 2017 survey of active duty Service members, 16 percent of Service members identified child care as one of the top five stressors related to military life, and 33 percent were concerned about the impact of military life (e.g., time away) on their children.³⁰⁸ Child care continues to be a long-term area of interest for the Committee, particularly because of its substantial impact on the individual lives of Service members and the functioning of the military institution as a whole. DACOWITS described in its 2017 report how gaps in child care could disproportionately affect military mothers, who are less likely to have a stay-at-home spouse and more likely to feel the strain of balancing family and military responsibilities.³⁰⁹

Access to child care is an important quality of life issue and is recognized as a readiness imperative by military leaders. The Senate Armed Services Committee has expressed concern that "DoD and the Military Services are not adequately prioritizing the child care needs of military families."³¹⁰ In 2019 U.S. military leaders testified before Congress that the lack of available and affordable child care is a "critical readiness issue" for the armed forces.³¹¹ Ensuring Service members' access to quality and affordable child care is essential to improving morale, reducing stress, and enhancing their ability to focus on the mission.³¹² In addition to force readiness, senior military leaders and members of Congress have expressed concerns that child care issues affect retention.^{313,314} Without access to convenient, affordable, quality child care, Service members may opt to leave military service because of difficulty balancing their Service commitments and family obligations. In previous studies, military families have reported that they are "likely or very likely" to leave the military because of child care issues, particularly families with young, preschool-aged children.³¹⁵

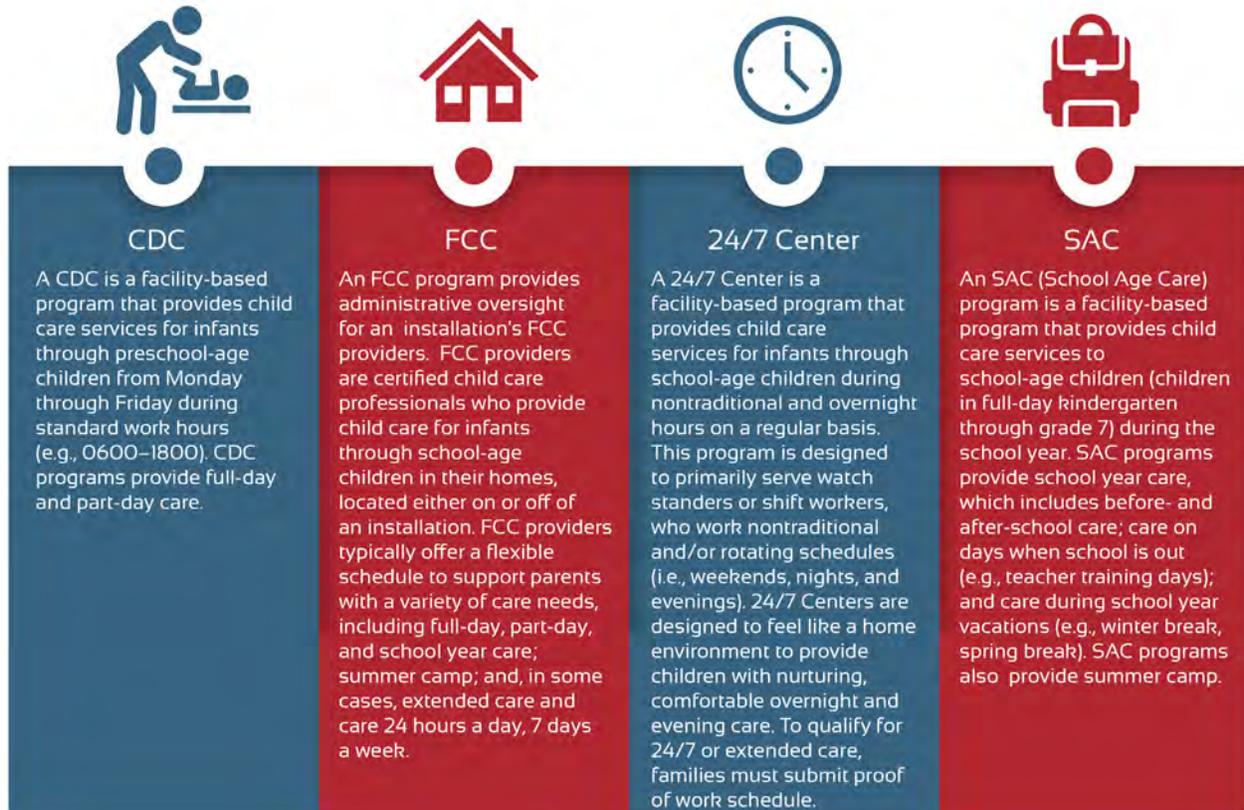
The issue of child care may be especially pressing for single parents and dual-military couples whose presence has steadily grown within the force during the last three decades.^{316,317} These challenges affect a large number of servicewomen. According to the DoD 2018 demographics report, there are more than 51,000 single parents in the Active Component, and approximately 18,000 of these single parents are women. These data also show that approximately half of all married women in the military are in dual-military marriages.³¹⁸ A RAND study on military child care showed single parents and dual-military families "report more missed duty time after the birth of a new child or when moving to a

new installation.”³¹⁹ Given the changing demographics of the force and the greater presence of parents in the military, child care programs are an increasingly important component of Service members’ compensation and benefits packages and are essential to the readiness of the military force.

The Committee recognizes the Military Services have made great strides toward improving the availability of child care to Service members. As of August 2018 DoD operated the largest employer-sponsored child care program in the United States, with more than 23,000 child care workers serving a population of approximately 200,000 children.³²⁰ Figure 4.1 outlines the types of Child and Youth Programs available for Service members through DoD.

Despite the many improvements, there continue to be issues related to the availability of child care for Service members, staffing shortages at DoD CDCs, a decline in FCC providers, and Service member prioritization problems for DoD care.

Figure 4.1. Types of DoD Child and Youth Programs Available for Service Members With Children



Source: DoD, n.d.³²¹

Backlog in Military Child Care Programs

A lack of availability within the DoD child care infrastructure is a pervasive and persistent issue for Service members and their families. As of 2019 the Military Services cumulatively reported tens of thousands of children on waitlists for DoD child care, exemplifying the substantial backlog of military parents awaiting access (see Figure 4.2).^{322,323,324,325,326}

Figure 4.2. Reported Number of Children on the Child Care Waitlist as of June 2019



Source: DoD, DACOWITS, 2019³²⁷

These child care waitlists equate to Service members waiting an average of 4 to 6 months or more for DoD child care.³²⁸ In testimony before Congress in February 2019, Master Chief Petty Officer of the Navy Russell Smith stated that during every fleet visit, he heard from Sailors in all pay grades who raised the issue of access to affordable, quality child care.³²⁹ Child care availability issues are exacerbated in areas with greater military presence or a high cost of living such as California, Hawaii, and the area around the District of Columbia, where many military families are seeking care outside of DoD child care options.^{301, 331}

DACOWITS has received consistent feedback in the annual focus groups conducted with Service members about inadequate child care capacity and long waitlist times affecting their access to child care resources (see Figure 4.3).

Figure 4.3. Findings From DACOWITS Focus Groups Related to Child Care, 2017–2019

2019	Service members expressed a need for increased capacity and flexible hours for DoD child care centers. Long waitlists for on-installation child care facilities were the most commonly cited child care problem along with the need for greater flexibility in hours to accommodate shift workers, extended work hours, and increased operational tempo.	<p><i>“Right now the waiting list to get a 2-year-old into the [CDC] is 6 to 8 months. It changes. For infants, it can be faster or shorter, but my 2-year-old has been on the list since December [and it’s now April/May], and he doesn’t have a spot.”</i></p> <p>—Male officer</p>
2018	In discussing career and family planning, child care was an issue raised by Service members in all groups. In particular, the cost of child care, access to child care, misalignment of child care center hours with work hours, and long waitlists were mentioned as common challenges.	<p><i>“No daycares are available until summer, so one of my [noncommissioned officers] wives keeps [my daughter]. But some days she can’t, so I just go pick her up and bring her to work with me, and she’s in her walker while I work.”</i></p> <p>—Senior enlisted woman</p>
2017	During the 2017 focus groups, the greatest factors influencing Service members’ positive or negative experiences with DoD child care were the lack of availability and waitlist issues.	<p><i>“[At my installation], the waitlist for child care was over a year. . . . I would’ve tried to go back [to work] early but wasn’t able to because the waitlist was so long for child care services.”</i></p> <p>—Junior enlisted woman</p>

Sources: Focus Group Report, 2019³³²; 2018³³³; 2017³³⁴

Staffing Shortages at DoD CDCs

In addition to child care availability issues, the Military Services also reported varying difficulty recruiting and retaining an adequate number of child care providers to staff CDCs. Lengthy background check processes can cause hiring delays and limit the Military Services’ ability to hire quickly and efficiently as vacancies arise.^{335,336,337} The Senate Armed Services Committee proposed legislation for fiscal year 2020 to examine data on “workforce inadequacies” and “monetary and non-monetary incentives that could be utilized to recruit and retain child care providers” at CDCs in the four major geographic regions where 68 percent of the military child care need is concentrated.³³⁸

Although staff recruitment and retention issues persist for military child care workers, the Committee recognizes several best practices implemented by the Army to reduce these workforce-related problems. The Army now permits a provisional hiring process for a new employee with “line-of-sight supervision” as soon as a positive Federal Bureau of Investigation fingerprint check is received. This allows qualified employees to begin work sooner; the new employee must remain within the line of sight of a qualified supervisor until all hiring requirements are completed. The Army also initiated a Child and Youth Services Employment assignment tool that allows installations to send notifications when a military spouse child care employee is moving to a new installation area. This notification reduces onboarding time at the new installation by eliminating the need for fulfilling preemployment application requirements, increasing access to child care for Soldiers and their families.³³⁹

Limited Number of Family Child Care Providers

The FCC program not only allows military parents more flexible options for child care but also provides an alternative option to help relieve the high demand for care at CDC facilities that maintain waitlists. FCC also can be an avenue to increase employment opportunities for military spouses.

Despite these benefits, there are only approximately 1,000 FCC providers serving the military population.^{340,341} Challenges to increasing the capacity for FCCs include the length of time it takes for providers to receive DoD certification, an insufficient pool of individuals interested in becoming FCC providers, and a stigma that CDC care is safer and of a higher quality than FCC care.³⁴²

Several Military Services have expressed a renewed interest in increasing the number of FCC providers, particularly to help meet the flexibility of care needed by Service members and their families.³⁴³ The Army would like to increase the number of FCCs and currently allows providers to operate in a provisional status with weekly unannounced inspections while their background checks are under review.³⁴⁴ The Air Force is working to increase subsidies and benefits for providers, which has led to an increase in the number of FCC providers.³⁴⁵ The Coast Guard is also working to establish grants for FCC providers to offset setup costs.³⁴⁶ Spouses of Coast Guard members who are interested in becoming FCC providers can also request military housing with an additional bedroom to be used for child care purposes.³⁴⁷

Increasing Access to Child Care Through Fee Assistance Programs

DoD's subsidy program, also referred to as fee assistance programs, was authorized by Congress in 1999.³⁴⁸ Fee assistance programs are implemented by DoDI 6060.02 and administered by Child Care Aware of America, a national membership-based nonprofit organization.^{349, 350} The instruction authorizes, but does not require, the Military Services to subsidize a portion of the cost of child care incurred by eligible active duty and DoD civilian employees and specifies the Services are responsible for budgeting for child care subsidies. Only child care providers meeting specific standards and licensing requirements are eligible to participate. Subsidy payments are made directly to the provider, not to the Service member.³⁵¹ The Army, Navy, Marine Corps, Air Force, and Coast Guard each provide some form of fee assistance, but the Services' policies vary.^{352, 353, 354, 355, 356} In 2016 child care subsidies were provided to more than 15,000 military families.³⁵⁷

A 2018 Congressional Research Service report on military child care programs provided some reasons why off-installation civilian child care programs may be a more beneficial option for military families than traditional on-installation care.³⁵⁸ Fee assistance programs may allow military families greater choice in the type of child care they receive, including the option to pursue different models of care or curricula. Off-installation child care providers may be closer or more convenient for military families, particularly if they already live in the civilian community. Off-installation child care supported by fee assistance programs could provide military families the opportunity to interact with the civilian community and provide local support networks with other nearby civilian families.³⁵⁹

Given the current backlog of military families waiting for DoD child care access, increasing access and funding for fee assistance programs may be another avenue towards ensuring quality and affordable child care is available for all military families.

Service Member Prioritization at CDCs

Service members are not the only eligible patrons of CDCs; surviving spouses, DoD civilians, military retirees, and other Federal agency employees may also be eligible for child care at CDCs. Eligibility for care does not determine access to care. DoDI 6060.02, which addresses Child Development Programs (CDPs), establishes a three-tiered priority system for care (see Table 4.1).³⁶⁰ All three categories provide identical eligibility for children of both military members and DoD civilians, with the sole priority level discriminator being whether the spouse of the qualifying sponsor is employed outside the home (Priority 1), actively seeking employment outside the home (Priority 2) or is enrolled in an accredited postsecondary institution (Priority 3).³⁶¹

Table 4.1. Access Priority for CDCs as Outlined in DoDI 6060.02

Priority Category	Eligible Patrons
Priority 1 ^a	<p>With the exception of combat-related wounded warriors, ALL eligible parents in this category must be employed outside the home</p> <ul style="list-style-type: none"> ▪ Combat-related wounded warriors ▪ Single CDP direct care staff or staff with a working spouse ▪ Single, active duty Service members or married, dual-military active duty Service members ▪ Active duty Service members with a working spouse ▪ Single DoD civilian employees or married dual-DoD civilian employees ▪ DoD civilian employee with working spouse ▪ Surviving spouses of a military member who died from a combat-related incident or those acting in <i>loco parentis</i>
Priority 2	<p>Parents are eligible in this priority category if there is a nonworking spouse or same-sex domestic partner who is actively seeking employment (verified every 90 days)</p> <ul style="list-style-type: none"> ▪ Active duty Service members ▪ DoD civilian employees ▪ Surviving spouses of a military member who died from a combat-related incident or those acting in <i>loco parentis</i>
Priority 3	<p>Parents are eligible in this priority category if there is a nonworking spouse or same-sex domestic partner who is enrolled in an accredited postsecondary institution (verified every 90 days)</p> <ul style="list-style-type: none"> ▪ Active duty Service members ▪ DoD civilian employees ▪ Surviving spouses of a military member who died from a combat-related incident or those acting in <i>loco parentis</i>
Space Available	<p>After meeting the needs of all priority 1, 2, and 3 parents, CDCs may open slots for—</p> <ul style="list-style-type: none"> ▪ Military or civilian employees with nonworking spouses ▪ Eligible employees of DoD contractors ▪ Federal employees from non-DoD agencies ▪ Military retirees

^aPriority 1 patrons are listed in order of precedence (i.e., combat-related wounded warriors have the highest precedence within priority category 1).
Source: Kamarck, 2018³⁶²

As Service members continue to face long waitlist times for child care at CDC facilities, especially as they work around deployments and permanent change-of-station moves, a portion of the available slots at CDCs are occupied by other eligible patrons. The FY 2020 Senate Armed Services Committee NDAA stated that despite the thousands of active duty families on waiting lists for child care, especially infant care, “children of DoD civilian employees often fill slots in DoD child care facilities, even as active duty Service members find themselves on waiting lists for many months.”³⁶³

As of 2019 the Military Services reported varying percentages of CDC space occupied by children of civilian or “other” occupants (see Figure 4.4).³⁶⁴

Figure 4.4. Percentage of Children in CDC Care With Parents Who Were Not Service Members as of June 2019



Source: DoD, DACOWITS, 2019³⁶⁵

Although the Committee acknowledges the importance of the DoD and Federal civilian work force and its essential contributions to military readiness and capability, the Committee believes that a greater priority should be afforded Service members’ children, including all eligible Reserve and Guard parents. The demanding nature of military service, including frequent geographic relocations; deployments; and long, nontraditional working hours make it difficult for Service members to secure and maintain appropriate child care. Given the critical shortage of child care capacity across DoD, the Committee believes it is important to review the priority system for CDCs to ensure Service members have the best access to available child care openings.

Summary

Access to child care is a critical issue because it affects Service member’s readiness, morale, and retention. The Committee is concerned about the challenges Service members face accessing quality and reliable child care, including long waitlist times. Therefore, DACOWITS recommends the SecDef should allocate increased funding to address the lack of adequate child care capacity and on- and off-installation child care resources, to include construction/expansion of child care facilities and initiatives to ensure sufficient child development center staffing and family child care home providers. DACOWITS also recommends the SecDef should review and revise the eligibility priority system for Child Development Centers detailed in DoDI 6060.02 (Child Development Programs) to ensure

increased priority is afforded eligible Service members to improve availability and reduce waitlist time.

Domestic Abuse Against Servicewomen

Recommendation

The Secretary of Defense should expand DoDI 6400.06 (Domestic Abuse Involving DoD Military and Certain Affiliated Personnel) to include dating partners in the collection of domestic abuse data affecting Service members.

Synopsis

DACOWITS continues to remain concerned about the safety and well-being of servicewomen as it relates to incidents of domestic abuse. In 1996 the Committee recommended DoD expand its data collection on spousal abuse and violence against women. With a renewed study of domestic violence, DACOWITS once again finds an expansion of data collection is warranted. The current DoD definition of domestic abuse does not include dating partners. Dating partners are current or former intimate partners who have not been married, do not have a child/children together, and who have never shared a common domicile. Domestic abuse is already an underreported issue, and the current limitation of DoD policy on domestic abuse fails to capture information about a type of intimate relationship in which domestic abuse can occur.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on policies related to domestic abuse and intimate partner violence (March 2019)^{366, 367, 368, 369, 370, 371}
- Written responses from the Military Services (including the National Guard) on domestic abuse data collection, prevention programs, and communication and awareness efforts for Service members on domestic abuse issues (June 2019)^{372, 373, 374, 375, 376}
- A briefing from DoD on the collection of data related to domestic abuse (September 2019)³⁷⁷

In 1996 DACOWITS recommended DoD expand the type of information collected on matters of spousal abuse and violence against servicewomen.³⁷⁸ The Committee continues to be concerned about the impact of domestic abuse incidents on the safety and welfare of servicewomen. The reasoning supporting DACOWITS' first recommendation on domestic abuse against servicewomen follows.

Prevalence of Intimate Partner Violence and Abuse

The Committee is concerned that the issue of domestic and intimate partner abuse among Service members is underreported. The National Intimate and Sexual Violence Survey conducted in 2015 by the Centers for Disease Control and Prevention found more than one-third of women in the United States experienced sexual violence, physical violence, and/or stalking perpetrated by a current or former intimate partner in their lifetimes.³⁸⁰ Other recent research found that intimate partner abuse accounted for 15 percent of all reported violent crime and that most domestic abuse cases were never reported to police.^{381,382}

In FY 2017 in the military, there were 916 incidents of intimate partner abuse involving 756 victims and 5 fatalities.

DoD, 2018³⁷⁹

Within the military, 36 percent of active duty women reported having experienced abuse by an intimate partner.³⁸³ DoD's Family Advocacy Program (FAP) found the rate of reported spousal abuse was 24.5 per 1,000 military couples in FY 2017 according to the most recent data available.³⁸⁴

DoD Policy and Definition of Domestic Abuse

DoD recognizes four types of distinct abuse or maltreatment: physical abuse, emotional abuse, sexual abuse, and neglect.³⁸⁵ The official DoD definition of domestic abuse is outlined in Figure 4.5.

Figure 4.5. Definition of Domestic Abuse as Outlined in DoDI 6400.06

DoDI 6400.06 (Domestic Abuse Involving DoD Military and Certain Affiliated Personnel) defines domestic abuse as "the use, attempted use, or threatened use of force or violence against a person, or a violation of a lawful order issued for the protection of a person who [is—]

- A current or former spouse
- A person with whom the abuser shares a child in common
- A current or former intimate partner with whom the abuser shares or has shared a common domicile"

Source: DoDI 6400.06, 2017³⁸⁶

Notably, this definition excludes dating partners—individuals who are current or former intimate partners who have not been married, do not have a child/children together, and who have never shared a common domicile. The current DoD definition results in incidents of domestic abuse by dating partners not being captured in reporting and data collection efforts.

In 1996 DACOWITS recommended the Assistant Secretary of Defense for Force Management Policy expand the information being collected on spousal abuse to include all violence against military women (including sexual assault).³⁸⁷ Since DACOWITS issued this data collection recommendation in 1996 domestic abuse became a separate crime punishable under the Uniform Code of Military Justice (UCMJ). Further changes to the UCMJ, effective January 1, 2019, stipulate that aggravated assault now includes crimes of domestic violence, which will help elevate the profile of the violent nature of these crimes.³⁸⁸ Expanding the definition of domestic abuse to capture data on dating partner abuse is the next step to increasing the understanding of domestic and intimate partner abuse among Service members and how it affects mission readiness.

An inclusion of dating partners in DoD reporting is relevant to the shifting demographic realities of dating and marriage today. Women and men are marrying at older ages than ever before. The median age of first marriage has continued to rise and has reached the highest level captured on record according to U.S. Census Bureau statistics.³⁸⁹ This means adults are spending more time single or dating, making a dating partner a more significant relationship during the life course.

