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WOMEN IN THE ARMY:
THE RIGHT NUMBERS--THE WRONG SKILLS

BY

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WOMEN IN THE ARMY
The Right Numbers--The Wrong Skills

A GROUP STUDY PROJECT

by

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ABSTRACT

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Women have played a role in the United States Army since Revolutionary times. Following a period of post-World War II strength fluctuations, the presence of female soldiers in the Active Component has grown eightfold in the last 25 years. Since 1978, when the Army, responding to legislative requirements, codified a new role for women with the implementation of Direct Combat Probability Coding, the opportunities for women (positions/skills open to females) have increased to unprecedented levels. While increased opportunities have been presented across the spectrum of Combat Support and Combat Service Support skills, the actual growth of female strength has been concentrated almost entirely in the traditional fields of Administration, Medical and Communications Specialties. Individual soldiers, both male and female, are ill served by the personnel management system when they serve in skills where either sex is disproportionately represented. Unit readiness can become the ultimate bill payer when a commander's flexibility to reconstitute units is constrained by the absence of sufficient male replacements. As the nation's manpower pool continues to dwindle, more and more reliance must be placed on attracting and retaining female soldiers in nontraditional skills.



CHAPTER I

INTRODUCTION

The 71,354 enlisted women in the Army at the beginning of 1987 constitute nearly 11 percent of the total enlisted Active Component force.¹ At first glance, a force which is only slightly more than one-in-ten female does not appear to cause undue concern. However, because of the restrictions placed on the utilization of women, challenges do exist in managing that 11 percent of enlisted soldiers. This paper will not take issue with previous decisions on the number of women currently serving in or planned for the Army, nor the restrictions placed on their utilization. It will review some of those policies to facilitate an understanding of the issues. More importantly, it will evaluate the present distribution of women soldiers across the spectrum of Career Management Fields (CMF) with a view toward better and more equitable utilization of both female and male soldiers. The ultimate goal of this effort is to enhance the personnel readiness of the Army.

A HISTORICAL PERSPECTIVE

Women have served faithfully and with distinction throughout the history of the Army. Although not officially authorized to serve with the Army until the Army Nurse Corps was established in 1901,² there are many examples of heroic endurance and battle-field exploits by American women in the service of their country. Deborah Sampson served 3 years in the Continental Army disguised as Robert Shurtleff. Assigned to the 4th Massachusetts Regiment,

she was wounded three times but her true identity was discovered only after she suffered from a brain fever and was hospitalized in October 1781.³

Mary Hays, better known as Molly Pitcher, gained her niche in American history at the Revolutionary War Battle of Monmouth in August 1778. As was not unusual at the time, Molly accompanied her husband, John Caspar Hays, who was a commissioned gunner in the artillery of the 7th Pennsylvanian Regiment. Like the other women, her presence on the battlefield was not sanctioned but she helped in the effort by washing clothes, cooking, nursing the wounded and sick and being generally useful. Molly Pitcher's fame resulted from her courageous actions during a vicious battle in intense 100° F heat, when she took charge of her husband's cannon after he was severely wounded. Singlehandedly, she swabbed, loaded and then fired the unmanned cannon, and was instrumental in thwarting the British advance.⁴

As mentioned previously, women were not authorized to serve with the Army until 1901 when the Army Nurse Corps was formed. However, that service was in an auxillary-type status and not as regular members of the Army with equal pay, rank or other benefits such as retirement and veteran's rights.⁵ It was not until World War II when the President signed Public Law 110 on 1 July 1943 that women were authorized "in" the Army. Oveta Culp Hobby took the oath of office as a colonel, Army of the United States on 5 July 1943 to become the first Director and member of the new Women's Army Corps.

CURRENT ASSIGNMENT AND UTILIZATION POLICIES

From long before the Women's Army Corps was established, there had been considerable debate in the Congress, the military establishment and in the public forum concerning the role of women in the military. Public Law enunciates the policy for (and the role of) women serving in the Air Force, Navy and Marine Corps:

United States Air Force. Title 10, United States Code, Section 8549, provides that female members of the Air Force, except those designated under Section 8067 of this title (Medical, Dental, Chaplain, other 'Professional'), or appointed with a view to designation under this section, may not be assigned to duty in aircraft engaged in combat missions.

United States Navy and United States Marine Corps. Title 10, United States Code, Section 6015 provides that the Secretary of the Navy may prescribe the manner in which women officers, women warrant officers, and enlisted women members of the Regular Navy and the Regular Marine Corps shall be trained and qualified for military duty. The Secretary may prescribe the kind of military duty to which such women members may be assigned and the military authority which they may exercise. However, women may not be assigned to duty on vessels or in aircraft that are engaged in combat missions, nor may they be assigned to any other than temporary duty on vessels of the Navy except hospital ships, transports, and vessels of a similar classification not expected to be assigned combat missions.⁸

The assignment policy for women in the Army is not specifically delineated in statutes as it is for the other Services, but the requirement to establish such a policy is mandated by law. The fiscal year 1978 Department of Defense Authorization Act (Public Law 95-79) directed the Secretary of Defense set forth

guidelines for the utilization of women serving in the Army. As a result, and under the auspices of Title 10, Section 3012 which gives the Secretary of the Army the statutory authority to determine assignment policies for Army personnel, the "Combat Exclusion Policy" was promulgated. This regulatory exclusion policy states:

Women are authorized to serve in any officer or enlisted specialty except those specified at any unit of the Army except Infantry, Armor, Cannon Field Artillery, Combat Engineer, and Low Altitude Air Defense Artillery units of battalion/squadron size or smaller. Women may not serve on Scout or Attack helicopters.⁹

In addition to, and in support of the preceding policy, the Army established the Direct Combat Probability Code (DCPC) system. The Direct Combat Probability Codes range from P1 ("Personnel in this category have a high probability of routinely engaging in direct combat."¹⁰) to P7 ("Personnel in this category serve in positions that will not be found in a theatre of operations."¹¹). The 55 Military Occupational Specialties (MOS) shown in Table 1-1 currently are closed to women as a result of the Direct Combat Probability Code system. At the beginning of 1987, those 55 MOS accounted for 173,184 spaces, or 28.9 percent of the Army's total enlisted authorizations.¹²

TABLE 1-1

MILITARY OCCUPATIONAL SPECIALTIES CLOSED TO WOMEN¹³

<u>MOS</u>	<u>TITLE</u>	<u>MOS</u>	<u>TITLE</u>
00B	Diver	18E	Special operations communications sergeant
11B	Infantryman	18F	Special operations intelligence sergeant
11C	Indirect fire infantryman	18Z	Senior special operations sergeant
11H	Heavy antiarmor weapons infantryman	19D	Cavalry scout
11M	Fighting vehicle infantryman	19E	M48 M60A1/A3 tank crewman
12B	Combat engineer	19K	M1 Abrams armor crewman
12C	Bridge crewman	19Z	Armor senior sergeant
12E	Atomic demolition munition specialist	24M	VULCAN system mechanic
12F	Engineer tracked vehicle crewman	24N	CHAPARRAL system mechanic
12Z	Combat engineer senior sergeant	24S	ROLAND mechanic
13B	Cannon crewmember	27C	ROLAND repairer
13C	TACFIRE operations specialist	27D	ROLAND FMTS repairer
13E	Cannon fire direction specialist	45D	Self-propelled FA turret mechanic
13F	Cannon fire support specialist	45E	M1 Abrams tank turret mechanic
13M	Multiple launch rocket system crewmember (MLRS)	45N	M60 A1/A3 tank turret mechanic
13R	Field artillery firefinder radar operator	45J	Improved TOW vehicle/infantry fighting vehicle turret mechanic
15J	MLRS/LANCE operations fire direction specialist	51K	Plumber
16F	Light ADA crewman	51R	Interior electrician
16G	ROLAND crewmember	52G	Transmission and distribution specialist
16J	Defense acquisition radar operator	54C	Smoke operations specialist
16P	CHAPARRAL crewmember	63D	Self-propelled field artillery system mechanic
16R	VULCAN crewmember	63E	M1 Abrams tank system mechanic
16S	MANPADS crewmember	63N	M60 A1/A3 tank system mechanic
17B	Field artillery radar crewmember	63T	Improved TOW vehicle/infantry fighting vehicle/cavalry fighting vehicle system mechanic
17C	Field artillery target acquisition specialist	82C	Field artillery surveyor
18B	Special operations weapons sergeant	93B	Aeroscout observer
18C	Special operations engineer sergeant	96R	Ground surveillance systems operator
18D	Special operations medical sergeant		

In addition to the 173,184 positions discussed above, there are another 103,478 authorized spaces¹⁴ which were closed to women at the beginning of 1987. Those positions excluded women because of MOS duties, unit mission, the type of the unit in which those positions were located (e.g., an air defense artillery battalion) or for other reasons. Combining the preceding two categories reveals that 276,662 or 48 percent of the 580,835 total authorized enlisted spaces are closed to women. Stated more positively, women have the opportunity to be assigned and utilized in 304,173 or 52 percent of the Army's authorized enlisted positions. This opportunity compares very favorably with 5 years ago when there were 302,000 or 53 percent of the Army's 572,000 enlisted duty positions available to women.¹⁵ The comparison is particularly significant since 23 MOS have been added to the list of those that were already closed to women 5 years ago.¹⁶

DISTRIBUTION OF WOMEN SOLDIERS - THE CHALLENGE

At the beginning of World War II, there were fewer than 1,000 women serving with the Army. That number increased to almost 154,000 in 1945 when women constituted only slightly more than 3 percent of the Army's personnel strength. The number of women fluctuated from a few thousand to 15,000 from 1945 to 1969, but it was never more than 1.5 percent of the force.¹⁷ Since 1969, there has been a steady growth in the number of women soldiers. As shown in Table 1-2, the Army's enlisted woman population has increased eightfold in the past 25 years.

