

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

## **Quarterly Meeting Minutes**

**3 March 2020**

The Defense Advisory Committee on Women in the Services (DACOWITS) held a quarterly business meeting December 3, 2020. The meeting took place at the Double Tree by Hilton Washington DC – Crystal City, 300 Army Navy Drive, Arlington, VA 22202.

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### **Opening Remarks**

Colonel Elaine Freeman, DACOWITS Military Director and Designated Federal Officer, opened the March quarterly business meeting by reviewing the Committee's establishment and charter. COL Freeman reminded those in attendance any comments made during the meeting by Committee members are their personal opinions and do not reflect a DACOWITS or DoD position. COL Freeman then turned the meeting over to General (Retired) Janet Wolfenbarger, DACOWITS Chair.

### **Award Ceremony**

An award ceremony was held to honor the service of departing Committee member Colonel (Ret.) John Boggs, USMC. Gen (Ret.) Wolfenbarger offered words of recognition and thanks to Col (Ret.) Boggs. Gen (Ret.) Wolfenbarger closed by inviting Col (Ret.) Boggs to share departing remarks.

### **Welcome**

Gen (Ret.) Wolfenbarger welcomed everyone to the meeting and discussed the significance of hosting the quarterly business meeting during March, which is also Women's History Month. The 2020 Women's History Month theme is "Valiant Women of the Vote." Gen (Ret.) Wolfenbarger described how in 1901, the Army Nurse Corps was established, followed by the Navy Nurse Corps in 1908. During World War I, more than 21,000 nurses served in military hospitals in the United States and overseas. More than 400 military nurses died in the line of duty during World War I. The scope of women's service to the Nation during World War I foreshadowed their involvement in World War II and the formation of DACOWITS. Gen (Ret.) Wolfenbarger emphasized that long before women were granted the right to vote in the United States, they were serving in our nation's military.

Women's service in the military helped propel the suffrage movement forward. Their activities in support of the war helped convince many Americans, which included President Woodrow Wilson and members of Congress, that the country's female citizens deserved the right to vote. In 1920, Secretary of State Bainbridge Colby signed into law the 19th Amendment to the

Constitution, which states, "The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any State on account of sex."

Following World War II, the Women's Armed Services Integration Act of 1948 granted women permanent status in the Active and Reserve Components of the Army, Navy, and Marine Corps as well as the newly created Air Force. DACOWITS was established shortly afterward in 1951.

During the last century, women have made tremendous strides in obtaining parity, including within the military. Nevertheless, challenges still exist. Gen (Ret.) Wolfenbarger acknowledged DoD and its Military Service counterparts for supporting DACOWITS' mission, which is to provide the Secretary of Defense with advice and recommendations on matters and policies relating to the recruitment, retention, employment, integration, well-being, and treatment of servicewomen in the Armed Forces. She described how the Committee's role has evolved over the years and how the impact has been significant. Throughout history, DACOWITS has championed the advancement of women in the military and seen great success in opening doors to allow greater opportunities for women to serve.

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

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

COL Freeman reviewed the status of the Committee's requests for information (RFIs). The Committee received responses to all 14 of its RFIs. All the RFI responses were published on the DACOWITS website.

### **Brief: Women in the Space Force (RFI 9)**

The Committee requested a briefing from the Space Force Planning Task Force on the plan to stand up and grow the new Space Force. The Committee was particularly interested in any plans to ensure gender diversity in the employment of the new force.

The Space Force briefer opened by noting the Space Force is the newest, and sixth, Military Service branch; at the time of the meeting it had existed for 75 days.

Congress and the current Administration have determined there is a trend toward increasing threats against American space capabilities. Many people perceive space threats as a military-related problem, but everyone uses GPS and other technology facilitated by space satellites. The American way of life is reliant on space systems and capabilities. Space used to be a peaceful domain without adversaries. However, the world has changed; the military and the global economy are now reliant on space capabilities, and threats to space become a threat to national security. The Space Force briefer stated space is now a warfighting domain, similar to air, land, and sea. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 reorganized each of the Military Services to train and equip around a single domain. The establishment of the Space Force, the briefer stated, is following the approach the military has used in other domains.

The military first established the US Space Command in August 2019 and is now in the process of establishing the US Space Force. The Space Force is building a staff of 200 individuals for the initial headquarters; half those positions have been filled, and the plan is to have all staff on

board within the next 30 to 60 days. General Jay Raymond, who is also the Commander of the US Space Command, was appointed by the President in December 2019 as Chief of Space Operations to lead the US Space Force .

The first formal public hire for the Space Force, Ms. Patricia Mulcahy, is working as the director of manpower and personnel. The second public hire for the Space Force was Major General (USAF) Nina Armagno, Director, Space Programs, Office of the Assistant Secretary for Acquisition. These two hires show the tremendous opportunity for women in the Space Force. Additional opportunities will be available in the future especially in critical fields involving science, engineering, technology, and math (STEM).

Similar to the Navy and Marine Corps—which are both housed within the Department of the Navy to reduce costs and bureaucracy—the Space Force will be housed within the Department of the Air Force. Air Force Secretary Barbara Barrett serves as Secretary for the Air Force and the Space Force, two separate but co-equal Military Services.

“Space Policy Directive-4” offers basic guidelines for the establishment of the Space Force. The Space Force has three missions: (1) enhance the lethality of the joint force and continue accomplishing the space missions the other Military Service branches were previously doing, (2) fight and win in the space domain as hostilities arise or adversaries compromise U.S. capabilities in space, and (3) provide independent options for the President on how to employ space during a crisis.

Another document the briefer described, the “DoD Strategic Overview to Congress,” began the planning process for the Space Force before its existence. The Space Force was designed to use the existing infrastructure and common support capabilities of the other Military Services to the maximum extent possible to ensure no unnecessary duplication or replication in efforts. The briefer noted this approach reduces the cost and manpower that comes with establishing a new Military Service. The Space Force will use existing infrastructure except when a domain-specific capability is required. Air, land, maritime, and space domains operate differently, requiring different needs and types of operations. The Space Force will ensure it maintains functions central to its independence as an autonomous Military Service. The Space Force briefer described how the planning task force studied militaries in 35 countries, both allied and adversary, and determined three factors every autonomous military service must control: personnel, resources/budget, and doctrine. The Space Force was designed to leverage 80 percent of its common support needs from the Air Force to reduce cost.

Bases that belonged to the Air Force space command are being converted to Space Force bases. Those bases will still have a large footprint of Air Force personnel because that Military Service will provide security, communication, civil engineering, personnel management, and garrison support on Space Force bases. The briefer said approximately 1,900 individuals will be needed to establish the Space Force; they are being paid through a realignment of DoD funds without additional requests for funding.

The Space Force will involve only 16 skill sets to save money and manpower and will leverage the Air Force for common infrastructure. Space-specific functions from other Military Service branches will be moved into the Space Force. The 16 skill sets will be concentrated across 4 key areas: space operations; intelligence; engineering, acquisition, and science; and cyber. The Space Force has many opportunities for women with STEM capabilities and backgrounds. The Space Force at full strength is slated to be composed of approximately 15,000 people, making it a very

small force relative to the other Military Services. However, a force of 15,000 people can be effective, the briefer said, with tailored approaches to recruitment, retention, management, and promotion opportunities. The Space Force can be very deliberate in the individuals it recruits and how it assesses and manages individuals who join the Space Force and grows them to become senior leaders.

