AU/ACSC/0528/97-03

OPPORTUNITIES FOR WOMEN IN THE AIR NATIONAL GUARD: ARE WE ON TRACK?

A Research Paper

Presented To

The Research Department

Air Command and Staff College

In Partial Fulfillment of the Graduation Requirements of ACSC

by

Major Carol M. McTamney

March 1997

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Preface

I am deeply appreciative to Major Charles Manzione for accepting the role as faculty research advisor for this project. While my research led to some dead-ends and less-than-complete information on this subject, his professional guidance, interest, insights and constructive criticisms, and contribution of time, energy and understanding, in spite of my frustrations, helped me complete this research. Special thanks to Colonel Jay Mengel, Air National Guard Advisor to the Commandant of Air University for providing resources for information and for his direction and interest in the project.

Abstract

For years women have struggled to break through barriers shaped by traditions and myths. Although the military has historically been a masculine institution, substantial changes in the Armed Forces in recent decades, such as the All-Volunteer Force in 1973, have brought about gender integration and increasing numbers of women serving in the military.

This paper examines the advances female officers have made from approximately 1976 through 1996 in the Air National Guard, Air Force Reserves and active duty Air Force. The paper makes a serious attempt to determine whether or not women officers in the Air National Guard have the same promotion opportunities and leadership positions available to them as female officers in the Air Force Reserves and the active duty Air Force.

While analyzing promotion and advancement opportunities of Air National Guard female officers, the paper compares these findings to female officers in both the active duty Air Force and Air Force Reserves. Several tables and graphs show statistics from 1976 through 1996 on female officer rank distribution, career fields, leadership positions, and corps growth. Findings show the Air National Guard has expanded its emphasis on female officers opportunities in all career fields, indicating major reversals from policies of two decades ago. The Air Force Reserve field grade and company grade officer female percentage rates were much greater than the active duty and Air National Guard, which

were similar. In 1996, the Air Force Reserves had the highest female/male officer ratio, with the active duty second, and the Air National Guard last.

The final chapter identifies common trends among the three services, trends specific to the Air National Guard which affect the female officer corps, and recommendations for future studies.

In answer to the question **IS THE AIR NATIONAL GUARD ON TRACK?,** this research has led to the conclusion that: given the time differential for female officer development in the Air National Guard, with the exception of the medical opportunities available within the Air Force Reserves, the Air National Guard seems to be progressing at a rate almost comparable to the Air Force Reserves, but slightly trailing the Air Force active duty in opportunities for female officers—both in promotions and job placement. However, once this time differential is overcome with continued emphasis on monitoring female opportunities and minor policy changes in retirement and/or stagnation obstacles, women officers in the Air National Guard should have equal representation within the officer grade structure in a minimum of ten (10) years.

Chapter 1

Brief History Of Women In The Armed Forces Trends And Issues: Past & Present

Women have made a major contribution to this [war] effort. We could not have won without them.

—Secretary of Defense Dick Cheney
when the Persian Gulf War was over

Based on the facts set forth herein and an interpretation of the data presented, this paper will investigate and analyze whether or not female officers in the Air National Guard (ANG) have an equal, less than equal, or greater opportunity for promotion and placement in leadership positions than female officers in the Air Force Reserves (AFRES) and active duty Air Force (AD).

Gender Integration in the Military

Men still get the lion's share of top jobs and fattest paychecks at big U.S. companies, and often women executives aren't in posts that lead to the top, according to *Catalyst*, a study group that works to advance women in business. There has been some progress, but women's rate of advancement at the very highest echelons of U.S. business remains slow, the research group reported.[1] Although the military historically has been a masculine institution, recent decades have brought substantial changes in the Armed Forces of the United States with a rapid gender integration, increasing the numbers of

women serving in the military. Historically, concerns and fears regarding the impact of increased utilization of women on the readiness and effectiveness of the Armed Forces were voiced and stimulated research on such issues as: Can women adjust to military roles and males to the presence of women in these roles? Do women perform well in all types of military roles? Do performance levels of women affect military operations?[2] Today, the issues and concerns voiced are: Are women provided the same career opportunities as men? Are they serving in key leadership positions? Are they being promoted to higher grades/ranks? Are women being advanced at rates equal to men?

Historical Summary of Military Participation.[3]

Although the official history of women in the military began in 1901, women have worked with the military since the American Revolution.

- 1861 (Civil War)—Large numbers of women volunteered as nurses with Union and Confederate forces; women also served as spies
- 1901—Army Nurse Corps established by Congress
- 1908—Navy Nurse Corps founded
- 1917—Navy authorized enrollment of women in positions other than nurses
- 1919—11,275 enlisted women (Yeomanettes) in the Naval Reserve Force
- 1940s (World War II)—11,000 nurses in the Navy and 57,000 in the Army. Positions for women in the services expanded; Army established the Women's Army Corps (WAC); Navy established Women Accepted for Voluntary Emergency Services (WAVES); and the Coast Guard formed the SPARS; Marines founded the Marine Corps Women's Reserve in 1943
- 1942—House Resolution 6293 (first piece of significant legislation concerning women approved by Congress) created Women's Auxiliary Army Corps
- 1948—President Truman signed Women's Armed Services Integration Act, admitting women into the Regular and Reserve military, creating a permanent place for women in the armed forces
- 1948—Ceiling of two percent established for women in the Armed Forces; also set the limit for each service to have only one Colonel; no generals or admirals allowed.
- 1951—Defense Advisory Committee On Women In The Services (DACOWITS) founded

- 1950s (Korean War)—Women reservists from all services recalled to active duty
- 1956—Women enter the Air National Guard in the medical corps
- Late 1960s—Early 1970s (Vietnam War) - Of the 7,500 women who served, most were nurses
- 1967—Air National Guard opens more career fields to women
- 1967—Public Law 90-130 repealed the two percent ceiling on women in the Armed Forces; It also allowed appointment of women to flag and general officer ranks, and equalized promotion and retirement regulations for both men and women
- 1970s—Movements for equal rights and equal opportunities among the sexes
- Prior to 1972—Women who became pregnant while serving in the Navy and Marine Corps involuntarily separated
- 1976—Women begin entering pilot training
- 1977—Women begin entering navigator training
- 1978—First female pilot joins Air National Guard
- 1982—Pregnancy policy changed to allow the services to involuntarily retain pregnant women if their separations were not in the best interest of the service
- By law, women in the Navy, Air Force and Marines not allowed to participate in combat
- 1980s—61 of 351 Army career specialty codes closed to women
- 1980—First women graduate from the Service academies
- 1985—Female brigadier general appointed the 53rd Adjutant General of the US Army, the first woman appointed to such an important position
- 1986—Approximately 48 percent of all female officers within DOD assigned to medical service occupations, as compared with only seven percent of all male officers. Almost six percent of women, as opposed to 36 percent of men, were assigned to tactical operations occupations. The second most over-represented occupation for DOD female officers is Administration. Twenty-one percent are employed in this specialty.
- 1993—Many combat restrictions on women removed, opening door for women to serve in a number of new areas
- 1993—Women begin entering fighter pilot training
- 1997—First Female Adjutant General

1973: The Year of Significant Change

In 1973, women comprised only 2.5 percent of the Armed Forces. Since 1973, however, a five-fold increase in the number of women in the U.S. military has occurred. The impetus for the beginning of this increase was the discontinuation of conscription and the corresponding initiation of the all-volunteer force (AVF).[4] Since the inception of the

AVF, women have become a significant and integral part of the U.S. Armed Forces. However, during this period, concerns continued to arise regarding their full integration into the military. Some of those concerns focused on roles, accession and retention rates, leadership opportunities, and career development and progression.

1976 Strength Report

On 30 June 1976, Air Force women represented 5.88 percent of the total AF active duty (AD) force. The reported strength of 34,200 included 1,582 women line officers, 3,383 women medical officers and 29,235 enlisted women. Table 1 lists the 1969 and 1976 AD Women Line Officer structure. Note that in only less than seven years the number of women line officers had increased almost 47%, a phenomenal growth rate. Women in the Air National Guard (ANG) numbered 4,405 and comprised 4.84 percent of the total ANG personnel. Reported strength included 67 women line officers, 413 women medical officers, and 3,925 enlisted women. (See Table 2, Page 5). Note, reserve forces in Table 2 refers to both ANG and AFRES forces. Women comprised 7.87% of the total U.S. Air Force Reserve (AFRES) strength which was reported at 48,366 personnel. (See Table 2, Page 5). That percentage represented a composite strength of 3,810 women which included 151 women line officers, 850 women medical officers and 2,809 enlisted women. Together, military women comprised 5.89% of the reserve (ANG/AFRES) force.[5] In 1976, an examination of the raw percentages of women in each major force indicates the AFRES led the way with 7.87%, followed by AD with 5.88%, and the ANG last with 4.84%.

Women Line Officers

Table 1. Air Force Active Duty Grade Structure 1969 and 1976

GRADE	TOTAL 31 December 1969[6]	TOTAL 30 June 1976[7]
General	0	1
Colonel	5	5
Lieutenant Colonel	87	33
Major	116	86
Captain	294	495
First Lieutenant	237	462
Second Lieutenant	338	500
TOTAL	**1,077**	**1,582**

(1976, Women in the active duty Air Force represented 5.88 percent of the total active force.)

Table 2. Reserve Force Grade Structure as of 30 June 1976

GRADE	ANG	AFRES	TOTAL
General	N/A	N/A	N/A
Colonel	0	2	2
Lieutenant Colonel	0	16	16
Major	2	13	15
Captain	34	72	106
First Lieutenant	11	30	41
Second Lieutenant	20	18	38
TOTAL	**67**	**151**	**218**

Source: *History of the Women in the Air Force*, Report of the Inspection of the Utilization of Women in the Air Force

(Women in the ANG represented 4.84 percent of ANG personnel.
Women in the AFRES represented 7.87 percent of AFRES personnel.
Together, they represent 5.89 percent of the reserve forces.)

Table 3. 1976 Women Line Officers Comparison

FORCE	# OF OFFICERS	% AS FLAG OFFICERS (General Officer)	% AS FIELD GRADE (04-06)	% AS COMPANY GRADE (01-03)
Active Duty	1,582	.06	7.84	92.1
Air National Guard	67	0	3.00	97.0
Air Force Reserves	151	0	20.50	79.5

From the above comparison, by 1976, the active duty force was the only branch which had a female promoted to the grade of flag officer. While within the company grade ranks there is a lot of similarity—a high percentage of women across the board in the lower ranks, the AFRES had a significantly higher percentage of women in field grade positions, clearly showing a better opportunity for progression than the other two branches. From the data, it can be concluded this lack of opportunity within the ANG may be due to several prevalent factors: 1) officers staying longer in positions, creating a stagnant officer corps; 2) only since 1968 had career fields other than medical opened to women; therefore, women had not attained time-in-grade, time-in-service for promotion to field grade ranks; and 3) except for nurses and other medical personnel, the ANG had not recruited women because they had been prohibited by law from belonging to combat arms units. The data clearly shows the 1970s did not provide a lot of upward mobility for women in the ANG. It is interesting to note that the data during this same year shows the ANG had 413 female medical officers as compared to the AFRES with 850 female medical officers, indicating the AFRES medical corps may have offered more opportunity for advancement than the ANG medical corps.

US World Leader of Women in the Military

By 1983, the number of women in our Armed Forces increased to nine percent (9.0%). At that time, the U.S. military was a world leader in using women in military service. In addition to the AVF mentioned earlier, this growth actually began when Congressional limits on women representation were removed in 1967.[8] The general

thought in 1983 was: mass in numbers had been achieved; skirmishes would continue, but the war for women in the military had been won.[9]

To examine the progress in and barriers to providing women full opportunity in the military of the 1980s, a Symposium on Women in the United States Armed Forces was held October 21-23, 1983, in Chicago, Illinois. In a speech entitled *"Force Levels for Military Women,"* it was predicted that despite misconceptions and misperceptions, the role of women in the military was legitimate and secure. The statistics were significant, but the "change in organizational culture that will result in the future may be more so."[10] In the past, leaders have been male and followers were predominantly male; for the last 10 years, the followers have been increasingly female; in the future, leaders will be increasingly female.

A Closed Personnel System

Because the Armed Forces had a closed personnel system (everyone enters the military at the lowest level/rank; exception: officers in career fields such as medical, legal, chaplain), it wouldn't be until the 1990s that large numbers of women would be available and eligible for senior positions.[11] Analysis of promotions statistics for 1983 showed AD women were being advanced at rates generally equal to those of men. Women who entered military service since 1973 were proportionally represented in the grade structure, assigned across a wide variety of skills, and competed on an equal basis with men in spite of assignment restrictions resulting from combat exclusion laws and related policy. "In a closed personnel system, time seems an implacable foe, but, once played out, will govern with a vengeance.[12] This means the composition of the senior ranks was determined for

all practical purposes some twenty to thirty years ago by the composition of those individuals who entered the military at that time."[13]

1988-1989: No Impediments to Career Progression

By 1988, women comprised 10.5% of the total AD USAF, compared to 2.5% in 1973, and the types of jobs held by women have continued to expand.[14] The result of a 19 May 1989 report of the United States General Accounting Office, which examined whether impediments existed to equitable career progression opportunities for women in the military, indicated:

> Although policy and other factors such as combat exclusion can impede women's career progression, promotion data for 1986 through 1988 show that women are being promoted at rates similarly to men. This may be attributed to the high quality of women entering the armed forces or the special instructions given to promotion boards that were designed to address the competitive disadvantages that women have due to the combat exclusion and other reasons. Because the numbers of women competing for and achieving senior grades are small compared to men, variances between the selection rates are not always significant and do not necessarily mean that impediments to career progression for women have had no effect.[15]

The study further showed that women's opportunities to fill command positions varied by specialty. Women generally had fewer opportunities to be selected for command positions because: (1) combat exclusion laws and policies closed a number of command positions to them; (2) women frequently served in occupations having fewer command positions; and (3) many women were not yet senior enough to be competitive for a command position. The study further found that each service (USA, USN, USMC, USAF) promotion process stressed the importance of selecting the best qualified person

and emphasized an equal opportunity philosophy; however, serving in command positions was often considered essential for promotion.[16]

1991 Special Report

According to a Special Report in the *Air Force Times* titled *'Glass Ceiling' on Careers is Claimed*, in general, many Air Force women said they believed they must work harder than their male peers to earn the same respect, awards and promotions.[17] No women in the active duty Air Force ranked above brigadier general, and only four of 161 brigadier generals, or 2.5%, were women, according to Department of Defense statistics for fiscal year 1991.[18] Women also made up 2.6% of all Air Force colonels, or 130 out of 4,876, the statistics show.[19] The statistics lend credence to the fact that maybe women were unable to break through institutional barriers to reach the upper level grade structure—confirming the existence of the glass ceiling. Overall, women made up about 13.8% of the Air Force officer corps and 14% of the entire active duty force.[20]

DOD Leading the Way

A Defense Department report released in March 1996 claimed the Defense Department is the nation's largest employer of women, employing more than 500,000 of them in civilian and active military billets. [21] This includes 371,000 civilian employees and 195,000 active duty women. Women comprise a significant portion of the defense force, including: 12% of the active duty force; 14% of the reserve component (ANG and AFRES) force; 37% of the DOD civilian labor force; and 19% of the civilian mid-level managers (GS-13 to 15).[22]

Notes

[1]Business Section, *Montgomery Advertiser*, 18 October 1996, pg. 5B.

[2]Lois B. DeFleur and Rebecca L. Warner, "The Impact of Military Service on Women's Status: A neglected Area of Inquiry" in *Women in the United States Armed Forces: Progress and Barriers in the 1980s.* ed. Nancy H. Loring (Chicago: Inter-University Seminar on Armed Forces and Society, 1984), 1.

[3]A Review of Data on Women in the US. http://web1.whs.osd.mil/.../ military/trends.htm.

[4]"Health Status of Women in the Armed Forces," *Armed Forces & Society* 18, no. 4 (Summer 1992) 514.

[5]*History of the Women in the Air Force*, Report of the Inspection of the Utilization of Women in the Air Force, PN 76-608, K141.33, 76/01/01-76/06/30, in USAF Collection, AFHRA.

[6]*History of the Women in the Air Force*, Historical Summary, HQ USAF, Washington DC, Office of the Director, Women in the Air Force, K141.33, 69/07/01-69/12/31, in USAF Collection, AFHRA.

[7]*History of the Women in the Air Force,* Report of the Inspection of the Utilization of Women in the Air Force, PN 76-608, K141.33, 76/01/01-76/06/30, in USAF Collection, AFHRA.

[8]Harry J. Thie, (LTC, USA), "Force Levels for Military Women" in *Women in the United States Armed Forces: Progress and Barriers in the 1980s.* ed. Nancy H. Loring (Chicago: Inter-University Seminar on Armed Forces and Society, 1984), 17.

[9]Ibid.

[10]Ibid. 18.

[11]Ibid.

[12]Ibid.

[13]Ibid.

[14]United States General Accounting Office, Briefing Report to the Chairman, Subcommittee on Military Personnel and Compensation, Committee on Armed Services, House of Representatives. *"Women in the Military: Career Progression Not a Current Problem but Concerns Remain."* GAO/NSIAD-89-210BR (Washington D.C.: General Accounting Office 1989), 1.

[15]Ibid.

[16]Ibid. 19, 23.

[17]"'Glass Ceiling' on careers is claimed," *Air Force Times*, Vol. 53, 12 October 1992, 18.

[18]Ibid.

[19]Ibid.

[20]Ibid.

[21]"Women Play Crucial Role in Nation's Defense," *Defense Issues* 11, no. 31.

[22]Ibid.

Chapter 2

Progression Of Women In The Air National Guard. Where Are We Today?

We in the military have never been busier. Every Air National Guardsman and woman knows this. The Guard is as important and relevant today as we were in the opening battles of the Revolution. The militia concept was and remains sound as the concept for raising and maintaining military force in America.

—Major General Donald W. Shepperd
Director, Air National Guard

History

The modern Air National Guard (ANG) was forged during World War II and the immediate post-war period. Shedding its status as an auxiliary of the Guard's traditional ground combat formations, the Air National Guard became the primary combat reserve component of the newly established United States Air Force (USAF). The politics of military planning during World War II and in the immediate post-war period, rather than actual combat operations, drove that transformation.[1]

Women allowed to join the Air National Guard

Women were not allowed to join the Air National Guard until 1956, when President Eisenhower authorized the appointment of female nurses, and in October 1956 the first woman joined the New York ANG as a nurse and rose to the rank of lieutenant colonel.

Women who were not nurses, however, waited another 11 years (1968) before they could enter the ANG in other career fields. In November 1967, Congress removed the two-percent personnel strength and rank ceiling limitations imposed in 1948 by the Women's Armed Services Act. Consequently, the National Guard Bureau authorized the states to enlist and appoint female personnel into the Women in the Air Force (WAF) on 1 July 1968, a policy change that opened non-medical positions to women.[2]

Women included on a significant scale

With the advent of the AVF, a major social transformation occurred in the ANG. The 1970s involved the inclusion of women in the ANG on a significant scale. Except for nurses and other medical personnel, the ANG had not recruited women because they were prohibited by law from belonging to combat arms units. Less than one percent (1.0%) of the entire ANG consisted of women and minorities when the draft was abolished in 1973. With the adoption of the AVF, policies that excluded women from service and service support units were dropped. Aviation was also opened to women except for fixed-wing combat aircraft and attack helicopters. By 30 September 1979, the number of women in the entire ANG rose to 7,197 or 7.7%.[3]

Career Opportunities

Flight training was opened to Air Force women in 1976. In January 1978, the ANG claimed its first female pilot. There was a significant increase in female and minority representation in the ANG by the mid-1980s. In 1974, the ANG included only 1,227 women, some 1.3% of the Total Force. By 26 March 1986, there were 12,551 women in the ANG or 11.4% of its personnel strength.[4]

Despite these gains, in the early 1990s women were still concentrated in fields that limited their promotion potential. By 1991, of the 118,000 members in the ANG, women made up 10.6% of the officer corps. In 1992, about 49% of the female ANG officers were in medical fields, while another 20% were serving in administration and personnel. Only 8% of the Air National Guard's female officers held billets in operations, engineering, and maintenance, these are key fields that lead to command and senior rank.[5]

ANG to Study Women's Issues

In February 1991, at its 1991 Fall Conference, DACOWITS requested a written report from the ANG on the promotion opportunities available to women officers and airmen. The ANG was directed to compare promotion rates for male and female members by time-in-grade and time-in-service for promotions based on position vacancies and Reserve Officer Promotion Act programs.[6]

In response, the ANG set up a focus group to examine women issues, from assignments to promotion opportunities. The team's goal was to try to determine the proper proportion of women in the force, which had never been done, and how to recruit women to meet those objectives. ANG officials told members of DACOWITS at its April 27, 1992, Spring Conference that "while the (Air National) Guard has worked on ensuring ethnic representation, no one has ever given much thought to the appropriate percentage of women."[7] Mr. Jack Broderick, Chief of Equal Opportunity for National Guard Bureau, reported there were a low number of (Air National Guard) women in senior officer positions and in the non-traditional fields. He further stated there were few 0-6 billets available in the Guard's medical fields to which women could advance; consequently,

women have to switch to the Air Force Reserve for career advancement.[8] A high-ranking official, who asked not to be identified, reported no official study was ever conducted in 1991 to examine women's assignments and promotions opportunities. No official documentation (either dated or current) was found for this research project to indicate how women are progressing in the ANG as compared to men.

Key Leadership Positions[9]

The ANG officer key leadership positions are Adjutant General, Assistant Adjutant General, ANG Assistants, Chief of Staff, Deputy Chief of Staff, Executive Support Staff Officer, Logistics Commander, Operations Commander, Support Commander and Wing Commander. **Special Note:** The following charts could only be developed from duty title information and their accuracy is suspect. However, they do provide some insight into assignment practices.

Table 4. 1993 ANG Officer Corps In Key Leadership Positions

ADJUTANT GENERAL

(Rated or Non-rated eligible)

Grade	Total	Male	Male %	Female	Female %
Maj Gen	12	12	100%	0	0%

(Positions can be filled by Army or Air National Guard personnel; however, the above only reflects the number of positions filled by ANG personnel)

ASSISTANT ADJUTANT GENERAL

(Rated or Non-rated eligible)

Grade	Total	Male	Male %	Female	Female %
Brig Gen	45	43	96%	2	4%
Colonel	10	9	90%	1	10%
Total	**55**	**52**	**95%**	**3**	**5%**

CHIEF AND DEPUTY CHIEF OF STAFF

(NOTE: One or the other require rated officer)

Grade	Total	Male	Male %	Female	Female %
Maj Gen	9	9	100%	0	0%
Brig Gen	28	28	100%	0	0%
Colonel	31	31	100%	0	0%
Total	**68**	**68**	**100%**	**0**	**0%**

AIR NATIONAL GUARD ASSISTANTS

(NOTE: Some require rated officer)

Grade	Total	Male	Male %	Female	Female %
Maj Gen	6	6	100%	0	0%
Brig Gen	10	9	90%	1	10%
Colonel	9	7	78%	2	22%
Lt Colonel	4	4	100%	0	0%
Total	**29**	**26**	**90%**	**3**	**10%**

AIR NATIONAL GUARD ADVISORS

(NOTE: Some require rated officer)

Grade	Total	Male	Male %	Female	Female %
Colonel	26	25	96%	1	4%
Lt Colonel	16	14	88%	2	12%
Major	3	3	100%	0	0%
Total	**45**	**42**	**93%**	**3**	**7%**

EXECUTIVE SUPPORT STAFF OFFICER

(Rated or Non-rated eligible)

Grade	Total	Male	Male %	Female	Female %
Colonel	22	21	95%	1	5%
Lt Colonel	18	16	89%	2	11%
Major	3	2	67%	1	33%
Total	**43**	**39**	**91%**	**4**	**9%**

WING COMMANDER

(NOTE: Requires rated officer)

Grade	Total	Male	Male %	Female	Female %
Brig Gen	13	13	100%	0	0%
Colonel	70	70	100%	0	0%
Lt Colonel	5	5	100%	0	0%
Total	**88**	**88**	**100%**	**0**	**0%**

VICE WING COMMANDER

(NOTE: Requires rated officer)

Grade	Total	Male	Male %	Female	Female %
Colonel	72	72	100%	0	0%
Lt Colonel	16	16	100%	0	0%
Total	**88**	**88**	**100%**	**0**	**0%**

OPERATIONS GROUP COMMANDER

(NOTE: Requires rated officer)

Grade	Total	Male	Male %	Female	Female %
Colonel	30	30	100%	0	0%
Lt Colonel	55	55	100%	0	0%
Major	3	2	67%	1	33%
Total	**88**	**87**	**99%**	**1**	**1%**

LOGISTICS GROUP COMMANDER

(Rated or Non-rated eligible)

Grade	Total	Male	Male %	Female	Female %
Colonel	34	33	97%	1	3%
Lt Colonel	50	49	98%	1	2%
Major	3	3	100%	0	0%
Total	**87**	**85**	**98%**	**2**	**2%**

SUPPORT GROUP COMMANDER

(Rated or Non-rated eligible)

Grade	Total	Male	Male %	Female	Female %
Colonel	36	36	100%	0	0%
Lt Colonel	58	57	98%	1	2%
Major	2	2	100%	0	0%
Total	**96**	**95**	**99%**	**1**	**1%**

Source: Air National Guard Readiness Center, 1993 Demographics, Personnel Office

For ease of comparison, Table 5 below indicates the number and percentage of officers serving in each rank.

Table 5. ANG Key Officer Positions by Rank (1993

Grade	Total	Male	Male %	Female	Female %
General	123	120	97.6	3	2.4
Colonel	340	334	98.0	6	2.0
LtCol/Major	236	228	96.6	8	3.4

The information presented in Tables 4 and 5 clearly show women were not serving in the highest leadership position, that of State Adjutant General. However, on March 1, 1997, Martha Rainville of the State of Vermont pinned on the stars of brigadier general and became the first female National Guard adjutant general. While she set history as the first female adjutant general, special note is made that she was elected by the state legislature; Vermont is the only state to elect its Guard adjutant general.[10] There are only 54 Adjutant Generals and this position can be filled by either an Army National Guard or Air National Guard flag officer. All are appointed by a particular state's Governor, except: Washington, D.C., which is selected by the President; South Carolina, which is

selected by popular vote; and Vermont, which is appointed by the legislature. Several other positions require a rated officer, and the fact women are still relatively new to the rated career fields probably affects why few or no women serve in these positions. Because ANG personnel tend to remain with one unit, personnel tend not to move into new positions as rapidly as the active duty force due to PCS moves. This stagnation may hinder the progression of women. As is extremely evident from both Table 4 and 5, the leadership of the ANG was predominantly male in 1993, even after 37 years of women being in the ANG as medical personnel, 25 years in other career fields, and 16 years in rated career fields.

For further ease of comparison later, it should be noted that the data reflects that rated personnel are eligible for all of the key ANG leadership positions, but non-rated personnel are only eligible for 365 positions, or 52.2% of the total positions filled as set forth in Table 4. This fact supports one of the reasons women are not serving in these leadership positions—not enough time in rated career fields. As noted earlier, some of these leadership positions can be filled by either Army National Guard or Air National Guard officers, also hampering the advancement of female ANG officers and reducing their opportunity to serve in these positions.

1995 Statistics

The following table indicates the alignment of the female officer force in the Air National Guard for FY 95. A similar table for Active Duty Air Force and Air Force Reserve Forces can be found at Table 9, Page 24.

Table 6. Distribution Of ANG Female Officers September 1995

OFFICER GRADE	TOTAL ANG FORCE	TOTAL FEMALE FORCE	FEMALE % OF FORCE
11	0	0	0.0%
10	0	0	0.0%
09	0	0	0.0%
08	24	0	0.0%
07	90	3	3.3%
06	682	20	2.9%
05	2,893	167	5.8%
04	3,971	442	11.1%
03	3,951	646	16.4%
02	1,068	224	21.0%
01	841	206	24.5%
TOTAL	**13,520**	**1,708**	**12.6%**

Source: Review of Data on Women in the U.S., http//www.pafb.af.mil/DEOMI/ women.htm.

This table reflects a large influx of females in the last ten years as indicated by the high percentage of women in the company grade ranks. Opportunities are increasing significantly this decade. From the data it can be surmised there is an effort being made to recruit female officers into the ANG. However, as shown in 1993, women are still a small percentage of the field grade and flag officer ranks.

For ease of comparison, Table 7 has divided Table 6 statistics into flag officer, field grade officer and company grade officer to better analyze various generations of advancement opportunities.

Table 7. ANG Officers (1995)

	Flag Officers	Field Grade Officers	Company Grade Officers
Total ANG Force	114	7,546	5,860
Female Force	3	629	1,076
Female % of Force	2.6	8.3	18.3

1996 Statistics.[11]

There are a total of 13,266 ANG officers (11,538 men, 1728 women). The overall percentage of women is about 15.5%. The following table shows the female ANG officer demographics effective 31 October 1996.

Table 8. ANG Female Officer Demographics31 October 1996

Grade	Total	Average Age	Average TIS PAYDT	Average TIS SATSVC	AVG TIG	CMDR DAFSC
BG	3	53	29	28.67	2.333	0
COL	19	50.16	23.32	21.74	2.316	10
LTC	183	46.63	19.86	18.42	3.082	34
MAJ	453	40.35	15.27	14.26	2.682	40
CAPT	643	36.75	11.63	10.64	2.922	24
1LT	199	33.36	9.568	8.859	0.874	5
2DLT	228	30.58	8.425	7.711	0.627	2
TOTAL	**1,728**	---	---	---	---	**115**

Source: Information provided by the Air National Guard Readiness Center, Personnel Information and Analysis Branch, 31 October 1996 Statistics.

The data reflected in Table 4 reflects an older female officer corps than AD. Promotions are made from within the ANG, i.e., enlisted personnel are promoted to the officer ranks. The ANG average officer age is 4 to 7 years older than the active duty ranks. There are very few second and first lieutenants recruited from off the street; officers are mainly commissioned from within the enlisted ranks. ANG personnel are commissioned more easily from enlisted to officers because they are only competing for a slot at the unit level; whereas, the AD enlisted corps competes across the entire Air Force. However, time-in-grade is comparable with that of the AD force.

As of the end of Fiscal Year 1996, the ANG total strength was 110,475. Total men numbered 93,999 or 85.1% of the total ANG force; women numbered 16,476 or 14.9% of the total ANG force.

Of the 13,323 officers, women comprised 13.4% of the officer corps.[12] The ANG female officer career field distribution includes 3.17% medical, 18.6% support, 8.2% professional, 3.8% operations, 11.2% logistics, and 14.8% as students and others.[13]

The ANG provides 27% of the reserve component medical fight crews capability contribution to the total force.[14]

The ANG Today

Today, the Air National Guard is not just busy training for war; more and more they are participating in real-world missions. They are taking regular rotations side by side with active-duty and Reserve counterparts around the world. ANG units are immediately needed for every contingency of any size. Because of the downsizing of the active-duty force by 33%, the ANG is involved in every exercise because they can't be done without it.[15]

Notes

[1]Charles J. Gross, *The Air National Guard and the American Military Tradition.* (Washington, D.C.: Historical Services Division, National Guard Bureau, 1995), 53.
[2]Ibid. 123. See also end note #34 in book.
[3]Ibid. 122-123. See also end note #33 in book.
[4]Ibid. 123-124. See also end note #36 in book
[5]Ibid. 124.
[6]Fall Conference, October 18-21, 1992, DACOWITS Booklet, 199.
[7]"ANG group to study women's issues," *Air Force Times*, Vol. 52, 11 May 1992, 20.
[8]Ibid.
[9]Information provided by the Air National Guard Readiness Center.

Notes

[10]"A Ceiling is Broken: State of Vermont Elects Nation's 1st Woman TAG," *National Guard* 51, no. 3 (March 1997) 10..

[11]Information provided by the Air National Guard Readiness Center, Personnel Information and Analysis Branch, 31 October 1996 Statistics.

[12]Information provided by the Air National Guard Readiness Center, Personnel Information and Analysis Branch, 30 September 1996, End of Year Summary, Fiscal Year 1996.

[13]Ibid.

[14]Suzann Chapman, "Total Force Never Stops," *Air Force Magazine* 79, no. 11 (November 1996) 36.

[15]Suzann Chapman, "Total Force Never Stops," *Air Force Magazine* 79, no. 11 (November 1996) 34, 35.

Chapter 3

Women In The Active Duty Air Force (AD) And Air Force Reserves (AFRES)

Government responsibility for the advancement of women is vested in the highest possible level of government.

— Secretary of Defense Memorandum on
Equal Opportunity, March 3, 1994
Secretary of Defense Memorandum on
Prohibiting Sexual Harassment in DOD, August 22, 1994

More than any other event could have, the Persian Gulf War spotlighted the extent to which the United States has come to rely on women in national defense, and it refueled a long-simmering debate over just what should be the outer limits, if any, of their roles in the armed forces.

—Major General Jeanne Holm, USAF (Ret)
from her book *Women in the Military, an Unfinished Revolution*

Clinton administration opens career fields to women

The Clinton administration opened many non-traditional career fields in the armed forces to women. Currently (as of March 1996), there are 186 female pilots and navigators flying combat aircraft, with approximately 141 in training. The Clinton administration appointed more women to the DOD than any past administration. For example, the first woman to head a major branch of military service, Ms. Sheila Widnall, was appointed during this administration.[1] Consistent with the Beijing conference on women, officially called the U.N. Fourth World Conference on Women, DOD has taken

action. Some initiatives include: 1) The Navy has 137 women pilots and navigators flying combat aircraft. The Army has 38 and the Air Force has 10. The Marine Corps has one pilot and 11 in training. The Navy has 87 pilots in training and 40 naval flight officers in training. The Air Force has three women in training.[2] 2) Integration of women in the armed forces in a broad range of functions enhances sensitivity to and treatment of women who suffer as a result of armed conflict. The recent repeal of combat exclusion provided the following increased military services opportunities available to women: 91 percent of Army billets are now open to women; 96 percent of Navy billets are now open to women; 93 percent of Marine Corps billets are now open to women; 99 percent of Air Force billets are now open to women.[3] 3) Women serve as senior-level leaders, assistant secretaries of defense and as senior executives in the military departments. The Air Force has four women in the astronaut program. The Navy has one women in the astronaut program. The Secretary of the Air Force is a woman; the Army has five women general officers; the Navy has five women admirals; the Air Force has six female generals, and the USMC has one female general.[4]

Demographics for Active Duty Air Force Personnel

Current statistics as of December 31, 1996 indicate a force strength of approximately 381,718 individuals on active duty; 75,794 officers and 305,924 enlisted personnel. Women make up 16.71% of the force; 15.84% of the officer corps.

In 1975, women represented just 5.4% (33,000) of USAF's active-duty force. Today their numbers have not quite doubled at 64,111, but they constitute nearly 17% of USAF active-duty personnel.[5]. (See Table 10, Page 26 for end of FY96 demographics). The

increase in numbers can be attributed to the conscious effort to recruit female enlisted personnel. Additionally, the drawdown of the existing force has increased the percentage of women because the drawdown has affected a higher percentage of men. As was stated earlier, men were predominately represented in the higher grades and thus affected greater than the female force by the drawdown, i.e., early retirement programs, etc. The drawdown has not, however, affected the company grade ranks, where women have the higher concentration levels.

Women first began entering pilot training in 1976, fighter pilot training in July 1993, and navigator training in 1977. The service has 14,762 pilots, 5,535 navigators, and 36,400 nonrated line officers below the grade of colonel. Currently, there are 320 (2.17%) female pilots and 100 (1.81%) female navigators.[6]

1995 Demographics of AD and AFRES Female Officers

Table 9. Distribution of AD and AFRES Female Officers as of September 1995

OFFICER GRADE	TOTAL AD FORCE	TOTAL FEMALE AD	FEMALE % OF AD FORCE	TOTAL AFRES FORCE	TOTAL FEMALE AFRES	FEMALE % OF AFRES FORCE
11	0	0	0.0%	0	0	0.0%
10	10	0	0.0%	0	0	0.0%
09	34	0	0.0%	0	0	0.0%
08	90	1	1.1%	20	1	5.0%
07	140	5	3.6%	54	1	1.9%
06	4,158	204	4.9%	1,148	130	11.3%
05	10,659	1,062	10.0%	2,867	464	16.2%
04	15,516	2,333	15.0%	4,827	1,133	23.5%
03	32,817	5,414	16.5%	5,442	1,472	27.0%
02	7,551	1,516	20.1%	1,120	424	37.9%
01	7,469	1,533	20.5%	645	262	40.6%
TOTAL	**78,444**	**12,068**	**15.4%**	**16,123**	**3,887**	**24.1%**

Source: A Review of Data on Women in the U.S., http://www.pafb.af.mil/DEOMI/women.htm.

The table above represents the female force for 1995 in both the active duty Air Force (AD) and Air Force Reserves (AFRES). Within the company grades, the statistics are increasing, indicating women are being actively recruited to join the military. Yet, the percentages are higher in the AFRES, indicating opportunities for women entering the AFRES compared to men are greater than AD; however, raw position opportunities for women are greater in the AD than the AFRES due to size of the forces. (See Tables 5A and 5B). This is mostly driven by the mission of the AFRES, which is composed of the more traditional (support) career fields; i.e., 85% of AFRES female officers are in medical, administration and support fields. The general officer statistics are comparable. The opportunity of achieving field grade ranks in the AFRES is greater than AD, which may be due, again, to the large number of women in the medical and support fields. Also to be considered is the fact that the AFRES provides for a stationary career location—no PCS moves; it also provides stability to raise a family and have a career outside of the military. Due to the traditional role women still play in the family as the primary child career, the AFRES offers a more attractive military career path than serving on AD for many women.

Again, for ease of further comparisons, Table 10 has divided Table 9 statistics into flag officer, field grade officer and company grade officer to better analyze various generations of advancement opportunities.

Table 10. AD and AFRES Female Officers (1995)

	Flag Officers	Field Grade Officers	Company Grade Officers
Female AD	6	3,599	8,463
% of Female AD	2.2%	11.8%	17.9%
Female AFRES	2	1,727	2,158
% of Female AFRES	2.7%	19.5%	30.0%

1996 Demographics for AD and AFRES Female Officers

Tables 6 and 7 below show the current distribution of officers, specifically female officers, for FY 96 for the AD and AFRES forces.

Table 11. Distribution Of Active Duty Officers - Air Force as of end of FY96

Grade	Total	Male	Male %	Female	Female %
General	282	276	97.9	6	2.1
Colonel	3,951	3,738	94.6	213	5.4
LtColonel	10,346	9,205	89.0	1,141	11.0
Major	15,933	13,637	85.6	2,296	14.4
Captain	30,305	25,072	82.7	5,233	17.3
First Lieutenant	7,321	5,660	77.3	1,661	22.7
Second Lieutenant	7,145	5,728	80.2	1,417	19.8
Total	**76,380**	**64,333**	**84.2**	**12,047**	**15.8**

Source: Statistics provided by DP.HQ.AF.MIL

Table 12. Distribution Of Officers—AFRES as of end of FY96

Grade	Total	Male	Male %	Female	Female %
General	74	72	97.30	2	2.70
Colonel	1,053	923	87.65	130	12.35
LtColonel	2,730	2,247	82.31	483	17.69
Major	5,084	3,881	76.34	1,203	23.66
Captain	5,231	3,794	72.53	1,437	27.47
First Lieutenant	1,049	654	62.35	395	37.65
Second Lieutenant	646	381	58.98	265	41.02
Total	**15,867**	**11,952**	**75.33**	**3,915**	**24.67**

Source: Statistics provided Headquarters, Air Force Reserve Command/DPYB, for FY 1996.

Demographics for Air Force Reserve.[7]

In the Air Force Reserve Command (AFRC) (referred to as the AFRES throughout this paper) Unit Training Program, there are approximately 15,000 women as of January 1997. The force is comprised of 3,915 women officers and 10,889 enlisted women. Women comprise about 20.27% of the total AFRES force; female officers comprise

24.67% of the officer corps. Women are represented in virtually all AFRES career fields—32 of 32 officer and 36 of 37 enlisted.

The female officer career field distribution includes 75% medical, 10% administration and support, 8% operations, 5% logistics and 2% in remaining career fields. The AFRES has approximately 93 women pilots (or 3.21% of the pilot force) and 15 navigators.

The AFRES force contributes approximately 67% of the medical flight crew capability of the reserve components' contribution to the Total Force.[8]

Women have also made great strides in full-time air reserve technician (ART) leadership roles. Their career fields include aircraft operations officer, support operations officer, aircraft flight instructors, logistics management officer and supervisory nurse (medical administration).

Notes

[1]"Women Play Crucial Role in Nation's Defense," *Defense Issues* 11, no. 31 (18 January 1997). On-line, Internet available from http://www.

[2]Ibid.

[3]Ibid.

[4]Ibid.

[5]"Statistically Speaking," *Air Force Magazine* 80, no. 3 (March 1997) 15.

[6]Demographic "One Liners" for Active Duty Air Force Personnel. www:afpc.af.mil/publicaf/demograp/demo1231.htm.

[7]Information provided by Headquarters, Air Force Reserve Command Public Affairs Office. Fact Sheet 97-17, Women in the Air Force Reserves.

[8]Suzann Chapman, "Total Force Never Stops," *Air Force Magazine* 79, no. 11 (November 1996) 36.

Chapter 4

Comparisons of Statistics

Life is the art of drawing sufficient conclusions from insufficient premises.

—Samuel Butler
Notebooks

This chapter contains comparison graphs of the statistics shown in the previous three chapters, attempting to identify trends existing within the ANG community. It also analyzes how women officers in the ANG are advancing as compared to the AD and AFRES services.

The chapter is organized as follows. Each category of comparison begins with a brief introduction describing what is to be compared, followed by a representational graph. A comparison is then made of the ANG force with the AD force, followed by a comparison of the ANG force with the AFRES force, if information was available. Finally, summary comments are made about the ANG women officer corps progression within each category.

Comparison 1

1976 Women Line Officers, Percentage by Grade Categories

The graph below examines the 1976 Female Line Officers composition of all three branches. Specifically, it identifies the percentage of women line officers within the female force.

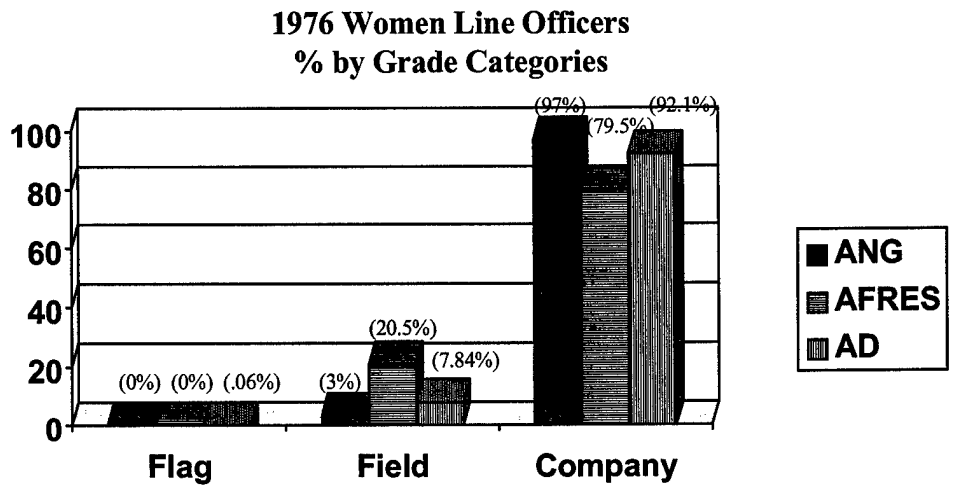

Figure 1. 1976 Female Line Officers Composition of all Three Branches

ANG vs AD

The above graph shows a lower percentage of ANG female officers in flag and field grade ranks. However, the percentage difference is not significant. While the ANG force has a higher percentage of company grade officers, again, the percentage difference is insignificant.

ANG vs AFRES

Neither force has flag officer representation. There was a significantly higher percentage of field grade officers in the AFRES, clearly showing a better opportunity for advancement. This is probably due to the fact the AFRES allowed women to join their force earlier, giving them (women officers) more time in the system to be competitive for higher ranks and jobs.

Summary

In 1976, female officers in all three branches had just progressed to, or not reached, flag officer ranks; with the AD force offering the best opportunity to achieve flag officer status. The AFRES had the largest percentage of field grade officers while the ANG had the largest percentage of company grade officers; again, this is due to the fact women were relatively new to the ANG. The 1970s show little opportunity for advancement for women in the ANG beyond the company grade ranks. A major factor may be due to the fact women were not allowed to join the ANG until 1958 (only in the medical corps). It wasn't until 1967 other career fields (for line officers) were opened to women in the ANG. Therefore, women had not been in the ANG long enough to accrue time-in-service to be competitive for promotion to the flag officer corps or even the field grade officer corps. Both the AD and AFRES have had women officers in their respective corps longer than the ANG.

Comparison 2

1976 Women Officers as part of the Total Corps, Line vs Medical

Somewhat similar to the previous graph, the graph below separates the 1976 female officer corps into line and medical officers. The percentages listed reflect the relative proportion of female officers within their total (all officers and enlisted—female and male) respective services.

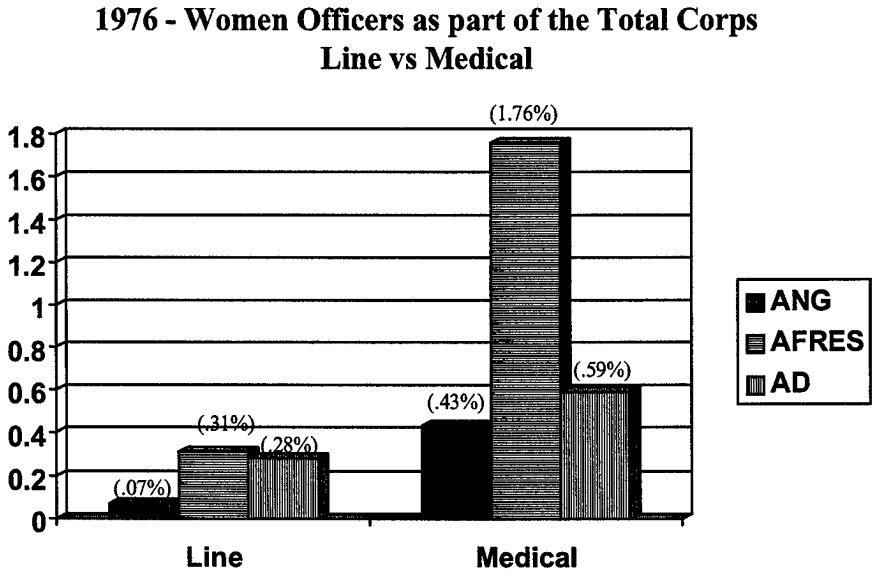

Figure 2. 1976—Women Officers as part of the Total Corps Line vs Medical

ANG vs AD

There are six times as many female medical officers in 1976 than line officers in the ANG; and there are only twice as many medical officers during the same year than line officers in the AD.

ANG vs AFRES

There is approximately six times as many medical officers in 1976 than line officers in the AFRES. This ratio virtually equals the ANG's ratio.

Summary

Due to the large ratio of women medical to line officers in both the ANG and AFRES, the opportunities for line officers were greater in the AD. Also, since an AFRES primary mission was medical support, the AFRES offered vast female officer advancement. Special note is made that during this time period, the active duty military was still reducing its force from the build-up due to the Vietnam War. This could explain why the AFRES medical corps was so much larger than the AD and ANG. Many of the officers were being released from active duty back to reserve status. Also to be considered is the *newness* of the ANG female officer corps—the fact women had only been in the medical corps for 18 years and in other career fields less than 10 years—is indicative of the lower percentage of female officers as reflected in the graph.

Comparison 3

Women as part of the Officer Corps

The graph below shows the growth of women as part of the officer corps during the 1990s. The follow-on (three) graphs show the growth of the female corps (officer and enlisted) through the years in each of the respective services. Note: Information was not available for the AFRES for 1991 in Figure 3.

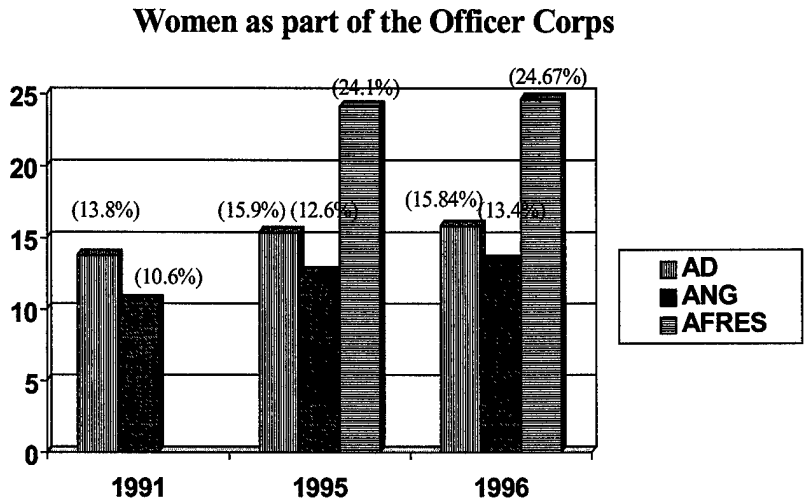

Figure 3. Women as part of the Officer Corps

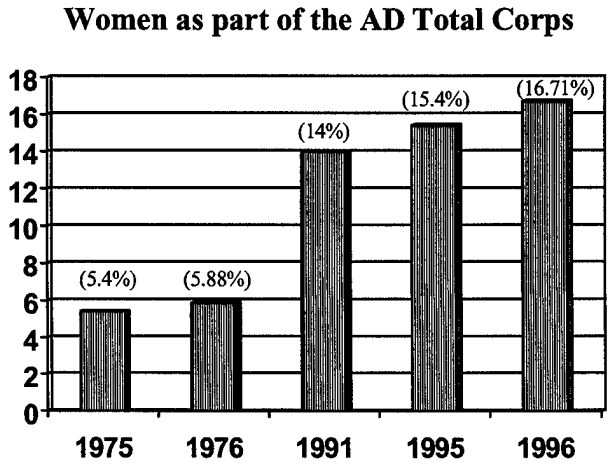

Figure 4. Women as part of the AD Total Corps

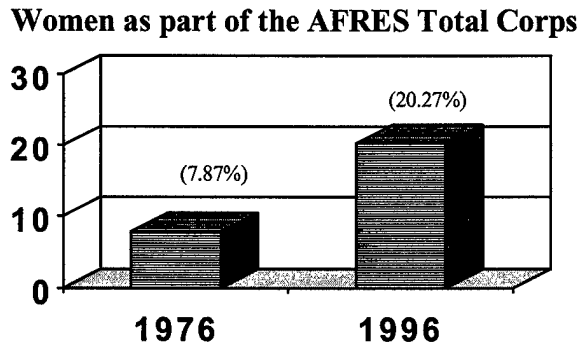

Figure 5. Women as part of the AFRES Total Corps

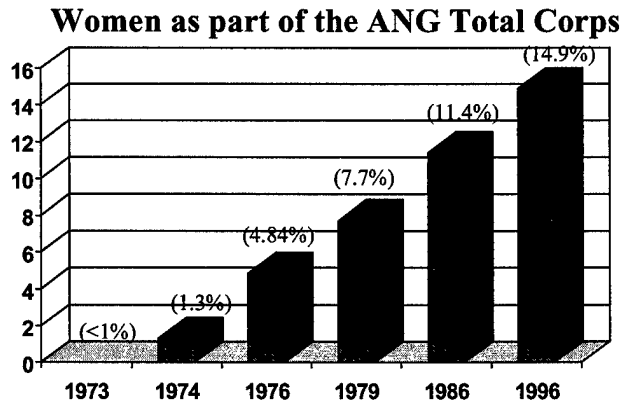

Figure 6. Women as part of the ANG Total Corps

ANG vs AD

From 1991—1996, Figure 3 shows the proportion of female ANG officers compared to the proportion of AD female officers was consistently lower, with both having similar growth rates. By 1996, the overall ANG woman percentage (Figure 6) was also slightly lower than the AD (Figure 4).

ANG vs AFRES

Figure 3 consistently reflects a much larger, almost double, AFRES female proportioned officer corps than the ANG. Figure 5 and 6 also reflect a major difference in

female opportunity. The growth of women (officers and enlisted) in the AFRES is almost the same as that of the ANG: 1976-1996 shows a tripling growth rate for both services.

Summary

Figures 3, 4, 5 and 6 show a growth rate of three times for all three branches. However, the AFRES offers more advancement than the ANG and AD forces, as shown by the large percentage of female officers in its officer corps, offering more opportunity for female officers.

Comparison 4

The graph below divides the female officer corps of each service into three categories: Flag Officers (general officers); Field Grade Officers (major, lieutenant colonel, colonel); and Company Grade Officers (second lieutenant, first lieutenant, captain), depicting a summary of the percentage of female officers in each category.

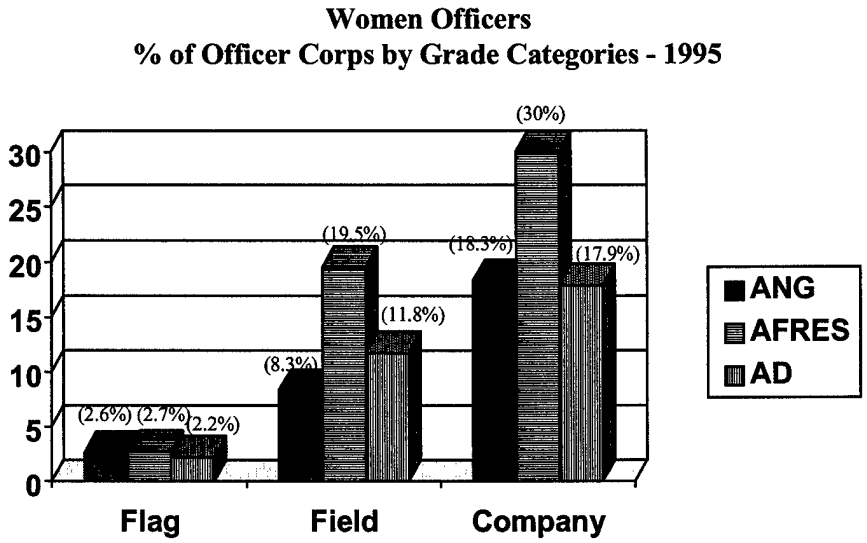

Figure 7. Women Officers % of Officer Corps by Grade Categories—1995

ANG vs AD

By 1995, the ANG female officer corps was approximately the same grade distribution as the AD corps. While the ANG statistics indicate similar flag grades and company grades, it is slightly smaller in the field grades.

ANG vs AFRES

Although the percentage of female officers in the flag grades are almost identical, the AFRES's percentage of women in the other two grade categories is two-thirds (2/3) times higher in company grades and two and one-half (2-1/2) times higher in field grades, compared to the ANG.

Summary

The AFRES has a significantly greater opportunity for female officers than the ANG; yet, the ANG seems to be only slightly lower than the AD force.

COMPARISON 5

.1996 Career Field Distribution - ANG and AFRES

The following graph breaks out the ANG and AFRES female officer corps by career fields. Note: No information for the AD force was available.

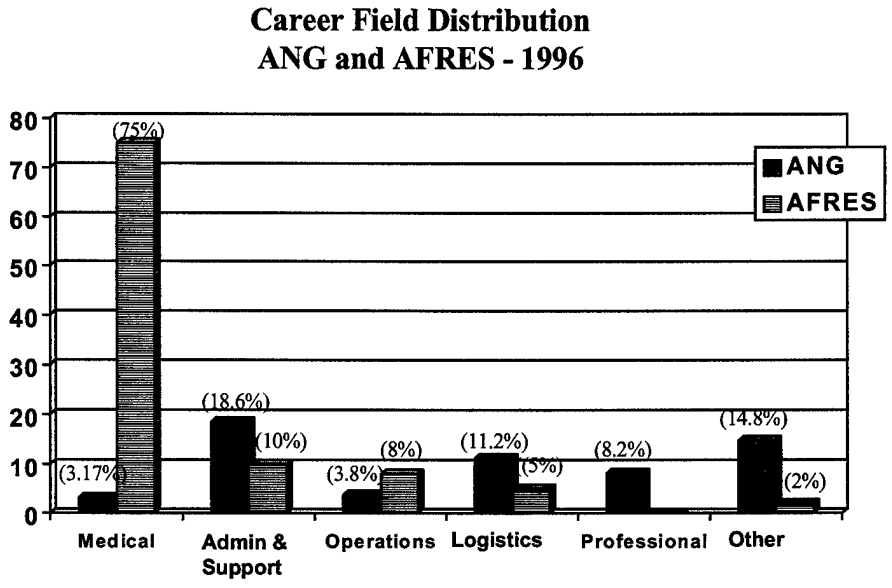

Figure 8. Career Field Distribution ANG and AFRES—1996

ANG vs AFRES

As has been shown repeatedly through the previous comparisons, and further confirmed by this chart, the AFRES has a larger medical mission, as is indicative of its much larger medical corps (than the ANG)—offering more opportunities for advancement for women. Although the ANG has a larger force in most of the other career fields, the difference does not provide the opportunities for women to advance in rank equivalent to the AFRES.

In 20 years, the portion of female officers in the ANG has drastically changed in comparing line to medical officers. From what was about a 6:1 ratio of medical to line in 1976 has now gone to line having an overwhelming 25 times greater female officer strength than the medical field—showing significant strides in opportunities for women in the non-medical areas.

The AFRES has a 3:1 ratio of medical to line, a reduction from a 6:1 ratio in 1976—showing they have progressed to making opportunities for women line officers possible, which is to be expected over a 20-year period.

Summary

The ANG as compared to the AFRES in non-medical careers has proportionately provided greater growth in non-medical career fields. In the rated (pilot) career field, there is a greater opportunity for women in the civilian sector. Civilian airlines hiring and advancement potential may be incentives for women to leave the AD and transfer to the lifestyle of the ANG and/or AFRES: 1) no PCS moves; 2) a one-weekend-per-month plus 15 days annual commitment; and 3) a retirement is still earned at the end of 20 years. All of these factors offer a more stable family lifestyle and are incentives for joining the ANG and AFRES. Higher turnover in the active duty allows more upward mobility, however, if women decide to remain on AD.

In the traditionally female career fields—such as personnel, administration and the medical corps—women are advancing equal to or better than men. Due to the fact one of the primary missions of the AFRES is medical, and the medical corps is a traditional female career field, the AFRES offers better opportunities for women.

In the non-line officer careers—legal, medical, chaplain corps—there is an independent promotion system. This may skew the statistics somewhat.

Although more and more women are graduating from college with degrees and entering the non-traditional career fields, particularly engineering, they are not tenured enough to compete with the once predominantly male careers.

Comparison 6

1996 Medical Flight Crew Capability Contribution by Each Service

The following graph shows the percentage of each of the service's contribution of the medical flight crew capability (aeromedical evacuation mission) to the Total Force.

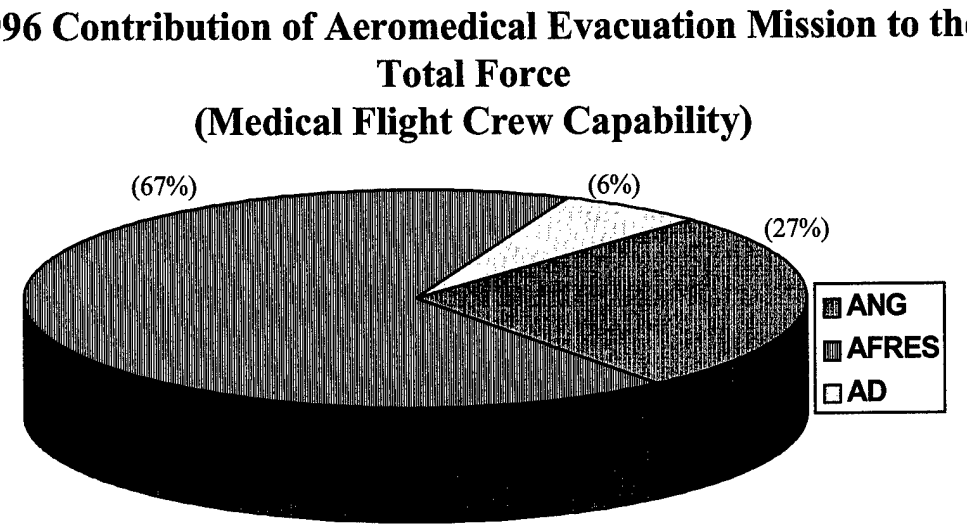

Figure 9. 1996 Contribution of Aeromedical Evacuation Mission

ANG vs AD

The ANG offers a significantly greater opportunity for advancement for women in the aerovac career than the AD corps.

ANG vs AFRES

Again, the medical, specifically aeromedical evacuation, career field provides a significantly greater opportunity for women in the AFRES than the ANG.

Summary

While the ANG contributes a large percentage to the aeromedical evacuation mission, the percentage provided by the AFRES is two and one-half (2-1/2) times the ANG. This factor alone indicates greater opportunity for upward mobility for women in the AFRES vs the ANG.

Chapter 5

Trends, Conclusions and Recommendations: Is The ANG On Track?

Introduction

Due to the narrowness of the topic of this paper and the lack of current studies on the subject, only general trends can be identified concerning how women officers in the ANG are faring against their counterparts in the active duty Air Force and Air Force Reserves. This chapter begins by identifying some common factors affecting the overall advancement of women. Thereafter, the chapter draws upon the data in the preceding chapters, identifying some trends and current status specific to female officers in the ANG. Finally, the paper concludes by identifying areas requiring further study.

Common factors affecting advancement of all female officers

Several factors contribute to the overall fact women have not advanced as far as men. First, women have been in the military for a lesser number of years; therefore, it is only in the 1990s decade they have gained enough time-in-grade and time-in-service to be promotable to general officer ranks.

Second, defense downsizing has moved towards a smaller force, decreasing the number of active duty personnel to 1.4 million. The total number of officers on active

duty was reduced by 49,000 from fiscal year 1987 to 1993, constituting a 17 percent reduction in the officer corps. As the force has been drawn down, numerous active duty billets have disappeared, both for men and women; however, for women the drawdown has been somewhat offset by the billets previously closed to women which have now been opened.[1] The drawdown of the post-cold war period has brought to light new concerns that were not considered by the military during the previous force reductions. Never before has there been such concern over gender representation and women's opportunities. As late as 1972, four years after the two percent ceiling was lifted, the proportion of women in the military still hovered at around two percent of the force. Career progression for military women has emerged as a real concern only in the last decade. The 1989 GAO report, referenced previously, conducted a study to determine whether the career development and promotion opportunities for women were similar to those for men.[2] While recognizing several factors that might impede women's career progression, the report, nevertheless, found similar promotion rates between the sexes between 1986 and 1988.

Third, closely tied to the topic of promotion is the issue of the so-called glass ceiling. The glass ceiling refers to a type of barrier that inhibits promotion of some individuals into the senior ranks of an organization. The individual can see through the glass ceiling to the upper levels, but cannot break through the institutional barriers. Several predictors of career advancement may contribute to this glass ceiling barrier: experience, education, willingness to relocate, time devoted to the job, and children. Assumptions and biases are made concluding that women would not be willing to relocate; that they are not able to put in additional hours, and that children necessarily inhibit working mothers' flexibility

and dedication to the job. These stereotypes can even emerge in subjective portions of performance ratings.[3]

Fourth, systematic barriers may be another restraining factor. These barriers include assignment policies, career paths and local job placement practices, and lack of mentoring systems for women that are crucial for advice and career guidance.[4] Many squadron commander positions require rated officers. It's been only since 1993 that the rated field, for the most part, opened 100 percent to women. Therefore, as of today, women haven't had the opportunity to tenure in rated career fields. However, with the passage of time, we will see women competing equally with men in time-in-service, time-in-grade and AFSC (specialty code), and probably serving in these positions.

Fifth, also of significant consequence is the move of women toward non-traditional jobs in the military. Yet, many women choose, or are placed in, the traditional career paths—attracted to administrative and support types of billets. These career fields themselves are restrictive in opportunities for advancement. [5]

Sixth, while recruiting standards and procedures were not examined in the research for this paper, they may affect the opportunities available to women.

Seventh, the promotions systems within the ANG, AFRES and AD forces are different. For example, the AD promotes using the "below-the-zone" system; the ANG uses a "unit-vacancy" promotion system. As stated previously, promotions systems are different for non-line and line officers. These varying systems may also affect the opportunities for promotion and job placement available to women.

Finally, the military promotion system is a vacancy-driven process whereby the number of personnel selected for promotion is contingent upon the number of openings in

the next higher grade. In the same vain, the Defense Officer Personnel Management Act (DOPMA) changed the promotion process, imposing limits on the number of officers in the controlled grades of 04, 05 and 06.[6]

Since many of the combat restrictions on women were removed in 1993—thus opening the door for women to serve in new areas—this greatly increased the opportunity for promotion and job advancement in what was once *a man's military*. However, numerous stereotypes, biases, and systematic barriers are still problems in dealing with promotion equity.

ANG Trends in the Female Officer Corps

"Purple Suit" Leadership Positions

Many of the top key leadership positions within the ANG are "purple" suited, a unique characteristic to the ANG, in which positions are shared between the Army and Air National Guard. This factor has a significant influence upon the number of positions available to female officers—not only do they compete with men within their service, they compete against officers from within the Army National Guard.

Retirement Systems

The difference in retirement systems is another factor affecting the advancement of women. In most cases, the AD force encourages retirement after 20 years of good service. During some periods, even early-retirement bonuses were offered. Both of these factors indicate a force in constant change—a lot of vacancies allowing for greater opportunity of upward mobility. In many cases, personnel within the ANG are retained for the maximum number of years commensurate with their grade before retiring. This

factor hinders upward mobility—officers stay in job positions longer—another factor affecting the upward mobility of female officers in the ANG.

Stagnation

While an individual in the ANG can have a military career with moves to different units and/or states, a majority elect to stay with one unit for their entire career. With no mandatory PCS moves, people stay in jobs longer, creating a stagnant force with lack of upward mobility opportunities. Therefore, personnel must wait for a vacancy, caused by the trickle down affect of retirements and separations, thus affecting/limiting the upward mobility of female officers in the ANG. While stagnation affects the male officer corps, too, it is noted that men were already in these positions. Therefore, stagnation has a more *direct* affect on advancement of women.

Rated Officers Required

Many key leadership positions require rated officers. Within the ANG, women have not achieved enough time-in-grade or time-in-service in the rated career fields to be eligible for these positions yet.

Conclusions

In 1976, the base-line year of this research, the AFRES clearly led the ANG and AD in female line officer advancement opportunity. In fact, by 1976, the ANG was significantly lower in women officers above company grade level; this was mainly due to the relatively short time (9 years) since females were allowed in non-medical fields. AD and AFRES have had women officers for 10 to 20 years longer (10 for medical officers;

20 for non-medical officers). Also, at this time, women medical officer opportunities were greatest in the AFRES.

In 1995, the officer grade distribution clearly favored the AFRES, as their female officer percentage was two and one-half (2-1/2) times higher than the ANG and two-thirds (2/3) times higher in the company grades. ANG and AD rates in officer grade distribution were comparable.

By 1996, the proportion of AFRES female officers compared to male officers was significantly higher than the same proportions in the ANG and AD, with the ANG the lowest proportion. (AFRES-25%; AD-16%; ANG-13%). AFRES advancement opportunities in the aeromedical evacuation career for female officers is well above both the ANG and AD.

From 1976 through 1996, all three components of Air Force have approximately *tripled* in the growth of women as a percent of each respective total service. Also, during this same period, the ANG has seen what was predominantly a medical-oriented female officer force diversity to the vast majority of female officers being non-medical. This expanded emphasis on female officer opportunity in all career fields is to be applauded.

In answer to the question **IS THE AIR NATIONAL GUARD ON TRACK?,** this research has led to the conclusion that: given the time differential for female officer development in the Air National Guard, with the exception of the medical opportunities available within the Air Force Reserves, the Air National Guard seems to be progressing at a rate almost comparable to the Air Force Reserves, but slightly trailing the Air Force active duty in opportunities for female officers—both in promotions and job placement. However, once this time differential is overcome with continued emphasis on monitoring

female opportunities and minor policy changes in retirement and/or stagnation obstacles, women officers in the Air National Guard should have equal representation within the officer grade structure in a minimum of ten (10) years.

Recommendations

Retirement Systems

Study retirement systems in each of the three services to determine whether or not they influence and/or affect upward mobility for not only female, but all, ANG officers.

Stagnation

Examine the time-in-job of key leadership positions in the ANG. Study whether or not placing CAPS on length of service or on the length of time a person can stay in a key leadership position in the ANG will provide more opportunity for upward mobility.

Promotion Systems

Recommend further study into these differing systems to determine what affect they have on the career progression of female officers.

Recruiting

Recommend research and study into the recruiting program to determine what, if any, affect it has on the hiring and career progression of female officers.

Rated Officers Requirement

Study whether ANG officer positions that currently require rated officers, i.e., Wing or Vice Wing Commanders, can be successfully led by non-rated officers, i.e., using the Operations Group Commander as the advisor on flying operations, just as the Base Civil

Engineer advises on those policies. If so, more advancement opportunities in key leadership would open to the mostly non-rated female officer force.

Today, women are represented in all active and reserve armed forces as an integral part of the Total Force.

> The changes that have taken place [since the first time women were permitted to serve as members of the US military services] have reached far beyond anyone's most elaborate vision and have been nothing short of revolutionary when viewed in the total span of military history. This long story has been about women's struggle to break through the attitudinal and societal barriers shaped by old but strongly maintained traditions and myths about the military institution and women's proper roles in it. That struggle was never about women seeking special privileges or double standards. It was about being allowed to compete based on ability, not gender. It was never about proving that women can do anything a man can do, but about being judged as individuals by the same standards as men in any job for which they can qualify. It has always been about being allowed to pursue a career based on their individual qualifications rather than sex stereotypes and male norms unrelated to the job. It was never about women's equality to the exclusion of readiness considerations. It was about the privilege of serving one's country without artificial barriers based solely on gender. In short, women's struggle for a place in the armed forces has been about seeking the full rights and responsibilities of citizenship...Women have proven that they are ready, willing, and able to accept the risks and responsibilities that go with the oath they have freely taken. They have earned the right to be treated as members of the first team rather than as a protected subclass excluded from the heart of their military profession. They have earned the right to the recruiting poster's promise and challenge: "Be All You Can Be.[7]

Notes

[1]Donna M. Kaspar, *The Effects of the Drawdown on Promotion and Career Opportunities of Female Officers*. March 1995. Naval Post Graduate School, Monterey California., 7.

[2]Ibid. 11.

[3]Ibid. 12, 13.

[4]Ibid. 13.

[5]Ibid.

[6]Ibid. 17.

Notes

[7]Jeanne Holm (Maj Gen, USAF Ret), *Women in the Military, An Unfinished Revolution* (Presidio Press, 1992) 508-509.

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