TABLE 1-2

GROWTH OF WOMEN IN THE ARMY¹⁹

<u>FISCAL YEAR</u>	<u>WOMEN END STRENGTH</u>	<u>FISCAL YEAR</u>	<u>WOMEN END STRENGTH</u>
1962	8,721	1975	37,703
1963	8,292	1976	43,806
1964	7,958	1977	46,094
1965	8,520	1978	50,292
1966	9,179	1979	54,818
1967	9,741	1980	61,351
1968	10,711	1981	64,884
1969	10,721	1982	63,632
1970	11,476	1983	66,059
1971	11,825	1984	66,678
1972	12,349	1985	67,914
1973	16,457	1986	69,151
1974	26,328		

Not only has the number of women soldiers increased significantly during the past two and one-half decades, but also the proportion of women to the total force has shown dramatic growth as shown in Figure 1-1, Appendix I.

While there has been a significant increase in both the number and proportion of women soldiers, that increase has not been distributed uniformly throughout the skills in which women are authorized. For example, in the 6 years since 1980, the percentage of women increased only 1.3 percent (from 9.1 percent in 1980 to 10.4 percent in 1986 (Figure 1-1)). However, as shown by Table 1-3, the growth in some occupational areas was four or more times the average increase. Even more dramatic, there were significant decreases in the ratio of women in several CMF which did not have a corresponding reduction in the number of positions open to women as a result of the increase in closed positions discussed previously.

TABLE 1-3

DISTRIBUTION OF ENLISTED WOMEN BY CAREER MANAGEMENT FIELD

CAREER MANAGEMENT FIELD (a)	WOMEN AS PERCENT OF FORCE		+/-
	FY 1986 ^(b)	FY 1980 ^(c)	
Field Artillery	.6	1.4	-.8 (d)
Air Defense Artillery	3.0	3.2	-.2 (d)
Air Defense Missile Maintenance	4.8	1.5	+3.3
Ballistic-Land Missile Maintenance	5.3	2.4	+2.9
Aviation Electronics	10.3	6.4	+3.9
Communications-Electronics Maintenance	7.1	7.1	nc
Communications-Electronics Operations	14.5	11.7	+2.8
Intercept Systems Maintenance	(e)	4.4	NA
General Engineering	2.6	2.9	-.3 (d)
Chemical	8.2	15.1	-6.9 (d)
Ammunition	9.0	12.3	-3.3
Mechanical Maintenance	4.8	4.1	+.7
Transportation	10.6	11.9	-1.3
Aircraft Maintenance	2.3	3.1	-.8
Administration	35.8	26.3	+9.5
Automatic Data Processing	18.4	19.0	-.6
Supply	16.5	14.2	+2.3
Recruitment and Reenlistment	(e)	4.6	NA
Topographic Engineering	24.2	16.9	+7.3
Public Affairs/Audio Visual	24.9	22.7	+2.2
Medical	27.6	23.3	+4.3
Petroleum	12.1	15.7	-3.6
Food Service	16.4	11.0	+5.4
Law Enforcement	10.5	9.3	+1.2
Military Intelligence	18.1	13.3	+4.8
Band	11.8	12.2	-.4
Cryptologic Operations	22.0	28.5	-6.5
Total	10.4	9.1	+1.3

- (a) Changes in occupational areas from FY 80 to FY 86 included in computations.
 (b) Calculated from Aug 86 Strength of the Army (DCSPER 46).
 (c) Calculated from Sep 80 Strength of the Army (DCSPER 46).
 (d) Number of positions available for women decreased from 1980 to 1986 as a result of increase in the MOS/number of positions closed to women.
 (e) Probable error on report; therefore, data not computed nor used for comparison purposes.

The preceding portions of this paper demonstrate the Army's commitment to providing ample opportunity for women to continue to make varied and meaningful contributions in the service of their country. The analysis, however, also illustrates that more needs to be done, particularly in the distribution of women throughout the force structure, which returns to the purpose of this paper--enhance the personnel readiness of the Army.

ENDNOTES

1. U.S. Army Military Personnel Center, Current and FY-End Authorizations vs Current Strength, Army-wide (DAPC-45), Month end Dec 86, Part 6, Section 2, p. 95 (hereafter referred to as "DAPC-45").
2. Mattie E. Treadwell, "The Women's Army Corps," in United States Army in World War II, Special Studies, pp. 5-6.
3. John Taffin, Women in Battle, pp. 31-32.
4. Ibid., pp. 100-113.
5. Treadwell, p. 6.
6. Ibid., pp. 220-221.
7. Office of the Deputy Chief of Staff for Personnel, Department of the Army, Women in the Army Policy Review, p. 1-2 (hereafter referred to as "ODCSPER, WITA Policy Review").
8. Ibid., pp. 6-7.
9. Ibid., p. 4-2.
10. Ibid., p. H-1.
11. Ibid., p. H-4.
12. DAPC-45, pp. 1-95.
13. US Department of the Army, Army Regulation 611-201, p. 670 (hereafter referred to as "AR 611-201").
14. DAPC-45, p. 95.
15. ODCSPER, WITA Policy Review, p. 4-17.
16. Ibid., p. 4-17.
17. Ibid., pp. 1-2 & 1-3.
18. Office of the Deputy Chief of Staff for Personnel, Department of the Army, Strength of the Army--RCS-DCSPER-46, Sep 85, p. 200 (hereafter referred to as "DCSPER 46").
19. DCSPER 46 for month as of the end of the appropriate fiscal year.

CHAPTER II

POSTURE OF THE FORCE

Current Force Structure

The Army, be it the Total Force, or the enlisted portion of the Active Component, is no more nor less than the sum of its serving members. The Army's potential to be, is the sum of its authorizations. Understanding the current state of the Army vis-a-vis female content demands a detailed examination of spaces (the potential to be) and faces (that which is) at a level of detail more finite than aggregate numbers. For women, potential to be must be defined as the sum of the spaces that may be filled by women, at the operative level of detail. In practical terms, this means at the level where recruiting, schooling and promotion decisions are defined.

At the level of greatest discrimination, the Army has established discrete skills, (Military Occupational Specialties) required to accomplish Active Component mission requirements in peace and war.¹ When factoring in Special Qualification Identifiers (SQI), Additional Skill Identifiers (ASI) and Language Identification Codes (LIC), there are multiple thousands of possible combinations of skills demanded by authorization documents, and possessed by soldiers.

At the opposite end of the scale, just below aggregate numbers, are the three traditional sub-divisions of Combat Arms, Combat Support Arms and Combat Service Support Arms. As indicated in Figures 2-1 and 2-2, Appendix 1, even these most coarse of sub-divisions produces some unexpected observations:

- The Combat Arms have a demonstrable commitment to the employment of females.
- The Combat Support Arms have a surprisingly high proportion of interchangeable to total positions.
- Neither the Combat Arms nor the Combat Support Arms come close to matching the Army average for females as percent of total interchangeable authorizations.

Answers to questions raised at the aggregate and Arms levels of detail can be found only at the next level of discrimination; the Career Management Field (CMF). Only by revising its Force Structure requirements to provide for greater female opportunity could the Army have set as its goal, a female content of 72,000. Given that "opportunity" within a force structure is defined as the number of interchangeable positions within the total force structure, careful examination of the Army's documented Force Structure requirements, after application of Direct Combat Probability Coding indicates the institutional commitment to meet the 72,000 female objective. As of 31 December 1986, the Army has built a force in authorization documents of just under 581,000 Active Component enlisted spaces.² Within this manpower envelope:

- Fifty-two percent (304,000) of the Active Component's spaces are interchangeable, theoretically genderless in terms of requirements.³

-- Only 4 of 33 Career Management Fields (CMF), with 20 Military Occupational Specialties (MOS) and 133,800 spaces totally exclude women; these being the traditional close combat CMF of Infantry, Combat Engineer, Special Operations and Armor. Only 9 of the remaining CMF have 1 or more closed skills, totalling 35 MOS and 39,400 spaces for a grand total of 173,184 as previously shown at Table 1-1.