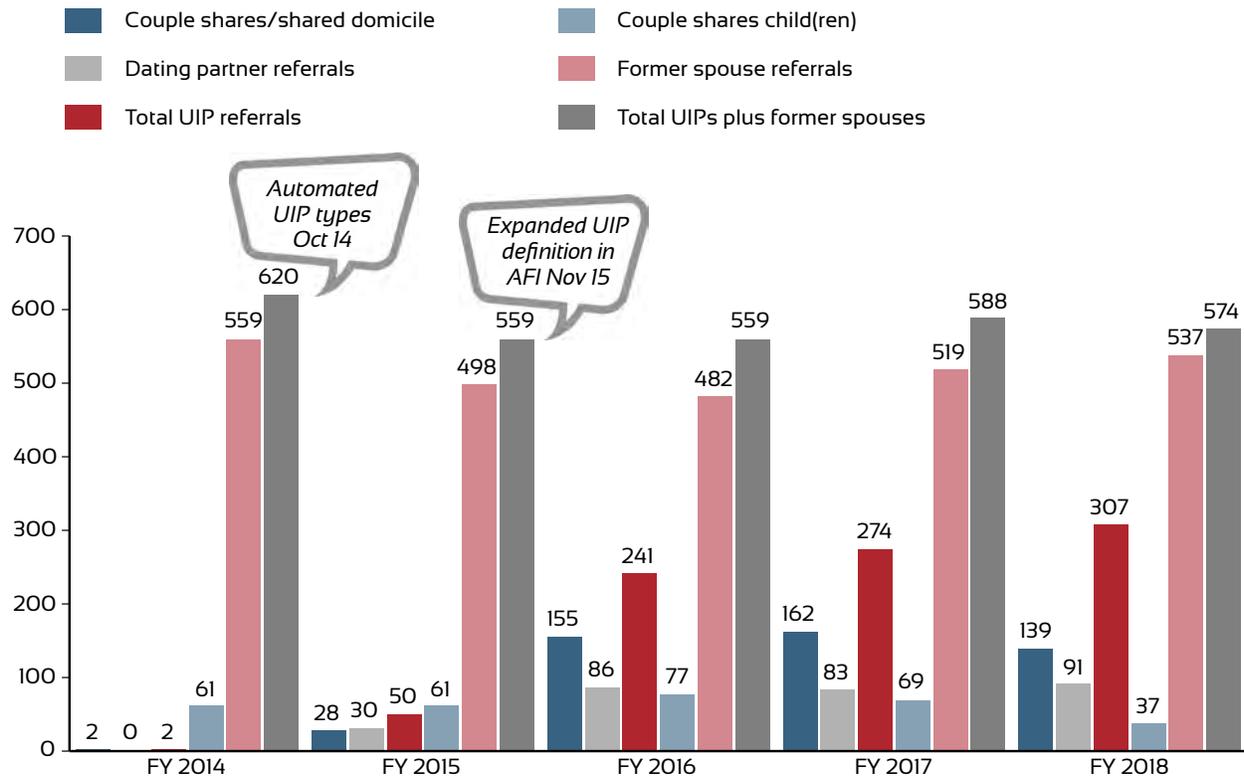


Navy Petty Officer 1st Class Jamie Wolfe practices self-defense techniques taught by Marine Corps martial arts instructors aboard the USS Germantown in the South China Sea, Nov. 29, 2019.

Air Force Inclusion of Dating Partners in Data Collection and Reporting

In March 2019 DACOWITS was briefed by all the Military Services on their policies and data related to domestic abuse and intimate partner violence.³⁹⁰ The Air Force's inclusion of dating partners highlights a best practice in reporting. In October 2014 the Air Force expanded its domestic abuse reporting to include noncohabitating dating partners. Across 4 years the Air Force reported 872 dating partner abuse referrals to FAP (see Figure 4.6).³⁹¹

Figure 4.6. Domestic Abuse Incident Referrals in the Air Force, FY 2014 to FY 2018



Expanded intimate partner definition to include dating partners
 AFI = Air Force Instruction, UIP = unmarried intimate partner
 Source: U.S. Air Force, Family Advocacy Program, 2019³⁹²

The Air Force's inclusion of dating partners in its incident referrals data provides a truer snapshot of domestic abuse in the Air Force and is highlighted as a best practice by DACOWITS.

Dating partner violence is likely to occur across all Military Services and is currently unreported because this category of abusers is not included in data collection or reporting efforts. Without this critical information, domestic abuse incidents will certainly continue to

be undercounted, and servicewomen who are victims of domestic abuse by dating partners will remain potentially underserved.

Summary

DoD's current definition of domestic abuse does not include dating partners. Given the fact that domestic abuse is an underreported issue, DACOWITS believes that expanding the definition to include dating partners could improve DoD's understanding surrounding the rates of domestic abuse in the Military Services. Therefore, DACOWITS recommends the SecDef should expand DoDI 6400.06 (Domestic Abuse Involving DoD Military and Certain Affiliated Personnel) to include dating partners in the collection of domestic abuse data affecting Service members.

Recommendation

The Secretary of Defense should implement a means for Service members suffering from domestic abuse to establish immediate and convenient access to resources and assistance, similar to the DoD Sexual Assault Prevention and Response program and "Safe Helpline" offered to military sexual assault victims.

Synopsis

DACOWITS wants to ensure Service members experiencing domestic abuse feel safe reporting incidents of abuse and have resources to help them when they do report. The Committee is concerned that the ease of access to help for servicewomen and other victims of domestic abuse in the military does not meet the level of support for those affected by sexual assault. The success of the Safe Helpline in sexual assault reporting is a model that can be adapted to help those experiencing domestic abuse.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. The following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on policies related to domestic abuse and intimate partner violence (March 2019)^{393, 394, 395, 396, 397, 398}

- Written responses from the Military Services (including the National Guard) on domestic abuse data collection, prevention programs, and communication and awareness efforts for Service members on domestic abuse issues (June 2019)^{399, 400, 401, 402, 403}
- A written responses from the National Guard on resources for the prevention of domestic abuse (June 2019)⁴⁰⁴
- Written responses from the Military Services (including the Reserve and Guard) on safe housing for servicewomen who are experiencing domestic abuse (June 2019)^{405, 406, 407, 408, 409, 410}
- Findings from surveys collected during 48 focus groups with Service members (i.e., enlisted personnel and officers) about awareness of domestic violence resources (Focus Group Report, 2019)⁴¹¹
- A briefing from DoD on the collection of data related to domestic abuse (September 2019)⁴¹²
- Written responses from the Military Services (including the Reserve and Guard) outlining the curriculum objectives for the Military Services' domestic abuse response and intervention training (June 2019)^{413, 414, 415, 416, 417}

In 1996 DACOWITS recommended DoD expand the type of information collected on matters of spousal abuse and violence against servicewomen.⁴¹⁸ The Committee continues to be concerned about the impact of domestic abuse incidents on the safety and welfare of servicewomen. The reasoning supporting DACOWITS' second recommendation on domestic abuse against servicewomen follows.

Reporting Under the Safe Helpline Model

DoD established the Safe Helpline program in 2011 as a resource providing a safe space for victims of military sexual assault to seek assistance. The Committee recognizes the Safe Helpline model as a best practice across all Military Services to support Service members who have experienced sexual assault. The helpline is overseen by DoD; managed by the Sexual Assault Prevention and Response Office; and operated by the Rape, Abuse & Incest Network (RAINN).⁴¹⁹ The fact that the helpline is run by DoD provides Service members greater confidence that the support and services they receive are specifically tailored to their situations and circumstances.

The Safe Helpline's collaboration with RAINN provides Service members access to help even if they are hesitant to work with their local Sexual Assault Prevention and Response programs; it can connect those in crisis with nearby responders. Service members can

access help 24 hours a day, 7 days a week online, by telephone, or through a self-help mobile application available worldwide.

Service members who use the Safe Helpline system to report domestic violence or abuse currently are redirected to a civilian reporting system. Because of the success of the helpline in encouraging reporting by victims of sexual assault, the Committee believes the establishment of a similar service would have a similar impact on the reporting of domestic abuse. A servicewoman suffering from domestic abuse may be more apt to report incidents and seek help through a helpline or similar mobile application.

Summary

DACOWITS believes that women experiencing domestic abuse should feel safe reporting incidents of abuse and should have access to supportive resources. The Committee has identified the sexual assault Safe Helpline as a best practice, a model that could be adapted to help those experiencing domestic abuse. Therefore, DACOWITS recommends the SecDef should implement a means for Service members suffering from domestic abuse to establish immediate and convenient access to resources and assistance, similar to the DoD Sexual Assault Prevention and Response program and Safe Helpline offered to military sexual assault victims.

Recommendation

The Secretary of Defense should establish a DoD policy that directs the Military Services to notify civilian law enforcement immediately after a military protective order is issued for domestic abuse, and to solicit civilian law enforcement cooperation in assisting victims to obtain a civilian protective order and other related services.

Synopsis

Domestic abuse is an issue that can result in the loss of a Service member's life. The Committee continues to be concerned about the safety and welfare of all Service members who are experiencing domestic abuse. DACOWITS believes collaboration between military and civilian law enforcement can provide the best measures for protecting the safety of Service members who may be in danger. When military protective orders are issued for domestic abuse, the Military Services should be required to notify civilian law enforcement. This process should also establish the connection to civilian law enforcement resources and support, including assistance for victims who wish to obtain a civilian protection order.

Reasoning

Introduction

To inform its recommendation on this topic, DACOWITS collected information from several data sources during the past year. The following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on policies related to domestic abuse and intimate partner violence (March 2019)^{420, 421, 422, 423, 424, 425}
- Written responses from the Military Services (including the National Guard) on domestic abuse data collection, prevention programs, and communication and awareness efforts for Service members on domestic abuse issues (June 2019)^{426, 427, 428, 429, 430}
- A written responses from the National Guard on resources for the prevention of domestic abuse (June 2019)⁴³¹
- Written responses from the Military Services (including the Reserve and Guard) on safe housing for servicewomen who are experiencing domestic abuse (June 2019)^{432, 433, 434, 435, 436, 437}
- Findings from surveys collected during 48 focus groups with Service members (i.e., enlisted personnel and officers) about awareness of domestic violence resources (Focus Group Report, 2019)⁴³⁸
- A briefing from DoD on the collection of data related to domestic abuse (September 2019)⁴³⁹
- Written responses from the Military Services (including the Reserve and Guard) outlining the curriculum objectives for the Services' domestic abuse response and intervention training (June 2019)^{440, 441, 442, 443, 444}

In 1996 DACOWITS recommended DoD expand the type of information collected on matters of spousal abuse and violence against servicewomen.⁴⁴⁵ The Committee continues to be concerned about the impact of domestic abuse on the safety and welfare of servicewomen. The reasoning supporting DACOWITS' third recommendation on domestic abuse against servicewomen follows.

Strengthening Military-Civilian Cooperation to Protect Service Members Experiencing Domestic Abuse

Recent media coverage has highlighted the potential for fatalities in the military community when domestic abuse is not addressed. Several of these media stories reveal weaknesses in the coordination between military protective orders, civilian law enforcement, and ensuring the safety of domestic abuse victims.^{446, 447, 448}

Although civilian law enforcement across the country does not fall under DoD's purview, the Committee feels it is imperative for military and civilian officials to work together to ensure the highest level of safety for all Service members experiencing domestic abuse. DACOWITS believes greater actions need to be taken when a military protective order is issued for domestic abuse, such as including a notification to civilian law enforcement to create additional vigilance. The connection with civilian law enforcement would also provide domestic abuse victims supplementary civilian resources, including information on how to pursue a civilian protection order against their abusers if they choose.

The Navy's placement of military protective orders into the National Crime Information Center's Protective Order File by installation law enforcement highlights a means of notifying civilian law enforcement of domestic abuse incidents. Placing the military protective order in the protective order file allows it to be viewed by all law enforcement personnel on and off the installation, providing a start to better ensuring the safety of Service members experiencing this abuse.⁴⁴⁹

Strong, collaborative relationships between local law enforcement and military installations are critical to maintain the effectiveness of military protective orders and civilian legal protections to ensure the safety and well-being of servicewomen and all Service members affected by domestic abuse. The Committee believes this is one step toward saving the lives of Service members affected by domestic abuse.

Summary

When military protective orders are issued, there is currently no requirement that civilian law enforcement officials be notified of the orders. Further collaboration between military and civilian law enforcement could better protect Service members who may be in danger. To facilitate communication between civilian and military law enforcement, the Committee recommends the SecDef should establish a DoD policy that directs the Military Services to notify civilian law enforcement immediately after a military protective order is issued for domestic abuse, and to solicit civilian law enforcement cooperation in assisting victims to obtain a civilian protective order and other related services.

Pregnancy and Parenthood Policies

Breastfeeding and Lactation Support

Recommendation

The Secretary of Defense should direct the Military Services to provide education and guidance to commanders and supervisors that ensures compliance with policies for lactating servicewomen.

Recommendation

The Secretary of Defense should establish a DoD policy that standardizes the requirements for lactation rooms and mandates inspection standards to ensure lactation rooms are suitable, accessible, private, and clean.

Synopsis

Following DACOWITS' 2015 recommendation that DoD require the Military Services to increase the quantity and quality of available lactation rooms, the Committee examined lactation support provided to lactating servicewomen. Although all the Military Services have adopted policies and regulations concerning lactation support, participants in the Committee's 2019 focus groups reported inconsistent and inadequate support for servicewomen. These shortfalls included a lack of standardized lactation rooms, cleanliness, privacy, and education about the importance of lactation and the unique needs of lactating servicewomen; inconvenient locations of lactation rooms; and limited milk storage options. Given the importance of breastfeeding to healthy children and mothers, the SecDef should establish a DoD policy that standardizes the requirements for lactation rooms and mandates inspection standards to ensure the facilities are suitable, accessible, private, and clean. The SecDef should also direct the Military Services to provide education and guidance to commanders and supervisors that ensures compliance with policies for lactating servicewomen.

Reasoning

Introduction

To inform its recommendations on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Military Services on recent updates to breastfeeding and lactation policies, including existing programs that support lactation in the workplace (December 2018)^{450, 451, 452, 453, 454}
- Findings from 16 focus groups with Service members (i.e., enlisted personnel and officers) on the topic of pregnancy and parenthood (Focus Group Report, 2019)⁴⁵⁵

As part of its review of servicewomen's overall wellness related to pregnancy and parenthood, DACOWITS continues to examine the policies and resources available for women who require lactation support. In 2015 the Committee recommended DoD require the Military Services to increase the quantity and quality of available lactation rooms.⁴⁵⁶ DACOWITS remains committed to ensuring servicewomen who are lactating have policies and support that provide for their health and well-being. The reasoning supporting DACOWITS' recommendations on breastfeeding and lactation support follows.

Health and Wellness Benefits of Breastfeeding

Breastfeeding offers proven health benefits for children and mothers. The World Health Organization and the U.S. Department of Health and Human Services' Office of Women's Health recommend mothers breastfeed their children beginning at birth to maximize the health and wellness benefits for both mother and baby.^{457,458} The American Academy of Pediatrics endorses exclusive breastmilk feeding for infants from birth up to 6 months of age.⁴⁵⁹ Breastfeeding is shown to have benefits for babies, mothers, workplaces, and society at large. For babies, breastfeeding can reduce the risk of common illnesses and infections, protect against obesity during childhood, and help prevent sudden infant death syndrome.^{460,461} Mothers also receive health benefits; breastfeeding is shown to lower the risk of certain cancers and type 2 diabetes for women. Breastfeeding infants require fewer sick care visits, prescriptions, and hospitalizations, which reduces parental absence from work to care for a sick child. Society benefits from breastfeeding through improved health outcomes, lower medical care costs, and less environmental waste of bottles and formula packaging.^{462,463}

Challenges for Breastfeeding Mothers in the Workplace

Although breastfeeding is shown to have tremendous benefits for mothers and their babies, challenges arise that can make it difficult for mothers, particularly those who are working, to continue breastfeeding. Providing lactation support for mothers in the workplace requires private space for women to breastfeed or express milk, allowing adequate time for milk expression during working hours, and policies to support breastfeeding and lactating women.⁴⁶⁴ For military women, these challenges can be exacerbated by the demanding working environment of military service, including irregular schedules, strict physical readiness standards, deployments and separations, and work in atypical or hazardous working environments.⁴⁶⁵ A 2017 review of current literature on military women's breastfeeding shows that although military women have breastfeeding rates similar to those for civilian women during the postpartum period, military women do not breastfeed as long as civilian women do; some evidence points to significant differences in breastfeeding rates at 4 to 6 months postpartum.⁴⁶⁶



Navy Senior Chief Petty Officer Reshonda Cole smiles after receiving her cover from her daughter during a ceremony aboard the aircraft carrier USS Harry S. Truman at Naval Station Norfolk, Va., June 3, 2019.

Current Service Policies on Breastfeeding and Lactation Support

The Committee appreciates that each Service has developed policies and regulations concerning lactation support and has invested resources to improve the implementation of these regulations. Although each Service has its own breastfeeding and lactation policy, there is no overarching DoD policy providing department-level standards for lactation support, and there is no process for ensuring lactation rooms meet current policy guidelines. Table 4.7 shows the variations by Service in the required elements of lactation rooms per each Service’s current written policy.

Table 4.7. Summary of Lactation Room Requirements by Service

Service	Private	Not a Restroom	Clean	Can Lock	Place to Sit	Electrical Outlet	Access to Water Source	Refrigerated Storage Facility
Army								
Navy								
Marine Corps								
Air Force								
Coast Guard								

Note: Blue indicates all the Military Services require the feature, and red indicates only some of the Military Services require the feature.

Source: DoD, DACOWITS, 2018⁴⁶⁷; Air Force Guidance Memorandum 2019-36-02, 2019⁴⁶⁸

The many benefits to military mothers, their infants, and the Military Services justify implementing DoD policy ensuring access to standardized lactation rooms that are routinely inspected across military installations. The Committee also notes that with the exception of the Coast Guard, none of the Military Services require cool storage or refrigeration for stored breastmilk.¹

¹The 2010 Patient Protection and Affordable Care Act and the U.S. Office of Personnel Management guidance on which Service policies are based do not specifically require refrigerators; however, the Committee feels this is a best practice.

Service Member Perceptions on Inadequate Lactation Rooms or Spaces

In 2015 DACOWITS recommended DoD increase the number and quality of lactation rooms available through the Military Services. Although lactation support has improved, feedback from Service members during DACOWITS' 2019 focus groups indicated there were still significant gaps. Service members reported issues such as inadequate lactation room spaces, stigma for servicewomen requiring lactation breaks, and a lack of leadership education about lactation-related policies.

DACOWITS' 2019 focus group findings suggested Service members had a general awareness of the designated need for lactation rooms but described mixed experiences regarding the existence of and access to lactation rooms.⁴⁶⁹ Although some Service members identified a designated lactation room in their current or prior units, others did not know about or had not seen a lactation room in the buildings where they worked. Focus group participants cited concerns about current lactation spaces such as lack of access to running water, refrigeration, and privacy. Some servicewomen reported having to use a closet, restroom, conference rooms, a colleague's office, or their personal vehicles as a place to express milk. Some servicewomen reported lactation spaces were not located near their work areas, which increased the amount of time they needed for lactation breaks.⁴⁷⁰

"[For] my unit right now, [the lactation space is] literally an old office, really dusty. There are old supplies and things in there. No couch or anything like that. One chair. No refrigerator. I store my stuff in the office downstairs and around the corner. [It's] just a room that has a paper sign [that says], 'Lactation Room.'"

—Enlisted woman

"I know there are policies that say facilities should provide space for pumping, but that's not how it works. You're still in a bathroom. I've been higher in rank with my last two pregnancies, so I had my own office, but the machine is loud, so people know what I'm doing on the other side of the door."

—Enlisted woman

"A personal story: My boss wanted to be supportive, but we don't have the room. He would say, 'Tell me when you need to pump, how long you are going to do this for,' and I don't know this yet, I'm a new mother, it's overwhelming. I got the pump, the kind where I could do it in my car because that was the only solution. The bathroom wasn't private. It was challenging to figure out resources and speak to this [Service leader] and give them answers and then have to [copy] everyone on the email. . . . Those were the barriers for me."

—Female officer

"This is an issue that we're trying [to address]; we have a lactation room that is designated, but it is not a welcoming room. We want to have a welcoming room, and it's a process that we are working on."

—Male officer

"Oh, we have a very small [unit], and there are two other [units] in there. We had a room, but then [Service members] would go in there and take naps, so we had to lock it."

—Female officer

Opportunities for Innovation to Support Breastfeeding and Lactating Mothers

Focus group feedback pointed to lactation room conditions that were not in compliance with current Service standards. The Committee understands the Military Services have constraints in their ability to provide lactation rooms—for instance, budgetary limitations and a lack of acceptable space in older, smaller facilities. Portable lactation rooms, such as those used in many commercial airports, appear to be a cost-effective alternative that the Military Services should examine.⁴⁷¹ These portable units may provide greater flexibility versus remodeling existing facilities. They also offer a means for the Military Services to ensure lactation spaces are standardized and meet the appropriate mandates. See Figure 4.7 for an example of a portable lactation room at Reagan National Airport in the District of Columbia.

Figure 4.7. Portable Lactation Room at Reagan National Airport



Source: L. Linderman, personal communication (photograph), June 2019

The Committee identified a best practice implemented by the Navy: a lactation room requirements checklist. This checklist must be completed monthly and includes specific expectations defined as “Must Haves,” “Should Haves,” and “Nice to Haves.” “Must Haves” include that the space be a separate room, not a restroom; offer ready access to hot and cold running water; and have a locking mechanism and electrical outlet. “Should Haves” include a clean refrigerator with freezer compartment, soap or hand sanitizer, and sanitizing wipes. “Nice to Haves” include a clock, mirror, fan, sign-in sheet, and hospital-grade breast pumps.⁴⁷²

The Committee also identified a best practice by the Air Force: its recent policy revision regarding the availability and requirements of lactation rooms for breastfeeding women.⁴⁷³ The new policy does not include a requirement for cool storage or refrigeration, which is also not required by the 2010 Patient Protection and Affordable Care Act (Pub. L. 111–148) or U.S. Office of Personnel Management guidance, but is considered a best practice by the Committee.

Stigma Facing Servicewomen Requiring Lactation Breaks

When Service members in the 2019 focus groups were asked about the challenges facing lactating servicewomen, the stigma of breastfeeding was identified as a significant challenge after the lack of adequate lactation space. Focus group participants in almost half the groups described how women who needed to take time away from work to express milk experienced stigma within their units and that lactating servicewomen were made to feel like a burden because of this need. Both men and women commented equally on this issue.

“Senior officers, male officers, were well intentioned, but they ask too many private questions. . . . They will say, ‘All right, fine, you have to do that again,’ or, ‘Oh, she’s got to go do milk ops.’ Those are overwhelming barriers that young [Service members] don’t know they are going to face.”

—Female officer

“The policy on [lactation] is so vague. It says women can go to pump ‘as needed’ to continue to lactate for the child. It’s hard to say, ‘Well, you’ve already gone five times to pump today,’ and you have other female [Service members] who say that they didn’t go that many times. But typically if I have that issue, I have a female [Service member] talk to them. The policy is so vague because you can’t regulate it.”

—Enlisted man

“Again, [in this occupational specialty], you can’t work . . . if nursing, so they really discourage it. If you tell them you will be nursing . . . , [they say], ‘Oh, so now we have another year where you can’t work. It is a burden, you know, if you choose to do that.’”