There are currently 110 individuals on staff at the initial Space Force headquarters. The headquarters has started to identify the next set of issues it needs to tackle to enable the Space Force to grow into the type of force it wants to be. The briefer stated General Raymond has made it clear the Space Force should not default to 19th- or 20th-century policies, because its establishment is a unique and historic opportunity. The Space Force is a 21st-century Armed Force and requires strategies, talent management, technology, and human capital plans that are more dynamic than the past standard bureaucratic structures. In the next 60 days as of the date of the meeting, the Space Force plans to begin examining a human capital management strategy with outside advisors and mentors to establish a 21st-century human capital approach.

The establishment of the Space Force is a real opportunity to shape what the Service looks like from the ground up. It is seeking to understand how to build in policies such as caregiver leave and sabbaticals from the start. The briefer noted while there are some limits, Congress has informed General Raymond it will consider changing policies or rules to ensure the Space Force can operate at its highest level. Compared with the other Military Services, the Space Force requires a smaller, focused force with a narrower skill set, which may necessitate tailored policies and personnel processes. The establishment of the Space Force is an opportunity to use innovative career models for recruitment and retention purposes. Space Force members may not want to serve for a full 20-year career; they may want to pursue military service, then academia, then come back to the military or go into industry. The Space Force must determine what personnel policies are necessary to attract and retain the most talented and skilled Americans, especially women.

The Space Force has been composed of personnel from all Military Service branches from the start; it is an integrated effort. The initial personnel at Space Force headquarters consist of 26 Soldiers, 14 Sailors, and 2 Marines; the rest are members of the Air Force. The Space Force will need to look across the Army, Navy, Marine Corps, and Air Force to target recruitment for the Space Force. It will need to examine the barriers and limitations for women in the military to identify how to retain them and provide more flexible opportunities that can better meet their needs.

The Space Force briefer ended his remarks discussing the integration of core values across the Military Services and in the Space Force. With the Space Force being a new Military Service, there is an opportunity to develop and build its core values from the ground up. Its current leaders are identifying how to build a foundation of core values. The Space Force is open to partners to help guide its establishment and believes DACOWITS could be a good partner in its quest for a 21st-century human capital strategy.

### Discussion

Gen (Ret.) Wolfenbarger thanked the briefer for explaining the approach the Space Force is taking toward diversity and inclusion and noted it was an exciting offer to collaborate with DACOWITS moving forward.

Dr. Kyleanne Hunter echoed Gen (Ret.) Wolfenbarger's excitement about working together as the Space Force is being established. Dr. Hunter wanted to know more about the initial cadre of Service members who are being pulled into the Space Force, particularly their occupational specialties and other occupational specialties beyond space operators that are underrepresented in the military and that the Space Force would like to target. The briefer responded General Raymond wants to ensure the Space Force avoids a culture that separates space operators from everyone else in their military Service. As it builds its policies and procedures, the Space Force is looking for opportunities to place intelligence personnel in charge of operations, and operations personnel in charge of acquisitions. The briefer noted the four skill sets he mentioned earlier are the skills the Military Service is trying to target. When the Space Force was established, there was a rush of individuals who wanted to sign up and join; however, many were doctors, lawyers, and others who would not be able to serve in those occupations. The Space Force briefer said he does not feel there will be a recruiting problem since there seems to be a high level of interest and excitement for this opportunity. He noted the Space Force has advertised 40 to 50 civilian jobs on USA.gov and received 5,000 applications so far.

Lieutenant General (Ret.) Judith Fedder asked how the Space Force is handling issues of culture, specifically around issues of diversity and inclusion. She noted it will be drawing personnel from all the Military Services, which have their own unique cultures. Lt Gen (Ret.) Fedder asked how the Space Force advertises its core focus on diversity and inclusion for both military and civil servant roles. The Space Force briefer responded culture has to be part of the Military Service from the beginning. The team is currently going through organizational design and considering factors like diversity and inclusion, innovation and technology, and organizational structure. The Space Force briefer noted the importance of establishing a culture statement, vision statement, and strategy document within the first 6 months. There are diversity and inclusion personnel within the first 200 headquarters staff to be hired who will be part of meetings and programs as the Military Service is developing. The Space Force briefer reiterated the importance of starting this work from the beginning with specific action and implementation plans.

Rear Admiral (Ret.) Cari Thomas commented the Military Services did not imagine the full integration of women in the military at the creation of each Service; it was mandated later by the Supreme Court and other actions from Congress. RADM (Ret.) Thomas noted she ended up serving in the Coast Guard because it was the only Service that did not have restrictions on women's service. She asked the Space Force briefer whether there will be any restrictions on service by gender. The briefer responded the intention is to create a Military Service without restrictions. He noted most space capabilities deploy in place, meaning they conduct operations from home and do not deploy in a traditional sense. He said most of the other Military Service's physical requirements and limitations on women's service have resulted from issues with a deployed combat zone and environment. Most of the capabilities of the Space Force are operated from the home station, which minimizes physical restrictions or limitations.

Dr. Hunter suggested the Space Force review recommendations the Committee made in 2017 and 2018 on personal protective equipment and other equipment acquisitions-related issues. The Committee found there was lag time for individuals of smaller stature to acquire equipment, and the Space Force has an opportunity to empower individuals who may otherwise be limited because of their stature. Dr. Hunter suggested reviewing those recommendations to ensure the Space Force can account for equipment for a broader range of the population at large. The briefer thanked Dr. Hunter for the recommendation and noted the Space Force will review the reports.

He also mentioned the Air Force's term "Airman" implies a gender given the use of the term "man" and definitively stated the term for Space Force personnel will not include the term "man" or any other term that references gender. Currently the Space Force has a team and survey process to identify options for potential terms for the Space Force's professionals.

Brigadier General (Ret.) Jarisse Sanborn asked what kind of latitude, if any, the Space Force has in departing from current Air Force and DoD policies when creating its policies. The briefer responded the Space Force must be cognizant of the limits, but Air Force Secretary Barrett and Secretary of Defense Mark Esper have told General Raymond he can propose adjustments to policies while establishing the Military Service. The Space Force has a different mission and size and may need to tailor policies to execute its mission. The briefer noted the Military Services' leadership and Congress have supported the establishment of the Space Force because they know it is critical for national security.

Ms. Janie Mines noted the Space Force is bringing in personnel from other Military Services and asked how it is dealing with change management factors during this transition and the establishment of a new Military Service. The briefer acknowledged this could be an issue and something the Space Force is watching. Congress has executed funds for the Space Force to bring in outside change management consultants to help advise and establish what processes need to be created. The briefer noted the Space Force recognizes change will not happen on its own, and it believes the change management consultations will be an important factor.

Brigadier General (Ret.) Allyson Solomon asked about training in the Space Force; many of the specialties it will support have lengthy training requirements. BG (Ret.) Solomon wanted to know how the Space Force will handle basic training and train its members about its culture. The briefer emphasized the importance of training to a Military Service's success. The Space Force is currently working through its 5-year plan; it is unclear whether it will have its own basic training program 10–15 years from now. Currently the Space Force plans to rely on the other Military Services' basic training capabilities. Service members who enlist in the Space Force will attend the Air Force's basic training and then be assigned to a Space Force base to receive their Space Force specialty training. For officers, the commissioning source could be any of the Military Service Academies or the Reserve Officer Training Corps; those individuals would then enter the space training pipeline. The challenge will be how to merge individuals who are already ingrained with a different culture into the culture of the Space Force. Starting the first day the Space Force was established, it began assembling a headquarters team of Soldiers, Sailors, Marines, and Airmen. BG (Ret.) Solomon asked whether the Space Force will take over formal training. The briefer responded the Space Force does do formal training for space acquisitions, operations, and other areas.