-- The female opportunity in the remaining 29 CMF, the percent of interchangeable to total authorizations, ranges from a low of 7 percent in CMF 13 (Field Artillery) to a high of 100 percent in CMF 97 (Bands). The median for these 29 CMF is 77 percent.

In sum, whether measured in aggregate numbers, by Arm of Service, or by CMF, the Army has more than adequately provided an opportunity (the spaces) for increased female strength.

CURRENT FORCE MANNING

As of 31 December 1986 there were 71,354 females on the roles of the Active Component. Of this number, almost 59,000 were in units with the remainder in the Trainee, Transient, Holders and Student Account.⁵ It is consistent with past experience that it requires about 12,000 female soldiers in the above Individual's Account to sustain a force in units of about 60,000 (Figure 2-3, Appendix 1). With this in mind, it is apparent that the operating strength potential of a 72,000 female force is sufficient to fill about one in every five of the 304,000 interchangeable positions.

Clearly, measured in aggregate numbers, the Army has met its stated goals. However, since virtually all individual personnel management decisions concerning such matters as accessions, training, advancement, professional development and separation require more discrete data than an aggregate view, it is necessary to examine success at least at the CMF level of detail.

To claim that one CMF has too few or too many females in comparison to another is to compare apples and oranges. A valid analysis must examine the ratio of females to the number of interchangeable authorizations within and between CMF. Using the Army-wide one-to-five ratio (20%) as a benchmark, the following becomes apparent when examining the CMF open to women as shown at Figure 2-4, Appendix 1:

- Percent of females to interchangeable positions ranges from a low of 3 percent in CMF 23 (Air Defense Systems Maintenance) and 67 (Aircraft Maintenance) to a high of 40 percent in CMF 71 (Administration). The median for the 29 CMF with female content is 16.1 percent.
- Assuming that a range between 15 percent and 25 percent represents a reasonable effort to spread the presence of females across the spectrum of skills, only 10 CMF meet this liberal standard. Four CMF are heavily oversubscribed (21, 31, 33 and 40 percent, respectively) while in full, 15 CMF, females are under-represented.

- Only three CMF, 31 (Communications-Electronics Operations), 71 (Administration) and 91 (Medical) account for 55 percent of the total number of females in units. Note the traditional nature of the skills within these CMF could have been expressed in the immediate post-war years as: telephonist, clerk/secretary and nurse technician.
- Two-thirds of the nine CMF with less than 10 percent female fill of interchangeable positions have descriptive titles ending with the word "Maintenance."

Despite the impressive growth in female strength, and despite ample opportunity for female employment across the spectrum of skills not closed as a result of Direct Combat Probability Code methodology, the Army has failed to obtain a balanced growth measured at the CMF level of detail as portrayed in Figure 2-5, Appendix 1. Success in aggregate has been achieved by steadily increasing female content in skills traditionally held by women in both the military and the private sectors as demonstrated at Figure 2-6, Appendix 1.

THE FUTURE FORCE

That significant changes to the Army's force structure are unlikely is evidenced both by the care with which the existing force was documented, and by the absence of growth in Active Component End Strength over the program years. Thus, any evidence of a change in the sex demographics extant today can only be found in examining the Active Army Non-Prior Service Accession Program. It is here that the future mix of soldiers

is decided. Figure 2-7, Appendix 1 provides an analysis of FY 87 recruiting efforts by CMF as of 21 January 1987. Comparison of the percentage of females to total accessions reveals:

- Of the 15 CMF identified in preceding paragraphs as being significantly undersubscribed for women, only 3 have FY 87 female recruiting objectives equal to the Army average of 15 percent of total objective. Even in these cases, the programmed increase is so slight as to have no effect on redressing existing imbalances. The remaining 12 are seeking female accessions in numbers that, when attrition is considered, will produce zero or negative growth.
- All but 1 of the 10 CMF in a previously balanced condition are recruiting at a rate appropriate to sustain the balance. The other, CMF 74 (Automatic Data Processing), is already at the upper edge of the 10 percent window, and, by seeking 37 percent female accessions in FY 87, will likely join the ranks of the imbalanced CMF early in FY 88.
- All 4 of the currently oversubscribed CMF (91 Medical, 46 Public Affairs, 94 Food Service, and 71 Administration) are recruiting at 26, 35, 37 and 47 percent female, respectively.
- In anticipation of the concern that these imbalances are the natural result of female recruits' propensity to seek only traditional skills, FY 87 recruiting progress as of 21 January 1987 (Figure 2-8, Appendix 1) was examined to determine trends. The analysis of seats sold by sex reveals:

- In the six Maintenance CMF addressed earlier, though the number of female seats are few, three are selling at a rate equal to or better than male sales. For example, in CMF 63 (Mechanical Maintenance), with 12,000 male seats and 863 female seats, the female program is 90 percent sold compared to 74 percent for males.
- Only 14 of the 15 undersubscribed CMF have entry level specialties; CMF 79 (Recruitment and Reenlistment), being the exception. In six of these, female recruiting outpaces male. In 3 of the 4 oversubscribed CMF, female sales outpace male dramatically; 15 percent greater in CMF 71 (Administration), 22 percent in CMF 91 (Medical), and 56 percent in CMF 94 (Food Service).

Clearly, recruiting goals have not been established to achieve female fill proportional to the quantity of interchangeable spaces. Rather, the preponderance of the recruiting effort is focused on traditional female occupations despite evidence that there is a propensity for women to seek non-traditional skills.

ENDNOTES

1. AR 611-201.
2. DAPC 45.
3. Ibid.
4. Ibid.
5. Ibid.

CHAPTER III

THE REALITIES AT UNIT LEVEL: A MICRO-ANALYSIS

Methodology

Chapter II provided a detailed analysis of the current distribution of women across the spectrum of Career Management Fields. The impact of that distribution however, is not appreciated until the results of management at the macro-level are evaluated in terms of the unit level. It is at the unit level where Departmental decisions and actions have their greatest visibility and truest validity. Accordingly, it is appropriate to examine in greater depth the influence decisions made in a particular MOS have at the level where both the maneuver and support elements of the Army merge.

Determining which occupational areas would be used for this micro-level evaluation presented some difficulty. Analyzing each of the 29 Career Management Fields in which women are authorized in terms of impact at corps and division level was too large and complex an undertaking for the size of and resources available to this study project group. Such an in-depth endeavor undoubtedly is necessary at the decision-making levels of the Army, but that was not the purpose of this paper. Rather, it is intended to bring the issue to the attention of those who can either accept or reject its hypothesis, and who have the resources available to delve further into its thesis. Therefore, for the purpose of illustration, only one occupational area will be used for this top-down evaluation.

The skills or MOS in which women serve generally fall into two broad categories: traditional such as clerical or medical, or non-traditional such as vehicle mechanic or Pershing missile crewmember. Selecting the specific skill to be evaluated also presented difficulties in that the reader may contend the authors chose the most contentious area so as to add credibility to their effort. Chapter I provided a brief synopsis of the evolution which resulted in women becoming fully sanctioned members of the Army. The first such entry was in 1901 when the Army Nurse Corps was formed. Since women first served with the Army in the medical field, it is the most traditional of skills in terms of longevity. Further, it is not the worst case example of disproportionate numbers of women. Therefore, with some degree of objectivity, the Medical Career Management Field (CMF 91) was chosen as the area for investigation. Finally, two Military Occupational Specialties were selected for specific reviews--MOS 91A (Medical Specialist), and MOS 91B (Medical Noncommissioned Officer). Taken together, they comprise 18,785 or over 45 percent of the total 41,290 authorized spaces in CMF 91,¹ and most significantly, they are the primary source of immediate battlefield aid.

WOMEN IN CORPS AND BELOW

The assignment of 71,354 women throughout the Army, in compliance with the Combat Exclusion Policy and the effects of the Direct Combat Probability Code (DCPC) system, creates situations which often are not readily visible to managers and

decision-makers several levels removed from the unit. Personnel data from a deployed corps illustrate the anomalies that result when the influence of all the policies culminate finally in the assignment of a soldier to a unit vacancy.

Table 3-1 portrays the status of Medical Specialists/ Noncommissioned Officers (MOS 91A/B) in the V Corps of the United States Army Europe and its subordinate elements.