—Enlisted woman

"The [challenge is the] perception that they are taking a break to go do this, as in, 'Are the members my unit/group/section going to talk and gossip' about [the time I take for this] activity?"

—Male officer

Need for Greater Education and Guidance on Lactation Policies and Practices

In addition to information about the quality of lactation rooms and the stigma against lactating servicewomen, 2019 focus group feedback pointed to a need for additional education for supervisors and command leadership about breastfeeding and lactation policies. Women in the focus groups were much more likely than men to suggest that more information and guidance about lactation policies and support would improve the quality of life for servicewomen who are breastfeeding. Service members, particularly women, emphasized the need for ongoing education for military supervisors and leaders on the needs of lactating servicewomen, including the health benefits of breastfeeding, special circumstances, milk handling and storage, and support resources. Some participants reported supervisors' lack of understanding of pertinent breastfeeding issues, including needing time to express milk and frequency, differences among lactating individuals, and appropriate milk storage.

"Females understand breastfeeding and [the need for] a clean room, but males don't. They need a class to explain to them what engorging is [and] how long you can keep milk at room temperature. We [women] are aware of our struggles."

—Enlisted woman (Participant A in group)

"(Responding to Participant A's comment) I think it's [an issue for both men and women]. Just yesterday or the day before, I had a female in my area without kids, and I walked out of my office to go to the command suite to wash my [pumping] supplies, and she [treated me] like I was a disease. When I take my milk out of the freezer at the end of day, they are like that. . . . That really embarrassed me."

—Enlisted woman (Participant B in group)

"I think part of it is knowing what you can and can't do while you are pregnant or breastfeeding, etcetera. . . . [They] should make that [information] as accessible as the leave policy."

—Female officer

"I think what we could do is the [equal opportunity] training that we have every year, even just stating that for each [unit], these [lactation rooms] are things that should be available for those who breastfeed—even if it's just a 30-second walkthrough [during the training]."

—Male officer

The Committee identified the Navy Personnel Command Advisor on Pregnancy and Parenthood as a best practice in education and guidance. This is a voluntary command role that the Navy believes is essential as a key position for Service members and commanders to support pregnancy and parenthood. The breastfeeding page on the Navy website provides easy access to information about breastfeeding policies and best practices.⁴⁷⁴ The Navy conducted a breastfeeding and lactation awareness social media campaign in November 2018 to encourage greater support and awareness. Beginning in 2019 the Navy also began 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.⁴⁷⁵

The Committee also identified a best practice by the Coast Guard to reimburse its eligible members for expenses related to breastmilk shipment. This program is sponsored by Coast Guard Mutual Assistance and is intended to provide financial assistance to members who are faced with out-of-pocket costs for the shipment of breastmilk while on temporary duty, underway, or traveling on government business.⁴⁷⁶

Summary

Despite policies and regulations concerning lactation support, consistent access to adequate lactation rooms remains a challenge for women in all the Military Services. Given the role breastfeeding plays in the health and well-being of babies and mothers, DACOWITS believes it is critically important for the Military Services to support lactating servicewomen. To address these concerns, the Committee recommends the SecDef should establish a DoD policy that standardizes the requirements for lactation rooms and mandates inspection standards to ensure lactation rooms are suitable, accessible, private, and clean. It also recommends the SecDef should direct the Military Services to provide education and guidance to commanders and supervisors that ensures compliance with policies for lactating servicewomen.

Pregnancy Policies

Recommendation

The Secretary of Defense should direct the Military Services to develop and implement policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

Synopsis

The fair and equitable treatment of pregnant servicewomen is imperative for the long-term readiness of the Military Services and the retention of servicewomen. This issue has been particularly important for DACOWITS; the Committee has made several recommendations to improve the treatment and well-being of pregnant servicewomen. The Committee recommended in 2016 that DoD create a consolidated pregnancy and parenthood instruction to ensure all-inclusive guidance is provided to military leaders and Service members. As the Committee examined current policies and guidance on pregnancy, it noted that only the Navy and the Marine Corps had specific verbiage in their instructions and orders barring any adverse impacts on pregnant servicewomen's careers. With the continued persistence of negative attitudes toward pregnancy and pregnant servicewomen in the military, DACOWITS is concerned servicewomen who are pregnant may experience negative impacts on their career progression. The Committee recommends the SecDef require each Service to develop clear policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

Reasoning

Introduction

To inform its recommendations on this topic, DACOWITS collected information from one data source during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Briefings from the Military Services (including the Reserve and Guard) on policies and practices related to job or deployment reassignments of servicewomen who become pregnant (June 2019)^{477, 478, 479, 480, 481, 482}

The health, well-being, and fair treatment of pregnant servicewomen has been a longstanding concern for the Committee. Historically DACOWITS has made several recommendations on the policies and practices related to pregnancy in the Service.^{483,484,485} The Committee's most recent recommendation in 2016 encouraged DoD to create a consolidated pregnancy and parenthood instruction to provide an all-inclusive resource for Service members and their commands.⁴⁸⁶ Recognizing the continued importance of this topic, DACOWITS examined the current state of pregnancy-related policies with regard to servicewomen's careers and opportunities. The reasoning supporting DACOWITS' recommendation on pregnancy policies follows.

Disparities Between Equitable Policies and Unequal Treatment of Pregnant Servicewomen

Based on performance and merit, military assignment and promotion policies have progressed over time to ensure the fair and equitable treatment of all Service members.^{487, 488, 489, 490, 491, 492, 493, 494, 495} The Military Services have a myriad of policies intended to support pregnant servicewomen and protect the health of their unborn children.^{496, 497, 498, 499, 500, 501} Discussions about pregnancy during DACOWITS' 2019 focus groups illuminated a potential contradiction between policy and the perception and treatment of pregnant servicewomen. Most notably, many focus group participants, both enlisted and officers, describe a stigma associated with pregnancy present among their peers and unit leaders that could affect servicewomen's careers.⁵⁰²

Given the potential negative attitude toward pregnancy and the pregnant servicewoman, the Committee is concerned that a lack of clear and specific policy can lead to assignments or other treatment that disadvantages the careers of servicewomen who are pregnant. Only the Navy and the Marine Corps have verbiage in their instructions and orders specifically barring any adverse impacts on pregnant servicewomen's careers.^{503,504} Compounding the lack of specific policy language is the fact that none of the Military Services track formerly pregnant servicewomen to monitor for adverse career impacts resulting from pregnancy.^{505, 506, 507, 508, 509, 510}

The Committee recommends the SecDef require each of the Military Services to develop clear policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

Stigma of Pregnancy and Attitudes Toward Pregnant Servicewomen

During the 2019 focus groups, DACOWITS was interested in the experiences of pregnant servicewomen and asked participants, both men and women, several questions about their experiences and/or perceptions of pregnancy during military service. The most prevalent challenge identified by participants was the stigma associated with pregnancy. Service members discussed a widespread perception that pregnant servicewomen were viewed negatively in the military, and many felt this stigma originated within the unit or working environment. Pregnant servicewomen were characterized in some instances as being "dead weight" or "disloyal to the unit," and pregnancy was assumed to be "done purposefully" to skirt work or deployment obligations.⁵¹¹

"I got pregnant when I was a [rank] . . . ; [my unit] hated me. They were mad I got 3 months of maternity leave. They thought they were doing all the hard work while I was sitting at a desk all day . . . ; no one would help me when I got back. . . . I think about it now. If I want to have another kid, I'm scared it will set me back in my career, and I'm afraid the [unit] will hate me again. It makes you feel guilty about wanting to have a family."

—Enlisted woman

"I'd say perception is probably one of the biggest challenges. . . . I guess it can be perceived by the unit, not necessarily rightfully or wrongfully, [that] the female has chosen to be pregnant instead of working."

—Male officer

"When you don't have many females in a unit, and that female is pregnant, that's all [her peers] around her are going to know. It's tough getting [Service members] that have never [worked] around females, and that's the first thing they are opened up to, that [pregnant women] cannot share the load. It creates a toxic environment for that [Service member] and what she's going through. It's up to the leadership to help that. You need to teach [them] how to react to that; if you don't, it creates a toxic environment."

—Female officer

"I'm from a [occupational specialty] background. [Pregnant Service members] are viewed as dead weight, [and] from the leadership level, too. . . . It can be an issue because they try to make them feel [bad] for being pregnant or unable to do certain things. That's been my experience. . . ."

—Enlisted man

Part of this stigma stems from the perceived negative impact of pregnancy on the unit because pregnancy may lead to a reduction in workload or time away from the unit.⁵¹²

"[When] there's [an open position], it's an immediate impact. Women are out for a certain number of months with no backfill. I would say when you are out that long and come back, there are certain periods of time where you have to catch up on what everyone else is doing, so that can be an issue when they get back."

—Male officer

"The smaller the team, the more you feel the work [loss]. Also, when your job is a job that you can't do when you are pregnant, finding the work that you can do to help the unit [and] contribute [is hard], finding things [to do so it doesn't] look like you disappeared for a year."

—Female officer

"I was very hesitant to tell people [that I was pregnant]. I worked in [occupational specialty] at the time. . . . I knew it was a huge inconvenience in [occupational specialty] to be pregnant. I didn't want to be that girl. Someone has to take over her job and find a new person for me. . . . I never wanted to be [that] person. . . . The unit was disappointed in me because now we've got to find someone else to do your job and somewhere for you to sit for 9 months essentially."

—Enlisted woman

A 2018 study which analyzed military texts and conducted interviews with servicewomen describes pregnancy as a “double bind” for military women because of the way pregnancy is framed as problematic in military discourse and culture.⁵¹³ The previously discussed 2019 Improving Gender Diversity study conducted by HSOAC cited the stigma of pregnancy and noted it as a key factor affecting female retention. Echoing DACOWITS’ 2019 focus group findings, the report described pregnant servicewomen “being stigmatized for light duty, perceiving that their peers are frustrated with having to fill in during a woman’s parental leave or being accused of getting pregnant just to get out of duties or having to go underway.”⁵¹⁴

In response to this study finding and based on the report’s recommendation, the Coast Guard has implemented a new policy to help reduce the impact of parental leave on the unit. Units can request surge staffing of Reservists to cover the absence of Service members who are on parental leave for more than 41 days. This policy works to alleviate hardships on units as a result of parental leave and provides greater opportunities for Reservists to integrate with the fleet. As briefed to the Committee in June 2019, this policy supported surge staffing for 30 members within the first 2 months of its implementation.⁵¹⁵ The Committee applauds this policy, which takes measurable steps toward reducing the impact of parental leave on the unit and mitigating some of the persistent negative attitude toward pregnancy in the Service.

Current Policies and Service Instructions on Pregnancy

Each Service has policies designed to ensure the safety of pregnant servicewomen and their unborn child(ren), being mindful of occupational and developmental-related hazards in the military workplace. In some cases this requires a pregnant servicewoman to be reassigned to a new unit. A pregnant servicewoman is also reassigned from deploying and deployed units and, in most cases, canceled from Service school attendance. No Service allows a pregnant servicewoman to request to remain on deployment for a portion of her pregnancy with the approval of her commander and appropriate medical authority.^{516, 517, 518, 519, 520, 521}

Only the Marine Corps has a written policy to return the servicewoman to her previous unit following pregnancy. Marine Corps Order 5000.12E states that “a servicewoman reassigned due to pregnancy will be returned to the same billet, in the same command whenever possible, or to an equivalent billet in a command of the same type following pregnancy.”⁵²² The Marine Corps also requires that a servicewoman who is not allowed to attend a Service school during pregnancy will be selected to attend the next session when she is capable, stating that “orders for school or special assignment . . . will be reissued following the pregnancy and convalescent leave period.”⁵²³ The Coast Guard also requires orders for school or training to be reissued so the servicewoman can attend the first available class 12

months after the birth event unless she requests to be, and is, medically cleared sooner.⁵²⁴ These requirements provide the servicewoman the opportunity to have her performance evaluated by the same unit leader and remain competitive for promotion.

Reassignment from deployments and failing to attain the appropriate level of career education can diminish a servicewoman's competitiveness for career advancement. Each Service, as noted earlier, promotes based on performance. Reassignment to a new unit inadvertently places the servicewoman at a disadvantage for career progression.

The Military Services have few policies to address the potential negative career impacts of reassignments as a result of pregnancy. The Army points out that it has "no policies that penalize a female Soldier due to pregnancy. . . ." ⁵²⁵ Only the Navy and Marine Corps have specific language in their policies prohibiting any negative impacts from pregnancy on a servicewoman's career. Secretary of the Navy Instruction 1000.10B (Department of Navy Policy on Parenthood and Pregnancy) requires the Navy and Marine Corps to provide detailed guidance to "ensure, to the greatest extent practicable, that a pregnant Service member's career is not affected negatively." ⁵²⁶

A lack of policy combined with potentially negative attitudes toward pregnant servicewomen among some unit leaders creates a potential challenge for servicewomen to remain competitive for career advancement. Participants in DACOWITS' 2019 focus groups noted this can leave women in the military feeling as though they have to choose between having a family and a military career.⁵²⁷

"In my [occupational specialty], they have specific training pipelines and milestones they have to meet for certifications and qualifications. Extended time out puts an obstacle in their way for someone who has a gap in that pipeline [because of pregnancy]. It could set them back however many weeks or months depending on how long they are out."

—Male officer

"[In my occupational community], you can't be pregnant and [do your job]. On those same lines, if you want to remain competitive in the field and your specialty . . . , there's no good time for [pregnancy]. . . . To continue on the 'golden road,' we call it, you can't do that if you have a baby. Those orders are 3 years long . . . , [so] you have to make a choice: career or kids. There's a chance to do both, but it's very difficult."

—Female officer

"When those [Service members] go up on [promotion] boards against other [Service members] that aren't pregnant, but are in the same time in service, you have to take out the time for postpartum recovery and the last stages of pregnancy, but for some [occupational specialties], you just can't do that and maintain qualification. . . . They have to decide to have a kid or choose a job."

—Male officer

The previously discussed 2019 Improving Gender Diversity study conducted by HSOAC provided several recommendations toward resolving issues related to pregnancy and career advancement. One recommendation was to allow Service members the option to extend their evaluation periods if they felt their pregnancy restrictions or parental leave would significantly affect their reporting periods. Another recommendation was to allow extended time in their current assignments for Service members who have experienced a pregnancy or used parental leave. This would give those servicewomen time to complete their qualification requirements and allow them to have the same amount of time in the unit as others for evaluation purposes. The last recommendation was to allow pregnant and postpartum Service members the option to delay the window for promotion.⁵²⁸

The Military Services' current policies on pregnancy are thoughtful in ensuring the health and care of pregnant servicewomen. The promotion and assignment policies work to ensure fair and equitable opportunities for Service members regardless of gender, race, ethnicity, or sexual identification. However, the realities of reassignment to different units because of pregnancy create the potential for career challenges. The existence of negative attitudes toward pregnant servicewomen and discounting performance based on pregnancy can also cause harm to a servicewoman's career. The Committee recommends the SecDef require each of the Military Services to develop clear policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

Summary

Negative attitudes and bias toward pregnancy persist in the military, and the Committee is concerned that servicewomen who are pregnant may experience negative impacts on their career progression. Currently only the Navy and Marine Corps include language in their instructions and orders barring any adverse impacts on servicewomen because of pregnancy. DACOWITS recommends the SecDef should direct the Military Services to develop and implement policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.

Women's Reintegration

Recommendation

The Secretary of Defense should commission a research project to identify and assess the potentially unique impacts on military mothers who are reintegrating into the family after deployments.

Synopsis

Deployments and extended separations present unique challenges for military parents and their children. More military personnel are married than ever before, and close to half of the force has children. More military mothers, both married and single, are deploying. There is very little research on the reintegration of military mothers into the family following deployment, and the effectiveness of current postdeployment resources and programs is unknown. The Committee believes there is a need for foundational research in this area, which will help DoD better understand how to support the potentially unique challenges military mothers face when reintegrating with their families. DACOWITS hopes a study of this nature will lead to the development of meaningful and effective programs and resources to support military mothers and their families.

Reasoning

Introduction

To inform its recommendations on this topic, DACOWITS collected information from several data sources during the past year. In addition to the academic literature cited throughout the reasoning, the following primary sources are available on the DACOWITS website:

- Written responses from the Military Services on programs to support the reintegration of deployed Service members, with an emphasis on military mothers (March 2019)^{529, 530, 531, 532, 533, 534}
- A literature review from the DACOWITS research contractor on the challenges surrounding the reintegration of deployed military mothers (June 2019)⁵³⁵
- Findings from 16 focus groups with Service members (i.e., enlisted personnel and officers) on the topic of pregnancy and parenthood (Focus Group Report, 2019)⁵³⁶

The overall health and well-being of Service members throughout the deployment cycle is crucial to sustaining the vitality and readiness of the force. Deployments present unique challenges for Service members who are parents as a result of extended separation from their children followed by a period of reunion and reintegration once they return home.

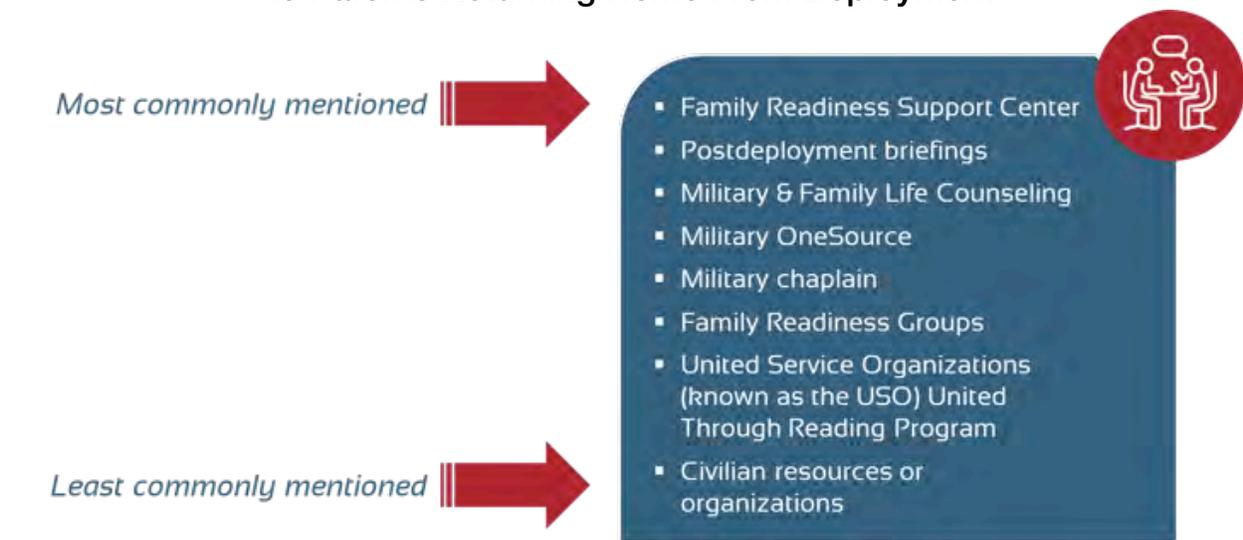
Deployment and family separations are a routine part of military life. Military parents face particularly unique challenges in managing their relationships with their children throughout the deployment cycle. A recent study in the journal *Professional Psychology: Research and Practice* posited, "Almost nothing is known about the family and individual adjustment of military mothers who have deployed to the conflicts of Iraq and Afghanistan, constituting a gap in psychologists' knowledge about how to best help this population."⁵³⁷ Women

make up a significant portion of military personnel and have fewer restrictions than ever before on the nature of their military service. The Committee is concerned with the current lack of knowledge on mothers' experiences throughout the deployment cycle. There is insufficient data to assess the effectiveness of existing programs in addressing the needs of military mothers reintegrating into the family. The Committee believes a focused study is necessary and will lead to the development of a meaningful and useful policy to support the reintegration of deployed mothers into the family, which will in turn support the health and welfare of the military family. The development of new research could serve as a guide for validating existing policies and programs or developing new ones that support military mothers and the military family. The reasoning supporting DACOWITS' recommendation on women's reintegration follows.

Current Programs and Resources for Postdeployment

Each Service provides a range of resources for military members and parents returning home from deployment. Participants in DACOWITS' 2019 focus groups were aware of various kinds of support and resources available to Service members returning home from deployment.⁵³⁸ These resources are listed in Figure 4.8, shown in order from most to least commonly mentioned.

Figure 4.8. Service Member Awareness of Support and Resources Available to Parents Returning Home From Deployment



Source: Focus Group Report, 2019⁵³⁹

Each Service offers some type of postdeployment family reintegration program to help prepare Service members and their families for the transition after deployment. However, research on deployment resources has found military women felt these programs were designed with the assumption that men were the returning military parents.^{540, 541} The current reintegration programs offered by the Military Services have not been thoroughly studied or validated for their effectiveness.^{542, 543, 544, 545, 546, 547} When DACOWITS asked 2019 focus group participants how the Military Services could better support military parents returning home from deployment, participants offered suggestions such as updating postdeployment trainings and resources, targeting resources for parents versus nonparents, and tailoring postdeployment resources based on military occupational specialty communities.⁵⁴⁸

Military Mothers: A Relevant Demographic in the U.S. Military

DoD research showed that in 2017, women represented nearly 17 percent of the active duty force and 22 percent of the Reserve. The majority of the force was married: 52 percent of active duty Service members and 44 percent of the Reserve. Women in the military were also married at high rates: 45 percent of active duty women and 35 percent of women in the Reserve. Almost 40 percent of all military personnel had children. Of active duty single parents, 35 percent were women. Of single parents in the Reserve, 32 percent were women.⁵⁴⁹ Should the number of women in the military continue to grow, it is reasonable to assume that the number of military mothers will also increase. With the inclusion of servicewomen in every occupational specialty, one could expect to find military mothers to be present in every facet of the Armed Forces and on every deployment. From September 2001 to February 2013, almost 300,000 female Service members deployed in support of operations in Iraq and Afghanistan.⁵⁵⁰ Similarly, between 2009 and 2012, 28 percent of living female veterans who had served since 2001 indicated they had served in a combat zone.⁵⁵¹

Impact of Deployment Separations on Parents and Children

One of the greatest challenges military parents face when returning home from deployment, as identified by the 2019 DACOWITS focus groups, is reconnecting with their children.⁵⁵²

"My child wanted nothing to do with me coming back. It was not my first deployment, so I had that expectation. She kept touching my hand to make sure I was real. She could touch me, but I couldn't touch her. It was very painful."

