

**GREATER REPRESENTATION AND INTEGRATION
OF WOMEN IN THE INDIAN NAVY: TOWARDS A
PARADIGM SHIFT**

by
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March 2023

SELF-DECLARATION CERTIFICATE

I declare that the dissertation titled '*Greater Representation and Integration of Women in the Indian Navy: Towards a Paradigm Shift*', submitted by me for award of the Degree of Master of Philosophy (M Phil) in Social Sciences is original and this work or part thereof has not been submitted for the award of any degree or diploma either in this or any other University.

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CERTIFICATE BY FACULTY GUIDE

I have the pleasure to certify that **Commodore Gautam Bedi** has pursued his research work and prepared the present dissertation titled '*Greater Representation and Integration of Women in the Indian Navy: Towards A Paradigm Shift*' under my guidance and supervision. The same is result of research done by him and to best of my knowledge; no part of the same has been part of any monograph, dissertation or book earlier. This dissertation is being submitted to the Panjab University, Chandigarh, for the purpose of Master of Philosophy (M.Phil) in Social Sciences in partial fulfillment of requirements for the Advanced Professional Programme in Public Administration (APPPA) of Indian Institute of Public Administration (IIPA), New Delhi.

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LIST OF ABBREVIATIONS

AAD	Army Air Defence
AEC	Army Education Corps
AOC	Army Ordnance Corps
ASAT	Anti-Satellite
ASC	Army Supply Corps
ATC	Air Traffic Control
BCE	Before Common Era
CDM	College of Defence Management
CE	Common Era
CELABS	Centre of Excellence in Ethics, Leadership And Behavioural Studies
CO	Commanding Officer
DoD	Department of Defense
EME	Electronics and Mechanical Engineers
GDP	Gross Domestic Product
GII	Gender Inequality Index
HDMC	Higher Defence Management Course
IA	Indian Army
IAF	Indian Air Force
IHQ MoD(N)	Integrated Headquarters of the Ministry of Defence (Navy)
IN	Indian Navy
INA	Indian National Army
IRC	Independent Review Commission
IT	Information Technology
JAG	Judge Advocate General
LFPR	Labour Force Participation Rate
MCL	Maternity Convalescent Leave
MILPERSMAN	U.S. Naval Military Personnel Manual
MOM	Mars Orbiter Mission
MR	Maritime Reconnaissance
NAI	Naval Armament Inspectorate

NAVADMIN	Naval Administrative Message
NDA	National Defence Academy
NHQ	Naval Headquarters
OPNAVINST	Office of the Chief of Naval Operations Instructions
PC	Primary Caregiver; Permanent Commission
PCL	Primary Caregiver's Leave
PoSH	Prevention of Sexual Harassment Act 2013
PPP	Purchasing Power Parity
PT	Physical Training
RAN	Royal Australian Navy
RN/ RM	Royal Navy/ Royal Marines
SAPR	Sexual Assault and Prevention Report
SAPR VAs	Sexual Assault Prevention and Response Victim Advocates
SARC	Sexual Assault Response Coordinator
SECDEF	Secretary of Defence
SECNAVINST	Secretary of Navy Instructions
SC	Secondary Caregiver
SCL	Secondary Caregiver's Leave
SOF	Special Operations Forces
SRT	Situation Reaction Test
SSB	Services Selection Board
SSC	Short Service Commission
TAT	Thematic Apprehension Test
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USN	United States Navy
USSOCOM	United States Special Operations Command
WAAC	Women's Auxiliary Army Corps
WAT	Word Association Test
WOs	Women Officers
WRANS	Women's Royal Australian Naval Service
WRN	Women of the Royal Navy

GREATER REPRESENTATION AND INTEGRATION OF WOMEN IN THE INDIAN NAVY: TOWARDS A PARADIGM SHIFT

ABSTRACT

Introduction

Despite India's tremendous intellectual, scientific and demographic capital, and an awe inspiring growth story, India lags woefully in gender equality. This year's *Economic Survey* has thrown up an intriguing statistic: 60% of women in India in the productive age bracket of 15-59 years are engaged in full-time housework and India's female Labour Force Participation Rate (LFPR) stands distressingly low at 25% (2020). On the parameter of gender inequality, India's Gender Inequality Index (GII) value is 0.490 in 2021 and is ranked 122. This does not augur well for a nation aspiring to become a US\$ 5 trillion economy by 2025 and needs to be addressed on priority in all walks of life.

Amongst the Armed Forces of India, perhaps the Indian Navy (*IN*) is the most ideally placed to become the torchbearer of gender equality – mostly on account of nature of hazards of the environment, and being more of a skill based service

In 1992, the *IN* started inducting aspiring ladies as Short Service Commission (SSC) officers for the first time, in the Education Branch and Law/ Logistics Cadres of the Executive Branch. Subsequently, additional branches and cadres/ specialisations were opened up for induction of Women Officers. However, their representation remained abysmally low, roles assigned limited, Women Officers were not appointed onboard frontline warships in combat roles, and only a miniscule number were granted Permanent Commission. Presently, only about 6% of the total strength of officers in the *IN* (not including Medical and Dental) are women, and they are restricted to only 13 cadres/ specialisations in the Executive/ Education/ Engineering Branches (other than Medical and Dental).

Commencing 2023, all this is set to change. *IN* has made known its intention of inducting a greater number of women, both as officers and sailors, and opening up of all branches and cadres/ specialisations for officers, except the submarine cadre, and a majority of Trades for sailors. It is estimated that eventually the Indian Navy aspires to have women making up 30% of its uniformed strength.

Rationale/ Objectives of the Study

There has been very limited academic study on the subject of greater representation and integration of women into the *IN*, and how this would impact the Navy as a combat ready, cohesive and credible force. This research study aims to analyse gender integration issues in the *IN*, identify challenges and suggest mitigating measures thereof. Accordingly, study objectives included: -

1. To critically examine the reasons behind low representation and restricted roles of women in the Indian Navy.
2. To identify long term implications and challenges of greater representation for women and their integration in the Indian Navy.
3. To suggest measures for promoting comprehensive gender integration in the Indian Navy.

