U.S. Department of Transportation **Fact Sheet**

United States Coast Guard

Public Affairs Office, 2100 2nd St. SW, Washington DC 20593-0001 — 202-267-2304

WOMEN IN THE COAST GUARD STUDY COMPLETED

The Coast Guard announced that the "Women in the Coast Guard Study" has been completed and the report is available. The study was chartered by the Coast Guard's Chief of Staff to increase the number of women serving in the Coast Guard. The intent of the study was to improve the service by providing a better understanding of the issues facing women in the Coast Guard and to define the impact these issues have on the organization.

The study examined the policies affecting women's careers and made appropriate recommendations. Twenty areas were investigated including many that relate to all service members and their families. Some of the topics examined were recruitment and retention, training, collocation, force composition, fraternization, education, advancement, health care, housing, child care and sexual harassment.

The "Women in the Coast Guard Study" was conducted in several phases. More than 2600 service members were surveyed at various Coast Guard sites. Questionnaires were sent to every woman in the Coast Guard and to an equal number of men. In addition, a task force of 30 men and women conducted independent research, presented their findings and made recommendations.

The importance of this study is underscored by the projection that in the year 2000 approximately 50% of the work force will be women. Also, it is estimated that nearly two-thirds of the new workers entering the U.S. labor force during the 1990's will be women. The study emphasized the importance of attracting, retaining and encouraging women to enter the non-traditional fields.

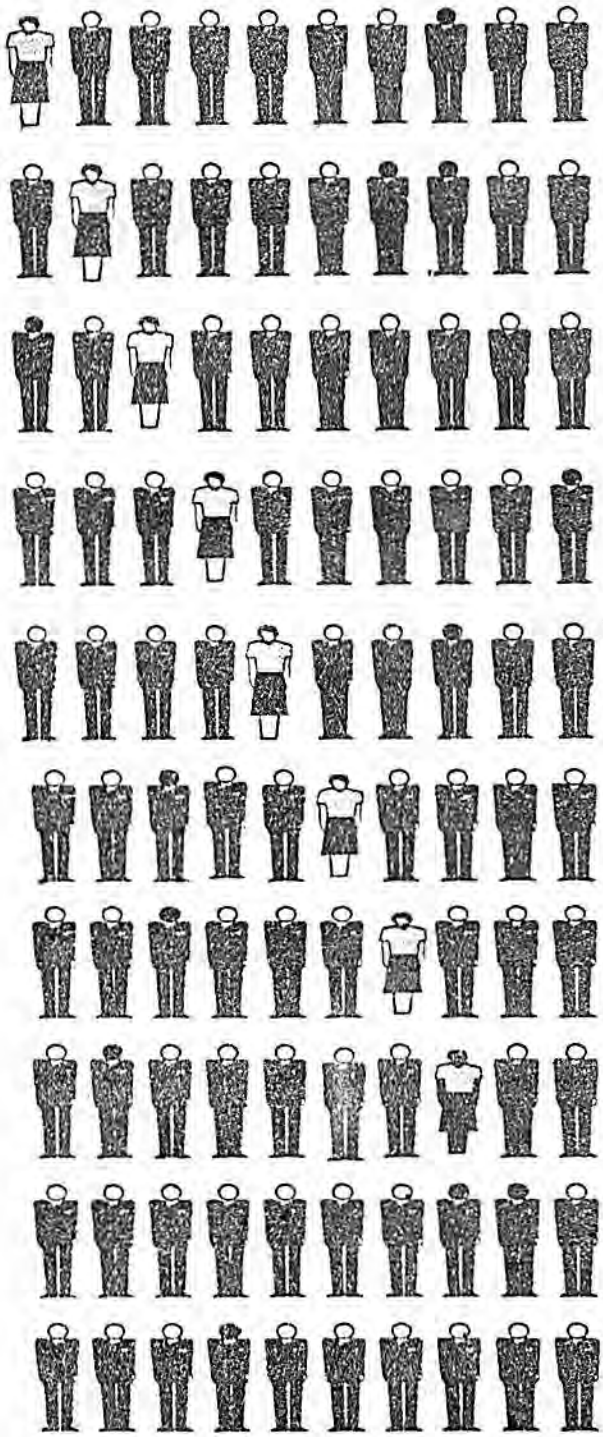
For a copy of the study or for further information contact CDR Lane I. McCelland G-PDP-2, 2100 2nd Street SE, Washington, D.C. 20593.

U.S. Department
of Transportation

**United States
Coast Guard**

WOMEN IN THE COAST GUARD STUDY

ADVANCE COP



COMMANDANT PUBLICATION 5312.17

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WOMEN IN THE COAST GUARD STUDY REPORT

1. Advance Copy - HRCC memo: Subj: Women in the Coast Guard Study Report

G-PAP #993

ADVANCE COPY

WOMEN IN THE COAST GUARD STUDY REPORT

1000

WICG
CAPT Hollemon

Chairman, Human Resources Coordinating Council

Distribution

1. The Charter for the Women in the Coast Guard Study designated RADM Polant as the team leader and directed he report to the Human Resources Coordinating Council (HRCC). During the HRCC briefing on 16 April, we were informed that the study report is in final preparation. The DACOWITS briefing on 23 April is a byproduct of the study effort, as are several other briefings which are being requested. The study team will have completed its task when it submits the final version of the study report to the HRCC for forwarding to the Chief of Staff.

2. This outlines my desires for the handling of the report. I am requesting RADM Polant deliver a draft copy of the study team report to your affected staffs for review prior to preparation of the final report. This review is to verify the information is correct, determine that the recommendations can be accomplished, and determine that the recommendations will achieve the intended purposes as outlined in the enclosed charter. The final decision for the content of the study report rests with RADM Polant.

3. The final study report will contain relatively broad recommendations. The major recommendations which require resources or significant policy change will be accompanied by issue papers. I request that, coincident with submission of the final report, the HRCC provide a consolidated implementation plan containing proposed actions and target completion dates which implement the letter and the spirit of the study report recommendations. For example, if the study report contains a recommendation to raise recruiting of women to XX% of the annual accessions, the implementation plan should list the subsidiary actions needed to achieve that goal, including the responsible staff element.

Subj: WOMEN IN THE COAST GUARD STUDY REPORT

3. (cont'd) The action plan should separately list the actions which have already been undertaken, the actions which can be undertaken without an increase in resources, and the actions which require resources. For those actions which require resources, please provide a summary of the resources which are required. Since most of the issues lie within the purview of the Office of Personnel and Training, I am requesting that RADM Passmore coordinate this step.

3. When the final study report, action plans, and resource requirements are assembled, I will forward the report to the Chief of Staff.

Encl: (1) G-CCS(G-PWP) memo 5621B of 14 Aug 89

Dist: RADM Polant
RADM Passmore
RADM Hudgins
RADM Faigle
Mr. Somerville

Copy: G-CCS-2

Memorandum

U.S. Department of Transportation
United States Coast Guard

Subject: WOMEN IN THE COAST GUARD STUDY REPORT

Date: 18 APR 1990

From: RADM Polant

Reply to Attn. of: WICG (7-2985) CAPT Hollemon

To Distribution

1. The Charter for the Women in the Coast Guard Study designated me the team leader who reports to the Human Resources Coordinating Council. The study report is in the final draft stages. Before submitting it in its final form to the HRCC Chairman, I request that cognizant staffs review it and provide suggestions for improvement.

2. I request that you nominate a point of contact from each of the staffs listed below. A draft copy of the report will be provided to each of them on or before May 11. The report includes a number of broad recommendations. I request that this representative review the report with the following objectives:

a. Verify that the information is correct.

b. Determine that the recommendations are achievable in our organization.

c. Determine that the recommendations will accomplish the intended purpose,

3. I request that your representatives meet in room 2415 at 1300 on Monday, May 14 to discuss the report and coordinate suggestions for improvement.

4. I ask that the report be close held until it is in its final form. I admonished members of the study team that incorrect information and rumors concerning this effort would be detrimental to the study effort.

Subj: WOMEN IN THE COAST GUARD STUDY REPORT

5. Please identify your points of contact to LCDR Gray at 7-0999 by May 6. Thank you for your assistance.

A. C. HOLLEMON
By direction

Dist:

RADM Passmore
- G-PO
- G-PE
- G-PRF
- G-PS
- G-PXM
- G-PRJ

RADM Hudgins
- G-KOM

Mr. Somerville
- G-HME

Copy: G-CCS-2

Date 4-25-90

To: Distribution

This is a "Heads up" on some action items that will be coming out of the "Women in the Coast Guard Study". I will expect the appropriate division to follow up on these items.

PE	Pdt	PRJ
PO	Pdp	PRE
PWP	PC	PXM
PIM		
PS		
PDE		

Naomure

CHIEF, OFFICE OF PERSONNEL

DEPT. OF TRANSP., USCG, CGHQ-5007 (8-74)

#1051

CHIEF, OFFICE OF COMMAND, CONTROL, AND COMMUNICATIONS
UNITED STATES COAST GUARD
WASHINGTON, D.C. 20593-0001

23 April 1990

Dear Admiral Passmore:

The Women in the Coast Guard Study group is preparing its final report. The Human Resources Coordinating Council was briefed on the study results on 16 April and the Commandant received an informal briefing on 18 April. The study was briefed to DACOWITS on 23 April.

I am enclosing a summary of the major findings and recommendations of the study so that you know what we briefed to DACOWITS before you read press reports of that briefing. The summary does not list a number of recommendations with regard to women's medical care issues since G-K has already initiated actions to solve these and many other problems.

I will brief the study in detail in a joint session at the upcoming Flag Conference. I also plan to have a copy of the study report ready for you at that time.

Very Respectfully,

Ron

R. M. POLANT
Rear Admiral, U. S. Coast Guard

Attachment

Rear Admiral George D. Passmore, USCG
Chief, Office of Personnel and Training (G-P/41)
U. S. Coast Guard Headquarters
Washington, DC 20593-0001

WOMEN IN THE COAST GUARD STUDY
Talking Paper

Background: Study convened September 89. RADM Polant team leader. CDR Carey USNR, Ph.D. research director. LCDR Gray USCGR study team administrator. Rest of group (29) formed on ad hoc basis ... widest representation sought ... comprised six issue teams. Four interviewers. Two admin/clerical.
Phases of study: Group Interviews (2,000 individuals), Survey (2,600 respondents), Study Team Research, Policy Formulation.

Findings/Recommendations:

a. **Finding:** Women in the Coast Guard are doing well and generally feel good about the Service. A very high percentage of them are high performers.

PRJ

b. **Finding:** Coast Guard can and should increase women's representation in officer ranks and enlisted paygrades.

- Establish enlisted and officer recruiting mission requirement to 20 percent of total. Result: growth of 0.5 percent per year.

- Coast Guard needs to spend the resources needed to get the quality recruit (women, men, minority). Public awareness needs to be raised.

- Starting with top management, all leadership levels need to understand need for and manage integration of women in the Service.

PO/PE

c. **Finding:** Female enlisted attrition rate is higher than men.

- Some of the early (less than two years) attrition is a result of the quality of women we recruit. Need to tighten weight and education standards for enlisted women.

PRF/PE/PO

d. **Finding:** More women are needed in operational and technical enlisted specialties. Evidence exists that women are channeled into traditional roles in Coast Guard.

- Recruits need to be shown what ratings do in the Coast Guard. Message must be sent that women, as well as men, can succeed in any rating for which qualified.

- Need to put female role models out where they can be seen -- and influence women making career choices. Build on successes.

- Maximize operational and afloat opportunities for women.

PO

e. **Finding:** Sexual harassment is widespread in the Coast Guard (58% of women reported they were harassed). Women do not trust the established reporting procedures.

- Coast Guard needs to assert that this is not tolerated, and that stopping it is a leadership issue up and down the chain of command.

- Establish a hotline/counseling system within G-P that can answer questions and give advice.

- More training is needed to explain what it is, what it isn't, why it is harmful, and what to do about it.

PS

f. **Finding:** Coast Guard families need child care. This is an expensive benefit.

- Coast Guard does not owe child care. Can provide valuable service by helping members find local solutions. Need a centralized clearing house of information, advice, "lessons learned."

PRJ/PS/ PO

g. **Finding:** Single parents have difficulty being productive Coast Guard members. Most single parents are divorced men. Non-rated single parents are a burden to our organization.

- Ensure we do not recruit single parents.

- Evaluate individual non-rated single parents to determine if they should remain.

- Support second-term, petty officer single parents where possible.

PE/PO

h. **Finding:** Women members who become pregnant must frequently choose between caring for infant and remaining in Coast Guard. Burdens of infant care pass within one to two years.

- Adapting existing policies, permit women to leave service for up to two years with a guaranteed return.

G-P

i. **Finding:** No single clearing house/point of contact for women's issues in Coast Guard. Navy has excellent success with OP-01W under VADM Boorda.

- Establish similar function in G-P. This person could also be respondent on sexual harassment hotline described above.

Memorandum

TOP # 1163

U.S. Department of Transportation
United States Coast Guard

Subject: REPORT OF THE WOMEN IN THE COAST GUARD STUDY

Date: 1 MAY 1990

5300

From: Chief, Workforce Planning Division

Reply to Attn. of: G-PWP (7-2985)
CAPT Hollemon

To: Distribution

Ref: (a) RADM Polant memo dtd 18 APR 90
(b) G-P memo dtd 27 APR 90

1. Reference (a) requested that cognizant staffs provide a point of contact to review a draft of the subject report. The distribution list below lists those identified.

2. Enclosed is the first segment of the report. It is forwarded for review. To repeat what was requested in reference (a), please review the report with the following objectives:

a. Verify that the information is factually correct. If not, please provide a copy of reference material with the correct information.

b. Determine whether the recommendations are achievable in our organization.

c. Determine whether the recommendations will accomplish the intended purpose; i.e., will increase the representation of women in the Coast Guard and will increase their representation in non-traditional specialties.

These representatives are asked to attend a meeting in room 2415 at 1300, May 14 to discuss the report and your input.

3. Reference (b) requested that you begin preparation of an action plan and a resource requirements list to implement the recommendations of the study report. I am tasked with compiling this portion of the study effort. Enclosure (2) provides the format for presenting this information. I request that you begin formulating the action plan and resource requirements now, and deliver them in draft form prior to Friday, May 18. I will compile them for submission by the HRCC.

Subj: REPORT OF THE WOMEN IN THE COAST GUARD STUDY

4. The study report is being delivered to you by chapters as it is produced to minimize the impact of having to review the entire report with a short deadline. Your comments can be provided either by return memo or by annotating the copy. You can provide your comments either as you complete the review of the draft, or in their entirety on May 14.

5. Thank you for taking the time to review the report. Your input will help make the final report better.

K. C. HOLLEMON

Encl: (1) DRAFT Chapter 4 Women in the Coast Guard Study Report
(2) Sample Action Plan and Requirements List

Dist: CAPT Staut (G-PE)
CAPT Tjerandsen (G-KOM)
LCDR Brice O'Hara (G-PO)
LCDR Swanson (G-PRF)
LCDR Hartzell (G-PRJ)
Mr. Levin (G-PS)
CWO Gitscher (G-PXM)

Copy: G-P, G-H, G-Pdp, G-Pdt

ACTION PLAN
To Implement
Women In the Coast Guard Study Recommendations

Recommendation: From the study report.

Action: Short narrative of what would be done to implement this recommendation.

Responsible Division:

Target Completion Date:

Resources Needed: Statement of:

a. Will be accomplished with present resources now in place.
b. Will be accomplished with reprogrammed present resources.
c. Additional resources needed (funds and FTE).

ENCLOSURE (2)

Memorandum

#12/3

U.S. Department of Transportation
United States Coast Guard

Subject: REPORT OF THE WOMEN IN THE COAST GUARD STUDY

2 MAY 1990

5300

From: Chief, Workforce Planning Division

Reply to Attn of: G-PWP (7-2985)
CAPT Hollemon

To: Distribution

Ref: (a) My memo 5300 dtd 1 May 1990

1. Enclosed is an additional chapter from the subject report. It is forwarded for review. Please include it in your review, using the same criteria provided in reference (a).

K. C. HOLLEMON

Encl: (1) DRAFT Chapter 5 Women in the Coast Guard Study Report

Dist: CAPT Staut (G-PE)
CAPT Tjerandsen (G-KOM)
LCDR Brice O'Hara (G-PO)
LCDR Swanson (G-PRF)
LCDR Hartzell (G-PRJ)
LCDR Porter (G-HME)
Mr. Levin (G-PS)
CWO Gitscher (G-PXM)

Copy: G-P, G-H, G-Pdp, G-Pdt

Memorandum

U.S. Department of Transportation
United States Coast Guard

Subject: REPORT OF THE WOMEN IN THE COAST GUARD STUDY

Date: 9 MAY 1990

5300

From: Chief, Workforce Planning Division

Reply to Attn of: G-PWP (7-2985)
CAPT Hollemon

To: Distribution

Ref: (a) My memo 5300 dtd 1 May 1990

1. Enclosed are two additional chapters from the subject report. They are forwarded for review. Please include them in your review, using the same criteria provided in reference (a). The final chapter, Chapter VIII, will be distributed Friday.

K. C. HOLLEMON

Encl: (1) DRAFT Chapter VI Women in the Coast Guard Study Report
(2) DRAFT Chapter VII Women in the Coast Guard Study Report

Dist: CAPT Staut (G-PE)
CAPT Tjerandsen (G-KOM)
LCDR Brice O'Hara (G-PO)
LCDR Swanson (G-PRF)
LCDR Hartzell (G-PRJ)
LCDR Porter (G-HME)
Mr. Levin (G-PS)
~~CWO Gitscher (G-PXM)~~
LTJG McCLENNA (G-PXm)

Copy: G-P, G-H, G-Pdp, G-Pdt

Memorandum

13/6

U.S. Department of Transportation
United States Coast Guard

Subject: REPORT OF THE WOMEN IN THE COAST GUARD STUDY

Date: 9 MAY 1990
5300

From: Chief, Workforce Planning Division

Reply to Attn of: G-PWP (7-2985)
CAPT Hollemon

To: Distribution

Ref: (a) My memo 5300 dtd 1 May 1990

1. Enclosed are the final two chapters from the subject report. They are forwarded for review. Please include them in your review, using the same criteria provided in reference (a).

K. C. HOLLEMON

Encl: (1) DRAFT Chapter I Women in the Coast Guard Study Report
(2) DRAFT Chapter VIII Women in the Coast Guard Study Report

Dist: CAPT Staut (G-PE)
CAPT Tjerandsen (G-KOM)
LCDR Brice O'Hara (G-PO)
LCDR Swanson (G-PRF)
LCDR Hartzell (G-PRJ)
LCDR Porter (G-HME)
LTJG McKenna
Mr. Levin (G-PS)

Copy: G-P, G-H, G-Pdp, G-Pdt

Memorandum

U.S. Department of Transportation
United States Coast Guard

Subject: REPORT OF THE WOMEN IN THE COAST GUARD STUDY

18 MAY 1990
5300

From: Chief, Workforce Planning Division

Reply to Attn. of: G-PWP (7-2985)
CAPT Hollemon

To: Distribution

Ref: (a) My memo 5300 of 1 May 1990

1. Thank you for the time you spent in reviewing the draft Women in the Coast Guard report. We are incorporating you suggestions for improvement.

2. Rather than send you an updated draft of the entire report to use in building the implementation plan, enclosed are the recommendations from each chapter. Please provide action items -- and resources required -- to implement the letter and the spirit of the recommendations. In reference (a), I asked for your action plan by 18 May. Obviously, we are overtaken by events, but the HRCC desires to have the report and implementation plan as soon as possible. To that end, please give me your action items and resource requirements by COB 25 May. Enclosed is a format to use in submitting your action items.

K. C. HOLLEMON

Encl: (1) Recommendations from Women in the Coast Guard Study Report
(2) Action Plan format

Dist: CAPT Staut (G-PE)
CAPT Tjerandsen (G-KOM)
LCDR Brice O'Hara (G-PO)
LCDR Swanson (G-PRF)
LCDR Hartzell (G-PRJ)
LCDR Porter (G-HME)
LTJG McKenna (G-PXM)
Mr. Levin (G-PS)

Copy: G-P, G-H, G-Pdp, G-Pdt

ACTION PLAN
To Implement
Women In the Coast Guard Study Recommendations

Recommendation: From the study report.

Action: Short narrative of what would be done to implement this recommendation.

Responsible Division:

Target Completion Date:

Resources Needed: Statement of:

a. Will be accomplished with present resources now in place.
b. Will be accomplished with reprogrammed present resources.
c. Additional resources needed (funds and FTE).

ENCLOSURE (2)

U.S. Department of Transportation
United States Coast Guard

Commandant (G-CCS)
United States Coast Guard

MAILING ADDRESS:
Washington, DC
20593-0001
Phone: (202)267-1642

COMDTPUB 5312.17

10 JUL 1990

COMMANDANT PUBLICATION 5312.17

Subj: Report on the Study of Women in the Coast Guard

1. PURPOSE. This publication promulgates the report on the Study of Women in the Coast Guard.

2. DISCUSSION. A study group was chartered by the Commandant (G-CCS) on 14 August 1989, to examine the utilization of women in the Coast Guard. Tasking included the final published report attached. Research issues were provided by the Defense Advisory Committee on Women in the Services, the Secretary of Transportation, and Commandant (G-CCS) and (G-H). An implementation plan for recommendations made in this report is being prepared. Progress in implementation will be announced through updates in the Commandant's Bulletin. Where applicable, policy changes are being made which will benefit all members, regardless of gender.

3. ACTION. Area and District Commanders, Commanders of Maintenance and Logistics Commands, Unit Commanding Officers, Officers in Charge, and Commander, CG Activities Europe shall be aware of the findings and ensure the widest possible dissemination of this report to all Coast Guard personnel and other interested parties.

Robert T. Nelson

ROBERT T. NELSON
Chief of Staff

DISTRIBUTION - SDL No. 128

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* NON-STANDARD DISTRIBUTION:

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EXECUTIVE SUMMARY
Report on Women in the Coast Guard Study

I. INTRODUCTION. The Women in the Coast Guard Study (WICG) was chartered by the Chief of Staff of the Coast Guard to study utilization of women in the Coast Guard. Specific areas of concern were identified by his office, the Secretary of Transportation, the Defense Advisory Committee on Women in the Services, and the Office of Civil Rights. More than twenty areas were investigated under the general headings of History, Force Composition, Recruiting, Retention, Schooling, Training, Promotion, Advancement, Collocation, Berthing/Housing, Isolated Duty, Pregnancy, Medical, Child Care, Husband/Wife Advisory Team, Single Parents, Sexual Harassment, Fraternization, Uniforms, Realignment, Geographic Stability, and Women's Policy.

II. HISTORY. Women have earned a place in Coast Guard history through their numerous, and often heroic, contributions to the Coast Guard and its forerunners. A consolidated history of their contributions has not been written. An abbreviated history was developed as background for this study.

III. METHODOLOGY. This study was conducted in several phases. More than 2,600 service members were interviewed during 110 interviews at 20 locations. An 85-item questionnaire was sent to every woman in the Coast Guard (approximately 2,600) and a similar size sample of men. An IBM Decision Support Center exercise identified 18 barriers to women in the Coast Guard. A specially selected group of 30 Coast Guard men and women participated in Headquarters briefings; conducted independent research; made presentations of findings; and formulated, debated, and proposed recommendations.

IV. FORCE COMPOSITION. By the year 2000, nearly 50 percent of the U.S. labor force will be female. More than two-thirds of the new workers entering the labor force during the 1990s will be women. There will be increased competition for the dwindling pool of enlistment age, eligible males from which the Coast Guard has traditionally drawn its personnel. The DoD Services, despite legislative and policy restrictions on utilization of women, average 11 percent women in their workforce and have planned to respond to the changing national demography by increasing that figure. The Coast Guard, with approximately 7.5 percent women (4 percent of its officers and 8 percent of its enlisted) proposes to increase accessions of women to 20 percent in order to sustain a projected growth without disruption to the organization or to women's careers.

IV. (cont'd) To sustain increasing proportions of enlisted women, more women must be drawn into non-traditional occupational specialties. Currently, more than 70 percent of Coast Guard enlisted women are found in just 5 (of 26) ratings. Many women drift, or are channeled, into their ratings, and because women now in non-traditional ratings are generally satisfied and positive about their occupational choices, this appears to be an obtainable goal.

V. RECRUITING AND RETENTION. The Coast Guard strives to recruit the best young men and women available each year. The Service spends only $17 for advertising per recruit, compared with more than $300 spent by DoD Services. Women are less likely than men to consider a career in the Armed Forces, and American youth are less likely to know about the Coast Guard than any other military component. This, and the fact that the Coast Guard has had no specific plan, program, or policy to specifically recruit women, have combined to keep percentages of women in the force low.

An added factor has been a higher attrition rate for Coast Guard enlisted women during the first two years of their active-duty tour. While loss rates for women officers are similar to those for men, the rates for enlisted women are nearly double those for men. One reason for the high enlisted loss rate appears to be the large proportion of women recruited with a General Equivalency Degree (GED) in lieu of a high school diploma; completion of high school is a proven predictor of successful completion of an enlistment contract. "Family reasons" is also a factor which contributes to female loss rates.

There is justifiable optimism that the Coast Guard can recruit more high-potential women. A great majority of men and women already in the Coast Guard are positive about their Service, would join again if they had it to do over again, and would recommend it to others.

VI. SCHOOLING/TRAINING. Specialized schools and training are important to the development of Coast Guard officers and enlisted personnel.

More than 60 percent of women officers were commissioned at the Coast Guard Academy, which is one of the nations most selective schools. Those who earn an appointment through the competitive process are highly motivated and display high potential. Grade point averages for women and men are close, but final class standing is based not only upon grades, but also upon subjective evaluations; women do not fare as well in these evaluations. Voluntary disenrollment at the Academy is higher than at any of the other service academies.

VI. (cont'd) Interviews with male and female cadets (both current cadets and graduates) reveal that the Academy exhibits the signs of a "male institution." The Academy is intentionally a high-stress environment. This, coupled with the feeling among some of the men that it is acceptable to reject women, can create an environment in which sexual harassment can be expected to flourish. While not sanctioned, sexual harassment is a significant problem at the Academy. Over a ten-year period, attrition rates for women were higher than for men, and the difference between men and women is statistically higher than at any other Service academy.

The other primary source of female officers is Officer Candidate School (OCS). Approximately 8 percent of its graduates are women. Officer candidates are primarily college graduates and are older than Academy cadets. Women appear to be generally well accepted at OCS and seem to be doing well.

The quality of DoD Service recruits, measured by the proportion accessed with high school diplomas, has increased steadily since 1977. Other Services recruit virtually no women without a high school diploma, which is a key predictor for successful completion of an active-duty service obligation. This is not the case in the Coast Guard. In 1989, approximately 23 percent of the women accessed were GED certificates (approximately 15 percent of the men accessed were GED holders). This is believed to explain, in large part, the higher attrition of women during recruit training and the two subsequent years (womens attrition is approximately 50 percent higher than that for men).

Another cause of female attrition during recruit training is meeting the physical demands imposed. Coast Guard weight standards for women are substantially less stringent than than those of the other Services. Being overweight, with the attendant lack of physical conditioning, makes it difficult for some to meet physical standards. Excess weight and lack of physical fitness is suspected of contributing to a higher female incidence of orthopedic injuries, which is also one of the major causes of female attrition from recruit training.

Prior to 1988, a large proportion of women released during recruit training was caused by "Class II" PAP test results and previously-undetected pregnancies. Since that time, a more careful pregnancy screening has been implemented and the "Class II" PAP test result is no longer automatic cause for discharge.

On the positive side, the majority of women graduate from recruit training, gain a seat in occupational specialty schools, successfully complete the training in those schools, and move into the mainstream of the Coast Guard. Reenlistment rates for women who successfully complete their first active-duty obligation are equal to those for men.

VII. PROMOTION/ADVANCEMENT. When asked about opportunities for women in the Coast Guard, the most frequent reply was: "Great!" The promotion and advancement rate for women is comparable to that for Coast Guard men.

Promotion of Coast Guard officers is governed by rules differing from those governing promotion in the DoD Services. In general, opportunity of selection for Coast Guard officers is less than that for officers within DoD Services for O-4 and below, and greater for O-5 and above. The Coast Guard officer evaluation system is one of the most objective of all the Services. Women in the junior officer grades do as well as, or better, than men in most areas of evaluation. However, there are areas where they fare poorly, and this seems to increase with rank. Coast Guard women have been competing well for leadership opportunities such as commanding officer.

As they gain seniority, enlisted women are moving into the Warrant Officer ranks at a rate equal to or greater than that of men.

A disproportionate number of enlisted women are in the non-rated enlisted paygrades (E-1 through E-3). Once they gain a seat in an "A" School, they generally do as well as men. Female enlisted performance marks are generally competitive with those of men.

Women are concerned with career development. The availability of afloat opportunities are much higher for female officers than for enlisted, and the opportunities for enlisted women are limited to very few classes of cutters at only a few geographic locations.

VIII. QUALITY OF LIFE. A great variety of topics fell under this heading. They were aggregated into the following:

A. Collocation. The Coast Guard contains a higher percentage of married members than any of the other Services. More than 90 percent of its members are either married or plan to marry. Sixty percent of married Coast Guard women are married to Coast Guard men. Approximately 65 percent of members state that their primary satisfaction in life comes from their families. Most felt that it was possible to have a Coast Guard career and a family and do a good job with both. In order to accomplish this, 60 percent of the women (and 75 percent of the men) expected to be collocated 90 percent of the time or more. The Coast Guard, with the involvement of members, is currently able to achieve this goal.

VIII.B. Housing/Afloat Berthing. Housing is one of Coast Guard members' primary concerns. Coast Guard facilities tend to be located in high cost areas. These costs, and the fact that more members are married than ever before, have overwhelmed the Service's ability to assure adequate and affordable housing for its members. Few women-specific issues were found with regard to housing.

There are no legal or policy restrictions on the assignment of Coast Guard women. However, lack of privacy in berthing and head facilities precludes assignment of women -- especially enlisted women -- aboard some classes of cutters. Although living conditions are spartan, there were virtually no complaints about quality of shipboard berthing. Women did express concerns about assignment and career constraints placed on them by exclusion from certain cutters. Recently-purchased 110-foot Island Class cutters and recently-renovated 210-foot cutters, which were not made to accommodate women, were a special source of sensitivity. Cost and manning considerations drove these decisions, but many have taken this to be indicators of lack of commitment to afloat opportunity and career development for women. Nevertheless, opportunities for Coast Guard women are still more extensive than those for women in the other Services or most of the private sector. Moreover, the Coast Guard's new 120-foot patrol boats, buoy tenders, and icebreakers are all being configured to accommodate women.

C. Isolated Duty. Assignment to isolated duty stations is both arduous and advantageous. Living conditions may be difficult, but members are compensated with a high priority in choosing their subsequent assignment. The experiences of women at these stations have varied but, from the first, there has been a "problem with pregnancies." Research revealed that there was little screening or training of those assigned. Discipline and berthing arrangement were sometimes described as "casual." In addition, some women were unable to obtain more than six months supply of birth control pills before embarking and, at some stations, a conscious command decision was made not to stock birth control products. Despite this, the pregnancy rate -- about 10 percent -- was about average for women of the age group assigned. Assumption of responsibility for the stations by host nations and new technology will eliminate some of these assignment opportunities in the future, but Coast Guard women should not be exempt from either the opportunities or responsibilities inherent in assignment to the isolated duty which remains.

VIII.D. Pregnancy. The majority of Coast Guard women are in their prime child bearing years. Only 15 percent want no children and the majority want one or two. Only approximately 10 percent of women are pregnant at any one time, but many men feel that women lose more time from work than men do and blame pregnancy for this. The majority of women perceive general resentment toward pregnant women. In interviews, women tended to describe themselves as "working up until the last day," while men tended to feel they were "picking up the slack" for pregnant women who were not pulling their weight. Supervisors were torn between making or allowing the woman to do her job and concerns for the health of the mother and baby. Current Coast Guard policy on prenatal care and childbirth and postnatal care is similar to that of the DoD services. In interviews, however, widespread support was voiced by both men and women for a pregnancy leave option which would allow women unpaid leave beginning when the woman ceased to be able to do her job and extending up to two years.

E. Medical. Coast Guard health care is provided by a wide variety of medical professionals: Public Health Service physicians and dentists, Coast Guard Physician's Assistants (PYA's), Coast Guard enlisted Health Service Technicians (HS's), contracted doctors and nurses, and the sister service health care system. The emphasis is on primary care. Since Coast Guard facilities tend to be small and scattered, 38 percent of members are located on bases with no clinic or higher level treatment facility. When military care is not available, active duty personnel generally must rely on contract care and dependents on CHAMPUS. Health care is one of the dominant concerns of Coast Guard families. Coast Guard women expressed somewhat lower satisfaction in a variety of DoD medical survey measures than women in the other Services. Fifty five percent of female WICG survey respondents rated timeliness and quality of medical care as good to excellent. Seventy percent rated geographic access as good to excellent. Coast Guard men and women complained about the paperwork and payment delays associated with CHAMPUS, however, and about 30 percent of the women and 40 percent of the men stated that they would prefer Group Insurance or an HMO to the current Coast Guard medical care system. Women appeared to be least satisfied with provisions for privacy and confidentiality, type and quality of practitioner available, counseling on gender specific issues, availability of birth control measures, and clinic hours. The Office of Health and Safety is instituting a health record counseling checkoff system to help ensure counseling and has identified several other areas it is improving. A Coast Guard medical study has just begun.

VIII.D. (cont'd) Women in the Coast Guard Study group members found that Coast Guard weight standards for women were more generous than any of the other Services and concluded that this did not contribute to women's health or promotability. It may have been the cause of some recruit training injuries and failures. The Office of Health and Safety has been asked to develop a program of weight reduction assistance.

F. Child Care. There are currently 11,400 Coast Guard dependents aged five and under. More members than ever before are married and spouses who work outside the home are increasingly common. It was not surprising, therefore, that child care was identified as one of the most important concerns of Coast Guard families. Nearly 80 percent of women planning to leave the Coast Guard to raise families stated that Coast Guard-provided child care would make it possible for them to stay in the Service. Providing service-wide child care is well beyond the scope of Coast Guard budgetary capabilities, however, and Coast Guard policy states that this type care will be provided only in cases where it cannot be provided by the civilian community. In order to assist the Coast Guard in serving the greatest number of people at the lowest cost, study group members gathered information on a wide variety of child care arrangements.

G. Husband/Wife Advisory Team. Nearly all quality of life issues affect Coast Guard families and are being dealt with by Coast Guard members as husbands and wives. In addition, some research has shown that spouse conflicts are among the most important reasons members leave the Services. For reasons such as these, a suggestion was made to establish a Coast Guard Husband/Wife Advisory Team. The study found little support for this idea among Coast Guard members. Both Coast Guard men and women appear to see themselves professionally as full status, independent members. During interviews, spouses or spouse concerns were rarely brought up unless specifically called for.

H. Single Parents. The typical Coast Guard single parent is a white, divorced male. Although approximately 8 percent of Coast Guard women and 3 percent of Coast Guard men are single parents, there are approximately 1,100 male single parents as compared to only 200 female single parents. The resulting proportion is higher than any of the DoD services. Although many single parents deliver outstanding performance on the job, many are concentrated in the lower, younger officer and enlisted pay grades and have fewer resources to fall back upon. In another Coast Guard study, single parents were depicted as "the people who are absent the most, delayed in getting to work the most, leave early the most, and discharged the most." Some WICG interview subjects stated bluntly that "the Coast Guard is not a good place for single parents."

VIII.H. (cont'd) Some single parents perceived that their lives were made more difficult by stereotyping, unsympathetic coworkers. Approximately 40 percent of WICG survey respondents stated that they felt that it was difficult for single parents -- male or female -- to pull their weight. Interview data revealed that some single parents are being recruited. Closing this recruiting loophole would be a service to all involved. Non-rated enlisted personnel who become single parents have special needs which are very difficult to fill.

I. Sexual Harassment. More than 50 percent of Coast Guard women stated that they felt that sexual harassment was a problem in the Coast Guard. Fifty eight percent of Coast Guard women and nine percent of Coast Guard men stated that they had been sexually harassed during the last two years. The forms of harassment are presented in the table. These findings were consistent with those of other Services and with Merit System Protection Board (OPM) studies in that the majority of harassment reported was to more junior members by peers and superiors, was by people known to have harassed others (if harasser history was known), and was of a less threatening nature. The incidence was inversely proportional to the severity of the harassment and the majority of the incidents were not reported. Reasons varied, but were consistent with those identified in studies of other organizations. Men were more optimistic about resolution through the chain of command than were women. Only 23 percent of the women (but 37 percent of the men) felt that the harasser would be stopped and punished as a result. Women were more likely to respond that nothing would be done (7 percent) or the victim would be labeled a troublemaker (27 percent). This is probably one reason so few formal complaints have been filed. Despite this, Coast Guard members were generally optimistic about the Coast Guard's commitment to fighting the problem. Sixty two percent of the women and 71 percent of the men felt that the Service was taking action to stop sexual harassment.

SEXUAL HARASSMENT BEHAVIOR REPORTED

Question: During the past 2 years, have you been the target of the following sexual harassment behaviors while on duty or on a base or ship? (More than one answer permitted)

Coast Guard Affirmative Responses

	Men	Women
Unwanted whistles, looks, remarks, gestures	5.7%	51.4%
Unwanted letters, phone calls, or materials of sexual nature	3.3%	15.2%
Unwanted touching, leaning over, cornering, pinching	4.5%	28.7%
Unwanted pressure for dates or sexual favors	2.1%	17.6%
Actual or attempted rape or assault	0%	3.8%
Date rape	0%	1.6%
Any form	9.0%	58.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q64)

VIII.J. Fraternization. Approximately half of Coast Guard members felt that fraternization in the Coast Guard was widespread. Only about half that number saw fraternization as a problem. In interviews, fraternization tended to be viewed as a matter of personal freedom of choice until scenarios were given showing how it could affect individuals in their workplace -- then it was seen as inappropriate. Commanders and supervisors charged with explaining and enforcing the Coast Guard's policy noted that "inappropriate personal relationships" were explained in detail in the latest policy statement, but that there was no similar detailing of exactly what fraternization was. No specific examples or "lessons learned" were provided. The result, according to interview subjects, was wide variation from time to time and place in what behavior was accepted and what was penalized.

K. Uniforms. The Headquarters Uniform Branch works uniform issues on a continuing basis, so no specific questions concerning uniforms were addressed. The fact that there was a great deal of interest in this subject was evident in the field. During nearly every interview, someone tried to open discussion of the issue. Concerns centered around cost (women's uniforms relative to men's), quality, style, and availability. The main problem identified was a widespread lack of information on how to obtain uniform items and how to give and obtain information concerning Uniform Board actions.

L. Realignment. During the last few years, the Coast Guard has undergone a major reorganization which has served to redistribute work and reduce the support structure. An unforeseen result has been an increase in the stress level of the organization. There were indications that this increased sensitivity to other changes, including the integration of women. In this time of change and scarce resources, anything that required additional adaptation or rendered a person less capable of pulling his or her weight could cause problems. Female-specific issues such as physical strength, absence for medical appointments, and pregnancy would draw attention and be resented.

M. Geographical Stability. It is Coast Guard tradition that members must move frequently in order to acquire a wide range of experience and a well-rounded career. Travel and adventure are two reasons young people join the Service. However, as members mature and start families, many find areas in which they would like to spend extended amounts of time. Spouses begin to build careers, children become involved in activities, and the family develops links with the host community and the support system it provides. Some may be able to move out of Coast Guard housing into a home of their own. To many WICG study subjects, the ability to stay in one area for an extended period of time was seen as an answer to problems ranging from collocation to PCS move expenses.

VIII.M. (cont'd) Many reasoned that they could gain a wide range of experience and have full careers with a minimum of disruption to themselves and their families if permitted to remain in an area for an extended period of time. Many could point to people who had apparently done this. There was strong support for discontinuing the practice of "flagging" a person's file for a move after a given number of years in a given location. Many members stated that they would like the opportunity to compete for jobs in their area and to stay as long as they were successful in this competition. They note that there are many areas where they could gain experience and breadth while working hard to remain competitive.

N. Special Assistant for Women's Policy. During the Women in the Coast Guard study, it became apparent that there was no central clearing house for information on women in the Coast Guard or point of contact for women's issues. Requests for information and referral came both inside and outside the Service. At the same time, it was necessary for the study group to contact a wide range of Coast Guard and other offices in order to obtain historical, demographic, statistical and other information on women in the Coast Guard. Experience in the field interviews indicated that many of the problems perceived by Coast Guard women can be alleviated by providing information or referring them to the appropriate information source. In addition, study group recommendations in areas such as child care, sexual harassment and even uniforms involved providing information, referral, and counseling. It also became apparent that some Coast Guard women see the DACOWITS as a point of contact for problem resolution when they have no internal point of contact with which they feel comfortable.

The Navy has had a great deal of success with the OP-01W, Advisor on Women's policy. Establishment of a similar Coast Guard position in the Office of Personnel appeared to be a good way to meet these needs while assisting with study group research follow on and implementation projects and policy revision.

A consolidated list of all recommendations is found in Appendix I of the report.

Epilogue. Since the Women in the Coast Guard Study was begun, awareness of the issues being addressed spread throughout the Coast Guard. During the course of the study, it became obvious that, by studying an issue, changes were being caused. As the study group gathered data, discussed issues with cognizant program managers, and developed recommendations, changes were begun which implemented some recommendations before they had been formally made. Coincident with the submission of the study report, the Chief of Staff requested an action plan to implement both the letter and the spirit of the recommendations.

I. INTRODUCTION.

The Coast Guard occupies a unique position among the U.S. Armed Forces. In time of war, or when so directed by the President, it serves under the Secretary of the Navy as part of the U.S. naval forces. At all other times, the Coast Guard serves under the Secretary of Transportation; among other roles, it is the principal U.S. maritime law enforcement agency. It is a military organization with a long and valorous war record. Its peacetime record is striking. On an "average" day in 1989, the Coast Guard:

- Saved 12 lives and assisted 343 people;
- Saved $3.1 million in property;
- Completed 143 search and rescue cases;
- Responded to 25 oil or hazardous chemical spills;
- Conducted 83 port safety/security operations (boardings, patrols, and inspections);
- Inspected 108 commercial vessels;
- Investigated 25 marine accidents;
- Serviced 131 aids to navigation;
- Seized 855 pounds of marijuana and 43 pounds of cocaine.

The size of the full-time, active duty U.S. Coast Guard is about 5,500 officers, 1,400 chief warrant officers, 30,000 enlisted, and 5,500 civilians. This small organization makes high performance and achievement demands upon its people. Coast Guard petty officers and officers have law-enforcement powers (arrest, seizure of property, boarding on the high seas, etc.) which are not vested in other military members. Relatively junior individuals are given high responsibility and granted a latitude of action which is unusual among other military services. It is a close-knit organization which views itself in family terms. Although mission demands have grown steadily, budgetary and personnel resources have remained relatively constant. These all contribute to a sense of being an elite community among those who have made a career commitment to the Service.

I. (cont'd) Individual women have made noteworthy contributions to the Coast Guard and its predecessor organizations throughout history. Large numbers of women augmented the Coast Guard during World War II and the Korean War, but they did not become part of the core of the regular Coast Guard until 1974. Since then, the Coast Guard has experienced a slow but steady growth in the numbers of women in its ranks, which has leveled during the past two years.

By policy, the Coast Guard places no restrictions upon the number of women in the Service nor upon the occupational specialties in which they may serve. Legislatively-imposed combat exclusion restraints do not apply to the Coast Guard. Women officers have commanded patrol cutters which have fired upon vessels to interdict drug traffic. They have served aboard every type of Coast Guard cutter. They have commanded isolated stations where the only contact with the outside world was the periodic visit by a resupply aircraft. Theoretically, they have had the opportunity to do anything the men in the Coast Guard do. But the Coast Guard has not actively worked toward attracting women into the Service, retaining those who entered the Service, helping women meet their career goals while aboard, or accommodating different needs which women in the Service bring.

The Coast Guard, like all the other Armed Services of the United States, stands at the threshold of a new decade and a new century knowing that it can chart its future clearly and wisely only when it understands fully the present situation and knows the path which has led it to the present. Like that of other organizations, Coast Guard management is becoming aware of the changing demography of the United States which shows that most of the new workforce entrants will come from the female and minority population segments. While the Coast Guard has an official policy which places no restrictions on the number of women in the Service or upon the occupational specialties they enter, Coast Guard management is aware that the proportion of women in the Service lags behind that of most DoD Services. Moreover, after review of studies conducted by other military Services concerning women at their academies and the progress of women in their workforce, the Coast Guard determined that similar studies would be appropriate to examine various issues of women in the Coast Guard.

This is the report of the Women in the Coast Guard Study.

II. HISTORY

A. WOMEN IN THE U.S. ARMED FORCES. The official history of women in the Armed Forces began in 1901 with the formation of the Army Nurse Corps to care for the wounded of the Spanish-American War. Prior to this, women had served in many previous conflicts -- some spontaneously in combat roles, and some hired to nurse the sick and the wounded. In 1917, the Navy authorized the enlistment of women, other than nurses, to perform clerical duties and free men for sea duty. Women did not serve in the Army during World War I, but many were employed as civilians under contract.

During World War II, opportunities for women in the military services expanded. The Women's Army Auxiliary Corps (WAAC) was created in May 1942; some of these women served overseas. In September 1943, the WAAC was converted to the Women's Army Corps and women were detailed to almost every branch of the Army. Women participated in the Navy as Women Accepted for Voluntary Emergency Service (WAVES), in the Marine Corps Women's Reserve, and in the Coast Guard Women's Reserve as SPARS ("Semper Paratus -- Always Ready"). The Women in the Air Force (WAF) was formed in 1947, when the Air Force was created as a separate Service.

Shortly after World War II ended, in 1948, the women's Armed Service Integration Act (Public Law 625) was passed. This authorized women in the Regular Army, Navy, Air Force and Marines, but imposed a ceiling of two percent of the total force for women in the military. The most senior officer grade permitted was O-6, and each Service could have just one women at this grade. The Defense Advisory Committee on Women in the Services (DACOWITS) was formed in 1951, to advise the Secretary of Defense on women's matters and to assist the Department of Defense in the recruitment and retention of women in the Services, promote public acceptance of military service as a career field for women, and advise the Secretary of Defense on policies relating to the effective utilization of women in the Services.

Women made significant contributions to the wartime effort during the Korean War and Vietnam. In 1967, Public Law 90-130 repealed the two percent ceiling and permitted appointment of women to flag and general officer ranks. During the 1970's, women became fully integrated into the Armed Services when the last of the separate branches, the Women's Army Corps, was retired.

II.A. (cont'd) In 1980, the Defense Officer Personnel Management Act (DOPMA) helped equalize treatment of male and female commissioned officers in the DoD Services by removing separate provisions for appointment, promotion, accountability, separation, and retirement of women officers. By this time all DoD Services had at least one woman flag officer.

B. WOMEN IN THE COAST GUARD. Women have earned a place in Coast Guard history through their numerous -- and often heroic -- contributions to the Service and its predecessors, the Revenue Cutter Service, the Life Saving Service, and the Lighthouse Service. From the origins of the Revenue Cutter Service comes the story of "Black Marie." This was the name by which Marie Lee was known in 1791. She was also known for her brawn and pugilistic skills. She was hired by a shipping company to protect a consignment of swivel guns destined for placement on the SCAMMEL, one of the first Revenue Cutters. She earned her place in Coast Guard history by fighting off six smugglers who attempted to steal the guns. Fully armed, the SCAMMEL sailed into history on her maiden voyage with Captain Hopley Yeaton in command.

The history of the Lighthouse Service is full of stories of women who figured prominently. Appointment as lighthouse keepers was a matter of political patronage in the early days. The post went to a man, but most lighthouses had family dwellings attached, and many lighthouse keepers were accompanied by their families. Duty at many isolated lighthouses was lonely. Stories abound of keepers who fell ill or who were stranded while going for supplies. Nevertheless, the light had to be kept lighted, and the wives and daughters of the keepers made sure they were. In time, the position of lighthouse keeper or assistant lighthouse keeper was passed from husband to wife, or father to daughter, as a form of pension. Having proven their capabilities, women were ultimately appointed keepers. This became one of the few occupations open to women during the 19th century. Records reveal the names of more than 80 women who served in this capacity. There are stories of heroism of the highest order associated with women who risked their lives to save those in peril near their lighthouses. The story of Ida Lewis, keeper of Lime Rock Lighthouse in Rhode Island, stands out. She was awarded many honors for her daring rescues during her 32-year tenure, including the Gold Lifesaving Medal. The last woman keeper was Fannie M. Salter, keeper of the Turkey Point Lighthouse in Upper Chesapeake Bay, who retired on January 31, 1948, after 23 years of service.

Two unique women made their contribution to the history of women in the Coast Guard during World War I. Genevieve and Lucille Baker, nineteen-year-old twins from Brooklyn, New York, became "Yeomanettes" and served as bookkeepers.

II.B. (cont'd) On November 23, 1942, the Coast Guard's Women's Reserve (SPARs) was created. LCDR Dorothy Stratton was sworn in as Director of the Women's Reserve. Women from the Navy formed the nucleus of the SPARs, but by December 1944, more than 10,000 enlisted and 1,000 officers had joined the Service, and Captain Stratton was the senior officer. SPARs served in many roles in addition to administrative and clerical billets. By 1945, there were SPAR Boatswain's Mates, Coxswains, Gunners Mates, Machinist Mates, Parachute Riggers, and Carpenters. The first SPAR to receive the Pacific Theater Ribbon was Florence Ebersole Smith. Before coming to this country and enlisting in the Coast Guard, she had spent five months in a Japanese prison camp as punishment for aiding Americans though the Philippine underground.

SPARS were separated from the Service at the close of the World War II, to be re-established in 1949 as the Women's Reserve. Two ratings were open to them: Yeoman and Storekeeper. They continued to participate in the Reserve Training Program through the 1960's. In 1972, a committee was formed to study women's roles in the Coast Guard. This opened the door for recruiting Reserve enlisted women in the Yeoman, Storekeeper, Radioman, and Hospital Corpsman ratings. The first Reserve Enlisted Basic Indoctrination class, with 32 women, was held in 1972, in Yorktown, Virginia.

February 1973, the Coast Guard became the first Service to conduct a co-educational Officer Candidate School class; of 30 graduates, 5 were women. On December 3, 1973, legislation (14 USC 762) was passed, ending the Women's Reserve as a separate branch within the Coast Guard Reserve and permitting women to serve in the Regular Coast Guard and the Reserve as integral parts of the Coast Guard. The first co-educational basic training class began in January 1974. In 1976, the first 36 women began the four year curriculum at the Coast Guard Academy; 14 were graduated in 1980.

In 1980, the DACOWITS amended its regulations to include the concerns of Coast Guard women.

C. A CHRONOLOGY OF WOMEN IN THE COAST GUARD

1790 (August 4) -- The present day U. S. Coast Guard had its beginning.

1791 (October) -- Maria Lee (better known as "Black Maria"), employed by the shipping company to guard a shipment of swivel guns, fought off six hijackers, saved the cargo, and enabled Captain Hopley Yeaton to take command as the first holder of a seagoing commission in the Revenue Cutter Service of the United States.

1830's -- First women assigned in official capacities as keepers and assistant keepers of lights in the Lighthouse Service.

1849 -- The first women's rights convention was held in Seneca Falls, New York.

1870 -- The Fifteenth Amendment was ratified, extending the right to vote to certain minorities (including blacks) but omitting women.

1901 -- The Army Nurse Corps was formed, marking the first uniformed military women in the United States.

1920 -- The Nineteenth Amendment was ratified, giving women the right to vote.

1923 -- The Equal Rights Amendment was introduced in Congress.

1941 -- The Coast Guard Auxiliary and Reserve Act was passed, establishing the Coast Guard Reserve and limiting membership to male citizens.

1942 (November 23) -- Public Law 773 established the Women's Reserve as a separate operating branch of the Coast Guard Reserve (originally called WARCOGS -- Women Accepted for Reserve Coast Guard Service -- and subsequently called SPARs -- Semper Paratus/ Always Ready).

1943 -- LT(jg) Vera Hamerschlag ordered to duty as commanding officer of the LORAN Monitoring Station at Chatham, Massachusetts.

1943 (June) -- The Coast Guard Academy assumed complete responsibility for training SPAR officers.

1944 (September 27) -- Legislative approval given permitting SPARs to serve overseas.

1944 (November 23) -- Recruitment of women, except for replacements, was stopped.

1945 (January) -- Although intended primarily to fill administrative billets of the Coast Guard, by this time women were serving as: Boatswain Mates (36); Coxswains (44); Gunner's Mates (2); Carpenter's Mates (2); and Machinist Mates (4).

1945 (January) -- First SPARs ordered to duty in Hawaii.

1945 (May) -- First SPARs ordered to duty in Alaska.

1973 (Spring) -- First co-educational OCS class, with five women, graduated.

1973 (December) -- Title 14 U. S. Code Section 762 was repealed, removing distinction between men and women's reserve. Women were allowed to serve in the Regular Coast Guard for the first time. Intentionally or not, this change removed combat exclusion provisions from women in the Coast Guard.

1975 (December) -- First Coast Guard woman assigned to flight training.

1976 (June) -- First co-educational Academy class is sworn in.

1977 (May 25) -- At the 1977 Academy graduation, the Secretary of Transportation announced that women would be assigned permanent duty afloat for the first time in Coast Guard history.

1977 (September 23) -- USCGC MORGANTHAU became the first cutter to operate with women assigned as permanent crew. Also, the USCGC GALLANTIN was assigned a mixed crew. Each had 2 female officers and 10 female enlisted members in the crew.

1978 (August 30) -- The Commandant of the Coast Guard, Admiral Hayes, announced that "all action remaining within the power of my office has been taken to assure that henceforth there will be absolutely no arbitrary restrictions based solely upon sex in the way the Coast Guard uses its people". As a result:

- All graduates of the U.S. Coast Guard Academy, women as well as men, were to be assigned to sea duty for their initial tours as commissioned officers.

- Mixed-sex crews could be assigned to any Coast Guard unit, afloat or ashore, which could provide reasonable privacy for each sex in berthing and personal hygiene.

