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UTILIZATION OF MILITARY WOMEN. (A
REPORT OF INCREASED UTILIZATION OF
MILITARY WOMEN, FY-1973-1977)

Central All-Volunteer Force Task Force
Washington, D.C.

December 1972

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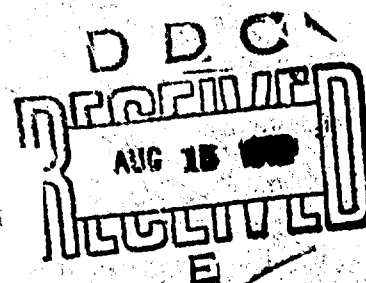
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(A REPORT OF
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DECEMBER 1972

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PREPARED BY :
**CENTRAL ALL - VOLUNTEER FORCE
TASK FORCE**

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
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The purpose of this study was to examine the utilization of military women and to prepare contingency plans for increasing the use of women to offset possible shortages of male recruits after the end of the draft. It focused on the critical transition period, FY 1973-1977, when male accessions may not meet requirements or the costs of attracting males of the requisite quality may be increased. The report concentrates on six main areas pertaining to the utilization of military women: (1) History of women in the Armed Forces; (2) Potential supply of women for the Armed Forces; (3) Assignment policies; (4) Attrition rates; (5) Costs of military women versus men; and (6) Service plans for increasing use of military women.			

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TASK #4
UTILIZATION OF MILITARY WOMEN
(A REPORT OF INCREASED UTILIZATION OF WOMEN, FY 73-77)

SUMMARY

PURPOSE

The Central All-Volunteer Force Task Force was asked to study the utilization of military women and prepare contingency plans for increasing the use of women to offset possible shortages of male recruits after the end of the draft. It focused on the critical transition period, FY 1973-1977 when male accessions may not meet requirements or the costs of attracting males of the requisite quality may be increased.

Shortly after this study commenced, the Equal Rights Amendment was passed by Congress on March 22, 1972. This Amendment states "Equality of rights under the law shall not be abridged by the United States or by any State, on account of sex." This Amendment brought the focus of the nation upon equal rights for women, and the Defense Department intensified its efforts "to make Military and Civilian service in the Department of Defense a model of equal opportunity for all regardless of race, sex, creed, or national origin."^{1/}

During the course of the study, the "contingency plans" being prepared by the Services in response to the Task Force request became

1/ Department of Defense Human Goals

"action plans." Navy and Air Force announced plans to increase significantly the number of military women during FY 1973-1977, and the Marine Corps advised the Task Force that it planned a modest increase.

SCOPE AND STUDY APPROACH

The report concentrates on six main areas pertaining to the utilization of military women. These main areas, discussed below, are treated in separate sections of the report.

-- History of Women in the Armed Forces. The use of women in the Armed Forces is traced to the present.

-- Potential Supply of Women for the Armed Forces. The supply of women for enlistment in the Military Services is analyzed. Factors which constrain supply of women available to the Armed Forces are discussed. Attitudes of women toward enlistment in the military are presented to help make supply projections more meaningful.

-- Assignment Policies. Past and current assignment policies for military women are compared across the four Services. The number of military occupations open to women and the assignment of women to occupations are presented. The impact of the Equal Rights Amendment on assignment policy is discussed.

-- Attrition Rates. Attrition rates for women are compared across Services. Reasons for female attrition are discussed. The number of years of service expected from a woman is compared with the number expected from a man. The effects of policy changes on female attrition are examined.

-- Costs of Military Women Versus Men. Comparative costs of male and female military personnel are discussed based on an Air Force cost study. Differential costs examined include accession, training, lost time, medical, PCS, BAQ, and separation. Attrition rates for men and women were considered in the cost computations.

-- Service Plans for Increasing Use of Military Women. Service plans for increasing the number of military women in the FY 1973-1977 time frame are analyzed and compared with Task Force goals.

The study considers all military women except officers in the healing arts, e.g., nurses, dietitians, physical therapists, physicians, veterinarians, and dentists. Requirements and supply for male and female officers in the healing arts are treated in the study being prepared in response to Task Order 39 (Requirements and Supply of Medical Professionals, FY 1973-1977).

The Institute for Defense Analysis, the Center for Naval Analysis, and the Human Resources Research Organization assisted in the preparation of the history, supply and attrition sections respectively. The Military Services submitted data on assignment, attrition, and costs of military women and their plans on utilization of women during FY 1973-1977.

The Task Force request to the Services for plans to increase the use of military women specified that Army, Navy, and Air Force should develop plans to double the number of military women over FY 1971 end strengths by FY 1977, and that Marine Corps should increase the number of military women by about 40% during the same period.

CONCLUSIONS

1. During the period when this study was being prepared, the Services announced plans to increase significantly the number of military women during FY 1973-1977. The chart on the following page shows DOD planned female end-strength each year from FY 1971 to 1977. Service plans, for the most part, fulfill Task Force planning goals.

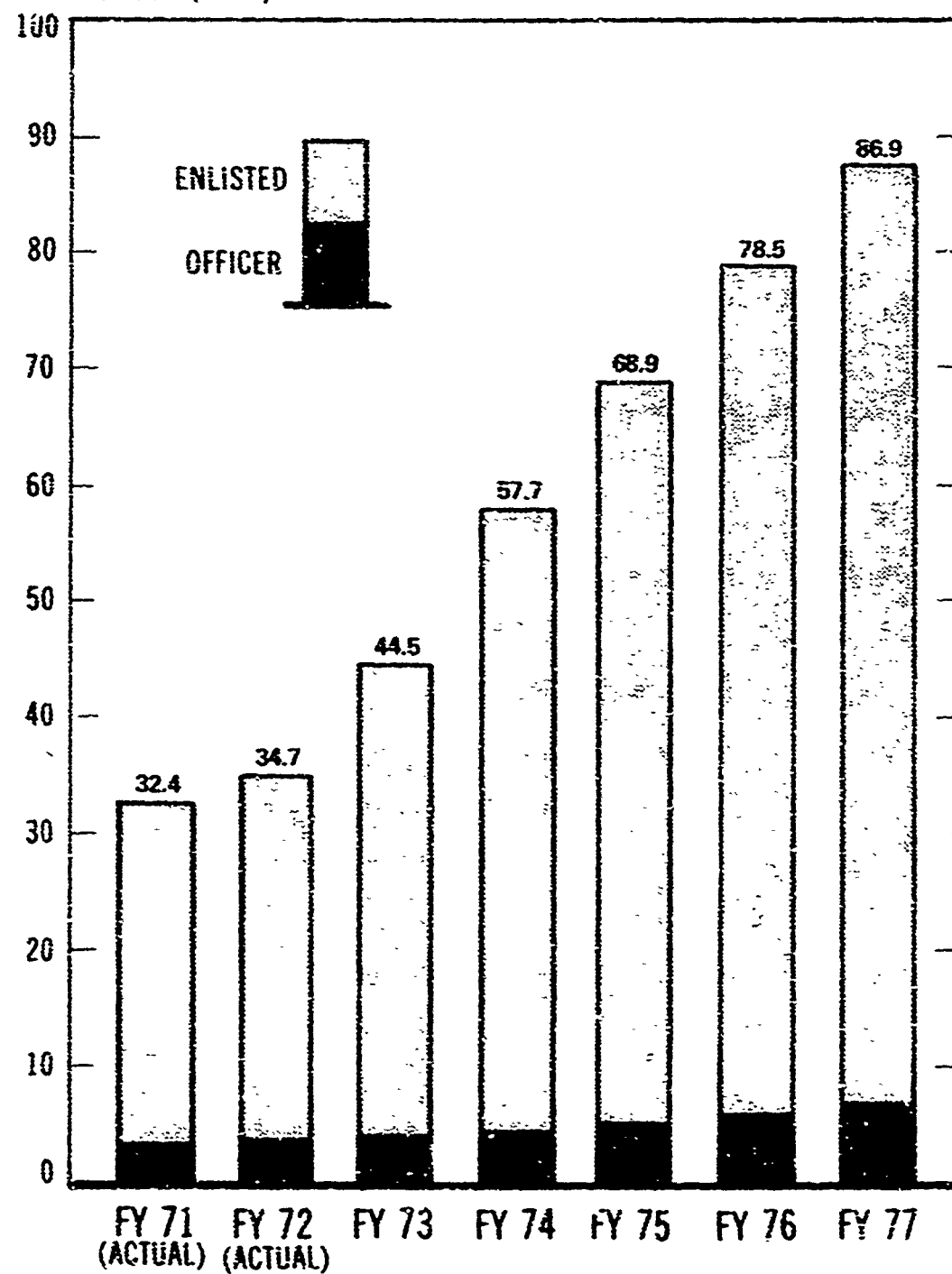
-- Navy and Air Force plans for increasing use of military women exceed the planning goals set forth in the Task Force request.

-- Army achieves the goal by FY 1978.

-- Marine Corps plans fall short of the Task Force objective because Marine Corps believes that recruiting difficulties and high loss rates limit its ability to make more than a modest increase in female military strength. The Task Force concludes that these problems can be solved, in time, by Marine Corps.

DOD PLANNED FEMALE END-STRENGTH FY 71-77*

END STRENGTH (000's)



* DOES NOT INCLUDE OFFICERS IN THE HEALING ARTS

2. History shows that a token number of women have been used in the Armed Forces and that they have been assigned to a restricted variety of positions -- primarily in administration and the healing arts. During World War II, women represented 2.2% of total military strength. By FY 1967, female representation had dropped to 1.0%. It rose to 1.9% by the end of FY 1972. The advent of the All-Volunteer Force and the national movement for equal opportunity for women will result in increased use of women in the Military Services. Service plans will raise the proportion of military women to about 4.2% of total military strength by end FY 1977.^{1/}

3. The availability of women seeking commissions as officers is reported by the Services as more than adequate to meet planned requirements.

4. The potential supply of enlisted women can sustain a substantial increase in accessions of military women above the approximately 14,000 enlisted in FY 1972. Service goals of increasing annual accessions to about 35,000 by FY 1977 appear easily attainable. Further increases in annual accessions of women appear feasible. Supply estimates will be improved as recruiting is intensified and accession goals are gradually increased.

^{1/} The percentages discussed in this paragraph include women in the healing arts in order to provide an historical comparison with World War II data.

5. Mental and educational standards for women are considerably higher in all Services than for men. In addition, the supply of military women is restricted by policies with respect to minimum age, marital status, and dependents which are different from policies for men. These differences may be illegal after the Equal Rights Amendment is ratified.

6. Service assignment policies, which previously discriminated seriously against women, have recently undergone rapid and substantial change. For example, except in Marine Corps, the percentage of job specialties open to women has increased significantly.

7. Attrition rates have been higher for women than for men. As policies discriminating against women have been changed to treat men and women more equally, attrition rates for women have begun to decline and will likely decline further.

8. There are significant differences between Services in attrition rates for military women. Air Force has the lowest attrition rate and Marine Corps the highest.

9. A comprehensive Air Force cost study concluded that the cost of women officers was lower than for male officers and that the cost of enlisted women was about the same as for enlisted men. Higher accession, training, and uniform costs for women are more than balanced by lower

medical, RAQ, and PCS costs. Detailed, reliable data on differential costs are not readily available from the other Services. The Task Force estimates that at this time, the other Services will find that women are a cost-effective resource. However, costs for females versus males are expected to change over time. Expected man-years for male enlistees will most likely increase as the number of draft motivated enlistees declines. In order for women to continue to be a cost-effective resource, female attrition rates must also decline in the future. As a rough guide, it is estimated, based on Air Force data and cost model, that the female expected years of service should be at least 65% of the male expected years of service for females to remain cost-effective. The break-even point will vary by Military Service and over time as other components of the cost model may change.

RECOMMENDATIONS

The Task Force's original objective was to examine the contingency option of increasing the use of military women to offset possible shortages in male accessions. During the course of the study, Air Force and Navy announced plans to increase the number of women to an even higher level than the goals identified in the Task Force contingency option and Army announced its plan to achieve the Task Force goal. Marine Corps advised the Task Force that it plans to make a modest increase in female military strength. The initiatives already taken by the Services meet the main objective of the study; therefore, the recommendations are necessarily limited in scope.

The Task Force recommends that:

1. Service plans for increasing the number of women during the FY 1973-1977 time frame be accepted by Assistant Secretary of Defense (M&RA). As more experience is gained in recruiting and in using women in a wider spectrum of job assignments, an assessment should be made by the Services and Assistant Secretary of Defense (M&RA) of the advisability of further expanding the use of women in the Armed Forces.

2. Marine Corps should intensify its recruiting efforts for enlisted women, open additional job specialties to women, and take action to reduce attrition rates to a level more comparable to that being experienced by the other Services. After six months of effort in making these improvements, Marine Corps should advise Assistant Secretary of Defense (M&RA) of the results achieved and how these results affect its FY 1974 plans for female military strength in the Marine Corps.

3. In anticipation of being forced by legal authority to equalize entry standards for men and women with respect to education, test scores, age, marital status, and dependency, Assistant Secretary of Defense (M&RA) should prepare a DOD Directive and initiate legislative proposals designed to bring about equality in an orderly way.

4. Comparable data on attrition for male and female military personnel by Service should be collected and reviewed quarterly by Assistant Secretary of Defense (M&RA).

5. Army, Navy, and Marine Corps should develop more accurate data on differential costs of military men and women and track these over time. To enable these costs to be compared across Services, Assistant Secretary

of Defense (M&RA) should work with the Services to develop a common cost model.

6. The Services should collect data on the validity of Service aptitude tests in selecting women for entry level skill training and assignment.

7. Air Force, as the executive agent responsible for the Armed Services Vocational Aptitude Battery (ASVAB), should determine whether this test instrument requires revision when used to test female high school students or when used as an operational test for entrance screening and assignment.

8. To facilitate achievement of the expanded recruitment goals for women, the Services should conduct aggressive information and advertising campaigns to improve public awareness of the roles of women in Military Service and career opportunities that are being offered. Assistant Secretary of Defense (M&RA) should include this objective in the DOD institutional advertising program, beginning in FY 1974.

9. Legislation to provide military women rights of sponsorship and BAQ equal to the benefits provided military men was introduced in the 92nd Congress. Assistant Secretary of Defense (M&RA) should insure that this legislation is reintroduced in the 93rd Congress, and should make every effort to insure its passage.

10. Assistant Secretary of Defense should consider that an option exists to increase the number of women beyond present Service plans if shortages develop in male accessions.

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REPORT ON UTILIZATION OF MILITARY WOMEN

INTRODUCTION

Purpose

This study was conducted by the Central All-Volunteer Force Task Force in response to Task Order #4, "Utilization of Military Women, FY 73-77" (Tab A). It is designed to provide a contingency option for meeting All-Volunteer Force objectives by increasing use of women to offset any shortage of men. It is focused on the critical transition period, FY 1973-1977, when male accessions may not meet requirements or male recruiting costs may increase because of tight supply of men having requisite quality. The study is one of several conducted by the Central All-Volunteer Force Task Force to evaluate contingency options for maintaining required military manpower in a zero-draft environment.

Report 92-51 of the Special Subcommittee on the Utilization of Manpower in the Military of the Committee on Armed Services of the House of Representatives (Pike Subcommittee) gives added reason to conduct the study. The report states:

We are concerned that the Department of Defense and each of the military services are guilty of "tokenism" in the recruitment and utilization of women in the Armed Forces. We are convinced that in the atmosphere of a zero draft environment or an all-volunteer military force, women could and should play a more

important role. We strongly urged the Secretary of Defense and the Service Secretaries to develop a program which will permit women to take their rightful place in serving in our Armed Forces.

In addition, the Assistant Secretary of Defense (Manpower and Reserve Affairs) stated the basic DOD policy on use of military women in a memorandum to the Military Departments on April 6, 1972. He stated:

I wish you [the Military Departments] would take action to eliminate all unnecessary distinction in regulations applying to women, and where appropriate, recommend legislation to eliminate any inequities which are now required by law. As a guiding principle women must be given equal opportunity and treatment.

The effective utilization of women in the Armed Forces can be greatly improved by the elimination of regulations which create distinctions which are burdensome. Separate organizations and restricted assignments do not provide adequate career opportunity for women even though pay and promotion potential are equal to that of men.

Scope and Study Approach

Task Order #4 identified six sub-tasks:

- Sub-Task #1. Consider the history of use of women in the Armed Forces.
- Sub-Task #2. Determine the potential supply of women for the Armed Forces.
- Sub-Task #3. Compare assignment policies for military women in the four Services.
- Sub-Task #4. Review and compare attrition rates for military women in the four Services.
- Sub-Task #5. Examine differential costs of military women as compared to military men.
- Sub-Task #6. Review Service plans for increasing the number of military women in the FY 73-77 time frame.

With assistance of outside agencies, namely, the Institute for Defense Analysis, the Center for Naval Analysis, and the Human Resources Research Organization, the Task Force completed the sub-tasks on the history of military women and the potential supply of women to provide background for the remainder of the study.

The Services were requested to submit data on assignments, attrition, and costs of military women to serve as the basis for analysis of Service plans for increasing the number of military women in the FY 1973-1977 time frame.

Finally, the Task Force analyzed Service plans and developed its conclusions and recommendations.

The Task Force request to the Services for plans to increase the use of military women specified that Army, Navy, and Air Force should approximately double the number of military women over FY 1971 end-strengths by end-FY 1977 and Marine Corps should increase the number of military women by about 40 percent during the same time period. End-FY 1971 strengths and end-FY 1977 planning goals are as shown below:

Table 1
Goals Established by the Task Force
for Increasing Number of Military Women

Military Service	End-FY 1971 Strength	End-FY 1977 Planning Goal	Percent Increase
Army			
Women Officers	937	1,850	
Enlisted Women	<u>11,825</u>	<u>24,800</u>	
Total	12,762	26,650	109%
Navy			
Women Officers	646	1,400	
Enlisted Women	<u>5,476</u>	<u>10,000</u>	
Total	6,122	11,400	86%
Air Force			
Women Officers	1,157	2,600	
Enlisted Women	<u>10,132</u>	<u>20,200</u>	
Total	11,289	22,800	102%
Marine Corps			
Women Officers	278	400	
Enlisted Women	<u>1,981</u>	<u>2,700</u>	
Total	2,259	3,100	37%
DOD Totals			
Women Officers	3,018	6,250	
Enlisted Women	<u>29,414</u>	<u>57,700</u>	
Total	32,432	63,950	97%

1/ Excludes officers in the healing arts.

During the period when this study was being prepared the Services announced action plans to significantly increase the number of military women during FY 1973-1977. The Service action plans, which are discussed in the Plans section of this report, for the most part, fulfilled Task Force Planning Goals.

The Task Force did not find it feasible in this study to assess the maximum number of women that should or could be used effectively in the Armed Forces.

The study considers all military women except officers in the healing arts, e.g., nurses, dietitians, physical therapists, physicians, veterinarians, and dentists. Requirements and supply for men and women officers in the healing arts are treated in the study prepared in response to Task Order #9 (Requirements and Supply of Medical Professionals, FY 1973-1977).

In conducting the study, the Task Force, and the Services in providing input to the study, were guided by the following assumptions:

- That military women will not participate as active members of combatant units.
- That in the zero draft environment, there may be a shortfall of male accessions of the desired quality.
- That there will be no Department of Defense imposed personnel policies which discriminate between the sexes on any basis other than physical capability to perform military tasks or involvement in combat.
- That within the limits of equity and combat effectiveness, the military labor source having the lowest total cost is preferable.

HISTORY OF WOMEN IN THE ARMED FORCES

The Institute for Defense Analysis reviewed the history of use of women in the Armed Forces to identify trends, policies, and any other factors that might be useful in designing and executing new programs to increase the use of military women. The report submitted to the Task Force is at Tab B. Some of the most pertinent historical facts are summarized below.

Although women have assisted American fighting men during every major war since the Revolution, not until World War I did women, other than nurses, serve in the Armed Forces in a formal or organized capacity. During this war, approximately 13,000 women served with full military status in the Navy and Marine Corps as "Yeomanettes" and "Marinettes." These two organizations were disbanded after the war and the Armed Forces reverted to all-male status, except for women in the healing arts. Although some efforts were made in the intervening peacetime period, it was not until the crisis created by World War II that legislation creating women's components in the Armed Services was passed.

By 1945, when military strength reached its World War II peak, 266,256 women were serving with the WAC, WAVES, Women Marines, and Nurses Corps as shown in Table II. This represented 2.2 percent of the 12 million persons serving in the Military Services at that time. Although it was originally planned that women would occupy only a relatively small number of skills (clerks, telephone operators, chauffeurs, cooks, etc.),

Table II

Military Women as Percent of Total Military Strength

Year	Total Military Strength	Number of Women ^{1/}	Percent Women
1945	12,124,418	266,256	2.2
1948	1,445,910	14,458	1.0
1949	1,615,360	18,081	1.1
1950	1,460,261	22,069	1.5
1951	3,249,455	39,625	1.2
1952	3,535,912	45,934	1.3
1953	3,555,067	45,485	1.3
1954	3,302,104	38,600	1.2
1955	2,935,107	35,191	1.2
1956	2,806,441	33,646	1.2
1957	2,795,798	32,173	1.2
1958	2,600,581	31,176	1.2
1959	2,504,310	31,718	1.3
1960	2,476,435	31,550	1.3
1961	2,483,771	32,071	1.3
1962	2,807,819	32,213	1.1
1963	2,699,677	30,771	1.1
1964	2,687,409	29,795	1.1
1965	2,655,389	30,610	1.2
1966	3,094,058	32,589	1.1
1967	3,376,880	35,173	1.0
1968	3,547,902	38,397	1.1
1969	3,460,162	39,506	1.1
1970	3,066,294	41,479	1.4
1971	2,714,727	42,775	1.6
1972	2,323,079	45,033	1.9

^{1/} Includes officers in the healing arts (nurses, dieticians, etc.).

Source: "Selected Manpower Statistics," Directorate for Information Operations, OASD (Comptroller), April 15, 1972, Charts P22.2 and P25.6.

increasing shortages of men for various specialties led to a wide expansion of the list of positions authorized for women and actually held by them.

In 1948, Congress conferred permanent military status on the female members of the Army, Navy, Air Force, and Marine Corps, but limited the strength of women, less healing arts, in each Service to not more than two percent of total strength. None of the Services reached this ceiling and the number of women in the Armed Forces, including the healing arts, was a fairly constant one plus percent of the total force. Even during the Korean conflict, the number did not exceed 1.3 percent.

In 1967, Congressional strength limitations on women were removed. The Secretary of each Military Department was allowed to prescribe the number of women within Congressionally imposed overall manpower ceilings. This change had little effect. The number of women has grown slowly, reaching 1.9 percent of the total force in FY 1972.

As women's rights began to receive more attention and the Equal Rights Amendment was submitted to the States for ratification, the Department of Defense reviewed its policies toward women. Additionally, on April 6, 1972, the Assistant Secretary of Defense (M&RA) provided specific goals when he stated:

I wish you [the Military Departments] would take action to eliminate all unnecessary distinction in regulations applying to women, and where appropriate, recommend legislation to eliminate any inequities which are now required by law. As a guiding principle women must be given equal opportunity and treatment.

The effective utilization of women in the Armed Forces can be greatly improved by the elimination of regulations which create distinctions which are burdensome. Separate organizations and

restricted assignments do not provide adequate career opportunity for women even though pay and promotion potential are equal to that of men.

Of equal concern to the Department is the achievement of the President's objective of an All-Volunteer Force by 1 July 1973. To this end, the Central All-Volunteer Force Task Force was asked to examine the feasibility of increasing the number of women in the Armed Forces should it be necessary to make up any shortfalls of male volunteers.

The pursuit of these two goals, equal opportunity and greater utilization, may well bring about the most revolutionary policy changes experienced in the history of women in the military.

POTENTIAL SUPPLY OF WOMEN FOR THE ARMED FORCES

The availability of women seeking commissions as officers is reported by the Services as more than adequate to meet planned requirements. However, the supply of women for enlistment in the Armed Forces has not been tested by attempting through aggressive recruiting to enlist large numbers of women under present pay scales and with expanded job opportunities. Hence, the Task Force requested the Center for Naval Analysis (CNA) to consider other ways of making useful projections of the potential supply of military women.

Female Labor Force

CNA, after analyzing the task, determined that the best indication of supply would be obtained by projecting the size and characteristics of the 17-25 year old female labor force. It should be possible, CNA reasoned, to compare labor force sizes for males and females and to make some conclusions about the feasibility of increasing the number of women accessions into the Armed Forces. The CNA study, "Projections and Characteristics of the 17-25 Year Old Female Labor Force, 1972-77," is at Tab C. The CNA projections are summarized in Table III.

Table III

Female Population Trends: Age 17-25

(000)

Group	1972	1977
Total Population	16,685	18,082
Labor Force	5,965	6,466
Single Women in Labor Force	2,529	2,733

Single women in the labor force are more likely candidates for military service than those in the other two groups. Hence, the Task Force chose to use this group to make further projections.

Current statutes prohibit enlisting women younger than 18 years old. Hence, 17 year olds should not be considered in the available supply. Also, the age distribution of women enlistees, shown in the table below, indicates that few women over 24 years old enlist under present conditions (although the Task Force does not accept that conditions could not be changed rather easily). Thus, the 25 year old cohort should be dropped, for the purposes of this study, in considering available supply.

Table IV
Age Distribution of Women Enlistees at Entry

Army

Age at Entry	Percent
17	0 ¹ / ₁
18	39.7
19	24.8
20	15.9
21	9.4
22	4.7
23	2.7
24	1.5
25 and over	1.3
Total	100.0

¹/ Seventeen year old females ineligible to enlist.

Source: OSD(M&RA) Manpower Research Note, "Comparison of Certain Characteristics of Male and Female Army Enlisted Personnel," February 1972. Based on 1969 U.S. Army data.

Eliminating the 17 year old and 25 year old groups reduces the CNA projections of single women in the full-time labor pool to the levels shown below:

Table V
Projection of Female, Full-Time Labor Force
for Single Women, 18-24 Years Old
(1972-1977)

(000)					
<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
2,196	2,240	2,284	2,328	2,368	2,405

The Services have not maintained data on the percentage of women applicants who have been rejected for mental, physical or moral reasons. The rejection rate for men is approximately 35%. Applying the same factor to the above projections reduces it as shown below:^{1/}

Table VI
Projection of Female, Full-Time Labor Force for
Single Women, 18-24 Years Old, Potentially Qualified for
Enlisted Military Service^{1/}
(1972-1977)

<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
1,427	1,456	1,485	1,513	1,539	1,563

^{1/} Assuming comparable male-female enlistment standards.

^{1/} The current mental standards for women are considerably higher than those for men. Based on current standards, approximately 65% of the female pool would be disqualified for military service instead of 35%.

If these projections are compared with women accession requirements under plans submitted by the Services, it is possible to determine the percentage of the qualified pool which must be recruited for military service. These comparisons are shown below:

Table VII
Percentage of Qualified Pool of Women
Needed to Meet Enlisted Accession Requirements

Requirements/Pool	FY 1973	FY 1974	FY 1975	FY 1976	FY 1977
Accession Requirements ^{1/} (000)	21.7	29.2	31.2	33.2	35.2
Qualified Pool (000)	1456.0	1485.0	1513.0	1539.0	1563.0
Requirements as % of Qualified Pool	1.5%	2.0%	2.1%	2.2%	2.3%

^{1/} Based on Service plans submitted to Task Force.

Looked at another way, in FY 1973, it would be necessary to attract one woman out of every 67 qualified single women in the full-time labor force in order to meet accession requirements. Because of higher accession requirements in FY 1977, it would be necessary to attract one out of 44. These appear to be modest, attainable goals.