Command Sergeant Major (Ret.) Michele Jones commented that within human capital management for the Space Force, there should be consideration given to women who are thinking about transitioning out of the military. To retain long-term talent, women may be leaving the military and interested in a new environment and a culture that is more welcoming. It may benefit the Space Force to make a concerted effort to recruit women who are looking for a career change. The briefer responded the Space Force wants to leverage those qualified individuals and find a way to meet their needs and its needs.

### **Primary Caregiver Leave Policies (RFI 13)**

The Committee requested a briefing from each of the Military Services on the following topics: (1) the impact, sufficiency of, and Service member satisfaction with current 12-week primary caregiver leave policies; (2) the impact of the reduction of primary caregiver leave from 18 weeks to 12 weeks in the Navy and Marine Corps; (3) the Military Services' policies for backfilling positions vacated by servicewomen utilizing primary caregiver leave; (4) the utilization or consideration of leveraging surge staffing to augment positions vacated during convalescent and caregiver leave in each Service; (5) the Marine Corps' consideration of extended time off for parents; and (6) the findings from An Analysis of the Relationship Between the Navy's Maternity Leave Policy and Reenlistment Rates, a 2019 study by the Center for Naval Analyses (CNA).

#### *Army*

Each of the Military Services is currently part of a DoD workgroup to develop, refine, and implement DoD guidance on primary caregiver leave policies. The Army has developed and plans to move forward with draft guidance on primary caregiver leave policies, and suggested the primary caregiver leave program has been received positively by Soldiers.

The Army briefer explained Reserve Soldiers have requested more flexibility in primary caregiver leave policies (i.e., revise the policy to be applicable to Reserve personnel). Reserve Soldiers who work for more than 12 months without a break are not entitled to primary caregiver leave. He confirmed the Army would like to work with DoD and DACOWITS to address this policy issue.

Male Soldiers have requested more flexibility in the Army's definition of primary caregiver. The briefer noted the current primary caregiver policy allows male Service members to qualify for the role of primary caregiver, but only if they can demonstrate extenuating circumstances that require them to fulfill this role. He reported commanders do have the authority to authorize primary caregiver leave for male Soldiers, but the policy does not automatically entitle them to the benefit.

The Army briefer reported the impact of reducing primary caregiver leave from 18 weeks to 12 weeks is not applicable to the Army.

The briefer stated commanders cannot pull Soldiers from Reserve status to backfill positions vacated by female Soldiers taking primary caregiver leave. Instead, commanders cover the vacancies the best they can with the active duty Soldiers available to them.

#### *Navy*

Most feedback on the Navy's primary caregiver leave policies came from the biennial Personal and Professional Choices Survey, last fielded in 2018. The Navy briefer cited findings from the survey that female Sailors were relatively divided in their beliefs on the length of time women should be afforded for primary caregiver leave after the birth of a child; 45 percent of respondents supported the current 12-week policy, and 52 percent supported the 18-week policy. He also confirmed 63 percent of male respondents believed the 12-week primary caregiver leave policy was adequate for women after the birth of a child. However, most survey participants also supported increasing the amount of leave provided to men after the birth of a child.

The Navy has not conducted analyses on the impact of reducing primary caregiver leave from 18 weeks to 12 weeks but reiterated 45 percent of women responding to the 2018 Personal and Professional Choices Survey favored the 12-week primary caregiver leave policy, while 52 percent favored the 18-week policy; 3 percent reported other beliefs.

The Navy briefer explained servicewomen who become pregnant while on operational tours are transferred from their sea billets to a shore billet for a period of 12 months postpartum to facilitate convalescence, maternal bonding, and breastfeeding. Operational units can request a replacement Service member to backfill the unplanned loss, but this does not apply to pregnant or postpartum servicewomen's shore duty units. Instead, personnel at the servicewoman's shore duty unit are expected to cover the work associated with the vacated position.

The Navy is not currently using a surge staffing augmentation model, partially because Reserve Sailors are responsible for some missions for which active duty Sailors are not responsible, and the Navy would prefer to preserve those capabilities.

The Navy briefer reported a representative from CNA was scheduled to brief the Committee on the results of its 2019 study (mentioned earlier in this summary) but was unable to attend the quarterly business meeting. The briefer said the Navy could follow up and provide the results of the study to the Committee after the March quarterly business meeting and noted the study identified a correlation between increased maternity leave policies and improved retention.

### Marine Corps

The Marine Corps briefer said the Marine Corps has not gathered any data or conducted any analyses to determine the impact, sufficiency, and satisfaction of its primary caregiver leave policy. The Marine Corps has not observed any impacts as a result of the reduction of primary caregiver leave from 18 weeks to 12 weeks.

The briefer said the Marine Corps does not backfill positions vacated for primary caregiver leave and noted many variables can increase or decrease the impact vacated positions have on a unit, including unit mission, unit staffing, and timing of the absence. He explained the variation in circumstances around each vacancy created by primary caregiver leave makes it difficult to assess the impact of primary caregiver leave on units.

The briefer reported the Marine Corps does not use surge staffing to address short-term absences but confirmed its interest in learning about the Coast Guard's surge staffing policy.

The Marine Corps is working on options for a new policy that would allow new mothers to take a 1-year leave of absence, including one option that would provide pay to new mothers during their absence. The Commandant of the Marine Corps has not been briefed on the options yet, so the briefer could not discuss the options in detail, but he offered to brief the Committee on the new policy if it is approved by the commandant.

### Air Force

The Air Force does not backfill positions or use surge staffing to fill short-term position vacancies such as those created by its members who take primary caregiver leave. Operational commanders are responsible for managing shortages caused by members who take primary caregiver leave. The briefer confirmed the Air Force is working with the Office of the Secretary of Defense as part of a workgroup composed of personnel from each Military Service to improve DoD primary caregiver leave policies.

The briefer presented data on the impacts of primary or secondary caregiver leave and maternity convalescent leave. She reported work-years lost because of primary and secondary caregiver leave have increased by 153 percent since fiscal year (FY) 2015, and this increase has been primarily driven by an increase in the number of male Service members taking secondary caregiver leave, which is limited to 21 days, and to a lesser extent male Service members taking primary caregiver leave. She explained the overall regular leave cost to the Air Force in work-years was 8.2 percent prior to the implementation of the Military Parental Leave Program (MPLP) in FY 2019. She noted the Air Force saw an increase of 0.47 percent of work-years lost after the implementation of the MPLP, which consists of primary caregiver leave, secondary caregiver leave, and maternity convalescent leave. She confirmed the data showed the MPLP has increased work-years lost in the Air Force, but this increase has not created a major staffing issue.

The briefer reported retention among male and female Service members has improved since FY 2012 but noted the Air Force cannot confirm whether these increases are because of its caregiver leave policies.

The briefer noted 227,496 Airmen were invited to take the Military Career Decisions Survey in 2019, and 49,866 responded, for a response rate of 21.92 percent. Of these respondents, 21 percent were female, and 79 percent were male. The respondents provided relatively neutral survey responses about their perceptions of Air Force caregiver policies. The briefer confirmed the Air Force plans to ask about caregiver policies in future surveys and studies.

The impact of Air Force caregiving policies is limited because of the small number of birth mothers in the Air Force. She suggested the impacts of the MPLP will remain small; they are estimated to result in no more than a 1-percent increase of work-years lost compared with the losses under previous Air Force caregiving leave policies. She confirmed retention among all Airmen is increasing, and at a higher rate for female compared with male Airmen. However, the Air Force cannot confirm these retention trends resulted from the implementation of the MPLP. She also reiterated the Air Force does not have a policy mandating the backfill of positions vacated by Service members on primary caregiver leave, but she has recommended continuing to track outcomes from the MPLP and its impact on units.