—Enlisted woman

“Depending on the age of the child, that interaction—they may feel you abandoned them (agreement from several other participants), or they don’t remember interacting with you very much. On my first deployment, when I came back home, it took 4 to 5 months before my son would let me pick him up. He was terrified and hid behind his mom. I’d buy him ice cream, and he’d say no, and then mom would give it to him, and he would take it. That was a little emotional to deal with.”

—Enlisted man

“My husband and I both deployed at the same time and were gone for around 10 months. My oldest son, it took him 3 months before he would calm down whenever I dropped him off—he would be screaming and crying. I had to take them to another location [for daycare]. To this very day, I wonder if he still sleeps with his mom and daddy pillows because we left him (tears up). That’s very hard because it’s a big weight on your heart.”

—Female officer

During its 2019 focus groups, DACOWITS asked participants if they perceived any differences between military mothers and military fathers in the postdeployment reintegration process. Many Service members felt that military mothers had more emotional difficulty reintegrating at home.⁵⁵³

“[This subject] makes me want to cry. I came back in 2015, and it still makes me cry. The reintegration process—as a woman and mother, you have to desensitize yourself. It sounds heartless, but you have to stuff family in the back of your mind and try to not think of them at work. . . ; you’re carrying that guilt of being away from your kids and convincing yourself that the job is worth the guilt. Reintegration . . . [happens] after desensitizing yourself, then finding those emotions that you think should come natural to mothers. I cried myself to sleep because I couldn’t bond to my children like I could before my deployment. They’d hug me, and I couldn’t return the emotion that they gave me. It makes me cry (starts tearing up). I couldn’t believe I couldn’t feel that way. It took a week or so to get the notion that I even have those feelings.”

—Female officer

“[For] both mothers in my unit, there was a tremendous amount of guilt about missed time, guilt during deployment, and guilt about how to reintegrate back as the mom [after] someone else had been caring for their kid. There are a lot of challenges coming back from the mother perspective.”

—Female officer

As stated earlier, there is very little research on the issues facing the military mother’s unique challenges in reconnecting with the family after deployment. However, what research has been done suggests the military mother’s reconnection to the family is exacerbated by the disruption of the “sacred bond between mother and child” deployments create.^{554,555} Mothers face difficulty reconnecting with their children upon their return,

particularly mothers who are adjusting and adapting to the new needs of their young children who developed rapidly during their absence.⁵⁵⁶ When examining the effects of deployment on military mothers' psychological well-being, single mothers who deployed showed significantly higher levels of anxiety and more symptoms of depression than single mothers who did not deploy and married mothers who deployed.⁵⁵⁷

With the Nation having been at war for nearly two decades and military personnel working at a high operational tempo, psychologists have cited an increase in negative behavioral, emotional, and academic outcomes in military children and noted that parent-child relationships are negatively affected by deployments.^{558,559} Parent-Child Interaction Therapy (PCIT), developed by Dr. Sheila Eyberg, has been used to help young children with significant behavior problems. PCIT uses direct coaching of the parent to positively influence the parent's interactions with his or her child. The results have been decisive in reducing separation anxiety, and psychologists consider PCIT as one of the three best practices for working with military children.^{560,561}

Need for Foundational Research on Military Mothers and Deployment Reintegration

Any negative impacts related to the reintegration of servicewomen back into the family has the potential to cause second- and third-order effects for the military, ranging from health and well-being issues to the impact on military readiness to the attrition of highly trained personnel. The current effectiveness of postdeployment programs reintegration is unknown, and there is not a specific program addressing the potential unique challenges for military mothers. There is a need for foundational research to understand how this specific population of military women could best be supported in the process of separations and deployments. Therefore, DACOWITS recommends the SecDef commission a research project to determine the impact on military mothers reintegrating into the family after deployments. The Committee believes this study will lead to the development of a meaningful and useful policy to support the reintegration of deployed mothers into the family and support the overall health and welfare of the military family.

Summary

Deployments and extended time away from home can be challenging for military parents and their children. However, there is little research on the reintegration of military mothers following extended separations. To better understand how to support military mothers, DACOWITS recommends the SecDef should commission a research project to identify and assess the potentially unique impacts on military mothers who are reintegrating into the family after deployments.

Maternity Uniforms

Continuing Concern

Maternity Uniforms

Synopsis

In 2019 DACOWITS renewed its study of maternity uniforms. The Committee identified maternity uniforms as a continuing concern in 2016. Although the Committee recognizes the Military Services' progress and updates to maternity uniforms, Service members have continued to express concerns about the availability, affordability, function, and professional appearance of these uniforms. DACOWITS remains committed to ensuring maternity uniforms meet the needs of today's servicewomen. The Committee will continue to monitor the Military Services' improvement of maternity uniforms.

Reasoning

Introduction

To inform this continuing concern, DACOWITS collected information from several data sources during the past year. The following primary sources are available on the DACOWITS website:

- Findings from 16 focus groups with Service members (i.e., enlisted personnel and officers) on the topic of pregnancy and parenthood (Focus Group Report, 2019)⁵⁶²
- Briefings from the Military Services on recent changes, initiatives, or improvements to maternity uniforms and findings from latest maternity uniform wear test (September 2019)^{563, 564, 565, 566, 567}

Although DACOWITS has previously studied maternity uniforms, most recently in 2016, the only recommendation related to maternity uniforms was made by the Committee in 1989.⁵⁶⁸ The reasoning supporting DACOWITS' continuing concern on maternity uniforms follows.

Continued Progress With Maternity Uniforms

The Committee recognizes that suitable maternity uniforms are an important component of enabling women's continued service during and after pregnancy. DACOWITS identified maternity uniforms as a continuing concern in 2016 after noting several of the Military Services were working to update their maternity uniforms and related policies.

In its 2019 focus groups, DACOWITS asked both male and female Service members about their assessment of maternity uniforms, including the availability, affordability, function, and appearance of these uniforms. Although many participants reported maternity uniforms were readily available for pregnant and postpartum servicewomen, some identified challenges in obtaining them, particularly those who were in overseas locations or needed atypical sizes. Other challenges participants mentioned were the cost of maternity uniforms, the design or lack of functionality of the uniforms, and the less professional appearance of maternity uniforms compared with regular uniforms.⁵⁶⁹

In September 2019 the Committee received briefings from the Military Services on recent changes, initiatives, or improvements to maternity uniforms and findings from the latest maternity uniform wear test. The Committee appreciates the recent updates made by all the Military Services to their maternity uniforms based on Service member feedback. The Committee also applauds the extensive collaboration occurring among the Military Services to provide the best maternity uniforms for servicewomen.

Although DACOWITS is encouraged with this progress, the Committee remains dedicated to ensuring that maternity uniforms meet the needs of servicewomen in the areas of availability, affordability, function, and professional appearance. The Committee will continue to follow any updates or continued changes to maternity uniforms.

Summary

Despite the Military Services' progress in improving maternity uniforms, Service members continue to face challenges related to the availability, affordability, function, and professional appearance of the uniforms. The Committee will continue to monitor the Military Services' progress to improve maternity uniforms.



Sgt. Cristal Abregomedina, a warehouse clerk with Headquarters and Service Battalion, examines the uniforms of Marines from November Company, 4th Recruit Training Battalion Nov. 9, 2018 at Marine Corps Recruit Depot Parris Island, S.C.



Army Pfc. Keylin Perez stands in front of the formation bearing the unit guidon during a field training exercise at Fort Meade, Md., Jan. 13, 2019. Perez is assigned to the 200th Military Police Command's Headquarters Company.

Appendix A

DACOWITS Charter

Appendix A. DACOWITS Charter

Committee's Official Designation: The Committee will be known as the Defense Advisory Committee on Women in the Services ("the Committee").

Authority: The Secretary of Defense, in accordance with the Federal Advisory Committee Act (FACA) of 1972 (5 U.S.C., App., as amended) and 41 C.F.R. § 102-3.50(d), established this discretionary Committee.

Objectives and Scope of Activities: The Committee provides advice and recommendations on matters relating to women in the Armed Forces of the United States.

Description of Duties: The Committee provides the Secretary of Defense and the Deputy Secretary of Defense, through the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), independent advice and recommendations on matters and policies relating to recruitment and retention, employment, integration, well-being and treatment of highly qualified professional women in the Armed Forces of the United States.

Agency or Official to Whom the Committee Reports: The Committee reports to the Secretary of Defense and the Deputy Secretary of Defense, through the USD(P&R) who may act upon the Committee's advice and recommendations.

Support: The Department of Defense (DoD), through the Office of the USD(P&R), provides support for the performance of the Committee's functions and ensures compliance with requirements of the FACA, the Government in the Sunshine Act of 1976 (5 U.S.C. § 552b, as amended) ("the Sunshine Act"), governing Federal statutes and regulations, and established DoD policies and procedures.

Estimated Annual Operating Costs and Staff Years: The estimated annual operating cost, to include travel, meetings, and contract support, is approximately \$900,000.00. The estimated annual personnel cost to the DoD is 4.0 full-time equivalents.

Designated Federal Officer: The Committee's Designated Federal Officer (DFO) shall be a full-time or permanent part-time DoD employee, designated in accordance with DoD policies and procedures.

The Committee's DFO is required to be in attendance at all Committee and subcommittee meetings for the duration of each and every meeting. However, in the absence of the Committee's DFO, a properly approved Alternate DFO duly designated to the Committee in accordance with DoD policies and procedures, will attend the entire duration of all of the Committee and subcommittee meetings.

The DFO, or the Alternate DFO, will approve and call all Committee and subcommittee meetings; prepare and approve all meeting agendas; and adjourn any meeting when the DFO, or the Alternate DFO, determines adjournment to be in the public interest or required by governing regulations or DoD policies and procedures.

Estimated Number and Frequency of Meetings: The Committee will meet at the call of the Committee's DFO, in consultation with the Committee's Chair. The estimated number of meetings is four per year.

Duration: The need for this advisory function is on a continuing basis; however, this charter is subject to renewal every two years.

Termination: The Committee shall terminate upon completion of its mission or two years from the date this charter is filed, whichever is sooner, unless renewed by DoD.

Membership and Designation: The Committee shall be composed of no more than 20 members to include prominent civilian women and men who are from academia, industry, public service and other professions. Selection is on the basis of prior experience in the military or with women-related workforce issues. The Secretary of Defense or the Deputy Secretary of Defense may authorize the appointment of the Director of the Center for Women Veterans for the Department of Veterans Affairs to serve as a non-voting, ex-officio regular government employee (RGE) member, who participates in the Committee's deliberations. He or she will not count toward the Committee's total membership or to determine whether a quorum exists.

The appointment of Committee members will be authorized by the Secretary of Defense or the Deputy Secretary of Defense and administratively certified by the USD(P&R) for a term of service of one-to-four years, with annual renewals, in accordance with DoD policies and procedures. Members of the Committee who are not full-time or permanent part-time Federal officers or employees will be appointed as experts or consultants pursuant to 5 U.S.C. § 3109 to serve as special government employee (SGE) members. Committee members who are full-time or permanent part-time Federal officers or employees will be appointed pursuant to 41 C.F.R. § 102-3.130(a) to serve as RGE members. No member, unless authorized by the Secretary of Defense or the Deputy Secretary of Defense, may serve more than two consecutive terms of service on the Committee, to include its subcommittees, or serve on more than two DoD Federal advisory committees at one time.

The USD(P&R), as the Committee's DoD Sponsor, has the delegated authority to appoint the Committee's leadership from among the membership previously appointed to the Committee in accordance with DoD policies and procedures and, in doing so, will determine the leader's term of service, which will not exceed the member's approved term of service.

All members of the Committee are appointed to provide advice on the basis of their best judgment without representing any particular points of view and in a manner that is free from conflict of interest.

With the exception of reimbursement of travel and per diem as it pertains to official Committee business, Committee members will serve without compensation.

Subcommittees: The DoD, when necessary and consistent with the Committee's mission and DoD policies and procedures, may establish subcommittees, task forces, or working groups to support the Committee. Establishment of subcommittees will be based upon a written determination, to include terms of reference, by the Secretary of Defense, the Deputy Secretary of Defense, or the USD(P&R), as the Committee's Sponsor.

Such subcommittees will not work independently of the Committee and shall report all of their recommendations and advice solely to the Committee for full deliberation and discussion. Subcommittees, task forces, or working groups have no authority to make decisions and recommendations, verbally or in writing, on behalf of the Committee. Neither the subcommittee nor any of its members can update or report directly to the DoD or any Federal officers or employees, whether verbally or in writing. If a majority of Committee members are appointed to a particular subcommittee, then that subcommittee may be required to operate pursuant to the same notice and openness requirements of FACA which govern the Committee's operations.

Pursuant to Secretary of Defense policy, the USD(P&R) is authorized to administratively certify the appointment of subcommittee members if the Secretary of Defense or the Deputy Secretary of Defense has previously authorized the individual's appointment to a DoD advisory committee. If this prior authorization has not occurred, then the individual's subcommittee appointment must first be authorized by the Secretary of Defense or the Deputy Secretary of Defense and subsequently administratively certified by the USD(P&R).

Subcommittee members, will be appointed for a term of service of one-to-four years, subject to annual renewals, according to DoD policies and procedures; however, no member shall serve more than two consecutive terms of service on the subcommittee. Subcommittee members, if not full-time or part-time Federal officers or employees, will be appointed as experts or consultants pursuant to 5 U.S.C. § 3109 to serve as SGE members. Subcommittee members who are full-time or permanent part-time Federal officers or employees will be appointed pursuant to 41 C.F.R. § 102-3.130(a) to serve as RGE members.

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

With the exception of reimbursement of travel and per diem as it pertains to official travel related to the Committee or its subcommittees, subcommittee members serve without compensation.

All subcommittees operate under the provisions of the FACA, the Sunshine Act, governing Federal statutes and regulations, and DoD policies and procedures.

Recordkeeping: The records of the Committee and its subcommittees shall be handled in accordance with General Records Schedule 6.2, Federal Advisory Committee Records, or other approved agency records disposition schedule, as well as the appropriate DoD policies and procedures. These records will be available for public inspection and copying, subject to the Freedom of Information Act of 1966 (5 U.S.C. § 552, as amended).

Filing Date: April 22, 2018



Airmen stand in rows during an open ranks inspection at Eglin Air Force Base, Fla., March 19, 2019.



Airmen with the 334th Training Squadron's freestyle drill team perform at Keesler Air Force Base, Miss., Sept. 20, 2019.

Appendix B

Research Methodology

Appendix B. Research Methodology

This appendix provides an overview of DACOWITS' research methodology. The Committee bases its work on a yearlong research cycle.

Study Topic Development

The current research cycle began in December 2018. DACOWITS gathered input on study topics from DoD, the Military Services, Service members, and the general public. The Committee analyzed the study topic inputs and identified potential areas of concern which were briefed to USD(P&R). The SecDef, via USD(P&R), designated the Committee study topics for DACOWITS to examine for 2019 based on the synthesis of study topic inputs, current issues affecting servicewomen, and lingering concerns carried over from the previous research cycle. Following the receipt of the approved study topics, the Committee developed clear, testable research questions to guide its work on these topics. The Committee then identified the most appropriate methodologies to address each research question (e.g., soliciting Service input through RFIs, performing literature reviews, conducting focus group discussions). This methodology information was entered into a research plan matrix and was revisited quarterly to address new information obtained during the Committee's business meetings and new questions that arose. This research plan formed the basis for the development of the focus group materials and the RFIs the Committee released in preparation for each of its quarterly business meetings (see Table B.1).



Air National Guardsmen with the 124th Security Forces Squadron are timed while assembling a Beretta M9 and firing at a target during a shooting course at Gowen Field, Boise, Idaho, June 19, 2019.

Table B.1. DACOWITS 2019 Study Topics and Data Sources

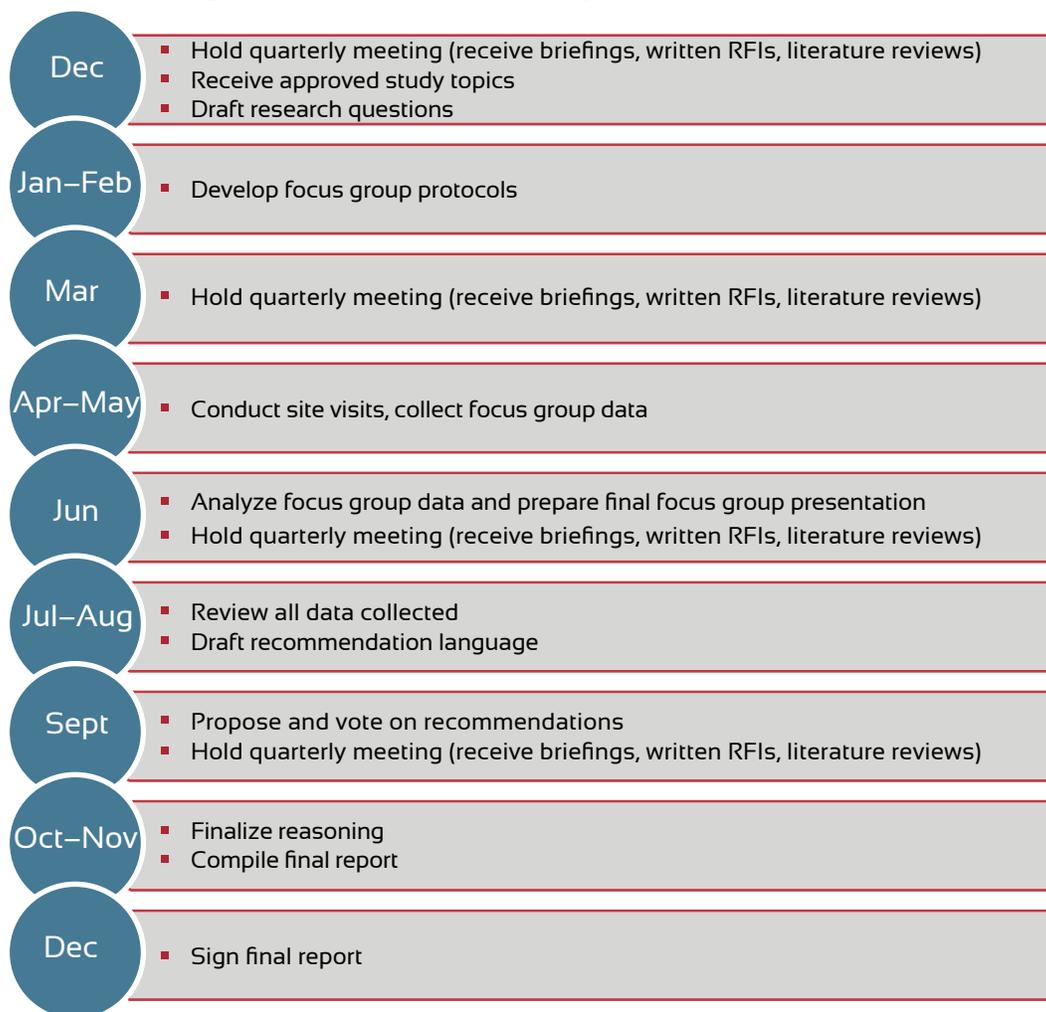
Study Topic	Data Sources		
	Responses to RFIs	Focus Groups	Other Sources
Recruitment and Retention			
Unconscious/Conscious Gender Bias	●	●	●
Improving Female Retention	●	●	●
Variance in Women’s Retention at Senior Levels, With Emphasis on Race/Ethnicity	●		●
Female Chaplains	●		
Exit Surveys	●		
Employment and Integration			
Physical Fitness Tests	●	●	●
Gender Integration	●	●	●
Female Instructor Cadre	●		●
Well-Being and Treatment			
Child Care Resources	●	●	●
Domestic Abuse Affecting Servicewomen	●	●	●
Pregnancy and Parenthood Policies	●	●	●



Marine Corps Lance Cpl. Autumn Taniguchi carries Cpl. Antonio Garcia during an urban leadership course at Marine Corps Base Camp Pendleton, Calif., April 24, 2019.

As shown in the timeline presented in Figure B.1, data collection activities progressed once the Committee developed its research plan.

Figure B.1. Timeline of Key Research Activities



Requests for Information

In advance of each meeting, DACOWITS prepares RFIs for DoD, the Military Services, and other entities as appropriate. These requests include targeted research questions and the preferred delivery method for each request (i.e., briefing during a quarterly meeting, written response). The Committee’s RFIs take many forms, including requests for data, policy briefs, literature reviews, and status updates. DACOWITS received responses to RFIs during each of its quarterly business meetings (held in December 2018, March 2019, June 2019, and September 2019). The Committee acknowledges each of the Service representatives for

the numerous briefings and written responses they developed to respond to DACOWITS' requests. Appendix E presents all the DACOWITS 2019 RFIs and the corresponding responses.

Focus Groups

Between the December 2018 and March 2019 meetings, the Committee worked with its research contractor to develop preliminary and final focus group protocols and mini-surveys to administer to focus group participants.

The Committee collected qualitative data during site visits to eight military installations representing all four DoD Service branches (Army, Navy, Marine Corps, and Air Force)—from April to May 2019 (see Appendix D for the full list of installations visited). During the focus groups at these sites, the Committee addressed three topics:

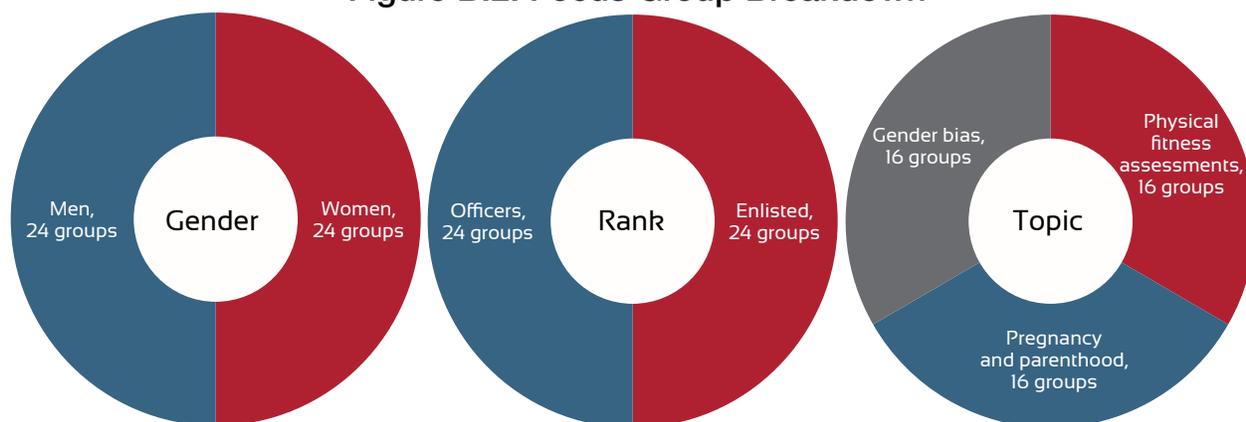
- Conscious and unconscious gender bias
- Pregnancy and parenthood
- PFAs

Each protocol focused on one topic module to ensure each study topic was addressed by each Service, gender, and military pay grade group as was relevant given the study topic. Each focus group lasted 90 minutes. Committee members facilitated the focus group discussions to elicit and assess the views, attitudes, and experiences of Service members regarding the study topics. The Committee also distributed mini-surveys to participants to determine the demographic composition of the groups. All the data collection instruments were reviewed and considered exempt by the institutional review board for ICF—the subcontractor for the DACOWITS research contractor, Insight Policy Research—with concurrence from DoD's Office of the Under Secretary of Defense for Personnel and Readiness, to ensure the protection of human subjects.