Research Strategy and Research Design

Qualitative research strategy has been employed for the study. The study is based on Explanatory, Interpretive and Critical research design wherein data has been collected and analyzed for interpreting prevailing circumstances, theorizing and building beliefs. In the absence of any such recent study carried out for the *IN*, primary data for the study has been obtained from responses to survey questionnaires by serving *IN* personnel, both men and women, and personal interviews with a cross section of people – policy makers, service personnel who have had some degree of interaction with Women Officers, as well as women respondents themselves.

Policy level inputs on induction of women were obtained from the Personnel Branch at IHQ MoD(N), New Delhi through a series of questionnaires. A survey questionnaire was also addressed to the Western Naval Command at Mumbai, the Eastern Naval Command at Visakhapatnam and to the *IN*'s technical training establishment, INS Shivaji, under the Southern Naval Command, which elicited a total of 166 responses (16 female & 150 male respondents)¹ from the field units. Based on the responses, personal interviews were conducted with a cross section of

¹ Considering a universe of 4500 officers, this amounts to about 4%.

individuals, including in the policy domain and in the field. Secondary data has been gleaned through content analysis, including declassified sources in the *IN* and Raksha Mantralaya, published materials in similar studies undertaken within and outside India, and relevant media articles.

Findings of the Study

Tangible Factors for Low Representation of Women in the *IN* (1992 to 2022)

1. **Lack of Felt Need.** In the Education Branch and Law/ Logistics/ ATC Cadres of the Executive Branch, which were the first avenues opened up for Women Officers in 1992/93, only 71 women were inducted over the first five years from 1992-1996. Till 2017, the proportion of Women Officers hovered between 2% to 4% and has risen marginally to 5%-6% over the last five years, even though avenues amounting to 40% of the *IN's* officer cadre have been gradually opened up for them. This was attributable in part to the lack of need to induct women in greater numbers.
2. **Limited Opportunities to Serve.** Though all Branches of the Navy were opened up for Women Officers in 1998, with nil restrictions on cadre/ specialization and type of commission, the Navy inducted women only through the Short Service Commission (SSC) scheme in non-sea going avenues, which too were limited and were only gradually increased over several years. Consequently, all non-sea going avenues became saturated for further induction of women.
3. **Lack of Infrastructure onboard Ships.** Lack of requisite infrastructure for women in terms of accommodation and toilet/ bath facilities, including onboard ITS (*IN's* Training Squadron) ships, precluded induction of women into sea-going cadres.

Intangible Factors for Low Representation of Women in the *IN* (1992 to 2022)

1. **Male Misogyny/ Gender Bias.** Section 9(2) of the Navy Act, 1957 had made women ineligible for appointment/ enrolment in the Indian Navy. This, despite our founding fathers embracing universal suffrage and enunciating equality in all its manifestations, indicated an inherent gender bias carried over as a colonial legacy.

2. **HR Management Issues.**

(a) **Sexual Misconduct.** Sexual harassment in any workplace is an outgrowth of a lingering sub-culture of misogyny - the *IN* discovered this within a couple of years of positioning women onboard ships. Women Officers were assigned to ships on a trial basis in 1997, but the practice was discontinued in 1999 due to a host of reasons including indiscipline.

(b) **Prolonged Work Absence due to Physiological Life Cycle.** Traditionally, in the Indian society, career choices of women have been restricted by their relatively early marriage and subsequent life cycle. Pregnancy followed soon after marriage, placed extremely heavy demands on the body, and once the child was weaned away from breast feeding, another pregnancy could be expected. In the present context, this aspect of a woman's life cycle would have resulted in prolonged absence of affected Women Officers, with no relief.

3. **Factors Dissuading Women.** Following factors could have discouraged women from taking to the Indian Navy as a career of choice: -

(a) **Lack of Flexible Work Period.** Culturally, women at low income levels move into the labour force only as supplementary workers, and as their male counterparts in the family start earning, tend to pull out of work in the formal economy to give more attention to household activities. At relatively higher income levels, women are more amenable to flexible work careers that will allow them periodic sabbaticals based on family requirements.

(b) **Lack of Awareness/ Job Clarity.** Historically Indian citizenry and policy makers at large have had a continental mindset, and very few people know about the Navy – most identify it with the Merchant Marine. Coupled with this is the fact that women who were initially inducted were given marginal roles not commensurate with their recruiting qualifications, with very little clarity of their professional domain.

The Paradigm Shift

A major policy shift has been announced over the last few months, and is summarized below: -

1. Induction of Women Officers expanded to include all Branches/ Cadres and Specialisations, including the Marine Commandos (MARCOS). Starting June 2023, women will be inducted for the very first time into hitherto barred five cadres in the Executive, Engineering and Electrical Branches. The Submarine Arm continues to be out of bounds. It is envisaged that the proportion of women in the *IN* will eventually reach around 10-15%, over the next 25 years, by 2050.
2. Entry of women via UPSC (10+2) route, starting with the 1st batch of 19 girl cadets at NDA with effect from August 2022.
3. Permanent Commission (PC) entry for Women Officers in all Cadres/ Specialisations, (except ATC, Sports & IT) with effect from June 2024.
4. No distinction between male and women SSC officers for PC, in 1:1 ratio.
5. Gender neutral entrance test, physical and medical standards and merit list for selection. Gender neutral career profile, including employment onboard ships.
6. Women allowed entry as sailors into 29 out of 47 Trades, including sea going Trades, under *Agniveer* Scheme. Women sailors will also be posted onboard ships. It is envisaged that 20% of every half-yearly batch size of about 1500 *Agniveer* inductees will be women. First batch, which commenced 6-month training in November 2022, includes 273 women out of 1800 *Agniveers* (15%).

Positive Implications of Greater Numbers

1. **Improved Work Ethics.** 36% of respondents surveyed subscribe to this view, bringing out that women have superior emotional intelligence and their greater numbers would lead to better work ethics and more balanced and nuanced decision making. Even on the question of impact of women on combat effectiveness, the environment is buoyant, with 50% respondents of the view that integration of women

will enhance combat effectiveness of the *IN*, 11% in disagreement and balance 39% neutral on the issue.

2. **Harbinger of Positive Change in the Indian Society.** The military is seen as the last bastion of male dominance, and emergence of more and more women as trailblazers in the *IN* would definitely have a domino effect on the concept of gender equality in the Indian society at large, more so with presence of women sailors coming from Tier 2/ 3 cities.

3. **Qualitative Improvement in Human Resource.** Considering greater number of women inductees, there will be a larger universe pool of candidates to select from, leading to qualitative improvement in the human resource of the *IN*.

4. **Better Integration of Women.** A study undertaken during 2013-15 by RAND National Defense Research Institute had brought out that for the integration of previously excluded groups, attitudes of currently serving military personnel became more accepting after a decision to allow individuals from these groups to join had been made and there was operational experience serving with members of the previously excluded groups. Low numbers and restricted roles for women thus became a driver of lack of gendered integration. Women Officers largely remained marginal elements in the male dominated Service. It, therefore, follows that a much larger number of women, serving in all Branches/ Cadres/ Specialisations as their male counterparts as well as serving afloat, and being provided equal career opportunities, will actually act as a catalyst for their integration into the Service.

Negative Implications and Challenges of Greater Numbers

1. **Human Resource (HR) Management Owing to Maternity Absence/ Child Care Absence/ Spouse Co-location Postings.** As per the Sample Registration System (SRS) survey for 2018, the mean age for marriage of women in India is 22.3 years. The age profile of officers serving afloat is 21 to 33 years, which statistically speaking is also the prime reproductive period for Indian women. Further, approximately 15% of Women Officers are not available at any given point in time due to maternity related leave. In afloat appointments, the woman is placed in Low Medical Category as soon as she conceives and may not be available thereafter for

about two years. Such a long absence may not be sustainable because specialist tenures onboard ships are generally for 3 to 5 years and are single officer billets. Therefore, not only would the individual concerned lose out on almost 50% of her specialist time afloat, but maternity related vacancies would increase proportionately with more number of women being posted afloat and it would not be feasible to appoint a relieving officer thus affecting operational readiness of ships. Add to this the need to achieve optimal satisfaction level in spouse co-location postings, and the *IN's* human resource managers have a major challenge at hand!

2. **HR Management Owing to Officer-Sailor Unions.** Consensual fraternization or liaisons between officers and sailors of opposite sex can create administrative and HR issues for the organization, more so because of its hierarchical structure and associated privileges. In a lawful union between say a male officer and a woman sailor – will the sailor become entitled to accommodation and messing privileges, onshore and afloat, which are entitled to an officer and his spouse? Will the Service be able to adjudicate within the confines of constitutional propriety?

3. **Sexual Misdemeanors and Gendered Indiscipline.** Sexual harassment does not stand alone, but rather exists on a continuum of harm which may begin with gender harassment and escalate into sexual harassment. Equally alarming is rank-based coercion for sexual favours which might drive tensions in the hierarchy between the perpetrator and subordinates who may view the woman as a comrade and see the perpetrator as a superior abusing one of their peers. A United States Department of Defense (DoD) annual Sexual Assault and Prevention Report, which was released in May 2022, has brought out that 10% or almost 7000 active duty women in the U.S. Navy experienced unwanted sexual contact in 2021.

Indiscipline may also manifest because of the inability of women members to accept the hitherto acceptable norm of use of coarse language, owing to their different cultural upbringing as compared to boys in Indian society. In an organisation that is known for the routine use of profanities during training or even during daily work, superior officers/ sailors, drillmasters and instructors alike might all of a sudden find themselves being accused of harassment.

4. **Female Malfeasance.** Intolerance to sexual harassment can be a double edged sword. There could be instances of male co-workers being accused falsely of

sexual harassment, to avoid facing disciplinary charges or to ‘teach a lesson’ to a superior who is seen as driving too hard professionally. Or some women may choose sexual promiscuity as a way to curry favour or privileges from their superior(s) in the organisation. It is pertinent to highlight that the Prevention of Sexual Harassment (POSH) Act 2013 is too all encompassing - it could be stretched to include everything that a woman might not like. Three specific instances, which came to light through interviews, have been cited in the study, to highlight the nature and complexity of this aspect.

5. **Gender Discrimination due to Socio-Cultural Divide.** Socio-cultural divide relates to the question of work-family balance that will confront women whenever there is a crisis on the home front. This would invariably happen due to deep rooted stereotypes regarding the woman’s role as the primary caregiver in the family. While all other challenges would essentially be for the organisation to overcome, gender discrimination in the form of deep rooted socio-cultural divide, misogynistic attitudes of men and gender stereotyping at work emerges as the biggest challenge that women members of the Service will have to conquer by themselves with their steely resolve and stoic attitude. A whopping 62% of survey respondents have listed this as a potential challenge.

Suggested Measures for Mitigating Challenges and Facilitating Comprehensive Integration of Women into the IN

In his book titled “*The India Way*”, Dr S Jaishankar brings out that the best known of the dilemmas in the *Mahabharata* relates to a determination to implement key policies without being discouraged by the collateral consequences of the action. The example is that of Arjuna, as he enters the battlefield. Undergoing a crisis of confidence, he is unable to summon up the determination to take on kinfolk ranged against his interests, and eventually has to be persuaded by Lord Krishna to do his duty. This is not to suggest disregard of cost-benefit analysis when faced with similar policy dilemmas. But sometimes, individuals and organizations have to resolve to go down a path which otherwise may not be taken due to a fear of costs. Therefore, when faced with the numerous challenges of implementing a complex policy such as integration of women into the Navy, which even the most advanced nations in the

world have struggled with, we need to relate to the *Mahabharata* lesson – of not being discouraged by the collateral consequences of the action.

Actions recommended to mitigate challenges associated with having more number of women in the Indian Navy and to facilitate comprehensive gender integration are summarized below.

1. **Cultural Change Within.** Peter Drucker, described by many as the founder of modern management, had famously said “*culture eats strategy for breakfast*” - the culture within an organisation will always determine success regardless of how effective your strategy may be. As with so many gender issues, from ban on dowry to pre-natal sex determination to sexual harassment, even when the law sided with the women, it could do little to change mindsets. Acceptance and change in mindset will, therefore, be an essential pre-requisite for successful integration of women into the *IN*. The cultural change that the *IN* needs to drive in the present context, both for male and female members, has several aspects: -

- (a) **Enhanced Awareness Amongst Women Officers & Agniveers.**
 - (i) Training on gender equations, including through case studies.
 - (ii) Training on how to exercise power and influence in a gender agnostic manner.

- (b) **Revitalisation of Gender Sensitisation Training by CELABS.** Targeted gender sensitization training need to be re-vitalised to discourage a conception of women in uniform being seen as a sexual resource for military men, instill fairness and gender agnostic leadership qualities. Towards this, the subject of ‘Gendered Military History’ could also include stories of prominent historical male warrior/ military personalities who fiercely upheld the dignity of women. In addition, the Navy’s Centre of Excellence in Ethics, Leadership and Behavioural Studies (CELABS) at Kochi should be tasked with inculcating leadership roles in male-female work environment and other such gender based training as part of their curriculum. It is pertinent to bring out that a study titled “Developing Effective Leadership Techniques for Young Officers and Sailors in the Indian Navy”, undertaken by CELABS in February 2022 to identify the core characteristics of millennial uniformed

workforce in the *IN* and their response to leadership, does not contain any gender based research despite the fact that almost 50% of officers and 75% of sailors are millennials² who would be in the mid-seniority bracket or starting out their Naval careers, as the *IN* looks to integrate women into its fold.

(c) **Equality in Job and Career Profile.** It needs to be kept in mind that the present policy shift is just the means to an end – the desired outcome will not be achieved if women are not provided the same opportunity as men not only in the professional arena (appointments, promotions and career choices) but also socially. People work efficiently when they have future goals and prospects to work towards. A transparent, unbiased system of professional growth with advancement opportunities are incentives for peak performances. 66% of survey respondents agreed that the Navy would do better at equal opportunities for women rather than initiatives at equal treatment.

(d) **Develop and Nurture Unit Cohesion.** In 2010, RAND conducted an extensive review of existing studies on unit cohesion. The review showed studies have generally focused on two distinct elements of unit cohesion - social cohesion and task cohesion. Social cohesion is the extent people like each other, while task cohesion is the shared commitment of group members. Over a period of time, owing to various distractions, social interactions within Service members, including within the same unit, have suffered. These are now generally restricted to closed circles, which are alienated from each other. Thus, in the present context, it is required to nurture social cohesion as well as task cohesion. At the same time, excessive social cohesion can lead to groupthink and polarized attitudes, and reinforce negative group behaviors as demonstrated by the culture in the U.S. Navy aviator community during the 1980s and early 1990s that led to events like the Tailhook '91 scandal.

After re-designation of the Southern Naval Command as the Training Command, the *IN* re-structured its training, with three over-riding principles – firstly that each officer and sailor must be trained specifically for his next job at sea, secondly that officers should develop ‘width’ of knowledge and sailors

²In the Indian context, the study considered those born between 1992 to 2001 as millennials.

should develop ‘in-depth’ knowledge and vertical expertise with sailors specialising in one or more systems fitted in a class of ship, and thirdly that officers and sailors in ships should be recycled for the same systems in successive sea tenures. The 2nd and 3rd aspects of this training philosophy need to be revitalized, to ensure that firstly women officers and sailors acquire domain expertise, and secondly they identify with a particular class of ships, which will give them belongingness to a group. Incidentally, this strategy is known to have strongly regimented the aircraft carrier crews, especially of the ex-INS *Viraat*, with crews who served on her bonding well owing to their multiple tenures onboard the same ship.

The Navy needs to strike the right balance of group cohesion, and one of the ways to do this is regimentation or identification with a set of people, say who have served onboard the same ship in successive tenures.

(e) **Targeted Recruitment by Tweaking Selection Criteria at Naval Selection Boards.** The 2nd stage of the Selection Board interview process is Psychological testing which comprises Thematic Apprehension Test (TAT), Situation Reaction Test (SRT), Word Association Test (WAT) and self-description. A young lady, who’s a budding officer and has undergone four SSBs already, revealed during the course of a personal interview that presently these tests cover very limited content on generic male-female societal dynamics (love marriage, woman empowerment, reaction to woman in distress as a common citizen etc). Further, though military specific gender related situations are given to female candidates (you have a child and are posted to a field area – how will you handle the situation?), such questions/ situations which check for gender biases and adaptability to a male-female military work environment, are not given to male candidates, or even if they are, responses are not being used to evaluate the male candidates on gender appropriate behaviour. It is, therefore, recommended that, as part of Psychological testing, Group testing and Interview process in Stage-II Selection Board interview, the selection criteria be tweaked to include appropriate gender behaviour and leadership skills in a male-female military work environment. This would lead to targeted recruitment of candidates with greater sensitivity and adaptability to gender diversity.

(f) **Gender Neutral Vocabulary.** This will need to be implemented at work to start with, and in various Naval publications over a period of time.

2. **Strengthen the Divisional System and Cement Core Values.** This would be a common thread for both genders. We need to go into case studies of what makes men and women uphold the high ideals of our core values of duty, honour and courage, with utter disregard to self. Whatever be the factors – organizational ethos, self-respect, ego (fear of failure) and so on, need to be highlighted and nurtured right from the ab-initio training stages. The case studies should be a mix of historical and contemporary, and from various geographical regions of India cutting across caste, religion, race, ethnicity etc so as to appeal to all in the target group. Also, leadership at the unit level will play a key role in enforcing good order and discipline.

3. **Deliberate Pace of Change and Continuous Evaluation.** Amongst other things, the rate and success of change will also depend on the time given to assimilate the change as well as continuous evaluation of outcomes based on data capture and analyses. A deliberate pace of integration is important. Given the complexities and sensitivity of the environment, and culture dynamics, such an approach would allow the Navy to make adjustments as needed. It is recommended that the *IN* should aim for increase in proportion of women from the present 6% to not more than about 15%-20% over the next 2½ decades, i.e. by 2047. Further, the progress of gender integration needs to be periodically monitored and assessed, so as to quickly identify problems and address them in a timely manner. Potential categories to monitor over time could include unit readiness/ cohesion/ morale, women's career development, attrition, and rates of misconduct (on the lines of the U.S. DoD's Annual Sexual Assault and Prevention Report). It is opined that CELABS could be tasked with monitoring and assessment of various parameters of gender integration.

4. **Dealing with Sexual Harassment.** Zero tolerance and punitive action against the offender should be the norm. However, following aspects are recommended to be incorporated into the *IN*'s response mechanism, in the first instance: -

(a) **Establishing *IN* Specific Norms for Sexual Harassment (independent of Legislative Provisions).** Laying out policy norms, specifically applicable to the *IN*, on what will constitute sexual harassment at

work would indeed be tricky, though highly desirable, since sexual harassment, as defined by PoSH Act 2013, can be all encompassing. There can be instances of women misusing the ‘zero tolerance for sexual harassment’ attitude to ‘settle scores’ or to stave off being disciplined for incompetence/ poor work ethics. Such instances, if widespread in a closed organisation like the *IN*, can have catastrophic repercussions.

Even in the case of certain events which otherwise call for punitive action, there could be shades of grey. Case in point is a true incident from the U.S. military, where a soldier made a sexual advance on a woman co-member, relented when lack of consent became known and apologized subsequently. Should he be deemed a sexual offender and punished? It is relevant to highlight that the U.S. Navy’s Policy on Sexual Harassment (SECNAVINST 5300.26E) defines sexual harassment relevant to military members and workplaces in an extremely nuanced manner.

(b) Laying Down *IN* Specific Prevention and Response Mechanism.

From interaction with subject matter experts at IHQ MoD(N), it was learnt that *IN*’s policy of May 2021 on gender discrimination and sexual harassment is presently under review. It is recommended that the U.S. Navy’s Policy on Sexual Harassment (SECNAVINST 5300.26E) as well as U.S. DoD’s prevention and response mechanism promulgated in September 2021 be taken into cognizance for coming out with comprehensive norms on fraternization and social conduct, as well as to define/ prevent/ respond to sexual harassment at work. Accordingly, the Balanced Scorecard traffic-light color coding system - Red, Amber, Green (RAG) may also be made as unambiguous as possible.

(c) Setting Up Response Entities.

Also germane to the problem is that reporting sexual harassment may come with its challenges for the victims, especially if they do not trust the system. As per the US DoD Annual Sexual Assault and Prevention Report for FY 21, less than 40% female service members trusted the military to treat them with respect and dignity if they are victims of a sexual assault. Therefore, to back up the Commanding Officer, perhaps the *IN* would do well to examine feasibility of setting up independent

response entities within the Units, on the lines of the U.S. Navy's networks of Sexual Assault Response Coordinators (SARCs), and Sexual Assault Prevention and Response Victim Advocates (SAPR VAs)/ Unit SAPR VAs. Such entities would necessarily be staffed/ teneted by senior Women Officers. Also, in addition to the next level of response, such entities can be involved in deterrent action through information gathering at all levels, since increased optics (scrutiny and addressing the subject) at various levels would act to deter and discourage sexual misconduct. This would be akin to increased patrolling in the neighbourhood to deter crime.

(d) **Preference for Non-judicial Punishment.** Since the *IN* is still taking baby steps in the sphere of dealing with sexual harassment, it is suggested that non-judicial punishment rather than criminal prosecution be the preferred option, for cases of non-aggravated sexual assault. In such cases, typically, the highest punishment that the offender can be processed for could be voluntary discharge from service. In a highly status conscious Service and relatively conservative society as ours, this would still serve to deter and discourage.

(e) **Primacy of Commanding Officers.** No one is more consequential to the wellbeing and recovery of survivors of sexual assault and sexual harassment than their Commanding Officer (CO). The CO is, and will continue to be, responsible for maintaining good order and discipline within their Unit. They should be the first to be approached by the victim as well as the first responders. Their actions should include but not be restricted to: -

- (i) Establishing/ maintaining a climate of dignity & respect for all.
- (ii) Using strategies to prevent sexual harassment.
- (iii) Ensuring victims who made the decision to come forward are afforded care and consideration.

5. **Balanced Maternity Policy.** Current policy provides for a woman posted afloat to be placed in Low Medical Category as soon as she conceives and work absence which may extend upto two years. Such a long absence would, however, be

untenable. *IN's* policy on maternity absence is presently under review, and it is suggested that following two options may be considered: -

(a) **Option 1.** Akin to the U.S. Navy's policy, women be allowed onboard ships upto the 20th week of pregnancy, provided appropriate health care or medical evacuation is available,.

(b) **Option 2.** Women members be asked to sign up a 'no-pregnancy' clause upto age 30 years, to be eligible for service afloat. The incentive would be the recently enhanced sea going allowance as well as better career prospects. Tendency amongst millenials and post-millenials to marry late is also an encouraging sign in this direction.

6. **Policy on Officer-Sailor Unions.** It is recommended that *IN* adopts a strict policy against fraternization or liaisons (even if consensual) and nuptial unions between officers and sailors of opposing sexes. Navy members wanting to indulge in such liaisons/ unions should be given voluntary discharge or dismissed from service.

Conclusion

The issue of gender equality within the *IN* will remain condemned to failure until women are inducted in viable numbers. The theory of viable numbers originates from what may be called a 'critical mass concept'. Simply put, it is a minimum number that would give a group its clear identity, élan and generate a sentiment of spirit-de-corps. Subsequently, as men and women members are provided equal job and career opportunities, there is no gender discrimination and professionalism at work is nurtured, gender integration will become stronger. Further, an unbiased policy framework with appropriate checks need to be put in place to guard against inimical people and situations, of which the *IN* will have its fair share. But that should not deter or dissuade. Gender integration in the Navy needs to be made part of *IN's* strategic discourse, with immediate effect. It should figure in half yearly Command meetings, Commanders' Conferences and all such other top level forums.

As the *Mahabharata* also teaches us, modern management practices revolve around the four Ps of performance - Priorities, People, Processes and Practices. Therefore, once the priorities have been decided, focus has to shift to the other three.

Rhetoric apart, the only real way forward is to try a given model rather than reject it on the mere basis of assumptions. Physical and psychological tests and field experience will be the ultimate judge of who makes a better soldier, than dismissing an entire pool of human resources just because they do not belong to the right gender. If the Indian Navy is committed enough to becoming a gender neutral Service and can be bold enough to chart the course required, it will be able to shape the future proactively. The need of the hour is to shun a near-term, myopic point of view and instead adopt long-term vision, to re-imagine a futuristic, modern and adaptive Navy. As the Chief of the Naval Staff stated during a formal interaction at the IIPA on 28 February 2023, *“there might be teething issues in integrating women into the workforce but the Navy is confident that women will do equally well”*.

Amongst the Indian Armed Forces, the Indian Navy is ideally placed to become the torchbearer of gender equality – mostly on account of nature of hazards of the environment, and widespread proliferation of advanced technologies which make the Navy more of a skill-based Service. The winds of change are blowing and the *IN* would do well to tack to the future!

CHAPTER – 1

INTRODUCTION

*WE, THE PEOPLE OF INDIA, having solemnly resolved to constitute India into a **SOVEREIGN SOCIALIST SECULAR***

***DEMOCRATIC REPUBLIC** and to secure to all its citizens:*

***JUSTICE**, social, economic and political;*

***LIBERTY** of thought, expression, belief, faith and worship;*

***EQUALITY** of status and of opportunity;*

and to promote among them all

***FRATERNITY** assuring the dignity of the individual and the unity*

and integrity of the Nation;

IN OUR CONSTITUENT ASSEMBLY this twenty-sixth day of

*November, 1949, do **HEREBY ADOPT, ENACT AND GIVE TO***

OURSELVES THIS CONSTITUTION.

1.1 Background.

India has been an enigma since time immemorial, a giant in virtually every aspect of the word. Ancient India made several significant contributions to Mathematics, Astronomy, Science and Medicine - the concept of zero, the decimal system, numeral notations and astronomy concepts, metallurgy, rhinoplasty and cataract surgery, ayurveda and yoga, to name a few. In the sphere of religion too, four of the twelve classical religions of the world viz, Hinduism, Buddhism, Jainism and

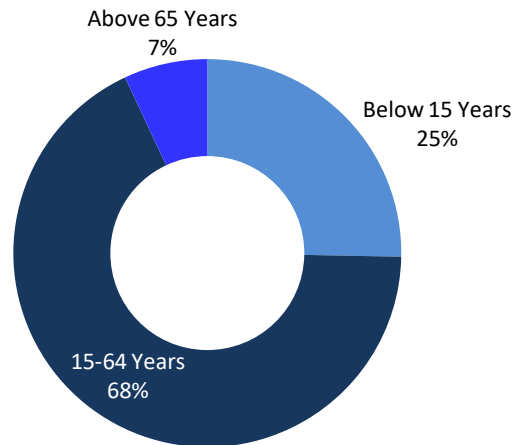
Sikhism originated in India, and are being followed by almost one-fourth of the faithful in the world today. When India attained freedom at the stroke of midnight on 14-15 August 1947, the victory was bittersweet in some ways, as the country was rife with numerous political, social, and economic problems. To borrow a phrase from Charles Dickens' 'A Tale of Two Cities', it was the best of times, it was the worst of times. No nation has perhaps been born in more difficult circumstances - migration of Hindus and Muslims, leaving in its wake a communal conflict and millions of refugees, major challenge of integrating more than 500 princely states into a single nation state, a rudimentary industrial and scientific base left behind by the British, poverty, food scarcity, social cleavages along caste and economic lines, and contentious territorial boundaries with Pakistan and China.

In spite of seemingly insurmountable difficulties that came packaged with freedom, the nation can count a number of successes. Modern day India is the 7th largest country in the world in terms of geographic size and has the largest cropland, accounts for more than one-sixth of the world's population and is, by some accounts, already the most populous nation on earth. It is the 4th largest economy in terms of Gross Domestic Product (GDP), the 3rd largest in terms of Purchasing Power Parity (PPP), and the fastest growing economy in the world. About 68% of India's population is in the productive age group of 15-64 years (Figure 1.1), and its achievements rank with the best in the world – a space programme that is amongst the top ten in the world, with a Mars Orbiter Mission (MOM) to boot, the 3rd largest eco system for startups globally and the 3rd largest number of unicorns¹ in the world, only the fourth country in the world to have tested an Anti-Satellite (ASAT) weapon, the

¹ Unicorn is a term used in the venture capital industry to describe a privately held startup company with a value of over US \$1 billion.

second-largest mobile phone manufacturer globally, 4th globally in Renewable Energy Installed Capacity², to name just a few.

Figure 1.1 - Population Distribution in India by Age (2023)



Source: <https://www.theglobalstatistics.com/india-population-statistics-2023>

Yet, despite the country's tremendous intellectual, scientific and demographic capital, and an awe inspiring growth story, India lags woefully in gender equality. This year's *Economic Survey* has thrown up an intriguing statistic: 60% of women in India in the productive age bracket of 15-59 years are engaged in full-time housework and India's female Labour Force Participation Rate (LFPR)³ stands distressingly low at 25% (2020). On the parameter of gender inequality, India's Gender Inequality Index (GII)⁴ value is 0.490 in 2021 and is ranked 122. This score is better than that of the South Asian region (value: 0.508), however, it does not augur well for a nation aspiring to become a US\$ 5 trillion economy by 2025.

² Total of wind, solar, small and large hydro, bio-mass and waste to energy.

³ LFPR is the percentage of working-age population engaged in work or making tangible efforts to seek 'work' or being available for 'work' if it is available.

⁴ The index measures inequality in achievement between women and men in three dimensions, viz. reproductive health, empowerment, and the labour market. The value of GII ranges from 0, where women and men fare equally, to 1, where one gender fares as poorly as possible in all measured dimensions.

The status of women in India and what they represent has varied greatly from ancient to modern times. Women once enjoyed considerable freedom and privileges in the spheres of family, religion and public life. In the Vedic society, women had the same status as men. Girls were educated like boys and had the right of selecting their partners. Women did not lead a secluded life, used to move about freely in society, and occupied a prominent position in social and religious gatherings. Though polygamy prevailed amongst men of affluence and power, monogamy was the rule. The *Sati* custom was not in vogue and the widowed woman could, if she wanted, contract another marriage. There was no tonsure of widows and the purdah system was unknown. The main disadvantage that women suffered from in this age was that they could not hold or inherit property, the logic being that landed property could only be owned by person who had the power to defend it against a rival. The pre-eminent position of women in this age can be attributed to political and religious reasons. Men were greatly engrossed in conquest and consolidation, and relied on women to not only ensure prosperity of the family but to also provide support by taking active part in agriculture and manufacturing, including war material. Secondly, Vedic chieftains were anxious to multiply their stock and raise strong armies, for which women had an honoured status in the family. Another factor was that of religion, where the wife was considered not as an impediment but an absolute necessity for religious service. Effective discharge of religious duties warranted proper training and education to girls. This ensured that they were well educated and did not marry before the age of 16-17 years, and consequently, had a say in their likes and dislikes.

Though subject matter experts differ on the estimated period of Aryan immigration, it was perhaps in the later part of the 2nd Millenium Before Common Era (BCE) that the Aryans pushed their way into northern India, and Aryan rule came to

be firmly established over the greater part of India. Thereafter, over a period of 2000 years, from 500 BCE to 1500 Common Era (CE), a gradual but continuous deterioration in the position of women took place. Ironically enough, the reasons were again both political and religious. The Aryans and non-Aryans had proceeded to co-exist peacefully, and inter-marriages became inevitable. The five social grades, based partly upon race and partly upon occupation, were the four recognized varnas – the *Brahmins, Kshatriyas, Vaisyas, and Sudras*, and a fifth that included the offspring of inter-marriages which were not recognized by Aryan law. An instinct of race preservation coupled with a conviction of divine guidance formed the basis for Aryan thinkers to accordingly codify laws and social customs. The idea of purity came to be interpreted in a spiritual sense, and became a barrier to separate those who could participate in Vedic rituals from those whose mere presence would vitiate the practice. The non-Aryan wife could not partake in religious rituals though she could be her husband's associate in pleasure. Slowly all women came to be made ineligible for Vedic studies and religious duties. Education was discouraged and it was emphasized that girls should be married off soon after attaining puberty. Growing complexity of Vedic rituals also tended to make the wife's association untenable. Marriage became the substitute for *upanayana*⁵ in the case of girls. Between 200 BCE and 300 CE, Panjab and the Gangetic plains were subjected to numerous foreign invasions. Losses in war, political atrocities, and decline in prosperity led to despondency. As a consequence, the ideals of renunciation took seed. This strengthened the voices against *niyoga*⁶ and widow remarriage. The sati custom got

⁵ A Hindu passage of rite which marks the beginning of the acceptance of a student by a guru and an individual's entrance to a school in Hinduism.

⁶ Niyoga was an ancient Hindu tradition in which an issueless woman copulates with her husband's brother or a revered person in society with the sole purpose of having a child. The woman must be either a widow or her husband infertile or impotent.

revived as it came to be seen as a great religious sacrifice. Ironically enough, the lack of education and awareness about their former status prevented women of this era to oppose the decline in their status. Being generally illiterate and inexperienced, women ceased to be respected.

The downslide continued unabated, though history is replete with tales of women who made a distinct impact, including in military matters, be it with reference to Kautilya, Kittur, Chinnamma, or Maharaja Ranjit Singh's army or the all-women Rani of Jhansi Regiment of the Indian National Army (INA). Our country's freedom struggle is replete with stories of women who marched shoulder to shoulder with men, took bullets, faced the batons and went up to the gallows – revolutionaries like Rani Laxmi Bai of Jhansi, Kalpona Dutta, Bina Das, Matangini Hazra, Captain Lakshmi Sahgal who fought wars, or those who used words like Annie Besant and Sarojini Naidu. In the fight for independence, gender was never a barrier. Netaji Subhash Bose, it is said, believed that, given the opportunity, there is nothing that women were not capable of doing. Consequently, and rightly so, with the dawn of independence, the Indian Constitution enshrined gender equality in all its manifestations. In fact, India is one of the few countries in the world where women have occupied the position of head of the Executive, Legislature and the Government, and within the next five years, the Judiciary is also likely to be headed (Chief Justice of India) by a woman for the very first time.

Despite the vision of our founding fathers and the giant strides taken by the nation post independence, gender disparity continues to be widely prevalent even after 75 years of independence. According to the United Nations Children's Fund (UNICEF), India is home to the largest number of child brides in the world – 223 million or a third of the global total. The female literacy rate in India is 74%, well

below the global literacy rate estimated to be 86.5% by the United Nations Educational, Scientific and Cultural Organization (UNESCO). Thus, though equality of status and of opportunity is firmly enshrined in our Constitution, somewhere along the way we perhaps overlooked the fact that our Constitution was only the means to an end, and the desired end is yet to be achieved in full measure.

Amongst the Armed Forces of India, perhaps the Indian Navy (*IN*) was the most ideally placed to become the torchbearer of gender equality – mostly on account of nature of hazards of the environment, a much diminished likelihood of ‘hand-to-hand’ combat, and early proliferation of advanced technologies, especially in standoff and precision guided warfare. Till 1992, ladies were permitted to join in the Armed Forces only in the Medical Branch. In 1992, the Navy started inducting aspiring ladies as Short Service Commission (SSC) officers for the first time, in the Education Branch and Law/ Logistics Cadres of the Executive Branch. Subsequently, additional branches and cadres/ specialisations were opened up for induction of Women Officers. However, presently, only about 6% of the total strength of officers in the *IN* (not including Medical and Dental) are women, and they are restricted to only 13 cadres/ specialisations in the Executive/ Education/ Engineering Branches (other than Medical and Dental). Further, Women Officers are yet to tenet the combat roles – they are not yet being appointed onboard frontline warships and submarines, and only a miniscule number have been granted Permanent Commission (PC). Their low representation and limited role indicates that women have not been made an integral element of the *IN*, both professionally as well as culturally, even after three decades of opening up the Service to Women Officers. The glass ceiling, though dented, has remained intact!

Commencing 2023, all this is set to change. *IN* has made known its intention of inducting a greater number of women, both as officer as well as sailors, and opening up of all branches and cadres/ specialisations for officers, except the submarine cadre, and a majority of Trades for sailors. It is estimated that eventually the Indian Navy aspires to have women making up 30% of its uniformed strength.

1.2 **Statement of the Problem.**

For three decades after the *IN* started induction of women in 1992, their representation has remained abysmally low, roles assigned are limited, and Women Officers are not yet being routinely appointed onboard frontline warships in combat roles. To begin with, women were inducted into the *IN* towards meeting the national objective of giving women equal opportunities. However, in the present day, this has also manifested as a need based requirement, with deficiencies being faced in the officer cadre and data from Services Selection Board (SSB) indicating a dearth of suitable male candidates for selection. These shortfalls will only get accentuated with the *IN*'s ever expanding footprint and plans for transitioning towards operating a much larger number of air and sea assets.

From this year i.e. 2023, however, a paradigm shift is in the offing. Year on year induction of Women Officers in all branches and cadres/ specialisations (except in the submarine arm) is set to increase and women are being inducted to be sailors under the *Agniveer* scheme.

What are the factors that affected greater induction and integration of women into the *IN*? How will greater representation and role for women impact the force? What could be the long term implications of giving a greater role to women? Has the

Indian Navy focussed enough on creating an eco system conducive enough for gender parity with respect to professional opportunities, subject to meeting the required performance criteria? In the traditionally male dominated and unique environs of sea going platforms, will women be accepted by the rank and file of the organisation? This study attempts to get answers to these questions, with a focus on two aspects – challenges/ long term implications of greater representation for women in the *IN*, and suggested measures for mitigating the potential challenges and hastening the process of gender integration.

1.3 Rationale of the Study.

IN plays a crucial role in safeguarding the sovereignty and territorial integrity of India, including unfettered maritime trade, preventing maritime activities inimical to national interests and influencing affairs on land. This mandate requires a balanced, well equipped, fully integrated and disciplined force, led by competent leaders. In consonance with the vision of our founding fathers, the *IN* had, in 1992, set out to give women an equal opportunity to serve. In 2014, the *IN* had tasked the College of Defence Management (CDM), Secunderabad to analyse employability of women for afloat service and recommend a roadmap. Though the Study Report recommended enhanced induction and equal opportunity for women, representation of women officers has remained low as compared to men, and gender parity is yet to be achieved. A paradigm shift is now underway, with induction of women in larger numbers than ever before and across branches/ cadres/ specialisations.

There has been very limited academic study on the subject of greater representation and integration of women into the *IN*, and how this would impact the

Navy as a combat ready, cohesive and credible force. With the intake of women into the *IN* being an irreversible phenomenon, problems in their integration at any levels in the organisation – especially onboard sea going men of war, has the potential to adversely affect the combat effectiveness of the Indian Navy. Hence, there is a need to analyse the gender integration issues in the *IN*, identify challenges and suggest mitigating measures, and make recommendations for gender integration.

1.4 Objectives of the Study.

The objectives of this study included: -

1. To critically examine the reasons behind low representation and restricted roles of women in the Indian Navy.
2. To identify long term implications and challenges of greater representation for women and their integration in the Indian Navy.
3. To suggest measures for promoting comprehensive gender integration in the Indian Navy.

1.5 Scope/ Limitations of the Study.

1. The study is restricted to the Indian Navy.
2. The Medical field has not been considered for this study, since firstly women are already well integrated into this field, and secondly, it is, strictly speaking, a tri-Service branch considering the inter-Service employment of Armed Forces Medical Services personnel, including women.

3. The study analyses potential implications of greater induction and role for women, identifies challenges thereof and suggests measures to achieve gender integration. However, the study does not dwell into the potential implications on society owing to women taking to a non-traditional role in greater numbers, since firstly, numbers involved are relatively small to cause large scale upheaval in the Indian society and secondly, this aspect is considered common to other walks of life wherein women have been striving to emerge from the shadows.

4. For the purpose of this study, differences in physical attributes between men and women have been ignored since the Navy is more of a skill based service, where mental strength, professional competence, and experience would have a greater impact on coping mechanisms than physical ability. In any case, there is sufficient evidence that women have, of late, done equally well as men, if not outperformed them, in physical endurance.

1.6 Research Strategy and Research Design.

Qualitative research strategy has been employed for the study. The study is based on Explanatory, Interpretive and Critical research design wherein data has been collected and analyzed for interpreting prevailing circumstances, theorizing and building beliefs.

In the absence of any such recent study carried out for the *IN*, primary data for the study has been obtained from responses to survey questionnaires by serving *IN* personnel, both men and women, and personal interviews with a cross section of people – policy makers, service personnel who have had some degree of close

interaction with women officers, as well as women respondents themselves. Secondary data has been gleaned through content analysis, including declassified sources in the *IN* and Raksha Mantralaya, published materials in similar studies undertaken within and outside India, and relevant media articles. Information on status of induction of women into the *IN* and the recent policy shift has primarily been obtained through a series of questionnaires (**Appendix 'A'**) addressed to the Personnel Branch at the Integrated Headquarters of the Ministry of Defence (Navy), (IHQ MoD(N)), New Delhi. A survey questionnaire (**Appendix 'B'**) was also addressed to the Western Naval Command at Mumbai, the Eastern Naval Command at Visakhapatnam and to the *IN*'s technical training establishment INS Shivaji, which elicited a total of 166 responses (16 female & 150 male respondents)⁷ from the field units. Based on the responses, personal interviews were conducted with a cross section of individuals, including in the policy domain and in the field. The findings and analyses are presented in Chapters 3 to 5, to bring out the reasons for low representation and hitherto subdued role for women in the *IN*, the paradigm shift that is in the offing, implications/ challenges thereof, and suggested way ahead for promoting comprehensive integration of women in the Indian Navy.

⁷ Considering a universe of 4500 officers, this amounts to about 4%.

CHAPTER – 2

LITERATURE REVIEW

“The ancients knew something, which we seem to have forgotten.”

The 11th Study Group of Higher Defence Management Course (HDMC) was tasked by the Indian Navy in 2014 to analyse employability of women for afloat service and recommend a roadmap for the same. The Study Report found that more than 90% of the then junior officers wanted to see women as their peers, and likewise, more than 90% of Women officers were willing to serve onboard ships. However, only about 20% male officers and 40% Women Officers felt that the *IN* is ready to induct women onboard ships. Further, the study suggests that selection rate as well as quality of women seeking entry into the *IN* is better than their male counterparts. The Study Report brought out that at the time of the study, only about 4% of the total strength of *IN* officers were women. Accordingly, the report recommends that equal opportunity be given to Women Officers, and brought out a roadmap for their enhanced induction and role. However, no long term positive impact of greater role and representation for women has been brought out, except that it will aid in tiding over shortages in officer cadre. Though the study has highlighted certain physiological challenges, it does not suggest concrete measures to mitigate these, including the experience of advanced Western Navies.

According to Arya (2001), induction of women into the Armed Forces was driven not by the need or the socio-cultural motive, but by pragmatism and for supporting gender equality. Gender parity in the Indian Armed Forces has the

potential to induce dramatic change in people's mindsets for treating women with greater respect and dignity. Also, the principle of equality of opportunity should be the decisive factor for employability of women in the Armed Forces. