

# DACOWITS



Defense Advisory  
Committee on Women  
in the Services



## 2020 Annual Report



## Cover photos

### First row

U.S. Coast Guard Cdr. Brett R. Workman, from Bethany Beach, Del., and Cdr. Rebecca Albert, from Colorado Springs, Colo., work in the Javits Convention Center in New York as liasons transferring patients from hospitals to the Military Sealift Command hospital ship USNS Comfort (T-AH 20). The Javits Center is one of the many places available in supporting in COVID-19 relief in New York.

### Second row, Left

Navy Seaman Ella Koudaya rings two bells during a 9/11 remembrance ceremony on the main deck of the USS Blue Ridge in Yokosuka, Japan, Sept. 11, 2020.

### Second row, right

Chief Master Sgt. of the Air Force JoAnne S. Bass speaks after a presentation for the Air Force Association 2020 Virtual Air, Space & Cyber Conference, at the Pentagon, Arlington, Va., Sept. 14, 2020. Bass succeeded Kaleth Wright as the 19th chief master sergeant of the Air Force and is the first woman ever to serve as the highest-ranking NCO in any branch of the military.

### Third row, left

A Marine Corps drill instructor adjusts a Marine's cover during a final uniform inspection for a platoon at Marine Corps Recruit Depot Parris Island, S.C., May 1, 2020.

### Third row, middle

Army Pfc. Kathryn Ratliff works at the Nissan Stadium COVID-19 testing site in downtown Nashville, Tenn., Aug. 21, 2020. Since March, more than 2,000 Tennessee National Guardsmen have been activated to assist communities.

### Third row, right

U.S. Space Force Capt. Hannah Best, Space and Missile Systems Center Aide-de-camp to the commander at Los Angeles Air Force Base, California, participates in a ceremonial swearing-in event broadcasted from the Air Force Association's 2020 Virtual Air, Space and Cyber Conference and administered by Gen. John "Jay" Raymond, United States Space Force Chief of Space Operations, at Los Angeles Air Force Base, California, Sept. 15, 2020. To officially transfer from one military service to another, a military member separates from the current service and commissions or enlists into the new service in their current rank.

*The estimated cost of this report or study for the Department of Defense is approximately \$986,000 for the 2020 Fiscal Year. This includes \$394,000 in expenses and \$592,000 in DoD labor.*

# List of DACOWITS Members

General Janet C. Wolfenbarger, USAF, Retired (Chair)  
Command Sergeant Major Michele S. Jones, USA, Retired (Vice Chair – term ended September 2020)  
Major General George A. Alexander, ARNG, Retired (appointed June 2020)  
Captain Kenneth J. Barrett, USN, Retired  
Colonel John T. Boggs, USMC, Retired (term ended March 2020)  
Vice Admiral Robin R. Braun, USN, Retired (appointed June 2020)  
Lieutenant General Judith A. Fedder, USAF, Retired  
Colonel Many-Bears Grinder, USA, Retired (appointed June 2020)  
Command Master Chief Octavia D. Harris, USN, Retired (appointed June 2020)  
Ms. Therese A. Hughes  
Dr. Kyleanne M. Hunter, USMC Veteran (term ended March 2020)  
Major General Ronald L. Johnson, USA, Retired (appointed June 2020)  
Ms. Robin Kelleher (appointed June 2020)  
Major Priscilla W. Locke, USA, Retired  
Lieutenant General Kevin W. Mangum, USA, Retired  
Ms. Janie L. Mines, USN Veteran (term ended September 2020)  
Fleet Master Chief JoAnn M. Ortloff, USN, Retired (term ended September 2020)  
Brigadier General Jarrisse J. Sanborn, USAF, Retired  
Brigadier General Allyson R. Solomon, ANG, Retired  
Rear Admiral Cari B. Thomas, USCG, Retired  
Fleet Master Chief Susan A. Whitman, USN, Retired

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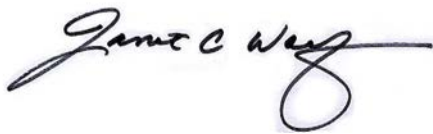


# Signature Pages

## Defense Advisory Committee on Women in the Services

### 2020 Annual Report Signature Page

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



Major General George A. Alexander  
ARNG, Retired



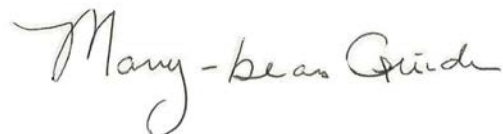
Captain Kenneth J. Barrett  
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Vice Admiral Robin R. Braun  
USNR, Retired



Lieutenant General Judith A. Fedder  
USAF, Retired



Colonel Many-Bears Grinder  
AGR, Retired



Command Master Chief Octavia Harris  
USN, Retired



Ms. Therese A. Hughes

# Signature Pages, continued



Major General Ronald L. Johnson  
USA, Retired



Ms. Robin S. Kelleher



Major Priscilla W. Locke  
USA, Retired



Lieutenant General Kevin W. Mangum  
USA, Retired



Brigadier General Jarisse J. Sanborn  
USAF, Retired



Brigadier General Allyson R. Solomon  
ANG, Retired



Rear Admiral Cari B. Thomas  
USCG, Retired



Fleet Master Chief Susan A. Whitman  
USN, Retired

Prior to their departure, Command Sergeant Major (USAR Retired) Michele S. Jones, Dr. Kyleanne M. Hunter, Ms. Janie L. Mines, and Fleet Master Chief (USN Retired) Jo Ann M. Ortloff, contributed to the work and recommendations of the Committee.

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A soldier assigned to the 3rd U.S. Infantry Regiment, known as "The Old Guard," places flags at headstones as part of Flags-In at Arlington National Cemetery, Va., May 21, 2020.

# 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



Texas Army National Guard Capt. Nadine Wiley De Moura helps students collect trash at Elena Gjika School in Mitrovica, Kosovo, Aug. 14, 2020. Capt. De Moura and other soldiers volunteered for the beautification project to support building strong relationships with communities in the area.

Readiness, provides the Committee study topics to examine during the following year. In 2020, DACOWITS studied 11 topics. The Committee gathered information from multiple sources in examining these topics; for example, briefings and written responses from Department of Defense (DoD) and Service-level military representatives and peer-reviewed literature. During this research year, DACOWITS held in-person quarterly business meetings in December and March, received written requests for information in June, and held its first virtual quarterly business meeting in September 2020. Although the Committee would normally conduct installation visits and focus groups with Service members as part of the annual research cycle, no installation visits or focus groups were conducted in 2020 because of travel restrictions associated with the COVID-19 pandemic.

Based upon the data collected and analyzed, DACOWITS offers 10 recommendations and 5 continuing concerns. Each recommendation and continuing concern, along with a brief synopsis of the supporting reasoning for each, follows. A detailed description of the reasoning supporting each recommendation and a discussion of each continuing concern is provided in the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).



# DACOWITS 2020 Recommendations and Continuing Concerns

## Recruitment and Retention

### Marketing Strategies

#### Recommendation

The Secretary of Defense should increase oversight and assess the effectiveness and scale of outreach programs with the objective of directing new programs and/or adjusting the purpose of existing programs to positively impact adolescent women's propensity for military service.

#### Synopsis

The Committee commends the Military Services on their recent efforts to develop and implement creative, tailored marketing content to attract women to join the military. However, DACOWITS continues to observe modest increases in the percentage of women joining the military and consistently lower rates of young women's propensity to serve compared with young men. The Committee acknowledges that DoD and the Military Services understand the importance of building awareness of military service opportunities and propensity to serve in middle-school-aged youth (11–14-year-olds) as evidenced by the maintenance of various DoD and Military Service-sponsored community outreach programs. However, the Committee believes DoD should assess the scale and effectiveness of

these programs with the goal of increasing adolescent women's propensity to serve.

A detailed reasoning description of the reasoning supporting this recommendation is provided in Chapter 2 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

### Retention and Exit Surveys

#### Recommendation

The Secretary of Defense should direct the Military Services to share and implement best practices, to include leveraging civilian industry best practices, on utilization of retention and exit survey data to identify barriers and/or lessons learned to improve servicewomen's retention.

#### Synopsis

While each Military Service employs retention and/or exit surveys to understand factors that influence Service members to stay in or leave the military, the Committee believes the data collection and analysis of the survey data could be improved. Data collection strategies employed by each Military Service differ methodologically, resulting in data that are not comparable across Military Services and, for some Military Services, may not facilitate analysis of factors that influence retention by gender. The Committee believes direct DoD oversight on the administration and collection of exit and retention surveys could help to standardize the survey methodologies employed by the Military Services and help determine opportunity

areas and actionable steps to improve the retention of servicewomen.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 2 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Dual-Military Co-Location

### Continuing Concern

#### Synopsis

The Committee continues to be concerned with the status of the Military Services' dual-military co-location policies. Based on its research, the Committee believes inadequate dual-military co-location policies may influence women to leave the military at higher rates than men at various career points. Most Military Services' co-location policies do not address the needs of dual-military parents who share parental custody and desire to be in the same geographic location regardless of their marital status. The Committee is also concerned with the lack of significant updates to the Military Services' dual-military co-location policies after exploration of the topic and recommendations provided to the SecDef in 2017. DACOWITS believes this topic requires additional exploration as a continuing concern.

A discussion supporting this continuing concern is provided in Chapter 2 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Employment and Integration

### Gender Integration Implementation Plans

#### Recommendation

The Secretary of Defense should designate a single office of primary responsibility to provide active attention and oversight to the implementation of the Military Services' gender integration plans in order to restore momentum and measure progress.

#### Synopsis

DACOWITS commends the Military Services' past progress on gender integration since all positions were opened to women in 2016. It notes a major factor in the advancement of that effort was a singularly focused means of providing oversight of the Military Services' gender integration implementation plans, initiatives, and policies through an office dedicated to that function. With the transition of gender integration oversight to the Office for Diversity, Equity, and Inclusion (ODEI), the Committee believes the singular focus on advancement of those gender integration efforts has diminished. The Committee recommends designating a separate and distinct office and staff solely dedicated to this critical objective without collateral duties.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 3 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## **Army Combat Fitness Test**

### **Continuing Concern**

#### **Synopsis**

DACOWITS continues its study on the age- and gender-neutral Army Combat Fitness Test (ACFT), which replaced the Army Physical Fitness Test (APFT) as of October 1, 2020. Although the Army's physical fitness test is required to be science based, the Committee believes the scientific approach to designing the test should account for physiological differences between men and women. The Committee respects the Army's goal of preparing all Soldiers, regardless of gender, for various types of operations but remains concerned that the current ACFT may result in injuries for female Soldiers and lower test scores that could affect promotions, assignments, retention, and overall morale. DACOWITS also believes a general health assessment for overall service fitness should remain separate from an occupational specialty-specific assessment. The Committee encourages the Army to use science-based research and technology to study physiological differences between women and men and to keep the overall fitness test separate from specific military occupational specialty (MOS) assessments.

A discussion supporting this continuing concern is provided in Chapter 3 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## **Marine Corps Recruit Training**

### **Continuing Concern**

#### **Synopsis**

In 2020, DACOWITS continued its study on gender integration within recruit training and is repeating its 2018 and 2019 continuing concerns regarding Marine Corps recruit training. The Marine Corps remains the only Military Service without fully gender-integrated recruit training. Although the Committee is encouraged by the Marine Corps' progress toward integration, it continues to support further integration and will monitor future efforts in this endeavor.

A discussion supporting this continuing concern is provided in Chapter 3 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## **Women in Aviation**

### **Continuing Concern**

#### **Synopsis**

Despite an increase in women in the Military Services overall, the numbers of women in aviation across the Military Services have remained stagnant. Although DACOWITS is encouraged by the Military Services' ongoing anthropometric research and improvements within the context of aviation, the Committee believes the Military Services should focus strategically



on oversight of recruitment, retention, promotion, quality of service, and quality of life of female aviators.

A discussion supporting this continuing concern is provided in Chapter 3 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Women in Space

### Continuing Concern

#### Synopsis

DACOWITS is interested in the promotion of gender diversity practices, equal opportunities for women and men, and expanded leadership opportunities for women in the United States Space Force (Space Force). The Committee is encouraged the Space Force is seeking to create innovative career models for the recruitment and retention of personnel. As the Space Force and the Department of the Air Force finalize Space Force personnel policies, the Committee looks forward to maintaining a partnership with the Service to continue promoting career opportunities for women in the Space Force, encouraging the piloting of innovative and effective diversity practices, and creating a platform for the Space Force to share best practices and lessons learned across DoD.

A discussion supporting this continuing concern is provided in Chapter 3 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Well-Being and Treatment

### Effect of Grooming Standards on Women's Health

#### Recommendation

The Secretary of Defense should require the Military Services to include precautionary statements in the grooming standards and training regarding potential health issues associated with prolonged use of tightly gathered hairstyles, dyes, and chemical hair products.

#### Recommendation

The Secretary of Defense should require the Defense Health Agency (DHA) to conduct a study of the potential physical and psychological health issues and treatments associated with tightly gathered hairstyles, dyes, chemical hair products, and prolonged use of certain headgear, and should direct the Military Services to implement DHA recommendations regarding education, prevention, medical risks, and treatment.

#### Synopsis

DACOWITS remains concerned about the overall health and well-being of women in the military. In its examination of the Military Services' hair and grooming standards, DACOWITS identified how adherence to certain grooming practices is causing irreversible hair loss and potential long-term health conditions for servicewomen. Repetitive tight pulling of the hair, use of chemical hair products, and prolonged use of certain headgear can cause permanent

damage to the hair and scalp. Women who are racial or ethnic minorities may have greater difficulty conforming to the Military Services' grooming standards because of differences in hair texture and bulk. The Committee recommends the Military Services include precautionary statements in all grooming standards and training materials to create awareness about these adverse health effects. DACOWITS also recommends DHA conduct a study to identify the potential physical and psychological health issues associated with conforming to the hair grooming standards to expand education, prevention, and treatment among servicewomen.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Caregiver Leave

### Recommendation

The Secretary of Defense should direct the Military Services to implement flexible (noncontinuous) primary and secondary caregiver leave options, in accordance with the National Defense Authorization Act for Fiscal Year 2020, to ensure caregivers have maximum flexibility in making caregiving arrangements best suited to their family and service circumstances.

### Synopsis

The Committee continues to support caregiver leave policies that provide Service members the ability to balance

the demands of their military service with the needs of their families. In 2017 and 2018, DACOWITS recommended the SecDef allow the Military Services to permit flexible (noncontinuous) use of primary and secondary caregiver leave if requested by the caregiver(s) to ensure the military remains competitive with private sector benefits. The NDAA for FY 2020 lifts previous restrictions on noncontinuous leave and authorizes Service members the ability to take leave for the birth or adoption of a child in more than one increment. DACOWITS recommends the SecDef direct the Military Services to implement flexible (noncontinuous) primary and secondary caregiver leave options to ensure caregivers have maximum flexibility in the use of their caregiver leave. The Committee strongly supports the ability for Service members to use caregiver leave in a flexible way to best balance their family needs and work schedule.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

### Recommendation

The Secretary of Defense should direct the Navy and Marine Corps to authorize their Service members the full 21 days of secondary caregiver leave provided for in the National Defense Authorization Act for Fiscal Year 2017.

## Synopsis

DACOWITS recognizes the importance of caregiver leave in recruiting and retaining a ready force. The Committee continues to be interested in the enhancement of caregiver leave policies to encourage the retention of Service members by reducing work–family conflict and ensuring military benefits stay competitive with private sector benefits. In 2018, the Committee recommended the SecDef mandate the consistent application of 21 days of leave for all secondary caregivers across all Military Services, noting the Navy and Marine Corps authorized only 14 days of secondary caregiver leave. The Committee repeats this recommendation in 2020 and continues to believe secondary caregiver leave should be consistent across the Military Services. Authorizing Sailors and Marines the maximum allowable 21 days of nonchargeable secondary caregiver leave will afford equitable opportunities to Service members across all Military Services, enabling them to best care for their families and promote retention.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Recommendation

The Secretary of Defense should direct the Military Services to remove all barriers that prohibit Service members from determining as a family which parent shall be designated the primary caregiver and which shall be designated the secondary caregiver.

## Synopsis

Service members must balance their work and service obligations with the demands of family life. DoD’s Military Parental Leave Program (MPLP) provides maternity convalescent leave and nonchargeable primary and secondary caregiver leave following a qualifying birth event or adoption of a child. While the Department’s policy does not restrict the designation of Service members as the primary or secondary caregiver, some Military Services’ individual policies create restrictions on Service members’ ability to determine who will serve as a primary or secondary caregiver in their families.

The Committee believes Service members should be afforded maximum flexibility in using caregiver leave to best meet their family’s needs. Dual-military couples face unique challenges that necessitate flexible parental roles supported by military policy. Restrictions that inhibit the designation of primary caregiver status run counter to the Military Services’ efforts to retain servicewomen. DACOWITS recommends the SecDef direct the Military Services to remove barriers that prohibit Service members from determining as a family which parent is designated as the primary caregiver and which parent as the secondary caregiver.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).



## Recommendation

The Secretary of Defense should ensure servicewomen in the Reserve Component receive full creditable military service, similar to their Active Component counterparts, so they are not penalized for unavoidable absences resulting from a pregnancy and/or birth event.

## 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. For decades, the Committee has made recommendations to improve the treatment and well-being of pregnant servicewomen, including the most recent 2019 recommendation that the SecDef direct the Military Services to develop and implement policies ensuring a servicewoman's career is not negatively affected as a result of pregnancy. DACOWITS believes there is a clear disparity in DoD policy regarding parental leave benefits afforded to servicewomen in the Active component compared with servicewomen in the Reserve component. DACOWITS recommends the SecDef ensure servicewomen in the Reserve Component receive full creditable military service pay and retirement points, so they are not penalized for unavoidable absences resulting from a pregnancy and/or birth event. A detailed description of the reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## Caregiver Sabbatical

### Recommendation

The Secretary of Defense should establish a caregiver sabbatical or extended parental leave alternative with the objective of developing more flexible caregiver leave options that will encourage, promote, and increase female Service member retention by mitigating the stresses, burdens, and pressures associated with balancing service and family obligations.

### Synopsis

DACOWITS has an established history of recommendations to enhance servicewomen's ability to balance military service and family life. DACOWITS made recommendations in 2004, 2008, and 2009 supporting the development of sabbatical programs to increase women's retention in the Military Services. This year, the Committee was asked by the Department to examine whether the option for a caregiver sabbatical would help alleviate servicewomen's work-life balance challenges by providing a defined career break after which they could resume their military service. The objective would be to increase retention rates and retain talent. Evidence from the international community, foreign military services, and the U.S. civilian labor market demonstrates more generous parental leave policies can increase retention and productivity while improving health outcomes for mothers and their children. The Committee recommends the SecDef establish a caregiver sabbatical or extended parental leave alternative with the objective of developing more flexible

caregiver leave options that will encourage, promote, and increase female Service member retention.

A detailed description of the reasoning supporting this recommendation is provided in Chapter 4 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).

## **Historical Review of the Influence of DACOWITS, 1951 to Present: A 70-Year Review**

In preparation for the DACOWITS' upcoming 70th anniversary in 2021, the Committee conducted an analysis of its efforts and impact during its history. The purpose of the analysis is to present an overview of DACOWITS' impact through a detailed review of the more than 1,000 recommendations made by the Committee. These recommendations have addressed dozens of issues and challenges facing women in the U.S. military, some of which have been resolved over time and others that persist today.

As evidenced in this historical analysis, DACOWITS has been influential in ensuring the advancement of women in the military. It has been at the forefront of many emerging issues, notifying DoD and the public about issues and challenges facing servicewomen and making recommendations early to ensure issues are addressed as soon as possible. Despite the vast and critical work accomplished by the Committee to date, DACOWITS' work is not finished. Women play an essential role in an evolving military with constantly changing mission sets. DACOWITS continues to fulfill its mission by ensuring women are provided opportunities to thrive and serve as leaders in all Military Services. DACOWITS' work carries on into the next decade as it continues to gather information from DoD, the Military Services, and Service members to inform its evidence-based recommendations.

The comprehensive historical analysis is provided in Chapter 5 of the full annual report for 2020, which is available on the DACOWITS website (<https://dacowits.defense.gov>).



Navy Seaman Valerie M. Calderon cuts a piece of equipment aboard the USS Carl Vinson in Bremerton, Wash., Aug. 19, 2020.

# Chapter 1

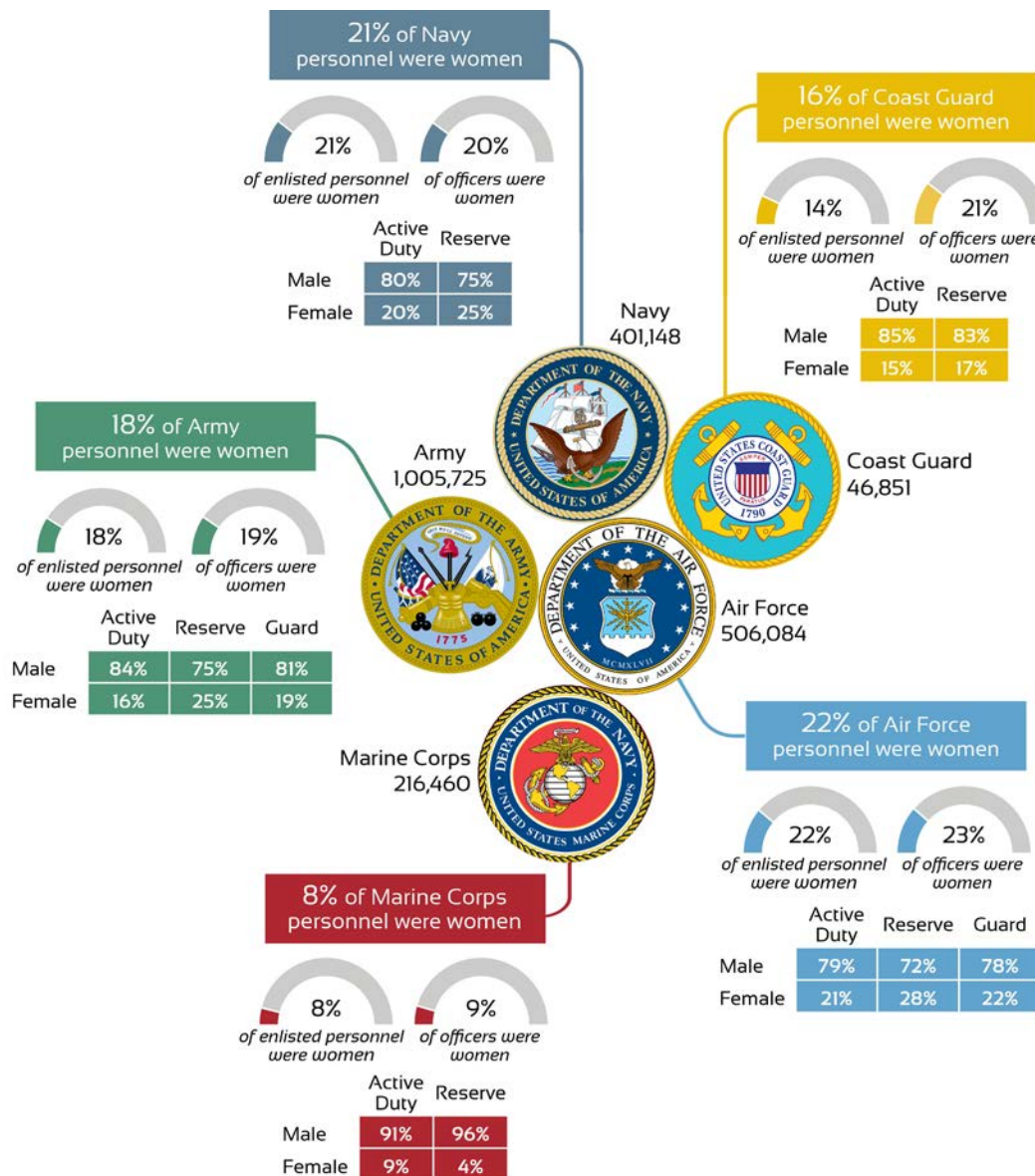
## Introduction



# Chapter 1. Introduction

The Defense Advisory Committee on Women in the Services (DACOWITS; referred to here 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 (See Appendix A for a copy of the Committee’s charter.) Eighteen percent of the Total Force was female as of 2020; the representation of women varied by Service (see Figure 1.1).

Figure 1.1. Gender Representation in the Armed Forces, 2020



Between 1951 and 2020, DACOWITS made more than 1,000 recommendations to the SecDef, and approximately 97 percent of them were either fully or partially enacted. Notably, DACOWITS provided research 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 operating 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 affiliated group or organization.

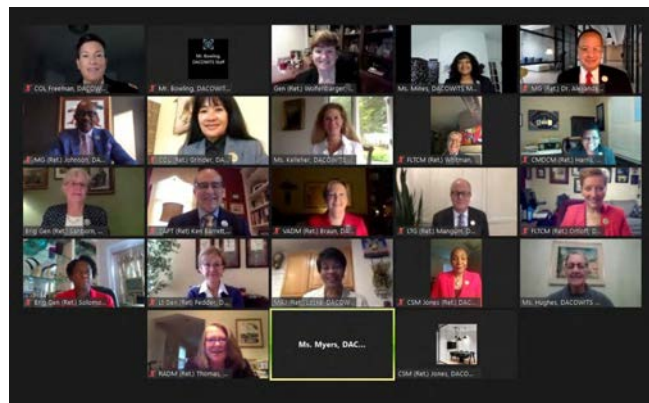
### Creation of the United States Space Force

The Space Force was established December 20, 2019, within the Department of the Air Force. DACOWITS welcomes this new Service branch and looks forward to the future of women supporting U.S. space missions in the Space Force.

Selection of Committee members 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, serve 1- to 4-year terms, and perform a variety of duties that include visiting military installations annually when possible, reviewing and evaluating current research 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 2020 DACOWITS member biographies. Selection is determined on the basis of experience in the military or with women-related workforce issues. Members are selected for a 1- to 4-year term and perform a variety of duties, to include visiting military installations annually, conducting a review and evaluation of current research on military women, and developing an annual report with recommendations on these issues for the SecDef.

The Committee is organized into three subcommittees: Recruitment and Retention, Employment and Integration, and Well-Being and Treatment. Each September, 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 2020, DACOWITS studied 11 topics; the research informed the development of 10 recommendations and 5 continuing concerns<sup>1</sup>, presented in Chapters 2 through 4 of this report. The Committee chooses, at times, to repeat a recommendation or continuing concern made in a



DACOWITS conducts a virtual quarterly business meeting amid COVID 19, Sep. 1, 2020.

<sup>1</sup>A recommendation is a definitive statement directed toward DoD to implement changes. A continuing concern is an issue the Committee has studied over the course of the year, and although the Committee was not prepared to make a recommendation, the topic remains of concern.

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 2020 and the number of related recommendations and number of continuing concerns.

**Table 1.1. DACOWITS 2020 Study Topics and Corresponding Number of Recommendations and Number of Continuing Concerns**

Study Topic	Number of Recommendations	Number of Continuing Concerns
<b>Recruitment and Retention</b>		
Marketing Strategies	1	
Retention and Exit Surveys	1	
Dual-Military Co-Location		1
<b>Employment and Integration</b>		
Gender Integration Implementation Plans	1	
Army Combat Fitness Test		1
Marine Corps' Recruit Training		1
Women in Aviation		1
Women in Space		1
<b>Well-Being and Treatment</b>		
Effect of Grooming Standards on Women's Health	2	
Caregiver Leave	4	
Caregiver Sabbatical	1	

The Committee engages in a range of activities each year to explore chosen topics and ultimately inform recommendations. During this research year, DACOWITS received briefings from DoD and 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 quarterly business meetings, and formal literature reviews and ad hoc analyses carried out by its research contractor.

During this research year, DACOWITS held in-person quarterly business meetings in December and March, received written responses to RFIs in June, and held its first virtual quarterly business meeting in September 2020. Although the Committee would normally conduct installation visits and focus groups with Service members as part of the annual research cycle, no installation visits or focus groups were conducted in 2020 because of travel restrictions associated with the COVID-19 pandemic. Figure 1.2 depicts the data sources that informed the Committee's 2020 annual recommendations.

**Figure 1.2. Data Sources That Informed DACOWITS' 2020 Recommendations**



Chapters 2–4 present the Committee’s 2020 recommendations and continuing concerns organized by subcommittee, listed in alphabetical order. Following each recommendation and continuing concern is a summary of the supporting evidence and a detailed outline of the evidence the Committee examined.

In recognition of the Committee’s 70th anniversary, Chapter 5 provides a historical review of DACOWITS’ influence on policies and practices related to women in the military from its inception in 1951 to present. This chapter, originally produced as a separate report, presents a brief history of the role women have played in the military over time; discusses a detailed history of DACOWITS, including changes to the Committee’s structure and processes over time; and reports findings from an analysis of DACOWITS recommendations from 1951 to today, including identifying trends in DACOWITS recommendations and key areas of concern to the Committee over its history.

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 outlines the Committee’s RFIs for each of its quarterly business meetings and the responses received. Appendix E shows the percentages of women in each Service during the past 5 years, Appendix F lists the abbreviations and acronyms used in the report and appendices, and Appendix G provides the reference list for the report. Appendix G is organized by study topic to enable 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>). They consist of the 2020 quarterly business meeting minutes, 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 2020.





A Marine Corps drill instructor prepares for the platoon's morning routine at Marine Corps Recruit Depot Parris Island, S.C., July 7, 2020.

# Chapter 2

Recruitment and Retention  
Recommendations  
and Continuing Concern

# Chapter 2. Recruitment and Retention Recommendations and Continuing Concern

This chapter presents the DACOWITS 2020 recommendations and continuing concern related to recruitment and retention, organized respectively and alphabetically by topic. 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, based on investigation of the topic in 2020. The recommendation and supporting reasoning for marketing strategies are provided in Section A, the recommendation and supporting reasoning for retention and exit surveys are provided in Section B, and the continuing concern for dual-military co-location are provided in Section C.

## Marketing Strategies

### Recommendation

The Secretary of Defense should increase oversight and assess the effectiveness and scale of outreach programs with the objective of directing new programs and/or adjusting the purpose of existing programs to positively impact adolescent women’s propensity for military service.

### Synopsis

The Committee commends the Military Services on their recent efforts to develop and implement creative, tailored marketing content to attract women to join the military. However, DACOWITS continues to observe modest increases in the percentage of women joining the military and consistently lower rates of young women’s propensity to serve compared with young men. The Committee acknowledges that DoD and the Military Services understand the importance of building awareness of military service opportunities and propensity to serve in middle-school-aged youth (11–14-year-olds) as evidenced by the maintenance of various DoD and Military Service-sponsored community outreach programs. However, the Committee believes DoD should assess the scale and effectiveness of these programs with the goal of increasing adolescent women’s propensity to serve.

## Reasoning

### Introduction

To inform its recommendation on this topic, DACOWITS collected information from several 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 marketing strategies (December 2019)<sup>1,2,3,4,5,6,7</sup>
- Literature review from the research contractor on military and nonmilitary careers, youth perceptions, aspirations, and influences (June 2020)<sup>8</sup>

DACOWITS continues to believe that increasing the percentage of women in military service will help create a stronger, more robust military. Women represent approximately 50 percent of our Nation's population<sup>9</sup> and have recently been shown to represent a slightly higher percentage of the Nation's recruitable population than men. However, women continue to make up a significantly smaller portion of the Total Force than men<sup>10</sup> and have never represented more than 18 percent of the active duty force in a given year.<sup>11</sup> The Committee believes the lack of representation of women in the Military Services may be driven by consistently lower rates of propensity to serve in young women as compared with young men.



Air Force 2nd Lt. Sagan Barber of the 60th Medical Group at Travis Air Force Base, Calif., assigned to Task Force 46, Joint Force Land Component Command, Army North, uses a syringe to adjust medication levels at Dameron Hospital in Stockton, Calif., July 24, 2020.

DACOWITS has made many recommendations to the SecDef in recent years focused on increasing the recruitment of women into the military through focused marketing efforts, such as the following:

- **2014:** “All Services should have targets to increase the representation of enlisted servicewomen; these targets should be benchmarked against the pool of eligible female recruits. Furthermore, these targets should not be constrained by past or current representation of women in the Armed Services or estimates of the propensity of women to enlist.”<sup>12</sup>
- **2015:** “All Services should devote sufficient resources to target and increase the recruitment of women into the officer and enlisted ranks.”<sup>13</sup>
- **2017:** “The Secretary of Defense should require the Military Services to tailor their marketing to reflect the most salient reasons women join to inspire more women toward military service.”<sup>14</sup>
- **2018:** “The Secretary of Defense should require all Military Services to tailor their marketing to inspire more women to serve by addressing misconceptions, highlighting motivating opportunities, and providing more emphasis on realistic portrayals of women who serve.”<sup>15</sup>

The reasoning supporting DACOWITS’ recommendation on marketing strategies follows.

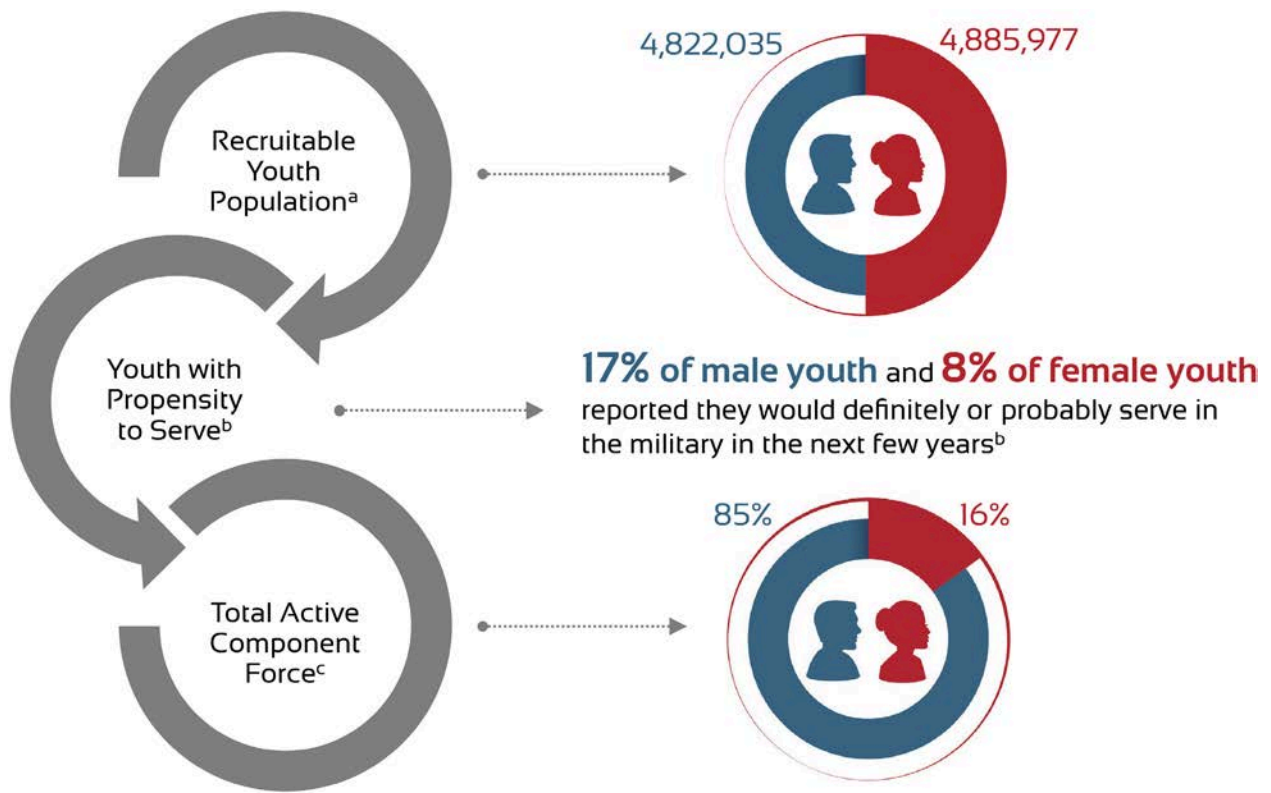
### **DoD Progress in Improving Marketing Efforts**

DACOWITS believes the Military Services have developed and executed significant, innovative marketing outreach efforts to address the Committee’s recommendations on marketing strategies over the last 6 years.<sup>16, 17, 18, 19, 20, 21</sup> As an example, the Committee recognizes that the Army Enterprise Marketing Office recently provided “overall brand guidance to its marketing agency to ensure women are represented in 100 percent of the lines of effort and to create content utilizing messages and images that are emotionally meaningful with women.”<sup>22</sup>

Potentially as a result of these efforts, the percentage of women representing the Total Force has increased modestly over the past five years (see Appendix E),<sup>23</sup> but according to recent Joint Advertising Marketing Research & Studies (JAMRS) research, women’s propensity to serve has remained significantly lower than men’s during this same time period (see Figure 2.1).<sup>24</sup> The Committee believes the Military Services understand the importance of increasing propensity to serve among women and the need for attention and careful management of these efforts to improve the recruitment of women.



**Figure 2.1. Gender Breakdown of Recruitable Youth Population, Youth Propensity to Serve, and Total Active Component Force, 2016**



**Notes:**

Recruitable population was calculated by qualifying members of the U.S population based on a variety of standards, including age, aptitude, citizenship, dependents, education, medical, character/conduct, physical fitness, drug use, and other conditions.

Reported statistics based on responses from a weighted sample of youth aged 16 through 21 surveyed in fall 2016.

Active component is composed of all Military Service officers, enlisted members, cadets, and midshipmen as of December 2016.

2016 was selected as the comparison year for each variable because it was the most recent year when all data sources were available.

a DoD, JAMRS, Office of People Analytics (2016, September). The target population for military recruitment: Youth eligible to enlist without a waiver (Response to RFI 15). Briefing provided at meeting of DACOWITS Federal Advisory Committee.

b DoD, JAMRS, Office of People Analytics. (2019). Spring 2019 propensity update [PowerPoint]. [https://jamrs.defense.gov/Portals/20/Futures-Survey-Spring-2019\\_1.pdf](https://jamrs.defense.gov/Portals/20/Futures-Survey-Spring-2019_1.pdf)

c DoD. (2016). Active duty master personnel file [Dataset]. [https://www.dmdc.osd.mil/appj/dwp/rest/download?fileName=rg1612\\_female.pdf&groupName=milRankGrade](https://www.dmdc.osd.mil/appj/dwp/rest/download?fileName=rg1612_female.pdf&groupName=milRankGrade)

Considering the limited effectiveness of the Military Services’ recent marketing strategies on women’s propensity and the rate at which women join the military, the Committee believes DoD and the Military Services may be missing two key opportunities to increase women’s propensity. First, DoD and the Military Services could expand marketing outreach toward middle-school-aged females (i.e., 11–14-year-old adolescents), where research shows efforts may have the greatest influence because of adolescents’ stage of cognitive development.<sup>25, 26</sup> Second, DoD and the Military Services could create new or adjust current community outreach programs with the objective of increasing scale, building awareness, and influencing women’s desire for military service.

## Status of Youth Engagement

DoD and the Military Services have shown the importance of building awareness of military service opportunities in adolescent youth through their previous briefings to the Committee and the existence of DoD and Military Services community outreach programs. For example, representatives from DoD and the Military Services have shared the following with the Committee during recent DACOWITS Quarterly Business Meetings:

*“The Services want youth to have more meaningful and substantial consideration of the military, including the benefits of service. ... A very high percentage of young women have never thought about joining the military.”*

**—DoD briefer, September 2018<sup>27</sup>**

*“The Air Force does not sit back and hope exposure to messages will work on its own; it wants to expand youth’s understanding of what opportunities are available. ...The early exposure through school programs is important.”*

**—Air Force briefer, September 2018<sup>28</sup>**

*“Having access to middle schools is an important piece of recruiting but ... it is also important to have the right recruiters in schools to represent the Military Services and engage with the right influencers in communities ... Local recruiters visit State conferences, high schools, middle schools, and other local events and activities.”*

**—National Guard briefer, December 2019<sup>29</sup>**

In addition to statements that Military Service representatives have made to DACOWITS, other senior Military Service representatives have also shared their perspectives on the importance of engaging with youth at an earlier age; for example:

*“We have to confront this question of, will we wait until they’re 17, or will we start talking to them at age 12, 13, 14, 15, when they form the set of things, they are thinking about doing with their life?”*

**—Assistant Secretary of the Army, Manpower and Reserve Affairs,  
March 2019<sup>30</sup>**

Evidence suggests Congress is also aware of the importance of engaging youth before high school to increase propensity to serve in the military based on recent support for changes in the National Defense Authorization Act for Fiscal Year 2020 (Pub. L. 116–92; referred to here as 2020 NDAA). As an example, the 2020 NDAA supports the Military Services in allowing participants above 7th grade to participate in Junior Reserve Officer Training Corps (JROTC) in schools where those students are co-located with high school JROTC students, instead of requiring students to be above 8th grade as previously mandated.<sup>31</sup>

In addition to support for expanding DoD outreach to younger students through changes to the 2020 NDAA, the H.R. 6415 Inspire to Serve Act was introduced in the House of Representatives in March 2020, informed by recommendations from the National Commission on Military, National, and Public Service on improving access to and interest in public, national, and military service in America.<sup>32</sup> The Commission’s Inspired to Serve report, published in March 2020, suggests various States also support building awareness of Military Service opportunities in adolescent youth through “academies of leadership.” These programs focus on exposing middle-school-aged youth (11–14-year-olds) to leadership skills and the Military Services through JROTC curriculum modified to be appropriate for middle-school-aged students. The Commission’s Inspired to Serve report cited States’ leadership academies as best practices for building awareness of military and other public service opportunities among youth.<sup>33</sup>

DoD and the Military Services engage with youth of various ages through innovative and creative community outreach programs, including those with middle-school-aged and elementary-school-aged students. Table 2.1 provides a brief summary of the mission statements, reach, and youth served through several key DoD and military service community outreach programs.

**Table 2.1. Key DoD Youth Program Mission Statements, Locations, and Youth Served**

Program Name	Mission Statement	Locations	Description of Youth Served
Army Educational Outreach Programs (AEOP)	“Provide both students and teachers a collaborative, cohesive, portfolio of Army-sponsored STEM programs that effectively engage, inspire, and attract the next generation of STEM talent from K [rindergarten] through college programs and expose them to Department of Defense STEM careers” <sup>34</sup>	3,656 K–12 schools in 2018 <sup>35</sup>	30,311 youth aged 4–18 participated across 12 AEOP programs in 2018 <sup>36</sup>
Civil Air Patrol Cadet Programs	“Support America’s communities with emergency response, diverse aviation and ground services, youth development and promotion of air, space and cyber power” <sup>a, 37</sup>	1,000+ local units in 2020 <sup>38</sup>	About 27,000 youth aged 12–20 participated in 2019 <sup>39</sup>
DoD Science and Technology Academies Reinforcing Basic Aviation and Space Exploration (STARBASE)	“Expose our nation’s youth to the technological environments and positive civilian and military role models found on Active, Guard, and Reserve military bases and installations, nurture a winning network of collaborators, and build mutual loyalty within our communities, by providing 25 hours of exemplary hands-on instruction and activities that meet or exceed the National Standards” <sup>40</sup>	69 sites in 33 States and U.S. territories in 2019 <sup>41</sup>	99,744 youth participated in 2019; 94 percent of program participants were 5th grade students <sup>42</sup>
National Guard Youth ChalleNGe	“Intervene in and reclaim the lives of 16-18 year old high school dropouts, producing program graduates with the values, life skills, education, and self-discipline necessary to succeed as productive citizens” <sup>43</sup>	41 programs in 32 States and U.S. territories <sup>44</sup>	13,457 youth aged 16–18 participated in 2017 <sup>45</sup>

Program Name	Mission Statement	Locations	Description of Youth Served
U.S. Naval Sea Cadet Corps	"Through organization and cooperation with the Department of the Navy, to encourage and aid American youth to develop, train them in seagoing skills, and to teach them patriotism, courage, self-reliance and kindred virtues" <sup>46</sup>	388 units in 46 States and U.S. territories through 2013 <sup>47</sup>	983 youth aged 10–13 participated in the U.S. Navy League Cadet Corps in 2013; 4,896 participants aged 13–17 participated in the Naval Sea Cadet Corps in 2013 <sup>48</sup>
Young Marines	"Positively impact America's future by providing quality youth development programs for boys and girls that nurtures and develops its members into responsible citizens who enjoy and promote a healthy, drug-free lifestyle" <sup>49</sup>	250+ units in 38 States <sup>50</sup>	8,500 youth aged 8–18 participated in 2018 <sup>51</sup>

Note:

<sup>a</sup> The listed mission statement is for the Civil Air Patrol but not specifically the Cadet Program.

STEM = science, technology, engineering, and mathematics

It is clear DoD and the Military Services understand the necessity of building awareness of the benefits of military service in middle-school-aged girls to remain competitive with civilian industry organizations in the recruitment of women into the military. However, the Committee is concerned that the mission statements of DoD and the Military Service community outreach programs listed in Table 2.1 do little to address the gap of building awareness of the military as a potential career path for adolescent girls, instead focusing on building science, technology, engineering, and mathematics (STEM) awareness and leadership more generally. The Committee believes DoD's review, oversight, and guidance of community outreach programs could inform the expansion and adjustment of programs or the development of new programs with the direct objective of building awareness of military career opportunities and propensity to serve in adolescent girls. DACOWITS believes improved awareness of military opportunities and propensity to serve in young girls would improve the recruitment, retention, and advancement of women in the Military Services.

### Factors in Youth Career Decisions and Aspirations

DACOWITS believes the appropriate time to engage with youth to build awareness of the benefits of military service is when they are in middle school. In June 2020, the DACOWITS research contractor produced a literature review, *Military and Non-Military Careers: Youth Perceptions, Aspirations, and Influences*, which indicated adolescents (aged 11–14), because of their stage of cognitive development, are most strongly influenced by external factors and experiences that could inform their career choices in the future.<sup>52, 53</sup>

The Committee understands DoD and the Military Services are already engaging middle-school-aged students through community outreach programs with a focus on building STEM awareness. However, few studies have been conducted to determine the effectiveness of these outreach programs to inspire youth toward military service as a career option, and of those that have been conducted, mixed findings have been reported.



For example, Millenky's (2016) impact study of the National Guard Youth ChalleNGe Program found program participants were just as likely as youth who did not participate in the program to pursue military service,<sup>54</sup> while Wenger et al.'s (2018) study on outcomes from the DoD STARBASE program found geographic regions with DoD-sponsored youth programs had higher military application rates than geographic regions without DoD-sponsored youth programs.<sup>55</sup> The Committee believes that because DoD and Military Service outreach programs do not specifically include "inspiring female youth to pursue Military service" as a primary objective, they will continue to be limited in their ability to positively influence female participants' propensity to serve.

Several research studies support the value of expanding the focus and scope of current community outreach programs or developing new community outreach programs focused on inspiring female youth to consider the military as a career option. These studies can guide DoD and the Military Services' efforts in many ways:

- **Reduce knowledge gaps.** Middle school students' perceptions of STEM careers may be driven by their lack of knowledge of STEM careers rather than a disinterest in those career fields.<sup>56,57</sup> The Committee believes students' perceptions of careers in the military may be driven by similar knowledge gaps.
- **Understand influencers.** Family members, school staff, and the media strongly influence the career choices youth make, while career counseling is especially influential for middle school students who are likely to define their preferred career aspirations before high school.<sup>58,59</sup> The Committee believes understanding the key external factors that influence youth's career decisions and aspirations could help inform the development of youth outreach strategies.
- **Examine demographic differences.** Highschool-aged youth (15–19) in Bailey et al.'s (2002) study were found to be more likely to report a higher propensity to serve than college-aged youth (20–21), even though youth in both age groups reported similar rates of positive impressions of the military.<sup>60</sup> JAMRS confirms male youth aged 16–21 have been consistently more likely to report a higher propensity to serve in the military than female youth since at least 2001.<sup>61</sup> The Committee believes that better understanding trends among different youth demographics could help the development of youth outreach strategies.
- **Address misconceptions.** In 2018, JAMRS found youth aged 16–21 cited the following factors as most influencing them not to join the military: (1) possibility of physical injury/death, (2) possibility of posttraumatic stress disorder or other emotional/psychological issues, (3) leaving family and friends, (4) other career interests, and (5) possibility of interference with college education.<sup>62</sup> The Committee believes a greater awareness of military service as a career choice among youth could address misconceptions of military service and increase propensity to serve.

Although evidence on the effectiveness of community outreach programs to increase future accessions is limited, Wenger et al. (2018) recommend the central management of DoD and Military Services' community outreach programs to improve coordination of the programs and align program objectives.<sup>63</sup> The Committee believes DoD oversight and guidance on the expansion of DoD community outreach programs to include more participants, longer program offerings, and greater focus on inspiring women to consider the military as a career path could increase and sustain improvements to women's propensity to serve through a greater exposure to and awareness of military service at younger ages.

## Summary

DoD and the Military Services' marketing outreach is innovative and creative. However, women's propensity toward military service has remained significantly lower than men's over the last two decades. The literature review conducted by the DACOWITS research contractor in June 2020 suggests introducing military marketing outreach programs to adolescent women (aged 11–14) could favorably influence future military career choices. DACOWITS believes DoD and the Military Services can increase women's propensity through the development of new community outreach programs focused on building awareness of the benefits of military service among younger women, or by expanding the objectives of current community outreach programs to include this goal.

For example, increasing the scale, scope, and focus of DoD and Military Service programs on middle-school-aged females, with a specific objective of increasing women's propensity for military service, could substantially improve recruitment of women to the military. Expanded and focused programs would provide female youth more opportunity and time to learn about possibilities offered through the military, address any misconceptions about life in the military for servicewomen, and increase skills and confidence for success in the military (e.g., fitness, STEM). Following the development of new community outreach programs and/or the proper adjustment of existing programs, DoD should consider carefully assessing whether the changes to the programs lead to increases in women's accessions and retention.

The Committee recommends the SecDef increase oversight and assess the effectiveness and scale of outreach programs with the objective of directing new programs and/or adjusting the purpose of existing programs to positively affect adolescent women's propensity for military service.

# Retention and Exit Surveys

## Recommendation

The Secretary of Defense should direct the Military Services to share and implement best practices, to include leveraging civilian industry best practices, on utilization of retention and exit survey data to identify barriers and/or lessons learned to improve servicewomen's retention.

## Synopsis

While each Military Service employs retention and/or exit surveys to understand factors that influence Service members to stay in or leave the military, the Committee believes the data collection and analysis of the survey data could be improved. Data collection strategies employed by each Military Service differ methodologically, resulting in data that are not comparable across Military Services and, for some Military Services, may not facilitate analysis of factors that influence retention by gender. The Committee believes direct DoD oversight on the administration and collection of exit and retention surveys could help to standardize the survey methodologies employed by the Military Services and help determine opportunity areas and actionable steps to improve the retention of servicewomen.

## Reasoning

### Introduction

To inform its recommendation on this topic, DACOWITS collected information from several 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 the status and use of exit and retention surveys (December 2019)<sup>64, 65, 66, 67, 68, 69, 70</sup>
- Literature review from the research contractor on Employee Retention and Engagement in the Civilian Labor Force (March 2020)<sup>71</sup>
- Written response from the Army on the structure of the Department of the Army Career Engagement Survey (June 2020)<sup>72</sup>
- Written response from the DoD, Office of People Analytics on the status and restructuring of the Defense Organizational Climate Survey (June 2020)<sup>73</sup>

In 2017, DACOWITS recommended that “the Secretary of Defense direct the development and adoption of an exit survey or surveys to assess why the attrition level for women is higher than for men at various career points.”<sup>74</sup> As part of its ongoing examination of the recruitment and retention of women into the Armed Forces, DACOWITS continues to be interested in the reasons servicewomen leave the military at higher rates than men at various points in their career, and strategies DoD can use to better understand and make use of this information to promote retention. As a result, DACOWITS also remains interested in the structure and administration of retention and exit surveys by the Military Services, to include governing policies, data captured, and noteworthy trends by Service and across DoD. The reasoning supporting DACOWITS’ recommendation on retention and exit surveys follows.

### **Inconsistencies Across Military Services’ Retention and Exit Surveys**

DACOWITS continues to see gender representation gaps in leadership positions across the Military Services resulting from retention-related issues.<sup>75</sup> The Committee highlighted this gap in the DACOWITS 2019 Annual Report by recommending that “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.”<sup>76</sup> Peer-reviewed research by Marencinova (2018) supports the Committee’s belief that the lack of visible same-gender or same-race role models at the top of organizational structures could suppress the Military Services’ capacity to attract and retain women.<sup>77</sup> The need to determine actionable steps early in a servicewoman’s career to promote retention is clear, and the Committee believes retention and exit surveys are important tools the Military Services could better implement to inform these steps.

The inability to collect, analyze, and act on meaningful and accurate data about the reasons women stay in and leave the military continues to be an issue for the Military Services. While all Military Services have implemented surveys to better understand why Service members stay in and leave the military, the survey methodologies employed by each Military Service are not standardized, leading to incomparable data across Military Services and limited capacity to effectively determine actionable trends by gender. Survey response rates are especially low for the Military Services’ exit surveys compared with their retention surveys. For example, the Navy reported that only 8 percent of enlisted Sailors responded to the Navy Exit Survey,<sup>78</sup> while only 13 percent of exiting female enlisted Marines responded to the Marine Corps Exit and Milestone Longitudinal Survey.<sup>79</sup> Differences in survey methodologies are highlighted in Table 2.2.