DACOWITS conducted 48 focus groups. Of the 48 groups, 24 were held with men, and 24 were held with women. Twenty-four of the groups were conducted with enlisted personnel (pay grades E-4 to E-8), and 24 were held with officers (pay grades O-3 to O-5 and W-1 to W-5). There were 475 distinct participants with an average of 10 participants per session. DACOWITS addressed the topic of conscious and unconscious gender bias in 16 groups, pregnancy and parenthood in 16 groups, and physical fitness tests in 16 groups. Participants were asked to indicate their responses for selected questions by raising their hands, and focus group staff conducted a hand count of respondents. Each installation

was responsible for recruiting focus group participants from the demographic categories specified by DACOWITS (see Figure B.2). The results of these focus groups are posted to the DACOWITS website (<https://dacowits.defense.gov>).⁵⁷⁰

Figure B.2. Focus Group Breakdown



Review of Other Data Sources

Throughout the year, Committee members reviewed data sources in addition to the focus group findings and responses to RFIs. DACOWITS staff prepared research reports and digests of timely news articles for Committee members. The DACOWITS research contractor conducted formal literature reviews on DACOWITS' behalf; these studies included detailed reviews of recent peer-reviewed literature and data on the civilian population. In preparing the report, the research contractor team also worked with DACOWITS to conduct several ad hoc data analyses.

Recommendation Development

During the September 2019 quarterly business meeting, the Committee members voted on their recommendations. Members developed these recommendations after reflecting upon their site visits, carefully reviewing the focus group findings, and revisiting the RFI responses and all other information received throughout the year. These recommendations were then compiled into this final report, which the Committee approved and signed at the December 2019 quarterly business meeting.



Marine Corps 2nd Lt. Jeiny Gutierrezmajalca fires a Mark 19 grenade launcher during a live-fire exercise at Marine Corps Base Quantico, Va., Aug. 27, 2019.

Appendix C

Biographies of DACOWITS Members

Appendix C. Biographies of DACOWITS Members

General (Retired) Janet C. Wolfenbarger, USAF (Chair)

DACOWITS Position	<ul style="list-style-type: none"> ▪ Chair
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Serves on the AECOM board of directors ▪ Serves on the KPMG board of directors ▪ Trustee for the Falcon Foundation
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Retired from the Air Force in 2015 after 35 years of service ▪ Air Force's first female four-star general ▪ Last assignment: Commander, Air Force Materiel Command, Wright-Patterson AFB
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ Master of Science, National Resource Strategy, National Defense University ▪ Master of Science, Aeronautics and Astronautics, Massachusetts Institute of Technology ▪ Bachelor of Science, Engineering Sciences, United States Air Force Academy
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ Honorary Doctorate, Doctor of Humane Letters, Wright State University ▪ Distinguished Service Medal with oak leaf cluster ▪ 2017 National Defense University Hall of Fame ▪ 2016 Women in Aviation Pioneers Hall of Fame ▪ 2015 Air Force Materiel Command Order of the Sword ▪ 2014 James Doolittle Award, Massachusetts Institute of Technology Security Studies Program

Command Sergeant Major (Retired) Michele S. Jones, USA (Vice Chair)

DACOWITS Position	<ul style="list-style-type: none"> Vice Chair
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> President/Chief Executive Officer, The Bones Theory Group, L.L.C. Vice President of Leadership and Training, Civility Management Solutions Advisor, Our Community Salutes, Inc.
Prior Military Service or Affiliation	<ul style="list-style-type: none"> Retired from the Army after 25 years of service Special Assistant to Secretary of Defense White House Liaison Army's first female Division Command Sergeant Major Last assignment: 9th Command Sergeant Major of the Army Reserves (first female)
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> Bachelor of Science, Fayetteville State University (cum laude)
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> 2019 Department of Veterans Affairs' Trailblazer Award Recipient Honorary Doctorate, Doctor of Public Service, Southern New Hampshire University Honorary Doctorate, Doctor of Humane Letters, National Louis University Distinguished Service Medal Legion of Merit Royal Thai and German Airborne Wings Featured in the National Museum of African American History and Culture Toyota American Pride Award Ford Foundation Freedom Sister's Award National Coalition for Black Civil Participation Lifetime Achievement Award National Association for the Advancement of Colored People Meritorious Service Award

Captain (Retired) Kenneth J. Barrett, USN

DACOWITS Position	<ul style="list-style-type: none"> Recruitment and Retention Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> Global Chief Diversity Officer, General Motors Serves on the National Organization on Disability board of directors Serves on the Asian Pacific Islander American Scholars board of directors Serves on the Advancing Minorities' Interest in Engineering board of directors
Prior Military Service or Affiliation	<ul style="list-style-type: none"> Retired from the Navy in 2012 after 28 years of service Surface Warfare Officer, Diversity Director for the Navy Last assignment: Acting Director, Office of Diversity Management and Equal Opportunity, Office of the Secretary of Defense
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> Federal executive fellow, Harvard University, Olin Institute for Strategic Studies Executive Master of Business Administration, Naval Post Graduate School Master of Arts, National Security Affairs and Strategic Studies, Naval War College Bachelor of Arts, Political Science, College of the Holy Cross
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> Defense Superior Service Medal Legion of Merit Defense Meritorious Service Medal Meritorious Service Medal (2 gold stars) Ted Childs Life Work Excellence Award Global Diversity and Inclusion Leadership Award, World Diversity and Inclusion Congress

Colonel (Retired) John T. Boggs, USMC

DACOWITS Position	<ul style="list-style-type: none"> Well-Being and Treatment Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> President, Fortitude Consulting, LLC Serves as a member of the Marine Corps Scholarship Foundation, Arizona Campaign Serves as a member of the Arizona Corporate Council on Veteran Careers National Naval Officers Association (life member) Marine Corps Association (life member) Organization of Black Maritime Graduates
Prior Military Service or Affiliation	<ul style="list-style-type: none"> Retired from the Marine Corps in 2008 after 32 years of commissioned service
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> Transformational Leadership Coaching Certification, Georgetown University Master of Science, National Security Strategy, National Defense University Master of Arts, Management, Webster University Bachelor of Science, Marine Transportation, State University of New York, Maritime College
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> Defense Superior Service Medal (second award) Defense Meritorious Service Medal (second award) Legion of Merit Meritorious Service Medal (third award) Navy Commendation Medal Navy Achievement Medal (second award)

Lieutenant General (Retired) Judith A. Fedder, USAF

DACOWITS Position	<ul style="list-style-type: none"> Well Being and Treatment Subcommittee Lead
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> Independent Consultant, JFedder Consulting, LLC Emeritus Member, Civil Air Patrol Board of Governors Member of Board of Directors, Institute for Defense and Business, Chapel Hill, NC Senior Advisor, Boston Consulting Group
Prior Military Service or Affiliation	<ul style="list-style-type: none"> Retired from the Air Force in 2015 after 35 years of service Former Sub-Unified Commander, U.S. Forces Azores Last assignment: Deputy Chief of Staff, Logistics, Installations, and Mission Support
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> Master of Business Administration, Florida Institute of Technology Bachelor of Science, Dietetics, Michigan State University
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> Distinguished Service Medal with oak leaf cluster Defense Superior Service Medal 2014 Michigan State University Distinguished Alumni Award Former Presidential Appointee to U.S. Air Force Academy Board of Visitors

Ms. Therese Agnes Hughes

DACOWITS Position	<ul style="list-style-type: none"> ▪ Well-Being and Treatment Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Small Business Owner: Greeniphotography.com ▪ Military Women: WWII to Present Project ▪ "In a Heart Beat" Military Women Photography Exhibit ▪ Wyden-Hatch Citizen's Health Care Working Group ▪ The Women's Foundation of California, Women's Policy Institute ▪ University of California, Los Angeles, Luskin School of Public Policy
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Daughter of Career Naval Officer and WWII Navy Women Accepted for Volunteer Emergency Service (WAVE) Veteran
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ Master of Arts, Regional Urban Planning, University of California, Los Angeles, Luskin School of Public Affairs
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ Military Order of World Wars, Thousand Oaks Chapter, Patriotic Service Award ▪ The Honorable Senator Orrin G. Hatch and the Honorable Senator Ronald L. Wyden: United States Senate Letter of Recognition for Health Care that Works for All Americans Act in the Citizens Health Care Working Group ▪ American Association of University Women, Thousand Oaks Chapter, Community Partnership, Service Award for STEM Annual Workshop for Girls ▪ Recognized by the Office of California Senator Sheila Kuehl for legislative work conducted on behalf of the Women's Foundation of California, Women's Policy Institute

Dr. Kyleanne M. Hunter

DACOWITS Position	<ul style="list-style-type: none"> ▪ Employment and Integration Subcommittee Lead
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Vice President, Brady Campaign and Center to Prevent Gun Violence ▪ Adjunct Professor & Curriculum Review Board, Georgetown University ▪ This is Our Lane board member ▪ Mountain2Mountain board member
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Former U.S. Marine Corps AH-IW Cobra Pilot ▪ Multiple Operation Iraqi Freedom/Operation Enduring Freedom deployments ▪ U.S. Marine Corps Legislative Liaison Officer
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ Doctor of Philosophy, International Relations, Josef Korbel School of International Studies, University of Denver ▪ Master of Arts, Josef Korbel School of International Studies, University of Denver ▪ Master of Science, Georgetown University School of Foreign Service
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ 2019 Department of Veterans' Affairs Trailblazer Award ▪ 2017 Women's Peacemaker Award ▪ Meritorious Service Medal ▪ Navy Marine Corps Commendation Medal (three times) ▪ Air Strike Medal (seven times)

Ms. LeeAnne B. Linderman

DACOWITS Position	<ul style="list-style-type: none"> ▪ Well-Being and Treatment Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Retired Executive Vice President, Zions Bancorporation ▪ International Women’s Forum board member, Governance Committee ▪ Trustee for SelectHealth Insurance Company, Quality Assurance Chair ▪ Veteran Mothers, Inc., founder ▪ Wood River Women’s Foundation, Governance Committee
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ Executive Master’s in Banking and Finance, Pacific Coast Banking School, University of Washington ▪ Corporate Board Training Certificate, International Women’s Forum’s On the Board, George Washington University ▪ International Women’s Forum’s Fellows Program, Harvard Business School, Judge School of Business at Cambridge, Global Leadership Development ▪ Bachelor of Science, Business Administration, Auburn University
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ 2019 Lifetime Achievement Award, American Banker Magazine ▪ 2018 Zions Bank Veterans Service Award ▪ 2018 American Heart Association–Utah Heart of Utah Award ▪ 2017 Utah Bankers Association Distinguished Banker Award ▪ Most Powerful Women in Banking, American Banker Magazine, honored 2004, 2009–2016, ranked no. 13 in 2016 ▪ 2008 Utah Bankers Association’s first female chairman ▪ 2006 Salt Lake Chamber of Commerce Pathfinder Award ▪ 2005 Utah Commission for Women & Families Woman of Influence Award

Major (Retired) Priscilla W. Locke, USA

DACOWITS Position	<ul style="list-style-type: none"> ▪ Recruitment and Retention Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Member, Heritage Foundation HBCU Working Group ▪ President, Seeds of Humanity Foundation ▪ National Liaison, West Point LEADS Program National (2011–2019) ▪ Executive Committee Member, West Point Association of Graduates Diversity & Inclusion ▪ Member, West Point Admissions Field Force ▪ West Point Standardized Test Score Improvement Program Coach (SAT/ACT) ▪ Past President, Rotary Club of Springfield, VA
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Retired from Army in 1995 after 21 years of service ▪ Enlisted in the Army in 1974 as Communications Specialist ▪ First Black Women West Point Graduate by Order of Merit ▪ Hall of Fame Inductee, Army Women’s Foundation
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ Master of science, Education, Loyola Baltimore ▪ Master of science, Public Administration, Central Michigan University ▪ Bachelor of science, Engineering, United States Military Academy, Class of 1980
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ Awardee, Key to the City of Detroit, MI ▪ Awardee, Detroit Woman of Excellence, Michigan Chronicle ▪ Distinguished Graduate, West Point Society of DC ▪ Awardee, National Society of Black Engineers Golden Torch Award ▪ Awardee, Women of Color in STEM Visionary Award ▪ Awardee, Wings To Succeed, National Association of Multicultural Engineering Program Advocates

Lieutenant General (Retired) Kevin W. Mangum, USA

DACOWITS Position	<ul style="list-style-type: none"> ▪ Employment and Integration Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Vice President, Lockheed Martin Corporation
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Retired from the Army in 2017 with 35 years of service ▪ Last Assignment: Deputy Commanding General/Chief of Staff, U.S. Army Training and Doctrine Command, Ft. Eustis, VA
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ U.S. Army War College Fellow, Fletcher School of Law and Diplomacy, Tufts University ▪ Master of Business Administration, Webster University ▪ Bachelor of Science, United States Military Academy
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ Distinguished Service Medal with oak leaf cluster ▪ Distinguished Flying Cross ▪ American Legion Valor Award ▪ 2019 Inductee, U.S. Army Aviation Hall of Fame

Ms. Janie L. Mines

DACOWITS Position	<ul style="list-style-type: none"> ▪ Employment and Integration Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ President and Independent Executive Management Consultant, Common Cents Business Services, Inc. ▪ President and author, Custom Messages, Inc. ▪ Motivational speaker
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Former Supply Corps Officer, Navy ▪ First Generation of Women to Serve on Ships ▪ Senior Advisor, Business Process, Senior Executive Service (HQE-SES) in the Office of the Secretary of the Navy ▪ Contractor Chief of Staff, Department of Defense STEM
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ Master of Business Administration, Sloan School of Management, Massachusetts Institute of Technology ▪ Bachelor of Science, United States Naval Academy, Class of 1980
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ First African-American female graduate of the United States Naval Academy ▪ Sloan Fellow, Sloan School of Management, Massachusetts Institute of Technology ▪ Political appointee, Department of the Navy ▪ Olympic torchbearer ▪ South Carolina Black History Honoree ▪ Women of Color in Business National Award Winner ▪ Multiple community service awards ▪ Author, <i>No Coincidences: Reflections of the First Black Female Graduate of the United States Naval Academy</i> ▪ Southern Christian Leadership Conference Trailblazer Award

Fleet Master Chief (Retired) JoAnn M. Ortloff, USN

DACOWITS Position	<ul style="list-style-type: none"> ▪ Employment and Integration Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> ▪ Ambassador for the Women in Military Service for America Memorial ▪ Volunteer travel advisor (civilian and military) ▪ Volunteer speaker/consultant on leadership and team training
Prior Military Service or Affiliation	<ul style="list-style-type: none"> ▪ Retired from the Navy in 2015 after 33 years of service ▪ Navy's first female operational numbered fleet Command Master Chief ▪ Last assignment: Fleet Master Chief, U.S. Naval Forces Europe and Africa
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> ▪ KEYSTONE Senior Enlisted Leadership Course ▪ Navy Command Master Chief/Chief of the Boat Course ▪ Navy Senior Enlisted Academy (Class 100 "Blue") ▪ Executive Medical Department Enlisted Course ▪ Six Sigma Greenbelt
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> ▪ Legion of Merit ▪ Meritorious Service Medal (two awards) ▪ Navy and Marine Corps Commendation Medal (three awards) ▪ Navy and Marine Corps Achievement Medal (four awards) ▪ Good Conduct Medal (nine awards) ▪ Humanitarian Service Medal ▪ Military Outstanding Volunteer Service Medal and various campaign/ service ribbons ▪ 2000 Captain Joy Bright Hancock Leadership Award Recipient

Brigadier General (Retired) Jarisse J. Sanborn, USAF

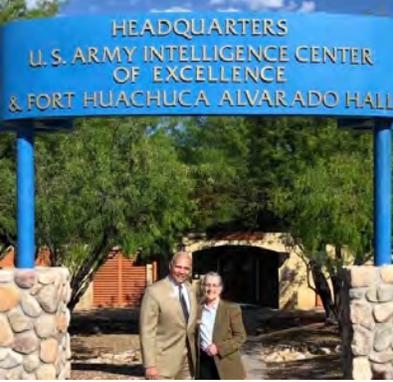
DACOWITS Position	<ul style="list-style-type: none"> Well-Being and Treatment Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> Trustee, The Air Force Judge Advocate General's School Foundation Board of Trustees
Prior Military Service or Affiliation	<ul style="list-style-type: none"> Retired, General Counsel and Associate Executive Director, American Bar Association Retired from Air Force after 33 years of service Last assignment: Dual-Hatted Staff Judge Advocate of Air Mobility Command and Chief Counsel, U.S. Transportation Command Previous: First Staff Judge Advocate of U.S. Northern Command Previous: Triple-Hatted Staff Judge Advocate of Air Force Space Command, U.S. Space Command, and North American Aerospace Defense Command
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> Juris Doctor (magna cum laude), Creighton University School of Law Master of Science, National Security Strategy, National War College Bachelor of Arts (magna cum laude and phi beta kappa), Psychology, Randolph-Macon Woman's College
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> Distinguished Service Medal Defense Superior Service Medal with oak leaf cluster Legion of Merit Bronze Star Medal 1985 Air Force Outstanding Young Judge Advocate of the Year 1985 Younger Federal Lawyer of the Year Award, Federal Bar Association DoD Inspector General: Led congressionally mandated review of Navy Post-Trial Review Processes; awarded Best Project of Year

Brigadier General (Retired) Allyson R. Solomon, ANG

DACOWITS Position	<ul style="list-style-type: none"> Recruitment and Retention Subcommittee Member
Other Positions/ Employment/ Community Involvement	<ul style="list-style-type: none"> President, National Guard Youth Foundation Serves on the Women In Military Service For America Memorial Foundation board of directors
Prior Military Service or Affiliation	<ul style="list-style-type: none"> Retired from the Air National Guard in 2015 after 35 years of service Last assignment: Assistant Adjutant General for Air, Maryland Air National Guard
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> Master of Arts, Public Administration, Auburn University at Montgomery Bachelor of Arts, Business Administration, Loyola University
Achievements/ Awards/ Recognition	<ul style="list-style-type: none"> Distinguished Service Medal State of Maryland Distinguished Service Cross Maryland Women's Hall of Fame

Rear Admiral (Retired) Cari B. Thomas, USCG

<p>DACOWITS Position</p>	<ul style="list-style-type: none"> ▪ Recruitment and Retention Subcommittee Lead
<p>Other Positions/ Employment/ Community Involvement</p>	<ul style="list-style-type: none"> ▪ Chief Executive Officer, Coast Guard Mutual Assistance ▪ Serves on the Navy Mutual Aid Association Board ▪ Former National Executive Director, Navy League of the United States ▪ Named a United States International Maritime Organization Ambassador in 2015
<p>Prior Military Service or Affiliation</p>	<ul style="list-style-type: none"> ▪ Retired from the Coast Guard in 2016 after 32 years of service ▪ Last operational assignment: Commander, District 14 (Honolulu, HI) ▪ Commanded units both afloat and ashore
<p>Highest Education (Military/Civilian)</p>	<ul style="list-style-type: none"> ▪ Certificate in Non Profit Management, Georgetown University ▪ National Preparedness Leadership Initiative, Harvard University ▪ Master of Science, National Security and Strategic Studies, Naval War College ▪ Master of Science, Educational Leadership, Troy University ▪ Bachelor of Science, Civil Engineering, United States Coast Guard Academy
<p>Achievements/ Awards/ Recognition</p>	<ul style="list-style-type: none"> ▪ Distinguished Service Medal ▪ Legion of Merit (two awards) ▪ 2016 Honorary Chief Petty Officer ▪ Guest lecturer, Asia Pacific Center for Strategic Studies ▪ Graduate, Department of Homeland Security's Pacific Executive Leadership Program ▪ Sea Services Leadership Association North Star award ▪ Permanent Cutterman



During 2019, DACOWITS members visited Naval Submarine Base Kitsap, Naval Base Everett, Joint Base Elmendorf-Richardson, Marine Corps Air Station Miramar, Marine Corps Air Station Yuma, Davis-Monthan Air Force Base, and Fort Huachuca.

Appendix D

Installations Visited

Appendix D. Installations Visited

Site	Dates
Naval Submarine Base Kitsap	April 1–2, 2019
Naval Base Everett	April 4–5, 2019
Joint Base Elmendorf-Richardson, Army	April 8–9, 2019
Joint Base Elmendorf-Richardson, Air Force	April 11–12, 2019
Marine Corps Air Station Miramar	April 15–16, 2019
Marine Corps Air Station Yuma	April 25–26, 2019
Davis-Monthan Air Force Base	April 29–30, 2019
Fort Huachuca	May 2–3, 2019



Air Force Staff Sgt. Michelle Spell takes a defensive position during training at the Camp Gilbert C. Grafton, N.D., July 16, 2019.



Army Spc. Bethany Brennan and Pfc. Keylin Perez work as a team on a land navigation course during a field training exercise at Fort Meade, Md., Jan. 10, 2019. Both are reservists assigned to the 200th Military Police Command's Headquarters Company.

Appendix E

DACOWITS Requests for Information and Responding Offices

Appendix E. DACOWITS Requests for Information and Responding Offices

This appendix presents a list of DACOWITS' RFIs and the corresponding responses. The list is organized chronologically, presenting the RFI from each quarterly business meeting that was part of the 2019 research year. A business meeting was held in December 2018, March 2019, June 2019, and September 2019. The RFIs are presented exactly as written by the Committee.