### Coast Guard

The Coast Guard briefer explained she could not provide data on the impact, sufficiency, or satisfaction with the 12-week primary caregiver leave policy because of the infancy of the program and lack of data collected. Service members who take caregiver leave often feel guilty about the impact their absence will have on their units, but the Coast Guard implemented the Parental Leave Augmentation Program to mitigate this perception. Under this program, volunteer Reserve Component members are brought in to backfill vacancies in units when an active duty member takes parental leave. She also confirmed this program has been well received by Coast Guard members.

The briefer explained an All Coast Guard Notification was disseminated in April 2019 confirming the Coast Guard's intention to test surge staffing for Service members taking qualifying parental leave. This type of leave includes parental leave in excess of 41 days, which covers the total number of days for primary caregiver leave plus maternity convalescent leave but not secondary caregiver leave. She explained requests for qualifying parental leave can be for

between 42 and 120 days, which can overlap with training in the field for Service members needing to readjust after coming back from leave.

As of March 3, 2020, the Parental Leave Augmentation Program had received 165 requests for leave and reached a 95-percent fill rate; some rates were more difficult to fill than others with Reserve Component members. She explained E4, E5, and O4 Service members have used the program most often—the same ranks that made up the largest groups of participants in the 2019 RAND Corporation study on women’s retention. She noted three male Service members have requested primary caregiver leave and suggested this number could be low because of a lack of understanding among servicemen about the primary caregiver leave policy. She noted a man can qualify as the primary caregiver for a variety of reasons, and the command has the discretion to decide. She reported the Coast Guard’s current top priority around the program is communicating its existence and purpose to Service members.

### Discussion

Brig Gen (Ret.) Sanborn asked what challenges the Military Services are facing in relation to backfilling vacated positions and adopting the Coast Guard’s policy for surge staffing. The Marine Corps briefer reported about 900 female Marines give birth each year, and the Marine Corps has not identified any major challenges in covering for these short absences without backfilling them. He noted one major reason why the Marine Corps does not backfill positions is related to its funding, but it may need to reassess this approach if a yearlong leave for new mothers is implemented. The Army briefer reported there are specific forums in which commanders, Soldiers, and their dependents can bring up concerns about backfilling positions vacated by Soldiers on caregiver leave, but filling these open positions has not been cited as a major challenge. The Navy briefer confirmed there has been no demand to augment staffing with Reserve Sailors and said the Navy has been able to sustain operations during times when its members have vacated their positions because of caregiver leave. The Air Force briefer confirmed concerns are not often cited about backfilling positions vacated by Service members on caregiver leave. She noted issues associated with vacated positions because of caregiver leave occur at the operational level, and Air Force commanders have resources available to them to request Airmen from other installations or from the Air Force Reserves to backfill vacated positions if necessary. The Coast Guard briefer reported the Coast Guard did not recognize issues related to its members vacating positions to take caregiver leave until after it conducted the 2019 Coast Guard Women’s Retention Study. She said the Military Services should be creative in developing strategies to ensure Service members do not feel guilty for taking caregiver leave because it could improve their likelihood of remaining in service. Gen (Ret.) Wolfenbarger suggested the Military Services review the 2019 DACOWITS annual report for feedback from male and female Service members on how caregiver leave is perceived at the unit level.

CSM (Ret.) Jones noted issues related to the use of Reserve members are raised at commander conferences for each of the Reserve Components. She suggested the Military Services consider strategic ways of utilizing different categories of Reserve members to address the issue of vacated positions because of caregiver leave. The Army briefer confirmed the Army does regularly receive reports on unit readiness, but if these types of personnel readiness issues are not reported through that mechanism, it is difficult for leadership to understand the extent of the problem. He confirmed the Army can use the data from the unit readiness reports to determine whether any actions are necessary.

Brig Gen (Ret.) Sanborn noted the Coast Guard's Parental Leave Augmentation Program is centrally funded, but personnel augmentation in the other Military Services is unit funded. She asked if centrally funding personnel augmentation would make a difference for the other Military Services. The Army briefer confirmed central funding would make personnel augmentation much easier because all the Military Services have finite funding. The Navy briefer agreed central funding for personnel augmentation is an approach worth exploring and noted Navy policy allows commanders to use this type of support only for absences of at least 180 days, whereas the Coast Guard can augment personnel for absences of between 42 and 120 days. He said he was unsure whether the limitation related to 180 days of absence is a Navy policy or law.

Lt Gen (Ret.) Fedder asked whether a Coast Guard member taking primary caregiver leave has to request staffing augmentation through the Parental Leave Augmentation Program. The Coast Guard briefer explained the unit commander should request staffing augmentation, but because the program is in its infancy, the Service member may have to advocate for this request. She confirmed asking Service members to advocate for themselves in this regard is not ideal, so the Coast Guard is developing trainings and educational resources to ensure unit commanders are aware of the program. She noted some units believe they can cover for a Service member on leave and therefore do not request extra staffing.

Gen (Ret.) Wolfenbarger noted a few of the Military Service briefers cited recent improvements in the retention of women that could not be attributed to changes in caregiver leave policies. She asked if the Military Services have implemented any data collection mechanisms to better understand the reasons driving improvements in the retention of servicewomen. The Air Force briefer confirmed the Air Force is always interested in who is being retained and reasons for retention among its members and offered to follow up with the Committee about specific questions asked of Airmen about the caregiver leave program. The Army briefer suggested the Army could ask its auditors to ask its members about their experiences or perceptions of the caregiver leave program. He said women are the fastest growing demographic in DoD, so although recruitment and retention of women may not be a current problem, it could be a future problem. Gen (Ret.) Wolfenbarger said she takes exception to the suggestion that the recruitment and retention of women is not a current problem in DoD.

Gen (Ret.) Wolfenbarger asked the Marine Corps briefer if he could share more information about the extended sabbatical for new mothers he mentioned is being considered by the Marine Corps. The briefer reported the Commandant of the Marine Corps presented his vision in July 2019 for the development of the Marine Corps during the next 4 years, including the belief the Military Service could improve in the area of talent management. He noted one strategy being considered to improve talent management is a 1-year leave of absence program for new mothers and explained the Marine Corps is considering a few options for this program, including paying members during their leave, but the commandant has not yet been briefed on these options. He noted this program would require the approval of the Navy, DoD, and Congress if the commandant decided to move forward.

Gen (Ret.) Wolfenbarger asked whether the other Military Services are monitoring or developing strategies to improve support for their members who are parents. The Air Force briefer confirmed the Air Force is aware of the Marine Corps' efforts to improve parental support but has not conducted any analyses on the topic. The Navy briefer confirmed the Navy is monitoring the Marine Corps' efforts but has not begun developing its own strategies in this area. The Army briefer noted when one Military Service identifies potential strategies for improvement, to save

time and resources, the Army prefers to wait and see the outcomes from these strategies instead of testing similar strategies.

Brig Gen (Ret.) Sanborn asked the Marine Corps briefer whether there is an established timeline for the potential implementation of the 1-year sabbatical program for new mothers. The briefer reported the Marine Corps is responsible for providing its commandant with options for this program by June 2020.

### **Public Comment Period**

DACOWITS received two public comments for this quarterly business meeting.

The first was submitted as a written public comment provided by Staff Sergeant Bouffard, United States Army, addressing concerns surrounding the new Army Combat Fitness Test.

The second was presented orally by Lieutenant Colonel Jessica Rutenber and Major Megan Biles of the United States Air Force. Their comments, which they read directly from their written statement, addressed pregnancy discrimination concerns.