TABLE 3-1

DISTRIBUTION OF MEDICAL SPECIALISTS/NONCOMMISSIONED OFFICERS (MOS 91A/B)

	<u>Army-wide</u> (a)	<u>V Corps</u> (b)
Authorized	18,785	1,792
Interchangeable Positions	9,625	522
Percent of Interchangeable Positions	51.2%	29.1%
Total Operating Strength	18,280	1,560
Women Operating Strength	3,937	355
Percent Women of Operating Strength	21.5%	22.8%
Percent Women of Interchangeable Positions	40.9%	68.0%

Notes: a. Source: DAPC-45, ME-Dec 86, p. 83.

b. Source: Personnel Readiness Files, V Corps, 15 Nov 86.

As shown, V Corps had authorizations for 1,792 MOS 91A/B personnel. Of that total, 522 positions or 29.1 percent were interchangeable. On 15 November 1986 there were 1,560 MOS 91A/B soldiers assigned to V Corps, of which 355 or 22.8 percent were women. Table 3-1 also reveals that the percentage of women in V Corps was relatively equal to that for the Army overall (22.8 percent versus 21.5 percent, respectively). However, while the ratio of women was consistent with the Army average, it became inconsistent with the V Corps' percentage of interchangeable positions (29.1 percent) when compared to the Army ratio of 51.2 percent. The result is female 91A/Bs occupied a disproportionate share (68 percent) of the corps' 91A/B interchangeable positions vis-a-vis the Army average of 40.9 percent for those MOS and the Army average of 20 percent for all MOS.

The impact of this deviation becomes most evident when the V Corps data are separated between the corps' divisional and non-divisional units as shown in Table 3-2.

TABLE 3-2

MOS 91A/B DISTRIBUTION WITHIN V CORPS (a)

	<u>V Corps</u>	<u>Non-divisional</u>	<u>Divisional</u>
Authorized	1,792	502	1,290
Interchangeable Positions	522	234	288
Percent of Interchangeable Positions	29.1%	46.6%	22.3%
Total Operating Strength	1,560	454	1,106
Women Operating Strength	355	169	186
Percent Women of Operating Strength	22.8%	37.2%	16.8%
Percent Women of Interchangeable Positions	68.0%	72.2%	64.6%

NOTE: a. Source: Personnel Readiness Files, V Corps, 15 Nov 86.

As would be expected, the DCPC and Combat Exclusion Policy cause the relative percentage of both interchangeable positions and assigned women to be greater in non-divisional units than in divisions. Nevertheless, while the percentage of interchangeable positions and the ratio of women to men in non-divisional units were both more than twice that in divisional units, there was relatively little difference between the percentage of women to interchangeable positions for the two types of units. As a consequence, the relatively low number of women (16.8 percent) occupied significantly higher proportions (64.6 percent) of positions which were available to both men and women in divisional units. The result is male soldiers spent more time in lower level units of the division (e.g., battalions where positions are coded P1 or male only). The situation is aggravated further by potential inequities in the training and career development available to male and female medical personnel. Since the probability of assignment for men is duty at battalion level, it is difficult to rotate them into the hospitals and clinics where they can obtain more technical training and experience. This disparity can adversely influence morale if the male soldier perceives he is being treated unfairly.

Unit readiness can, and does, suffer because of the disproportionate share of women to interchangeable positions in divisional units. As an example, 70 percent of the 91A/B personnel in the 3d Armored Division's Main Support Battalion were women, and that unit was at 111 percent of its authorized 91A/B strength.²

On the other hand, because of the Combat Exclusion Policy, the 2d Battalion, 36th Infantry was authorized only male medical personnel, and the unit was at 68 percent of its authorized strength.³ Undeniably, the division could have cross-leveled personnel between the two units to better equalize their strengths, but to have done so would in effect create an all-female 91A/B situation in the Main Support Battalion; and that was not the intent of creating interchangeable positions. The situation described above essentially is the same for the V Corps' other divisional units.

Unit readiness is, of course, important in time of peace. In time of war, however, it is paramount. During war, a commander's flexibility in directing replacements to where they are most needed, and his ability to reconstitute units which have been badly degraded because of casualties, will play ever important roles in unit readiness. Since the DCPC is predicated upon the assumption that there is a correlation between casualties and the probability of direct combat, it stands to reason that units with only DCPC P1 (male only) positions will have a preponderance of casualties. As time and casualties increase, it is conceivable that the proportion of soldiers remaining in interchangeable position units would become more predominantly women and the division commander would have fewer males with which to reconstitute his male only units.

Although the V Corps' non-divisional units had greater latitude in the utilization of women medical personnel (46.6 percent of their positions are interchangeable), their higher ratio

of women to men (37.2 percent) and of women to interchangeable positions (72.2 percent) creates the same dilemma as in the divisional units. For example, the 2d Battalion, 92d Field Artillery which was authorized only male 91A/B personnel was at 45 percent of strength while the 1st Battalion, 32d Field Artillery (Lance), authorized either men or women, was at 122 percent of its authorized 91A/B personnel.⁴ Once again, cross-leveling could have alleviated some of the disparity. But, again, the effect essentially would be to cause the 1st Battalion, 32d Field Artillery's interchangeable authorizations to become defacto female only positions, which was not the intent of designating positions as interchangeable.

CONCLUSIONS

Recognizing that only two MOS were used in the preceding analysis, they serve to illustrate the impact of decisions made in the distribution of women across the spectrum of Career Management Fields versus authorized interchangeable positions. Undeniably, there are many examples of MOS in which that distribution well serves commanders and soldiers, and in those cases, the Army should continue on its course.

Conversely, MOS 91A/B in the V Corps and its subordinate units also are only examples of MOS in which the distribution of women versus authorized interchangeable positions does not well serve commanders and soldiers.

ENDNOTES

1. DAPC 45.
2. US Department of the Army, V Corps AG. Personnel Readiness Files, V Corps, Nov. 1986.
3. Ibid.

CHAPTER IV

THE FUTURE

As the demographics of the general population in the United States change, it is clear that women will become more critical to the Nation's Armed Forces. Since the Korean War, there has been a steady decline in birth rates. Consequently, the number of 18-year-old males available for military service also has declined. In the two decades from 1970 to 1990, 20 percent fewer youth will turn 18 each year.¹ Therefore, if the Army hopes to maintain its current force structure it essentially has three choices:

- Lower recruiting standards to enlarge the pool of acceptable male youth
- Increase recruiting incentives
- Recruit more women to compensate for the deficit in available male youth

While the Army may not be at a critical point today, there are actions which could and should be taken to lessen the burden of tomorrow. As shown in Table 4-1, there are several Career Management Fields in which the proportion of women does not approach the current Army-wide average of one female for every five interchangeable positions. A concerted effort to arrive at that ratio would certainly help in the future. Until such time as the Army chooses or is forced by demographics to raise its ceiling of 72,000 women, any increases in the number of women in undersubscribed Career Management Fields can be compensated by decreasing accessions in those which are above the 20 percent

interchangeable positions average. An ancillary benefit would be the lessening of the adverse personnel and unit readiness consequences described in Chapter III.

TABLE 4-1

UNDERSUBSCRIBED CAREER MANAGEMENT FIELDS

<u>CAREER MANAGEMENT FIELD</u>	<u>INTERCHANGEABLE POSITIONS</u>	<u>FEMALE OPERATING STRENGTH</u>	<u>PERCENT OF INTERCHANGEABLE</u>
13-Field Artillery	2,795	219	8%
16-Air Defense Artillery	3,356	450	13%
23-Air Defense Systems Maintenance	1,867	58	3%
27-Land Combat & Air Defense Systems Intermediate Maintenance	3,753	302	8%
28-Aviation Communications Electronic Systems Maintenance	1,631	173	11%
29-Communications-Electronics Maintenance	10,101	824	8%
31-Communications-Electronics Operations	37,133	6,669	18%
33-EW/Intercept Systems	1,491	88	6%
51-General Engineering	3,767	209	6%
55-Ammunition	4,498	484	11%
63-Mechanical Maintenance	33,055	1,834	6%
67-Aircraft Maintenance	13,282	397	3%
77-Petroleum & Water	4,996	792	16%
79-Recruitment & Reenlistment	4,990	222	4%
88-Transportation	17,770	2,544	14%
93-Aviation Operations	3,237	612	19%
95-Military Police	19,287	2,220	12%
97-Bands	2,516	258	10%

Above data calculated from DAPC-45.

ENDNOTES

1. Franklin D. Margiotta, James Brown, and Michael J. Collins, Changing U.S. Military Manpower Requirements, p. 11.

CHAPTER V

RECOMMENDATIONS

Major personnel imbalances by sex currently exist in the Army. These imbalances should be addressed in order to secure the greatest possible personnel readiness from a constrained manpower pool. Accordingly, recommend the Army:

- Establish a standard of adequacy for female content to provide guidance to personnel decisionmakers. Such a standard must account for the potential for women in the Army - the number of interchangeable authorizations - and the numerical targets established as Army policy. Thus, for today's Force Structure, the Army standard would appropriately be about one woman for every five interchangeable positions. This is a function of the 60,000 females in the operating strength divided by the 304,000 interchangeable slots. This standard, applicable at the Career Management Field level of detail (no lower due to the complexity of MOS structures) would provide necessary benchmarks to drive recruiting and retention initiatives.