- Numerical ceilings based on sex were removed from recruiting quotas.

- Administrative restrictions based on sex were removed in relation to training, advancement and specific job assignments. (Women previously had been excluded from the Fire Control Technician, Gunner's Mate, and Sonar Technician ratings.)

- All officers' career fields and all enlisted ratings were opened to military personnel of either sex.

1979 (January) -- First women officers were assigned as commanding officers afloat, and first female commanding officer of an isolated unit was assigned.

1979 -- First female Regimental Commander of the Corps of Cadets at the U.S. Coast Guard Academy.

1980 -- First women graduated from U.S. Coast Guard Academy.

1981 -- Enlisted women were assigned to isolated duty billets.

1982 -- LT Colleen Cain was the first Coast Guard woman killed during an operational mission while serving as co-pilot of an HH-52A helicopter which crashed into a mountain in severe weather while on a SAR case.

1984 -- A female LCDR was assigned duties as aide to the President of the United States.

1985 -- Woman graduated first in her class at the U.S. Coast Guard Academy.

1987 -- First enlisted woman assigned to a command ashore billet.

1988 -- First enlisted woman assigned to a command afloat billet.

1989 -- First woman promoted in the chief warrant officer-to-lieutenant program.

1989 -- First woman graduated from the rescue swimmer program. Later that year, she saved the life of an Air National Guard pilot entangled in his parachute in heavy seas off the coast of Oregon.

1989 -- First female Coast Guard Flight Officer (CGFO) was appointed.

III. METHODOLOGY.

A. OVERVIEW. In August of 1989, a team was established at the direction of the Chief of Staff to study utilization of women in the Coast Guard. The charter is presented as Appendix A. Members of the study team were carefully selected, taking into consideration rank/rate, officer/ enlisted/civilian, age, race, sex, marital status, parental status, geographic representation, commissioning source, experience, and expertise. The team was composed of both males and females, and contained a substantial proportion of members with operational backgrounds. (A list of team members is attached in Appendix B.)

B. TASKING. The team was tasked with addressing questions in four major areas: force composition, recruiting and retention, non-traditional roles, and policy. Specifically, it was to answer questions concerning the appropriate number of women in the Coast Guard and factors which affect that number. The team was also asked to address several areas of concern identified by the Secretary of Transportation. These areas included: collocation, day care, husband-wife advisory committees, advancement, career planning, the officer candidate program, and uniforms. In addition, the Defense Advisory Committee on Women in the Services (DACOWITS) requested that the study address schooling/training, pregnancy, recruiting, sexual harassment, medical care, collocation, attrition, child care, realignment, and berthing. Finally, the Office of Civil Rights generated a list of more than 50 questions related to these and similar issues.

C. IMPLEMENTATION. The study itself was conducted in five phases: an IBM groupware decision making process exercise, field interviews, a Coast Guard-wide survey, task force research, and policy formulation.

1. <u>IBM Groupware</u>. This phase was conducted at the IBM Decision Support Center at Baltimore, Maryland. Thirteen specially-selected Coast Guard members, male and female, with the assistance of an IBM facilitator, identified major barriers to increased women's representation in the Coast Guard. This process is similar to the classic "Delphi" technique used in economic forecasting. This facility has the added advantages, however, of providing anonymity because all interaction is through computers, and it provides almost immediate feedback of results. The barriers which this group identified are listed in Appendix C.

2. Field Interviews. Teams interviewed more than 2,600 members during 110 interviews at 18 locations throughout the Coast Guard. Interviews were conducted using 7 interview questionnaires pretested in interviewer training at Coast Guard Headquarters and the Coast Guard Yard.

Interview teams received assistance and cooperation from all commands, and thoughtful participation by interviewees. At each interview site, subjects were divided into small groups -- usually five to 20 women and 20 to 40 men -- and were usually interviewed by a same sex interviewer. Interviews lasted from one and one-half hours to two and one-half hours.

Both male and female Coast Guard members stated that they were pleased to be asked their opinions and wished that they could have the opportunity more often. Many of the women stated they appreciated the rare opportunity to get together and interact with other women in a geographic area.

3. Coast Guard Survey. To obtain a broad base of statistical data, an 80-item questionnaire was mailed to all Coast Guard women (approximately 2600) and an equal number of randomly-selected Coast Guard men. More than 50 percent of the questionnaires were returned: approximately 50 percent from males and 50 percent from females. The paygrade distribution of enlisted respondents from each group, compared with the distribution within the Coast Guard, is shown in Figures III-1 and III-2. A copy of this instrument is provided in Appendix D.

Questionnaire responses were analyzed using the Statistical Package for the Social Sciences (SPSS) program. The "written in" comments were read and noted for background information.

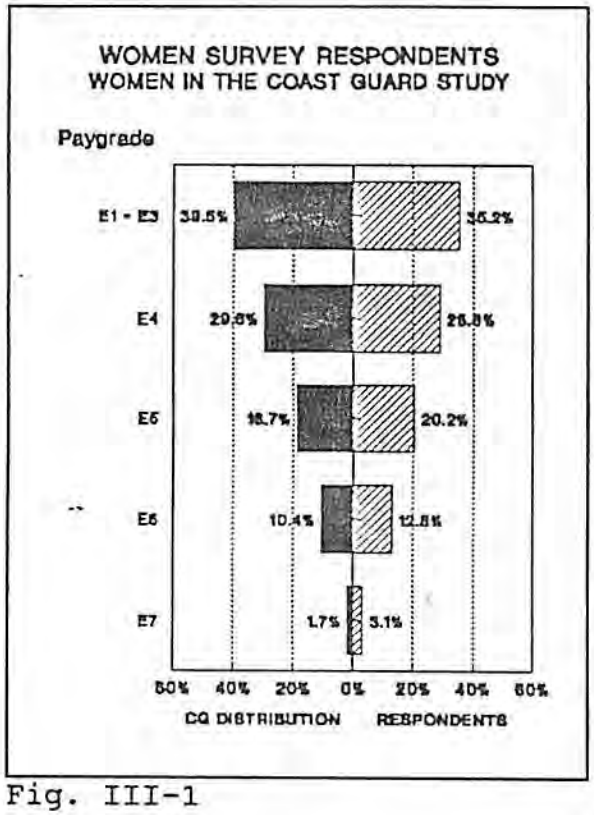

Fig. III-1

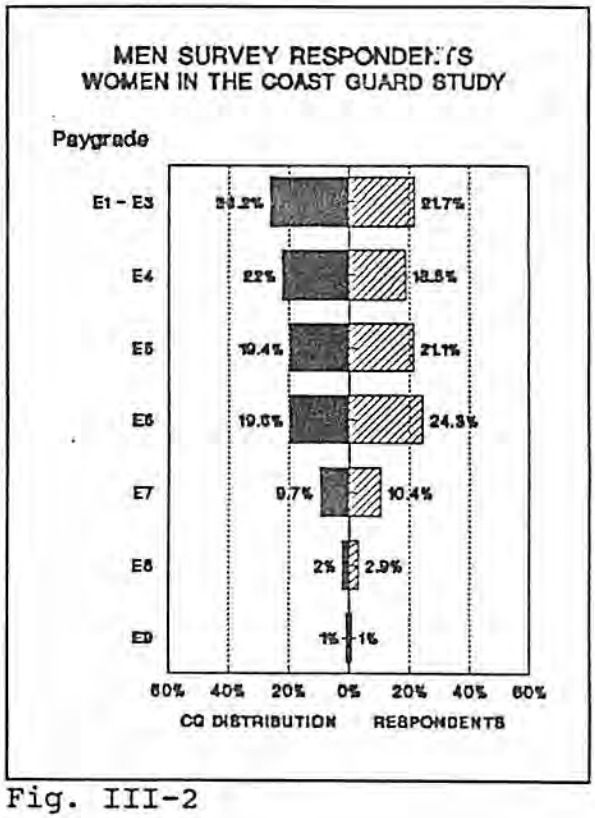

Fig. III-2

4. Task Force Research. The study group convened at Coast Guard Headquarters for background briefings. The group was then divided into six issue teams, each of which was assigned one of six major areas: History, Force Composition, Promotion/Advancement, Quality of Life, Schooling/Training, and Recruiting/Retention. Each issue team was provided with specific questions to be addressed, a list of expert points of contact, and an extensive library of background information. After organizing within their issue team, members returned to their commands to conduct research, develop issue papers, and write issue reports. The study group staff provided relevant interview and survey findings as they became available.

5. Policy Recommendation Process. When all phases of the research were completed, the study group reconvened. A budget briefing was conducted to acquaint task force members with the fiscal realities in which the Coast Guard is operating. Then task force members presented their issues, summarized their reports, and made recommendations.

IV. FORCE COMPOSITION

A. BACKGROUND. In the Charter for the Women in the Coast Guard Study, the Chief of Staff directed the study group to identify "the appropriate number of women in the Coast Guard," as well as methods of raising accessions, lowering attrition, and increasing representation of women in non-traditional fields. Despite having the least restrictive policies of all the Services, the Coast Guard has one of the lowest proportions of women. The changing nature of the U.S. labor force, as well as equal opportunity considerations, indicate that it is unlikely that the current force composition can be -- or should be -- maintained.

B. DEMOGRAPHIC PICTURE OF THE U.S. COAST GUARD. Figures IV-1 and IV-2 show the current force structure of the Coast Guard active duty and Reserve components.

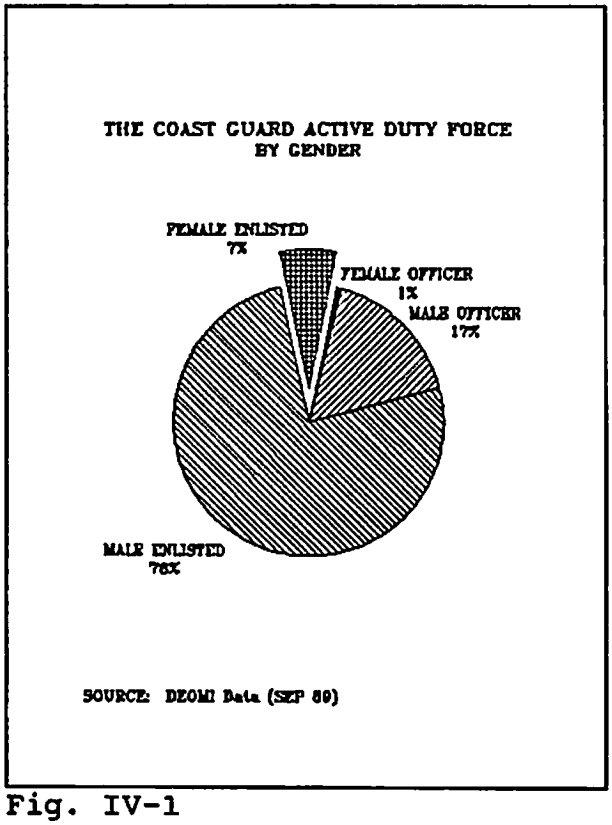

Fig. IV-1

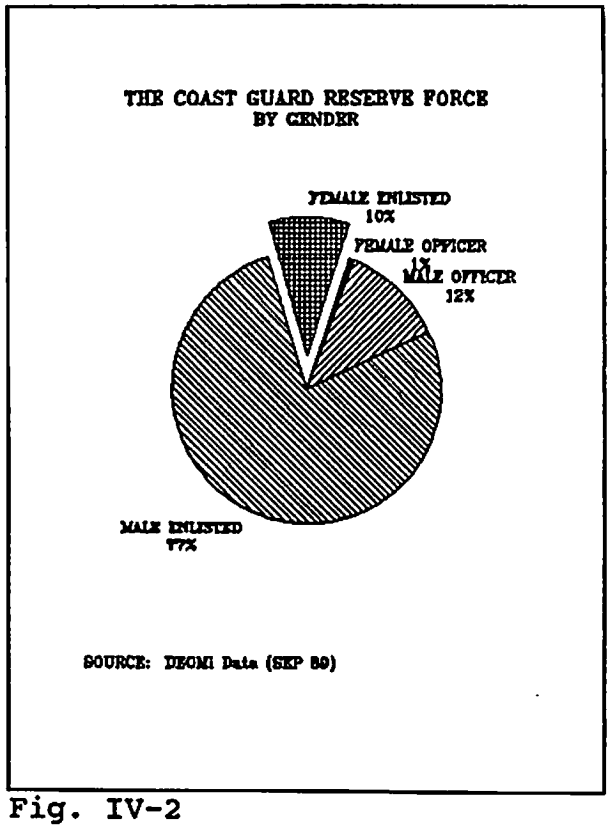

Fig. IV-2

IV.B. (cont'd) Figure IV-3 shows the growth of women as a percentage of the Coast Guard force. As indicated, women currently comprise approximately four percent of the officer and almost eight percent of the enlisted active duty communities. Figure IV-4 shows how this compares to the DoD Services. Some of the disparity may be explained by the fact that a large proportion of Army, Air Force and Navy women are in the medical corps, and neither the Coast Guard nor the Marine Corps have medical corps. The Coast Guard uses U.S. Public Health Service health care professionals and has its own enlisted Health Services Technician rating, augmented by contract care providers. The Marine Corps uses Navy personnel. Considering only non-medical service corps officers and enlisted (see Figures IV-4 compared with IV-5), percentages are somewhat more similar.

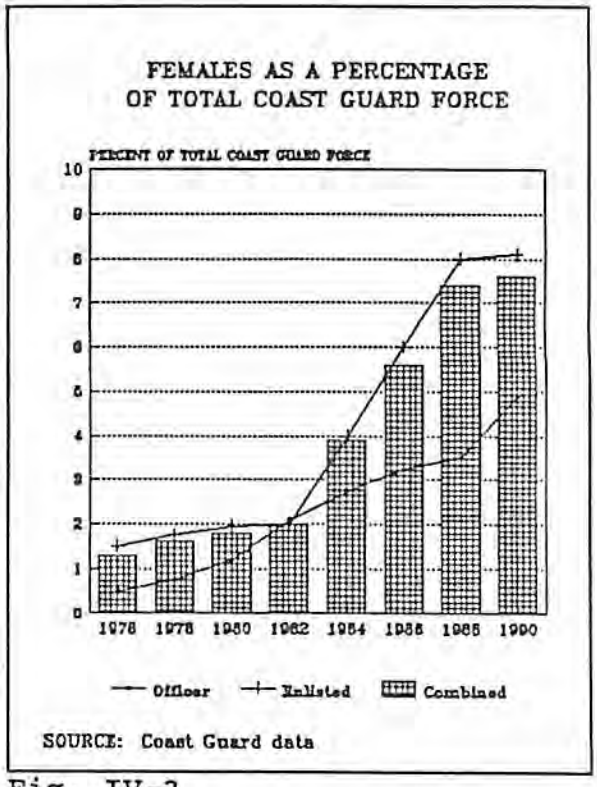

Fig. IV-3

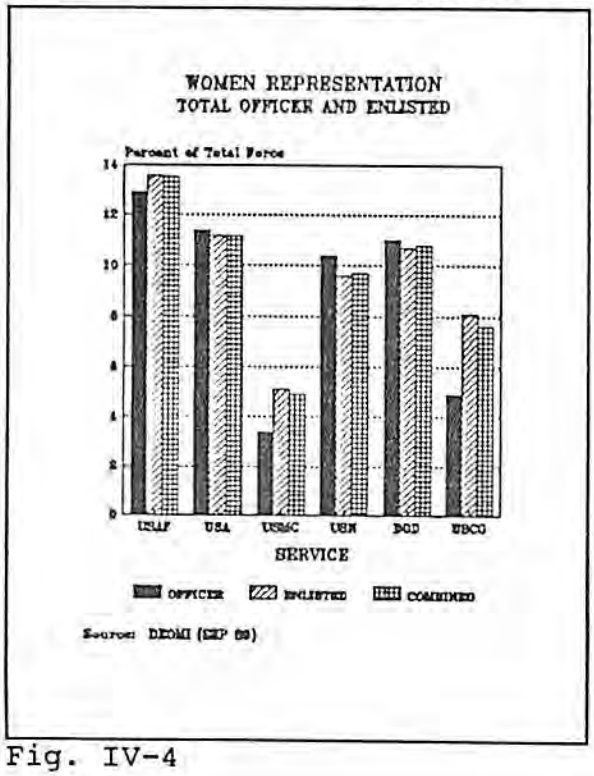

Fig. IV-4

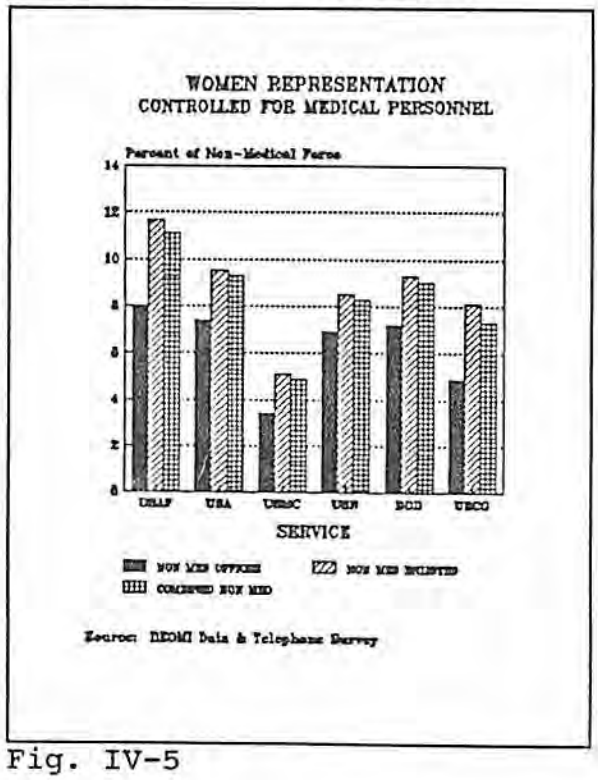

Fig. IV-5

IV.B. (cont'd) Coast Guard women make up a similar proportion of the reserve officer and enlisted communities. (See Table IV-1 for comparison.)

Figures IV-6 and IV-7 show the distribution of women officers and enlisted in all Services by pay grade. As indicated, the population of women in all the Services is young and junior. The figures indicate the Coast Guard and the other sea services are doing well in providing career opportunities to those at the very lowest levels.

WOMEN IN THE RESERVE AND GUARD FORCES PERCENT OF TOTAL FORCE

Component	Percent of Force
Army Reserves	19.5%
Air Force Reserves	18.7%
Navy Reserve	14.3%
Air Guard	12.7%
Coast Guard Reserves	11.3%
Army Guard	6.6%
Marine Reserves	4.0%

SOURCE: DEOMI (Sep 89)

Table IV-1

Since the Women's Reserve was integrated into the Coast Guard in 1973, the Coast Guard has yet to "grow" a woman O-6 or E-9. (The senior female officer who rose through the ranks is now an O-5.) Several women enlisted have reached the CPO pay grade and were appointed warrant officers or went to Officer Candidate School.

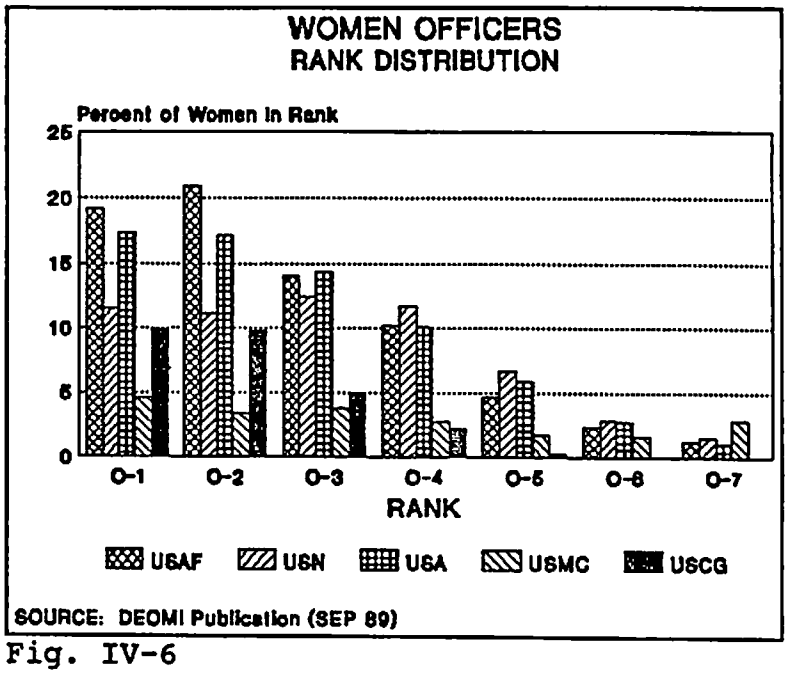

Fig. IV-6

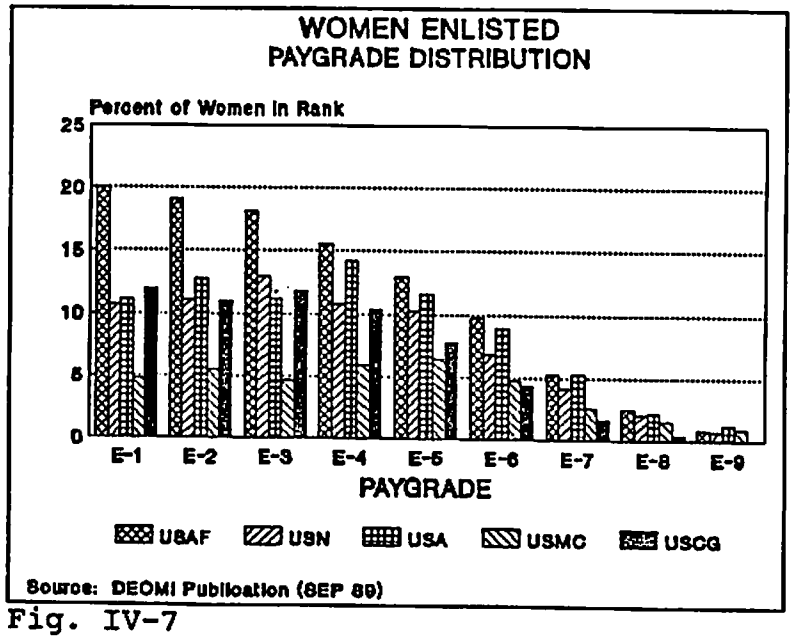

Fig. IV-7

IV.C. U.S. DEMOGRAPHY TO THE YEAR 2000. The labor force from which the Coast Guard draws its recruits is changing dramatically. This is a result of several key demographic factors acting to shape the U.S. population and labor force.

o The U.S. population will continue to grow but the population and the labor force growth rates will be smaller than at any time since the 1950's. (See Figure IV-8)

o The baby boom has been replaced by the "birth dearth," and the percentage of white males in the pool of enlistment-age 18-24 year olds continues to shrink.

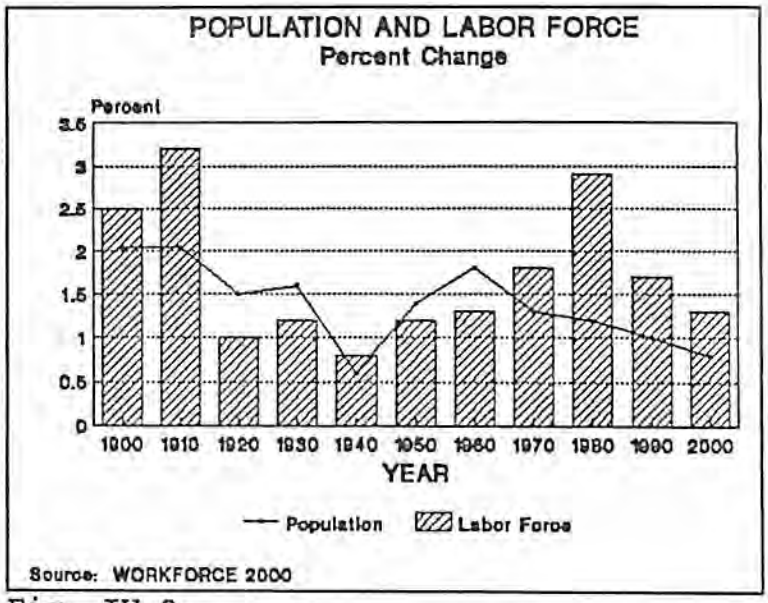

Fig. IV-8

o The population and labor force will age consistently as fewer and fewer young workers enter the labor force. (See Figures IV-9 and IV-10)

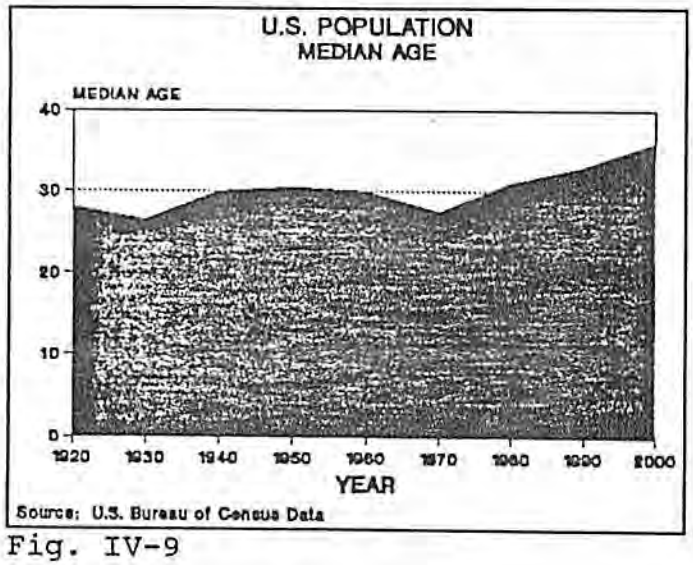

Fig. IV-9

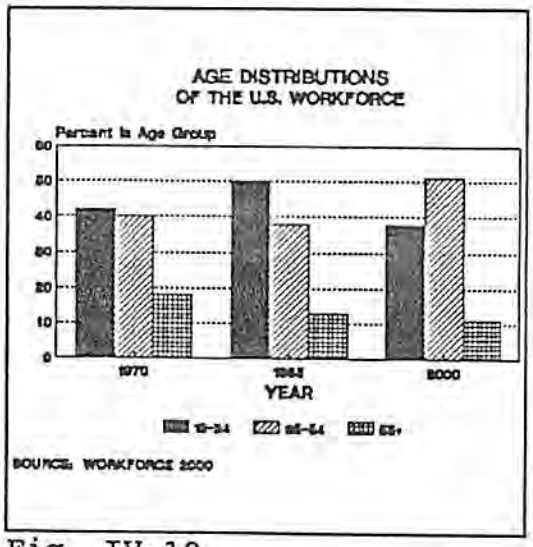

Fig. IV-10

o More women will be in the labor force, and two thirds of the new workers entering the labor force will be women. (See Figure IV-11)

o The white proportion of the labor force will actually decline, from 89 percent of the population of the labor force in 1972 to 84 percent by the year 2000.

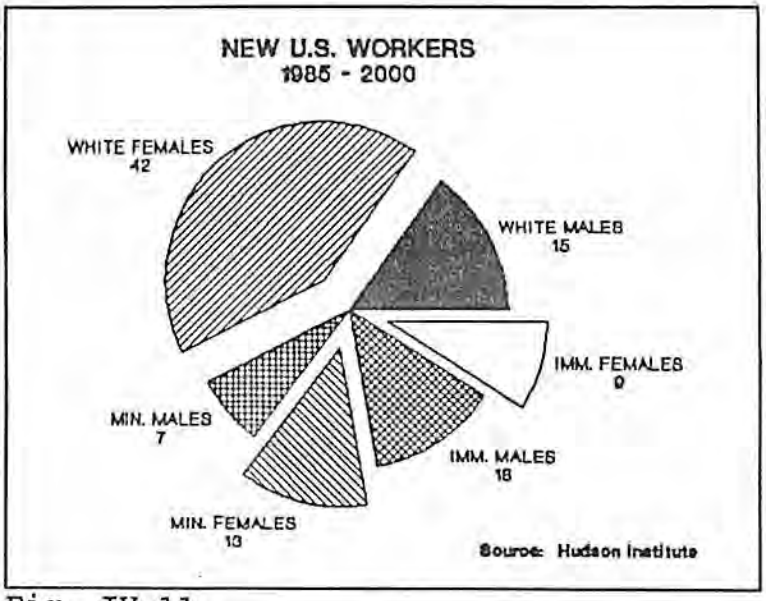

Fig. IV-11

o More of the newly-entering labor force will be minorities. The largest percentage of the net population increase will be due to immigration, with immigrants representing the largest share of increase in the population and work force since World War I. (See Figures IV-11 and IV-12)

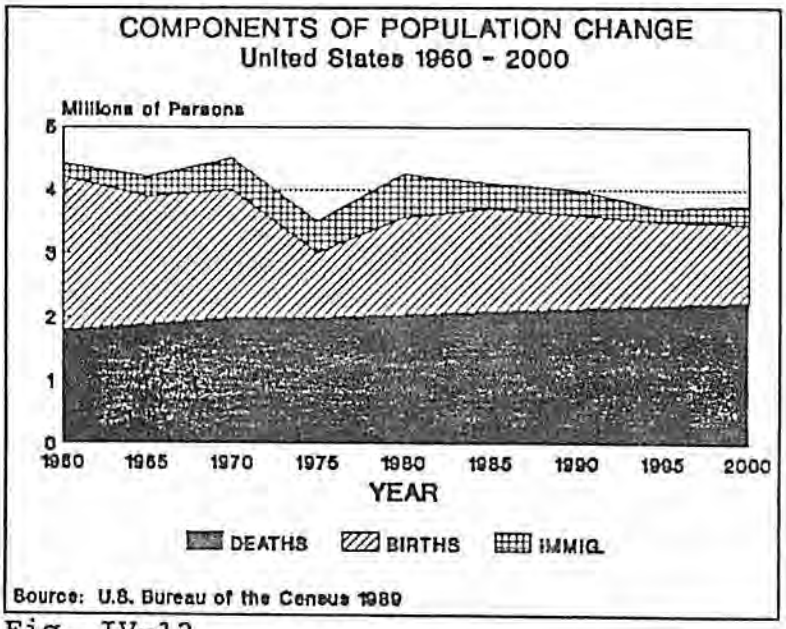

Fig. IV-12

o Many of these immigrants have limited job skills and, in some cases, limited facility with the English language.

IV.C. (cont'd)

o Although Hispanics comprised only seven percent of the labor force in 1986, they will comprise ten percent in the year 2000 -- an increase of six million Hispanics in the labor force by the year 2000.

o Industry will be demanding a more technically-competent employee, so it is estimated that more than half of all large companies will offer remedial education for employees by the year 2000. (See Figure IV-13)

o More jobs will be requiring post secondary education, but college enrollment is expected to decline. (See Figure IV-14)

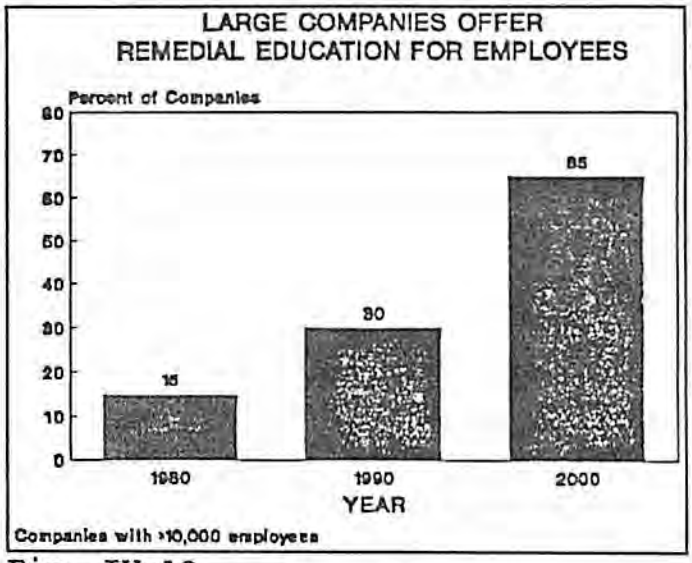

Fig. IV-13

A shrinking of the proportion of the population and labor force in the 18-to-24 age group -- the group which has historically been targeted first for new recruits by the Armed Forces -- results from these factors. The number of workers of ages 18 to 24 will drop by almost two million, or 8 percent, by the end of the century. In a landmark study of Workforce 2000, Hudson Institute demographers stated candidly that "for companies that previously hired mostly young white men, the years ahead will require major changes." "Organizations from the military services to the trucking industry will be forced to look beyond their traditional sources of personnel."

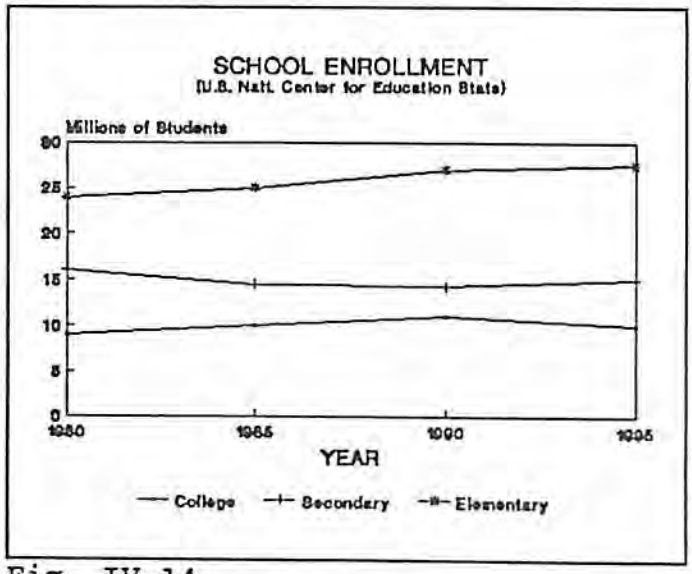

Fig. IV-14

IV.C. (cont'd) Some have suggested that the military's need for manpower will diminish by pointing to the proposed decreases in size of the U.S. Armed Forces. Both numbers of personnel and numbers of weapons systems are expected to be smaller. It is probable, however, that the Armed Forces will retain, and continue to develop, the most sophisticated systems. These will require the most capable and skilled personnel to operate and maintain, and the competition for these personnel will be even more severe. Moreover, each of the Armed Forces components have stated strongly their committment not to reduce the proportion of women and minorities among their workforce. In sum, the military forces, including the Coast Guard, will have to compete strongly for the high-potential military-age individuals in society.

Women represent a good source of new personnel. The Bureau of Labor Statistics projects that female labor force participation rates will continue rising 0.8 percent a year through the remainder of the century. This is twice that of the labor force as a whole. This will mean that, by the year 2000, 81 percent of women in the prime working ages should be in the labor force -- 10 percent more than were in the labor force in 1986. Women will continue to account for nearly two-thirds of all new workers and will represent 47 percent of all workers by the year 2000.

D. INTERNATIONAL COMPARISONS. The United States, with approximately 10 percent of the active-duty force female, leads the NATO nations in utilization of women. As shown in Figure IV-15, the percentage of women in the Coast Guard exceeds that of any of the NATO nations except the U.S. and Canada.

The number of women in the Armed Forces is increasing or holding constant in all NATO nations which have military women. Many of these nations have also undertaken initiatives to expand the roles of women in their military forces. Canada, with approximately 9 percent females among its volunteer military forces, has recently opened its combat arms to women. In the fall, 1990, the British Royal Navy will be integrating women into the crews of amphibious ships and aircraft carriers.

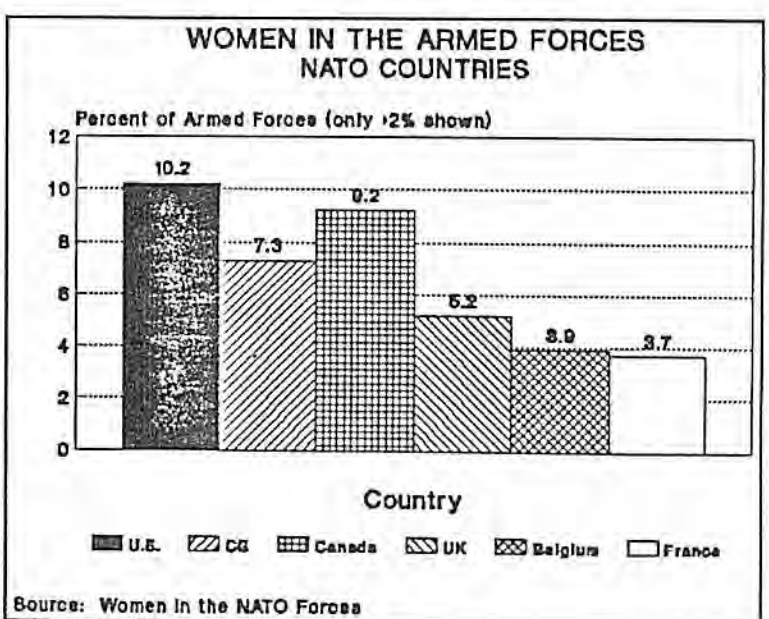

Fig. IV-15

IV.E. INTERVIEW AND SURVEY RESPONSES. The fact that the Coast Guard and the DoD Services -- as well as the civilian sector -- will be accessing greater numbers of women appears to be a demographic inevitability. The question of how many more, however, is less clear. When interview subjects were asked, "Could the Coast Guard use more women?" groups almost invariably responded that the Coast Guard could use more people -- more "quality people." Survey results indicated that only about 12 percent of Coast Guard members felt that the number of women in the Coast Guard was "about right." Fifty percent stated that they felt the Coast Guard needed more people and 28 percent indicated that the Coast Guard specifically needed more women.

PERCEPTIONS ABOUT
THE PERCENTAGE OF
WOMEN IN THE COAST GUARD

Question: Currently, about 10% of the Coast Guard is women. How do you feel about this percentage?

	MEN		WOMEN		TOTAL	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Too Many	9.0	9.0	0.8	0.8	4.9	4.9
About Right	17.8	26.8	7.1	7.9	12.6	17.5
Need More Women	16.9	43.7	39.9	47.8	28.3	45.8
Need More People	56.3	100.0	52.2	100.0	54.1	99.9

Source: Women in Coast Guard Survey Instrument (Q22)

Table IV-2

Women who responded to the survey were much more supportive of increasing numbers of women, and nearly 20 percent of the men agreed. (See Table IV-2) Support may actually be somewhat stronger because, when the question was asked, the stated percentage of women in the Coast Guard (actually less than 8 percent) was rounded to 10 percent. Moreover, it can be assumed that some of the people who stated that the Coast Guard needs more people were thinking in terms of "female people" as well as "male people."

PERCEPTIONS ABOUT
THE QUALITY OF
WOMEN IN THE COAST GUARD

Question: How would you rate the quality of the women now serving in the Coast Guard?

	MEN		WOMEN		TOTAL	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Excellent	10.5	10.5	12.9	12.9	11.7	11.7
Good	50.9	61.4	58.4	71.4	54.7	66.4
Fair	30.9	92.3	25.7	97.1	28.2	94.6
Poor	7.7	100.0	2.9	100.0	5.4	100.0

Source: Women in Coast Guard Survey Instrument (Q23)

Table IV-3

Additional strength for this assumption is provided in Table IV-3. As indicated, the majority of respondents felt that the quality of Coast Guard women was excellent or good. Only about 5 percent of respondents indicated that they thought the quality of Coast Guard women was "poor." During discussion of whether or not the Coast Guard needs more women, certain themes continued to appear:

- o People interviewed generally felt that the work of the Coast Guard had been increasing at the same time A-76 and reorganization had cut the number of personnel available to do the work. Their frequently-stated perception was that the result was a heavy work load and many collateral duties.

- o Interviewees were sensitive to the implications of any personnel policy changes. They were receptive to bringing in more women to provide "more bodies" to share the load.

- o During interviews, women were optimistic that the presence of more women would provide not only more bodies but also more support for the women currently in the Service. They felt that increasing the number of women would provide role models and alleviate some of the problems of female minority group status.

- o During interviews, men were more likely to cite possible problem areas and express apprehension that bringing in more women might further add to the men's load. Frequently cited potential problem areas included constraints placed upon full utilization of women by the combat exclusion, berthing limitations, physical strength, and pregnancy.

IV.E. (cont'd)

o Men were concerned that women may "bump men" out of "plum spots" just because they were women and someone wanted to make a point.

One of the key barriers to women in the Coast Guard identified during the "groupware" process was "Too few women ... no critical mass." When an attempt was made in the interviews to find out what percentage of the Coast Guard members felt could or should be female, interviewers encountered strong resistance to setting an exact figure. Since very few survey respondents did not answer the question on the Coast Guard's need for more women, this was interpreted as a reaction against quotas or goals rather than against increased numbers of women. Both men and women strongly resisted the imposition of quotas. Men appeared to feel that this could mean bringing in people -- qualified or not -- just because they were women. Women seemed to feel that this would reflect negatively on them.

F. WOMEN IN NON-TRADITIONAL ROLES.

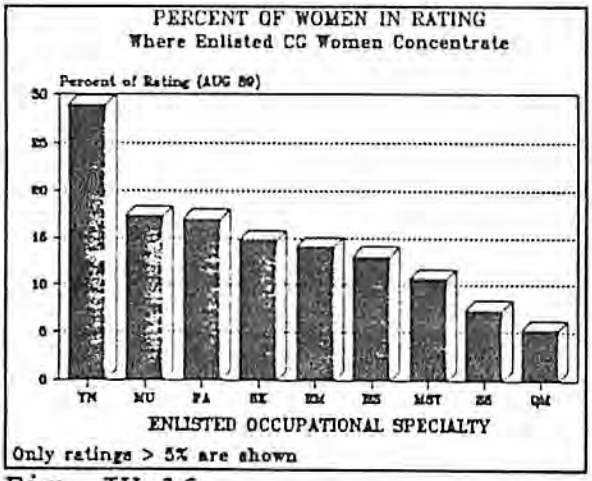

Fig. IV-16

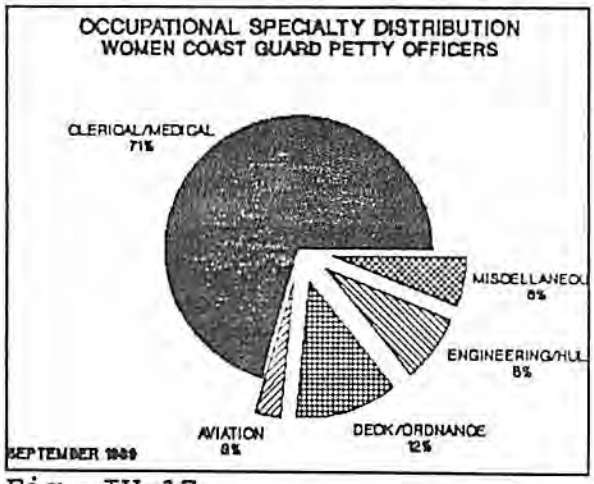

Fig. IV-17

As shown in Figure IV-16 and IV-17, more than 70 percent of active duty enlisted women are found in five "traditionally female ratings." The percentage of women in the Yeoman rating is about 30 percent. From this, indications are that, if the Coast Guard continues current practices, any increases in number of women will be concentrated in four or five "traditionally women's work" ratings. To avoid this, the proportion of women in some ratings must be limited or some other method must be found to channel women into non-traditional ratings. The Coast Guard's passive supply/demand personnel management has not acted to attract large numbers of women into non-traditional ratings.

OCCUPATIONAL SPECIALTIES
MEN COMPARED WITH WOMEN
United States (1987)

Of men/women employed, percentage employed in occupational specialty:

	MEN	WOMEN
Managerial/Professional	26.3%	24.7%
Service	10.0%	18.3%
Precision Production, Craft, Repair	20.9%	2.3%
Operators, Fabricators, Laborers	21.9%	9.1%
Technicians	2.9%	3.3%
Sales	11.9%	13.0%
Admin Support, including Clerical	6.1%	29.3%
	100.0%	100.0%

Note: Farm, Forestry, and Fishing Excluded
Source: Bureau of Labor Statistics

Table IV-4

As is shown in Table IV-4, U.S. Department of Labor (USDL) statistics for the civilian labor force indicate that, in 1987, women represented 80 percent of the personnel in category "Administrative Support (including clerical)" occupational specialties (which includes supervisors, computer equipment operators, and secretary/ typists).

VOCATIONAL EDUCATION
Participation by Males and Females

	MALES	FEMALES
Average Enrollment	47.0%	53.0%
Average Credits in Subject:		
Consumer/Homemaker	0.28	0.98
Typing	0.37	0.71
Home Economics	0.04	0.27
Business Support	0.30	1.23
Intro Industrial	0.28	0.03
Agriculture	0.35	0.07
Trade/Industrial/Crafts	1.76	0.18

Source: First Interim Report from the National Assessment of Vocational Education (JAN 1988)

Table IV-5

IV.F. (cont'd) This compares closely to 1989 Coast Guard data which shows 77 percent of active duty enlisted women in support and clerical ratings. In the civilian labor force, only about 9 percent of precision production, craft, and repair workers were women; only 6 percent of all apprentices were women. Female high school students enroll in vocational subjects at a somewhat higher rate than males, but are concentrated in "traditional skills" courses. (See Table IV-5) By comparison, 23 percent of active duty Coast Guard women were found in deck, ordnance, engineering, or aviation ("non-traditional") ratings.

Some would say a woman in a military uniform is, in our society, non-traditional. Clearly, even with high concentrations of its women in several traditional skills areas, the Coast Guard has had more success in interesting women in non-traditional occupations than the workforce as a whole. Reasons for the successes to date are speculative; either women who are attracted to military service initially are more inclined to choose non-traditional jobs, or recruitment enticements have encouraged a greater number to venture outside of traditional civilian roles. Nevertheless, the Coast Guard will have to do better if it is to absorb more women without taking away career opportunities for men. The indications are that the Coast Guard can do better.

When interviewers asked Coast Guard members why they decided to join the Coast Guard, members rarely replied in terms of specific job objectives. The interview data indicate that women usually join with some general idea of what they might be doing; e.g., "saving lives," "humanitarian service," or "helping the environment." Men were more likely than women to join with specific occupational objectives. Once in, it appeared that men are more likely to actually choose an occupation. Women were more likely to appear to have the choice made for them. When asked, "How did you choose your rating?" men frequently gave responses such as, "I wanted to work with my hands." Women were more likely to say "I didn't know the choices," "the school list was shorter," "we were 'sorted' on our test scores," or the job was "consistent with family responsibilities." Others reported having been actively channeled into traditional ratings, "I was blackmailed -- I could either go Yeoman or chip paint, so I gave up becoming a Marine Science Technician," "my rating was easiest to advance in ... easiest to strike to get off the ship," "we were pushed (into the rating) by the company commander at boot camp," "I was pushed by my recruiter," or "I was shamed out (of my non-traditional choice) by my company commander." Many women seemed to have ended up in traditional ratings either by default or by a people processing system which assumed that they were best suited to, and would want, traditional ratings.

IV.F. (cont'd) When women who were already in non-traditional ratings were asked why they made the rating choice they did, they responded in terms of career aspirations and personal choice. "It was preparation for the police academy," "a Boatswains Mate does it all," "to fight pollution," "it is rewarding," "I didn't want to be in an admin job," "I didn't want a desk job," "it was a challenge to make it," "I liked being underway," "I have sailed since I was small," and "I am mechanically inclined."

When asked if any effort was made to attract or force them into their ratings, women said such things as they were not encouraged to be a Fire Control Technician because "females don't belong," or "women can't do the job safely," or someone had said "don't send me any women," or "you are a Yeoman type." There appears to have been an assumption made that women could not, or did not want to, work in non-traditional ratings.

Most women in non-traditional ratings had encountered some resistance. When these women were asked "What kind of a woman does well in your rating?" they gave such answers as "a non-conformist," "someone who likes a challenge," "someone who feels things need to be changed and I am the one to do it," "someone who is flexible, tough, and has stamina," "someone who has brains, is self-assured and can work independently," and "someone who is tenacious, aggressive, physically strong, and has a sense of humor." The person should also be "outgoing, knowledgeable, self confident and assertive." Again and again, women stated that a woman going into a non-traditional rating needs to be "tough."

When these women where asked what the Coast Guard could do to bring more women into their ratings, the women appeared to make the assumption that woman would choose these jobs if they were told about them and were given the opportunity. Suggestions included the following: "show operations at sea," "let male recruiters know women can do these jobs," "have more female recruiters," and "reinstate personal interviews (during recruit training)." There was a fair degree of unanimity that, once the women were in the Coast Guard, sending them to operational units rather than administrative units would increase the probability that they would strike for non-traditional ratings. In providing information about these ratings, however, the women stressed the importance of "telling it like it is." The recruit who is lead to believe that she will be given her own cigarette boat and machine gun will not make a happy Service member.

IV.F. (cont'd) While the Coast Guard can do a better job of not channeling women into traditional roles, current societal trends may also act to increase the availability of women interested in non-traditional jobs. All else being equal, being in a female-headed household at age 14 decreases the traditionality of girls' occupational choices by 6 percentage points and increases the chances of choosing a traditionally-male occupation by 8 percentage points. According to a 1985 RAND Corporation study, societal norms which influence propensity to join the military are likely to change dramatically during the next decade.

G. COMBAT EXCLUSION. The DoD Services are constrained in their utilization of women by prohibitions against women serving in combat. U.S. law excludes Navy and Air force women from combat and Army women are constrained by Army policy. During peace time, the assignment of Coast Guard women is restricted by neither legislation or written policy. However, since the Coast Guard becomes a part of the Navy when war is declared, Coast Guard women operate under the shadow of combat exclusion.

The key sections of the legislative code are Title 10, U.S. Code Section 6015, revised December 12, 1980, and Title 14, U.S. Code Section 3, revised October 18, 1976. Title 10 U.S. Code Section 6015 provides that: " ... Women may not be assigned duty on vessels or in aircraft that are engaged in combat missions, nor may they be assigned to other than temporary duty on vessels of the Navy except hospital ships, transports, and vessels of similar classification not expected to be assigned to combat missions." A combat mission is defined as a mission "that has one of its primary objectives to seek out, reconnoiter or engage the enemy."

Title 14, U.S. Code Section 3 provides:

> ...While operating as a service in the Navy, the Coast Guard shall be subject to the orders of the Secretary of the Navy who may order changes in Coast Guard operations to render them uniform, to the extent he deems advisable with Navy operations.

Although Title 10 U.S. Code Section 6015 precludes women from serving full time in combatants, and the Coast Guard has women assigned in what the Navy would consider combatants, the Navy has not taken a strong position concerning whether Coast Guard women will be reassigned when the Coast Guard comes under the Navy.

IV.G. (cont'd) The Coast Guard's policy of retaining women aboard cutters after mobilization was first announced by Vice Admiral Scarbrough (Acting Commandant) in 1981, when he stated that women are an integral part of the ship's company, including command, and their transfer during mobilization would have a deleterious effect on the operational and military readiness of the vessels. Subsequent Commandants have supported this position. Moreover, while a Department of the Navy General Counsel opinion has stated that, although Title 14 U.S. Code Section 3 grants the Secretary of the Navy authority to make combat exclusion applicable to the Coast Guard, it was clear that Title 10 U.S. Code Section 6015 contains no statutory requirement for the removal of women from Coast Guard combatants after transfer of the Service to the Department of the Navy.

The only current, direct impact of combat exclusion on the Coast Guard is the assignment of women to Law Enforcement Detachments (LEDETs). These teams of Coast Guard officers and petty officers deploy aboard opportune ships selected by the Navy to conduct drug interdiction operations on a "not to interfere" basis with respect to their defense operations. Most of the vessels made available to date have been combatants but, since the assignment is only temporary duty, the constraint on the assignment of women has been largely a matter of accommodations rather than statutory prohibition.

The issue between the Coast Guard and the Navy remains imperfectly resolved and there is disagreement within each Service as well. This leaves Coast Guard women in an uncertain position. The exclusion is used by some to single out Coast Guard women as less valuable resources. In our interviews, even though we did not specifically ask about women in combat, several women volunteered that they were not fully accepted by shipmates who felt that "When we mobilize, you will go away."

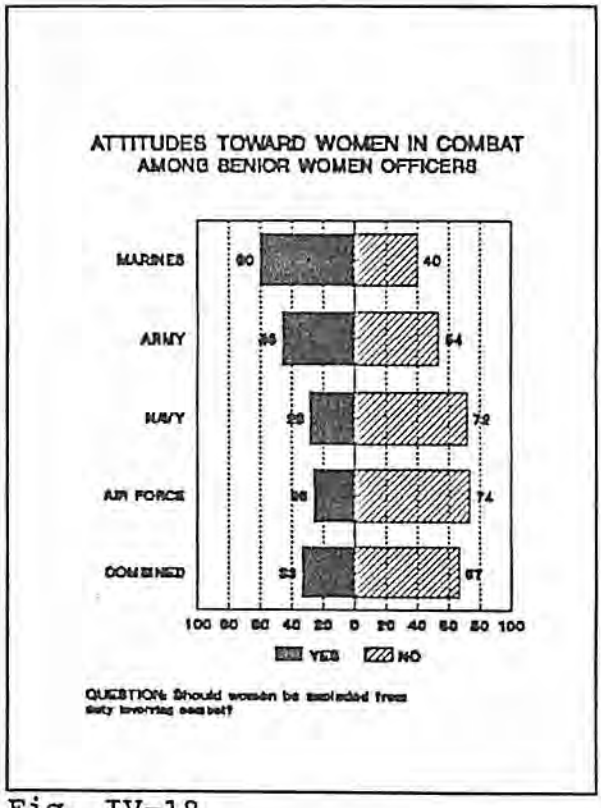

Fig. IV-18

There is, however, support for expanding opportunities for women, even if it exposes them to combat. A survey of senior DoD women officers indicated generally-strong support for women in combat. (See Figure IV-18)

IV.G. (cont'd) When Coast Guard members were asked to evaluate the statement "Women should serve in all jobs even those that might take them into combat," 72 percent agreed or agreed strongly, while only about 18 percent disagreed strongly.

Women were more likely to agree or agree strongly than were men, but approximately 68 percent of the men agreed strongly that women should not be precluded from combat roles (See Table IV-6)

WOMEN IN COMBAT
COAST GUARD ATTITUDES

Statement: Women should serve in all jobs -- even those that might take them into combat.