Both public comments are available on the DACOWITS website.

### **Panel: Military Services' Career Intermission Programs (RFI 14)**

DACOWITS requested an updated briefing from each of the Military Services on its career intermission program (CIP). The Committee requested information on the following: (1) an update of Service members' use of CIP from the date of inception of the program through present day, to include reasons for the application; (2) 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, including the length of time requested, granted, and used for the care of children, and any feedback from Service members broken down by gender, to include real or perceived impacts on career progression; and (3) whether the Military Service is considering any other options to provide Service members extended time off.

#### **Army**

The Army briefer began by indicating CIP was implemented in 2014, and the intent is to allow Service members to "take a knee" and pursue personal or professional endeavors. Initially the program received 45 applications. Of those 45, 13 were disapproved, and 13 of the approved applicants decided not to enter the program. The briefer noted Soldiers who participated in the program used CIP to pursue professional goals, take care of parents, adopt or care for children, or pursue overseas employment. The briefer noted the Army requires an applicant to specify the reason for wanting to enter the program. The briefer added one-third of Soldiers in CIP cited family reasons for wanting to participate.

The Army briefer reported 6 male and 11 female Service members have participated or are currently participating in CIP. Reasons for denying CIP requests included the applicant's rank, medical profile, a pending review for misconduct, or poor performance. The briefer noted poor performers are not approved for CIP.

Of the applicants who participated in the program, all but one Soldier met re-accession requirements and returned to service on schedule. One Service member who did not return on schedule underwent a medical evaluation board and physical evaluation board and was retired for physical disability. The briefer shared a few success stories of Service members who participated in CIP and were able to advance their careers; their experiences included completing law school and transitioning into the Judge Advocate General's Corps, completing educational requirements and being reappointed in the Army Medical Specialist Corps, and being promoted upon return from CIP. The briefer noted all CIP applicants who requested time off to care for children were accepted.

The briefer noted CIP is still relatively small, and the Army has not observed any negative impacts from the program on the career progression of Soldiers. Currently the Army is not considering any other options to provide its members extended time off.

### Navy

The Navy briefer began by stating CIP is available for Service members in several programs and pay grades to pursue a wide array of personal and professional interests. A total of 309 CIP applications have been submitted since 2009, and 235 Sailors have participated. Of those participants, 141 have returned to service. CIP requires participants to complete 2 months of Service for every month they participate in the program. At the time of the presentation, 58 Service members had completed their obligations, 81 were serving their obligations, and 2 had separated.

The briefer provided details on the demographics of CIP participants and their reasons for entering into the program. Participants to date have consisted of 90 officers and 145 enlisted members. Of the 235 participants, 124 were women and 111 were men. Although reasons for participation have varied, most participants joined the program for educational purposes (e.g., pursuing a degree or preparing for the Judge Advocate General's Corps). Of the remaining 62 participants, the majority were caretaking (either for children, but more likely for elderly parents). Forty-six applicants requested participation in the program to take care of a child. Of the 18 participants who returned to service after caring for a child, 15 participants were actively serving (8 completed their obligations, and 7 chose to continue to serve in the Navy after completing their obligations). Ten returning participants are serving their obligation. The briefer noted 13 women returned from caring for a child through CIP; of those, 1 has promoted to captain, 2 have promoted to commander, and 1 has promoted to lieutenant commander. The briefer said five male Service members returned from caring for a child.

The length of time requested for CIP has ranged from 12 to 36 months, with the average length being 27 months. The briefer noted the length of a Service member's participation does not have to be finalized until 1 month prior to the return date. The Navy is considering ways to solicit more feedback from its members about participation in CIP. At this time, the Navy is not considering any other options to provide its members extended time off.

### Marine Corps

The Marine Corps briefer noted the Marine Corps has a fairly small CIP. The program was created to retain quality Marines who might otherwise exit service by providing an opportunity for them to pursue interests outside service and then return to active duty. The program is open to all Marines; to date, 23 have applied for CIP. Of those 23 Marines, 19 were approved, and 14

participated in CIP. As of the date of this meeting, 10 Marines have completed the program, and 8 returned to Active Duty. Applicants have come from all areas of the Marine Corps. The briefer noted education and spending time caring for family (e.g., caring for a child 1 year after birth) are the main reasons Marines have participated in the program. Regarding promotion, since 2017, two Marine Corps officers have participated and have since been passed over for promotions. From the data collected, the Marine Corps is unaware whether this was a result of their performance or their participation in CIP.

### *Air Force*

The Air Force briefer opened her briefing by noting 215 Airmen have participated in CIP from the program's inception in 2014 to 2019. Service members have cited multiple reasons for participating, including education; raising a family; pursuing an alternate career opportunity; aligning dual-military career timing with a spouse; caring for an ill, elderly, or disabled family member; pursuing religious work; or partaking in a pilgrimage. The briefer noted some members have cited more than one reason.

Of the 312 applicants for CIP, 50 percent were male, and 50 percent were female. The Air Force has denied CIP applications for members with undesirable performance indicators (i.e., under investigation, non-judicial punishment, court martial) or who were unable to complete the associated service commitment after CIP. The average Service member has participated in 2.5 years of CIP. Since the program's inception, 50 Airmen have returned to active duty.

The briefer noted the Air Force is researching possible options for bereavement leave to allow its members time to grieve the loss of a family member. This development was highlighted when the Air Force noticed some Service members extended their CIP leave to allow for bereavement, including when a family member died while the Airman was participating in CIP, or when an Airman used CIP to deal with emotional factors following a family member's death.

The briefer noted the majority of the officers and enlisted Service members who have participated have provided positive feedback about CIP at approximately the same rate for both male and female members.

### *Coast Guard*

The Coast Guard briefer said the Coast Guard does not offer CIP but does offer the Temporary Separation (TEMPSEP) program. This program does not provide Service members a stipend, and there is no obligation to return to service after completion; however, it requires members to maintain Reserve affiliation and provides an opportunity for them to continue their service. The program was created to provide Coast Guard members an opportunity to rejoin the Coast Guard if they choose to leave. Members can separate for no more than 24 months through TEMPSEP.

A total of 443 Coast Guard members have separated and joined the Reserve workforce. The Coast Guard tracks enlisted Service members and officers differently. Three different types of requests have been submitted: temporary separation, temporary separation for a newborn child, and temporary separation following sexual assault. The briefer presented Enlisted Personnel Management data that showed 43 percent of TEMPSEP participants decided to depart the Coast Guard to care for a newborn child, and 3 percent decided to separate because of a sexual assault. The briefer noted the Coast Guard is doing everything they can to assist sexual assault survivors and provide them with whatever they need. The Coast Guard is actively trying to bring these

individuals back into service after TEMPSEP. For the active duty Service members, the briefer noted 89 percent of TEMPSEP applications were for the care of children.

The briefer noted the approval rate for enlisted members has been 89 percent for men and 96 percent for women. For officers, the approval rate has been 81 percent for men and 89 percent for women. The briefer noted one common reason applications are denied is because they lack the required endorsement.

The briefer emphasized the Coast Guard wants its members to return. Of the officers who used TEMPSEP, 14 Service members (approximately 9 percent) chose to return to service and 147 did not return (approximately 91 percent). The briefer noted analyzing this data was a very helpful way for him to learn more about the impacts of the program. He reported female Service members were 18 percent more likely than their male peers to return to the workforce after TEMPSEP. The return rate for enlisted Service members was 10 percent.