December 2018

RFI 1A: The Committee requests a briefing from the Office for Diversity, Equity, and Inclusion on any ongoing initiatives, training, studies, policy/guidance, or assessments pertaining to conscious and unconscious gender bias throughout the Department of Defense.

Responding Office
RFI 1A was postponed pending approval of the Office of Diversity, Equity and Inclusion Services' 2019–2022 Strategic Plan.

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.

Responding Office
Army, Office of the Deputy Chief of Staff for Personnel, Special Review Board
Navy, Inclusion and Diversity
Marine Corps, The Office of Manpower and Reserve Affairs
Air Force, Air Force Global Diversity Division
Coast Guard, Office of Diversity and Inclusion

RFI 2: 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 a plan/date to complete a review/assessment?

Responding Office
United States Military Academy
United States Naval Academy
United States Air Force Academy
United States Coast Guard Academy

RFI 3: The Committee requests a written response from each of the Military Services on:

- Does your Service use gaming technology for recruitment? If so, provide access instructions.
- Does the gaming technology used for recruitment offer fair gender representation?
- Has the game been assessed to determine if the programming contains instances of unconscious gender bias? If so, what were the results?
- Are recruiters provided education on unconscious bias?

Responding Office
Army, Training and Doctrine Command
Navy, Recruiting Command
Marine Corps, Office of Plans & Research
Air Force, Office of Recruiting Service
Coast Guard, Office of Diversity and Inclusion

RFI 4: The Committee requests a literature review from the Research Contractor on conscious and unconscious gender bias.

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

Responding Office

Insight Policy Research

RFI 5: The Committee requests a written response update from the Air Force, Army, and Navy Chaplain Corps on:

- Efforts to recruit and thereby increase the percentage of women in the Chaplain Corps.
- Efforts to retain female chaplains (e.g., professional development opportunities, conferences, programs, broadening assignments, mentorship, etc.).
- Statistics on promotion rates of male and female chaplains over the last ten years.

Responding Office

RFI 5 was tentatively scheduled to be held during the March 2019 quarterly business meeting.

RFI 6: The Committee requests a briefing from each of the Military Services on the status of exit surveys:

- How is the exit survey structured?
- Does the survey differentiate the reasons why men and women leave the military?
- Does the survey differentiate between career fields?
- Is the survey data releasable yet? If so, please provide. If not, when are the findings projected to be released?

Responding Office

RFI 6 was tentatively scheduled to be held during the March 2019 quarterly business meeting.

RFI 7: The Committee requests a briefing from each of the Military Services to address the following questions:

- What is the gender representation of instructors/trainers throughout the training pipeline? Provide statistics.
- Is there a tracking mechanism to follow the career progression of instructors/trainers (i.e., designator/identifier)? If so, provide details.
- Is there a strategic plan to assign women as trainers and specialty instructors throughout the training pipeline, to include fields previously closed to women?

Responding Office
Army, Training and Doctrine Command
Navy, Office of Distribution Management
Marine Corps, Training and Education Command
Air Force, Diversity and Inclusion
Coast Guard, Headquarters

RFI 8: The Committee requests a briefing from each of the Military Services to address the following:

- What are the physical fitness test requirements for your Service?
- How are the physical fitness tests graded?
- What physiological science went into determining the requirements and scoring of physical fitness tests?
- When was the last time the physical fitness test was changed? What prompted the change?
- Are there any changes coming to the physical fitness test in the near future?
- How are the physical fitness tests related to promotions?

Responding Office
Army, Training and Doctrine Command
Navy, 21st Century Sailor Office
Marine Corps, Force Fitness Division
Air Force, Strategic Research and Assessment Branch

RFI 9: The Committee requests a briefing from the Office of Family Policy/Children and Youth on the following:

- Status on the expansion and availability of on-base childcare facilities (CONUS and OCONUS).
- Status on the expansion and availability of 24-hour facilities (CONUS and OCONUS).
- Status on the expansion and availability of alternative childcare resources (CONUS and OCONUS).
- Status of online enrollment pilot program.

- Status of daycare credentialing by Service.
- Status of cost mitigating strategies (i.e., subsidies).
- Status of state laws that continue to effect childcare hours and availability on federal installations.

Responding Office

DoD, Office of Military Family Readiness Policy

RFI 10: The Committee requests a written response from the Military Services on the following:

- Describe your Services' breastfeeding policy and state when it was last updated.
- Describe the methodology that was used to design this policy (e.g., supporting medical research).
- What programs exist to support lactation in the workplace?
- Does your Service provide servicewomen a shipping subsidy to assist with the transportation of breastmilk back to their child while they are TAD/TDY?
- How does your Service ensure units adhere to the policy (e.g., time and a clean lactation space)?
- In terms of postpartum physical fitness testing, what methodology was used to design this policy? Does the timeline support breastfeeding mothers (e.g., the American Academy of Pediatrics (AAP) recommends exclusive breastfeeding for the first six months of a baby's life, followed by breastfeeding in combination with the introduction of complementary foods until at least 12 months of age)?

Responding Office

Army, Office of the Deputy Chief of Staff for Personnel

Navy, Office of Inclusion and Diversity

Marine Corps, Manpower Plans and Policies, Headquarters

Air Force, Office of Medical Operations Agency

Coast Guard, Office of Diversity and Inclusion

March 2019

RFI 1: The Committee requests a written response from Defense Manpower Data Center (DMDC) to provide the number/percentage of officer and enlisted personnel for each Service-branch broke down by rank, gender, race, and ethnicity for the years: 2008, 2013, and 2018.

Responding Office
Defense Manpower Data Center

RFI 2: The Committee requests a written response from Military Services (to include the Reserves and National Guard) to provide:

- Statistics for enlisted and officer accession rates broken down by gender, race and ethnicity from 2008 to 2018.
- Statistics for enlisted and officer promotion rates broken down by gender, race and ethnicity from 2008 to 2018.

Responding Office
Army, Accessions Branch
Navy, Bureau of Naval Personnel
Marine Corps, Recruiting Command
Air Force, Personnel Command
Coast Guard, Office of Workforce Forecasting and Analysis

RFI 3: The Committee requests a written response from Military Service Academies to provide statistics of cadet/midshipmen accessions broken down by gender, race, and ethnicity from 2008 to 2018.

Responding Office
United States Military Academy
United States Naval Academy
United States Air Force Academy
United States Coast Guard Academy

RFI 4: The Committee requests a written response from each of the Military Services on what actions have been taken to assess and mitigate (if necessary) the impact of conscious and unconscious gender bias and language on military performance evaluations and promotions? Additionally, include any processes built into your promotion and evaluation systems that facilitate equitable selection.

Responding Office
Army, Office of the Deputy Chief of Staff for Personnel
Navy Personnel Command
Marine Corps, Records and Performance Branch
Air Force, Chief, Force Management Policy Division
Coast Guard, Office of Diversity and Inclusion
National Guard Bureau, Office of Equity and Inclusion

RFI 5: The Committee requests a written response from Air Force, Army and Navy on the recommendations regarding female Chaplains from the 2006 and 2016 DACOWITS reports. To include:

- Provide current statistics on the number and percentage of female Chaplains by grade.
- What is being done to increase the recruitment and retention of female Chaplains in the military (e.g., ongoing initiatives, professional development opportunities, etc.)?

Responding Office
Army, Office of the Chief of Chaplains
Navy, Office of the Chief of Navy Chaplains
Air Force, Chief, Personnel, Budget, and Readiness Division

RFI 6: The Committee request a briefing from each of the Military Services to address the following:

- What is your physical fitness training program to prepare Service members for physical fitness tests?
- Does your physical fitness training program incorporate the science on physiological gender differences?

- How is your physical fitness training program administered and communicated to Service members?
- Is the physical fitness training program mandatory? If so, how are commands implementing and tracking effectiveness?
- Do you have a special rate/designation for fitness trainers? If so, what are their responsibilities?

Responding Office
Army, Training and Doctrine Command
Navy, 21st Century Sailor Office
Marine Corps, Training and Education Command
Air Force, Exercise Science Unit

RFI 7: The Committee requests a briefing from the Navy and Coast Guard to address the following:

- What was the original plan for integrating all classes of ships previously closed to women?
- What is the current plan to expand opportunities for women at sea (i.e., assignment availability; increase in the number of racks at sea allocated to women)?
- Provide the current number of ships and submarines capable of having servicewomen assigned (officer and enlisted) out of your total inventory.
- What is the racks at sea utilization percentage for women (both officer and enlisted), as compared to their male counterparts for each class of ship?
- Provide the percentage of berthing allocations for women, onboard all newly commissioned ships over the past 5 years, by platform/class.
- At what level is the allocation of berthing/racks assigned to women on all pre-commissioning ships reviewed/approved?

Responding Office
Navy, Submarine Force Atlantic
Navy, Surface Force Pacific Fleet
Coast Guard, Human System Integration Division

RFI 8: Since the 1990s, female Marines have been assigned to Marine Expeditionary Units (MEU) detachments, with the general policy that, if the MEU ships are configured for women, women may serve on the MEU detachment. The Committee requests a written response from the Marine Corps to provide details on the current status in the assignment of women to MEUs to Navy amphibious warships.

Responding Office

Marine Corps, Equal Opportunity and Diversity Management Branch

RFI 9: The Committee requests a briefing from the Marine Corps on the status of integrating Recruit Training at MCRD Parris Island, to include analysis and lessons learned from the January 2019 integrated training cycle.

Responding Office

The Marine Corps' response to RFI 9 was postponed to accommodate the Marine Corps' in-depth study of the recruit training cycle.

RFI 10: The Committee requests a written response from each of the Military Services (to include the Reserves and National Guard) to provide details on the following:

- Describe your Services' reintegration program for deployed Service members.
- What programs are in place to support deployed servicewomen, who are mothers, as they reintegrate back into their family?
- How does your Service assess the effectiveness and impact of these family adjustment programs?
- What additional support is provided to mothers as they return to their families from deployment?

Responding Office

Army, Office of the Deputy Chief of Staff for Personnel

Navy, 21st Century Sailor Office

Marine Corps, Office of Programs and Family Readiness

Air Force, Deputy Chief of Staff, Manpower, Personnel and Services

Air Force Reserves, Air Force Reserve Command, Manpower, Personnel and Services

Coast Guard, Healthy, Safety and Work Life Service Center

National Guard Bureau, Office of Equity and Inclusion

RFI II: The Committee requests a briefing from each of the Military Services (to include the Reserves and National Guard) regarding their policies on domestic violence (DV) and intimate partner violence (IPV) as it affects servicewomen to include:

- How does your service define DV and intimate-partner violence IPV?
- How does your service track DV and IPV incidents, to include and not limited to non-cohabitating intimate partners and previous marital partners?
- Who collects DV/IPV data? Who maintains this data? Who has access to this data? How is this data transferred between commands? Is this data annotated in a Service member's (i.e., abuser) permanent record?
- What process is in place to ensure communication, coordination and notification occurs with civilian authorities as it relates to DV/IPV? To include, incidents that occur outside of the installation, involve a civilian partner, or civilian court order (e.g., restraining/protective order), etc.?
- What can commands do to assist a servicewoman who is being abused by a non-military member?
- Are there different factors to consider when the DV/IPV victim lives on-base vice off-base? For example, what resources are provided to servicewomen who need temporary shelter from an abusive domestic partner? What about servicewomen with children?
- How are restraining orders handled when two members are assigned to the same base or same unit?

Responding Office
Army, Family Advocacy Program
Navy, 21st Century Sailor Office
Marine Corps, Marine and Family Programs Headquarters
Air Force, Family Advocacy Program
Coast Guard, Family Advocacy Program
National Guard Bureau, Office of Equity and Inclusion

June 2019

RFI 1: The Committee requests a written response from each of the Military Services on the status of exit surveys:

- How is the exit survey structured? Please provide a copy of your Service's exit survey.
- Does the survey differentiate the reasons why men and women leave the military?
- Does the survey differentiate between career fields?
- Does the survey differentiate between rank/grade and years of service?
- If the survey data is releasable, please provide. If not, when are the findings projected to be released?
- Has any analysis of the survey data been conducted? If so, what are the findings/recommendations?

Responding Office
Army, Talent Management Task Force
Navy, Deputy Chief of Naval Operations for Manpower, Personnel, Education and Training
Marine Corps, Manpower Plans and Policy Division
Air Force, Chief, Force Management Policy Division
Coast Guard, Office of Diversity and Inclusion

RFI 2: The Committee requests a briefing from the Coast Guard on findings and actions being taken (or planned) as a result of the 2019 Improving Gender Diversity study.

Responding Office
Coast Guard, Office of Diversity Inclusion
Coast Guard, Personnel Readiness Task Force

RFI 3: The Committee requests a briefing from the Marine Corps on the status of gender integrated training at Marine Corps Recruit Depot Parris Island, to include the analysis, lessons learned, and future plans gleaned from the January 2019 training cycle.

Responding Office

The response to RFI3 was postponed to accommodate the Marine Corps' in-depth study of the recruit training cycle.

RFI 4: The Committee requests a written response from the Navy on the following:

- Please provide the percentage of racks at sea utilization for men and women (both officer and enlisted) for each class of ship.

Responding Office

Navy, Commander, Naval Air Forces

Navy, Commander, Naval Surface Force

Navy, Commander, Submarine Forces

Navy, Military Sealift Command

RFI 5: The Committee requests a briefing from the Military Services on the following:

- Current and new initiatives to expand childcare support to Service members (e.g., 24/7 facilities).
- Current and new initiatives to increase awareness of childcare options and resources.
- Current or pending policies to enforce Child Development Center (CDC) priorities via revalidation of enrolled children vice those with a higher priority on the waiting list.
- Provide the percentage of childcare slots at CDCs filled by children of Service members.
- Provide the percentage of childcare slots at CDCs filled by children of DoD civilians.
- Provide the percentage of childcare slots at CDCs filled by others.

Responding Office

Army, Office of Child, Youth and School Services

Navy, Office of Child and Youth Programs

Marine Corps, Office of Child and Youth Programs

Air Force, Office of Child and Youth Programs

Coast Guard, Office of Work-Life Programs

RFI 6: The Committee requests a briefing from each of the Military Services (to include the Reserves and Guard) with information on any policies and practices regarding reassigning servicewomen to different jobs or mandating return from deployment when they become pregnant.

- Does written policy require women in some job specialties or those deployed to be reassigned to different duties due to pregnancy?
- If such policy is in place, who has the authority to reassign the servicewomen?
- Where and how are women reassigned due to pregnancy (e.g., permanent or temporary)?
- If such policy exists, is there a waiver process if all pertinent authorities and the servicewoman concur?
- At what point in the gestational timeline are women reassigned?
- Are these pregnancy-related reassignments tracked by each Service? If so, please provide the statistics from 2014-2018 on how often this has occurred.
- Are pregnant servicewomen being assigned to only specific locations/commands within your Service?
- Are new assignments aligned in accordance with their career specialty?
- Has there been an assessment to examine the career progression of servicewomen who become pregnant while serving?
- What initiatives are being undertaken to mitigate potential career impacts based on reassignment due to pregnancy?

Responding Office
Army, Military and Personnel Management
Navy, Office of Diversity and Inclusion
Marine Corps, Military Policy Branch
Air Force, Office of Assignments Policy

RFI 7: The Committee requests a literature review from the Research Contractor to address the following:

- What studies exist concerning how to assess the impact of deployments on military mothers?
- Are there existing programs to address their specific needs to mitigate or prevent negative outcomes to military mothers? If so, are these programs effective?

- What literature addresses the challenges unique to deployed and returning servicewomen:
 - who are mothers and have non-deployed spouse;
 - who are mothers and have deployed spouse;
 - who are single with children; and
 - who are mothers and are part of the National Guard or Reserve components.

Responding Office

Insight Policy Research

RFI 8: The Committee requests a written response from each of the Military Services on the following:

- Provide a copy of the annual report provided to DoD on domestic violence fatality reviews, per DoDI 6400.06, “Domestic Abuse Involving DoD Military and Certain Affiliated Personnel,” for the past five years.
- Does your Service collect domestic abuse and domestic violence data on current or former intimate partners who have not been married, and do not have children together and with whom the abuser has not or does not share a common domicile (e.g., data on ‘dating partners’ as provided by the Air Force). If so, please provide the data from 2014-2018.
- Provide a list of what prevention programs are in place to preclude domestic abuse and domestic violence, to include but not limited to:
 - training for potential domestic abuse and domestic violence bystanders;
 - adopting domestic abuse and domestic violence prevention programs from non-military entities like the Center for Disease Control and Prevention; and
 - partnering with other non-military entities on assessing the effectiveness of domestic abuse and domestic violence prevention programs.
- What is being done to encourage servicewomen to report incidents or indicators of domestic abuse and domestic violence?
- What is being done to ensure servicewomen feel safe reporting incidents of domestic abuse and domestic violence?
- What actions are being taken to communicate what resources are available from Family Advocacy, including the domestic abuse victim advocates?

Responding Office
Army, Family Programs Branch
Navy, 21st Century Sailor Office
Marine Corps, Family Programs Division
Air Force, Chief, Force Management Policy Division
Coast Guard, Family Advocacy Program

RFI 9: The Committee requests a written response from the National Guard on the following:

- Based on available data and reporting, what resources are available to servicewomen to help prevent and address domestic abuse and domestic violence?
- What prevention strategies are offered to reduce/prevent incidents of domestic abuse and domestic violence?

Responding Office
National Guard Bureau, Office of Equity and Inclusion

RFI 10: The Committee requests the Department of Defense position on proposed legislation to support National Guard and Reserve servicewomen receiving creditable military service pay and retirement points when impacted by pregnancy or the birth of a child. For example, the proposed Mothers of Military Service (MOMS) Leave Act.

Responding Office
DoD, Congressional and Legislation Office

September 2019

RFI 1: The Committee requests a written response from the Military Services utilizing the data provided to the Committee in March 2019 (refer to Infographic):

- To all Services, to what do you attribute the disparity in the percentage of total women to your total force, as compared to the population of the country?
- To what does the Navy attribute the 5% improvement in the numbers of all women between 2008-2018?

- To what does the Coast Guard (5%), Marine Corps (13%) and the Air Force (11%) attribute their gain in Hispanic women between 2008-2018?
- To what does the Army attribute the high number of racially diverse (65%) senior enlisted women in 2018?
- To all the Services, to what do you attribute the overall low percentage of senior women officers (O-7 and above), and even lower or non-existent percentages of senior women officers with ethnic or racial diversity?

Responding Office
Army, Office of the Deputy Chief of Staff for Personnel
Navy, Recruiting Command
Marine Corps, Manpower and Policy Division
Air Force, Air Force Global Diversity Division
Coast Guard, Office of Diversity and Inclusion

RFI 2: The Committee requests a briefing from the Marine Corps on the status of gender integrated training at Marine Corps Recruit Depot Parris Island, to include the analysis, lessons learned, and future plans gleaned from the January 2019 training cycle.

Responding Office
Marine Corps, Recruiting Command

RFI 3: The Committee requests a written response from the Navy concerning the Navy’s Career Management System-Interactive Detailing (CMS-ID) rack availability error messaging on the following:

- From 1 January 2015 to 30 June 2019: How many times has this error message been activated when someone applies for orders, to indicate published available orders were not available due to lack of rack availability for that gender? Please break down by month, year, rating, and gender.
- What does the message specifically state? Please provide a screenshot of this message.
- What is the action to be taken by the member applying when they receive this error?
- What office oversees the assignment of women at sea balance to ensure no platforms are reducing rack availability on a long term basis?

Responding Office

Navy, Personnel Command

RFI 4: In reviewing the information provided by the Navy, the Committee remains concerned about the Mineman rating/occupational specialty. Therefore, the Committee requests an additional written response from the Navy to address the following:

- The number of enlisted Minemen for the following years: 2007, 2012, and 2018, broken down by pay grade (E1-E9) and gender.
- The attrition rate for enlisted Minemen for the following years: 2007, 2012, and 2018, broken down by pay grade (E1-E9) and gender.
- The number of billets on ships that have Minemen billets, according to the ships manning document by gender, rank structure, and ship type.

Responding Office

Navy, Office of Military Community Management

RFI 5: The Committee requests copies of the Army, Marine Corps, Navy and Air Force most recent Gender Integration Implementation Plans provided to Congress.

Responding Office

Army, Copy of the Army Chief of Staff Letter to the Chair, Committee on Armed Services

Navy, Copy of Naval Operations Memorandum to the Secretary of the Navy

Marine Corps, Manpower Plans and Policy Division

Air Force, Copy of Secretary of the Air Force Memorandum to the Secretary of Defense

RFI 6: The Committee requests a briefing from each of the Military Services providing details (and static displays as appropriate) on the following:

- Please identify all changes, initiatives, and improvements to maternity uniforms since the Committee was last briefed in September 2016. Additionally, explain how you measure the effectiveness and impact of changes to/new uniforms.
- Include findings from your most recent maternity uniform wear test (include year). Specifically address functionality, comfort, affordability, availability, and consistency with non-maternity uniforms. Additionally, explain how the effectiveness and impact of the newly proposed uniforms was measured.

Responding Office
Army, Uniform Policy Branch
Navy, Uniform Matters Office
Marine Corps, Systems Command
Air Force, Military Compensation Policy Division
Coast Guard, Office of Military Uniforms

RFI 7: The Committee requests a briefing from each of the Military Services providing details (and static displays as appropriate) on the following:

- The current policies and procedures that ensure the safety of domestic violence victims once incidents occurs. Please include data on where Service members are housed if they need to be removed to safe or alternate housing (to include whether it is on- or off-based housing).
- Explain how your Service interprets “suitable, safe and alternate housing” for victims of domestic violence per DoDI 6400.06.

Responding Office
Army, Office of the Deputy Chief of Staff for Personnel
Navy, Family Advocacy Program
Marine Corps, Marine and Family Programs Division
Air Force, Air Force Medical Readiness Agency
Coast Guard, Family Advocacy Program, Office of Work-Life
National Guard Bureau, Office of Equity and Inclusion

RFI 8: The Committee requests a briefing from the Department of Defense regarding the collection of data related to domestic violence, including the following details:

- What is the process of reviewing domestic violence data from each of the Military Services (to include the Reserves and National Guard) and the trends associated with this data?
- What analysis is conducted? Who is the recipient of the data analysis?
- Please identify any corrective actions or initiatives that have been taken in the past 5 years or that are underway to protect domestic violence victims, to make it easier for servicewomen to report incidents, and to eliminate incidences across military communities.