	MEN		WOMEN		TOTAL	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	41.0	41.0	38.1	38.1	39.5	39.5
Agree	27.0	68.0	37.2	75.3	32.0	71.6
No Opinion	9.0	77.0	12.5	87.8	10.7	82.3
Disagree	13.2	90.2	8.7	96.5	10.9	93.2
Disagree Strongly	9.8	100.0	3.5	100.0	6.8	100.0

Source: Women in Coast Guard Survey Instrument (Q41)

Table IV-6

Indicators are, therefore, that the Coast Guard force composition should not be severely constrained by lack of assignment opportunity for women. There appears to be no reason the Coast Guard, with no sea-shore rotation or organizational combat exclusion law or policy, should employ a smaller proportion of women than most of the services laboring under these constraints. Further, the Coast Guard should re-emphasize its policy that women are full and equal participants in all Coast Guard activities and operations and will not be removed from sea duty assignments.

H. ESTIMATING A FEASIBLE FORCE MIX OF MEN AND WOMEN. The Coast Guard is a large, relatively homogeneous, traditional organization. Although extremely flexible in its operational capabilities, it has been somewhat conservative in integrating social change. Coast Guard women have proven themselves competent, capable members, and the Service is coming to accept women as equal participants. Many in the Coast Guard are beginning to accept the fact that, because of demographic changes and because of the low representation of women in the Coast Guard compared to other Armed Forces, more women should be brought into the Service.

IV.H. (cont'd) In order to integrate women more fully into the Service, women are needed at all pay grades and ranks and in all occupational specialties. Time is required to "grow" females into senior positions, however. A significant increase in the number of women recruits in any one year would present a situation where a large number of non-rated women would be working without senior women supervisors and role models. It is preferable to have a progressive increase in the number of women so that the organization can integrate them with the least disruption to the Coast Guard and the least resistance to the women.

1. Officers. An increase in the number of women in the officer ranks can be accomplished with relatively little organizational impact. Approximately half (150 - 160) of the Coast Guard officer annual accessions in any year comes from the Academy. The composition of the Academy classes is already set for the next five years. The women who will graduate from the Academy are either already at the Academy or have appointments. Because the number of women entering the Academy classes cannot be affected for five years, a goal of 20 percent female Academy graduates by the year 2000 is proposed.

The remainder of the officers come primarily from Officer Candidate School (OCS). Of OCS graduates, about one-third are prior Coast Guard enlisted members who receive temporary commissions. The remainder receive Reserve commissions. A goal of 20 percent women OCS Reserve commission graduates would approximately double the percentage of women graduates, but would not burden the training or assignment process. Similarly, a goal of 20 percent OCS temporary commission graduates should be achieved. However, 1995 is a more reasonable target date because of the need to generate a larger base of more senior women petty officers to support this growth, and the number of senior enlisted women should not be depleted by sending all of the most qualified to OCS. These combined increases would yield an approximate growth of women officer representation of less than one-half of one percent per year. Although additional resources will be needed to raise accession of women officers to these levels, this rate is believed to be attainable. The projected rate of growth can be sustained, and should result in female officers progressing at normal rates throughout the officer structure without incurring disruptions in career paths or how officer personnel are managed.

IV.H.2. Enlisted. The acceptable rate of change of representation for enlisted women in the Coast Guard depends upon successful implementation of many of the other recommendations contained in this study. The question of what percentage of the Coast Guard should be women -- or can be women -- depends upon this as well. The Air Force, using a very complex model, determined that 15 percent was an acceptable figure in today's environment. The Navy has projected that it could absorb 20 percent by the year 2000, and Army studies indicated that up to 13 percent of that Service could be female. As stated earlier, when Coast Guard members were asked "What percentage of the Coast Guard could be female?" respondents reacted against the idea of "quotas." The study group concluded that the percentage of women in the Coast Guard could grow steadily for the next decade without undue organizational disruption.

Expanding upon the existing goal of 20 percent for minority enlisted recruits, the study group concluded that the same goal should be adopted for women recruits. This percentage -- assuming current (total) recruiting rates and current attrition rates for women -- would result in an increase of approximately 700 women in four years, or approximately 2 percent. This increase is not predicted to be disruptive. (Between 1974 and 1980, the percentage of women in the Navy nearly doubled, growing at an annual rate of more than 11 percent.) The proposed rate is one that permits women to "grow" in experience as they increase in numbers. As was the case for female officers, this will require additional resources to raise recruitment of women to these levels, but this rate is believed to be attainable. Also, the projected rate of growth can be sustained, and should result in female petty officers progressing at normal rates throughout the enlisted structure without incurring disruptions in career paths or how enlisted personnel are managed.

I. CONCLUSIONS. The demography of the United States is changing. The proportion of minorities and women in the U.S. workforce is increasing. The proportion of enlistment-aged white males, the pool from which Coast Guard has traditionally recruited, is shrinking. In order to "man" their forces with qualified, capable members, all Services are investigating increasing their percentages of women. Even in the face of significant force reductions, they are committed to not reducing the proportion of women in their ranks. Since the percentage of women in the Coast Guard is substantially lower than that of any of the other Services except the Marine Corps, and has increased slowly, this issue must be addressed if the Coast Guard is to maintain or increase its strength.

IV.I. (cont'd) In peacetime, the Coast Guard is not constrained in recruiting or assignment of women by combat exclusionary legislation or formal policy which limits women in the other services. Utilization of women is hindered by the fact that women are disproportionatly aggregated in certain "traditional" ratings, and there are indications that women are being channeled into these areas when they could be channeled into other areas. However, the study group concluded that, even though the Coast Guard has no nurses, with no combat exclusion constraints it could not justify maintaining a lower percentage of women than any other Armed Force except the Marine Corps. All the Services have faced similar demographic projections, recruiting problems, funding constraints, and "ghettoization" of women in traditional ratings. The Navy must also juggle sea-shore rotation and combat exclusion constraints. In some cases, the Services have found that many "women problems" may actually be "minority status" problems which will fade as the numbers of women in the services reach a certain "critical mass."

J. RECOMMENDATIONS:

1. Proportion of women in the Coast Guard.

a. Set a recruiting goal of 20 percent women for both officer and enlisted women's recruiting.

b. Set a goal that, by 1992, 20 percent of the OCS Reserve commission graduates be female.

c. Set a goal that, by 1995, 20 percent of the OCS temporary-commission personnel be women.

d. The Coast Guard Academy should develop a plan to achieve and sustain graduating classes of 20 percent female before the year 2000.

2. Women in "non-traditional ratings."

a. Facilitate entry of women into non-traditional jobs. Provide remediation where needed to qualify women for entry into these occupational specialties.

b. Monitor assignment of female non-rated personnel to ensure a higher distribution into field operating units.

c. Encourage initial assignments of women to operational units to achieve maximum exposure of women to operations and to make maximum use of women in operations.

IV.J.2. (cont'd)

d. Make maximum assignment of senior enlisted women to field units as role models for both men and women. (The number of senior enlisted women in staff assignments is a point of concern.)

e. Make maximum assignment of senior female officers in the field where they can provide role models and support for junior women.

V. RECRUITING AND RETENTION.

As described in the Force Composition chapter, the decade of the '90's and the beginning of the twenty-first century will see a decrease in the number of enlistment age, eligible, white males available for recruiting. This is predicted to be offset by increased female and minority labor force participation. There will be, nevertheless, strong competition for high-quality entry-level personnel from private-sector employers and the other military Services. If the Coast Guard is to maintain a high-quality force, it will have to compete aggressively for these women and men and to strive to retain them.

A. RECRUITING. The Coast Guard strives to recruit the best young men and women available each year. The statutory minimum age for enlistment in the regular Coast Guard is seventeen. The maximum age varies, depending upon the situation. Persons without prior military service must not have reached their twenty-eighth birthday on the date of enlistment. The enlistment of those with prior active military Service in any of the Armed Forces is also authorized under certain circumstances.

1. Quality. According to DoD data, the Services are indeed attracting quality applicants. For example;

o The proportion of new recruits who are high school graduates greatly exceeds the rate in the civilian youth population as a whole. In 1986, 95 percent of the active enlisted force were high school graduates (including General Educational Development certificate holders), compared with 80 percent in the civilian labor force.

o New recruits scored significantly higher on the Armed Services Vocational Aptitude Battery (ASVAB) than did a nationally-representative sample of young people 18 to 23 years of age. Military Services now accept only high-school graduates who score in the top fiftieth percentile of this standardized test battery.

EDUCATION LEVELS
U.S. COAST GUARD
(As of February 1989)

	MALES	FEMALES
Officers		
No College	29%	5%
B.S. Degree	57%	86%
P.G. Degree	14%	8%
Enlisted		
No H.S. Diploma	3%	2%
H.S. Diploma or GED	80%	76%
Some College	15%	18%
College Degree	2%	4%

SOURCE: Coast Guard data

Table V.A-1

V.A.1. (cont'd) One of the reasons the DoD Services have been able to keep the educational quality of recruits high has been by increasing the number of women recruited. Table V.A-1 shows Coast Guard officer and enlisted educational levels. As indicated, the education levels of women are higher than that of men in 5 of the 7 categories. Table V.A-2 shows Coast Guard and DoD figures for recruits. This table shows the proportion of General Educational Development (GED) certificate as well as high school graduate diploma holders. Individuals not finishing high school may obtain a GED certificate by taking some high school courses and taking standardized exams. In the Coast Guard, GED certificate holders may be recruited only if they have AFQT scores which show they have a higher aptitude than high-school graduates.

HIGHEST GRADE COMPLETED MILITARY RECRUITS

	MALES	FEMALES
Coast Guard (1989)		
No H.S. Diploma	1.4%	1.8%
G.E.D.	14.9%	25.1%
H.S. Diploma	69.2%	53.6%
Some College	14.5%	19.5%
DoD (1988)		
No H.S. Diploma	2.5%	0.1%
G.E.D.	5.0%	0.4%
H.S. Diploma	90.1%	95.1%
Some College	2.4%	4.4%

SOURCE: OADC (FMP) and Coast Guard data

Table V.A-2

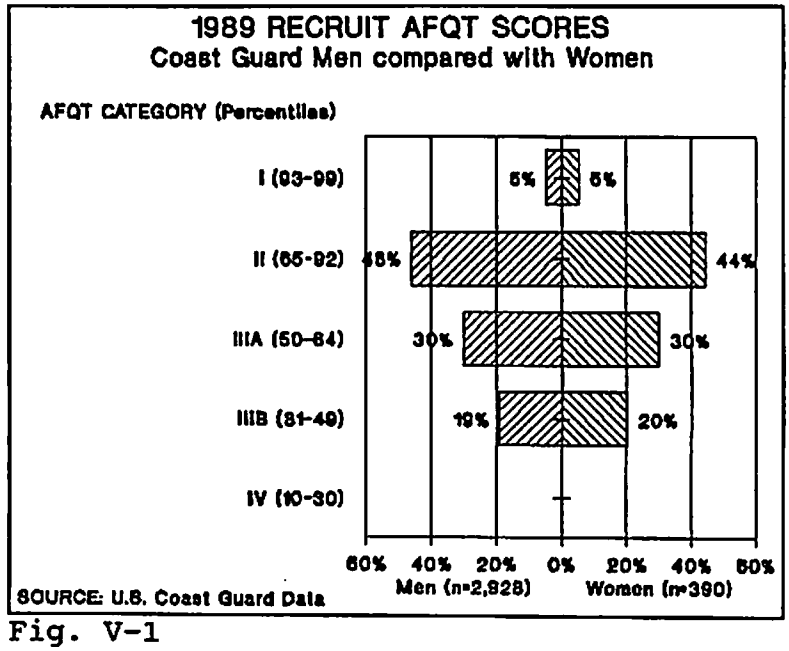

Fig. V-1

As indicated in Figure V-1, Coast Guard men's and women's distribution on standardized AFQT examinations is similar, although women make up more than their share of the lower categories. In most cases, the percentage point difference is not great, however. The AFQT is a subset of the standardized Armed Services Vocational Aptitude Battery (ASVAB) tests used to determine mental aptitude and trainability. Although Coast Guard women do well in general, if more women are to be brought into non-traditional ratings, these differences must be addressed.

V.A.1. (cont'd) Table V.A-3 shows the average scores on the sections of the ASVAB for all men and women who took the tests. There are only two areas where men and women differ greatly -- "Auto & Shop Information" and "Mechanical Comprehension." "Average" male scores in these areas would qualify a person for four "non-traditional" (technical) Coast Guard enlisted ratings; "average" female scores would qualify them for only one.

Two points are important here. First, there is no assumption that "average women" will be interested in, or aspire to, the non-traditional ratings. It may well be that the Coast Guard can attain the desired goal of higher numbers of women in non-traditional ratings from that proportion of women who scored higher than average on the ASVAB, but who initially are not particularly inclined to try working in a non-traditional occupational specialty. In addition, there is some suspicion that lack of experience and other cultural factors downwardly bias these scores for women. It has been suggested that, with a relatively small and economical amount of remediation, women are capable of doing much better on the tests and succeeding in the ratings. Currently, some private sector firms are addressing the issue of women in non-traditional jobs and are attempting to develop and provide training which would enable women to compete successfully.

ASVAB SCORES
NATIONAL AVERAGE

Test	Males	Females
General Science (GS)	51	51
Arithmetic Reasoning (AR)	54	49
Word Knowledge (WK)	52	53
Paragraph Comprehension (PC)	49	49
Numerical Operations (NO)	47	51
Coding Speed (CS)	54	56
Auto & Shop Information (AS)	52	40
Mathematics Knowledge (MK)	50	49
Mechanical Comprehension (MC)	55	43
Electronics Information (EI)	49	46
Verbal Ability (VE)	55	58
AFQT (AR + WK + PC)/ 0.5NO	47	49

Sample size: Males = 52,765 Females = 17,988

Note: VE is not a subtest. It is computed by using the raw scores for WK + PC.

SOURCE: MEPCOM

Table V.A-3

2. Physical Capability. In discussions of the integration of women in the Coast Guard, DOD Services, and civilian occupations such as police work, the question of physical capability invariably arises.

V.A.2. (cont'd) No specific "physical qualifications" questions were asked in the interviews, but occasional comments were volunteered by both men and women. Women expressed pride in their abilities: "I can pack chain with the best of 'em." Many tried to keep the standards high: "don't recruit any 'twerps' who can't pull their weight." A few men continued to express reservations: "what good is she if she can't pull a man out of the water?" and "if I'm in trouble, and she's not strong enough, I'm gonna die." The DoD Services have addressed this issue somewhat by adapting jobs, redesigning tools, and encouraging women to work together. It is interesting to note that, in both the Coast Guard and the DOD Services, there is a perception by the women that a lot of this goes on among the men -- one man voluntarily helping another do an especially heavy job -- but when women are involved and they have to ask for help, then it becomes "a big deal."

Studies of women in public safety occupations have alleviated the perception that only men have the physical strength for these occupations and demonstrated that women have been found to be as capable as men in performing their jobs.

3. Propensity of Women to Join the Services. From information provided in Chapter IV and this chapter, it can be seen that women are a source of good recruits. But are women interested in the Coast Guard? The Youth Attitude Tracking Study (YATS) provides periodic data on young American men and women's awareness of military advertising, knowledge of enlistment benefits, contact with recruiters, and propensity to enlist in the active and reserve military components. Although the Coast Guard has only recently been added to the YATS tracking system, it is evident that propensity to join the Coast Guard is, in general, quite low compared to the other Services. (See Tables V.A-4 and V.A-5)

PROPENSITY TO SERVE IN MILITARY SERVICE 1988

This percentage of survey respondents reported a positive propensity to serve in some branch of the Active military.

Age Group	Positive Propensity
All Respondents	
Young Males (16-21)	32.0%
Older Males (22-24)	14.2%
Young Females (16-21)	12.8%
Older Females (22-24)	5.0%
Never Married Respondents	
Young Males (16-21)	32.4%
Older Males (22-24)	15.8%
Young Females (16-21)	13.7%
Older Females (22-24)	8.8%
Currently Married Respondents	
Young Males (16-21)	18.9%
Older Males (22-24)	9.5%
Young Females (16-21)	6.1%
Older Females (22-24)	1.8%

SOURCE: YATS II Report (Fall 1986) Tables 4.1 and 4.5

Table V.A-4

V.A.3. (cont'd) Reasons for this can be found in the study interviews. When asked "what is the image of the Coast Guard in your community?" answers ranged from "Miami Vice" to "drug enforcement cowboys," "law enforcement," and "fishing area bad guys." Also heard was "environmental specialists," "elite rescue service," "towing help," and "life savers." Coast Guard people were very much aware, however, that in many cases there was no image; i.e., people in general have no idea of what the Coast Guard is or what it does. The questions of "name recognition" and "product differentiation" arise and it can be assumed that young American women currently know little about the Coast Guard or how it differs from other Services.

Perhaps because of lack of overall knowledge and awareness about the military Services, YATS reported that about one-fourth of those surveyed -- males and female -- had considered joining any military Service. Armed Forces advertising is having some impact, however. Approximately 66 percent of the men and 57 percent of the women reported awareness of military advertising. Awareness of the various Services ranged from a high of 83 percent to 86 percent for the Army to a low of 31 percent to 44 percent for the Coast Guard. About 45 percent of women surveyed stated that they had seriously considered joining the military. Favorable attitudes about serving in the active military were expressed by 14 percent to 32 percent of males and 5 percent to 13 percent of females.

PROPENSITY TO ENLIST IN THE COAST GUARD

Question: How likely are you to serve on active duty in the Coast guard? (Given that respondent had a positive propensity to serve in any military service.)

	1984	1986	1988
Males (16-21)			
Definitely	1.0%	1.4%	1.6%
Probably	15.4%	15.1%	18.5%
Probably Not	46.0%	46.9%	39.0%
Definitely Not	37.2%	36.3%	40.6%
Males (22-24)			
Definitely	2.2%	4.9%	3.4%
Probably	33.6%	25.0%	27.1%
Probably Not	29.9%	43.3%	24.6%
Definitely Not	33.2%	26.9%	44.9%
Females (16-21)			
Definitely	0.0%	2.3%	1.4%
Probably	19.7%	10.9%	16.3%
Probably Not	37.9%	41.5%	39.5%
Definitely Not	42.0%	44.9%	42.4%
Females (22-24)			
Definitely	*	3.4%	2.1%
Probably	*	14.8%	22.3%
Probably Not	*	41.4%	22.2%
Definitely Not	*	40.5%	53.5%

* Data for 1984 was for "female" group only.

Figures do not equal 100%. "Don't Know" and "Refused" were acceptable answers and are not shown.

SOURCE: Unpublished YATS Data

Table V.A-5

V.A.3. (cont'd) Approximately 5 to 8 percent of the males and one to two percent of females have a "strong positive propensity to enlist." Young men and women who have friends and relatives who have enlisted recently are more likely to be interested in the military. About four-fifths of the young men and women with a positive propensity to enlist reported recent enlistments by close friends or relatives.

Consistently, data indicates that women are less likely than men to choose or be chosen by the military at each stage of the enlistment process. In addition, women who are interested in military service tend to view the Service in a broader context than men. Their interest is more likely to be limited and qualified by interest in other areas such as family or education. Women, especially the age 22 to 24 group, are more likely than men to be interested in the National Guard/Reserve. The Coast Guard Reserve is the least often mentioned.

The military's toughest competition for the sixteen-to-twenty-four year age group appears to be education. When asked what they would most likely be doing in the next few years, between 40 and 80 percent of all YATS respondents replied "attending college." More than 60 percent of high school seniors and graduates desired more education.

Given the importance of education, it would appear that military educational benefits would be a recruiting incentive. YATS revealed that these are not widely known, however. Nearly two-fifths of all prospective recruits have incorrect information. This is unfortunate since, as indicated in Table V.A-6, educational opportunity was one of the primary reasons people joined the Coast Guard. It was especially important for women. While men gave several similar other reasons, education was by far the most important reason women gave for joining.

REASONS TO JOIN THE COAST GUARD

Question: What was your primary reason for joining the Coast Guard?

	MEN	WOMEN	TOTAL
Education Opportunities	14.9%	21.8%	18.2%
Pay/Benefits	4.4%	4.8%	4.6%
Avoid Draft	4.8%	-	2.5%
Secure Job	15.3%	14.7%	15.0%
Prestigious Job	1.3%	1.0%	1.2%
Equal Opportunity	2.1%	5.1%	3.6%
Serve Country	5.1%	2.2%	3.7%
Challenging Job	7.9%	9.8%	8.8%
Humanitarian Mission	12.3%	6.1%	9.3%
Law Enforcement Mission	4.8%	3.1%	3.9%
Adventure	6.8%	10.0%	8.3%
Move Away from Home	3.9%	6.8%	5.3%
Retirement Opportunity	3.2%	0.9%	2.1%
Pressure From Parents	0.8%	1.5%	1.2%
Other	12.4%	12.3%	12.3%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q3)

Table V.A-6

V.A. 4. Coast Guard Advertising. Given the fact that public awareness of the military in general is limited, awareness of the Coast Guard is even more limited, and women are less likely than men to be exposed to role models in uniform, public affairs and advertising are very important in reaching women. Unfortunately, "The inability of the Coast Guard to attract the right women" and "Not sending a recruiting message that really attracts women" were two of the key "barriers" to integration of women in the Service which were identified in the groupware effort.

Coast Guard recruiting, however, operates on only a fraction of the budget of the other Services. (See Table V.A-7) The result is that the Coast Guard spends approximately $17 in advertising per recruit, while the other Services spend more than $300. The Coast Guard's strategy is to implement a balanced media program via a combination of targeted, yet cost-effective, vehicles to reach the broadest potential market. The primary target audience segments are high school juniors and seniors and junior college students for active enlisted recruits, and four-year college students for officer candidates.

RECRUITING BUDGET
MILITARY SERVICES

	1990	1991
Active:		
Coast Guard	$ 1.8M	$ 1.5M
Army	$76.1M	$30.3M
Navy	$30.0M	$30.3M
Marine Corps	$15.8M	$14.8M
Air Force	$16.3M	$15.1M
Joint	$20.6M	$29.7M
Reserves:		
Army Guard	$14.0M	$13.1M
Army Reserve	$22.4M	$22.4M
Naval Reserve	$ 3.1M	$ 3.5M
Marine Reserve	$ 2.5M	$ 2.3M
Air Force Reserve	$ 3.7M	$ 3.8M
Air Natl. Guard	$ 1.7M	$ 1.8M

SOURCE: OASD(FM&P)(MM&PP)(AP) January 1990
Coast Guard figures

Table V.A-7

The secondary targeted area is comprised of family, friends, role models and peers of these students. This "influencer group" is important in supporting and influencing the career decisions of the primary prospects. On this limited budget, the Coast Guard attempts to utilize all available forms of print and electronic media, get its share of no- or low-cost public service advertising, make special efforts on college campuses, and participate in DoD advertising.

V.A.4.(cont'd) In addition, promotional activities provide an important, cost-effective form of advertising. News coverage of drug interdiction successes and pollution cleanup efforts shows the Coast Guard at work; and appearances by the Honor Guard, Coast Guard Band, and the CGC Eagle port visits frequently attract favorable publicity. Nevertheless, the visibility of the Coast Guard throughout the general population remains low and among females remains even lower. An analogous problem in minority communities is being addressed by a series of initiatives:

- The Coast Guard has re-established the minority recruiting branch at Headquarters and placed a minority recruiting officer at each of the three regional recruiting commands.

- Recruiting has set marketing to and recruiting of minorities as one of its FY-90 goals.

- The Minority Officer Recruiting Effort (MORE) program was established which, in effect, provides two-year college scholarships to high-potential minority students and prepares them for appointment to OCS.

- A direct mail campaign to minorities is in development.

- A video featuring minority role models is in development.

- A Minority Officer Recruiting Effort (MORE) video tape is being developed.

- The Coast Guard Academy sponsors a summer program called Minority Introduction to Engineering (MITE) to introduce minority high school students with an interest in engineering to the opportunities at the Academy.

V.A.4. (cont'd) Efforts such as these are not being specifically made to recruit women into the Coast Guard's officer and enlisted programs. The study group could find no plan, program, or policy to recruit women into the Coast Guard.

During the study group interviews, subjects were asked if they had ever served on recruiting duty. If they had, they were given a special questionnaire to complete. These questionnaires, and subsequent discussions with Coast Guard people who had worked in recruiting, underscored the need to target women -- especially women who might do well in non-traditional roles.

Another issue which surfaced was that of hair length. A small percentage of women is lost to recruiters because for religious, cultural, or personal reasons they refuse to have their hair cut during recruit training. While the men's hair regrows to acceptable length in a short period of time, the women's may take much longer -- and pass through a "difficult" stage during the transition. Some Coast Guard recruiters say that the existing policy has minimal effect on Coast Guard recruiting -- fewer than 10 women were lost from all recruiting offices for this reason in the past fiscal year. Several Coast Guard women stated the preference that they be taught how to put up their hair in an acceptable style during recruit training rather than cut it off. Some prior-enlisted officers thought it unfair that their hair was cut short when they went to recruit training and again when they went to OCS. Some of the other Services are considering changes in their haircut policy for women.

5. Additional Recruiting Efforts. During the interview phase, people were asked "what type of women do well in the Coast Guard?" Representative replies include:

Male ETCS: "I believe that the type of women who do well in the Coast Guard are the same type of ambitious women who do well in any type of situation. Are we successful in attracting them? I believe so."

Female RD1: "Since the Coast Guard is a predominantly-male organization, women who are attracted to the Coast Guard know, up front, what the obstacles will be. Therefore, the majority of the women will be hard chargers."

Male Captain: "The women who will do well in the Coast Guard are those who have no restricted boundaries or hangups. They are the goal setters who stick to their road maps to success"

Male CWO: "I believe that women who do well in the Coast Guard are the ones who get good solid advice and counselling from their recruiters. They were able to get a good perspective on their career goals in the beginning, which ultimately led to excellent performance."

Study group members also investigated ways of recruiting these women into the Coast Guard. The Coast Guard has approximately 270 recruiters. Eleven, or approximately 4 percent, are female. Three of these women are in non-traditional ratings. According to "diffusion of innovations" research, people are more likely to be successful in influencing people who are similar to them. It follows that women recruiters would be especially valuable in serving as role models and recruiting more women. The Coast Guard can obviously use more recruiters in general, and more women recruiters in particular. Budget limitations, women's career considerations, and lack of availability of women may make this difficult to achieve, however. Therefore, the study group investigated methods to increase the number of women involved in the recruiting process without actually increasing the number of women assigned to recruiting duty. Three possibilities were discussed:

a. Expanding the Home Town Recruiting Program,

b. Identifying women who will be willing to act as counselors for potential recruits, and

c. Encouraging more Coast Guard people to become individual, informal recruiters.

The Home Town Recruiter Program is an inexpensive program with great potential. Procedures for its implementation have already been established. However, it is seldom used. Under this program, people who have just graduated from recruit training are given permissive orders in conjunction with leave enroute to their new duty stations to travel to their home towns to participate in recruiting activities and to talk to young people from their area. At these transition points, people are extremely proud of their accomplishment and excited about the Coast Guard. With proper instruction and guidance, they can serve as good representatives and "recruiters" for the Coast Guard.

To a certain extent, each Coast Guard man and women realizes that they are potential Coast Guard recruiters. Most know of the "72-hour program" under which a person who recruits someone gets 72-hour liberty. Most Coast Guard members agreed or agreed strongly that the Coast Guard was a good place for men and a good place for women. (See Table V.A-8)

THE COAST GUARD IS A GOOD EXPERIENCE

Statement: For most young men, service in the Coast Guard is a good experience.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	27.1%	27.1%	20.1%	20.1%	23.6%	23.6%
Agree	57.2%	84.3%	53.9%	74.0%	55.6%	79.2%
No Opinion	10.4%	94.7%	22.0%	96.0%	16.1%	95.3%
Disagree	4.3%	99.0%	3.2%	99.2%	3.8%	99.1%
Disagree Strongly	1.0%	100.0%	0.8%	100.0%	0.9%	100.0%

Statement: For most young women, service in the Coast Guard is a good experience.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	17.8%	17.8%	16.3%	16.3%	17.0%	17.0%
Agree	46.6%	64.4%	55.9%	72.2%	51.2%	68.2%
No Opinion	26.1%	90.5%	16.3%	88.5%	21.3%	89.5%
Disagree	8.2%	98.7%	9.7%	98.2%	8.9%	98.4%
Disagree Strongly	1.3%	100.0%	1.8%	100.0%	1.6%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q45 & 46)

Table V.A-8

As indicated in Table V.A-9, most Coast Guard members would join again if they had it to do over, and most would recommend it to others. (See Table V.A-10) This positive feeling within the Service serves as a good basis for informal recruiting, and this energy can be targeted toward recruiting more women.

MOST WOULD JOIN COAST GUARD AGAIN

Question: Knowing what you know now, if you had it to do over again, would you join the Coast Guard?

	MEN	WOMEN	TOTAL
Yes	63.5%	63.8%	63.7%
Not Sure	19.8%	19.5%	19.6%
No	16.7%	16.7%	16.7%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q4)

Table V.A-9

V.A.5. (cont'd)

Women are as likely as men to say that they would join the Coast Guard again, and they are more likely than men to say that the Coast Guard is a good place for women. They are potential role models for young women with similar aspirations. For this reason, in the Coast Guard especially, women should be encouraged to assist with informal recruiting of young women.

RECOMMEND COAST GUARD SERVICE TO OTHERS

Statement: I would recommend the Coast Guard to others.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	24.8%	24.8%	21.0%	21.0%	22.9%	22.9%
Agree	52.9%	77.7%	54.7%	75.7%	53.8%	76.7%
No Opinion	8.4%	86.1%	7.8%	83.5%	8.1%	84.8%
Disagree	2.1%	88.2%	2.9%	86.4%	2.5%	87.3%
Disagree Strongly	11.8%	100.0%	13.6%	100.0%	12.7%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q6)

Table V.A-10

It also might be possible to solicit and screen women members throughout the Coast Guard as "Collateral Duty Recruiters." These women would be available to assist the closest recruiting office or answer phone calls or letters from women wanting information about the Coast Guard. They would also be able to discuss the Coast Guard with families of potential female recruits. When the Coast Guard women interviewed were asked "What did your family and friends think about your decision to join the Coast Guard?" they frequently said that their fathers were supportive, but their mothers were very apprehensive. Having a Coast Guard woman to talk to might allay the fears of both prospective recruits and their families.

B. RETENTION/ATTRITION. Table V.B-1 shows that Coast Guard women contribute a disproportional amount to Coast Guard attrition. The losses of Coast Guard women officers are not greatly different from those of male officers, but the numbers are approximately equal to the number accessed each year. The percentage of enlisted women lost is significantly higher than the loss rates for enlisted men.

V.B. 1. Introduction. Recruiting plays an important role in manning the force but, in terms of cost-effectiveness, the effect of managing retention and attrition is probably even more important. Retention generally means the people who, at any given decision point, choose to stay in the Coast Guard. It includes those who reenlist or extend their active duty commitment and those officers who do not leave the Service upon the expiration of their obligated active-duty service. The term attrition is used to describe the loss of people prior to the expiration of their active duty service obligation. In any year, the sum of those who are not retained and those who attrite is the loss rate. The Services have to replace a certain percentage of the workforce during any given year in order to maintain a youthful force and a properly-balanced experience pyramid over time. Loss of valuable, trained people in whom the Coast Guard has a significant investment is costly, however, and must be kept under control for the health of the organization. If the entry-level screening process is working properly, and if the Coast Guard's people-processing system is working well, retention should be high and attrition should be low. For Coast Guard planning, a desired first-term retention rate of between 35 and 45 percent is used, with a subsequent-retention rate of between 90 and 95 percent.

COMPARATIVE LOSS RATES
U.S. COAST GUARD

	Officers		Enlisted	
	Male	Female	Male	Female
1985				
Loss Rate	6.2%	5.6%	14.7%	21.1%
1986				
Loss Rate	7.6%	9.5%	16.7%	26.7%
1987				
Loss Rate	6.5%	7.8%	13.6%	22.2%
1988				
Loss Rate	6.1%	6.0%	13.8%	24.1%
1989				
Loss Rate	6.2%	5.3%	12.1%	22.0%

Loss rate is for all causes and is calculated as number of losses for entire year divided by on-board strength as of September 30 of the year.

SOURCE: Coast Guard data

Table V.B-1

V.B.1. (cont'd) Female officers are slightly more likely to resign their commissions than male officers (16.9 percent as compared to 13.4 percent) and have the same rate of dismissal or severance. When a person decides to get out of the Coast Guard, it is probably due to a variety of factors. With existing data, it is impossible to tell exactly why each person is leaving. There certainly are times when the people themselves are not really sure what the major reasons are. Currently, upon written request for separation, officers may state their reasons for wanting to leave the Service. However, this type of data, for other Services as well as the Coast Guard, has been of notably-poor quality. Reasons for this include:

a. Some officers did not desire to disclose specific reasons for leaving. Other officers provide reasons so general as to be essentially meaningless.

b. Some list too many reasons to permit identification of their primary motivation.

c. Reserve officers on active duty can allow their contract to expire and be released to inactive duty without specifying a reason.

d. Many officers give socially-acceptable reasons which may mask their real purpose.

The Coast Guard makes an effort to improve this information by making telephone contact with each officer who resigns, but the data is not recorded.

In the survey, questions were asked about collocation and child care responsibilities. Family responsibilities were usually cited as a major reason women leave the Service. Very few women (about 4 percent) agreed with the statement "It is more important for a wife to help her husband's career than to have one herself." However, most Coast Guard women reported they do want to marry and have children and many stated that this can be incompatible with a Coast Guard career. This was especially true when the woman was married to a fellow Coast Guard member. In the survey, the majority (69 percent) of women stated that they expected to be collocated more than 90 percent of the time. Although this is now feasible, it may become even more and more difficult to achieve if more women enter the Coast Guard and marry servicemen. This may be a negative indicator for women's retention. Child care is probably another negative indicator. When asked what would make it possible for them to stay, many women said that assistance with providing or finding child care would be helpful or somewhat helpful.

V.B.1. (cont'd) Reasons listed by women recently submitting letters of resignation were evaluated by the study group and the reasons reported were categorized. Reasons provided fell into the following general categories: career opportunities elsewhere, desire to go back to school, family responsibilities, child rearing, erosion of benefits, workload, housing, bad prognosis for promotion opportunity, and desire for parental leave. An extremely high percentage (80 percent) of these women wanted to continue affiliation with the Coast Guard in the Reserve. It appears, therefore, that women get out not because they don't like the Coast Guard, but rather because: there is something they find lacking, continued service is inconsistent with their desire to pursue an alternate career or schooling, or their desires to do a good job with their homes and families conflict with their desire to be good Coast Guard officers.

2. Enlisted Women's Attrition. Ideally, those unsuited for or not interested in a military career will be screened out before induction. When this does not happen, it is costly to both the Coast Guard and the individual. When a member leaves the Service before his/her enlistment contract has been completed, it usually entails a large expense of management time and an unplanned transfer of both the individual and a replacement. From the very beginning, enlisted women leave the Service at a higher rate than do enlisted men. While 15 percent of those recruited are females, only 13 percent of those graduated from recruit training are females. Of those who attrite during recruit training, 23 percent are female. After recruit training, during their first enlistment, women are also more likely to get out. As shown in Figure V-2, the most recent first-term loss rates, female loss rates were 50 percent higher than for males (22 percent as compared to 13 percent). (See Chapter VI.B.1 for additional discussion of attrition during recruit training.)

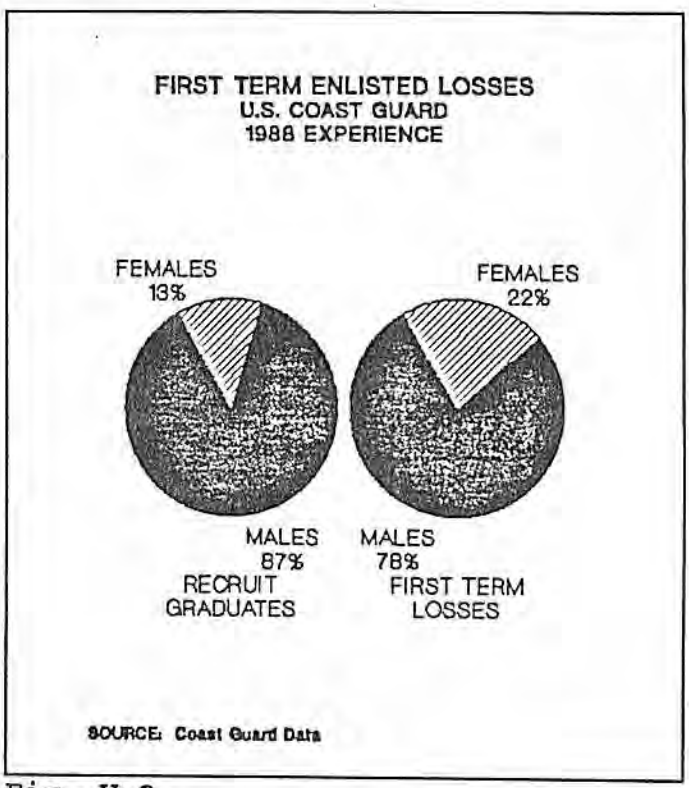

Fig. V-2

V.B.2. (cont'd) In addition, women are more likely to attrite (59.9 percent as compared to 41.5 percent) for reasons coded as "separated, not recommended for reenlistment," and "separated, not eligible for reenlistment due to family situation, obesity, medical condition, etc."

During the period 1985 through 1989, 46.1 percent of the women's losses were from the lowest two pay grades (E-1 and E-2), compared with 29.3 percent for men. Since an individual normally remains at these pay grades less than two years (graduates of recruit training are promoted to E-2, and after six months in service are eligible for promotion to E-3), this represents an enormous loss of enlisted women before they ever really get integrated into the Service. Fifty-seven percent of the women losses were at E-1, meaning that they never completed recruit training. Of these, 43 percent were separated with the code identifying family situation, medical condition, etc. At paygrade E-3, the loss rates for men and women are nearly equal. Once the first two-year period of early losses of enlisted women is past, those remaining tend to stay in the Coast Guard. At the first re-enlistment point (typically, four years after being recruited), 43.1 percent of the men and 43.4 percent of the women re-enlist. At subsequent re-enlistment points, 84.9 percent of the men and 94.2 percent of the women re-enlist.

The higher rate of first-term losses is not wholly unexpected. It is commonly known that the best predictor of a successful completion of a first-term enlistment is completion of high school. For this reason, military Services seek the highest number of high-school graduates they can find. GED certificate holders are less likely to complete their first-term enlistment. This is illustrated by looking at the number of enlistees recruited during FY-89 with high school diplomas and GED certificates, and comparing their loss rates. (See Table V.B-4)

HIGHEST GRADE COMPLETED COAST GUARD MILITARY RECRUITS

	MALES	FEMALES
Recruited (1989)		
G.E.D.	429	98
H.S. Diploma	1,998	208
Remain in Service		
G.E.D.	75.0%	61.2%
H.S. Diploma	87.7%	79.8%

SOURCE: Coast Guard data

Table V.B-4

V.B.2. (cont'd) In interviews and the study group survey, Coast Guard members were asked several questions to help identify additional reasons for attrition. They were asked such questions as "Is the Coast Guard a good place for men and women," and "Knowing what you know now, if you had it to do all over again would you join the Coast Guard?" and "Would you recommend the Coast Guard to others?" Replies to these questions were overwhelmingly positive. When asked, in person, "What do you think of opportunities in the Coast Guard for women?" the most frequent response was "great!" It was surprising, therefore, that when asked "If you could trade your Coast Guard position for a civilian job without losing time in grade, pay, or retirement would you stay or leave? More than 50 percent replied "leave." Only about 25 percent said that they would stay. The responses were similar for men and for women. (See Table V.B-5)

DESIRE TO LEAVE THE COAST GUARD

Question: If you could trade your Coast Guard position for a civilian job without losing time in grade, pay, or retirement, would you stay or leave?

	MEN	WOMEN	TOTAL
Stay	26.5%	24.5%	25.5%
Leave	50.4%	53.5%	52.0%
Don't Know	23.1%	22.1%	22.6%

SOURCE: Women in the Coast Guard Survey Instrument (Q4)

Table V.B-5

These apparent inconsistencies may be explained by looking at other aspects of the interviews. First, the "leave" response to the survey question probably represents an initial reaction to the question. In the interviews, when asked a similar question, respondents frequently began by saying "get out." As they discussed the question in depth, however, two things seemed to happen. First, many admitted that when they talked theoretically about getting out, they were assuming some sort of an ideal alternative. On further discussion, many acknowledged that there were problems everywhere and maybe it wasn't all that much better "outside," and maybe they weren't that serious about getting out. Frequently, someone would inject an "I know what it's like out there" comment which would bring things into perspective.

There were indications that saying they would get out was not so much a statement of intention as a kind of protest. People appeared to generally feel positively about the Coast Guard, but have many specific complaints about things that are happening in the Coast Guard right now. The last few years have been a time of change, hard work, and stress for the Coast Guard. The nature of the organization has changed.

V.B.2. (cont'd) The Service has undergone major reorganization and the mission emphasis changed. New missions have been added without commensurate resources. The contracting out of various functions under OMB Circular A-76 initiatives has also taken a toll in many areas. Fundamental changes in the way the Coast Guard does its job have occurred. Respondents indicated that the work has increased while the funding, equipment, and personnel resources to do that job have decreased.

When asked to describe their working environment, respondents almost invariably said positive things about Coast Guard people but negative things about people programs, ranging from the effects of A-76 upon their work environment and occupational specialty, to lack of leadership training. They recited a litany of needs: more people, more money ("we're washing out the coffee grounds so we can use them again"), newer equipment, and better equipment and maintenance. Collateral duties were a frequent source of complaints in the interviews (but not in the survey results). In the midst of this stressful situation, the women may be seen as part of the changes which have made things more difficult and they may be functioning as a lightning rod for some of the stress these changes have caused.

When asked what is the state of the women's morale and the men's morale, it became apparent that "doing more with less" ceases to be fun after a while. Some of the problems seemed to be summed up by the statement of one of the respondents "it's a job ... it's not fun anymore. It used to be like a family taking care of each other. Now we're too busy." The problem for women may be more acute. As one respondent stated "morale is not a priority and it is even worse for the women ... women have to put up with more."

Some of the women, on the other hand, showed what motivated them, saying "I fought to get here, and I'm going to stay." Coast Guard people, in general, appeared to like their jobs and like the Coast Guard. They just didn't like some of the things that were happening.

Other reasons for enlisted women getting out are probably similar to those of women in other Services. Navy studies of enlisted women's attrition found that women were leaving because of job-related factors (but not because they were in non-traditional roles), quality of life issues, dissatisfaction with military life, perceived lack of opportunity, and role conflict stress.

V.C. CONCLUSIONS. Both the quality and quantity of female recruits may be increased by specifically directing recruiting efforts toward this population. In general, the Services have not expended much time, energy, or resources recruiting women, since they have been able to access the desired total numbers of people without expending the effort. Under these circumstances, the quality of female recruits is probably surprisingly high. As competition for human resources accelerates, however, this may not be expected to continue. This is especially true since, in general, the propensity of women to enlist in the Armed Force has been low.

It should be noted that the data presented in this section parallels Navy experience described in the "Navy Study Group's Report on Progress of Women in the Navy," in which it was found that, for the period FY 85-87, enlisted women's attrition rates were higher than men's during their first term of enlistment, then declined sharply for second term and third term and beyond. Nearly one-third of Navy women's attrition was attributable to pregnancy and parenthood. If these factors were removed from the causes for discharge, the attrition rate for Navy women, including first term attrition, would have been lower than Navy men's attrition. If Coast Guard women remain through the first two years of active-duty service, their re-enlistment rates are the same or higher than those for Coast Guard men. Early losses may be reduced by tightening the weight and education standards for women to those used by other Services. After that, it might well be that policies and programs which will make it easier for women to juggle their home, family, and career will result in long-term payoffs in terms of retention.

D. RECOMMENDATIONS.

1. Recruiting:

a. Recruiting of women be emphasized as a Coast Guard goal.

b. The Coast Guard should target vocational and technical high schools for sources of women for non-traditional ratings. Prospects interested in non-traditional ratings should be guaranteed school quotas.

c. Parallel existing programs directed toward increased minority representation (MITE, MORE, NAPS) with programs directed toward women.

d. Seek women for recruiting duty, both as formal and informal recruiters.

e. Expand the home town recruiting program for women and open it to "A" school graduates as well.

f. Ask the Coast Guard Auxiliary to help in recruiting women; emphasize women in Academy Introduction Mission (AIM) program.

g. Recruiting and public affairs should spotlight Coast Guard women in non-traditional roles.

h. Revise policy so that recruiting and graduation statistics for women will be monitored as well as statistics for minorities.

i Encourage women to make themselves available for informal recruiting and resource as local recruiters, Academy recruiting assistants, and advisors to recruits.

j. Produce a new recruit training film showing women as well as men and emphasizing women in non-traditional roles.

2. Retention.

a. The Coast Guard should collect data on reasons for leaving the Service by some objective method, e.g. anonymous check off list, which may be quantified. Maintain a centralized file of this data, and track the results to determine long-term trends.

b. Recruit only women who have a high school diploma or higher education. Individuals holding only a GED certificate are more likely to leave the Service, and this attrition is making women's loss rates higher.

Addressing the issues discussed in the Training and Quality of Life chapters should also help alleviate some of the factors that contribute to higher attrition and lower retention rates for women.

VI. SCHOOLING/TRAINING.

Each schooling/training opportunity is important and has a potentially important impact on the careers of Coast Guard people. In this chapter, primary emphasis will be on schooling for women officers at the United States Coast Guard Academy and Officer Candidate School (OCS). Emphasis will also be placed on training for enlisted women at the Coast Guard Recruit Training Center, and on specialized "A" and "C" schools.

A. OFFICER SCHOOLING. Officers are accessed through three sources: the USCG Academy, OCS, and various programs such as the direct commissioning program and inter-service transfers. Until the mid 1970's, Academy graduates comprised the majority of officer accessions. At that time, a policy change shifted the composition of year groups to 50 percent Academy and 50 percent non-Academy. After the 1973 legislation permitting women to serve on an equal basis in the Coast Guard, women were appointed from non-Academy sources until 1980, when the first women graduated from the Academy. By 1988, 61.3 percent of the women commissioned were Academy graduates; 27.5 percent were OCS graduates. Table VI.A-1 shows the commissioning sources of the current Coast Guard officer corps.

COMPOSITION OF THE COAST GUARD OFFICER CORPS

	Male	Female
O-6		
Academy	207	0
OCS	63	0
Other	59	0
O-5		
Academy	406	0
OCS	131	1
Other	108	1
O-4		
Academy	545	0
OCS	183	16
Other	203	3
O-3		
Academy	793	44
OCS	313	26
Other	435	10
O-2		
Academy	422	53
OCS	194	28
Other	231	8
O-1		
Academy	279	40
OCS	94	7
Other	117	6

SOURCE: 1989 Coast Guard data

Table VI.A-1

1. The United States Coast Guard Academy.

a. Admissions. The Coast Guard Academy is one of five United States service academies. The educational objective of the Academy is to provide:

(1) A broad-based undergraduate degree in a field of interest to the Coast Guard (3 of the 7 majors are engineering, but other specialty fields are offered).

(2) The professional knowledge, skills, and experience needed by Coast Guard junior officers (navigation, seamanship, etc.).

(3) An environment which encourages integrity.

The Coast Guard Academy is one of the nation's most selective colleges. Last year it accepted only 9 percent of applicants and had a freshman class with average Scholastic Aptitude Test (SAT) scores of at least 1200. Appointments are administered by the Coast Guard on a competitive basis; no Congressional nominations or appointments are made.

Women were first admitted to the Coast Guard Academy in 1976. Table VI.A-2 shows the proportion of women in each graduating class from 1980 to 1989. Although the proportion of women admitted has remained rather stable, there is no pre-determined admissions quota for women. Interested high school students begin the pre-application process between their junior and senior years by forwarding SAT scores, class rank, transcripts, and recommendations. Students who receive a sufficient number of points for these must write a series of essays and may submit additional other personal information. Applicants are then reviewed by a three-member officer panel and rated according to general guidelines issued by the Superintendent of the Academy. These evaluations are figured in with the applicant's pre-applicant phase point score. Candidates are then ranked-ordered and appointments are offered to the best qualified.

PERCENTAGE OF WOMEN GRADUATES USCG ACADEMY

Year	Women Graduates
1980	10%
1981	8%
1982	7%
1983	12%
1984	8%
1985	9%
1986	11%
1987	18%
1988	11%
1989	17%

SOURCE: USCG Academy records (1989)

Table VI.A-2

3VI.A.1.a.(cont'd) As indicated in Table VI.A-3, entering Coast Guard Academy students are significantly different from their peers at highly-selective public colleges in several key areas.

Females of the class of 1993 also differ substantially from their male counterparts. Women were more likely than the men to state that the military was their probable career occupation. They were also much less likely than the men to state that they had selected the Coast Guard Academy for some reason such as low tuition or financial assistance. They were more likely to have higher high school grades, reported spending more time studying and less time partying, and to have spent less time on sports. (See Table VI.A-4)

COAST GUARD ACADEMY FRESHMEN COMPARED WITH SELECT PUBLIC COLLEGES

USCG Academy fourth classmen (Class of '93) differ from the freshmen at select public colleges:

	Select Public	USCG Academy
Won varsity sport letter	59.5%	88.7%
Used personal computer	37.4%	51.3%
Complete homework on time	29.7%	40.2%
Not smoke cigarettes	94.0%	99.2%
Not feel overwhelmed	80.8%	90.3%
Study in library	13.1%	24.3%
Perform volunteer work	71.4%	87.4%
Drink beer	60.1%	44.7%
Drink wine/liquor	62.7%	37.4%
Have high self confidence in		
Intellectual abilities	64.0%	87.8%
Social abilities	71.8%	48.1%
Competitiveness	91.2%	64.2%
Emotional health	90.7%	64.6%
Leadership ability	93.7%	62.3%
Math ability	88.7%	63.3%

SOURCE: USCG Academy records (1989)

Table VI.A-3

COAST GUARD ACADEMY FRESHMEN MEN COMPARED WITH WOMEN

Female fourth classmen (Class of '93) differ from the male fourth classmen in the USCG Academy.

	Men	Women
Applied to 5 or more colleges	40.2%	28.1%
Did not party	16.3%	34.4%
Six hours or more per week spent		
Studying	64.6%	84.4%
Partying	21.2%	3.1%
Working	39.2%	50.0%
Sports	89.4%	80.0%
Sixteen hours or more per week spent		
Studying	13.1%	21.9%
Sports	27.1%	9.7%

SOURCE: USCG Academy records (1989)

Table VI.A-4

VI.A.1.b. Performance. The women who enter the Coast Guard Academy have been carefully screened and, with possible exceptions of academic subjects taken in high school and athletic ability, appear well suited to compete with their male counterparts. Table VI.A-5 shows the difference between male and female high school grade point averages.

Table VI.A-6 compares involuntary academic disenrollment rates for the service academy classes of 1980 to 1989. Although the differences between disenrollment rates for Coast Guard Academy men and women is erratic, academic disenrollments for both men and women are relatively low. There have been a few times when rates for women have actually been lower than those for men.

COAST GUARD ACADEMY FRESHMEN MEN COMPARED WITH WOMEN

High school grades of female fourth classmen differ from those of male fourth classmen in the Class of 1993.

	Men	Women
Average high school grades		
A or A+	39.8%	56.3%
A-	27.7%	25.0%
B+	21.8%	12.5%
B	8.7%	6.3%

SOURCE: USCG Academy records

Table VI.A-5

INVOLUNTARY ACADEMIC DISENROLLMENT
U.S. SERVICE ACADEMIES
1980 - 1989

Year	USCG Academy Men/Women		USAF Academy Men/Women		US Mil. Academy Men/Women		USN Academy Men/Women	
1980	3.1%	7.9%	11.7%	5.3%	5.4%	4.0%	5.3%	9.3%
1981	1.8%	4.5%	8.7%	11.8%	6.0%	1.9%	5.8%	2.2%
1982	1.5%	0	9.2%	4.4%	5.0%	4.8%	6.2%	0
1983	2.5%	8.1%	7.4%	5.7%	6.6%	3.1%	6.2%	10.0%
1984	1.6%	5.0%	6.4%	7.6%	5.4%	7.3%	6.7%	4.0%
1985	3.0%	6.0%	9.8%	13.7%	4.6%	6.5%	6.5%	3.7%
1986	1.0%	9.1%	7.9%	3.9%	5.4%	4.7%	6.9%	5.2%
1987	2.3%	2.7%	6.0%	6.6%	3.4%	3.4%	6.1%	10.9%
1988	2.6%	1.8%	5.4%	3.8%	2.7%	3.1%	7.0%	5.4%
1989	1.3%	3.4%	4.8%	5.1%	2.2%	3.7%	6.1%	7.3%

Note: Cadets may leave voluntarily before being disenrolled

SOURCE: USCG Academy data

Table VI.A-6

VI.A.1.b. (cont'd) As indicated in Table VI.A-7, Coast Guard Academy men and women are generally more likely than students from the other academies to disenroll for "environmental adjustment."

VOLUNTARY ENVIRONMENTAL ADJUSTMENT DISENROLLMENT
U.S. SERVICE ACADEMIES
1980 - 1989

Year	USCG Academy Men	USCG Academy Women	USAF Academy Men	USAF Academy Women	USN Academy Men	USN Academy Women
1980	15.6%	7.9%	3.3%	3.9%	0.3%	0
1981	14.9%	18.2%	5.1%	10.4%	0	0
1982	6.3%	10.0%	5.1%	6.6%	0.2%	0
1983	6.9%	8.1%	3.8%	5.1%	0.2%	0
1984	5.1%	0	1.3%	2.7%	0.4%	1.0%
1985	8.5%	11.9%	2.4%	5.5%	0	0.9%
1986	2.9%	11.4%	1.6%	0.6%	0	0
1987	6.1%	8.1%	1.1%	3.3%	0.5%	0
1988	5.5%	8.9%	3.5%	4.7%	0.4%	0
1989	5.6%	8.6%	9.1%	1.7%	0.1%	1.4%

Notes: Cadets may leave voluntarily and have more than one reason for leaving.
US Military Academy data not available.