- Establish a management objective for each CMF open to women expressed as the Army standard of 20 percent of interchangeable slots filled by women. Establish acceptable tolerance levels at, perhaps, plus or minus 5 percent of the standard. For those CMF that fall outside the bands of tolerance, require definitive personnel policies to redress imbalances over time. Some options include:

-- Increase the number of school seats in non-traditional skills for non-prior service female accessions to the level that traffic will bear. There has been little past effort to sell women on these skills, yet, based on the evidence of recruiting success to date, women may be more interested in at least some of the non-traditional options than their male counterparts. At the same time, constrain the seats in the traditional, oversubscribed skills to a level that will, over time, restore the CMF to a balanced condition.

-- Consider awarding "bonus points" to USAREC Guidance Counselors for selling non-traditional skills to female applicants.

-- Use existing Command Information channels to clearly announce the Army's interest in, and commitment to women in non-traditional skills. Couple this with a streamlined voluntary reclassification program applicable only to females in oversubscribed CMF who desire to migrate to the non-traditional alternative.

-- Establish MACOM reenlistment objectives for females in non-traditional skills.

-- Be prepared to consider, as the manpower pool becomes more limited, enlistment/reenlistment bonuses designed to attract the female into the interchangeable, non-traditional slot so as to free up the limited number of males for duty in male only authorizations.

-- Recognize the potential burden that existing imbalances can have at unit level (Table 4-1) by establishing an interim policy prohibiting more than 40 percent of interchangeable slots in MTOE units to be filled by women.

-- Recognize the potential career development deficiencies that both men and women may suffer in out of balance CMF, and redress in the interim with special instructions to selection boards.

In conclusion, the presence of females, in the numbers promised to the nation, are a positive factor in the Army's readiness posture. Both the quantity and quality of today's women soldiers, and the multitude of career options they have available, are testimony to the Army's commitment to equal opportunity for all. Nevertheless, there is a major disconnect between the opportunities available to women and the numbers of women taking advantage of these opportunities. This disconnect is both a disservice to the potential of the female soldier, and a failure to capitalize on a key segment of the labor pool available in the 1990's.

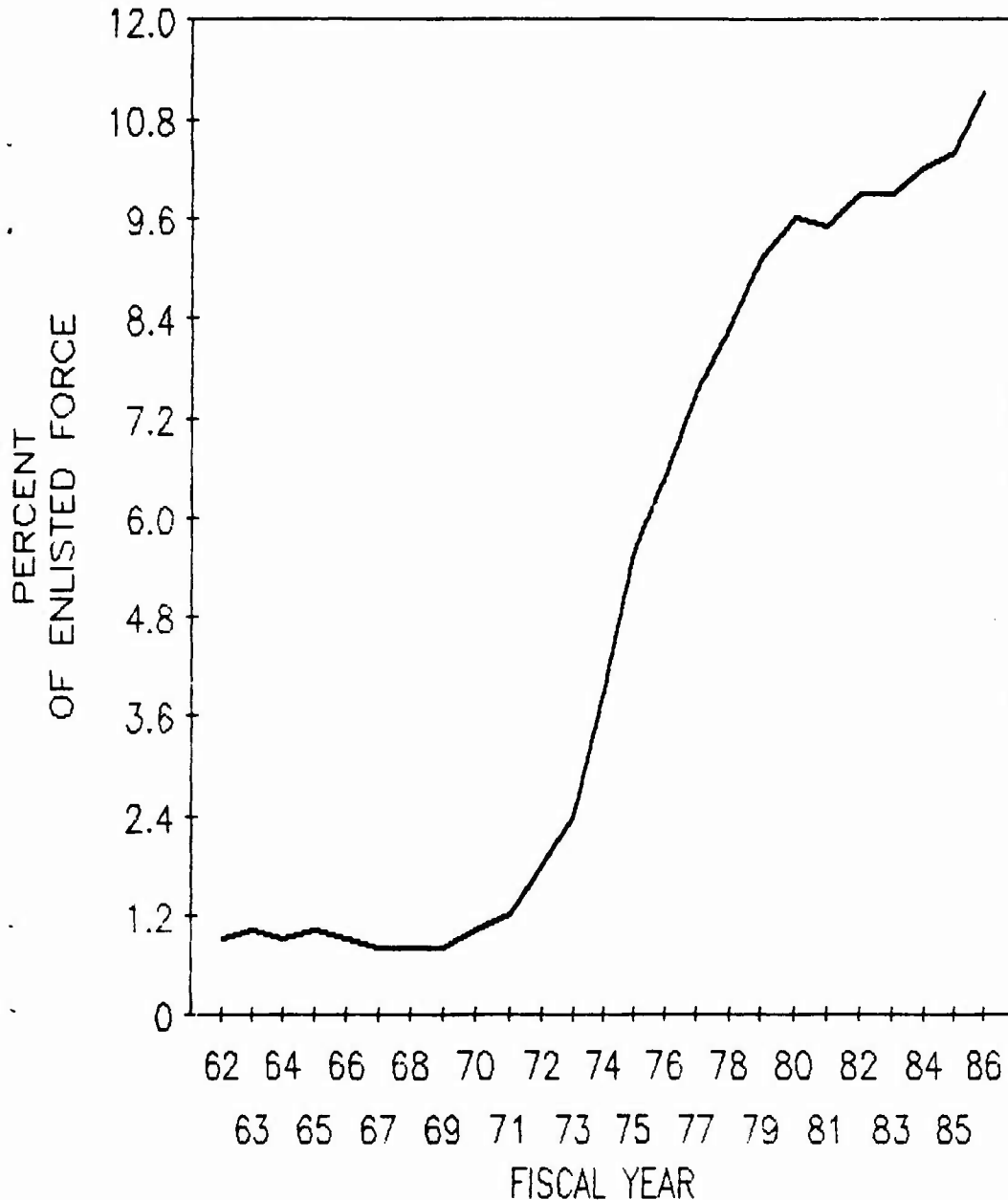
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3. Laffin, John. Women in Battle. New York: Abelard-Schuman, 1968. (CT 3203 L32)
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5. Margiotta, Franklin D., Brown, James, and Collins, Michael J. Changing U.S. Military Manpower Realities. Boulder: Westview Press, 1983.
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9. Women in the Army Study Group. The Final Report of the Women in the Army Study Group. Washington: Office of the Deputy Chief of Staff for Personnel, Department of the Army, 1976. (UA 565.W6W6 c.2)
10. U.S. Air Force Personnel Force Composition Study, An Analysis of the Effects of Varying Male and Female Force Levels. Washington: 1985.
11. Army Regulation 611-201: Enlisted Career Management Fields and Military Occupational Specialties HQ Department of the Army, 31 October 1986.

12. US Army Command and General Staff College. Reference Book 20-2: Women in the Army. Fort Leavenworth: 1978. (U415.A41 RB 20-2 1978)
13. US Congress. Congressional Budget Office. Quality Soldiers: Costs of Manning the Actual Army. Washington: June 1986.
14. US Department of the Army. Army Regulation 611-201: Enlisted Career Management Fields and Military Occupational Specialties. Washington: 31 October 1986.
15. US Department of the Army, V Corps AG. Male/Female Briefing Papers, MOS 91A/B. Frankfurt: Nov 1986.
16. US General Accounting Office, Flexible Management: A Must for Effective Armed Services Recruiting. Washington: Government Printing Office, 1980.
17. US Army Military Personnel Center. Current and Fiscal Year-End Authorizations vs Current Strength, Army-wide--RCS-DAPC-45. Part 6, Section 2, ME-December 1986. Washington: 1986.
18. US Army Military Personnel Center. Active Army Annual Program (AANPRO). 21 January 1987. Washington: 1987.