The Coast Guard is actively looking for ways to increase opportunities to take leave, especially through future implementation of CIP. In 2019 the Coast Guard requested legislation and funding to implement CIP. At the time of the meeting, the bill had cleared the U.S. House of Representatives and was waiting to be approved in the U.S. Senate.

### Discussion

Lt Gen (Ret.) Fedder noted one of the reasons the Committee is interested in how the Military Services use CIP is to better understand how it can be used to care for children. Lt Gen (Ret.) Fedder noted the Marine Corps briefer who discussed primary caregiver leave policy spoke about new mothers. She asked the briefer whether there was any connection between the Marine Corps' CIP and the other primary caregiver leave policies mentioned during the previous panel. The briefer noted he does not work in the Marine Corps policy office or the commandant's realm but stated the CIP program is a tool the Military Service is utilizing. While it is not the same as parental leave, it is a tool that can be used for caregiving; the Marine Corps does not put stipulations on how the program can be used. CIP is not the equivalent to parental leave; however, if a Marine wanted to use CIP for caregiver duties, the Marine Corps would not discourage it. Lt Gen (Ret.) Fedder asked the briefer whether one distinction was the benefits and pay available; he confirmed this was correct.

Brig Gen (Ret.) Sanborn asked the briefers what actions are being taken that could improve the CIP participation rate. The Army briefer began by stating the Army implemented the program in 2014; initially many people applied for CIP, but the number of applicants has shrunk over time. The Army is working to institutionalize CIP now that it is no longer a pilot program. The Navy briefer noted one of the greatest concerns associated with CIP is participants receive only 1/32 of their base pay while participating in the program. This means Sailors are leaving to achieve an education or attend a program they need to advance in their career, yet they are losing a large portion of their base pay. The briefer acknowledged the GI bill provides some assistance for education, but some Sailors are facing the expense of taking care of children or elderly family members when using CIP. The briefer also mentioned the 2-to-1 obligation for the amount of time anyone participates in CIP: for every month spent in the program, Sailors must serve an additional 2 months on top of any other obligations they have to the Navy. The briefer noted this obligation can take a toll on one's career plans and may not be what they intended. The Marine Corps briefer stated the Marine Corps is focusing on advertising the program so all its members are aware of it. The briefer noted it has been difficult for Marines to understand the program and

know how to use it; the Marine Corps has been working on compiling the information and, in particular, improving messaging about CIP so its members better understand what is included under the program.

The Air Force briefer echoed the remarks of the Navy. The briefer stated the Air Force conducts surveys of its members who participate in CIP as well as those who apply but decide not to participate—for example, those who withdraw their CIP applications. The briefer noted pilots often have a lengthy commitment to the Air Force resulting from the 10-year service requirement surrounding pilot training, so the Air Force has proposed legislation for 2022 to provide relief for those members with already long service commitments. The briefer noted this amendment to the program would benefit both the Air Force and its members, most notably because the service commitment is the biggest deterrent to members taking advantage of CIP.

The Coast Guard briefer stated the participation rate for TEMPSEP is fairly high. There have been 443 separations under this policy. Although the rate of participation for TEMPSEP has been relatively high, the return rate has stayed relatively constant at 10 percent. The briefer said he believes the program is operating well but could improve. Currently the Coast Guard is balancing competing priorities: supporting members who are deciding to leave the Military Service and ensuring members are not using TEMPSEP solely to avoid difficult assignments. The briefer said the Coast Guard wants its members to use the program as an “on ramp” back into service.

Ms. Mines asked whether performance is a factor when determining whether to approve a Service member for CIP. Ms. Mines noted sometimes child care or elder care issues can affect performance, which can be a vicious cycle. The Army briefer noted performance is a factor. If the Army observes a downward progression in performance, it serves as a factor in the applicant’s CIP approval or disapproval; however, the entire situation is considered. The Navy briefer said the Navy considers an applicant’s entire situation, including a Body Composition Assessment failure or Physical Fitness Test failure within the past two cycles, when approving or disapproving applications. Any disapproved application is then elevated to leadership for confirmation of approval or disapproval. The briefer noted the Navy is examining the past 3 years of disapprovals to determine if there is a decline or increasing trend.

The Marine Corps briefer noted the Marine Corps has not disapproved any member’s CIP application based on performance; it considers recommendations that accompany the application when deciding whether to approve or disapprove. The Air Force briefer noted a member who applies for CIP has the option of writing a personal statement that can include an explanation of any unique situation or circumstances documented in the member’s file.

The Coast Guard briefer explained the Coast Guard requires all TEMPSEP submissions be accompanied by a command endorsement. A Service member with a grade of less than 3 on any performance measure is considered ineligible, and the submission receives an additional review. The additional review is an opportunity for the Coast Guard to do a deep dive into the member’s records to review the considerations for the performance measure and whether the member could be approved for TEMPSEP.

Major (Ret.) Priscilla Locke asked if there are restrictions for participating in CIP more than once or for eligibility based on rank. MAJ (Ret.) Locke also asked about the rationale for these restrictions. The Army briefer said for officers, the Army considers those with the rank of captain or higher for the program; for enlisted members, those with the grade of E5 or higher are

eligible. Soldiers may participate only once in CIP. The Navy briefer said the Office of the Chief of Naval Operations policy allows Sailors to participate one time in CIP. The briefer noted there was recently an exception made to the policy for a Sailor who had completed less than 1 year in CIP. This Service member's request for an additional admittance was reviewed by the Office of the Secretary of Defense and a legal team; they decided it was up to the Navy to determine whether the member could reenter CIP. That Service member had executed CIP initially to care for an elderly family member and had completed less than the allotted time period of 36 months, so was allowed to enter the program again.

The Marine Corps briefer stated there is no rank stipulation that dictates eligibility for CIP; however, the amount of obligated service is a factor in whether a Marine can participate in the program. The briefer noted the Marine Corps can consider the member's retirement or separation date when approving or disapproving a CIP request. The briefer said members typically are able to participate in CIP only once during their service.

The Air Force briefer stated CIP is still a relatively new program, so he was unsure whether a second participation is permissible; however the Air Force has observed more of its members asking if they can participate in CIP more than once. The Air Force perceives the interest in participating in CIP a second time as an indicator participants are having positive experiences. The Air Force briefer noted if an Airman is unable to complete their first term in CIP, the Air Force will take an approach similar to the Navy's when considering if a second term is appropriate.

The Coast Guard briefer said there is no rank stipulation for CIP, but eligibility is based on the Service member's retirement date. Any member who is eligible for retirement cannot take TEMPSEP. The briefer stated according to law and policy, a Coast Guard member usually can take advantage of TEMPSEP only once, but members do have the right to participate twice. The briefer reiterated that for Service members who have experienced a sexual assault, the Coast Guard will do whatever possible to find a way for those members to resume their service. The Military Service has widened the criteria of TEMPSEP to include cases of sexual assault to allow affected members to take advantage of this opportunity to obtain the support they need and return to service.

Brig Gen (Ret.) Sanborn asked all the Military Services whether there is interest in a program similar to the Coast Guard's TEMPSEP. The Army briefer noted he would need to learn more about what the Coast Guard is doing before providing a response. Similarly, the Navy briefer said he did not know enough about TEMPSEP to speak about it. The Marine Corps briefer said he would take the question back to his colleagues for a response. The Air Force briefer also said he would share the question with his colleagues.

RADM (Ret.) Thomas noted the Navy briefer's presentation described CIP as an emerging issue and asked the briefer why this program fits into the emerging issues category and what other issues are considered emerging. The Navy briefer said CIP was recently moved into this category, which includes uniform-related matters and other emerging issues such as the transgender policy.