Factors Affecting Supply

Significant differences exist in the basic eligibility standards for men and women applying for enlistment. Enlistment standards which are more restrictive for females than males will constrict the available supply of females unnecessarily.

Mental Standards for Entry. In all Services, women must be high school graduates or have a GED equivalent. Male non-high school graduates are acceptable for service. In FY 1972, 30% of male enlistments were non-high school graduates. In addition, none of the Services will accept women who score in lower mental group III or mental group, ^{1/} Table VIII shows the comparative distribution of men and women accessions in FY 1972.

Table VIII

FY 1972 Enlisted Accessions by Mental Group (Percent)^{1/}

Mental Group	Army		Navy		Air Force		Marine Corps	
	Males	Females	Males	Females	Males	Females	Males	Females
I	4.0	12.4	4.5	5.2	5.5	7.0	2.1	5.9
II	28.4	86.2	32.5	50.6	37.2	79.7	22.3	59.6
Upper III	22.3	1.2	23.5	44.2	22.2	13.3	26.3	34.5
Lower III	26.5	.2	19.3	0	26.5	0	27.1	0
IV	18.8	0	20.2	0	8.6	0	22.2	0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

^{1/} Mental group I is the highest, mental group IV is the lowest acceptable for military service.

^{1/} Standardized tests which provide a measure of an individual's learning capacity are administered to all incoming personnel. The test scores are summarized by broad mental groups. Mental group I indicates the highest capacity and mental group IV is the lowest category accepted for military service.

In all cases, the percentages of women in the highest two mental groups exceed that of the men. Mental group III women are of higher quality than mental group III men because only upper mental group III women are eligible to enlist.

The Task Force examined the hypothesis that mental standards should be higher for women because the occupations to which women are assigned might require higher quality than the broader range of occupations open to men. For example, women are excluded by law from combat occupations which have lower quality requirements than many other occupations. The FY 1973 occupational training plans for males and females were analyzed and compared with the quality requirements for each occupation. (Assignments to an occupation are based on the same aptitude score for men and women.) The quality requirements needed to meet the FY 1973 training plans did not differ significantly for men and women.

The higher standards required of female applicants decreases the size of the available recruiting pool. By lowering the standards for females to match those for males, the Services could greatly expand the inventory of eligible females and still meet the quality requirements for occupations. ^{1/}

^{1/} It should be cautioned that conversions from Service aptitude scores to mental groups for purpose of this analysis were made on male conversion tables. It is possible that the conversion tables are not appropriate for females.

Physical Standards for Entry. The physical profile series is a device for communicating the general physical condition of an examinee to non-medical personnel. The series uses grades 1 through 4 in six factors, grade one being the highest. In both the Army and Marine Corps, the physical profile for entry of women is higher than that required for men as shown below. Navy and Air Force have the same physical profile requirements for females as for males.

Table IX

Enlisted Physical Profile Requirements^{1/}

Service/Sex	Physical Capacity	Upper Extremities	Lower Extremities	Hearing/ Ears	Vision/ Eyes	Psychiatric
<u>Army^{2/}</u>						
Men	2	2	2	2	2	2
Women	1	1	1	2	2	1
<u>Marines^{3/}</u>						
Men	2	2	2	2	2	1
Women	1	1	1	2	2	1

^{1/} The range of grades is 1-4, with 1 the highest.

^{2/} AR 601-210, Table 2-1.

^{3/} Military Personnel Procurement Manual (MPPM), paragraph 2206.4.

A comparison of required minimum physical profiles indicates that there would be a significant reduction in the potential supply of women if there were a strict application of the existing standards to women applicants. However, in actual practice less than 1% of the women applicants to Army and Marine Corps are eliminated because of the disparity between male and female physical standards. Although the difference in standards is not resulting in a significant number of rejections, the

difference could make DOD a target for a lawsuit because it does constitute discriminatory treatment against female enlistment applicants.

Age Limits. By law, women must be 18 years old to enlist while men can enlist at age 17. Also, statute requires women under 21 years old to obtain parental consent in order to enlist whereas men over 18 require no parental consent.^{1/}

The elimination of the 17 year old group of women restricts the potential supply of women volunteers. The parental consent requirement complicates recruiting. HR 11064 was introduced in the 92nd Congress to remove these two inequities. The Department of Defense supports this bill. It is anticipated that this bill will be reintroduced in the 93rd Congress.

Dependency and Marital Standards for Entry. A married woman who otherwise meets eligibility criteria cannot enlist in the Army or Marine Corps without receiving a waiver because of her marital status. Similarly, the Army and Marine Corps do not allow female enlistees to have dependent children, although waivers are sometimes possible. Yet, male enlistees who are married and who have dependent children can enlist without a waiver. In Navy and Air Force, dependency and marital status criteria are very similar for men and women. Seven percent of the women currently enlisting in the Air Force are married. If Army and Marine Corps liberalize their policy, they would increase the supply of women available for enlistment.

^{1/} Title 10, U.S. Code

In summary, more stringent requirements for women than men in regard to age, marital status, dependents, educational and mental standards, and physical standards exist in all Services to a greater or lesser degree. Until discriminatory restrictions are removed, the pool of qualified women is unnecessarily constricted to the detriment of the Services and in a manner inconsistent with the Human Goals of the Department of Defense (Tab D).

Propensity of Females to Enlist

A recent survey conducted by E. W. Ayer & Son, the Army advertising agency, of women's attitudes toward military service gives added insight into proclivity of young women to volunteer for the Armed Forces. A representative sample of 720 young women was interviewed. The group was about equally distributed among:

- Single working girls in the age range 18-24 (the same group considered in the above projections).

- High school seniors.

- Junior college students.

The most significant finding of the study is that few of the women interviewed had more than scant knowledge of the roles of military women. Only 27 indicated that they were very familiar with military careers for

women and only 5% had given the subject a great deal of thought. Thirteen percent of the respondents had no perception of what WAC duties were and 18% said they had no information from any source regarding the WAC. The 720 respondents gave the following replies to a question regarding their attitude toward enlisting in the Women's Army Corps:

Table X
Attitude Toward Enlisting in WAC

Said they felt this way about enlisting in WAC:	Percent
Very favorable	2%
Somewhat favorable	11%
Neither favorable nor unfavorable	17%
Somewhat unfavorable	19%
Very unfavorable	52%
Total	100%

(Number of Respondents)

(720)

Thus, two percent can be considered probable enlistees and 11 percent likely enlistees for the Women's Army Corps. Put another way, one out of eight women interviewed was a potential enlistee for the Women's Army Corps. Replies to another question indicated that only 17 percent of the women ranked the Women's Army Corps as their first choice among the four Services. Choice of Service indicated by the respondents is shown in the following table:

Table XI

Rank Order of Preference Among Military Services

Response	This Percent of the Respondents Said That If It Were Necessary To Select A Women's Military Service, Their:			
	First Choice	Second Choice	Third Choice	Last Choice
Would be:				
Women's Army	17	20	27	32
Women's Navy	37	29	19	11
Women's Air Force	34	30	20	12
Women's Marines	9	17	29	41
No Response	3	4	5	4

(Number of Respondents)

(720)

These results tend to indicate that more than one woman out of every eight interviewed would be a potential enlistee in one of the Services. Complete study results are shown at Tab E.

Because CNA identified single working women as an important supply source for women volunteers, the Task Force contacted E. W. Ayer to obtain a breakout of the survey data on single working girls in the age range 18-24 years. It is interesting that this sub-group has even a higher percentage who are very favorably inclined toward enlistment in the Women's Army Corps than the entire group (4% versus 2% in total sample).

Table XII
Attitude Toward Enlisting in WAC
(Single Working Girls 18-24)

Said they felt this way about enlisting in WAC:	Percent
Very favorable	4%
Somewhat favorable	9%
Neither favorable nor unfavorable	15%
Somewhat unfavorable	11%
Very unfavorable	59%
No Response	2%
Total	100%

(Number of respondents)

(225)

A similar survey of 16-21 year old males conducted in November 1971^{1/} indicates that with no draft, four percent of the sample responded that they would definitely enlist for active service and seven more percent replied that they would probably enlist. Hence, on the basis of these surveys, the likelihood of young males enlisting appears to be roughly the same as the likelihood of young women enlisting.

Thus, from comparable size supplies of young men and women, each having similar attitudes toward enlisting for active service, we might expect the total number of potential male and female volunteers to be

^{1/} "Attitudes of Youth Toward Military Service: A Comparison of Results of National Surveys Conducted in May 1971 and November 1971," Gilbert Youth Research, Inc., Consulting Report, CR-07-72-16, dtd April 1972.

roughly equivalent. Yet, we know that over 400,000 men will likely enlist during FY 1973. Therefore, the probability of enlisting one-tenth as many women (40,000) should be very high. From this admittedly non-rigorous analysis, the Task Force estimates that the supply of potential women volunteers easily matches projected FY 1974 accession requirements of 35,000.

The Task Force, on the basis of its analysis of supply of women, concludes that the potential supply of military women can sustain a substantial increase in accession of military women over the approximately 14,600 enlisted in FY 1972. Supply estimates will be improved as recruiting is intensified and accession goals are gradually increased.

ASSIGNMENT POLICIES

Assignment policies for military women have two main effects on increased use of military women. First, large numbers of women will not be attracted to volunteer for military service unless interesting, challenging, and rewarding occupations are open to them. Second, the maximum number of women who can be effectively used in military service is directly related to the number of occupations open to them.

In this sub-task, the following will be considered:

- Military occupations open to women.
- Actual assignments of women to occupations.
- Aptitude testing of women.
- Impact of the Equal Rights Amendment on assignments of women.

While the Task Force has not attempted to determine the optimum number of women in the Armed Forces at any point in time, it does believe that, as assignment policies for women and men become more standardized, men and women will become much more interchangeable in military assignments.

Occupations Open to Women

The Services have in the past been quite restrictive on the number of occupations open to women. Report 92-51 of the Special Subcommittee of the Utilization of Manpower in the Military of the Committee on Armed Services of the House of Representatives (Pike Subcommittee) comments as follows on testimony of Service witnesses on the subject of assignment of women:

With regard to MOS's, there was the recurring theme that they were reviewing the opening up of new MOS's for women all the time. Yet despite their satisfaction, women officers are used in only three-quarters of the noncombat occupations and are concentrated in administration, manpower, personnel, and information and communications occupations. The use of enlisted women is even more concentrated. While some women are found in about two-thirds of the noncombat occupations, nearly 70 percent are assigned in administrative and clerical skills.

The Service witnesses pointed out that the Services have not developed unique patterns for the utilization of women and, in general, the type of assignments made to women parallels their utilization in civilian employment.

Obviously, the Services are constrained in their use of women by lack of facilities at various bases in the military structure.

Since the publication of the Subcommittee's Report and during the lifetime of the Task Force, Army, Navy and Air Force have reassessed policies regarding assignment of women as a result of changing social pressures and military manpower considerations. Each of these three Services have made more occupations available to military women. The following table shows the extent and rapidity of the change in career fields open to military women.

Table XIII
Job Specialties Open to Enlisted Women^{1/}

Service	Previously			Currently		
	Total Job Specialties	Job Specialties Open to Women	%	Total Job Specialties	Job Specialties Open to Women	%
Army ^{2/}	468	183	39%	475	423	89%
Navy ^{3/}	711	171	24%	727	727	100% ^{4/}
Air Force ^{2/}	319	162	51%	317	310	98%
Marine Corps ^{5/}	499	177	36%	499	177	36%
DOH	1997	693	35%	2018	1637	81%

1/ Occupational sub-groups as defined in DOD Occupational Conversion Table DOD 1312.1-E.

2/ As of Jun 1971.

3/ As of Jan 1972.

4/ Although job specialties open to women, assignments to combatant ships and aircraft presently prohibited by law.

5/ As of Jul 1971.

Marine Corps has not yet undertaken a thorough review of its policies on assignment of military women. However, each of the other Services has effectively opened up all occupations except those involving direct combat involvement. This sweeping revision of assignment policy is the most profound change which has taken place regarding use of military women. Its impact will be felt in recruitment where the wider variety of challenging jobs should have greater appeal to potential enlistees who will be needed in increasing numbers to meet the planned expansion of women in the Services.

Actual Assignment of Women to Occupational Fields

Changes in Service assignment policies for women are too new to have much effect on actual assignment of women to occupational fields. Hence, the data collected by the Task Force in July 1972 serves mainly as a benchmark from which to measure future changes. The following table provides a percentage breakdown of assignments of women as of July 1972.

Table XIV

Assignment of Enlisted Women by DOD Occupational Group (Percent) July 1972

DOD Occupational Group	Army	Navy	Air Force	Marine Corps	DOD
0 Infantry, Gun Crews & Seamanship Specialists ^{1/}	0.3	0.0	0.5	0.0	0.2
1 Electronic Equipment Repairmen	0.4	3.5	0.1	6.2	1.2
2 Communications & Intelligence Specialists	2.0	7.7	4.3	4.7	4.2
3 Medical & Dental Specialists	32.4	41.0	15.9	0.0 ^{2/}	23.8
4 Other Technical & Allied Specialists	1.4	5.1	3.3	2.8	2.8
5 Administrative Specialists & Clerks	62.2	42.7	75.2	81.4	66.8
6 Electrical/Mechanical	0.1	0.0	0.0	0.3	0.0
7 Craftsmen	0.1	0.0	0.2	0.2	0.1
8 Service & Supply Handlers	1.1	0.0	0.5	4.4	0.5
TOTAL	100.0	100.0	100.0	100.0	100.0

^{1/} Reflects drill instructors at women's basic training. Navy and Marine Corps drill instructors retain their primary job code while serving as drill instructors.

^{2/} These job specialties are performed by Navy personnel for the Marine Corps.

Note that enlisted women are predominantly assigned to the Administrative and Medical/Dental fields -- 90% DOD-wide. The third most popular field for women is Communications/Intelligence with 4% of the total enlisted women being assigned to these specialties.

The following table shows the occupational distribution of enlisted males. Although July 1972 data are not available, June 1971 is representative of the current distribution.

Table XV
Assignments of Enlisted Men by DOD Occupational Group (Percent)
June 1971

DOD Occupational Group	Army	Navy	Air Force	Marine Corps	DOD
0 Infantry, Gun Crews & Seaman'ship Specialists	23.3	12.2	1.1	30.5	14.8
1 Electronic Equipment Repairmen	5.6	15.2	14.6	7.8	10.7
2 Communications & Intelligence Specialists	7.9	16.4	6.8	8.0	8.2
3 Medical & Dental Specialists	5.2	5.6	3.5	0.0	4.3
4 Other Technical & Allied Specialists	2.3	2.1	2.8	1.8	2.4
5 Administrative Specialists & Clerks	21.0	11.9	23.3	15.3	19.1
6 Electrical/Mechanical	16.6	30.2	25.8	19.5	22.6
7 Craftsmen	3.9	6.9	7.2	3.3	5.5
8 Service & Supply Handlers	14.2	-	14.9	13.8	12.4
TOTAL	100.0	100.0	100.0	100.0	100.0

The differences in distribution are offered for purposes of comparison only. The Task Force is not suggesting that the two distributions will ever be similar. However, there is evidence that the Services are taking action to assign women to newly opened fields. For example, Army is assigning women to occupational fields dealing with Air Defense Missiles, Precision Devices, Automotive Maintenance, and Motor Transport Operations. Navy is sending its first women to school to be Quartermasters, Signalmen, and Boilermen. Air Force has assigned women as Electricians, Vehicle Repairmen, Electronic Computer Repairmen and Flight Simulator Trainer Specialists.

The following compares FY 1972 assignments with FY 1973 training plans.

Table XVI

Enlisted Female Occupational Distribution in FY 1972

Compared to FY 1973 Training Plans^{1/}

Service	Fiscal Year	Admin	Medical	Other Occupations	Total
Army	1972	62.2	32.4	5.4	100.0%
	1973	<u>64.1</u>	<u>18.9</u>	<u>17.0</u>	100.0%
		+ 1.9	- 13.5	+ 11.6	
Navy	1972	42.7	41.0	16.3	100.0%
	1973	<u>22.8</u>	<u>25.8</u>	<u>51.4</u>	100.0%
		- 19.9	- 15.2	+ 35.1	
Air Force	1972	75.2	15.7	8.9	100.0%
	1973	<u>50.7</u>	<u>20.0</u>	<u>29.3</u>	100.0%
		- 24.5	+ 4.1	+ 20.4	
Marine Corps	1972	81.4	0.0	18.6	100.0%
	1973	No change expected			

^{1/} See Tab F for detailed FY 1973 training plans.

The plans show that the previous concentration of women in the Administrative and Medical fields is being changed. Women will be assigned in a wider variety of occupational fields. For example, 84% of the ~~women~~ on board in the Navy were assigned to Administrative and Medical jobs. Only 49% of the women entering Navy in FY 1973 will be trained in these areas if the plans are followed.

Within several years these new assignment policies will radically change the occupational distribution of the total female inventory.

Aptitude Testing of Women

Women are assigned to entry level school training on the basis of scores on the same aptitude tests used to assign men.^{1/} Women score as well or better than men in those tests which are used to assign enlisted personnel to such occupations as: Medical Care, Administration, Data Processing, Drafting, Surveying, Photography, Weather. Women score distinctly lower than men on those tests which are used to assign people to maintenance and repair jobs. Although most women score low on the electronic and mechanical maintenance aptitude tests, some will score high enough to enter maintenance type jobs previously reserved for males.

Data are not available on whether the aptitude tests used by the Military Services predict success in training courses equally well for

^{1/} The exceptions are as follows: (a) Army and Marine Corps do not administer aptitude tests for infantry and artillery to women as women are prohibited by law from assignment to combat roles; (b) Navy administers to women a mechanical aptitude test specifically developed for women in lieu of the mechanical aptitude test administered to men.

women and men. In the past, women have been limited by policy to a small number of occupations. As larger numbers of women enter service and are assigned to a greater variety of occupational training courses, it is important that data be collected and analyzed to determine the validity of the aptitude tests for predicting training performance for women.

Impact of Equal Rights Amendment

One of the prime considerations of the Services in reviewing their assignment policies regarding women has been the possible effects of the ratification of the Equal Rights Amendment. In three of the Services (Army, Navy and Air Force) virtually all job specialties except those which involve combat have been opened to women.

However, it is likely that after the Equal Rights Amendment is ratified, all laws and Service policies which treat women differently than men will be challenged on grounds of unconstitutionality. The most significant laws in question are those which bar Navy women from assignment to duty in aircraft or vessels having a combat mission and the Army and Air Force policies which close to women those specialties which are combat oriented. Recently, the Army Judge Advocate General has stated that:

Having considered the language of the Equal Rights Amendment and its legislative history, I am of the opinion that selection of personnel for combat and combat support assignments still may be done on a best-qualified basis. Objective performance standards are necessary and may be justified for many assignments that require the members selected for such assignments to undergo rigorous physical training and to demonstrate a high degree of stamina and physical fitness. The maintenance of these standards and the selection of the best qualified individuals under the standards probably will mean that most combat and many combat support assignments will be filled primarily by male members. Female members could not, in

my opinion, be required to perform duties for which they are physically unqualified. The same thing is true for male members.

The debate on the issue of a general exclusion of all female members from combat leaves any opinion on the subject open to question. However, from my preliminary analysis, I question whether the equal rights amendment would permit a policy of arbitrarily excluding all female members from combat and combat support assignments. The amendment, if ratified, probably would require that female members be entitled to compete for selection for any military assignments on a best-qualified basis.^{1/}

This opinion, which in essence says that all job specialties would have to be opened to qualified women, is corroborated by a representative of the DOD General Counsel's office, whose speech appears at Tab G. The recent actions by the Army, Navy, and Air Force to provide wider job opportunities to women are consistent with the Equal Rights Amendment. If the amendment is ratified the Armed Forces will have to establish a new policy with respect to assigning women to combat specialties.

^{1/} Excerpt from Army Judge Advocate's opinion on the impact of the Equal Rights Amendment, Hearings before a Sub-committee of the Committee on Appropriations, House of Representatives, 92nd Congress, 2nd Session, Part 6, page 175.

ATTRITION RATES

Perhaps the most powerful argument against increasing the use of military women has been the history of significantly higher attrition rates among military women than among military men. However, in large part, these higher attrition rates appear to result from Service policies and are not inherent in the women who volunteer for military service (except for the possibility of becoming pregnant). This sub-task is designed to examine the attrition issue to put it into perspective, to identify the effect of changing policies, and to determine trends.

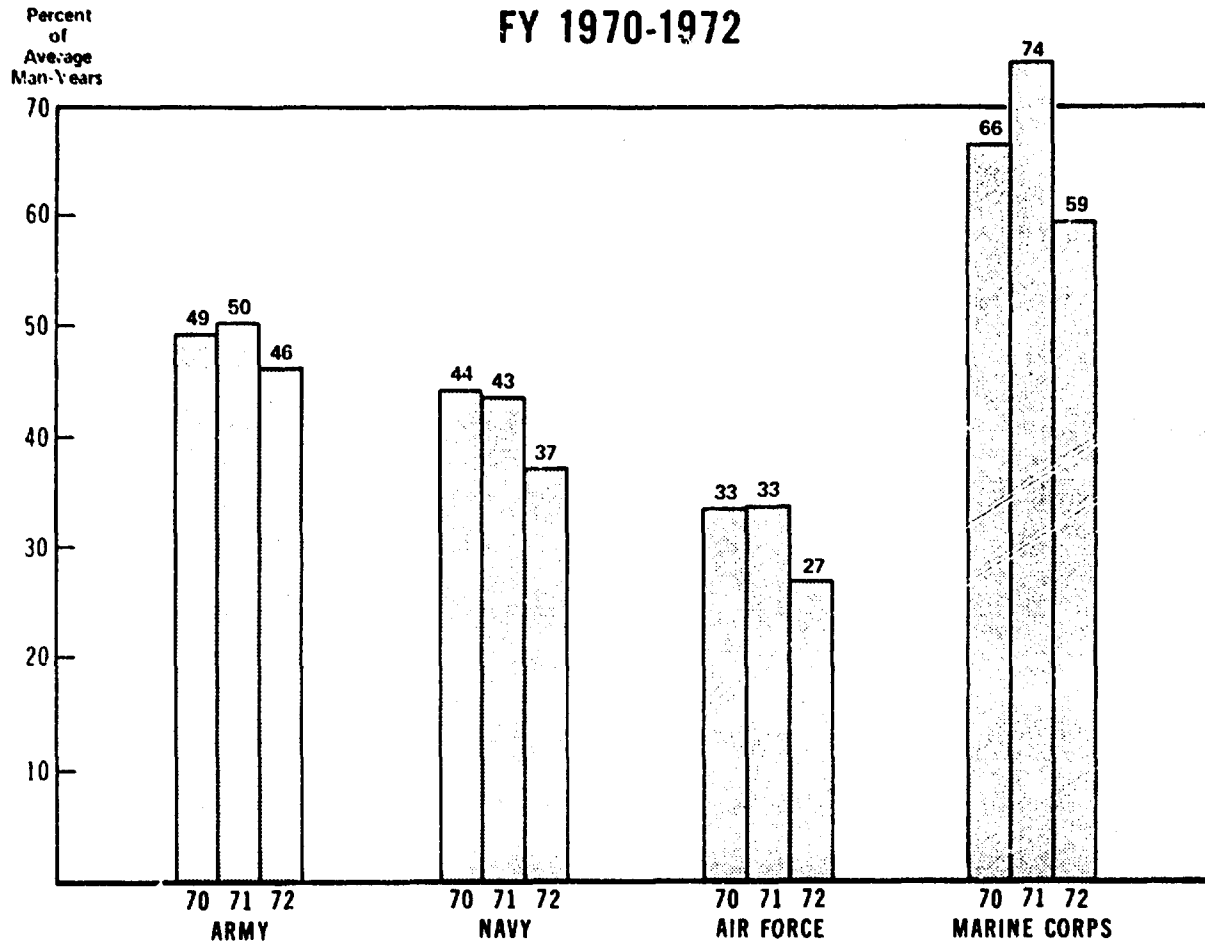
Female Attrition Trends

The next table shows overall attrition among women for FY 1970-FY 1972. The attrition rates were computed by dividing the number of enlisted women separated from service for all reasons during a given fiscal year by the average number of women on board during that fiscal year. Overall attrition among women varies markedly by Service. For FY 1972, attrition rates range from 27% in the Air Force to 59% in the Marine Corps.

However, in all Services, female attrition rates were lower in FY 1972 than in FY 1970 and FY 1971. Army attrition decreased from 49% in FY 1970 to 46% in FY 1972. Navy attrition decreased from 44% in FY 1970 to 37% in FY 1972. Marine Corps attrition which increased from 66% in FY 1970 to 74% in FY 1971, decreased to 59% in FY 1972.

Table XVII

ENLISTED FEMALE ATTRITION RATES BY SERVICE FY 1970-1972



- 1/ The difference in magnitude between Air Force attrition and attrition in the other Services can be explained by three factors. (a.) This chart shows losses as a percent of average man-years. When average man-years increase from year to year, but the number lost remains constant, the attrition rate appears to decline. The Air Force average man-years have been increasing while the average man-years for the other Services have remained relatively constant. The decrease in attrition in the Air Force between FY 71 and FY 72 represents an actual decrease in losses of over 200; however, Air Force average man-years increased by approximately 1200. (b.) All Air Force enlistments are for four years. Most enlistments in other Services are for shorter periods of time. (c.) Lower actual losses.

Causes of Female Attrition

The reasons for female losses during FY 1972 by Service are shown in Table XVIII. The losses, by cause, are presented as a percent of the average man-years available during FY 1972. Eighteen percent of the available man-years in the Marine Corps were lost for reasons of unsuitability, unfitness, or misconduct as compared to only 3.7% of the available man-years in the Air Force, 8.5% in the Navy, and 9.9% in the Army.

The attrition reasons of marriage and maternity and minor children are unique to women. Attrition by reason of marriage ranges from zero percent of women Marine man-years to 5.5% of Army man-years. Discharge for maternity and minor children are 17.1% of the available man-years in the Marine Corps, and nearly 10% in the other Services.

Table XVIII

Losses as a Percent of Average Enlisted Strength, FY 1972

By Cause

Reason	Army	Navy	Air Force	Marine Corps
Marriage	5.5	2.0	3.6	0 ^{1/}
Maternity and Minor Children	9.6	9.6	9.8	17.1
Unsuitability, Unfitness, Misconduct	9.9	8.5	3.7	18.2
Other ^{2/}	16.7	11.7	5.2	7.0
Sub-Total	41.7	31.8	22.3	42.3
Completion of Tour (ETS)	4.2	5.0	4.3	16.8 ^{3/}
Total -- All Reasons	45.9	36.8	26.6	59.1

^{1/} It is believed that Marine Corps losses due to marriage appear under other loss codes.

^{2/} Includes losses for reason of death, physical disability, retirement, hardship, etc.

^{3/} Reflects low number of reenlistments for Marine Corps women.

Male versus Female Attrition Rates

Attrition rates for enlisted females are higher than attrition rates for males. Table XIX shows the percentage of males and females remaining in service over time. These data are based on past experience and may not be indicative of attrition trends in the future. The data are from Service Master and Loss Files as of 30 June 1971 for personnel entering service between 1 July 1966 and 30 June 1971. They enable us to show attrition at various points over a five year period.

At each month of service shown, and for each Military Service, the percentage of males remaining in service is higher than the percentage of females remaining. For example, at 30 months of service, 85.3% of the Air Force males are still in service as contrasted with 43.3% of the Air Force females. At the same point in time, 65.2% of Navy males remain, but only 46.2% of Navy females.