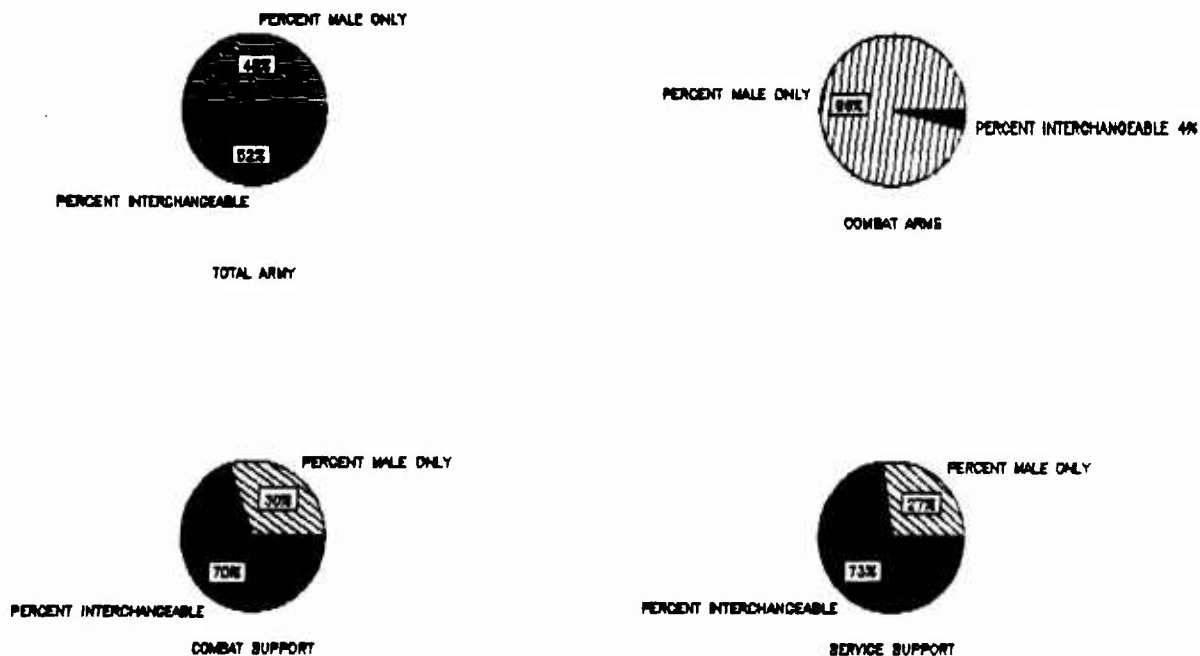
Figure 1-1

WOMEN AS PERCENT OF ENLISTED FORCE



- a. Calculated from DCSPER 46 using month-end (ME) data as of the last month of the appropriate fiscal year (e.g., the ME June 1969 DCSPER 46 was used to compute the FY 69 percent of women, the ME September 1978 DCSPER 46 was used to compute data for FY 78, etc.

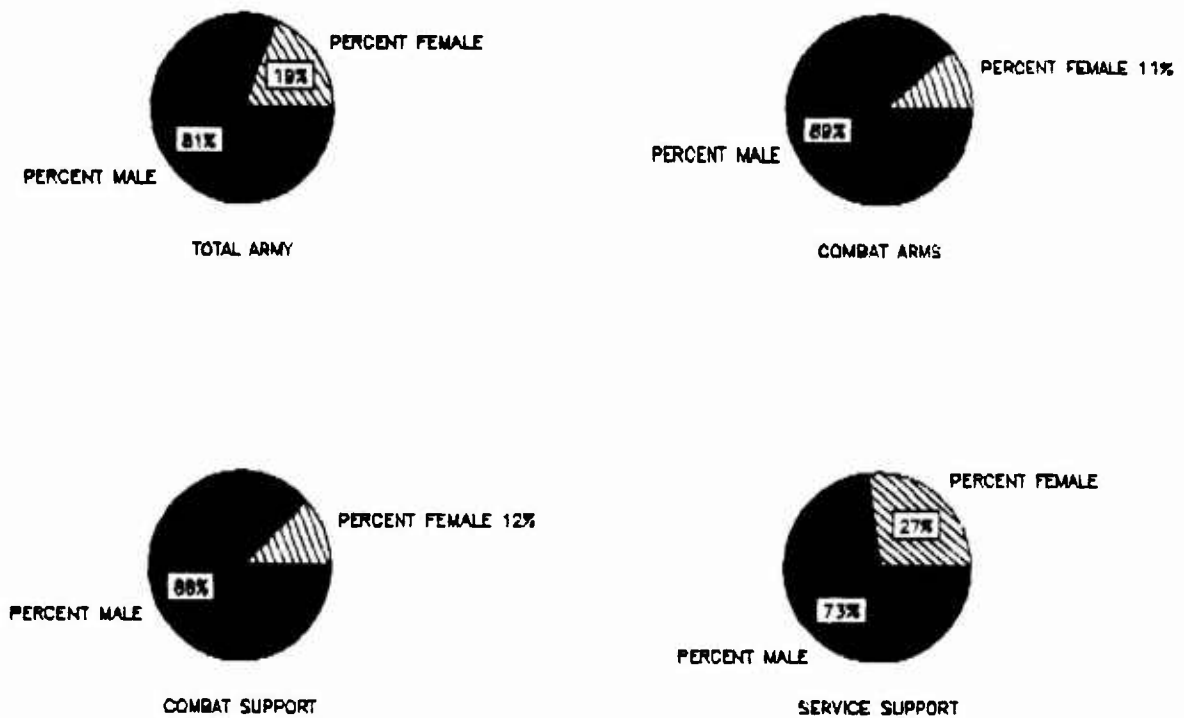
Figure 2-1
 RELATIONSHIP
 BETWEEN TOTAL AND
 INTERCHANGEABLE
 AUTHORIZATIONS



Calculated from DAPC 45

Figure 2-2

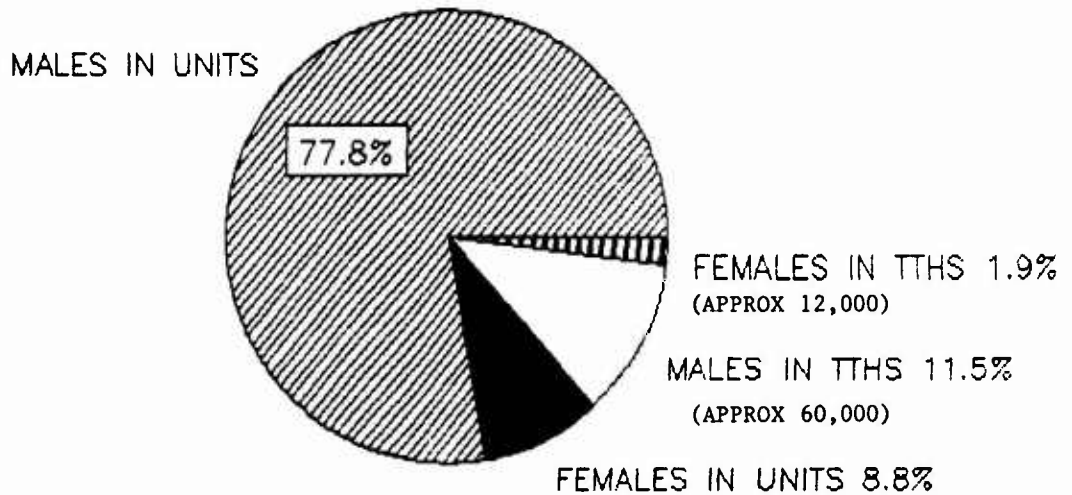
% INTERCHANGEABLE AUTHORIZATIONS FILLED BY WOMEN