Responding Office

DoD, Office of Military Family Readiness Policy

RFI 9: The Committee requests a written response from the Military Services (to include the Reserves and the National Guard) outlining the curriculum objectives for your Services' Domestic Abuse Response and Intervention Training. Include frequency of training, required attendees, etc.

Responding Office

Army, Office of the Deputy Chief of Staff for Personnel

Navy, Family Advocacy Program

Marine Corps, Marine and Family Programs Division

Air Force, Air Force Medical Readiness Agency

Coast Guard, Family Advocacy Program

National Guard Bureau, Office of Equity and Inclusion

RFI 10: The Committee requests a written response from each of the Military Services (include information on the Reserves and National Guard) on the following:

- Specific regulations and policies that govern fee assistance programs, including the eligibility of Service members for fee assistance, the criteria for on- and off installation care providers, and facilities to qualify for receipt of fee assistance. Please include:
 - What regulations and policies govern fee assistance programs?
 - How many Service members are receiving fee assistance?
 - How many were denied fee assistance and any reasons for denial?
 - Information on proposed or pending changes and initiatives (e.g., in June 2019 the Army briefed it was "reforming" its fee assistance program).
 - Indicate whether Service members on a waiting list are automatically eligible for fee assistance even if they otherwise might not qualify; and if not, why not?
 - If a Service member is receiving fee assistance and space becomes available in the installation child care facility, is the Service member required to move their children to the on-base care facility?
 - What challenges impact the provision of fee assistance?
 - Are Service members denied assistance due to lack of funding?

Responding Office
Army, Office of the Deputy Chief of Staff for Personnel
Navy, Commander, Navy Installations Command
Marine Corps, Marine and Family Programs Divisions
Air Force, Air Force Child and Youth Programs
Coast Guard, Family Support Division, Office of Work Life
National Guard Bureau, Office of Equity and Inclusion

RFI 11: The Committee requests a written response from each of the Military Services (include information on the Reserves and National Guard) to update and provide details on the following:

- What factors impact willingness to become or remain a family care provider? Incentives/disincentives?
- What is the current enrollment in the Family Child Care (FCC) program? What is the shortfall or waiting list for this program?
- Is fee assistance available to Service members who place children in care with an FCC?
- What is the average timeframe to certify an FCC?
- Address the portability of an FCC’s certification to another installation? Must a previously or currently certified FCC undergo the full certification process upon transfer to a different installation?
- What challenges confront the Services in recruiting and retaining FCCs?
- Air Force: Please elaborate on the June QBM 2019 (slide 2) statement: “Enhanced the Expanded Child Care Program.”
- Coast Guard: Please elaborate on the June QBM 2019 (slide 2) statement: “Currently, collaborating with Coast Guard Foundation on providing incentives for new FCC providers.”

Responding Office
Army, Office of the Deputy Chief of Staff for Personnel
Navy, Commander, Navy Installations Command
Marine Corps, Marine and Family Program Division
Air Force, Air Force Child and Youth Programs
Coast Guard, Family Support Division
National Guard Bureau, Office of Equity and Inclusion



Navy Petty Officer 1st Class Nia Baker supervises Marines preparing to depart the well deck of the USS Ashland in combat rubber raiding crafts in the Philippine Sea, Jan. 25, 2019.

Appendix F

Dissenting View Regarding Employment and Integration Recommendation, Women in Ships

Appendix F. Dissenting View Regarding Employment and Integration Recommendation, Women in Ships

Ms. Janie L. Mines, USN Veteran, Dissenting View

Although I was present for the voting session and expressed concern with the Employment and Integration Subcommittee recommendation on women in ships (*The Secretary of Defense should establish strategic-level oversight within the Navy and Marine Corps to maximize opportunities for women to serve on ships while meeting strategic Service needs*), the Committee voted to approve this recommendation. I wish to record my dissenting view for this recommendation.

I agree that the Navy should maximize opportunities for women to serve on ships while meeting strategic Service needs. My concern lies with the reasoning which implies that the current procedure - "*Decisions about the configurations of ships and, therefore, the number of berthing spaces available to women, are currently made by the ship's commander and command master chief.*" - negatively impacts rack availability for women beyond the parameters required to address strategic Service needs. I believe the Committee lacks the substantiating data to support this implication.

The Committee requested a significant amount of data from the Navy and Marine Corps. After analyzing this data, I concluded that the information requested was insufficient and/or incongruous with the implication that additional oversight is required to decide gender-based berthing allocation on ships.

My analysis of the data left me with more questions than answers. For example, several key variables of information including - total population size, gender-based comparisons, secondary procedures to address lack of sea duty rack availability, information provided to the command to assist in berthing allocation in alignment with strategic service needs, etc., - were not requested by the Committee. This information is critical to analyzing this concern and reaching data based conclusions.

My concern is the reasoning for this recommendation is largely anecdotal. The few data points used in the report are provided without important contextual information. I believe additional direct and contextual information should be gathered and analyzed prior to making a recommendation that could erode the authorities assigned to the commanding officer to accomplish the mission of his/her ship.



Army Staff Sgt. Lillian Jones low-crawls during the Drill Sergeant of the Year Competition at Camp Bullis, Texas, Aug. 19, 2019. Twelve soldiers from around the U.S. took part in the four-day competition.

Appendix G

Gender Distribution of Officers and Enlisted Service Members in Each Service and Across the Total Force, 2015–2019

Appendix G. Gender Distribution of Officers and Enlisted Service Members in Each Service and Across the Total Force, 2015–2019

This appendix presents the percentages of men and women in each rank for each Service, including the Reserve and Guard, in 2019. It also presents the changes in gender distribution within each Service from 2015 through 2019. The tables in this appendix were calculated using DoD data.⁵⁷¹



Marine Corps Staff Sgt. Ebony Tatum salutes 2nd Lt. Christina Valentine at Officer Candidates School at Marine Corps Base Quantico, Va., Aug. 10, 2019.

Table G.1. Gender Distribution of Active Component Service Members by Service and Rank, September 2019

Rank	Army				Navy				Marine Corps				Air Force				Coast Guard				Total				
	Female		Male		Female		Male		Female		Male		Female		Male		Female		Male		Female		Male		
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%			
O-10	0	0	13	100	0	0	8	100	0	0	4	100	1	8.3	11	91.7	0	0	2	100	1	2.6	38	97.4	
O-9	2	4.5	42	95.5	3	7.5	37	92.5	1	6.3	15	93.8	3	7.1	39	92.9	1	2.5	3	75	10	6.8	136	93.2	
O-8	7	6.1	107	93.9	5	7.9	58	92.1	0	0	29	100	5	5.6	84	94.4	3	14.3	18	85.7	20	6.3	296	93.7	
O-7	12	9.4	115	90.6	9	8.9	92	91.1	2	5.4	35	94.6	16	11.1	128	88.9	2	11.8	15	88.2	41	9.6	385	90.4	
O-6	484	12.2	3,485	87.8	364	11.6	2,763	88.4	18	2.8	630	97.2	515	15.4	2,821	84.6	51	12.7	351	87.3	1,432	12.5	10,050	87.5	
O-5	1,399	15.9	7,373	84.1	927	13.8	5,767	86.2	108	5.7	1,801	94.3	1,612	16.5	8,165	83.5	162	18	740	82	4,208	15	23,846	85	
O-4	2,970	19.2	12,473	80.8	1,929	18.3	8,591	81.7	250	6.4	3,655	93.6	2,869	20.4	11,171	79.6	317	21.7	1,143	78.3	8,335	18.4	37,033	81.6	
O-3	5,702	20.1	22,695	79.9	4,124	22	14,618	78	526	8.7	5,489	91.3	5,088	24.6	15,578	75.4	554	24.4	1,715	75.6	15,994	21	60,095	79	
O-2	2,269	20.6	8,750	79.4	1,587	23.2	5,259	76.8	359	9.9	3,283	90.1	1,879	24.3	5,842	75.7	273	28.9	671	71.1	6,367	21	23,805	78.9	
O-1	2,285	22.3	7,945	77.7	1,624	22.6	5,574	77.4	369	12	2,718	88	1,944	24.1	6,131	75.9	243	30.6	550	69.4	6,465	22	22,918	78	
Officer Total	15,130	19.4	62,998	80.6	10,572	19.8	42,767	80.2	1,633	8.5	17,659	91.5	13,932	21.8	49,970	78.2	16,006	23.6	5,208	76.4	42,873	19.4	178,602	80.6	
W-5	52	9	529	91	6	7	80	93	5	4.7	102	95.3	N/A	N/A	N/A	N/A	0	0	0	0	0	63	81	711	91.9
W-4	192	9.9	1,751	90.1	17	4.3	381	95.7	14	4.6	292	95.4	N/A	N/A	N/A	N/A	23	4.8	454	95.2	246	7.9	2,878	92.1	
W-3	392	10.2	3,450	89.8	57	8.1	647	91.9	42	6.9	565	93.1	N/A	N/A	N/A	N/A	45	8.5	485	91.5	536	9.4	5,147	90.6	
W-2	489	9.3	4,797	90.7	61	10.1	545	89.9	52	5.9	824	94.1	N/A	N/A	N/A	N/A	73	9.8	671	90.2	675	9	6,837	91	
W-1	288	11	2,342	89	0	0	0	0	18	7	238	93	N/A	N/A	N/A	N/A	0	0	0	0	0	306	10.6	2,580	89.4
Warrant Total	1,413	9.9	12,869	90.1	141	7.9	1,653	92.1	131	6.1	2,021	93.9	N/A	N/A	N/A	N/A	141	8.1	1,610	91.9	1,826	9.1	18,153	90.9	
E-9	343	9.7	3,177	90.3	219	7.9	2,536	92.1	66	4.2	1,518	95.8	462	17.7	2,151	82.3	29	7.9	338	92.1	1,119	10.3	9,720	89.7	
E-8	1,441	12.8	9,783	87.2	704	10.2	6,230	89.8	201	5.1	3,739	94.9	1,133	21.1	4,246	78.9	45	6.4	656	93.6	3,524	12.5	24,654	87.5	
E-7	4,193	11.8	31,369	88.2	2,924	13.3	19,078	86.7	570	6.7	7,992	93.3	5,447	20.6	21,044	79.4	325	9.3	3,172	90.7	13,459	14	82,655	86	
E-6	7,054	12.7	48,671	87.3	7,434	14.7	43,264	85.3	1,208	8.3	13,399	91.7	7,093	17.9	32,602	82.1	840	12.8	5,703	87.2	23,629	14.1	143,639	85.9	
E-5	10,200	15	57,870	85	14,778	21	55,721	79	2,617	10	23,463	90	11,370	18.5	50,174	81.5	12,444	15.8	6,621	84.2	40,209	17.2	193,849	82.8	
E-4	17,119	15.5	93,059	84.5	12,413	23.3	40,920	76.7	3,578	10	32,079	90	11,312	20.7	43,238	79.3	936	12.9	6,328	87.1	45,358	17.4	215,624	82.6	
E-3	7,947	16	41,681	84	10,592	25	31,779	75	3,542	8.4	38,872	91.6	13,186	23.9	41,980	76.1	776	15.4	4,274	84.6	36,043	18.5	158,586	81.5	
E-2	4,323	16.2	22,403	83.8	3,948	23.9	12,557	76.1	2,174	10.4	18,730	89.6	1,794	23.7	5,774	76.3	126	18.6	552	81.4	12,365	17.1	60,016	82.9	
E-1	4,154	15.8	22,214	84.2	2,912	23.7	9,386	76.3	901	8.3	9,916	91.7	2,408	22	8,562	78	45	15	255	85	10,420	17.2	50,333	82.8	
Enlisted Total	56,774	14.7	330,227	85.3	55,924	20.2	221,471	79.8	14,857	9	149,708	91	54,205	20.5	209,771	79.5	4,366	13.5	27,899	86.5	186,126	16.5	939,076	83.5	
AC Total	73,317	15.3	406,094	84.7	66,637	20.0	265,891	80.0	16,621	8.9	169,388	91.1	68,137	20.8	259,741	79.2	6,113	15.0	34,717	85.0	230,825	17.0	1,135,831	83.1	

AC = Active Component

Table G.3. Gender Distribution of National Guard Service Members by Service and Rank, September 2019

Rank	Army National Guard				Air Force National Guard				Total				
	Female		Male		Female		Male		Female		Male		
	#	%	#	%	#	%	#	%	#	%	#	%	
O-10	0	0	0	0	0	0	0	1	100	0	0	1	100
O-9	0	0	2	100	0	0	3	100	0	0	0	5	100
O-8	7	9.6	66	90.4	3	7.5	37	92.5	10	8.8	103	103	91.2
O-7	15	8.8	156	91.2	16	11.8	120	88.2	31	10.1	276	276	89.9
O-6	133	10.1	1,182	89.9	150	14.3	896	85.7	283	12	2,078	2,078	88
O-5	442	12.1	3,222	87.9	674	16.1	3,520	83.9	1,116	14.2	6,742	6,742	85.8
O-4	1,037	14.7	6,041	85.3	798	18.9	3,433	81.1	1,835	16.2	9,474	9,474	83.8
O-3	1,710	15.9	9,041	84.1	848	24.2	2,657	75.8	2,558	17.9	11,698	11,698	82.1
O-2	1,307	16.5	6,612	83.5	294	23.3	969	76.7	1,601	17.4	7,581	7,581	82.6
O-1	1,155	19.2	4,856	80.8	249	23.1	827	76.9	1,404	19.8	5,683	5,683	80.2
Officer Total	5,806	15.7	31,178	84.3	3,032	19.6	12,463	80.4	8,838	16.8	43,641	43,641	83.2
W-5	26	5.7	427	94.3	N/A	N/A	N/A	N/A	26	5.7	427	427	94.3
W-4	124	8.3	1,367	91.7	N/A	N/A	N/A	N/A	124	8.3	1,367	1,367	91.7
W-3	259	10.2	2,276	89.8	N/A	N/A	N/A	N/A	259	10.2	2,276	2,276	89.8
W-2	310	10.8	2,566	89.2	N/A	N/A	N/A	N/A	310	10.8	2,566	2,566	89.2
W-1	194	13.4	1,255	86.6	N/A	N/A	N/A	N/A	194	13.4	1,255	1,255	86.6
Warrant Total	913	10.4	7,891	89.6	N/A	N/A	N/A	N/A	913	10.4	7,891	7,891	89.6
E-9	147	7.4	1,844	92.6	297	14.4	1,770	85.6	444	10.9	3,614	3,614	89.1
E-8	732	10.3	6,399	89.7	899	19.7	3,665	80.3	1,631	13.9	10,064	10,064	86.1
E-7	2,348	12.6	16,232	87.4	2,852	19.4	11,876	80.6	5,200	15.6	28,108	28,108	84.4
E-6	4,670	14.5	27,591	85.5	3,967	19.3	16,563	80.7	8,637	16.4	44,154	44,154	83.6
E-5	9,575	16.2	49,545	83.8	4,082	19.5	16,805	80.5	13,657	17.1	66,350	66,350	82.9
E-4	18,484	18.9	79,559	81.1	3,155	23.6	10,212	76.4	21,639	19.4	89,771	89,771	80.6
E-3	9,068	24.7	27,669	75.3	3,239	26.5	8,974	73.5	12,307	25.1	36,643	36,643	74.9
E-2	5,236	25.5	15,336	74.5	490	43.4	638	56.6	5,726	26.4	15,974	15,974	73.6
E-1	4,179	26.5	11,571	73.5	856	38.6	1,362	61.4	5,035	28	12,933	12,933	72
Enlisted Total	54,439	18.8	235,746	81.2	19,837	21.6	71,865	78.4	74,276	19.4	307,611	307,611	80.6
Total	61,158	18.2	274,815	81.8	22,869	21.3	84,328	78.7	84,027	18.9	359,143	359,143	81.0

Table G.4. Distribution of Women in the Army by Service Component and Rank, 2015–2019

Rank	2015						2016						2017						2018						2019					
	AC		RC		Guard		AC		RC		Guard		AC		RC		Guard		AC		RC		Guard		AC		RC		Guard	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
O-10	0	0.0	N/A	N/A	0	0.0	0	0.0	0	0.0	N/A	N/A	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	N/A	N/A	0	0.0	0	0.0	0	0.0
O-9	4	8.3	0	0.0	0	0.0	4	9.1	0	0.0	0	0.0	3	6.4	0	0.0	3	6.8	0	0.0	0	0.0	0	0.0	2	4.5	0	0.0	0	0.0
O-8	8	6.5	7	19.4	3	4.8	6	4.8	6	18.8	3	4.8	6	5.0	4	12.9	4	5.6	7	5.9	4	11.8	8	10.0	7	6.1	6	16.2	7	9.6
O-7	7	5.2	13	17.3	8	5.3	8	6.1	13	16.5	15	8.9	8	6.1	13	16.0	12	7.1	13	9.2	18	20.9	11	6.7	12	9.4	20	23.0	15	8.8
O-6	473	11.4	312	17.3	136	9.5	468	11.3	310	17.4	133	9.5	472	11.5	335	18.0	147	10.8	467	11.7	349	18.9	139	10.4	484	12.2	350	19.4	133	10.1
O-5	1,240	13.4	1,024	18.9	382	10.6	1,223	13.6	988	19.3	391	11.0	1,229	14.0	981	19.8	398	11.1	1,325	15.1	961	19.9	418	11.8	1,399	15.9	1,059	20.4	442	12.1
O-4	2,926	17.7	1,535	23.2	843	13	2,901	18.6	1,688	23.1	874	13.3	2,899	19.5	1,776	22.7	880	13.4	2,915	19.3	2,132	23.7	919	13.7	2,970	19.2	2,299	23.8	1,037	14.7
O-3	5,876	20.2	3,092	27.5	1,624	14.8	5,765	20.0	3,011	28.2	1,548	14.9	5,786	19.8	3,102	27.9	1,655	15.4	5,667	19.9	2,969	27.6	1,694	15.9	5,702	20.1	2,905	27.8	1,710	15.9
O-2	2,335	19.2	1,704	31.0	1,407	15.4	2,236	19.7	1,896	30.1	1,435	15.4	2,244	20.4	1,828	30.7	1,356	15.7	2,305	20.5	1,728	31.0	1,191	15.7	2,269	20.6	1,680	31.8	1,307	16.5
O-1	1,656	20.4	800	30.3	885	16.8	1,709	20.4	764	29.1	952	17.3	1,843	20.2	696	30.7	1,081	17.8	2,064	20.9	707	31.8	1,243	18.4	2,285	22.3	755	30.9	1,155	19.2
Officer Total	14,525	18.3	8,487	25.5	5,288	14.2	14,320	18.5	8,676	25.6	5,351	14.5	14,490	18.7	8,735	25.6	5,533	14.9	14,766	19.0	8,868	25.8	5,623	15.3	15,130	19.4	9,074	26.0	5,806	15.7
W-5	38	6.1	19	18.6	30	7.9	40	6.8	16	15.0	30	7.6	42	7.6	14	13.0	25	6.3	47	8.0	15	13.3	21	5.1	52	9.0	15	14.2	26	5.7
W-4	182	8.6	72	13.9	103	7.1	160	8.2	77	15.1	90	6.4	185	8.9	74	14.0	95	6.9	184	8.9	81	14.6	106	7.7	192	9.9	78	13.2	124	8.3
W-3	380	9.1	133	15.3	249	12	397	9.5	154	15.2	274	12.7	428	10.5	182	16.0	282	12.2	408	10.3	191	15.5	271	11.1	392	10.2	187	14.6	259	10.2
W-2	645	10.3	231	16.3	315	8.9	574	9.7	233	17.2	291	8.4	511	9.4	197	15.8	279	8.6	496	9.4	193	16.4	291	9.6	489	9.3	191	17.1	310	10.8
W-1	178	9.5	59	15.1	141	12.1	209	10.7	65	15.3	168	14.7	214	9.8	74	17.1	183	13.9	238	10.1	87	18.8	182	12.7	288	11.0	89	19.3	194	13.4
Warrant Total	1,423	9.5	514	15.6	838	9.8	1,380	9.5	545	16.0	853	10.0	1,380	9.6	541	15.7	864	10.0	1,373	9.6	567	16.0	871	10.0	1,413	9.9	560	15.7	913	10.4
E-9	278	8.1	279	17.7	145	7	282	8.3	286	18.3	140	6.8	280	8.4	276	18.1	143	7.1	323	9.2	272	18.2	144	7.2	343	9.7	261	18.0	147	7.4
E-8	1,271	11.2	1,234	21.3	715	9.5	1,212	11.2	1,255	21.8	678	9.3	1,257	11.7	1,239	22.1	679	9.3	1,344	12.7	1,286	22.8	714	9.8	1,441	12.8	1,205	23.1	732	10.3
E-7	4,342	11.8	3,092	21.3	2,439	11.1	4,180	11.9	3,198	21.9	2,355	11.6	4,133	12.1	3,039	21.8	2,234	11.7	4,325	12.1	2,936	22.0	2,200	12.1	4,193	11.8	2,962	22.1	2,348	12.6
E-6	6,126	10.6	4,227	20.9	5,116	13	5,862	10.8	4,121	20.6	5,060	13.2	6,202	11.5	4,148	21.3	4,900	13.5	6,659	12.3	4,035	21.6	4,732	14.0	7,054	12.7	4,110	21.6	4,670	14.5
E-5	9,526	13.6	6,476	20.7	9,727	15.1	9,286	14.3	7,012	21.1	9,632	15.4	9,722	14.8	6,846	20.9	9,585	15.5	9,866	15.1	6,760	21.2	9,446	15.8	10,200	15.0	6,549	21.3	9,575	16.2
E-4	17,602	14.8	12,539	22.4	15,855	17.2	17,374	15.2	12,371	22.6	17,361	17.7	17,197	15.5	12,293	23.1	18,809	18.0	16,095	15.1	12,407	23.8	18,655	18.4	17,119	15.5	12,753	24.2	18,484	18.9
E-3	7,109	15.4	4,705	26.8	8,754	21.9	7,638	16.2	4,622	26.9	8,247	22.2	7,499	16.0	4,422	27.7	8,217	23.2	8,040	15.9	4,142	27.5	8,279	23.6	7,947	16.0	4,411	29.2	9,068	24.7
E-2	4,233	15.5	1,998	26.7	4,685	21.3	4,166	15.6	1,821	26.8	4,156	22.1	4,497	15.4	1,737	26.2	4,252	22.7	4,252	15.5	1,745	27.8	4,503	24.0	4,323	16.2	1,810	28.2	5,236	25.5
E-1	2,918	14.6	2,035	27.1	3,291	22.4	3,229	14.8	2,009	27.7	2,606	22.7	3,620	14.7	2,088	27.8	2,994	23.2	3,670	14.4	1,880	29.8	3,378	24.7	4,154	15.8	2,579	31.5	4,179	26.5
Enlisted Total	53,405	13.6	36,585	22.6	50,727	16.7	53,229	14.1	36,695	22.8	50,235	17.0	54,407	14.3	36,088	23.0	51,813	17.4	54,574	14.4	35,463	23.5	52,051	18.0	56,774	14.7	36,640	24.1	54,439	18.8
Total	69,353	14.2	45,586	23.0	56,853	16.2	68,929	14.6	45,916	23.1	56,439	16.5	70,277	14.9	45,364	23.3	58,210	16.9	70,713	15.0	44,898	23.8	58,545	17.5	73,317	15.3	46,274	24.3	61,158	18.2