SOURCE: USCG Academy data

Table VI.A-7

The Coast Guard Academy has a mandate to train male and female Cadets for missions which, prior to the entry of women into the Services, society traditionally "defined" as masculine. Although they do well academically, women have not scored as well as men in leadership. One possible reason is the cadet evaluation system, which includes performance evaluations (30 percent), adaptability skills and company officer evaluations (30 percent), conduct (20 percent) and leadership class scores (20 percent). This evaluation serves as part of the score which determines assignment of leadership positions within the cadet corps as well as final class standing. During interviews with Coast Guard Academy women, they expressed disappointment in the "peer review" aspect of their evaluations. They noted that not only was the "peer review" highly competitive, but that it was highly subjective. Even if the characteristics upon which they were being graded were not ones typically associated with the "male role," women felt they were competing at a severe disadvantage. Even women who had generally professed to feeling "part of the team" expressed disappointment that men appeared to feel pressure to rate males above females regardless of merit. Some women cited incorrect information that had been used to "mark them down" by people they felt they hardly knew.

VI.A.1.b.(cont'd)

Although this may or may not have been a common occurrence, it is consistent with psychological literature indicating that, in the absence of objective information, people tend to fall back on stereotypes which, in cases such as this, act to the women's disadvantage. As indicated in Table VI.A-8, there is objective support for their perception. Grade point averages for men and women did not differ significantly (men: 2.86, women: 2.80 on a 4.0 point scale). However, men consistently were ranked higher on the Military Precedence List (MPL). Unlike most universities who compute class standing on GPA alone, the Academy uses a formula combining GPA (75 percent) and MPL (25 percent). Since the MPL for women is consistently lower, this systematically acts to lower female class standing.

INDICATORS OF SUCCESS
USCG ACADEMY
The Class of 1989

Overall Grade Point Average (GPA):	MALES 2.86/4.0	FEMALES 2.80/4.0

Military Precedence List (MPL) derived from conduct, performance evaluations, peer polls and company officer scores, and leadership class scores (maximum = 1000)

Cumulative Qualitative Point Average = 75% GPA + 25% MPL

	MALES		FEMALES	
	CQPA	MPL	CQPA	MPL
Summer 1985		680.897		637.375
Fall 1985	2.59	656.907	2.65	627.479
Spring 1986	2.63	652.822	2.65	628.652
Summer 1986		666.864		638.926
Fall 1986	2.67	644.601	2.61	625.474
Spring 1987	2.69	631.884	2.62	612.471
Summer 1987		644.597		641.195
Fall 1987	2.77	644.597	2.65	632.029
Spring 1988	2.77	636.592	2.76	625.067
Summer 1988		641.093		633.030
Fall 1988	2.81	642.406	2.78	636.145
Spring 1989	2.80	644.123	2.85	639.202

Note: Summer program is not academic

SOURCE: USCG Academy

Table VI.A-8

Coast Guard Academy applicants are screened for physical fitness, and participation in high school sports is considered an asset. Interviews with Academy graduates indicated that women who participated in sports benefited from their involvement. There has been evidence at the other academies and in other areas of the Coast Guard (especially during recruit training) that women who are not physically fit do not thrive. In the Naval Academy Study, it was noted that almost 50 percent of the women who never participated in an Academy varsity sport dropped out.

VI.A.1.b. (cont'd) On the other hand, women athletes at the Naval Academy had a relatively low attrition rate. Athletic ability is respected by the men, provides a source of self confidence for the women and, in most cases, provides important teamwork experience. It also provides the women with a strong support system which may include males as well as females.

c. Acceptance. During Coast Guard Academy interviews, male cadets stated openly that a large proportion of the men did not want women in the Coast Guard in general, and at the Academy in particular. Male cadets stated this frankly, apparently oblivious to the impact this would have had if the same statements had been made about ethnic or religious groups. Although some men were supportive of women, other men stated that to make it through, women have to be "half men." They felt women had to submerge their identity as women and that some of the upper class female role models exacerbated this.

The women interviewed were very articulate about how they felt. They were aware that many of the men did not want them there. Some said that they felt the men saw them as "female mutant cadets," a sort of "third sex" as opposed to the "real girls" brought in for Academy dances. They saw the men in some year groups as worse than others, joking that "they must have tried some experimental drug on that class." They also mentioned openly-sexist comments by some members of the faculty and staff. They noted how the sexist imprints of some classes were allowed to persist, especially in the last all-male class of 1979. In the opinion of many women who have been there, the Academy is a bastion of male chauvinism fueled by an old boy network reaching far beyond the Academy itself.

This kind of atmosphere is conducive to sexual harassment. Indeed, women cadets and alumnae reported having some severe problems with sexual harassment while at the Coast Guard Academy. They felt that there seemed to be little they could do to protect themselves. They felt that they were fair game, and if they tried to report sexual harassment, they would be labeled a troublemaker or accused of causing it. In addition, they would be blamed for breaking the informal bond of class cohesion against all outsiders. They cited examples of men being kicked out of the Academy and women being blamed for "ruining their careers," of both harasser and victim being dismissed, and of victims leaving because they felt the incident had tarnished their careers.

VI.A.1.c. (cont'd) In an atmosphere where men feel "you don't belong here," there is bred the hostility which leads to sexual harassment and the institutional victim focus which stifles reporting. The situation at the Coast Guard Academy is probably exacerbated by its stressful environment. Extensive sociological research reveals that in high-duress situations, groups who cannot release their frustrations elsewhere release it on weaker members of the group. This "scapegoating" falls upon members of the group who are "different" from the majority. The fact that women are very different, coupled with a general lack of acceptance, may well put them in the position to serve as "lightning rods" for some of the tension, anger, and free-floating anxiety of the men. This is similar to the regular Coast Guard experience where extra work creates pressure and stress (see Section V.B.2)

Although Cadets are subject to the UCMJ, most conduct infractions are almost always dealt with in administrative proceedings such as demerits, Executive Board action, etc. (The approximate parallel to this in the Coast Guard is Article 15 or non-judicial punishment proceedings). In addition, the Academy desires to protect the privacy of individuals involved in sexual harassment incidents, as it does in any other case which might harm a Cadet's reputation. Therefore, although Academy officials may begin investigating an alleged felony (assault, theft, rape) using UCMJ procedures, the investigation may reveal that the incident does not meet the UCMJ definitions for the alleged felony. In civil law, this situation might be described as one in which the "grand jury failed to indict." In this case, the Academy would continue the investigation and resolve the incident under administrative procedures.

Unfortunately, these two processes, administrative proceedings in most Cadet infraction cases, and the desire to protect individual privacy, have led female Cadets (past and present) to be seriously concerned about the resolution of sexual harassment cases. They believe that the handling of sexual harassment cases at the Academy shows that "men are getting away with it" while women are deprived of "lessons learned" which they could use to protect themselves or avoid future incidents. Further, they believe that Academy officials have defined rape very narrowly and have decided to treat alleged rape cases as "misconduct" instead of as a potential felony. Their perception is that, all too frequently, the perceived victim is also found guilty of "misconduct," and this has unsettling consequences for the women. Because of these perceptions, there is a real need for Cadets to know how the "system" works and what its outcomes are.

VI.A.1.c. (cont'd) More helpful were the Academy's new policy allowing cadets to lock their doors at night and curtailing drinking. Other positive initiatives include establishing a Federal Women's Program Manager, having a female officer sit on the Executive Boards hearing sexual harassment cases, and attempting to get more senior women into positions of visibility and leadership at the Academy. The Academy has moved the Counseling Center so cadets could get to it in privacy. Also, the Academy no longer requires cadets who are sick in quarters to post the bed rest chits on their doors. (When these stated "menstrual cramps," not only was the privacy of women compromised, but it served as a source of amusement for the male cadets.)

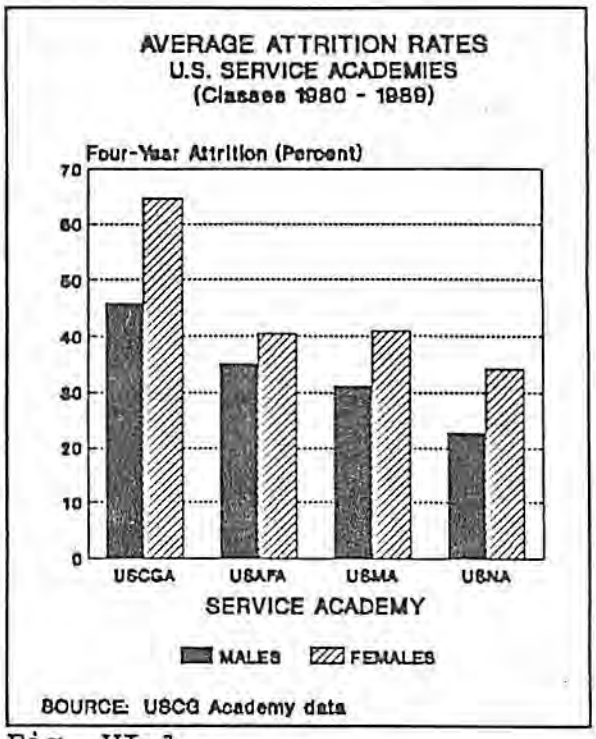

Fig. VI-1

While sexual harassment at the Academy is not sanctioned, it is a significant problem. Indeed, survey responses of Cadets give a percentage of experienced sexual harassment similar to the regular Coast Guard (see Section VIII.I).

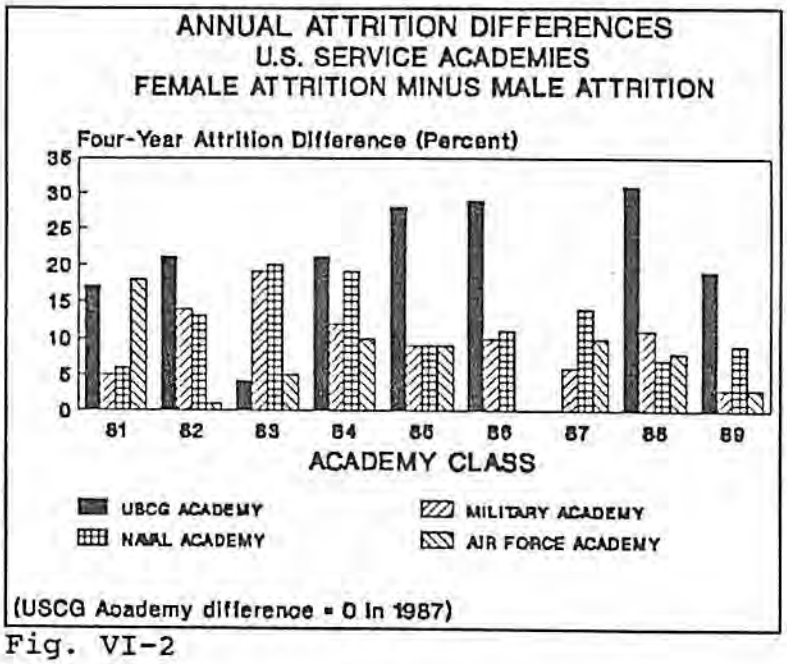

Fig. VI-2

d. Attrition. Except for two years, the Coast Guard Academy has consistently had the highest attrition rates of all the service academies. (See Figure VI-1)

VI.A.1.d Not only is Coast Guard Academy attrition higher than the other academies, but the difference between male and female attrition is higher (the exceptions being in 1983 and 1987). Figure VI-2 provides this information for each graduating year group.

As indicated in Figures VI-2 and VI-3, this difference has varied widely over the last 10 years, but the Coast Guard Academy's difference is typically higher, and in most cases, this difference is statistically significant. Figure VI-4 provides a composite picture of the percentage difference between male and female attrition at the four academies. The Military Academy and the Naval Academy male/female differences have varied in a similar manner but appear to be be narrowing. The Air Force Academy's differences are typically lower than the others. Those of the Coast Guard Academy appear unrelated to those of the others. There has been concern voiced in Congress that service academy attrition, combined with the large proportion of academy graduates from all services which leaves at the end of their initial obligation, makes the academy systems very expensive ways of providing officers.

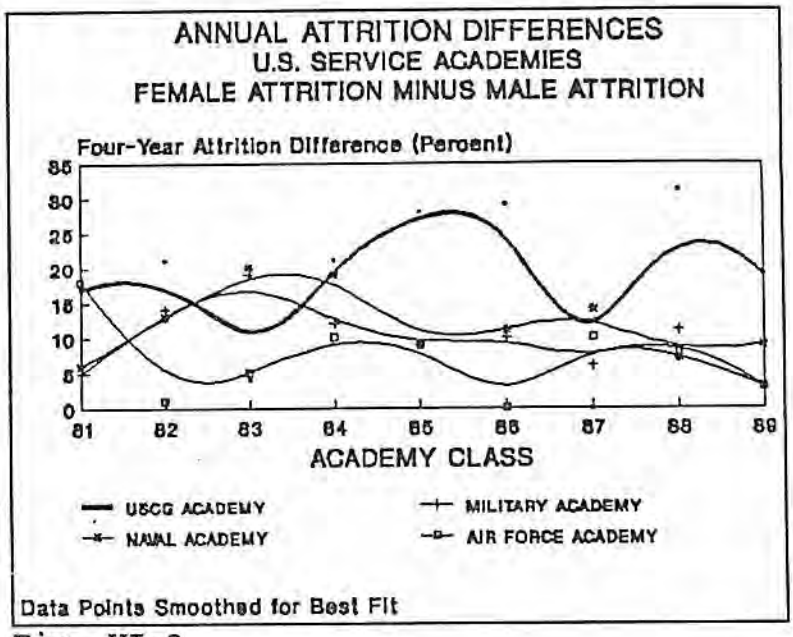

Fig. VI-3

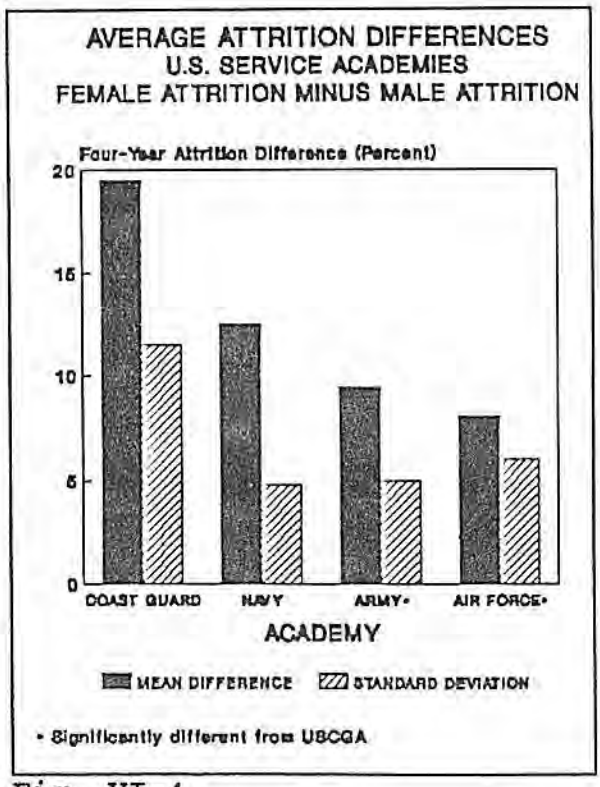

Fig. VI-4

VI.A.1.d. (cont'd) Table VI.A-9 shows the five-year-point (end of obligated service) attrition for Coast Guard Academy graduates. Although these rates appear to be high, according to Bureau of Labor Statistics data more than 8 percent of the college-educated labor force over 25 years of age changes occupations annually. Moreover, the figures for Coast Guard are equal to or less than the combined rates for males and females from the other service academies for the graduating classes 1980 and 1981 (25 percent for male officers and 28 percent for females). Direct comparison was not possible because raw data from the other academies were not available. However, it appears that if Coast Guard people do make it through the Academy, they are more likely to stay in the Coast Guard.

COAST GUARD ACADEMY
LOSS AT END OF
FIVE-YEAR OBLIGATED SERVICE

Upon graduation from the USCG Academy, an officer is obligated for five years' service provided he or she does not incur additional service obligations through further training (such as flight training or post-graduate school).

Graduated	Male	Female	Combined Total
1980	26.6%	14.3%	25.5%
1981	21.1%	33.3%	22.2%
1982	7.7%	20.0%	8.5%

SOURCE: Coast Guard data

Table VI.A-9

2. Officer Candidate School. The other major source of Coast Guard officers is Officer Candidate school (OCS). OCS is a 17-week school primarily for reserve commission candidates who have obtained their baccalaureate degrees from civilian colleges and universities. Coast Guard enlisted members (E-5 and above) with over four year's active duty and at least two years of college may also become officers through the OCS temporary commissioning program.

a. Admissions. Since 1973, more than 220 women have enrolled in OCS (figures through December 1989). Nearly 8 percent of all candidates have been women. Applicants for reserve commissions compete separately from those for temporary commissions, although the criteria for acceptance are similar.

VI.2.a. (cont'd) Reservist applicants are evaluated on their score on the standardized Officer Aptitude Rating test (OAR), their college GPA, recommendations, and their OCS interview. Temporary commission applicants are evaluated on their enlisted evaluations, number of credit hours of college they have earned, their OAR score, recommendations, and the OCS interview.

The OAR may be a barrier to increasing the number of women in the officer ranks. This standardized exam consists of two parts, the Academic Qualification Test (AQT) and the Mechanical Comprehension Test (MCT). Candidates for flight training may also take tests which specifically measure their aptitude for this occupation. Each subtest is scored separately, and the combined OAR score is derived from the scores on the AQT and MCT. The cutoff score for Coast Guard officers is 36.0, and selection for OCS usually considers the OAR score as a discriminator. According to DoD files, the mean OAR score for white males is 43.5. The average for Black males is 30.2. The average for white females is 36.2. The average for Black females is 25.8. Data for scores on the subtests was not available. During interviews, women frequently stated that they found it very difficult to pass the Mechanical Comprehension Test -- some had taken it numerous times. The average OAR scores strongly suggest that the tests are biased, and the result is that fewer otherwise-qualified females are eligible for selection to OCS. Moreover, there has been no correlation of scores on these tests and qualification for -- or success as -- Coast Guard officers.

b. Performance. The Officer Candidate School does not compile statistics on the academic performance of officer candidates. However, disenrollment statistics for the years 1985 through 1989, indicate that 5.8 percent of the women and 1.6 percent of the men enrolled left due to academic difficulty (3 women and 8 men). The differences in percentages may be insignificant due to the small numbers of women involved. Academic failure occurs when an individual scores below 70 percent in any of the four departments. The women who complete the course generally perform as well as the men in academics.

VI.2.b. (cont'd) The OCS program rotates officer candidates among leadership positions every two weeks. Officer candidates who fill these positions are assigned by the OCS staff, except that the final assignments are chosen by classmates. With the extreme subjectivity of these selections, the staff ensures that women are assigned at the same rate as their male counterparts into the prestigious positions. The OCS staff officers write an evaluation of performance in leadership positions and have not detected any difference between the performance of women and men. Women have, during the past several years, been chosen by their classmates to serve in high positions, although less frequently and at relatively lower levels than men. During the past five years, no woman was selected as the Honor Company Commander by her class-mates, and only one received the coveted Rea Award for the best overall officer candidate in academics and leadership. During the entire 16-year period that women have been admitted to OCS, only two have received the Rea Award and two have received the Commandant's Award for Outstanding Leadership, which does not include academic performance.

c. Acceptance. Women are reported by the OCS staff and graduates to be generally well accepted at OCS. Probably the best objective indicators of this are their peer evaluations. Twice during each OCS course, officer candidates rank order the 28 to 31 members of their platoon. They also write full evaluations on the top and bottom five. Most women rank in the middle group. One officer observed that this may place them in a "safe" area where they are not threatening and in a position where they are neither patronized nor criticized. However, staff officers who review the evaluations and counsel the officer candidates concerning their performance state that they have not noticed sex-related bias or stereotyping by either officer candidates or the staff. This perception appears to be shared by the women who graduated from OCS, because no complaints to the contrary were received.

There are several possible reasons for the apparent acceptance of women at OCS. First, the mean age of officer candidates is 27. They are much more mature, and may have life experience with women including attending a co-educational college, working with or for women, and being married to wives who have raised their awareness levels.

Second, there are very few women in any given officer candidate class (normally 4 to 6). Some studies, as well as OCS staff experience, indicates that this makes stereotyping less likely because each candidate is known and evaluated as an individual.

VI.A.2.c. (cont'd) The third reason for women's acceptance is that the OCS staff works very closely with officer candidates and are very intolerant of prejudice against any group. For example, they do not permit jokes, inappropriate behavior, or any other manifestation of bias. The OCS Leadership Course includes several classes on expectations, values, and fraternization, as well as an eight-hour civil rights course. The school stresses that the role of officer candidates will be to uphold the Commandant's Equal Opportunity Policy when they graduate. The staff, from the School Chief down, serves as role models and acts quickly to halt any inappropriate behavior.

d. Attrition. Since 1978, approximately 8 percent of the male and approximately 12 percent of female reserve commission candidates have voluntarily disenrolled from OCS. The reasons given are similar and include (in descending order of frequency): no desire for a career in the Coast Guard, marital/family separation, inability to adapt to military life, and miscellaneous (financial trouble, lack of desired jobs). Specific reasons given by women include: did not meet personal goals, marriage/relationship does not support military career, service life too rigid, and inability to adapt to military life.

It should be noted that the men gave family reasons as frequently as the women -- most stated that they couldn't handle the separation from their families while at OCS and, therefore, did not anticipate being able to handle geographic separations in the future.

The last woman to voluntarily disenroll did so in 1987. Study group researchers concluded that OCS is working hard to retain women. They also concluded that most women who earn acceptance to OCS are committed to completing the program.

The OCS temporary commissioning program has been similarly successful. There have been 415 males since 1978 and 11 females since 1983 in this program. During that period, only 5.8 percent of the men have disenrolled. None of the women have disenrolled for any reason.

VI.B. ENLISTED TRAINING.

1. Coast Guard Basic Training. A recent RAND Corporation study demonstrated how the quality of DoD accessions has increased steadily since 1977 (see Figure VI-4). However, in interviews, as well as in the BAH Study, unit commanding officers and senior supervisory personnel voiced concern about recruits' training and the quality of Coast Guard recruits.

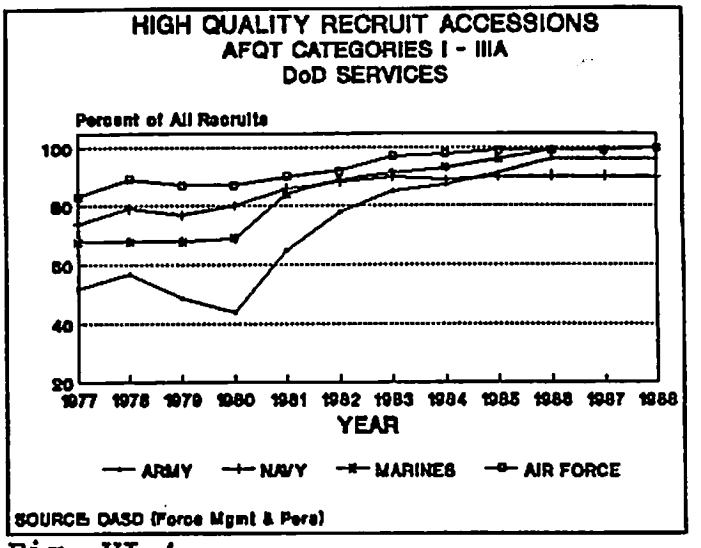

Fig. VI-4

a. Admissions. Women currently comprise about 15 percent of Coast Guard's annual enlistment. As described in Chapter V, approximately 23 percent of the women recruited into the Coast Guard in 1989 hold a General Educational Development (GED) certificate instead of a high school diploma. This is much higher than the percent of men with this certificate. The DoD Services' experience with GED holders led them to restrict the number recruited (generally, no women GED holders were accepted, but some men with needed skills or aptitudes were). In the face of a force reduction, they have decided to stop recruiting them at all. High school graduation is the single best predictor of successful completion of an enlistment. As a whole, high school graduates perform better, adapt better, and attrite at a lower rate. The fact that the Coast Guard has not restricted recruiting of GED holders may explain not only the negative comments about recruits in general, but the higher attrition rate for women as well.

b. Performance. The women's discharge rate for orthopedic problems is very much higher than men's. The President's Council on Physical Fitness data indicates that, although increases in national physical fitness have occurred in the last few years, many young Americans are not physically active enough to prepare them for the rigors of recruit training.

VI.B.1.b. (cont'd) Young women, as a result of personal conditioning, cultural conditioning, and the nature of the physical fitness tests themselves, consistently perform less well on a variety of commonly-used physical fitness indicators than do young men. The problem is exacerbated by existing Coast Guard weight standards which allow young women to enter the Coast Guard weighing more than the other Services allow or life insurance standards (men's standards are the same as life insurance standards). This sets them up for injury and for failure.

During the interviews, frequent derogatory comments were made about "fat" Coast Guard women. Although it was not immediately obvious to interviewers that the Coast Guard women looked much heavier than did the Coast Guard men, some survey respondents noted this as well. When they were asked to describe junior and senior officer and enlisted Coast Guard men and women (choosing from a list of thirty adjectives) 5 percent of men characterized Coast Guard women as "fat."

The U.S. Army Institute of Environmental Medicine noted a relationship between greater body fat and lower endurance capacity. They noted that the women who dropped out of recruit training also reported lower levels of previous physical activity. Since recent studies indicate that most people begin to gain weight in their early twenties and have a great deal of difficulty losing it thereafter, assisting female recruits to get into and stay in shape may not only help women succeed during recruit training, but save them from disparaging remarks as well. According to a National Institutes of Health Conference Statement, overweight people as young as 15 run increased risk of physical problems. Table VI.B-1 shows the relationship between obesity and mortality.

EXCESS MORTALITY DUE TO WEIGHT

Weight Relative to Average Weight	Mortality Ratio
65% - 75%	105%
75% - 95%	93%
95% - 105% (average)	95%
105% - 115%	110%
115% - 125%	127%
125% - 135%	134%
135% - 145%	141%
145% - 155%	211%
155% - 165%	227%

SOURCE: National Institute of Health

Table VI.B-1

VI.B.1.b. (cont'd) Another prominent reason for female attrition from recruit training is orthopedic problems. These injuries may be related to weight as well, but athletic footwear may also play a role. The Coast Guard no longer issues the old "boat shoes" to recruits, but the athletic shoes issued are designed for running rather than lateral movements. Since they give no lateral support (and are reported to "break down" after a few weeks), it might well be that better shoes might reduce the injury rate for both men and women.

c. Acceptance. It was somewhat difficult for interviewers to sort out basic boot camp apprehension and unhappiness from gender-specific issues. However, several women commented on gender-debasing activities enforced as a part of training or discipline. The military has a long history of coarse, sometimes sexually-orientated language associated with training and discipline. It has not been uncommon to disparage male recruits by calling them women or referring to them in female terms. Continuing to use sexually-oriented or female-disparaging speech or physical activities in an integrated training situation is at best inappropriate and at worse divisive and offensive. No good purpose can be served by making women the negative standard in a time when the Coast Guard is attempting to integrate females into the team.

VI.B.1. d. Attrition at Coast Guard Recruit Training. The women's attrition rate is about half again that of the men (see Figure VI-5). The primary reasons given are gynecological and orthopedic. Women consistently had lower attrition due to administrative reasons and life circumstances than men.

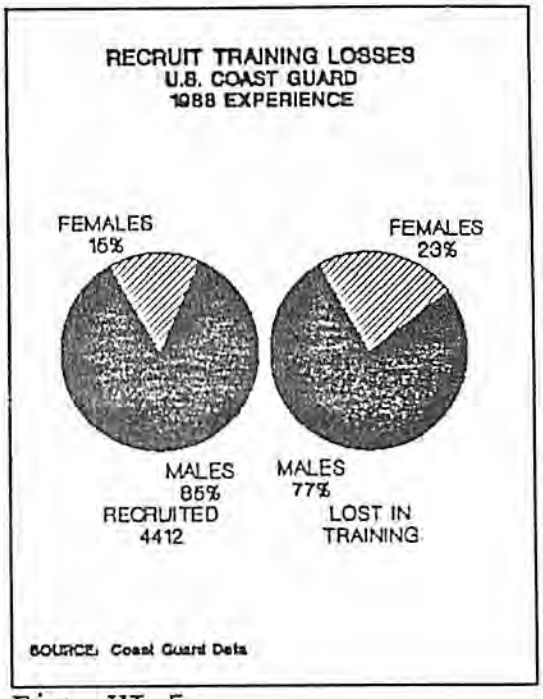

Fig. VI-5

The orthopedic problems have already been discussed. In addition, prior to April 1989, women were routinely discharged for Class II PAP smears. (In 1988, this problem was responsible for 38 percent of the discharges due to gynecological reasons and 9.1 percent of the women's attrition overall.) Since the conditions identified by these tests are not serious, the Coast Guard discontinued this policy. As a result, the number of E-1s (recruits) separated for medical reasons declined dramatically in 1989.

Prior to June 1989, the Military Entrance Processing Stations (MEPS), were not detecting all pregnancies in female recruits reporting to training. Consequently, in FY-88, pregnancies accounted for 43 percent of discharges due to gynecological reasons and 10 percent of women's attrition overall. In the Fall of 1989, steps were taken to upgrade the pregnancy screenings. This change has also substantially reduced the number of women discharged for gynecological reasons.

Data on successful completion of recruit training for women recruited with GED certificates instead of high school diplomas were not available. The other Services' experiences with GED holders, however, led them to conclude that they were high risks for attrition. The DoD Services now recruit only high school graduates, even for men. Coast Guard attrition rates for females could probably be reduced substantially by adopting the same policy.

VI.B.2. "A" and "C" Schools.

a. Admission. The basic entry level job skill training for enlisted members in the Coast Guard is provided at "A" School classes conducted at Coast Guard training commands. In many cases, it is augmented by immediate enrollment in a "C" School (advanced). Nearly 80 percent of Coast Guard survey respondents agreed or agreed strongly that "women are as likely as men to get the training they need to advance in the Coast Guard" (see Table VI.B-3).

In interviews conducted during the BAH Study, however, participants observed that funds and personnel for both formal and informal training have been reduced significantly in recent years. They see these reductions as causing difficulties in obtaining school quotas, long waiting periods, discontinued courses, transfer of funding responsibility for some courses to the districts and operating units, inadequate numbers of instructors, and lack of billet or manning allowances to cover personnel away from their unit on TAD for training. Furthermore, they perceive these cuts to reflect decreased emphasis on the part of Coast Guard leadership in high-quality training. They observed repeatedly that there were not enough resources to accomplish all the training that should be done. Almost all unit representatives expressed a great deal of concern about the dependence upon on-the-job training for needed training. This adds to the workload of the unit. In addition, job requirements are increasing in complexity and it takes longer to qualify untrained personnel. Commanding officers also expressed concerns about lack of sufficient new technical ratings to meet the increasingly complex demands of new missions, new operating equipment, and new computers systems.

COAST GUARD WOMEN GET NEEDED TRAINING

Statement: Women are as likely as men to get the training they need to advance in the Coast Guard.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	25.1%	25.1%	21.0%	21.0%	23.1%	23.1%
Agree	59.1%	84.1%	54.0%	75.0%	56.5%	79.6%
No Opinion	9.5%	93.6%	8.2%	83.2%	8.8%	88.4%
Disagree	5.2%	98.8%	12.6%	95.8%	8.9%	97.3%
Disagree Strongly	1.2%	100.0%	4.2%	100.0%	2.7%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q40)

Table VI.B-3

VI.B.2.a. (cont'd) Coast Guard members, both men and women, also expressed concerns about training. They want the right kind of training provided without long delays and in sufficient amounts to allow them to be advanced or promoted. This is especially important to members assigned to units where on-the-job training is not available. Respondents also stated that they had serious concerns about the efficiency and effectiveness of the management systems used to administer the Coast Guard training programs. They expressed concern that the qualifications of members are not kept up to date, and are of limited use in making training and assignment decisions.

The guaranteed-school program is used as a means of filling schools quotas where critical shortages are developing. Until recently, only the Subsistence Specialist (SS) school was guaranteed. Now, several other ratings have been added to the list and it might be used as an incentive to shift women into critical "non-traditional" ratings. Women have traditionally attended "A" and "C" Schools in traditionally-female ratings. Their lower ASVAB scores preclude some women from going into some non-traditional ratings. Individual knowledge and preference, coupled with a people-processing system which at each decision point appears to incline women toward "women's areas," probably plays a greater part, however, in channeling women to traditional ratings.

b. Performance. Women appear to be doing quite well in these schools. On data-capture letters sent to each of the Coast Guard's major "A" and "C" School Training Commands, commanding officers indicated that:

(1) Success rates for men and women are essentially equal,

(2) Women are disenrolled substantially less often for academic reasons,

(3) Women are disenrolled at their own request substantially less frequently than men, and

(4) The female disenrollment rate was equal to or less than that for men in nearly all disenrollment categories.

In general, women had equal success in achieving performance-based training goals.

VI.B.2. c. Acceptance. Nine of the more than two dozen "A" schools have a disenrollment rate of 10 percent or greater (which is considered "high"). The low attrition rate for Coast Guard women enrolled in Coast Guard "A" and "C" schools is impressive, however. With the exception of Subsistence Specialist School and Emergency Medical Technician School, attrition rates of men and women are within 5 percentage points. In addition, there are areas where women routinely outperform men. According to the Radioman School records, "The majority of academic disenrollments are directly related to the ability of the students to copy Morse Code ... Females had less difficulty achieving this psycho-motor skill (than males)." (Remember that women's score on the coding skills section of the ASVAB are normally higher than the men's.) The number of women attending "A" schools is small and not all schools keep gender-specific data. For the most part, however, school chiefs at the various schools and the commanding officers of the training commands have a very positive attitude toward training enlisted female members and believe women function as well as men in "A" and "C" school training.

C. RECOMMENDATIONS.

1. Coast Guard Academy.

a. The Coast Guard should make a deliberate effort to provide male role models for cadets who show the proper way to integrate and accept females into the Coast Guard and who are aggressive in extinguishing sexism. The faculty, staff, and administration should be held accountable for behavior which supports or engenders these attitudes.

b. The Coast Guard should provide more female role models in positions of leadership at the Academy, including instructors, administrators, company officers, etc.

c. The Coast Guard should set a goal that Academy administrative and staff personnel should be at least 10 percent female by the year 2000.

d. The Academy should examine the computation of class standing and the peer review systems to ensure they are not biased against females.

e. The Coast Guard should conduct a study to determine, in depth, the reasons for women's high attrition rates and to determine methods to eliminate sexual harassment at the Academy.

f. In the interim, the Academy should take immediate steps to reduce the incidence of sexual harassment in the Cadet corps including awareness training and counseling sessions for all population groups and a restatement that sexual harassment behavior will not be tolerated.

g. Carry out the recommendations of the Sexual Harassment Section of Chapter VIII as they apply to the Academy, including "sanitizing" sexual harassment incidents for use as "lessons learned" in preventing further occurrences.

2. Officer Candidate School.

a. Examine the computation of class standing and the peer review systems to ensure they are not biased against females.

3. Recruit Training.

a. Require constant female representation in the recruit training environment (at least one female company commander at all times).

b. Prepare a new film for recruit training showing women as well as men in various roles and positions of leadership.

4. "A" and "C" Schools.

a. "A" and "C" Schools must keep sex-specific data concerning enrollments, completions, and achievements.

5. General.

a. Recommendations concerning weight standards are presented in Chapter VIII (Section E).

b. Request that the Officer Aptitude Rating examination be evaluated to determine if it is biased in favor of white males. If so, determine if another examination would be more suitable for Coast Guard use. Alternatively, use combinations of scores from the Academic Qualifications Test and Mechanical Comprehension Test to screen applicants (i.e., a high AQT score would offset a low MCT score) rather than the raw OAR score.

c. When evaluating applicants for Coast Guard officer programs, use the OAR only as an initial pass/fail screening (i.e., must have a score of 36 to be qualified). Do not use it as a rank-ordering mechanism.

d. Develop a remediation program to prepare women to score better on the OAR. This test is a major hurdle to women now in the Service who desire to become officers under the temporary commission program.

VII. PROMOTION AND ADVANCEMENT.

A. OVERVIEW. In 1974, women were integrated into the regular Coast Guard and their separate status was removed. Starting with the OCS class of 1973 and the Academy class of 1980, women were granted career opportunities nearly identical to those of men and began to compete directly with men for promotion. In 1978, duty afloat was opened to them, removing the last major difference between men's and women's career opportunities. Under this system, 5 women have progressed to the rank of commander, 13 to Chief Warrant Officer, and 1 to Senior Chief Petty Officer (E-8). Since promotion and advancement are the keys to staying and succeeding in the Coast Guard, an analysis of women's promotion and advancement within the Coast Guard will provide an important insight into how well women are doing in the Coast Guard today. Four progress indicators will be used: peer evaluation, self evaluation, perceptions of equal opportunity, and the promotion/advancement process. (In Coast Guard terminology, once appointed, officers are promoted in rank and enlisted personnel are advanced in pay grade.)

B. PEER EVALUATIONS. Coast Guard personnel were asked a series of questions, both in interviews and on the Coast Guard survey, to determine how they felt about the competency and capacity of women in the Coast Guard.

Two-thirds of the respondents felt that the "quality of Coast Guard women" was either excellent or good (See Table VII-1), and nearly 60 percent stated that both men and women are expected to do the same amount of work.

PERCEPTIONS OF QUALITY
COAST GUARD PERSONNEL

Question: How would you rate the quality of the women now serving in the Coast Guard?

	RESPONDENTS					
	MEN		WOMEN		TOTAL	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
EXCEL.	10.5%	10.5%	12.9%	12.9%	11.7%	11.7%
GOOD	50.9%	61.4%	58.4%	71.4%	54.7%	66.4%
FAIR	30.9%	92.3%	25.7%	97.1%	28.3%	94.7%
POOR	7.7%	100.0%	2.9%	100.0%	5.3%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q23)

Question: How would you rate the quality of the men now serving in the Coast Guard?

	RESPONDENTS					
	MEN		WOMEN		TOTAL	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
EXCEL.	10.5%	10.5%	8.6%	8.6%	9.6%	9.6%
GOOD	67.2%	77.7%	60.7%	69.3%	64.0%	73.5%
FAIR	20.9%	98.6%	28.5%	97.8%	24.7%	98.2%
POOR	1.4%	100.0%	2.2%	100.0%	1.8%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q24)

Table VII-1

VII.B. (cont'd) Respondents felt that, for the most part, women had earned their positions, although some had received some preferential treatment. (See Table VII-2) Few stated that most women are promoted or advanced just because they are women.

C. SELF REPORTING. When asked how they felt about themselves or opportunities for women in the Coast Guard, women were generally positive. Nearly 50 percent agreed or agreed strongly that opportunities in the Coast Guard for women were "Great." Men generally saw opportunity for women as better than women did. (See Table VII-3) Junior enlisted and officers were generally somewhat less optimistic than senior officers and enlisted. Nearly 40 percent of the women stated that they planned to stay in the Coast Guard for twenty years or more.

DO COAST GUARD WOMEN EARN THEIR POSITIONS?

Question: Do you think women have earned their positions in the Coast Guard, or did they obtain them through preferential treatment?

	Respondents		
	Men	Women	Total
Earned	19.3%	35.5%	27.4%
Both	76.6%	63.9%	70.3%
Preferential	4.1%	0.6%	2.3%

Full text of responses:
Earned - They have earned their positions.
Both - For the most part they have earned their positions, but some have received preferential treatment.
Preferential - They have achieved their positions through preferential treatment.

Source: Women in the Coast Guard Survey Instrument (Q26)

Table VII-2

D. EQUAL OPPORTUNITY. Several survey questions provided indications of the degree of perceived equal opportunity for women in the Coast Guard. Respondents were asked if they believed that women had to work harder to get promoted/advanced than men do; if they felt they received recognition for their work and specific efforts; and if they had received at least one evaluation which seemed to be inappropriately low (a possible indicator of discrimination). During interviews, they were asked "do you feel men and women are being held to the same standards?" and "do you believe you have been discriminated against?"

OPPORTUNITIES FOR WOMEN IN THE COAST GUARD

Statement: Opportunities for women in the Coast Guard are great!

	Respondents		
	Men	Women	Total
Agree Strongly	11.5%	9.8%	10.7%
Agree	35.9%	35.0%	35.5%
No Opinion	40.6%	24.7%	32.7%
Disagree	10.2%	23.3%	16.7%
Disagree Strongly	1.8%	7.2%	4.4%

Source: Women in the Coast Guard Survey Instrument (Q33)

Table VII-3

VII.D. (cont'd) As indicated in Table VII-4, half the men felt tht they had to work harder than women for promotion/advancement, whereas nearly two-thirds of the women and more than half of the men felt that both men and women work equally hard. Equal percentages of males and females felt appropriately recognized for their work. (See Table VII-5)

There was some concern that women might be penalized at some point during their career by having to work for someone who simply does not believe that women belong in the Coast Guard or does not like having them there. If this were true, a woman might well have a history of good performance suddenly marred by an uncharacteristically-low performance evaluation. Slightly more than 50 percent of women reported having had this experience. However, nearly the same percentage of men reported having the same experience! The problem appears, therefore, to be one of superior/subordinate compatibility rather than male/female discrimination.

PERFORMANCE EXPECTATIONS

Question: In general, do men and women in the Coast Guard perform the same, or is one group expected to do more?

	Respondents		
	Men	Women	Total
Men more	47.4%	14.6%	31.3%
Both same	50.9%	63.6%	57.1%
Women more	1.7%	21.8%	11.6%

Full text of responses:
Men more - Men are expected to do more than women.
Both same - Both groups are expected to do the same.
Women more - Women are expected to do more than men.

Source: Women in the Coast Guard Survey Instrument (Q25)

Table VII-4

RECOGNITION FOR WORK PERFORMED

Statement: I receive recognition for my work and specific efforts.

	Men		Women	
	Percent	Cum.	Percent	Cum.
Agree Strongly	11.4%	11.4%	10.8%	10.8%
Agree	48.4%	59.8%	47.1%	57.9%
No Opinion	15.2%	75.0%	14.3%	72.2%
Disagree	19.8%	94.8%	21.0%	93.2%
Disagree Strongly	5.2%	100.0%	6.8%	100.0%

Source: Women in the Coast Guard Survey Instrument (Q37)

Table VII-5

VII.D. (cont'd)
Equal opportunity only translates into achievement in advancement and promotion when women or men work hard and do a good job. There were several indications that the women were working hard and doing a good job. As shown in Table VII-6, about 80 percent of Coast Guard people believe that women are promoted on their merits. Only about seven percent of the men and about two percent of the women believe that most women are promoted/advanced just because they are women.

ARE WOMEN PROMOTED
BASED ON PREFERENTIAL TREATMENT?

Statement: Women are promoted/advanced just because they are women.

	Respondents					
	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	1.5%	1.5%	0.3%	0.3%	0.9%	0.9%
Agree	5.7%	7.2%	1.9%	2.2%	3.8%	4.7%
No Opinion	22.7%	29.8%	8.1%	10.3%	15.4%	20.1%
Disagree	50.7%	80.5%	44.5%	54.8%	47.6%	67.7%
Disagree Strongly	19.5%	100.0%	45.2%	100.0%	32.3%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q52)

Table VII-6

Most Coast Guard survey respondents stated they believed men and women are expected to perform equally. But, about a third of the women felt that women are expected to do more. Frequently, during interviews of women, the comment was made that "women have to work twice as hard as men." (See Table VII-7) Nearly three-fourths of the men rejected the idea that women have to work harder.

Both Coast Guard women and Coast Guard men are committed and hard working. As indicated in Table VII-8, about 28 percent of the women and about 32 percent of the men agreed or agree strongly that their main satisfaction in life comes from their work. Approximately three-fourths of both the men and the women agree strongly or agree that they put extra effort into their work.

DO WOMEN HAVE TO WORK
HARDER TO GET PROMOTED?

Statement: Women have to work harder to get promoted/advanced than men do.

	Respondents					
	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	1.4%	1.4%	10.0%	10.0%	5.7%	5.7%
Agree	5.8%	7.2%	20.6%	30.6%	13.1%	18.8%
No Opinion	19.1%	26.3%	18.3%	48.9%	18.7%	37.5%
Disagree	53.5%	79.8%	39.4%	88.3%	46.5%	84.0%
Disagree Strongly	20.3%	100.0%	11.7%	100.0%	16.0%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q51)

Table VII-7

VII.D. (cont'd)
The indications are that the female Coast Guard labor force is as committed and hard working as the male labor force. In order for this to translate into promotability, however, they must also be able to take advantage of opportunities to advance their careers.

As indicated in Table VII-9, it is commonly accepted throughout the Coast Guard that afloat duty is important and assists not only in career development but also promotion/advancement. For this reason, several questions were asked about availability for sea duty.

COAST GUARD PEOPLE
GET WORK SATISFACTION

Statement: My main satisfaction in life comes from my work.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	7.4%	7.4%	6.4%	6.4%	6.9%	6.9%
Agree	24.6%	32.0%	21.1%	27.5%	22.9%	29.8%
No Opinion	19.0%	51.0%	19.8%	47.4%	19.4%	49.2%
Disagree	32.8%	83.8%	34.6%	82.0%	33.7%	82.9%
Disagree Strongly	16.2%	100.0%	18.0%	100.0%	17.1%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q28)

Table VII-8

DUTY AFLOAT IS IMPORTANT
IN THE COAST GUARD

Statement: Afloat tours are important to my career.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	23.2%	23.2%	13.6%	13.6%	18.5%	18.5%
Agree	27.6%	50.9%	21.1%	34.8%	24.4%	42.9%
No Opinion	15.8%	66.6%	26.2%	61.0%	20.9%	63.8%
Disagree	18.7%	85.3%	23.7%	84.7%	21.2%	85.0%
Disagree Strongly	14.7%	100.0%	15.3%	100.0%	15.0%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q42)

Table VII-9

VII.D. (cont'd)
Fifty percent of the men agreed or agreed strongly with the importance of duty afloat. Women were less likely to see this as important. This may reflect not only the reality of their opportunity for assignment, but also the fact that the traditionally-female ratings are less likely to require afloat tours for career progression. On the other hand, one of the major complaints Coast Guard women have had, in general, is lack of afloat opportunities. Some assignment personnel have countered that, with women concentrated in the traditional ratings, there have not been enough women available for afloat duty, and many women who express concern about lack of afloat opportunities really mean to add "when and where I want to go."

ACCEPTANCE OF ANY TYPE OF AFLOAT DUTY

Statement: If I were not already afloat and my detailer offered me an afloat tour in 90 days, I would take it.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	13.8%	13.8%	4.2%	4.2%	11.4%	11.4%
Agree	17.9%	31.7%	11.3%	15.5%	17.3%	28.7%
No Opinion	18.4%	49.1%	15.4%	30.9%	19.7%	48.4%
Disagree	21.5%	71.6%	33.9%	64.8%	22.9%	71.3%
Disagree Strongly	28.4%	100.0%	35.2%	100.0%	28.7%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q47)

Table VII-10

Tables VII-10, VII-11, and VII-12 provide an indication of women's commitment to duty afloat. As indicated, women are somewhat less likely than men to agree or agree strongly that if they were not already afloat and their detailers offered them an afloat tour in 90 days, they would take it. The difference may be partially explained by the fact that some women are constrained by family concerns. Thirty percent of the women, as compared to about 25 percent of the men, stated that they would not be able to take this duty because of family concerns (that is, they may have been deterred by the "90 days" rather than lack of interest in the afloat opportunity).

ACCEPTANCE OF ANY TYPE OF AFLOAT DUTY

Statement: If I were not already afloat and my detailer offered me an afloat tour in 90 days, I would take it regardless of the type of vessel.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	4.7%	4.7%	3.8%	3.8%	4.2%	4.2%
Agree	9.6%	14.3%	12.9%	16.7%	11.3%	15.5%
No Opinion	13.3%	27.6%	17.3%	34.0%	15.4%	30.9%
Disagree	34.9%	62.5%	33.0%	67.0%	33.9%	64.8%
Disagree Strongly	37.5%	100.0%	33.0%	100.0%	35.2%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q48)

Table VII-11

VII.D. (cont'd)
Some evidence of this comes from the fact that women were more likely than men to state that they would take duty in any vessel offered.

FAMILY CONCERNS AND AFLOAT DUTY

Statement: If I were not already afloat and my detailer offered me an afloat tour in 90 days, I would be unable to take it because of family concerns.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	9.9%	9.9%	15.7%	15.7%	12.8%	12.8%
Agree	14.7%	24.6%	14.5%	30.2%	14.6%	27.4%
No Opinion	24.7%	49.3%	24.4%	54.6%	24.5%	51.9%
Disagree	34.8%	84.1%	32.3%	86.9%	33.6%	85.5%
Disagree Strongly	15.9%	100.0%	13.1%	100.0%	14.5%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q49)

Table VII-12

During the in-person interviews, Coast Guard women and men were also asked a variety of questions which dealt with their perceptions of career opportunity in the Coast Guard. In general, when asked "what do you think of opportunities in the Coast Guard for women?" both Coast Guard men and women said "great." This initial response appears to be in reaction to the Coast Guard's policy that every job is open to every person. When interviewed further, however, specific concerns emerged. The primary focal point for concern was the perceived lack of afloat opportunities for women. "A-76" was seen as taking some flexibility out of Coast Guard manning and having a potential negative impact on females. The combat exclusionary law under which the Navy functions was seen as casting a shadow over career opportunity for Coast Guard women in areas such as law enforcement. Here the Coast Guard works closely with the Navy and women are generally excluded from the law enforcement detachments (LEDETs) serving aboard Navy ships. Women also expressed concern that they had a greater opportunity for failure since "they look at women harder." In addition, even though such things as enlisted advancement examinations are "sex neutral," some women stated that they felt the men thought of them as "gimme" sailors who were "taking his spot" on the advancement ladder.

When asked "do you feel men and women are being held to the same standards?" both men and women gave responses which indicated that women are seldom treated the same as men. Either more is expected, "we have to do twice as well" or less, "the women are all pregnant and we have to do all their work." Women frequently stated that men still complained about women's "lack of physical strength." They also observed that it was routinely assumed that "the male way (of doing things) is the right way."

VII.D. (cont'd) Women admitted that some women do not pull their weight, but added that neither do some men. In the case of the women, however, the perception is that "males stereotype, and one bad apple can ruin it for all of us." That is, if a woman does well, she gets the credit as an individual. If a woman does poorly, it is taken as a black mark against all of the women. For this reason, some of the women noted that some of the pressure the women are under is self-inflicted and that women are very hard on each other. On the other hand, some of the problems the men perceived were, admittedly, caused by men who did not know rules and regulations as they pertained to women, who let women get away with things they would not let men get away with, or who made job assignments based upon gender.

Women commented that discrimination is sometimes inadvertent and invisible. On the other hand, the fact that many men still feel comfortable openly expressing feelings that women don't belong, or laugh when women's issues come up provides evidence that overt discrimination is still a problem.

Being able to succeed in the Coast Guard involves many other factors in addition to those already discussed. For this reason, both Coast Guard men and women were asked "What do you feel it takes to get ahead in the Coast Guard?" One of the interesting findings was the number of times both women and men said "politics." This was supported by the fact that, when respondents were asked to choose adjectives to describe junior and senior officers, one of the descriptors frequently chosen was "political." Women were more likely than men to say that it was important for females to "be tough," "patient," and have "perseverance." Men were more likely to say "performance," "personal pride," and such things as "someone dying so there's a slot". Both sexes listed such things as teamwork, good attitude, being at the right place at the right time, prayer, and luck. Some women also added "making opportunities for yourself and taking opportunities," and "knowing your resources and how to get things done." Both groups felt that "you get out of something what you put in to it." "Study and goal setting" and doing one's best were said to be important, as well as the ability to work with others. Some women also felt that "having the right plumbing" (i.e., being male), and "the old boy's network" played a role.

VII.D. (cont'd) When asked if there was anything standing in their way toward advancement or promotion, women answered such things as "small minds," "A-76," and "the combat exclusion." Men were more likely to say things such as "affirmative action and quotas," "the Coast Guard's new roles and missions," and "collateral duties." Women also frequently mentioned "the dinosaurs," referring to men who still refuse to accept women. When asked about their support system and if there was anything that helped them to get ahead or survive in the Coast Guard both men and women listed friends and shipmates, "the person just above you," family, and networks of friends. Chiefs and senior enlisted were frequently mentioned as well. Some of the women stated, "DACOWITS."

When describing traits necessary to be successful in the Coast Guard, women were more likely to rate personal characteristics, especially ones having to do with strength, ability to "take it," or tenacity. Men were more likely to list general traits typically associated with getting ahead such as hard work and self discipline. The important indication here is that men appeared to be free to concentrate on the job while the women had two jobs to do, the task at hand and "sticking it out or surviving."

As indicated in Tables VII-13 and VII-14, the United States Armed Forces are doing better then some elements of society in providing top level opportunity for women and recognizing the status of those who reach the top positions. However, the percentages of women in top management in the military are still quite small, and there are no Coast Guard women in these ranks.

WOMEN IN THE MILITARY
COMPARED WITH WOMEN IN SES GRADES

Government Executive magazine asked senior military women (O-6 and above) questions identical to or similar to those asked in a 1988 survey of women in the Senior Executive Service (SES).

When responding to a question concerning satisfaction with the way women are advancing through the ranks:

45% of military women stated that "Women are advancing at a satisfactory rate."

19% of SES women stated that "Women are advancing at a satisfactory rate."

SOURCE: Government Executive (NOV 1989)

Table VII-13

WOMEN IN THE MILITARY COMPARED WITH WOMEN IN SES GRADES

Government Executive magazine asked senior military women questions identical to or similar to those asked in a 1988 survey of women in the Senior Executive Service (SES).

In responses concerning their work experiences:

	SES Officials	Military Officers
Have had the impression that their views were not respected as much as if they were male.	69%	65%
Have felt that their personal lives were more closely scrutinized than those of their male collegues.	53%	30%
Have felt that they had been denied a job or promotion because they were female.	51%	35%
Have felt that a male subordinate resisted taking direction from them because they were female.	51%	54%
Have felt isolated from other officers in their units.	50%	41%
Have felt sexually harassed.	38%	21%

SOURCE: Government Executive (NOV 1989)

Table VII-14

Table VII-15 shows the "opportunity of selection" for Coast Guard officers as compared to officers in the other services. The promotion rates for Coast Guard female officers compare favorably with that of the other Services, but small percentage differentials in promotion rates at each level act to provide an increasingly small pool of eligibles from which to promote.