Calculated from DAPC 45

Figure 2-3

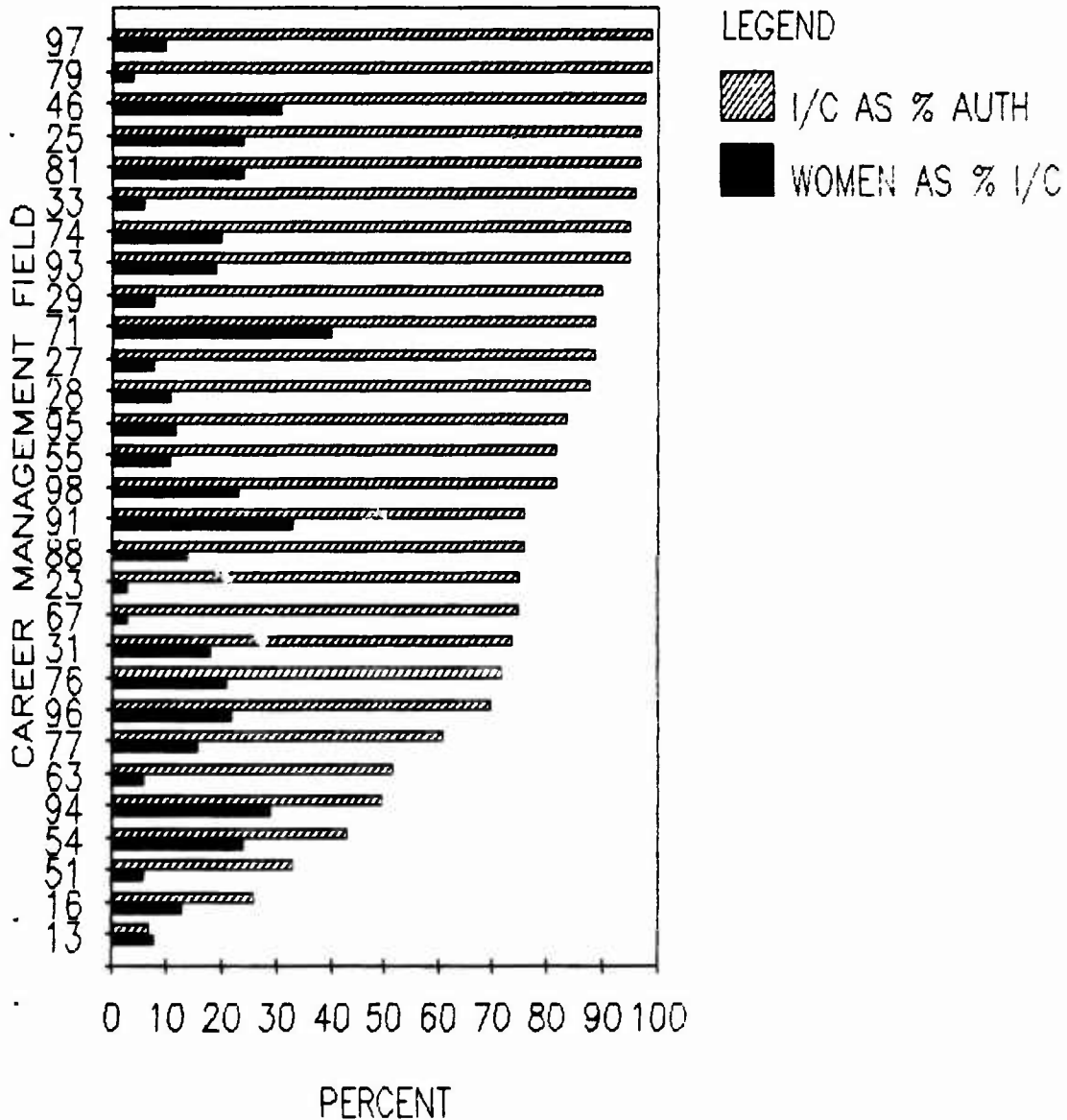
DISPOSITION OF ASSIGNED AND OPERATING STRENGTH



Calculated from DAPC 45

Figure 2-4

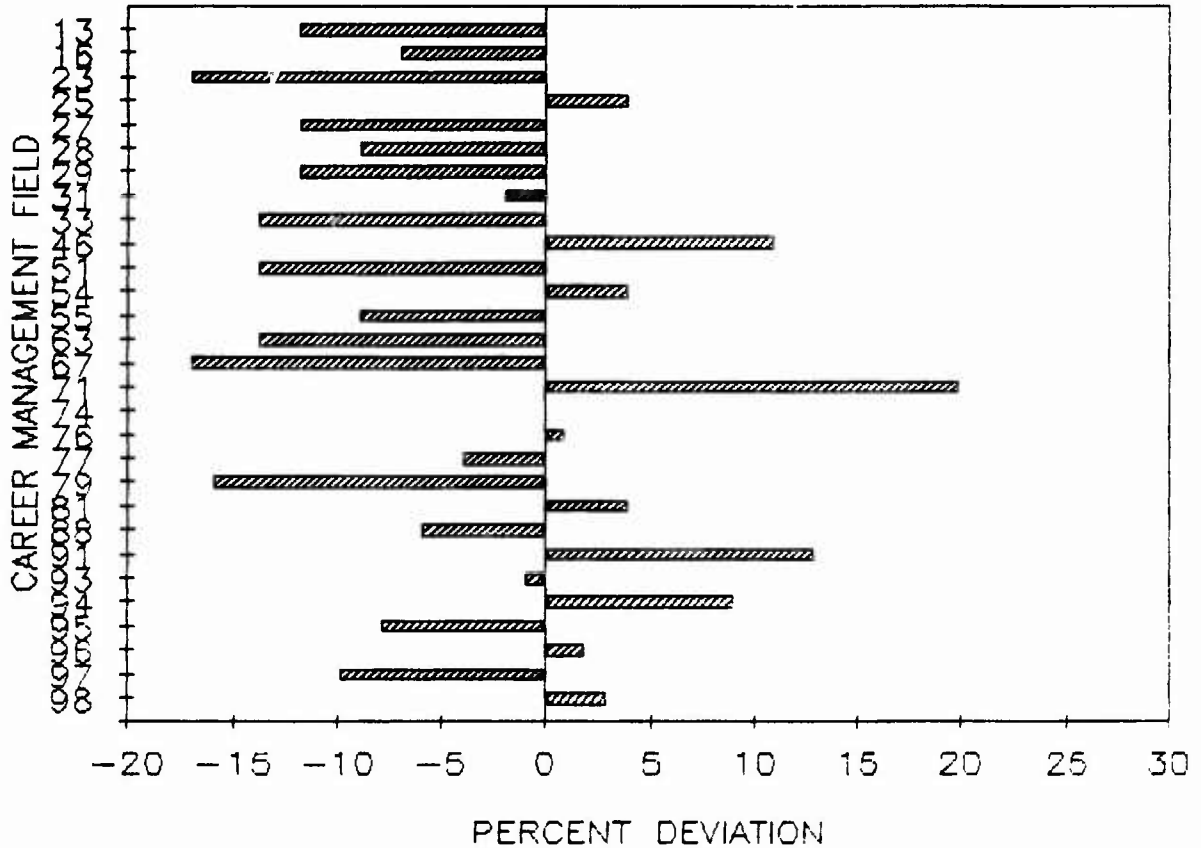
FEMALE OPPORTUNITY AND FEMALE FILL BY CAREER MANAGEMENT FIELD



Calculated from DAPC 45

Figure 2-5

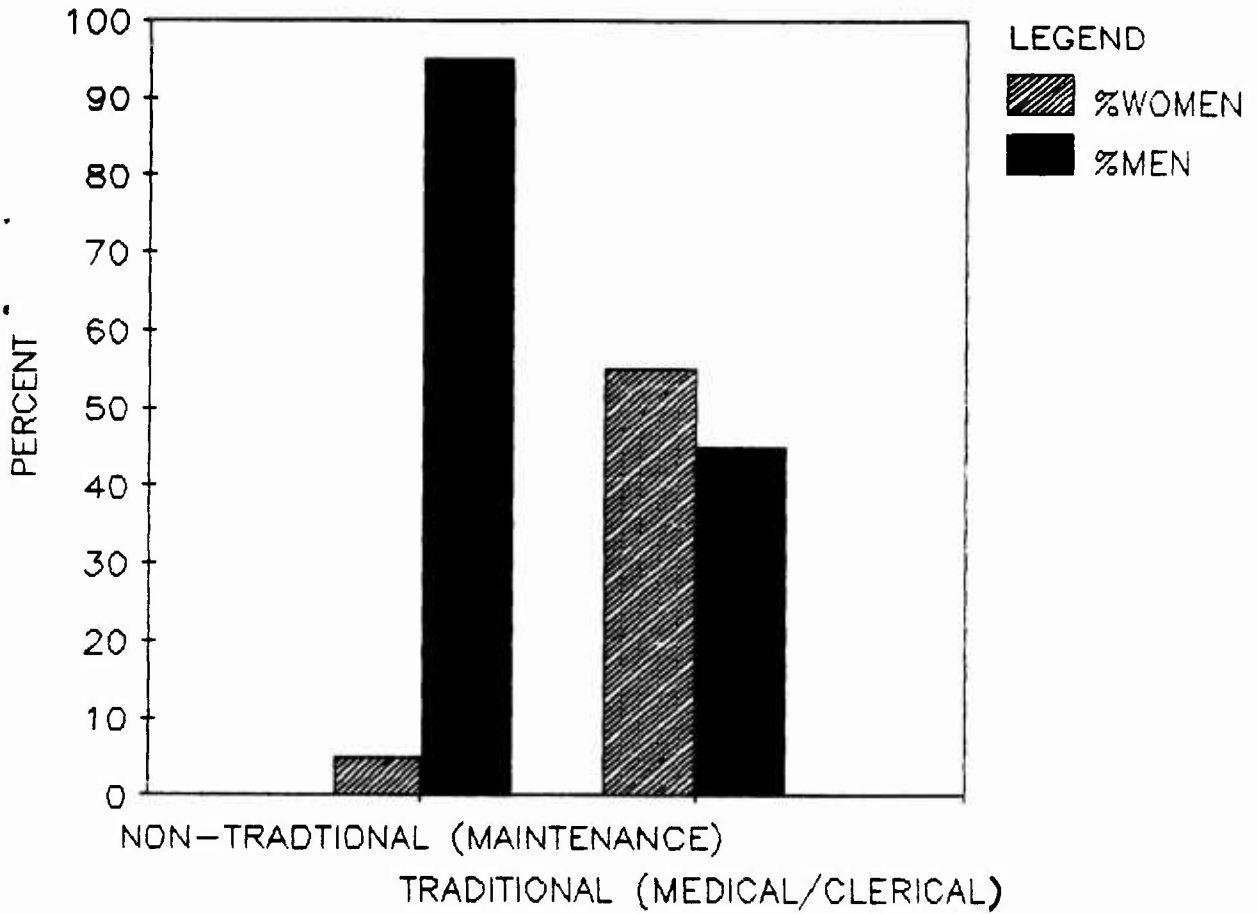
% DEVIATION FROM
ARMY NORM OF 20%
I/C SPACES FILLED
WITH WOMEN



Calculated from DAPC 45

Figure 2-6

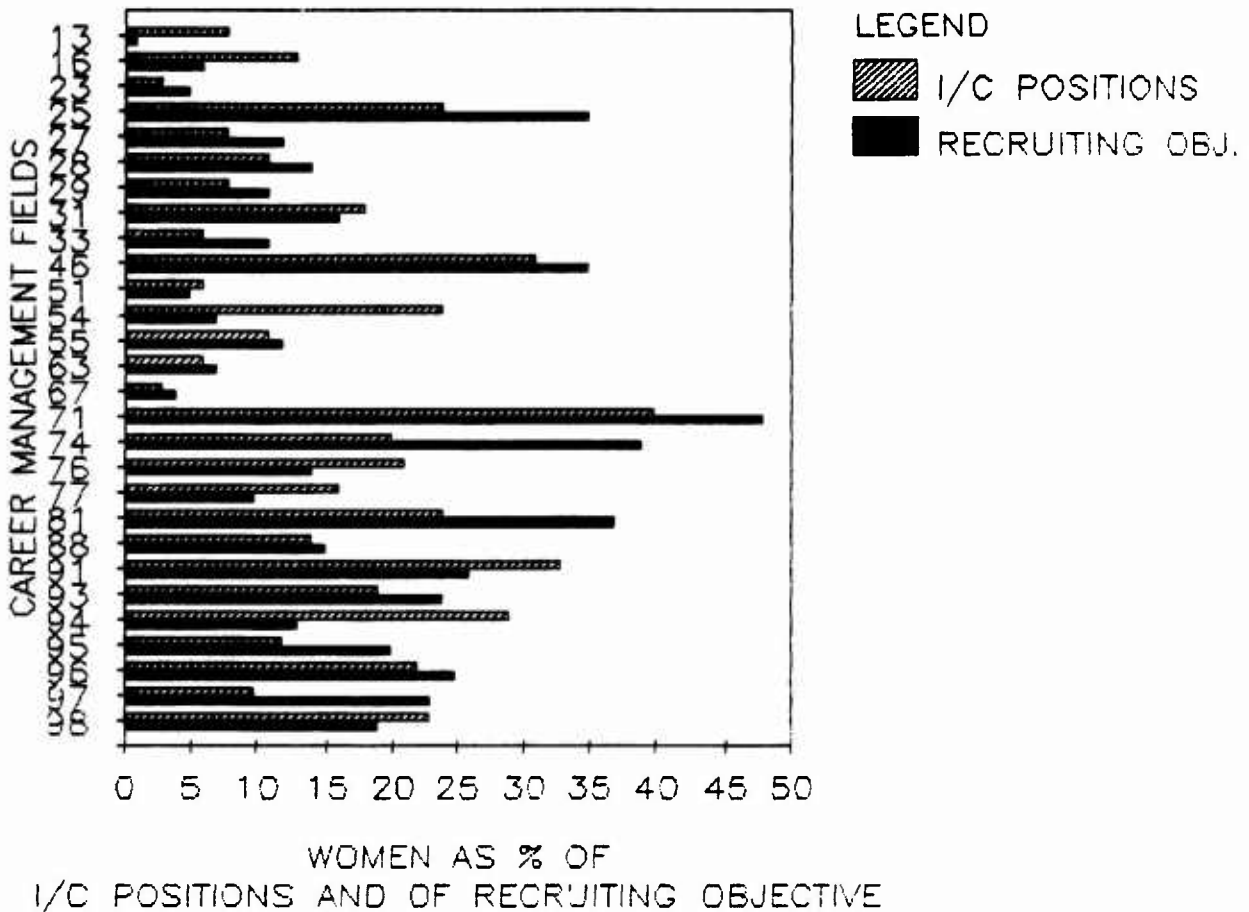
PERCENT MEN/WOMEN IN INTERCHANGEABLE POSITIONS



Calculated from DAPC 45

Figure 2-7

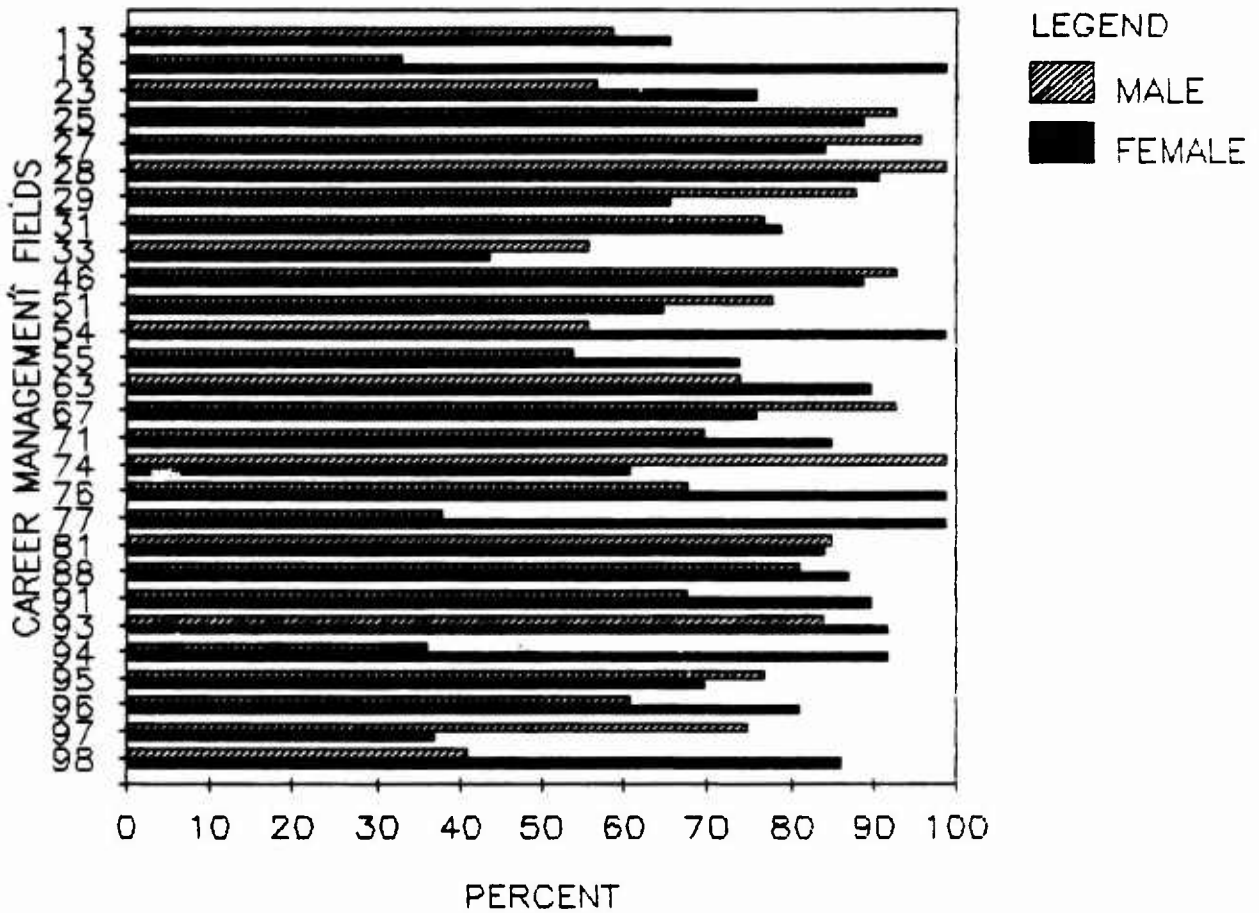
CONTRASTS BETWEEN FEMALE CONTENT AND PROGRAMMED ACCESSIONS



Calculated from DAPC 45 and US Army Military Personnel Center
Active Army Annual Program (AANPRO) as of 21 Jan 87.

Figure 2-8

PERCENT NPS SEATS SOLD BY CMF THRU 012187



Calculated from US Army Military Personnel Center,
Active Army Annual Program (AANPRO) as of 21 Jan 87.