AC = Active Component; RC = Reserve Component

Table G.5. Distribution of Women in the Navy by Service Component and Rank, 2015–2019

Rank	2015				2016				2017				2018				2019			
	AC		RC		AC		RC		AC		RC		AC		RC		AC		RC	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
O-10	1	10.0	N/A	N/A	1	10.0	N/A	N/A	1	11.1	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A
O-9	3	8.6	0	0.0	4	10.8	0	0.0	3	7.7	0	0.0	4	10.5	0	0.0	3	7.5	0	0.0
O-8	7	11.1	5	31.3	5	8.1	5	31.3	5	7.8	5	26.3	3	4.9	3	15.8	5	7.9	2	10.0
O-7	10	9.3	6	22.2	12	12.1	2	8.7	10	10.2	5	14.3	10	9.3	8	21.1	9	8.9	8	19.5
O-6	388	12.1	193	15.1	392	12.4	187	14.7	372	11.8	194	15.3	355	11.4	202	16.4	364	11.6	200	16.2
O-5	780	11.6	455	14.2	781	11.8	489	15.1	822	12.4	505	15.5	859	12.9	503	15.2	927	13.8	540	16.1
O-4	1,645	15.5	768	16.5	1,710	16.1	798	16.8	1,782	16.8	824	17.0	1,858	17.5	853	17.3	1,929	18.3	901	17.7
O-3	3,641	19.6	937	24.0	3,829	20.6	884	23.2	3,916	21.1	912	24.7	4,030	21.5	875	25.1	4,124	22.0	871	25.7
O-2	1,401	22.1	237	29.9	1,422	21.6	206	29.9	1,442	21.9	183	28.5	1,521	22.8	180	31.1	1,587	23.2	200	31.8
O-1	1,432	20.8	112	22.7	1,520	21.9	96	22.9	1,590	22.7	98	24.1	1,607	22.9	110	26.5	1,624	22.6	124	26.6
Officer Total	9,308	17.7	2,713	18.9	9,676	18.4	2,667	18.8	9,943	18.8	2,726	19.2	10,247	19.3	2,734	19.5	10,572	19.8	2,846	20.0
W-5	6	8.3	0	0.0	6	8.0	0	0.0	5	6.3	0	0.0	8	9.2	0	0.0	6	7.0	0	0.0
W-4	23	5.8	0	0.0	15	3.9	0	0.0	18	4.7	0	0.0	16	4.1	1	4.2	17	4.3	2	8.3
W-3	27	4.4	1	3.0	37	6.3	2	5.3	44	6.8	3	8.8	50	7.7	3	10.0	57	8.1	2	6.7
W-2	50	8.9	5	13.9	54	8.7	5	16.7	54	9.2	4	12.5	56	9.2	1	2.9	61	10.1	2	5.6
W-1	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Warrant Total	106	6.4	6	7.1	112	6.7	7	8.3	121	7.2	7	8.1	130	7.5	5	5.6	141	7.9	6	6.4
E-9	160	6.2	44	12.2	168	6.5	51	14.2	174	6.7	53	15.2	209	7.9	54	15.9	219	7.9	55	15.6
E-8	527	8.3	154	16.9	573	8.9	147	16.5	606	9.3	167	17.3	649	9.8	182	17.9	704	10.2	188	18.4
E-7	2,461	11.7	833	22.5	2,579	12.0	866	23.6	2,669	12.6	890	23.2	2,794	13.1	891	23.9	2,924	13.3	917	24.4
E-6	6,197	13.2	2,157	20.8	6,342	13.5	2,188	21.3	6,487	13.7	2,365	22.4	6,969	14.2	2,507	22.7	7,434	14.7	2,760	22.9
E-5	11,045	17.6	3,238	24.4	11,629	18.2	3,427	25.0	12,037	18.7	3,517	25.5	13,555	20.0	3,922	26.5	14,778	21.0	4,197	27.2
E-4	12,190	20.9	1,936	25.7	11,241	21.3	2,054	25.7	11,588	22.1	2,041	26.2	11,904	22.9	1,994	26.4	12,413	23.3	1,979	26.2
E-3	10,893	23.9	1,208	25.4	12,093	24.4	1,161	26.2	11,717	25.1	1,074	27.4	10,706	25.0	988	27.0	10,592	25.0	1,035	30.0
E-2	3,577	23.8	250	20.8	3,559	25.2	316	23.0	3,170	24.4	326	22.9	3,760	24.4	276	24.7	3,948	23.9	294	30.2
E-1	2,805	27.3	192	23.6	1,992	25.3	223	22.3	2,962	26.9	209	22.2	3,076	24.0	229	28.5	2,912	23.7	215	28.2
Enlisted Total	49,855	18.5	10,012	23.3	50,176	18.9	10,433	23.9	51,410	19.4	10,642	24.4	53,622	19.8	11,043	25.0	55,924	20.2	11,640	25.7
Total	59,269	18.3	12,731	22.2	59,964	18.7	13,107	22.5	61,474	19.2	13,375	28.4	63,999	19.7	13,782	23.7	66,637	20.0	14,492	24.3

AC = Active Component; RC = Reserve Component

Table G.6. Distribution of Women in the Marine Corps by Service Component and Rank, 2015–2019

Rank	2015				2016				2017				2018				2019			
	AC		RC		AC		RC		AC		RC		AC		RC		AC		RC	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
O-10	0	0.0	N/A	N/A																
O-9	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	4.8	0	0.0	1	6.3	0	0.0
O-8	0	0.0	0	0.0	1	3.4	0	0.0	1	3.8	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
O-7	1	3.0	1	16.7	0	0.0	1	12.5	0	0.0	1	16.7	1	2.4	0	0.0	2	5.4	0	0.0
O-6	16	2.4	12	38	17	2.7	14	4.9	16	2.5	19	6.5	18	2.8	20	6.9	18	2.8	21	7.5
O-5	72	3.9	66	8.4	76	4.0	61	8.1	81	4.3	53	7.3	91	4.8	51	7.4	108	5.7	59	8.5
O-4	211	5.6	112	9.6	228	5.9	121	10.0	235	6.1	126	9.7	253	6.5	144	9.2	250	6.4	152	8.8
O-3	423	6.6	86	7.5	428	7.2	102	7.9	463	7.7	94	7.5	492	8.0	84	7.8	526	8.7	78	8.0
O-2	359	10.1	9	3.4	379	10.9	7	2.5	371	11.0	5	1.7	345	10.3	4	1.3	359	9.9	4	1.4
O-1	254	11.6	3	1.2	272	10.0	4	1.5	302	9.6	4	1.7	327	10.2	13	4.9	369	12.0	22	7.6
Officer Total	1,336	7.2	289	7.3	1,401	7.5	310	7.6	1,469	7.7	302	7.3	1,528	8.0	317	7.5	1,633	8.5	337	7.9
W-5	3	2.8	0	0.0	4	3.9	0	0.0	6	5.6	0	0.0	7	6.5	1	5.3	5	4.7	2	11.1
W-4	15	5.4	3	7.1	15	5.2	3	8.8	12	4.1	2	5.7	13	4.4	2	4.0	14	4.6	1	2.2
W-3	29	4.7	2	2.7	31	5.2	3	3.6	35	5.8	4	4.2	38	6.0	2	2.6	42	6.9	1	1.3
W-2	62	7.1	5	4.8	61	7.0	4	4.9	57	6.9	7	10.0	56	6.7	8	10.0	52	5.9	7	8.5
W-1	11	5.9	2	14.3	11	6.1	3	16.7	10	4.3	1	2.9	14	4.9	0	0.0	18	7.0	2	10.5
Warrant Total	120	5.8	12	4.9	122	6.0	13	5.6	120	5.8	14	5.6	128	6.0	13	5.3	131	6.1	13	5.4
E-9	57	3.7	11	6.4	51	3.4	5	2.9	53	3.4	5	2.9	64	4.1	2	1.2	66	4.2	2	1.2
E-8	187	4.9	15	2.9	184	4.9	19	3.7	203	5.3	22	4.4	205	5.2	25	5.3	201	5.1	28	5.8
E-7	453	5.8	84	7.9	490	5.9	72	6.8	486	5.8	67	6.1	531	6.1	64	5.7	570	6.7	56	4.9
E-6	874	6.6	147	6.8	922	6.8	142	6.8	1,030	7.4	145	7.3	1,100	7.8	137	7.2	1,208	8.3	155	8.1
E-5	2,209	8.3	265	6.2	2,322	8.9	288	6.3	2,470	9.4	297	6.4	2,530	9.7	320	7.1	2,617	10.0	321	6.9
E-4	3,078	8.3	258	4.2	3,125	8.8	253	3.8	3,165	9.1	217	3.5	3,249	9.1	217	3.5	3,578	10.0	227	3.7
E-3	3,243	7.8	398	2.6	3,405	7.9	384	2.7	3,516	8.5	378	2.6	3,653	8.6	355	2.4	3,542	8.4	326	2.3
E-2	1,745	8.9	92	2.8	1,990	9.9	68	2.1	2,083	9.8	58	1.7	2,046	9.8	57	1.7	2,174	10.4	67	2.0
E-1	779	7.1	25	1.5	842	7.7	11	0.7	932	8.1	10	0.6	965	8.9	12	0.8	901	8.3	9	0.5
Enlisted Total	12,625	7.8	1,295	3.7	13,331	8.2	1,242	3.6	13,938	8.5	1,199	3.5	14,343	8.7	1,189	3.5	14,857	9.0	1,191	3.5
Total	14,081	7.7	1,596	4.1	14,854	8.1	1,565	4.1	15,527	8.4	1,515	4.0	15,999	8.6	1,519	4.0	16,621	8.9	1,541	4.0

AC = Active Component; RC = Reserve Component

Table G.7. Distribution of Women in the Air Force by Service Component and Rank, 2015–2019

Rank	2015				2016				2017				2018				2019			
	AC #	RC #	Guard #	%																
O-10	2	154	N/A	0.0	2	154	N/A	0.0	2	154	N/A	0.0	1	77	N/A	0.0	1	83	N/A	0.0
O-9	2	49	0	0.0	5	125	0	0.0	5	122	0	0.0	5	114	0	0.0	3	71	0	0.0
O-8	10	103	8	32.0	9	99	7	28.0	8	88	6	24.0	5	56	4	16.0	5	56	4	15.4
O-7	5	34	6	11.1	7	46	6	10.5	8	52	8	15.7	16	107	10	19.6	16	11.1	13	25.0
O-6	440	137	259	24.0	462	139	263	25.0	477	144	260	24.9	459	142	264	26.1	515	154	267	26.1
O-5	1,395	149	871	22.5	1,473	154	880	22.9	1,528	157	882	23.4	1,564	160	948	24.5	1,612	165	981	24.3
O-4	2,395	188	1,412	27.7	2,526	196	1,416	27.4	2,661	200	1,359	26.6	2,769	204	1,308	26.2	2,869	204	1,284	25.6
O-3	4,737	221	959	33.0	4,809	226	969	34.3	4,869	232	929	34.3	4,994	240	914	32.1	5,088	246	920	31.9
O-2	18,222	245	188	34.4	17,709	248	190	31.4	16,648	248	187	28.9	16,999	243	162	29.8	18,779	243	176	30.5
O-1	1,559	239	82	22.2	1,557	232	95	28.3	1,715	234	86	26.4	1,784	226	95	25.7	1,944	241	132	30.3
Officer- Total	12,367	203	3,785	27.2	12,559	206	3,826	27.5	12,921	210	3,717	27.2	13,296	212	3,705	27.0	13,932	218	3,777	26.9
E-9	331	136	182	19.3	364	145	191	19.9	399	154	200	20.8	435	165	204	21.7	462	177	219	21.7
E-8	972	198	706	24.2	1,028	206	743	25.5	1,034	206	770	26.8	1,060	209	735	26.0	1,133	211	748	26.5
E-7	4,598	193	2,076	24.8	4,965	203	2,109	25.4	5,106	206	2,096	25.5	5,231	206	2,073	25.5	5,447	206	2,065	25.6
E-6	7,648	197	2,888	23.9	7,529	190	2,877	23.5	7,384	187	2,888	23.4	7,239	182	3,084	24.0	7,093	179	3,212	24.0
E-5	11,351	189	2,629	25.2	11,014	185	3,027	25.4	11,253	182	3,235	25.8	11,262	183	3,249	25.6	11,370	185	3,009	24.9
E-4	11,089	178	4,282	28.3	10,716	180	3,933	28.4	9,789	184	3,603	28.5	10,088	196	3,391	28.9	11,312	207	3,517	30.2
E-3	7,887	192	1,037	32.3	8,940	204	1,229	35.1	11,087	216	1,301	34.9	12,512	226	1,302	33.9	13,186	239	1,431	35.5
E-2	918	193	277	39.5	1,449	206	311	43.1	1,814	223	278	40.3	1,584	220	259	39.4	1,794	237	364	42.4
E-1	1,495	188	304	41.6	2,281	202	398	40.1	2,221	210	471	40.7	2,369	226	578	42.7	2,408	220	635	44.4
Enlisted Total	46,289	188	14,381	26.4	48,286	191	14,818	26.7	50,087	195	14,842	26.9	51,780	200	14,875	27.1	54,205	205	15,200	27.5
Total	58,656	191	18,166	26.5	60,845	194	18,644	26.9	63,008	198	18,559	27.0	65,076	202	18,580	27.0	68,137	208	18,977	27.3

AC = Active Component; RC = Reserve Component

Table G.8. Distribution of Women in the Coast Guard by Service Component and Rank, 2015–2019

Rank	2015						2016						2017						2018						2019					
	AC		RC		RC		AC		RC		RC		AC		RC		RC		AC		RC		RC		AC		RC			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
O-10	0	0.0	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A		
O-9	1	20.0	N/A	N/A	1	12.5	0	0.0	1	14.3	0	0.0	1	16.7	0	0.0	1	16.7	0	0.0	1	16.7	0	0.0	1	25.0	0	0.0		
O-8	2	11.1	N/A	N/A	2	11.1	0	0.0	3	16.7	0	0.0	2	11.1	0	0.0	2	11.1	0	0.0	3	14.3	0	0.0	3	14.3	0	0.0		
O-7	3	15.8	N/A	N/A	3	17.6	0	0.0	3	15.8	0	0.0	3	15.8	0	0.0	3	16.7	0	0.0	3	16.7	0	0.0	2	11.8	0	0.0		
O-6	31	7.8	N/A	N/A	30	7.8	7	22.6	39	10.1	10	25.6	46	11.7	10	27.8	51	12.7	11	28.2	51	12.7	11	28.2	51	12.7	11	28.2		
O-5	121	14.8	N/A	N/A	129	15.4	37	26.6	152	17.3	32	23.4	167	18.7	35	25.0	162	18.0	40	29.2	167	18.7	35	25.0	162	18.0	40	29.2		
O-4	268	17.9	N/A	N/A	285	19.6	77	23.4	271	18.6	75	23.7	287	19.5	81	25.6	287	19.5	74	23.3	287	19.5	81	25.6	317	21.7	74	23.3		
O-3	525	22.1	N/A	N/A	535	22.7	83	22.3	533	23.7	74	22.8	542	24.1	73	24.3	554	24.4	75	26.7	542	24.1	73	24.3	554	24.4	75	26.7		
O-2	222	27.3	N/A	N/A	220	28.1	19	33.9	257	29.8	19	36.5	251	28.3	17	28.3	273	28.9	12	17.9	251	28.3	17	28.3	273	28.9	12	17.9		
O-1	188	30.1	N/A	N/A	212	31.5	12	21.8	209	31.1	12	17.9	230	32.3	9	13.6	243	30.6	18	26.5	230	32.3	9	13.6	243	30.6	18	26.5		
Officer Total	1,361	20.7	N/A	N/A	1,417	21.7	235	23.9	1,468	22.4	222	23.7	1,529	23.0	225	24.4	1,606	23.6	230	25.2	1,529	23.0	225	24.4	1,606	23.6	230	25.2		
W-5	0	0.0	N/A	N/A	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0		
W-4	15	3.7	N/A	N/A	16	3.7	3	10.0	22	4.8	2	5.9	21	4.3	1	2.6	23	4.8	2	5.3	21	4.3	1	2.6	23	4.8	2	5.3		
W-3	35	6.3	N/A	N/A	36	6.4	7	13.0	34	6.9	5	12.5	34	7.0	5	13.2	45	8.5	4	11.1	34	7.0	5	13.2	45	8.5	4	11.1		
W-2	72	9.2	N/A	N/A	68	9.0	6	14.0	66	8.5	7	18.4	74	9.8	8	25.0	73	9.8	6	23.1	66	8.5	7	18.4	74	9.8	6	23.1		
W-1	0	0.0	N/A	N/A	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0		
Warrant Total	122	7.0	N/A	N/A	120	6.9	16	12.6	122	7.0	14	12.5	129	7.5	14	13.0	141	8.1	12	12.0	129	7.5	14	13.0	141	8.1	12	12.0		
E-9	25	7.4	N/A	N/A	25	7.6	8	11.1	28	8.1	10	14.5	27	7.9	11	15.1	29	7.9	9	13.2	27	7.9	11	15.1	29	7.9	9	13.2		
E-8	55	8.1	N/A	N/A	55	8.1	12	10.1	56	8.2	14	11.6	50	7.2	17	13.7	45	6.4	23	17.2	56	8.2	14	11.6	45	6.4	23	17.2		
E-7	287	8.5	N/A	N/A	290	8.4	109	16.0	308	8.8	107	16.2	323	9.1	112	16.5	325	9.3	116	16.1	308	8.8	107	16.2	325	9.3	116	16.1		
E-6	724	11.3	N/A	N/A	765	11.8	214	14.6	765	11.8	223	15.0	801	12.2	232	15.1	840	12.8	231	14.5	765	11.8	223	15.0	840	12.8	231	14.5		
E-5	953	12.5	N/A	N/A	1,023	13.3	299	17.8	1,078	14.0	297	17.7	1,195	15.3	291	17.7	1,244	15.8	268	16.6	953	12.5	297	17.7	1,195	15.3	268	16.6		
E-4	1,284	18.7	N/A	N/A	1,310	19.2	208	15.3	1,268	17.7	165	15.5	1,083	14.9	144	15.4	936	12.9	141	15.0	1,284	18.7	165	15.5	1,083	14.9	141	15.0		
E-3	764	20.6	N/A	N/A	587	15.7	16	17.4	681	13.5	18	19.8	689	12.7	18	17.1	776	15.4	45	22.6	587	15.7	16	17.4	689	12.7	154	45		
E-2	165	14.1	N/A	N/A	159	12.2	0	0.0	113	11.0	0	0.0	109	12.8	0	0.0	126	18.6	0	0.0	159	12.2	0	0.0	109	12.8	0	0.0		
E-1	77	11.7	N/A	N/A	102	13.7	0	0.0	45	12.3	0	0.0	30	9.2	0	0.0	45	15.0	0	0.0	77	11.7	0	0.0	45	15.0	0	0.0		
Enlisted Total	4,334	14.1	N/A	N/A	4,316	13.8	866	15.9	4,342	13.4	834	16.1	4,307	13.1	825	16.2	4,366	13.5	833	15.8	4,334	14.1	834	16.1	4,307	13.1	825	16.2		
Total	5,817	14.9	N/A	N/A	5,853	14.8	1,117	17.0	5,932	14.6	1,070	17.2	5,965	14.5	1,064	17.4	6,113	15.0	1,075	17.1	5,817	14.9	1,070	17.2	6,113	15.0	1,075	17.1		

AC = Active Component; RC = Reserve Component



Navy Seaman Dayana Gomez directs a lighter amphibious resupply cargo vehicle to shore during an exercise in Coronado, Calif., Sept. 14, 2019.

Appendix H

Abbreviations and Acronyms

Appendix H. Abbreviations and Acronyms

AFI	Air Force Instruction
BMI	body mass index
CDC	Child Development Centers
CDP	Child Development Program
CFL	Command Fitness Leaders
CFT	Combat Fitness Test
DACOWITS	Defense Advisory Committee on Women in the Services
DHS	Department of Homeland Security
DMDC	Defense Manpower Data Center
DoDI	Department of Defense Instruction
FAP	Family Advocacy Program
FCC	Family Child Care
FY	fiscal year
HSOAC	Homeland Security Operational Analysis Center
LCS	littoral combat ships
MCM	Mine Countermeasure
MEU	Marine Expeditionary Unit
NDAA	National Defense Authorization Act
PCIT	Parent-Child Interaction Therapy

PFA	physical fitness assessment
PFT	physical fitness test
PRT	Physical Readiness Test
RAINN	Rape, Abuse & Incest Network
RFI	request for information
SecDef	Secretary of Defense
UCMJ	Uniform Code of Military Justice
UIP	unmarried intimate partner
USD(P&R)	Under Secretary of Defense for Personnel and Readiness
VA	Department of Veterans Affairs



Marine Corps Pfc. Alexis A. Beserra climbs over an obstacle during a training hike at Camp Johnson, N.C., Dec5, 2019.



Navy Seaman Dayana Gomez directs a lighter amphibious resupply cargo vehicle to shore during an exercise in Coronado, Calif., Sept. 14, 2019. .

Appendix I

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Appendix I. References

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