OPPORTUNITY OF SELECTION ALL OFFICERS MILITARY SERVICES 1988 COMPARISON

	O-3	O-4	O-5	O-6
USCG	86%	77%	80%	71%
Navy	94%	80%	70%	55%
USMC	91%	75%	65%	50%
Air Force	96%	90%	75%	*
Army	83%	73%	74%	44%

* Air Force did not have O-6 board in 1988.

SOURCE: Commandant's Bulletin (JUN 89)

Table VII-15

VII.D. (cont'd) It is difficult to draw conclusions from the Coast Guard numbers since there are so few women in some categories that a difference of one person will make a difference of several points in the percentage promoted. As indicated in Figure VII-1, these percentages are sufficiently similar to the DoD percentages that it appears the same factors are acting. Table VII-16 presents the selection rates for male and female officers for the past 6 years.

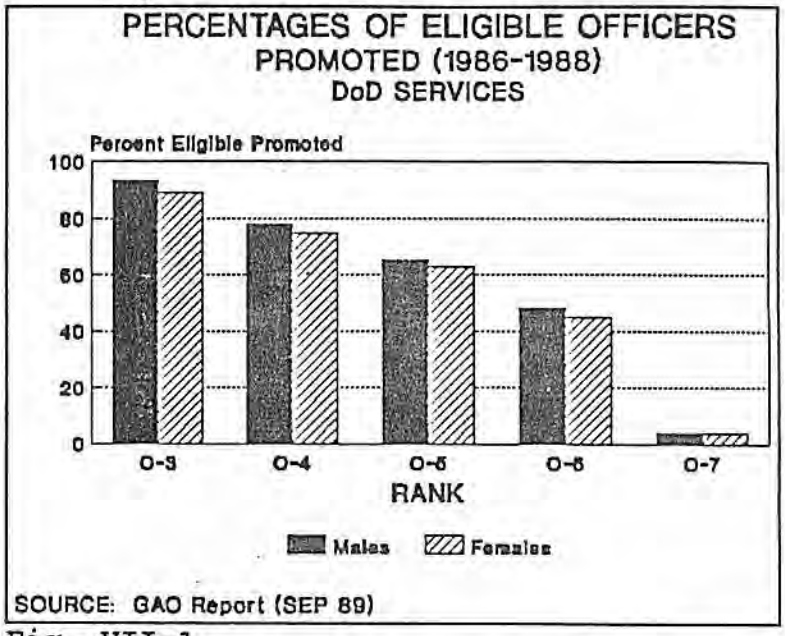

Fig. VII-1

VII.E. OFFICER EVALUATION REPORTS. The Coast Guard's Officer Evaluation Report (OER) is the vehicle for reporting officer performance. On the form are spaces for assigning numbers for elements of performance and space for narrative comments. An example of the most recent OER form is provided as Appendix E.

As a result of a widespread perception that the Coast Guard OER system works to the detriment of women, a study of how women are faring in the Coast Guard Officer Evaluation Report system was conducted during the Fall of 1989. All women in the Coast Guard now at or above the rank of lieutenant were matched with a white male officer counterpart using commissioning source, primary occupational specialty, and promotion status as matching factors. Two different analyses were conducted. In the first, the numeric scores were analyzed. In the second, a contractor evaluated the written comments, scoring such factors as lines of text, accomplishments cited, and specific recommendations made for promotion or assignment.

SELECTION RATES (In and Above Zone)
U.S. COAST GUARD

	MALES	FEMALES
1984		
Lieutenant		
Considered	340	19
Selected	84.1%	57.9%
Lieut. Commander		
Considered	231	4
Selected	70.6%	75.0%
Commander		
Considered	188	0
Selected	61.7%	-
1985		
Lieutenant		
Considered	294	23
Selected	77.9%	78.3%
Lieut. Commander		
Considered	196	8
Selected	58.7%	75.0%
Commander		
Considered	206	2
Selected	60.2%	50.0%
1986		
Lieutenant		
Considered	286	15
Selected	77.6%	80.0%
Lieut. Commander		
Considered	205	1
Selected	72.2%	-
Commander		
Considered	177	1
Selected	49.2%	-
1987		
Lieutenant		
Considered	397	27
Selected	79.8%	74.1%
Lieut. Commander		
Considered	300	9
Selected	62.6%	66.7%
Commander		
Considered	243	1
Selected	56.0%	-
1988		
Lieutenant		
Considered	322	27
Selected	76.1%	70.3%
Lieut. Commander		
Considered	233	3
Selected	56.2%	33.3%
Commander		
Considered	199	3
Selected	46.2%	33.3%
1989		
Lieutenant		
Considered	271	21
Selected	77.8%	66.7%
Lieut. Commander		
Considered	251	5
Selected	64.5%	60.0%
Commander		
Considered	186	3
Selected	43.5%	66.7%

Note: Considered is the number of officers in and above the primary zone.
Selected is the number of officers selected from in and above this zone.

Table VII-16

The analysis of the numeric marks showed that women generally did better than their male counterparts as junior officers and competed equitably with males at the Lieutenant level. At this point the trend changed and "... female officers above Lieutenant received equal overall scores to their male counterparts, [but] they got smaller proportions of certain crucial high scores than would be expected." There was an unusual tendency for women's OER scores to decline with increasing numbers of OER's at ranks above the rank of Lieutenant. There was also some evidence that Lieutenant Commanders and Commanders did not share proportionately in the higher scores in the areas of "Personal Qualities" and "Performance of Duty."

VII.E. (cont'd) There was strong evidence that these same women did not get an equal share of the high "Comparison Scale" scores, in which the officer is compared with all others in the evaluator's experience. While these results are not conclusive, the implications are quite serious for successful women junior officers as they begin moving into the senior ranks.

There are many possible reasons for the downward trend in women's scores. As women progress in the Service, they are also, in most cases, taking on increased family responsibilities which may leave them with less time and energy to devote to their careers. On the other hand, women in civilian jobs have discovered the presence of a "glass ceiling," or invisible barrier, which keeps them out of higher-level positions.

It may be that performance evaluations for women are more stringent because of higher standards imposed and closer scrutiny of their behavior. During discussions with female Academy graduates and other women, they complained that there is no right answer for women in many circumstances. For example "women who go out with men are labeled sluts, women who go out with women are labeled lesbians." They frequently complained about the ease with which women were "labeled" and the role of gossip -- some of it virulent -- in the small, closely-knit Coast Guard community. Some felt that there was no way a woman could protect herself against sometimes-intentional character defamation or assassination. In addition, our interview information, as well as the sex roles literature, indicates that women traditionally have been held to higher standards of conduct than are men. Other reasons for differences between men's and women's OER's have been identified in a variety of other studies. In a 1982 Coast Guard study of gender and racial differences in the narrative content of Officer Performance Reports, 10 of 42 statistically significant differences between males and females were identified. Differences large enough to have practical impact were identified in the areas of "Accomplishments," "Reporting Officer Comments," and "Leadership and Potential." Specifically, female officers' fitness reports tended to have fewer accomplishments cited overall, fewer operations-related accomplishments cited, and fewer lines of text describing the accomplishments. Women had fewer cases in which the Reporting Officer (supervisor's supervisor) concurred with the supervisor (resulting in the negation of a good report by the supervisor). In the block used to describe the officer's leadership and potential, women had a higher number of negative comments on performance.

VII.E. (cont'd) Researchers at the Naval Personnel Research and Development Center conducted a series of studies of the narrative sections of officer fitness reports and made a series of conclusions which may provide insight into differences in the way women are evaluated which may will shed additional light on difference in promotion potential of Coast Guard women. Researchers concluded that:

- o Men's evaluations were significantly longer and contained more comments about their impact on the Service and recommendations for future assignments.

- o Different words were used to describe men's and women's performance. Men were more often described as qualified, logical, dynamic, mature, and aggressive. Women were more often described as supporting equal opportunity, having a good appearance in uniform, and being an asset to their commands.

- o Men officers were more often described as effective in training others, improving their commands, possessing the "Service image," being physically fit, and having supportive spouses.

In the most recent study of Coast Guard officer evaluation reports narratives, it was noted that:

- o Overall, junior female officers tend to get higher scores than their male counterparts. The two groups are basically equal at the grade of Lieutenant. Above Lieutenant, the male officers get higher scores than female officers.

- o Male Ensigns get significantly-lower scores than females in Interpersonal Relations, Communications, and Personal Qualities. They start catching up in Personal Qualities (initiative, judgement, responsibility, stamina) at the Lieutenant(jg) grade.

- o Female Lieutenants score higher in the block labeled Representing the Coast Guard (military bearing, professionalism, dealing with the public).

- o At the Lieutenant Commander rank, males get higher scores in Performance of Duties and Personal Qualities.

- o At Lieutenant Commander and Commander, males get higher scores than females on the Comparison Scale (compared to all officers at this grade you have known, this officer is ...). The difference is statistically significant.

o Proportionately fewer female officers than white male officers received <u>any</u> promotion recommendation. The difference was statistically significant at the Lieutenant grade level.

o Minority and white male officers received more specific assignment recommendations.

o Overall, female officers had fewer specific duty accomplishments listed.

o When describing Performance of Duties, females at the Lieutenant Commander grade had fewer accomplishments listed and fewer lines of text describing performance. Moreover, they had more negative comments.

o In the Reporting Officer Concurrence block, the reporting officer concurred with the female's supervisor fewer times. Female officers had fewer accomplishments listed here, and had more negative comments both at the Lieutenant and Lieutenant Commander grades.

o Although female officers got higher numerical scores in the Representing the Coast Guard block, their achievements got fewer lines of text, and they had fewer accomplishments cited and more negative comments than male officers.

It should also be noted that female officers were not assigned to operational duty afloat prior to 1978, although they began graduating from OCS in 1973. The result is that the more senior female officers did not have the same operational background as many of the male officers in the promotion zone.

In an attempt to minimize the effect of gender on the promotion process, the Coast Guard has revised the precept provided to promotion boards when they are convened. The precept now states: "Equality of treatment and opportunity for all personnel without regard to race, creed, color, sex, or national origin is the official policy of the Coast Guard. Commitment to equal opportunity is critical. Officers who are specifically assigned to billets outside their primary occupational field in order to benefit the service (e.g. recruiting, civil rights, etc.), may end up having career patterns different from those who serve primarily in their occupational specialty. Such assignments positively benefit the Coast Guard and performance in them should be given equal weight to the performance of officers serving in occupational specialty career paths." Since this precept was only adopted in 1989, impact remains to be seen.

VII.E. (cont'd) As indicated above, performance is the key to career advancement and promotability, but it has been widely believed that getting ones' "ticket punched" by getting a certain series of assignments is important. Currently, all Academy graduates go to sea for their initial assignment. The Officer Personnel Division has made a concerted effort to provide OCS graduates, both male and female, opportunities afloat (an average of 15 percent per class received initial assignments afloat--women were not assigned prior to 1978). If this cannot be done on the initial tour, approximately 90 percent of OCS graduates who desire to go to sea are assigned afloat after 18 to 24 months at their initial units. Assignments afloat to positions of responsibility (Commanding Officer, Executive Officer, Operations Officer, Engineering Officer) are carefully screened. Women are competitive for these assignments.

Of those junior officers requesting such assignments, the percentage of women selected is about the same as the percentage of men. There is no single career path to success as an officer. While a perception exists that "operations is the only way to go," many officers in narrow technical specialties have successful careers. It is important for officers to plan their careers, taking into consideration personal issues, assignment preferences, and personal career history. Officers should seek opportunities to broaden their career outside a single occupational specialty at the Lieutenant Commander grade and above, and seek opportunities which demonstrate increasing management and leadership abilities. This guidance is equally applicable to men and women.

There is no special schooling which is absolutely necessary for promotion or a successful career in the Coast Guard. Post-graduate school provides officers with advanced technical or managerial skills, or prepares them with necessary training for specific billets. While there are no statistics on women in the post-graduate school selection process, detailers report that women have been selected and have competed across the broad spectrum of available graduate-level programs. Women are just now becoming senior enough to be considered for senior service schools. Many of the officers in the upper echelons and officers seen as "on the fast track" have attended these schools. How competitive women will be for these schools will remain an issue for women in the years ahead.

VII.F. CHIEF WARRANT OFFICERS. As they have gained time in service and become competitive, women have been moving into the warrant officer ranks. In September 1989, women comprised 0.7 percent of the approximately-1,400-person warrant officer corps. They are found in the personnel, finance and supply, communications, and electronics specialties. With the current opportunities of selection, women may be expected to continue to do well in the warrant officer corps and the percentage of women should continue to increase. There were no studies or additional data available on how women fare in the Chief Warrant Officer selection process or in their performance as Chief Warrant Officers at the time of this research. The indications are that women may be doing somewhat better than men.

G. ENLISTED ADVANCEMENT. The Personnel Manual states that "the objective of the enlisted advancement system is to provide for an orderly progression of enlisted personnel in the rating structure, to ensure the required degree of proficiency at the various grade levels within each specialty, and to promote those best qualified to fill vacancies which occur." Advancement or change in rating is generally accomplished through a servicewide system of competition in all petty officer pay grades and is based upon demonstrated proficiency in assigned duties, performance on the job, the evaluation and recommendation of the commanding officer, and performance on written examinations.

Servicewide examinations are administered by examining boards located at various units where Coast Guard personnel are stationed. There is a "pass/fail" section to the examination which the candidate much pass in order to establish minimum qualifications for advancement. Rank ordering is achieved by scores on additional test items. The score on the entire examination gives the enlisted member points which are combined with time in service, time in rate, performance marks, awards, and bonus points to compute the final multiple and establish a precedence list for advancement. This objective point system helps to ensure fair and impartial opportunity for advancement in rate. It appears that success within the rating is totally dependent on the individual. However, there are a number of factors which shape opportunities within the rating (e.g., changes in service requirements in the Storekeeper rating), reorganization, and contracting out of Coast Guard support functions under Circular A-76. The impact of these factors generally apply equally to men and women. However, since women are heavily concentrated in certain ratings, any impact on ratings such as Yeoman (YN) or Storekeeper (SK) has a disproportionately-negative effect upon women. The Subsistence Specialist (SS) rating, for example, which involves a traditionally-female skill and contains a large proportion of women, has been heavily affected by A-76.

VII.G. (cont'd) In "A" Schools, women do as well as men. Subsequently, women are competitive for advancement and assignments. Their evaluation marks are also competitive. A review of the administrative ratings, which have the highest percentage of women, shows that women have held their own and progressed to senior enlisted grades as well as to warrant officer. The pyramid for women in these ratings is similar to that for men, except in the most senior grades. This may be attributed to the relatively-short length of time women have been in the service and the fact that some of the strongest performers are drawn off into Officer Candidate School or the Warrant Officer Program.

Enlisted women have also done well in the non-traditional ratings. Women have made E-6 and E-7 with ten to twenty five percent less time in service than is average for men. As they have made grade, women are moving into positions of higher responsibility. Women are now serving as enlisted Officers in Charge, Executive Petty Officers, and Engineering Petty Officer. Currently, however, there are very few women at these levels, and those found in these key assignments are the exception.

H. CONCLUSIONS. Women have made progress in the Coast Guard. They can now be found in positions of responsibility throughout the Service. Women are among the senior enlisted in both traditional and non-traditional ratings, as Chief Warrant Officers, and up to the grade of Commander in the commissioned officer corps. However, there are indications of what appear to be barriers to the continued progress of women. Issues are being raised which the Coast Guard must address if it is to attract and retain women and "grow" senior female leadership.

I. RECOMMENDATIONS.

1. Afloat Duty.

a. The Coast Guard has made good progress to date and should continue to make sea duty available for women and monitor afloat opportunities for enlisted women.

b. The Coast Guard should open more sea duty for women and maximize the number of women at sea. The perception that this is not being done should be addressed.

2. Performance Evaluations.

a. Results of the Coast Guard officer evaluation study should be disseminated to Coast Guard officers as soon as possible.

b. At selection boards for officers O-3 and above, performance in assigned duties should be emphasized rather than assignments, noting the differing assignment opportunities available for males and females.

c. Everyone completing fitness reports or evaluations should receive officer evaluation system/enlisted personnel evaluation system training which includes information on male/female differences noted in fitness report and evaluation report studies.

VIII. QUALITY OF LIFE

Quality of life issues play an important part in determining the overall attraction to and satisfaction with the Service for women and men, and are key factors in their decisions to join, contribute, and remain. Part of the charter for the Women in the Coast Guard Study was to investigate "what policy changes are needed to support expanded numbers and roles of women in the Coast Guard?" Many of the areas investigated fell under the general classification of "Quality of Life" issues. These included: collocation, berthing/housing, isolated duty, pregnancy issues, medical care, child care, single parents, sexual harassment, fraternization, realignment, and uniforms. The study group also investigated geographic stability as a possible ameliorating factor for several of these issues and the designation of a husband/wife advisory team or an advisor on women's policy as a possible source of monitoring and oversight.

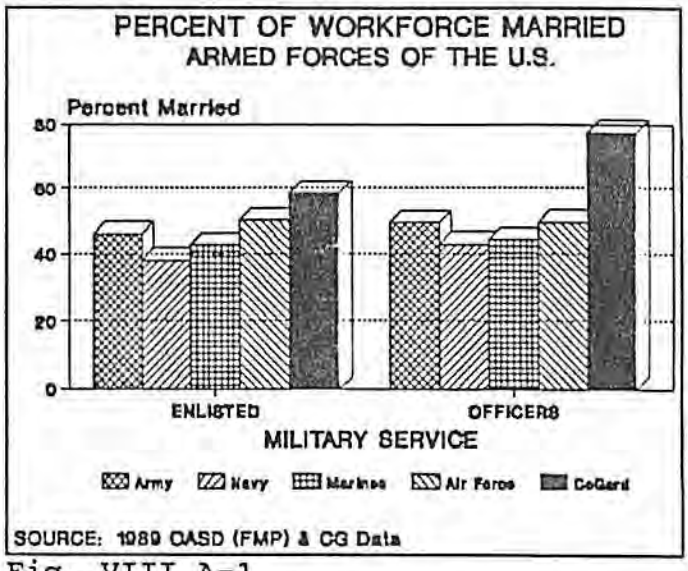

Fig. VIII.A-1

A. COLLOCATION. The Coast Guard contains a higher proportion of married members than most of the other Services (see Figures VIII.A-1 and VIII.A.2). In addition, more than 60 percent of married Coast Guard women are married to active duty service members. The majority of these are other Coast Guard personnel.

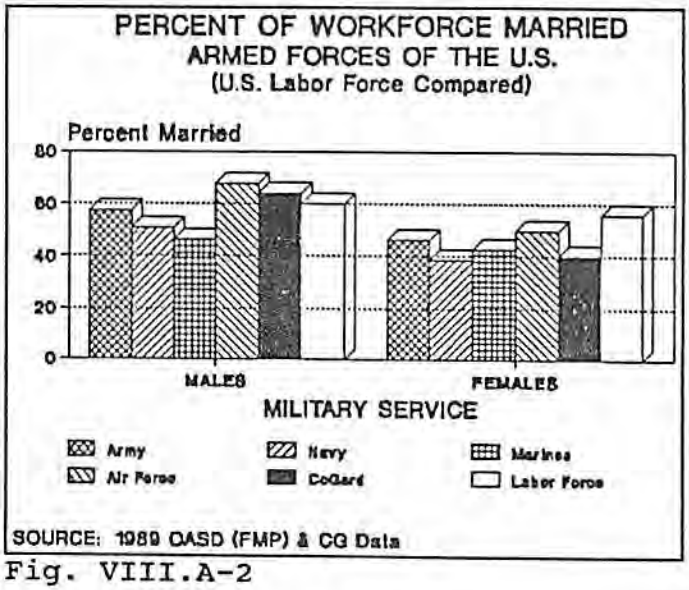

Fig. VIII.A-2

VIII.A. (cont'd) Their marriages are important to them. More than 65 percent of respondents agree or agree strongly with the statement "my main satisfaction comes from my family." Most felt that it was possible to have a Coast Guard career and a family and do a good job with both (see Table VIII.A-2) This requires considerable effort and planning, however, and time together.

MARITAL STATUS
COAST GUARD MEMBERS

Question: What is your marital status?

	Men	Women	Total
Single, plan to remain single	3.4%	9.5%	6.5%
Single, plan to marry	21.6%	37.0%	28.9%
Widow/widower	0.4%	0.2%	0.3%
Divorced	5.6%	8.8%	7.1%
Married, spouse is not employed	27.0%	1.9%	14.6%
civilian employee	36.9%	15.6%	27.9%
Married, spouse is active duty in			
USCG	2.4%	25.1%	13.6%
Other Service	0.2%	1.9%	0.9%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q13)

Table VIII.A-1

Well over half of the married respondents to the Coast Guard survey stated expected to be collocated 90 percent of the time or more (see Table VIII.A-3). Nearly of the women, and even more of the men, expected to be collocated "every tour."

FAMILY CONFLICT WITH
COAST GUARD CAREERS

Statement: It is possible to have a Coast Guard career and a family and do a good job with both job and family.

	Men		Women	
	Percent	Cum.	Percent	Cum.
Agree Strongly	26.8%	26.8%	26.2%	26.2%
Agree	47.0%	73.8%	40.6%	66.8%
No Opinion	8.4%	81.2%	13.6%	80.5%
Disagree	12.1%	93.3%	13.2%	93.7%
Disagree Strongly	5.7%	100.0%	6.3%	100.0%

Source: Women in the Coast Guard Survey Instrument (Q53)

Table VIII.A-2

VIII.A. (cont'd) All members compete equally for billets regardless of their marital status or other personal qualifications. Nevertheless, the Coast Guard is doing well in meeting collocation expectations. Approximately 90 percent of the time, the Service is able to station military spouses within commuting distance.

The collocation process works as follows: needs of the service come first; the best-qualified individuals are sought for each position; and member preferences are considered.

COLLOCATION EXPECTATIONS

Statement: My spouse and I expect to be collocated

Percent of Time Collocated

	Men		Women	
	Percent	Cum.	Percent	Cum.
Every Tour	67.3%	67.3%	57.5%	57.5%
About 90%	8.1%	75.4%	11.6%	69.1%
About 75%	3.3%	78.7%	3.9%	73.0%
About 50%	2.8%	81.5%	3.5%	76.5%
Depends on career opportunity and CG needs	18.5%	100.0%	23.5%	100.0%

Source: Women in the Coast Guard Survey Instrument (Q14)

Table VIII.A-3

Members' previous assignments are also taken into consideration. Priority is given to: those returning from isolated duty, those returning from overseas afloat tours, those returning from overseas ashore tours, those transferring from INCONUS afloat units, and finally those transferring from INCONUS ashore duty.

The collocation process involves considerable effort on the part of Coast Guard detailers. They work under these guidelines:

- o Collocation of service couples is effected on a case-by-case basis. Detailers deal directly with the couple and other detailers to attempt to keep the members together.

- o Although many junior members may not be aware of it, both officer and enlisted couples have the opportunity to speak to their detailers about their assignments.

- o When possible, couples have the opportunity to decide between more challenging career assignments without collocation and collocation in less-career-enhancing billets.

- o In most reassignments, one member's career takes predominance. The couple generally decides which, but when it does not, detailers look at previous experience and performance and attempt to place each where they are best suited.

- o Detailers attempt to ensure that assignments are made on a "fully qualified," needs-of-the-Service basis. Under this system, it is possible that a technically-more-qualified member may be preempted by a somewhat-less-qualified "collo."

- o It is more difficult to collocate couples who are more senior or who are in more specialized ratings. Moreover, some enlisted ratings or officer occupational specialties are "incompatible" in that there are extremely few places where both members can be assigned within their specialty.

- o Unless they request it, both members are not assigned afloat, even if collocated.

- o Couples are not placed in a junior/senior position within one chain of command.

- o Detailers work with sister Service detailers to collocate joint Service couples. Detailers work together, but Coast Guard detailers feel that the Coast Guard is more often placed in the position of accommodating the other Services' transfer decisions.

During interviews, Coast Guard personnel indicated that they were generally aware of the way the system works. However, the BAH Study found that "most (military) members surveyed have serious concerns about not having enough say in their assignment decisions." Members appeared to be aware that it might be necessary to be separated at some time during their careers. Several stated that "That's why my husband got out." They were also aware of some resentment. Some singles felt that "collos get all the plum assignments." Some Service couples felt they were treated by detailers "as though collo were a disease." Some women felt that they were expected to place their career secondary to their husband's careers, and some even expressed the opinion that, "It is stupid to marry a Coastie."

Members need to be counseled about career planning and collocation policies with both member and non-member spouses. However, some observed that all these problems could be lessened if the number of Coast Guard moves were minimized. The BAH Study also found that "the majority of members are generally dissatisfied by policies that force them to relocate frequently."

Some members married to other members recounted horror stories they had heard; e.g., couples receiving word in the mail that one of them was being transferred. But many stated that, working with their detailers, they had been able to make the system work well for them so far.

VIII.A. (cont'd) The key to success appears to be member involvement. Those expressing greatest satisfaction with the collocation process were those who appeared to have put the greatest effort into it. Successful couples worked to find places where both could be assigned, set their priorities, and worked with their detailers. They were realistic about the long-term career potential of both members, and had reached an understanding about whose career was to take precedence at what time.

In light of needs of the Coast Guard and other necessary considerations, the Coast Guard is making great efforts to collocate Coast Guard personnel. Planned computerization of some records and informing and encouraging members to become more involved in the process may make this system work even better. The process is difficult, however, and may be expected to become more so as larger proportions of women enter the Coast Guard and more non-military spouses pursue civilian careers.

Recommendations.

1. Section 4-A-11 of the Personnel Manual should be rewritten to better explain the Coast Guard's philosophy on collocation, as well as the obligations of both the service and the service member. Members are responsible for setting priorities and for taking an active part in locating billets which best satisfy both career and collocation needs. Detailers should continue to work with couples, taking into consideration careers of non-member spouses, where possible. Detailers should also remain open to alternatives such as out-of-specialty assignments in order to collocate members who wish to be collocated whenever possible.

2. The policy concerning collocation should be specifically provided for in the Personnel Manual as are isolated and overseas tours.

3. The Coast Guard should make an effort to track records of success and provide "lessons learned" information to members who are concerned about collocation.

4. Upon submission of their new BAQ/Dependency Form, all members who marry service members (DoD or Coast Guard) should be counselled and a Page 7 entry should be made documenting this counselling. Counselling should explain the Coast Guard's philosophy on collocation and the obligations of both service members and the Service.

5. Commands should take more active advisory roles in counselling members on career planning and collocation. Commanding officers should educate themselves on the assignment process and provide all hands instruction on career planning and the collocation process.

6. Commands and individuals should be provided with an updated version of the Charting Your Life in the U. S. Coast Guard pamphlet to assist them in counselling. The revised pamphlet should include a section on collocation which describes how the process works and outlines member responsibilities.

7. Couples who are to be involuntarily separated geographically should be called by their detailers. A phone interview with members will ensure that they have a chance to voice their concerns and receive an explanation for the separation.

8. A geographically-separated couple should be allowed to elect an "all others" tour similar to the unaccompanied overseas tours. This is an adaptation of existing policy concerning overseas assignments. The effect would be to increase tour length and, therefore, time separated. Members could elect only one "all others" tour between them with a subsequent transfer into the area of the full-tour member within a two year period as a vacancy occurs.

9. Liaison should be conducted with sister services to encourage them to use their larger size as a source of flexibility to enable them to adjust their members' assignments to those of Coast Guard member spouses.

10. Detailers should be added as necessary to allow for maintenance of personal contact between detailers and members and to maintain a high quality detailing service as the percentage of member married to member couples increases.

11. Geographic stability should be increased by insuring completion of full duty tours whenever possible, and by allowing members to compete for successive jobs in a given geographic area. Members should be allowed to serve 8 to 12 years in one location rather than the customary 6 or fewer.

VIII.B. HOUSING/AFLOAT BERTHING.

Because of the nature of its operational missions, Coast Guard units are scattered along the entire coastline of the United States, including Hawaii and Alaska. Major cutters and bases are located in major port cities. Smaller cutters and small boat stations are located in smaller towns and cities -- usually in areas where there is recreational boating or a fishing industry. These are areas which have been experiencing a rapid increase in the cost of housing.

Concerns with afloat berthing encompass not only high cost of living, but also ship configuration. Not all vessels are designed to provide the privacy in berthing and head facilities necessary for a mixed-gender crew and, where accommodations for women have been made, they are sometimes strained.

The Coast Guard has published a statement affirming its policy to provide gender-neutral housing and berthing. Basically, ashore berthing is to be gender neutral, standardized, and the same for men and women. Whenever a new barracks is built or an older one is rehabilitated, it is to be constructed to accommodate both males or females. New ship construction is also to accommodate both men and women, but this policy is not specifically stated in naval engineering doctrine or planning guidance.

1. Housing. Housing costs in areas where Coast Guard members live have grown much faster than average. This, and the fact that more service members are married, has overwhelmed the Service's ability to provide suitable housing for its members. Many Coast Guard people can find adequate civilian housing during the off-season months but, during summer seasons, local housing is not available at a price they can afford to pay. Some Coast Guard members stated during interviews that they had to work two jobs in order to afford their apartments.

The BAH Study found that housing was the dominant issue of concern to both military personnel and their supervisors. In general, the concerns expressed were:

a. There is not enough government housing.

b. The existing government housing is not in desirable locations.

c. Housing allowances are inadequate to meet members needs when government housing is not provided.

2. Berthing. The Coast Guard has no constraints on the utilization of women. However, privacy in berthing and head facilities precludes them from holding some assignments aboard some classes of cutters. This limits them to certain geographical areas and excludes them from some career-enhancing or personally-desirable duties.

The problem is minimal for women officers because two can share a stateroom. Every class of cutter can accommodate women officers except the 82-foot patrol boat (WPB).

The assignment of enlisted women afloat is somewhat more difficult, however. Coast Guard policy requires that sufficient women must be assigned to fill a berthing compartment which has its own head facilities. On a 378-foot high endurance cutter (WHEC), this is a ten- to fourteen-person compartment. (Approximately half the women must be petty officers.) Table VIII.B-1 shows the cutters which currently have enlisted women billets and billet allowances required. Once a cutter gets women aboard, they must be maintained; i.e., enlisted women who leave cannot be replaced by enlisted men.

SHIPBOARD BILLETS FOR ENLISTED WOMEN 1990

Cutter	Total Allow.	Petty Officers	Non-Rated
(378' WHEC)			
CGC MELLON	14	8	6
CGC GALLATIN	10	6	4
CGC MORGENTHAU	10	6	4
CGC HAMILTON	14	8	4
CGC JARVIS	10	6	4
CGC MIDGETT	10	7	3
(270' WHEC)			
CGC FORWARD	12	6	6
CGC TAHOMA	12	6	6
CGC LEGARE	12	6	6
CGC MOHAWK	12	6	6
CGC NORTHLAND	12	6	6
(180' WLB)			
CGC GENTIAN	6	2	4
CGC FIR	4	1	3
CGC CONIFER	6	2	4
CGC COWSLIP	6	2	4
CGC SORREL	9	6	3
(OTHER)			
CGC EAGLE	4	3	1
CGC STORIS	6	3	3
CGC PETREL	3	2	1
CGC SEA HAWK	3	2	1
CGC SHEARWATER	3	2	1

Table VIII.B-1

VIII.B.2. (cont'd) Obtaining assignments afloat is only the beginning. Coast Guard recruits are likely to come from homes in which they not only have their own rooms, but also their own bathrooms. It has frequently been said that conditions aboard ship provide for less privacy than many minimum security prisons. In addition, current policies force junior single enlisted assigned to ships to live aboard when berthing is available. Conditions are cramped and crowded. They may not only fail to meet members' expectations, they are not conducive to relieving the special stresses associated with afloat duty. Women interviewed also noted that the berthing available is sometimes of a lesser quality then that available for men; e.g., that male first class petty officers usually have separate berthing areas, while women in this pay grade are routinely berthed with non-rated personnel. In general, however, there were remarkably few complaints made during interviews about the quality of berthing. Some commands have been able to provide leased housing to members assigned afloat. Coast Guard women's primary concern was with the constraints placed by the berthing and head facilities on their assignment to ships.

Interviews with women in sea-intensive ratings (Quartermaster and Subsistence Specialists), in particular, suggested a resentment of the limited classes of vessels (primarily 378-foot high endurance cutter (WHEC), 270-foot medium endurance cutter (WMEC), modernized 180-foot buoy tenders and a few other vessels) that they can be assigned to compared with their male counterparts. Next in line to receive women are polar class icebreakers and a limited number of 110-foot patrol boats (WPBs). The resentment focused on the belief that limited availability of vessels curtails career opportunities and women are precluded from the full range of shipboard experience. Several of the Coast Guard enlisted ratings require a prescribed amount of sea experience to qualify members for advancement. When a female Boatswain's Mate (BM) or Machinist Technician (MK) needs a sea tour for advancement and there is not a ship available that can accommodate her, she loses that advancement opportunity until her next assignment. Men are much less likely to experience this. Furthermore, when women in sea-intensive ratings are offered only back-to-back tours aboard 378' or 270' cutters while their male counterparts have the opportunity to serve aboard 210's, patrol boats, and buoy tenders, they experience lessened professional development and decreased job satisfaction. Anyone assigned to a 378-foot WHEC or 270-foot WMEC cutter is also more likely to be stationed in one of the higher cost-of-living areas and suffer financial hardship.

VIII.B.2. (cont'd) Limiting the number of ships aboard which women may serve has also created resentment among Coast Guard men in sea-intensive ratings. Men see the women assigned to shore duty more often and resent the fact that they do not bear equally the hardships of duty afloat. Men also voiced resentment that some of the creative efforts to provide more opportunity afloat for junior enlisted women give the women preferential treatment and have a potentially-negative impact on good order and discipline. Optimal utilization of existing berthing would require more senior enlisted women and more women in non-traditional ratings. As it is, a female second class petty officer may be assigned to a vacant officer's stateroom or share space with a female chief petty officer or a female junior officer. While this allows for greater afloat opportunities, the perception of preferential treatment creates resentment among the men and the women.

A persistent source of disappointment for women interviewed was the fact that the Coast Guard's new 110-foot Island-class patrol boats were not made to accommodate enlisted women. Most women are aware that this "off-the-shelf" design was used to save money, but feel that exclusion from this class of cutters restricts them from especially good training and operational opportunities. Some also were concerned that the fact that 210-foot medium endurance cutters are coming out of their mid-life maintenance availabilities (MMA) without being altered to accommodate mixed crews is an indication of lack of commitment to integrating women fully into the Coast Guard.

There are presently insufficient numbers of women in non-traditional enlisted ratings, or others who seek sea duty, to sustain maximum utilization of existing ships where berthing could be made available. The ability to expand the numbers and types of cutters where women may be assigned depends on having sufficient women available to sustain replacements and keep berthing areas utilized. If both male and female berthing areas are full, a transferred woman cannot be replaced by a man. Similarly, assigning an extra woman cannot be assigned to replace a man.

Compared to women in other walks of life and in the other Services, however, the Coast Guard still provides superior opportunity for women. Although there is currently no written engineering policy requiring it, one of the Coast Guard's military affirmative action plan objectives is to deal with the privacy and berthing needs of mixed crews in order to achieve full integration of women in the Coast Guard.

VIII.B.2. (cont'd) Because of this, and because sponsors of the vessels have recognized the need, the new 120-foot patrol boats, the new buoy tenders, and new icebreakers are all being designed to accommodate women crew members. In addition, according to the Chief, Office of Engineering, Logistics and Development, mixed crew requirements have been incorporated in designs and renovations of the following naval engineering projects in CY 89: buoy tender replacement, polar icebreaker replacement, 180' SLEP, 378' WHEC FRAM, 270' WMEC, 75' WLR replacement, polar icebreaker science upgrade, and the new Heritage Class patrol boat (110' WPBs can accommodate women, but with difficulty).

3. Conclusions. While the lack of berthing and head facilities for women is perceived as a barrier to the full utilization and full equal opportunity for Coast Guard women, those constraints do not now severely limit the number of opportunities to serve afloat. They do limit choice of vessel type and geographic location. The constraints also result in more women being detailed to high cost home ports, and to cutters which spend longer-than-average times away from home port. This sends negative signals about the Coast Guard's commitment to integration of women. Several positive steps have been taken, but other than a goal stated in the Coast Guard's Military Affirmative Action Plan, there is no written policy requiring that new design and major rehabilitations provide accommodations for mixed crews.

4. Recommendations.

a. The Coast Guard Office of Engineering, Logistics and Development should establish written planning guidance that the accommodation of mixed crews be a design priority in all major rehabilitations of existing shipboard spaces and new construction.

b. Continue to make more different ships available to women through creative techniques such as TAD assignment, the sharing of head facilities by use of locking doors, male/female signs, etc.

c. Enlisted assignment officers should continue to attempt to ensure maximum utilization of existing afloat billets for women.

VIII.C. ISOLATED DUTY.

The Coast Guard has several duty stations which are designated as isolated duty. For the most part, these are so remote that they are resupplied only by periodic visits by cargo aircraft. Several are in Far East locations with no U.S. personnel nearby. Existing directives mandate that personnel assigned to isolated duty are required to be screened by their (current) commanding officers to ensure that they are suited for this assignment. General policy is that, upon completion of an arduous isolated tour, the member is given his or her first choice of subsequent assignments.

Female enlisted personnel were assigned to isolated LORAN (LOng Range Aids to Navigation) stations in the late 1970s. A female commanding officer was first assigned to an isolated LORAN station in 1979. Berthing and head alterations had been made to the facilities, but no training or counseling was provided either men or women. At some stations, the decision was made to remove birth control products from the exchange.

ASSIGNMENT OF COAST GUARD WOMEN TO ISOLATED LORAN DUTY

	1981	1982	1983	1984	1985	1986	1987	1988	1989
Kure Island	1	4	4	6	10	5	4	0	0
St. Paul Is.	0	0	1*	0	0	0	0	0	0
Port Clarence Is.	0	1*	0	0	1*	0	0	0	0
Lampedusa	0	0	4	4	2	5	3	0	0
Estartit	0	0	0	0	0	2	5	2	2
Gesashi	0	0	0	0	0	1*	0	3	5*
Sellia Marina	0	0	0	0	0	0	3	6	5
Totals	1	5	9	10	13	13	15	11	12

Notes: * Commanding Officer
1. No women assigned to Lampedusa after 1986, when station was fired upon.
2. Women assigned to Kure Island transferred to Gesashi in 1987.
3. 1989 women: 1 commissioned, two E-5s, seven E-4s, 2 non-rated.

Table VIII.C-1

As shown in Table VIIIC-1, 89 women, including 6 who were commanding officers, have been assigned to isolated duty since 1981. Experiences of the women varied, but almost from the first, there was a "problem with pregnancies" at these stations. Approximately 10 of the 89 women assigned to isolated LORAN stations became pregnant during their tour of duty.

VIII.C. (cont'd) In 1987, it was decided that women at LORAN Station Kure Island (U.S. Territory near Midway Island) would be relocated to Gesashi Station (Japan) and no more women would be assigned to Kure Island. Interviews with people who had been assigned and visited some of these remote locations indicate that:

- o Although policy states that personnel destined for isolated duty are to be screened, the psychological/ suitability screening process is frequently quite casual and superficial. At times, the person doing the screening may have had a vested interest in "passing" the candidate for isolated duty and on to another command.

- o Generally, little or no training or counseling concerning mixed-gender crews has been done for either men or women.

- o In some cases, the decision has been made not to make birth control products available in station exchanges or pharmacies.

- o Some stations have been managed more like families than military units and discipline at times has been described as "casual."

- o Some billeting arrangements have been set up conducive to "playing house."

- o There has, in some cases, been a preoccupation with female morality vice personal (male and female) responsibility. Birth control products have been removed from exchanges to discourage female promiscuity. However, in one example frequently given to show the "unsuitability of women" for duty as isolated units, three women became pregnant and had to be removed from the same station. The fact that one man had fathered all three of the children was not given particular importance and he was not removed from the station.

The pregnancy rate of approximately ten percent is not out of line with what might be expected for women of this age. As a matter of fact, it is probably low considering the fact that few of the steps commonly used in pregnancy prevention appeared to have been taken.

VIII.C. (cont'd) Isolated duty is both arduous and advantageous. It is less desirable because of the living conditions and more desirable because incumbents are given a high priority in choosing their subsequent assignments. It would be unfortunate to exempt women from either the responsibility or the opportunity. Men would resent it because they would feel that they were having to carry more than their fair share of the undesirable assignments, and women would resent it because it would deprive them of an opportunity to earn their choice of assignment.

As a result of restructuring and new technology, the Coast Guard is reducing billets at many OUTCONUS LORAN stations over the next two years. Many of the more isolated stations will revert to host nation control. However, several isolated duty opportunities will remain and Coast Guard women should be able to take advantage of these assignments.

Recommendations.

1. Coast Guard women should not be denied the opportunity or be released from the responsibility of serving in remote duty stations.

2. The probability of successfully integrating women into these stations should be enhanced by:

- rigorous enforcement of the screening regulations, screening for suitability as well as technical expertise and experience,

- providing counseling and training to both men and women deploying to isolated duty stations. This training should include "lessons learned," "do's and don'ts," and assurance that members will be held accountable for their behavior. It should also include responsible adult decision making and reasons for, and the mechanics of, birth control.

- ensuring that birth control products are available (e.g., one-year refills of birth control prescriptions and condoms made available).

3. The policy of assigning female commanding officers to isolated duty stations should be continued.

4. Military order and discipline, as well as common sense, in billet and housing arrangements should be ensured.

VIII.D. PREGNANCY.

The majority of women in the Coast Guard -- and in the other Services -- are in their prime child-bearing years.

NUMBER OF CHILDREN
OF MILITARY WOMEN

Question: How many children, if any, have you given birth to?

	ARMY	NAVY	MARINE CORPS	AIR FORCE	COAST GUARD
None	51%	55%	53%	57%	63%
None, Now Pregnant	4%	5%	8%	5%	5%
One	27%	25%	25%	21%	20%
Two	13%	12%	10%	13%	10%
Three	4%	3%	3%	3%	2%
Four/More	1%	1%		1%	1%
Respondants (thous)	59.3K	40.5K	7.1K	63.2K	2.1K

SOURCE: DoD Medical Study (Q13)

Table VIII.D-1

As shown in Table VIII.D-1, approximately a third of Coast Guard women have already had at least one child. However, since the majority of Coast Guard women plan on having one or two children (see Table VIII.D-2) and more than 60 percent of the women have not had any, it can be expected that a large proportion of Coast Guard women will be pregnant at some time while they are on active duty. As indicated in Table VIII.D-1, retrospective reporting indicates that about 37 percent of Coast Guard women have been pregnant while in the military service. Figure VIII.D-1 shows the distribution of military pregnancies in 1987 by pay grade.

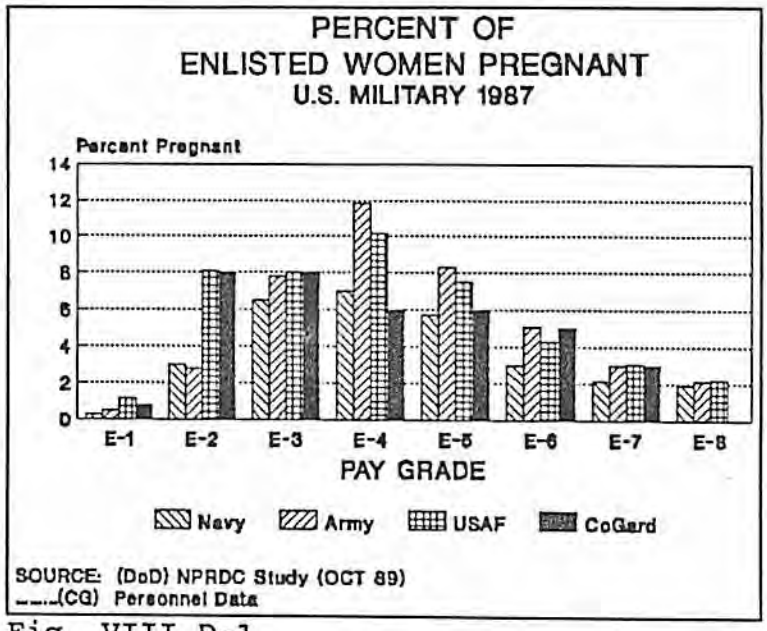

Fig. VIII.D-1

FAMILY PLANS
COAST GUARD WOMEN

Question: What is the total number of children you have or plan to have?

	Women Responses	
	Percent	Cumulative
None	14.6%	14.6%
One	15.5%	30.1%
Two	37.9%	68.0%
Three/More	16.5%	84.5%
Don't Know	15.5%	100.0%

SOURCE: Women in the Coast Guard Survey Instrument (Q16)

Table VIII.D-2

FAMILY PLANNING
COAST GUARD WOMEN

Statement: I completed or plan to have completed my family by age:

	Women Responses	
	Percent	Cumulative
19 or younger	0.9%	0.9%
0 - 24	7.3%	8.2%
25 - 29	27.2%	35.4%
30 - 34	41.7%	77.1%
35 - 39	18.9%	96.0%
40 or older	4.0%	100.0%

SOURCE: Women in the Coast Guard Survey Instrument (Q17)

Table VIII.D-3

The relatively-high percentage of pregnancies among very junior women reflects either the relative youth of the Coast Guard female population or, perhaps, a greater propensity on the part of Coast Guard women to get out when they become pregnant. On the other hand, since nearly 80 percent of the women stated that they planned to have completed their families by age 35, (see Table VIII.D-3) there is an indication that as the proportion of women in the Coast Guard over age 35 increases, the pregnancy rate will fall. In the short term, however, only 16 percent of Coast Guard women are aged 30 and above (see Figure VIII.D-2) and most have not completed their families, pregnancy is obviously an issue which must be addressed.

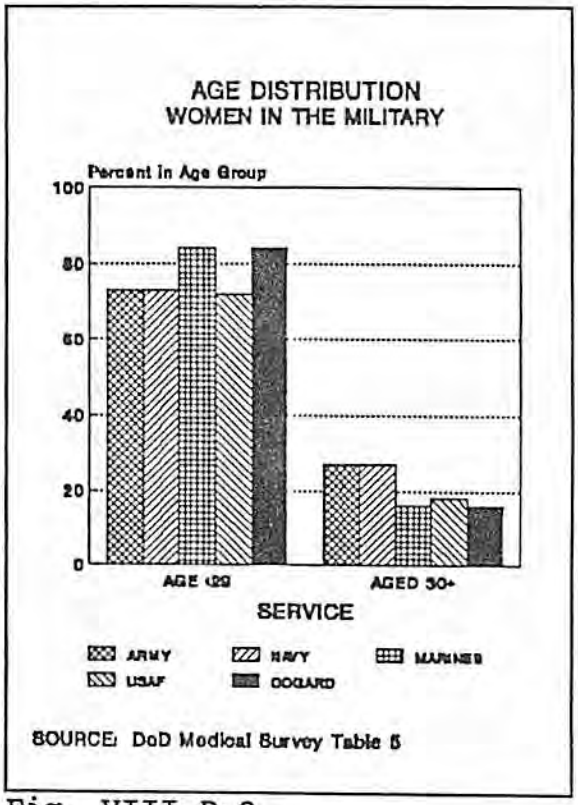

Fig. VIII.D-2

VIII.D. (cont'd) Fewer than 10 percent of Coast Guard women are pregnant at any one time, and the effect of pregnancy on overall readiness may be assumed to be minimal overall. The effect on mission accomplishment differs according to the type of unit, whether afloat or ashore, rank and rating of the member, specific duties performed by the woman, and accessibility to medical facilities. According to a Navy study, women lose an average of 7.6 hours per month (one working day) during the period of an enlistment. In this study, it was found that men actually lost more time from work. Perceptions are important, however. The fact that men perceive that women lose a lot of time (see Table VIII.D-4), has important implications not only for mission accomplishment but also for acceptance of women into the Coast Guard. In surveys, as well as interview discussions, the men indicated that they felt the women lost a lot of time due to pregnancy. When asked "What do you think of women in the Coast Guard?" one may responded "I don't know. We never see them. They're all pregnant." On the other hand, women indicated that they felt there was a lot of resentment toward pregnant women (see Table VIII.D-5).

WOMEN LOST TIME
COMPARISON OF RESPONSES

Statement: Women lose more time from work than men do.

	Men		Women	
	Percent	Cum.	Percent	Cum.
Agree Strongly	16.3%	16.3%	3.9%	3.9%
Agree	28.0%	44.3%	17.2%	21.1%
No Opinion	33.5%	77.8%	21.3%	42.4%
Disagree	18.8%	96.6%	35.5%	77.9%
Disagree Strongly	3.3%	99.9%	22.1%	100.0%

Source: Women in the Coast Guard Survey Instrument (Q43)

Table VIII.D-4

A Navy survey of commanding officers concerning command readiness found that, ashore, 65 percent said pregnancy had no impact on their readiness. Afloat, 69 percent indicated it did have an impact on their readiness. Coast Guard officers stated similar beliefs during interviews.

Generally, however, male enlisted members expressed the concern that many of the pregnant women were not pulling their weight, and some of the men felt that this made more work for them.

RESENTMENT TOWARD
PREGNANT WOMEN
COMPARISON OF RESPONSES

Statement: There is a lot of resentment toward pregnant women in the Coast Guard.

	Men		Women	
	Percent	Cum.	Percent	Cum.
Agree Strongly	11.3%	11.3%	33.2%	33.2%
Agree	27.1%	38.4%	35.6%	68.8%
No Opinion	33.9%	72.3%	20.3%	89.1%
Disagree	23.3%	95.6%	9.6%	98.7%
Disagree Strongly	4.4%	100.0%	1.3%	100.0%

Source: Women in the Coast Guard Survey Instrument (Q44)

Table VIII.D-5

VIII.D. (cont'd) The women, on the other hand, felt that they were not allowed to do their jobs when they became pregnant ("When you become pregnant, you turn stupid"). They wanted to pull their weight and many felt guilty when they couldn't. Others resented the fact that there was little criticism of a man injured while playing football while the woman who took time off to give birth was considered to be "getting a vacation." Because of this, they felt that some women tried to overcompensate and made themselves ill. They stated that others took advantage of the situation and caused more problems for the rest of the women.

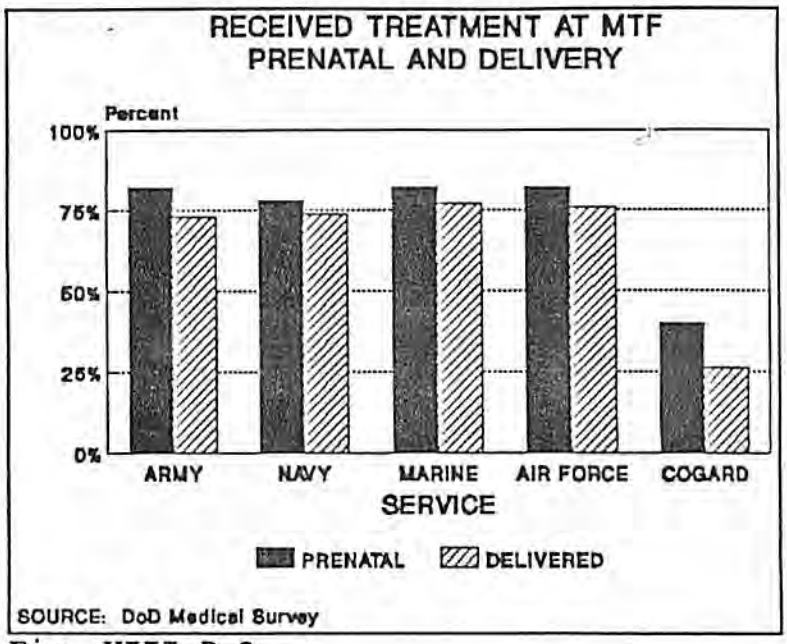

Fig. VIII.D-3

Ease and accessibility of care have a significant effect on time lost due to pregnancy. As indicated in Figure VIII.D-3, Coast Guard women are least likely to report that they received prenatal care or delivered/terminated their pregnancies at military medical treatment facilities (MTF). This can be an indicator of lack of availability of services which would cause the women to lose greater amounts of time from work for pregnancy-related medical care than women from the other services. With regard to time or capabilities lost due to being placed on restricted duties, Coast Guard and Navy women lose less time than representatives of the other services (see Figure VIII.D-4).

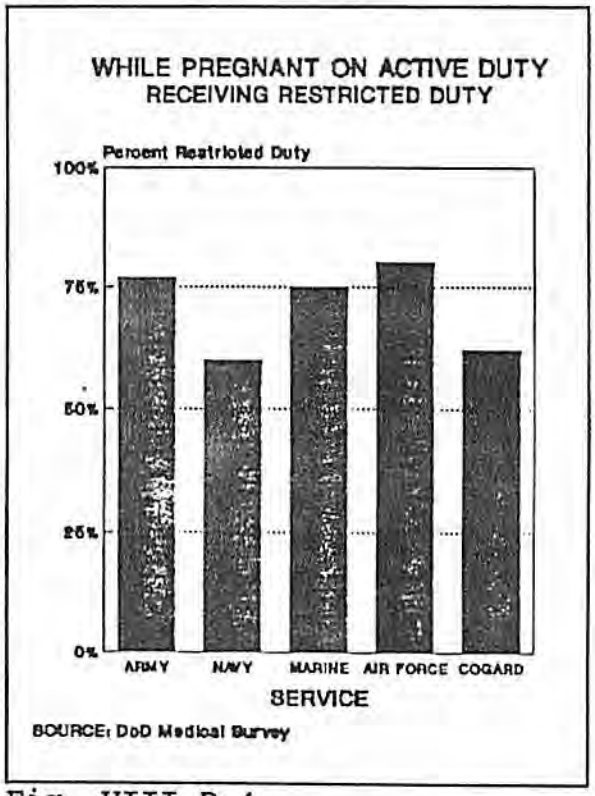

Fig. VIII.D-4

VIII.D. (cont'd) We have been discussing "planned pregnancies" thus far. The DoD study revealed that fewer than half of the Coast Guard women who became pregnant had planned pregnancies. This was a lower proportion than for any of the DoD Services except the Army. DoD data obtained comparing Coast Guard women with DoD women on contraception information indicated that Coast Guard women are somewhat less likely to report satisfaction with information received on different types of contraceptives, or the risks inherent in their particular form of contraception (see Figure VIII.D-5). However, when medical problems occurred, more than one-third of the Coast Guard women were dissatisfied with access to care for unexpected OB/GYN problems. For this reason, even though the percentage of women who had a planned pregnancy was very similar to that of women of the other services, the percentage of unplanned pregnancies may be higher.

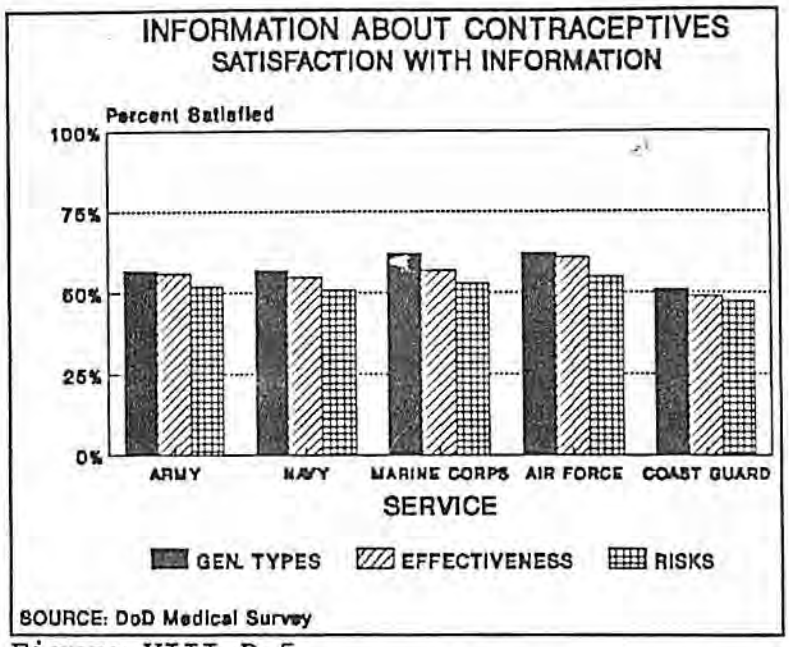

Figure VIII.D-5

During interviews, some Coast Guard women stated that they had planned their families very carefully, taking into consideration such things as type of assignment and availability of medical care. When this is done, there are less likely to be problems.

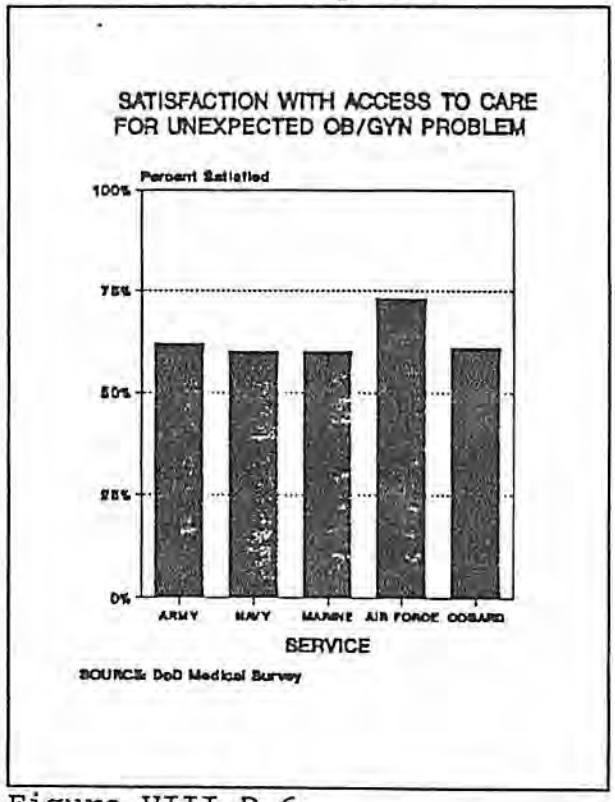

Figure VIII.D-6

VIII.D. (cont'd)
Table VIII.D-6 summarizes DoD policies on leave associated with pregnancy. In reviewing the policies of the different services, many similarities are noted. All Services may require the member to remain on active duty, grant at least 42 days convalescence leave, require full duty during the prenatal period (if capable), allow leave in conjunction with convalescent leave, consider voluntary separation for reasons of pregnancy, and require continuance of duty at OUTCONUS station (unless a medical facility is not available).

LEAVE ASSOCIATED WITH PREGNANCY
SUMMARY OF DOD SERVICE POLICIES

	ORDINARY LEAVE	CONVALESCENT LEAVE	AUTHORIZED ABSENCE
Prenatal Care & Childbirth (days)			
ARMY	0	15	5
NAVY	0	10	3
USMC	0	30	4
USAF	0	15.5	3
Postnatal Care			
ARMY	3.5	42	0
NAVY	0	42	0
USMC	0	42	0
USAF	10	42	0

Note: Extensive written policy provides further guidance.

Table VIII.D-6

In addition, the Navy and Coast Guard transfer pregnant members serving on ship prior to their 20th week of gestation, and may reassign members to sea duty 6 months after childbirth.

The Coast Guard's policy concerning pregnancy leave is presented in the Personnel Manual:

> "Sick leave may be granted by district commanders and commanding officers without approval of the Commandant to female members for prenatal periods not to exceed a cumulative total of 30 days. All periods of sick leave shall be certified as necessary by a medical officer/ practicing physician. In addition, postnatal sick leave not to exceed a culmulative total of 42 days will normally be granted without referral to the Commandant. ... Requests for approval of sick leave beyond these limits shall be forwarded ...."

2. Reasons to Refuse Separation. The Coast Guard, Army, and Air Force place no stipulations on requesting a discharge for reason of pregnancy. The Navy and Marine Corps, however, will not release a member (unless there are overriding and compelling circumstances) in the following situations:

a. The member has additional obligated service for school (i.e., Academy, OCS, graduate school, enlisted schools).

b. The member has received a re-enlistment bonus during the current enlistment.

c. The member is serving in an occupational specialty where there is a shortage.

d. The member has executed orders or entered into a training program while pregnant.

e. Officers must complete the minimum tour length and obligated service requirements.

When asked how we can make things work better for pregnant women and their commands, suggestions ranged from assigning women in excess (to provide full staffing despite time lost due to pregnancy) to discharging them. Some suggested that the Coast Guard policy be evaluated to ensure that Coast Guard women -- especially young, single women -- were not being given incentives (relief from shipboard duty, preferential housing status) to get pregnant. Vice Admiral Costello's (now retired) proposed parental leave policy was frequently cited as a possible solution to both the needs of pregnant women for time off for pregnancy and child rearing and the needs of commands for full-strength manning with full-time workers. (The intent of this proposal is incorporated in the recommendations which follow.)

Two other areas of concern for pregnant women were expressed. Depending upon duties assigned, Coast Guard personnel face a variety of occupational hazards. Some handle fuels, solvents and other chemicals. Some fire small arms. Some serve as crewmembers on cutters, small boats, and aircraft. Women who are pregnant and who want to continue performing their regular duties are sometimes concerned about the risks to their fetus associated with these duties. When prenatal care is provided by a contract physician who is unfamiliar with Coast Guard activities, the female member may not think to question the physician about risks associated with activities she views as "normal," and may unknowingly expose her fetus to undesired risk.

VIII.D. (cont'd) They need education and guidelines concerning fetal care in their working environment. A second area of concern comes from commanding officers who are unfamiliar with needs of pregnant women. They expressed concern for women from two poles -- the ones who wanted to work at their normal duties up to the very last day before delivery, and the ones who wanted to be placed on limited duty the day they discovered they were pregnant. Their questions revolved around the issues of "what is right" and "what is normal?" Knowing that every pregnancy is different, they would like to have some guidelines or rules of thumb similar to the policy of removing women from ships before the twentieth week. They need guidelines to more intelligently manage women in their particular working environment (e.g., don't assign women to small boat crew duties after the first trimester).

Discussion. When discussing pregnancy policy recommendations, the study group addressed the needs of the Coast Guard and the needs of the command, as well as needs of the pregnant members and their families. The group also considered existing policies and policy proposals. A great deal of thought was given to developing recommendations which would allow women time with their babies without terminating their Coast Guard careers. The potential savings to the Coast Guard in terms of trained assets and more senior female leadership merited the effort.

The option of an extended leave of absence was considered. This was rejected for three reasons. First, in a dynamic Coast Guard, the officer would "lose touch" and would not be as effective upon return. Second, male and female officers who had stayed in the Service would resent the absence-without-penalty status afforded the woman. Third, an officer who left for two years might return to find herself facing a promotion board with a two-year gap in her service file. This would reduce her chances for promotion.

The proposed policy recommendations were arrived at by adapting and extending existing policies to cover pregnant service members. This approach facilitates Service implementation because it causes no great change to the organization. The existing policies on which the proposed pregnancy leave policy is modeled are already in place and have proven to be workable.

Recommendations.

1. Female officers who have completed existing active-duty service obligations and who desire time off for pregnancy, child-birth, and child care should be allowed to resign their commission on a one-time-only basis for a period of up to two years with a guarantee of a direct commission at the same rank at the end of this period. These officers would take a place in the officer precedence list as newly-commissioned officers accessed under the direct commission policies of the Coast Guard.

2. Rated enlisted members without active-duty service obligations who desire time off for pregnancy, childbirth and child care should be allowed to be released for a period up to two years with a guaranteed reenlisted at the same rate under a procedure similar to the existing weight standards policy. (See Table VIII.D-7).

EXTRACT FROM COAST GUARD WEIGHT STANDARDS POLICY (COMDTINST 1010.8B)

5.h. Active duty enlisted members discharged for exceeding the maximum allowable weight or for appearance shortcomings may request reenlistment to their former rate provided they are within the maximum allowable weight, meet appearance standards and have been out of the Service at least 6 months but not longer than 12 months. Requests will be evaluated by Commandant (G-PE) based on the needs of the Service and the member's past performance, including previous appearance problems. Processing for reenlistement will be accomplished at a Coast Guard recruiting office.

Table VIII.D-7

3. Chief warrant officers who have completed military obligations who desire time off for pregnancy, childbirth and child care should be allowed pregnancy/parental leave for a period of up to two years with guaranteed return at the end of this period.

4. Written guidance concerning the risks to pregnant women caused by occupational hazards (i.e., small arms training, small boat operations, flight operations, handling solvents, etc.) should be promulgated.

5. Written guidance concerning the expected "normal" progress of a pregnancy should be promulgated. This should contain guidelines on when to reduce workload, operational activity, exposure to chemicals, etc. should be promulgated.

6. Recommendations regarding training in birth control, family, and career planning are included in the Medical Section (Chapter VIII.E).

VIII.E. MEDICAL.

1. General. Coast Guard health care is provided by Public Health Service physicians and dentists, Coast Guard Physician's Assistants (PYA's), contracted doctors and nurses, and Coast Guard enlisted Health Service Technicians (HS's). Where these are not available, Coast Guard members are eligible for treatment in DoD medical facilities. The emphasis of Coast Guard health care is on primary care, so there are no OB/GYN care providers on active duty with the Coast Guard. However, there may be contracted OB/GYN providers at some Coast Guard clinics or available to Coast Guard members in the civilian communities where they are stationed. The Coast Guard is comprised of hundreds of relatively small units scattered along three coastlines of the U.S., Alaska, and Hawaii. Only 29 of these units have Coast Guard clinics. The 1989 DoD Medical Survey revealed that a quarter of active duty women are stationed more than 20 miles from any military treatment facility; 16 percent are more than 40 miles away. Military medical facilities are not available at small, remote Coast Guard units. Most district offices and support centers have services available for military members, but dependents are seen on a space-available basis. While some large or isolated units, like Kodiak, have a complete medical facility used by the entire beneficiary population, members at other units rely on contract medical care and their dependents, who are not eligible for contracted medical care except when provided in-house, rely upon CHAMPUS.

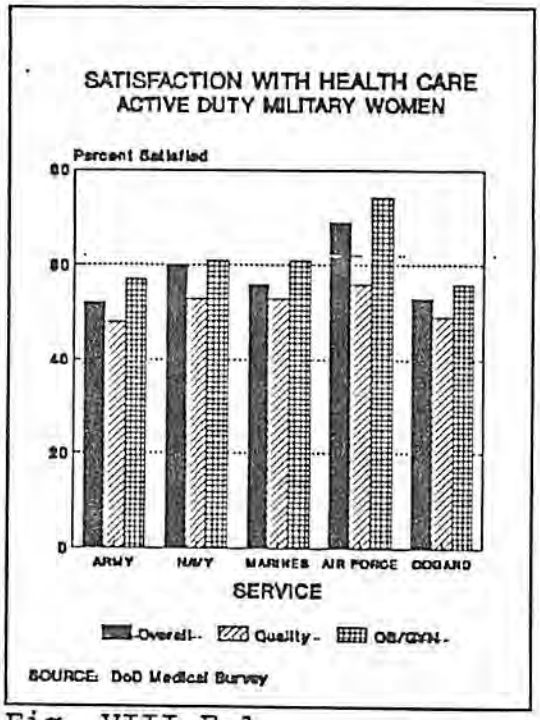

Fig. VIII.E-1

In the BAH Study, researchers found that "the dominant concern in family services deals with the lack of availability of medical services and the consequent high reliance on the CHAMPUS program. Members generally find the CHAMPUS program complex, incomplete, and inadequate to cover their needs ("It pays for what I could pay for, and doesn't pay for what I can't"). The staff personnel of units find the program difficult and time consuming to support and administer." Many members find the paperwork involved thoroughly daunting.

VIII.E.1. (cont'd) The 1989 DoD Women's Health Survey indicated that Coast Guard women were generally less satisfied with their health care services than were women of any of the other services except the Army. (See Figure VIII.E-1)

TIMELINESS
OF MEDICAL CARE

Statement: I rate the timeliness of the medical care I receive as:

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Excellent	8.4%	8.4%	7.5%	7.5%	8.0%	8.0%
Very Good	20.2%	28.6%	16.3%	23.8%	18.2%	26.2%
Good	30.7%	59.3%	31.2%	55.0%	31.0%	57.2%
Fair	24.6%	83.9%	28.1%	83.1%	26.5%	83.7%
Poor	16.1%	100.0%	16.9%	100.0%	16.3%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q71)

Table VIII.E-1

The DoD study concluded that Coast Guard women experienced much less difficulty contacting appointment clerks than other service women. However, as indicated in Table VIII.E-1, about 43 percent of Coast Guard members rate their timeliness of access to medical care as fair or poor.

ACCESS
TO MEDICAL CARE

Statement: I rate my geographic access to medical care as:

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Excellent	19.6%	19.6%	19.9%	19.9%	19.8%	19.8%
Very Good	22.1%	41.7%	21.1%	41.0%	21.5%	41.3%
Good	27.6%	69.3%	29.2%	70.2%	28.6%	69.9%
Fair	15.1%	84.4%	16.9%	87.1%	15.9%	85.8%
Poor	15.6%	100.0%	12.9%	100.0%	14.2%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q70)

Table VIII.E-2

VIII.E. (cont'd)

About 30 percent of Coast Guard respondents rated their geographic access to medical care as fair or poor. (See Table VIII.E-2) Approximately 16 percent of Coast Guard women live more than 40 miles away from a treatment facility. Coast Guard women are less satisfied than women in any of the DoD services with the amount of time it takes them to get to the medical treatment facility. On the other hand, they were generally more satisfied with timeliness of follow-on care. (See Table VIII.E-3)

SATISFACTION WITH TIMELINESS OF FOLLOW-UP CARE

Question: For (your) last visit, how satisfied were you with the timeliness of follow-up care?

	ARMY	NAVY	MARINE CORPS	AIR FORCE	COAST GUARD
Last Non-OB/GYN Visit					
Very Satisfied	23%	25%	27%	29%	18%
Satisfied	18%	23%	27%	29%	23%
Neither	35%	31%	25%	28%	36%
Dissatisfied	9%	11%	9%	8%	11%
Very dissatisfied	14%	10%	12%	6%	12%
Last OB/GYN Visit					
Very Satisfied	27%	29%	33%	36%	23%
Satisfied	26%	25%	23%	27%	25%
Neither	24%	25%	23%	25%	33%
Dissatisfied	9%	10%	9%	7%	8%
Very dissatisfied	15%	12%	11%	6%	12%

SOURCE: DoD Medical Survey

Table VIII.E-3

Coast Guard women were less likely than women in the other services to report that they were satisfied with the type of medical professional seen.

QUALITY OF MEDICAL CARE

Statement: I rate the quality of medical care I receive as:

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Excellent	6.9%	6.9%	6.5%	6.5%	6.7%	6.7%
Very Good	19.5%	26.4%	16.7%	23.2%	18.0%	24.7%
Good	34.4%	60.8%	32.2%	55.4%	33.3%	58.0%
Fair	26.2%	87.0%	27.4%	82.8%	26.8%	84.8%
Poor	13.0%	100.0%	17.2%	100.0%	15.2%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q72)

Table VIII.E-4

VIII.E.1. (cont'd) As indicated in Table VIII.E-4, about 42 percent of Coast Guard personnel, and about 45 percent of Coast Guard women, stated that they rated the quality of their medical care as fair or poor. The Coast Guard women also show the greatest preference for civilian health care providers among all the military servicewomen. As shown in Table VIII.E-5, more Coast Guard members would prefer contract medical care than any other type of care. Women were more likely to prefer contract care than were men. It should be noted here that they were not advocating going outside the Coast Guard care system, since contract civilian care is a part of that system. More than a third of the men (but only about a fourth of the women) were ready to try an alternative -- a Health Maintenance Organization (HMO) or Group Health Insurance.

PREFERENCE FOR MEDICAL CARE PROVIDER

Statement: I would prefer to receive health care through:

	Men	Women	Total
PHS Facility	17.5%	22.4%	19.9%
Contract Care	32.6%	38.4%	35.2%
Sister Service	11.4%	12.3%	11.8%
HMO	13.9%	9.7%	11.8%
Group Insurance	24.4%	17.1%	21.1%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q73)

Table VIII.E-5

In an attempt to more fully identify and address Coast Guard needs, the Coast Guard Office of Health and Safety used DoD data to identify a number of problem areas within the Coast Guard Health care system. Problems were identified in the following areas:

- Variety of services and types of practitioners,
- Timely communication of test results,
- Clinic waiting time,
- Priority of medical services,
- Timeliness of follow-up care,
- PAP and pelvic exam frequency,

- o Counselling on gender specific health issues such as mammography,
- o Care for urgent gynecological problems,
- o Pre-natal care appointments,
- o Care for workplace hazards,
- o Pregnancy care, and
- o Privacy, respect, and clinic confidentiality.

The Office of Health and Safety is currently taking steps to improve health care. Moreover, the Chief of Staff has begun a special study of Coast Guard health care issues.

The Women in the Coast Guard Study research identified similar areas of concern. Since the Coast Guard is already taking steps to address these issues, most will not be addressed here. In interviews and discussions with study group members, however, additional information emerged. As Coast Guard health care administrators found in analyzing the DoD survey data, the percentage responses generally tell you "what" people are feeling or thinking. They do not provide an in-depth picture or explain "why." In our face-to-face interviews and study group discussions we found the following:

a. There was a pervasive feeling that Public Health Service doctors were overworked and underpaid to the point that quality of care had declined. A-76 and reorganization were seen as contributing factors. The consolidation of the Dental Technician (DT) and Hospital Corpsman (HM) enlisted ratings into the Health Services Technician (HS) rating has lead some Coast Guard members to believe they are being treated by unqualified health care practitioners. There were stories -- real or imagined -- of HSs looking things up in a book as patients awaited diagnosis. Coast Guard personnel expressed concern about quality as well as quantity. When asked, "what has been your experience with Coast Guard medical care," it was not uncommon to hear negative evaluations. One member stated bluntly, "there isn't any --if I have a problem I just hope it goes away." When Coast Guard personnel were asked, how could medical care be improved, they gave a wide range of suggestions. They ranged from "get back real HM's" to "just give us an HMO or Blue Cross like the police and firemen have."

b. CHAMPUS is seen by many as being too complicated and unresponsive. Complicated procedures and paperwork make it easier for many members to just pay for care themselves. Slow payment from CHAMPUS has allegedly caused some members to fear for their credit ratings.

c. The lack of anonymity, usually seen as one of the benefits of a small Service, causes or exacerbates problems of privacy and confidentiality. Women noted, "It's embarrassing to have your OB/GYN evaluation done by somebody you play volleyball with." Lack of sound-proofed partitions between examining rooms is a problem at stations where "everybody knows everybody" and an off-hand remark made in the hall by a care provider may make someone's medical condition public knowledge. Women were also concerned about the confidentiality of medical prescriptions ("Everyone knows who's on birth control") and medical tests. They noted that files are routinely handled by Yeomen rather than health care providers. It is hoped that the "structured patient relations training" currently being provided to health care professionals throughout the Coast Guard will address these issues and will be shared with administrative personnel.

d. Women at recruit training evidenced unnecessary anxiety about their dental care. All boots knew that they could not refuse dental care, but when "pink slips" were routinely sent to boots requiring this care, the slips contained no statement of what kind of medical care they were to receive. This lead to high anxiety, since the boot had to wait until the actual appointment to find out if they were "going to get their teeth cleaned or to have dental surgery." It is hoped that patient relations training will address the issue of not causing unnecessary patient distress by explaining as much as possible to the patient.

e. There is a perception in the field that women taking birth control pills must have a PAP test on an annual basis in order to receive new birth control medication prescriptions. The policy of the Office of Health and Safety is:

> "...Experts disagree on how often the PAP smear should be done. Guidelines vary from 1 to 3 years. Our new policy is based on a 1989 Report of the U.S. Preventive Services Task Force and requires active duty females over the age of 18 who have a history of sexual activity to get a PAP smear every two years. A decision by individual practitioners to do PAP tests more frequently may be based upon the patient's history or the recommendations of a professional group."

Women -- especially those deployed afloat -- sometimes need the pills before they are able to get in for an exam. Some practitioners have linked the reissue of birth control pills with an annual PAP test. This is not written Coast Guard policy. Strict adherence to this common practice, while serving the purpose of ensuring frequent screening, may result in an unwanted pregnancy. Under these circumstances, an "emergency one or two month refill" might prevent an unwanted pregnancy. Of more concern when refilling birth control prescriptions are the patients' smoking habits and blood pressure.

f. There is also a perception in the field that a pelvic exam portion of the physical exam must be completed by the medical officer approving the physical (e.g., flight surgeon). This also is not Coast Guard policy. So long as the pelvic exam is conducted and properly documented by a qualified medical professional within one year, it should be accepted. There are a number of civilian health clinics which perform such exams at low or no cost. This may be a desirable option for some women.

Coast Guard women are significantly more likely to visit civilian doctors and medical treatment facilities than women of the DoD Services. [Civilian (contract) care is part of the Coast Guard health care system.] However, there are some indications that Coast Guard women are using civilian facilities and paying for the services themselves because of lack of comfort with Coast Guard health care system or concerns about privacy and confidentiality.

VIII.E.1.g. (cont'd) Women stated that another reason that they may seek non-Coast Guard care is the guilt they feel about taking time off from work. Coast Guard services are generally available only at the same time the women are supposed to be working. Many pregnant women, in particular, felt very susceptible to criticism from fellow workers that they would not be pulling their share because of their pregnancy.

The DoD study also revealed that a majority of Coast Guard women were dissatisfied with the information they received on contraception options, effectiveness, and risks, and that nearly 10 percent of women feel that they have been harassed when requesting assistance in obtaining contraceptives or birth control devices.

This is investigated at greater depth in the pregnancy section, but it is important to note here that, according to the statement made in the Coast Guard final report on women's health care to DACOWITS, "the Coast Guard medical program has no specific requirement that our practitioners routinely counsel females, as patients, on breast self examination, sexually transmitted diseases, and contraception. Standards of good medical practice dictate that appropriate counselling be given, when medically indicated or requested." Since some patients feel uncomfortable requesting this information, the Office of Health and Safety is developing a set of "wellness" preventive medicine questions for Coast Guard practitioners to use as an adjunct to physical exam screening.

Inquire with Counseling as Appropriate
Tobacco use:_____
Alcohol use:_____
Sedentary life style:_____
Lipid problems:_____
Atherogenic diet:_____
BSE/TSE training:_____
Contraceptive concerns:_____

Fig. VIII.E-2

Responses are to be recorded in the remarks section of the medical form. The box will be stamped as indicated in Figure VIII.E-2. The senior medical officer at larger clinics will designate a suitable counselor, preferably a female HS or nurse where the practitioners are exclusively male. In addition, the 9/89 revision of the Health Services Quality Assurance Checklist recommends that educational materials for female patients concerning gender related health issues (PAP smears, cervical cancer, mammography, and breast disease) be made readily available. The latest revision of the MLC Atlantic Standard Operating Procedure will require that gender-related educational materials be made readily available to patients in Coast Guard clinics.

VIII.E.2. Weight Standards. While not a specifically a medical issue in the Coast Guard, there is a widespread perception that the weight standards for women allow them to be "fatter" than they should be. When asked to describe the "typical Coast Guard women," five percent of survey respondents chose "fat" from a list of 30 adjectives they could use. During our interviews, it was not uncommon for one of our survey respondents, when asked about women in the Coast Guard, to describe them first as "fat." The current women's standards are not the result of any scientific findings. They are more relaxed than those of other military services and many life insurance companies. These generous standards have been blamed for orthopedic injuries during recruit training, and obesity is linked to a wide range of medical and acceptance problems. What the proper standards are is a matter of some disagreement; each of the Services uses a different standard. The concern is more with appearance than health, and, within the Coast Guard, there is not total agreement concerning what the "right" standards are -- or who should be responsible for setting and enforcing them. That the women's weight standards are more lenient than those of other Services, and that they are in excess of what is considered healthy by the insurance standards, there is no doubt. New standards are needed. These should be enforced for recruits, and women now in the Service who do not meet the standards should be assisted in their efforts to comply with the more stringent standards.

3. Conclusions. The literature research, interview data, and sample survey results, generally complement and help explain DoD and Coast Guard medical study findings. In light of the additional information found during this study, the following recommendations are made.

4. Recommendations.

a. The efforts being initiated by the Office of Health and Safety in response to issues and concerns raised by the DoD study should be continued.

b. The Navy Health Care Booklet containing information on self examinations, sexually-transmitted diseases, contraception, and career and life planning information should be placed in clinic waiting rooms and made generally available to Coast Guard personnel. This booklet is presented as Appendix G.

c. Personnel trained in birth control, family planning, career and life planning should provide training in these topics at entry levels as appropriate, and at all Coast Guard medical facilities.

d. Qualification standards for the HS rating above E-6 should be modified to require petty officers to develop and deliver birth control and family planning training. This will increase their knowledge of these topics and help in the distribution of information.

e. The Office of Health and Safety requirements for privacy/confidentiality training of medical professionals should include administrative personnel who process patient information or files.

f. Personnel who release private medical information without authorization should be held strictly accountable.

g. A Coast Guard policy making one year supplies of birth control pills available independent of PAP tests should be promulgated to medical care providers and patients. "Emergency" one or two month birth control prescriptions should be made available for women at isolated, remote, or afloat units or other women having difficulty getting in for refill appointments.

h. A patients "bill of rights" including a reference to confidentiality and privacy should be posted at all Coast Guard clinics. This bill of rights -- and what it means -- should be the topic of an article in the Commandant's Bulletin.

i. It should be made clear to all persons entering the Service at each accession point (recruit training, OCS, Academy, etc.) what they can expect in terms of medical care at various operational units.

j. Coast Guard weight standards should be revised to those recommended by the life insurance industry. In no instance should they be less stringent than those of other military Services.

k. Women now in the Service who do not meet the more stringent weight standards should obtain guidance and assistance from Coast Guard medical personnel to achieve their target weight.

VIII.F. CHILD CARE.

There are currently more than 11,400 Coast Guard dependents aged five years old and younger. Nearly 92 percent of Coast Guard personnel surveyed reported they either have children or plan to have children. More than 40 percent said they had children living with them now. (See Table VIII.F-1) It was not surprising, therefore, that the BAH Study found that 11 percent of respondents stated child care was their most important need and 12 percent stated that it was their second most important need.

NUMBER OF CHILDREN
COAST GUARD MEMBERS

Question: Do you have children? If yes, how many live with you? _____

	Men	Women	Total
0	45.8%	69.8%	57.0%
1	18.5%	18.0%	18.2%
2	22.9%	9.0%	16.0%
3	10.4%	2.5%	6.5%
4	1.5%	0.4%	1.0%
5	0.3%	0.1%	0.2%
6	0.2%	0.1%	0.1%

SOURCE: Women in the Coast Guard Study Survey Report (Q15)

Table VIII.F-1

An increasing proportion of women with preschool children are working outside the home. In 1960, only about 20 percent of married women with children under the age of six worked outside the home. Today, that figure is nearly 57 percent, and by the year 2000 it is expected to be more than 60 percent. However, there appears to be a significant question in the minds of many female Coast Guard members whether or not they can have children and "work" in the Coast Guard. Long hours, deployments, heavy work loads, problems with collocation, and lack of geographic stability are some of the problems faced by Coast Guard women and men with children. About 22 percent of these women say that their spouses do about half of the house work, only about 6 percent say they do more. When asked "If you are planning to leave the Coast Guard to have a family, which of the following would make it possible for you to stay?" 89 percent of the women indicated that child care would be helpful or somewhat helpful. Seventy eight percent said child care information and referral would be helpful or somewhat helpful, 82 percent said flexible hours would be helpful or somewhat helpful, and 65 percent stated they would be interested in part time work. (See Table VIII.F-2)

VIII.F. (cont'd) Although a great deal has been written about child care in private industry, Bureau of Labor Statistics data indicates that only 3 percent of large private companies provide child care, while 13 percent of large government offices (those employing more than 250 employees) sponsor child care centers. The DoD has been struggling to provide child care, but according to former Defense Secretary Frank Carlucci, Pentagon spending for child care will have to double by 1994 to meet military family needs. In the spring of 1989, 81,000 military children were on waiting lists for DoD child care facilities.

The need for child care and the gap between need and employer-provided care is, therefore, well documented. In addition, Commandant Instruction 1754.1 of 15 August 1988, states "It is Coast Guard policy to provide its personnel and their dependents with child development services and facilities when this service cannot be met by the civilian economy. ... However, child development services and facilities are a supplement to, and not a substitute for, the family which must provide for the care and development of the child." The Coast Guard currently operates seven child development centers. The study group discussed the question of how much additional care the Coast Guard should provide. The interview and study group discussions, as well as information provided by the Office of Personnel Management and other sources centered around certain key issues:

COAST GUARD WOMEN SUPPORT WHICH WOULD HELP THEM STAY IN SERVICE

Question: If you are planning to leave the Coast Guard to have a family, which of the following would make it possible for you to stay? (Female Respondents Only)

	HELPFUL	SOMEWHAT HELPFUL	NO EFFECT	NOT HELPFUL
Child Care Provided by CG	78.1%	10.5%	8.1%	3.3%
Child Care Referral Provided by CG	45.0%	32.8%	14.8%	7.5%
Parental Leave (Up to 1 Yr)	57.2%	19.0%	16.6%	7.2%
More Flexible Working Hours/Days	60.3%	21.5%	14.7%	3.5%
Part Time Work	43.4%	21.8%	23.4%	11.4%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q18)

Table VIII.F-2

VIII.F.1. Cost. Many Coast Guard units are not large enough to support a child development center. Child care in child development centers is more expensive to provide than other alternatives. Properly-equipped facilities are expensive to build and maintain, and they are expensive to operate. Salaries are a large part of center budgets. Nevertheless, parents interviewed, as well as child care workers, routinely complained that pay for child care workers is generally "inadequate." Census data indicate that the average family spends $50 per week on child care. The BAH Study indicated that costs to parents sometimes amount to one-third of a Coast Guard junior enlisted member's salary, and commands report members being forced to use mutual assistance as well as morale, welfare, and recreation funds for child care. On the other hand, some commanders involved in these cases have questioned the spending priorities of some members and noted that "some people seem to think a new car has a higher claim on disposable income than quality child care."

Interviews over a wide geographic area indicated that there might not be any such thing as "affordable child care." Regardless of the cost of child care in the given area, respondents were likely to categorize it as "expensive." It may be that parents are comparing the cost of child care to the cost of that provided by stay-at-home mothers or public schools, which appear to be free.

2. Access and Client Priority. Establishing and providing care are only the first step. Interview subjects also discussed the question of who should have access and priority to these centers. Since centers almost always have waiting lists, some sort of priority system must be established. Good cases could be made for giving priority in centers to Coast Guard-married-to-Coast Guard members because of needs of the service; to single parents because of their special needs; or to infants of Coast Guard women because Coast Guard women are required to go back to work after six weeks and many civilian child care centers do not take babies until they are six months old. A case could even be made for setting aside a certain percentage for child care capacity for non-working wives of military members who are willing to devote some of their time to Coast Guard volunteer work if they are provided child care. Since the Coast Guard relies heavily on sister service support services, children of sister service members may be difficult to exclude. A Commandant directive sets eligibility requirements for the use of Coast Guard child development centers but permits each command to set priorities to meet the needs of the members assigned. Determining "fair" access and priority, and maintaining the perception of fairness is difficult.

VIII.F.3. Quality Care. Coast Guard child development centers generally received high marks during interviews. However, because "child development" is technically a higher standard of care demanding a more highly-trained and highly-paid professional staff, costs for these services are usually greater than for child care provided by "baby sitters." The fact that some people interviewed referred to some care givers as "glorified baby sitters" is an indication that parents' expectations are high.

4. Quantity of Care. Some of the DoD services have made a conscious decision not to offer 24 hour care or care to infants on a day-to-day basis. They feel this full service care would blur the distinction between family and government responsibilities and send out an inappropriate signal as to who is the primary care giver. On the other hand, during our interviews, the point was made that if the Coast Guard expects it's people to work 12-hour days or begin their day at 7:00 in the morning, it would make sense to have child care centers open before 7:00 and remain open for longer than 12 hours. Since military members are technically in a 24-hour duty status and many have watches to stand, calls for 24-hour care and care on holidays and weekends, would not seem unreasonable. Ideally, care would be provided for children of all ages and during times of work-related need. However, only 4 Coast Guard child development centers accept infants at six weeks of age. The staffing ratio for infants is nearly the same as that for children over 12 months of age (see Table VIII.F-3), but the perception persists that it is more economical to exclude children under six months of age. Several Coast Guard care providers said that, with the same funding and physical plant, they can provide more services to more people by excluding infants under six months. This appears to be the folk wisdom of the industry as well, since many child care centers do not provide care for infants under six months.

COAST GUARD
CHILD CARE CENTER
STAFFING STANDARDS

Age	Ratio of Staff to Children
Birth- 12 Mos	1 - 4
12 Mos - 24 Mos	1 - 5
24 Mos - 3 Yrs	1 - 8
3 Yrs - 5 Yrs	1 - 12
5 Yrs+	1 - 15

SOURCE: COMDTINST 1754.1

Table VIII.F-3

VIII.F.5. Equity. Finally, there is the issue of equity. The problem of child care is one which affects most families for fewer than 10 years. Infant care affects most families for less than two years. About a third of Coast Guard members are single without children, and about 27 percent of Coast Guard men are married to wives who do not work outside the home. These groups, combined with the large proportion of parents whose children are already in school, may not be receptive to diverting Coast Guard assets from programs such as housing and medical care which benefit everyone.

Coast Guard self help may provide some answers. A group from Headquarters is organizing to establish a day care center at Coast Guard Headquarters. A similar group at Coast Guard Air Station Houston is working with the USO and Kindercare -- a private sector child care provider -- to provide child care for Coast Guard personnel. Coast Guard wives are starting family child care services in their homes, and members have taken advantage of "au pair" programs to bring care givers into their homes. Other Coast Guard members have worked with university early childhood development programs to establish child development centers. There is currently a wealth of child care information and knowledge in the Coast Guard. Members must be made aware of how to access this information.

Conclusions. There is an enormous need for child care for Coast Guard as well as other federal government employees. Child care can be expensive to provide and both costs and demands for additional kinds of services may be expected to continue to increase. The provision of services at child development centers for all Coast Guard families -- or even a substantial portion of those families -- appears to be well beyond the scope of Coast Guard financial capabilities. Some members expressed concern about competition with private industry and some stated flatly, "the Coast Guard does not belong in the child care business." On the other hand, the increasing proportion of spouses in the labor force and in the Coast Guard who are working, even though they have preschool children, indicates that child care services are a persistent need. Since Coast Guard people are traditionally resourceful and self-sufficient, and there is little funding available, one cost effective way of addressing the problem is to implement family child care at local units. Another is to assist members by providing information concerning locating or setting up child care arrangements.

VIII.F. (cont'd) The National Association for the Education of Young Children set up a 1-800 number for information and referral for child care. Tapping into this service, or providing a similar service, might be one effective way of assisting Coast Guard members who need services without disproportionally targeting funds toward a relatively small group of Coast Guard members.

Recommendations.

1. Commands should inform families that Family Program Administrators, Family Advocacy Representatives, and child development center directors have resource and referral information about the availability of child care in the area. They can also maintain current information on child care facilities (such items as waiting lists, capacity, costs, center requirements, ratio of children to care givers). This information should be made available to parents in such publications as the welcome aboard packets and through such means as sponsors and ombudsmen.

2. The fact that a source of "how to" advice, lessons learned, and information and referral data is available at Headquarters within the Personnel Services Division (G-PS) should be made more widely known. This would assist Coast Guard members who wish to set up their own centers, in-home care facilities, or alternative methods of child care.

3. The Coast Guard should continue to seek resources and provide seed moneys to support child care needs in locations where lack of community alternatives imposes hardship on Coast Guard families.

VIII.G. HUSBAND/WIFE ADVISORY TEAM.

A higher proportion of Coast Guard people are married today than every before. Nearly all quality-of-life issues affect Coast Guard families, and are being dealt with by Coast Guard members as husbands and wives. In addition, the Committee for Employer Support of the Guard and Reserve has found that spouse conflicts are among the most important reasons members leave the (DoD service) Reserves. For reasons such as these, an innovative suggestion was made that a Coast Guard Husband/Wife Advisory Team be established.

The study found little support for this idea from Coast Guard members. Married Coast Guard women undoubtedly define themselves as part of a husband/wife team, and one Coast Guard male even went so far as to bring his wife's list of discussion points to his interview. However, both Coast Guard men and Coast Guard women appear to see themselves professionally as full status, independent members. In discussions, they rarely brought up spouses or spouse concerns unless specifically questioned about an issue specifically relating to them and their spouse. Women may be especially sensitive, since they have traditionally borne the brunt of the "team issue." While married men have traditionally been seen as people with additional assets to bring to a job, married women have been seen as people with additional demands on their time and attention. Many professional women are also wary of appearing to ask for special treatment or advocacy. Collocation and child care concerns are directing considerable attention to Coast Guard husbands and wives. A large proportion of Coast Guard people are not married, however, and some argue that the Coast Guard couple may be placing demands upon the Coast Guard disproportionate to its contributions or the ability of the Coast Guard to address without depriving other members. Establishment of a husband/wife advisory team could be construed as placing undue emphasis on one group of Coast Guard personnel. In another section of this report, a recommendation is made to augment detailer staffing to better cope with the specific concerns of married Coast Guard members.

Recommendation. No further action should be taken on this issue at this time.

VIII.H. SINGLE PARENTS.

The typical military single parent is a divorced white male. Although the proportion of Coast Guard single parents is low, the Coast Guard has a higher percentage of single parents than the DoD Services. (See Table VIII.H-1) Most DoD statistics on single parents are inflated by the fact that many non-custodial males who provide child support classify themselves as a "single parents." Since these parents are seldom a cause of concern to their commands, a special effort was made in the Coast Guard survey to identify only "custodial single parents." Nevertheless, the Coast Guard data indicate that there are currently approximately 1,100 (3 percent) male Coast Guard single parents and 200 (8 percent) female single parents (1,300 total, or 3.6 percent). Although the absolute number of male single parents exceeds the number of single female parents, the percent of women who are single parents is more than twice that of the men. Nevertheless, the percentage of Coast Guard women who are single parents is actually below the national average for women aged eighteen to twenty four.

SINGLE PARENTS
IN THE MILITARY
AS OF DECEMBER 15, 1987

	MALES	FEMALES	TOTAL	PERCENT OF ACTIVE DUTY
Coast Guard	1,062	213	1,275	3.4%
Army	10,646	7,524	18,170	2.3%
Navy	10,059	4,089	14,148	2.4%
Air Force	11,202	4,663	15,865	2.6%
Marines	2,775	598	3,373	1.7%
DoD Total	34,682	16,874	51,556	2.4%

Note: Majority of males provide support, but do not necessarily have custody of the child.

SOURCE: DoD Point Paper

Table VIII.H-1

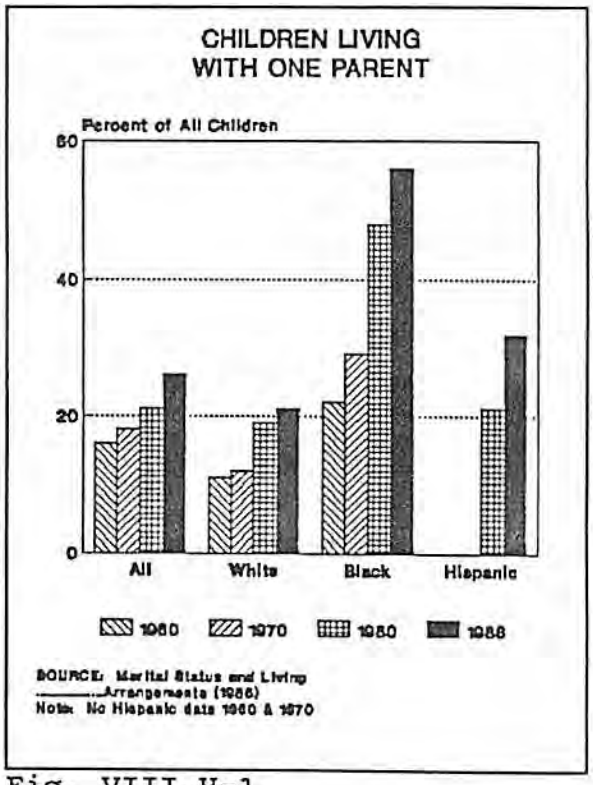

Fig. VIII.H-1

VIII.H. (cont'd) Although the unwed mother stereotype of the single parent is incorrect, a small percentage of Coast Guard women are unwed mothers. Some of them, and some of the divorced, widowed, or separated single parents, had their children when they enlisted in the Coast Guard. It is currently against Coast Guard policy to enlist single parents. However, during the interviews, it became apparent that some single parents had been told how to get around this regulation by signing custody of their child over to someone else when they enlisted. Once they have been in the Service one year, they can reclaim the child. Utilization of this "loophole" appears to set up a situation where everybody loses.

These separations appear to place considerable stress upon the women and their children during recruit training (a time which is already inherently very stressful). If the women are able to survive this, they face negative feelings from fellow Coast Guard members for "signing their children away" and from commands who have not expected single parents.

In 1987, the House Armed Services Committee directed the Pentagon to study the effect of single parents on the military. There were concerns about implications for readiness, morale and the fact that single parents may "inadvertently create problems in their units and extra work for their fellow service members because of their parental responsibilities."

In the BAH Study, it was found that single parents are seen as "the people who are absent the most, delayed in getting to work the most, leave early the most, and are discharged the most." Commanding officers said that single parent care issues often take up an inordinate amount of their time. They believe that other members think that single parents are given special treatment and assistance. The BAH Study found a fair amount of support for not letting single parents into the Coast Guard or for kicking them out. The Women in the Coast Guard interviews obtained similar responses. During interviews, Coast Guard members said such things as "the Coast Guard is not a good place for single parents," "they make other work for others," and "they bring sick kids to work." Interviewers also gave single parents an opportunity to voice their opinions. Responses indicated that the resentment goes both ways:

> "Ninety nine percent of the time you're there and take off one time and its a single parent issue"
>
> "You have to rely on your friends a lot"
>
> "Latch key kids are common"
>
> "Supervisors are jerks unsympathetic to child care"

VIII.H. (cont'd) Some commands feel that single parents are an administrative problem and the only cure is to implement a strict policy to relieve the commands from having to deal with them. Other commands feel that they can make the present system work to balance the needs of single parents and commands.

Detailers note that, with today's new complex custody arrangements and things such as "joint custody," it is sometimes difficult to determine who a single parent is. They are aware of the problems caused by assigning single parents to ships, but are also aware that if special preference is given to single parents, it will be at the expense of other parents and single members. In addition, everyone is concerned about the safety and well being of the children. Members from other services have been quoted as saying that there were times when they were forced to leave their children at home alone or in their cars when there were problems with baby sitters, sick children or extra duty. A recent Washington Post poll indicated that 20 percent of parents of children under 13 years of age and younger leave them at home alone and unattended for a half hour or more at least one day a week.

On the questionnaire, respondents were also asked if they felt single parents could pull their weight in the Coast Guard. Responses are summarized in Tables VIII.H-2 and VIII.H-3. In light of the strong feelings indicated in interviews and secondary research, one finding was somewhat surprising. Approximately 35 to 40 percent of the respondents stated that they had "no opinion." On the other hand, only about a fourth of the respondents disagreed that it was difficult for either male or for female single parent. About forty percent of respondents stated that they felt it was difficult for male or female single parents to pull their weight. Women were generally slightly more optimistic about the difficulties faced by both male and female single parents.

CAN MALE SINGLE PARENTS PULL THEIR WEIGHT

Statement: It is difficult for male single parents to pull their weight.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	12.5%	12.5%	6.2%	6.2%	9.4%	9.4%
Agree	31.2%	43.7%	21.6%	27.8%	26.4%	35.8%
No Opinion	38.9%	82.6%	40.6%	68.4%	39.8%	75.6%
Disagree	14.9%	97.5%	26.0%	94.4%	20.4%	96.0%
Disagree Strongly	2.5%	100.0%	5.6%	100.0%	4.0%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q45)

Table VIII.H-2

VIII.H. (cont'd) Since the typical Coast Guard single parent is not (as has been commonly assumed) an unwed mother, sex education may have limited utility in helping address the problems of single parents and their commands. Our analysis showed, however, that a disproportionate number of single parents are junior officers and enlisted. For this population, life planning counseling and assistance may be of considerable value. Their lack of knowledge, capabilities, and resources may also be one of the reasons this small proportion of people appears to be such a problem. Moving from a community where they have established a support network is a hardship on them. From interviews and secondary research, several suggestions were derived might would help single parents and assist them in not becoming a burden to their commands.

CAN FEMALE SINGLE PARENTS PULL THEIR WEIGHT

Statement: It is difficult for female single parents to pull their weight.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	13.7%	13.7%	8.0%	8.0%	10.9%	10.9%
Agree	33.0%	46.7%	25.4%	33.4%	29.2%	40.1%
No Opinion	36.3%	83.0%	32.1%	65.5%	34.1%	74.2%
Disagree	15.0%	98.0%	28.2%	93.7%	21.6%	95.8%
Disagree Strongly	2.0%	100.0%	6.3%	100.0%	4.2%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q46)

Table VIII.H-3

To help themselves, single parents should:

- o Get information from other single and married parents,
- o Ask the command for information and referral to Coast Guard and community support services,
- o Consider joining a single parent support group such as "Parents Without Partners" not only for emotional support but also for the information and networking a group of this sort provides,
- o Learn from the experience of others. Try to organize and plan ahead, and
- o Not use their single parent status as a crutch, and not expect sympathy or special treatment, but be aware that even married parents and single people have emergencies and have to take time off occasionally.

VIII.H. (cont'd) To help their people, commanders and supervisors can:

- o Counsel single parents. Let them know about available support services and other single parents who have navigated the course successfully. Stress the importance of planning.

- o Encourage single parents to network, share information, and support each other,

- o Let single parents know exactly what is expected of them, and

- o Support both formal and informal single parent support groups.

The Coast Guard can assist single parents by modifying some current policies.

Recommendations.

1. Coast Guard policy against recruiting/enlisting single parents should be reaffirmed and custody waiver loopholes should be closed. No single parents should be recruited.

2. Non-rated personnel who become single parents should be evaluated on a case-by-case basis to determine whether they should remain in the Service.

3. As much geographic stability as possible should be provided to single parents who are rated petty officers and officers so that they have adequate time to learn about, develop, and benefit from local support services.

VIII.I. SEXUAL HARASSMENT.

Like discrimination based on race, religion, color, and national origin, discrimination based on sex is contrary to Coast Guard Policy and may be a violation of the Uniform Code of Military Justice and state and federal law. In Chapter 4 of the Coast Guard Military Civil Rights Manual, the Coast Guard defines sexual harassment as follows:

SEXUAL HARASSMENT SEEN AS A PROBLEM

Statement: Sexual harassment is a problem in the Coast Guard.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	4.8%	4.8%	12.1%	12.1%	8.4%	8.4%
Agree	22.0%	26.8%	38.4%	50.5%	30.1%	38.5%
No Opinion	27.7%	54.5%	22.3%	72.8%	25.0%	63.5%
Disagree	38.9%	93.4%	24.8%	97.6%	31.9%	95.4%
Disagree Strongly	6.4%	100.0%	2.4%	100.0%	4.5%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q60)

Table VIII.I-1

> Sexual harassment is a form of sex discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when:
>
> 1. Submission to such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, or career, or
>
> 2. Submission to or rejection of such conduct by a person is used as a basis for career or employment decisions effecting that person, or
>
> 3. Such conduct interferes with an individual's performance or creates an intimidating, hostile, or offensive environment.
>
> Any person in a supervisory or command position who uses or condones implicit or explicit sexual behavior to control, influence or effect the career, pay, or job of a military member or civilian employee is engaging in sexual harassment. Similarly, any military member or civilian employee who makes deliberate or repeated unwelcome verbal comments, gestures, or physical contact of a sexual nature is also engaging in sexual harassment.

VIII.I. (cont'd) This definition is consistent with the definitions used by the Department of Transportation, the Department of Defense, the Office of Personnel Management, the Equal Employment Opportunity Commission, and others.

The Bureau of National Affairs (BNA) reported in its publication, "Sexual Harassment: Employer Policies and Problems," that 90 percent of the private companies they studied use the same or similar language to define sexual harassment.

The new definition, provided in the change to Chapter 4 of the Coast Guard Civil Rights Manual, also provides examples of behaviors that constitute sexual harassment.

Policy statements condemning sexual harassment have been promulgated by the Department of Transportation; the Commandant of the Coast Guard, the Office of Civil Rights, and many commands. The policy has been underscored in statements by the Secretary of Transportation, the Commandant, and the Chief of the Office of Civil Rights. Nearly 90 percent of Coast Guard personnel report that they have received sexual harassment training of some sort (85.9 percent men, 87.3 percent women).

SEXUAL HARASSMENT BEHAVIOR REPORTED

Question: During the past 2 years, have you been the target of the following sexual harassment behaviors while on duty or on a base or ship? (More than one answer permitted)

	Coast Guard Affirmative Responses	
	Men	Women
Unwanted whistles, looks, remarks, gestures	5.7%	51.4%
Unwanted letters, phone calls, or materials of sexual nature	3.3%	15.2%
Unwanted touching, leaning over, cornering, pinching	4.5%	28.7%
Unwanted pressure for dates or sexual favors	2.1%	17.6%
Actual or attempted rape or assault	0.3%	3.8%
Date rape	0.1%	1.6%
All Forms	9.0%	58.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q64)

Table VIII.I-2

However, the majority of Coast Guard women conform to the "victim profile" presented both in the Navy's Sourcebook on Sexual Harassment and other publications. They are single, have been with the "Federal Government" for fewer than fifteen years, and are working in a non-traditional job in a predominantly male environment with a male as their immediate supervisor.

VIII.I. (cont'd) In interviews, subjects indicated that they felt that sexual harassment was widespread. In the Coast Guard survey, more than half of the women agreed or agreed strongly that sexual harassment was a problem in the Coast Guard. (See Table VIII.I-1) Fifty eight percent of Coast Guard military women who responded stated that they had been sexually harassed within the past two years. (Nine percent of the Coast Guard men stated that they had been sexually harassed during the same time period.) The figure for women is one of the higher percentages produced in studies, both informal and formal, that have been done in the last few years. Table VIII.I-2 shows the incidence of various forms of sexual harassment in the Coast Guard.

Table VIII.I-3 shows the result of the Office of Personnel Management, Merit Systems Protection Board 1980 and 1987 surveys of sexual harassment in Federal Government. Percentages for the DoD Services contain data for civilian as well as military women, so they are not directly comparable and may underestimate the service member incidence. Department of Transportation percentages were also calculated using data for both military and civilians. Nevertheless, the Women in the Coast Guard Study percentage for women is within three percentage points of the DOT 1980 figures. The Women in the Coast Guard percentage for males was exactly the same as that reported for DOT males in 1987. DOT figures for women for 1987 are similar to those obtained in an unpublished study conducted by the Coast Guard's Office of Civil Rights. In the Office of Civil Rights study, more than two thirds of the women reported that they were aware of sexual harassment incidents that had taken place during the previous two years.

INCIDENCE OF SEXUAL HARASSMENT
FEDERAL AGENCIES

(Arranged in descending order of women reporting harassed in 1987)

	VICTIM			
	Women		Men	
	1980	1987	1980	1987
Dept. of State	--	52%	--	12%
Veterans Admin	46%	49%	22%	21%
Navy	44%	47%	14%	14%
Justice	53%	46%	16%	19%
Air Force	46%	45%	12%	16%
Army	41%	44%	16%	11%
NASA	--	43%	--	10%
Education	--	42%	--	18%
Treasury	37%	41%	14%	19%
HUD	47%	41%	16%	16%
All Other	39%	39%	13%	18%
Energy	38%	38%	14%	14%
Labor	56%	37%	10%	11%
SBA	--	37%	--	19%
GSA	35%	36%	16%	17%
Transportation	55%	36%	9%	11%
Agriculture	31%	36%	12%	13%
Other DoD	50%	35%	13%	18%
Commerce	40%	33%	12%	10%
OPM	--	33%	--	11%
EPA	--	33%	--	15%
Interior	41%	32%	14%	12%
HHS	--	29%	--	15%
Governmentwide Average	42%	42%	15%	14%

SOURCE: "Sexual Harassment in the Federal Government" Merit Systems Protection Board June 1988

Table VIII.I-3

VIII.I. (cont'd) In the Women in the Coast Guard Study survey, about half of the women reported that they believed sexual harassment was a problem (see Table VIII.I-1). These findings are similar to an Army survey conducted in FY-83, in which over 60 percent of the women reported "sexual harassment in my unit." (See Table VIII.I-4)

SEXUAL HARASSMENT
U.S. ARMY 1983

	Males *	Females*
Sexual harassment in my unit	38.0%	60.7%
Leadership aware, but allows it to continue	18.5%	34.5%
Corrective action not a serious issue to male soldiers	30.9%	62.4%
When male soldier commits act, abuser is often defended instead of victim	29.2%	61.4%

* Affirmative answers only

SOURCE: Army-Wide Survey

Table VIII.I-4

The 1987 Progress of Women in the Navy Study reported that half the women had been victims of sexual harassment. The interview process did not allow for computation of specific percentages, but nearly every one of the women interviewed had either been sexually harassed or knew about someone who had been.

As indicated in these tables, men tend to view sexual harassment differently than women. During the interviews, women indicated that they saw sexual harassment as something pervasive, threatening, and against which they had little defense. Many women indicated that they routinely put up with more than they thought they should have to on a day-to-day basis. Men, on the other hand, tended to see sexual harassment as less serious and less pervasive. They focused in on the fact some women make sexual harassment claims which are not true. As indicated in Table VIII.I-5, survey responses reiterated this.

FALSE SEXUAL HARASSMENT CLAIMS

Question: Many women make sexual harassment claims that aren't true

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	7.6%	7.6%	4.5%	4.5%	6.1%	6.1%
Agree	25.6%	33.2%	24.1%	28.6%	24.9%	31.0%
No Opinion	48.3%	81.5%	38.8%	67.4%	43.6%	74.6%
Disagree	17.1%	98.6%	26.1%	93.5%	21.5%	96.1%
Disagree Strongly	1.4%	100.0%	6.5%	100.0%	3.9%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q61)

Table VIII.I-5

VIII.I. (cont'd) About one-third of the men agreed or agreed strongly that "Many women make sexual harassment claims that aren't true." Nearly one-third of the women disagreed or disagreed strongly with the statement. In the interviews, men expressed concern that the threat of sexual harassment accusations was something women did or could use against them. When surveyed, a substantial proportion of both men and women agree or agreed strongly that "men feel that they are being harassed by women's threats to report them as sexual harassers" (see Table VIII.I-6).

Some over-reporting may be the result of deliberate maliciousness. However, in earlier studies, there were indications that some over-reporting occurred because people did not have a clear idea of what sexual harassment was. This appeared to be a problem in this study as well. During interviews, many women responded to a sexual harassment question with an example which was really sex discrimination. Many men responded with examples that were really sexual politics. Although related, sex discrimination and sexual politics are not the same as sexual harassment. (Sex discrimination involves treating someone differently because of their gender; sexual politics involves using sex, sexuality, or sexual attractiveness in order to get money, power, status, or other rewards.) There were also times when it appeared that something which was labeled sexual harassment was actually just an unpleasant situation or conflict between a man and a woman. Because of this confusion, survey respondents were not asked if they had been sexually harassed. They were provided a list of sexual harassment behaviors and asked if they had experienced any of these things during the past two years. When the data were analyzed, a computer program was run of these responses and people responding yes to any one of these sexual harassment behaviors were categorized as having been sexually harassed. This allowed us to ascertain not only the amount of sexual harassment but also the type experienced.

THREATENED BY SEXUAL HARASSMENT CLAIMS

Statement: Men feel they are being harassed by women's threats to report them as sexual harassers

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	9.7%	9.7%	6.5%	6.5%	8.1%	8.1%
Agree	27.8%	37.5%	30.6%	37.1%	29.2%	37.3%
No Opinion	40.2%	77.7%	41.5%	78.6%	40.8%	78.1%
Disagree	19.9%	97.6%	17.5%	96.1%	18.7%	96.8%
Disagree Strongly	2.4%	100.0%	3.9%	100.0%	3.2%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q62)

Table VIII.I-6

VIII.I. (cont'd) Table VIII.I-7 shows the incidence various types of sexual harassments behaviors reported in 1980 and 1987 Merit System Protection Board Studies.

TYPES OF SEXUAL HARASSMENT REPORTED IN FEDERAL AGENCIES

If respondent claimed they had been sexually harassed, percentage of respondents which experienced this form of harassment.

	VICTIM			
	Women		Men	
	1980	1987	1980	1987
Sexual remarks	33%	35%	10%	12%
Suggestive looks	28%	28%	8%	9%
Pressure for dates	26%	15%	7%	4%
Deliberate touching	15%	26%	3%	8%
Pressure for sexual favors	9%	9%	2%	3%
Letters and calls	9%	12%	3%	4%
Actual/attempted rape/assault	1%	1%	--	--

(rounded to nearest 1%)

SOURCE: "Sexual Harassment in the Federal Government" Merit Systems Protection Board (June 1988)

Table VIII.I-7

The results of the Coast Guard survey which revealed a similar pattern for women of responses were shown in Table VIII.I-2. Respondents more frequently reported that they had experienced the less-serious kinds of sexual harassment. Fewer reported that they had experienced the most serious forms. Where direct comparisons are possible, the percentages are higher for Coast Guard in seven of the eight possible comparisons. Especially disturbing are the reported figures for acts of sexual harassment involving physical contact.

Sexual harassment for males follows the same general pattern both in the MSPB and the Coast Guard study. The incidence of all forms of sexual harassment was, predictably, very much lower for males. There was, however, the same inverse relation between severity and incidence of sexual harassment found in the data for females. In general, rates for Coast Guard males are equal to or less than those responding to the MSPB questionnaires.

GENDER OF SEXUAL HARASSER

Question: If you have been sexually harassed (defined), the people who harassed you were:

	HARASSER	
VICTIM	Male	Female
Male	16.2%	83.8%
Female	98.5%	1.2%
Total	87.5%	12.3%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q65)

Table VIII.I-8

VIII.I. (cont'd) Sexual harassment is obviously a women's issue in the Coast Guard (as in most places); it is also a serious issue. As indicated in Table VIII.I-8, and found in MSPB data, the harassers of women are almost always men and the harassers of men almost always women.

Table VIII.I-9 provides a breakout by pay grade of Coast Guard who said they had been harassed. In the Coast Guard, as other organizations, sexual harassment is more likely to be suffered by junior enlisted and officers.

The harasser is most likely to be a co-worker or other employee, although there is evidence that the more serious forms of harassment may well be perpetrated by superiors. (See Table VIII.I-10) Coast Guard data supports this conclusion. The Coast Guard sexual harasser was usually someone who had sexually harassed others (more than 48 percent of the female victims; about the same percentage answered "don't know"). Interviews confirmed these conclusions. Study group interviews also provided information about the nature and dynamics of the sexual harassment. When asked "have you encountered any sexual harassment?" women told of "filthy jokes," men breaking in on them in showers, offers of money for sex, comments about their anatomy, fondling, "porn flicks," and even date rape and rape. A woman reported being asked for a key to her room and told "never mind, I have a key any way."

PAYGRADE OF SEXUAL HARASSMENT VICTIM

Distribution of paygrade of all those who reported they had been sexually harassed in Coast Guard during past two years.

	VICTIM	
	Male	Female
Paygrade		
E1 - E3	2.0%	17.2%
E4	1.6%	15.6%
E5	1.8%	9.8%
E6	1.6%	5.6%
E7	0.6%	1.4%
E8 - E9	0.2%	n/a
Warrant Officer	0.2%	0%
O1	0%	1.0%
O2	0.2%	3.2%
O3	0%	2.0%
O4	0.4%	0.6%
O5 - O6	0%	n/a
Total	8.6%	56.4%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q64)

Table VIII.I-9

SOURCE OF HARASSMENT IN FEDERAL AGENCIES

Percentage of victims, by sex, who claim that the source of their harassment was in the organizational level shown

	MEN	WOMEN
Immediate supervisor	12%	12%
Higher level supervisor	10%	19%
Co-worker	47%	41%
Subordinate	10%	2%
Other employee	40%	37%
Other/Unknown	10%	10%

SOURCE: "Sexual Harassment in the Federal Government" Merit Systems Protection Board (June 1988)

VIII.I-10

VIII.I. (cont'd) Pregnant females appeared to bear more than their share of verbal abuse. This was not surprising, since research revealed a great deal of resentment toward pregnant women. Sexual harassment is more a manifestation of hostility and abuse of power than an expression of sex or sexuality.

On the other hand, some men complained that the women "got away with murder" because their CO's were so concerned about the ship's reputation that male crew members were afraid to command, correct, or discipline the women aboard for fear of being falsely accused of sexually harassing them.

Victims of sexual harassment can report it through the command collateral-duty civil rights officer, the command enlisted advisor, or another command representative. Since, as indicated in Appendix F, sexual harassment may be a violation of the Uniform Code of Military Justice, commanding officers who receive complaints or information about sexual harassment are responsible for investigating and taking prompt, effective action. Appropriate command responses range from counseling to administrative discharge proceedings to courts martial.

Very often, sexual harassment is not reported. Previous studies of civilians indicate that victims of sexual harassment were reluctant to report this abuse to their supervisors for a variety of reasons: embarrassment, guilt, and fear that the supervisors wouldn't do anything about it. Civilians' reasons for not taking action ranged from "I had no reason to report it" to "I did not know what action to take" and are shown in Table VIII.I-11.

REASONS FOR NOT TAKING ACTION IN CASES OF SEXUAL HARASSMENT

Percentage of all victims, by sex, who did not take any formal action in response to unwanted sexual attention.

	MEN	WOMEN
I had no need to report it	42%	44%
I thought it would make my work situation unpleasant	30%	23%
I did not think that anything would be done	23%	17%
I did not want to hurt the person who bothered me	16%	20%
I thought it would be held against me or I would be blamed	17%	13%
I was too embarassed	14%	9%
I did not know what action to take	10%	5%

SOURCE: "Sexual Harassment in the Federal Government" Merit Systems Protection Board (June 1988)

Table VIII.I-11

VIII.I. (cont'd) Previous studies of military women indicate that military women were frequently reluctant to report sexual harassment to their chain of command because of: fear they would be labeled as complainers or trouble makers; fear that they would hurt the perpetrator's career; or a feeling that "the chain of command is the problem." In some places, they were also constrained by loyalty, a concern that they will make their command, ship, Academy, etc. look bad; and something akin to a "code of silence." Coast Guard reason for not reporting (provided on the survey) were consistent with those of the MSPB study summarized in Table VIII.I-11 and the Army Study in Table VIII.I-4. Reasons ranged from fear of retribution, to fear of negative publicity to fears about making the command look bad. Victims also were very concerned about the effects of labeling in a small organization such as the Coast Guard.

Victims also had limited expectations concerning the effectiveness of formal actions. As indicated in Table VIII.I-12, the percentage of victims who believed that formal complaints would stop the harassment was much smaller than the percentage who believed that nothing would be done or it would make their work situation more unpleasant. Moreover, since both the chain of command and the designated Civil Rights Counselors are frequently male, many women feel uncomfortable or intimidated about discussing these issues.

During interviews, some Coast Guard women expressed the belief that women who filed formal grievances did not get promoted. At places such as the Academy, there is also a peer group "code of silence" or loyalty which the victim would be breaking if she pursued a grievance or complained. This might well subject her to even worse forms of harassment and ostracism.

Interviews revealed another reason for not reporting. When interview groups were asked if the chain of command worked in redress of grievances, a frequent reply was "the chain of command is the problem."

EFFECTIVENESS OF CHAIN OF COMMAND DEALING WITH SEXUAL HARASSMENT

Statement: The chain of command is an effective way to resolve sexual harassment problems.

	Men		Women	
	Percent	Cum.	Percent	Cum.
Agree Strongly	17.5%	17.5%	9.4%	9.4%
Agree	46.8%	65.3%	34.1%	43.5%
No Opinion	15.6%	80.9%	26.7%	70.2%
Disagree	3.7%	84.6%	14.4%	84.6%
Disagree Strongly	16.4%	100.0%	15.4%	100.0%

Source: Women in the Coast Guard Survey Instrument (Q67)

Table VIII.I-12

VIII.I. (cont'd)
There appears to be an implicit conflict of interest in using the same chain of command responsible for making sure these things do not happen to report the fact that they have. For this reason, survey respondents were asked if "the chain of command is an effective way to resolve sexual harassment problems." As indicated in Table VIII.I-12, fewer than half the women stated that they felt that it was.

OUTCOMES OF REPORTED SEXUAL HARASSMENT COMPLAINTS

Question: What happens when people take sexual harassment problems to the chain of command?

	Men Percent	Women Percent	Total Percent
Harassment Stopped	13.7%	12.7%	13.2%
Harasser Punished	4.8%	2.0%	3.4%
Harassment stopped, harasser punished	18.8%	8.0%	13.6%
Nothing	3.4%	6.9%	5.1%
Victim labeled a troublemaker	6.3%	26.8%	16.2%
Both vicim and harasser punished	4.3%	4.2%	4.2%
Don't know	48.7%	39.3%	44.2%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q68)

Table VIII.I-13

This disparity may be a result of the women's different experience with the chain of command. As indicated in the Army survey (Table VIII.I-4) and an Office of Civil Rights informal survey (1986), women feel that leadership is aware of sexual harassment, but allows it to continue. Corrective action is not a serious issue to male service members, and the women report that supervisors only take action in about half the cases, and about one-fourth of the time these actions are inappropriate, ineffective or inadequate. In the Army Study, the majority of the women also reported that they felt that "when male soldiers commit these acts, the abuser is often defended instead of the victim."

For this reason, Coast Guard women interviewed were asked, "what happens to people who lodge formal complaints or use the formal grievance procedure?"

Approximately one-third of the women surveyed had said they did not believe the chain of command was an effective way to resolve their sexual harassment problems. The interviews provided an opportunity to discuss the reasons for this. Many women preferred to handle things themselves -- especially if the harassment was less serious. Other women had reasons similar to those listed in Table VIII.I-11.

VIII.I. (cont'd) Some had had bad experiences trying to resolve problems within the chain of command. The women stated that "there is a risk assessment you have to go through." There is a chance that things will be resolved, the behavior will be stopped, and the perpetrator punished. On the other hand, there may be a greater risk of negative consequences for the victim. Anticipated outcomes reported on the survey are summarized in Table VIII.I-13. The most frequently cited negative consequences mentioned during the interviews fell into three general scenarios:

- The woman would be labeled a trouble maker, complainer, or disloyal.

- There would be retribution.

- She would "divide the ship" and people would chose up sides. Even if some people "took her side," she and her command would probably be hurt.

- The chain of command would not be responsive. The grievance would not be taken seriously and would be diverted or stopped from going up the chain. The perpetrator might be in the chain and the chain would "take his side." Someone in the chain would not want to look bad or to make someone else look bad and would stop the complaint from going up the chain of command. If action were taken, it would not necessarily be what the victim saw as appropriate; i.e., she might be transferred, he might be allowed to retire.

There was a strange ambivalence about the chain of command. Men and women felt that people were routinely labeled and confidentiality was almost impossible to preserve. On the other hand they felt that they did not get enough information and feedback from the resolution of grievances and problems to provide them with "lessons learned" and guides to avoid similar problems. Men were much more optimistic than women about appropriate resolution of complaints. As indicated in Table VIII.I-13, the women were more than four times as likely as men to anticipate that the victim would be labeled a trouble maker. They were twice as likely to anticipate that nothing would happen. And they were less than half as likely to state that the harassment would be stopped or that the harasser would be punished.

In their comments, the men were more likely to feel that women used sexual harassment claims to manipulate the system and even entrap men. Women are more likely to cite examples where they had complained about sexual harassment and been given "crummy jobs" to teach them to keep their mouths shut.

VIII.I. (cont'd) In light of these findings, it is not surprising that the number of formal complaints filed tends to be small. Figure VIII.I-1 presents the number of complaints filed by the 21 largest federal departments and agencies. Although the number of complaints has been increasing since 1980, the proportions are still only a tiny fraction of the estimated cases. Figures for Coast Guard are also quite small when compared either to the numbers of people in the Coast Guard or to the incidence of sexual harassment reported in the survey.

Of the six formal cases filed with the Coast Guard's Office of Civil Rights (G-H) between 1985 and 1989, all involved senior-junior relationships. In each case, the (female) victim was lower in rank than the alleged harasser. Four of the six were also very junior (non-rated). The incidents recorded involved sexual relations based on coercion, offers of pay for sexual favors, touching, unwanted sexual advances, and rape.

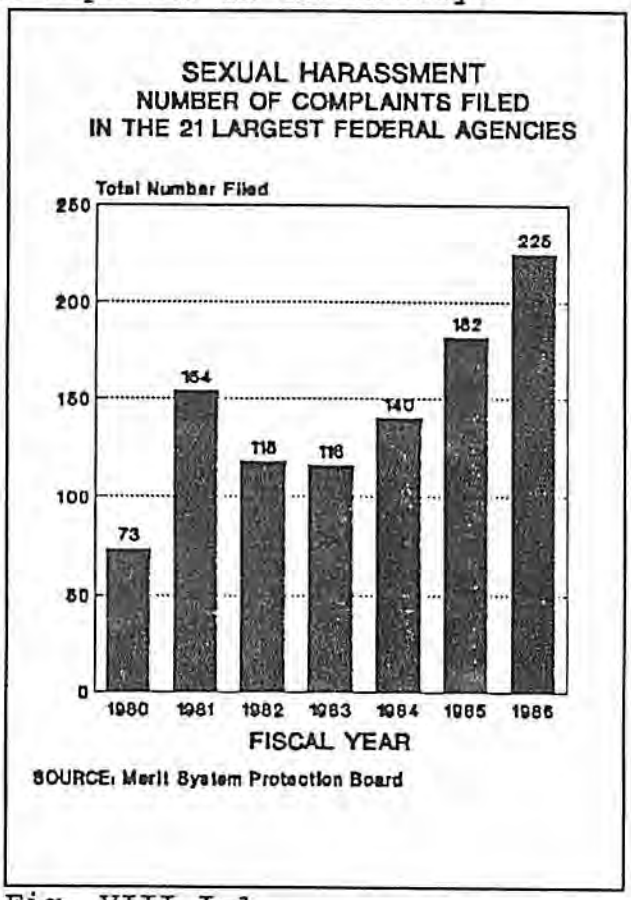

Fig. VIII.I-1

In these six formal cases, two-thirds of the victims felt they lacked command support when seeking to address their concerns and five felt that the command and the chain of command took a "victim-focus" attitude toward the problem.

The true number of sexual harassment cases resolved before reaching this level is difficult to determine since statistical data are aggregated under sex discrimination and not broken out specifically as "sexual harassment" or aggregated for incidents occurring below Area, District, MLC, or Headquarters unit levels.

Two-thirds of Coast Guard people feel that "things are being done to try to stop sexual harassment in the Coast Guard." As indicated in Table VIII.I-14, Coast Guard men are more optimistic in this assessment than are Coast Guard women.

VIII.I. (cont'd)
When asked in interviews what was being done by their commands to combat sexual harassment and discrimination, some said "Nothing," or "Everyone knows he can't work with females and he still got promoted." Some stated there was nothing that could be done because the problem was really harassment from members in other services. Others stated that women were being told to "wait it out" or that the command had merely put an EEO statement on the wall. Generally, however, subjects stated "training." In a few cases, they stated "infinite training until we're sick and tired of it!" One respondent stated that her command published mast results as an example for the rest of the command.

COAST GUARD TAKING ACTION TO STOP SEXUAL HARASSMENT

Statement: Things are being done to stop sexual harassment in the Coast Guard.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	12.1%	12.1%	8.8%	8.8%	10.4%	10.4%
Agree	59.3%	71.4%	53.4%	62.2%	56.4%	66.8%
No Opinion	6.2%	77.6%	12.9%	75.1%	9.6%	76.4%
Disagree	0.8%	78.4%	4.4%	79.5%	2.6%	79.0%
Disagree Strongly	21.6%	100.0%	20.5%	100.0%	21.0%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q69)

Table VIII.I-14

After formulating definitions, issuing policy statements (and leadership statements in support of this policy) training is the next step. The Coast Guard has done all of these things. Survey responses indicated that more than 85 percent of Coast Guard people have been trained in prevention of sexual harassment. The Coast Guard's course in combating sexual harassment is approximately two hours in length. This compares to the agencies surveyed by MSPB as indicated in Figure VIII.I-2.

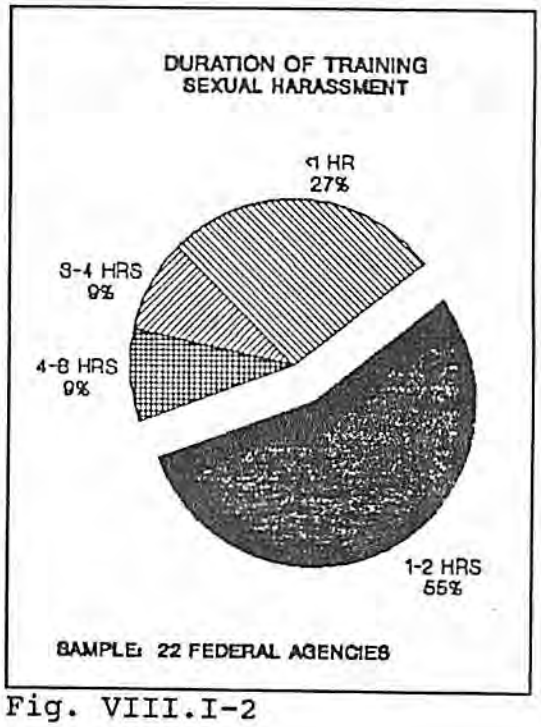

Fig. VIII.I-2

VIII.I. (cont'd) When interview respondents were asked what the Coast Guard could do better to combat sexual harassment, suggestions included "provide more aggressive leadership in the top ranks," "provide information on lessons learned and action taken," and "enforce the policy and let's get on with it." Interviewees also stated that the Coast Guard should "get serious and stop blaming the women," "keep the CEA's from squelching the problem," "provide counseling," "let women know what to do about it," "adopt the same zero tolerance policy as for drugs," "get female investigators on investigation panels," and "clear up the confusion on what it is." It was also suggested that the Coast Guard should:

- o Promote rights and responsibilities awareness training for all service members especially junior personnel.

- o Require unit commanders to be decisive in taking action to eliminate sexual harassment.

- o Provide information to unit commanders on what to look out for and how to handle these situations.

Conclusions. This is a complicated and important issue, and an area in which most organizations can do better.

Recommendations.

1. The Commandant must affirm the value of women in the Coast Guard and must issue a strong statement against sexual harassment. This statement must be reiterated and enforced by all members of the chain of command.

2. Ensure that sexual assault, attempted rape, and rape, criminal acts under the UCMJ, are treated as such.

3. Hold accountable those who inflict or tolerate sexual harassment.

4. When disciplinary actions are taken, the reason for and nature of those actions should be sanitized, grouped with results of other sexual harassment cases, and publicized. This will "set the record straight" where there have been gossip and rumors and will provide lessons learned for both Coast Guard personnel and their leadership.

5. Reevaluate Coast Guard sexual harassment training. Make sure the distinction between discrimination, sexual harassment, and sexual politics is clear. It should include the concern of men being unjustly accused of sexual harassment. Ensure that training covers what these things are, how to deal with them, how to keep them from happening, and what to do if they occur.

6. Provide sexual harassment training at all OinC, XPO, LAMS, "A" Schools, OCS, Coast Guard Academy, CPO/XPO Academy, PCO/PXO, and recruit training in addition to the present every-third-year cycle.

7. Investigate and implement methods of providing better quality control by providing such things as self-contained lesson packages and training, video-tapes, behavioral objectives, study manuals, and operational instructions.

8. Include sexual harassment information in the Military Requirements courses at every paygrade, and include questions about sexual harassment in the servicewide exams. Make knowledge about sexual harassment a testable item during all training.

9. Expand and improve recording of data specifically concerning sexual harassment. Wherever data are kept, sexual harassment statistics should be kept in addition to -- and separate from -- general statistics on "discrimination."

10. Institute a "Hot Line," a centralized information and referral service staffed by women, to provide counseling information, referral, and rumor control for Coast Guard personnel, and to provide a continuous source of data on the numbers and types of sexual harassment problems throughout the Coast Guard and progress being made to combat them.

VIII.J. FRATERNIZATION.

In both the interviews and the Coast Guard wide survey, there was strong evidence that "fraternization in the Coast Guard is widespread." Only about 20 to 25 percent of survey respondents disagree with this statement. (See Table VIII.J-1) When interview participants were asked about fraternization, the usual first response was laughter. In almost every female interview group, someone would admit to having married or dated someone in their chain of command. There was much less agreement as to whether or not it was a problem. (See Table VIII.J-2) Only about 20 percent of Coast Guard survey respondents stated that they felt it was. Nearly half disagreed or disagreed strongly.

FRATERNIZATION IS WIDESPREAD IN THE COAST GUARD

Statement: Fraternization in the Coast Guard is widespread.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	14.8%	14.8%	19.1%	19.1%	16.9%	16.9%
Agree	32.0%	46.8%	35.0%	54.1%	33.5%	50.4%
No Opinion	27.1%	73.9%	24.8%	78.9%	26.0%	76.4%
Disagree	22.2%	96.1%	17.7%	96.6%	20.0%	96.4%
Disagree Strongly	3.9%	100.0%	3.4%	100.0%	3.6%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q58)

Table VIII.J-1

The general conclusion, which may be derived from interview data, is that most people felt it is "none of the Coast Guard's business whom I date or socialize with." Although a few people stated that fraternization "hurts the Coast Guard" and "once you join the Coast Guard, you don't have a personal life," the first impression in interviews was that it was a trivial issue or was an issue involving personal rights.

FRATERNIZATION IN THE COAST GUARD IS NOT CONSIDERED A PROBLEM

Statement: Fraternization in the Coast Guard is a problem.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	8.0%	8.0%	5.5%	5.5%	6.8%	6.8%
Agree	18.4%	26.4%	12.8%	18.3%	15.6%	22.4%
No Opinion	27.9%	54.3%	27.2%	45.5%	27.6%	50.0%
Disagree	35.8%	90.1%	39.4%	84.9%	37.6%	87.6%
Disagree Strongly	9.9%	100.0%	15.1%	100.0%	12.4%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q59)

Table VIII.J-2

VIII.J. (cont'd) Since this reaction was predictable, after the pretest and first few interviews, interviewers subsequently probed for information using "worst case scenarios." "What if someone in your work group is dating your boss ... how does that make you feel ... what happens when they break up?" Given this specific scenario, the reaction changed dramatically -- those interviewed were unanimously against fraternization in situations where they perceived they could be hurt by it.

It appears, therefore, that the ambiguous reactions and findings obtained in some of the fraternization research is the result of the fact that there are various kinds of fraternization, and people react differently depending upon which kind they have in mind when answering. When respondents see it as a question of social or dating rights, they do not support prohibitions against fraternization. When they see it as something which may interfere with their job or career opportunities, they think these prohibitions are important. Some are aware that it is a complicated, hard to define, "gray area" issue. Some are sensitive to the fact that there is differential enforcement and differential support for those who enforce the policy. One man said that "it was the most difficult thing he had handled as a commanding officer." The existing Coast Guard policy contains enough ambiguity that commanding officers and officers in charge find it difficult to interpret consistently and fairly. They also expressed concern that if they "come down on someone" for fraternization, they felt they may or may not be supported by those above them.

With its small size and community feeling, as well as frequent long hours and isolated and remote duty stations, the Coast Guard work place may be conducive to the blurring of work and social life in which fraternization could be expected to thrive. In addition, minority members and women are, at times, part of such small working groups that strict enforcement of the more general kinds of "fraternization" regulations would deprive them of any semblance of a normal social life. On the other hand, fraternization carries with it the implication of advantage or preferential treatment which can erode trust in leadership and morale. It also carries with it an informality that erodes the chain of command and leads to a breakdown in "good order and discipline." For these reasons, Coast Guard policy against fraternization is necessary. The nature and enforcement of this policy must be general enough and carefully enough applied, however, that it only addresses those relationships which really are a threat to good order and discipline and mission accomplishment. It must allow for those relationships which build support, morale, and esprit de corps as well as a healthy working relationship.

VIII.J. (cont'd) With this in mind, the current Coast Guard policy on fraternization was formulated. The policy describes relationships between senior and junior members and acknowledges that "... appropriate types of relationships are essential to the quality of service life and to the effective accomplishment of demanding missions ... as well as to enhancement of "esprit de corps within the Service and [perpetuation of] traditional service norms and values ... customs and traditions." Conversely, the Coast Guard acknowledges that inappropriate personal relationships between senior and junior service members may "... adversely effect discipline and morale and negatively impact mission performance." While fraternization appears to have been defined more narrowly in the past, personal relationships between male and female officers and enlisted male and female members are covered in the revised policy. (It should be noted that fraternization may be between same sex members as well as between males and females.)

"Inappropriate personal relationships" are explained in detail in the policy. However, there is no identification of actions that categorize "fraternization" nor are examples of this behavior provided. Nevertheless, commanding officers and officers in charge are made responsible for ensuring that all members of their commands are aware of "... what constitutes fraternization and other inappropriate personal relationships." They are also held responsible for ensuring that the provisions of the policy are observed and for taking appropriate action when violations occur. In addition, all service members are admonished to conduct themselves in such a way as to be consistent with "... traditional and customary standards of good order and dicipline ... in conformity with the policy." Seniors are advised to set high standards of conduct as an example for juniors and to take responsibility for ensuring that any relationship with a junior remains within the boundaries of appropriate behavior.

It may be unfair to suggest amendment to the new fraternization policy since, although it has been widely promulgated, few people in the field stated that they had actually read it. However, from the survey data and discussions in the field, it is apparent that some issues need to be addressed. These include:

- the absence of a clear understanding of what fraternization is,

- the fact that there is no clear statement as to how inappropriate personal relationships become fraternization or whether or not they are, de facto, fraternization,

- o an absence of mandated awareness training beyond the Academy and the training commands, and

- o enough substantive evaluation of how the behavior can hurt the Coast Guard and why it must be stopped to assure that those charged with enforcement are supported.

Coast Guard managers state that they would appreciate a clear statement of:

- o what fraternization is,

- o how it harms the Coast Guard, and

- o what to do about it.

Coast Guard personnel evidence a need more training in the area, examples of what fraternization is, and "lessons learned" in real life Coast Guard situations.

Recommendations.

1. The Coast Guard policy on fraternization should be augmented with more specific guidance on what constitutes fraternization and how it harms the Coast Guard.

2. Training should be provided on the issue: what fraternization is, why it is wrong, and why it hurts the Coast Guard. This training should be provided during recruit training, "A" school, Coast Guard Academy, Officer Candidate School, instructor training, Leadership and Management Schools, and included in the Military Requirements for advancement through the petty officer pay grades.

3. When disciplinary actions are taken, the reason for and nature of those actions should be sanitized, grouped with results of other fraternization cases, and publicized. This will "set the record straight" where there have been gossip and rumors and will provide lessons learned for both Coast Guard personnel and their leadership.

VIII.K. UNIFORMS.

Briefings by Headquarters Uniform Branch representatives indicated that they already had uniform issues under investigation, so no specific questions concerning uniforms were asked in either the survey or the interviews. The fact that there was a great deal of interest in this issue was evident in the field, however. During nearly every interview, someone tried to open discussion of uniform issues. There was concern that women's uniforms are more expensive than men's. (These costs are offset by the difference in uniform allowance for enlisted women, but female officers must pay more than male officers.) There was also concern that uniform items are difficult to obtain. There were the ever-present questions of style and quality. For the most part, people in the field were not aware of the efforts being made to improve uniforms, not aware of how they could make suggestions for improvement, and in some cases not aware of how to obtain uniform items from remote locations. The study group, in discussing uniform issues, looked into and endorsed Uniform Branch policy, discussed the importance of providing information to the field, and made the following recommendations.

Recommendations.

1. The Uniform Branch should provide information to the field on:

- Procedures for obtaining uniform items.
- The distribution system.
- Availability and use of ordering forms.
- Uniform Board recommendations.

2. The Uniform Branch should investigate the feasibility of establishing ordering systems utilizing E-mail, 1-800 numbers, and FAX. To facilitate ordering, these systems should be implemented where possible.

3. Differential costs should be one of the factors considered by the Uniform Board when evaluating proposed changes to uniforms.

4. A person familiar with women's sizing in Coast Guard uniforms should always be assigned to the Uniform Distribution Center.

VIII.L. REALIGNMENT.

During the past four years, the Coast Guard has undergone two significant reorganizations. The objective of the realignments was to streamline the support infrastructure so that as many billets as possible could be reallocated to operations. The first realignment involved a substantial reorganization of Coast Guard districts. Two districts were absorbed into neighboring ones and most of the support functions performed by the district offices were consolidated into two Maintenance and Logistics Commands (MLCs). In the second realignment, Coast Guard Headquarters was reorganized.

COAST GUARD
COLLATERAL DUTY WORKLOAD

Statement: I have so many collateral duties it is hard to do anything well.

	Men		Women		Total	
	Percent	Cum.	Percent	Cum.	Percent	Cum.
Agree Strongly	8.7%	8.7%	4.8%	4.8%	6.8%	6.8%
Agree	17.8%	26.6%	13.7%	18.5%	15.8%	22.6%
No Opinion	21.9%	48.5%	22.8%	41.3%	22.3%	44.9%
Disagree	39.3%	87.8%	44.1%	85.4%	41.7%	86.6%
Disagree Strongly	12.2%	100.0%	14.6%	100.0%	13.4%	100.0%

SOURCE: Women in the Coast Guard Study Survey Instrument (Q35)

Table VIII.L-1

Realignment was an issue requested by DACOWITS which initially did not appear to have a direct bearing on women in the Coast Guard. In group interviews, however, it rapidly became apparent that reorganization was an intervening variable which increased the stress on many Coast Guard members and increased sensitivity among co-workers and supervisors to "the problems inherent in the integration of women." Many of those interviewed -- male as well as female -- voiced the opinion that their work load had increased as a result of billet cuts related to realignment. Table VIII.L-1 shows that more than 25 percent of the men surveyed feel they have too many collateral duties to do their jobs well even though more than 77 percent of them put in extra time. In addition, privatization of billets under an aggressive A-76 implementation effort replaced "24 hour duty status" military members with "nine to five" contract workers. This limited the number of people available for "surge" periods, collateral duties, or "taking up the slack." In this lean organization, anything which appears to render a person less capable of "pulling their weight" is likely to cause ill feelings.

VIII.L. (cont'd) Female-specific issues such as physical strength, absence due to medical appointments, or time off for pregnancy are more likely to draw attention and to be resented. Change is stressful in itself and the thinning out of personnel resources probably increases both the visibility of, and demands on, each member. Realignment and the A-76 program, therefore, have both made integration of women somewhat more difficult.

Recommendations. Investigation of this issue provided helpful background for the study, but no recommendations are made in this area.

VIII.M. GEOGRAPHIC STABILITY

Geographic stability is not specifically mentioned in the Personnel Manual. However, the manual does state that all personnel must be capable of performing all necessary tasks in order for the Coast Guard to carry out its missions and that members must be available for world wide assignment at all times. There are two major factors which drive transfers in the Coast Guard. The first is losses, each of which sets into motion a train of advancements and moves to fill the vacancy. The second is undesirable duty. The Coast Guard attempts to guarantee a specific tour length at undesirable duty stations, including afloat, isolated, and certain areas of the country. As an enticement to members assigned there, assignment officers frequently give the member priority in his or her next assignment.

The implication and the tradition is that it is necessary for a Coast Guard person to move frequently to obtain a well-rounded experience base and career in the Coast Guard. When people move from one area go to another, they learn new ways to do their jobs, and they bring a change in view which may be beneficial. To ensure this mobility, the files of members who have been in one location for six years or longer are flagged for transfer to a different geographic locality. In many areas of the country, however, it is possible to work in several mission areas and several types of units without changing locations. A member can continue to develop professionally while remaining in one geographic area through two to three tours (5 to 12 years).

Increased geographic stability is desirable from both the member's perspective and from the Coast Guard's perspective. Many people join the Coast Guard to travel and see new places. When they acquire a family, the majority of Coast Guard members desire more stability. Previous surveys which asked why members were leaving the Service revealed a strong desire to sink roots in a community, get control over their lives, and avoid the costs and turmoil of moving. Stability becomes more desirable as issues such as dual-income families, child care, and rapidly-escalating housing prices become predominant in the lives of Coast Guard members. Collocation of service couples would probably become easier if moves were decreased. Increased job and advancement opportunities for non-military spouses would probably result as well. Geographic stability would increase family stability and allow families to tap into local support networks, conceivably reducing dependence upon Coast Guard support services. It would provide no-cost (to the Coast Guard) child care assistance by enabling members time to locate good child care and work their way up on waiting lists.

VIII.M. (cont'd) From the Coast Guard's perspective, mission effectiveness increases as members become more proficient in their assignments. Funding for PCS moves will continue to remain tight, and increased stability could reduce PCS costs to the government and out-of-pocket moving expenses for members. Geographic stability could encourage members to invest and build equity in homes and decrease losses incurred when selling decisions are dictated by transfers rather than the housing market; a reduction in Coast Guard-owned and leased housing needs could result. The Coast Guard might also benefit from the continuity which "homesteaders" would provide and the links they would build to the host community.

During the study, it was noted that some people have been able to diversify their skills and training, remain competitive, and earn promotion despite remaining in a geographic area for an extended period of time. Moreover, there seems to be a group of people who desire to remain in almost every geographic locality. For example, some want to serve in the New England area because it is close to family. Others want to serve in Alaska because of the outdoor activities.

At issue is the policy that geographic stability is, in itself, bad. There is no question that a member who desires to stay in an area should not assume that continuity is guaranteed, but should compete for the assignment with someone else who has earned it and is asking for it. There is a given location that prolonged service in a geographic area may be detrimental to a member's career or promotion opportunities at some point. Members express the view that they should have a choice in these matters, and that others should not transfer them "for their own good" when there are no other reasons. People who desire to stay in a certain location feel that they will work harder and do better to increase their competitiveness for local positions which open.

Members should be aware that they all compete equally for billets for which they are qualified. A desire for increasing geographic stability will not guarantee a billet at a particular location. Members from outside a geographic region must be afforded the opportunity to request assignment in the area as well and all would compete for billets for which they are best qualified.

Discussion. Increased geographic stability, as proposed, is not intended to curtail job transfers. Tour lengths need not be affected. The intent is that members would not automatically be given jobs in their areas, but rather could compete for them. They would not be disqualified based solely upon the fact that they have served six years in a geographic area. Members should be aware of possible negative effects on their careers, but would have the opportunity to overcome these by doing an especially good job in their area.

VIII.M. (cont'd)

Recommendations.

1. Detailers should not "flag" members remaining in one geographic location for six years or longer for transfer out of the area. This does not mean that the billet cannot be flagged as being available if others desire it. This serves notice to the member that he or she should seek other billets or that they may not be able to stay in their current billet.

2. A member should be allowed to compete for jobs in the present area and to remain in one location for multiple tours if billets are available and if that member is fully qualified to fill these billets.

3. Members should be allowed to complete their tours in a given location whenever possible.

VIII.N. SPECIAL ASSISTANT FOR WOMEN'S POLICY

During the Women in the Coast Guard study, it became apparent that there was no central clearinghouse for information on military women in the Coast Guard. Data collection for the study was made difficult by the fact that a wide variety of sites--both inside and outside--Coast Guard Headquarters hold data on women. Since it is maintained for a variety of purposes, it is sometimes fragmentary, and incomplete. It is sometimes inconsistent. It is not always maintained over time. This makes charting the progress of women in the Coast Guard difficult.

In addition, the study group received numerous calls and requests for information. Many of these calls came from people outside the Coast Guard who were unable to locate another highly visible point of contact for military women's issues. The high volume of requests for information and assistance from within the Coast Guard indicated that there was a perceived need within the Coast Guard as well. When possible, the staff referred callers to the appropriate office, but it was not always clear what office would be the appropriate point of contact. Experience in the field interviews indicated that some women see the Defense Advisory Committee for Women in the Services as a point of contact for problem areas.

Several of the recommendations made throughout the study involve additional Headquarters duties relating to women in the military. It is difficult to see how these additional duties could be done or coordinated effectively on a collateral duty basis.

Recommendations:

1. Establish a position of Advisor on Women's Policy within the Office of Personnel and Training. The incumbents of this position would serve as the focal point for women's concerns. Their primary responsibility would be to monitor Coast Guard policy for impact on women. Incumbents would also have oversight for the proposed sexual harassment hotline and child care information and referral services. They would also serve as Coast Guard representative to the Defense Advisory Committee on Women in the Services.

2. This person should monitor progress in eliminating sexual harassment in the Coast Guard military workforce.

WOMEN IN THE COAST GUARD STUDY
APPENDICES

Appendix A - Study Team Charter

Appendix B - Study Contributors

Appendix C - Identified Barriers to Increased Women in the Coast Guard (Groupware Results)

Appendix D - Coast Guard Survey

Appendix E - Sample Officer Evaluation Report Form

Appendix F - Military Justice Articles Relating To Sexual Harassment

Appendix G - Navy Men and Women Health Care Booklet

Appendix H - Glossary of Terms

Appendix I - Recommendations

Memorandum

U.S. Department of Transportation
United States Coast Guard

Subject STUDY TEAM CHARTER: "WOMEN IN THE COAST GUARD" STUDY Date: 14 AUG 1989

Reply to Attn of: 5621B
G-PWP
LCDR Gray 7-2985

From Chief of Staff

To RADM(L) Ronald M. Polant 053 30 3905, USCG

Ref: (a) G-H memo 1000 dtd 4 APR 89

1. Purpose. A team is being established to study the utilization of women in the Coast Guard. In view of the fact that the number of women in the workforce is growing rapidly and that women are relatively more numerous in other military services (enclosure (1)), it is timely to review their roles in the Coast Guard. The goal of the team is to examine issues and make recommendations for personnel and management policy changes in our organization. As an overview, the following general questions are posed:

a. What is the appropriate number of women in the Coast Guard? What factors are limits to increasing this number?

b. What should be done to increase the number of women in the Coast Guard? What should be done to decrease attrition of women in the Coast Guard, including losses at the accession points?

c. What should be done to increase the representation of enlisted women in non-traditional fields and specialties?

d. What policy changes are needed to support expanded numbers and roles of women in the Coast Guard?

Reference (a) proposed the study structure and provided a more specific list of issues. In addition, the Coast Guard is committed to address the DACOWITS issues in enclosure (2). You are not held to the specifics of reference (a), but should consider its proposed approach and the questions posed.

2. Responsibility, Deliverables, and Authority. For this project, you report to the Human Resources Coordinating Council. You are responsible for the planning, research, and a final report which will be published. The first deliverable is a list of nominations for study team membership. Along with your request for team membership, please submit a study design and research design for approval by the Human Resources Coordinating Council. Your final

2. (cont'd) deliverable will be a study report which includes recommendations. Each recommendation should be presented as an issue paper capable of standing alone. Progress reports may be made to the Human Resources Coordinating Council during their scheduled meetings. You are authorized to issue routine orders and correspondence related to the project. If major tasking requests are directed to the field, I will sign requesting correspondence.

3. Organization, Schedule and Budget. In addition to yourself, three full-time team members are being provided. These are a research director to assist in research design and analysis, a project administrator who will serve as recorder and funds manager, and clerical assistance. Additional membership may be selected from a list of prospectives which will be provided. Please select membership to ensure a varied mix of Coast Guard experience and background. Study team members from units away from Headquarters will be assigned non-consecutive TAD through completion of the study. The study group will generally work out of Coast Guard Headquarters in the spaces provided. Portions of the project work may be accomplished by personnel from other Headquarters staffs on an ad hoc basis and these staffs will provide information as you request. The study will commence approximately September 1989, with a target completion date which will permit release to the spring DACOWITS conference which meets in April.

A. BRUCE BERAN

Encl: (1) Graphs with comparative information
(2) DACOWITS Recommendation for "Women in the Coast Guard" Study

Copy: G-P
G-H
G-R

APPENDIX B
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APPENDIX B
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APPENDIX C

IDENTIFIED BARRIERS TO INCREASED WOMEN IN THE COAST GUARD

IBM Groupware Results

Rank-Ordered by Total Group

1. Sexist attitudes and the lack of attention to this at the top.
2. Lack of total equal opportunity for women (promotion, assignment, training, etc.).
3. Male-dominated upper echelon.
4. Issues involving child care.
5. Conflicts between professional and mothering roles and responsibilities.
6. Issues involving pregnancy.
7. Scarcity of role models/mentors for women.
8. Collocation of military spouse.
9. Too few women -- no "critical mass."
10. Problems encountered as a result of mobility.
11. Cultural values and norms that condition us all.
12. General Coast Guard lack of awareness of the need to get and retain women.
13. Inability of Coast Guard to recruit suitable women.
14. Availability of suitable head and berthing facilities afloat.
15. Getting women to the operational units and keeping them there.
16. We don't send a recruiting message that really attracts women.

APPENDIX C

IDENTIFIED BARRIERS TO INCREASED WOMEN IN THE COAST GUARD

IBM Groupware Results

Rank-Ordered by Women in Group

1. Sexist attitudes and the lack of attention to this at the top.
2. Issues involving child care.
3. Lack of total equal opportunity for women (promotion, assignment, training, etc.).
4. Conflicts between professional and mothering roles and responsibilities.
5. Male-dominated upper echelon.
6. Issues involving pregnancy.
7. Scarcity of role models/mentors for women.
8. Collocation of military spouse.
9. Too few women -- no "critical mass."
10. Cultural values and norms that condition us all.
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16. We don't send a recruiting message that really attracts women.

APPENDIX C

IDENTIFIED BARRIERS TO INCREASED WOMEN IN THE COAST GUARD

IBM Groupware Results

Rank-Ordered by Men in Group

1. Sexist attitudes and the lack of attention to this at the top.
2. Male-dominated upper echelon.
3. Lack of total equal opportunity for women (promotion, assignment, training, etc.).
4. Conflicts between professional and mothering roles and responsibilities.
5. Issues involving child care.
6. Issues involving pregnancy.
7. Scarcity of role models/mentors for women.
8. Too few women -- no "critical mass."
9. Problems encountered as a result of mobility.
10. Collocation of military spouse.
11. Inability of Coast Guard to recruit suitable women.
12. Cultural values and norms that condition us all.
13. General Coast Guard lack of awareness of the need to get and retain women.
14. Getting women to the operational units and keeping them there.
15. We don't send a recruiting message that really attracts women.
16. Availability of suitable head and berthing facilities afloat.

U.S. Department
of Transportation
United States
Coast Guard

Coast Guard Survey

Appendix D

U.S. Department of Transportation
United States Coast Guard

Commandant
United States Coast Guard

Washington, D.C. 20593-0001
Staff Symbol: (G-WICG)
Phone: (202) 267-0999

1223

From: Commandant
To:

PLACE STICKER HERE

Subj: WOMEN IN THE COAST GUARD STUDY

1. The Commandant of the Coast Guard and the entire Coast Guard chain of command are vitally concerned with the welfare and career opportunities of each and every man and woman in the Coast Guard. Everyone deserves to be treated fairly. This means that each Coast Guard woman and man should have an equal opportunity to serve, learn, and progress.

2. Surveys such as this one help us to monitor how well we are doing and to plan for the future. Please take time to fill out the attached Women in the Coast Guard Survey and mail it back to us. If you would like to provide additional comments, please feel free to write them in the margins or write us a letter signed or unsigned. Try to get it done within a few days while the issue is fresh in your mind. Your input is important to us.

3. Thank you for your time and for your thoughtful answers. They will help us in adapting Coast Guard policy to the needs of the twenty-first century.

R. M. POLANT
Leader, Women in the Coast Guard Study

Enclosure (1) Women in the Coast Guard Survey

This survey is meant to find out how well the Coast Guard is taking care of its people. We are looking at "Women in the Coast Guard," but we are asking a wide range of questions which relate to men as well.

Every woman in the Coast Guard is receiving this questionnaire. It is also being sent to a randomly selected sample of Coast Guard men.

Your opinion counts, so please fill out the questionnaire carefully and return it as soon as possible. Your answers will be seen only by the researchers who will tabulate the results. This is an anonymous survey and your participation is voluntary. No one will be able to match answers to any individual once you have removed your address label.

Read the whole question carefully before answering. Please answer frankly. If you would like to write in additional information or comments feel free to do so.

When you have finished the survey, refold it so the headquarters address shows. Tape it and drop it in the mail right away.

Thank you for your help.

PRIVACY ACT STATEMENT

A. AUTHORITY: 5 U.S.C. 30LL4, USC 632; EXECUTIVE ORDER 9397

B. PURPOSE/ROUTINE USE:

The information requested in this survey will be used in research designed to improve the training, assignment, and use of Coast Guard Personnel. The information will not be used to evaluate you as an individual, your supervisor, or your unit. The information will not be entered in your personnel file.

C. DISCLOSURE AND EFFECT ON INDIVIDUALS NOT PROVIDING INFORMATION

Participation is voluntary. Providing the information requested will make the survey results more meaningful and representative.

Lastly, we would like to know some basic information about you.
Please circle the letter next to your answer.

1. Where did you grow up?

A. New England C. Middle Atlantic E. South G. Southwest
B. Midwest D. West F. Northwest H. Other

2. In what type of area did you grow up?

A. Rural Area C. Suburbs of a City E. Big City
B. Small Town D. Small City F. Other

3. What was your primary reason for joining the Coast Guard?

A. Educational opportunities
B. Pay and benefits
C. To avoid the draft
D. A secure job
E. A prestigious job
F. A job where I have equal opportunity to advance
G. An opportunity to serve my country
H. A job with challenging work
I. The humanitarian missions
J. The law enforcement missions
K. Adventure
L. To move away from home
M. Retirement opportunities
N. Pressure from parents
O. Other

4. If you could trade your Coast Guard position for a civilian job without losing time in grade, pay, or retirement would you stay or leave?

A. Stay
B. Leave
C. Don't know

5. Knowing what you know now, if you had it to do over again, would you join the Coast Guard?

A. Yes
B. Not sure
C. No

6. I would recommend the Coast Guard to others.

A. Agree strongly
B. Agree
C. Disagree
D. Disagree strongly
E. No opinion

7. What is your pay grade?

A. E-1	F. E-6	J. W-2	M. O-1	R. O-6
B. E-2	G. E-7	K. W-3	N. O-2	
C. E-3	H. E-8	L. W-4	O. O-3	
D. E-4	I. E-9/10		P. O-4	
E. E-5			Q. O-5	

8. If you are enlisted what is your current rating? (Leave blank if not enlisted)

A. AD	F. BM	K. GM	P. PA	U. SS
B. AE	G. DC	L. HS	Q. QM	V. ST
C. AM	H. EM	M. MK	R. RD	W. TT
D. ASM	I. ET	N. MST	S. RM	X. YN
E. AT	J. FT	O. MU	T. SK	Y. NON RATED

9. If commissioned officer, what is your source of commission? (Leave blank if not an officer)

A. Coast Guard Academy
B. OCS
C. Enlisted to Warrant
D. Interservice Transfer
E. Direct Commission
F. Margrad Program

10. At what type of Coast Guard unit are you presently serving?

A. Ashore
B. Afloat

11. I have had at least one evaluation which I considered to be inappropriately low.

A. True
B. False

12. What is your race/ethnicity?

A. Black
B. Oriental
C. Caucasian
D. Hispanic
E. Native American
F. Other

13. What is your marital status?

A. Single and plan to stay single
B. Single and plan to marry some day
C. Widow or Widower
D. Divorced
Married. My spouse is:
E. not employed outside the home.
F. employed in civilian capacity.
Married, my spouse is on active duty in:
G. USCG
H. Army
I. Navy
J. USAF
K. USMC
L. USPHS
M. NOAA

14. My spouse and I expect to be collocated:

A. every tour
B. about 90% of the time
C. about 75% of the time
D. about 50% of the time
E. depending on career opportunity and needs of the Coast Guard

15. Do you have children?

A. Yes If yes, how many live with you? _____
B. No

16. What is the total number of children you have or plan to have?

A. 0
B. 1
C. 2
D. 3
E. 4
F. 5 or more
G. Don't know

17. I completed or plan to have completed my family by age:

A. 19 or younger
B. 20-24
C. 25-29
D. 30-34
E. 35-39
F. 40 or older

18. If you are planning to leave the Coast Guard to have a family, which of the following would make it possible for you to stay?

A. Helpful
B. Somewhat helpful
C. No effect
D. Not helpful

A. Child care provided by USCG	A.	B.	C.	D.
B. Child care information and referral provided by USCG	A.	B.	C.	D.
C. Parental leave of up to 1 year	A.	B.	C.	D.
D. More flexible working hours/days	A.	B.	C.	D.
E. Part time work	A.	B.	C.	D.

19. What is the best estimate of the amount of housework and child care your spouse does in your home?

A. Less than 10%
B. About 25%
C. About one-third
D. About Half
E. About 75%
F. More than 75%
G. Not applicable

20. I pay someone to help clean my house.

A. Yes
B. No

21. What is your gender?

A. Male
B. Female

22. Currently, about 10% of the Coast Guard is women. How do you feel about this percentage?

A. Too many women
B. About right percentage of women
C. Should be more women
D. Don't care if they are men or women. We need more people.

23. How would you rate the quality of the women now serving in the Coast Guard?

A. Excellent
B. Good
C. Fair
D. Poor

24. How would you rate the quality of the men now serving in the Coast Guard?

A. Excellent
B. Good
C. Fair
D. Poor

25. In general, do men and women in the Coast Guard perform the same, or is one group expected to do more?

A. Men are expected to do more than women.
B. Both groups are expected to do the same.
C. Women are expected to do more than men.

26. Do you think women have fully earned their positions in the Coast Guard, or did they obtain them through preferential treatment?

A. They have fully earned their positions.
B. For the most part they have earned their positions, but some have had preferential treatment.
C. They have achieved their positions through preferential treatment.

A. Agree strongly
B. Agree
C. No opinion
D. Disagree
E. Disagree Strongly

27. I am satisfied with my rating (or officer speciality)	A.	B.	C.	D.	E.
28. My main satisfaction in life comes from my work.	A.	B.	C.	D.	E.
29. I will probably put in 20 or more years in the Coast Guard.	A.	B.	C.	D.	E.
30. I have so many collateral duties it is hard to do anything well.	A.	B.	C.	D.	E.
31. Coast Guard members should take more interest in mission accomplishment and less interest in their personal concerns.	A.	B.	C.	D.	E.
32. People in the Coast Guard don't seem to care about Coast Guard people as they once did.	A.	B.	C.	D.	E.
33. Coast Guard opportunities for women are great!	A.	B.	C.	D.	E.

E. Disagree Strongly
D. Disagree
C. No opinion
B. Agree
A. Agree strongly

34. If I had a problem, I would feel free to speak to the head of my department about it.	A.	B.	C.	D.	E.
35. I put a lot of extra effort into my job beyond what is required.	A.	B.	C.	D.	E.
36. Members of my work group pay attention to what I have to say.	A.	B.	C.	D.	E.
37. I receive recognition for my work and specific efforts.	A.	B.	C.	D.	E.
38. For most young men, service in the Coast Guard is a good experience.	A.	B.	C.	D.	E.
39. For most young women, service in the Coast Guard is a good experience.	A.	B.	C.	D.	E.
40. Women are as likely as men to get the training they need to advance in the Coast Guard.	A.	B.	C.	D.	E.
41. Women should serve in all jobs -- even those that might take them into combat.	A.	B.	C.	D.	E.
42. Afloat tours are important to my career.	A.	B.	C.	D.	E.
43. Women lose more time from work than men do.	A.	B.	C.	D.	E.
44. There is a lot of resentment toward pregnant women in the Coast Guard.	A.	B.	C.	D.	E.
45. It is difficult for male single parents to pull their weight.	A.	B.	C.	D.	E.
46. It is difficult for female single parents to pull their weight.	A.	B.	C.	D.	E.
47. If I were not already afloat and my detailer offered me an afloat tour in 90 days, I would take it.	A.	B.	C.	D.	E.

E. Disagree Strongly
D. Disagree
C. No opinion
B. Agree
A. Agree strongly

48. If I were not already afloat and my detailer offered me an afloat tour, I would take it regardless of the type of vessel.	A.	B.	C.	D.	E.
49. If my detailer offered me an afloat tour in 90 days I would be unable to take it because of family concerns.	A.	B.	C.	D.	E.
50. Coast Guard women generally get lighter punishment than men who commit the same offense.	A.	B.	C.	D.	E.
51. Women have to work harder to get promoted/advanced than men do.	A.	B.	C.	D.	E.
52. Most women are promoted/ advanced just because they are women.	A.	B.	C.	D.	E.
53. It is possible to have a Coast Guard career and a family and to do a good job with both job and family.	A.	B.	C.	D.	E.
54. There is some work that is men's and some that is women's, and they should not be doing each others.	A.	B.	C.	D.	E.
55. It is more important for a wife to help her husband's career than to have one herself.	A.	B.	C.	D.	E.
56. I frequently find that there just aren't enough hours in the day	A.	B.	C.	D.	E.
57. My main satisfaction comes from my family.	A.	B.	C.	D.	E.
58. Fraternization in the Coast Guard is widespread.	A.	B.	C.	D.	E.
59. Fraternization is a problem in the Coast Guard.	A.	B.	C.	D.	E.

E. Disagree Strongly
D. Disagree
C. No opinion
B. Agree
A. Agree strongly

	A.	B.	C.	D.	E.
60. Sexual harassment is a problem in the Coast Guard.	A.	B.	C.	D.	E.
61. Many women make sexual harassment claims that aren't true.	A.	B.	C.	D.	E.
62. Men feel they are being harassed by women's threats to report them as sexual harassers.	A.	B.	C.	D.	E.

63. I have received training about sexual harassment.

A. Yes
B. No

64. During the past 2 years, have you been the target of the following sexual harassment behaviors while on duty or on a base or ship?

A. Unwanted whistles, sexual remarks, looks, gestures	Yes	No
B. Unwanted letters, phone calls or materials of a sexual nature	Yes	No
C. Unwanted deliberate touching, leaning over, cornering or pinching	Yes	No
D. Unwanted pressure for dates or sexual favors	Yes	No
E. Actual or attempted rape or assault	Yes	No
F. Date rape	Yes	No

65. [If you answered yes in question 64] The people who sexually harassed you are:

A. Male
B. Female

66. [If you answered yes in question 64] Have the people who sexually harassed you also harassed others?

A. No
B. Yes
C. Don't know

harassment problems.

A. Agree Strongly
B. Agree
C. Disagree
D. Disagree Strongly
E. No opinion

68. What happens when people take sexual harassment problems to the chain of Command.

A. The harassment is stopped
B. The harasser is punished
C. The harassment is stopped and the harasser is punished
D. Nothing
E. The victim is labelled a trouble maker
F. Both victim and harasser are punished
G. Don't know

69. Things are being done to try to stop sexual harassment in the Coast Guard

A. Agree Strongly
B. Agree
C. Disagree
D. Disagree strongly
E. No opinion

A. Excellent
B. Very Good
C. Good
D. Fair
E. Poor

70. I rate my geographic access to medical care as:	A.	B.	C.	D.	E.
71. I rate the timeliness of the medical care I receive as:	A.	B.	C.	D.	E.
72. I rate the quality of the medical care I receive as:	A.	B.	C.	D.	E.

73. I would prefer to receive health care through:

A. Public Health Service facilities
B. Contract Care
C. Sister Service facilities
D. A Health Maintenance Organization
E. Group Insurance

In the blanks below please write in the numbers that best describe each group.

1. Educated
2. Experienced
3. Leader
4. Political
5. Flexible
6. Sacrificing
7. Friendly
8. Fat
9. Overworked
10. Strong
11. Professional
12. Tough
13. Petty
14. Competitive
15. Arrogant
16. Demanding
17. Ignored
18. Caring
19. Pregnant
20. Favored
21. Picky
22. Parent
23. Accepted
24. Respected
25. Uncaring
26. Immature
27. Spotlighted
28. Concerned about what Superiors think.
29. Competent
30. Insensitive

The ideal Coast Guard:

Junior Officer 01-04 74. ___ ___ ___ ___	Junior Enlisted E1-E6 76. ___ ___ ___ ___
Senior Officer 05-06 75. ___ ___ ___ ___	Senior Enlisted E7-E9 77. ___ ___ ___ ___

The typical Coast Guard:

Male Junior Enlisted E1-E6 78. ___ ___ ___ ___	Female Junior Enlisted E1-E6 82. ___ ___ ___ ___
Male Senior Enlisted E7-E9 79. ___ ___ ___ ___	Female Senior Enlisted E7-E9 83. ___ ___ ___ ___
Male Junior Officer 01-04 80. ___ ___ ___ ___	Female Junior Officer 01-04 84. ___ ___ ___ ___
Male Senior Officer 05-06 81. ___ ___ ___ ___	Female Senior Officer 05-06 85. ___ ___ ___ ___

Thank you for your thoughtful answers.

U.S. DEPARTMENT
OF TRANSPORTATION
UNITED STATES
COAST GUARD

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WASHINGTON, D.C. 20593-0001

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U. S. Coast Guard
Washington, D. C. 20593-0001

FIRST CLASS MAIL

Attn: WICG Study Group Rm 4111

APPENDIX E

DEPARTMENT OF TRANSPORTATION
U. S. COAST GUARD
CG-5311 (Page 1) (Rev. 12-88)

OFFICER EVALUATION REPORT (OER) LEVEL I

ADMINISTRATIVE DATA

a. NAME (Last, First, Middle Initial)	b. SSN	c. STATUS INDICATOR/SPECIALTY	d. GRADE	e. DATE OF RANK (YR MO DAY)

f. UNIT	g. DIST - OPFAC	h. OBC	i. DATE REPORTED

j. OCCASION FOR REGULAR REPORT: ☐ Annual/Semiannual ☐ Detachment/Change of Reporting Officer ☐ Detachment of Officer ☐ Promotion of Officer

k. EXCEPTION REPORT: ☐ Special ☐ Concurrent

l. PERIOD OF REPORT: TO

m. REPORTED-ON OFFICER SIGNATURE

n. DAYS NOT OBSERVED: TAD LV OTHER

o. DATE SUBMITTED

2. DESCRIPTION OF DUTIES:

DOCUMENTS ATTACHED:

3. PERFORMANCE OF DUTIES: Measures an officer's ability to get things done.

	1		3		5		7	N/O
a. BEING PREPARED: Demonstrated ability to anticipate, to identify what must be done, to set priorities, and to prepare for accomplishing unit and organizational missions under both predictable and uncertain conditions.	○	Got caught by the unexpected. Appeared to be controlled by events/crises. Set vague or unrealistic goals, if any. Set wrong priorities. Tended not to follow existing operating procedures, plans, or systems. Not always prepared to meet operational or administrative responsibilities. ○	○	Anticipated well. Rarely caught unprepared. Set high but realistic goals. Took prompt positive action to meet changing or unexpected situations. Skillfully used existing operating procedures, plans, or systems and "did homework" to stay well prepared for responsibilities and missions. ○	○	Always ready. Never caught unprepared. Always looked beyond the immediate events/problems. Set the "right" priorities and controlled events. Achieved highest possible state of preparation for accomplishing responsibilities and missions. Turned potential adversity into opportunity. ○	○	○
b. [illegible]G RESOURCES: [illegible]ated ability to delegate, to follow-up control, and to [illegible] people, money, material, and effectively.	○	Overlooked/underused available resources. Wasted materials, or improperly utilized publications and equipment. Did not always provide subordinates adequate resources and direction. Over/undersupervised; did not delegate wisely. Assigned wrong personnel to a given job. Failed to follow-up. ○	○	Successfully used available resources, publications, and equipment to complete assigned tasks. Budgeted own/others time productively. Found ways to cut waste. Delegates; made logical work assignments. Ensured subordinates had adequate tools, materials, time, and direction. Followed-up. ○	○	Got the most out of people. Used all available resources to the best advantage. Consistently came up with ways to save own and subordinates time, eliminate waste, and "do more with less" in producing high-quality work. Always followed up and knew what was going on. ○	○	○
c. GETTING RESULTS: The quality/quantity of the officer's work accomplishments. The effectiveness or impact the results had on the officer's unit and/or the Coast Guard.	○	Usually met specified goals in routine situations. Occasionally produced or accepted work that needed upgrading or redoing. Results maintained the status quo. ○	○	Got the job done in all routine situations and in many unusual ones. Fulfilled identified goals and requirements even when resources were scarce. Produced finished quality work and required same from subordinates. Results had a positive impact on department and/or unit. ○	○	Got results which far surpassed your expectations in all situations. Always found ways to do more and do it better in spite of resource constraints. Own work and that of subordinates was consistently of high quality; never needed redoing. Results had significant positive impact on department and/or unit. ○	○	○
d. RESPONSIVENESS: The degree to which the officer responded, replied, or met deadlines in a timely manner.	○	Needed reminding; did not report back. Tended to miss due dates or deadlines without justification. Slow or late responding to requests, memos, letters or calls. Resisted changes in policy, direction, or responsibilities. ○	○	Reported back; kept you informed. Dependably completed projects and met deadlines. Made timely responses to requests, memos, letters and calls. Took changes in policy, direction, or responsibilities in stride. ○	○	Highly conscientious; kept superiors well informed. Always completed projects early. Was unusually prompt in responding to all requests, memos, letters, and calls. Extremely flexible; responded enthusiastically to changes in policy, direction, or responsibilities. ○	○	○
e. OPERATIONAL/SPECIALTY EXPERTISE: The acquisition of both knowledge and skills and the demonstration of both technical competency and proficiency in an operational/specialty billet. (Includes seamanship, airmanship, engineering, commercial vessel safety, SAR, law, etc., as appropriate.)	○	Failed to meet acceptable standards or demonstrate satisfactory progress in operational or specialty qualification. Required excessive guidance or supervision. Experienced difficulty grasping concepts or demonstrating proficiency. Failed to maintain qualifications. Recommendations were occasionally unreliable. Avoided opportunities to further develop or demonstrate operational or specialty expertise. ○	○	Competent authority on specialty or operational issues. Excellent acquisition and application of operational or specialty expertise (knowledge and skills) for assigned duties. Needed minimal supervision. Sought increased responsibility. Recommendations were reliable. Showed steady professional growth through education, training, and professional reading. ○	○	Superior operational or specialty expertise (knowledge and skills). Remarkable grasp of complex issues, concepts, and situations. Rarely needed guidance or supervision. Attitude reflected a "follow my lead!" approach. Rapid professional growth. An achiever. Advice typically flawless. Professional development beyond requirements. Significant achievements beyond performance of duties. Noteworthy examples. ○	○	○
f. COLLATERAL DUTY/ ADMINISTRATIVE EXPERTISE: The level of service knowledge, technical and managerial skills the officer demonstrated in collateral duties or in administrative [illegible] responsibilities. (Includes CMCO, morale, civil rights, committees, etc., as appropriate.)	○	Required excessive guidance or supervision in routine activities. Slow to develop or "come up to speed." ○	○	Rapidly acquired necessary knowledge. Very competent dealing with complex issues, problems, or situations. Adept at determining, and then applying, correct procedures to manage the department or unit efficiently and accomplish command objectives. Rarely needed guidance or supervision. ○	○	Significant efficiency or organizational contributions to the unit or Coast Guard, or improvements to existing methods in areas of professional responsibility. Accomplishments had wide-ranging impacts. Noteworthy examples. ○	○	○
g. [illegible]ARE EXPERTISE: [illegible]isition of both knowledge [illegible]ts and the demonstration of [illegible] technical competency and [illegible]ciency in a readiness billet. The officer's interest in the Coast Guard's warfare role as demonstrated by involvement in warfare-related education, training, and experience, regardless of billet.	○	Failed to meet acceptable standards or demonstrate satisfactory progress in acquisition of warfare expertise in a readiness billet. Lacked either motivation, interest, adaptability, or aptitude. Tunnel vision. Avoided opportunities to develop expertise including acquisition of essential knowledge or enhancement of skills when not in a readiness billet. Lacking basic vocabulary. ○	○	Utilized available opportunities to participate in operational readiness exercises or sought knowledge and experience in a designated crisis action position. Conversant on military readiness and warfare issues with both knowledge and appreciation for Coast Guard's role. Steady growth in warfare expertise through education, training, experience, or professional reading, regardless of billet. ○	○	Superior in-depth plan format knowledge and content development skills. Authority on maritime naval strategy, overall joint military strategy, and national political strategy. Participated in planning, execution and/or after-action exercise analysis in CPX, fleet or field Command Post environment. Professional development or contribution beyond billet requirements. Excellent candidate for demanding readiness billet. ○	○	○

Previous edition is obsolete

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h. COMMENTS:

4. INTERPERSONAL RELATIONS: Measures how an officer affects or is affected by others.

	1		3		5		7	N/O
a. WORKING WITH OTHERS: Demonstrated ability to promote a team effort, to cooperate, and to work with other people or units to achieve common goals.		Sometimes disregarded the ideas and feelings of others, or caused hostility because of failure to inform or consult. Impatient or impolite; talked too much or listened too little. Was inflexible, lost temper or control. Was slow to resolve conflicts. Not a team player.		Encouraged open expression of ideas and respected the views/ideas of others. Worked comfortably with others of all ranks/positions. Kept others informed; consulted others. Got different people and organizations to work together without mandates. Carried share of load. Helped others resolve conflicts and stay focused on team goals.		Excelled at getting all ranks/positions to work together. Skillfully used knowledge of group dynamics. Inspired cooperation among diverse individuals or groups. Stimulated open expression of ideas. Channeled group conflict into creative energy; achieved goals not otherwise obtainable.		
b. HUMAN RELATIONS: The degree to which this officer fulfilled the letter and spirit of the Commandant's Human Relations Policy in personal relationships and official actions.		Exhibited discriminatory tendencies toward others due to their religion, age, sex, race, or ethnic background. Allowed bias to influence appraisals or the treatment of others. Used position to harass others; was disrespectful; made slurring remarks. Did not hold subordinates accountable for their human relations responsibilities.		Treated others fairly and with dignity regardless of religion, age, sex, race, or ethnic background. Carried out work, training, and appraisal responsibilities without bias. Held subordinates accountable for living up to the spirit of the Commandant's Human Relations Policy.		Through leadership and demonstrated strong personal commitment, promoted fair and equal treatment of others in all situations, regardless of religion, age, sex, race, or ethnic background. Actively campaigned against prejudicial actions or behavior by others. Made clearly noteworthy contributions to this end.		

MENTS:

5. LEADERSHIP SKILLS: Measures an officer's ability to guide, direct, develop, influence, and support others in their performance of work.

	1		3		5		7	N/O
a. LOOKING OUT FOR OTHERS: The officer's sensitivity and responsiveness to the needs, problems, goals, and achievements of others.		Showed little concern for the safety, problems, needs, or goals of others. Overlooked or tolerated unfair, insensitive, or abusive treatment of others. May have been accessible to others, but unresponsive to their personal needs. Seldom acknowledged or recognized subordinates' achievements.		Cared about people, recognized and responded to their needs. Concerned for their safety/well-being. Was accessible. Listened and helped with personal or job-related problems, needs, and goals. When unable to assist, suggested or provided other resources. "Went to bat" for people. Rewarded deserving subordinates in a timely fashion.		Demonstrated a commitment to develop and nurture a caring community in others. Personally ensured resources were available to meet people's needs and that limits of endurance were not exceeded. Was always accessible to others and their problems. Extremely conscientious in ensuring subordinates received appropriate and timely recognition.		
b. DEVELOPING SUBORDINATES: The extent to which an officer used coaching, counseling, and training and provided opportunities for growth to increase the skills, knowledge, and proficiency of subordinates.		Showed little interest in training or development of subordinates. May have unnecessarily withheld authority or oversupervised. Did not challenge subordinates' abilities. Tolerated marginal performance, or criticized excessively. Did not keep subordinates informed; provided little constructive feedback.		Provided opportunities and encouraged subordinates to expand their roles, handle important tasks, and learn by doing. Held subordinates accountable; provided timely praise and constructive criticism. Provided opportunities for training which supported professional growth.		Created challenging situations which prompted an unusually high level development of people. Unit or work group ran like "clockwork." People always knew what was going on and routinely handled the unexpected. Developed comprehensive and creative training programs; promoted a commitment to learning and personal development.		
c. DIRECTING OTHERS: The officer's effectiveness in influencing or directing others in the accomplishment of tasks or missions.		An officer who had difficulty controlling and influencing others effectively. Did not instill confidence or enhance cooperation among subordinates and others. Set work standards which were vague or misunderstood. Tolerated late or marginal performance. Faltered in difficult situations.		A leader who earned the support and commitment of others. Set high work standards and expectations which were clearly understood and required subordinates to meet them. Evenhanded. Kept others motivated and on track even when "the going got tough."		A strong leader who commanded respect and inspired others to achieve results not normally attainable. People wanted to serve under his/her leadership. Communicated high work standards and expectations which were clearly understood. Got superior results even in time-critical and difficult situations. Won people over rather than imposing will.		
d. EVALUATIONS: The extent to which an officer as ted-on Officer, Supervisor, ng Officer, Reviewer, Admin- Reviewer, or Commanding conducted, or required others onduct, accurate, uninflated, and nely evaluations for enlisted, civilian, and officer personnel.		Failed to prepare and/or submit enlisted, civilian, or officer evaluations which were accurate or timely. Reports were often returned for improvement. Provided little or no counseling to subordinates. Subordinates failed to submit timely, administratively correct, or substantively supported evaluations. Failed to reject reports to subordinates that were unacceptable.		Prepared uninflated enlisted, civilian, and officer evaluations which were consistently submitted on time. Evaluations clearly measured performance and behavior against published standards. Narratives were fair, concise, descriptive, and contained specific observations. Few evaluations, if any, were returned by COMDT.		No reports submitted late or returned by COMDT for correction. No reports of subordinates submitted late or returned for correction. Rejected reports to subordinates for improvement to meet high standards. Comments were specific and always supported numerical evaluations. Set high standards for counseling subordinates.		

a. COMMENTS:

6. COMMUNICATIONS SKILLS: Measures an officer's ability to communicate in a positive, clear, and convincing manner.

	1		3		5		7	N/O
a. SPEAKING AND LISTENING: How well an officer spoke and listened in individual exchanges, large or small groups, briefings or public situations: demonstrated ability to express verbal thoughts clearly, coherently, logically and extemporaneously.		Weak speaking or listening skills. Utilized inappropriate language or mannerisms. Expressed thoughts lacked preparation, confidence, common sense, or logic. Rambled or lost the audience. Failed to listen carefully. Argumentative. Identify specific situations that required better skills.		Accomplished speaker; comfortable in both public and private situations. Spoke in an articulate, confident, and credible manner with appropriate gestures and without distracting mannerisms. Not visibly uncomfortable in extemporaneous presentations. Listened attentively to others and the audience.		Displayed a remarkable ability to identify and discuss key issues, and to express thoughts clearly, coherently, and extemporaneously with credibility. Captivated and persuaded audiences. Chosen by superiors to make presentations on complex or sensitive issues, or when audience had unusual significance.		
b. WRITING: How well an officer communicated through written material and proofread before submission: demonstrated ability to prepare or review communication for superiors, self or subordinates and to express written thoughts clearly, coherently, logically and persuasively.		Written material frequently required revision for clarity, lack of proofreading, or requirements of the Coast Guard Correspondence or Style Manuals.		Written material set example for brevity, clarity, logic, persuasion, and tact. Correspondence grammatically correct and appropriate for the audience. Conscientious proofreader. Material from subordinates reflected the same high standards.		Expressed complex and controversial material in such a lucid and persuasive way that achievement of stated objectives was materially aided. Meticulous proofreader. Written material responsible for unit achievement or mission accomplishment, or published material brought credit upon CG. Provide noteworthy examples.		

c. COMMENTS:

7. SUPERVISOR AUTHENTICATION

a. NAME AND SIGNATURE	b. GRADE	c. SSN	d. TITLE OF POSITION	e. DATE

PORTING OFFICER COMMENTS:

9. PERSONAL QUALITIES: Measures selected qualities which illustrate the character of the individual.

	1		3		5		7	N/O
a. INITIATIVE: Demonstrated ability to move forward, make changes, and seek responsibility without guidance and supervision.		Postponed needed action. Implemented change only when confronted by necessity or directed to do so. Often overtaken by events. May have suppressed initiative of subordinates. Was unsupportive of changes directed by higher authority.		Strove to do the job better. Developed new ideas, methods, and practices. Got things done. Made improvements: "worked smarter, not harder." Self-starter; not afraid of making mistakes. Supported new ideas/methods/practices and efforts of others to bring about constructive change. Anticipated problems and took timely action to avoid/resolve them.		Aggressively sought additional responsibility. Was extremely innovative. Originated, nurtured, promoted, or brought about new ideas, methods, or practices which resulted in significant improvements to unit and/or Coast Guard. Did not promote change for sake of change. Made worthwhile ideas/practices work when others may have given up.		
b. JUDGMENT: Demonstrated ability to arrive at sound decisions and make sound recommendations by using experience, common sense, and analytical thought in the decision process.		Sometimes indecisive or showed uncertainty when making decisions. May have acted too quickly or too late. Did not take advantage of good sources of information. Did not keep superiors informed. Needed watching: repeated mistakes. Made too many wrong decisions/recommendations.		Demonstrated analytical thought and common sense in making proper decisions or recommendations. Recognized developing problems and considered facts and alternatives. Asked for help when needed. Results demonstrated sound judgment in most cases.		Always did the "right" thing at the "right" time. Combined keen analytical thought and insight to make timely and successful decisions. Focused on the key issues and the most relevant information, even in complex situations.		
c. RESPONSIBILITY: Demonstrated commitment to getting the job done and to hold one's self accountable for own and subordinates' actions; courage of convictions; ability to accept decisions contrary to own views and make them work.		Usually could be depended upon to do the right thing. Normally accountable for own work. May have accepted less than satisfactory work or tolerated indifference. Tended not to get involved or speak up. Provided minimal support for decisions counter to own ideas.		Placed goals of Coast Guard above personal ambitions and gains. Possesses high standard of honor and integrity. Held self and subordinates accountable. Kept commitments even when uncomfortable or difficult to do so. Spoke up when necessary, even when position was unpopular. Supported organizational policies/decisions which may have been counter to own ideas.		Uncompromising honor and integrity. "Went the extra mile, and more." Always held self and subordinates accountable for production and actions. Had the courage to stand up and be counted. Succeeded in making even unpopular policies/decisions work.		
d. STAMINA: The officer's ability to think and act effectively under conditions that were stressful and/or mentally or physically fatiguing.		Performance became marginal under stress or during periods of extended work. Made poor decisions, overlooked key factors, focused on wrong priorities, or lost sight of safety considerations. Balked at putting in necessary overtime. Became rattled in stressful situations.		Performance was sustained at a high level when under stress or during periods of extended work without loss of productivity or safety. Stayed cool when the pressure was on. Willingly worked extra hours when necessary to get the job done.		Thrived under stressful situations. Performance reached an unusually high level when under stress or during periods of extended work. Productivity remained at an extremely high level with no increased risk to personnel and/or equipment.		
TH AND WELL-BEING: extent to which an officer rcised moderation in the use of ..cohol. The degree to which an officer maintained weight standards. The measure of an officer's effort to invest in the Coast Guard's future by caring for his or her health.		Failed to meet minimum standards of weight control or sobriety.		Maintained weight standards. Used alcohol only discriminately or not at all; job performance and social behavior was never affected. Encouraged similar behavior in others and held subordinates accountable. Intemperate alcohol use by subordinates not tolerated.		Remarkable vitality, enthusiasm, alertness, and energy level. Consistently contributed at high standards. Demonstrated a significant commitment, beyond setting an example, to the well-being of self and subordinates. Contributed a leadership role in the civilian/military community outside normal duties. Noteworthy examples.		

1. COMMENTS:

10. REPRESENTING THE COAST GUARD: Measures how an officer's ability to bring credit to the Coast Guard through looks and actions.

	1		3		5		7	N/O
a. MILITARY BEARING: The extent to which an officer appeared neat, smart and well groomed in uniform or civilian attire; conformed to military traditions, customs, and courtesies; and set standards for subordinates' performance.	○	Occasionally failed to conform to military traditions, or customs and courtesies. Unable or unwilling to consistently appear neat, smart, and well-groomed in uniform and civilian attire. Standards set in Uniform Regulations not maintained. Performance of subordinates was marginal or unacceptable. ○	○	The typically excellent officer. Demonstrated great care in maintaining and wearing uniforms. Meticulous grooming. Immaculate civilian attire. Precise in rendering military courtesies. Maintained military formality, precedence, etiquette, and deference to both rank and privilege. Required same of subordinates. ○	○	The typically distinguished officer. Clearly set standards for CG uniform and grooming excellence. Set or inspired similar standards in others. Performance of subordinates was exceptional. Exemplified the finest traditions of military customs, etiquette and protocol in very visible situations. Significant contributions or public recognition. Noteworthy examples. ○	○	○
b. PROFESSIONALISM: How an officer applied knowledge and skills in providing service to the public. The manner in which the officer represented the Coast Guard.	○	Misinformed/unaware of Coast Guard policies and objectives and how they relate to own areas of responsibility. Bluffed rather than admit ignorance. Did little to enhance self-image or image of Coast Guard. Was ineffective when working with others. Led a personal life which infringed on Coast Guard responsibilities or image. ○	○	Well-versed in how Coast Guard objectives, policies, procedures serve the public; considered an expert in some areas. Was straightforward, cooperative, and even-handed in dealing with the public and government. Aware of impact actions/impressions may cause on others. Supported CG ideals. Personal life reinforced CG image. ○	○	The ideal officer to represent the Coast Guard. Inspired confidence and trust; clearly conveyed dedication to CG ideals in both public and private life. Worked creatively and confidently with representatives of public and government. Left everyone with a very positive image of self and Coast Guard. ○	○	○
c. DEALING WITH THE PUBLIC: How an officer acted when dealing with other services, agencies, businesses, the media, or the public.	○	Appeared ill-at-ease with the public or media. Inconsistent in application of CG programs to public sector. Faltered under pressure. Took antagonistic or condescending approach. Made inappropriate statements. Embarrassed Coast Guard in a social situation. ○	○	Dealt fairly and honestly with the public, media and others at all levels. Responded promptly. Showed no favoritism. Didn't falter when faced with difficult situations. Was comfortable in social situations. Sensitive to concerns expressed by the public. ○	○	Always self-assured and in control when dealing with public, media and others at all levels. Straightforward, impartial, and diplomatic. Applied CG rules/programs fairly and uniformly. Showed unusual social grace. Responded with great poise to provocative actions of others. ○	○	○

d. COMMENTS:

LEADERSHIP AND POTENTIAL. (Describe demonstrated leadership ability and overall potential for greater responsibility, promotion, special assignment, and command.)

12. COMPARISON SCALE AND DISTRIBUTION. (Compare this officer with others of the same grade whom you have known in your career.)

UNSATISFACTORY	A QUALIFIED OFFICER	ONE OF THE MANY COMPETENT PROFESSIONALS WHO FORM THE MAJORITY OF THIS GRADE			AN EXCEPTIONAL OFFICER	A DISTINGUISHED OFFICER
○	○	○	○	○	○	○

13. REPORTING OFFICER AUTHENTICATION

a. NAME AND SIGNATURE	b. GRADE	c. SSN	d. TITLE OF POSITION	e. DATE

14. REVIEWER AUTHENTICATION

COMMENTS ATTACHED (Required when the Reporting Officer is not a Coast Guard Officer.)

a. NAME AND SIGNATURE	b. GRADE	c. SSN	d. TITLE OF POSITION	e. DATE

15. RETURN ADDRESS. (Name and address to which a copy will be sent when the original is filed in the officer's record.)

16. HEADQUARTERS VALIDATION

PRIVACY ACT STATEMENT
This information is requested under the authority of 14 U.S.C. 633 to determine an officer's suitability for promotion or job assignment. Submission of this information is mandatory. Failure to provide it could adversely affect promotion opportunities and job assignments or lead to disciplinary action.

★U.S.GPO:1989-0-619-769

APPENDIX F
MILITARY JUSTICE ARTICLES
RELATING TO SEXUAL HARASSMENT

If the sexual harasser:	He may be found guilty of	In violation of UCMJ Article
1. Influences or offers to influence the career, salary or job of another in exchange of sexual favors.	Extortion	Article 127
2. Make threats to elicit sexual favors.	Communicating a threat	Article 134
3. Offers rewards for or demands sexual favors.	Bribery and graft	Article 134
4. Makes sexual comments.	Indecent, insulting or obscene language or conduct prejudice to good order and discipline	Article 134
5. Makes sexual comments and gestures.	Provoking speech and gestures of disrespect.	Article 89, 91 and 117
6. Sexual contact.	Assault	Article 128
	Assault and battery	Article 128
	Indecent liberties with a female	Article 134
	Indecent assault	Article 134
	Rape	Article 120

APPENDIX F
MILITARY JUSTICE ARTICLES
RELATING TO SEXUAL HARASSMENT

If the sexual harasser:	He may be found guilty of	In violation of UCMJ Article
7. Engages in sexual harassment to the detriment of job performance.	Dereliction of duty	Article 92
8. Is an officer.	Conduct unbecoming of an officer	Article 133
9. Is cruel to or mistreats any person subject to his or her orders.	Cruelty and maltreatment	Article 93
9. Uses his or her official position to gain sexual favors or advantage.	Failure to obey a lawful general order	Article 92

APPENDIX H
GLOSSARY OF TERMS

A-76 - Program to contract out government services which are not inherently governmental in nature.

AFQT - Armed Forces Qualifying Test. Standardized tests administered to enlisted personnel upon accession. These four tests are a subset of the ASVAB and form the basis for assigning a mental category.

ALDIST - Message to all Coast Guard districts

ASVAB - Armed Services Vocational Aptitude Battery. Standardized tests are administered to enlisted personnel upon accession. This battery predicts trainability of the individual. Scores on these test qualify individuals for specialized training.

BAH Study - Study conducted by Booz, Allen, & Hamilton, Inc to develop measures of effectiveness of various personnel programs. In a preliminary phase, they conducted a survey of satisfaction levels for several personnel-related issues within the Coast Guard.

BAQ - Basic Allowance for Quarters

Billet - Defined by occupational specialty and pay grade, a billet is assigned to a unit as part of its staffing. Military members are assigned to fill billets.

CO - Commanding Officer

COMDT - Commandant of the Coast Guard

CWO - The generic acronym for Chief Warrant Officer. CWOs are also referred to by their occupational specialty (PERS, COMM, etc.)

DACOWITS - Defense Advisory Committee on Women in the Services

DEOMI - Defense Equal Opportunity Management Institute, Patrick AFB, Florida. Among many functions, DEOMI compiles demographic data for the nation and the Armed Forces.

DOD - Department of Defense

DOPMA - Defense Officer Personnel Management Act

ELC - One of the Chief Warrant Officer specialists -- Electronics

APPENDIX H
GLOSSARY OF TERMS

EO - Engineering Officer

EPO - Engineering Petty Officer -- the enlisted equivalent to EO.

FT - One of the enlisted occupational specialties -- Fire Control Technician

G-P - Office of Personnel and Training at Coast Guard Headquarters

G-PE - Enlisted Personnel Division in Office of Personnel and Training. G-PE makes all enlisted assignments and manages the enlisted workforce (promotion, separation, etc.).

G-PO - Officer Personnel Division in Office of Personnel and Training. G-PO makes all officer assignments and manages the officer workforce.

G-PS - Personnel Services Division in Office of Personnel and Training. G-PS manages diverse programs such as family advocacy, housing, medals and awards, retirement affairs, decedent affairs, and pay and compensation.

Rating - An enlisted occupational specialty (Boatswain's Mate, Yeoman, etc.)

SPARS - (Semper Paratus--Always Ready) The Coast Guard Women's Reserves who during World War II were known by this acronym.

SRB - Selective Reenlistment Bonus. An enticement offered to individuals in critical occupational specialties to reenlist.

OUTCONUS - Outside the Continental United States

LEDET - Law Enforcement Detachment. A team of individuals trained to conduct at-sea boardings.

LORAN - Long Range Aids to Navigation. A worldwide electronic navigation system.

MAAP - Military Affirmative Action Plan

MEPS - Military Entrance Processing Stations. Individuals go to MEPS for in-processing, screening physicals, and testing prior to shipment to recruit training centers.

APPENDIX H
GLOSSARY OF TERMS

MITE - Minority Introduction To Engineering. A USCG Academy program to attract minority students who are inclined toward engineering.

MORE - Military Officer Recruiting Effort. A two-year scholarship program for minorities which leads to commissioning after graduation.

MTF - Military Treatment Facility.

NAPS - Navy Academy Prep School.

OCS - Officer Candidate School

OER - The Officer Evaluation Report

OPS - Operations Officer

OIC - Officer In Charge. Enlisted equivalent to Commanding Officer.

PERS - One of the Chief Warrant Officer specialties -- personnel.

F&S - One of the Chief Warrant Officer specialties -- finance and supply

PCS - Permanent Change of Station

PSA - Public Service Advertising

PYA - One of the Chief Warrant Officer specialties -- physician's assistant

Relad - Released from Active Duty

SS - One of the enlisted occupational specialties -- Subsistance Specialist

TRACEN - Training Center

USC - United States Code

USDA - U. S. Department of Agriculture

USDL - U. S. Department of Labor

WAAC - Women's Army Auxiliary Corps

APPENDIX H
GLOSSARY OF TERMS

WARCOGS - Women Accepted for Reserve Coast Guard Service -- used before the name was changed to SPARS

WAVES - Women Accepted for Voluntary Emergency Service

WICG - Women In the Coast Guard (used to refer to the study effort)

YN - One of the enlisted occupational specialties -- Yeoman

XO - Executive Officer

XPO - Executive Petty Officer. Enlisted equivalent to XO.

APPENDIX I
RECOMMENDATIONS

CHAPTER IV - FORCE COMPOSITION

1. Proportion of women in the Coast Guard.

a. Set a recruiting goal of 20 percent women for both officer and enlisted women's recruiting.

b. Set a goal that, by 1992, 20 percent of the OCS Reserve commission graduates be female.

c. Set a goal that, by 1995, 20 percent of the OCS temporary-commission personnel be women.

d. The Coast Guard Academy should develop a plan to achieve and sustain graduating classes of 20 percent female before the year 2000.

2. Women in "non-traditional ratings."

a. Facilitate entry of women into non-traditional jobs. Provide remediation where needed to qualify women for entry into these occupational specialties.

b. Monitor assignment of female non-rated personnel to ensure a higher distribution into field operating units.

c. Encourage initial assignments of women to operational units to achieve maximum exposure of women to operations and to make maximum use of women in operations.

d. Make maximum assignment of senior enlisted women to field units as role models for both men and women. (The number of senior enlisted women in staff assignments is a point of concern.)

e. Make maximum assignment of senior female officers in the field where they can provide role models and support for junior women.

APPENDIX I
RECOMMENDATIONS

CHAPTER V - RECRUITING AND RETENTION

1. Recruiting:

a. Recruiting of women be emphasized as a Coast Guard goal.

b. The Coast Guard should target vocational and technical high schools for sources of women for non-traditional ratings. Prospects interested in non-traditional ratings should be guaranteed school quotas.

c. Parallel existing programs directed toward increased minority representation (MITE, MORE, NAPS) with programs directed toward women.

d. Seek women for recruiting duty, both as formal and informal recruiters.

e. Expand the home town recruiting program for women and open it to "A" school graduates as well.

f. Ask the Coast Guard Auxiliary to help in recruiting women; emphasize women in Academy Introduction Mission (AIM) program.

g. Recruiting and public affairs should spotlight Coast Guard women in non-traditional roles.

h. Revise policy so that recruiting and graduation statistics for women will be monitored as well as statistics for minorities.

i Encourage women to make themselves available for informal recruiting and resource as local recruiters, Academy recruiting assistants, and advisors to recruits.

j. Produce a new recruit training film showing women as well as men and emphasizing women in non-traditional roles.

APPENDIX I
RECOMMENDATIONS

CHAPTER V - RECRUITING AND RETENTION

2. Retention.

a. The Coast Guard should collect data on reasons for leaving the Service by some objective method, e.g. anonymous check off list, which may be quantified. Maintain a centralized file of this data, and track the results to determine long-term trends.

b. Recruit only women who have a high school diploma or higher education. Individuals holding only a GED certificate are more likely to leave the Service, and this attrition is making women's loss rates higher.

CHAPTER VI - SCHOOLING/TRAINING.

1. Coast Guard Academy.

a. The Coast Guard should make a deliberate effort to provide male role models for cadets who show the proper way to integrate and accept females into the Coast Guard and who are aggressive in extinguishing sexism. The faculty, staff, and administration should be held accountable for behavior which supports or engenders these attitudes.

b. The Coast Guard should provide more female role models in positions of leadership at the Academy, including instructors, administrators, company officers, etc.

c. The Coast Guard should set a goal that Academy administrative and staff personnel should be at least 10 percent female by the year 2000.

d. The Academy should examine the computation of class standing and the peer review systems to ensure they are not biased against females.

e. The Coast Guard should conduct a study to determine, in depth, the reasons for women's high attrition rates and to determine methods to eliminate sexual harassment at the Academy.

f. In the interim, the Academy should take immediate steps to reduce the incidence of sexual harassment in the Cadet corps including awareness training and counseling sessions for all population groups and a restatement that sexual harassment behavior will not be tolerated.

CHAPTER VI - SCHOOLING/TRAINING.

1. Coast Guard Academy. (cont'd)

g. Carry out the recommendations of the Sexual Harassment Section of Chapter VIII as they apply to the Academy, including "sanitizing" sexual harassment incidents for use as "lessons learned" in preventing further occurrences.

2. Officer Candidate School.

a. Examine the computation of class standing and the peer review systems to ensure they are not biased against females.

3. Recruit Training.

a. Require constant female representation in the recruit training environment (at least one female company commander at all times).

b. Prepare a new film for recruit training showing women as well as men in various roles and positions of leadership.

4. "A" and "C" Schools.

a. "A" and "C" Schools must keep sex-specific data concerning enrollments, completions, and achievements.

5. General.

a. Recommendations concerning weight standards are presented in Chapter VIII (Section E).

b. Request that the Officer Aptitude Rating examination be evaluated to determine if it is biased in favor of white males. If so, determine if another examination would be more suitable for Coast Guard use. Alternatively, use combinations of scores from the Academic Qualifications Test and Mechanical Comprehension Test to screen applicants (i.e., a high AQT score would offset a low MCT score) rather than the raw OAR score.

c. When evaluating applicants for Coast Guard officer programs, use the OAR only as an initial pass/fail screening (i.e., must have a score of 36 to be qualified). Do not use it as a rank-ordering mechanism.

CHAPTER VI - SCHOOLING/TRAINING.

5. General. (cont'd)

d. Develop a remediation program to prepare women to score better on the OAR. This test is a major hurdle to women now in the Service who desire to become officers under the temporary commission program.

CHAPTER VII - PROMOTION AND ADVANCEMENT.

1. Afloat Duty.

a. The Coast Guard has made good progress to date and should continue to make sea duty available for women and monitor afloat opportunities for enlisted women.

b. The Coast Guard should open more sea duty for women and maximize the number of women at sea. The perception that this is not being done should be addressed.

2. Performance Evaluations.

a. Results of the Coast Guard officer evaluation study should be disseminated to Coast Guard officers as soon as possible.

b. At selection boards for officers O-3 and above, performance in assigned duties should be emphasized rather than assignments, noting the differing assignment opportunities available for males and females.

c. Everyone completing fitness reports or evaluations should receive officer evaluation system/enlisted personnel evaluation system training which includes information on male/female differences noted in fitness report and evaluation report studies.

APPENDIX I
RECOMMENDATIONS

CHAPTER VIII - QUALITY OF LIFE

1. Collocation

a. Section 4-A-11 of the Personnel Manual should be rewritten to better explain the Coast Guard's philosophy on collocation, as well as the obligations of both the service and the service member. Members are responsible for setting priorities and for taking an active part in locating billets which best satisfy both career and collocation needs. Detailers should continue to work with couples, taking into consideration careers of non-member spouses, where possible. Detailers should also remain open to alternatives such as out-of-specialty assignments in order to collocate members who wish to be collocated whenever possible.

b. The policy concerning collocation should be specifically provided for in the Personnel Manual as are isolated and overseas tours.

c. The Coast Guard should make an effort to track records of success and provide "lessons learned" information to members who are concerned about collocation.

d. Upon submission of their new BAQ/Dependency Form, all members who marry service members (DoD or Coast Guard) should be counselled and a Page 7 entry should be made documenting this counselling. Counselling should explain the Coast Guard's philosophy on collocation and the obligations of both service members and the Service.

e. Commands should take more active advisory roles in counselling members on career planning and collocation. Commanding officers should educate themselves on the assignment process and provide all hands instruction on career planning and the collocation process.

f. Commands and individuals should be provided with an updated version of the Charting Your Life in the U. S. Coast Guard pamphlet to assist them in counselling. The revised pamphlet should include a section on collocation which describes how the process works and outlines member responsibilities.

g. Couples who are to be involuntarily separated geographically should be called by their detailers. A phone interview with members will ensure that they have a chance to voice their concerns and receive an explanation for the separation.

CHAPTER VIII - QUALITY OF LIFE

1. Collocation (cont'd)

h. A geographically-separated couple should be allowed to elect an "all others" tour similar to the unaccompanied overseas tours. This is an adaptation of existing policy concerning overseas assignments. The effect would be to increase tour length and, therefore, time separated. Members could elect only one "all others" tour between them with a subsequent transfer into the area of the full-tour member within a two year period as a vacancy occurs.

i. Liaison should be conducted with sister services to encourage them to use their larger size as a source of flexibility to enable them to adjust their members' assignments to those of Coast Guard member spouses.

j. Detailers should be added as necessary to allow for maintenance of personal contact between detailers and members and to maintain a high quality detailing service as the percentage of member married to member couples increases.

k. Geographic stability should be increased by insuring completion of full duty tours whenever possible, and by allowing members to compete for successive jobs in a given geographic area. Members should be allowed to serve 8 to 12 years in one location rather than the customary 6 or fewer.

2. Housing/Afloat Berthing

a. The Coast Guard Office of Engineering and Development should establish written planning guidance that the accommodation of mixed crews be a design priority in all major rehabilitations of existing shipboard spaces and new construction.

b. Continue to make more different ships available to women through creative techniques such as TAD assignment, the sharing of head facilities by use of locking doors, male/female signs, etc.

c. Enlisted assignment officers should continue to attempt to ensure maximum utilization of existing afloat billets for women.

CHAPTER VIII - QUALITY OF LIFE

3. Isolated Duty

a. Coast Guard women should not be denied the opportunity or be released from the responsibility of serving in remote duty stations.

b. The probability of successfully integrating women into these stations should be enhanced by:

- rigorous enforcement of the screening regulations, screening for suitability as well as technical expertise and experience,

- providing counseling and training to both men and women deploying to isolated duty stations. This training should include "lessons learned," "do's and don'ts," and assurance that members will be held accountable for their behavior. It should also include responsible adult decision making and reasons for, and the mechanics of, birth control.

- ensuring that birth control products are available (e.g., one-year refills of birth control prescriptions and condoms made available).

c. The policy of assigning female commanding officers to isolated duty stations should be continued.

d. Military order and discipline, as well as common sense, in billet and housing arrangements should be ensured.

4. Pregnancy

a. Female officers who have completed existing active-duty service obligations and who desire time off for pregnancy, child-birth, and child care should be allowed to resign their commission on a one-time-only basis for a period of up to two years with a guarantee of a direct commission at the same rank at the end of this period. These officers would take a place in the officer precedence list as newly-commissioned officers accessed under the direct commission policies of the Coast Guard.

CHAPTER VIII - QUALITY OF LIFE

4. Pregnancy (cont'd)

b. Rated enlisted members without active-duty service obligations who desire time off for pregnancy, childbirth and child care should be allowed to be released for a period up to two years with a guaranteed reenlisted at the same rate under a procedure similar to the existing weight standards policy. (See Table VIII.D-7).

c. Chief warrant officers who have completed military obligations who desire time off for pregnancy, childbirth and child care should be allowed pregnancy/parental leave for a period of up to two years with guaranteed return the end of this period.

d. Written guidance concerning the risks to pregnant women caused by occupational hazards (i.e., small arms training, small boat operations, flight operations, handling solvents, etc.) should be promulgated.

e. Written guidance concerning the expected "normal" progress of a pregnancy should be promulgated. This should contain guidelines on when to reduce workload, operational activity, exposure to chemicals, etc.

f. Recommendations regarding training in birth control, family, and career planning are included in the Medical Section (Chapter VIII.E).

5. Medical

a. The efforts being initiated by the Office of Health and Safety in response to issues and concerns raised by the DoD study should be continued.

b. The Navy Health Care Booklet containing information on self examinations, sexually-transmitted diseases, contraception, and career and life planning information should be placed in clinic waiting rooms and made generally available to Coast Guard personnel. This booklet is presented as Appendix G.

c. Personnel trained in birth control, family planning, career and life planning should provide training in these topics at entry levels as appropriate, and at all Coast Guard medical facilities.

CHAPTER VIII - QUALITY OF LIFE

5. Medical (cont'd)

d. Qualification standards for the HS rating above E-6 should be modified to require petty officers to develop and deliver birth control and family planning training. This will increase their knowledge of these topics and help in the distribution of information.

e. The Office of Health and Safety requirements for privacy/confidentiality training of medical professionals should include administrative personnel who process patient information or files.

f. Personnel who release private medical information without authorization should be held strictly accountable.

g. A Coast Guard policy making one year supplies of birth control pills available independent of PAP tests should be promulgated to medical care providers and patients. "Emergency" one or two month birth control prescriptions should be made available for women at isolated, remote, or afloat units or other women having difficulty getting in for refill appointments.

h. A patients "bill of rights" including a reference to confidentiality and privacy should be posted at all Coast Guard clinics. This bill of rights -- and what it means -- should be the topic of an article in the Commandant's Bulletin.

i. It should be made clear to all persons entering the Service at each accession point (recruit training, OCS, Academy, etc.) what they can expect in terms of medical care at various operational units.

j. Coast Guard weight standards should be revised to those recommended by the life insurance industry. In no instance should they be less stringent than those of other military Services.

k. Women now in the Service who do not meet the more stringent weight standards should obtain guidance and assistance from Coast Guard medical personnel to achieve their target weight.

CHAPTER VIII - QUALITY OF LIFE

6. Child Care

a. Commands should inform families that Family Program Administrators, Family Advocacy Representatives, and child development center directors have resource and referral information about the availability of child care in the area. They can also maintain current information on child care (such items as waiting list, capacity, cost, center requirements, ratio of children to care givers) and this information should be made available to parents in such publications as the welcome aboard packets and through such means as sponsors and ombudsmen.

b. The fact that a source of "how to" advice, lessons learned, and information and referral data is available at Headquarters within the Personnel Services Division (G-PS) should be made more widely known. This would assist Coast Guard members who wish to set up their own centers or alternative methods of child care.

c. Continue to seek resources and provide seed moneys to support child care needs in locations where lack of community alternatives imposes hardship on Coast Guard families.

7. Husband/Wife Advisory Team

a. No further action should be taken on this issue at this time.

8. Single Parents

a. Coast Guard policy against recruiting/enlisting single parents should be reaffirmed and custody waiver loopholes should be closed. No single parents should be recruited regardless of sex.

b. Evaluate non-rated personnel who become single parents to determine whether they should remain in the Service.

c. Provide as much geographic stability as possible to single parents who are rated petty officers and officers so that they have adequate time to learn about, develop, and benefit from local support services.

CHAPTER VIII - QUALITY OF LIFE

9. Sexual Harassment

a. The Commandant must affirm the value of women in the Coast Guard and must issue a strong statement against sexual harassment. This statement must be reiterated and enforced by all members of the chain of command.

b. Ensure that sexual assault, attempted rape, and rape, criminal acts under the UCMJ, are treated as such.

c. Hold accountable those who inflict or tolerate sexual harassment.

d. When disciplinary actions are taken, the reason for and nature of those actions should be sanitized, grouped with results of other sexual harassment cases, and publicized. This will "set the record straight" where there have been gossip and rumors and will provide lessons learned for both Coast Guard personnel and their leadership.

e. Reevaluate Coast Guard sexual harassment training. Make sure the distinction between discrimination, sexual harassment, and sexual politics is clear. It should include the concern of men being unjustly accused of sexual harassment. Ensure that training covers what these things are, how to deal with them, how to keep them from happening, and what to do if they occur.

f. Provide sexual harassment training at all OinC, XPO, LAMS, "A" Schools, OCS, Coast Guard Academy, CPO/XPO Academy, PCO/PXO, and recruit training in addition to the present every-third-year cycle.

g. Investigate and implement methods of providing better quality control by providing such things as self-contained lesson packages and training, video-tapes, behavioral objectives, study manuals, and operational instructions.

h. Include sexual harassment information in the Military Requirements courses at every paygrade, and include questions about sexual harassment in the servicewide exams. Make knowledge of sexual harassment a testable item during all training.

CHAPTER VIII - QUALITY OF LIFE

9. Sexual Harassment (cont'd)

i. Expand and improve recording of data specifically concerning sexual harassment. Wherever data are kept, sexual harassment statistics should be kept in addition to -- and separate from -- general statistics on "discrimination."

j. Institute a "Hot Line," a centralized information and referral service staffed by women, to provide counseling information, referral, and rumor control for Coast Guard personnel, and to provide a continuous source of data on the numbers and types of sexual harassment problems throughout the Coast Guard and progress being made to combat them.

10. Fraternization

a. The Coast Guard policy on fraternization should be augmented with more specific guidance on what constitutes fraternization and how it harms the Coast Guard.

b. Training should be provided on the issue: what fraternization is, why it is wrong, and why it hurts the Coast Guard. This training should be provided during recruit training, "A" school, Coast Guard Academy, Officer Candidate School, instructor training, Leadership and Management Schools, and included in the Military Requirements for advancement through the petty officer pay grades.

c. When disciplinary actions are taken, the reason for and nature of those actions should be sanitized, grouped with results of other fraternization cases, and publicized. This will "set the record straight" where there have been gossip and rumors and will provide lessons learned for both Coast Guard personnel and their leadership.

CHAPTER VIII - QUALITY OF LIFE

11. Uniforms

a. The Uniform Branch should provide information to the field on:

- Procedures for obtaining uniform items.
- The distribution system.
- Availability and use of ordering forms.
- Uniform Board recommendations.

b. The Uniform Branch should investigate the feasibility of establishing ordering systems utilizing E-mail, 1-800 numbers, and FAX. To facilitate ordering, these systems should be implemented where possible.

c. Differential costs should be one of the factors considered by the Uniform Board when evaluating proposed changes to uniforms.

d. A person familiar with women's sizing in Coast Guard uniforms should always be assigned to the Uniform Distribution Center.

12. Realignment

a. Investigation of this issue provided helpful background for the study, but no recommendations are made in this area.

13. Geographic Stability

a. Detailers should not "flag" members remaining in one geographic location for six years or longer for transfer out of the area. This does not mean that the billet cannot be flagged as being available if others desire it. This serves notice to the member that he or she should seek other billets in the area or that their remaining in the billet is at risk.

b. A member should be allowed to compete for jobs in the present area and to remain in one location for multiple tours if billets are available and if that member is fully qualified to fill the billets.

CHAPTER VIII - QUALITY OF LIFE

13. Geographic Stability (cont'd)

c. Members should be allowed to complete their tours in a given location whenever possible.

14. Special Assistant for Women's Policy

a. Establish a position of Advisor on Women's Policy within the Office of Personnel and Training. The incumbents of this position would serve as the focal point for women's concerns. Their primary responsibility would be to monitor Coast Guard policy for impact on women. Incumbents would also have oversight for the proposed sexual harassment hotline and child care information and referral services. They would also serve as Coast Guard representative to the Defense Advisory Committee on Women in the Services.