Brig Gen (Ret.) Sanborn asked when CIP became more than a pilot program. The Army briefer noted the FY 2019 National Defense Authorization Act designated CIP as more than a pilot program.

Lt Gen (Ret.) Fedder asked each of the Military Services how it attempts to retain a Service member who wants to transition to the National Guard or the Reserves. She referenced the Coast Guard briefer's remarks that the Coast Guard through the use of TEMPSEP tries to retain its members rather than have them separate. The Army briefer said Soldiers who are not retiring or involuntarily separating are required to join to the Reserves. A Soldier who does not have a Service obligation is required to see a counselor at the career transition center. Counselors are trained to provide information on the benefits of reserve commission. The Army is also working with the Talent Task Force and the Army Human Resources Command to implement the Soldier for Life program. The Navy briefer said he would consult the Navy counselors and Navy Personnel Command about this program. The briefer said the Navy has not actively advocated about the Reserves as an alternative to leaving the military. The Marine Corps briefer stated the Marine Corps actively promotes CIP because the commandant has placed an emphasis on talent management. The briefer said he did not know whether career counselors promote the Reserves and would ask them. The Air Force briefer stated information on CIP is mentioned by career assistance providers at every installation as a method for retaining talent and retraining Service members. The briefer said the use of career advisors has been an effective way to spread awareness about the program across installations and increase advocacy for CIP.

CSM (Ret.) Jones called attention to the Army briefer's presentation that stated career counselors are available to officers when they leave the Army. She asked what resources are available to enlisted Service members. The Army briefer said both enlisted members and officers have the same separation process, including working with the transitions center and talking with a career counselor.

### **Final Remarks**

COL Freeman, DACOWITS Military Director, stated the next meeting would be held June 24–25, 2020. Details will be published in the Federal Register. She thanked the attendees and concluded the public portion of the meeting.

**Meeting was adjourned.**

RFIs 1, 2, and 3

**MARKETING STRATEGIES (R&R)**

DACOWITS continues to believe the increased accession of women into the Military Services will help create a stronger, more capable force. However, as more information becomes available regarding women’s motivations to join the military, the Committee questions whether the Military Services might be missing key opportunities to tailor their marketing to the female population.

RFI 1

The Committee requests a **written response** from the **Military Services** on the status of their eSports team programs.

- a. What is the planned demographic composition of those teams?
- b. Do the Services use eSports teams as a recruiting tool for men and women?

Organization	Description
United States Army Recruiting Command	The Army provided the Committee with responses to all the questions in this RFI.
Navy Recruiting Command	The Navy provided the Committee with responses to all the questions in this RFI.
Marine Corps Recruiting Command	The Marine Corps provided the Committee with responses to all the questions in this RFI.
Air Force Recruiting Services	The Air Force provided the Committee with responses to all the questions in this RFI.
Community Services Command, Office of Diversity & Inclusion	The Coast Guard provided the Committee with responses to two of the questions in this RFI that pertain to them.

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.

Organization	Description
Joint Advertising, Marketing Research & Studies (JAMRS)	JAMRS provided the Committee with responses to all the questions in this RFI.

RFI 3	
<p>In 2017, the Committee recommended to the Secretary of Defense that “<i>the Military Services tailor their marketing to reflect the most salient reasons women join in order to inspire more women toward military service,</i>” as research has shown that the salient reasons women join differ from men.</p> <p>The Committee requests a <b>written response</b> from the <b>Military Services</b> on how the data provided by the Joint Advertising, Marketing Research &amp; 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?</p>	
Organization	Description
Army Enterprise Marketing Office	The Army provided the Committee with responses to all the questions in this RFI.
Navy Recruiting Command	The Navy provided the Committee with responses to all the questions in this RFI.
Marine Corps Recruiting Command	The Marine Corps provided the Committee with responses to all the questions in this RFI.
Air Force Recruiting Service	The Air Force provided the Committee with responses to all the questions in this RFI.
Coast Guard Recruiting Command	The Coast Guard provided the Committee with responses to all the questions in this RFI.

RFIs 4, 5, 6, and 7
<p><b>EXIT AND RETENTION SURVEYS (R&amp;R)</b></p> <p>DACOWITS remains interested in data pertaining to exit and retention surveys administered by the Military Services, to include governing policies, data captured, and noteworthy trends.</p>

RFI 4	
<p>The Committee requests a <b>literature review</b> from the <b>DACOWITS Research Contractor</b> 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.</p>	
Organization	Description
Insight Policy Research (DACOWITS Research Contractor)	Insight Policy Research prepared the <i>Employee Retention and Engagement in the Civilian Labor Force</i> literature review for the March 2020 DACOWITS quarterly business meeting.

RFI 5	
<p>The Committee requests a <b>written response</b> from <b>Defense Civilian Personnel Advisory Service (DCPAS)</b> on Federal Employee Viewpoint Survey (FEVS) data collected from the Military Services, including:</p> <ol style="list-style-type: none"> <li>a. Provide the specific survey questions related to retention. In addition provide a description of the responses the survey anticipated.</li> <li>b. Provide civilian retention data for each of the Military Services (including the Coast Guard) to answer the following questions: <ol style="list-style-type: none"> <li>i. What are the main reasons civilian women are staying?</li> <li>ii. How do these results differ from their civilian male counterparts?</li> <li>iii. Are there differences in responses among civilian women of color (race and ethnically diverse women)?</li> <li>iv. What trends are noteworthy?</li> </ol> </li> </ol>	
Organization	Description
Defense Civilian Personnel Advisory Service (DCPAS)	DCPAS provided the Committee with responses to all the questions in this RFI.

RFI 6	
<p>The Committee requests a <b>written response</b> from the <b>DoD Office of People Analytics</b> on the Status of Forces survey data, including:</p> <ol style="list-style-type: none"> <li>a. Provide description of specific questions related to retention?</li> <li>b. Provide retention data for each of the Military Services (including the Coast Guard, Guard and Reserve) <ul style="list-style-type: none"> <li>– Active duty 2018 / 2013 / 2008</li> <li>– Guard/Reserve 2018 / 2013 / 2008</li> </ul>           to answer the following questions: <ol style="list-style-type: none"> <li>i. What are the main reasons women are staying?</li> <li>ii. How do these results differ from their male counterparts?</li> <li>iii. Are there differences in responses among women of color (i.e., racially and ethnically diverse women)?</li> <li>iv. What trends are noteworthy?</li> </ol> </li> </ol>	
Organization	Description
DoD Office of People Analytics (OPA)	OPA provided the Committee with responses to all the questions in this RFI.

RFI 7	
<p>The Committee requests a <b>written response</b> from the <b>Air Force</b> outlining specific actions taken or planned, as a result of the trends observed from the 2019 Retention Survey, pertaining specifically to women.</p>	
Organization	Description
Air Force, Retirements, Separations and Force Management Policy	The Air Force provided the Committee with a response to the Committee’s request regarding the 2019 Retention Survey.

RFI 8

**WOMEN IN AVIATION (E&I)**

In December 2018, the Committee received briefings on the status of women in aviation. During these briefings, concerns about the sizing of equipment as a barrier to women’s service in aviation emerged.

The Committee requests a **written response** from the **Military Services** addressing the following:

- a. What actions have been take 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.
- b. What are the anthropomorphic measurement requirements for service as a pilot? Service as Air Crew? When were these requirements established?
- c. Approximately what percentage of Service members were disqualified from flight status based on these requirements? Provide breakdown by gender.
- d. What are the anthropomorphic measurement requirements for each aviation platform and why?
- e. What are the anthropomorphic measurements around which flight equipment is procured?
- f. What is the process to procure sizes of flight equipment not in a squadron’s inventory? How long does the process take?
- g. What is the process to procure uniquely sized flight equipment not in standard issue?

Organization	Description
Department of the Army	The Army provided the Committee with responses to all the questions in this RFI, as well as copies of the U.S. Army Aeromedical Policy Letter on Anthropometry (ICD 9 M700); U.S. Army Aeromedical Research Laboratory Report No. 89-5, “ <i>Anthropometric Measurements of Aviators Within the Aviation Epidemiology Data Register</i> ”; U.S. Army Natick Soldier Research, Development and Engineering Center Technical Report, “ <i>2012 Anthropometric Survey of U.S. Army Personnel: Methods and Summary Statistics</i> ”; a blank DD Form 358 for determining specially sized clothing for men; and a blank DD Form 1111 for determining specially sized clothing for women.
Commander, Naval Air Forces	The Navy provided the Committee with responses to all the questions in this RFI.
Aviation Manpower and Support Branch Head, Headquarters Marine Corps Aviation	The Marine Corps provided the Committee with responses to all the questions in this RFI.
Air Force, Air Force Life Cycle Management Center, Human System Division	The Air Force provided the Committee with responses to all the questions in this RFI, as well as a blank DD Form 358 for determining specially sized clothing for men and a blank DD Form 1111 for determining specially sized clothing for women.
U.S. Coast Guard Office of Aviation Forces; Personnel Service Center, Personnel Service Division, Medical; and Office of Health Services, Operational Medicine and Quality Improvement Division Aviation Medicine	The Coast Guard provided the Committee with responses to all the questions in this RFI.

RFI 10

**GENDER INTEGRATION IMPLEMENTATION PLANS (E&I)**

In December 2019, the Committee received a briefing from the Military Services on the status of their gender integration implementation plans. Modifications to facilities emerged as a topic of concern for the Military Services.

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

Organization	Description
Department of the Army	The Army provided the Committee with responses to all the requests in this RFI.
Commander, Navy Installations Command and N931B Unaccompanied Housing	The Navy provided the Committee with responses to all the requests in this RFI.
Marine Corps Installations Command	The Marine Corps provided the Committee with responses to all the requests in this RFI.
Air Force, Retirements, Separations and Force Management Policy	The Air Force provided the Committee with responses to all the requests in this RFI.

**EFFECT OF GROOMING STANDARDS ON WOMEN’S HEALTH (WB&T)**

The Military Services’ written responses to the December 2019 RFI acknowledged awareness of alopecia possibilities and some reported incidence of alopecia among servicewomen, but they do not track or monitor this condition or other hairstyle-related conditions.

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.

- a. 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.
- b. If “how to” styling demonstrations are used to train, please provide the Committee video demonstration of this training.
- c. 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?
- d. 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?
- e. 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.

Organization	Description
Department of the Army	The Army provided the Committee with responses to all the relevant questions in this RFI.
Recruit Training Command	The Navy provided the Committee with responses to all the relevant questions in this RFI, as well as copies of the “RTC Uniform and Personnel Standards” presentation; “Section 2.04 – Uniforms and Grooming” presentation; “Topic 2.04 – Uniforms and Grooming” lesson topic guide; “Uniform Policy and Regulations” memorandum from the Commanding Officer, Recruit Training Command; and Chapter 2, Section 2 (“Personal Appearance”) from the “United States Navy Uniform Regulations.”
Permanent Marine Corps Uniform Board	The Marine Corps provided the Committee with responses to all the relevant questions in this RFI.
Military Compensation Policy Division, Headquarters Air Force	The Air Force provided the Committee with responses to all the relevant questions in this RFI.
Personnel Service Center, Personnel Services Division, Military Uniforms Branch; Coast Guard Academy; Coast Guard Training Center Cape May	The Coast Guard provided the Committee with responses to all the questions in this RFI, as well as copies of Chapter 2.B (“Grooming Standards”) from the “Coast Guard Uniform Regulations,” Commandant Instruction 1020.6 series; relevant pages from the “Regulations of The Corps of Cadets,” Superintendent Instruction M5215.2 series; and examples of appropriate hairstyles for women.

**PRIMARY CAREGIVER LEAVE (WB&T)**

Since 1988, the Committee has made numerous recommendations regarding postpartum non-chargeable leave. Paid maternity leave is mandatory in most developed nations. The United States is one of three countries that currently does not offer new mothers paid maternity leave. Less favorable maternity leave policies can inhibit a woman's career trajectory. The military has made tremendous strides in affording all Service members paid maternity, paternity, and adoptive parent leave.

In, 2015, the Secretary of the Navy authorized 18 weeks maternity leave for the Navy and Marine Corps. Twelve of the 18 weeks could be taken at any point during the year following the child's birth, allowing flexibility in creating a leave plan with minimal mission impact. In 2016, the Secretary of Defense announced that across all Armed Services, servicewomen would receive 12 weeks of fully paid maternity leave. The new Military Parental Leave Program would consist of the following forms of non-chargeable leave following a qualifying birth event or adoption for covered Service members: Maternity Convalescent Leave, Primary Caregiver Leave, and Secondary Caregiver Leave.

The FY17 National Defense Authorization Act (NDAA), Section 521, prohibited the flexible (non-continuous) use of parental leave. In 2017, the Committee recommended, "The Secretary of Defense should consider allowing the Military Services to permit flexible (non-continuous) use of maternity and parental leave if requested by the military parent(s)." Then again in 2018, the Committee recommended, "The Secretary of Defense should consider proposing legislation to allow the Military Services to permit flexible (non-continuous) use of primary and secondary caregiver leave, if requested by the caregiver." The FY20 NDAA, Section 571, authorized Service members to take leave for a birth or adoption in more than one increment. The Committee continues to be interested in the enhancement of primary caregiver leave to help encourage the retention of servicewomen by making military benefits more competitive than private sector benefits.

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 non-continuous leave option for primary caregiver and/or secondary caregiver leave? Do any barriers exist that would impede the policy from being implemented?

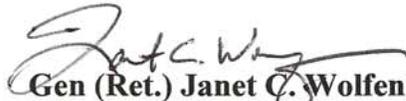
Organization	Description
Department of Defense (DoD), Military Personnel Policy, Military Compensation Policy	DoD provided the Committee with responses to all the questions in this RFI.

**Report Submitted by:**

**Report Certified by:**

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**COL R. Elaine Freeman, USA  
DACOWITS Military Director &  
Designated Federal Officer**

  
**Gen (Ret.) Janet C. Wolfenbarger, USAF  
DACOWITS Chair**

**Members in Attendance:**

CAPT (Ret.) Kenneth J. Barrett, USN  
Col (Ret.) John T. Boggs, USMC  
Lt Gen (Ret.) Judith A. Fedder, USAF  
Dr. Kyleanne M. Hunter, USMC Veteran  
CSM (Ret.) Michele S. Jones, USA  
MAJ (Ret.) Priscilla W. Locke, USA  
LTG (Ret.) Kevin W. Mangum, USA

Ms. Janie L. Mines, USN Veteran  
Brig Gen (Ret.) Jarris J. Sanborn, USAF  
BG (Ret.) Allyson R. Solomon, ANG  
RADM (Ret.) Cari B. Thomas, USCG  
Gen (Ret.) Janet C. Wolfenbarger, USAF

**Ex-Officio in Attendance:**

Ms. Jacquelyn D. Hayes-Byrd, Executive Director, Department of Veterans Affairs' Center for Women Veterans (USAF Retired)

**Absent Members:**

Ms. Therese A. Hughes  
FLTCM (Ret.) JoAnn M. Ortloff, USN