**Table 2.2. Summary of Retention and Exit Survey Approaches Across the Services**

Military Service	Survey Title	Year Established	Frequency	Address Reasons for Exit or Retention?	Considerations for Analysis
Army	Department of the Army Career Engagement Survey (DACES)	2020 <sup>80</sup>	Available annually during soldier's birth month and at exit from the Army <sup>81</sup>	Yes <sup>82</sup>	
Navy	Navy Milestone Survey	2014 <sup>83</sup>	Available to Officers 15 months prior to minimum service requirement or projected rotation date Available to enlisted members 18 months prior to end of active obligated service or 5 months prior to when the reenlistment request process begins	Yes <sup>84</sup>	Data cannot be analyzed by gender because of sample sizes <sup>85</sup>
	Navy Exit Survey	2014 <sup>86</sup>	Available to all departing members <sup>87</sup>	Yes	Exit survey responses are being compared with FY 2019 Service member exits to determine if using statistical weighting to reduce bias is possible
Marine Corps	Exit and Milestone Longitudinal Survey	2017	Available to Officers before Officer Candidate School graduation, at acceptance of career designation, at selection to each field grade rank, and at end of their active service Available to enlisted members at entry during basic training, at each reenlistment, and at end of their active service	Yes <sup>88</sup>	Generalizable trends for female Marines not available until 2021 for both exit and milestone survey components <sup>89</sup>
Air Force	Retention Survey	Unknown	Distributed every 2 years to weighted sample of Airmen <sup>90</sup>	Yes <sup>91</sup>	Data analyzed by gender <sup>92</sup>

Military Service	Survey Title	Year Established	Frequency	Address Reasons for Exit or Retention?	Considerations for Analysis
Coast Guard	Career Intentions Survey	2016 <sup>93</sup>	Available to active duty officers who are leaving active duty, and at the completion of 5, 11, and 17 years of service  Available to active duty enlisted members who are leaving active duty or recently re-enlisted or extended their service obligation	Yes <sup>94</sup>	Data cannot be analyzed by gender because of sample sizes <sup>95</sup>
	Organizational Assessment Survey	2002 <sup>96</sup>	Available to all active duty and selected reserve duty Service members and civilian employees approximately every 2 years <sup>97</sup>	Yes <sup>98</sup>	Coast Guard is working with the U.S. Office of Personnel Management to compare responses from exiting and retained Service members <sup>99</sup>
National Guard	N/A	N/A	Does not employ retention or exit survey at national level; however, exit surveys may be implemented at State level <sup>100</sup>	Yes <sup>101</sup>	Army National Guard is developing a National Exit Survey to be released in 2020 <sup>102</sup>

Note:  
FY = fiscal year

The Committee believes the Military Services can improve the data they collect with respect to the reasons influencing Servicewomen’s retention in the military by ensuring factors can be identified by gender and across the Military Services. These improvements would enable the Military Services to better understand gaps and opportunity areas to improve retention among all Service members and formulate strategies to improve the retention of servicewomen. The Committee believes direct DoD oversight and guidance on retention and exit survey data collection could help standardize the survey methodologies employed by each Military Service and better enable DoD to identify opportunity areas and actionable steps to improve the retention of servicewomen across all the Military Services.

**Best Practices for Data Collection From the Military Services**

DACOWITS has identified various best practices in the administration of retention and exit surveys in the Military Services that other Services should consider to collect more accurate and actionable data. For example, DACOWITS commends the Army for implementing the Department of the Army Career Engagement Survey (DACES). The Committee believes the annual frequency of administration of the DACES to soldiers is a best practice. Unlike other Military Services that administer retention surveys biannually or when Service members achieve certain career milestones, the Army intends to collect these data annually.<sup>103</sup> The

Committee believes administering the survey annually positions the Army to examine trends related to the reasons servicewomen remain in and leave the military. Consequently, the Committee believes the frequency of the DACES administration should be a template for the other Military Services to consider when examining potential enhancements to their own retention and exit surveys.

The Committee also continues to be interested in the Defense Equal Opportunity Climate Survey (DEOCS), which is currently being redesigned by DoD's Office of People Analytics through the development of a new Government-owned survey system and revisions to previous survey content and methodology. The purpose of revising the DEOCS is to support the reporting of reliable findings from aggregated DEOCS data, a feature previously unavailable because of how the survey was structured.<sup>104</sup> The Committee feels the redesigned DEOCS will be a valuable data source for DoD and the Military Services to better understand trends and patterns in attrition at the Service level, and ultimately inform DoD-level interventions to improve the retention of servicewomen. While DACOWITS understands the primary purpose of the DEOCS is to support Commanders, it believes the Military Services should continue to seek opportunities to aggregate data as a way to further enhance knowledge about reasons servicewomen leave the military and ultimately increase the Military Services' ability to target actions to improve retention rates for servicewomen.

The Committee also believes the Air Force's 2019 Retention survey was structured to provide significant, actionable insights on why servicewomen leave the service. For example, the top five reasons servicewomen reported for leaving the Air Force were (1) leadership, (2) job stress, (3) unit climate/morale, (4) difficulty maintaining work-life balance and meeting family commitments, and (5) overall job satisfaction. The top five reasons servicewomen reported for staying in the Air Force were: (1) job security, (2) patriotism or desire to serve, (3) overall compensation and benefits package, (4) overall job satisfaction, and (5) choice of assignments or locations.<sup>105</sup>

The Committee also commends the Air Force for identifying notable differences in the reasons men and women leave the military as part of the 2019 Retention survey. These differences include (1) availability of civilian jobs (reason number 9 for men, number 19 for women), (2) overall compensation and benefits package (reason number 12 for men, number 24 for women), and (3) lack of recognition for their efforts (reason number 14 for men, number 9 for women).<sup>106</sup> The Committee believes the information gained from the Air Force's 2019 Retention survey is relevant and actionable. The structure of the Air Force's 2019 Retention survey enables the Air Force to analyze data by gender, which could provide valuable insights for other Military Services on the design of their own retention surveys.

## **Best Practices for Data Collection From Civilian Industry**

Civilian industries also use a variety of techniques and approaches to gauge why employees stay with or leave an organization. These approaches could provide valuable insight for the Military Services. For example, many major companies use robust

engagement surveys to better understand why employees strive, thrive, and stay at their organization. Using engagement surveys annually to capture data that can be aggregated companywide can enable organizations to identify year-to-year trends across the whole company and opportunities to take action to improve employee retention.<sup>107</sup>

Civilian organizations also use exit interviews and stay interviews to better understand employee retention and mitigate high rates of employee turnover and the associated costs. Exit interviews are conducted with employees leaving a company to better understand the factors that influenced them to leave, while stay interviews are conducted with current employees to identify factors that influence them to stay with an organization.<sup>108</sup> The Committee believes best practices identified from civilian industry studies on the use of exit and stay interviews could provide important insight for the design and administration of the Military Services' retention and exit surveys.

For example, the Work Institute conducted a study in 2018 and found that although stay interviews between an employee and their supervisor can build trust in a working relationship, employees may also be reluctant to share their true professional objectives, goals, and intentions with a direct supervisor, which can result in inaccurate data. To address these challenges, the Work Institute recommended exit interviews and stay interviews be conducted by third-party vendors to collect more reliable data on factors that might contribute to at-risk employees leaving an organization and to more reliably inform potential interventions to prevent turnover.<sup>109</sup> The Committee believes DoD and the Military Services could learn valuable lessons from strategies employed in civilian industry to support the collection of accurate retention and exit data and consider these strategies when reviewing their own data collection activities.

## Factors Influencing Retention in Civilian Industry

Contemporary literature indicates employee commitment and retention are complex issues in civilian industry. Various peer-reviewed studies have shown civilian workers' decisions to leave or stay with an organization are influenced by many factors, including job satisfaction, family life, compensation, and other available opportunities.<sup>110</sup> The Committee believes that better understanding the factors closely associated with employee retention and commitment in civilian industry could help the Military Services inform strategies for improving retention among Service members. Frequently cited factors in civilian workers' retention decisions follow:

- **Personal and professional growth potential have significant influence on an employee's likelihood of retention and commitment to their company.** For example, a large-scale survey study of more than 30,000 U.S. employees from Hausknecht et al. (2008) found advancement opportunities within a company was one of the most important reasons salaried and professional employees remained with an organization.<sup>111</sup>

- **Work-life balance continues to be an important factor affecting employee commitment to a company.** For example, one best practice for increasing employee commitment and retention to a company identified from Aslam et al.'s 2011 study is allowing employees to work flexible hours to reduce stress and the impact of work on their family life. In addition to flexible work hours, Aslam et al. (2011) contend that child care assistance benefits and paid leave for new parents increase an employee's commitment to an organization.<sup>112</sup>
- **Supportive leaders are important factors in civilian workers' retention decisions.** Employee perceptions of an organization's management style are often driven by an employee's relationship with a direct supervisor.<sup>113</sup> The quality of support employees receive from their supervisors has been found to significantly affect the training and career development opportunities they receive.<sup>114</sup>
- **Autonomy has been identified as a predictor of job satisfaction.** This factor is driven by employees' desire to choose to do work in their preferred way and to make decisions about the amount of work they complete.<sup>115</sup> Employees who feel they lack control over their work often become dissatisfied with their job, leading to higher rates of attrition.<sup>116</sup>
- **Compensation alone does not necessarily increase retention.** Literature suggests a complex relationship between compensation and retention. Although some studies have found that extrinsic rewards, such as increased salaries and bonuses, can increase retention, Kossivi et al. (2016) suggest this relationship holds true only if additional factors to promote retention are available to employees.<sup>117</sup> Bersin (2013) echoes this belief, suggesting increased compensation alone may not improve retention for employees who experience poor work environments or management.<sup>118</sup>

## Summary

The Committee believes the Military Services can improve the data they collect on why Service members stay in and leave the military by ensuring the data can be analyzed and generalized by gender and standardized to facilitate analyses across Military Services. DACOWITS also believes the Military Services should share their best practices and review industry best practices to enhance existing data collection approaches for assessing retention and attrition among all Service members and to formulate strategies for improving female retention. The Committee believes direct DoD oversight of retention and exit survey data collection could standardize the survey methodologies employed by the Military Services and help better determine opportunity areas and actionable steps to improve the retention of servicewomen. Therefore, the Committee recommends that SecDef direct the Military Services to share and implement best practices, to include applying civilian industry best practices on utilization and retention of exit survey data to identify barriers and/or lessons learned to improve servicewomen's retention.



# Dual-Military Co-Location

## Continuing Concern

### Dual-Military Co-Location

#### Synopsis

The Committee continues to be concerned with the status of the Military Services' dual-military co-location policies. Based on its research, the Committee believes inadequate dual-military co-location policies may influence women to leave the military at higher rates than men at various career points. Most Military Services' co-location policies do not address the needs of dual-military parents who share parental custody and desire to be in the same geographic location regardless of their marital status. The Committee is also concerned with the lack of significant updates to the Military Services' dual-military co-location policies after exploration of the topic and recommendations provided to the SecDef in 2017. DACOWITS believes this topic requires additional exploration as a continuing concern.

#### 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:

- Written responses from the Military Services on the status of their co-location policies, including policies related to reserve component service members with active component spouses (December 2019).<sup>119, 120, 121, 122, 123, 124</sup>

DACOWITS made its first recommendation related to dual-military couples in 1969 focused on equitable access to housing allowances. The Committee has continued to make recommendations in support of dual-military couples over the past several decades including those related to relocations and simultaneous deployments. Most recently, in 2017, DACOWITS made three recommendations related to dual-military couples and co-location policies:

- "The Secretary of Defense should direct the Military Services to review and consider revising their active duty dual-military co-location policies to incorporate the best practice from the Navy of establishing additional oversight from a higher level authority should an assignment manager/detailer be unable to accommodate co-location."

- “The Secretary of Defense should consider establishing a DoD policy that would make it mandatory for assignment managers/detailers to work across the Military Services to maximize the co-location of inter-Service active duty dual-military couples.”
- “The Secretary of Defense should consider expanding the co-location policy to include any active duty dual-military parents, regardless of marital status, who share parental custody of the same minor child(ren) and desire to be assigned within the same geographic location for the benefit of his and/or her minor child(ren).”<sup>125</sup>

This year, DACOWITS continued its ongoing examination of dual-military co-location policies. The reasoning supporting DACOWITS’ continuing concern on dual-military co-location policies follows.

### Retention Challenges for Women in Dual-Military Couples

According to the DoD 2018 demographics report, 45 percent of all active duty married women are in dual-military marriages.<sup>126</sup> Given the large proportion of female Service members in dual-military couples, the Committee questions whether additional steps could be taken to further support the co-location of such couples, thus removing one of the obstacles that might prevent women from continuing their service. The Committee remains concerned about the retention of servicewomen and believes the co-location of dual-military couples is a contributing factor to success in this area. As DACOWITS reported in 2017, dual-military members are at particular risk of lower retention rates.

For example, Long (2010) examined the career intentions of more than 29,000 Air Force members and found that although dual-military members were initially highly motivated to stay in the Service, after 10 years of service, they were less motivated than Service members married to civilians to complete full careers.<sup>127</sup> During its 2017 focus groups, DACOWITS found the geographic separation of spouses was a substantial challenge to the retention of dual-military Service members<sup>128</sup> for example:

*“I’m a joint spouse. My husband and I have both been in for 19 years. . . . We stay in because we are called to do this. We don’t stay in for rank or position because . . . there’s just things you can’t achieve when you are [part of a dual-military couple]. But, at 17 years, I almost got out . . . [because we were geographically separated]. . . I want to serve. Find us any place together, I will happily do that. We’ll be okay as long as you keep us together. . . . If you want command, you give up all your rights as a family.”*

—Female Officer, 2017<sup>129</sup>

## Additional Policy Changes Required to Address the Needs of Dual-Military Couples

In December 2019, the Military Services indicated that although there had been some modest updates to co-location policies, there had been few significant policy changes focusing on co-location of dual-military couples since the Committee's recommendations on the topic in 2017<sup>130, 131, 132, 133, 134, 135</sup> For example, the Coast Guard updated its military personnel policy in 2018, providing additional clarity on the assignment of Coast Guard members married to Coast Guard members. The updated Coast Guard policy—

Offers married active duty members the opportunity to co-locate or reside jointly whenever possible. Affected couples must realize the service may not be able to co-locate them throughout their military careers and should allow some separation for professional development while meeting service needs<sup>136</sup>

The Committee recognizes this policy change is a step in the right direction, but it remains unclear to DACOWITS whether Service members fully understand their Service's co-location policies, including under what conditions exceptions to policies may be requested and approved. In 2019, the Army expanded access to the Married Couples Program to include Army National Guard Soldiers. This program provides Soldiers the opportunity to establish joint domicile.<sup>137</sup>

Despite these minor updates, most Military Services' assignment policies (with the notable exception of the Air Force) still do not address dual-military parents who share parental custody and desire to be assigned to the same geographic location regardless of marital status. The Committee recognizes the Air Force implemented the Committee's recommended policy change for dual-military parents in 2020, and DACOWITS looks forward to the Air Force's assessment of its effectiveness and use.<sup>138</sup>

### Summary

The Committee remains concerned that dual-military co-location policies have consistently surfaced as an issue for over 50 years. These policies disproportionately impact servicewomen as they are making career decisions and affect women's retention in the military. Therefore, the Committee believes this topic warrants further evaluation.



Air Force Academy basic cadets undergo restriction of movement training in Colorado Springs, Colo., June 29, 2020.

# Chapter 3

Employment and Integration  
Recommendation and  
Continuing Concerns

# Chapter 3. Employment and Integration Recommendation and Continuing Concerns

This chapter presents DACOWITS' 2020 recommendation and continuing concerns related to employment and integration organized respectively and alphabetically by topic. The recommendation and continuing concerns are followed by a short synopsis of the topic and an explanation of the Committee's reasoning for presenting the recommendation or continuing concern, based on its investigation of the topic in 2020. The recommendation and supporting reasoning for gender integration implementation plans are provided in Section A, the continuing concern and supporting reasoning for the Army Combat Fitness Test (ACFT) are provided in Section B, the continuing concern and supporting reasoning for Marine Corps recruit training are provided in Section C, the continuing concern and supporting reasoning for women in aviation are provided in Section D, and the continuing concern and supporting reasoning for women in space are provided in Section E.

## Gender Integration Implementation Plans

### Recommendation

The Secretary of Defense should designate a single office of primary responsibility to provide active attention and oversight to the implementation of the Military Services' gender integration plans in order to restore momentum and measure progress.

### Synopsis

DACOWITS commends the Military Services' past progress on gender integration since all positions were opened to women in 2016. It notes a major factor in the advancement of that effort was a singularly focused means of providing oversight of the Military Services' gender integration implementation plans, initiatives, and policies through an office dedicated to that function. With the transition of gender integration oversight to the Office for Diversity, Equity, and Inclusion (ODEI), the Committee believes the singular focus on advancement of those gender integration efforts has diminished. The Committee recommends designating a separate and distinct office and staff solely dedicated to this critical objective without collateral duties.



## 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 Army, Navy, Marine Corps, and Air Force on implementation plan progress and plans to implement remaining components (December 2019)<sup>139, 140, 141, 142, 143, 144</sup>
- Written responses from the Army, Navy, Marine Corps, and Air Force on changes to facilities as a result of gender integration implementation plans (March 2020)<sup>145, 146, 147, 148, 149, 150, 151</sup>
- A written response from the Marine Corps on the status of gender integration implementation plans for basic training (June 2020)<sup>152</sup>
- A briefing from the Office of Diversity, Equity, and Inclusion on its role in the strategic oversight of Military Services' gender integration implementation plans (September 2020)<sup>153</sup>

The Committee continues its focus on enhancing and expanding opportunities for women to serve in the Armed Forces by ensuring gender integration is fully realized. The Committee has reviewed the advancement of the Military Services' gender integration implementation plans annually and made 12 recommendations urging continued progress on gender integration since 2016 (see Figure 3.1).<sup>154, 155, 156, 157</sup> Since the Department notified Congress of its intent to open positions to women, the Committee has also continually expressed the need for sustained, strategic-level oversight. Although measurable gender integration progress has been made, the Committee remains concerned about the slow progression of some of the Military Services' implementation timelines and lack of robust, strategic-level oversight of women's integration issues by a singularly focused office and function.<sup>158</sup>

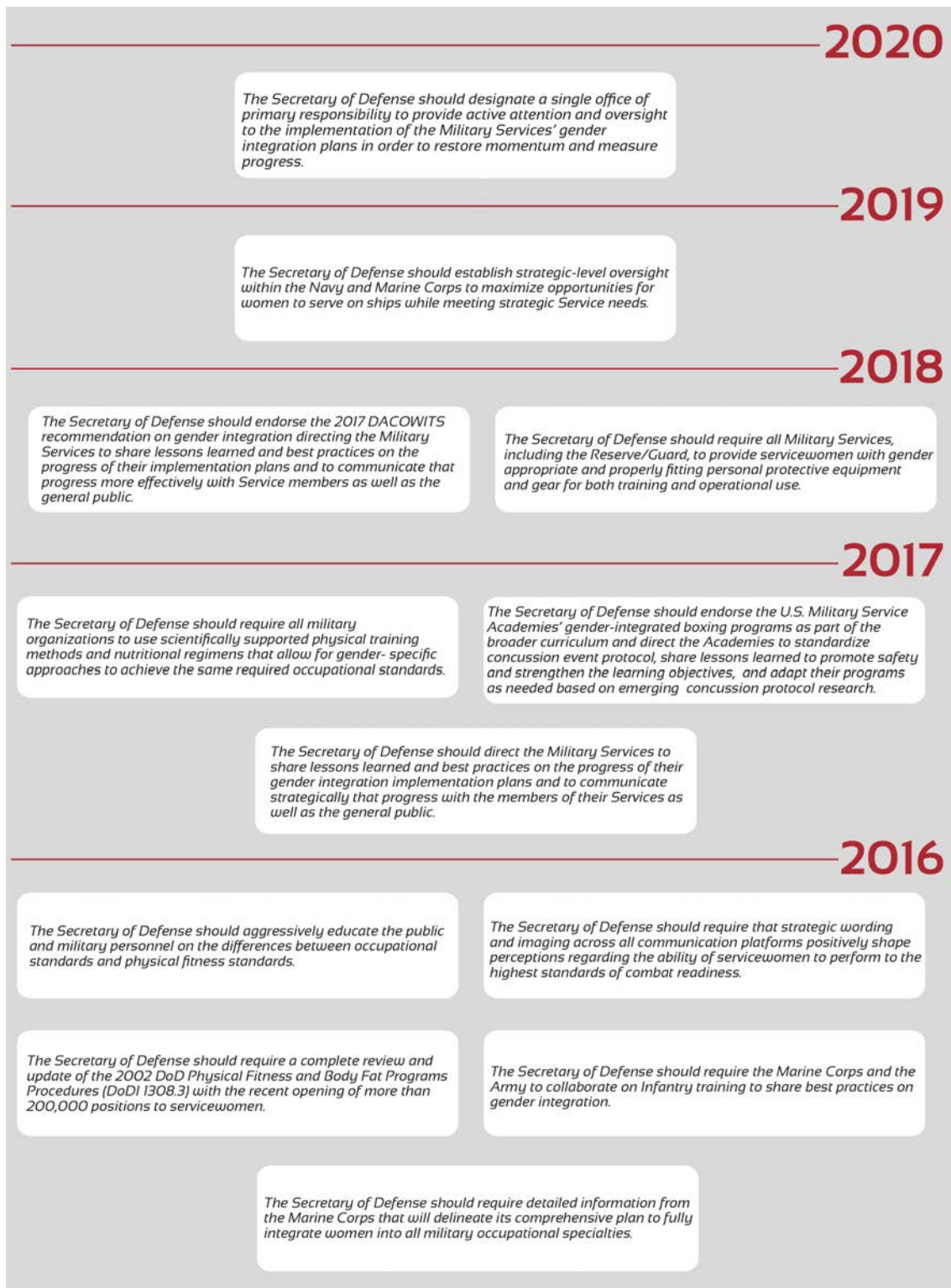
The reasoning supporting DACOWITS' recommendation on gender integration implementation plans follows.

### DoD's Implementation of Gender Integration

Between 2011 and 2015, DoD took steps to address the advancement of gender integration in the Armed Forces, including the review and rescission of the 1994 Direct Ground Combat Definition and Assignment Rule, which restricted servicewomen from being assigned to units that engage in direct combat.<sup>159, 160</sup> To encourage implementation of this policy change, the Chairman of the Joint Chiefs of Staff held quarterly meetings from 2013 to 2015 with the Joint Chiefs of Staff to discuss gender integration implementation progress made by the Military Services and U.S. Special Operations Command (USSOCOM).<sup>161</sup> The Office of the Under Secretary for Personnel and Readiness, the Military Services, and USSOCOM also

held regular meetings during the same time period to review implementation progress and discuss best practices and lessons learned within each group.<sup>162</sup>

**Figure 3.1. DACOWITS Recommendations Related to Gender Integration Since 2016**



Source: Annual Report 2019,<sup>163</sup> 2018,<sup>164</sup> 2017,<sup>165</sup> 2016<sup>166</sup>

## Declining Focus on Gender Integration Efforts

The Committee believes the level of attention to and oversight of gender integration efforts have languished since 2018, following the transition of oversight from the Office of Force Resiliency to ODEI. A September 2020 briefing to the Committee from ODEI affirmed that oversight across the Department had waned, and there was no indication metrics were in place to gauge progress of implementation plans.<sup>167</sup> The Committee is concerned about implementation plan progress and strategic-level oversight and plans to continue the examination of gender integration progress and oversight through subsequent inquiries to the Department and Military Services.

## Gender Integration Oversight Efforts

To explore whether an overarching DoD-level office was actively monitoring the Military Services' long-term gender integration implementation plans and ensuring systems were in place to measure compliance, successes, and deficiencies, the Committee requested that the Military Services identify the office(s) responsible for gender integration oversight and accountability in its June 2018 RFIs.<sup>168</sup> Responses from the Military Services demonstrated no separate oversight office(s) had been established, and women's integration issues fell within the purview of the Military Services' respective diversity and inclusion offices.<sup>168, 170, 171, 172</sup> Women represent one of the last minority groups to be lawfully integrated fully into the Armed Forces and still face unique challenges that fall outside the bounds of diversity, such as obtaining gender-appropriate and properly fitting personal protective equipment and combat gear.<sup>173</sup>

In response to September and December 2019 Committee requests<sup>174, 175</sup> the Military Services provided copies of their most recent gender integration implementation plans submitted to Congress and delivered briefings on how they were progressing through the timelines outlined in their gender integration implementation plans.<sup>176, 177, 178, 179, 180, 181, 182, 183, 184</sup> Although progress continues, the Committee notes a lack of purposeful, strategic-level oversight from a singularly dedicated office. Focus on achieving gender integration is needed, with the ability to monitor the Military Services' progress and balance it against the Department's strategic, long-term mission requirements<sup>185</sup>

## Summary

Despite policy changes mandating integration of women into all military specialties with equal opportunities as provided to male Service members, gaps in the implementation of these changes persist. The Committee maintains its deep interest in this area and is concerned with the stagnation of DoD-level attention on gender integration implementation plans and the lack of oversight that promotes and ensures meaningful progress. The SecDef should promote more focused oversight by aligning this responsibility to an office and function specifically dedicated to advancing gender integration efforts.

# Army Combat Fitness Test

## Continuing Concern

### Army Combat Fitness Test

#### Synopsis

DACOWITS continues its study on the age- and gender-neutral Army Combat Fitness Test (ACFT), which replaced the Army Physical Fitness Test (APFT) as of October 1, 2020. Although the Army's physical fitness test is required to be science based, the Committee believes the scientific approach to designing the test should account for physiological differences between men and women. The Committee respects the Army's goal of preparing all Soldiers, regardless of gender, for various types of operations but remains concerned that the current ACFT may result in injuries for female Soldiers and lower test scores that could affect promotions, assignments, retention, and overall morale. DACOWITS also believes a general health assessment for overall service fitness should remain separate from an occupational specialty-specific assessment. The Committee encourages the Army to use science-based research and technology to study physiological differences between women and men and to keep the overall fitness test separate from specific military occupational specialty (MOS) assessments.

#### Reasoning

##### Introduction

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

- A briefing from the Army on the physiological science used to create the ACFT, ACFT scoring, data collection during the ACFT pilot, other uses of the ACFT, and efforts to address potential disadvantages to women taking the ACFT (December 2019)<sup>186,187</sup>
- A written response from the Army on ACFT pilot and testing results (June 2020)<sup>188</sup>
- A written response from the Army on the science used to establish the ACFT as an age- and gender-neutral test (June 2020)<sup>189</sup>
- A written response from the Army on how the ACFT meets the intent of the National Defense Authorization Act (NDAA) provisions and DoD Issuance (DoDI) 1308.3 (June 2020)<sup>190</sup>

The Committee began studying physiological differences within the context of physical fitness assessments in 2017, when it recommended all military organizations use scientifically supported physical training methods that would facilitate appropriate gender-

specific approaches.<sup>191</sup> In a June 12, 2020 memorandum, the Secretary of the Army confirmed that for the first time in 40 years, the Army would be replacing the APFT with the science-based ACFT as of October 1, 2020.<sup>192</sup> The Committee is concerned as to whether the scientific approach employed by the Army accounts for physiological gender differences. The reasoning supporting DACOWITS’ continuing concern on the ACFT follows.

### Age- and Gender-Neutral Physical Fitness Test

As noted above, on October 1, 2020, the Army implemented the ACFT, which was designed to “connect fitness and combat readiness for all Soldiers” as the Army’s physical fitness test of record.<sup>193,194</sup> Unlike the APFT, which consisted of three events, the ACFT consists of six events designed to test power, muscular endurance, muscular strength, speed, agility, cardio endurance, balance, flexibility, coordination, and reaction time (see Table 3.1).<sup>195</sup> Scoring of the ACFT, however, is similar to that of the APFT: Soldiers must achieve a minimum of 60 points on each event for a passing score and may achieve no more than 100 points per event (i.e., a maximum total score of 600).<sup>196,197</sup>

**Table 3.1. Previous and Current Army Physical Fitness Assessments**

Test Name	Frequency	Event	Requirements <sup>198, 199</sup>
Army Physical Fitness Test	Biannual	Pushups	Complete as many pushups as possible in 2 minutes
		Situps	Complete as many situps as possible in 2 minutes
		2-mile run	Completed within a predetermined time bracket
Army Combat Fitness Test (implemented 1 October 2020)	Biannual	3-repetition maximum deadlift	Deadlift the maximum weight possible three times
		Standing power throw	Throw a 10-pound medicine ball backward and overhead for distance
		Hand-release pushup	Complete as many hand-release pushups as possible in 2 minutes
		Sprint drag carry	Conduct 5 x 50-meter shuttles for time: sprint, drag, lateral, carry, and sprint
		Leg tuck	Complete as many leg tucks as possible *
		2-mile run	Run 2 miles for time on a measured, generally flat outdoor course

\* Soldiers may temporarily use a “plank” exercise in lieu of the leg tuck to assist in the transition to the full test.

Unlike its predecessor, the ACFT was designed to be both gender and age neutral.<sup>200</sup> Given its identical standards for women and men, DACOWITS is concerned as to whether the ACFT accounts for gender physiology differences in its established minimums for each event. The Army appears willing to modify the assessment according to updated, science-based information—demonstrated by the June 2020 change allowing Soldiers



to temporarily substitute a plank for the leg tuck.<sup>201</sup> However, the Committee remains concerned the ACFT could put female Soldiers at risk for test failure and physical injury leading to discharge or stagnated advancement and assignments. The Committee recognizes that during the COVID-19 pandemic, the Army has paused administrative actions resulting from ACFT failures until March 2022.<sup>202</sup>

## **Army's Interpretation of Physical Fitness Testing as Outlined in the 1994 NDAA**

The APFT measured general health, normalizing components to account for physiological differences between Soldiers of different ages and genders.<sup>203</sup> Additional gender-neutral testing was provided for specific occupational specialty and combat communities tailored for those environments. In contrast, the new ACFT includes six components intended to “accurately predict a Soldier’s ability to fight and win in multi-domain operations” rather than provide a measure of general health and fitness.<sup>204</sup> Per the 1994 NDAA, “In the case of any military occupational career field that is open to both male and female members of the Armed Forces, the Secretary of Defense shall ensure that qualification of members of the Armed Forces for ... that occupational career field is evaluated on the basis of common, relevant performance standards, without differential standards or evaluation on the basis of gender.”<sup>205</sup>

According to the Army’s December 2019 briefing, it appears the Army has interpreted the 1994 NDAA language to mandate all physical fitness testing be gender-neutral rather than the tests for MOS-specific fields.<sup>206</sup> The Committee is concerned that assessment under the ACFT does not differentiate between the general physical fitness assessment for Soldier health and an occupational-specialty-specific assessment for minimum standards, as intended by the 1994 NDAA. According to the Army’s December 2019 briefing, it appears the Army has interpreted the NDAA language to mandate all physical fitness testing be gender-neutral rather than the tests for MOS-specific fields that opened to all women in 2016.<sup>207</sup>

## **Potential Unintended Consequences of ACFT on Servicewomen**

While the Committee respects the Army’s intent that every Soldier has the potential for field operations and commends the Army for addressing a more holistic and comprehensive view of health and fitness, the gender-neutral scoring of the ACFT raises concerns about the potential for negative impact on servicewomen’s health and their abilities to advance in their careers at rates similar to servicemen. The Committee advocates for a general health assessment based on a scientific approach that accommodates different male and female physiologies and a separate occupational specialty fitness test to assess a Soldier’s ability to perform unique job duties associated with each occupational specialty.

## Summary

DACOWITS believes a general health assessment for overall service fitness should remain separate from an occupational specialty-specific assessment, and the Army should consider incorporating new technology and research into its ACFT that accurately accounts for gender, age, physiology, and intent of the 1994 NDAA. More specifically, the Committee remains concerned that the ACFT's standards do not accurately account for physiological differences between men and women, possibly resulting in injuries and lower competitive scores for women, and thus reducing their potential advancement, assignment, morale, and retention. The Committee will continue monitoring the Army's implementation and development of the ACFT.

## Marine Corps Recruit Training

### Continuing Concern

#### Marine Corps Recruit Training

#### Synopsis

In 2020, DACOWITS continued its study on gender integration within recruit training and is repeating its 2018 and 2019 continuing concerns regarding Marine Corps recruit training. The Marine Corps remains the only Military Service without fully gender-integrated recruit training. Although the Committee is encouraged by the Marine Corps' progress toward integration, it continues to support further integration and will monitor future efforts in this endeavor.

### Reasoning

#### Introduction

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

- A written response from the Marine Corps on updates to gender integration implementation plans for basic training (June 2020)<sup>208</sup>
- A written response from the Marine Corps on the status of gender integration at recruit training, the plan to achieve congressionally mandated suspense dates, and roles of Drill Instructors in enlisted recruit training (September 2020)<sup>209</sup>

DACOWITS is repeating its 2018 and 2019 continuing concerns regarding the integration of women into Marine Corps recruit training.<sup>210, 211</sup> The Committee first studied gender integration and recruit training in 1988. More than 30 years later, its related research now focuses on ensuring women are provided the same training opportunities as men. The reasoning supporting DACOWITS' continuing concern on Marine Corps' recruit training follows.

## **Congressional Mandates for Fully Gender-Integrated Recruit Training in the Marine Corps**

Gender integration in recruit training refers to the integration of women at all levels within recruit training battalions. The Marine Corps remains the only Service that has not implemented gender integration practices during its recruit training. The 2020 NDAA directs the Marine Corps to integrate its training facility at Marine Corps Recruit Depot (MCRD) Parris Island within 5 years, and its facility at MCRD San Diego within 8 years.<sup>212</sup>

## **Progress Toward Gender-Integrated Training**

In January 2019, the Marine Corps integrated a female recruit training platoon with five male platoons at MCRD Parris Island for the first time.<sup>213</sup> However, when that class of Marines graduated and the pilot program ended, the Marine Corps returned to its legacy model of partially integrated training with plans to continue piloting gender-integrated platoons in 2020.<sup>214</sup> The Committee was encouraged by the findings of no significant variation in outcomes of gender-integrated training at MCRD Parris Island when compared with other training companies.<sup>215</sup> DACOWITS is also pleased there were additional integrated training companies at MCRD Parris Island in FY 2020.<sup>216</sup>

## **Forthcoming Gender Integration Recruit Training Study**

In its September 2019 briefing to the Committee, the Marine Corps presented an update on its plans to address integrated recruit training moving forward.<sup>217</sup> The Committee was encouraged that the Marine Corps is planning for an independent, peer-reviewed study of gender integration and the recruit training environment to assess entry-level training for incoming recruits.<sup>218</sup> The study will examine alternative entry-level training models, costs for those alternatives, costs of separating versus not separating male and female recruits, and how perceptions about coed training may influence a person's decision to join the Marine Corps.<sup>219</sup>

The Committee strongly supports the Marine Corps' independent study on gender integration and recruit training. The importance of developing and implementing plans to address this issue across both Marine Corps' recruit training sites has been further underscored by the 2020 NDAA's direction to integrate at MCRD Parris Island and MCRD San Diego.<sup>220</sup>

## Summary

The Committee supports the progress the Marine Corps has made toward fully integrating its recruit training and acknowledges more can be done to fully achieve this important objective. The Committee looks forward to receiving the results of the independent, in-depth assessment of coed recruit training and to monitoring continued improvement as the Marine Corps' training gender integration plan is developed and implemented.

## Women in Aviation

### Continuing Concern

#### Synopsis

Despite an increase in women in the Military Services overall, the numbers of women in aviation across the Military Services have remained stagnant. Although DACOWITS is encouraged by the Military Services' ongoing anthropometric research and improvements within the context of aviation, the Committee believes the Military Services also need strategic focus on and oversight of recruiting, retaining, and promoting female aviators and attention to improving their quality of life.

### Reasoning

#### Introduction

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

- Briefings from the Military Services on the numbers of women in the aviation community, barriers to women's accessions and promotion potential in the aviation specialties, and current actions to increase the number of women in aviation (December 2019)<sup>221, 222, 223, 224, 225, 226</sup>
- Written responses from the Military Services on how physiological differences between women and men in aviation have been accommodated, anthropometric measurement requirements for service as a pilot, and processes to obtain certain sizes of flight equipment (March 2020)<sup>227, 228, 229, 230, 231</sup>
- Written responses from the Military Services on guidance or policies that address how new aircraft procurement accommodates the widest range of Service members (June 2020)<sup>232, 233, 234, 235, 236</sup>

DACOWITS has emphasized the removal of barriers for women in aviation for several decades. In 1992, DACOWITS recommended the SecDef establish a gender-neutral

assignment policy in military aviation for all Military Services.<sup>237, 238</sup> The following year the Committee urged the Department to allow women to serve in combat aviation.<sup>239, 240</sup> The Committee also made a series of recommendations between 1998 and 2000 to open opportunities for women to serve in Special Operations Forces rotary wing aviation crews.<sup>241, 242, 243, 244</sup> Although tremendous progress has been made over the past three decades with the Military Services opening aviation opportunities for women, persistent challenges remain. The reasoning supporting DACOWITS' continuing concern on women in aviation follows.

## **Stalled Progress for Women in Aviation**

The Committee continues to monitor the number and percentage of female aviators and factors and policies that may influence female aviator retention and promotion, such as recruiting, aircraft/duty assignments, mentoring, pregnancy, healthcare, operations tempo, aircraft design, and flight equipment. Despite the opening of many aviation career fields to women in the 1970s and the Combat Exclusion policy being lifted in 1993 for most aviation career fields, the overall percentage of women in aviation remains low.<sup>245</sup> The Committee will continue to monitor trends in and policies related to female aviation accession, retention, and promotion and advocate for greater strategic oversight of progress on this issue.

## **Historical Restrictions for Women in Military Aviation**

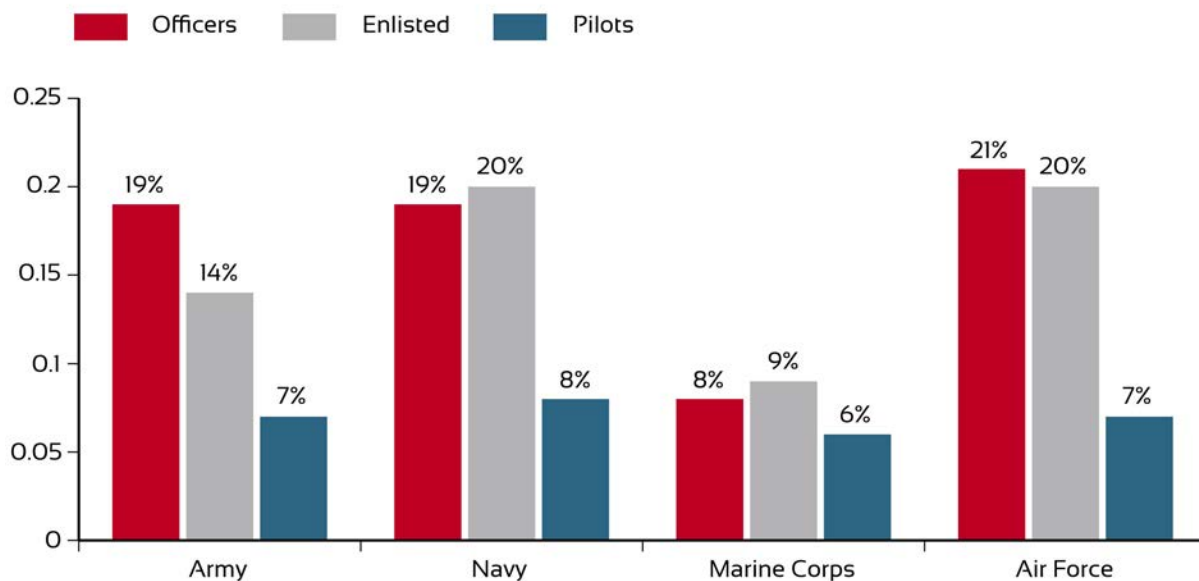
Beginning in the 1970s, the Army, Navy, Air Force, and Coast Guard opened flight training to a limited number of women annually, authorizing women to fly in noncombat aircraft.<sup>246</sup> Until the Combat Exclusion policy was lifted in 1993, women were restricted from flying in combat and therefore limited in the units where they could be assigned.<sup>247, 248</sup> Given these gender-based service restrictions, career-enhancing promotion opportunities for women aviators were limited. Lifting the Combat Exclusion Policy and opening Marine Corps pilot positions to women granted female aviators the ability to be assigned to combat aircraft and serve in the same capacities as their male counterparts.<sup>249, 250</sup>

## **Women Serving in Aviation Today**

Despite these policy changes more than two decades ago, the overall percentages of women in aviation generally remain low compared with the number of men in aviation and the number of women in nonaviation career fields (see Figure 3.2).<sup>251, 252, 253, 254, 255, 256</sup> Of all pilots in the Air Force, 7 percent are women.<sup>257</sup> The other Military Services have a similar representation of women who are pilots: 7 percent of Army pilots are women,<sup>258</sup> 8 percent of Navy pilots are women,<sup>259</sup> and 6 percent of Marine Corps pilots are women.<sup>260</sup> These numbers have remained static over time despite overall growth in the proportion of women in the Military Services.<sup>261</sup> In a 2019 Senate Armed Services Committee testimony, former Secretary of the Air Force Heather Wilson stated that while the Air Force has no problem finding Airmen who want to fly, there are disproportionately low numbers of women and minorities among those volunteering.<sup>262</sup>



**Figure 3.2. Percentage of Active Component Officers, Enlisted Personnel, and Pilots Who Are Women, By Service, 2018**



Sources: Coop, 2020<sup>263</sup>  
DoD, 2018<sup>264</sup>

An additional concern is retention of women aviators following completion of their initial service obligation.<sup>265, 266</sup> A focused assessment of the factors contributing to this ongoing trend across the Military Services could help identify and resolve any barriers to women successfully navigating an aviation career.

### Changing Anthropometric Requirements

The Committee commends the Military Services' initiatives to encourage a more diverse pool of applicants for aviation through ongoing anthropometric research. For example, in 2020, the Air Force removed the minimum height requirement for aviators and will instead require applicants to complete an anthropometric screening process to determine aircraft placement options.<sup>267</sup> Previously, applicants shorter than 64 inches or taller than 77 inches required an accession waiver for aviation training, which affected approximately 44 percent of the U.S. female population between ages 20 and 29 and had been cited as a barrier to female accessions.<sup>268</sup>

In addition to these most recent changes, the Navy also re-evaluated all Navy and Marine Corps aircraft using updated cockpit mapping technologies, which led to changes in anthropometric requirements beginning in 2017.<sup>269</sup> An important change was the re-evaluation of the Navy T-6 trainer used for primary flight training of Navy, Marine Corps, Air Force, and Coast Guard aviators. Specifically, a change in anthropometric requirements for the "Thumb Tip Reach" measurement has allowed a larger population of women to be eligible for flight training since 2018.<sup>270</sup> DACOWITS is encouraged with these recent

changes allowing more women to serve in aviation and supports the reduction of other anthropometric barriers that unnecessarily restrict women's service in aviation fields.

## **Continued Challenges With Fit and Availability of Flight Clothing and Equipment**

Given the importance of properly fitting equipment such as oxygen masks, helmets, and G-suits for female aviators, the Committee will continue to monitor challenges with proper design and fit and timely procurement of these items. Extensive delays in procuring these items may degrade readiness and impact an aviator's quality of service. The Committee also recognizes the work being done by the Human Systems Division within the Air Force Life Cycle Management Center to incorporate female anthropometric range measurements to the maximum extent possible for flight equipment worn by women aviators. Current initiatives include a female variant of the Army Aircrew Combat Uniform, maternity flight suit, Next Generation Fixed Wing Helmet, and Next Generation Ejection Seat.<sup>271</sup> The Air Force has also launched a design contest for devices to make in-flight urination easier for women.<sup>272</sup>

## **Summary**

The Committee remains concerned that in the past nearly 45 years of operational service, the percentage of women in aviation has not measurably increased, and few women aviators have attained senior leadership positions within the Military Services. DACOWITS believes that to increase the number of women in aviation, a strategic focus and oversight are needed on the recruiting, retention, promotion, quality of service, and quality of life issues affecting female aviators. The Committee will continue to promote initiatives to attract and retain women in the field of aviation, improve female aviators' quality of life and service, and encourage growth in the number of female aviators in leadership positions.

## **Women in Space**

### **Continuing Concern**

#### **Women in Space**

### **Synopsis**

DACOWITS is interested in the promotion of gender diversity practices, equal opportunities for women and men, and expanded leadership opportunities for women in the United States Space Force (Space Force). The Committee is encouraged the Space Force is seeking to create innovative career models for the recruitment and retention of its personnel. As the Space Force and the Department of the Air Force finalize Space Force personnel policies, the Committee looks forward to maintaining a partnership with

the Service to continue promoting career opportunities for women in the Space Force, encouraging the piloting of innovative and effective diversity practices, and creating a platform for the Space Force to share best practices and lessons learned across DoD.

## Reasoning

### Introduction

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

- Briefings from the Military Services on numbers of women who become astronauts or part of the space program, possible barriers to women’s accessions and promotion potential in space specialties, and current or planned actions to increase the number of women in the space community (December 2019)<sup>273, 274, 275, 276, 277</sup>
- A briefing from the Director, Space Force Planning Task Force on plans to ensure gender diversity in employment in the Space Force (March 2020)<sup>278</sup>

The 2020 NDAA called for the creation of a Space Force to be housed under the Department of the Air Force.<sup>279</sup> As part of its continuing mission to ensure the employment and integration of women into the armed services, the Committee looks forward to working with the Space Force as it develops innovative recruitment and retention policies for women to ensure a diverse force prepared to address the Nation’s emerging threats. The reasoning supporting DACOWITS’ continuing concern about women in space follows.

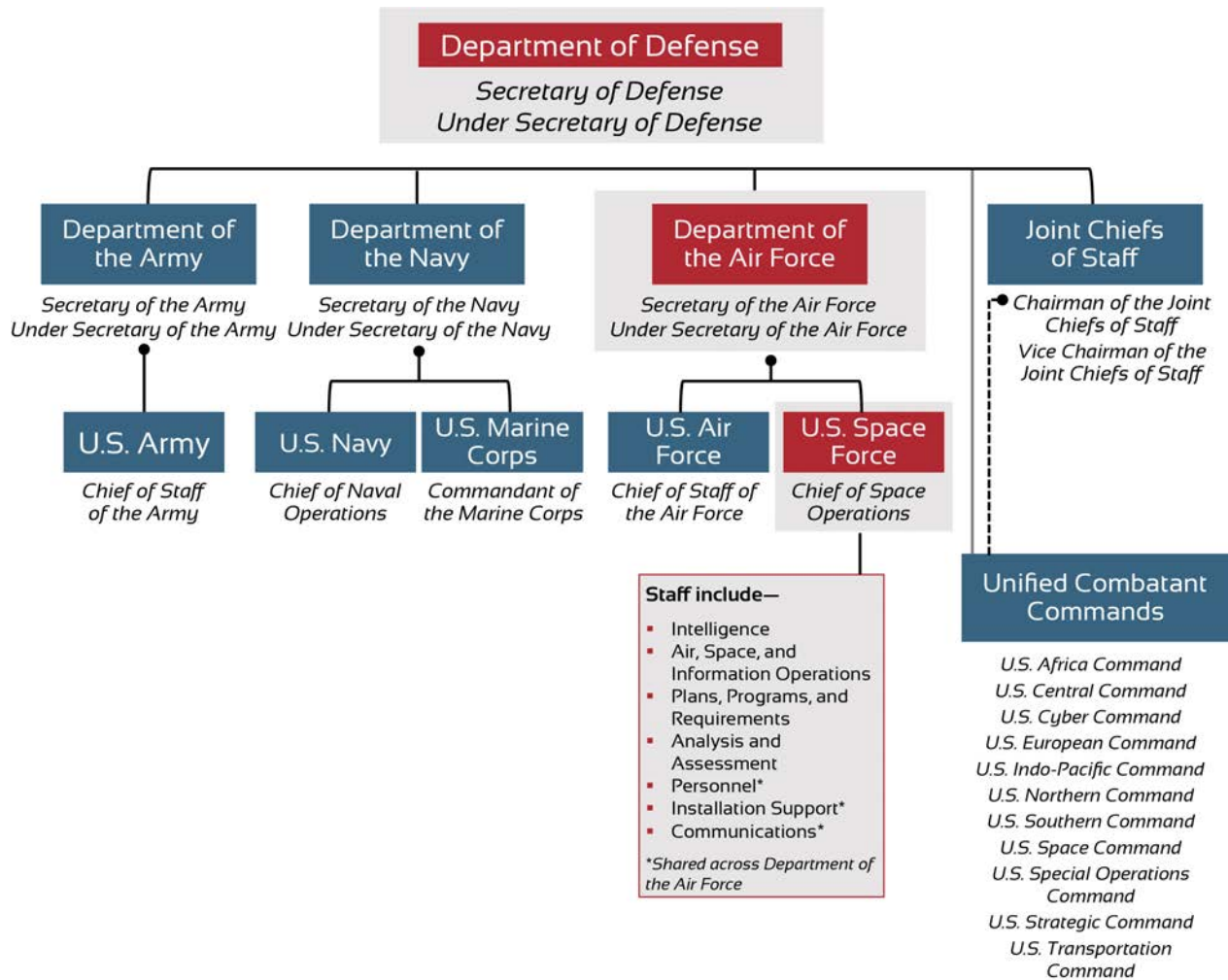
### Establishment of the Space Force

The Space Force was established December 20, 2019, within the Department of the Air Force. According to its Mission Statement, the Space Force—

Organizes, trains, and equips space forces in order to protect U.S. and allied interests in space and to provide space capabilities to the joint force. United States Space Force responsibilities include developing military space professionals, acquiring military space systems, maturing the military doctrine for space power, and organizing space forces to present to Combatant Commands<sup>280</sup>

Aligned under the Department of the Air Force, the Space Force will use existing Air Force support staff and infrastructure to promote organizational structure efficiency and continue to seek ways to further streamline the Service organization (see Figure 3.3).<sup>281</sup> Like the Air Force, the Space Force will include its own intelligence; air, space, and information operations; plans, programs, and requirements; and analysis and assessment staff.<sup>282</sup>

Figure 3.3. Organization of Military Services With Addition of Space Force



Source: U.S. Space Force 2020<sup>283</sup>

## Women in the Space Force

During a March 2020 briefing to the Committee, the Office of the Chief of Space Operations confirmed that the Space Force is committed to advocating and advancing a diverse force that promotes equal opportunity for women and men and expanded leadership opportunities for women.<sup>284</sup> In addition to leadership positions, the Space Force described opportunities for women with science, technology, engineering, and math training and flexibility in career progression that would allow women to transition out of and back to the Space Force for additional career development outside of the Service.<sup>285</sup> The Committee was encouraged that the newly emerging Service sees DACOWITS as a partner in developing its policies and practices to ensure servicewomen are given opportunities to succeed.<sup>286</sup>

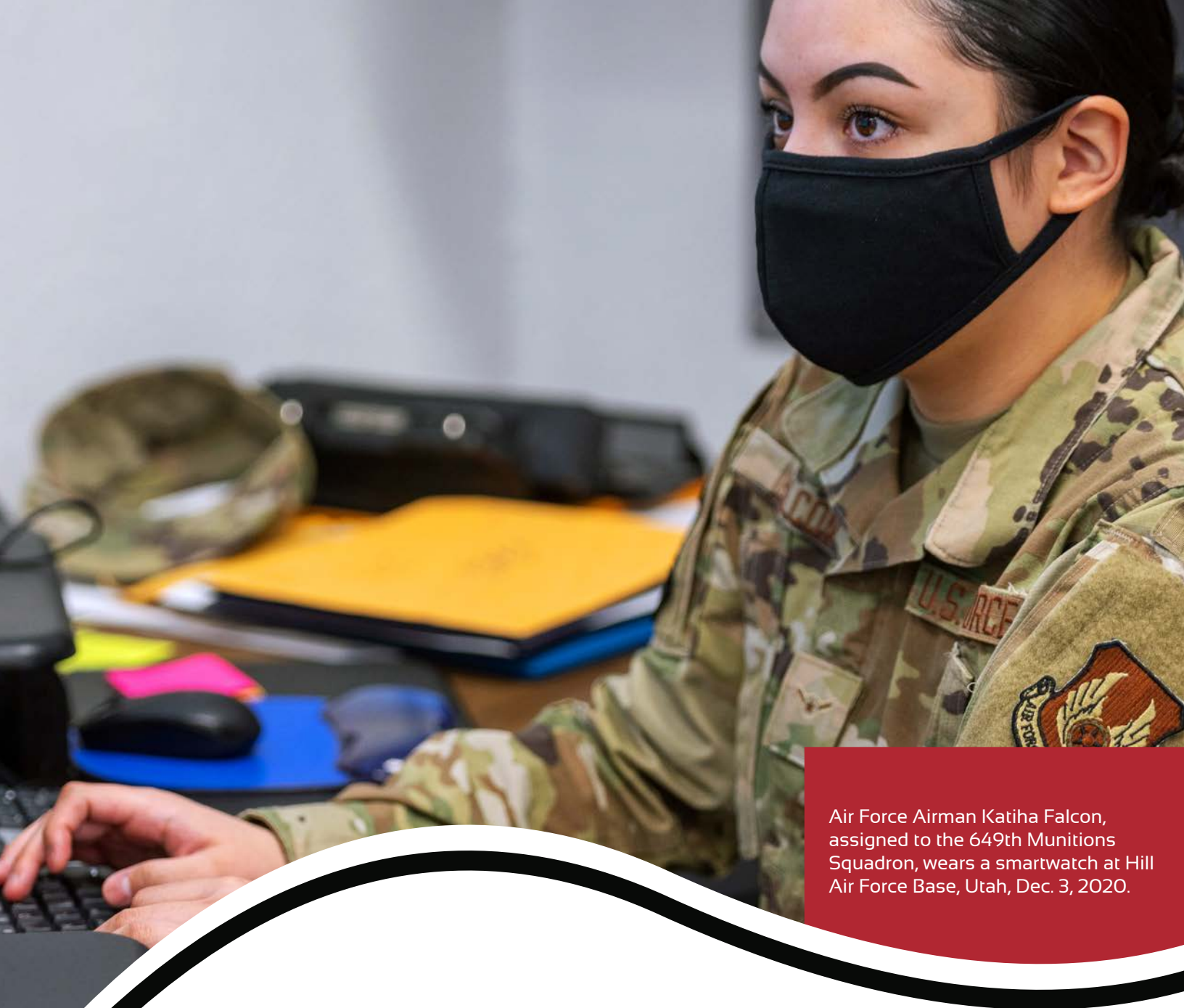
## Summary

The Committee is encouraged that the Space Force is considering measures to attract women to join the Service and allow them to advance in ways that will benefit both their individual careers and the Service overall. As the Space Force and the Department of the Air Force finalize Space Force personnel policies, the Committee looks forward to maintaining a partnership with the Service to continue promoting career opportunities for women in the Space Force, encourage the piloting of innovative and effective diversity practices, and create a platform for the Space Force to share best practices and lessons learned across DoD.



Space Force 2nd Lts. Amy Coba and Elizabeth Kowal, graduates of Air University's Officer Training School Class 20-08, recite the Space Force oath of office at Maxwell Air Force Base, Ala., Oct. 16, 2020.





Air Force Airman Katiha Falcon, assigned to the 649th Munitions Squadron, wears a smartwatch at Hill Air Force Base, Utah, Dec. 3, 2020.

# Chapter 4

## Well-Being and Treatment Recommendations



# Chapter 4. Well-Being and Treatment Recommendations

This chapter presents DACOWITS' 2020 recommendations related to well-being and treatment, organized alphabetically by topic. Each recommendation or set of recommendations 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 2020. The recommendations and supporting reasoning for effects of hair and grooming standards on women's health are provided in Section A, the recommendations and supporting reasonings for caregiver leave are provided in Section B, and the recommendation and supporting reasoning for caregiver sabbaticals are provided in Section C.

## Effect of Hair and Grooming Standards on Women's Health

### Recommendation

The Secretary of Defense should require the Military Services to include precautionary statements in the grooming standards and training regarding potential health issues associated with prolonged use of tightly gathered hairstyles, dyes, and chemical hair products

### Recommendation

The Secretary of Defense should require the Defense Health Agency (DHA) to conduct a study of the potential physical and psychological health issues and treatments associated with tightly gathered hairstyles, dyes, chemical hair products, and prolonged use of certain headgear, and should direct the Military Services to implement DHA recommendations regarding education, prevention, medical risks, and treatment.

### Synopsis

DACOWITS remains concerned about the overall health and well-being of women in the military. In its examination of the Military Services' hair and grooming standards, DACOWITS identified how adherence to certain grooming practices is causing irreversible hair loss and potential long-term health conditions for servicewomen. Repetitive tight pulling of the hair, use of chemical hair products, and prolonged use of certain headgear can cause permanent damage to the hair and scalp. Women who are racial or ethnic minorities may have greater difficulty conforming to the Military Services' grooming standards because

of differences in hair texture and bulk. The Committee recommends the Military Services include precautionary statements in all grooming standards and training materials to create awareness about these adverse health effects. DACOWITS also recommends DHA conduct a study to identify the potential physical and psychological health issues associated with conforming to the hair grooming standards to expand education, prevention, and treatment among servicewomen.

## Reasoning

### Introduction

To inform its recommendations on this topic, DACOWITS collected information from several 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 policies and regulations that describe grooming standards for servicewomen and any information about adverse health impacts of these grooming standards (December 2019)<sup>287, 288, 289, 290, 291</sup>
- Written responses from the Military Services on instructional materials, curricula, or other information on how female recruits are taught to style their hair to comply with Service grooming standards (March 2020)<sup>292, 293, 294, 295, 296</sup>

Although this is the first time DACOWITS has studied this specific topic, the Committee continues to be concerned about the health and well-being of women in the military. In 2020, the Committee examined grooming standards as they relate to adverse health effects on women. The reasoning supporting DACOWITS' recommendations related to women's hair and grooming standards follow.

### Concerns About Negative Health Effects of Adherence to Grooming Standards

Military grooming standards ensure Service members can meet their occupational demands and maintain a professional appearance. Male and female Service members must present a conservative professional appearance, including neatly groomed hair. Adherence to grooming standards can be more complex for female Service members because of variance in the length, texture, and bulk of their hair.

Servicewomen have expressed to DACOWITS that attempts to adhere to certain grooming standards are causing irreversible hair loss and potential long-term health concerns. Hair loss from traction alopecia and other follicular and scarring disorders are associated with permanent disfigurement, emotional distress, and decreased quality of life.<sup>297, 298</sup> Education and behavior modifications are integral to the prevention and management of these disorders. Although no particular hairstyle or product usage is mandated by the Military Services, the Committee is concerned about the unintended consequences of adherence to certain hairstyles on women's long-term health. Little is known about the prevalence of traction alopecia or other hair-related issues among Service members because of a lack of

research and scientific study by DoD or the Military Services. There are currently no service-related studies or tracking correlating the adherence to grooming standards with adverse health effects.<sup>299, 300, 301, 302, 303</sup>

During the September quarterly business meeting, the Committee learned that alopecia is one of the top issues reported by servicewomen when entering the Veterans Health Administration system.<sup>304</sup> The Military Services are meticulously thorough in providing guidance and training regarding topics that may adversely impact Service members. Hair grooming standards that, although optional, may have inherent health issues should be addressed with a similar level of rigor and attention from military leadership.

## Military Servicewomen’s Hair Grooming Standards

Each Military Service has policies outlining grooming standards and expectations for Service members physical appearance. Table 4.1 identifies each Military Service’s regulation for grooming standards, most recent date of revision, and location of female hair grooming standards.

**Table 4.1. Military Service Grooming Standards Regulation Documents**

Military Service	Service Regulation Document	Regulation Last Updated	Location of Female Hair Grooming Standards
Army	Army Regulation (AR) 670-1 Wear, and Appearance of Army Uniforms and Insignia	11 October 2017	Paragraph 3-2 a <sup>305</sup>
Navy	Navy Uniform Regulations (NAVPERS 156651)	10 July 2020	Chapter 2, Section 2 <sup>306</sup>
Marine Corps	Marine Corps Uniform Regulations (MCO 1020.34H)	01 May 2018	Paragraph 1004.7.b <sup>307</sup>
Air Force	Air Force Instruction, (AFI) 36-2903, Dress and Personal Appearance of Air Force Personnel	15 September 2020	Chapter 3.1 <sup>308</sup>
Coast Guard	Coast Guard Uniform Regulations (COMDTINST M1020.6 series)	07 July 2020	Chapter 2.B <sup>309</sup>

Grooming standards apply to all servicewomen, although quality and texture of hair (i.e., curled, waved, and straight) are recognized and accommodating styles are permitted. Some Military Services allow modifications to current female grooming standards resulting from specific concerns from members of various ethnicities regarding the difficulties they have in maintaining current standards based on hair type, texture, length, and health.<sup>310, 311, 312, 313, 314</sup>

Several hairstyle options for females regardless of racial or ethnic group include braids and twists, corn rows, rolls, locks, single ponytail, single braid, single bun, and French braids. Servicewomen may also wear wigs or hair extension pieces of a natural hair color. Variances in allowable length are present for all Military Services. Waivers are not typically granted for hairstyles because an individual has many options for hairstyles to meet the standard. Deviations to grooming standards are allowed for medical or religious reasons.

In these cases, servicewomen are instructed to work with their medical provider and their commanding officer.<sup>315, 316, 317, 318, 319</sup>

All Military Service regulations prohibit hairstyles that interfere with the proper wearing of headgear and protective masks, exceed authorized length relative to the collar, and exceed bulk limitations. Guidance is provided regarding cleanliness, ragged or unkempt appearance, coloring, ornamentation, faddish styles, and asymmetrical patterns. Numerous styles are displayed as options for acceptable hair styles, including hair that is pulled back and braided. Displays in the regulation documents include graphic representations. Some Military Services offer photographs of Service members with acceptable hairstyles.<sup>320, 321, 322, 323, 324</sup> The Military Services have varying presentations of images and graphic representations demonstrating acceptable hairstyles that meet the standard. Figure 4.1 presents one example from each Military Service's grooming standard instructions.

Although the Military Services provide many acceptable hairstyles and make the selection optional, certain styles are demonstrated and modeled as part of the grooming standards regulations. Some tight hairstyles may be more readily approved during inspections and receive more positive feedback and supervisory encouragement regarding general appearance. These behaviors may result in the tendency to wear tightly gathered hairstyles and to use chemical hair products to ensure hair meets the standard.

## **Current Education and Training Provided on Hair Grooming Standards**

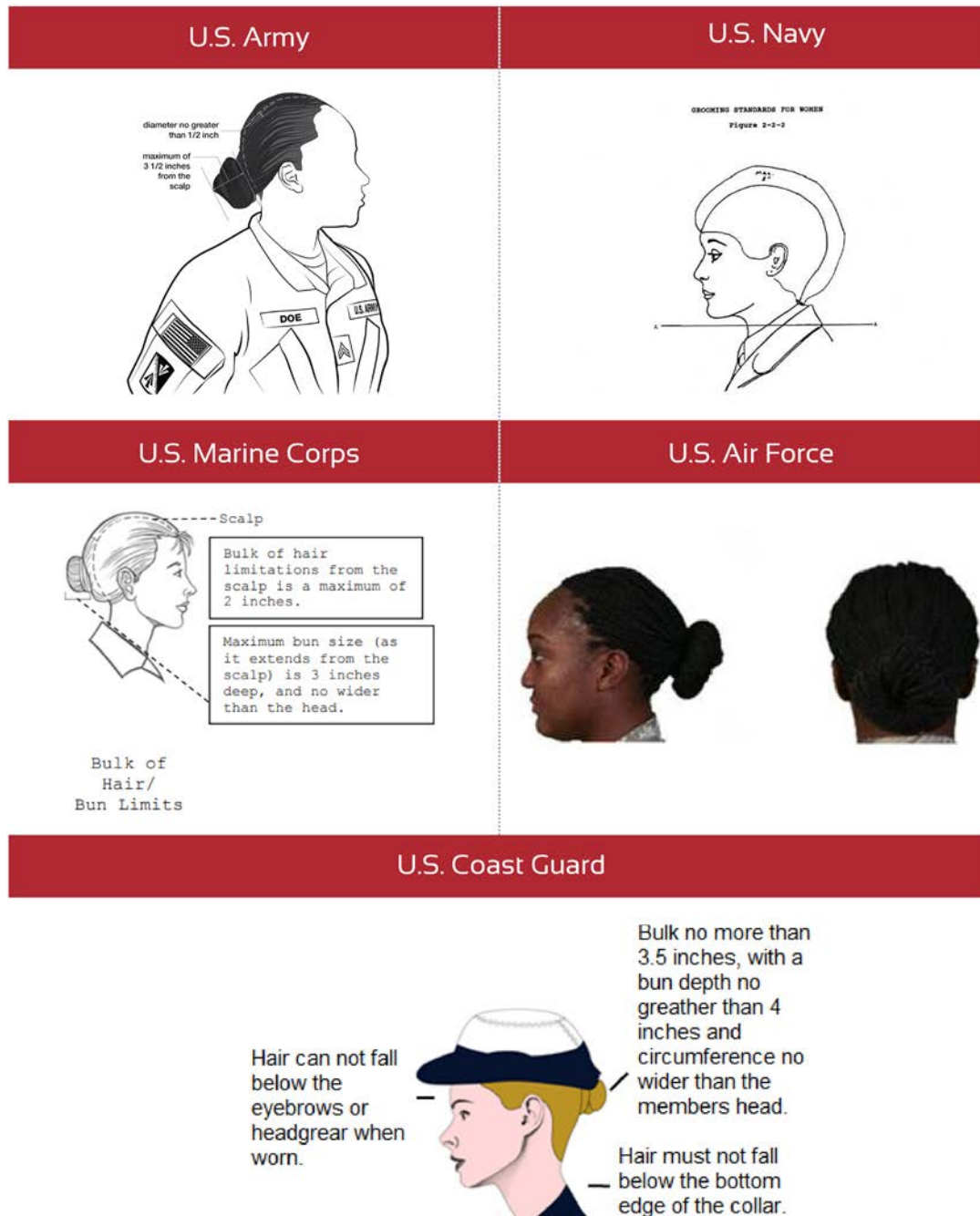
Only the Coast Guard Academy offers formal media demonstrating how to achieve the acceptable hairstyles.<sup>325</sup> Recruit training for the Marine Corps and Coast Guard provides "live" instruction and demonstration by female Drill Instructors on how to style hair to meet the grooming standards.<sup>326, 327</sup> The Marine Corps also noted that additional hairstyle instruction may be provided based on the event or deployment servicewomen are participating in and the uniform and headgear they are wearing.<sup>328</sup> The Marine Corps and the Coast Guard both indicated that individual instruction is available should a concern arise.<sup>329, 330</sup> The Navy offers an interactive virtual hair viewer for female Sailors on the Navy's All Hands website. The viewer is smart-device compatible and provides 360-degree photos of 24 different hairstyles and additional photographs with superimposed ruler measurements on some hairstyles.<sup>331</sup>

The Marine Corps reported that Drill Instructors are telling recruits about hazards associated with long-term use of certain products and hairstyles (e.g., baldness where hair is pulled tight). These warnings are solely based on anecdotal information garnered by the individual Drill Instructors' personal experiences and not on medical studies or any information or training developed by medical services personnel. Recruits are taught to part their hair and vary the part to avoid long-term hair loss.<sup>332</sup>

Coast Guard Company Commanders model to recruits the "tight" pulling of the hair to meet the Service's grooming standards and promote attention to detail required in the boot camp environment. Graduates may relax that level of grooming when they graduate from basic training.<sup>333</sup> The Coast Guard noted its 2018 review of Uniform Board proposals included

feedback from female Service members, which brought attention to “repeated pulling of the hair to form ponytails or pulled back hairstyles can lead to permanent hair loss and can cause headaches.”<sup>334</sup> This feedback resulted in an update to the Coast Guard’s Uniform Regulations Instruction COMDTINST MIO20.6, published in July 2020, incorporating new female hairstyles, grooming standards, and hair accessories.<sup>335</sup>

**Figure 4.1. Examples of Acceptable Hairstyles in Military Service Instructions**



Note:  
 Except for the Navy, each Military Service has additional graphical or picture representations of other acceptable hairstyles for female Service members in their grooming standard instructions.  
 For source information, see table 4.1

None of the other Military Services indicated any training was being offered to servicewomen on how to ensure their hair meets the appropriate standards or education regarding the potential harm resulting from hairstyles that excessively pull or twist hair.<sup>336, 337, 338</sup> The Military Services provide exact instructions, requirements, and health and safety precautions for most aspects of military service. Although clear and reputable peer-reviewed research has documented the health concerns relating to certain hairstyles and products (e.g., irreversible hair loss, cancer, psychological effects), precautionary statements and education are not provided as a part of the required military hair and grooming standards. These precautions should be included in grooming standards and training to ensure servicewomen can make informed decisions about how to wear and style their hair while reducing adverse health effects and potential irreversible damage.

### **Adverse Health Impacts Related to Tight Hairstyles and Use of Chemical Products, Particularly Among Women Who Are Racial and Ethnic Minorities**

According to the American Academy of Dermatology, traction alopecia is hair loss that is caused by repeated pulling on the hair as a result of tight hairstyles (see Figure 4.2).<sup>339</sup> Traction alopecia is a condition that some female Service members experience.<sup>340</sup> Because Service members' hair must not extend beyond the collar of their uniforms, women with long hair must secure their hair while working to meet their Service's grooming standards.<sup>341</sup> Traction alopecia can happen to anyone who wears their hair pulled back tightly, and it can also occur when tight headwear is worn and used in the same way every day.<sup>342, 343</sup> Wearing certain headgear may cause the hair to thin where the headwear contacts the hair.<sup>344</sup> While traction alopecia is caused by tightly pulled hair, friction alopecia results from wearing snug-fitting wigs or hats.<sup>345</sup>

**Figure 4.2. Images of Women With Traction Alopecia**



Source: Escobar, S., 2016<sup>346</sup>; Kapadia, A., 2014<sup>347</sup>; Mirmirani, P., 2007<sup>348</sup>



Central Centrifugal Cicatricial Alopecia (CCCA) is a chronic progressive scarring alopecia that originates at the vertex or crown of the scalp, and hair loss spreads outward from the top of the head (see Figure 4.3). The cause is not completely understood, but a theory is that CCCA is caused by traumatic hairstyling practices, such as tight braids, weaves, or cornrows and the use of chemical relaxers, texturizers, or heat. Although more often seen in African-American women, CCCA and traction alopecia have been identified in individuals of all races.<sup>349</sup> There are no current studies or information on the prevalence of traction alopecia or CCCA among military women.<sup>350, 251, 352, 353, 354</sup>

Descriptions of other common patterns of hair loss and associated hairstyles are presented in Table 4.2.

**Table 4.2. Patterns of Hair Loss and Causative Hairstyle**

Pattern of Hair Loss	Causative Hairstyle
Ophiasiform: Bitemporal, above the ears, frontal margin, nuchal area	Ponytails and long braids
Frontoparietal hair loss	Twisting long hair
Frontotemporal hair loss	Hair rollers
Frontal hair loss only	Tight scarves (religious reasons)
Central "V" parting hair loss	Tight plaiting of hair
Crown hair loss	Hair weaving (weft attachment)
Occipital hair loss	Chignons (where chignon rests)
"Horseshoe" semicircle from temple, through crown to temple	Repeated glued-on weft of hair

Source: Akingbola, C. O., & Vyas, J., 2017<sup>356</sup>

Grooming standards also include a bulk limitation that may lead some women to use chemical products to reduce the bulk of their hair. Scientists at the National Institutes of Health found women who regularly use chemical hair straighteners were 30 percent more likely to develop breast cancer than women who do not use these products.<sup>357</sup> The association between straightener use and breast cancer was similar for African-American and White women. However, it is important to note straightener use was much more common among African-American women, suggesting African-American women may be at greater risk.<sup>358</sup>

Female Service members have raised concerns in previous DACOWITS focus groups about the difficulty women who represent racial and ethnic minorities face in adhering to the grooming standards. In the 2017 and 2018 focus groups, women shared their concerns about needing to manipulate their natural hair texture to conform to military grooming standards when asked an open-ended question about recommendations for the SecDef:

*“You know what, I’m going to have to agree with [another participant’s recommendation on African American women’s hair standards]. Before, I used to perm my hair. I had no idea how thick it could get for African American and Hispanic hair and how short it has to be for them to wear it within regulation.”*

**—Enlisted woman, 2018 Focus Groups<sup>359</sup>**

*“They’ve gotten better about African American hair, but when I joined, I wasn’t thinking about not being able to grow my hair out unless I got extensions or wore a wig. When I first got here, I wore a wig and I didn’t like it. I took it off and kept my hair cut. I would like to grow my hair out, but I don’t feel like I can grow it out because it doesn’t lie back, it grows up. I can’t have more than 2 inches of bulk but when it reaches 2 inches, I need to either put on extensions, perm it, or put on a wig. That is not healthy for me.”*

**—Enlisted woman, 2017 Focus Groups<sup>360</sup>**

The Coast Guard noted its 2018 review of Uniform Board proposals included feedback from female Service members of varying ethnicities describing difficulties adhering to the hair grooming standards. When presented with this evidence, the Coast Guard’s Uniform Program determined that “without significant manipulation and/or use of potentially damaging hair products, some hair types/lengths will not be able to meet current standards without further damaging the member’s hair or potentially causing hair loss.”<sup>361</sup> This feedback resulted in an update to the Coast Guard’s Uniform Regulations Instruction COMDTINST MIO20.6, published in July 2020, incorporating new female hairstyles, grooming standards, and hair accessories.<sup>362</sup>

## **Psychological Impact of Hair Loss for Women**

Hair is considered one of the most defining aspects of human appearance. With an important link between hair and identity, especially for women, hair loss (alopecia) in women often brings significant emotional distress, anxiety, and a poor body image.<sup>363, 364</sup> An article in the *Journal of Clinical and Diagnostic Research* notes, for women, “Femininity, sexuality, attractiveness, and personality are symbolically linked” to their hair, more so than for men.<sup>365</sup> Hair loss can therefore seriously affect self-esteem and body image.

Little systematic research has examined the psychological effects of alopecia; studies often add assessment of psychological impact as a byproduct of the research study rather than the focus of the study. What evidence does exist demonstrates alopecia can be psychologically damaging; create emotional distress; and lead to personal, social, and work-related problems. Alopecia is associated with serious psychological consequences, particularly in relation to anxiety and depression.<sup>366</sup>

Medical treatment for hair loss has limited effectiveness, and the lack of a cure can be distressing for patients who suffer hair loss. Ineffective treatments may pose further psychological harm for these individuals with little medical benefit.<sup>367</sup>

## Summary

Servicewomen have expressed to DACOWITS that adherence to their selection of acceptable grooming practices is causing them nonreversible hair loss and other hair damage. The Committee also received anecdotal information about hair loss resulting from the friction of long-term wear of headgear such as helmets and tight wool berets. The Committee is concerned about the potential unintended consequences of adherence to the Military Service's grooming standards on women's long-term health. Clear and reputable peer-reviewed documentation of the health concerns related to certain hairstyles, including traction alopecia and cancer linked to chemical straightening processes, should be included in grooming standards and training for Service members.

A DHA study of the potential physical and psychological health issues and treatments associated with tightly gathered hairstyles, dyes, chemical hair products, and prolonged use of certain headgear will provide education, prevention, medical risks, and treatment information specific to the needs of servicewomen. Awareness and knowledge are key to anticipatory avoidance and initiation of appropriate treatments to help mitigate these potential consequences.

The Committee therefore recommends the SecDef require the Military Services to include precautionary statements in the grooming standards and training regarding potential health issues associated with prolonged use of tightly gathered hairstyles, dyes, and chemical hair products. The Committee also recommends the SecDef require DHA to conduct a study of the potential physical and psychological health issues and treatments associated with tightly gathered hairstyles, dyes, chemical hair products, and prolonged use of certain headgear and direct the Services to implement DHA recommendations regarding education, prevention, medical risks, and treatment.

**Figure 4.3. CCHA on African-American Woman Showing Hair Loss Beginning at Crown of Head**



Source: Madu, P., & Kundu, R. V., 2014<sup>355</sup>

# Caregiver Leave

## Recommendation

The Secretary of Defense should direct the Military Services to implement flexible (noncontinuous) primary and secondary caregiver leave options, in accordance with the National Defense Authorization Act for Fiscal Year 2020, to ensure caregivers have maximum flexibility in making caregiving arrangements best suited to their family and service circumstances

## Synopsis

The Committee continues to support caregiver leave policies that provide Service members the ability to balance the demands of their military service with the needs of their families. In 2017 and 2018, DACOWITS recommended the SecDef allow the Military Services to permit flexible (noncontinuous) use of primary and secondary caregiver leave if requested by the caregiver(s) to ensure the military remains competitive with private sector benefits. The NDAA for FY 2020 lifts previous restrictions on noncontinuous leave and authorizes Service members the ability to take leave for the birth or adoption of a child in more than one increment. DACOWITS recommends the SecDef direct the Military Services to implement flexible (noncontinuous) primary and secondary caregiver leave options to ensure caregivers have maximum flexibility in the use of their caregiver leave. The Committee strongly supports the ability for Service members to use caregiver leave in a flexible way to best balance their family needs and work schedule.

## Reasoning

### Introduction

To inform its recommendations on this topic, DACOWITS collected information from several 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 their current primary caregiver leave policies and any information about the impact of these policies on servicewomen's retention (December 2019) <sup>368, 369, 370, 371, 372, 373</sup>
- Written response from the Department of Defense on the status of a noncontinuous leave option for primary and/or secondary caregiver leave, including barriers to implementing a noncontinuous leave policy (March 2020) <sup>374</sup>
- Briefings from the Military Services on data and feedback about current primary caregiver leave policies, how the Military Services handle filling vacated positions of servicewomen using primary caregiver leave, and whether short-term staffing augmentation models are being explored (March 2020) <sup>375, 376, 377, 378, 379</sup>

- Written response from the Department of Defense on workplace policies and initiatives where the Military Services are authorized to request short-term Reserve or Guard replacements or augmentees while Service members use primary caregiver leave (June 2020)<sup>380</sup>

DACOWITS has a longstanding interest in the provision and support of caregiver leave policies that offer Service members the ability to balance military service and family life. The Committee recognizes the need for competitive caregiver leave policies to ensure the Military Services can continue to recruit and retain America’s top talent, especially the best women. Since 1988, the Committee has made numerous recommendations regarding leave for the postpartum period. In recent years, the Committee’s recommendations on caregiver leave have focused on consolidating the Department’s pregnancy and parenthood instructions,<sup>381, 382</sup> and providing Service members maximum flexibility in using the caregiver leave afforded to them.<sup>383, 384</sup> In 2017 and 2018, DACOWITS recommended the SecDef allow the Military Services to permit flexible (noncontinuous) use of primary and secondary caregiver leave if requested by the caregiver(s).<sup>385, 386</sup> The reasoning supporting DACOWITS’ first recommendation on caregiver leave follows.

### Military Parental Leave Program

The Military Services have made tremendous strides in affording Active Duty Service members paid maternity, paternity, and adoptive parent leave. DoD’s current MPLP (DoDI 1327.06)<sup>387</sup> consists of the following forms of maternity and caregiver leave for covered<sup>ii</sup> Service members:

- **Maternity Convalescent Leave (MCL).** MCL is 6 weeks of nonchargeable leave available to a covered Service member birthparent or after a birth qualifying event.
- **Primary Caregiver Leave (PCL).** PCL is 6 weeks of nonchargeable leave for a covered Service member who is designated as the primary caregiver for a new child who enters the family through a qualifying birth event or adoption. PCL may be taken consecutively after MCL and must be taken within 1 year of a qualifying birth event or adoption. The designated primary caregiver may choose to receive a period of primary caregiver leave that is shorter than 6 weeks.
- **Secondary Caregiver Leave (SCL).** SCL is up to 21 days of nonchargeable leave for a covered Service member who is designated as the secondary caregiver for a new child who enters the family through a qualifying birth event or adoption. Secondary caregiver leave must be taken within 1 year of a qualifying birth event or adoption. Note that the Army<sup>388</sup> and Air Force<sup>389</sup> implemented the full 21 days authorized by Congress; however, the Navy<sup>390</sup> and Marines Corps<sup>391</sup> only implemented 14 days of the 21 days authorized by Congress.

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<sup>ii</sup> Covered Service members are defined by DoD as “Active component Service members, Reserve component Service member performing active Guard and Reserve duty or Full-Time National Guard Duty (FTNGD) for a period in excess of 12 months, and Reserve component Service members performing duty under a call or order to active service in excess of 12 months.”

## History of DACOWITS Recommending Flexible (Noncontinuous) Use of Caregiver Leave

When the NDAA for FY 2017 established the current MPLP policies, it prohibited the flexible (noncontinuous) use of primary or secondary caregiver leave; all caregiver leave was required to be used at one time.<sup>392</sup> In 2017, DACOWITS recommended, “The Secretary of Defense should consider allowing the Military Services to permit flexible (noncontinuous) use of maternity and parental leave if requested by the military parent(s).<sup>393</sup> In 2018, DACOWITS reiterated its 2017 recommendation, “The Secretary of Defense should consider proposing legislation to allow the Military Services to permit flexible (noncontinuous) use of primary and secondary caregiver leave, if requested by the caregiver.<sup>394</sup>

The implementation of flexible (noncontinuous) primary and secondary caregiver leave policies supports servicewomen’s needs by facilitating a greater balance of the demands of military service with parental responsibilities. Updating these policies will help improve women’s retention rates.

## Recent Authorization of Noncontinuous Caregiver Leave in FY 2020 NDAA

The NDAA for FY 2020, Section 571, lifted the previous constraint on noncontinuous leave and authorizes Service members to take leave for a birth or adoption of a child in more than one increment.<sup>395</sup> The Committee understands DoD has started work on implementing this policy change and has been conducting working groups within the Military Services to determine each Military Service’s approach.<sup>396</sup> The Committee remains concerned restrictions or limitations will continue with the use of noncontinuous leave prohibiting Service members from making caregiving arrangements best suited to their family and service circumstances. Therefore, the Committee recommends the SecDef direct the Military Services to implement flexible (noncontinuous) primary and secondary caregiver leave options to ensure caregivers have maximum flexibility in the use of their caregiver leave.

DACOWITS strongly supports Service members’ ability to use caregiver leave in a flexible way to best balance their family needs and work schedule. The option for flexible caregiver leave is particularly beneficial for dual-military parents and single parents who face unique challenges in balancing work and family life. Flexibility with caregiver leave also provides an opportunity to increase unit readiness because it may allow some Service members to return to work sooner than they otherwise would, while still attending to their family’s needs adjusting to a new child.<sup>397</sup>

## Summary

The Committee believes the implementation of flexible (noncontinuous) primary and secondary leave for births and/or adoptions will allow Service members to use caregiver leave in a way that works best for the family and Service obligations. The demands and circumstances Service members and their families face are unique to each family. Providing Service members the opportunity to use noncontinuous leave can help Service members



balance their commitment to our Nation with the challenges they face taking care of their family.

## Recommendation

The Secretary of Defense should direct the Navy and Marine Corps to authorize their Service members the full 21 days of secondary caregiver leave provided for in the National Defense Authorization Act for Fiscal Year 2017.

## Synopsis

DACOWITS recognizes the importance of caregiver leave in recruiting and retaining a ready force. The Committee continues to be interested in the enhancement of caregiver leave policies to encourage the retention of Service members by reducing work–family conflict and ensuring military benefits stay competitive with private sector benefits. In 2018, the Committee recommended the SecDef mandate the consistent application of 21 days of leave for all secondary caregivers across all Military Services, noting the Navy and Marine Corps authorized only 14 days of secondary caregiver leave. The Committee repeats this recommendation in 2020 and continues to believe secondary caregiver leave should be consistent across the Military Services. Authorizing Sailors and Marines the maximum allowable 21 days of nonchargeable secondary caregiver leave will afford equitable opportunities to Service members across all Military Services, enabling them to best care for their families and promote retention.

## Reasoning

### Introduction

To inform its recommendation on this topic, DACOWITS collected information from several 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 Department of Defense on the status of a noncontinuous leave option for primary and/or secondary caregiver leave, including barriers to implementing a noncontinuous leave policy (March 2020)<sup>398</sup>

DACOWITS has consistently examined issues and concerns surrounding parenthood and military service over the past several years, including the implementation of the MPLP in 2017.<sup>399, 400, 401, 402</sup> The Committee continues to be interested in the enhancement of MPLP policies to help encourage the retention of Service members by reducing work–family conflict and ensuring military benefits stay competitive with private sector benefits. In 2018, the Committee recommended the SecDef mandate the consistent application of 21 days of leave for all secondary caregivers across all Military Services, noting the Navy and Marine Corps authorized only 14 days of secondary caregiver leave. The Committee continues to examine parental leave policies within DoD and across the Military Services to ensure equity and fairness. The reasoning supporting DACOWITS' second recommendation on caregiver leave follows.

## Recent Changes in Secondary Caregiver Leave Policy

The NDAA for FY 2017, Section 521, increased the allowable leave for secondary caregivers from 10 to 21 days. The Army, Air Force, and Coast Guard increased their secondary caregiver leave to 21 days; however, the Navy and Marine Corps authorize only 14 days of leave for secondary caregivers.<sup>403</sup>

In 2018, DACOWITS recommended, “The Secretary of Defense should mandate the consistent application of 21 days of leave for secondary caregivers across all Military Services to be consistent with the maximum allotment afforded in the National Defense Authorization Act for Fiscal Year 2017.”<sup>404</sup> The Committee still believes the secondary caregiver leave policy should be consistent across the Military Services.

Authorizing all Service members the maximum allowable 21 days of nonchargeable secondary caregiver leave will afford equitable opportunities to all military members, enabling them to best care for their families and promote retention. Continued differences across the Military Services’ policies could damage morale and reduce work–life balance, particularly for dual-military couples. The presence of these policy differences are highlighted to Service members in assignments to joint bases or organizations, where different Service policies may cause increased administrative and personnel conflicts and reduce morale for Sailors and Marines when compared with their Soldier, Airmen, and Coast Guard peers.

## Importance of Secondary Caregiver Leave for Service Members and Their Families

DACOWITS has consistently heard from Service members that they desire longer periods of caregiver leave. In DACOWITS’ 2017 and 2018 focus groups, participants recommended increasing the length of paternity leave (interpreted as secondary caregiver leave), and some suggested providing 1 month of leave for the secondary caregiver.<sup>405, 406</sup> In DACOWITS’ 2019 focus groups, participants in over half the groups suggested improvements to family support when asked what suggestions they would make to the SecDef. Both men and women felt caregiver leave should be longer to benefit the caregiver(s) and the child.<sup>407</sup>

The uniform authorization of the full 21 days of secondary caregiver leave across the Military Services has an important impact on dual-military couples, and in particular, for servicewomen in dual-military couples. As of 2018, nearly half of married active duty servicewomen (45 percent) had spouses also serving in the military; 41 percent of married active duty women in the Navy and 59 percent of married active duty women in the Marine Corps are married to another Service member.<sup>408</sup> The reduction in the number of days afforded to Navy and Marine Corps secondary caregivers could adversely impact dual-military couples in those Services and inter-Service dual-military couples. Lengthening leave for secondary caregivers would have a direct positive impact on the lives of many servicewomen who are married to another Service member. To promote the support of parental engagement and create uniformity across the Military Services, the Committee believes 21 days of leave should be afforded to all secondary caregivers, regardless of Service-branch affiliation.

## Summary

The NDAA for FY 2017 allowed the Military Services the ability to authorize 21 days of secondary caregiver leave, an increase from 10 days of leave, recognizing the vital importance of caregivers' time with children. The implementation of only a 14-day secondary caregiver leave by the Navy and Marine Corps in lieu of the full 21-day leave authorization results in a lesser benefit for Navy and Marine Corps families. The Committee believes consistent secondary caregiver leave is in the best interest of the Armed Forces and therefore recommends the SecDef direct the Navy and Marine Corps to authorize their Service members the full 21 days of secondary caregiver leave provided for in the NDAA for FY 2017.

### Recommendation

The Secretary of Defense should direct the Military Services to remove all barriers that prohibit Service members from determining as a family which parent shall be designated the primary caregiver and which shall be designated the secondary caregiver.

## Synopsis

Service members must balance their work and service obligations with the demands of family life. DoD's MPLP provides maternity convalescent leave and nonchargeable primary and secondary caregiver leave following a qualifying birth event or adoption of a child. While the Department's policy does not restrict the designation of Service members as the primary or secondary caregiver, some Military Services' individual policies create restrictions on Service members' ability to determine who will serve as a primary or secondary caregiver in their families. The Committee believes Service members should be afforded maximum flexibility in using caregiver leave to best meet their family's needs. Restrictions that inhibit the designation of primary caregiver status run counter to the Military Services' efforts to retain servicewomen. Dual-military couples face unique challenges that necessitate flexible parental roles supported by military policy. DACOWITS recommends the SecDef direct the Military Services to remove barriers that prohibit Service members from determining as a family which parent is designated as the primary caregiver and which parent as the secondary caregiver.

## Reasoning

### Introduction

To inform its recommendation on this topic, DACOWITS collected information from several 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 their current primary caregiver leave policies and any information about the impact of these policies on servicewomen's retention (December 2019) <sup>409, 410, 411, 412, 413, 414</sup>

- Briefings from the Military Services on data and feedback about current primary caregiver leave policies, how the Military Services handle filling vacated positions of servicewomen using primary caregiver leave, and whether short-term staffing augmentation models are being explored (March 2020)<sup>415, 416, 417, 418, 419</sup>
- Written response from the Marine Corps on the justification for restricting the transfer of primary caregiver leave unless the birth parent is incapacitated or unavailable per MARADMIN 570/18 (June 2020)<sup>420</sup>

Over the last 30 years, the Committee has made numerous recommendations on matters and policies related to parental–caregiver leave. The military has made tremendous strides to modernize parental leave policies in the past 5 years. The Committee’s recent recommendations have focused on streamlining and expanding parental leave benefits across the Military Services to better ensure Service members can access and use the full range of benefits available to them.<sup>421, 422, 423, 424</sup> In 2018, DACOWITS recommended the SecDef consider allowing the Military Services to permit flexible (noncontinuous) primary and secondary caregiver leave and mandate the consistent application of 21 days of leave for secondary caregiver leave across the Military Services.<sup>425</sup> The reasoning supporting DACOWITS’ third recommendation on caregiver leave follows.

### **Military Parental Leave Program and Designation of Primary and Secondary Caregiver Status**

DoD’s MPLP provides maternity convalescent leave and nonchargeable primary and secondary caregiver leave following a qualifying birth event or adoption of a child.<sup>426</sup> DoD’s MPLP policy does not restrict or limit the designation of Service members as the primary or secondary caregiver. However, some of the Military Services’ policies restrict primary caregiver leave to the birthparent, unless specific circumstances apply. For instance, Marine Corps policy stipulates—

1. Marine birthparents are presumed to have primary responsibility for care of the new child and, unless requested otherwise, will be designated as primary caregivers.
2. Non-birthparent Marines are presumed to have secondary responsibility for care of the new child and, absent sufficient justification, will be designated as secondary caregivers.
3. Non-birthparent Marines may be designated as primary caregivers when justified and approved by Commanding Officers and Officers in Charge. Justification includes, but is not limited to, incapacitation or unavailability of the birthparent.<sup>427, 428</sup>

Table 4.3 provides an overview of the Military Services’ definitions for primary and secondary caregivers.

**Table 4.3. Definitions of Primary and Secondary Caregiver by Military Service**

Military Service Policy Document	Definition of Primary Caregiver	Definition of Secondary Caregiver
<p>U.S. Army, Army Directive 2019-05 (Army Military Parental Leave Program)<sup>429</sup></p>	<p>“The parent with the primary responsibility for caring for a child (in most cases the nonmilitary parent) in the case of a qualifying birth event or adoption. In some cases, the covered military member, including an unmarried non-birthparent with proof of parentage, may be designated as the primary caregiver. Such cases may include, but are not limited to, situations where the covered member is the birthparent, dual military couples where one member of the couple is designated as the primary caregiver, the unavailability or incapacity of the birthparent if the birthparent is not a military member, the death of one parent, or other circumstances where the covered military member must act as primary caregiver.”</p>	<p>“The parent who is not designated as the primary caregiver. Secondary caregiver leave may be approved for an unmarried, non-birthparent if that Soldier’s parentage of the child is established in accordance with criteria prescribed by DEERS (see proof of parentage).”</p>
<p>U.S. Navy, MILPERSMAN 1050-415 (Parental Leave Program)<sup>430</sup></p>	<p>“Parent designated with the primary responsibility of caring for a child, normally the birthparent.”</p>	<p>“The parent not designated as the primary caregiver”</p>
<p>U.S. Marine Corps, Marine Corps Order 5000.12F (Marine Corps Policy Concerning Parenthood and Pregnancy)<sup>431</sup></p>	<p>“The parent with the primary responsibility for caring for a child, in most cases the non-military birth parent. In some cases, the Covered Service Member may be designated as the primary caregiver. Such cases may include, but are not limited to: situations where the Covered Service Member is the birthparent; dual military couples where one member of the couple is designated as the primary caregiver; the unavailability or incapacity of the birthparent if the birthparent is not a military member; the death of one of the parents; or other circumstances where the Covered Service Member must act as primary caregiver.”</p>	<p>“The parent who is not designated as the primary caregiver. Secondary caregiver designation may be approved for an unmarried, non-birthparent if that member’s parentage of the child is established in accordance with criteria prescribed in this Order.”</p>
<p>U.S. Air Force, Air Force Instruction 36-3003 (Military Leave Program)<sup>432</sup></p>	<p>“The parent with the primary responsibility for caring for a child. For qualifying births, in most cases the primary caregiver will be the parent who physically gives birth to one or more live children in a 72-hour period. For a qualifying birth event or adoption, the primary caregiver will most often be the non-military parent but not always. In some cases, the covered military member may be designated as the primary caregiver. Such cases may include, but are not limited to: situations where the covered member is the birthparent; dual military couples where one member of the couple is designated as the primary caregiver; the unavailability and/or incapacity of the birthparent if the birthparent is not a military member; the necessity of the non-military parent to return to his or her place of employment; the death of one of the parents; or other circumstances where the non-birth parent military member must act as primary caregiver. The non-birth parent/covered military member may elect to designate themselves as the Primary Caregiver. Primary Caregiver Leave may be approved for an unmarried, non-birthparent if that member’s parentage of the child is established with guidance found in AFI 36-3026 Inter-service Publication, Volume 1, Identification Cards For Members Of The Uniformed Services, Their Eligible Family Members, And Other Eligible Personnel.”</p>	<p>“The parent who is not designated as the primary caregiver. Secondary Caregiver Leave may be approved for an unmarried, nonbirthparent if that member’s parentage of the child is established in accordance with AFI 36-3026v1_IP.”</p>

Military Service Policy Document	Definition of Primary Caregiver	Definition of Secondary Caregiver
U.S. Coast Guard, COMDTCHANGENOTE 1000 (CH-7 to the Military Assignments and Authorized Absences, COMDTINST M1000.8A) <sup>433</sup>	<p>“The following members may be designated as a Primary Caregivers: 1. The parent with the primary responsibility for caring for a child, normally the nonmilitary parent in the case of a qualifying birth event or adoption. 2. A member who gives birth and retains the child upon completion of Maternity Convalescent Leave. 3. A member who would normally be designated a Secondary Caregiver but the Primary Caregiver is deceased. 4. A member qualifying and designated as the Secondary Caregiver may become the Primary Caregiver. Such circumstances may include, but are not limited to, the unavailability or incapacity of the birthparent if the birth parent is not a military member; or other circumstances where the military member must act as the Primary Caregiver. Any leave already used as a Secondary Caregiver for the event will be deducted from the overall Primary Caregiver Leave.”</p>	<p>“1. A member whose spouse is the birth parent. 2. A member in a dual military marriage that adopts, and the other member in the marriage is the Primary Caregiver. 3. A member whose child is born outside of marriage but establishes parentage in accordance with Article B.15. 4. Commander (CG PSC) may designate a member as Secondary Caregiver who does not normally qualify as a Secondary Caregiver in extreme cases.”</p>

Upon the Committee’s recent review of the Military Services’ primary and secondary caregiver leave policy definitions, it is evident some of the Military Services have created unnecessary barriers for Service members’ designation of the primary and secondary caregiver. These barriers can significantly impact dual-military parents; in particular, inter-Service dual-military parents.

**Unique Challenges of Dual-Military Families**

Over the past 70 years, the number of women serving in the military has substantially increased. For over a quarter of a century, motherhood and a military career were viewed as completely incompatible, which resulted in servicewomen being involuntarily discharged when they became pregnant or adopted a child. In 1975, DoD ordered the Military Services to rescind involuntary discharge for pregnancy.<sup>434</sup> This order coupled with the transition to an All-Volunteer Force and increased efforts to recruit women resulted in an increase of dual-military couples.<sup>435</sup> Consequently, the configuration of military families has changed tremendously over the last half century.

Starting in the 1980s, the Military Services began examining the impacts of military service on the retention of dual-military couples. The U.S. Army Research Institute for the Behavioral and Social Sciences found dual-military couples faced significant difficulties trying to harmonize two competing military careers.<sup>436</sup> For over 30 years, the Navy Personnel Research, Studies and Technology (NPRST) office has conducted a biennial survey to assess Service members’ perspectives on issues and matters surrounding pregnancy and parenthood.<sup>437</sup> Findings from the 2016 NPRST survey indicate women’s decision to leave the military was directly correlated to having a family,<sup>438</sup> and the 2018 NPRST study determined that nearly half of servicewomen who were married were married to someone else in the military.<sup>439</sup> As of 2018, 45 percent of married active duty servicewomen have spouses who are also serving in the military compared with only 8 percent of married active duty men.<sup>440</sup>



Dual-military families face unique challenges. Often the military treats each member of a dual-military couple as an independent entity, even though the couple makes career and family decisions jointly.<sup>441</sup> This can increase work–family conflict for dual-military families, challenges further exacerbated with the addition of children.

Dr. David Smith, a former Navy pilot who researched dual-military couples' decisionmaking processes, found work and family decisions for dual-military couples are influenced by the demands of military service.<sup>442</sup> Some unique challenges dual-military couples face include the following<sup>443</sup>:

- **Long periods of separation.** Dual-military couples may spend more time apart as a result of differing career paths, unsynchronized deployment rotations, or remote assignments.
- **Complicated career decisions.** Dual-military couples may have to pass up career-enhancing assignments, schools, or trainings to stay together, or accept a less desirable job so the other spouse can advance.
- **Co-location.** Dual-military couples may belong to different career-management fields or communities, and it may not always be easy for the military to assign them to the same location. Demands for specialties may vary based on location, which could limit the ability for dual-military couples to be assigned to the same duty station.
- **Coordination among Services.** Dual-military couples from different Service branches can face added complications because of the necessary coordination across branches and assignment managers. Branches may have differing priorities, resources, and policies that can further hinder inter-Service dual-military couples' ability to balance work and family.

In DACOWITS' 2018 focus groups, participants described unique challenges facing dual-military couples when balancing operational needs and family planning.<sup>444</sup>

*"With member-to-member in the same field . . . typically, the female is consciously going to make the change to [go to] another career path, and we have to make that decision. I was an assignment officer and had to help people make those decisions."*

—Male officer

*"I see a lot of dual-military [couples]. We lose a lot of good [Service members] because they decide to be the one at home. We're not only losing females, but males, too. We have a Family Care Plan, but no one really cares about those but me. I always hear, 'I want to stay in, but I'm just going to get out.' We lose good people that need to be retained that aren't being retained because of the family situation."*

—Senior enlisted man

*"It comes down to whose career is more important. My commander has two little boys and recently almost got out because she was pregnant and . . . briefing the [senior officer] 5 days before she went into labor. She goes home, pops out a kid, and her husband got out of the [Service] to be with the kids so she could do the career that she wants to do. It was a struggle, but she made it happen."*

—Female officer

Given the additional pressures imposed upon dual-military couples, affording them greater flexibility regarding caregiver leave would benefit the military as well as Service members. With nearly half of all active duty women married to other Service members, any restrictions placed on caregiver leave policies will greatly impact servicewomen.

### **Necessity for Policies to Allow Flexible Parental Roles**

DoD and the Military Services have made tremendous strides in recent years to ensure a range of policies more supportive of military parents and dual-military couples.<sup>445</sup> Nevertheless, military culture is inherently influenced by the greater number of men serving compared with women. This culture therefore assumes women will serve as the primary caregivers—as evidenced by language in some of the Military Services' primary caregiver leave policies. For instance, the Marine Corps' policy states, "Marine birthparents are presumed to have primary responsibility for the care of the new child,"<sup>446</sup> and the Navy policy states the primary caregiver is the "parent designated the primary responsibility of caring for a child, normally the birthparent."<sup>447</sup> The Air Force defines the primary caregiver as "the parent with the primary responsibility for caring for a child. For qualifying births, in most cases the primary caregiver will be the parent who physically gives birth to one or more live children in a 72-hour period."<sup>448</sup>

Women more often than men have to make adjustments to their careers for family life. For instance, women most often compromise when the needs of children or other family members collide with work obligations.<sup>449</sup> A 2013 Pew Research Center study found mothers were much more likely than fathers to report experiencing significant career interruptions to attend to their families' needs.<sup>450</sup> However, women and men have begun challenging traditional parental roles, allowing fathers to take the lead as the primary caregiver, which promotes gender parity and allows women to return to work sooner if desired.<sup>451, 452</sup>

The Department of Labor highlights the advantages families—in particular, mothers—experience when fathers take a more active role in childrearing. Fathers using parental leave, especially for an extended leave period, can lead to better outcomes for the entire family. For instance, when fathers take parental leave and share the domestic and childrearing workload, mothers can increase their level of full-time work, resulting in improved career opportunities for women.<sup>453</sup>

Restricting the designation of primary caregiver status appears counterintuitive to the Military Services' retention efforts; in particular, the Military Services' retention efforts for

women. Overall, servicewomen leave the military at higher rates than men at various career points.<sup>454</sup> The Committee remains interested in women’s retention issues, especially with regard to efforts to retain servicewomen after having children. A 2017 study in *Military Psychology* suggests that among dual-military marriages, servicewomen leave the military at higher rates than their male spouses.<sup>455</sup> Affording Service members the flexibility to freely designate the primary caregiver allows them to determine as a family which parent will serve as the primary caregiver and which parent as the secondary caregiver. This offers families, particularly dual-military families, the opportunity to make plans that are best suited for their family caregiving needs and their careers and eliminates lingering gendered cultural expectations and stereotypes.

With significant increases to women’s career and leadership opportunities, there may be circumstances in which the birthparent may want or need to return to work sooner, requiring the other military parent to serve as the primary caregiver. Service members and dual-military couples need the flexibility to make those personal decisions to ensure their ability to balance their work and family lives within the constraints of the military institution.

## Summary

Restrictions inhibiting the designation of primary caregiver status are counterintuitive to efforts that have been made to remove obstacles that prevent women from continuing their service. These restrictions also reinforce antiquated gender roles. When the Military Services make MPLP policies more restrictive, unnecessary barriers result that hinder the ability of Service members to determine what is best for their family’s unique circumstances. These restrictions are particularly cumbersome for dual-military families balancing service obligations and family needs.



Air Force Senior Airman Bria Lipkins watches a child practice her brushing techniques on a stuffed animal at Holloman Air Force Base, N.M., Feb. 11, 2020.

The Committee believes DoD's MPLP policies should be applied uniformly across the Military Services, affording Service members the flexibility to freely decide which parent will serve as the primary caregiver and which parent will serve as the secondary caregiver. This will enable Service members to best care for their families while balancing the demands of their military careers. The Committee recommends the SecDef direct the Military Services to remove barriers that prohibit Service members from determining as a family which parent is designated as the primary caregiver and which parent as the secondary caregiver.

### **Recommendation**

The Secretary of Defense should ensure servicewomen in the Reserve Component receive full creditable military service, similar to their Active Component counterparts, so they are not penalized for unavoidable absences resulting from a pregnancy and/or birth event.caregiver.

## **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. For decades, the Committee has made recommendations to improve the treatment and well-being of pregnant servicewomen, including the most recent 2019 recommendation that the SecDef direct the Military Services to develop and implement policies ensuring a servicewoman's career is not negatively affected as a result of pregnancy. DACOWITS believes there is a clear disparity in DoD policy regarding parental leave benefits afforded to servicewomen in the Active component compared with servicewomen in the Reserve component. DACOWITS recommends the SecDef ensure servicewomen in the Reserve Component receive full creditable military service pay and retirement points, so they are not penalized for unavoidable absences resulting from a pregnancy and/or birth event.

## **Reasoning**

### **Introduction**

To inform its recommendation on this topic, DACOWITS reviewed proposed legislation. DACOWITS has worked for decades to ensure the fair and equitable treatment of servicewomen who become pregnant during their military service. In 2019, the Committee recommended the SecDef direct the Military Services to develop and implement policies that ensure a servicewoman's career is not negatively affected as a result of pregnancy.<sup>456</sup> DACOWITS wants to ensure servicewomen have every opportunity to pursue their military service to the fullest extent while also balancing family life. The reasoning supporting DACOWITS' fourth recommendation on caregiver leave follows.

### **The Mothers of Military Service (MOMS) Leave Act**

In 2017, U.S. Senators Tom Udall (D-N.M.), Mike Rounds (R-S.D.), John Boozman (R-Ark.), Patty Murray (D-Wash.) and Martin Heinrich (D-N.M.) introduced a bipartisan bill, the Mothers

of Military Service (MOMS) Leave Act Military Parental Leave Program (MPLP), in an effort to expand maternity leave to women serving in the Reserves and National Guard.<sup>457</sup> The amendment was also backed by Senator Shelley Moore Capito (R-WV).<sup>458</sup> The amendment was supported by the National Guard Association of the United States and the Enlisted Association of the National Guard of the United States.<sup>459</sup>

Although not enacted, the MOMS Leave Act would have ensured servicewomen from the Reserve Component receive creditable military service pay and retirement points during time spent on maternity leave.<sup>460</sup> As of June 2019, the Department had not taken a formal position on this legislation.<sup>461</sup> The MOMs Leave Act was re-introduced in 2019 in the Senate, again with bipartisan support led by Senator Tom Udall (D-N.M.), and has not yet been enacted.<sup>462</sup>

Under current legislation, the Department's MPLP is only applicable to active duty personnel. Servicewomen from the Reserve Component lose credits for their military service and points towards retirement when they are unable to perform required annual training and/or drill periods while pregnant or postpartum. Although servicewomen in the Reserve Component are excused from duty, they are required to forfeit pay and retirement accrual before and/or after childbirth, unless they make up the required annual training and/or drill periods prior to their anniversary date. Not accumulating enough points annually can result in servicewomen in the Reserve Component not attaining a good retirement year, which can also hinder her ability to be promoted.

Active duty servicewomen are afforded maternity convalescent leave and primary or secondary caregiver leave, which they are not required to accrue (i.e., nonchargeable leave). Postpartum Active Duty servicewomen are not expected to make up time away from service and are excused from duty with full pay, allowances, and retirement credit. The Committee believes there is a clear disparity in DoD policy regarding parental leave benefits afforded to servicewomen across the Total Force. For that reason, the Committee recommends the SecDef ensure servicewomen from the Reserve Component receive full military service credit and retirement points and are not penalized for absences resulting from a pregnancy and/or a birth event.

## Summary

Current DoD policy reveals a disparity between the parental leave benefits afforded to servicewomen in the active Component and the Reserve component. Policy is overdue that removes this disparity and provides the Reserve Component full military service credit and retirement points because of absences resulting from pregnancy and/or a birth event. Because DoD remains concerned with retention of the highest caliber servicewomen, making the recommended policy change for our Reserve Component will serve the Total Force well. DACOWITS recommends the SecDef ensure servicewomen in the Reserve Component receive full creditable military service so they are not penalized for unavoidable absences resulting from a pregnancy and/or birth event.

# Caregiver Sabbatical

## Recommendation

The Secretary of Defense should establish a caregiver sabbatical or extended parental leave alternative with the objective of developing more flexible caregiver leave options that will encourage, promote, and increase female Service member retention by mitigating the stresses, burdens, and pressures associated with balancing service and family obligations.

## Synopsis

DACOWITS has an established history of recommendations to enhance servicewomen's ability to balance military service and family life. DACOWITS made recommendations in 2004, 2008, and 2009 supporting the development of sabbatical programs to increase women's retention in the Military Services. This year, the Committee was asked by the Department to examine whether the option for a caregiver sabbatical would help alleviate servicewomen's work-life balance challenges by providing a defined career break after which they could resume their military service. The objective would be to increase retention rates and retain talent. Evidence from the international community, foreign military services, and the U.S. civilian labor market demonstrates more generous parental leave policies can increase retention and productivity while improving health outcomes for mothers and their children. The Committee recommends the SecDef establish a caregiver sabbatical or extended parental leave alternative with the objective of developing more flexible caregiver leave options that will encourage, promote, and increase female Service member retention.

## Reasoning

### Introduction

To inform its recommendation on this topic, DACOWITS collected information from several 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 their current primary caregiver leave policies, information about the impact of these policies on servicewomen's retention, and benefits or potential risks for extended time off for primary caregivers (December 2019) <sup>463, 464, 465, 466, 467, 468</sup>
- Briefings from the Military Services on Service members' use of the Career Intermission Program, data on Career Intermission Program applications by gender, and consideration of other options to provide Service members extended time off (March 2020) <sup>469, 470, 471, 472, 473</sup>
- Literature review from the research contractor on how civilian employers track retention and engagement of employees, including use of caregiver leave and caregiver sabbaticals (March 2020) <sup>474</sup>



- Written response from the Marine Corps on their consideration of a 1-year sabbatical for Service members following the birth or adoption of a child (June 2020)<sup>475</sup>
- Written response from the Marine Corps on the status of their consideration of a 1-year sabbatical for Service members following the birth or adoption of a child (September 2020)<sup>476</sup>
- Written responses from the Navy, Marine Corps, Air Force, and Coast Guard on data previously provided about the Career Intermission Program and Temporary Separation Program (September 2020)<sup>477, 478, 479, 480</sup>

For over two decades, the Committee has focused considerable effort on identifying ways to enable servicewomen to both serve their country in uniform and maintain a successful family life. In 2004, the Committee recommended the Military Services develop a leave of absence or sabbatical program to help increase retention rates of female Service members.<sup>481</sup> In 2008, the Committee urged DoD’s further consideration of “off/on ramps” to better understand the impact they would have on retention.<sup>482</sup> This recommendation was repeated the following year in 2009, with the suggestion to study programs similar to the Career Intermission Program (CIP) to determine the return on investment of such programs.<sup>483</sup> These recommendations emphasized the need to explore options beyond simply extending current caregiver leave periods. This year, the Committee was asked by the Department to examine whether the option for a “caregiver sabbatical” would help alleviate servicewomen’s work–life balance challenges by providing a defined career break after which they could resume their military service, the objective being to increase retention rates and retain talent. The reasoning supporting DACOWITS’ recommendation on a caregiver sabbatical follows.

## Caregiver Leave in the Military Services

DoD’s policies on maternity and caregiver leave have evolved over the past several decades, reflecting the Department’s commitment to provide better work–life balance for Service members and their families. The Department of Defense’s current MPLP (DoDI 1327.06)<sup>484</sup> consists of the following forms of maternity and caregiver leave for covered<sup>iii</sup> Service members:

- **Maternity Convalescent Leave (MCL).** MCL is 6 weeks of nonchargeable leave available to a covered Service member birthparent or after a birth qualifying event.
- **Primary Caregiver Leave (PCL).** PCL is 6 weeks of nonchargeable leave for a covered Service member who is designated as the primary caregiver for a new child who enters the family through a qualifying birth event or adoption. PCL may be taken consecutively after MCL and must be taken within 1 year of a qualifying birth event or adoption. The designated primary caregiver may choose to receive a period of primary caregiver leave that is shorter than 6 weeks.

<sup>iii</sup> Covered Service members are defined by DoD as “Active component Service members, Reserve component Service members performing active Guard and Reserve duty or Full-Time National Guard Duty (FTNGD) for a period in excess of 12 months, and Reserve component Service members performing duty under a call or order to active service in excess of 12 months.

- Secondary Caregiver Leave (SCL).** SCL is up to 21 days of nonchargeable leave for a covered Service member who is designated as the secondary caregiver for a new child who enters the family through a qualifying birth event or adoption. Secondary caregiver leave must be taken within 1 year of a qualifying birth event or adoption. Note that the Army<sup>485</sup> and Air Force<sup>486</sup> implemented the full 21 days authorized by Congress; however, the Navy<sup>487</sup> and Marines Corps<sup>488</sup> only implemented 14 days of the 21 days authorized by Congress.

Although the 12 weeks of leave for primary caregivers is more generous than that offered by most U.S. employers,<sup>489</sup> it still falls short of mitigating the considerable physical and mental challenges women face trying to achieve a reasonable work–life balance. Women often carry the majority of family and child care responsibilities and may struggle to ensure their choice to have a child will not imperil their military career or promotion opportunities.

### Challenges Balancing Work and Family Life for Servicewomen Affects Retention

Although DoD has made substantial and meaningful progress in advancing servicewomen’s opportunities and family support over the years, servicewomen’s concerns about family planning and work–life balance continue to this day. As of September 2020, women represented 16 percent of the active duty force.<sup>490</sup> The DoD’s 2018 Demographics Report noted that 37 percent of active duty members have children, 3 percent of active duty Service members with children are in dual-military marriages, and 36 percent of single parents in the military are women.<sup>491</sup> Family and work–life balance concerns remain among the primary reasons servicewomen separate from military service. To reduce attrition and retain this critical talent pool, DoD must further improve support for servicewomen’s challenges to balance service and family.

In May 2020, the U.S. Government Accountability Office (GAO) released a comprehensive congressional report on recruitment and retention of female active duty personnel.<sup>492</sup> GAO findings indicate women were 28 percent more likely to leave the military than their male counterparts. Women’s representation in the military begins to decline in the 10–20-year service career point, substantially reducing the pool of servicewomen eligible for advancement to senior leadership positions (see Figure 4.4).

**Figure 4.4. Findings from 2020 GAO Report on Retention of Female Active Duty Personnel**



Source: U.S. Government Accountability Office, 2020 <sup>493</sup>

One of the principal reasons women separate from military service is difficulty balancing work–family needs and inadequate or insufficient child care. These challenges are exacerbated by deployments, frequent moves, and geographic separation from family support systems.<sup>494</sup> These problems can have greater impact on single servicewomen and dual-military marriages or partnerships, often leading the female member of the couple to leave the military. A 2018 RAND study of female Air Force officers identified that family and personal life issues were among the key factors influencing retention. Participants in 74 percent of focus groups identified family and personal life issues as a primary consideration for whether they would remain in service. The impact on children of deployments, frequent moves, and demanding work schedules were also commonly reported concerns; 59 percent of the women in the study reported that balancing work and family was further complicated by capacity and other issues with DoD’s Childcare Development Centers.<sup>495</sup>

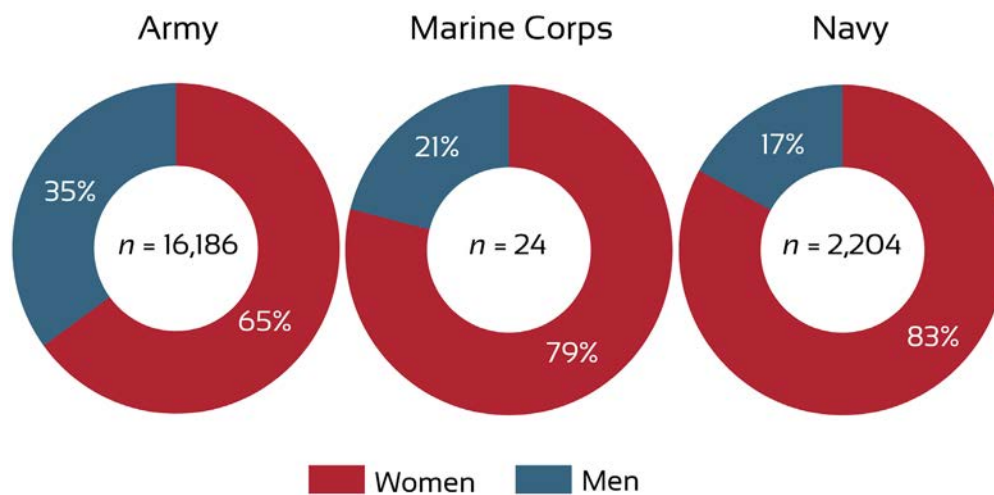
Challenges associated with work and family balance have been repeatedly raised among Service members, specifically female Service members, in DACOWITS’ focus groups. The 2004 DACOWITS report documented that servicewomen identified the challenge of balancing military and family life, including the inflexibility of workload and schedule, as a primary reason influencing them to separate from the military. Participants in 71 percent of the active duty focus groups conducted by DACOWITS in 2004 regarded work/family imbalance as a main reason to leave the Service. At that time, “Female (11.9 percent) officer separation rates were markedly higher than those of male (6.6 percent) officers at 8 years of service and below with the gap being most pronounced at 5 to 8 years of service.”<sup>496</sup> The 2005 DACOWITS report concluded, “The impact of military service on families and Service members’ time with their families, both at home and away, was the factor most frequently reported by focus group participants as influential in the retention decision.”<sup>497</sup> In its 2008 annual report, DACOWITS highlighted: “Female Service members frequently tied a successful military career to being able to achieve work/life balance,” and “changes in women’s military career goals tend to be influenced by family considerations,” and “many of the career challenges described by focus group participants were related to work/life balance—more specifically, to balancing work and motherhood.”<sup>498</sup> In 2008, DACOWITS recommended all Military Services’ study “on/off ramps” that would allow servicewomen to take a career break and later resume their career,<sup>499</sup> a recommendation repeated in the 2009 report.<sup>500</sup>

Although not the assigned focus of the Committee’s current inquiry on caregiver sabbaticals, DoD should also consider using a caregiver sabbatical to provide service flexibility for Service members caring for ill and hospitalized family members (i.e., spouse, children, siblings, parents) or elderly parents. As discussed in a 2019 National Academy of Sciences article, today’s family structures have become more complex and diverse, including variants such as the “presence of children, social versus biological parents or siblings, and nonresidential children or parents,” and many of today’s Service members are “sandwiched” between generations, caring for children and also elderly parents or dependents.<sup>501</sup> The reality of today’s military families may not fall within the usual family

construct as defined by DoD as “dependents.” In 2018, 70.2 percent of military adult dependents were over age 51.<sup>502</sup> A caregiver sabbatical could provide an opportunity for Service members to attend to family care needs, while maintaining and strengthening their commitment to military service.

An indicator of work–family conflicts and their impact on servicewomen’s retention was depicted in the Committee’s 2017 Report. Figure 4.5 shows women had the majority of parenthood discharges in the Army, Navy, and Marine Corps between FY 2007 and FY 2016.<sup>503</sup>

**Figure 4.5. Gender Distribution of Parenthood-Related Discharges, FY 2007–FY 2016**



Army data are for discharges of enlisted Soldiers only; the Army does not have a distinct parenthood-related separation code for officers.

Source: Unpublished internal data from the Army, Marine Corps, and Navy

Many studies have affirmed that working women, civilian or military, continue to bear the majority of child care responsibilities even if their spouses or partners have increased their participation and support. Pew Research Center studies in 2015 and 2019 found women are much more likely than men to orient their careers around children, and women take more time away from work than men.<sup>504,505</sup> As noted by University of Maryland researchers in 2010, “Progress made by the military toward gender equality in some senses has outpaced gender equality in families. That the military allows women to do most of the things that men do, while society (and the military) still expects women to play the major role in childrearing, makes it difficult for women on active military duty to meet the demands at the intersection of the roles.”<sup>506</sup> Women represent 50 percent of the national workforce and are earning more degrees than men, a signal of the important and mission-critical need to recruit and retain the best women.<sup>507</sup>

The Military Services have historically experienced persistently higher rates of separation from military service by servicewomen, although there has been some improvement.<sup>508</sup>

DoD's challenge continues to be identifying and implementing policies that will promote retention and make service a viable career-long option for servicewomen while maintaining operational strength and flexibility. Military service presents far more onerous burdens and challenges than civilian sector employment, and as long as DoD policies fall short of mitigating those difficulties, many servicewomen will continue to separate from service, often at early or midcareer points.

### **How a Caregiver Sabbatical Would Differ From Caregiver Leave**

DACOWITS defines the term "caregiver sabbatical" as used in this report as a significantly more extended break from service than is currently authorized, and one that encompasses any prebirth and maternity/convalescent leave. It could entail a mix of full, partial, and/or unpaid periods and would include medical or other benefits even during unpaid status. It would be initiated by the servicewoman's application for the purpose of affording her an extended period of time to care for and bond with her child(ren) by birth or adoption. It would require the servicewoman's commitment to resume her career at a future date without penalty and a guaranteed right of return to service at the conclusion of the sabbatical period. It would not necessarily have to follow immediately after the exhaustion of her maternity or caregiver leave or be strictly related to a birth or adoption. For example, there may be circumstances when medical, mental health, or other serious family issues drive the need for a servicewoman to take an extended break from service to deal with family and child care obligations that may otherwise cause her to separate from military service.

The Committee recognizes that providing an option for extended caregiver leave, whether by means of a sabbatical or other mechanism, presents operational challenges and poses some degree of mission impact. DACOWITS fully appreciates the significance of those challenges. However, the Committee believes the potential for improved recruitment and retention of the most talented servicewomen is significant. It is important to mission readiness to retain a skilled, diverse, and experienced force to grow the pool of future leaders. Implementing policies to ease the stress and pressures borne by servicewomen, in the far more demanding military work environment, can lead to payback in loyalty and workforce attachment. Too many servicewomen separate who would prefer to continue their careers, and the Committee believes a more generous and flexible caregiver sabbatical option could help reduce this retention problem by addressing the considerable needs of military parents.

### **Expansion of Parental Leave Among Civilian Employers**

As of March 2018, only 16 percent of civilian employees had access to paid family leave through their employers.<sup>509</sup> However, the millennial generation, those born between 1981 and 1996,<sup>510</sup> is more attuned to employment benefits that provide flexible work arrangements and offer family-friendly policies that make it easier to juggle family and work obligations. Consequently, civilian employers are increasingly recognizing

family-friendly policies as an effective way to compete in recruiting and retaining top professional talent and offering more generous family leave policies. They recognize the significant market competition for workers and the high cost of lost experience and new hire training to replace departed workers, generally estimated at approximately 150 percent of the lost employee's salary.<sup>511</sup> In addition to increasing employee retention, practices designed to improve employees' work-life balance tend to increase focus and motivation at work. Flexible work arrangements are a highly valued benefit, and employer offerings such as child care assistance and parental leave help increase organizational commitment.<sup>512</sup> States are likewise increasingly legislating a variety of required paid or unpaid maternity and family leave benefits.<sup>513</sup> DoD and the Military Services can learn from progress the civilian industry sector has made toward improving and expanding parental leave options.

The expansion of parental leave among civilian employers is consequential to DoD because women constitute a majority of today's civilian workforce and represent a rich recruiting source. The Bureau of Labor Statistics reports that, although labor participation of women with children under age 18 was 72 percent in 2019, the percentage decreased 10 percent for mothers who were married and had children under age 3.<sup>514</sup> Working women who have children struggle to manage work and family obligations, especially as job demands and hours increase. Those stressors can sometimes become overwhelming, especially for single mothers, mothers with young children, and dual-career couples. A 2017 review of women in the legal field highlighted work-life balance as a primary or large factor causing women to leave their law firms to seek positions offering greater work flexibility. In a study cited in the 2017 review, more than half of female attorneys sought a career break opportunity that would not jeopardize their promotion opportunities.<sup>515</sup>

A 2019 study published in the Proceedings of the National Academy of Sciences following career trajectories of STEM workers revealed that 4 years after becoming new parents, 78 percent of fathers were still working in STEM, the vast majority full time. Sixty-eight percent of the mothers were still working, but only 57 percent worked full time. Across all fields, 16 percent of women were working part time, and 15 percent had left the workforce, compared with 2 and 3 percent, respectively, for men, highlighting the greater challenges women face in maintaining their careers after having children.<sup>516</sup>

Both women and men are seeking organizations with generous parental leave policies, and employers are responding. According to PaidLeave US (PL+US), which produces a scorecard rating U.S. company benefits—

The private sector has reached a tipping point on paid family leave. In 2018, alone, 20 companies introduced new paid leave policies [and] 72 percent of surveyed companies provide paid leave equally to moms, dads, and adoptive parents and more than half are equal for all employees, whether salaried, hourly, or part-time.<sup>517</sup>

As reported in a 2017 article in Harvard Business Review, in the span of 2 years, more than 75 large companies publicized the launch of new or expanded parental leave policies. These



companies recognized that flexible and generous parental leave policies offer a competitive edge in recruitment and can improve productivity and retention.<sup>518</sup> To better attract young talent, such policies are used as incentives for employees in industries from technology to retail. As companies continue to recognize the benefit of more flexible parental leave policies, many are seeking to expand their maternity, paternity, surrogacy, and adoption leave and benefits to attract and retain the best of the workforce.<sup>519</sup> Sabbaticals are an effective retention tool and studies demonstrate employees increasingly prefer work perks and benefits over pay raises. For example, according to survey data highlighted in Glassdoor’s recruiting statistics for 2017, 80 percent of workers and 90 percent of millennials would rather receive new or additional benefits over taking a raise, as would 89 percent of parents with children under 18.<sup>520</sup>

Table 4.4 highlights a selection of parental leave benefit packages available to employees in the corporate sector. Although many large corporate industry employers offer a range of flexible benefits for parental leave, this is not representative of the options available to all civilian employees.

**Table 4.4. Examples of Corporate Sector Parental Leave Benefits**

Company	Prenatal Leave	Childbirth Recovery Maternity Leave	Parental Leave	Other
3M			10 weeks paid plus 10 weeks unpaid	
Adobe <sup>a</sup>			Birth mothers have 26 weeks paid leave if primary caregiver; all other parents 16 weeks paid leave	
Amazon <sup>b</sup>	4 weeks paid	10 weeks paid	6 weeks paid; both parents and nonbirth mothers eligible	Ramp Back program; 8 weeks flexible schedule with reduced work hours
American Express			5 months paid	
Apple <sup>b</sup>		12 weeks paid	6 weeks paid	
AXA			4 months paid; secondary co-parent 1 month paid	
Bank of America			16 weeks paid for birth or adoption for all parents	
Barclays			4 months paid; 6 weeks for nonprimary parent	
Campbell’s			10 weeks paid; 2 weeks for co-parents	
Change.org <sup>a</sup>			18 weeks fully paid leave for all new parents, biological or not	

Company	Prenatal Leave	Childbirth Recovery Maternity Leave	Parental Leave	Other
Dell <sup>a</sup>			New mothers: 26 consecutive weeks paid plus 16 additional weeks unpaid	24/7 access to labor and delivery hotline; onsite lactation rooms; lactation support services; child care resources and referral services; adoption assistance and reimbursement; backup child care, elder care services; reimbursement for fertility treatments and health benefits for domestic partners
Deloitte <sup>*,b</sup>		5–8 weeks paid	16 weeks paid	
Discovery Communications			3 months paid for all parents plus option for 3 months short-term disability	
Dow Chemical			3 months paid for birth mothers; 2 weeks for nonbirthing parent	
Ernst & Young <sup>*,a</sup>			16 weeks paid all parents whether through birth, adoption, surrogacy, foster care, or legal guardianship	
Etsy <sup>*,a</sup>		First 8 weeks (of the 26) must be taken immediately after birth or adoption	26 weeks paid; includes biological, adoptive, or surrogate parents of both genders; can be taken over 2 years	
Exelon			4 months paid for birth mothers and 2 months for co-parents or adoptive parents	
Facebook <sup>a</sup>			4 months paid	
Fidelity			4 months paid; 6 weeks for co-parents	
H&M		8–10 weeks at 60 percent pay for birthing parent	6 weeks paid	
IBM <sup>b</sup>		6–8 weeks disability for birthing parent	Up to 12 weeks paid, within 12 months of birth or adoption	

Company	Prenatal Leave	Childbirth Recovery Maternity Leave	Parental Leave	Other
Ikea <sup>*,a</sup>			4 months paid for birth, adoptive, or fostering parent.	
Levi Strauss & Co <sup>*,b</sup>	4 weeks paid	6–8 weeks paid	8 weeks paid for birth, adoptive, and foster parents	
Microsoft <sup>a,b</sup>			20 weeks paid for birth mothers; 12 weeks paid leave for adoptive or foster parents	
Nike <sup>*,b</sup>		6 weeks	8–14 weeks paid for birth mothers; 2 months for co-parents	
Orrick, Herrington & Sutcliffe <sup>a</sup>			22 weeks paid leave for primary caregiver; additional 9 months unpaid leave	First month after return, may take on half usual workload at full pay plus set predictable schedule of no more than 6 hours' work on any given day
Pricewaterhouse Coopers <sup>b</sup>			8 weeks of paid leave for birth, adoptive, or foster parents within 12 months, plus additional 8 weeks paid for primary caregiver	Phased return: may work additional 4 weeks at 60 percent part-time at full pay following parental leave
Reddit <sup>a</sup>			16 weeks paid leave for birth, adoptive, or foster parents; either parent may take	Flexible return-to-work programming
Spotify <sup>a</sup>		6 months	6 months paid parental leave for all parents, which can be noncontinuous and taken over 3 years	
Starbucks <sup>b</sup>			18 weeks paid for birth mothers in the corporate office; 6 weeks paid parental leave for birth mothers and adoptive parents; 12 weeks for other parent and adoptive parents in corporate offices	

Company	Prenatal Leave	Childbirth Recovery Maternity Leave	Parental Leave	Other
Twitter <sup>*,a</sup>			20 weeks paid parental lv for birth, adoptions, or surrogacy	
Vanguard			4 months paid for new mothers and 6 weeks paid for co-parents	

Notes:

\* Except as otherwise noted, data from Forbes article by Claire O'Connor, December 30, 2016. <https://www.forbes.com/sites/clareoconnor/2016/12/30/these-companies-all-boosted-paid-parental-leave-in-2016/#47c2fccaa3d6+>

<sup>a</sup> Data from Glassdoor Inc. survey, September 16, 2018. <https://www.glassdoor.com/blog/best-parental-leave-policies/>

<sup>b</sup> Data from PL+US 2018 Employer Scorecard. [https://drive.google.com/file/d/1yDnSbigtjLFUdeo\\_txgohPwhTt7uLvO/view](https://drive.google.com/file/d/1yDnSbigtjLFUdeo_txgohPwhTt7uLvO/view)

### Paid Parental Leave Options in the International Community and International Military Services

Although DoD has been a leader in advancing paid parental leave policies, the United States as a nation lags significantly behind other countries. The United States is the only industrialized country and one of only three countries in the world without a national paid parental leave policy.<sup>521,522</sup> European countries and several foreign militaries offer lengthy postpartum leave options up to a year or more, and many offer or mandate prebirth leave periods, often around 6 weeks. As demonstrated in Figure 4.6, countries in the Organization for Economic Co-operation and Development have an average parental leave of 52.5 weeks, with the shortest leave entitlements outside the United States being 12 to 14 weeks in Mexico, Switzerland, and Israel and the longest entitlements exceeding 100 weeks in several Eastern European countries.<sup>523</sup> Table 4.5 details parental leave benefits in several selected foreign military forces.

**Figure 4.6. Total Weeks of Paid Leave Entitlements in Organization for Economic Co-operation and Development Countries, as of 2018**



**Table 4.5. Parental Leave Benefits in Selected Foreign Military Forces**

Country	Prenatal Leave	Maternity Leave	Paternity Leave	Parental Leave	Other
<b>Canada</b> <sup>524, 525</sup> Regular Force members (as of 2017)	8 weeks may be taken before birth	Maternity leave shall not start more than 8 weeks before the expected date of birth and shall end not later than 18 weeks after the date of the end of the pregnancy; unpaid but member entitled to country/provincial Insurance Employment benefits and pay (up to about 364 days' pay allowance)		Up to 37 weeks	
<b>United Kingdom</b> <sup>526</sup> Service members (includes changes through 2018)	May begin leave before birth	26 weeks paid maternity leave, which may begin before birth; additional unpaid leave authorized up to maximum of 29 weeks after birth week; maximum of 52 weeks maternity leave (includes 26 weeks of Ordinary Maternity Leave followed by 26 weeks of Additional Maternity Leave); may extend to 55 weeks if unpaid antenatal leave taken; may be eligible for 39 weeks of statutory pay, the first 26 of which may be enhanced to the Servicewoman's full pay rate	Up to 2 weeks with full pay	Shared Parental Leave and Pay Scheme affords service personnel who are parents a flexible way to share time off work in the first year after their child is born or adopted; up to 37 weeks of statutory pay may be split between both parents	Up to 2 days special leave to attend antenatal/ adoption appointments with mother/ other parent
<b>Australia</b> <sup>527</sup> Permanent service personnel (includes 2019 legislative amendments)	Required to take off 6 weeks before birth unless medically approved to work longer	52 week entitlement	Either parent may take up to 2 weeks paid parental leave for each pregnancy		
<b>New Zealand</b> <sup>528</sup> Defence Forces	May commence parental leave up to 6 weeks prior to birth			A single continuous period of up to 52 weeks paid (26 weeks if less than 12 months employment) Parents/partners may share leave consecutively or concurrently up to a total maximum of 52/26 weeks	

Country	Prenatal Leave	Maternity Leave	Paternity Leave	Parental Leave	Other
Norway <sup>529</sup> (as of 2014)	May take 3 weeks paid leave prior to birth	6 weeks after birth for maternity leave	Fathers and co-mothers (same sex partners) have the right to take 2 weeks of paid leave to assist the mother	Parents have a joint 1 year of leave to care for the child; single parent may take leave for as long as 2 years	Other family or caregiver leave available to care for sick child or other family member
Israel <sup>530</sup> Permanent Service personnel (as of 2014)	If medically approved, 2 paid days per year of service; excess is unpaid	14 weeks/98 days (paid); can take up to 7 weeks before birth; may take up to 1 year; excess over 14 weeks is unpaid	Male Service member may take part of the birth mother's leave entitlement	8–16 days per year to care for sick child(ren)	Other parental, family, and caregiver leave entitlements for care for sick children, spouse, and parents

**Benefits of a Caregiver Sabbatical or Expanded Parental Leave Program**

Developing a caregiver sabbatical or extended parental leave program would provide servicewomen with an option to spend more time caring for newborns or young children. Research on the benefits of extended parental leave demonstrates these policies can increase employee retention and promote greater maternal and newborn health.<sup>531</sup> More countries and companies are offering increasingly longer periods of job-protected child-related leave (parental leave) to both parents in recognition of the fact that parental leave yields “major health and economic benefits for their employees, including greater employee satisfaction, reduced symptoms of postpartum depression for women and increased loyalty to the employer,” as reported in a 2018 Association of Corporate Counsel article reviewing parental leave.<sup>532</sup>

***Increased Employee Retention***

An article on family-friendly benefits in the International Journal of Manpower found paid family leave policies can positively influence retention and productivity rates in organizations, and some managers have even reported implementing paid family leave policies to address issues related to employee turnover and recruitment.<sup>533</sup> Studies have found paid family leave policies can lead to significantly lower turnover, a higher rate of return after taking leave, and an improved ability to balance work and family obligations. Family-friendly policies, coupled with family-supportive employers, assist women in managing family conflict and their personal health outcomes by reducing work-related stress.<sup>534, 535, 536</sup>



When Google, Accenture, and Aetna enhanced their paid family leave policies, attrition of their female employees who recently gave birth decreased significantly<sup>537</sup>:

- Accenture doubled its maternity leave to 16 weeks in 2015 and saw a 40 percent reduction in attrition.
- When Google extended its paid leave from 12 weeks to 18 weeks, attrition among mothers dropped by 50 percent.
- Aetna expanded its maternity leave, and the share of women returning to work jumped from 77 to 91 percent.

Flexible work arrangements, such as nonconsecutive weeks off, or an option of longer leave at less or no pay, are increasingly valued by employees because they have a positive effect on retention.<sup>538</sup> A 2016 Deloitte survey reported that “seventy-seven percent of employees said the amount of paid parental leave had some influence on their choice of employer,” and 50 percent preferred more parental leave than a pay raise.<sup>539</sup> KPMG, a global professional services firm, raised its maternity leave to 18 weeks to increase employee retention after concluding the extra cost more than offset the average 150 percent salary cost entailed in replacing an employee. They reasoned that “if we could get people through their first year after the birth of a child, we had a much higher success rate of retaining them for the long term.”<sup>540</sup>

At the Committee’s March 2020 quarterly business meeting, the Navy briefed that after its decrease in primary caregiver leave from 18 weeks to 12 weeks in 2016, 52 percent of female Sailors surveyed indicated they preferred the longer 18-week period.<sup>541</sup> A 2019 Center for Naval Analyses research memorandum analyzing the impact of the Navy’s maternity leave policy on servicewomen’s retention concluded that—

Policies aimed at retaining women ... that may appear to be a net cost to the personnel system at first glance may, in fact, be cost effective ... such policies do not need to have very large effects to justify their costs. If expanding maternity leave is associated with an additional 100 re-enlistments per year and birth rates hold constant at their current level, it will produce a substantial net increase in total hours worked.<sup>542</sup>

### ***Promotes Newborn Health***

A particularly important question is the determination of what is the optimal or “best” length of maternity and parental leave from the maternal and infant medical and mental health perspectives. After extensive research into the available science and studies, Brigid Schulte, director of New America’s Better Life Lab, and her colleagues recommended that, based on infant health, maternal health, gender equality, and female labor force participation, 6 months to a year of paid family leave is the optimal leave period.<sup>543</sup> That recommendation was further specified into 6 months for maternal health and well-being, and 1 year, split between parents, for infant and child health and well-being.<sup>544</sup>

The clearest evidence that parental leave entitlements improve child health comes from the study of birth outcomes, such as birthweight or infant mortality rates. Findings from a study of 700 women, published in the *Maternal & Child Health Journal* in 2017, concluded that—

Use and duration of paid maternity leave is associated with positive indicators of maternal and infant health, including lower likelihood of maternal and infant re-hospitalization and maternal mental health care use. These results support[ed] previous findings showing maternity leave to be associated with decreased infant mortality and improved maternal vitality and life satisfaction.<sup>545</sup>

This study noted the length of paid leave predicted mother and child health outcomes:

Women who took over 12 weeks of leave saw a nearly 75 percent decrease in the odds of having their infant re-hospitalized and having seen a mental health professional since giving birth, compared to women who took no paid leave.<sup>546</sup>

A 2019 *Journal of Health, Politics, Policy and Law* study reported that leave of 6 months to 1 year can yield short- and long-term health benefits, including “decreased incidence of low birthweight and preterm births, increased breast-feeding, reduced rates of hospitalizations among infants and improved maternal health.”<sup>547</sup> Leave beyond 1 year shows decreased marginal benefits.

Jody Heymann, a scholar of paid leave for over 20 years, notes—

From the infant health standpoint, it is strongly recommended that women exclusively breastfeed for six months, and the most successful means to assure that happens is to offer at least six months’ paid maternity leave.<sup>548</sup>

Breastfeeding is shown to lower infant mortality “three- to five-fold in high- and low-income countries,” and the United States has one of the highest rates of infant mortality and sudden infant death in the world.<sup>549</sup> A comprehensive report on paid family leave conducted by New America’s Better Life Lab study found that “for each month of paid maternity leave [for low income and middle income countries], there was a 13 percent decline in infant mortality. The greatest reduction in infant mortality was found with 40 weeks paid leave.”<sup>550</sup>

The World Health Organization, the American Academy of Pediatrics, and the American Academy of Family Physicians recommend exclusive breastfeeding for the first 6 months of an infant’s life. Breastfeeding for the first 6 months helps protect against increased risks of conditions including acute otitis media, gastroenteritis, atopic dermatitis, higher blood pressure, type 1 and 2 diabetes, asthma, and an increased risk of obesity and life-threatening conditions, including severe lower respiratory infections, childhood leukemia, necrotizing enterocolitis, and sudden infant death syndrome.<sup>551, 552, 553</sup>

The 2019 DACOWITS Report highlighted the challenges military women face in trying to breastfeed in a demanding military work environment that includes irregular schedules;

strict physical readiness standards; deployments and separations; work in atypical or hazardous working environments; lack of standardized and clean lactation rooms; lack of milk storage capacity; and a work culture that is not always supportive or understanding of breastfeeding mothers, their needs, and the importance of breast milk for infant and maternal health.<sup>554</sup> There is some evidence military women do not breastfeed as long as civilian women, with significant differences in breastfeeding rates at 4 to 6 months postpartum, most likely a result of the impediments, inconvenience, or difficulty associated with pumping and storing breast milk in the work environment.<sup>555</sup>

### ***Promotes Maternal Well-Being***

A study conducted by Dr. Rada Dagher at the University of Maryland School of Public Health, found that “women who return to work sooner than six months after childbirth have an increased risk of postpartum depressive symptoms,” and from the researchers’ perspective, bolstered arguments for revising the federal Family Medical Leave Act (FMLA) of 1993 which provides for only 12 weeks of unpaid family leave.<sup>556</sup> As originally drafted in 1984, the FMLA would have provided a 26-week medical period of leave followed by 18 weeks of parental leave. Although a Harvard pediatrics professor testified that at least 4 months was necessary for adequate bonding and a healthy parent-child relationship, maternal health impacts were not a consideration during the debate, and business opposition drove the ultimate 12-week compromise in effect today.<sup>557</sup>

A 2012 Australian study found psychological distress was “significantly less likely for mothers who took more than 13 weeks of paid leave” and also reported that “leaves shorter than 12 weeks have been connected with higher depression and anxiety, a decline in self-esteem and problems with sensitivity to the baby.”<sup>558</sup> The United States also has one of the highest maternal mortality rates of developed countries.<sup>559</sup> In addition to postpartum depression, new mothers show increased symptoms of backache, fatigue, perineal pain, and gastrointestinal problems. In a 2017 study published in the *Social Science and Medicine Journal*, researchers found women who return to work more quickly (within the first 6 months after childbirth) have worse mental health than mothers who remain on maternity leave.<sup>560</sup>

A 2008 study of 87 military women who gave birth at Wilford Hall Medical Center revealed 20 percent presented symptoms of postpartum depression (PPD), a disorder which, at national level, typically affects 1 in 9 mothers.<sup>561</sup> Another 2005 study also found a 19 percent incidence of PPD in a sample of 109 military mothers, to include suicidal ideation in 11 percent of those screened during pregnancy and in 15 percent postpartum. These results suggest active duty servicewomen may suffer a higher rate of depression and suicidal ideation compared with rates in nonmilitary populations.<sup>562</sup> Prenatal depression, child care stress, life stress, social support (or lack thereof), and infant temperament are among the factors contributing to PPD. Military women may also be more reluctant to report symptoms, thereby delaying treatment or preventing diagnosis, further delaying the mother’s recovery and adversely impacting her health. For instance, in the 2008 study, a greater percentage of the subjects reported PPD symptoms to the independent investigator than had reported them to their physicians.<sup>563</sup>

## Caregiver Sabbatical Options

Based on the Committee’s review of the available evidence, DoD should implement some form of extended parental leave or caregiver sabbatical beyond the 12 weeks currently authorized. DACOWITS outlines several options for a proposed caregiver sabbatical, including increasing awareness about the Career Intermission Program, facilitating an easier transfer to the Reserve Component (Reserve or Guard), adoption/modification of the Coast Guard’s new TEMPSEP initiative, and/or an altogether new caregiver sabbatical/parental leave option.

### *Option 1: Increase Awareness About the Career Intermission Program*

In 2009, Congress authorized the Career Intermission Pilot Program (CIP),<sup>564</sup> subsequently extended it twice,<sup>565,567</sup> and finally authorized it as a permanent program in 2019.<sup>567</sup> The CIP provides a temporary transition from active duty to the Individual Ready Reserve for Service members to pursue personal or professional growth outside the service while providing a mechanism for their seamless return to active duty. The CIP requires a minimum 1-year break, and participants receive 2/30th of their base pay per month during the leave of absence. They retain medical, dental, and other benefits such as commissary and exchange shopping privileges.<sup>568</sup> The Navy implemented its program in 2009, followed by the Marine Corps in 2013, and the Army and Air Force in 2014. The Coast Guard was not authorized to implement a CIP.<sup>569,570</sup> Service members may use the CIP to take leaves of absence up to 3 years for a variety of eligible reasons, including child care and caregiver purposes. However, the program has experienced a low take rate overall, and as of a 2017 GAO review, only 37 percent of the then 192 total participants (102 of them women) had used the CIP for “family” reasons.<sup>571</sup>

The Military Services briefed DACOWITS in March 2020 on the status of female Service member’s utilization of CIP (see Tables 4.6 and 4.7).

**Table 4.6. CIP Participation by Servicewomen, by Military Service**

Military Service	Number of Female Participants: Officers	Number of Female Participants: Enlisted	Percentage of Female Participants (Number Female/ Total Participants)	Range of Time Taken by Female Participants
Army (2009–2018)	4	7	65% (11/17)	2–3 years
Navy (2009–2020)	54	73	53% (127/238)	1–3 years
Marine Corps (2009–2020)	5	1	43% (6/14)	1–3 years
Air Force (2014–2019)	34	53	40% (87/215)	1–3 years

**Table 4.7. CIP Participants Citing Family/Child Care as Reasons for Participation, by Service**

Military Service	Number of Women Citing Family/Child Care Reasons	Total Number of Participants Citing Family/Child Care Reasons	Percentage of Participants Citing Family/Child Care Reasons Who Are Women
Army (2009–2018)	6	7	85%
Navy (2009–2020)	32	46	70%
Marine Corps (2009–2020)	3	9	33%
Air Force (2014–2019)	54	79	68%

The information provided by the Military Services in Table 4.7 demonstrates that although CIP participation is low overall, a substantial number of participants (between 50 and 85 percent) cited family and child care reasons as the primary reason for their CIP application. In the words of an Army soldier who was struggling with balancing her 11-year Army career, spending time with her toddler child, and trying to complete her bachelor’s degree, “I didn’t really want to walk away from my career, but it was getting to that point.” She was accepted for CIP, successfully completed her degree, and returned to active duty after 3 years in the CIP.<sup>572</sup>

Although a seemingly attractive program, few Service members take advantage of the CIP, and several factors likely affect the take rate. Few Service members can afford to go without their full pay for an extended period, especially if they have no other means of financial support. Another factor may be the lack of awareness and publicity surrounding this program. In a 2018 Federal News Network article, the author commented that—

Publicity behind CIP has been lackluster. All of the participants in the program who talked to Federal News radio said they were barely aware of the program before applying; most of the time they stumbled onto the information.<sup>573</sup>

Other factors affecting the use of CIP could include concerns about promotion and career disruption and the two-for-one service obligation payback. DACOWITS believes increasing awareness of this program could be a viable option.

***Option 2: Facilitate an Easier Temporary Transfer to Reserve Component***

Another possible extended caregiver sabbatical option may be a temporary transfer into a Reserve or Guard component for a specified period of time (perhaps up to 3 years). Many women who need more flexible work arrangements or time off from work do not necessarily wish to forego work entirely; they would like to continue in some part-time

status to maintain currency, proficiency, and an ongoing connection to service, rather than a total removal from the workforce. This option would also ease the return to full-time active duty service at the end of the Reserve/Guard period. Such an option may require congressional authorization, but it merits serious consideration.

In its 2017 Report, the Committee recommended the SecDef “consider seeking legislation and making appropriate policy changes to facilitate the smooth transition of military members between the components of each of the Military Services, to include inter-Service transfers.<sup>574</sup> Allowing greater flexibility in moving between active and reserve components could be an additional means of reducing attrition, retaining talent, and providing servicewomen an extended opportunity to care for newborn or young children.

### ***Option 3: Expand Coast Guard’s TEMPSEP program to Other Military Services***

The Coast Guards’ Temporary Separation Program (TEMPSEP), introduced in 2016, is another possible extended sabbatical option for the other Military Services.<sup>575</sup> This revised temporary separation program, originally instituted in 1991 and known as the Care for Newborn Child program, provides active duty Coast Guard members 6 months to 2 years away from service to pursue personal interests to include the specified purposes of caring for newborn children (live birth or adoption).<sup>576</sup> The purpose of the TEMPSEP program is to retain the valuable experience and training Service members possess that might otherwise be lost by voluntary separations. Participants must affiliate with the Coast Guard Reserve and are not required to return to active service at the conclusion of their TEMPSEP period. The Coast Guard briefed DACOWITS in March 2020 on Service member’s utilization of TEMPSEP; from 2016 to March 2020, 443 Coast Guard members separated and joined the Reserve force through this program.

Female Coast Guard members were 18 percent more likely to return to Active Duty than their male counterparts.<sup>577</sup> This is a promising result that merits consideration as a retention tool. The lower minimum separation period of 6 months may also be an attractive feature providing greater flexibility for a servicewoman’s needs in caring for her family.

### ***Option 4: Develop New Expanded Parental Leave Program (“Caregiver Sabbatical”)***

DoD should study the range of possibilities for additional caregiver leave options, including conducting surveys and interviews with currently serving and separated servicewomen about their views on parental leave. Understanding the impact of family responsibilities on servicewomen’s work–life balance and their reasons for separation could aid in the design of a new program. Some features that should be considered for inclusion in a new program follow:

**An option for an extended leave after 12 weeks:** This option could include periods of full, partial, or no pay depending on the length of the absence (e.g., the first 6 months at full pay, next 3 months at partial pay, and next 3 months at no pay). Health and other military benefits would continue to be available at no cost even during partial and no-pay periods.



**A flexible return to duty (“on ramp”):** An example of an “on ramp” approach would gradually increase working hours after the leave period is complete. For example, provide 4 to 6 weeks of part-time or reduced-hour duty (reduced days, week, or hours per day) gradually increasing back to full-time duty. For example, Amazon’s Ramp Back program gives new parents an option for returning to work gradually, including 8 weeks of flexible-time or part-time work options.<sup>578</sup> DoD has learned and adapted to telework and flexible work arrangements during the coronavirus pandemic, tools that could be applied to create a flexible return to duty for servicewomen.

**Shared parental leave:** In this option, DoD could allow both members of a dual-military couple to share or split the total available time between them. For example, a servicewoman may not wish to forego a training or deployment opportunity by taking a full 6-month caregiver leave, so she opts to take 4 months leave and her spouse/partner takes the remaining 2 months, assuring full-time care and bonding with the infant. The distinction between primary and secondary caregiver leave is giving way in the civilian sector to more gender-neutral parental leave policies where the nonbirth parent can share time off and caregiving duties in ways that suit both parents’ particular life circumstances and work commitments. As noted in the Committee’s 2017 report recommending removal of the marriage stipulation from parental leave policies, today’s family structures are dynamic and nontraditional with more working mothers and unmarried and single parents. Attitudes about a father’s involvement in child care have also changed to acknowledge the importance of paternal involvement in infant bonding and development.<sup>579</sup>

Every family’s situation is different, and greater flexibility enables families to adapt the leave benefit in a way that best meets their needs. There should continue to be a fixed period a birth mother must take off to ensure her health and well-being, but any extended leave period thereafter is best left to the parents to divide as they deem necessary. A corollary benefit of gender-neutral policies is that it encourages both males and females to share parental child care responsibilities, rather than defaulting to a “mother only” caregiving responsibility.<sup>580</sup> Increasing male participation in caregiving leave can help to normalize the taking of such leave and reduce the pressure on women to get back to work quickly out of a sense of guilt, a cultural stigma that persists.<sup>581, 582</sup> The American Enterprise institute-Brookings Working Group Report on Paid Family Leave recommended, in its proposed recommendations for federal policy, that “paid leave laws should be gender-neutral so that women are not disadvantaged in hiring decisions and so that care responsibilities are more evenly divided.”<sup>583</sup> The recommendations continued, “To the extent that gender neutrality both promotes economic security and encourages continued progress toward equalizing the cultural norms around caregiving, it is a key element of policy design.”<sup>584</sup>

**Prematernity leave option:** Some organizations offer their employees the option to take leave before the projected date of birth, with that time often being counted against the total parental leave time period. Some designate a specific prenatal leave period, but most include it within a single paid parental leave period.

**Noncontinuous period:** Another useful option for consideration is to permit the parent to use the time intermittently so he or she may save some portion of the leave to use at a later date (within a finite time period) for events such as infant medical appointments, child illness, or times when child care may be unavailable.

### ***Option 5: Marine Commandant's 1 Year Proposal***

In the Marine Corps Commandant's 2019 Planning Guidance, General Berger outlined his philosophy on supporting Marines and their families:

We should never ask our Marines to choose between being the best parent possible and the best Marine possible. These outcomes should never be in competition to the extent that success with one will come at the expense of the other. Our parental/maternity leave policies are inadequate and have failed to keep pace with societal norms and modern talent management practices. We fully support the growth of our Marine families and will do everything possible to provide parents with opportunities to remain with their newborns for extended periods of time. In the future, we will consider up to one-year leave-of-absence for mothers to remain with their children before returning to full duty to complete their service obligations.<sup>585</sup>

As of August 2020, the Marine Corps advised DACOWITS it is still considering how it might improve its parental leave policy in light of current DoD limitations on caregiver leave and other complexities. However, the Marine Corps affirmed the commitment to "support Marines and families across a continuum of service whether that is after the birth or adoption of a child or later when the child is being raised and parents need to make a decision about their careers."<sup>586</sup> The Marine Corps is studying how the CIP might be used to offer an extended caregiver leave and noted they intend to coordinate with the other Military Services. The Commandant is seeking to "see changes to ... the parental leave policy in the next six months," and staff are finalizing proposed (unspecified) changes for leadership decision.<sup>587</sup>

### **Beyond Just a "Child" Caregiver Sabbatical: Considerations for Establishing a Broader "Family" Caregiver Sabbatical**

In its review, the Committee learned some companies now offer a more comprehensive family leave benefit that extends to care for a wider range of family members and hardships than just parental leave. Many Service members, at some time in their careers, experience family hardships that require their presence and more extensive care than can be provided in just 1 or 2 weeks of personal leave.

Each Military Service has a specific program that allows members to be reassigned or temporarily deferred from an assignment for a severe family hardship that requires the

Service member's presence to resolve. These programs typically require a relocation, and the Service member is still required to work full time.

A new family caregiver sabbatical program would enable Service members to remain in their current location if desired and take an extended leave of absence, mitigating the considerable stresses associated with a permanent change of station and the need to juggle full-time work and caregiving. Examples of family hardship situations where such a family leave/sabbatical could be used include the following:

- Exceptional family member needs
- Death, rape, or severe psychotic episode of spouse or minor child
- Terminal illness of an immediate family member
- Major surgery for a spouse or minor child
- Children being placed in foster care
- Divorce (court awarded custody of children and time needed to make arrangements for permanent care)

The Committee believes a family caregiving sabbatical option for Service members would provide the greatest benefit for ensuring Service members can remain committed to their military service in the face of difficult personal life circumstances.

## Summary

Women still face barriers in the workforce, and among the primary reasons for their separation from service are concerns about family planning and dependent care. Numerous DACOWITS recommendations over the years have centered on policies that could provide servicewomen suitable time to recover from pregnancies; bond with their infants or adopted children; and provide consistent, high-quality child care for their families, particularly at critical times. DoD has come a long way in addressing these many issues, but female attrition continues to be a problem given the uniquely more onerous burdens associated with military service such as geographical separation from family support systems, frequent moves, deployments, the higher cost of living at many major installation locations, and lack of adequate or affordable child care especially for infants. Single parents, junior-grade enlisted Service members, and dual-military couples typically endure even greater work-life balance struggles.

A vast amount of evidence reveals that more generous parental leave policies can positively influence retention and productivity rates in organizations, build employee loyalty and engagement, reduce turnover and recruitment and training costs, and improve health outcomes for both mothers and newborns. Establishing a caregiver sabbatical program offers a potentially valuable and cost-effective retention initiative that could prove to be less costly and operationally inconvenient than the effects of the continuing attrition of a highly skilled and experienced segment of the military force—women.

The Committee therefore recommends the SecDef establish a caregiver sabbatical or extended parental leave alternative with the objective of developing more flexible caregiver leave options that will encourage, promote, and increase female servicemember retention by mitigating the stresses, burdens, and pressures associated with balancing service and family obligations.



Army Spc. Alison Boling, assigned to the 16th Engineer Brigade, Ohio Army National Guard, wears a facemask while working out at a soft reopening of the MWR main fitness center on Camp Buehring, Kuwait, Sept. 3, 2020.





U.S. Army Sgt. Jasmine Jenkins, an M88 Recovery Vehicle commander, communicates via radio during the battalions Table 4 mounted machine gun range at the 7th Army Training Command's Grafenwoehr Training Area, Germany, April 16, 2020.

# Chapter 5

Historical Review of the Influence  
of DACOWITS, 1951 to Present:  
A 70-Year Review



As the Defense Advisory Committee on Women in the Services (DACOWITS) prepares to celebrate seven decades of service to the Department of Defense (DoD) next year, we are proud to present this retrospective on the influence of this important Committee during the past 70 years. As the 50th and longest tenured Chair of DACOWITS, it is my honor to introduce this study. I served in the U.S. Air Force for 35 years, culminating my career in 2015 as the first female four-star general in my branch of Service. I was the beneficiary throughout my career of the changes driven by DACOWITS, starting with my appointment into the first class of women to attend the U.S. Air Force Academy in 1976, a change advocated by DACOWITS.

The work of this Committee has proven to be of utmost value to DoD. As one of the few Federal Advisory Committees that conducts annual installation visits to meet with Service members across all branches, we serve as the eyes and ears of the Department to ferret out issues and propose recommendations to address them. The Committee has proffered more than 1,000 recommendations during the past 70 years, 98 percent of which have been either fully or partially implemented by DoD.

Ms. Helen Hayes, the famous actress, and—more pertinent to this retrospective—a member of the inaugural Committee, said in 1951: “All of us must work at patriotism, not just believe in it. For only by our young women offering their service to our country as working patriots in the Armed Forces ... can our defense be adequate.” This quote is on the DACOWITS coin that is presented to individuals during our installation visits as a token of appreciation for outstanding support. Ms. Hayes’ sentiment from 1951 remains apropos today, almost seven decades later.

After serving in uniform for more than three decades, followed shortly thereafter by chairing DACOWITS for the past 4 years, my sincerest hope is that there will be a time when DACOWITS is no longer needed. As heartfelt as that hope is, I am absolutely convinced the need for DACOWITS remains as valid today as when this Committee was first formed. I am extraordinarily proud to be a part of the important work of DACOWITS. We conduct one of our public quarterly business meetings every March during Women’s History Month. Annually at that meeting we pause to reflect on the substantial progress made since DACOWITS was established in 1951. Then we turn to the Committee’s current study topics with the profound realization our work is not yet done.

Janet C. Wolfenbarger  
General (Retired), U.S. Air Force  
DACOWITS Chair



# Chapter 5. Historical Review of the Influence of DACOWITS, 1951 to Present: A 70-Year Review

In preparation for the DACOWITS' upcoming 70th anniversary in 2021, the Committee conducted an analysis of its efforts and impact during its history. As an anniversary synopsis, this chapter does not reflect every issue DACOWITS has studied during its tenure. DACOWITS' recent work in 2019 and 2020 is reflected here on important topics such as domestic abuse, conscious and unconscious gender bias, and marketing strategies, but implementation of recommendations by the Department of Defense and Military Services remains ongoing. The purpose of this chapter is to present an overview of DACOWITS' impact through a detailed review of the more than 1,000 recommendations made by the Committee. These recommendations have addressed dozens of issues and challenges



Women in the U.S. Navy. Photo from the DACOWITS archives

facing women in the U.S. military, some of which have been resolved over time and others that persist today. To provide context for this analysis, the chapter also includes a brief overview of women's service and a review of the history of the Committee.

The first section presents a history of women's service in the U.S. military. The second section provides an overview of the history of DACOWITS from 1951 to present day. Next, follows a description of the research team's methodology for analysis, and a presentation of the results of the analysis of DACOWITS' recommendations over time.

## History of Women in the U.S. Military

Women’s service has been integral to the success of the Military Services of the United States. Hundreds of years before women were allowed to serve, they aided the fight by ensuring troops were fed and clothed, and some joined the ranks disguised as men. The U.S. military’s reliance on women as nurses and the wartime need for additional support opened the door for women’s permanent place in the Military Services. Despite restrictions on their service and occupational roles over the years, women have continued to succeed and break barriers in the U.S. military. Table 5.1 presents a summary of the number of women who have served and died in service from the Civil War through the conflicts in Iraq and Afghanistan.

**Table 5.1. Number of Women Who Served and Died in Service by Conflict**

War/Conflict Period	Dates	Number of Women Who Served	Female Casualties
Revolutionary War	1775–1783	Unknown <sup>a</sup>	Unknown <sup>a</sup>
Civil War	1861–1865	6,000 <sup>b, c</sup>	Unknown <sup>c</sup>
Spanish-American War	1898–1902	1,500 <sup>a</sup>	22 <sup>a</sup>
World War I	April 1917–November 1918	35,000 <sup>c</sup>	400 <sup>c</sup>
World War II	September 1940–July 1947	400,000 <sup>a</sup>	400 <sup>a</sup>
Korean War	June 1950–January 1955	50,000 <sup>a</sup>	2 <sup>a</sup>
Vietnam War	August 1964–May 1975	265,000 <sup>d</sup>	8 <sup>a</sup>
Persian Gulf War	1990–1991	41,000 <sup>e</sup>	15 <sup>a</sup>
Operation Enduring Freedom and Operation Iraqi Freedom	2001–2014	700,000 <sup>a</sup>	161 <sup>a</sup>

**Notes:**

The number of women who served in each conflict and the casualty count were difficult to determine, especially prior to World War I. The number of women who served consists of those who served at home and abroad during the conflict time period. The information presented here reflects conflicts with different lengths, scopes, and personnel levels.

<sup>a</sup> U.S. Department of Veterans Affairs, National Center for Veterans Analysis and Statistics, 2017<sup>588</sup>

<sup>b</sup> This is an estimation of the number of nurses who served in the Civil War. Historians have also estimated approximately 400 women served in disguise as men.

<sup>c</sup> U.S. Army, n.d.<sup>589</sup>

<sup>d</sup> Of this number, 7,500 women were deployed abroad.

<sup>e</sup> Bellafaire, 2019<sup>590</sup>

### Women’s Devotion to Military Service Began Before They Were Granted Official Permission to Serve

During the American Revolution (1775 to 1783), women provided support to the battlefield by serving as nurses, cooks, laundresses, seamstresses, and water bearers. These women, known as “camp followers,” took care of essential domestic responsibilities for American troops who were at war. Some women served as saboteurs and spies who aided American troops by garnering important information, relaying



Photo from the DACOWITS archives

messages, or carrying contraband.<sup>591,592,593</sup> Although women had no official role in the U.S. military, their service was vital to the sustainment and success of American troops. Decades later in the 1830s, the Lighthouse Service, which would later become the Coast Guard, assigned women as lighthouse keepers for the first time.<sup>594</sup>

During the Civil War (1861 to 1865), most women who served were nurses who provided medical care to both Union and Confederate troops; it is estimated 6,000 women provided nursing support.<sup>595</sup> In 1862, women served on *Red Rover*, the Navy's first hospital ship, providing medical care to Union soldiers.<sup>596</sup> Women also served as cooks, laundresses, and clerks. Several hundred women disguised themselves as men to serve on the battlefield. These women went to great lengths to join the fight and conceal their identity by cutting their hair; adopting new, masculine names; binding their breasts; and padding their trouser waists.<sup>597</sup> The Civil War produced the first and only woman to receive the Medal of Honor. Dr. Mary Walker served as a surgeon, providing life-saving medical care to troops. Her Medal of Honor, first awarded in 1865<sup>iv</sup>, described how she "devoted herself with much patriotic zeal to the sick and wounded soldiers, both in the field and hospitals, to the detriment of her own health."<sup>598</sup> Near the end of the 19th century, approximately 1,500 civilian women were contracted as nurses to serve in domestic Army hospitals during the Spanish-American War.<sup>599</sup>

## Expansion of Women's Service in Nursing and Administrative Roles

Women's continued success serving as nurses, in particular during the Spanish-American War, led to the establishment of the Army Nurse Corps in 1901 and the Navy Nurse Corps in 1908. The first 20 nurses in the Navy, known as the "Sacred Twenty," were credited with breaking barriers for women in that Military Service.<sup>600,601</sup> The scope and size of women's roles in the U.S. military greatly expanded during World War I. More than 35,000 women served during this time, and nearly 400 women were killed in action. While most female Service members served as nurses, they



The "Sacred Twenty": The Navy's first nurses, October 1908

also worked as administrators, secretaries, telephone operators, and architects.<sup>602</sup> In 1917, the Navy opened enlistment for women as yeomen to provide clerical support and fill other shore-related shortages. The first enlisted woman was 21-year-old Loretta Perfectus Walsh, who was sworn in March 21, 1917. She worked as a Navy recruiter, sold bonds, and

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<sup>iv</sup> Dr. Walker was awarded the Medal of Honor by President Andrew Johnson in November 1865. However, her medal was rescinded in 1917, along with several hundred others, because she was a civilian who did not have commissioned service. In 1977, President Jimmy Carter restored her medal posthumously.

helped nurse sick influenza patients during the 1918 Spanish Flu pandemic.<sup>603</sup> Female yeomen worked in Washington, D.C., primarily performing clerical and other office work but sometimes serving as mechanics, truck drivers, camouflage designers, cryptographers, telephone operators, and translators.<sup>604</sup> In 1918, the then-Secretary of the Navy allowed women to enlist in the Marine Corps for the first time. Opha May Johnson, the first woman to join the Marine Corps, enlisted August 13, 1918.<sup>605</sup>

## **World War II and Increased Opportunities for Women in the U.S. Military**

World War II saw yet another expansion of women's roles, both in the Military Services and industrial workplaces on the home front. The need for women's service was reflected in the broadening of official military roles for women beyond nursing and clerical work, which included the establishment of the Women's Army Auxiliary Corps (later the Women's Army Corps), the Women Airforce Service Pilots, the Navy's Women Accepted for Volunteer Emergency Service, the Marine Corps Women's Reserve, and the Coast Guard Women's Reserve during the early 1940s.<sup>606</sup> Women were serving in the U.S. military as pilots, mechanics, and drivers, and also worked in communications, intelligence, and supply. Civilian American women also supported the war effort through their roles in industrial factories, captured by the quintessential image of "Rosie the Riveter."<sup>607,608</sup> At the end of World War II, without the need for wartime levels of staffing, the size of the military contracted along with the number and scope of women's roles; at the end of World War II, only women with critical skills were being recruited for military service.<sup>609</sup> Throughout the conflict, more than 400,000 women supported the war effort at home and abroad.<sup>610</sup>

Three years later in 1948, President Harry Truman drastically changed the U.S. military by signing the Women's Armed Services Integration Act, granting women permanent status in both the regular and Reserve forces.<sup>611,612</sup> Under this Act, women could compose no more than 2 percent of the total force, and female officers were not to exceed 10 percent of women serving. Service secretaries could discharge female Service members without cause, and women's service was restricted; women were not allowed on aircraft or ships engaged in combat.<sup>613</sup> Less than 1 month later, President Truman signed Executive Order 9981, which ended racial segregation in the U.S. military, allowing women of color equal access to serve.<sup>614,615</sup>

By the start of the Korean War, approximately 22,000 women were serving in the U.S. military, 30 percent of whom were in the medical or healthcare field.<sup>616</sup> While few women deployed outside of the continental United States during the conflict, a total of 120,000 women served during the Korean War.<sup>617</sup> In 1951, during the Korean War, DACOWITS was established to advise on the recruitment of women into the U.S. military.<sup>618</sup> A notable first at the end of the 1950s was the promotion of Anna Der-Vartanian to master chief petty officer; she became the first woman in the Military Services promoted to the rank of E-9.<sup>619</sup> Despite these progressive steps toward opening military service for women after World War II, President Truman signed Executive Order 10240 in 1951, which allowed DoD to discharge

women who were pregnant, gave birth during service, or who already had children. This policy requiring the involuntary separation of women who were pregnant or had children persisted until 1975.<sup>620</sup>

## The All-Volunteer Force and Women's Admittance to Military Service Academies

During the course of the Vietnam War, approximately 7,000 servicewomen served in Southeast Asia; 8 died in the line of duty, including 1 woman who was killed by enemy fire.<sup>621</sup> Modifications to the Women's Armed Services Integration Act in 1967 lifted the restriction on women composing more than 2 percent of military personnel, which allowed women to reach more senior officer ranks for the first time.<sup>622</sup> Brigadier General Anna Mae Hays, who began her service in 1942 as an Army nurse, became the first woman general officer in the Military Services in 1970.<sup>623</sup> In 1973, the U.S. military ended conscription, becoming an All-Volunteer Force. This significant change to the structure of military staffing necessitated a greater need for the recruitment of and reliance on women because there were not enough qualified male volunteers to meet the demand for military service.<sup>624</sup> The 1970s also opened the door for women to access additional training and professional development opportunities, the Reserve Officers' Training Corps (ROTC), and the Military Service Academies (MSAs). In 1976, President Gerald Ford signed a law allowing women to enter the MSAs,<sup>625</sup> the first classes to include women graduated in 1980. Shortly thereafter women gained recognition as top graduates at each MSA. These women included the first female top graduate at the Naval Academy in 1984,<sup>626</sup> at the Coast Guard Academy in 1985,<sup>627</sup> and at the Air Force Academy in 1986,<sup>628</sup> and the first female brigade commander and first female captain at the U.S. Military Academy at West Point in 1989.<sup>629</sup>

Throughout the late 1970s and 1980s, women began promoting to leadership positions, and for the first time held command-level roles in noncombat fields that included medical professionals, chaplains, pilots, boom operators, air crew members, embassy guards, and officers in charge of a vessel. During the 1980s and 1990s, women continued to gain access to new career fields involved with combat to some degree, which included positions surrounding combat missions and serving on combat ships. The Persian Gulf War (1990–1991) had the largest wartime deployment of women in the history of the U.S. military up until that point, with more than 41,000 women serving in Kuwait.<sup>630</sup>



Photo from the DACOWITS archives



This 1997 stamp was issued at the dedication of the Women in Military Service for America Memorial at Arlington National Cemetery in Arlington, Virginia.



## Expansion of Combat Roles for Women

In 1993, then-Secretary of Defense Les Aspen lifted restrictions to allow women to fly combat aircraft for the first time.<sup>631</sup> The following year, women were permitted to serve on most Navy combatant ships, providing greater opportunities for women's leadership and promotion.<sup>632</sup> Despite these legal changes bringing greater combat opportunities



Photo from the DACOWITS archives

for women, in 1994, DoD restricted women's engagement with ground combat service below the brigade level.<sup>633</sup> Throughout the 1990s, women continued to fill mission-critical roles in military engagements that included Operation Desert Storm, during which female fighter pilots flew combat aircraft on combat missions for the first time.<sup>634</sup>

U.S. involvement in Operation Enduring Freedom (OEF), which began in 2001, and Operation Iraqi Freedom (OIF), which began in 2003, changed the way women interacted with direct combat

because of the erasure of the traditional battlefield and the wide range of roles women served. Women accounted for greater than 10 percent of the more than 2.7 million Service members who deployed to Iraq and Afghanistan from 2001 to 2014.<sup>635, 636</sup> Women were not allowed to serve in direct action combat units but did serve in supporting units.<sup>637</sup>

Because of the nontraditional battlefields of Iraq and Afghanistan, support units were often in close proximity to active engagements, which resulted in higher than expected fatalities among female Service members. During these operations a greater relative percentage of women than men were wounded and later died: 35.9 percent of women (19) versus 17.0 percent of men (793) in OIF, and 14.5 percent of women (103) versus 12.0 percent of men (4,226) in OEF.<sup>638</sup> Because of the nature of the fighting in Iraq and Afghanistan and women's contributions during this time, DoD reassessed the definition of direct ground combat.<sup>642</sup> In 2010, the Navy announced it would begin allowing women to serve on nuclear submarines. Female officers were assigned to submarines starting in 2011, and enlisted women began serving on submarines in 2015.<sup>643</sup>

The 2010s saw historic expansions in women's opportunities to formally serve in combat. In 2013, following a unanimous recommendation

### Women Were Prisoners of War (POWs) Before Being Authorized to Serve in Combat

- **World War II:** Sixty-seven Army nurses were held as POWs for 2½ years after being captured by the Japanese in the Philippines. A second group of 11 Navy nurses were captured in the Philippines and held for 3 years. Five Navy nurses were captured by the Japanese in Guam and held for 5 months.
- **Gulf War:** Two female Service members were taken prisoner during Operation Desert Shield and Desert Storm.
- **Iraq War:** Three female Service members became POWs during the first days of the War in Iraq supporting Operation Iraqi Freedom.

Sources: Women in Military Service for American Memorial Foundation, n.d.<sup>639</sup> Naval History and Heritage Command, 2017<sup>640</sup> Army.mil Features, n.d.<sup>641</sup>



by the Joint Chiefs of Staff, then-Secretary of Defense Leon Panetta lifted the ban on women participating in the ground Services.<sup>644</sup> As a result of this policy change, military occupations could remain closed to women only by exception and only if approved by the Secretary of Defense.<sup>645</sup> That same year, the first Marine Lioness team (the precursor to female engagement teams) formed and deployed to Iraq. These female teams were focused on developing “trust-based and enduring relationships” with the Iraqi women they encountered on their patrols.<sup>646, 647</sup> These teams later deployed to Afghanistan and allowed servicewomen to work with Afghan women and gather critical information in support of the mission. In 2015, then-Secretary of Defense Ashton Carter announced women would be permitted to apply for all combat units and positions without exception starting January 1, 2016.<sup>648</sup> This decision mandated each Military Service develop a plan to ensure women were fully integrated into combat roles deliberately and methodically.<sup>649</sup>

## Women in the Military Today



U.S. Air Force Gen. Jacqueline D. Van Ovost, Air Mobility Command commander, speaks with Col. Lee Merkle, 349th Air Mobility Wing commander, during a mission briefing at 349th Air Mobility Wing Headquarters, Travis Air Force Base, California, Sept. 1, 2020. Van Ovost took time to visit Air Force Reserve Command's largest wing during her first visit to Travis as AMC commander.

As of 2020, women have served in some of the most senior roles in the Military Services—as four-star generals, Vice Chief of Naval Operations, Chief Master Sergeant of the Air Force, Chief of the Naval Reserve, Commander of a Combatant Command, Acting Commanding General of the United States Army Forces Command, among others. As of 2019, women represented 17 percent of the U.S. military,<sup>650</sup> and as of 2015, approximately 9 percent of the U.S. veteran population.<sup>651</sup> While substantial progress has been made toward gender integration, there is still more to be done. Congress and DoD continue to make headway to promote and realize full gender integration within the Military Services, which now include the newly created

U.S. Space Force. With the introduction of this new branch, the U.S. military has a rare opportunity to create a gender-inclusive and integrated Service at its inception.

## History of DACOWITS, 1951 to Present

DACOWITS was established in 1951 by then-Secretary of Defense George C. Marshall. The Committee is authorized under the provisions of Public Law 92–463, the Federal Advisory Committee Act,<sup>653</sup> which requires all Federal Advisory Committees to maintain and renew charters on a biannual basis, to include

*“American women can well be the margin between victory and defeat if only their utilization is planned intelligently in connection with manpower.”*

—Statement from Col Mary A. Hallaren at the first DACOWITS convening. Col Hallaren was the former director of the Women's Army Corps and the first woman to officially join the Army.

Source: New York Times, 1951<sup>652</sup>

information such as the committee’s objectives, supporting agency, estimated operating costs, and more.<sup>654</sup> Throughout its history, the Committee has been composed of appointed civilians who are tasked with providing advice and recommendations about women’s service to the Secretary of Defense.<sup>655, v</sup>

The Committee’s original purpose was to increase the recruitment of women in the wake of the 1948 Women’s Armed Services Integration Act, which allowed women’s service in the regular active peacetime forces. At the Committee’s first meeting in September 1951, rapid recruitment of women was the main focus. The Committee identified a lofty goal—recruiting 80,000 women into the Military Services within 10 months—a greater number than was achieved in World War II. A need for additional nurses was also discussed.<sup>656</sup>



Photo from the DACOWITS archives

During its nearly 70-year history, DACOWITS’ mission has evolved. Today, the Committee provides advice and recommendations to the SecDef through the Under Secretary of Defense for Personnel and USD(P&R) on matters associated with the recruitment, retention, employment, integration, well-being, and treatment of women in the Military Services. Many other aspects of DACOWITS, such as its objectives and membership requirements, have also evolved since its inception in 1951. These changes are discussed in the sections that follow, including Committee size and membership, organizational structure, Committee guidance, areas of focus, installation visits, and support of other DoD activities. One aspect that has remained consistent throughout DACOWITS’ 70-year history is the need recognized by DoD for a Federal Advisory Committee dedicated to providing robust recommendations on pertinent issues involving servicewomen.

## Committee Size and Membership

The composition of DACOWITS—the number of members and their term limits—has fluctuated over time. The size of the Committee is dictated by its charter. In its first year, DACOWITS was composed of 50 civilian members. Over the years, the maximum permitted number of members has ranged from 40 (2000–2002) to 15 (2008–2010). Throughout the Committee’s history, members have been permitted to serve 1- to 4-year terms. In 1978, the Committee welcomed its first male members.



DACOWITS’ 2019 installation visit to Davis-Monthan Air Base. Photo from the DACOWITS archives

<sup>v</sup> The information in this chapter is drawn from the internal DACOWITS document “DACOWITS History and Accomplishments, 1951–2011” unless otherwise specified.

Currently, the Committee may consist of no more than 20 members, who are drawn from a range of professional backgrounds and are selected for their experience with military service or women’s workforce issues. The Committee includes male and female members with and without military experience. For those with prior military service experience, the members represent both officers and enlisted personnel and all Military Service branches.

The current members include prominent civilian women and men from academic, industry, public service, and other professions.

The Committee has also been led by an esteemed list of chairs (see Table 5.2).

**Table 5.2. DACOWITS Chairs, 1951 to Present**

Term	Chair
1951	Mrs. Mary Pillsbury Lord
1952–1953	Ms. Lena Ebeling
1954	Mrs. Eve Rawlinson Lee
1955	Mrs. Evelyn Crowther
1956–1957	Ms. Margaret Divver
1958	Mrs. Murray Pearce Hurley
1959	Ms. Janet P. Tourtellotte
1960	Mrs. Margaret Drexel Biddle
1961	Mrs. Lucia Myers
1962	Mrs. Nona Quarles
1963	Ms. Margaret J. Gilkey
1964	Mrs. Betty M. Hayenga
1965	Mrs. Elinor Guggenheimer
1966	Mrs. Agnes O’Brien Smith
1967	Dr. Minnie C. Miles
1968	Dr. Geraldine P. Woods
1969	Dr. Hester Turner
1970	Dr. Majorie S. Dunlap
1971	Mrs. Helen K. Leslie
1972	Mrs. Estelle M. Stacy
1973	Mrs. Fran A. Harris
1974	Mrs. Wilma C. Rogalin
1975	Mrs. Nita D. Veneman
1976	Mrs. Judith Nixon Turnbull
1977–1978	Mrs. Piilani C. Desha
1979–1980	Mrs. Sally K. Richardson
1981	Dr. Gloria D. Scott
1982	Mrs. Maria Elena Torralva
1983	Dr. Mary Evelyn Blagg Huey
1984	Mrs. Anne L. Schulze
1985	Ms. Constance B. Newman
1986–1988	Dr. Jacquelyn K. Davis

Term	Chair
1989	Dr. Connie S. Lee
1990	Ms. Meredith A. Neizer
1991	Ms. Becky Costantino
1992	Mrs. Jean Appleby Jackson
1993	Ms. Ellen P. Murdoch
1994	Mrs. Wilma Powell
1995	Ms. Sue Ann Tempero
1996	Mrs. Holly K. Hemphill
1997	Dr. Judith Youngman
1998	Ms. Elizabeth T. Bilby
1999	Ms. Mary Wamsley
2000–2001	Ms. Vickie L. McCall
2002–2005	LtGen (Retired) Carol A. Mutter, U.S. Marine Corps
2006–2009	Mrs. Mary Nelson
2010–2011	LtGen (Retired) Claudia J. Kennedy, U.S. Army
2012–2014	Mrs. Holly K. Hemphill
2014–2016	LtGen (Retired) Frances Wilson, U.S. Marine Corps
2016–2021	Gen (Retired) Janet C. Wolfenbarger, U.S. Air Force

## Committee Organizational Structure

Historically, DACOWITS has been organized into subgroups (sometimes referred to as task forces, working groups, or subcommittees) to divide responsibilities among members and ensure adequate attention is paid to the Committee’s various topics of interest. While subgroups focus on particular topics or areas, the entire Committee votes on all recommendations delivered to the Secretary of Defense. At its establishment in 1951, DACOWITS was composed of five working groups: training and education, housing and welfare, utilization and career planning, health and nutrition, and recruiting and public information. In the late 1970s and early 1980s, the Committee formed unique task forces to address emerging issues, such as a legal and legislative task force in 1979 to focus on issues pending before Congress (e.g., whether to require women to register for the Selective Service).<sup>657</sup> In 1982, the Committee formed one task force to focus on the MSAs and another to focus on ROTC. The Committee also created task forces centered around internal issues such as public relations (in 1980) and new member orientation (in 1982). From 2010 to 2015, the Committee was organized into two subcommittees: wellness and assignments. Since 2016, the Committee has been structured into three subcommittees: recruitment and retention, employment and integration, and well-being and treatment. Under the current structure,



Photo from the DACOWITS archives



each subcommittee has a lead and a subset of members who concentrate their efforts on topics assigned to the subcommittee.

## Areas of Focus Over the Years

Upon its establishment in 1951, DACOWITS' primary goal was to advise the Secretary of Defense on strategies to improve the recruitment of women in the U.S. military during the Korean War. However, the Committee's mission changed just 2 years after establishment to focus on promoting military service as an acceptable career path for women. DACOWITS has consistently adapted over time to ensure the Committee is aligned to address relevant and timely topic areas. Since 2002, DoD's Office of the Secretary of Defense has provided annual guidance to the Committee on topic areas to investigate during a given year.



Photo from the DACOWITS archives

The number of topics DACOWITS has been directed to review on an annual basis has varied over time as well. For example, in 2003, DoD directed the Committee to investigate a variety of topics, which included retention of female officers, support during deployment, and healthcare—particularly obstetrics and gynecology (OB/GYN) care.<sup>658</sup> However, in 2006, DoD directed DACOWITS to focus

its efforts on one topic, the “representation and advancement of female officers among lawyers, clergy and doctors in all branches of the Services.”<sup>659</sup> Currently, the Committee is studying a variety of issues, which include: dual-military co-location policies, marketing strategies, retention and exit surveys, women in aviation, women in space, gender implementation plans, the Army Combat Fitness Test, the effect of grooming standards on women's health, primary caregiver leave, and caregiver sabbaticals. In addition to annual topic areas of focus, DACOWITS has also established themes in certain years to guide its efforts, such as “Recall to Duty-1971” and “Salute to Women in the Services” in 1971—the Committee's 20th anniversary year—and “Changing Roles of Women in the Armed Forces” in 1977. The recommendations DACOWITS makes each year are directly related to the topics it has studied. Finally, some topics that originally fell under DACOWITS' purview have been taken over by new Federal Advisory Committees—for example, the DoD Military Family Readiness Council, which was established in 2008, and the Defense Advisory Committee on Investigation, Prosecution, and Defense of Sexual Assault in the Armed Forces, which was established in 2016.<sup>660</sup> An overview of the breadth of topics DACOWITS recommendations have addressed are presented later in this chapter.



DACOWITS' 2019 Installation visit to Naval Submarine Base Kitsap. Photo from the DACOWITS archives

## Installation Visits

A major tenet of DACOWITS' work throughout its history has been directly engaging Service members during in-person visits to U.S. military installations. From 1951 to 2020, DACOWITS made approximately 750 installation visits to obtain firsthand information from both male and female Service members on topics of interest to the Committee (see Figures 5.1, 5.2, and 5.3). During these visits, the Committee interacted with hundreds of Service members each year. The type of information gathered during these visits has evolved over time. Over the years, DACOWITS has moved from informal reporting of member observations to formal data collection through structured focus groups and rigorous qualitative data analysis. Some notable installation visit milestones follow:

- **1978:** DACOWITS made its first formal Coast Guard visits.
- **1986:** DACOWITS made its first visits overseas to Germany and the United Kingdom to engage with deployed Service members.
- **1996 and 2000:** The DACOWITS Executive Committee and staff made visits to Jordan to fulfill an invitation from Lieutenant Colonel (then Major) Her Royal Highness Princess Aisha Bint Al Hussein to meet with personnel of the Directorate of Women's Affairs, Jordan Armed Forces.
- **2005, 2007, 2008, and 2009:** DACOWITS completed virtual site visits to Iraq and Afghanistan via video teleconferences.

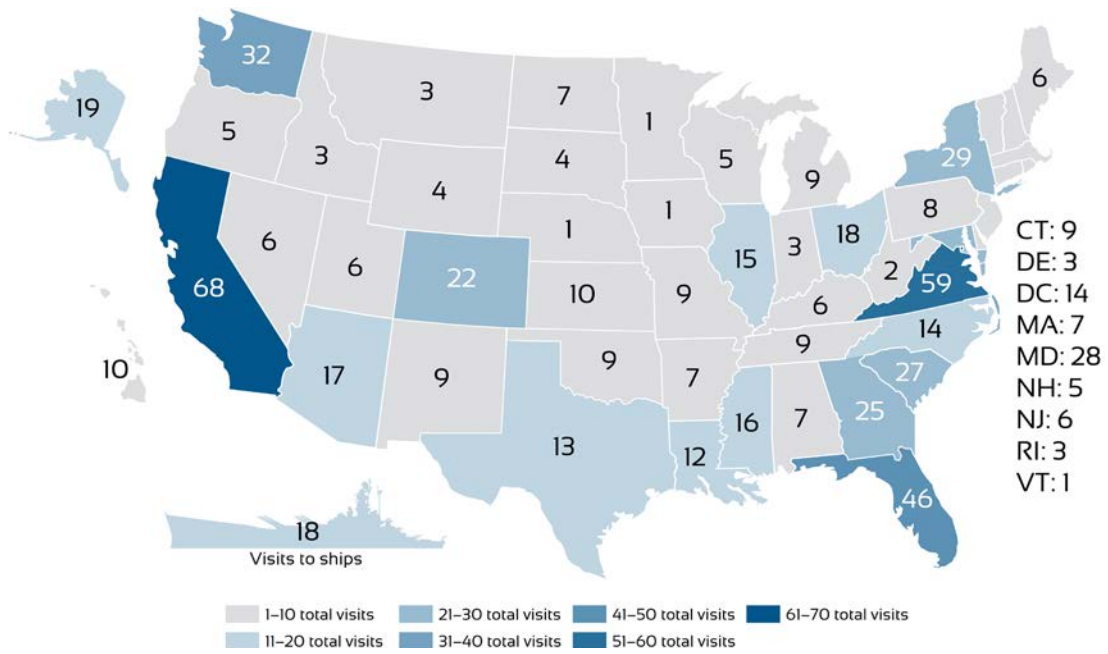
Currently, DACOWITS conducts approximately 10 installation visits per year, which include rigorous data collection through focus groups and mini-surveys, meetings with senior leaders and commanders, informal gatherings with Service members, and installation tours that allow members to observe the spaces where servicewomen work and live.

**Figure 5.1 Summary of DACOWITS Installation Visits, 1951 to 2020**



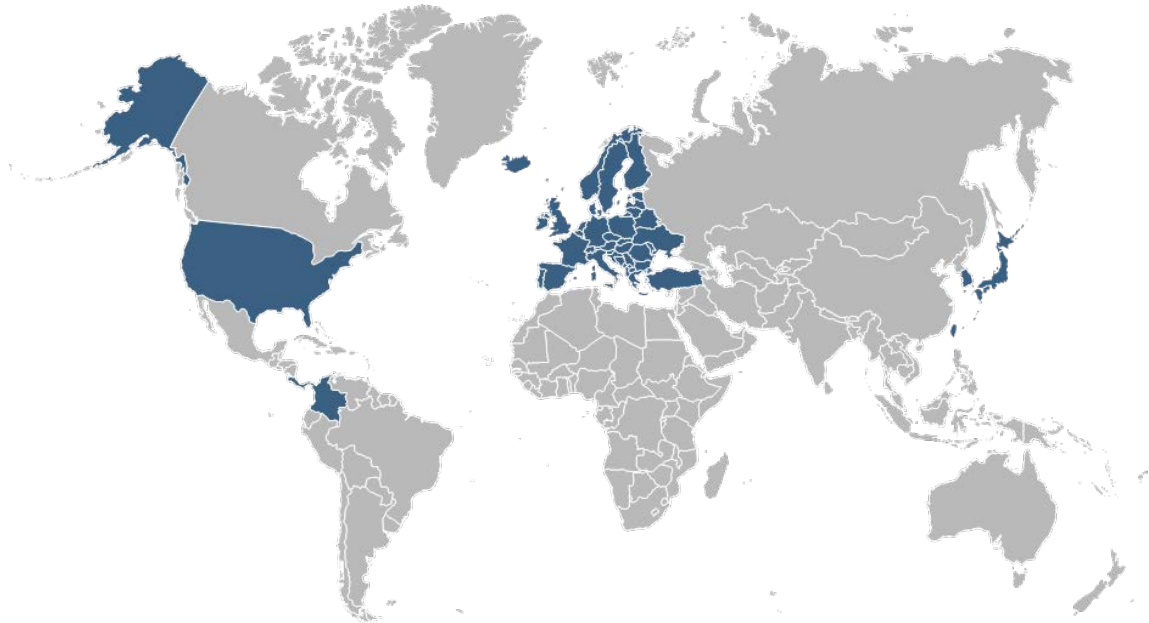


Figure 5.2. Number of DACOWITS Installation Visits by State, 1951 to 2020



Notes:  
 CT = Connecticut; DE = Delaware; DC = District of Columbia; MA = Massachusetts; MD = Maryland; NH = New Hampshire; NJ = New Jersey; RI = Rhode Island; VT = Vermont

Figure 5.3. Countries Visited by DACOWITS, 1951 to 2020



## Guidance for Committee Members

DACOWITS has regularly prioritized the development of internal resources and guidelines to support its members and promote consistency among their efforts. In 1979, DACOWITS approved revised operating guidelines that resulted in the implementation of a new member orientation program and increased information-gathering responsibilities for Committee members, which included a minimum of two self-coordinated military installation visits per year and expanded expectations around Committee member engagement with information sources. In 1985, DACOWITS developed a handbook and installation visit guide to clarify the Committee's operating guidelines and assist members with planning and conducting their visits to military installations. The current chair has prioritized the member handbook by ensuring it is current and comprehensive and able to serve as a reference document for all Committee activities and business.



Photo from the DACOWITS archives

DACOWITS has also recognized the importance of consistently reviewing its structure, mission, and guiding principles to ensure they maintain their relevance over time. For its 50th anniversary in 2001, the Committee established a subcommittee to examine DACOWITS' mission, goals and objectives, technical and structural systems, decision-making processes, and personnel systems.

## DACOWITS Support of Other DoD Activities



Photo from the DACOWITS archives

Historically, DACOWITS members have engaged in various DoD activities outside the scope of the Committee's efforts to advise the Secretary of Defense. Members of the Committee have participated in a variety of DoD celebrations and ceremonies to help increase public awareness of DACOWITS. These events have included the 1952 White House ceremony to commemorate the first issue of a postage stamp honoring women in the U.S. military; the 1995 ceremony to break ground

for the Women in Military Service for America Memorial (also known as the Women's Memorial); and the 2001 ceremony at the Army Women's Museum in Fort Lee, Virginia, to commemorate DACOWITS' first installation visit to the Women's Army Corps Training

Center in 1951. More recently, the Committee has continued to publicly celebrate and support women in the Military Services by cohosting a 2017 event with the U.S. Department of Veterans Affairs' Center for Women Veterans to celebrate Loretta P. Walsh, the first woman to enlist into U.S. military service, who joined March 21, 1917.<sup>661</sup>

DACOWITS' efforts have also resulted in the development of other DoD task forces. These have included the DoD Task Force on Women in the Military, established in 1987 in response to DACOWITS recommendations, and the DoD Quality of Life Task Force, established in 1994. As evidenced by the activities described earlier in this section, Committee members have prioritized participating in supplemental activities focused on women's experiences in the Military Services to build awareness and celebrate the accomplishments of such women, and they continue to do so.

### Celebrating the 40th Anniversary of the First Female Graduates of Military Service Academies



*In 2020, DACOWITS commemorated the 40th anniversary of the first female graduates of the U.S. Air Force Academy, the U.S. Naval Academy, and the U.S. Military Academy at West Point. Three members of those graduating classes have served on DACOWITS-- MAJ (Ret) Priscilla Locke, Ms. Janie Mines, and current DACOWITS Chair Gen (Ret.) Janet Wolfenbarger.*

DACOWITS members who were in the first class of female graduates of the Military Service Academies pictured with the former DACOWITS Military Director and Designated Federal Officer, Colonel Toya Davis (second from right). Source: Cronk, 2020.

## Looking Ahead: The Future of DACOWITS

Building on its legacy and dedicated history, DACOWITS continues to serve by providing independent advice and recommendations to the Secretary of Defense on matters and policies relating to the recruitment, retention, employment, integration, well-being, and treatment of women in the Military Services. The Committee will continue its work toward making recommendations to improve the lives of servicewomen that will have lasting impacts beyond the current decade. Although DACOWITS focuses its efforts on servicewomen, all Service members benefit when the Committee's recommendations are implemented. The Committee's rich history and sustained effort live on as its members rigorously study relevant topics of concern to DoD, conduct installation visits, and determine recommendations that will help guide the future of the U.S. military for years to come.



DACOWITS' 2019 installation visit to Joint Base Elmendorf-Richardson. Photo from the DACOWITS archives

# Analysis of DACOWITS Recommendations, 1951 to Present

Since its inception in 1951, DACOWITS has made more than 1,000 recommendations on dozens of topics and themes. As of 2019, 97 percent of the recommendations<sup>vi</sup> made have been fully or partially adopted by DoD.<sup>663</sup> The following chapter provides an analysis of the Committee's recommendations over time, including the research team's methodology and brief discussions of the most prevalent themes.

## Trends in DACOWITS Recommendations

Based on a review of DACOWITS meeting minutes, reports, and internal documents the Committee made a total of 1,062 recommendations between 1967 and 2020.<sup>vii</sup> In addition to standard recommendations, continuing concerns and commendations were also included in the analysis; these three types of actions are referred to collectively as recommendations in this report.



Photo from the DACOWITS archives

## Recommendation Analysis Methods

The research team used qualitative methods to analyze the more than 1,000 recommendations DACOWITS made from 1967 to 2020. As outlined in this section, the research team coded each recommendation by theme (e.g., benefits and entitlements, career progression, family support); type (standard recommendations, commendations, or continuing concerns); purpose (e.g., program resources and/or support, policy change); and the target population or audience (e.g., all the Military Services, one specific Service) for the recommendation.

## Coding Recommendations by Theme

The research team first chronologically organized the recommendations and coded each observation by general themes and subthemes. General themes were initially derived from topics highlighted in past DACOWITS annual reports available on the DACOWITS website.<sup>664</sup> Throughout the coding process, the themes were refined and subthemes introduced to allow for greater specificity in coding and later analysis. Each recommendation was coded with at least one theme. In cases when a recommendation explicitly pertained to more than one theme, the two most prevalent themes were coded. Out of a total of 1,062 recommendations, 763 were coded with 1 theme, and 299 were coded with 2 themes.

<sup>vi</sup> Recommendations made prior to 2018

<sup>vii</sup> Recommendations made prior to 1967 are accessible only by manually retrieving them from the National Archives. Because recommendations made prior to 1967 were not readily accessible, they were not included in the analysis.



## Coding Recommendations by Type

In addition to themes, the research team designated each observation as a standard recommendation (observation in which DACOWITS recommended DoD or the Military Services make changes); continuing concern (matter that came to the attention of DACOWITS but about which the Committee was not prepared to make a recommendation), or commendation (praise by DACOWITS for a policy, program, Military Service, or individual). Some commendations also included a recommendation.

## Coding Recommendations by Purpose

The research team identified the purpose of each recommendation. Common purposes were whether the recommendation pertained to program resources and/or support, research, symbolic recognition, internal DACOWITS activity, a policy change, or a legal change. Any recommendations that did not appropriately fit into these categories were coded as “other.”

## Coding Recommendations by Target Entity

The research team identified the target entities or audience toward which each recommendation was directed—classifying whether the recommendation was intended for all Military Services, Service specific,<sup>viii</sup> DACOWITS itself, or some other population.

Descriptions of the common themes, types, purposes, and target populations of the recommendations follow.

## Common Themes Addressed in Recommendations

Throughout the years, DACOWITS’ recommendations have addressed a variety of topics and subtopics. Table 5.3 presents the most common topics of concern for the Committee, organized alphabetically. The findings outlining the number of recommendations the Committee made regarding each topic are described later in this chapter.

**Table 5.3. Common Themes and Subthemes Addressed in DACOWITS Recommendations, 1967 to 2020**

Themes and Subthemes	Description
<b>Benefits and entitlements</b>	<b>Benefits, salary, or entitlements received by current or former Service members</b>
Base allowance for quarters	Housing allowances
Housing	Housing on or off base for Service members
TRICARE	Healthcare for Service members
<b>Career progression</b>	<b>Career progression of a Service member, including career planning and trajectories, transitions and/or assistance related to assignments and placements, and leadership development</b>
Deployment	Transitions related to deployments
Reintegration	Transitions related to reintegration after returning from deployments
Pregnancy status	Transitions related to pregnancy status

<sup>viii</sup> Recommendations that were directed to two or three Services are included in the Service-specific category.

Themes and Subthemes	Description
Transition between Active and Reserve Components	Transitions related to members of the Reserve or Guard moving to active duty status or active duty Service members moving to the Reserve or Guard
Veterans	Transitions related to separating from the U.S. military and moving to veteran status; also includes general recommendations related to veterans
Promotion and/or career advancement	Career advancement, promotion criteria, and performance evaluations
Enlistment	Standards or practices used around enlistment
Leadership development and representation	Initiatives for leadership or mentoring development, including both individual members of the U.S. military (developing their personal leadership skills) and the Military Services' leadership as a whole (e.g., strengthening officer training); also includes diversity (e.g., race, gender, ethnicity) initiatives for underrepresented leaders, including at the executive/advisory board level
<b>Communication and/or dissemination</b>	<b>Communication or dissemination of information from the branches or DoD to Service members and/or civilians; for example, "increase effective communication"</b>
<b>Education and/or training</b>	<b>Education or training</b>
Basic training	Basic or recruit training
MSAs	Education and trainings conducted at MSAs
Youth programming	Education and trainings for children younger than 18
ROTC	ROTC or Junior ROTC programs
New training or conferences	Creation and/or implementation of new trainings or organization of conferences
Modifications to existing training or conferences	Expanding or modifying existing trainings or conferences
<b>Family support</b>	<b>Policies aimed at supporting families and their dependents</b>
Child care	Child care
Domestic abuse	Domestic abuse
Dual-military couples	Spouses who both are current Service members; includes co-location policies for such couples
Family leave policies	Parental or family leave policies that allow Service members to take leave when having/adopting a child
Sabbaticals	Sabbatical programs that allow Service members to take leave to pursue other areas of life
<b>Gender equality and integration</b>	<b>Equalizing standards or guidelines for genders, including integrating women into previously closed positions or units, and barriers preventing full integration; also includes utilization OR increasing the number/percentage of women in underrepresented fields</b>
Women in combat	Integrating women into previously closed combat positions
Gender bias	Gender bias or sexism involving any prejudice or stereotyping based on gender or sex
Physical fitness standards	Completion, implementation, and components of physical fitness tests or the discussion of physical fitness test requirements; body specifications, measurements and scales, and physical ability requirements deemed necessary for adequate job performance
Uniforms and equipment	Uniforms and equipment used by female Service members
<b>Reserve and Guard components</b>	<b>Reserve or Guard, specifically</b>



Themes and Subthemes	Description
Internal to DACOWITS	DACOWITS processes or the dissemination of information pertaining to DACOWITS
Marketing and recruitment	Media or programs specifically designed to promote a given entity (e.g., the Military Services) or related to the recruitment of female Service members
Portrayal of female Service members in media	Depiction and representation of female Service members in the media; e.g., print, video, television, stamps, radio
Retention	Female attrition and retention
Sexual harassment and sexual assault	Both sexual harassment and sexual assault
Sexual harassment	Related to sexual harassment, but not sexual assault
Sexual assault	Related to sexual assault, but not sexual harassment
Unit culture and morale	Unit culture or morale
Women's health and well-being	Women's health, including reproductive health
Breastfeeding and lactation	Breastfeeding and lactation policies, programs, or support
Mental health	Mental health, including drug or alcohol abuse and posttraumatic stress
Pregnancy	Pregnancy, including postpartum

Notes:

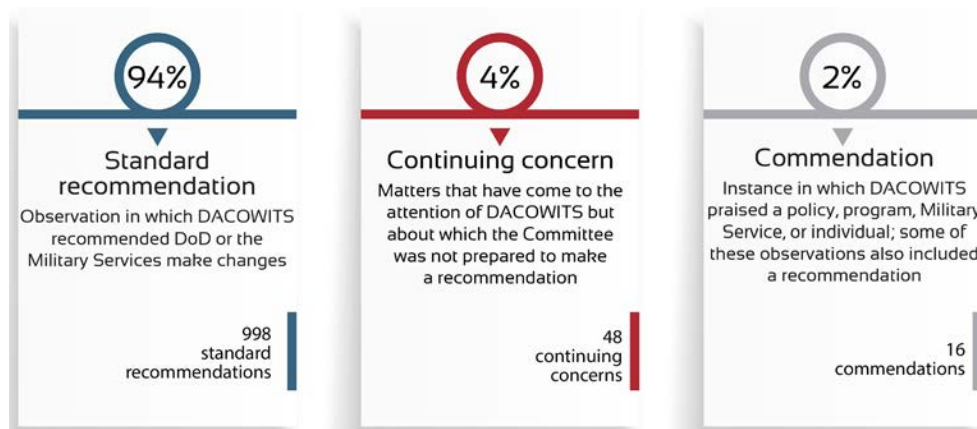
MSA = Military Service Academies

Sources: DoD, DACOWITS, 1967–2020<sup>665, 666</sup>

## Common Types of Recommendations

Each recommendation has been designated as a standard recommendation, continuing concern, or commendation. The definition and prevalence for each recommendation type is shown in Figure 5.4.

**Figure 5.4. Definition for Each Type of DACOWITS Recommendation, and Distribution of Types**



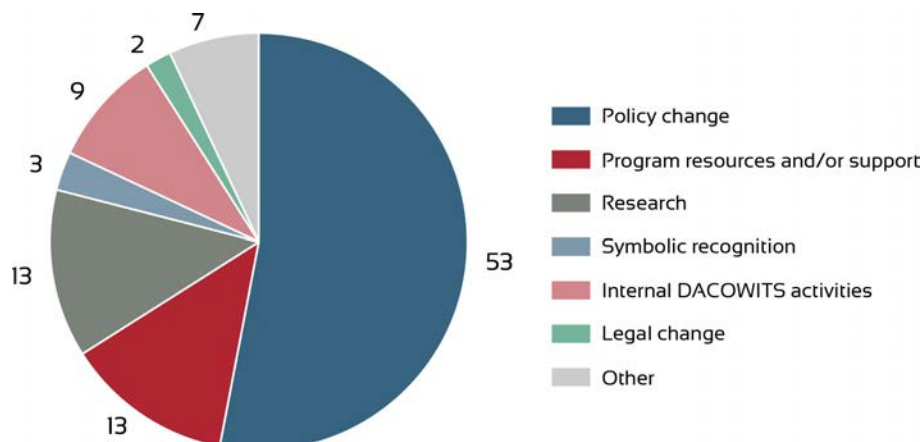
Sources: DoD, DACOWITS, 1967–2020<sup>667, 668</sup>

## Common Purposes of Recommendations

DACOWITS recommendations served a variety of purposes. The largest category, representing 53 percent of all recommendations, aimed to enact a policy change. Of

the remainder, 13 percent (136 recommendations) pertained to program resources and/or support; 13 percent (140) pertained to research; 9 percent (99) applied to internal DACOWITS activities; 3 percent (35) focused on symbolic recognition; 2 percent (16) pertained to a legal change; and 7 percent (78) were classified as other (see Figure 5.5).

**Figure 5.5. Percentage of DACOWITS Recommendations by Purpose**

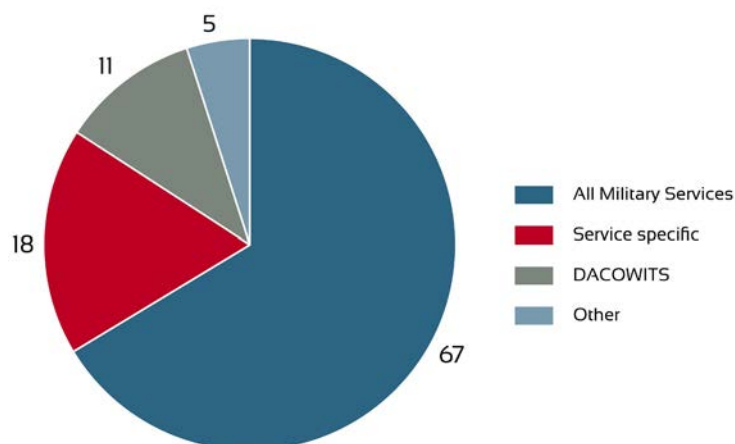


Sources: DoD, DACOWITS, 1967–2020 <sup>669, 670</sup>

## Common Target Entities for Recommendations

Each DACOWITS recommendation is directed toward a specific entity tasked with considering the change proposed by the Committee. Recommendations are directed toward all the Military Services, a specific Service,<sup>ix</sup> DACOWITS itself, or some other entity. Of the 1,062 recommendations analyzed, two-thirds (707, or 67 percent) were directed to all Military Services; 186 (18 percent) were Service specific; 116 (11 percent) pertained to DACOWITS; and 53 (5 percent) pertained to another population (see Figure 5.6).

**Figure 5.6. Percentage of DACOWITS Recommendations by Target Entity**



Note: Percentages do not sum to 100 because of rounding.

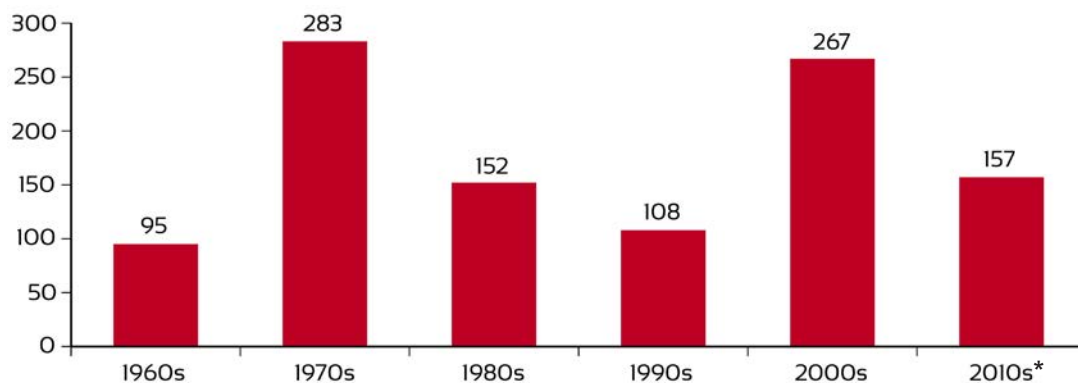
Sources: DoD, DACOWITS, 1967–2020 <sup>671, 672</sup>

<sup>ix</sup> Recommendations that were directed to two or three Services are included in the Service specific category.

## DACOWITS Recommendations Across the Decades

A broad examination of DACOWITS' work during the past seven decades shows how a range of factors have influenced the production of the Committee's recommendations. The Committee made the majority of its recommendations during the 1970s and 2000s, coinciding with the Vietnam War and the transition to an All-Volunteer Force in 1973, and the 9/11 terrorist attacks in 2001 and subsequent wars in Afghanistan and Iraq (see Figure 5.7).

**Figure 5.7. Number of DACOWITS Recommendations by Decade**



Note:

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020 <sup>673, 674</sup>

In the 1970s, the Committee focused on recommendations related to gender equality and integration, followed by recommendations pertaining to benefits and entitlements for current and former Service members, and career progression of Service members. Despite a consistent decrease in the number of gender equality and integration recommendations throughout the 1980s and 1990s, the topic remained the Committee's top priority in the 30 years following the U.S. military's transition to an All-Volunteer Force. In the 2000s, the Committee focused its recommendations on family support and career progression, and in the 2010s, the focus shifted to gender integration and sexual harassment and sexual assault.

### History of DACOWITS Areas of Concern as Reflected in Its Recommendations

This section presents the common themes and topics addressed by DACOWITS recommendations from 1951 to the present.<sup>x</sup> DACOWITS recommendations fell into 13 broad topics (see Figure 5.8, which is ordered alphabetically). Each subsection addresses one topic. The results, which are presented in order of frequency, also include a discussion

<sup>x</sup> The recommendations are presented exactly as originally written (except where redacted for clarity/brevity); as a result, there are some inconsistencies in capitalization and other aspects of the recommendation text across different years and iterations of the Committee.

Figure 5.8. DACOWITS Recommendations by Topic and Decade



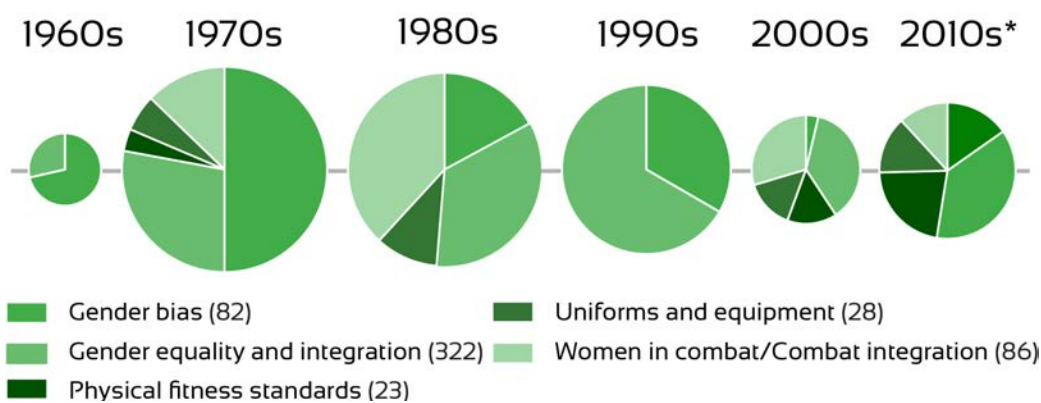
Note:  
 Recommendations that addressed two themes were double-counted in totals.  
 Size of circles in this figure represents the number of associated recommendations for each decade.  
 \*The year 2020 is included in 2010s  
 Sources: DoD, DACOWITS, 1967–2020<sup>675, 676</sup>

of subtopics relevant to each overarching theme and illustrative examples of DACOWITS recommendations related to that topic over time.

## Gender Equality and Integration

Throughout its history a core focus of the Committee has been improving the gender equality and integration of women into the U.S. military. As a result, the greatest percentage (24 percent) of all the recommendations made by DACOWITS have focused on gender equality and integration. Most recently, the Committee recommended in 2020 that “the Secretary of Defense should designate a single office of primary responsibility to provide active attention and oversight to the implementation of the Military Services’ gender integration plans in order to restore momentum and measure progress.” Within the broader category of gender equality and integration, DACOWITS has made recommendations specifically related to women in combat, gender bias, uniforms and equipment, and physical fitness standards (see Figure 5.9).

**Figure 5.9. Proportion of DACOWITS Gender Equality and Integration Recommendations by Topic and Decade**



Note:

Recommendations that addressed two themes were double-counted in totals.

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020<sup>677,678</sup>

## Women in combat

DACOWITS has been advocating for women’s equal opportunity in combat since 1975 and has made 86 recommendations on this topic. Over the years, the focus of these recommendations has varied. Between the mid-1970s and early 1990s, DACOWITS focused on the repeal of or revision to portions of Title 10 of the U.S. Code, which included combat exclusion statutes that restricted women’s service. Recommendations related to Title 10 of the U.S. Code, sections 8549 and 6015, represented nearly a quarter (23 percent) of the 86 recommendations DACOWITS made pertaining to women in combat, including the assignment of women to combat aircraft and on combatant ships. As those recommendations were implemented and portions of the existing policies were repealed in 1991 and 1993, respectively, DACOWITS turned its attention to the assignment of women to Multiple Launch Rocket Systems (MLRS) positions in the Army. DACOWITS made 12 recommendations related to opening MLRS positions for women. Recently, DACOWITS

recommended female Service members receive combat training, and DoD remove gender-based restrictions on military assignments to include career fields, specialties, schooling and training opportunities that were historically closed to women. In December 2015, former Secretary of Defense Ashton Carter announced all combat jobs would be open to women, marking a new historic turning point for the U.S. military.<sup>679</sup> DACOWITS has also made many recommendations related to combat equipment and gear and modifications to height and weight standards to allow women to better serve in these combat roles.

Examples of recommendations related to women in combat included the following:

- **Allowing women to serve in combat roles. (1967)** "DACOWITS recommends that laws now preventing women from serving their country in combat and combat related or support positions be repealed."
- **Repealing of portions of Title 10 of the U.S. Code. (1976)** "DACOWITS recommends that the Office of the Secretary of Defense (OSD) direct the Department of the Navy to initiate legislation to revise or repeal 10 U. S. C. 6015, so as to provide women of the Navy and Marine Corps access and assignment to vessels and aircraft under the jurisdiction of the Department of the Navy, and that OSD direct the Department of the Air Force to initiate amendment or repeal of 10 U. S. C. 8549, so as to permit assignment of women to aircraft."
- **Repealing of portions of Title 10 of the U.S. Code. (1982)** "DACOWITS wishes to reiterate its position urging the Department of Defense and Transportation to seek repeal of 10 U. S. C. 6015 and 8549. Repeal to these statutes is all the more urgent now in light of the passage of the Department Officer Personnel Management Act (DOPMA), which provides for integrated selection boards for men and women; however, full equality for women continues to be significantly inhibited by this legislation."
- **Allowing women to serve in combat roles. (1992)** "As the Department of Defense defines exception to the general policy of opening assignments to women (e.g., direct combat on the ground, physical requirements, privacy arrangements), DACOWITS recommends that great care be taken to ensure no positions or skills previously or currently open to women be closed."
- **Repealing of portions of Title 10 of the U.S. Code. (1992)** "DACOWITS recommends the Secretary of Defense Support the repeal of Title 10, U. S. C. 6015 (U. S. Navy) and 8549 (U. S. Air Force), the Combat Exclusion Statutes."
- **Opening combat aircraft assignments to women. (1994)** "DACOWITS reaffirms and further emphasizes its recommendations that the Army, Navy, Marine Corps and Air Force open all combat aircraft assignments to women, including Army Air Cavalry Regiments and Special Operations."



- **Allowing women to serve in combat roles. (2000)** “DACOWITS recommends in the strongest possible terms that the Army open Multiple Launch Rocket Systems (MLRS) to the assignment of women...”



Photo from the DACOWITS archives

- **Permitting women to receive combat training. (2009)** “Considering the fluidity of today’s battlefield, DACOWITS recommends that the Services ensure that all personnel not possessing a combat arms MOS [military operational specialty] (i.e., currently all female Service members and many males) receive, at a minimum, a baseline of combat related training prior to deployment to a combat theatre of operations. This should include “hands-on” weapons qualification and familiarization up to and including crew served weapons (e.g., mounted light, medium, and heavy machine guns), defensive and offensive convoy measures, perimeter defensive tactics, etc.”
- **Removing gender-based restrictions on military assignments. (2012)** “DoD should eliminate the 1994 ground combat exclusion policy and direct the Services to eliminate their respective assignment rules, thereby ending the gender based restrictions on military assignments. Concurrently, DoD and the Services should open all related career fields, specialties, schooling and training opportunities that have been closed to women as a result of the DoD ground combat exclusion policy and Service assignment policies.”
- **Opening closed positions to women. (2015)** “The Secretary of Defense should open all closed units, occupational specialties, positions, and training to Service members who meet the requisite qualifications, regardless of gender. No exceptions should be granted that would continue any restrictions on the service of women.”<sup>xi</sup>
- **Maximizing opportunities for women to serve on ships. (2019)** “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.”

## Gender bias

DACOWITS has a long history of making recommendations aimed at mitigating gender bias and has made at least 82 recommendations on this topic. In the 1960s and early 1970s, DACOWITS focused on garnering support for the Griffiths-Tower Bill, which addressed

<sup>xi</sup> Note this recommendation was sent to the Secretary of Defense early to ensure he considered it before making his final decision about opening all units and positions to women.

unconstitutional inequities in benefits for the dependents of military women. In the 1980s, DACOWITS turned its attention to disparities in Junior Reserve Officers' Training Corps (JROTC), Reserve Officers' Training Corps (ROTC), and MSA admission standards for men and women. While DACOWITS made only one recommendation related to gender bias between 2000 and 2010, this topic has been of greater focus more recently because of recommendations made in 2018 and 2019. Since 2012, DACOWITS has made nine recommendations encouraging the Department and the Military Services to establish, update, and/or standardize policies that address gender bias or discrimination.

Examples of recommendations related to gender bias included the following:

- **Supporting the Griffiths-Tower Bill. (1969)** "DACOWITS reaffirms its stand on H. R. 466, the Griffiths - Tower bill which provides equal treatment for married women members of the Armed Services. We welcome with appreciation the affirmative support of DoD. DACOWITS stands ready in any and every way to assist in expediting passage of this bill."
- **Removing sex as a determining factor in assignments. (1970)** "DACOWITS notes with concern that the DoD and its civilianization program in support of the all-volunteer force concept has considered that military positions filled by Servicewomen are possibly more vulnerable to civilization. The Committee strongly believes that the sex of the occupant of the position should not be the determining factor. Should the sex of the occupant be the determining factor, such practice would be incompatible with the goal of moving toward the zero draft since women of the Armed Forces represent a source of true volunteers."
- **Removing degrading on-base entertainment. (1988)** "DACOWITS recommends that regulations and policies on clubs and on-base entertainment require that such entertainment not be degrading to members of either sex."
- **Introducing a policy on gender discrimination. (1998)** "DACOWITS recommends that the Secretary of Defense publish a written policy statement on sexual harassment, equal opportunity and gender discrimination and emphasize publicly his commitment to that policy."
- **Reviewing policies aimed at eliminating gender discrimination. (2018)** "The Secretary of Defense should conduct a comprehensive assessment of the effectiveness of the Military Services' policies, standards, training, and enforcement to eliminate gender discrimination and sexual harassment."
- **Introducing a policy on gender bias. (2019)** "The Secretary of Defense should establish a DoD policy that defines and provides guidance to eliminate conscious and unconscious gender bias."



Photo from the DACOWITS archives

## Uniforms

DACOWITS has made 28 recommendations related to uniforms and equipment; the first time this recommendation theme appeared in the analysis sample was in 1972. Between 1979 and 1987, the Committee made six recommendations advocating for footwear or boots designed for the female foot. More recently, DACOWITS has focused its recommendations on ensuring access to uniforms that are appropriately sized—for example, ensuring combat uniforms and equipment are designed with female Service members in mind.

Examples of recommendations related to uniforms included the following:

- **Evaluating adequacy of uniforms and equipment. (1978)** “DACOWITS recommends that the Department of Defense and the Department of Transportation establish a special inter service committee to evaluate adequacy and make Recommendations to correct the identified deficiencies in the following areas:
  - a. Field/Organizational Clothing
  - b. Maintenance allowance for Clothing
  - c. Special equipment which is indigenous to the unit mission.”
- **Addressing problems with uniforms. (1982)** “DACOWITS considers that the problems with uniforms, including footwear, for women military members have continued and been studied long enough. We recommend that the problems of design, size, quality, distribution, and availability now be appropriately addressed and promptly resolved. A simpler and better publicized system to register complaints should be incorporated into the distribution system. DACOWITS requests a progress report on the resolution of these problems in a briefing at the FALL 1982 Meeting.”
- **Designing boots for servicewomen. (1984)** “DACOWITS recommends that the officers of the Services responsible for uniform initiatives make every effort to incorporate state of the art computer technology in the design of uniforms and equipment for women, for instance, a boot designed to fit the female foot.”
- **Researching equipment designed for servicewomen. (2009)** “DACOWITS recommends that DoD and the Services invest in research and development of equipment designed specifically for use by women. DACOWITS notes that improved equipment for women can facilitate the success of women in combat, mission readiness and mission accomplishment. For example, due to the difficult logistics of urinating while wearing their normally issued clothing and equipment, particularly in austere environments, women often minimize fluid intake, placing them at risk for dehydration and urinary tract infections.”
- **Providing gender-appropriate equipment. (2018)** “The Secretary of Defense should require all Military Services, including the Reserve/Guard, to provide servicewomen with gender appropriate and properly fitting personal protective equipment and gear for both training and operational use.”

## Physical fitness standards

While DACOWITS made one of its first recommendations concerning physical fitness standards in 1975, most (55 percent) were made between 2010 and 2019. Initially, these recommendations focused on developing nondiscriminatory occupational physical standards and applying the standards equally across Service members and positions. Since the late 1990s, DACOWITS has focused its recommendations around height, weight, and body fat measurements, scientifically supported and validated standards, and pregnancy and postpartum standards.

Examples of recommendations related to physical fitness standards included the following:

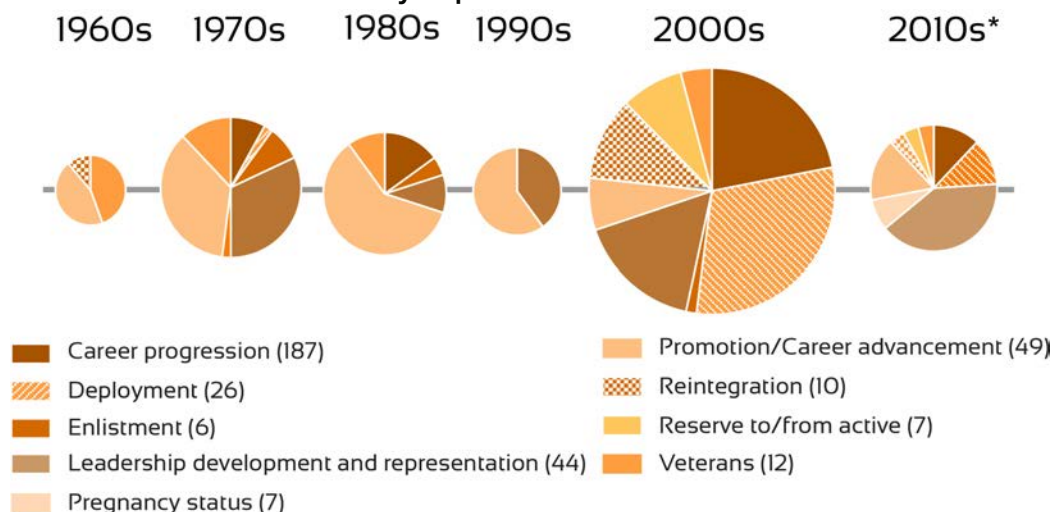
- **Developing nondiscriminatory occupational physical standards. (1975)** “DACOWITS recommends that the Military Departments develop non-discriminatory physical standards for the assignment of military personnel to select military specialties. Matching an individual’s physical capabilities to the specific job requirement seems appropriate.”
- **Validating physical standards. (2012)** “Any Physical Standards should be validated to accurately predict performance of actual regular and recurring duties of a military job and applied equitably to measure individual capabilities. Women as a class should not be restricted from military assignments because to do so would exclude available, capable personnel based on gender and not on the requirements of the job, at a sacrifice to military readiness.”
- **Reviewing physical fitness standards and body fat programs. (2016)** “The Secretary of Defense should require a complete review and update of the 2002 DoD Physical Fitness and Body Fat Programs Procedures (DoDI 1308.3) with the recent opening of more than 200,000 positions to servicewomen.”
- **Adding holistic and preventative health screenings. (2019)** “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.”

## Career Progression

DACOWITS has consistently prioritized supporting professional development policies and programs for women in the U.S. military throughout the past several decades. One of the Committee’s earliest recommendations regarding women’s career progression was issued in both 1967 and 1968, when DACOWITS made recommendations surrounding involuntary separation because of pregnancy. The Committee has also made recommendations related to reintegration, deployment, leadership development and representation, Reserve duty transitions, transition assistance support, promotions and career advancement, enlistment, and veterans (see Figure 5.10.). DACOWITS has made 187 career progression recommendations, mostly during the 1970s and 2000s. Promotion and career

advancement has been the only recommendation topic relevant to career progression to be addressed every decade from the 1960s to the present.

**Figure 5.10. Proportion of DACOWITS Career Progression Recommendations by Topic and Decade**



**Notes:**

Recommendations that addressed two themes were double-counted in totals.

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020 <sup>680, 681</sup>

## Promotion and career advancement

DACOWITS has continued to prioritize promotion and career advancement for women. The Committee has made at least 49 recommendations pertaining to promotion and career advancement, 60 percent of which were made in the 1970s (37 percent), and 1980s (24 percent).

Many of the recommendations made in the first half of the 1970s focused on opportunities for members serving in medical roles, including support for an amendment to Title 10 of the U.S. Code to improve promotion and appointment opportunities for medical specialists and nurses. Between 1970 and 1975, DACOWITS made 16 recommendations related to increasing medical corps opportunities. The Committee’s focus during the middle and later parts of the decade was on the support of the Defense Officer Personnel Management Act (DOPMA) and the equalization of opportunities for women to hold flag officer ranks.

Recommendations in the 1980s shifted to general promotion opportunities for women across the Military Services before shifting back to opportunities for nurses and Army Medical Department officers between 1989 and throughout the early 1990s. Overall, the number of promotion and career advancement recommendations has declined since the



Army Master Sgt. Matthew Proctor and Sgt. 1st Class Tory Clayborne participate in a ceremony promoting Erin Hensley from specialist to sergeant at Camp Taji, Iraq, June 24, 2019.



1990s. More recent recommendations have focused on the career progression of enlisted women, promotion and career advancement via academic education and mentorship programs, increasing racial and ethnic diversity, and reviewing policies that promote career retention, especially for married officers with children.

Examples of recommendations related to promotion and career advancement included the following:


- **Promoting and appointing medical specialists and nurses. (1968)** "DACOWITS recommends where legislation provides for appointment of commissioned officers in the Regular Service and restricts appointment with regard to certain components that all such exceptions be repealed; for example, (Section 8288 (a) and (b) of Title 10 U. S. C. which relates to Air Force Nurses and Medical Specialists)."
- **Encouraging equal opportunities for women earning flag officer rank. (1975)** "DACOWITS recommends that the Department of Defense vigorously pursue passage of DOPMA by Congress during the calendar year 1975; if DOPMA is not enacted by Congress, that provision be made for separate legislation to be introduced in 1975 to equalize opportunities for women in the armed services to be promoted to flag/general officer rank, to provide an opportunity for members of the Army Nurse Corps to exercise command within the Army medical Department, and to improve the opportunity of nurses and medical specialists for appointment and promotion..."

Photo from the DACOWITS archives
- **Appointing, retaining, and compensating nurses. (1989)** "DACOWITS recommends that the Secretary of Defense take timely and positive action to resolve nurse accession, retention, compensation, promotion, and motivation issues through appropriate measures to include legislation."
- **Promoting career retention. (2004)** "The Services should review existing programs and policies designed to promote career retention, identifying and reporting on opportunities to apply them more broadly, especially to married officers with children."
- **Appointing enlisted women. (2014)** "All Services should systematically increase the accessions of women into the enlisted ranks."
- **Increasing women's retention at senior levels, with emphasis on racial and ethnic diversity. (2019)** "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."



## Leadership development and representation

Beginning in the 1970s, DACOWITS began prioritizing the leadership development and representation of women in the Military Services. Over the years, DACOWITS has made 44 related recommendations, half of which were made after 2000. The first recommendation within the analysis period, made in 1970, pertained to the inclusion of servicewomen in DoD studies, committees, commissions, and task forces. Most of the recommendations made throughout the 1970s and 1980s focused on the utilization of women in leadership positions and ensuring their representation on advisory committees and boards.

Beginning in the 1990s and extending through the 2010s, the Committee's recommendations focused heavily on education, training programs, and mentorship programs. While the number of recommendations related to leadership development and representation declined in the 1980s and 1990s, DACOWITS increased its focus in the 2000s, making 12 such recommendations. This topic was an outstanding theme in 2008 in particular; in addition to recommending the expansion of mentorship programs, DACOWITS recommended research to identify best practices for character development programs, the provision of programs on personal behavior and decisionmaking, and work-life balance for junior Service members. During the past decade, DACOWITS shifted its focus primarily toward the recruitment and accession of women into the enlisted and officer ranks while also continuing its promotion of mentorship.

Examples of recommendations related to leadership development and representation included the following:

- **Increasing female representation. (1970)** "That any DoD 'in house' studies, Committees, commissions, task forces, present or in the future, include an appropriate representative of Women in the Service...."
- **Maximizing leadership potential. (1994)** "DACOWITS recommends that military education and training programs address maximizing the full leadership potential of Service women. To this end, the Services should initiate periodic reviews and evaluation of the leadership development process in entry level career development, senior leadership programs, and general/flag officer training to ensure the complete employment of all Service members."
- **Evaluating effectiveness of mentorship programs. (2005)** "Each Service collect data and evaluate the effectiveness of the mentoring program."
- **Increasing accessions of women into officer and enlisted ranks. (2015)** "All Services should systematically increase the accessions of women into the officer and enlisted ranks."
- **Requiring mentorship as part of leadership training. (2016)** "The Secretary of Defense should require the Military Services to include training on mentorship as an essential part of leadership training, including discussion of the role and the meaning of mentorship, and of the mentoring of women by both women and men. The Committee does not recommend formal, mandatory mentorship programs."

- **Mandating diverse gender slates. (2017)** “The Secretary of Defense should direct the Military Services to create policies similar to the Air Force best practice of mandating diverse gender slates for key developmental/nominative positions such as those for aides and military assistants, which are routinely considered springboards to higher ranks.”



Photo from the DACOWITS archives

## Deployment

The issue of deployment was raised by the Committee as early as 1978 and pertained to extending entitlements to dependents of junior, forward-deployed men and women. DACOWITS has made an additional 25 recommendations focused on deployments, all of which have occurred since 2003. Many of these recommendations focused on benefits for and consideration of the families and children of deployed Service members.

Examples of recommendations related to deployment included the following:

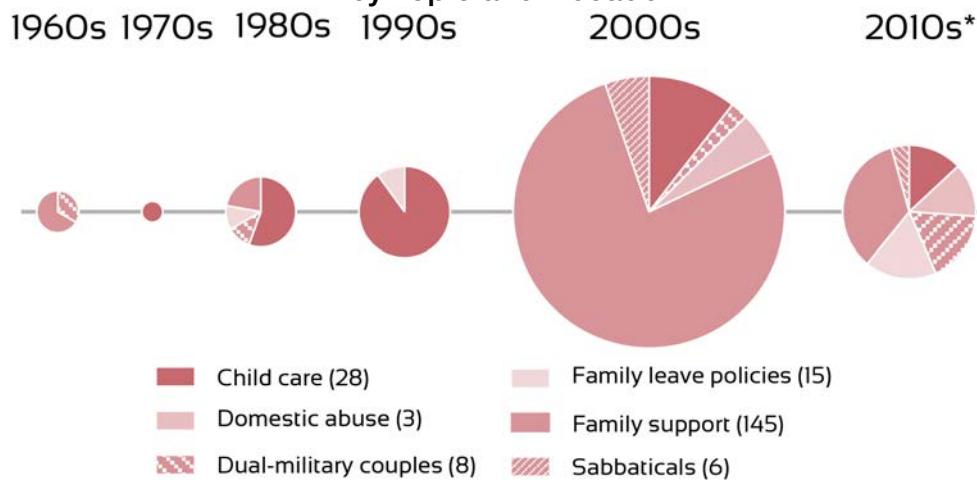
- **Extending dependent entitlements for deployed Service members. (1978)** “DACOWITS recommends that OSD and the Services continue to pursue extension of dependency entitlements to junior service women and men assigned overseas.”
- **Supporting families during deployments. (2004)** “Leadership should strongly support programs that promote family readiness. Letters should be mailed home to the families of all deploying Service members with information about anticipated deployment schedules, support programs, points of contact for legal affairs, financial issues, childcare options, psychological counseling and other available resources.”
- **Promoting female health and hygiene while deployed. (2007)** “Recommend briefing female Service members in-theatre on female-specific health and hygiene issues, using the CHPPM [U.S. Army Center for Health Promotion and Preventative Medicine] Soldier’s Guide to Female Soldier Readiness or comparable document as a guide. This will ensure that all female Service members have the health and hygiene information they need while deployed.”
- **Providing predeployment health assessment and health education while deployed. (2012)** “The pre-deployment health assessment for women should provide information on effective urogenital hygiene practices, use of female urinary diversion devices, symptoms and treatment of vaginitis and urinary tract infections, options for birth control and menstrual cycle control, and ways to manage stress. This information should also be part of continuing health education for deployed women.”

- **Researching impacts of reintegration on military mothers. (2019)** “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.”

## Family Support

Support for the families and the work-life balance of Service members was prioritized by DACOWITS as early as 1968, when the Committee recommended DoD study its definitions of spouse and dependents of women Service members to ensure equal benefits were offered to spouses and dependents of both male and female Service members. Specific recommendations within this topic also pertained to dual-military couples, family leave policies, family support, sabbaticals, child care, and domestic abuse (see Figure 5.11). DACOWITS made 10 recommendations related to family support throughout the 1970s and 1980s, then increased the priority of this topic in the 1990s and again in the 2000s. Throughout the past seven decades, DACOWITS made a total of 145 family support recommendations; two-thirds were issued between 2000 and 2009 in response to the elevated pressures of war and high operational tempo on military spouses and families.

**Figure 5.11. Proportion of DACOWITS Family Support Recommendations by Topic and Decade**



**Notes:**

Recommendations that addressed two themes were double-counted in totals.

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020<sup>682,683</sup>

## Child care

Based on available data, DACOWITS first highlighted child care policies in its 1979 recommendations. Since then, the Committee has made recommendations pertaining to child care every decade, resulting in 28 recommendations to date. DACOWITS’ focus on this topic consistently increased over time through the 2000s.

Many of the earliest child care recommendations focused on establishing child care programs and facilities and accommodating Service members with children. In 1988, the

focus of recommendations shifted to increasing the funding for child care services and facilities. Since 2000, most of the recommendations have focused on child care availability and capacity, which continues to be an ongoing issue.

Examples of recommendations related to child care included the following:

- **Accommodating Service members who have child care responsibilities. (1983)** “DACOWITS recommends all Military Services continue to expand their efforts to accommodate military members with child care responsibilities.”
- **Increasing funding for child care facilities and services. (1988)** “DACOWITS recommends that the Secretary of Defense support legislation which increases the authorization and appropriation of funds for child care facilities and services.”
- **Ensuring child care availability. (2001)** “DACOWITS was briefed by the Office of Assistant Secretary of Defense (Military Community and Family Policy) on efforts to increase child care availability for military personnel. DACOWITS fully supports the Services’ efforts and recommends continuation of strategies and plans being implemented...”
- **Increasing child care capacity and resources. (2019)** “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.”

## Family leave policies

The Committee first officially focused on family leave in 1988, recommending all Services provide servicewomen with 6 weeks of postpartum nonchargeable leave. Its next family leave policy recommendation was made in 1998, identical to the recommendation made in 1988, reiterating the persistence of DACOWITS’ sustained attention to these issues. Throughout the last two decades, DACOWITS has made an additional 13 related recommendations, most of which focused on family leave for newborn care. However, a 2006 recommendation specifically identified family leave for other purposes, which included taking care of “aging parents and critically ill family members.” More recently, DACOWITS focused on flexible leave for primary and secondary caregivers in similar 2017, 2018, and 2020 recommendations, as well as a 2020 recommendation that supported removing barriers for designating primary and secondary caregiver status.

Examples of recommendations related to family leave policies included the following:

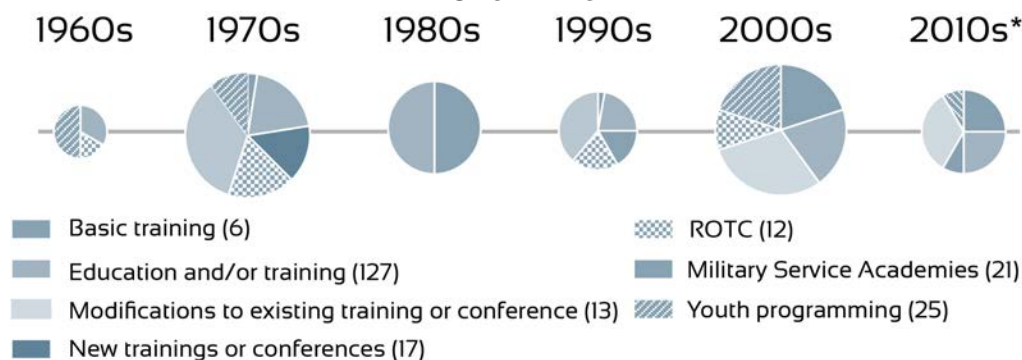
- **Ensuring access to postpartum leave. (1988 and 1998)** “DACOWITS recommends that all Services grant 6 weeks post-partum non-chargeable leave. The DACOWITS commends the Navy for its recent actions designed to extend post-partum non-chargeable leaves.”

- **Implementing family-related leave pilot programs. (2006)** “Recommend that pilot programs of on-off ramps be implemented in all of the Services to provide flexibility for work-life balance concerns, such as care for newborns, aging parents, and critically ill family members.”
- **Equalizing benefits for married/nonmarried Service members. (2017)** “The Secretary of Defense should consider removing the marriage stipulation from parental leave in order to be consistent with policies that recognize non-married parental benefits.”
- **Permitting flexible use of primary and secondary caregiver leave. (2018)** “The Secretary of Defense should consider proposing legislation to allow the Military Services to permit flexible (noncontinuous) use of primary and secondary caregiver leave, if requested by the caregiver.”
- **Removing barriers for determining caregiver status. (2020)** “The Secretary of Defense should direct the Military Services to remove all barriers that prohibit Service members from determining as a family which of the parents shall be designated the primary and secondary caregivers.”

## Education and/or Training

Education and/or training for Service members has been a consistent focus for DACOWITS throughout the past seven decades. In 1967, the Committee made initial education and/or training recommendations. Out of the 127 total related recommendations, 40 were made during the 1970s and 44 during the 2000s. In addition to general education and/or training, DACOWITS made related recommendations on youth programming, new trainings or conferences, modifications to existing training or conference, JROTC or ROTC, basic training, and the MSAs (see Figure 5.12).

**Figure 5.12. DACOWITS Education and/or Training Recommendations Over Time**



Note: Recommendations that addressed two themes were double-counted in totals.

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020 <sup>684, 685</sup>

## Youth programming

Since 1967, DACOWITS has highlighted the importance and need for the Military Services to support programs for our Nation's youth, especially Service members' children. DACOWITS has made a total of 25 youth programming recommendations, more than half of which were made in the 2000s. The Committee's earliest recommendations pertained to providing support for high school guidance counselors in an effort to inform students about careers in the U.S. military. In the early 1970s, the focus shifted to JROTC, which included the possibility of allowing girls to join the program. DACOWITS made the majority of its youth programming-related recommendations in the mid- to late 2000s, primarily focusing on supporting the children of Service members.

Examples of recommendations related to youth programming included the following:

- **Promoting military service through guidance counselors. (1967)** "Women of DACOWITS have found a lack of information among guidance counselors at the junior high and high school level about women in the Armed Forces, and on obligations of and opportunities for men in the Armed Forces.... In view of changes in draft law, the dissemination of information to counselors is especially timely."
- **Integrating JROTC. (1971)** "In view of the stated mission of the Junior ROTC program, it is requested that the Department of Defense provide a briefing during the Fall 1971 meeting on the Junior ROTC law (PL [Public Law] 88-647) and discuss its feasibility and advantage for inclusion of girls in the program. This briefing should include the views and position of the Military Departments."
- **Utilizing school-based youth support programs. (2008)** "DACOWITS recommends the Services more effectively inform military families about school-based deployment support programs and highlight available online resources...."
- **Harnessing resources to bolster adolescent outreach programs. (2020)** "The Secretary of Defense should increase oversight and assess the effectiveness and scale of outreach programs with the objective of directing new programs and/or adjusting the purpose of existing programs to positively impact adolescent women's propensity for military service."

## MSAs

During the analysis period, DACOWITS first issued recommendations related to the MSAs in the mid-1970s, when the Committee advocated for the MSAs to admit women. Out of its 21 recommendations pertaining to the MSAs, all but 1 was issued in the 1970s or 1980s. Following the first admission of women to the MSAs in 1976, DACOWITS shifted its focus to admission standards, promoting the MSAs to women, and gender disparities in Academy aptitude tests.



Examples of recommendations related to the MSAs included the following:

- **Allowing admission of women to the MSAs. (1974)** “DACOWITS recommends and affirms its belief in the eventuality of the admission of women to the service academies when the question has been resolved in the Congress and/or the court. Therefore, DACOWITS recommends that, in anticipation of this eventuality, the armed services develop plans and be prepared to admit a minimum of one hundred (100) women to each of their respective academies.”
- **Allowing admission of women to the MSAs. (1975)** “DACOWITS recommends that DACOWITS be on record as strongly approving the Act of Congress admitting women to the service academies, and stands ready to assist the several branches of the Services and the Department of Defense in the formulation of policy implementing the admission of women to the academies.”
- **Studying the attitudes of male/female cadets and midshipmen. (1980)** “DACOWITS recommends that the Service Academies continue to conduct attitudinal studies of male/female cadets/midshipmen.”
- **Endorsing gender-integrated boxing programs. (2017)** “The Secretary of Defense should endorse the U.S. Military Service Academies’ gender integrated boxing programs as part of the broader curriculum and direct the Academies to standardize concussion event protocol, share lessons learned to promote safety and strengthen the learning objectives, and adapt their programs as needed based on emerging concussion protocol research.”

## New trainings or conferences

DACOWITS has made 17 recommendations supporting the creation and implementation of new trainings and conferences pertaining to women in the U.S. military. The Committee made its earliest recommendations on this topic in 1974 and 1975, when it supported the creation of a conference of “key women in the military services from NATO [North Atlantic Treaty Organization] countries.” In the late 1970s, DACOWITS focused specifically on trainings, particularly self-defense training for all Service members. In more recent years, DACOWITS has shifted its focus to trainings on sexual harassment and sexual assault.

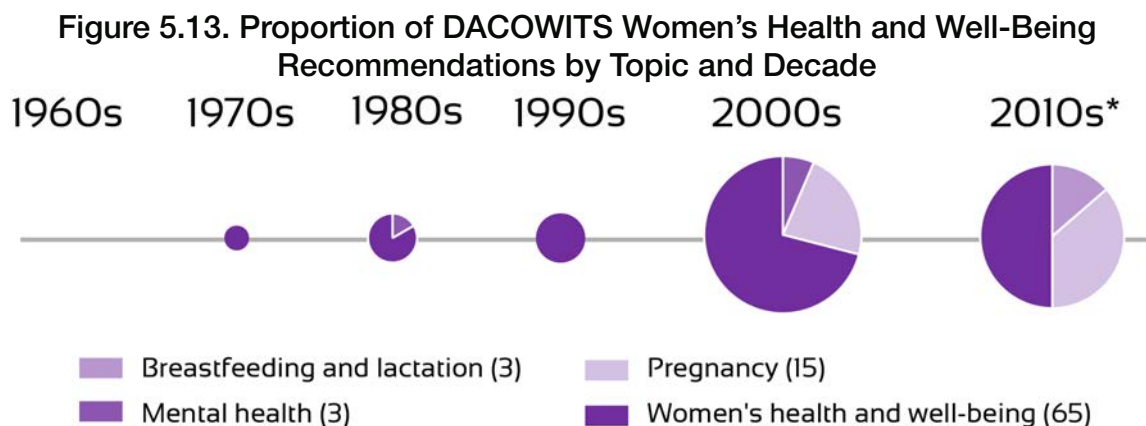
Examples of recommendations related to new trainings and conferences included the following:

- **Convening a NATO conference of key women in the Services. (1975)** “DACOWITS recommends that the Department of Defense inform NATO that a conference of the key women in the military services from the NATO countries is desired and that the Department of Defense initiate the opportunity for comment on the same from the command of NATO.”
- **Supporting self-defense training. (1976)** “DACOWITS recommends that the Military Departments encourage individual self-defense training for all members of the Services and a copy of DoD’s instruction to the Military Departments be furnished to DACOWITS for their information and file prior to the 1977 meeting.”

- **Delivering sexual assault training and resources. (2004)** “Training should emphasize that sexual assault is a crime that will be prosecuted to the fullest extent of the law, and should be delivered in the context of the core values of military Service and the mission requirements of unit cohesion and readiness.”
- **Assessing effectiveness of policies, standards, training, and enforcement. (2018)** “The Secretary of Defense should conduct a comprehensive assessment of the effectiveness of the Military Services’ policies, standards, training, and enforcement to eliminate gender discrimination and sexual harassment.”

## Women’s Health and Well-Being

Women’s health and well-being has been a consistent focus of DACOWITS throughout its history. DACOWITS has made 67 recommendations on this topic, including one of its first recommendations in 1975 regarding the development and implementation of a sex education program for all Service members. The Committee’s emphasis on women’s health and well-being has increased over time; 53 of DACOWITS’ 67 recommendations on the topic were made within the past two decades. Recommendation themes within this topic have also included pregnancy, breastfeeding and lactation, and mental health (see Figure 5.13).



Note: Recommendations that addressed two themes were double-counted in totals.

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020<sup>686,687</sup>

## Pregnancy

DACOWITS made 15 recommendations related to pregnancy during the last two decades. The Committee made its first health and well-being recommendations related to pregnancy in 2003, which pertained primarily to care during the first trimester of pregnancy, and the duties and responsibilities of pregnant servicewomen. In more recent years, DACOWITS has shifted its focus to postpartum policies, including leave and deferment, and the privacy protection of pregnant and postpartum women’s health information.

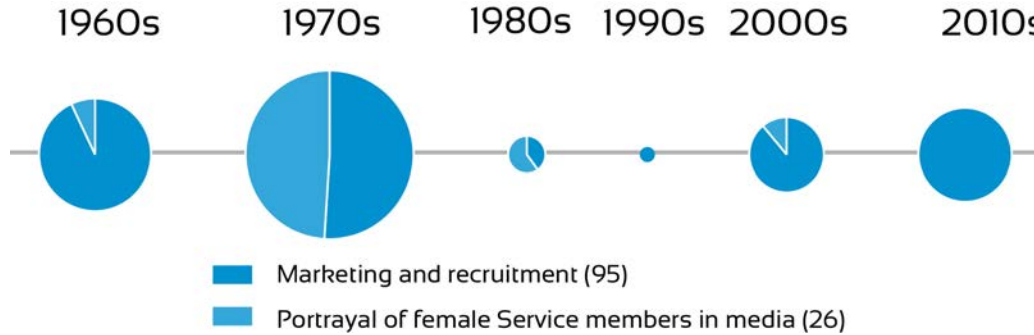
Examples of recommendations related to pregnancy included the following:

- **Implementing pregnancy antidiscrimination policies. (2003)** “DACOWITS recommends that information on ... the benefits of early access to OB/GYN care, be given to all military personnel, especially those in leadership positions, through regular mandatory briefings on family planning, pregnancy, physiological changes, advisable health care regimens, and job performance expectations of pregnant personnel.”
- **Reevaluating operational deferment policies. (2015)** “The Secretary of Defense should require that the Services evaluate, at least every two years, their policies regarding operational deferment in the case of pregnancy.”
- **Eliminating pregnancy references for female Marines. (2018)** “The Secretary of Defense should direct the Marine Corps to eliminate the pregnancy references found in the Marine Corps’ Performance Evaluation System, which currently identifies a female Marine’s health status by using the code “PREG” in the weight section.”
- **Implementing pregnancy reassignment policies. (2019)** “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.”

## Marketing and Recruitment

DACOWITS has advocated for greater representation of women in military marketing and recruiting materials and increased efforts to recruit women for several decades; it has made at least 96 recommendations on this topic. Both the number and intended audience of these recommendations varied each decade between the 1960s and 2010s (see Figure 5.14). For example, during the 1970s, DACOWITS issued the greatest number of recommendations related to marketing and recruitment. This was also the decade in which DACOWITS made its greatest number of recommendations related to the depiction, representation, and portrayal of female Service members in media, which included print, video, television, stamps, and radio. Some of these recommendations included references to television or film production that would support efforts to recruit servicewomen. DACOWITS made fewer recommendations related to marketing and recruitment in the 1980s and 1990s; however, since then, the number of recommendations has increased. In the 2000s, DACOWITS focused its recommendations on recruitment for particular occupations such as clergy and medical or healthcare workers. More recently, the Committee has made broader recommendations, urging the Military Services to devote more resources to increasing the recruitment of women into enlisted and officer ranks.

**Figure 5.14. Proportion of DACOWITS Marketing and Recruitment Recommendations by Topic and Decade**



Note:

Recommendations that addressed two themes were double-counted in totals.

\*The year 2020 is included in 2010s.

Sources: DoD, DACOWITS, 1967–2020<sup>688, 689</sup>

Examples of recommendations related to marketing and recruitment included the following:

- **Including women in public demonstrations. (1967)** “That in all exhibits at fairs or any such public demonstration We’re Men of the Armed Forces are included, that women in the various branches of the Service also be included.”
- **Marketing via television. (1968)** “DACOWITS recommends that the Department of Defense continue to investigate the preparation of materials for ETV (Educational Television) for the purpose of disseminating information regarding opportunities for Women in the Services.”
- **Honoring servicewomen on stamps. (1974)** “DACOWITS recommends that the Defense Bicentennial Planning Committee consider a series of commemorative stamps honoring women in the military.”
- **Maximizing Women’s History Month. (2008)** “DACOWITS recommends the Services continue to maximize installation-sponsored women’s discussions and presentations, such as those that occur during Women’s History Month.”
- **Recruiting servicewomen. (2014)** “All Services should have targets to increase the representation of enlisted servicewomen; these targets should be benchmarked against the pool of eligible female recruits. Furthermore, these targets should not be constrained by past or current representation of women in the Armed Services, or estimates of the propensity of women to enlist.”
- **Tailoring marketing materials. (2018)** “The Secretary of Defense should require all Military Services to tailor their marketing to inspire more women to serve by addressing misconceptions, highlighting motivating opportunities, and providing more emphasis on realistic portrayals of women who serve.”

## **Additional Recommendations**

In addition to the themes outlined earlier in this chapter, DACOWITS published several recommendations on the following seven priorities: internal to DACOWITS, benefits and entitlements, sexual harassment and sexual assault, communication and/or dissemination, Reserve and Guard Components, retention, and unit culture and morale. Although these themes did not appear as often in recommendations as the themes previously described, they were discussed and prioritized multiple times during the analysis period.

### **Internal to DACOWITS**

When the Committee was first created, it was common practice to submit recommendations related to Committee business. However, the Committee stopped making internal recommendations in the 1980s. Between 1967 and 1985, DACOWITS made 118 recommendations related to internal Committee procedures, requests for briefings, or the marketing of DACOWITS materials. For example, in 1984, the Committee recommended “Services publicize the existence and purpose of the DACOWITS.” In other recommendations, DACOWITS made requests for reports or briefings, which are now obtained through formal requests for information.

### **Benefits and entitlements**

DACOWITS has made recommendations focused on benefits and entitlements received by current or former Service members since at least 1967, when the Committee recommended an increase in base pay for junior officers. Between 1967 and 2007, DACOWITS made at least 99 benefits or entitlements recommendations, including 47 recommendations pertaining to housing, 18 pertaining to Basic Allowance for Quarters, and 5 pertaining to TRICARE benefits. More than 80 percent of these recommendations occurred in the 1960s or 1970s. The earliest recommendations focused mainly on salary issues, especially readjustment pay for pregnant Service members, and housing standards. For example, in 1968, DACOWITS recommended “action be initiated to authorize a regular officer separated involuntarily for pregnancy be entitled to readjustment pay, just as a reserve officer is entitled to severance pay.” That same year, the Committee recommended “the Department of Defense re-define the standards of adequacy for occupancy by married women personnel.” Over time, recommendations pertaining to benefits and entitlements shifted to focus more on improved benefits for Reserve and Guard members and healthcare benefits. TRICARE was first included in a DACOWITS recommendation in 1999, when the Committee recommended “the DoD vigorously pursue its plan to improve TRICARE [including with regard to] benefits, access, enrollment, quality.” The Committee’s most recent benefits-related recommendations were made in 2007—one regarding housing, and one regarding TRICARE—suggesting that the most essential improvements in these areas have been achieved.

## Sexual harassment and sexual assault

During the analysis period, DACOWITS first issued recommendations related to sexual harassment and sexual assault in the mid-1970s, when the Committee advocated for the Office of the Secretary of Defense to review the Services' rape prevention program. Out of its 73 recommendations pertaining to sexual harassment and sexual assault, all but 2 were issued after 2003. Notably, DACOWITS made at least one recommendation concerning sexual harassment and sexual assault every year between 2011 and 2018. Overall, the majority of the recommendations (52 percent) related specifically to sexual assault; 30 percent related specifically to sexual harassment, and roughly 18 percent related to both sexual harassment and sexual assault. In the late 1990s and early 2000s, DACOWITS made recommendations pertaining to the establishment of new policies, enforcement of existing policies, or modification of existing policies to align with the changing definitions of sexual harassment and sexual assault. For example, in 2004, DACOWITS recommended "Articles 120, 128 and 134, UCMJ, should be revised to clarify and more closely align with the official definition of sexual assault, ensuring that sexual assault has a clear and consistent legal standard, distinct from sexual harassment and other sex-related offenses. DoD should include these revisions in the 2006 legislative proposals." More recently, DACOWITS has shifted its focus to educational trainings, informational campaigns, or communication and/or dissemination of policies and resources, accounting for more than a quarter of the 73 recommendations DACOWITS has made surrounding sexual harassment and sexual assault. For example, DACOWITS recommended "the Services should revise and implement sexual harassment training that addresses online harassment, anonymity, and the consequences of online behavior both on- and off-duty" (2015) and that "the Secretary of Defense should conduct a comprehensive assessment of the effectiveness of the Military Services' policies, standards, training, and enforcement to eliminate gender discrimination and sexual harassment" (2018).

## Communication and/or dissemination

DACOWITS made 45 recommendations throughout the study period focused on the communication or dissemination of information from the branches or DoD to Service members and/or civilians. The first related recommendation was made in 1971, when the Committee recommended DoD write a policy outlining how DACOWITS activities should be communicated to the media. DACOWITS made more than half of the communication and dissemination recommendations between 2003 and 2009. In the earlier part of the decade, recommendations focused more on dissemination of education and career planning information and the communication of resources and policies for Service members. Beginning in 2005, recommendations focused more on communicating with families of Service members (e.g., information for families of deployed personnel) and dissemination of information of the Services (e.g., publicizing positive "contributions and accomplishments of individual Service members"). Twenty percent were made during the last decade, with the most recent recommendation published in 2018 advising DoD to endorse the "2017 DACOWITS recommendation on gender integration directing the Military Services to



communicate that progress more effectively with Service members as well as the general public.”

## Reserve and Guard Components

During the analysis period, DACOWITS made 37 recommendations focused on Reserve and Guard members. In its first recommendation, published in 1969, DACOWITS asked to be briefed by DoD at the 1970 spring meeting on the current Reserve programs. The Committee made no recommendations in the 1970s, and seven recommendations in the 1980s and 1990s combined. DACOWITS prioritized Reserve and Guard recommendations during its 2005 meetings; more than half of the related recommendations were made in that year alone. The recommendations made during the 2000s focused on a wide range of topics that included increasing retention, improving career development opportunities for Reserve members, developing resources for family members, and improving mobilization predictability. Over the years, DACOWITS has made many recommendations that relate to other topics also addressed to the Reserve and National Guard Components. For example, in 2018, DACOWITS recommended that “the Secretary of Defense should require all Military Services, including the Reserve/Guard, to provide servicewomen with gender appropriate and properly fitting personal protective equipment and gear for both training and operational use.” Recently, DACOWITS has focused Reserve and Guard Component recommendations on increasing Reserve members’ awareness of available healthcare programs. For example, in 2007, DACOWITS recommended both the Reserve Component and TRICARE work to increase awareness of the “continuum of health care programs available to” Reserve members and their families.

## Retention

Between 1969 and 2019, DACOWITS made 36 recommendations concerning the retention of female Service members. The first eight recommendations related to removing the “restrictions to prohibit the appointment of Regular Air Force and Army Nurses and Medical Specialists who have over 14 years of Service or who are over 39 years of age” (1970). Still others recommended studying issues related to retention. For example, in 2004, DACOWITS recommended the Services “should examine in greater detail the reasons for the discrepancy between the reported intentions and actual retention of married officers with children” (2004). The Committee has also made recommendations related to retention at various career points, recommending “the development and adoption of an exit survey or surveys to assess why the attrition level for women is higher than for men at various career points” in 2017. More recently, DACOWITS has focused its recommendations on increasing senior female representation and improving female retention: “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” (2019); “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" (2019).

## **Unit culture and morale**

DACOWITS made nine recommendations on unit culture and morale between 1980 and 2012. Initially, these recommendations focused on urging the Services to reemphasize its Human Goals principles for all Service members and the morale of women in the military. In 1982, DACOWITS recommended "each Military Service communicate to all commanders and commanding officers the need to create an open and positive climate wherein women who choose to may establish informal networks and sponsor women's seminars, to permit them associations historically enjoyed by their male counterparts." More recently, DACOWITS has focused its recommendations on taking "appropriate actions to promote command climates which ensure human dignity on overseas installations" (1997) and disseminating the results of the command climate assessments to relevant commanders and their superiors (2012).

## **Conclusion**

The variety of issues pertaining to the support of women in the U.S. military is reflected in the extent of topics covered by DACOWITS recommendations throughout the past seven decades. DACOWITS continues this work with recommendations in 2019 and 2020 on domestic abuse, conscious and unconscious gender bias, breastfeeding and lactation support, marketing strategies, and the effect of grooming standards on women's health. While this anniversary synopsis does not cover every issue the Committee has studied during its tenure, it does present an overview of DACOWITS' impact through a detailed review of the more than 1,000 recommendations the Committee has made. At the time of DACOWITS' inception in 1951, a woman had not yet been promoted to a general or flag officer rank; women had yet to be integrated into the MSAs; and female Service members faced significant inequalities in their access to combat roles and benefits and experienced gender bias because of the male-dominated military culture of the time. Figure 5.15 shows a selection of milestones, including the implementation of DoD policy, passage of Federal laws, notable firsts, and key DACOWITS recommendations and activities that were associated with these critical advancements. Although this figure represents a small sample of selected events, it demonstrates DACOWITS' impact on a range of topics over the years.

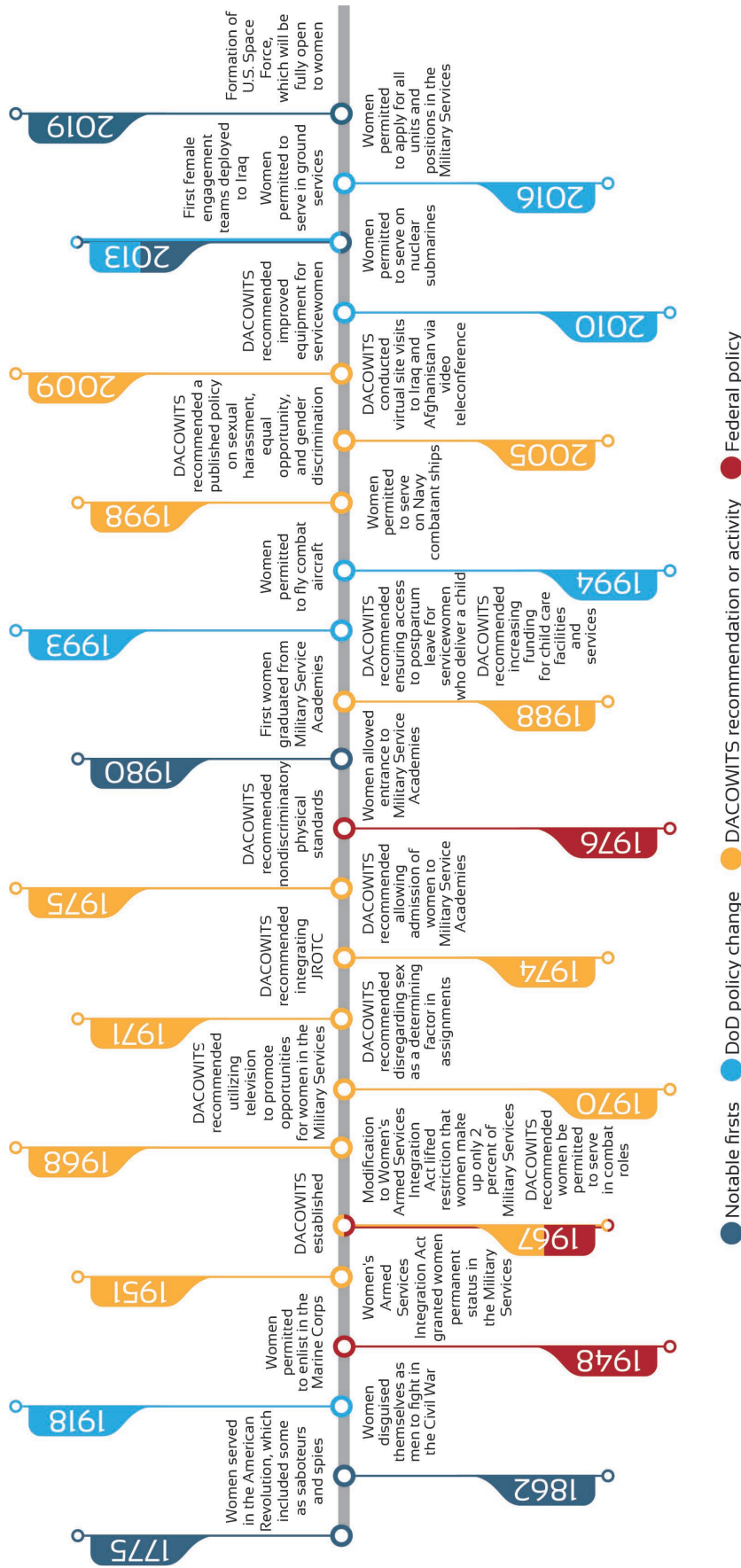
As evidenced in this chapter, DACOWITS has been influential in ensuring the advancement of women in the military. It has been at the forefront of many emerging issues, notifying DoD and the public about issues and challenges facing servicewomen and making recommendations early to ensure issues are addressed as soon as possible. Despite the

vast and critical work accomplished by the Committee to date, DACOWITS' work is not finished. Women play an essential role in an evolving military with constantly changing mission sets. DACOWITS continues to fulfill its mission by ensuring women are provided opportunities to thrive and serve as leaders in all Military Services. DACOWITS' work carries on into the next decade as it continues to gather information from DoD, the Military Services, and Service members to inform its evidence-based recommendations.



Navy Petty Officer 2nd Class Elizabeth R. Pinon exercises aboard the guided missile destroyer USS Halsey in the South China Sea, Sept. 4, 2020.

Figure 5.15. Timeline of Selected Milestones, DoD Policies, Passage of Federal Laws, Notable Firsts, and Associated DACOWITS Recommendations



Note: Specific references related to these events are cited in earlier chapters of the report.





Air Force Staff Sgt. Samantha Frydenlund aims at a target during a "Top Dog" competition at Joint Base Andrews, Md., July 24, 2020.

# 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"), with requirements of the FACA, the Government in the Sunshine Act ("the Sunshine Act") (5 U.S.C. § 552b), governing Federal statutes and regulations, and 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 \$946,500.00. 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 civilian officer or employee, or active duty member of the Armed Forces, designated in accordance with DoD policies and procedures.

The Committee's DFO is required to attend all Committee and subcommittee meetings for the entire 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, shall attend the entire duration of all Committee and subcommittee meetings.

The DFO, or the Alternate DFO, shall call all of the 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 and the USD(P&R). The estimated number of meetings is four per year.

**Duration:** The need for this advisory function is on a continuing basis; however, it 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, whichever is sooner, unless the DoD renews its charter in accordance with DoD policies and procedures.

**Membership and Designation:** The Committee shall be composed of no more than 20 members to include prominent civilian women and men from academia, industry, public service, and other professions. Selection is based on prior experience in the military or with women-related workforce issues. The Secretary of Defense, the Deputy Secretary of Defense, or the Chief Management Officer of the Department of Defense (CMO) ("the DoD Appointing Authorities") 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 shall be approved by the DoD Appointing Authorities, for a term of service of one-to-four years, with annual renewals, in accordance with DoD policies and procedures. No member, unless approved by the DoD Appointing Authorities, 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.

Committee members who are not full-time or permanent part-time Federal civilian officers or employees, or active duty members of the Armed Forces, shall 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 civilian officers or employees, or active duty members of the Armed Forces, shall be appointed pursuant to 41 C.F.R. § 102-3.130(a) to serve as RGE members.

Committee members 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.

The DoD Appointing Authorities shall appoint the Committee's leadership from among the membership previously appointed in accordance with DoD policies and procedures, for a one-to-two year term of service, with annual renewal, which shall not exceed the member's approved Committee appointment.

Except for reimbursement of official Committee-related travel and per diem, Committee members 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 (ToR), by the DoD Appointing Authorities or the USD(R&E), as the Committees' Sponsor. All subcommittees operate in accordance with the FACA, the Sunshine Act, governing Federal statutes and regulations, and DoD policies and procedures. If a subcommittee duration, as determined by the ToR, exceeds that of the Committee's charter and, the DoD does not renew the Committee's charter, then the subcommittee shall terminate when the Committee does.

Such subcommittees shall not work independently of the Committee and shall report all of their advice and recommendations solely to the Committee for its thorough deliberation and discussion at a properly noticed and open meeting. Subcommittees have no authority

to make decisions and recommendations, verbally or in writing, on behalf of the Committee. No subcommittee nor any of its members may update or report, verbally or in writing, directly to the DoD or any Federal officers or employees. 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 the FACA which govern the Committee's operations.

Individual appointments to serve on Committee subcommittees shall be approved by the DoD Appointing Authorities for a term of service of one-to-four years, with annual renewals, in accordance DoD policies and procedures. No member shall serve more than two consecutive terms of service on the subcommittee, unless approved by the DoD Appointing Authorities. Subcommittee members who are not full-time or permanent part-time Federal civilian officers or employees, or active duty members of the Armed Forces, shall 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 civilian officers or employees, or active duty members of the Armed Forces, shall 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 judgement without representing any particular point of view and in a manner that is free from conflicts of interest.

The DoD Appointing Authorities shall appoint the subcommittee leadership from among the membership previously approved to serve on the subcommittee in accordance with DoD policies and procedures, for a one-to-two year term of service, with annual renewal, which will not exceed the subcommittee member's approved term of service.

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

Currently, the USD(P&R) has approved three subcommittees to the Committee. All work performed by these subcommittee will be sent to the Committee for its thorough deliberation and discussion at a properly noticed and open meeting, subject to the Sunshine act.

Recruitment and Retention—comprised of up to eight members with prior experience in the military or with women-related workforce issues who shall analyze DoD and Military Services policies and procedures pertaining to the recruitment and retention of service women to assess the impact on the readiness of the Total Force.

Employment and Integration—comprised of up to eight members with prior experience in the military or with women-related workforce issues who shall analyze DoD and Military

Services policies and procedures pertaining to the employment and integration of service women to assess the impact on the readiness of the Total Force.

Well-Being and Treatment—comprised of up to eight members with prior experience in the military or with women-related workforce issues who shall analyze DoD and Military Services policies and procedures pertaining to the well-being and treatment of service women to assess the impact on the readiness of the Total Force.

**Recordkeeping:** The records of the Committee and its subcommittees shall be managed 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, 2020



Air Force Tech. Sgt. Emily Souza adjusts Airman Kaitlin Curtis's shoulder strap at Moody Air Force Base, Ga., Nov. 20, 2020.





Navy Petty Officer 2nd Class Alexis Primes takes a reading in the engine room aboard the USS Ralph Johnson in the Arabian Sea, Nov. 10, 2020.

# 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 September 2019. 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 2020 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 written or verbal Service input through RFIs, performing literature reviews). This methodology information was entered into a research plan matrix and revisited quarterly to address new information obtained during the Committee’s business meetings and track new questions that arose. This research plan formed the basis for the development of the RFIs the Committee distributed in preparation for each of its quarterly business meetings (see Table B.1).

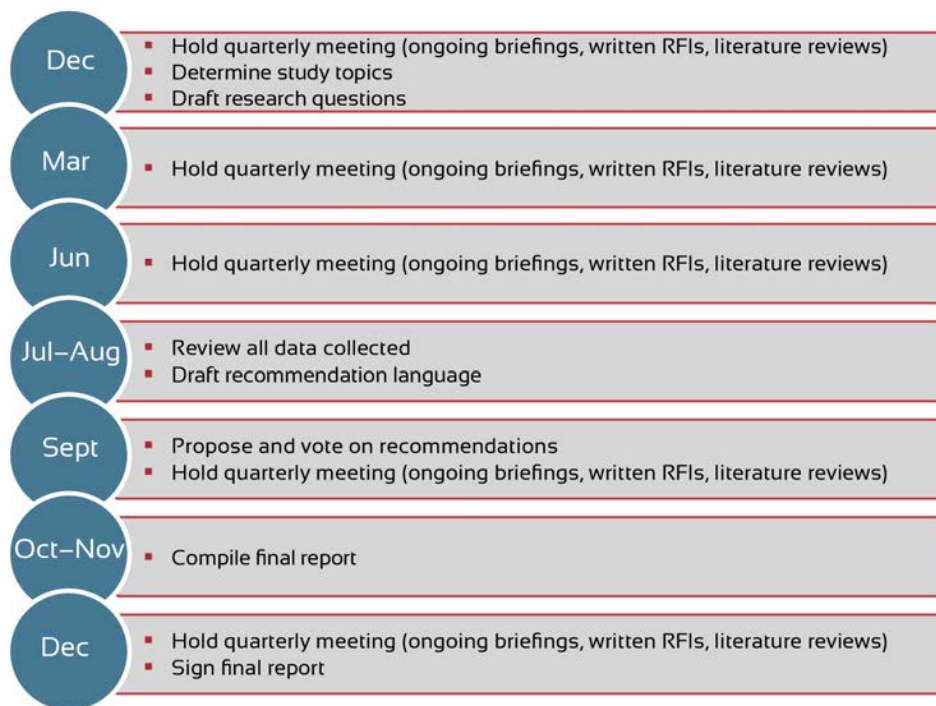
**Table B.1. DACOWITS 2020 Study Topics and Data Sources**

Study Topic	Data Sources	
	Responses to RFIs	Other Sources
<b>Recruitment and Retention</b>		
Marketing Strategies	●	●
Retention/Exit Surveys	●	●
Dual-Military Co-Location	●	
<b>Employment and Integration</b>		
Gender Integration Implementation Plans	●	●
Army Combat Fitness Test	●	●
Marine Corps’ Recruit Training	●	●
Women in Aviation	●	●
Women in Space	●	●

Study Topic	Data Sources	
	Responses to RFIs	Other Sources
<b>Well-Being and Treatment</b>		
Primary Caregiver Leave	●	●
Caregiver Sabbatical	●	●
Effect of Grooming Standards on Women's Health	●	●

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 2019, March 2020, and September 2020). Although there was no quarterly business meeting in June 2020 because of the COVID-19 pandemic, the Committee also received written responses to RFIs that month. The Committee acknowledges each of the Service representatives for the numerous



briefings and written responses they developed to respond to DACOWITS' requests. Appendix D presents all the DACOWITS 2020 RFIs and the corresponding responses.

## Review of Other Data Sources

Throughout the year, Committee members reviewed data sources in addition to 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 and international militaries. In preparing the report, the research contractor team also worked with DACOWITS to conduct several ad hoc data analyses.

## Recommendation Development

During the September 2020 quarterly business meeting, the Committee members voted on their recommendations. Members developed these recommendations after thoroughly examining the RFI responses and all other information received and uncovered throughout the year. These recommendations were then compiled into this final report, which the Committee approved and signed.



Navy Petty Officer 3rd Class Jaclyn Smith tests jet fuel at Naval Air Station Sigonella, Italy, Oct. 22, 2020.



Marine Corps Lance Cpl. Samantha Surratt looks over an air traffic navigation, integration and coordination system on Marine Corps Air Station Camp Pendleton, Calif., Aug. 11, 2020.

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

## Major General (Retired) George A. Alexander, ARNG

DACOWITS Position	<ul style="list-style-type: none"> <li>Well-Being and Treatment Subcommittee Member</li> </ul>
Other Positions/ Employment/Community Involvement	<ul style="list-style-type: none"> <li>President and CEO, GA Alexander Solutions, LLC</li> <li>Member, U.S. Military Academy Advisory Board, 8th Congressional District of Virginia</li> <li>Member, Mission Readiness (serve with more than 750 retired admirals and generals)</li> <li>Former Director for Medical and Public Health Security, Office of Homeland Security, The White House</li> <li>Former Chief, Special Populations Studies Branch, National Cancer Institute, NIH</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Deputy Surgeon General for the Army National Guard</li> <li>Assistant Surgeon General for Mobilization, Readiness, and National Guard Affairs</li> <li>Commander, 116th Mobile Army Surgical Hospital and 136th Combat Support Hospital</li> </ul>

<p>Highest Education (Military/Civilian)</p>	<p><b>Military</b></p> <ul style="list-style-type: none"> <li>▪ John F. Kennedy School of Government, Harvard University</li> <li>▪ Program for Senior Executives in National and International Security</li> <li>▪ U.S. Army War College Defense Strategy Course</li> <li>▪ U.S. Army Command and General Staff College</li> </ul> <p><b>Civilian</b></p> <ul style="list-style-type: none"> <li>▪ Advanced Biostatistics at Johns Hopkins Bloomberg School of Public Health</li> <li>▪ American Cancer Society Fellow at University of Texas MD Anderson Cancer Center</li> <li>▪ Howard University College of Medicine</li> <li>▪ Columbia College of Columbia University</li> </ul>
<p>Achievements/Awards/ Recognition</p>	<ul style="list-style-type: none"> <li>▪ 2019 Salute to African Americans in Medicine Award from the Harlem Fine Arts Show</li> <li>▪ 2018 Lifetime of Leadership Award, DC Chapter of The ROCKS, Inc.</li> <li>▪ 2017 "Bison Pride" Bronze Statue Award from Howard University Army ROTC</li> <li>▪ 2016 Plaque Award from the University of Maryland Army ROTC</li> <li>▪ <i>Guard Nationale</i> Trophy for Humanitarian Achievements</li> <li>▪ Esteemed Order of Military Medical Merit</li> <li>▪ Prestigious Alpha Omega Alpha Honor Medical Society</li> <li>▪ Legion of Merit, Meritorious Service Medal (with Bronze Oak Leaf), Army Commendation Medal (with Bronze Oak Leaf), Expert Field Medical Badge, Flight Surgeon's Badge, Parachute Badge, Air Assault Badge, Army Staff Identification Badge</li> </ul>

## Captain (Retired) Kenneth J. Barrett, USN

<p>DACOWITS Position</p>	<ul style="list-style-type: none"> <li>▪ Recruitment and Retention Subcommittee Member</li> </ul>
<p>Other Positions/ Employment/ Community Involvement</p>	<ul style="list-style-type: none"> <li>▪ Global Chief Diversity Officer, General Motors</li> <li>▪ Serves on the National Organization on Disability board of directors</li> <li>▪ Serves on the Advancing Minorities' Interest in Engineering board of directors</li> <li>▪ Board of Trustees, St. John's High School, Shrewsbury, MA</li> </ul>
<p>Prior Military Service or Affiliation</p>	<ul style="list-style-type: none"> <li>▪ Retired from the Navy in 2012 after 28 years of service</li> <li>▪ Surface Warfare Officer, Diversity Director for the Navy</li> <li>▪ Last assignment: Acting Director, Office of Diversity Management and Equal Opportunity, Office of the Secretary of Defense</li> </ul>
<p>Highest Education (Military/Civilian)</p>	<ul style="list-style-type: none"> <li>▪ Federal Executive Fellow, Harvard University, Olin Institute for Strategic Studies</li> <li>▪ Executive Master of Business Administration, Naval Post Graduate School</li> <li>▪ Master of Arts, National Security Affairs and Strategic Studies, Naval War College</li> <li>▪ Bachelor of Arts, Political Science, College of the Holy Cross</li> </ul>



Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>▪ Defense Superior Service Medal</li> <li>▪ Legion of Merit</li> <li>▪ Defense Meritorious Service Medal</li> <li>▪ Meritorious Service Medal (2 gold stars)</li> <li>▪ Ted Childs Life Work Excellence Award</li> <li>▪ Global Diversity and Inclusion Leadership Award, World Diversity and Inclusion Congress</li> </ul>
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## Vice Admiral (Retired) Robin R. Braun, USNR

DACOWITS Position	<ul style="list-style-type: none"> <li>▪ Employment and Integration Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>▪ Board of Directors, Identiv, Inc.</li> <li>▪ Board of Directors, Naval Aviation Museum Foundation, Pensacola, FL</li> <li>▪ Board of Directors, Northern Arizona University Foundation</li> <li>▪ Pilot for FedEx Corporation (Retired)</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>▪ Retired from the Navy in 2016 after 37 years of service</li> <li>▪ Naval Aviator, first woman to command a Navy Reserve aviation squadron</li> <li>▪ Last assignment: Chief of Navy Reserve and Commander, Navy Reserve Force</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>▪ Bachelor of Science, Northern Arizona University</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>▪ Honorary Doctorate of Human Letters, Northern Arizona University</li> <li>▪ Honorary Doctorate of Laws, Concordia University of Chicago</li> <li>▪ Distinguished Service Medal</li> <li>▪ Defense Superior Service Medal</li> <li>▪ Legion of Merit (3 awards)</li> <li>▪ Honorary Chief Petty Officer</li> <li>▪ DAR Patriot Award</li> <li>▪ 2015 Distinguished Citizen of the Year Award, Northern Arizona University</li> </ul>

## Lieutenant General (Retired) Judith A. Fedder, USAF

DACOWITS Position	<ul style="list-style-type: none"> <li>▪ Employment and Integration Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>▪ Independent Consultant, JFedder Consulting, LLC</li> <li>▪ Emeritus Member, Civil Air Patrol Board of Governors</li> <li>▪ Member of Board of Directors, Institute for Defense and Business, Chapel Hill, NC</li> <li>▪ Member of Board of Directors, GelSight</li> <li>▪ Senior Advisor, Boston Consulting Group</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>▪ Retired from the Air Force in 2015 after 35 years of service</li> <li>▪ Former Sub-Unified Commander, U.S. Forces Azores</li> <li>▪ Last assignment: Deputy Chief of Staff, Logistics, Installations, and Mission Support</li> </ul>

Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Master of Business Administration, Florida Institute of Technology</li> <li>Bachelor of Science, Dietetics, Michigan State University</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>Distinguished Service Medal with oak leaf cluster</li> <li>Defense Superior Service Medal</li> <li>2014 Michigan State University Distinguished Alumni Award</li> <li>Former Presidential Appointee to U.S. Air Force Academy Board of Visitors</li> </ul>

## Colonel (Retired) Many-Bears Grinder, AGR

DACOWITS Position	<ul style="list-style-type: none"> <li>Well-being and Treatment Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>Chief of Staff, U.S. Army, Retired Soldiers Council</li> <li>Fort Campbell Retired Soldiers Council</li> <li>Department of Army Workgroup to Improve Casualty Assistance</li> <li>Advisory Member, Coalition for Better Health, TN</li> <li>Former Member, Secretary of Veteran Affairs' Advisory Committee on Minority Veterans</li> <li>Former Chair, Women Veterans Committee, National Association of State Directors of Veterans Affairs</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Retired from the Army National Guard after 35 years of service</li> <li>Retired Commissioner, Tennessee Department of Veterans Services (8 years of Service)</li> <li>Membership Affiliations: Association of U.S. Army, Military Officers Association, Veterans of Foreign Wars, American Legion, Women Veterans of America, Disabled Veterans of America, and an Honorary Member Vietnam Veterans of America</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Masters of Science, University of Tennessee, Knoxville, Human Resource Development</li> <li>Masters of Strategic Studies, U.S. Army War College, Carlisle, PA</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>Legion of Merit</li> <li>Bronze Star Medal</li> <li>Tennessee National Guard Distinguished Service Medal</li> <li>Honorary Doctorate of Public Administration, Maryville College</li> </ul>

## Command Master Chief (Retired) Octavia D. Harris, USN

DACOWITS Position	<ul style="list-style-type: none"> <li>Recruitment and Retention Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>Chair, Advisory Committee on Women Veterans for the Department of Veteran Affairs</li> <li>Texas Ambassador for the Women In Military Service For America Memorial (Women's Memorial)</li> <li>Member, San Antonio Texas Women Veterans Association</li> <li>Disabled American Veterans active in local chapter/State chapter and National</li> <li>Military and Veteran Women Military Consultant on transition support (volunteer)</li> </ul>



Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Retired from the Navy in 2012 after 30 years of service</li> <li>Program Manager Naval Medical Center, San Diego Comprehensive Advanced Restorative Effort (CARE program) managing care and “warm handoffs” from DoD to VA care of the DoD’s most critically injured service members to VA advanced care</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Master of Science, Operations Management, University of Arkansas</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>Legion of Merit, Meritorious Service Medal (3)</li> <li>Navy and Marine Corps Commendation Medal (2)</li> <li>Navy and Marine Corps Achievement Medal (5)</li> <li>Other medals and campaign awards recognizing overseas service and deployments to the Mediterranean, South China Sea, Persian Gulf/Middle Eastern region, Horn Of Africa, and other parts of the world in support of Global War on Terrorism</li> <li>Other various operations and unit achievements, including Battle Efficiency</li> </ul>

## Ms. Therese Agnes Hughes

DACOWITS Position	<ul style="list-style-type: none"> <li>Well-Being and Treatment Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>Small Business Owner: Greeniphotography.com</li> <li>Military Women: WWII to Present Project</li> <li>“In a Heart Beat” Military Women Photography Exhibit</li> <li>Wyden-Hatch Citizen’s Health Care Working Group</li> <li>The Women’s Foundation of California, Women’s Policy Institute</li> <li>University of California, Los Angeles, Luskin School of Public Policy</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Daughter of Career Naval Officer and WWII Navy Women Accepted for Volunteer Emergency Service Veteran</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Master of Arts, Regional Urban Planning, University of California, Los Angeles, Luskin School of Public Affairs</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>Military Order of World Wars, Thousand Oaks Chapter, Patriotic Service Award</li> <li>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</li> <li>American Association of University Women, Thousand Oaks Chapter, Community Partnership, Service Award for STEM Annual Workshop for Girls</li> <li>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</li> </ul>

## Major General (Retired) Ronald L. Johnson, USA

DACOWITS Position	<ul style="list-style-type: none"> <li>Employment and Integration Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>Professor, H. Milton Stewart School of Industrial and Systems Engineering</li> <li>Faculty Leadership Fellow</li> <li>Faculty Diversity and Inclusion Fellow</li> <li>Georgia Tech Advisory Board</li> <li>Faculty Senator, Chair, Student Honor Committee</li> <li>Trustee, U.S. Army War College Foundation</li> <li>Senior Vice President, Referee Operations, National Basketball Association</li> <li>Trustee, Boys and Girls Club of America</li> <li>Executive Advisory Council, Mission Readiness/Council for a Strong America</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Retired from the U.S. Army after 32 years</li> <li>Deputy Commanding General and Deputy Chief of Engineers, U.S. Army Corps of Engineers Commanding General/Director U.S. Army IMA</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Georgia Institute of Technology, Master of Science in Operations Research and Systems Analysis, Industrial and Systems Engineering</li> <li>School of Advanced Military Studies, Master of Science, Strategic Planning and Theater Operations</li> <li>U.S. Army War College Fellow, Joint Center for Political and Economic Studies</li> <li>U.S. Military Academy, Bachelor of Science, Mechanical Engineering and Mathematics</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>2019 Georgia Tech Joseph Mayo Pettit Distinguished Service Award</li> <li>2019 Black Engineer of the Year College Educator of the Year</li> <li>2017 Georgia Tech Black Alumni Organization Trailblazer Award</li> <li>Distinguished Service Medal (with two Oak Leaf Clusters); Bronze Star; Legion of Merit (with four Oak Leaf Clusters); Combat Action Badge; Parachutist Badge; Air Assault Badge</li> </ul>

## Ms. Robin Kelleher

DACOWITS Position	<ul style="list-style-type: none"> <li>Employment and Integration Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>President/CEO, Hope For The Warriors</li> <li>Board Member, Military Family and Veterans Service Organizations of America</li> <li>Member, Virginia Chamber's Military and Veterans Affairs Executive Committee</li> <li>Member, Washington Board of Trade, serve on the Membership Committee and Health and Wellness Solution Group</li> <li>Advisory Council, Blue Star Families</li> <li>PAC Member, Stonington High School, CT</li> <li>Board Member, DBI Pro Advantage</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Former Military Spouse</li> <li>Military Child and Grandchild</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Bachelor of Arts in Business and Economics</li> <li>Executive Leadership Certificate Bachelor of Science, Business Administration, Auburn University</li> </ul>

## Major (Retired) Priscilla W. Locke, USA

DACOWITS Position	<ul style="list-style-type: none"> <li>Recruitment and Retention Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>President, Seeds of Humanity Foundation</li> <li>National Liaison, West Point LEADS Program National (2011–2020)</li> <li>Member, West Point Admissions Field Force</li> <li>West Point Standardized Test Score Improvement Program Coach (SAT/ACT)</li> <li>Past President, Rotary Club of Springfield, VA</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Retired from Army in 1995 after 21 years of service</li> <li>Enlisted in the Army in 1974 as Communications Specialist</li> <li>First Black Women West Point Graduate by Order of Merit</li> <li>Hall of Fame Inductee, Army Women’s Foundation</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Master of science, Education, Loyola Baltimore</li> <li>Master of science, Public Administration, Central Michigan University</li> <li>Bachelor of science, Engineering, United States Military Academy, Class of 1980</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>Awardee, Key to the City of Detroit, MI</li> <li>Awardee, Detroit Woman of Excellence, Michigan Chronicle</li> <li>Distinguished Graduate, West Point Society of DC</li> <li>Awardee, National Society of Black Engineers Golden Torch Award</li> <li>Awardee, Women of Color in STEM Visionary Award</li> <li>Awardee, Wings To Succeed, National Association of Multicultural Engineering Program Advocates</li> </ul>

## Lieutenant General (Retired) Kevin W. Mangum, USA

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

## Brigadier General (Retired) Jariisse J. Sanborn, USAF

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

## Brigadier General (Retired) Allyson R. Solomon, ANG

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

## Rear Admiral (Retired) Cari B. Thomas, USCG

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

## Fleet Master Chief (Retired) Susan A. Whitman, USN

DACOWITS Position	<ul style="list-style-type: none"> <li>Well-Being and Treatment Subcommittee Member</li> </ul>
Other Positions/Employment/Community Involvement	<ul style="list-style-type: none"> <li>CPO Scholarship Fund Member</li> <li>Military Women of Tidewater Unit 152 of Military Women Across the Nation</li> </ul>
Prior Military Service or Affiliation	<ul style="list-style-type: none"> <li>Retired from the Navy after 32 years of service</li> <li>First Female Command Master Chief, Naval Safety Center</li> <li>First Female Force Master Chief, Surface Forces Atlantic</li> <li>First Female Fleet Master Chief, U.S. Pacific Fleet</li> </ul>
Highest Education (Military/Civilian)	<ul style="list-style-type: none"> <li>Associate in Arts, Columbia College</li> <li>Senior Enlisted Keystone Joint Professional Military Education, National Defense University Graduate</li> </ul>
Achievements/Awards/Recognition	<ul style="list-style-type: none"> <li>Navy's 2011 Captain Joy Bright Hancock Leadership Award Winner for Inspirational Leadership</li> <li>Navy's 2011 Captain Winifred Quick Collins Award Winner for Inspirational Leadership</li> <li>Honorary Member of the Bainbridge WAVES</li> </ul>





Navy Chief Petty Officer Jennifer Krupa works with high school students during the 11th annual Jazz Education Network Conference in New Orleans, Jan. 8, 2020.

# Appendix D

## DACOWITS Requests for Information and Responding Offices



# Appendix D. DACOWITS Requests for Information and Responding Entities

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 2020 research year. DACOWITS held in-person business meetings in December 2019, March 2020, and a virtual meeting in September 2020. Written responses were provided to the Committee in June 2020. The RFIs are presented exactly as written by the Committee.

## December 2019

**RFI 1:** The Committee requests a written response from the Military Services (to include the Reserves and National Guard) on the following:

- Provide an update to your co-location policy, to include the status of action taken to address the DACOWITS' 2017 recommendations noted above.
- Provide policies or procedures pertaining to co-location for members of the Reserve and/or Guard when they have an Active Duty spouse.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard, National Guard Bureau

**RFI 2:** The Committee requests a briefing from the Military Services (to include the Reserves and National Guard) on the following:

- Marketing strategies for attracting women (to include racially and ethnically diverse women) into the Service, to include specific methods (e.g., events, social media, commercials, games, advertisements, materials).
- Examples of social media marketing outreach tailored to women over the last two years, as well as an analysis of the effectiveness for each effort.
- Examples of both large and small activities and events designed to attract women (to include racially and ethnically diverse women) over the last two years. Include the breakdown of the target audience, relationship with individuals or organizations considered to be influencers and the number of attendees.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**National Guard Bureau RFI 3:** The Committee requests a written response from the Military Services (to include the Reserves and National Guard) on the following:

- Do you conduct workforce retention surveys or studies?
- If so, how long have you been conducting? Provide a copy of the survey and most recent study.
- At what point in their careers are participants receiving the survey (i.e., upon reenlistment)?
- What are the survey participation rates for retained Service members?
- Based on the results of the survey:
  - What are the main reasons women are staying?
  - How do these results differ from their male counterparts?
  - Are there differences in responses among women of color (race and ethnically diverse women)?
  - What trends are noteworthy?
- In addition, provide an update on the status of exit surveys and analysis.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard, National Guard Bureau

**RFI 4:** The Committee requests a briefing from the DoD Office of People Analytics on the "Single Survey of the National Guard and Reserve," to include information on:

- The overall purpose of the survey and intended participants; and
- The science behind the development of the survey, to include the use of ambivalent sexism inventory questions.

**Responding Entity:** DoD, Office of People Analytics

**RFI 5A:** The Committee requests a briefing from the Military Services addressing women in the aviation community, to include the following:

- Provide total number of women by aviation platform. Provide whole numbers, percent of total community, and breakdown by rank.
- What is the percentage of women in aviation by rank/MOS (i.e., maintenance, flight equipment, intelligence, supply, etc.)?
- What barriers have you identified that may hinder women's ascension into aviation specialties (e.g., equipment, anthropometric measures, etc.)?
- What barriers have you identified that may limit women's promotion potential once in the aviation specialties (i.e., berthing limitations, facilities, deployment time, etc.)?
- What initiatives (current or planned) are being pursued to increase women in the aviation community?

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 5B:** The Committee requests a briefing from the Military Services addressing women in the space community, to include the following:

- Explain how members of your Service become astronauts or part of the space program (to include support positions).
- Provide total number of women by astronaut designation. Provide whole numbers, percent of total community, and breakdown by rank.
- What is the percentage of women in space support fields by rank/MOS (i.e., maintenance, flight equipment, intelligence, supply, etc.)?
- What barriers have you identified that may hinder women's ascension into space specialties (e.g., equipment, anthropometric measures, etc.)?
- What barriers have you identified that may limit women's promotion potential once in space specialties (i.e., berthing limitations, facilities, deployment time, etc.)?
- What initiatives (current or planned) are being pursued to increase women in the space community?

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 6:** In December 2018, the Committee received a briefing from the Military Services on gender representation among instructors and trainers. The Committee commends the attention paid to ensuring gender representation among the instructor pipeline. As a follow up, the Committee requests a written response from the Military Services addressing the following (broken down by rank/gender/specialty or school):

- What is the promotion rate for Service members eligible for promotion that are serving as instructors at an MOS producing school outside their primary MOS?
- What is the promotion rate for Service members eligible for promotion that are serving as instructors at an MOS producing school in their primary MOS?
- What is the promotion rate for Service members eligible for promotion that are serving as instructors with a specialty designation (i.e., drill instructor)?
- What is the promotion rate for Service members eligible for promotion that are serving as instructors at a non-MOS producing school?

**Responding Entity:** This RFI was rescinded prior to the December Quarterly Business Meeting.

**RFI 7:** The Committee requests a briefing from the Army, Navy, Marine Corps and Air Force on how the Services are progressing through the timelines outlined in their gender integration implementation plans? Please include the following:

- Accomplishments and/or setbacks to date (i.e., expected to achieve but have not yet).

- Plan for the next 18 months to implement any remaining components of the integration plan. How is this plan being released, promoted, and available for review among leadership, personnel, and the public?
- Has your Service discovered any limitations that may stall your proposed timeline for full integration (e.g., berthing considerations, combat gear and/or equipment, etc.)?
- Since combat positions were opened, how many women have been accessed into the training pipeline? Of those accessed, how many have completed training?
- Provide historical attrition rates, by gender, from January 2013 to November 2019 of candidates/students in Service branch schools, programs, or specialty courses integrated since December 2015.

**Responding Entity:** Army, Navy, Marine Corps, Air Force

**RFI 8:** The Committee requests a briefing from the Army on the following:

- What is the physiological science on which the ACFT is based?
- What is the basis for the scoring criteria?
- What data is being collected during this pilot? And how will it be used?
- Other than testing physical fitness, what are the other uses of the ACFT (i.e., promotion, selection, schools, etc.)?
- What efforts has the Army taken to address potential disadvantages to women given the physiological gender differences between men and women?

**Responding Entity:** Army

**RFI 9:** The Committee requests a written response from each of the Military Services to provide the following:

- Provide policies, regulations, and other directive sources that describe grooming standards for servicewomen. Include specifics that may be required for certain military specialties or working conditions, as well as any variances or allowances for racial or ethnic groups.
- Detail any reported or anecdotal information/data related to adverse health impacts of grooming standards, to include general standard or occupationally specific standards. Additionally, annotate which office collects such data and where it is reported.
- Describe any health impacts noted or reported which may be specific to different ethnic or racial groups (e.g., chemical hair treatments and/or hazardous products servicewomen may utilize to comply with grooming standards).
- Detail any studies that have been conducted related to health impacts on servicewomen associated with grooming standards.

- Detail any grooming standard waivers that are provided to Service members for diagnosed medical conditions.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard, National Guard

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

- What is the current length of maternity/primary caregiver leave authorized for Service members following a birth or adoption?
- Provide details on any analysis conducted on how the length of this leave impacts retention. Detail any current or ongoing studies to assess whether this leave is having a positive impact on retaining servicewomen.
- Provide details on any analysis that considers whether extending the leave beyond the current length could lead to the increased retention of servicewomen.
- Address the benefits and/or potential risks to your Service if extended time off was offered to primary caregivers beyond the current authorized parental leave (i.e., sabbatical with corresponding service obligation).

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard, National Guard Bureau

## March 2020

**RFI 1:** The Committee requests a written response from the Military Services on the status of their eSports team programs.

- What is the planned demographic composition of those teams?
- Do the Services use eSports teams as a recruiting tool for men and women?

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 2:** The Committee requests a written response from Joint Advertising, Marketing Research & Studies (JAMRS) on the role social media played in the enlistment decision from those that have recently enlisted in the military from the New Recruit Survey. Provide data on social media platform usage within the general youth market which can be used to inform social media outreach strategies: participant usage; frequency of usage and purpose for using a particular social media platform (i.e., entertainment, staying connected with friends/family, information seeking, etc.). In addition, provide an analysis by sub-populations (i.e., race, ethnicity, gender, age cohort, geographic region, etc.), which outlines information on the type of demographic certain social media content will most likely reach and the type of content that should be used based on targeted populations in order to help

inform outreach efforts and engagements with social media platforms to inform the Military Services on message placement and the content most likely to be relevant to the platform participants.

**Responding Entity:** DoD, Joint Advertising, Marketing Research and Studies

**RFI 3:** In 2017, the Committee recommended to the Secretary of Defense that “the Military Services tailor their marketing to reflect the most salient reasons women join in order to inspire more women toward military service,” as research has shown that the salient reasons women join differ from men.

The Committee requests a written response from the Military Services on how the data provided by the Joint Advertising, Marketing Research & Studies (JAMRS) office was used to develop their current marketing strategies to attract and recruit more women. If not, what research/data was used to support the current strategy?

**Responding Entity:** Army, Navy, Marine Corps , Air Force, Coast Guard

**RFI 4:** The Committee requests a literature review from the DACOWITS Research Contractor on how industry tracks retention and engagement of their employees and strategies they use to improve both. Provide lessons learned that may be applicable to military service application. In addition, include any references to the use of caregiver leave (maternity and/or paternity leave) and caregiver sabbaticals.

**Responding Entity:** Insight Policy Research

**RFI 5:** The Committee requests a written response from Defense Civilian Personnel Advisory Service (DCPAS) on Federal Employee Viewpoint Survey (FEVS) data collected from the Military Services, including:

- Provide the specific survey questions related to retention. In addition provide a description of the responses the survey anticipated.
- Provide civilian retention data for each of the Military Services (including the Coast Guard) to answer the following questions:
  - What are the main reasons civilian women are staying?
  - How do these results differ from their civilian male counterparts?
  - Are there differences in responses among civilian women of color (race and ethnically diverse women)?
  - What trends are noteworthy?

**Responding Entity:** Defense Civilian Personnel Advisory Service

**RFI 6:** The Committee requests a written response from the DoD Office of People Analytics on the Status of Forces survey data, including:

- Provide description of specific questions related to retention?



- Provide retention data for each of the Military Services (including the Coast Guard, Guard and Reserve)
- Active duty 2018 / 2013 / 2008
- Guard/Reserve 2018 / 2013 / 2008
- to answer the following questions:
- What are the main reasons women are staying?
- How do these results differ from their male counterparts?
- Are there differences in responses among women of color (i.e., racially and ethnically diverse women)?
- What trends are noteworthy?

**Responding Entity:** DoD, Office of People Analytics

**RFI 7:** The Committee requests a written response from the Air Force outlining specific actions taken or planned, as a result of the trends observed from the 2019 Retention Survey, pertaining specifically to women.

**Responding Entity:** Air Force

**RFI 8:** The Committee requests a written response from the Military Services addressing the following:

- What actions have been taken or will be taken to accommodate the physiological differences in women verses men since aviation positions have been opened to women? Pertaining to aircraft, flight gear, training, etc.
- What are the anthropometric measurement requirements for service as a pilot? Service as Air Crew? When were these requirements established?
- Approximately what percentage of Service members were disqualified from flight status based on these requirements? Provide breakdown by gender.
- What are the anthropometric measurement requirements for each aviation platform and why?
- What are the anthropometric measurements around which flight equipment is procured?
- What is the process to procure sizes of flight equipment not in a squadron's inventory? How long does the process take?
- What is the process to procure uniquely sized flight equipment not in standard issue?

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 9:** The Committee requests a briefing from the Director, Space Force Planning Task Force on the plan to stand up and grow the new USSF. In particular, the Committee is interested in any plans to ensure gender diversity in employment in the new force.

**Responding Entity:** Office of the Chief of Space Operations

**RFI 10:** The Committee requests a written response from the Army, Navy, Marine Corps and Air Force on changes to shore-based facilities, from 1 January 2016 to 1 January 2020, in structural work centers, berthing (barracks) and other areas as a result of gender integration, as well as any future plans and timeline for implementation. Include the number of facilities modified or to be modified, the number of locations, and the reasons for the modifications. At minimum address:

- Hygiene areas (i.e., toilet, sink, and/or shower)
- Security camera installation (e.g., common berthing areas, stairwells, work centers, etc.)
- Space security locks
- Restructured berthing/barracks to separate gender
- Other facilities

**Responding Entity:** Army, Navy, Marine Corps, Air Force

**RFI 11:** The Committee requests a written response from the Military Services describing what and how female recruits are taught to style their hair, to ensure compliance with Service hair grooming standards, specifically those styles which entail pulling or twisting hair into “up-do” or “pull back” styles. The Committee is particularly interested in how servicewomen are taught to achieve the following hair styles: buns, ponytails, and braids.

- Please provide copies of instructional materials, curricula, videos or other media used to demonstrate and teach servicewomen how to achieve these and any other styles which require pulling or twisting the hair.
- If “how to” styling demonstrations are used to train, please provide the Committee video demonstration of this training.
- Are servicewomen specifically, and Service members generally (particularly supervisors/commanders), educated about the potential harm resulting from hairstyles that excessively pull/twist hair and, if so, how?
- Although Service grooming standards do not require “tight” pulling of the hair or “tight buns,” Committee members have observed many servicewomen who do wear such hairstyles. Is there any unit practice or encouragement to achieve a more professional looking appearance by employing this styling technique?

- The Coast Guard advised, in its December RFI response, that its Uniform Board recently recommended revisions to female grooming standards based on information it had received about the adverse medical effects (i.e., headaches and permanent hair loss) of “repeated pulling of the hair to form ponytails or pulled back hairstyles.” To assist the Committee in its study of this matter, we request the Coast Guard provide information about the proposed changes.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 12:** The Committee requests a written response from the Department of Defense on the status of the above policy change. Have the Military Services been told to examine a noncontinuous leave option for primary caregiver and/or secondary caregiver leave? Do any barriers exist that would impede the policy from being implemented?

**Responding Entity:** DoD, Military Personnel Policy, Military Compensation Policy

**RFI 13:** The Committee requests a briefing from each of the Military Services\* to address the below questions:

- Provide data or feedback gathered to date, if any, about impact, sufficiency and satisfaction with the current 12-week primary caregiver leave policy.
- What impact did the reduction from 18 weeks to 12 weeks have in the Navy and Marine Corps?
- Do the Services back-fill positions vacated by servicewomen utilizing their primary caregiver leave? If so, how is that accomplished? If not, what is the impact to the unit because of these vacancies?
- We note the Coast Guard is exploring the capability of providing short-term staffing augmentation to units with absences related to convalescent and caregiver leave. Are the other Military Services using or considering a surge staffing augmentation model? If so, how will these back-fills be funded?
- Marine Corps: The December 2019 RFI response stated the Marine Corps was examining options that would provide parents the opportunity for extended time off. Please elaborate.
- Navy: In the December 2019 RFI response, the Navy noted a Center for Naval Analyses (CNA) study released in April 2019 titled, “An Analysis of the Relationship Between the Navy’s Maternity Leave Policy and Reenlistment Rates.” Please provide a copy of the study and an overview of its findings.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 14:** The Committee requests an updated briefing from each of the Military Services\* to address the following:

- Provide an update of Service members’ use of the CIP from the date of inception of the program through present day, to include reasons for the application.

- Explain how the program is being requested/used by Service members to care for children, to include:
  - Numbers of CIP applicants and selectees broken down by gender;
  - Reasons for denying a request for CIP, noting any differences by gender; and the
  - Results of CIP as it affects retention and satisfaction to serve. Include lengths of time requested, granted, and used for the care of children. Include any feedback from Service members broken down by gender, to include real/perceived impacts on career progression.
- As a retention initiative, is your Service considering any other options to provide Service members extended time off? If so, please provide those details.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

## June 2020

**RFI 1:** The Committee requests a written response from DoD and the Military Services on information, outcomes, and impact of DoD/Service funded Public Affairs Community Relations and Marketing Programs that support recruitment, including, but not limited, to the following programs:

- DoD: DoD Star Base
- Navy: Sea Cadets
- Army: Junior Solar Sprint Regional Competition; Science and Engineering Apprenticeship Program (AEOP); Research and Engineering Apprenticeship Program (AEOP); High School Apprenticeship Program (AEOP); and Junior Leadership Corps
- Air Force: Civil Air Patrol; and Air Force JROTC Flight Academy
- Marine Corps: Young Marines; and the U.S. Marine Corps Sports Leadership Academy

Provide information to include, but not limited to:

- Type of activity (including STEM engagement, fitness challenges, research, etc.)
- Financial cost
- Return on investment
- Geographic coverage
- Percentage of women participants of the total population (in 2010 and 2015)
- Educational outcome for the students

- Percentage of students who completed the program
- Program impacts on improving the recruitment of women

**Responding Entity:** DoD, Office of the Assistant Secretary of Defense, Manpower and Reserve Affairs, Army, Navy, Marine Corps, Air Force

**RFI 2:** The Committee requests a copy of the Army's combined exit/retention survey fielded in Q2 FY 2020.

**Responding Entity:** Army

**RFI 3:** The Committee requests a written response from the DoD Office of People Analytics on the Defense Equal Opportunity Management Institute (DEOMI) Organizational Climate Survey (DEOCS) survey data collected from the Military Services, to include:

- Provide data aggregated by each Military Service (including the Coast Guard, Guard and Reserve) on DEOCS survey questions pertaining to the following categories: organizational commitment; group cohesion; connectedness; job satisfaction; engagement; and inclusion at work.
- Break down by gender, then by race/ethnicity and by rank
- Provide above information in three data intervals: most recent survey year; five years prior to most recent survey; and 10 years prior to most recent survey.
- Provide analyses/trends/benchmarks available that could support/inform Service initiatives to improve retention?

**Responding Entity:** DoD, Office of People Analytics

**RFI 4:** The Committee continues to be interested in DoD and Military Service policies governing the ability of Service members to transfer to other Services, the National Guard and/or the Reserves, and the impact of these policies on the retention of women. The Committee requests a written response from the Military Services (to include the Reserves and National Guard) on the implementation of DoD Directive (DoDD) 1300.04, dated 25 July 2017, Inter-Services and Inter-Component Transfers of Service members, to include:

- How has your Service implemented DoDD 1300.04 from both a policy and program perspective?
- How does this new policy differ from previous policies or programs? How does this new policy make it easier for Service members to complete an inter-Service or inter-Component transfer?
- For the time frames, 2015 and 2019, how many Service members (i.e., broken down by gender, officer or enlisted, and paygrade) have requested an:

- Inter-Service transfer
- Inter-Component transfer

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 5:** In September 2019, the Marine Corps provided a written response on the status of gender integration implementation plans for basic training.

The Committee requests a written response from the Marine Corps on any updates to these plans.

**Responding Entity:** Marine Corps

**RFI 6:** The Committee requests a written response from the Military Services on guidance or policies that address how new aircraft procurement accommodates the widest range of Service members, to include:

- Does this guidance or policy consider anthropometric factors to ensure aircraft designs accommodate smaller female measurements?
- What aircraft (by type and function) currently are not in accordance with these policies?
- What are the current limitations associated with having some types of aircraft (e.g., trainers) that do not meet policy requirements?
- Are there accommodations that have been/can be made to legacy aircraft in the current inventory that are not in accordance with the policy to better accommodate the widest range of Service members? If so, what are those accommodations? If not, why not?

**Responding Entity:** Army

**RFI 7:** The Committee requests a written response from the Army on the results of the ACFT pilot and testing results to date:

- Overall pass/fail rates by gender and age.
- Individual element pass/fail rates by gender and age.

**Responding Entity:** Army

**RFI 8:** The Committee request a written response from the Army detailing the science used to establish the ACFT with gender and age neutral requirements, to include:

- What science resources support gender and age neutral requirements?
- Do any of these science resources identify risks relative to gender and age for any of the six ACFT elements?

**Responding Entity:** Army



**RFI 9:** The National Defense Authorization Act (NDAA) made provisions for gender neutral occupational testing. In addition, DoDI 1308.3, DoD Physical Fitness and Body Fat Programs Procedures, Para. 6.1.3.1, states: "PFTs assess Service-wide baseline generalized fitness levels and are not intended to represent mission or occupationally specific fitness demands." The Committee is concerned that the Army's new ACFT may fall outside the intent of the NDAA and the scope of DoDI policy.

In December 2019, the Army briefed the Committee on the status of their ACFT pilot and program rollout. The Committee requests a follow-up written response from the Army on how the ACFT meets the intent of the NDAA provisions and DoDI 1308.3.

**Responding Entity:** Army

**RFI 10:** In March 2020, the Committee was briefed by the Military Services on the status of their Primary Caregiver Leave policies. It appears to the Committee that the Marine Corps has interpreted and made this policy more restrictive than the other Services. The Committee requests a written response from the Marine Corps on the justification for restricting the transfer of primary caregiver leave unless the birth parent (i.e., servicewoman) is incapacitated or unavailable, per MARADMIN 570/18.

**Responding Entity:** Marine Corps

**RFI 11:** In March 2020, the Committee was briefed by the Military Services on the status of their Primary Caregiver Leave policies. During the briefing, the Coast Guard panelist shared their Service's use of their Reserve personnel for short-term augmentation while Active Duty Service members utilize Primary Caregiver Leave.

The Committee requests a written response from Department of Defense on workplace policies and initiatives, whereby the Military Services are authorized to request short-term Reserve or Guard replacements or augmentees, while Service members utilize Primary Caregiver Leave. If a DoD policy does not currently exist, what prohibits the Department from executing/implementing such a policy (i.e., statutes, regulations, Service specific policies, etc.)?

**Responding Entity:** DoD, Office for Diversity, Equity, and Inclusion

**RFI 12:** In March 2020, the Committee was briefed by the Military Services on the status of their Primary Caregiver Leave policies. During the briefing, the Marine Corps panelist shared that their Service was reviewing and considering the implementation of a one-year sabbatical following the birth or adoption of a child. The Committee requests a written response from the Marine Corps on the status of this initiative.

**Responding Entity:** Marine Corps

**RFI 13:** The Committee requests a Literature Review from the DACOWITS' Research Contractor on the following: measures, assessment scales, and implementation methods of physical fitness assessments used by foreign militaries (i.e., gender normed/neutral; age normed/neutral; physiological gender differences; etc.)

**Responding Entity:** Insight Policy Research

**RFI 14:** The Committee requests a Literature Review from the DACOWITS' Research Contractor on the following: perceptions of careers and early career aspirations among our nation's youth.

**Responding Entity:** Insight Policy Research

## September 2020

**RFI 1:** The Committee requests a briefing from the Office for Diversity, Equity and Inclusion (ODEI) on its role in the strategic oversight for the Military Services' gender integration implementation plans. Specifically, the Committee is interested in:

- Metrics, trends, and timelines that measure the implementation of efforts underway to advance opportunities for women to serve in combat roles previously closed. Please break out by appropriate category (i.e., training, equipment, operations, leadership roles, etc.).
- Any efforts that lag implementation timelines and the plan to correct.
- How ODEI interacts with relevant policy holders across DoD to ensure gender integrations plans offer consistency across DoD?
- Shortfalls in resources that enable full support of plans for timely integration.
- Reports to Congress that outline the status of implementation plans and requirements.
- Focus areas related to gender integration for ODEI over the next 2-5 years.

**Responding Entity:** DoD, Office for Diversity, Equity, and Inclusion

**RFI 2:** In the written response provided in June 2020, the Marine Corps made the following statement: "It will require significant time to create the required amount of female Drill Instructors." The Committee requests an update via a written response from the Marine Corps on the status of gender integration at recruit training and the plan to achieve the Congressional mandated suspense dates. In addition, the Committee requests the following information on enlisted recruit training Drill Instructor (DI) roles:

- What is the desired ratio of female/male DIs?
- What is the ratio of recruits per DI?
- Provide a gender/rank breakdown of DI assignments for the last 10 years. Of note, the Committee is interested in trends.

- What is the process to apply and selection requirements for DI positions?
- Provide gender/rank attrition data from DI school/training for the last 10 years.

**Responding Entity:** Marine Corps

**RFI 3:** The Committee requests a written response from Military Services (to include the Coast Guard) on the following:

- The total number broken out by gender/rank of Service members selected for pilot training in FY 2009 through FY 2019, as well as a breakout by accession source.
- Data on the attrition rates during flight training broken out by gender/rank and the top four reasons (if available) for FY 2009 through FY 2019.
- Data on the total number and percentage of Service members completing initial flight training broken out by gender/rank for FY 2009 through FY 2019.
- Minimum service obligations for Service members who graduate from initial flight training and any recent or pending changes that have been made.

**Responding Entity:** Army, Navy, Marine Corps, Air Force, Coast Guard

**RFI 4:** In March 2020, the Committee was briefed by the Military Services on the status of their Primary Caregiver Leave policies. During the briefing, the Marine Corps panelist shared that their Service was reviewing and considering the implementation of a one-year sabbatical following the birth or adoption of a child. In June 2020, the Committee requested a written response from the Marine Corps on the status of this initiative and was told the Marine Corps is still in the process of developing options for a Commandant decision no later than July 2020. The Committee requests a written response from the Marine Corps on the status of this initiative.

**Responding Entity:** Marine Corps

**RFI 5:** In March 2020, the Committee received briefings from the Military Services on the status of the Career Intermission Program (CIP) and Temporary Separation (TEMPSEP) program. As a follow-up, the Committee is requesting a more comprehensive overview of the data that was provided, similar to the Army.

The Committee requests a written response from the Air Force, Coast Guard, Marine Corps, and Navy the following:

- Air Force:
- Female officer and enlisted breakout of the 111 total female participants;
- Number of women who cited family and/or childcare reasons for their CIP participation; and
- The length of time taken by female participants. For example: 90 servicewomen took 1-year, 10 servicewomen took 2-years, and 11 servicewomen took 3 years.

- Coast Guard: Gender breakout for number of women citing family/child care reasons and did all request a one year absence? Also, based on slide 6 from the March briefing, we calculated 45 members returned to active duty and, of those, 31 were female – is that accurate?
- Marine Corps:
  - Female officer and enlisted breakout of the 6 total female participants;
  - Number of women participants and total number of all participants citing family and/or childcare reasons for CIP; and
  - The time taken by each of the female participants citing family and/or childcare reasons. For example: Three servicewomen took 1-year, 15 servicewomen took 2-years, and one servicewoman took 1-year.
- Navy: Female officer and enlisted breakout of the 124 total female participants.

**Responding Entity:** Navy, Marine Corps, Coast Guard

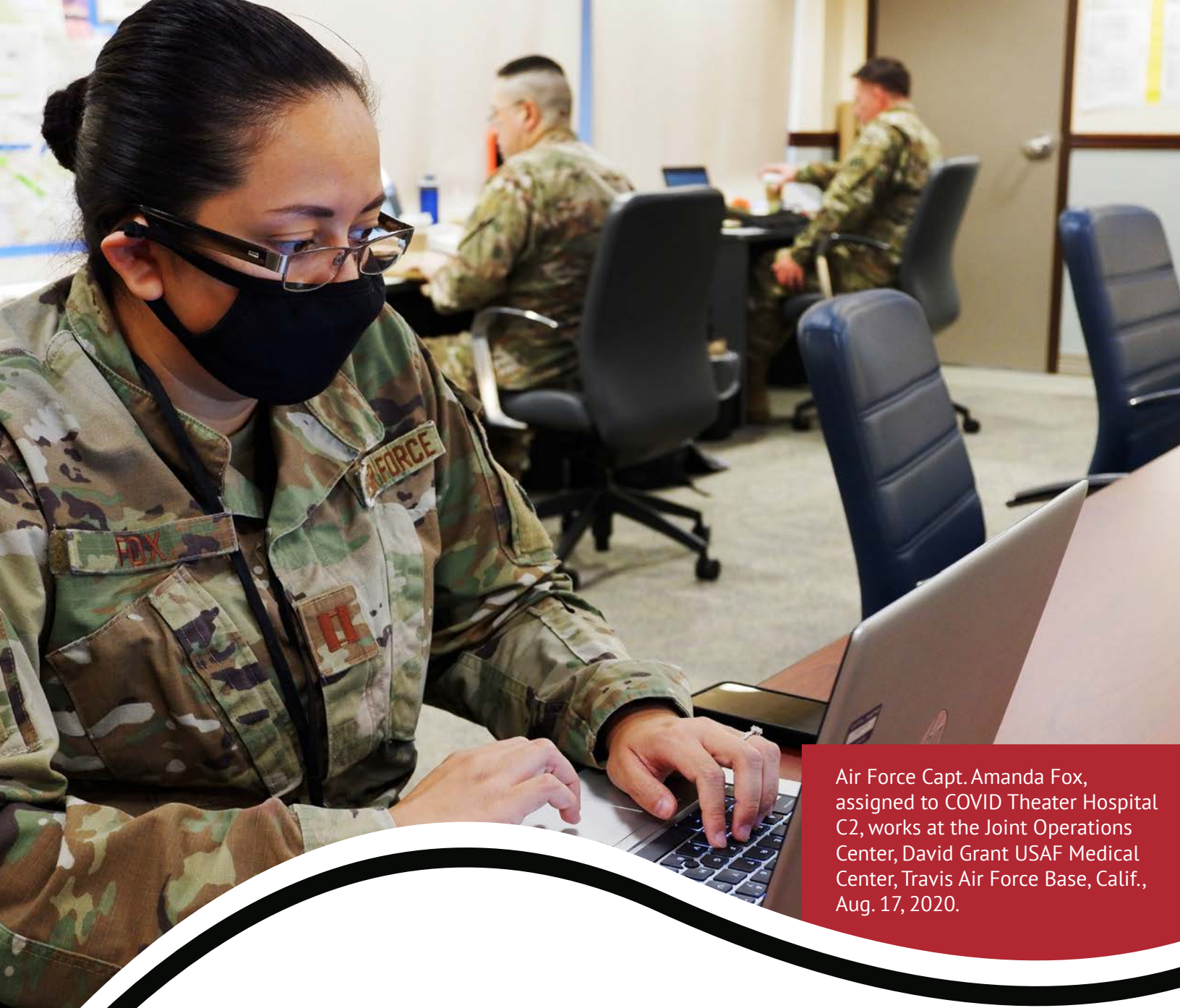
**RFI 6:** In March 2020, the Committee received a public comment regarding pregnancy discrimination and recommended updates to the DoDD 1020.02E, Diversity Management and Equal Opportunity in the Department of Defense, and DoDD 1350.2, Department of Defense Military Equal Opportunity (MEO) Program. The Committee requests a briefing from the Office for Diversity, Equity, and Inclusion (ODEI) on the status of any pending updates to these directives and whether they will incorporate pregnancy discrimination language.

**Responding Entity:** DoD, Office for Diversity, Equity, and Inclusion



Air Force Staff Sgt. Kara Tierney and Airman 1st Class Fuatapu Hook fold a U.S. flag during a six man funeral sequence as part of an honor guard graduation ceremony at Joint Base Elmendorf Richardson, Alaska, Aug. 26, 2020





Air Force Capt. Amanda Fox, assigned to COVID Theater Hospital C2, works at the Joint Operations Center, David Grant USAF Medical Center, Travis Air Force Base, Calif., Aug. 17, 2020.

# Appendix E

Gender Distribution of Officers and Enlisted Service Members in Each Service and Across the Total Force, 2016-2020

# Appendix E. Gender Distribution of Officers and Enlisted Service Members in Each Service and Across the Total Force, 2016–2020

This appendix presents the percentages of men and women in each rank for each Service, including the Reserve and Guard, in 2020. It also presents the changes in gender distribution within each Service from 2016 through 2020. The tables in this appendix were calculated using DoD data.<sup>690</sup>



Army Reserve Capt. Ymara Torres-Laboy salutes while rehearsing for a change of command ceremony at Joint Base San Antonio, Texas, Dec. 4, 2020.



**Table E.1. Gender Distribution of Active Component Service Members by Service and Rank, September 2020**

Rank	Army				Navy				Marine Corps				Air Force				Coast Guard				Total					
	Female		Male		Female		Male		Female		Male		Female		Male		Female		Male		Female		Male			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
O10	0	0	17	100	0	0	9	100	0	0	3	100	2	12.5	14	87.5	0	0	0	0	2	100	2	4.3	45	95.7
O9	2	4.3	45	95.7	3	7.9	35	92.1	1	5.9	16	94.1	3	5.9	48	94.1	1	2.0	4	20	4	80	10	6.3	148	93.7
O8	5	5.4	88	94.6	6	9.4	58	90.6	0	0	31	100	8	8.6	85	91.4	4	19	17	81	23	7.6	279	92.4		
O7	15	10.9	123	89.1	6	5.7	100	94.3	2	5.3	36	94.7	17	12.6	118	87.4	1	5.9	16	94.1	41	9.4	399	90.6		
O6	497	12.4	3,505	87.6	398	12.1	2,895	87.9	21	3.2	638	96.8	528	16	2,764	84	58	13.8	363	86.2	1,502	12.9	10,165	87.1		
O5	1,515	16.8	7,514	83.2	945	14	5,826	86	125	6.4	1,824	93.6	1,648	16.8	8,172	83.2	190	20.1	755	79.9	4,423	15.5	24,091	84.5		
O4	3,049	19	13,008	81	2,063	19.3	8,628	80.7	260	6.5	3,749	93.5	2,996	20.9	11,313	79.1	326	21.7	1,179	78.3	8,694	18.7	37,877	81.3		
O3	5,509	20.3	21,635	79.7	4,258	22.7	14,525	77.3	538	9.1	5,379	90.9	5,218	25.1	15,540	74.9	563	25.1	1,676	74.9	16,086	21.5	58,755	78.5		
O2	2,616	21.3	9,648	78.7	1,605	23.4	5,260	76.6	396	10.2	3,471	89.8	1,972	23.4	6,443	76.6	285	28.9	702	71.1	6,874	21.2	25,524	78.8		
O1	2,303	23.4	7,547	76.6	1,627	22.8	5,523	77.2	378	13.6	2,411	86.4	1,933	26.3	5,423	73.7	278	32.7	573	67.3	6,519	23.3	21,477	76.7		
<b>Officer Total</b>	<b>15,511</b>	<b>19.7</b>	<b>63,130</b>	<b>80.3</b>	<b>10,911</b>	<b>20.3</b>	<b>42,859</b>	<b>79.7</b>	<b>1,721</b>	<b>8.9</b>	<b>17,558</b>	<b>91.1</b>	<b>14,325</b>	<b>22.3</b>	<b>49,920</b>	<b>77.7</b>	<b>1,706</b>	<b>24.4</b>	<b>5,287</b>	<b>75.6</b>	<b>44,174</b>	<b>19.8</b>	<b>178,754</b>	<b>80.2</b>		
W5	46	8.3	505	91.7	6	6.9	81	93.1	6	5.4	105	94.6	N/A	N/A	N/A	N/A	0	0	0	0	0	58	7.7	691	92.3	
W4	174	8.9	1,775	91.1	25	6.2	380	93.8	12	4	291	96	N/A	N/A	N/A	N/A	24	4.8	471	95.2	235	7.5	2,917	92.5		
W3	390	10.7	3,250	89.3	65	8.6	693	91.4	39	6.8	538	93.2	N/A	N/A	N/A	N/A	39	7.9	457	92.1	533	9.7	4,938	90.3		
W2	526	9.5	5,001	90.5	69	10.9	562	89.1	55	6	865	94	N/A	N/A	N/A	N/A	75	10	678	90	725	9.3	7,106	90.7		
W1	304	11.4	2,370	88.6	0	0	8	100	14	5.4	246	94.6	N/A	N/A	N/A	N/A	0	0	0	0	0	318	10.8	2,624	89.2	
<b>Warrant Total</b>	<b>1,440</b>	<b>10</b>	<b>12,901</b>	<b>90</b>	<b>165</b>	<b>8.7</b>	<b>1,724</b>	<b>91.3</b>	<b>126</b>	<b>5.8</b>	<b>2,045</b>	<b>94.2</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>138</b>	<b>7.9</b>	<b>1,606</b>	<b>92.1</b>	<b>1,869</b>	<b>9.3</b>	<b>18,276</b>	<b>90.7</b>		
E9	351	10.1	3,134	89.9	238	8.8	2,482	91.3	66	4.2	1,511	95.8	476	18.1	2,156	81.9	34	9	345	91	1,165	10.8	9,628	89.2		
E8	1,445	13.2	9,507	86.8	743	10.5	6,347	89.5	222	5.6	3,730	94.4	1,170	22.2	4,107	77.8	57	7.5	707	92.5	3,637	13	24,398	87		
E7	4,212	11.6	32,249	88.4	3,058	13.5	19,674	86.5	577	7	7,639	93	5,432	20.5	21,104	79.5	355	10	3,196	90	13,634	14	83,862	86		
E6	7,299	12.4	51,714	87.6	7,853	15.4	43,188	84.6	1,289	8.7	13,557	91.3	7,453	17.6	35,009	82.4	908	13.6	5,783	86.4	24,802	14.2	149,251	85.8		
E5	10,517	15.5	57,513	84.5	15,265	21.3	56,421	78.7	2,390	10	21,424	90	11,500	18.7	50,006	81.3	1,258	15.8	6,726	84.2	40,930	17.6	192,090	82.4		
E4	17,559	15.6	94,671	84.4	13,729	23.2	45,392	76.8	3,653	10.1	32,537	89.9	12,613	22	44,848	78	867	12.2	6,253	87.8	48,421	17.8	223,701	82.2		
E3	9,320	17.2	44,822	82.8	10,502	25.5	30,602	74.5	4,042	9.2	40,015	90.8	12,948	24.2	40,513	75.8	797	17.9	3,649	82.1	37,609	19.1	159,601	80.9		
E2	4,036	16.4	20,579	83.6	3,715	23	12,482	77	1,604	9	16,203	91	1,882	23.8	6,014	76.2	91	15	517	85	11,328	16.9	55,745	83.1		
E1	2,855	15	16,128	85	3,450	23.5	11,246	76.5	458	5.1	8,592	94.9	1,765	21.7	6,373	78.3	34	12.2	244	87.8	8,562	16.7	42,583	83.3		
<b>Enlisted Total</b>	<b>57,594</b>	<b>14.8</b>	<b>330,317</b>	<b>85.2</b>	<b>58,553</b>	<b>20.4</b>	<b>227,784</b>	<b>79.6</b>	<b>14,301</b>	<b>9</b>	<b>145,208</b>	<b>91</b>	<b>55,239</b>	<b>20.8</b>	<b>210,130</b>	<b>79.2</b>	<b>4,401</b>	<b>13.8</b>	<b>27,420</b>	<b>86.2</b>	<b>190,088</b>	<b>16.8</b>	<b>940,859</b>	<b>83.2</b>		
<b>AC Total</b>	<b>74,545</b>	<b>15.5%</b>	<b>406,348</b>	<b>84.5%</b>	<b>69,629</b>	<b>20.4%</b>	<b>272,367</b>	<b>79.6%</b>	<b>16,148</b>	<b>8.9%</b>	<b>164,811</b>	<b>91.1%</b>	<b>69,564</b>	<b>21.1%</b>	<b>260,050</b>	<b>78.9%</b>	<b>6,245</b>	<b>15.4%</b>	<b>34,313</b>	<b>84.6%</b>	<b>236,131</b>	<b>17.2%</b>	<b>1,137,889</b>	<b>82.8%</b>		

AC = Active Component

**Table E.2. Gender Distribution of Reserve Component Service Members by Service and Rank, September 2020**

Rank	Army				Navy				Marine Corps				Air Force				Coast Guard				Total						
	Female		Male		Female		Male		Female		Male		Female		Male		Female		Male		Female		Male				
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%			
O9	0	0	0	0	0	0	2	100	0	0	0	0	1	100	0	0	0	0	0	0	0	0	0	0	3	100	
O8	4	12.5	28	87.5	1	5	19	95	1	25	3	75	5	18.5	22	81.5	0	0	1	100	11	131	73	86.9			
O7	18	20.2	71	79.8	6	17.1	29	82.9	0	0	7	100	16	30.2	37	69.8	1	100	0	0	41	22.2	144	77.8			
O6	370	19.8	1,495	80.2	212	16.5	1,076	83.5	25	9.3	245	90.7	260	25.5	761	74.5	11	29.7	26	70.3	878	19.6	3,603	80.4			
O5	1,105	20.5	4,276	79.5	555	16.1	2,887	83.9	60	8.4	653	91.6	1,050	24.6	3,222	75.4	45	31	100	69	2,815	20.2	11,138	79.8			
O4	2,465	24	7,791	76	976	18.6	4,276	81.4	159	8.9	1,635	91.1	1,274	25.4	3,747	74.6	71	24	225	76	4,945	21.9	17,674	78.1			
O3	2,829	27.9	7,311	72.1	820	25.8	2,356	74.2	72	7.5	883	92.5	916	31.7	1,970	68.3	74	26.8	202	73.2	4,711	27	12,722	73			
O2	1,762	33.2	3,539	66.8	189	30.1	438	69.9	16	6	252	94	205	34.1	397	65.9	15	20	60	80	2,187	31.8	4,686	68.2			
O1	767	30.3	1,767	69.7	117	25.3	346	74.7	17	7	227	93	154	26.7	422	73.3	16	22.5	55	77.5	1,071	27.5	2,817	72.5			
<b>Officer Total</b>	<b>9,320</b>	<b>26.2</b>	<b>26,278</b>	<b>73.8</b>	<b>2,876</b>	<b>20.1</b>	<b>11,429</b>	<b>79.9</b>	<b>350</b>	<b>8.2</b>	<b>3,906</b>	<b>91.8</b>	<b>3,880</b>	<b>26.8</b>	<b>10,578</b>	<b>73.2</b>	<b>233</b>	<b>25.8</b>	<b>669</b>	<b>74.2</b>	<b>16,659</b>	<b>24</b>	<b>52,860</b>	<b>76</b>			
W5	14	13.1	93	86.9	0	0	6	100	2	10.5	17	89.5	N/A	N/A	N/A	N/A	0	0	0	0	16	12.1	116	87.9			
W4	83	12.7	569	87.3	2	9.1	20	90.9	2	4.3	45	95.7	N/A	N/A	N/A	N/A	4	11.4	31	88.6	91	12	665	88			
W3	179	14.6	1,049	85.4	1	3.4	28	96.6	4	5.5	69	94.5	N/A	N/A	N/A	N/A	2	7.7	24	92.3	186	13.7	1,170	86.3			
W2	201	17.9	925	82.1	2	4.4	43	95.6	4	5.6	67	94.4	N/A	N/A	N/A	N/A	12	24.5	37	75.5	219	17	1,072	83			
W1	101	19.9	407	80.1	0	0	0	0	2	5.6	34	94.4	N/A	N/A	N/A	N/A	0	0	0	0	103	18.9	441	81.1			
<b>Warrant Total</b>	<b>578</b>	<b>16</b>	<b>3,043</b>	<b>84</b>	<b>5</b>	<b>4.9</b>	<b>97</b>	<b>95.1</b>	<b>14</b>	<b>5.7</b>	<b>232</b>	<b>94.3</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>18</b>	<b>16.4</b>	<b>92</b>	<b>83.6</b>	<b>615</b>	<b>15.1</b>	<b>3,464</b>	<b>84.9</b>			
E9	270	19.3	1,132	80.7	50	14.7	289	85.3	3	2.1	142	97.9	225	21.8	806	78.2	9	14.3	54	85.7	557	18.7	2,423	81.3			
E8	1,155	23.3	3,802	76.7	188	18.5	829	81.5	27	5.4	469	94.6	794	27.4	2,106	72.6	26	20.8	99	79.2	2,190	23.1	7,305	76.9			
E7	3,201	21.7	11,580	78.3	934	25	2,804	75	66	5.8	1,067	94.2	2,114	26	6,028	74	109	15.1	611	84.9	6,424	22.5	22,090	77.5			
E6	4,727	22.1	16,623	77.9	2,970	23.6	9,594	76.4	157	8.1	1,792	91.9	3,349	24.1	10,533	75.9	243	14.9	1,391	85.1	11,446	22.3	39,933	77.7			
E5	5,567	21.7	20,042	78.3	4,205	27.2	11,272	72.8	324	7.5	3,989	92.5	2,829	25.8	8,123	74.2	237	15.1	1,332	84.9	13,162	22.7	44,758	77.3			
E4	12,564	24.8	38,001	75.2	1,918	27.3	5,099	72.7	215	3.6	5,825	96.4	3,789	31	8,422	69	136	14.9	776	85.1	18,622	24.3	58,123	75.7			
E3	4,881	30.4	11,186	69.6	939	30.6	2,128	69.4	318	2.2	14,118	97.8	1,408	37.3	2,364	62.7	51	19.8	207	80.2	7,597	20.2	30,003	79.8			
E2	1,983	28.9	4,885	71.1	238	28.2	605	71.8	45	2	2,241	98	336	44.1	426	55.9	0	0	0	0	2,602	24.2	8,157	75.8			
E1	2,524	32	5,361	68	193	28.3	490	71.7	1	0.5	200	99.5	409	43.2	537	56.8	0	0	0	0	3,127	32.2	6,588	67.8			
<b>Enlisted Total</b>	<b>36,872</b>	<b>24.7</b>	<b>112,612</b>	<b>75.3</b>	<b>11,635</b>	<b>26</b>	<b>33,110</b>	<b>74</b>	<b>1,156</b>	<b>3.7</b>	<b>29,843</b>	<b>96.3</b>	<b>15,253</b>	<b>27.9</b>	<b>39,345</b>	<b>72.1</b>	<b>811</b>	<b>15.4</b>	<b>4,470</b>	<b>84.6</b>	<b>65,727</b>	<b>23.1</b>	<b>219,380</b>	<b>76.9</b>			
<b>RC Total</b>	<b>46,770</b>	<b>24.8%</b>	<b>141,933</b>	<b>75.2%</b>	<b>14,516</b>	<b>24.5%</b>	<b>44,636</b>	<b>75.5%</b>	<b>1,520</b>	<b>4.3%</b>	<b>33,981</b>	<b>95.7%</b>	<b>19,133</b>	<b>27.7%</b>	<b>49,923</b>	<b>72.3%</b>	<b>1,062</b>	<b>16.9%</b>	<b>5,231</b>	<b>83.1%</b>	<b>83,001</b>	<b>23.1%</b>	<b>275,704</b>	<b>76.9%</b>			

RC = Reserve Component

**Table E.3. Gender Distribution of National Guard Service Members by Service and Rank, September 2020**

Rank	Army National Guard				Air Force National Guard				Total			
	Female		Male		Female		Male		Female		Male	
	#	%	#	%	#	%	#	%	#	%	#	%
O10	0	0	1	100	0	0	0	0	0	0	1	100
O9	0	0	1	100	0	0	4	100	0	0	5	100
O8	8	10.3	70	89.7	3	6.8	41	93.2	11	9	111	91
O7	19	10.3	165	89.7	17	12.1	123	87.9	36	11.1	288	88.9
O6	134	10.2	1,182	89.8	141	14	868	86	275	11.8	2,050	88.2
O5	467	12.6	3,248	87.4	734	16.9	3,609	83.1	1,201	14.9	6,857	85.1
O4	1,066	14.8	6,144	85.2	799	18.7	3,481	81.3	1,865	16.2	9,625	83.8
O3	1,690	16	8,889	84	859	23.4	2,813	76.6	2,549	17.9	11,702	82.1
O2	1,313	17.6	6,160	82.4	306	24.2	959	75.8	1,619	18.5	7,119	81.5
O1	1,297	19.9	5,208	80.1	294	23.8	939	76.2	1,591	20.6	6,147	79.4
<b>Officer Total</b>	<b>5,994</b>	<b>16.2</b>	<b>31,068</b>	<b>83.8</b>	<b>3,153</b>	<b>19.7</b>	<b>12,837</b>	<b>80.3</b>	<b>9,147</b>	<b>17.2</b>	<b>43,905</b>	<b>82.8</b>
W5	24	5.5	416	94.5	N/A	N/A	N/A	N/A	24	5.5	416	94.5
W4	147	9.2	1,452	90.8	N/A	N/A	N/A	N/A	147	9.2	1,452	90.8
W3	252	9.8	2,330	90.2	N/A	N/A	N/A	N/A	252	9.8	2,330	90.2
W2	299	11.2	2,371	88.8	N/A	N/A	N/A	N/A	299	11.2	2,371	88.8
W1	214	14.3	1,281	85.7	N/A	N/A	N/A	N/A	214	14.3	1,281	85.7
<b>Warrant Total</b>	<b>936</b>	<b>10.7</b>	<b>7,850</b>	<b>89.3</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>936</b>	<b>10.7</b>	<b>7,850</b>	<b>89.3</b>
E9	151	7.7	1,820	92.3	309	14.9	1,768	85.1	460	11.4	3,588	88.6
E8	725	10.4	6,238	89.6	924	20	3,704	80	1,649	14.2	9,942	85.8
E7	2,516	13.4	16,239	86.6	2,885	19.9	11,616	80.1	5,401	16.2	27,855	83.8
E6	4,706	15.1	26,554	84.9	4,049	19.3	16,921	80.7	8,755	16.8	43,475	83.2
E5	9,725	16.6	48,734	83.4	3,943	19.8	15,979	80.2	13,668	17.4	64,713	82.6
E4	19,454	19.5	80,367	80.5	3,147	23.5	10,221	76.5	22,601	20	90,588	80
E3	10,793	26.3	30,289	73.7	3,538	28.1	9,074	71.9	14,331	26.7	39,363	73.3
E2	5,584	26.7	15,325	73.3	504	42.1	693	57.9	6,088	27.5	16,018	72.5
E1	2,803	25.3	8,258	74.7	835	38.9	1,314	61.1	3,638	27.5	9,572	72.5
<b>Enlisted Total</b>	<b>56,457</b>	<b>19.4</b>	<b>233,824</b>	<b>80.6</b>	<b>20,134</b>	<b>22</b>	<b>71,290</b>	<b>78</b>	<b>76,591</b>	<b>20.1</b>	<b>305,114</b>	<b>79.9</b>
<b>Total</b>	<b>63,387</b>	<b>18.9%</b>	<b>272,742</b>	<b>81.1%</b>	<b>23,287</b>	<b>21.7%</b>	<b>84,127</b>	<b>78.3%</b>	<b>86,674</b>	<b>19.5%</b>	<b>356,869</b>	<b>80.5%</b>

**Table E.4. Distribution of Women in the Army by Service Component and Rank, 2016-2020**

Rank	2015						2016						2017						2018						2019					
	AC		Guard		RC		AC		Guard		RC		AC		Guard		RC		AC		Guard		RC		AC		Guard		RC	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
O10	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	0	0.0	0	0.0	0	0.0	0	0.0
O9	4	9.1	0	0.0	0	0.0	3	6.4	0	0.0	0	0.0	3	6.8	0	0.0	2	4.5	0	0.0	2	4.3	0	0.0	2	4.3	0	0.0	0	0.0
O8	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	5	5.4	4	12.5	8	10.3
O7	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	15	10.9	18	20.2	19	10.3
O6	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	497	12.4	370	19.8	134	10.2
O5	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	1,515	16.8	1,105	20.5	467	12.6
O4	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	3,049	19.2	2,465	24.1	1,066	14.8
O3	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	5,509	20.3	2,829	27.9	1,690	16.0
O2	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	2,616	21.3	1,762	33.2	1,313	17.6
O1	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	2,303	23.4	767	30.3	1,297	19.9
<b>Officer Total</b>	<b>14,320</b>	<b>18.5</b>	<b>8,676</b>	<b>25.6</b>	<b>5,351</b>	<b>14.5</b>	<b>14,490</b>	<b>18.7</b>	<b>8,735</b>	<b>25.6</b>	<b>5,533</b>	<b>14.9</b>	<b>14,766</b>	<b>19.0</b>	<b>8,868</b>	<b>25.8</b>	<b>5,623</b>	<b>15.3</b>	<b>15,130</b>	<b>19.4</b>	<b>9,074</b>	<b>26.0</b>	<b>5,806</b>	<b>15.7</b>	<b>15,511</b>	<b>19.7</b>	<b>9,320</b>	<b>26.2</b>	<b>5,994</b>	<b>16.2</b>
W5	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	46	8.3	14	13.1	24	5.5
W4	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	174	8.9	83	12.7	147	9.2
W3	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	390	10.7	179	14.6	252	9.8
W2	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	526	9.5	201	17.9	299	11.2
W1	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	304	11.4	101	19.9	214	14.3
<b>Warrant Total</b>	<b>1,380</b>	<b>9.5</b>	<b>545</b>	<b>16.0</b>	<b>853</b>	<b>10.0</b>	<b>1,380</b>	<b>9.6</b>	<b>541</b>	<b>15.7</b>	<b>864</b>	<b>10.0</b>	<b>1,373</b>	<b>9.6</b>	<b>567</b>	<b>16.0</b>	<b>871</b>	<b>10.0</b>	<b>1,413</b>	<b>9.9</b>	<b>560</b>	<b>15.7</b>	<b>913</b>	<b>10.4</b>	<b>1,440</b>	<b>10.0</b>	<b>578</b>	<b>16.0</b>	<b>936</b>	<b>10.7</b>
E9	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	351	10.1	270	19.3	151	7.7
E8	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	1,445	13.2	1,155	23.3	725	10.4
E7	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	4,212	11.6	3,201	21.7	2,516	13.4
E6	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	7,299	12.4	4,727	22.1	4,706	15.1
E5	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	10,517	15.5	5,567	21.7	9,725	16.6
E4	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	17,559	15.6	12,564	24.8	19,454	19.5
E3	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	9,320	17.2	4,881	30.4	10,793	26.3
E2	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	4,036	16.4	1,983	28.9	5,584	26.7
E1	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	2,855	15.2	2,524	32.1	2,803	25.3
<b>Enlisted Total</b>	<b>53,229</b>	<b>14.1</b>	<b>36,695</b>	<b>22.8</b>	<b>50,235</b>	<b>17.0</b>	<b>54,407</b>	<b>14.3</b>	<b>36,088</b>	<b>23.0</b>	<b>51,813</b>	<b>17.4</b>	<b>54,574</b>	<b>14.4</b>	<b>35,463</b>	<b>23.5</b>	<b>52,051</b>	<b>18.0</b>	<b>56,774</b>	<b>14.7</b>	<b>36,640</b>	<b>24.1</b>	<b>54,439</b>	<b>18.8</b>	<b>57,594</b>	<b>14.8</b>	<b>36,872</b>	<b>24.7</b>	<b>56,457</b>	<b>19.4</b>
<b>TOTAL</b>	<b>68,929</b>	<b>14.6%</b>	<b>45,916</b>	<b>23.1%</b>	<b>56,439</b>	<b>16.5%</b>	<b>70,271</b>	<b>14.9%</b>	<b>45,364</b>	<b>23.3%</b>	<b>58,210</b>	<b>16.9%</b>	<b>70,713</b>	<b>15.0%</b>	<b>44,898</b>	<b>23.8%</b>	<b>58,545</b>	<b>17.5%</b>	<b>73,317</b>	<b>15.3%</b>	<b>46,274</b>	<b>24.3%</b>	<b>61,158</b>	<b>18.2%</b>	<b>74,545</b>	<b>15.5%</b>	<b>46,770</b>	<b>24.8%</b>	<b>63,387</b>	<b>18.9%</b>

AC = Active Component; RC = Reserve Component

**Table E.5. Distribution of Women in the Navy by Service Component and Rank, 2016-2020**

Rank	2016						2017						2018						2019						2020					
	AC		RC		AC		RC		AC		RC		AC		RC		AC		RC		AC		RC		AC		RC			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
O10	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	0	0.0	N/A	N/A	0	0.0	N/A	N/A	0	0.0	N/A	N/A		
O9	4	10.8	0	0.0	3	7.7	0	0.0	4	10.5	0	0.0	3	7.5	0	0.0	3	7.5	0	0.0	3	7.5	0	0.0	3	7.9	0	0.0		
O8	5	8.1	5	31.3	5	7.8	5	26.3	3	4.9	3	15.8	5	7.9	2	10.0	6	9.4	1	5.0	5	7.9	2	10.0	6	9.4	1	5.0		
O7	12	12.1	2	8.7	10	10.2	5	14.3	10	9.3	8	21.1	9	8.9	8	19.5	6	5.7	6	17.1	6	5.7	6	17.1	6	5.7	6	17.1		
O6	392	12.4	187	14.7	372	11.8	194	15.3	355	11.4	202	16.4	364	11.6	200	16.2	398	12.1	212	16.5	398	12.1	212	16.5	398	12.1	212	16.5		
O5	781	11.8	489	15.1	822	12.4	505	15.5	859	12.9	503	15.2	927	13.8	540	16.1	945	14.0	555	16.1	945	14.0	555	16.1	945	14.0	555	16.1		
O4	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	2,063	19.3	976	18.6	2,063	19.3	976	18.6	2,063	19.3	976	18.6		
O3	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	4,258	22.7	820	25.8	4,258	22.7	820	25.8	4,258	22.7	820	25.8		
O2	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	1,605	23.4	189	30.1	1,605	23.4	189	30.1	1,605	23.4	189	30.1		
O1	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	1,627	22.8	117	25.3	1,627	22.8	117	25.3	1,627	22.8	117	25.3		
<b>Officer Total</b>	<b>9,676</b>	<b>18.4</b>	<b>2,667</b>	<b>18.8</b>	<b>9,943</b>	<b>18.8</b>	<b>2,726</b>	<b>19.2</b>	<b>10,247</b>	<b>19.3</b>	<b>2,734</b>	<b>19.5</b>	<b>10,572</b>	<b>19.8</b>	<b>2,846</b>	<b>20.0</b>	<b>10,911</b>	<b>20.3</b>	<b>2,876</b>	<b>20.1</b>	<b>10,911</b>	<b>20.3</b>	<b>2,876</b>	<b>20.1</b>	<b>10,911</b>	<b>20.3</b>	<b>2,876</b>	<b>20.1</b>		
W5	6	8.0	0	0.0	5	6.3	0	0.0	8	9.2	0	0.0	6	7.0	0	0.0	6	6.9	0	0.0	6	6.9	0	0.0	6	6.9	0	0.0		
W4	15	3.9	0	0.0	18	4.7	0	0.0	16	4.1	1	4.2	17	4.3	2	8.3	25	6.2	2	9.1	25	6.2	2	9.1	25	6.2	2	9.1		
W3	37	6.3	2	5.3	44	6.8	3	8.8	50	7.7	3	10.0	57	8.1	2	6.7	65	8.6	1	3.4	65	8.6	1	3.4	65	8.6	1	3.4		
W2	54	8.7	5	16.7	54	9.2	4	12.5	56	9.2	1	2.9	61	10.1	2	5.6	69	10.9	2	4.4	69	10.9	2	4.4	69	10.9	2	4.4		
W1	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	0	0.0	0	0.0		
<b>Warrant Total</b>	<b>112</b>	<b>6.7</b>	<b>7</b>	<b>8.3</b>	<b>121</b>	<b>7.2</b>	<b>7</b>	<b>8.1</b>	<b>130</b>	<b>7.5</b>	<b>5</b>	<b>5.6</b>	<b>141</b>	<b>7.9</b>	<b>6</b>	<b>6.4</b>	<b>165</b>	<b>8.7</b>	<b>5</b>	<b>4.9</b>	<b>165</b>	<b>8.7</b>	<b>5</b>	<b>4.9</b>	<b>165</b>	<b>8.7</b>	<b>5</b>	<b>4.9</b>		
E9	168	6.5	51	14.2	174	6.7	53	15.2	209	7.9	54	15.9	219	7.9	55	15.6	238	8.8	50	14.7	238	8.8	50	14.7	238	8.8	50	14.7		
E8	573	8.9	147	16.5	606	9.3	167	17.3	649	9.8	182	17.9	704	10.2	188	18.4	743	10.5	188	18.5	743	10.5	188	18.5	743	10.5	188	18.5		
E7	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	3,058	13.5	934	25.0	3,058	13.5	934	25.0	3,058	13.5	934	25.0		
E6	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	7,853	15.4	2,970	23.6	7,853	15.4	2,970	23.6	7,853	15.4	2,970	23.6		
E5	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	15,265	21.3	4,205	27.2	15,265	21.3	4,205	27.2	15,265	21.3	4,205	27.2		
E4	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	13,729	23.2	1,918	27.3	13,729	23.2	1,918	27.3	13,729	23.2	1,918	27.3		
E3	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	10,502	25.5	939	30.6	10,502	25.5	939	30.6	10,502	25.5	939	30.6		
E2	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	3,715	23.0	238	28.2	3,715	23.0	238	28.2	3,715	23.0	238	28.2		
E1	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	3,450	23.5	193	28.3	3,450	23.5	193	28.3	3,450	23.5	193	28.3		
<b>Enlisted Total</b>	<b>50,176</b>	<b>18.9</b>	<b>10,433</b>	<b>23.9</b>	<b>51,410</b>	<b>19.4</b>	<b>10,642</b>	<b>24.4</b>	<b>53,622</b>	<b>19.8</b>	<b>11,043</b>	<b>25.0</b>	<b>55,924</b>	<b>20.2</b>	<b>11,640</b>	<b>25.7</b>	<b>58,553</b>	<b>20.4</b>	<b>11,635</b>	<b>26.0</b>	<b>58,553</b>	<b>20.4</b>	<b>11,635</b>	<b>26.0</b>	<b>58,553</b>	<b>20.4</b>	<b>11,635</b>	<b>26.0</b>		
<b>Total</b>	<b>59,964</b>	<b>18.7%</b>	<b>13,107</b>	<b>22.5%</b>	<b>61,474</b>	<b>19.2%</b>	<b>13,375</b>	<b>28.4%</b>	<b>63,999</b>	<b>19.7%</b>	<b>13,782</b>	<b>23.7%</b>	<b>66,637</b>	<b>20.0%</b>	<b>14,492</b>	<b>24.3%</b>	<b>69,629</b>	<b>20.4%</b>	<b>14,516</b>	<b>24.5%</b>	<b>69,629</b>	<b>20.4%</b>	<b>14,516</b>	<b>24.5%</b>	<b>69,629</b>	<b>20.4%</b>	<b>14,516</b>	<b>24.5%</b>		

AC = Active Component; RC = Reserve Component

Table E.6. Distribution of Women in the Marine Corps by Service Component and Rank, 2016-2020

Rank	2016						2017						2018						2019						2020					
	AC		RC		AC		RC		AC		RC		AC		RC		AC		RC		AC		RC		AC		RC			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
O10	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		
O9	0	0.0	0	0.0	0	0.0	0	0.0	1	4.8	0	0.0	1	6.3	0	0.0	1	6.3	0	0.0	1	5.9	0	0.0	0	0.0	0	0.0		
O8	1	3.4	0	0.0	1	3.8	0	0.0	0	0.0	0	0.0	1	20.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	2.5		
O7	0	0.0	1	12.5	0	0.0	1	16.7	1	2.4	1	2.4	0	0.0	0	0.0	2	5.4	0	0.0	2	5.3	0	0.0	2	5.3	0	0.0		
O6	17	2.7	14	4.9	16	2.5	19	6.5	18	2.8	20	2.8	20	6.9	18	2.8	21	7.5	21	7.5	21	3.2	25	9.3	21	3.2	25	9.3		
O5	76	4.0	61	8.1	81	4.3	53	7.3	91	4.8	51	7.4	108	5.7	59	8.5	125	6.4	60	8.4	125	6.4	60	8.4	125	6.4	60	8.4		
O4	228	5.9	121	10.0	235	6.1	126	9.7	253	6.5	144	9.2	250	6.4	152	8.8	260	6.5	159	8.9	260	6.5	159	8.9	260	6.5	159	8.9		
O3	428	7.2	102	7.9	463	7.7	94	7.5	492	8.0	84	7.8	526	8.7	78	8.0	538	9.1	72	7.5	538	9.1	72	7.5	538	9.1	72	7.5		
O2	379	10.9	7	2.5	371	11.0	5	1.7	345	10.3	4	1.3	359	9.9	4	1.4	396	10.2	16	6	396	10.2	16	6	396	10.2	16	6		
O1	272	10.0	4	1.5	302	9.6	4	1.7	327	10.2	13	4.9	369	12.0	22	7.6	378	13.6	17	7	378	13.6	17	7	378	13.6	17	7		
<b>Officer Total</b>	<b>1,401</b>	<b>7.5</b>	<b>310</b>	<b>7.6</b>	<b>1,469</b>	<b>7.7</b>	<b>302</b>	<b>7.3</b>	<b>1,528</b>	<b>8.0</b>	<b>317</b>	<b>7.5</b>	<b>1,633</b>	<b>8.5</b>	<b>337</b>	<b>7.9</b>	<b>1,721</b>	<b>8.9</b>	<b>350</b>	<b>8.2</b>	<b>1,721</b>	<b>8.9</b>	<b>350</b>	<b>8.2</b>	<b>1,721</b>	<b>8.9</b>	<b>350</b>	<b>8.2</b>		
W5	4	3.9	0	0.0	6	5.6	0	0.0	7	6.5	1	5.3	5	4.7	2	11.1	6	5.4	2	10.5	6	5.4	2	10.5	6	5.4	2	10.5		
W4	15	5.2	3	8.8	12	4.1	2	5.7	13	4.4	2	4.0	14	4.6	1	2.2	12	4	2	4.3	12	4	2	4.3	12	4	2	4.3		
W3	31	5.2	3	3.6	35	5.8	4	4.2	38	6.0	2	2.6	42	6.9	1	1.3	39	6.8	4	5.5	39	6.8	4	5.5	39	6.8	4	5.5		
W2	61	7.0	4	4.9	57	6.9	7	10.0	56	6.7	8	10.0	52	5.9	7	8.5	55	6	4	5.6	55	6	4	5.6	55	6	4	5.6		
W1	11	6.1	3	16.7	10	4.3	1	2.9	14	4.9	0	0.0	18	7.0	2	10.5	14	5.4	2	5.6	14	5.4	2	5.6	14	5.4	2	5.6		
<b>Warrant Total</b>	<b>122</b>	<b>6.0</b>	<b>13</b>	<b>5.6</b>	<b>120</b>	<b>5.8</b>	<b>14</b>	<b>5.6</b>	<b>128</b>	<b>6.0</b>	<b>13</b>	<b>5.3</b>	<b>131</b>	<b>6.1</b>	<b>13</b>	<b>5.4</b>	<b>126</b>	<b>5.8</b>	<b>14</b>	<b>5.7</b>	<b>126</b>	<b>5.8</b>	<b>14</b>	<b>5.7</b>	<b>126</b>	<b>5.8</b>	<b>14</b>	<b>5.7</b>		
E9	51	3.4	5	2.9	53	3.4	5	2.9	64	4.1	2	1.2	66	4.2	2	1.2	66	4.2	3	2.1	66	4.2	3	2.1	66	4.2	3	2.1		
E8	184	4.9	19	3.7	203	5.3	22	4.4	205	5.2	25	5.3	201	5.1	28	5.8	222	5.6	27	5.4	222	5.6	27	5.4	222	5.6	27	5.4		
E7	490	5.9	72	6.8	486	5.8	67	6.1	531	6.1	64	5.7	570	6.7	56	4.9	577	7	66	5.8	577	7	66	5.8	577	7	66	5.8		
E6	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	1,289	8.7	157	8.1	1,289	8.7	157	8.1	1,289	8.7	157	8.1		
E5	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	2,390	10	324	7.5	2,390	10	324	7.5	2,390	10	324	7.5		
E4	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	3,653	10.1	215	3.6	3,653	10.1	215	3.6	3,653	10.1	215	3.6		
E3	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	4,042	9.2	318	2.2	4,042	9.2	318	2.2	4,042	9.2	318	2.2		
E2	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	1,604	9	45	2	1,604	9	45	2	1,604	9	45	2		
E1	842	7.7	11	0.7	932	8.1	10	0.6	965	8.9	12	0.8	901	8.3	9	0.5	458	5.1	1	0.5	458	5.1	1	0.5	458	5.1	1	0.5		
<b>Enlisted Total</b>	<b>13,331</b>	<b>8.2</b>	<b>1,242</b>	<b>3.6</b>	<b>13,938</b>	<b>8.5</b>	<b>1,199</b>	<b>3.5</b>	<b>14,343</b>	<b>8.7</b>	<b>1,189</b>	<b>3.5</b>	<b>14,857</b>	<b>9.0</b>	<b>1,191</b>	<b>3.5</b>	<b>14,301</b>	<b>9</b>	<b>1,156</b>	<b>3.7</b>	<b>14,301</b>	<b>9</b>	<b>1,156</b>	<b>3.7</b>	<b>14,301</b>	<b>9</b>	<b>1,156</b>	<b>3.7</b>		
<b>Total</b>	<b>14,854</b>	<b>8.1%</b>	<b>1,565</b>	<b>4.1%</b>	<b>15,527</b>	<b>8.4%</b>	<b>1,515</b>	<b>4.0%</b>	<b>15,999</b>	<b>8.6%</b>	<b>1,519</b>	<b>4.0%</b>	<b>16,621</b>	<b>8.9%</b>	<b>1,541</b>	<b>4.0%</b>	<b>16,148</b>	<b>8.9%</b>	<b>1,520</b>	<b>4.3%</b>	<b>16,148</b>	<b>8.9%</b>	<b>1,520</b>	<b>4.3%</b>	<b>16,148</b>	<b>8.9%</b>	<b>1,520</b>	<b>4.3%</b>		

AC = Active Component; RC = Reserve Component



**Table E.7. Distribution of Women in the Air Force by Service Component and Rank, 2016-2020**

Rank	2016						2017						2018						2019						2020					
	AC		RC		Guard		AC		RC		Guard		AC		RC		Guard		AC		RC		Guard		AC		RC		Guard	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
O10	2	15.4	N/A	N/A	0	0.0	2	15.4	N/A	N/A	0	0.0	1	7.7	N/A	N/A	0	0.0	1	8.3	N/A	N/A	0	0.0	2	12.5	N/A	N/A	0	0
O9	5	12.5	0	0.0	0	0.0	5	12.2	0	0.0	0	0.0	5	11.4	0	0.0	3	7.1	0	0.0	0	0.0	0	0.0	3	5.9	0	0	0	0
O8	9	9.9	7	28.0	1	2.4	8	8.8	6	24.0	1	2.4	5	5.6	4	16.0	1	2.3	5	5.6	4	15.4	3	7.5	8	8.6	5	18.5	3	6.8
O7	7	4.6	6	10.5	15	11.1	8	5.2	8	15.7	15	12.3	16	10.7	10	19.6	21	15.6	16	11.1	13	25.0	16	11.8	17	12.6	16	30.2	17	12.1
O6	462	13.9	263	25.0	110	11.1	477	14.4	260	24.9	129	12.3	459	14.2	264	26.1	142	13.6	515	15.4	267	26.1	150	14.3	528	16	260	25.5	141	14
O5	1,473	15.4	880	22.9	573	14.6	1,528	15.7	882	23.4	611	15.4	1,564	16.0	948	24.5	622	15.6	1,612	16.5	981	24.3	674	16.1	1,648	16.8	1,050	24.6	734	16.9
O4	2,526	19.6	1,416	27.4	794	18.2	2,661	20.0	1,359	26.6	809	18.5	2,769	20.4	1,308	26.2	810	18.6	2,869	20.4	1,284	25.6	798	18.9	2,996	20.9	1,274	25.4	799	18.7
O3	4,809	22.6	969	34.3	837	24.1	4,869	23.2	929	34.3	817	24.2	4,994	24.0	914	32.1	874	24.4	5,088	24.6	920	31.9	848	24.2	5,218	25.1	916	31.7	859	23.4
O2	1,709	24.8	190	31.4	310	24.9	1,648	24.8	187	28.9	272	22.5	1,699	24.3	162	29.8	264	22.4	1,879	24.3	176	30.5	294	23.3	1,972	23.4	205	34.1	306	24.2
O1	1,557	23.2	95	28.3	219	20.8	1,715	23.4	86	26.4	239	21.5	1,784	22.6	95	25.7	262	23.8	1,944	24.1	132	30.3	249	23.1	1,933	26.3	154	26.7	294	23.8
<b>Officer Total</b>	<b>12,559</b>	<b>20.6</b>	<b>3,826</b>	<b>27.5</b>	<b>2,859</b>	<b>18.8</b>	<b>12,921</b>	<b>21.0</b>	<b>3,717</b>	<b>27.2</b>	<b>2,893</b>	<b>19.0</b>	<b>13,296</b>	<b>21.2</b>	<b>3,705</b>	<b>27.0</b>	<b>2,996</b>	<b>19.5</b>	<b>13,932</b>	<b>21.8</b>	<b>3,777</b>	<b>26.9</b>	<b>3,032</b>	<b>19.6</b>	<b>14,325</b>	<b>22.3</b>	<b>3,880</b>	<b>26.8</b>	<b>3,153</b>	<b>19.7</b>
E9	364	14.5	191	19.9	245	12.7	399	15.4	200	20.8	267	13.5	435	16.5	204	21.7	280	13.8	462	17.7	219	21.7	297	14.4	476	18.1	225	21.8	309	14.9
E8	1,028	20.6	743	25.5	753	17.0	1,034	20.6	770	26.8	797	17.9	1,060	20.9	735	26.0	844	18.8	1,133	21.1	748	26.5	899	19.7	1,170	22.2	794	27.4	924	20
E7	4,965	20.3	2,109	25.4	2,888	19.1	5,106	20.6	2,096	25.5	2,935	19.2	5,231	20.6	2,073	25.5	2,908	19.3	5,447	20.6	2,065	25.6	2,852	19.4	5,432	20.5	2,114	26	2,885	19.9
E6	7,529	19.0	2,877	23.5	3,484	18.7	7,384	18.7	2,888	23.4	3,559	18.8	7,239	18.2	3,084	24.0	3,781	19.0	7,093	17.9	3,212	24.0	3,967	19.3	7,453	17.6	3,349	24.1	4,049	19.3
E5	11,014	18.5	3,027	25.4	3,712	18.5	11,253	18.2	3,235	25.8	3,848	18.7	11,262	18.3	3,249	25.6	4,088	19.1	11,370	18.5	3,009	24.9	4,082	19.5	11,500	18.7	2,829	25.8	3,943	19.8
E4	10,716	18.0	3,933	28.4	3,450	21.3	9,789	18.4	3,603	28.5	3,433	22.2	10,088	19.6	3,391	28.9	3,264	22.5	11,312	20.7	3,517	30.2	3,155	23.6	12,613	22	3,789	31	3,147	23.5
E3	8,940	20.4	1,229	35.1	3,458	26.5	11,087	21.6	1,301	34.9	3,248	26.5	12,512	22.6	1,302	33.9	3,193	26.5	13,186	23.9	1,431	35.5	3,239	26.5	12,948	24.2	1,408	37.3	3,538	28.1
E2	1,449	20.6	311	43.1	172	38.9	1,814	22.3	278	40.3	249	46.5	1,584	22.0	259	39.4	353	47.6	1,794	23.7	364	42.4	490	43.4	1,882	23.8	336	44.1	504	42.1
E1	2,281	20.2	398	40.1	364	42.6	2,221	21.0	471	40.7	427	43.0	2,369	22.6	578	42.7	752	39.8	2,408	22.0	635	44.4	856	38.6	1,765	21.7	409	43.2	835	38.9
<b>Enlisted Total</b>	<b>48,286</b>	<b>19.1</b>	<b>14,818</b>	<b>26.7</b>	<b>18,526</b>	<b>20.4</b>	<b>50,087</b>	<b>19.5</b>	<b>14,842</b>	<b>26.9</b>	<b>18,763</b>	<b>20.8</b>	<b>51,780</b>	<b>20.0</b>	<b>14,875</b>	<b>27.1</b>	<b>19,463</b>	<b>21.1</b>	<b>54,205</b>	<b>20.5</b>	<b>15,200</b>	<b>27.5</b>	<b>19,837</b>	<b>21.6</b>	<b>55,239</b>	<b>20.8</b>	<b>15,253</b>	<b>27.9</b>	<b>20,134</b>	<b>22</b>
<b>Total</b>	<b>60,845</b>	<b>19.4%</b>	<b>18,644</b>	<b>26.9%</b>	<b>21,385</b>	<b>20.2%</b>	<b>63,008</b>	<b>19.8%</b>	<b>18,559</b>	<b>27.0%</b>	<b>21,656</b>	<b>20.5%</b>	<b>65,076</b>	<b>20.2%</b>	<b>18,580</b>	<b>27.0%</b>	<b>22,459</b>	<b>20.9%</b>	<b>68,137</b>	<b>20.8%</b>	<b>18,977</b>	<b>27.3%</b>	<b>22,869</b>	<b>21.3%</b>	<b>69,564</b>	<b>21.1%</b>	<b>19,133</b>	<b>27.7%</b>	<b>23,287</b>	<b>21.7%</b>

AC = Active Component; RC = Reserve Component

**Table E.8. Distribution of Women in the Coast Guard by Service Component and Rank, 2016-2020**

Rank	2015						2016						2017						2018						2019					
	AC		RC		RC		AC		RC		RC		AC		RC		AC		RC		AC		RC		AC		RC			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
O10	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	0	N/A	N/A	0	0	N/A	N/A
O9	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	25.0	0	0.0	1	20	1	20	0	0	1	20	0	0
O8	2	11.1	0	0.0	3	16.7	0	0.0	2	11.1	0	0.0	3	16.7	0	0.0	3	14.3	0	0.0	4	4	4	19	0	0	4	19	0	0
O7	3	17.6	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	2	1	1	5.9	1	100	1	5.9	1	100
O6	30	7.8	7	22.6	39	10.1	10	25.6	46	11.7	10	27.8	51	12.7	11	28.2	58	13.8	11	28.2	58	13.8	11	29.7	11	29.7	58	13.8	11	29.7
O5	129	15.4	37	26.6	152	17.3	32	23.4	167	18.7	35	25.0	162	18.0	40	29.2	190	20.1	45	31	190	20.1	45	31	190	20.1	45	31	190	20.1
O4	285	19.6	77	23.4	271	18.6	75	23.7	287	19.5	81	25.6	317	21.7	74	23.3	326	21.7	71	24	326	21.7	71	24	326	21.7	71	24	326	21.7
O3	535	22.7	83	22.3	533	23.7	74	22.8	542	24.1	73	24.3	554	24.4	75	26.7	563	25.1	74	26.8	563	25.1	74	26.8	563	25.1	74	26.8	563	25.1
O2	220	28.1	19	33.9	257	29.8	19	36.5	251	28.3	17	28.3	273	28.9	12	17.9	285	28.9	15	20	285	28.9	15	20	285	28.9	15	20	285	28.9
O1	212	31.5	12	21.8	209	31.1	12	17.9	230	32.3	9	13.6	243	30.6	18	26.5	278	32.7	16	22.5	278	32.7	16	22.5	278	32.7	16	22.5	278	32.7
<b>Officer Total</b>	<b>1,417</b>	<b>21.7</b>	<b>235</b>	<b>23.9</b>	<b>1,468</b>	<b>22.4</b>	<b>222</b>	<b>23.7</b>	<b>1,529</b>	<b>23.0</b>	<b>225</b>	<b>24.4</b>	<b>1,606</b>	<b>23.6</b>	<b>230</b>	<b>25.2</b>	<b>1,706</b>	<b>24.4</b>	<b>233</b>	<b>25.8</b>	<b>1,706</b>	<b>24.4</b>	<b>233</b>	<b>25.8</b>	<b>1,706</b>	<b>24.4</b>	<b>233</b>	<b>25.8</b>	<b>233</b>	<b>25.8</b>
W5	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	0	0	0
W4	16	3.7	3	10.0	22	4.8	2	5.9	21	4.3	1	2.6	23	4.8	2	5.3	24	4.8	4	11.4	23	4.8	4	11.4	24	4.8	4	11.4	24	4.8
W3	36	6.4	7	13.0	34	6.9	5	12.5	34	7.0	5	13.2	45	8.5	4	11.1	39	7.9	2	7.7	45	8.5	4	11.1	39	7.9	2	7.7	39	7.9
W2	68	9.0	6	14.0	66	8.5	7	18.4	74	9.8	8	25.0	73	9.8	6	23.1	75	10	12	24.5	73	9.8	6	23.1	75	10	12	24.5	75	10
W1	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	0	0	0
<b>Warrant Total</b>	<b>120</b>	<b>6.9</b>	<b>16</b>	<b>12.6</b>	<b>122</b>	<b>7.0</b>	<b>14</b>	<b>12.5</b>	<b>129</b>	<b>7.5</b>	<b>14</b>	<b>13.0</b>	<b>141</b>	<b>8.1</b>	<b>12</b>	<b>12.0</b>	<b>138</b>	<b>7.9</b>	<b>18</b>	<b>16.4</b>	<b>138</b>	<b>7.9</b>	<b>18</b>	<b>16.4</b>	<b>138</b>	<b>7.9</b>	<b>18</b>	<b>16.4</b>	<b>18</b>	<b>16.4</b>
E9	25	7.6	8	11.1	28	8.1	10	14.5	27	7.9	11	15.1	29	7.9	9	13.2	34	9	14.3	28	7.9	9	13.2	34	9	14.3	28	7.9	9	14.3
E8	55	8.1	12	10.1	56	8.2	14	11.6	50	7.2	17	13.7	45	6.4	23	17.2	57	7.5	26	20.8	45	6.4	23	17.2	57	7.5	26	20.8	57	7.5
E7	290	8.4	109	16.0	308	8.8	107	16.2	323	9.1	112	16.5	325	9.3	116	16.1	355	10	109	15.1	323	9.1	112	16.5	325	9.3	116	16.1	355	10
E6	765	11.8	214	14.6	765	11.8	223	15.0	801	12.2	232	15.1	840	12.8	231	14.5	908	13.6	243	14.9	801	12.2	232	15.1	840	12.8	231	14.5	908	13.6
E5	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	1,258	15.8	237	15.1	1,195	15.3	291	17.7	1,244	15.8	268	16.6	1,258	15.8
E4	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	867	12.2	136	14.9	1,083	14.9	144	15.4	936	12.9	141	15.0	867	12.2
E3	587	15.7	16	17.4	681	13.5	18	19.8	689	12.7	18	17.1	776	15.4	45	22.6	797	17.9	51	19.8	689	12.7	18	17.1	776	15.4	45	22.6	797	17.9
E2	159	12.2	0	0.0	113	11.0	0	0.0	109	12.8	0	0.0	126	18.6	0	0.0	91	15	0	0	109	12.8	0	0.0	126	18.6	0	0.0	91	15
E1	102	13.7	0	0.0	45	12.3	0	0.0	30	9.2	0	0.0	45	15.0	0	0.0	34	12.2	0	0	30	9.2	0	0.0	45	15.0	0	0.0	34	12.2
<b>Enlisted Total</b>	<b>4,316</b>	<b>13.8</b>	<b>866</b>	<b>15.9</b>	<b>4,342</b>	<b>13.4</b>	<b>834</b>	<b>16.1</b>	<b>4,307</b>	<b>13.1</b>	<b>825</b>	<b>16.2</b>	<b>4,366</b>	<b>13.5</b>	<b>833</b>	<b>15.8</b>	<b>4,401</b>	<b>13.8</b>	<b>811</b>	<b>15.4</b>	<b>4,307</b>	<b>13.1</b>	<b>825</b>	<b>16.2</b>	<b>4,366</b>	<b>13.5</b>	<b>833</b>	<b>15.8</b>	<b>4,401</b>	<b>13.8</b>
<b>Total</b>	<b>5,853</b>	<b>14.8%</b>	<b>1,117</b>	<b>17.0%</b>	<b>5,932</b>	<b>14.6%</b>	<b>1,070</b>	<b>17.2%</b>	<b>5,965</b>	<b>14.5%</b>	<b>1,064</b>	<b>17.4%</b>	<b>6,113</b>	<b>15.0%</b>	<b>1,075</b>	<b>17.1%</b>	<b>6,245</b>	<b>15.4%</b>	<b>1,062</b>	<b>16.9%</b>	<b>6,245</b>	<b>15.4%</b>	<b>1,062</b>	<b>16.9%</b>	<b>6,245</b>	<b>15.4%</b>	<b>1,062</b>	<b>16.9%</b>	<b>1,062</b>	<b>16.9%</b>

AC = Active Component; RC = Reserve Component



Sailors on the bridge of the aircraft carrier USS Dwight D. Eisenhower navigate the ship in the Atlantic Ocean, Aug. 9, 2020.

# Appendix F

## Abbreviations and Acronyms

# Appendix F. Abbreviations and Acronyms

ACFT	Army Combat Fitness Test
APFT	Army Physical Fitness Test
AEOP	Army Educational Outreach Programs
CCCA	Central Centrifugal Cicatricial Alopecia
CIP	Career Intermission Program
CMO	Chief Management Officer
DACES	Department of the Army Career Engagement Survey
DACOWITS	Defense Advisory Committee on Women in the Services
DEOCS	Defense Equal Opportunity Climate Survey
DFO	Designated Federal Officer
DHA	Defense Health Agency
DoDI	DoD Issuance
FMLA	Family Medical Leave Act
FY	fiscal year
GAO	Government Accountability Office
JAMRS	Joint Advertising Market Research & Studies
JROTC	Junior Reserve Officer Training Corps
MCL	Maternity Convalescent Leave
MCO	Marine Corps Order
MCRD	Marine Corps Recruit Depot
MOMS Leave Act	Mothers of Military Service Leave Act
MOS	military occupational specialty
MPLP	Military Parental Leave Program



NDAA	National Defense Authorization Act
NPRST	Navy Personnel Research, Studies and Technology
ODEI	Office for Diversity, Equity, and Inclusion
PCL	Primary Caregiver Leave
PPD	postpartum depression
RFI	Request for Information
SCL	Secondary Caregiver Leave
SecDef	Secretary of Defense
STEM	science, technology, engineering, and mathematics
TEMPSEP	(Coast Guard's) Temporary Separation Program
ToR	Terms of Reference
USD(P&R)	Under Secretary of Defense for Personnel and Readiness
USSOCOM	U.S. Special Operations Command



Navy Petty Officer 3rd Class Dejah Clark draws up a flu vaccine dose aboard the USS John S. McCain in the Sea of Japan, Nov. 25, 2020.



Marine Corps Sgt. Roxanne Gorostieta motivates a fellow Marine during physical training at Marine Corps Base Camp Pendleton, Calif., Aug. 5, 2020.

# Appendix G

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# Appendix G. References

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Missouri Army National Guard Spc. Lauren Cabrera fires from an M4 carbine during a specialized law enforcement weapons qualification course at the Udairi Range Complex, Kuwait, Oct. 19, 2020.



Defense Advisory Committee on Women in the Services