Table XIX

Attrition PatternMale versus Female Enlisted^{1/}

Service	Sex	Percent Remaining in Service After				
		6 mos	18 mos	30 mos	42 mos	54 mos
Army	Male (Enlistees)	91.5	85.2	41.2	17.8	10.9
	Female	86.4	54.3	31.6	12.5	7.2
Navy	Male	91.5	81.0	65.2	60.4	16.5
	Female	81.0	62.7	46.2	7.4	3.7
Air Force	Male	96.6	88.6	85.3	77.6	16.0
	Female	90.2	62.8	43.3	29.3	9.6
Marine Corps	Male	77.5	65.8	25.0	23.0	7.3
	Female	71.4	45.5	27.6	6.6	0.2

^{1/} Based on accessions between 1 July 1966 and 30 June 1971. During this period, length of enlistments differed between Services and between males and females within a Service:

	<u>Men</u>	<u>Women</u>
Army	2, 3 or 4 years	3 years
Navy	2, 3, 4 or 6 years	3 years
Air Force	4 years	4 years
Marine Corps	2, 3 or 4 years	3 or 4 years

Another way of comparing male-female losses is to examine the expected years of service for each. The following table shows the estimated expected years of service over a possible twenty-year period for males and females. These estimates are based on historical data and are not meant to reflect current patterns. The expected years of service for enlisted males is greater than the expected years of service for females in every Military Service. For example, expected years of service for Air Force males is 5.1; for Air Force females, 2.6.^{1/}

^{1/} Air Force calculations based upon more recent experience show expected years of service for males at 5.7; for females, 3.7.

Table XX
Expected Years of Enlisted Service
Male vs. Female

Service	Male ^{1/}	Female ^{2/}
Army Enlisted (Excludes Draftees)	3.4	2.2
Navy	4.5	2.2
Air Force	5.1	2.6
Marine Corps	2.4	1.7

1/ Male expected years of service should increase in the future in an all-volunteer environment. The above data include many draft motivated enlistees.

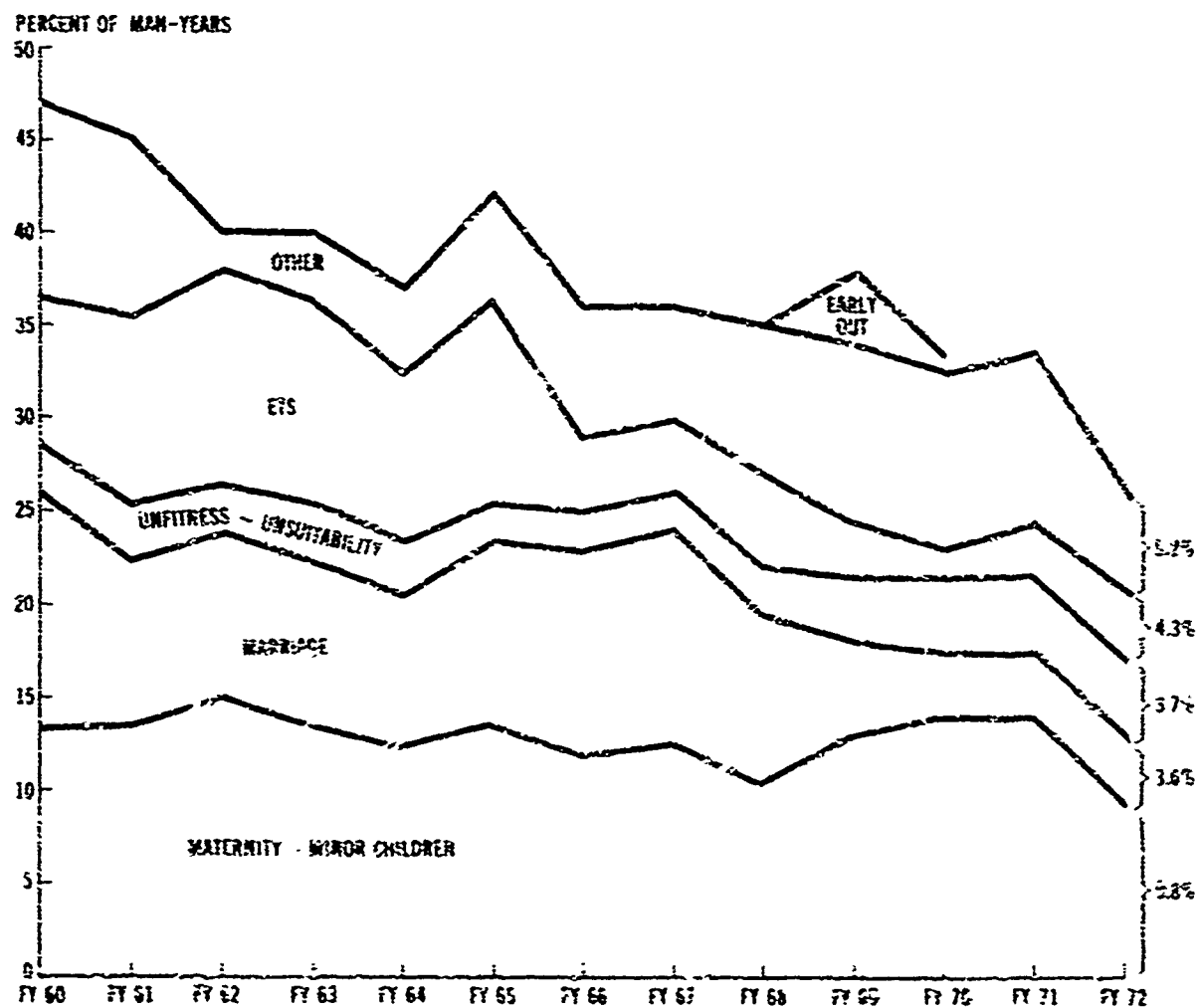
2/ As Table XVII shows, attrition for females is decreasing. Thus, female expected years of service are increasing and should continue to increase as the effects of current and proposed policy changes are felt.

Source: Service Master and Loss Files as of 30 June 1971 for personnel entering service FY 1960-FY 1970.

Effects of Policy on Attrition

The Task Force found that it was instructive to track losses of enlisted women over a longer period of time to reveal the impact of major policy changes on losses. The Air Force offered a good example since it made policy changes regarding marriage and pregnancy earlier than the other Services. Hence, the impact shows up more clearly in the data. The graph which follows tracks losses of Air Force women as a percent of annual female strength over a 13 year period.

AIR FORCE ENLISTED WOMAN LOSSES AS PERCENT OF AVERAGE ANNUAL MAN-YEARS



Air Force losses as a result of maternity or having minor children dipped sharply in FY 1972 after a recent policy change which permitted women with minor children, under certain circumstances, to remain in service. The graph also shows the effect of rescinding the policy that a woman could request discharge if she married and had completed 18 months of her service commitment. This action was taken in FY 1967 and, after a slight upsurge in losses as eligible women took advantage of the old policy before the deadline, has resulted in a significant lowering of losses as a result of marriage.

The graph also shows a substantial decline in losses due to expiration of term of service (ETS) as first term reenlistment rates for Air Force women have climbed steadily from about 20% in FY 1965 and earlier to nearly 56% in FY 1972.^{1/} Nevertheless, the graph shows a remarkable decline in annual attrition from about 48% in FY 1960 to slightly over 26% in FY 1972.

The other Services have made the same policy changes as the Air Force but somewhat later. As a result, the changes have not had their full effect on attrition and first-term reenlistments.

It is likely that losses due to marriage will decline further if women are afforded equal benefits to those for men including rights of

^{1/} Reenlistment rates are based on the number eligible to reenlistment who do. Hence, high losses prior to attaining eligibility to reenlist or varying eligibility criteria can distort the picture.

sponsorship and BAA. Legislation to provide these benefits was introduced in the 92nd Congress^{1/} and it is anticipated that it will be reintroduced in the 93rd Congress. Army, Navy, and Air Force strongly support this legislation.

Pregnancy is still a major cause attrition of women in all Services. The Labor Department defines pregnancy as a "temporary physical disability" and requires employers to react to it in the same manner as to any other form of temporary disability. Equal rights legislation may eventually impose the same criterion on the Armed Forces and result in significant decreases in attrition rates.

The trends appear clear. Attrition or turnover rates for women in all Services are higher than for men. As policies are changed to treat men and women more equally, attrition or turnover rates for women are declining and will decline further.

^{1/} HR 2355, HR 2590, S 2738.

COSTS OF MILITARY WOMEN VERSUS MEN

Under this Sub-Task, the Services were requested to submit differential cost data comparing procurement, training, maintenance, retirement, and other costs of military women and military men. Only the Air Force was able to comply meaningfully with this request. The other Services did not have readily available data on differential male-female costs.

Air Force, however, has developed a cost model which allows it to estimate differential costs of men and women. Following is a summary of the Air Force analysis of differential costs. Details are contained in Tab H.

Air Force Officers

Most Air Force women officers are commissioned from Officer Training School (OTS). Hence, the most meaningful differential cost comparisons are those comparing women commissioned from OTS with men commissioned from the same source and women commissioned from OTS with men commissioned from ROTC. It should be noted that women commissioned from OTS have a higher retention rate than men commissioned from OTS. On the other hand, men commissioned from ROTC have a higher retention rate than either men or women commissioned from OTS. Since differential costs are sensitive to retention rates, the two comparisons lead to different annual savings.

Table XXII

Annual Differential Costs of Air Force Women Officers

Part I: Men and Women both Commissioned from OTS

<u>Added Costs for Women</u>		<u>Savings for Women</u>	
Accession	\$ 30.52	Medical	\$318.85
		PCS	586.18
		Separation	129.00
		BAQ	263.40
		Training	<u>77.76</u>
		TOTAL	\$ 1,275.19
		Less Added Costs	<u>- 30.62</u>
		Annual Savings/Woman Officer	\$ 1,344.57

Part II: Men Commissioned from ROTC; Women Commissioned from OTS

<u>Added Costs for Women</u>		<u>Savings for Women</u>	
Accession	\$ 19.56	Medical	\$318.85
Training	<u>204.13</u>	PCS	586.18
TOTAL	\$223.69	Separation	77.34
		BAQ	<u>263.40</u>
		TOTAL	\$ 1,245.77
		Less Added Costs	<u>- 223.69</u>
		Annual Savings/Woman Officer	\$ 1,022.08

Air Force Enlisted

Tabulated below are annual differential costs for Air Force enlisted women compared with Air Force enlisted men. Savings are treated under two headings; near term and long term. This is necessary because all savings from separation moves and other PCS moves will not accrue in the first few years after a woman is substituted for a man. Medical savings will also build up over time from the amount shown under "near term" to the amount under "long term."

Table XXIII

Annual Differential Costs of Air Force Enlisted Women

<u>Added Costs for Women</u>		<u>Savings for Women</u>		
			<u>Near Term</u>	<u>Long Term</u>
Accession	\$165.24	Separation	\$ 28.43	\$ 28.43
Training	197.75	PCS	196.04	379.83
Uniforms	25.56	Medical	132.48	756.68
Non-Productive Time	<u>70.17</u>	BAQ ^{1/}	<u>99.40</u>	<u>192.58</u>
TOTAL	\$458.72	TOTAL	\$456.35	\$857.52
		Less Added Costs	<u>-458.72</u>	<u>-458.72</u>
		Annual Savings/Enlisted Woman	-\$ 2.37	\$398.80

^{1/}Savings associated with BAQ may be eliminated by legislation before Congress on equalization of male-female BAQ entitlements.

In most studies of utilization of military women, including this one, attrition rates have been a key issue because women have had higher attrition than men during their first term of

enlistment. The Air Force study showed that male-female costs were very close even though Air Force women served an average of 3.7 years compared to 5.7 years for men -- a difference of 2.0 years. The costs associated with higher attrition rates for women were offset by savings in medical, PCS, BAQ and separation costs. It is estimated that if the Army, Navy, and Marine Corps conducted similar cost studies, the results would show that women are not more costly than men at the present time. This estimate can only be verified by conducting cost studies for each individual Service. The Air Force model provides a technique for preparing these studies.

Future Cost Relationships

Although the Task Force endorses the Air Force cost analysis, it should be pointed out that the results may change over time. For example:

- Male attrition has been influenced by the accession of large numbers of draft motivated men. In an all-volunteer environment, the expected years of service for males will rise, thus reducing male costs.

- Female attrition may improve as a result of policy changes which reduce losses due to marriage and maternity. Higher tenure rates would reduce training, recruitment and separation costs for women. These savings would be partially offset by higher medical and PCS costs.

- Legislation on equalization of male-female BAQ entitlements may be enacted by Congress. This change would increase the BAQ costs for married women and negate a portion of the BAQ savings for women shown in the Air Force study.

The Task Force concluded that male-female costs are currently quite comparable. However, all Services should conduct periodic cost analyses to guide manpower planning.

SERVICE PLANS FOR INCREASING USE OF MILITARY WOMEN

The Task Force was charged with the mission of:

- Estimating the upper limits of utilization of military women.
- Recommending a five-year program for expanding the utilization of military women.

The Task Force, working with the Services, found that it was unable to establish a theoretical "upper limit" for military women in the Armed Forces at this time. It appeared to be more productive to concentrate on concrete plans for expanding the use of women, with the expectation that higher goals would be developed as more experience was gained on recruiting potential and performance of women in newly opened occupations.

Five-Year Expansion Goals

The Services were requested to submit plans for expanding the strength of military women (excluding nurses) from end-FY 1971 to end-FY 1977 by approximately 100%. The Marine Corps was requested to develop a plan for only a 40% increase.

The Task Force study and other factors stimulated the Services to move ahead and convert the study goals to action plans. The action plans for Air Force and Navy exceed the goals established by the Task Force. The Army action plan achieves the FY 1977 Task Force goal in FY 1978. The Marine Corps tentative plan is somewhat lower than the Task force goal.

The following table shows actual strength at the end of FY 1972 and compares the Service action plans with the goals originally established by the Task Force.

Table XXIV

Service Action Plans Compared to Task Force Goals

Female Officer and Enlisted End Strengths^{1/}

Military Service	End FY 1972 Actual	End FY 1977		
		Task Force Goal	Service Action Plan	Excess or Shortage Over Goal
Army	12,886	26,650	25,130 ^{2/}	- 1,520
Navy	6,724	11,409	20,921	+ 9,521
Air Force	12,766	22,800	38,007	+15,207
Marine Corps	2,329	3,160	2,800	- 360
DOD	34,705	63,950	86,858	+22,908

^{1/} Excludes women officers in the healing arts (nurses, dieticians, etc.).

^{2/} The Army reaches the planning goal of 26,650 in FY 1978.

Phasing of Service Action Plans

The Service action plans increase women strength (excluding nurses) in DOD from 34,705 in FY 1972 to 86,858 by the end of FY 1977 -- an increase of 150%. The Army and Air Force plans also show an additional increase for FY 1978. The following tables show the Service action plans for officers and enlisted personnel.

Table XXV

Service Plans for Increasing Military WomenFY 1972-1978 End StrengthsOfficers

<u>Fiscal Year</u>	<u>Army</u> ^{1/}	<u>Navy</u>	<u>Air Force</u>	<u>Marine Corps</u>	<u>DOJ</u>
1972 (Actual)	997	726	1,231	263	3,217
1973	1,042	913	1,321	280	3,556
1974	1,189	1,025	1,562	300	4,076
1975	1,336	1,114	1,837	300	4,587
1976	1,483	1,228	2,308	300	5,319
1977	1,630	1,458	2,709	300	6,097
1978	1,776	-	3,284	-	-

Enlisted Women

<u>Fiscal Year</u>	<u>Army</u>	<u>Navy</u>	<u>Air Force</u>	<u>Marine Corps</u>	<u>DOJ</u>
1972 (Actual)	11,889	5,998	11,535	2,066	31,488
1973	15,900	8,137	14,741	2,150	40,928
1974	20,000	12,611	18,776	2,252	53,639
1975	22,000	16,309	23,617	2,362	64,288
1976	23,000	18,524	29,229	2,472	73,225
1977	23,500	19,463	35,298	2,500	80,761
1978	23,800	-	41,544	-	-

^{1/} Planned officer end-strength presently under review.

^{2/} Although the study plans were for FY 1973 through FY 1977, Army and Air Force have announced plans for FY 1978.

Planned Accessions

In order to achieve the planned growth of women in the Service, annual accessions will increase from 14,616 in FY 1972 to a high of 36,700 in FY 1977 -- an increase of 151%. The following table shows the change by year, based on Service plans.

Table XXVI

Planned DOD Accessions for Women

Fiscal Year	Officers ^{1/}	Enlisted	DOD	% Increase From FY 72
1972 (Actual)	672	13,944	14,616	
1973	931	21,667	22,598	55%
1974	1,050	29,210	30,260	107%
1975	1,135	31,210	32,345	121%
1976	1,326	33,210	34,536	136%
1977	1,490	35,210	36,700	151%

1/ Excludes officers in the healing arts.

Women accessions planned in FY 1973 will be 55% higher than in FY 1972 and by FY 1974 will be more than double the FY 1972 accession rate. Accessions will continue to rise each year through 1977.

The Navy and Air Force will require the greatest increase in annual accessions because they plan to achieve the largest expansion in their women work force.

Table XXVII

Planned Accessions for Women, by ServiceOfficers and Enlisted^{1/}

	FY 1972 Actual	FY 1977 Plan	Percent Increase
Army	6,234	12,400	99%
Navy	2,580	8,300	217%
Air Force	4,528	14,740	226%
Marine Corps	1,274	1,260	-
DOD	14,616	36,700	151%

1/ Excludes officers in the healing arts.

Based on estimates of supply of women discussed earlier, the Task Force concludes that the planned growth in accessions can be achieved with a modest increase in recruiting effort.

Analysis of Service Plans

In FY 1972, women (including nurses) represented 1.9% of military strength. Assuming the Service plans for expanding women in the Services are carried out, women will represent 4.2% of DOD military strength by end-FY 1977. The table below shows the proportion in each Service.

Table XXVIII

Women as a Percent of Total Military Strength^{1/}

FY 1977

Military Service	Officers	Enlisted	Total
Army	4.4	3.2	3.4
Navy	5.0	3.9	4.1
Air Force	5.4	6.4	6.3
Marine Corps	1.6	1.4	1.4
DOD	4.8%	4.2%	4.2%

1/ Assumes that:

- FY 1977 total manpower strengths will correspond to the current Five Year Defense Plan.
- No change in strength of female officers in the healing arts.

The Task Force recommends that the Service plans be accepted. As more experience is gained in the next few years in recruiting and in using women in a wider spectrum of job assignments, it is anticipated that there will be routinely an assessment of the advisability of further expanding the use of women in the Armed Forces.

The Marine Corps plans the smallest increase in military women, going from a strength of 2,329 at the end of FY 1972 to 2,800 in FY 1977. The Marine Corps action plan is lower than the 3,100 goal established by the Task Force. The Marine Corps feels that it cannot plan on a larger expansion because of recruiting difficulties and the high attrition rates experienced by enlisted women in the Marine Corps. The Marine Corps

believes that if it were necessary to raise the annual recruitment of women, quality would suffer and attrition rates would be even worse.

The Marine Corps found that 23% of the enlisted women accepted in FY 1971 were previously rejected by recruiters of the other military services.^{1/} The Marine Corps believes that this situation continued in FY 1972, and is a good indicator of the difficulty that would be encountered in increasing female enlistments. In terms of educational level and test scores, the Task Force could not find any evidence that the Marine Corps was accepting women of lower quality. All Marine Corps enlisted women are high school graduates. Their scores on the entrance test^{2/} compare favorably with those of women recruited by the other Services. In FY 1972, ⁶⁶~~73~~% were in the high mental groups I & II and ³⁴~~27~~% scored in mental group III.^{3/} This evidence indicates that those women turned down by the other Services and recruited by the Marine Corps were originally rejected for reasons other than their failure to meet educational and test score standards.

Earlier in the report, there is a description of a survey of the attitudes of young women towards volunteering for military service.^{4/}

^{1/} Marine Corps Study, "In-Depth Study of Women Marine Enlistments," August 1971 (Unpublished).

^{2/} Armed Forces Women's Selection Test (AFWST).

^{3/} Marine Corps mental standards for women are set at the 57th percentile. This eliminates those who score in the bottom half of mental group III.

^{4/} See Table X, page 19.

The responses showed that only 9% of the young women listed the Marine Corps as a first choice, while 17% favored Army, 34% the Air Force and 37% the Navy. Although Marine Corps has the lowest popularity rating, Marine Corps recruiting goals for women are low compared to the goals of the other Services. For example, in FY 1972, the Army recruited 6,000 enlisted women compared to 1,200 for the Marine Corps, and by FY 1977 the Army plans to recruit 12,000 women compared to 1,200 for the Marine Corps. The disparity in accession goals is even greater than the differences in popularity rankings.

The Marine Corps attrition rate for women is higher than that being experienced by other Services. In FY 1972, the Marine Corps attrition rate (losses as a percent of strength) for enlisted women was 59% compared to 46% for Army, 37% in Navy and 27% in Air Force. In analyzing attrition rates, the Task Force found that most of the difference between the Marine Corps and the other Services occurs in basic training. About 25% of the Marine Corps enlisted women fail to complete basic training and are separated. In visiting basic training sites, the Task Force observed that Marine Corps training for women was more rigorous than that of the other Services and the living facilities were significantly more austere. The Marine Corps recognizes the need to reduce the failure rate in basic training.

The Marine Corps approach to increasing women strength is to maintain the current accession goal (1,200 enlisted women per year) and reduce attrition. As loss rates are reduced, the Marine Corps believes that strength will rise although annual accessions remain constant.

The Task Force believes that there are actions which can be taken by the Marine Corps to achieve a larger increase in women Marines.

These actions are:

-- More intensive recruiting and advertising. By stimulating more applications for enlistment, the Marine Corps will be in a position to be more selective in terms of the characteristics (other than test scores) that are conducive to successfully completing an initial enlistment in the Marine Corps. A more aggressive recruiting effort could also demonstrate that the annual goal of 1,200 enlistments can be exceeded without any loss in selectivity.

-- Expand the number of occupational fields open to women. This action would facilitate recruiting and is in conformance with the spirit of the Equal Rights Amendment.

-- Reduce turnover rates of women Marines to the level being experienced by the other Military Services. There is no intrinsic reason why Marine Corps attrition rates should be much higher than the loss rates in Army. Reduction in attrition rates will no doubt require review of policies or practices which cause higher attrition rates in the Marine Corps.

The Task Force believes that if the Marine Corps takes these actions, it will in time find it feasible and cost-effective to expand the number of women above the levels currently planned.

TAB A

TASK ORDER

TASK ORDER #4 TO
CENTRAL TASK FORCE STAFF FOR ALL VOLUNTEER FORCE

Task Assigned

Study the utilization of military women and prepare alternative utilization plans, by Services, for FY 73-77.

Coverage of Study

1. Historical trends and existing plans in size, composition and utilization of women services. (Include separate discussion of nurses but emphasize other women's programs.)
2. Costs of utilization of women in comparison with male military or civilian women personnel, including special reference to turnover costs and support costs (a) under present policies and (b) possible revisions of policy.
3. Capability, by Services, to recruit military women (a) at present levels of recruiting effort and (b) at higher levels of recruiting effort.
4. Present policy and patterns of entry--standards, assignment and utilization and alternative patterns designed to enhance recruiting, retention and performance of military women. Examine the elimination of separate women's components in the Services.
5. Estimates of upper limits of utilization of women, by Services, based on criteria of force effectiveness, market availability, and costs.
6. Recommend 5-year program for each Service, including time-phasing of procurement goals and total end strength for each fiscal year.

Assumptions of Study

1. Military women will not participate in combat but may be otherwise assigned on the basis of the same policies as males are assigned.
2. The program recommended by the study should not degrade force effectiveness.
3. Comparative costs and capability of recruiting women are relevant criteria for the recommended programs.

Due Dates

1. Study plan and data annex to be submitted February 22, 1972.
2. Completed staff study to be submitted May 15, 1972.

TAB B

WOMEN IN THE ARMED FORCES: AN HISTORICAL SUMMARY

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May 1972

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WOMEN IN THE ARMED FORCES: AN HISTORICAL SUMMARY

INTRODUCTION

This paper traces the history of women in the United States Armed Forces up to the present time.* Its primary emphasis is on the utilization of military women, with secondary attention devoted to identifying the influences of Federal law, Service regulation, and cultural attitudes on the evolving utilization of female military personnel. Also mentioned are organizational policies affecting military women, as well as other noteworthy policies affecting their patterns of recruitment, promotion, and retention.

This paper is intended to provide background information for Task IV, Utilization of Military Women, for the Central All-Volunteer Force Staff Study. Because of its brevity it should by no means be considered a complete historical record of the subject of military women. However, it is hoped that it will serve to enlighten the unfamiliar reader and perhaps to dispel some popular myths concerning women in the armed forces.

The paper is organized into three sections. The first section briefly highlights the role played by women in the military during the pre-World War II era and during the war itself. The second section deals with the evolution of women in the military from the postwar years up to the present time. The emphasis in this section is on the utilization of women and on the legal and other barriers which have influenced the utilization and administration of female military personnel. The last section highlights some special problem areas for today's military women.

*Published data from each service as well as personal interviews were the primary sources for this effort. The assistance of Major Barbara Craun, USAF, who provided data on the Air Force, is gratefully acknowledged.

I. WOMEN IN THE ARMED FORCES: Pre-1948

A. The Forerunners

While many of our nation's women in uniform trace their formal beginnings to the period during and immediately following World War II, others point with pride to their precursors and to the legendary heroines, some of whom date back to the American Revolution. Although it was not until the period of World War I that women served the US Armed Forces in any organized or formal capacity, women have assisted American fighting men during every major war since before the Revolution. During the French and Indian War, for example, each regiment of General Braddock's expedition was allotted "forty women employees, one ration per woman."¹ They served, albeit as civilians, as nurses, laundresses, clerks, and in other related capacities. In 1775, General George Washington sponsored the legislation creating an Army hospital department which employed women as civilian nurses. Although women were similarly employed during the Civil War and the Spanish-American War, no serious attention was devoted to considering any official women's organization within the military services for some time to come.

The advances of the industrial revolution not only mechanized warfare for men but also attracted women to work outside the home; by the time of the first World War women had a virtual monopoly over such occupational skills as clerks, typists, and telephone operators. Indeed, by the time of that war, the Army was experiencing difficulties in finding sufficient competent male typists and telephone operators to serve its needs. Shortages in these fields were felt on the war front in Europe, and in 1917 General John J. Pershing, Commander of the American Expeditionary Force in France, requested that one hundred French-speaking female telephone operators be sent to the field. Gen. Pershing further recommended that they be uniformed. This request was approved, and the women were sent to

1. Mattie E. Treadwell, The Women's Army Corps, Vol. 8, Part 2 of United States Army in World War II, Office of the Chief of Military History, Department of the Army (1954), p. 5.

Gen. Pershing's headquarters in France where they served not in uniform but as civilian contract employees under the administrative control of the War Department. The Army believed it would not be legal to enlist women for active military service. Other American commanders in Europe, upon viewing the efficiency and discipline of the British women's military auxiliaries, were prompted to request authority to replace enlisted men with enlisted female clerical workers, but such requests were not favorably received by higher-ranking officials in the War Department. Similar proposals to authorize the enlistment of women were made by the Quartermaster General, the Inspector General, the Chief of Engineers, the Surgeon General, and the Chief of Ordnance, but they were all turned down by the War Department on the ground that such action was "unwise" and "highly undesirable." The Army Nurse Corps, established by Congress in 1901 as a separate Army organization, was the only exception to this policy, although Army nurses served without full officer status, equal pay, or other Army benefits,² until the period of World War II.

In contrast to the Army's lack of interest in employing women to ease labor shortages and to replace enlisted men, the Navy Department's position was exactly the opposite during the First World War. While women had served as nurses aboard ship during previous hostilities, critical shortages in clerical labor ashore prompted the Naval Service to enlist women to fill such positions as clerks, stenographers, typists, and telephone operators. Apparently, since none of the existing statutes or regulations specified that "yeomen" must be males, the Navy and the Marine Corps both were able to enroll women. The approximately 13,000 Navy "Yeomenettes" and Marine Corps "Marinettes" who volunteered freed thousands of enlisted men for combat and sea duty. The Marinettes' slogan in fact was "Free a Marine to Fight." Of great importance was the fact that both these groups of women were admitted to full military rank and status, a first in the US military history. The end of the war saw the disbandment of these two women's military organizations and once again the American armed forces reverted to an all-male status.

2. Ibid., p. 5.

While the contributions of the Yeomenettes and Marinettes to the war effort did not convince higher authorities of the need to use military women, interest in at least looking into the problem was heightened during the postwar period. Not only had the Navy and Marine Corps distaff members proven their value, but civilian women's organizations began to intensify their lobbying efforts on behalf of women's rights. Interestingly, it was the anti-military or pacifist slant adopted by some of these organizations during the early 1920s that prompted the War Department to create a position within G-1 for women's relations. The job was filled by a civilian female, Miss Anita Phipps, who served as the Army's Director for Women's Relations for approximately ten years (1920-1931). It was Miss Phipps' hope that women be organized into a women's service corps rather than serve in an auxiliary as was tried in Britain.³

Miss Phipps was not the only person involved in examining the feasibility of employing women in the Armed Forces. Major Everett S. Hughes devoted his time during the period 1928-1930 to a study on the general subject of "Participation of Women in War." He recommended that qualified women be fully integrated into the Army, and pointed out that the next war in which the United States found itself involved would inevitably lead to women playing a greater role. However, because no one was prepared to do anything about either Miss Phipps' or Major Hughes' proposals, the subject of military women was pretty much of a dead issue by about 1931. A subsequent official history of the Women's Army Corps points out that Major Hughes' "prophetic efforts...were then buried so deep in the files that they were recovered only after the WAAC was six months old and War Department planners had already made most of the mistakes he predicted."⁴ The only women engaged in what could be called military service during the interlude between wars were the Army and Navy nurses, whose combined annual strength averaged approximately 1,500.

3. For details of Miss Phipps' proposal, see Ibid., pp. 12-13.

4. Ibid., p. 14.

B. Women and World War II

The crisis created by the advent of World War II produced a renewed interest in having women again occupy military or quasi-military positions. In the early days of the war, various alternative proposals were advanced within the military establishment by a variety of women's groups and by individual members of Congress. As the war intensified, so did the pressures for the creation of women's military organizations. In the spring of 1941 Congresswoman Edith N. Rogers announced her intention to introduce a bill authorizing the establishment of a women's corps in the Army which would grant full military status to its members; however, the War Department dissuaded her on the ground that it was considering the problem in earnest.

Finally Mrs. Rogers was forced to compromise on the question of auxiliary versus full military status for women, for the bill she ultimately sponsored in May of that year provided for the creation of a "Women's Army Auxiliary Corps (WAAC) for Service with the Army of the United States." After months of legislative haggling, complete with strong opposition from most branches of the Army itself, an amended version of Mrs. Rogers' bill was reintroduced on the floor of the House of Representatives on December 31, 1941. With the impact of Pearl Harbor weighing increasingly on our military policymakers, detailed planning for the ultimate establishment of the WAAC moved quickly forward. Some of the high-level Army opposition to the WAAC faded, and, with the final blessing of the Army Chief of Staff, the bill was passed by the Senate on May 14, 1942 and signed into law (PL 554) the following day by President Franklin D. Roosevelt. Curiously, at approximately the same time the Senate also acted favorably on a bill authorizing women to serve directly in rather than with the Navy as was the case with the Army.⁵ Apparently Congress considered time to be running out and did not want to delay any longer by changing the Army proposal.

5. The Women's Reserve of the Navy (or WAVES, as they were popularly called) was created by law on July 31, 1942.

Mrs. Oveta Culp Hobby was sworn in as the first director of the WAAC on May 16, 1942, with the rank of Colonel, and she immediately set about implementing some of the previous planning decisions she had played a role in making. The first WAAC Training Center was quickly set up at Fort Des Moines, Iowa, and its first class of 440 officer candidates and 580 enrolled (or enlisted) women reported on July 20. With the exception of combat course material, these women studied the same subjects as their male counterparts. The majority of the first graduating class remained at Fort Des Moines where they served as instructors for the subsequent classes of officers and enlisted WAACS.

Before the first WAACS had completed their initial training, plans to expand the Corps beyond the original 12,000 limit were hastily drawn up. As manpower shortages in the armed forces were becoming increasingly critical, more and more requests for WAACS were received each day; the expanded utilization of women seemed a logical contribution toward easing the military's personnel problems.⁶ By the first WAAC anniversary in May 1943, the total strength of the WAAC stood at 60,243 broken down into 4,917 commissioned officers and 55,326 enlisted women. In the interim period, Executive Order 9274 signed by President Roosevelt had lifted the authorized strength of 25,000 to 150,000. During the fall of 1942, however, G-3 was drawing up tentative plans for the ultimate utilization of a million and a half WAACS, and others were studying the feasibility of drafting women into the Army in order to meet this estimated goal. Still others were examining the possibility of giving the WAACS full military status as a means of attracting such a vast number of women into the Army. By the end of 1942, evidence was mounting that the Army would

6. The "official" history of the Army in World War II refers to the "Manpower Crisis of the summer of 1942." At this time the Army Ground Forces were more than 160,000 short. "Only two days before General Marshall's decision, the War Department had admitted the necessity either to train units understrength or to slow down the activation of new units, thus jeopardizing invasion plans. It was also being forced toward unpopular measures such as drafting eighteen-year-olds and fathers and cutting more deeply into defense industry and agriculture." Treadwell, op. cit., p. 62.

have difficulty in obtaining any large corps of women on an auxiliary status in competition with the newly organized WAVES, who could offer women all military benefits--free mailing, government insurance, allotments to dependents, reinstatement rights to jobs, veterans' bonuses, and other advantages, none of which the WAACS were entitled to.⁷

Full military status for the Army's women was coming to be considered necessary not only from the standpoint of future recruiting but also from an effective organizational and administrative point of view. As women proved "highly valuable" replacements for men, often replacing two or more men apiece, greater efforts were undertaken in the spring of 1943 to secure their full military status. After various delays (some of which were directly related to a rather virulent slander campaign), the WAAAC was changed to the WAC (Women's Army Corps), a distinctive branch of the Army. Generally speaking, women were granted most of the same rights and privileges as men; major exceptions and areas of difference were found in the following provisions:

- 1) WAC units would contain only women and be commanded by WAC officers, exactly as men's units were composed of and commanded by men.
- 2) Wacs would not be confined in the same building with men, except a hospital.
- 3) WAC messes would not be combined with men's messes, except with War Department approval.
- 4) Wacs would not be used in "restaurants or cafeterias in service clubs, guest houses, officers' clubs, or messes."
- 5) WAC officers would not be promoted to the grade of colonel. (By act of Congress.)
- 6) Wacs would not command men unless specifically ordered to do so. (By act of Congress.)
- 7) Wacs would not be employed as physicians or nurses. (By act of Congress, to avoid infringing on existing organizations.)

7. Ibid., p. 97.

- 8) WAC officers would be appointed only from officer candidate school graduates, and officer candidates would be selected only from women already in the Corps.
- 9) Enlisted standards would differ from men's in the age and citizenship requirements set by Congress, and in a different physical examination; venereal disease was also disqualifying, and women with dependent children were ineligible.
- 10) Discharge was mandatory for minors (by act of Congress); authority was included for discharge for pregnancy.⁸

Although previously established patterns for the utilization of military women dictated that women would most likely be employed in the clerical or administrative fields, shortages of manpower in many other occupational areas opened them up to qualified women. While available statistics are incomplete, the number of occupational specialties in which enlisted women were serving stood at 274 by May of 1944; the previous year's number was estimated at 155. With the exception of combat fields, virtually no military occupational specialty (MOS) was officially closed to women. Nevertheless, approximately half of the enlisted women were assigned to clerical and administrative positions, in which they had predominated in civilian life. "Toward the end of the war a mild trend had set in away from such work in favor of increased technical and professional assignments...but office work still took first place."⁹ The following table summarizes this trend:

Table 1
Assignment of Enlisted WAC¹⁰

Type of Work	P e r c e n t	
	1943	30 Sept 1944
Administrative & office	53	45
Technical & professional	13	18
Motor vehicle	10	9
Foods	8	9
Supply & stock	7	8
Mechanical & trade	5	4
Communications	2	5
Radio & technical	2	2

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8. Ibid., p. 264
 9. Ibid., p. 559
 10. Ibid.

In addition to serving in a wide variety of military occupational specialties, members of the WAC served in virtually every major command and in every major theater of operations. Almost half of the WAC served with the Army Air Forces (forerunner to the Air Force) both in the United States and abroad, and it has been said that the Army Air Forces (AAF) demonstrated a progressive attitude concerning the "assignment of women to new and unconventional jobs. No AAF schools were barred to women except combat schools, and no AAF jobs for which they could qualify, however unusual for women. It was not even the Air Force's intention to exclude women from the most extreme masculine province: its flying schools and assignment as pilots."¹¹

In the early days of the war, women had served as ferry pilots in a civil service rather than military status. These women gradually came to be known as the WASPS (Women Air Service Pilots), and it was hoped that they would receive military status as had the WAAC. However, when it became known that the WASP Director, Mrs. Jacqueline Cochran Odum, favored making the WASP a separate military branch with its own director equal in rank and status to the WAAC director, rather than integrating women pilots in the Air Forces, congressional sentiment against the widespread use of women pilots was stirred up. In the end, the WASPS were forced to disband. However, flying-related jobs other than pilot were not closed to WACS assigned to the AAF. For example, many found themselves working as weather observers, electrical specialists, Link trainer instructors, control tower operators, parachute riggers, bombsight maintenance specialists, airplane mechanics, and photointerpreters.

In addition to service with the AAF, the WACS were assigned to the Army Ground Forces primarily as clerical workers and drivers, and to the Army Service Forces where WACs filled a wide variety of jobs in the Signal Corps, Chemical Warfare Service, Engineers Corps, Ordnance Department, and Medical Department. WACS were sent to almost every corner of the globe, although the European theater received the largest share.

11. Ibid., p. 285.

By the middle of 1945, the strength of the WAC had peaked at just under 100,000--considerably less than the 150,000 authorized and nowhere approaching the 1,500,000 women who Army planners had estimated could be effectively used. The following table summarizes the evolution of the WAC strength during World War II:

Table 2
Women's Army Corps Strength¹²

Year as of June 30	WAC Total	WAC Officers	WAC Warrant Officers	WAC Enlisted
1943	60,243	4,917	9	55,326
1944	77,152	5,855	10	71,287
1945 (peak)	99,288	5,717	29	93,542
1945	96,557	5,733	44	90,780
1956	18,510	1,793	18	16,699

The total number of women who served in the Army during the same period is shown below. These figures include Army Nurse Corps and other medical personnel.

Table 3
Women in the Army¹³
(1942-1946)

Year (30 June)	Total Number Women	Women's Army Corps	Army Nurse Corps	Medical Corps	Women's Medical Specialist Corps
1942	12,475	-	12,475	-	-
1943	91,548	60,243	30,316	-	989
1944	113,074	77,152	40,019	51	1,853
1945 (peak)	156,447	99,288	54,291	72	2,796
1946	33,674	18,510	13,617	15	1,232

The end of World War II brought about a rapid demobilization of the WAC and the other women's military organizations. The legislative authority behind the WAC, moreover, was due to expire by July 1, 1948,

12. Compiled from WAC statistical summaries.

13. Compiled from Department of the Army statistics (Strength of the Army).

although the WAC leadership had previously anticipated that the Corps would be totally demobilized within six months following the end of the war. In spite of numerous problems within the Army (one of which was the fact that the WAC leadership itself was generally opposed to the continued service of women in peacetime), the Army, together with the Navy and Marine Corps, proposed legislation permitting women to join the regular military establishment. After a great deal of congressional footdragging and another smear campaign similar to that launched during the war, the Women's Armed Services Integration Act of 1948 (PL 625) was signed into law by President Harry S. Truman on June 12, 1948. It is this law that gives legitimacy to today's military women.

The story of the other women who saw active military service during World War II in the Navy, Marine Corps, and Coast Guard is similar to that of the Army. A major difference, however, is the fact that women were accepted into the Navy as WAVES (Woman Accepted for Volunteer Emergency Service) under a Women's Reserve component. These women experienced none of the problems of auxiliary versus full military status which had plagued their sisters in the WAC, though their treatment probably differed only slightly.

The Women's Reserve of the Navy (or WAVES, as they were popularly known) were authorized by Congress in mid-summer of 1942, after many months of serious consideration and detailed planning by the Navy Department. As was the case with the Army, severe manpower shortages focused attention on the desirability of using women in certain occupational areas, primarily communicators, yeomen, and storekeepers.

Within a matter of months, the Navy had established its training facilities for both officers and enlisted WAVES; by the following summer (1943) the combined officer and enlisted strength stood at 27,000. While a significant number of these were in the midst of training, it has been estimated that those already assigned had made available "enough officers and men to man the ships of a major task force, including a battleship, two large aircraft carriers, two heavy

cruisers, four light cruisers, and fifteen destroyers!"¹⁴ One year later the strength of the WAVES on active duty had more than doubled. The following table summarizes these strength figures for the period of World War II:

Table 4
Strength of the WAVES (Line)¹⁵

Year (30 June)	Total WAVES	WAVES Officer	WAVES Enlisted
1943	27,000	3,827	23,173
1944	72,350	6,573	65,777
1945 (peak)	86,000	7,055	78,945

The peak strength of the WAVES comprised approximately 13 percent of the shore-based naval establishment serving in CONUS. It has been estimated that these 86,000 women had freed approximately 50,000 men for either sea duty or overseas assignment. (WAVES did not receive congressional authorization for assignment outside the continental United States until September 1944.) However, while overseas duty was generally not available to the majority of the WAVES, duty in the United States was possible at naval hospitals, air stations, navy yards, and supply depots. For example, WAVES accounted for approximately 55 percent of the Navy Department's uniformed personnel stationed in Washington, D.C., during the height of the war. Just as the WACS served in a variety of fields, so did the WAVES, but again the highest concentration was in the clerical and administrative positions. The Navy's Bureau of Personnel was composed largely of WAVES.

Another area of concentration was naval aviation where approximately 30 percent of the WAVES served in positions such as airplane mechanics, parachute packers, weather information, Link Trainer instructors and gunnery instructors, and air traffic controllers. Commissioned officers were designated as Naval Air Navigators; as such they became the

14. Karl Shuon and Ronald D. Lyons, Servicewomen and What They Do (New York: Franklin Watts, Inc., 1964), p. 78.

15. Navy Department, BuPers Statistical Summaries.

first military women to perform duties as part of a military air crew. Other Navy women officers served in the Medical Corps, Dental Corps, and Medical Service Corps, though these numbers were limited.¹⁶

Within a year after the end of World War II, the majority of the WAVES had been discharged or placed on inactive duty. Because the WAVES had proven themselves to be a valuable asset, the Navy permitted a small number of officers and enlisted women to remain on active duty while Congress was considering the future of all military women. Navy planners hoped that the continued use of women would provide a nucleus for any future rapid mobilization of women as well as aiding in the efficiency of the Navy. At the time the Women's Armed Forces Integration Act was passed in mid-1948, approximately 1,750 WAVES were serving on active duty. By mid-1949, this figure had almost doubled.

The Marine Corps again opened its doors to women during the Second World War. Under the legislation creating the Women's Reserve of the Naval Reserve, the Marine Corps requested that a similar group be established in order to release able-bodied men for combat duty. In October 1942, the Secretary of the Navy granted authority for the Marine Corps to "organize and maintain a Marine Corps Women's Reserve with an authorized strength of 1,000 officers and 18,000 enlisted personnel." Formal organization was announced in February 1943, along with the appointment of Mrs. Ruth Cheney Streeter at the first director.

By the end of June 1943, the active duty strength of the Women's Reserve stood at 244 officers and 3,313 enlisted women. The authorized strength was achieved the following year. Table 5 summarizes the evolution of the strength of the Women Marines.

16. Shuon and Lyons, op. cit., pp. 78-80.

Table 5
World War II Strength--Women Marines¹⁷

Year (30 June)	Total	Officers	Enlisted
1943	3,557	244	3,313
1944	17,466	797	16,669
1945	18,409	931	17,578
1946	2,220	165	2,057

As was the case with the Marinettes who served during the First World War, the mission of the women reservists was to "free a Marine to fight." But unlike their predecessors, they were not limited to clerical positions. During World War II, Women Marines, as they were simply called, served in over two hundred different kinds of jobs. Over 60 percent of the Reserve was assigned to operational jobs, while the remainder was concerned with problems of administering the Corps itself. Among the jobs which were held by Women Marines were air traffic controller, truck driver, photographer, artist, parachute rigger, cook, stenographer, and clerk. Since the pre-war occupational experience of those who joined the Marine Corps was heavily concentrated in the clerical fields, it is not surprising that the majority of women served in this general area.

World War II also saw approximately 11,000 SPARS (Coast Guard-Women's Reserve) on active duty. The informal designation, SPAR, is derived by combining the Coast Guard's motto, "Semper Paratus," with its English translation, "Always Ready." During World War II the Coast Guard functioned as part of the US Navy; in peacetime it has fallen under the jurisdiction of the Department of the Treasury, until 1967 when it was placed under the newly-created Department of Transportation. The wartime mission of the SPARS was the same as that of the other women's groups--to release men for combat or combat-related duty by taking over some of their clerical responsibilities ashore.

¹⁷. Compiled from Navy, BuPers, Annual Statistical Summaries.

During the war, female officers were trained at the Coast Guard Academy in New London, Connecticut--marking the first and only time women have ever attended a military academy. By the end of the war, the 1,000 or so SPAR officers were serving in the following areas: communications, pay and supply, personnel, training, procurement, intelligence, and law. Enlisted SPARS served primarily as Yeomen, Storekeepers, Radiomen, Hospital Corpsmen, Telemen; others saw duty as radio technicians, loran operators, chaplains' assistants, engineering draftsmen, tailors, photographers' mates, parachute riggers, aerographers' mates, and chauffeurs.¹⁸

At the end of the war the SPARs were disbanded until 1949 when the Women's Reserve of the Coast Guard was established by legislative authority. However, only a few women have served on active duty. There are no present plans to alter this situation.

During the period of World War II, a total of approximately 350,000 women served on active duty with one of the six female military components. This figure represented almost three percent of the 12 million persons who served in the military. These many, many thousands of women who volunteered to serve the United States during the Second World War on the whole performed in an outstanding manner. While it was originally contemplated that women would be confined to a relatively small number of positions (clerks, telephone operators, chauffeurs, and cooks), increasing shortages in various skilled occupations led the services to make use of womenpower either readily available or trainable. According to a 1957 evaluation, "as additional shortages of qualified men developed, the list of positions authorized for women was expanded, and the specialist training programs designed to qualify personnel for these positions were also open to women. The fact that women in service performed many jobs as well as servicemen and in some instances better...led to a complete reversal in policy."¹⁹ While it was also recognized that the costs of utilizing

18. Shuon and Lyons, op. cit., pp. 255-256.

19. National Manpower Council, Womanpower (New York: Columbia University Press, 1957), p. 288.

women during the war were somewhat higher than for men, the War Department believed that paying such costs was preferable to training males for clerical, medical-technical, and similar work. Thus, "for many noncombatant positions women came to be recognized as more valuable to the war effort than men."²⁰

II. WOMEN IN THE ARMED FORCES: 1948-PRESENT

Having successfully demonstrated their value to the country, many of America's military women were not content to sit back and permit themselves to be legislated out of existence. While the vast majority of the women who volunteered for military service during World War II felt their patriotic duty and responsibilities had terminated with the end of the war, a small handful remained on active duty during the immediate postwar period. With the passage of the Women's Armed Forces Integration Act of 1948, all four services (Army, Navy, Marine Corps, and the newly established Air Force) were able to offer the opportunity for a permanent military career, rather than temporary duty, to interested and qualified young women. Having survived various organized slander campaigns in which military women were branded as sexually promiscuous camp followers or lesbians, it is hardly surprising that the women themselves felt the best way to maintain a positive image of military women was to insist on higher standards. It was generally felt that the role of women in the military should be to serve as a readily expandable nucleus or "mobilization base of trained personnel to facilitate the rapid recruitment, assignment, and utilization of volunteer women in case of war or national emergency; and to make available the skills of women for the accomplishment of the peacetime mission of the military."²¹ During the late forties and early fifties, most women on active duty were quite content with this dual role. The absence of a war similar in emotional appeal to either the first or the second world wars contributed to a general sense of complacency and lack of desire for change.

20. Ibid., p. 290.

21. Ibid.

In addition to conferring permanent military status on the female members of the Army, Navy, Marine Corps, and Air Force, Congress in 1948 also limited the regular, as opposed to reserve, strength of these components (WAC, WAVES, Women Marines, and WAF) to two percent of the strength of the parent services. The Army-Navy Nurse Act of 1947 established the Army Nurse Corps, the Army Medical Specialist Corps, and the Navy Nurse Corps as permanent components within the officer structure of the Army and Navy. The Marine Corps has no medical officers. The creation of the Department of the Air Force also provided for an Air Force Nurse Corps and a Medical Specialist Corps (Biomedical Sciences Corps). Force limitations of 350 and 2,500 regular female officers were prescribed for the Army Medical Specialist Corps and the Army Nurse Corps, respectively. However, none of the services have even come close to the two percent limit on "regular" personnel; in fact, even when combining the female regular and reserve numbers (and including medical officers such as nurses, dieticians, and therapists--the majority of whom have been women), the total annual strength of active duty female military personnel has remained relatively constant, hovering around one percent of the total strength for each service! Table 6 summarizes these strength figures since 1948; a more detailed partial breakdown by component is contained in the Appendix. As these figures indicate, women have consistently represented a statistically insignificant percentage of the active duty service strength. Even the peak strength figures for the Korean War period show little variation (Army: 18,282, September 30, 1951; Navy: 12,414, October 31, 1952; Marine Corps: 2,787, September 30, 1953; Air Force: 16,724, November 30, 1952).²² Since that period none of the services' strength figures for women have actually reached the Korean War peak, although the Marine Corps can be considered to have done so. Moreover, if one excludes the so-called healing arts officers (medical, dental, nurse, and other medical-technical) from these totals, the picture becomes even less encouraging. It should

22. CSD, OASD(C), Selected Manpower Statistics, April 15, 1971, Table p. 256.

TABLE 6

TOTAL WOMEN IN THE ARMED FORCES--SUMMARY

YEAR (June 30)	ARMY		NAVY		MARINE CORPS		AIR FORCE	
	Total No.	Percent of Force	Total No.	Percent of Force	Total No.	Percent of Force	Total No.	Percent of Force
1948	8,095	1.4	4,030	4.3	167	0.1	2,166	0.5
1949	9,277	1.4	5,131	7.1	353	0.4	3,320	0.7
1950	10,982	1.8	5,193	1.3	580	0.7	5,314	1.2
1951	17,853	1.1	9,458	1.2	2,065	1.0	10,249	1.3
1952	17,434	1.0	11,268	1.3	2,462	1.0	14,770	1.5
1953	15,261	0.9	11,644	1.4	2,662	1.0	15,918	1.6
1954	12,594	0.8	10,218	1.4	2,502	1.1	13,286	1.4
1955	12,938	1.1	8,643	1.3	2,248	1.0	11,362	1.1
1956	12,646	1.2	8,066	1.2	1,747	0.8	11,187	1.2
1957	11,730	1.1	7,668	1.1	1,617	0.8	11,158	1.2
1958	11,464	1.2	7,247	1.1	1,645	0.8	10,820	1.2
1959	12,168	1.4	7,723	1.2	1,826	1.0	10,001	1.1
1960	12,542	1.4	8,071	1.3	1,611	0.9	9,326	1.1
1961	12,811	1.4	8,572	1.3	1,612	0.9	8,976	1.0
1962	13,074	1.3	8,666	1.3	1,697	0.8	8,776	0.9
1963	12,144	1.2	8,216	1.2	1,698	0.8	8,713	1.0
1964	11,730	1.2	7,741	1.1	1,448	0.7	8,876	1.0
1965	12,326	1.2	7,862	1.1	1,581	0.8	8,841	1.0
1966	13,322	1.1	8,196	1.2	1,832	0.6	9,239	1.0
1967	14,493	1.0	8,521	1.1	2,311	0.8	9,858	1.0
1968	15,807	1.0	8,696	1.1	2,780	0.9	11,114	1.2
1969	15,878	1.0	8,636	1.1	2,727	0.8	12,265	1.4
1970	16,724	1.2	8,609	1.1	2,418	1.0	13,654	1.7

Source: Department of Defense, OASD (Comptroller), Selected Manpower Statistics, April 15, 1971, Tables pp. 11, and 25.6.

be mentioned, however, that the Korean War peak figures of enlisted women and the so-called "line" women's officer components (WAC, WAVES, WAF) have been approximated within the last year or so. Interestingly, the Vietnam experience appears to have made only a modest impact on the force levels; the trend for increased numbers of women is still continuing despite reduced manpower commitments. Table 7 shows the evolution of the women's "line" components from 1948 to 1971.

While modest individual service efforts have been made from time to time to increase the active duty strength, one of the major reasons behind the failure to push harder has been the overwhelming desire of each service to maintain relatively high enlistment standards. Other reasons may include the generally negative attitude held by the general public towards military service for women as well as the lack of popular appeal such as existed during World War II. Furthermore, until fairly recently, i.e., within the past several years, the services themselves seemed generally content with their force structure. The impact of discussions concerning an all-volunteer force has manifested itself in renewed interest by all services except the Navy in expanding their numbers of women. The Air Force appears to have taken the lead but, as Gen. Jeanne Holm (Director, Women in the Air Force) frequently has pointed out, the nature of the Air Force mission easily lends itself to a greater utilization of women.²³ Since the congressional strength limitations were removed in 1967 (the Secretary of each

23. At a recent meeting of the Defense Advisory Committee on Women in the Services, General Holm remarked: "The Air Force now knows that they cannot man the United States Air Force without women. It's that simple. That is a fact of life. The Navy and Air Force have unique organizations and the missions are different. We are different from the other Services in that our combatants are the pilots who fly combat aircraft and a few air policemen who guard bases in Southeast Asia. Other than that our people are support people. All the other men and women in the Air Force are really support people to that mission. And it doesn't matter whether that base is in Southeast Asia or whether it's in Ohio, the jobs are basically the same. The Navy has a ship rotation problem that is unique to the United States Navy. The Army has something similar to it with its combat units. The Marine Corps is also entirely combat with most of its support provided by the Navy. We have the unique situation where the Chief of Staff of the Air Force could say...that 70% of the United States Air Force could in fact be done by women or some other category of people. Because, an aircraft controller is an aircraft controller... Seven percent of the military people in the United States Air Force are combatants. It's a different situation."

TABLE 7
WOMEN'S "LINE" COMPONENTS--FORCE STRUCTURE

Year (July 31)	WAC		WAVES		WOMEN MAR RES		WAF	
	Officers	Enlisted	Officers*	Enlisted	Officers	Enlisted	Officers	Enlisted
1948	794	4,699	308	1,510	8	159	158	1,433
1949	676	4,460	366	2,466	31	322	262	2,347
1950	686	6,551	373	2,611	45	535	303	3,782
1951	1,010	10,803	624	5,072	65	2,002	460	7,514
1952	1,171	10,228	764	7,071	115	2,347	942	10,943
1953	1,109	8,760	872	8,038	110	2,502	1,023	11,779
1954	964	6,787	816	7,024	167	2,339	789	9,728
1955	876	7,716	676	5,707	132	2,113	704	8,282
1956	847	7,770	610	5,214	113	1,634	634	7,853
1957	808	7,156	556	4,837	107	1,510	630	7,458
1958	740	7,074	477	4,511	115	1,530	672	7,212
1959	732	7,837	453	4,935	123	1,703	738	6,371
1960	735	8,279	452	5,360	123	1,488	684	5,651
1961	771	8,560	461	5,814	117	1,495	663	5,296
1962	780	8,721	474	5,847	121	1,576	664	4,822
1963	724	8,292	467	5,451	135	1,563	710	4,804
1964	759	7,958	559	4,861	128	1,320	722	4,845
1965	742	8,520	461	4,951	140	1,441	-	4,741
1966	757	9,179	436	5,140	153	1,679	695	5,050
1967	816	9,741	464	5,249	189	2,122	762	5,188
1968	866	10,711	528	5,370	225	2,555	893	6,123
1969	934	10,740	545	5,249	234	2,443	-	7,407
1970	1,029	11,476	591	5,366	299	2,119	1,073	8,936
1971	937	11,872	646	5,476	NA	NA	1,157	10,093

* Excluding a small number of female officers serving in Supply and JAG Corps.

Source: Individual Service units.

department now prescribes any ceiling on the number of women the service has), force level planning can be more effectively conducted internally. The Women Marines, for example, are limited to an enlisted strength of one percent of the total enlisted strength of the Corps; the officer limitation is set at 10 percent of the enlisted women's strength.

In addition to a modestly expanding number of military women, there has been an ever-increasing and widening utilization or assignment of both female officers and enlisted personnel. More and more occupational fields or specialties have been opened to women as demands for skilled personnel have increased and as more and more of the "myths" concerning what constitutes "women's work" have been dispelled. The directors of women in the services consistently point with pride to the greater number of MOSs which have been opened to women. In 1956, for example, the box score on the number of occupational fields open to enlisted women was estimated as follows: Army--8 out of 10, Air Force--32 out of 43, Navy--25 out of 61, and Marine Corps--26 out of 37.²⁴ A little less than ten years later, a different source stated that the numbers on the scoreboard had changed only modestly: for the Marine Corps there were 72 MOSs comprising 28 occupational fields in which women were permitted to serve.²⁵ The Air Force, on the other hand, had decreased the number of occupational fields open to enlisted women in order "to concentrate them in those jobs which 'women do better than men.'"²⁶ Fifteen occupational fields were selected as approved fields for women. The net effect of this policy, however, merely formalized an established WAF pattern of utilization. Since that time additional career fields have been opened or reopened to the WAF.

24. Womanpower, p. 296.

25. Department of the Navy, US Marine Corps, Report for the Commandant of the Marine Corps by The Women Marine Study Group, 1964, p. 34.

26. Report of the Inter-Service Working Group on Utilization of Women in the Armed Services, August 31, 1966, Annex C, p. 5.

The only legal barrier concerning the utilization of women is contained in Title 10, US Code, which prohibits women from serving on aircraft engaged in combat or on ships other than hospital ships and transports. Thus it is theoretically possible for women to serve in an even greater number of noncombat occupational fields, but each individual service has the authority to decide which fields are considered appropriate for women, and, moreover, there is a gap between policy and practice. Today nearly all occupational fields except those related to combat are theoretically open to women, yet the actual assignment pattern has varied little in the past twenty years. In 1966, a major study on the utilization of military women pointed out that, although enlisted women served in 36 of the 61 noncombat occupational groups, two of the areas (administrative and clerical and medical and dental) encompassing 13 of the 36 groups employed over 91 percent of all enlisted women. This pattern of utilization was felt to be prevalent in each of the services.²⁷ As of June 30, 1971, the percentage of women employed in these two areas was approximately the same--89.1 percent on a DoD-wide basis.²⁸ Table 8 compares the current distribution of male and female enlisted personnel by DoD occupational areas.

The pattern of utilization for officers, excluding those in the health professions, has been similar to that of enlisted women. That is to say, approximately 60 percent to 70 percent of the women officers have been concentrated in administrative positions, especially those in the fields of general administration, manpower, personnel, and information. The next major clusterings of women traditionally have occurred in supply fields and, to a lesser extent, in the scientific and technical areas. Cultural attitudes, both within the military and in civilian life, have probably played a strong role in dictating the military occupations in which women can be employed. The typical college coed who enters the armed forces as an officer has probably

27. Ibid., Annex C. p. 2.

28. AVF Staff, Back-up Book for Mr. Daoust, ca. March 1972, Table C-1.

TABLE 8

PERCENT DISTRIBUTIONS FOR ENLISTED PERSONNEL BY DOD OCCUPATION AREA
(By Military Service and Sex, in Percentages)

MILITARY OCCUPATION	ARMY		AIR FORCE		NAVY		MARINE CORPS		DOD	
	Females	Males	Females	Males	Females	Males	Females	Males	Females	Males
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Infantry, Gun Crews, and Seamanship Specialists*	0.2	23.3	0.1	1.1	2.2	12.2	0.0	30.5	0.5	14.8
Electronic Equipment Repairmen	0.3	5.6	0.0	14.6	4.0	15.2	5.0	7.8	1.3	10.7
Communications and Intelligence Specialists	2.0	7.9	4.6	6.8	6.3	10.4	3.2	8.0	4.0	8.2
Medical and Dental Specialists	33.2	5.2	17.9	3.5	26.5	5.6	0.0	0.0	23.3	4.3
Other Technical and Allied Specialists	1.4	2.3	3.5	2.8	4.6	2.1	2.3	1.8	2.9	2.4
Administrative Specialists and Clerks	61.0	21.0	71.2	23.3	56.2	11.9	84.5	15.3	65.8	19.1
Electrical-Mechanical Equipment Repairmen	0.4	16.6	0.0	25.8	0.0	30.2	0.5	19.5	0.2	22.6
Craftsmen	0.0	3.9	0.1	7.2	0.1	6.9	0.1	3.3	0.1	5.5
Service and Supply Handlers	1.5	14.3	2.6	14.9	0.1	5.5	4.4	13.8	1.9	12.4

* Include drill instructors.

Source: Enlisted personnel master files of the military services as of June 30, 1971.

pursued a liberal arts curriculum, which would earmark her for a career in administration instead of in a more technical area. By the same token, the average female high school graduate has probably been exposed to training in typing and shorthand rather than auto mechanics or metalworking. Attitudes towards work are likewise bred into our children. For example, how often do we hear little girls say they want to be nurses when they grow up, while little boys tend to lean toward being astronauts and pilots? While these are oversimplifications and pat answers, the subtleties of our culture have to be considered when discussing patterns of employment.

A 1966 study conducted by the Women Marines asserts that very little had changed in the way of policies for Women Marines since 1949. A similar statement could probably be made for each of the other three services. However, by 1967 such an assertion would no longer have been true. The passage of PL 90-130 produced some very basic policy changes affecting a vital area for all military women--namely, their promotion opportunities as well as their retirement and separation provisions.

Long before "equal pay for equal work" became a slogan of the women's liberationists, it was generally acknowledged that military women were receiving equitable compensation when compared to their male counterparts. The basic salary of a lieutenant is the same whether that rank is held by a man or a woman. However, in looking further into the area of pay as equated by rank, women were considerably worse off than their male classmates. The reason was that, prior to 1967, congressional restrictions on the rank structure for female military officers limited the numbers of women serving in certain ranks and had prohibited women from being considered for promotion above the permanent rank of lieutenant colonel or commander. Each service was allotted one female colonel (a captain in the case of the Navy) whose job was to direct the female components, but that rank was only temporary and the officer reverted back to her permanent grade upon completion of that tour. Even the nurse corps, which have traditionally been larger in terms of officer strength compared with the "line" components, were hampered by similar restrictions on the grade structure of their corps. The highest grade attainable in the Army and

Air Force Nurse Corps was colonel (five were authorized for each). The Navy Nurse Corps was permitted two-tenths of one percent of its actual strength in the grade of captain. No branch was authorized appointments of women to flag or general officer rank.

Other restrictions were placed on the numbers of women permitted to hold certain grades. For example, the AFSC and the WAFS were limited to 10 percent of their regular officer strength in the permanent grade of lieutenant colonel. The WAVES and Women Marines were permitted 30 percent of their actual regular officer strength in the field grade positions of commander-lieutenant commander (lieutenant colonel-major), and with a limit of 10 percent in the higher ranking grade. These and other promotion restrictions had been in effect since 1948 when the Women's Armed Services Integration Act was passed and thus inhibited the promotion opportunities for women.²⁹

The passage of PL 90-130 in November 1967 removed the arbitrary promotion restrictions that had prevented military women from advancing to higher levels of responsibility despite their previous educational and experience qualifications. The new law also has helped alleviate some of the inequities of cases where women officers are given important assignments "at a lower grade than the billets normally call for when occupied by male officers."³⁰ Statistical data on the distribution of female officers and enlisted women are contained in the Appendix.

Two additional areas of concern deserve brief mention at this point. The first concerns the organization and administration of women in the armed services. The second concerns policies affecting recruitment and retention.

29. Prior to the passage of PL 90-103, the Army was limited to the following officer structure for men: Colonel - 8%, Lt. Col. - 14%, Major - 19%, Captain - 23%, 1st Lieut. - 18%, 2nd Lieut. - 18%. The rank structure in the WAC, however, was as follows: Colonel - 0%, Lt. Col. - 10%, Major - 19-31%, Captain - 23-25%, 1st Lieut. - 18-30%, 2nd Lieut. - 18-30%. The combined percentages for the ranks of 2nd Lieut. through Major must total 90%.

30. US Congress, House, Removing Promotion Restrictions on Women in the Armed Forces, and for Other Purposes. H. Rept. 216 to Accompany H.R. 5834, 90th Cong., 1st Sess., 1967, p. 3.

Excluding nurses and the other medical specialists such as dieticians and therapists whose professions have been opened to men since the mid-1950s, all military women except those in the Women's Army Corps are theoretically integrated in the male service establishment. The WAC remains a separate and distinct branch of the Army--a status it has enjoyed since its inception. It is interesting to note, however, that the WAVES, which were established shortly after the WAACs, were adamant about not wanting to accept less than full military status. Following the end of World War II, the Women's Armed Services Integration Act conferred full military status on the other existing groups of women, but retained the WAC as a separate component. The WAF, WAVES, and Women Marines serve as an integral part of their service and not in separate women's branches. While each of these services has its so-called "Women's Director," in reality they are little more than advisers to the Chief of Personnel and have little if any actual power over the women they are allegedly responsible for "directing." The Director of the WAC, on the other hand, as the Director of a separate branch, does exercise direct control and power over the entire WAC. While women in the Army are theoretically eligible to serve with almost any branch, their first allegiance is to the WAC. One outspoken WAC officer, in a recent article in Army magazine, recommended that "the first official move must be to abolish the WAC branch, that anachronistic relic of World War II," in order for the Army to fully benefit from the talents and skills which women have to offer.³¹ This question is one of the important issues concerning women in the Army today.

Each service also has its own procedures for the administration of women, and the differences between them are relatively minor. The Air Force today claims to be the most integrated service, with WAF squadrons established only for routine matters of housing, and counselling.

Another important area of concern is that involving patterns of recruitment and retention. Each service maintains a tradition of

31. Capt. Karen McKay, "Army Womenpower: Go Ahead--Exploit Us!", Army (April 1972), p. 23.

higher recruitment standards for women than for men. The rationale has been that, since the women's components were merely serving as something of a small token force, they could afford to select the very best among those who volunteered to join. The needs of the women's groups were seen to be such that there was no shortage of qualified recruits--unless, of course, patterns of utilization were changed. Generally speaking, the women's components have experienced only modest difficulties in attracting high-quality women. Entrance standards, especially in terms of educational qualifications and test scores, have traditionally been higher for women than for men, a fact that all servicewomen emphatically do not wish to change. Lower standards are equated with a lessened image, and the image of women in the services, according to servicewomen themselves, is all-important.

The other side of the coin, so to speak, concerns the area of retention, a subject that has been closely related to legal or other policy restrictions. The policies dealing with separation from the service for reasons of either marriage and/or pregnancy were the two most frequently cited examples of retention problems in the past. Only in the last year or so have the regulations dealing with involuntary separation for reasons of pregnancy been changed so as to permit women to request a waiver of the separation policy. Current policies also state that women may be married and serve on active duty; many, however, are unable to combine marriage and active duty. Thus, separations for these two reasons continue to account for the majority of those who leave.

III. SPECIAL PROBLEM AREAS

The subject of women in the military has become one of increasing interest in the last several years, due primarily to discussions concerning the future of the draft and to the public attention which has been given to women's problems under the stimulus of the so-called women's liberation movement. Interestingly enough, it was an earlier version of the women's "lib" movement which caused the War Department to consider the possibility of establishing a women's organization within the Army during the period between the two world wars.

The growing role which women have assumed in the national labor market since World War II has also played a part in focusing attention on "womenpower" as a potential solution to military needs for personnel. A Department of Labor survey reported in 1968 that over half the persons entering the work force since the late 1950s had been women, and that a third of the work force were women. It also predicted that by 1975 the number of men in the labor force would increase by 17 percent, whereas the number of women would increase by 25 percent.³² Such growth has not occurred in the military. Although the numbers of women have increased somewhat, the percentages of women in each service have not increased significantly. Only recently have women reached their Korean War peak strengths.

To a certain extent military women mirror their civilian sisters, especially in terms of their utilization or employment patterns. One of the most disturbing national trends is that while job opportunities for women have no doubt increased in the last decade or so, the number of women employed in the less skilled jobs has also increased. Women account for a lesser share of the professional and technical work force than they have in the past.³³ This in turn has led to a widening salary gap between men and women. A similar trend can be found in the military. While women who served on active duty during World War II were pioneers not only in moving into unfamiliar territory but also in serving in positions which were certainly not within the traditional female occupational fields, today's military woman has not advanced much further. In fact, the statistics for enlisted women reveal a higher concentration of women in the clerical fields today than was the case during World War II. At the present time, "top level management and executive positions" within the military "are, for all practical purposes," closed to women.³⁴ The three women brigadier generals

32. US Department of Labor, Manpower Administration, "High Cost of Sex Discrimination in Employment Practices," Employment Service Review, December 1968, pp. 1-2.

33. US Department of Labor, Women's Bureau, Womenpower--An Underutilized Resource? (Washington, D.C.: Government Printing Office, 1968), p. 2.

34. Jeanne M. Holm, "Women and Future Manpower Needs," Defense Management Journal, Vol. VI (Winter 1970), p. 10.

now on active duty (Army--Director, WAC; Air Force--Director, WAF; Army Nurse Corps Director) are chiefly responsible for administering women's programs, despite the fact that a case can be made for not calling the Army Nurse Corps a women's program.³⁵

While the services continually point with pride to the ever-increasing number of jobs which have been opened to women, little mention is made of the fact that women are not assigned in accordance with the distribution of jobs open to them as shown in Table 9. More women continue to occupy positions in the administrative or clerical fields than in any other single field. For example, at the present time enlisted women are permitted to serve in 39 percent of the Army's positions, 24 percent of the Navy's, 35 percent of the Marine Corps', and 50 percent of the Air Force's. While the actual assignment pattern of enlisted women in each service does not reflect this situation, this may be due to other factors not directly related to utilization policies. Table 9 compares where enlisted women may serve with where they do serve. The same situation applies to officers.

The great concentration of military women in a few occupational fields raises the question of whether they are being used effectively. The fact that many military women show a growing tendency toward underutilization is an additional reason to give this question urgent attention.

35. As of January 1972, the Army Nurse Corps was composed of 3,542 female (77%) and 1,084 male (23%) nurses.

TABLE 9

COMPARISON OF OCCUPATIONS OPEN TO ENLISTED WOMEN
AND EXTENT TO WHICH WOMEN SERVE
(By DOD Code and Service)

MILITARY OCCUPATION	ARMY		NAVY		MARINE CORPS		AIR FORCE	
	Percent Open	Percent Assigned	Percent Open	Percent Assigned	Percent Open	Percent Assigned	Percent Open	Percent Assigned
0 Infantry, Gunners, and Seaman'ship Specialists*	0.5	0.2	1.7	2.2	0.5	0.0	0.6	0.1
1 Electronic Equipment Repairmen	10.4	0.3	30.9	4.0	13.5	5.0	0.7	0.0
2 Communications and Intelligence Specialists	13.6	2.0	8.1	6.3	10.1	3.2	11.1	4.6
3 Medical and Dental Specialists	13.6	37.8	19.2	26.5	1.1	0.0	20.3	17.9
4 Other Technical and Allied Specialists	21.3	1.4	9.9	4.6	0.5	2.3	14.8	3.5
5 Administrative Specialists and Clerks	26.2	61.0	25.7	56.2	46.3	84.5	33.3	71.2
6 Electrical-Mechanical Equipment Repairmen	0.5	0.4	2.9	0.0	2.2	0.5	3.0	0.0
7 Craftsmen	0.5	0.0	0.5	0.1	1.1	0.1	3.7	0.1
8 Service and Supply Handlors	0.6	1.5	0.5	0.1	7.9	4.0	5.3	2.6

* Includes drill instructors.

APPENDIX

TABLE A-1

COMMISSIONED OFFICER STRENGTH, WOMEN'S ARMY CORPS: 1948-1971

(June 30)	TOTAL	0-7+ (General)	0-6 (Colonel)	0-5 (Lt. Col.)	0-4 (Major)	0-3 (Captain)	0-2 (1st Lt.)	0-1 (2nd Lt.)
1948	641	-	1	2	37	298	268	35
1949	624	-	1	2	108	259	213	41
1950	686	-	1	10	146	252	146	131
1951	1,010	-	1	15	207	374	223	180
1952	1,171	-	1	28	241	340	323	238
1953	1,109	-	1	27	273	302	376	130
1954	964	-	1	37	258	290	297	81
1955	876	-	1	48	247	230	306	44
1956	847	-	1	52	219	265	236	74
1957	808	-	1	51	237	233	222	64
1958	740	-	1	50	241	229	165	54
1959	732	-	1	52	221	247	156	55
1960	735	-	1	54	216	238	172	54
1961	771	-	1	65	212	266	150	77
1962	780	-	1	78	244	272	121	63
1963	724	-	2	76	249	227	106	65
1964	739	-	1	77	242	230	111	78
1965	742	-	1	74	232	232	102	100
1966	757	-	2	76	241	231	103	104
1967	808	-	2	77	268	237	128	96
1968	866	-	2	87	274	232	140	121
1969	934	-	2	80	263	251	162	168
1970	1,029	-	10	84	229	267	203	232
1971	937	1	16	83	201	330	202	104

Source: DCSFTR 46 (1960-1971)
 CSCPA-332 (1953-1959)
 CSCAP-31 (1950-1952)
 Strength of the Army (1948-1949).

TABLE A-3

NAVY ENLISTED WOMEN BY PAY GRADE: 1943-1971

YEAR (June 30)	TOTAL	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1
1948	1,510	-	-	396	580	324	137	73	-	-
(31 Mar)										
1949	2,466	-	-	315	484	280	185	145	704	353
1950	2,611	-	-	248	395	176	213	832	664	83
1951	5,072	-	-	323	581	430	625	1,029	1,512	572
1952	7,078	-	-	295	524	423	754	2,030	2,353	699
1953	8,008	-	-	260	390	315	999	3,164	2,384	456
1954	7,024	-	-	243	372	341	882	3,443	1,494	249
1955	5,707	-	-	229	371	322	1,118	2,316	1,073	278
1956	5,214	-	-	233	370	549	1,501	1,443	846	270
1957	4,837	-	-	240	362	544	1,022	1,724	709	236
1958	4,551	-	-	237	345	486	742	1,461	880	400
1959	4,985	-	8	229	329	454	730	1,592	1,303	340
1960	5,360	2	12	230	333	407	776	1,865	1,262	473
1961	5,814	4	28	224	331	425	776	1,976	1,663	387
1962	5,847	8	37	245	322	411	1,007	1,638	1,581	598
1963	5,451	9	41	233	305	410	910	1,841	1,168	534
1964	4,863	7	36	191	254	356	685	1,709	1,188	435
1965	4,951	6	24	165	223	317	647	1,902	1,223	444
1966	5,140	5	25	161	228	362	1,028	1,847	946	538
1967	5,249	7	18	136	224	373	894	1,952	917	728
1968	5,370	8	21	127	262	475	662	1,786	1,207	622
1969	5,429	11	23	119	261	389	1,009	1,594	1,283	640
1970	5,366	13	21	104	253	356	932	1,847	1,302	538
1971	5,476	16	13	104	229	353	926	1,876	1,279	680

TABLE A-2

ENLISTED WOMEN BY PAY GRADE, WOMEN'S ARMY CORPS: 1948-1971

YEAR (June 30)	TOTAL	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1
1948	5,612	-	-	197	498	1,764	2,271	733	119	30
1949	4,298	-	-	126	359	986	741	194	834	1,058
1950	6,481	-	-	117	338	808	793	1,234	2,320	1,871
1951	10,883	-	-	228	583	1,312	1,928	2,898	1,944	1,990
1952	10,228	-	-	304	697	1,332	2,391	2,508	2,093	913
1953	8,680	-	-	345	754	1,406	1,989	2,294	1,892	
1954	6,787	-	-	338	805	1,358	1,511	1,020	1,755	
1955	7,716	-	-	315	786	1,398	1,033	1,059	3,125	
1956	7,770	-	-	305	731	1,271	1,135	1,440	2,888	
1957	7,156	-	-	312	742	1,159	1,480	1,648	1,815	
1958	7,074	-	-	318	729	1,076	1,408	1,612	1,931	
1959	7,837	-	5	309	725	1,161	1,425	1,868	2,344	
1960	8,279	1	33	286	708	1,193	1,513	2,305	1,226	1,014
1961	8,560	5	39	300	731	1,225	1,777	2,024	1,189	1,271
1962	3,721	8	48	395	808	1,255	1,805	2,139	1,290	973
1963	8,292	7	59	357	809	1,304	1,361	2,246	1,074	1,075
1964	7,958	8	61	304	740	1,154	1,371	2,569	929	822
1965	8,520	4	51	232	621	1,129	1,185	3,120	907	1,281
1966	9,179	8	69	309	685	1,265	2,082	2,614	839	1,308
1967	9,741	11	70	415	738	1,576	1,897	2,727	1,003	1,304
1968	10,711	12	77	422	743	1,749	2,152	3,005	1,057	1,494
1969	10,721	8	99	454	786	1,738	2,214	2,202	1,029	2,191
1970	11,176	17	106	473	792	1,750	2,265	2,910	1,455	1,708
1971	11,825	15	98	405	714	1,873	2,531	3,152	1,191	1,848

Source: DCSFPR 46 (1960-1971)
 USGPA-332 (1953-1959)
 CSCAP-31 (1950-1952)
 Strength of the Army (1948-1949)

T. HLE A-4

WOMEN MARINE OFFICERS BY RANK: 1949-1971

YEAR (June 30)	TOTAL	O-7 (General)	O-6 (Colonel)	O-5 (Lt. Col.)	O-4 (Major)	O-3 (Captain)	O-2 (1st Lt.)	O-1 (2nd Lt.)	Warrant Officers
1949	22	-	1	-	2	8	11	-	-
1950	26	-	1	2	3	12	1	7	-
1951	63	-	1	2	7	21	11	21	-
1952	115	-	1	1	12	29	27	45	-
1953	160	-	1	1	17	31	56	52	-
1954	163	-	1	3	20	43	30	64	2
1955	135	-	1	6	8	36	46	36	2
1956	113	-	1	6	7	32	46	17	2
1957	107	-	1	6	11	34	28	23	4
1958	115	-	1	8	8	29	39	25	4
1959	123	-	1	9	6	29	43	29	5
1960	123	-	1	8	9	23	49	25	6
1961	117	-	1	9	9	20	54	16	8
1962	121	-	1	9	13	23	54	25	8
1963	135	-	1	10	17	19	41	30	9
1964	128	-	1	10	17	20	48	21	10
1965	140	-	1	9	18	23	45	25	10
1966	153	-	1	9	19	26	60	26	11
1967	189	-	1	10	22	39	48	53	12
1968	225	-	4	10	24	67	48	53	16
1969	284	-	5	13	28	68	81	74	14
1970	299	-	3	13	25	63	111	68	15
1971	278	-	4	9	20	58	87	91	16

Table A-5

Air Force Female Commissioned Officers by Rank: 1960-1971

YEAR (June 30)	TOTAL	0-7+ (General)	0-6 (Colonel)	0-5 (Lt. Colonel)	0-4 (Major)	0-3 (Captain)	0-2 (1st Lieut.)	0-1 (2nd Lieut.)
1960	697	-	1	53	94	286	190	73
1961	658	-	1	52	87	256	193	69
1962	653	-	1	56	76	259	198	69
1963	706	-	1	49	72	294	137	153
1964	720	-	1	45	70	324	123	157
1965	709	-	1	32	122	253	167	134
1966	695	-	1	37	145	179	200	133
1967	762	-	1	33	153	253	138	184
1968	892	-	2	46	152	275	137	281
1969	1016	-	3	69	131	275	204	334
1970	1063	1	4	79	100	310	318	252
1971	1158	1	5	69	107	402	288	286

Table A-6

Air Force Female Enlisted Personnel by Pay Grade: 1960-1971

YEAR (June 30)	TOTAL	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1
1960	5651	1	14	176	294	629	566	1786	1726	459
1961	5296	3	22	172	282	553	697	1617	1790	160
1962	4822	7	24	186	266	557	755	1415	1305	307
1963	4804	9	33	183	257	532	704	981	1710	395
1964	4845	9	7	151	243	489	664	1171	1810	281
1965	4741									
1966	5050	6	17	118	214	497	758	1729	1513	292
1967	5188	5	17	121	241	473	1209	1143	1776	203
1968	6123	6	27	127	248	496	1170	2294	1362	393
1969	7407	6	31	151	265	569	1227	2808	1774	541
1970	8936	6	31	149	257	558	1912	3329	2080	614
1971	10093	7	32	135	234	767	2233	4033	2039	613

TAB C

**PROJECTIONS AND CHARACTERISTICS OF THE 17-25
YEAR OLD FEMALE LABOR FORCE FOR
1972-77.**

**Christopher Jehn
A. Slagle Allbritton**

(ENS) 1135-72

24 July 1972

SUMMARY

This memorandum contains projections and characteristics of the pool of women from which military recruits can be drawn over the next five years. It is Sub-Task #2 of a study proposal of the Central All-Volunteer Task Force, "Optimum Utilization of Military Women, FY 73-77," dated 5 May 1972.

The projections include conservative estimates of the number of women in the full-time labor force, 6.0 million in CY 1972 rising to 6.5 million in CY 1977, and the number of single women in the full-time labor force, 2.5 million in CY 1972 rising to 2.7 million in CY 1977. These women will be at least as well qualified as men with regard to mental ability and educational attainment. Since there is no sex discrimination in military pay as there is in civilian pay, military service should appear relatively more attractive to women than to men.

PROJECTIONS

The following tables present projections for the female labor force, aged 17-25 through CY 1977. This is the pool from which military women can be drawn. In all cases, the most conservative assumptions were made so that any estimation errors would result in an underestimate of this pool. More detail on the derivation of these tables is contained in Appendix A.

Table 1 lists Census Bureau projections for the total U.S. female population, aged 17-25, for the calendar years

TABLE 1
PROJECTION OF THE U.S. FEMALE POPULATION FOR
17 TO 25 YEAR OLDS
CY 1972-1977

(Thousands)

<u>Age</u>	<u>Year</u>					
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
17 Years	1980	2003	2032	2071	2076	2052
18	1954	1983	2005	2025	2074	2079
19	1906	1957	1986	2009	2088	2077
20	1846	1903	1961	1990	2013	2092
21	1839	1850	1913	1965	1994	2017
22	1760	1843	1854	1912	1970	1998
23	1771	1764	1848	1859	1922	1974
24	1759	1776	1769	1852	1863	1926
25	1870	1764	1780	1773	1856	1867
Total	16685	16849	17199	17522	17856	18062

Source: U.S. Bureau of the Census, Current Population Reports,
"Projections of the Population of the United States,
by Age and Sex: 1970 to 2020," Series P-25, No. 470,
November 1971, p. 19.

Also, see Appendix A.

1972 through 1977. These figures are the most accurate presented here and show a substantial population, ranging from 16.7 million women in CY 1972 to 18.1 million in 1977.

However, not all women in the appropriate age groups are potential military recruits. The most obvious exceptions are women enrolled in school and housewives. Consequently, table 2 presents projections for the full-time female labor force. These figures are based on Bureau of Labor Statistics estimates and show a full-time labor force ranging from 6.0 million women in CY 1972 to 6.5 million in 1977. (The BLS defines "full-time" workers as those persons who are currently working full-time plus those persons working part-time or unemployed who are seeking full-time work. Consequently, here and elsewhere, this is the interpretation that should be given to the concept of a full-time worker or labor force.)

The figures in tables 1 and 2 include both single and married women. Married women may be less inclined toward military service as well as less attractive to the Services. Therefore, tables 3 and 4 provide the same information as tables 1 and 2, but for single women only. Table 3, based on Census projections, shows a projected single female population ranging from 8.3 million women in CY 1972 to 8.9 million in 1977. Table 4, based on BLS and Census data, shows a full-time labor force of single women numbering 2.5 million in CY 1972, rising to 2.7 million in 1977.

TABLE 2
PROJECTION OF THE U.S. FEMALE LABOR FORCE,
FULL-TIME WORKERS
17 TO 25 YEARS OLD
1972-1977

(Thousands)

<u>Age</u>	<u>Year</u>					
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1975</u>	<u>1977</u>
17 Years	375	269	274	271	272	269
18-19	843	857	871	886	893	899
20-24	4195	4286	4374	4464	4555	4645
25	632	612	616	614	644	653
Total	5985	6023	6135	6235	6364	6466

Source: See Appendix A.

TABLE 3
PROJECTION OF THE U.S. FEMALE POPULATION FOR
SINGLE 17 TO 25 YEAR GLDS
1972-1977

(Thousands)

<u>Age</u>	<u>Year</u>					
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
17 Years	1649	1568	1734	1725	1729	1709
18-19	2977	3038	3077	3159	3205	3203
20-24	3333	3405	3486	3570	3632	3724
25	299	282	285	284	297	299
Total	8258	8393	8582	8738	8864	8935

Source: See Appendix A

TABLE 4
PROJECTION OF THE U.S. FEMALE, FULL-TIME LABOR FORCE
FOR SINGLE WOMEN, 17 TO 25 YEARS OLD
1972-1977

(Thousands)

<u>Age</u>	<u>Year</u>					
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
17 Years	229	224	228	226	227	224
18-19	550	561	572	583	589	595
20-24	1546	1579	1612	1645	1679	1712
25	104	98	99	98	103	104
Total	2529	2562	2611	2652	2698	2733

Source: See Appendix A

Before turning to the characteristics of this projected recruiting pool, further discussion of the likely direction of any errors in the data in tables 1 through 4 is appropriate. As noted earlier, these figures, especially in tables 2 through 4, are very likely underestimates. As detailed in the appendix A, wherever an interpolation, extrapolation, or assumption was needed to complete the tables, the most conservative approach possible was used.

The figures in tables 2 through 4 are underestimates in another sense as well. BLS projections of labor force participation are based on current behavior and reasonable expectations concerning future behavior of women, in terms of participation in the labor force. To the extent that the Services can favorably change either attitudes toward, or the attractiveness of military service, for women, they may induce participation in the labor force by some projected non-participants. This would make recruitment of women easier than is indicated by the figures presented above.

CHARACTERISTICS

While the figures in tables 1 through 4 are a good indication of the number of women available for military service, they say nothing about the characteristics of this group. With regard to mental groups and educational attainment, an appropriate working assumption is that women recruits will be as qualified

as their male counterparts, perhaps somewhat better qualified. Men and women of high school and college age score roughly the same on examinations similar to the Armed Forces Qualification Test, but women do somewhat better on verbal sections while men tend to score higher on mathematics sections.

In terms of educational attainment, women are likely to be better qualified than men although the difference is probably not significant. As of March 1971, median years of school completed for women (18 years and older) in the labor force was 12.5 years, while the figure for men was 12.4. For individuals not in the labor force, the comparable figures are 12.1 years for women and 9.9 for men. Among persons in the labor force, women are more likely to have completed at least four years of high school (71.9% versus 64.6% for men). Men, however, are likelier to be college graduates, but this is probably of limited importance for recruiting enlisted personnel, since persons with a college education will tend to find an enlisted career less rewarding than civilian opportunities.^{1/}

Although their qualifications are similar, women should find military pay scales more attractive than males do. As the figures in table 5 indicate, there is a significant difference between the earnings of full-time male and female participants

1/Manpower Report of the President, March, 1971, pp. 203-5.

TABLE 5
TOTAL MONEY INCOME IN 1969, FULL-TIME WORKERS
20-24 YEARS OLD, BY SEX

	<u>Male</u>	<u>Female</u>
Median Income	\$6,169	\$4,648
Mean Income	6,164	4,594

Source: U.S. Bureau of the Census, Current Population Reports,
"Characteristics of American Youth, 1970," Series P-23,
No. 34, Feb. 1, 1971

in the labor force, aged 20 to 24. This difference is likely to persist for some time. Since male and female military pay scales are identical, a military career should appear more rewarding, financially, to a female than to a male, relative to their respective civilian opportunities.

CONCLUSIONS

The information above suggests a large pool on which the military can draw for female recruits. These women ought to be at least as well qualified as male recruits and are likely to find military pay scales relatively more attractive than males do.

APPENDIX A

This appendix presents detail on the derivation of tables 1 through 4.

Table 1 is the most accurate of the four. Since the individuals counted are already alive, predicting their numbers through the next five years involves merely adjusting for mortality and immigration. In both instances, these numbers are small and easily predicted.

Table 2 was derived starting with a projection for total female labor force (full and part-time) shown in Table A-1. The 1975 figures were taken from BLS, "Special Labor Report No. 119", p. 4. Other years are based on a linear interpolation using the 1975 figures, 1980 figures from the same source, and actual data for 1970 and 1971 taken from the Manpower Report of the President, March 1972, p. 158. BLS age cohorts were 16-17, 18-19, 20-24, and 25-34 year-olds; thus estimates for 17 and 25 year olds had to be made. This was done by assuming that the proportion of 17 year-olds in the 16-17 year-old labor force was the same as the proportion of 17 year-olds in the 16-17 year-old total population, and the proportion of 25 year-olds in the 25-34 year-old labor force was the same as the proportion of 25 year-olds in the 25-34 year-old total population. This underestimates the 17 year-old labor force and probably the 25 year-old labor force as well.

TABLE A-1
 PROJECTIONS OF THE TOTAL U.S. FEMALE LABOR FORCE
 (FULL AND PART-TIME) FOR 17 TO 25 YEAR OLDS
 1972-1977

(Thousands)

<u>Age</u>	<u>Year</u>					
	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
17 years	650	637	647	640	644	637
18-19	1994	2027	2061	2095	2111	2127
20-24	5111	5220	5329	5438	5549	5659
25	839	788	793	790	829	841
Total	8594	8672	8830	8963	9133	9264

Source: See appendix A.

The figures in table A-1, multiplied by full-time participation rates, yield the figures presented in table 2. Full-time participation rates were taken from U.S. Bureau of Labor Statistics, Employment and Earnings, Vol. 18, Nos. 7-10. The participation rates are averages of the first 4 months of 1972. These probably err on the low side for 2 reasons. First, participation rates for the first four months are typically lower than the average for the entire year. Second, full-time participation rates have been rising over time, so using 1972 figures is likely to understate participation rates for later years. The participation rates used for 17-19 year-olds was the 16-19 rate which is certainly an understatement. The rate used for 25 year-olds was the BLS rate for the 25-54 age group which produces an error of unknown sign and magnitude.

In short, the figures in table 2 are underestimates for the 17-19 year-olds and almost certainly underestimates for the 20-25 year-olds as well. These errors, of course, are carried through to table 4, where the figures from table 2 are used again.

Table 3 was derived by multiplying the figures in table 1 by the percentage of single women in each age group in 1971. The percentage of single women for 1971 was taken from U.S. Bureau of the Census, Current Population Reports - Population Characteristics, "Marital Status and Living Arrangements," Series P-20, No. 225, March, 1971. This technique probably

understates the number of single women, especially in the later year, since the percentage single in these age groups has been steadily rising in recent years. The number of single 17 year-olds is further underestimated because the percentage of 17 year-olds who are single is unavailable so the figure for 16 year-olds was used.

Table 4 was derived by multiplying the figures in table 2 by the percentage of single women in each age group. This percentage was taken from the Census report cited immediately above. Note that this procedure assumes that the proportion of single women in the full-time labor force is the same as the proportion of single women in the total labor force. This probably produces an underestimate. Coupled with the fact that the figures in table 2 err on the low side and our projected percentages of single women are almost surely too low, the figures in table 4 are also almost certainly underestimates.

TAB D

DEPARTMENT OF DEFENSE HUMAN GOALS



DEPARTMENT OF DEFENSE

HUMAN GOALS

Our Nation was founded on the principle that the individual has infinite dignity and worth. The Department of Defense, which exists to keep the Nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the Serviceman, the Servicewoman, and the Civilian Employee, recognizing their individual needs, aspirations, and capabilities.

The defense of the Nation requires a well-trained force, Military and Civilian, Regular and Reserve. To provide such a force we must increase the attractiveness of a career in Defense so that the Service member and the Civilian employee will feel the highest pride in themselves and their work, in the uniform and the military profession.

THE ATTAINMENT OF THESE GOALS REQUIRES THAT WE STRIVE—

To attract to the Defense service people with ability, dedication, and capacity for growth:

the Department of Defense to full compliance with the policy of equal employment opportunity:

To provide opportunity for everyone, Military and Civilian, to rise to as high a level of responsibility as possible, dependent only on individual talent and diligence:

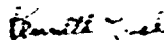
To help each Service member in leaving the Service to readjust to civilian life, and

To make Military and Civilian service in the Department of Defense a model of equal opportunity for all regardless of race, sex, creed, or national origin, and to hold those who do business with

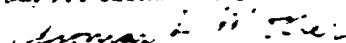
To contribute to the improvement of our Society, including its disadvantaged members, by greater utilization of our human and physical resources while maintaining full effectiveness in the performance of our primary mission.



SECRETARY OF DEFENSE



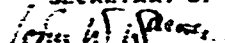
DEPUTY SECRETARY OF DEFENSE



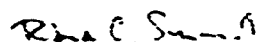
CHAIRMAN, JOINT CHIEFS OF STAFF



SECRETARY OF THE ARMY



SECRETARY OF THE NAVY



SECRETARY OF THE AIR FORCE



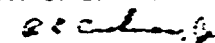
CHIEF OF STAFF, U.S. ARMY



CHIEF OF NAVAL OPERATIONS



CHIEF OF STAFF, U.S. AIR FORCE



COMMANDANT U.S. MARINE CORPS

TAB E

A STUDY OF ATTITUDES
TOWARD ENLISTMENT IN
THE WOMEN'S ARMY CORPS

March 1972

Consumer Research Dept.
N. W. Ayer & Son, Inc.

Objectives:

- To determine levels of awareness, familiarity and interest in women's military service, particularly with respect to the Women's Army Corps
- To determine the perceptions of and attitudes toward the Women's Army Corps, in terms of . . .
 - advantages and disadvantages of membership
 - the role and image of individual members
 - the financial, personal and psychological benefits and restraints
- To determine principal motives and barriers to interest in joining the Women's Army Corps

E1

Method:

- Focus Group Interviews

.single working girls, 18 to 24 years of age

.high school seniors

.junior college students

- National Study of Young Women - Personal Interviews

.720 young women

.23 locations throughout the U.S.

.large and small urban areas

.rural areas

- Interviews With New Enlistees

.AFEES - 7 cities

Summary of
Findings

E-3

114

Specific Plans After Finishing School

	This Percent of:		
	High School Students	Junior College Students	Total Students
Said they had these plans after finishing school:			
Marriage	$\frac{7}{9}$	$\frac{7}{10}$	$\frac{7}{9}$
More school	55	25	38
Teacher	12	24	18
Secretarial/clerical	13	17	14
Nursing/medical work	15	17	15
Dentistry/dental technician	3	3	3
Social work/Peace Corps	4	8	6
Professional (law/engineering)	2	3	3
Stewardess	1	3	2
Beautician	3	1	2
Journalism	2	2	2
Interior decorator	2	1	1
Other occupations	8	11	10
Full time job, don't know what kind	4	6	5
Travel/leisure	4	10	7
Don't know plans/have no plans	4	5	5
(Number of Students)	(238)	(255)	(493)

E-4

General Values Sought in a Job

This Percent of the Respondents:

<u>Said they are looking for these things in a job:</u>	<u>%</u>
Starting pay/salary level	45
Informal, friendly work environment	24
Interesting, diversified job	14
Regular working hours	17
Place to make social contacts/ meet people	16
Doing useful things for society	7
Chance to be creative, express self	7
Opportunity to work with children	7
Self satisfaction/personal satisfaction	5
Opportunity for advancement	6
Opportunity for learning	4
Opportunity to come and go as I please	2
Social work	3
Challenging job/responsibility	4
Convenient location	4
Good benefits (retirement, medical plan, etc.)	8
Sufficient vacation/paid vacation	3
Job security	3
Opportunity for excitement/adventure	1
Opportunity for travel	2
All other	7
(Number of Respondents)	(720)

Familiarity

		<u>Percent of Respondents in Groups Shown Who:</u>	
		<u>Are "very familiar"</u> <u>with women's</u> <u>military service</u>	<u>Have given</u> <u>subject a "great</u> <u>deal" of thought</u>
		<u>%</u>	<u>%</u>
<u>Total sample:</u>	(720)	<u>2</u>	<u>5</u>
<u>By occupation</u>			
Working girls	(226)	4	9
Junior college students	(256)	2	2
High school seniors	(238)	1	6
<u>By race</u>			
White respondents	(628)	2	6
Black respondents	(84)	2	2
<u>By location</u>			
Large cities	(524)	2	5
Smaller cities	(130)	4	5
Rural areas	(66)	4	8

Knowledge of WAC Duties
(Perceived)

<u>Percent who said members of the WAC perform these duties:</u>	<u>%</u>
Clerical/secretarial/office work	68
Nursing/medical/dental	67
Kitchen work/food planning	9
Entertainment/USO/public relations	5
Teaching	5
Technician	3
Social work	2
Communications	2
Data processing work/computers	2
Recruiting	1
Mechanics	1
Officers	3
Can choose own career/select work	1
Marching, drilling	2
Menial or boring jobs	4
All other	11
Don't know	13

Source of Information

	This Percent of:			
	<u>All</u> <u>Respondents</u>	<u>Working</u> <u>Girls</u>	<u>Jr. College</u> <u>Students</u>	<u>High School</u> <u>Students</u>
Said their information about the WAC came from:	<u>2</u>	<u>2</u>	<u>7</u>	<u>7</u>
Heard from other people	42	47	41	38
TV/radio advertising	20	14	20	26
School guidance counselor	12	12	10	16
Pamphlets in mail	8	9	11	2
Magazine advertising	7	6	7	8
Advertising (unspecified)	5	6	5	4
Movies about WAC	6	5	5	8
Brochures/booklets	6	5	6	6
Enlistment/recruiting center	5	8	4	4
Posters	3	3	2	4
All other	3	2	1	7
Have no information	18	16	20	19
(Number of Respondents)	(710)	(226)	(256)	(238)

OVERALL ATTITUDE TOWARD
WOMEN'S MILITARY SERVICE
FOR YOUNG GIRLS IN GENERAL,
AND FOR THEMSELVES

	This Percent of the Respondents In Reference To:	
	<u>"Young Girls Like Themselves"</u>	<u>They, Themselves</u>
<u>Said their attitude toward military service women was:</u>	<u>7</u>	<u>7</u>
Very favorable	6	4
Somewhat favorable	27	13
Neither favorable nor unfavorable	28	18
Somewhat unfavorable	14	18
Very unfavorable	25	47
(Number of Respondents)	(720)	(720)

REASONS FOR OVERALL INTEREST LEVEL

IN WOMEN'S MILITARY SERVICE

Give these reasons:	This Percent of the Respondents Whose Interest in Women's Military Service Was Classified as:	
	High	Low
Travel	33	7
Learn skills/career development	21	-
Opportunity to meet people	16	-
Chance to mature	10	-
Job security	7	-
Unique/exciting/interesting	7	-
Had previously considered joining	6	-
Opportunity to serve country	3	-
Better than present job/sounds like worth-while, satisfying job	3	-
Independence/get away from home	2	-
All other positive reasons	10	-
Accustomed to my freedom/military too restrictive	-	31
Have other plans	-	18
Generally unappealing to me	-	17
Dislike military/do not believe in it	-	16
Unfeminine	-	6
Dislike having to leave home	-	5
Don't want to be committed	-	5
Boring, monotonous life	-	2
Dislike travel	-	2
Bad reputation	-	2
Must wear uniforms	-	1
No opportunity to be an individual	-	-
Don't know much about/never thought about it	-	-
All other negative reasons	-	5
(Number of Respondents)	(122)	(472)

ADVANTAGES OF WOMEN'S MILITARY SERVICE

	This Percent of the Respondents:		
	Total Sample	Military Service Interest Level	
		High	Low
Said the advantages of women's military service are:	7	7	7
Opportunity to travel	64	66	63
Learn job skills	30	38	26
Make social contact/meet people	32	44	28
Job security	21	21	21
Free schooling/education	11	17	9
Become independent	12	19	10
Meet men	15	12	16
Develop as a person/mature	12	19	10
Starting pay is good/good pay	8	11	6
Make contribution to society	7	7	7
Opportunity for advancement	6	7	6
Good medical/dental program	6	7	7
Opportunity to serve country	8	12	7
Teach discipline	4	3	4
Retirement benefits	3	7	3
Free room, board	3	4	3
No clothing problem	2	3	2
PX/commissary privileges	1	1	1
Serve in respected organization	1	1	1
All other	7	14	5
None	3	1	4
(Number of Respondents)	(725)	(122)	(472)

DISADVANTAGES OF WOMEN'S MILITARY SERVICE

	This Percent of the Respondents:		
	Total	Military Service	
	Sample	Interest Level	
		High	Low
<u>Said the disadvantages of women's military service are:</u>	<u>%</u>	<u>%</u>	<u>%</u>
Too strict, regimented	38	31	42
Loss of independence, freedom	24	24	25
Must be away from home	14	17	13
Must make long commitment/enlistment period too long	13	13	12
Hard to get out	10	14	8
Must wear uniforms	13	12	14
Dress/hair regulations	2	4	2
Curfew/bed check/reveille	4	3	5
Bad reputation	7	7	6
Unfeminine	10	2	14
Must go places prefer not to	7	5	7
Poor salary/pay	6	7	6
Undesirable living quarters	4	2	5
Lack of privacy	3	-	4
Associate with low class of people	2	3	3
Not get home often	5	5	5
Not want to be part of military	6	1	9
Job limitations	3	3	3
Too much travel	3	2	3
Work too hard	2	5	1
Impersonal	1	1	2
All other	8	9	8
None/no disadvantages	4	5	3
(Number of Respondents)	(720)	(122)	(472)

ATTITUDE TOWARD ENLISTING IN WAC

	This Percent of the Respondents:		
	Total Sample	Military Service Interest Level	
		High	Low
<u>Said they felt this way about enlisting in the WAC:</u>	<u>7</u>	<u>5</u>	<u>7</u>
Very favorable	2	10	-
Somewhat favorable	11	40	3
Neither favorable nor unfavorable	17	24	6
Somewhat unfavorable	18	15	19
Very unfavorable	52	12	72
(Number of Respondents)	(720)	(122)	(472)

RANK ORDER OF PREFERENCE
AMONG FOUR WOMEN'S MILITARY SERVICES

This Percent of the Respondents Said
That If It Were Necessary to Select
A Women's Military Service, Their:

	<u>First Choice</u>	<u>Second Choice</u>	<u>Third Choice</u>	<u>Last Choice</u>
<u>Would be:</u>				
Women's Army	17	20	27	32
Women's Navy	37	29	19	11
Women's Air Force	34	30	20	12
Women's Marines	9	17	29	41
No Response	3	4	5	4

(Number of Respondents)

(720)

RANK ORDER OF PREFERENCE FOR WAC,
FOR SELECTED SAMPLE GROUPS

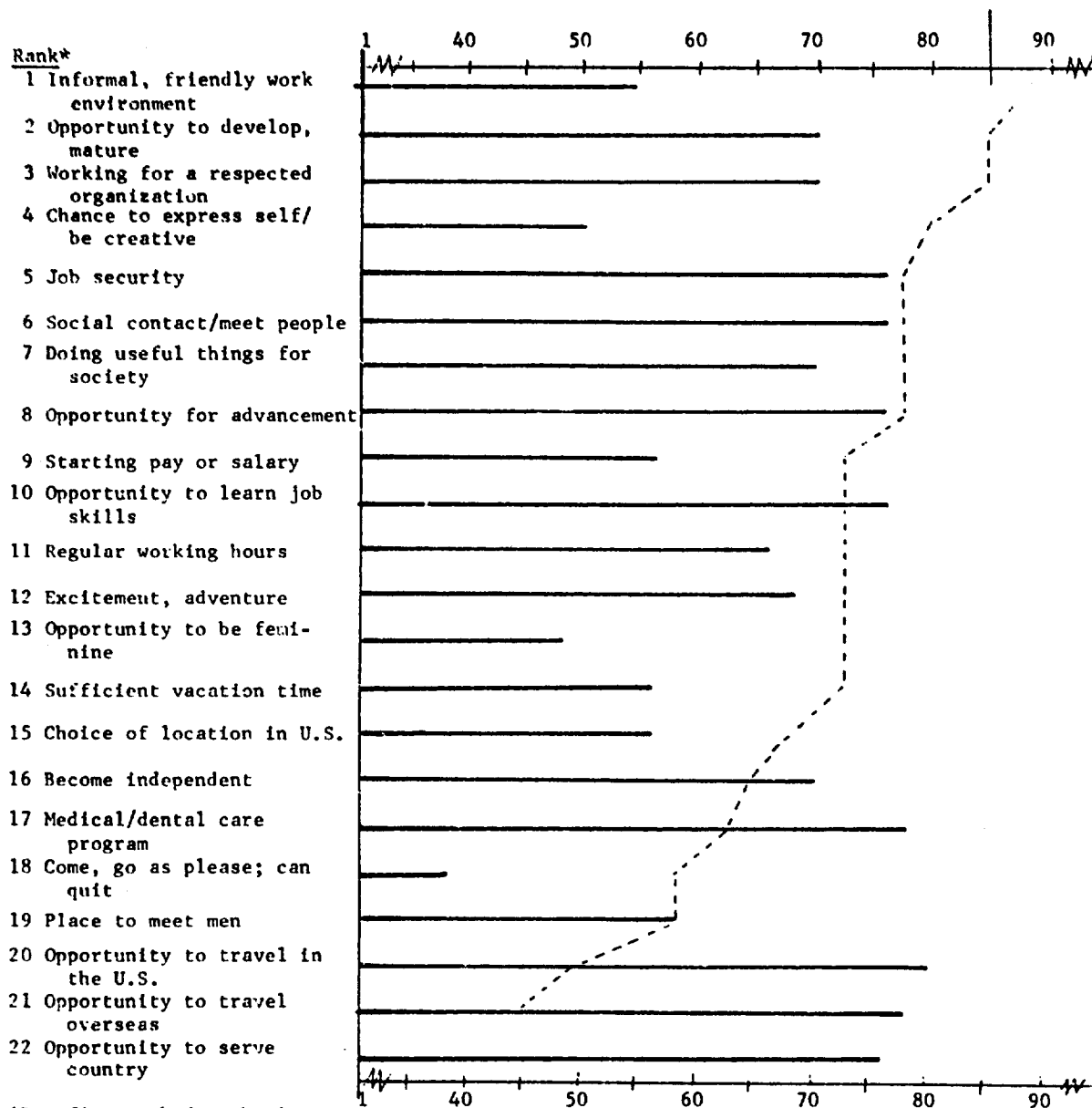
	<u>This Percent of the Respondents in These Groups:</u>				
	<u>Total Sample</u>	<u>Race</u>		<u>Military Service Interest Level</u>	
		<u>White</u>	<u>Black</u>	<u>High</u>	<u>Low</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
<u>Said Wac would rank in this way (compared to other Services)</u>					
First choice	17	16	24	25	16
Second choice	20	20	19	25	17
Third choice	27	28	16	21	28
Last choice	32	32	38	30	34
(Number of Respondents)	(720)	(628)	(24)	(122)	(472)

REASONS FOR FIRST CHOICE OF

WOMEN'S MILITARY SERVICE

This Percent of the Respondents Who
Picked These Branches of the Military:

	<u>ARMY</u>	<u>NAVY</u>	<u>AIR FORCE</u>	<u>MARINES</u>
<u>Gave these reasons for their first choice:</u>	<u>1</u>	<u>1</u>	<u>2</u>	<u>1</u>
Have relative/friend in particular branch	28	25	22	27
Most popular/exciting organization	27	12	29	24
Prefer land	19	-	-	3
Career training	6	3	4	3
Chance to travel	5	9	10	3
Cleaner life/best treatment	4	6	1	3
Not as dangerous	3	7	2	-
Sounds good/heard about it	3	5	3	10
Better conditions/food/living quarters	3	1	1	-
Prefer uniform	2	8	3	11
Oldest organization	2	-	0	-
Prefer water/ship	-	31	-	-
Want to learn how to fly/ want to fly	-	-	37	-
Less rigid	-	6	6	3
More prestige	-	-	2	6
All other	13	7	10	10
Don't know	9	6	3	11
(Number of Respondents)	(122)	(266)	(242)	(63)



*Benefits ranked on basis of mean importance as a general job benefit.

Legend: Importance rating (indexed) for general job benefits
 — Satisfaction rating (indexed) for WAC

E-17

SUMMARY OF "NEW BENEFITS"

WITH GREATEST APPEAL

	Average Rating of Importance (Max. = 4.0)	Percent Selecting as FIRST, SECOND or THIRD CHOICE
		<u>7</u>
More freedom outside of normal duty hours	2.8	28
Fewer regulations/less strict control of daily life	2.7	26
Choice of work assignment for which qualified	2.8	24
Three month "trial period" before 3 year commitment	2.8	22
Guaranteed geographic assignment in U.S.	2.6	28
Increased starting pay	2.6	28
More privacy in barracks or living quarters	2.7	24
Treat WAC like an individual	2.8	17

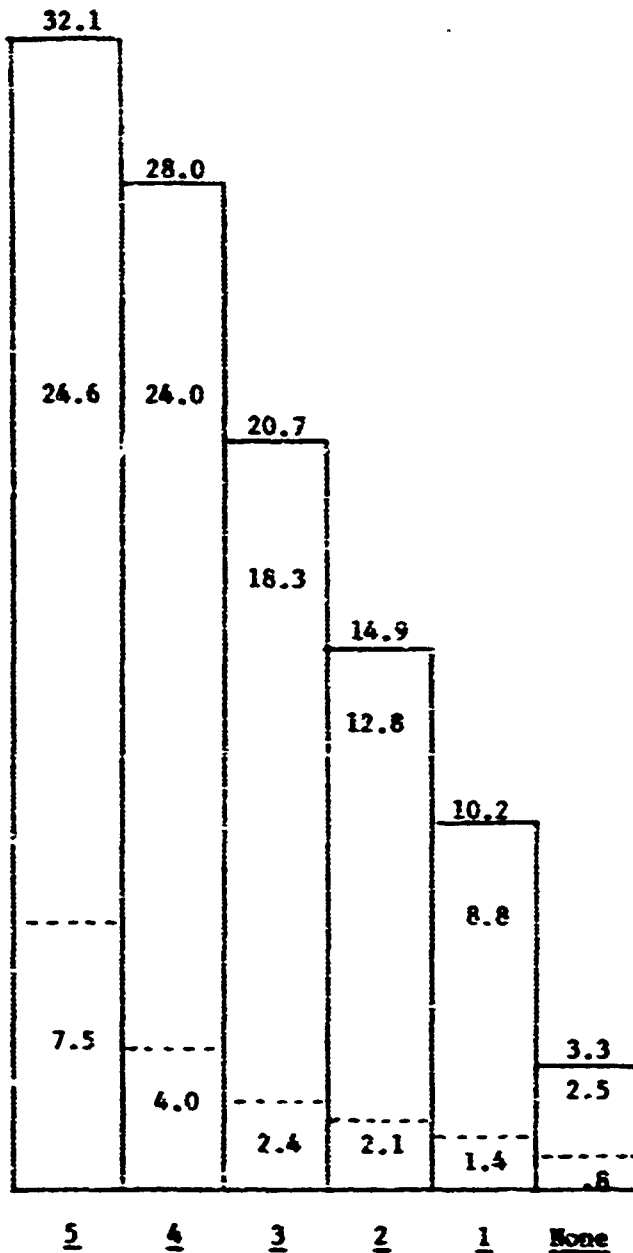
LIKELIHOOD OF JOINING THE WAC,

BASED ON NUMBER OF PROPOSED BENEFITS

Total,
Positive
Interest

Probably
Would
Join

Definitely
Would
Join



Assumed Number of Proposed Benefits



Current
Situation

THINGS THE WAC MIGHT DO TO MAKE CORPS MORE

ATTRACTIVE TO YOUNG WOMEN GENERALLY,

AND TO RESPONDENT PERSONALLY

Said the WAC should offer these things, to make the corps more appealing:	This Percent of the Respondents In Reference to:	
	Young Women Generally	Themselves
	<u>7</u>	<u>7</u>
Higher pay/better salary	24	26
Fewer rules, regulations/greater freedom	18	14
Individualism, go as you please	6	5
Shorter enlistment/no enlistment	9	8
Travel/overseas duty	16	13
Choice of duty station	8	10
Training/educational benefits/college credits	12	15
Career preparation for civilian life	5	7
More opportunity/better jobs	9	10
Choice of job or area of work	6	9
Better uniforms/no uniforms	10	6
Better living quarters	5	4
More privacy	2	2
Better social life/easy to meet men	6	5
More feminine	4	2
More liberal hair styles	1	1
Glamour/excitement	3	3
Better image	3	1
More time at home/more vacation time	6	6
Job security	3	2
Health benefits/other benefits	4	4
Demilitarize army/end the draft	2	2
Should advertise more/provide more information	7	2
All other	8	10
Nothing to be done (wouldn't be appealing under any circumstances)	4	19
Don't know	12	3
(Number of Respondents)	(720)	(720)

TAB F

DISTRIBUTION OF TRAINING SPACES FOR WOMEN

(FY 1973)

TABLE I
DISTRIBUTION OF TRAINING SPACES FOR WOMEN (FY 1973)^{1/}
 (Percent)

DOD Occupational Group	Army	Navy	Air Force
0 Infantry, Gun Crews & Seamanship Specialists	0.0	1.9	0.0
1 Electronic Equipment Repairmen	0.5	8.4	9.0
2 Communications & Intelligence Specialists	4.8	17.0	6.9
3 Medical & Dental Specialists	18.9	25.8	20.0
4 Other Technical & Allied Specialists	0.7	4.1	2.5
5 Administrative Specialists & Clerks	64.1	22.8	50.7
6 Electrical/Mechanical	0.5	10.4	3.3
7 Craftsmen	0.2	2.2	1.2
8 Service & Supply Handlers	10.3	7.4	6.4
TOTAL	100.0	100.0	100.0

^{1/} No change in Marine Corps training plan from FY 1972.

TAB G

DACOWITS 1972 FALL MEETING
NOVEMBER 12-16, 1972
COLORADO SPRINGS, COLORADO

THE EFFECT OF THE EQUAL RIGHTS AMENDMENT
ON
WOMEN IN THE MILITARY

Speech by: Mrs. Carole L. Frings, Office of the General
Counsel, Office of the Secretary of Defense

I. Introduction

Mrs. Stacy, General Benade, Members of JACOWITS, and women of the military. As a starting point for my topic today, I'd like to read to you from a court decision once written by Justice Brandeis, one of the most eminent and respected Justices ever to sit on the United States Supreme Court. Here is what he had to say on the role of women in society.

"That woman's physical structure and the performance of material functions place her at a disadvantage in the struggle for subsistence is obvious. This is especially true when the burdens of motherhood are upon her. Even when they are not, by abundant testimony of the medical fraternity, continuance for a long time on her feet at work, repeating this from day to day, tends to injurious effects upon the body, and as healthy mothers are essential to vigorous offspring, the physical well-being of woman becomes an object of public interest and care in order to preserve the strength and vigor of the race.

"Still again, history discloses the fact that woman has always been dependent upon man. He established his control at the outset by superior physical strength, and this control in various forms, with diminishing intensity, has continued to the present. As minors, though not to the same extent, she has been looked upon in the courts as needing especial care that her rights may be preserved. Education was long denied her, and while now the doors of the school room are opened and her opportunities for acquiring knowledge are great, yet even with that and the consequent increase of capacity for business affairs it is still true that in the struggle for subsistence she is not an equal competitor with her brother."

What I have just read to you may sound shocking in this day and age, with all its male supremacist assumptions that woman's primary role is to produce vigorous offspring for the preservation of the race, and with its assumptions that woman is obviously inferior to and weaker than man. In fact, if any man today made such a statement, he would immediately be

branded by certain women's libbers as a "male chauvinist pig" of the worst order.

That statement is part of a court opinion written by Justice Brandeis in 1908. The case was Fuller v. Oregon, in which the Supreme Court upheld an Oregon law forbidding women to work in a factory or laundry any longer than 10 hours a day, while no such restriction was placed on men. The part I read to you was part of Justice Brandeis's rationale for why such a law protecting women was necessary and constitutional.

I quoted that opinion in order to give you an idea of just how radically the legal thinking on women's rights has changed in the past 60 years or so, and also to give you a historical perspective from which to study the impact of the new Equal Rights Amendment.

I'd like to start out by giving you the historical background on related Constitutional Amendments and on the court cases dealing with sex discrimination, so that you can see why Congress felt that a special Constitutional Amendment to give women equal rights was necessary.

II. Historical Background of the Equal Rights Amendment

A. History of Related Constitutional Amendments

The attempt to obtain equal rights for women dates far back into our history, and yet it is only in recent times that women have begun to achieve their objectives of equality in the areas of civic rights, employment opportunities, and legal rights in general.

For example, although this country is nearly 200 years old, women have had the right to vote for only 52 years.

It wasn't until 1848 that women first actually organized to try to achieve equality under the law. This was known as the Seneca Falls Convention.

In the 1860's and 1870's, when the 14th and 15th Amendments were being proposed to the Constitution, to give blacks the right to vote and equal protection under the laws, thousands of women sent petitions to Congress asking to be included. They were told, "No. This is the Negro's hour, you must wait. . . .", and it was a long wait indeed. It was 50 years before the 19th Amendment was finally passed and ratified in 1920, giving women the right to vote.

However, that Amendment only gave the right to vote and did not grant women any other type of equality under the law. The courts have continuously refused to extend the privileges or guarantees of the 14th Amendment to cover discrimination by sex. The 14th Amendment is the one that forbids the States to deny equal protection of the laws to any person. The 14th Amendment was ratified shortly after the Civil War and was designed to protect the emancipated slave. Its framers did not intend to include women within its protections. The standard under the 14th Amendment has always been that a State may classify persons into groups which are treated differently, as long as those classifications are not unreasonable.

Classification based solely on race have consistently been held to be unreasonable and therefore in violation of the 14th Amendment.

But since the 14th Amendment was passed in 1868, the Supreme Court in a long line of cases, has refused to extend the equal protection clause of the 14th Amendment to women as a class. For example, in the 1908 case of Muller v. Oregon, 208 U.S. 412 (1908), which I have already alluded to, the U.S. Supreme Court held that a State law regulating the number of hours a female may labor, while not so restricting males, did not violate the equal protection clause of the 14th Amendment. Although this decision was intended for the benefit of women, it did allow the States to treat women differently under the law as a separate class, and thereby did not grant equal protection of the laws to women as a group.

In a more recent example, a 1961 case, the U.S. Supreme Court in Hoyt v. Florida, 368 U.S. 57 (1961), held that a State jury selection law differentiating between men and women solely on the basis of sex was based on a classification which was "reasonable" under the equal protection requirement of the 14th Amendment. The statute gave women an absolute exemption from jury duty based solely on their sex, whereas there was no such exemption for men. The court held that such a statute was constitutional.

The basic holding of this line of cases before the U.S. Supreme Court is that sex alone is a valid basis in most situations for classification of women into a separate class to be treated differently, and the result is

that the Supreme Court has not extended to women as a class the equal protection due "to any person" under the 14th Amendment.

There are only a few exceptions to this line of Supreme Court cases. One is the case of Reed v. Reed, 40 U.S.L.W. 4013 (1971), in which the U.S. Supreme Court, relying on the equal protection clause of the 14th Amendment, did strike down an Idaho law arbitrarily requiring that men be preferred over equally qualified women in the appointment of estate administrators. But the Court did not overrule such cases as Muller and Hoyt, and the Court did not hold that sex discrimination per se is unreasonable under the 14th Amendment. Instead, the Court left the burden on every woman plaintiff to prove that governmental action perpetuating sex discrimination in her particular case is "unreasonable."

The point of all this case history is to explain why the Equal Rights Amendment to the Constitution is considered necessary. Since the Supreme Court has generally refused to apply the 14th Amendment to women, and since that is the only existing Amendment to the Constitution which would ban discrimination of the laws solely on the basis of sex, Congress deemed it necessary to pass a special Amendment to the Constitution solely to prevent discrimination in the laws on the basis of sex.

B. History of the Equal Rights Amendment

Now that you've seen why a special Equal Rights Amendment was considered necessary, I'd like to give you a brief history of that Amendment.

In 1923 the first Equal Rights Amendment was introduced in Congress by Senator Charles Curtis and Representative Daniel Anthony, both from Kansas. Similar resolutions have been introduced in every single Congress since then. During the years 1924 and 1925, the Senate Judiciary Subcommittee favorably reported the proposal to the full committee three different times.

In May, 1943, the Amendment was reported to the Senate with amendments.

In 1946, the Senate considered the Amendment and defeated it by a vote of 35 to 23. The Senate has approved the Equal Rights Amendment on two occasions, in 1950, by a vote of 63 to 19, and in 1953, by a vote of 73 to 11.

In the House, in 1945, after public hearings, the House Judiciary Committee favorably reported the Amendment to the House for the first time, but no other action was taken. The Judiciary Committee again held public hearings in 1948, but no further action followed.

Then finally, this year, the Equal Rights Amendment was passed by Congress on March 22, 1972, almost 50 years after it was first introduced.

III. The Equal Rights Amendment Itself

The Amendment must now be ratified by 3/4th of the States within seven years. So far, 21 States have ratified it. A total of 38 States must ratify it before it becomes law.

Once it is ratified by the States, there is a two year waiting period before the Amendment takes effect.

There has been much confusion over what this Amendment actually says, so I'd like to read it to you:

"Equality of rights under the law shall not be abridged by the United States or by any State, on account of sex."

So you see, this Amendment grants equal rights to men as well as women, and its purpose is to prevent discrimination solely on the basis of sex.

IV. Possible Effects of the Equal Rights Amendment on Women in the Armed Forces

A. Speculative Nature of this Topic

I would like to emphasize at the outset that any conclusions made at this point about the effects of the Equal Rights Amendment on women in the military are extremely tenuous and speculative in nature. The reasons for this are twofold: (1) there is tremendous controversy among legal experts as to what the effects of the Amendment will be; and (2) a great many of the issues created by the Amendment will have to be resolved by the courts, and it is impossible to predict how the courts will handle this entirely new area of the law.

So while I am discussing with you the possible impact of the Equal Rights Amendment on women in the military, please keep in mind that everything I say is in fact only speculation, and that either Congress or the

courts may take an entirely different view of the matter on any particular issue. However, I will try to focus on what the most likely results will be, based on what prominent authorities in this field have said.

B. Policies of the Services Which May Be Affected by the Equal Rights Amendment

1. The Draft

One of the most controversial issues created by the Amendment is the question of whether women will be required to be drafted along with men. At present the Military Selective Service Act specifically applies only to male persons. The general consensus of most authorities and of the Congress on this issue is that women will be subject to the draft.

The Senate Report on the Amendment stated that:

"It seems likely . . . that the ERA will require Congress to treat men and women equally with respect to the draft. This means that, if there is a draft at all, both men and women who meet the physical and other requirements, and who are not exempt or deferred by law, will be subject to conscription. . .

"Of course, the ERA will not require that all women serve in the military any more than all men are now required to serve. Those women who are physically or mentally unqualified, or who are conscientious objectors, or who are exempt because of their responsibilities (e.g., certain public officials; or those with dependents) will not have to serve, just as men who are unqualified or exempt do not serve today. Thus the fear that mothers will be conscripted from their children into military service if the Equal Rights Amendment is ratified is totally and completely unfounded. Congress will retain ample power to create legitimate sex-neutral exemptions from compulsory service. For example, Congress might well

decide to exempt all parents of children under 18 from the draft."

During the House Judiciary Committee hearings on the Amendment in April of 1971, Mr. William H. Rehnquist, who was then the Assistant Attorney General of the United States, and who is now a United States Supreme Court Justice, was asked to provide the Committee with a legal opinion on the probable effects of the Amendment on various matters, including the military draft. Mr. Rehnquist did prepare such an opinion for the Committee and in it he states as the legal opinion of the Department of Justice the following:

"The question here is whether Congress would be required either to draft both men and women or to draft no one. A closely related question is whether Congress must permit women to volunteer on an equal basis for all sorts of military service, including combat duty. We believe that the likely result of passage of the equal rights amendment is to require both of those results. As has been pointed out by many of the amendment's supporters, that would not require or permit women any more than men to undertake duties for which they are physically unqualified under some generally applied standard. . . ."

In any event, this entire question may soon be moot since President Nixon has stated his intention not to ask for an extension of his induction authority after June 30, 1973. This would mean that no one, neither men nor women, would be subject to the draft. But since it is possible during some future emergency that the draft may be reinstated, this issue may arise again at that time.

2. Entrance Requirements

At present there are different entrance requirements for women than for men in all of the Services.

In title 10 of the United States Code, section 505, there are listed general qualifications requirements for original enlistments in the Regular Branches of all of the Services. This statute establishes a different age requirement for women than for men. It provides that a female must be at least 18 in order to enlist, and must get her parents' permission if she is under 21; whereas a male need only be 17 in order to enlist, and must have his parents' consent only if he is under 18.

It seems very probable that this age requirement will have to be made the same for both men and women in order to comply with the Amendment.

Secondly, all of the Services have indicated to me that in general the minimum standards on test results and educational level required in order for a person to enlist or be an officer are generally higher for women than for men. In addition, at least some of the tests given are different for women than for men. This is done by policy and regulation in each Service rather than by statute. The reason for this difference is simple -- the Services generally have more women applicants than they can use, and they also require much fewer numbers of women than men. As a result, the Services can set higher standards for women, picking and

choosing among only the best qualified, and still fill their needs. In the case of men, on the other hand, much greater numbers of them are needed, and it's often difficult to get enough applicants to fill all of the manpower slots for men. As a result, the Services must set lower standards for men in order to get enough men to fill their needs.

There are at least two views on how the Equal Rights Amendment will affect this difference in standards between men and women. One view is that the Amendment will require the standards to be absolutely the same across the board for both men and women. This view would require either that the women's standards be lowered to those of the men, or that the men's standards be raised to those of the women. This argument can certainly be supported by the language of the Amendment, which calls for "equality of rights" for men and women.

However, another view is that employers, both military and civilian, have always been free to select the most qualified applicants for a position, as long as in doing so they did not arbitrarily rule out certain persons solely on the grounds that they belonged to a certain race, religion or sex. Using this rationale, the argument has been made that the military departments will be allowed to choose the most qualified applicants, both men and women, who apply, keeping in mind that the Services will go only as far as they have to for either men or women in lowering their test standards and educational qualifications in order to get enough men or

enough women for their particular needs. This view would not require that the standards be identical for both men and women, but would allow the military departments to pick the "cream of the crop" among both men and women applicants.

It is impossible to say which view will be taken by either Congress or the courts. However, it seems likely that under either view, the Services would probably have to at least give the same tests to both men and women.

The third aspect of entrance requirements is the matter of physical standards. Since there are basic physiological differences between men and women, there will probably have to be some differences in the physical examinations given to women and in the physical standards applied to them. Since there are certain physical conditions that only women can have, such as pregnancy, and which might make it difficult physically for a woman to perform satisfactorily in the military, it would be impossible to apply those same physical standards to men, or vice versa.

However, when you get into the area of what physical standards are required in order for a woman to enter a certain type of occupational specialty, those types of standards may have to be the same for both men and women. I will discuss this a little later in my talk.

3. Training

Basic training has always been separate for men and women and still is.

Training that occurs after basic training has in the past been separate for men and women in some of the services for at least some types of training.

Will the Equal Rights Amendment require all training to be coeducational in the future, including basic training?

It has been long established that different types of physical exercises, for example, are desirable for women as opposed to men in order to maximize their physical development. This is due to the differing physiological structure of men and women. One could argue that no one's equal rights would be denied by prescribing different types of physical exercise and training for women than for men, if this is what would best maximize the physical fitness and potentialities of women as well as of men. Therefore, there is an argument for separate basic training under the Equal Rights Amendment.

However, the opposing view is that equality means equality, and that the women must train along with the men throughout basic training.

Either argument is defensible under the Amendment, and we may have to wait for Congress or the courts to decide this one.

But when it comes to training in the individual's occupational specialty, many people argue that there is no room under the Amendment to justify separate training for men and women. This view contends that if that specialty is one that is open to both men and women, then there is no

rationale for arguing that women be trained separately for performing skills identical to those to be performed by the men.

It is my understanding that all of the Services either already are, or soon will be, training at least some women personnel in with the men for both officer and enlisted specialty training. Complete integration of training may take some time, as some training facilities currently used only for men will have to be expanded to accommodate additional numbers of people.

Another phase of training is ROTC scholarships. This year, for the first time I believe, that program has been opened to women in all of the Services. In some of the Services it is only in a partial limited stage for this academic year because it is such a new program. However, the Equal Rights Amendment would probably require that the ROTC program, along with all other types of educational programs and benefits, be open equally to men and women, within the limits of how many women officers so trained were needed by each of the military departments.

4. Assignments

The question here is: Does the Equal Rights Amendment require that women be allowed to volunteer on an equal basis with men for all sorts of military service, including combat duty? Needless to say, there has been much controversy over this issue.

Within the last year or so, the services have opened up practically all specialties to women except those that are combat-oriented

or are considered physically too arduous or dangerous for women.

In the Army 434 MOC's (Military Occupational Specialties) are now open to enlisted women, and only 48 are closed to them. For officers, 177 specialties are open to women, and 188 are closed. Of these 188 closed fields, 81 are medical, and of the remaining 107, 35 are male command positions; 49 involve railroad, marine, or aviation operations; and 23 others involve strenuous physical labor or assignments to combat or hazardous duty areas.

In the Marine Corps, for both officers and enlisted women, 23 general fields are now open to women, and only 13 fields are closed to them.

In the Navy, by authority of a famous "Z-gran" put out last spring by Admiral Zumwalt, Chief of Naval Operations, all enlisted ratings are now open to women, and all staff corps are now open to women officers.

And in the Air Force, most specialties are open to women except those which are combat-oriented, physically too arduous, or which put women in special jeopardy.

The Air Force is presently prohibited by law, in section 8549 of title 10, United States Code, from assigning women to duty in aircraft engaged in combat missions. This does not mean women can't fly in aircraft, it only means they can't be assigned to one having a combat mission.

The Navy is presently prohibited by law, in section 6015 of title 10, United States Code, from assigning women to duty in aircraft that are engaged in combat missions, or on vessels of the Navy, other than hospital ships and transports.

There is no law prohibiting the Army from assigning women to combat duty or any other type of duty. However, the Army has closed to women by regulation those specialties which are combat-oriented, physically too arduous, or too dangerous for women. The Air Force has a similar standard.

The question is, will all such types of duty have to be open to women, once the Equal Rights Amendment becomes law? If you will remember from my previous quotation of Mr. Rehnquist's legal opinion, he, as Assistant Attorney General, felt that the likely result of passage of the Amendment would be to require Congress ". . . to permit women to volunteer on an equal basis [with men] for all sorts of military service, including combat duty. . . ." Mr. Rehnquist went on to point out, however, that the Amendment ". . . would not require or permit women any more than men to undertake duties for which they are physically unqualified under some generally applied standard. . . ."

Here is what the Senate Report on the Amendment had to say about this issue:

"It seems clear that the Equal Rights Amendment will require that women be allowed to volunteer for military service on the same basis as men; that is, women who are physically and otherwise qualified under neutral standards could not be prohibited from joining the service solely on the basis of their sex. This result is highly desirable for today women are often arbitrarily barred from military service and from the benefits which flow from it: for example, educational benefits of the G.I. bill; medical care in the service and through Veterans Hospitals; job preferences in government and out; and the training, maturity and leadership provided by service in the military itself."

And the report went on to quote Congressman Edwards, who had chaired the House Subcommittee Hearings on the Equal Rights Amendment who stated:

"Women in the military could be assigned to serve wherever their skills or talents were applicable and needed, in the discretion of the command, as men are at present."

This viewpoint argues that the Amendment will require that women be allowed to enter any type of duty for which they are physically and mentally qualified, including combat duty. The Services would have to establish neutral standards, and based on those, any man or woman who was strong enough and otherwise qualified to perform the tasks required of that type of duty, would be allowed to do so. Under this system, for example, if any particular women were strong enough to carry a rifle and a pack many miles across country, she could become a combat infantryman, assuming she met the neutral minimum physical and other standards set up for that type of duty. I would like to stress that the physical standards would have to be neutral as to sex, that is, they must be based on the actual physical and other qualifications functionally necessary to perform that

task. For example, the standard could not require that all applicants weight at least 165 lbs. and be at least 5'10", unless those attributes were actually necessary to perform such a duty. Obviously, such a standard would automatically bar most women from qualifying.

5. Promotion

In the Army, Navy, and Marine Corps, women officers at present are by law considered for promotion separately from the men, but the enlisted women in those services compete on an equal basis with the men for promotion purposes.

In the Air Force, both women officers and the enlisted women are completely integrated with the men for promotion; there is no separate promotion for women in the Air Force.

Will the Equal Rights Amendment require that a separate promotion system for women officers be abolished?

Most legal authorities seem to agree that a promotion system kept separate solely on the basis of sex would violate the Amendment's mandate that equality of the laws must not be denied on account of sex. There is no apparent rationale that would justify the continuance of a separate women's promotion system under the new Equal Rights Amendment. So that system will probably have to go, in which case, the present laws which provide for separate promotion will have to be changed.

6. Separate Women's Corps

Now we come to the problem of whether it will be permissible under the Equal Rights Amendment to maintain separate women's corps. The only Service which still has a separate women's corps per se is the Army. This is largely due to the unique organization of the Army, which is divided into corps along functional lines, and in which each member is permanently assigned to a particular corps. A woman who is in the Army must belong to either the Women's Army Corps or to one of the various branches of the medical department; she is not allowed to belong to any other corps. However, she can be given all kinds of assignments which require her to be detailed to a different corps. When that happens, she is merely detailed or assigned to the other corps for the duration of her assignment. But at all times she remains a member of either the Women's Army Corps or a medical corps; she never joins another corps.

A similar system applies to the men in the Army -- a man joins a particular corps, such as the Army Engineer Corps, and usually remains in it throughout his career, even though he may frequently be detailed to other corps at various times. However, a man is allowed to transfer to another corps, if he has the qualifications, and if there is an opening, whereas a woman may not transfer from the Women's Army Corps to anything but one of the medical corps.

The other Services, while not having a separate women's corps per se, do handle women separately for at least some administrative purposes. For example, the Marine Corps at most bases has, for administrative purposes, a separate women's company within a given battallion. For their job assignments these women are assigned among all the various men's branches and are counted against the overall strength of whatever unit they serve in. But for purposes of housing and administration they are treated separately.

Just how far the Equal Rights Amendment will require that the women's branches be integrated with the men's units is impossible to say.

But I would like to tell you what the Judge Advocate General of the Army had to say when the Army was questioned by the House Appropriations Committee this year. The Committee asked: What effect will the Equal Rights Amendment have on the structure of Women's Army Corps? Here is part of his reply:

"The legislative history [of the Equal Rights Amendment] . . . indicates that a number of functions now served by maintenance of a separate Women's Army Corps will not be permitted if the equal rights amendment is ratified. For example, selection, assignment, and promotion of personnel, in my opinion, will have to be done on a best qualified basis, rather than by continuing separate assignment categories and promotion lists. . . .

"The primary function of maintaining a separate Women's Army Corps will probably be eliminated upon ratification of the equal rights amendment. Whether those distinctions based on sex that would remain permissible under the amendment will be continued through a separate label for female members is primarily a question of policy. However, the impact of the equal rights amendment, in my opinion, will so limit the permissible distinctions that it would be inaccurate to designate female members as belonging to a separate corps, as that term is used to designate separate branches within the Army. The ultimate impact on the Women's Army Corps will depend, in large part, on the nature of such implementing legislation as Congress may enact and, to some extent, on court decisions if litigation results. It therefore is premature for me to state an opinion [on] whether the amendment will require the Army to discard entirely the concept of a Women's Army Corps."

I think what the Judge Advocate General of the Army had to say on this subject pretty well sums it up.

7. Entitlements for Women

There are still certain benefits and allowances automatically granted to men in the Services which are not available to women.

Male members are provided quarters on base, or else a basic quarters allowance for their dependents is provided if they live off base. A married woman member, while she could live on base by herself if she chose, would naturally want to live off base so that she could be with her civilian husband. And yet this woman is not entitled to any quarters allowance unless her husband is dependent on her for over one-half of his support. A male member, on the other hand, automatically gets a quarters

allowance for his wife and children whether or not they are in fact dependent on him. The same thing applies to a woman member who has children. She must prove that they are dependent on her for over one-half of their support for some benefits and, of course, if her husband is working she usually can't prove this.

The same system applies to medical benefits. A woman member's husband is not entitled to any free medical care at all unless he is dependent on her, whereas a male member's wife automatically gets free medical care. However, both male and female members get medical care for their minor children.

If a woman member is transferred, her husband must travel to the new location at his own expense and she gets no allowance for moving expenses, whereas a male member would get both of these things.

Under the Equal Rights Amendment, in my opinion, these policies will probably have to be changed, because the present system appears to be an abridgment of equality under the law on account of sex. Probably all members, both men and women, will either have to prove that their spouses and children are dependent on them, or else all members, both male and female, will automatically get certain allowances for their spouses and children without having to prove dependency. In other words, in my opinion, the standard will have to be the same for both male and female members with regard to qualifications for entitlements.

Bills have been proposed in Congress, both by individual Congressmen and by the Defense Department, to alleviate some of these problems, but so far none of them has passed. If the Equal Rights Amendment becomes law, such changes would, I believe, be required.

C. Summary

The above are the major subject areas that will probably be affected by the Equal Rights Amendment. The authorities on this subject seem to agree that at least some changes will be required in the areas of entrance requirements, training and assignments, separate promotions, separate women's corps, and entitlements for women.

V. What the Defense Department is Doing to Comply with the Equal Rights Amendment

Both the Army and the Navy have each recently appointed a Task Force to review all of their laws and regulations to determine which, if any, are discriminating against women and to pinpoint those which may therefore have to be changed if the Equal Rights Amendment becomes law. Each Task Force is composed of a broad range of persons, including Judge Advocate General lawyers and manpower and personnel administrators and policy-makers. The Air Force, through the office of General Holm, is taking a similar look at their laws and regulations.

These groups will be making a very thorough review of every law and regulation which treats women differently than men, including a review of

all the subject areas I have covered today, as well as others. Out of this should come some very concrete suggestions for legislative proposals and regulatory changes to end any remaining inequality of treatment that still exists today.

These changes, both the ones that are now being made and those that undoubtedly will be made by the Services, will make our military departments among the most progressive in the world in their treatment of women, and will be an example to other branches of the government as well as to private industry of the kinds of opportunities that can be made available to women.

In conclusion, although the Equal Rights Amendment may impose some additional military responsibilities on women, in my opinion, the benefits and the opportunities that this Amendment will bring to women in the armed forces will far outweigh the additional duties imposed.

G-24

TAB H

AIR FORCE COST ANALYSIS
OF MILITARY WOMEN

INTRODUCTION NOTE

The attached cost analysis was prepared by Air Force for use in its internal studies of increasing the utilization of military women. The Task Force was unable to obtain definitive differential cost data from the other Services. Hence, after thoroughly reviewing the methodology used in this Air Force cost analysis, the Task Force decided to use it as the basis for addressing Sub-Task #5.

The Air Force cost analysis is reproduced here for background information.

COST ANALYSIS OF WAF OFFICERS

1. Analysis of WAF officer accession, training, and sustainment costing revealed that these costs do not constrain the Air Force in recommending higher levels of WAF officer procurement.

2. Accessions--Cost of commissioning a WAF from OTS amounts to \$30.62 per year over the cost of commissioning a man from the same source. This results from higher uniform costs and higher loss rates for the women during training based on 1971 cost data. The cost per WAF commissioned from ROTC amounts to \$19.56 per year over the cost of a male due to higher uniform costs.

3. Training--The term "WAF reserve officer" will be used in this paragraph to describe all reserve WAF officers in the Active Air Force inventory whose commissioning sources are OCS, OBMC, OTS and ROTC. OTS will be used to identify all commissioning programs except ROTC and the academies. Because the main commissioning source for WAF is OTS and only small numbers were procured from OCS, OBMC and ROTC, WAF officers will be compared as a group with males accessed from OTS and ROTC. WAF reserve officers show slightly better retention rates than males commissioned from OTS. Since this source of males is most comparable with the commissioning source for females, the best analysis of male and female retention is based on a comparison of WAF officers with OTS graduates. Men commissioned from ROTC have historically shown better retention rates than women or men from OTS. Improving WAF retention rates and recent changes in WAF policy on separation for pregnancy, dependents, and marriage reinforce the expectation that rates for WAF from ROTC will become fully comparable with male ROTC rates as we access more WAF officers from ROTC. Since there are presently insufficient numbers of WAF officers commissioned from ROTC to compare with males from this source, the comparison of all WAF officers with ROTC males forms the only present basis for comparison. Conclusions from this comparison must recognize the differences in these commissioning programs. All comparisons are limited to reserve officers since regular WAF officers are represented in insufficient numbers to make a comparison. The differential cost of training women instead of men is based on their retention patterns. Since WAF accessed through OTS exhibit better retention rates than men accessed from the same source, each additional WAF would save \$77.76 per expected man year of retention based on an average training cost of \$4,812.00. In comparison with men accessed from ROTC, the WAF show lower retention rates and would cost \$204.13 in additional training costs per expected man year. Following are retention statistics of reserve, non-rated Air Force officers by commissioning source:

Retention after ten years:	OTS-Male:	15.7%
	All-Female:	17.0%
	ROTC-Male:	26.4%
Men years served during	OTS-Male:	5.06
the first ten years:	All-Female:	5.15
	ROTC-Male:	5.89

(See Figure 1 for retention comparison by years of service)

RETENTION COMPARISON Non-rated, Reserve Officers

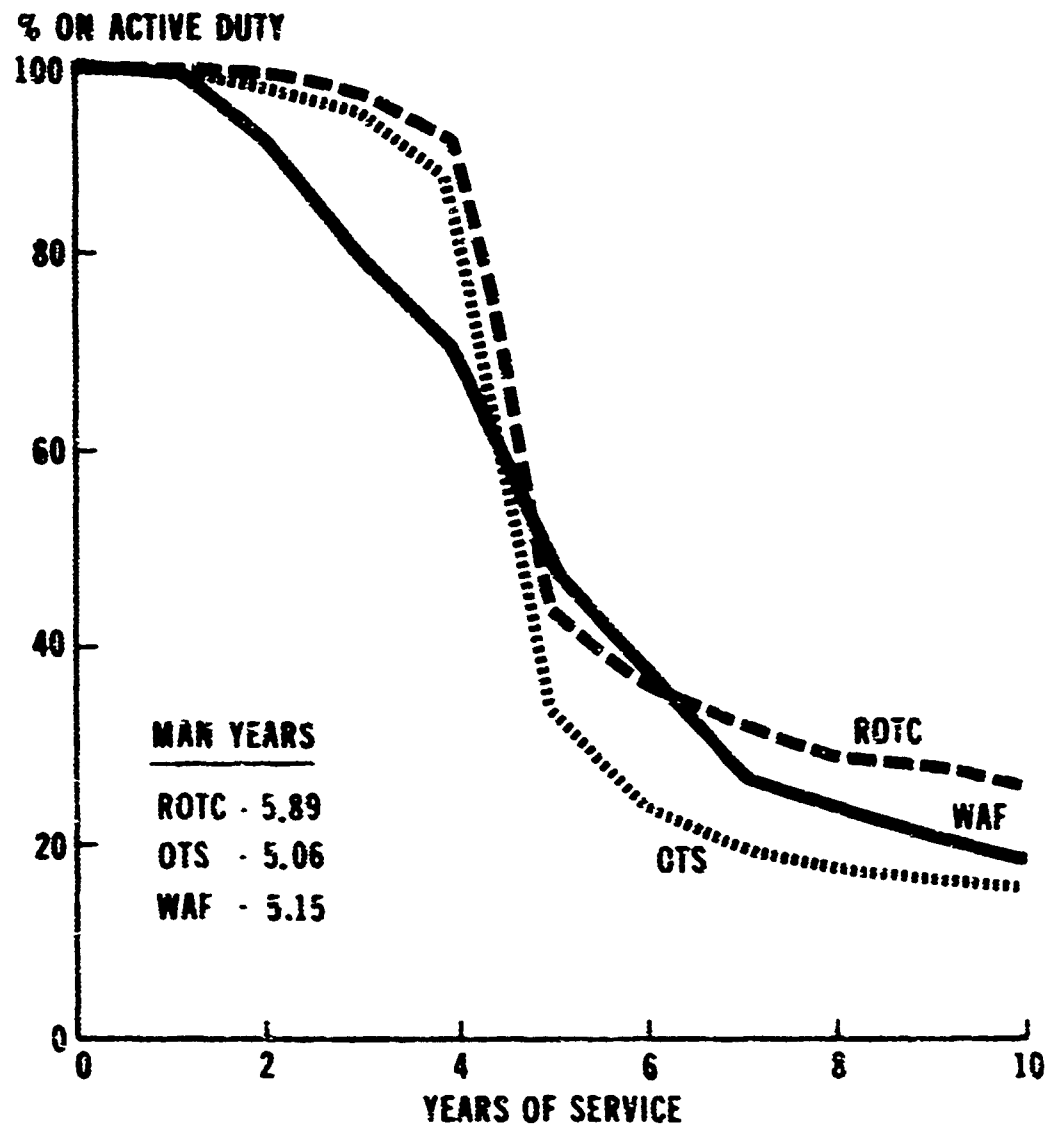


FIGURE 1

4. Sustainment--WAF Officers show a savings when costs of sustainment are considered due to the fact that women generally do not act as sponsors. Figures on medical costs show a savings of \$318.85 per year on each WAF based on high option Blue Cross insurance costs at single and married rates. These costs were adjusted to compensate for the numbers of male officers who are not married. BAQ costs are \$263.40 lower per WAF annually based on the cost of proposed legislation to pay married WAF and their military spouses single BAQ, adjusted for the number of males drawing BAQ at the "with dependents" rate. This is the "cost" of the proposed legislation, and is an underestimate of the actual pay inequity. This based on estimated psy impacts of HR 2335, HR 2580, and S2738 introduced in 92nd Congress. Moving costs were established on the basis of a move every 1.9 years for a married officer and then adjusted for the types of moves which are made, such as overseas and training moves. Considering a comparison of single versus married moving costs, compensating for the proportion of married officers by grade, and converting to an annual basis shows a yearly savings of \$586.18 per WAF officer.

5. A one-time savings is incurred for WAF at time of separation due to single versus married separation costs. When this savings is distributed over the number of man years expected per woman, the savings amounts to \$129.00 in comparison to male OTS graduates and \$77.34 in comparison to male ROTC graduates. This difference between OTS and ROTC rates is due to different expected man years of these groups.

6. Annual savings per WAF amounts to \$1,344.57 compared with male OTS graduates and \$1,022.08 when compared with male ROTC graduates.*

WAF/OTS COMPARISON

Added Cost		Savings
Accession \$30.62	Medical	\$ 318.85
	PCS	586.18
	Separation	129.00
	BAQ	263.40
	Training	<u>77.76</u>
		\$1375.19
	Less Accession Cost	<u>-30.62</u>
	Total Annual Savings/WAF	\$1344.57
		<u>-263.40</u>

(Total Without BAQ \$1081.17)

* Legislation on equalization of female BAQ entitlements would eliminate BAQ savings, so cost comparisons are also shown without this.

WAF/ROTC COMPARISON

Cost		Savings	
Accession	\$ 19.56	Medical	\$ 215.85
Training	<u>204.13</u>	PCE	\$20.13
	\$223.69	Separation	77.34
		BAQ	<u>263.40</u>
			<u>\$245.77</u>
		Less Accession Cost	<u>-223.69</u>
			\$222.08
			<u>-263.40</u>
		Total without BAQ	\$ 758.68

Comparison includes all WAF officers compared with males from ROTC.

7. The findings of this analysis indicate that women are expected to be most effective.

COST ANALYSIS OF WAF AIRMEN

1. The cost and effectiveness impact of increased utilization of women in the Air Force is of direct concern in the evaluation of objectives for the future. Previous studies have identified potential problems in obtaining return on training investments and providing inputs in sufficient numbers and skills to the career force to sustain the goals of Volume III, USAF Personnel Plan (TOPCAP). The analysis included retention factors, training costs, support costs and quality comparisons.

2. In all studies on utilization of military women, retention has been a key issue. This is because women have had substantially higher turnover rates than men during early service years. There have, however, been significant changes in WAF airman retention in the past few years. Annual turnover losses due to marriage have been reduced from over 11% to about 3.5% since 1967. Turnover for maternity is about 6.4% for the first eight months of FY 1972 compared to 9.6% for the same portion of FY 1971. The reenlistment rate (number reenlisting divided by number eligible to reenlist) for women has risen from 25.0% in FY 1970 to 37.5% in FY 1971 and has been 61.1% for the first ten months of FY 1972. These trends are a result of the impact of policy changes, attitudes of women in general, acceptance of women in new roles, and economic trends. Incentive programs aimed at increasing and keeping volunteers are expected to show more effect for women than men in the immediate future because the positive effect for men is obscured by the decreasing presence of draft motivated individuals.

3. Retention patterns have been, and will remain key factors in evaluating the cost effectiveness of various personnel sub-groups.* Women have had higher early losses than men on the average. The time pattern of these losses is of direct concern. Early losses result in fewer expected man-years return on the training investment than the same loss rate occurring at a later point in the career. Air Force personnel management objectives, as reflected in the TOPCAP volume of the USAF Personnel Plan, call for providing the proper number and mix of skilled personnel into the career force at the end of the first tour. This calls for adequate reenlistment rates as well as retention during the first tour. Figure 2 shows the percent of men and women expected to be retained by year of service based upon Calendar Year 1971 data. Retention is shown for the first six years of service. Retention of women in the career force is slightly lower than for men. Data reliability is limited, however, because of the small number of women in the career force. Complete retention data are contained in Table 1.

NOTE: Characteristics of the first term tend to exert a major impact on this analysis. Since these characteristics may change significantly during the transition to the All Volunteer Force, the nature of the first term force must be continuously examined.

4. The area under the curves in Figure 2 represents the number of expected man-years. Over the full career, this is estimated to be 5.668 man-years for men, and 3.736 man-years for women. Of this, 3.564 man-years for men and 2.786 man-years for women are expected during the first four years of service. This implies the 62.7% of men versus 74.6% of women would be expected to be in the first term force. The data further indicate that 19.8% of men versus 15.7% of women are expected to enter the fifth year of service based on 1971 experience.

5. The expected career estimates are the basis for estimating the total annual cost trade-offs to maintain a woman instead of a man in the force for costs or savings that do not occur on an annual basis. Training costs, for example, are assumed to be incurred at entry to the service. The equivalent annual training cost would then be the expected training cost divided by the number of expected man-years. The expected technical training costs for courses open to women is \$2167.40, based upon the proposed distribution of women by AFSC, including consideration of category A and B skill and direct duty assignments. These same jobs could equally be filled by men at the same training cost, since it costs the same to train a man as a woman. We train 1.52 women for every man replaced to sustain the same size force ($5.668/3.736=1.517$). The cost of replacing a man with a woman from increased training rates is \$197.75 per year ($2167.40/3.736 - \$2167.40/5.668 = \197.75).

6. Accession costs for women are greater per person than for men because of added uniform and attrition. It costs \$1549.52 per woman versus \$1414.26 per man for recruiting, accession travel, and Basic Military Training. This accession cost per year for replacing a man with a woman is: $\$1549.52/3.736 - \$1414.26/5.668 = \$165.24$.

7. The added personnel turnover from using a woman instead of a man will also result in larger numbers of personnel in OJT status who are therefore less than fully productive. The data indicate that women upgrade as rapidly as men of the same aptitude, and that high aptitude personnel upgrade faster than lower aptitude personnel. As one means of estimating non-productive time, the expected time below the five skill level has been determined for men and women. Of this time, .154 years (eight weeks) are expected to be spent in school based on the courses open, and this time has been previously accounted for by inclusion of student pay in the training cost. Part of the time after leaving school and before achieving the five skill level is non-productive. Expected years below the five skill level are 1.075 for women and 1.2 for men. If twenty-five percent is non-productive, the estimated cost of additional non-productive man-years due to training women more frequently to sustain the force would be \$70.17 per year. This is based on the pay and allowances for an E-2 under two years' service: $[(1.075 \times .154) / 3.736 - (1.2 \times .154) / 5.668] \times (0.25) \times \$4528.80 = \$70.17$. This is an estimate of the opportunity cost of reduced capability from having more personnel in unskilled status, and will not be reflected as a budgetary cost. The percent of time non-productive will probably vary by skill and is a subjective estimate. If an adequate

* Expected man-years below the 5 skill level for a male is 1.2 years and for a female, 1.075 years.

supply of high aptitude men is not available, use of high aptitude women rather than lower aptitude or non-high school graduate men will reduce non-productive time, because those male sub-groups also have higher early losses and have slower upgrade times than the average male.

8. Uniform maintenance costs are greater for enlisted WAF than for men by $\$6.30 - \$4.50 = \$1.80$ per month for six to thirty-six months of service, and $\$9.00 - \$6.30 = \$2.70$ for over thirty-six months. The retention data indicate that 52.8% of the women will be in the first three years of service. The monthly cost difference is computed as: $(.628 \times \$1.80) + (.372 \times \$2.70) = \$2.13$. This is \$25.56 per year.

9. It has been estimated that women have Permanent Change of Station move costs that approximate the costs for single men. Fewer women are married, and those that remain in the service and experience military moves are usually married to military members or other government employees. When two military members of the family are moved to a new joint assignment, only one household is moved. The costs associated with separation moves are computed as follows. Average married separation moves costs are \$930.00 per move versus \$163.00 for a single move. About 68% of the first term airmen are single. Therefore, the annual costs are $[(.32) \times (\$930) + (.68) \times (163)] / 5.668 = \72.06 for men. The annual costs for women are $(163)/3.736 = \$43.63$. The difference of \$28.43 per year is a cost savings for separation moves associated with replacing a man with a woman. There is also an annual savings from total rotational moves (training, operational, rotational, unit) for women.

<u>MOVE TYPE</u>	<u>% OF TOTAL</u>	<u>COST DIF (MARRIED/SINGLE)</u>
Training	17.4	\$ 652
Operational	24.7	917
Rotational	55.4	1923
Unit	2.5	841

This results in an average cost difference between married and single airmen of \$1641.86 per move. Airmen experience one family move every 2.68 years. This then amounts to $\$1641.86/2.68 = \612.63 per year. The cost differential is estimated by assuming that women cost the same as single men. The cost estimate is sensitive to the percent of men married. For the first years of expanded use of women, the percent of first term men married is most appropriate. This is 32%. This increases to 62% married for the total airman force. For the early years, the cost savings are estimated as $\$612.63 \times .32 = \196.04 . This could increase to potential cost savings of $\$612.63 \times .62 = \379.88 . These cost savings will be in money that is not spent, and could appear as over-estimates of PCS move costs if there were substantial rapid changes in WAF strength.

10. Women are expected to have lower medical dependent support costs. Women do not incur costs as sponsors to any significant degree. If a military male marries a WAF, the marriage in effect removes the WAF as a potential sponsor. The savings are estimated from comparisons of family and self-only Hi-Option Blue Cross medical insurance costs. The total employee contributions for self-only are \$23.96 per month compared to \$58.46 per month for family coverage. The difference is \$34.50 per month, or \$414.00 per year. For the early years of expanded use of women, the first term percentage married for men of 32% is used to obtain $(\$414.00 \times .32) = \132.48 as the potential savings. Over a longer period of time, and for women now in the career force, the savings are estimated as $(\$414.00 \times .62) = \256.68 . This is an annual savings per female service member.

11. Women do not receive the same Basic Allowance for Quarters (BAQ) entitlements as men. This results in reduced costs to the Air Force, but is based on a pay inequity. The savings are estimated to be \$99.40 for the first term airmen, and \$192.58 for total airmen based upon the cost of paying married WAF single BAQ and adjusted for the expected percent of men married.* This is an underestimate of the actual pay inequity. Costs are also reduced because fewer women are married. As a conservative assumption, these BAQ savings will not be available when legislation is enacted.

12. The annual support costs and savings from use of more women can be summarized as follows:

COSTS

Accession	\$165.24	Separation	\$ 28.43
Training	197.75	Moves	196.04
Uniforms	25.56	Medical	132.48
Non-Productive	<u>70.17</u>	BAQ	<u>99.40</u>
TOTAL:	\$458.72	TOTAL:	\$456.35
		(Without BAQ:	\$356.95)

SAVINGS (LONG TERM)

Separation	\$ 28.43
Moves	379.83
Medical	<u>256.68</u>
TOTAL:	\$664.94

* Based on estimated pay impacts of H.R. 2335, H.R. 2550, and S. 2738 introduced in 92nd Congress.

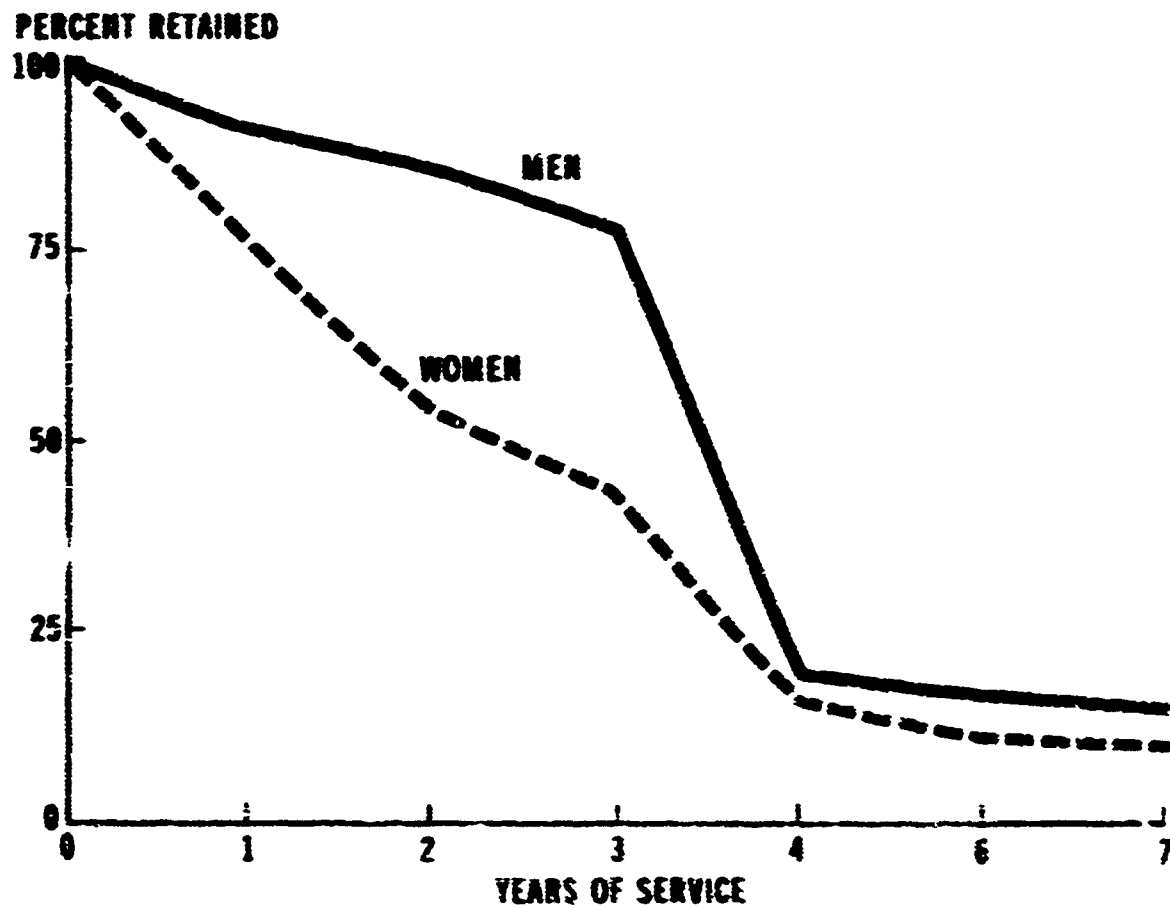
If the BAQ entitlements are not changed, there would be an added savings of \$192.58 per year in the long term. The costs and savings will appear over varying periods of time. Uniform costs will be almost immediate. The other costs will build up as the training rates increase to replace the earlier losses for women. Savings from separation moves and other PCS moves will build up over four or five years parallel with the increases in training and accession costs. Medical savings will build up slowly over a long period, and will be felt in terms of reduced load on medical facilities. Medical services are a substantial all volunteer problem, and any reduction in load will help. The savings from BAQ would develop over a long period of time, but legislation is expected to remove the inequity.

13. There are no costs included for construction or modification of facilities as a result of increased use of women. AF/DFXOH has indicated that most of the housing adjustments can be made through more flexible use of existing facilities, and that the Air Force policy was to build housing for people. Proposed new construction permits the desired flexibility.

14. Recruiting Service has indicated informally that implementing the proposed policies for recruiting women specifically by skill as we do men would require added effort by recruiters. There may be a need for increased recruiting resources. The costs have not been estimated in this study.

15. The findings of this analysis indicate that women are expected to be cost effective.

RETENTION COMPARISON (CY 1971 DATA)



EXPECTED MANYEARS

	<u>FIRST TERM</u>	<u>CAREER</u>
MEN	3.564	5.668
WOMEN	2.786	3.736

FIGURE 2

EXPECTED RETENTION TO EACH YEAR OF SERVICE

(CY 1971 DATA)

<u>YEAR OF SERVICE</u>	<u>MEN</u>		<u>WOMEN</u>	
	<u>PERCENT RETAINED</u>	<u>CUMULATIVE EXPECTED MAN-YEARS</u>	<u>PERCENT RETAINED</u>	<u>CUMULATIVE EXPECTED MAN-YEARS</u>
1	1.000000	1.000	1.000000	1.000
2	0.915000	1.915	0.765000	1.765
3	0.861930	2.777	0.580635	2.346
4	0.786942	3.564	0.440702	2.786
5	0.197522	3.761	0.157331	2.944
6	0.170357	3.932	0.113750	3.057
7	0.162998	4.095	0.098963	3.156
8	0.150936	4.246	0.084811	3.241
9	0.120447	4.367	0.047494	3.289
10	0.113581	4.480	0.043552	3.332
11	0.116969	4.591	0.043552	3.376
12	0.108084	4.699	0.036279	3.412
13	0.103976	4.803	0.036279	3.449
14	0.102417	4.906	0.036279	3.485
15	0.101290	5.007	0.036279	3.521
16	0.100379	5.107	0.036279	3.557
17	0.099676	5.207	0.034537	3.592
18	0.099078	5.306	0.034537	3.626
19	0.098682	5.405	0.034537	3.661
20	0.097892	5.503	0.034537	3.695
21	0.046499	5.549	0.016440	3.712
22	0.029945	5.579	0.010965	3.723
23	0.021770	5.601	0.005483	3.728
24	0.017133	5.618	0.002741	3.731
25	0.013415	5.631	0.001371	3.732
26	0.011738	5.643	0.001371	3.734
27	0.008757	5.652	0.001097	3.735
28	0.006533	5.658	0.000543	3.735
29	0.005331	5.664	0.000366	3.736
30	0.003987	5.668	0.000000	3.736

PERCENT FIRST
TERM: 62.7%

PERCENT FIRST
TERM: 74.6%

TABLE 1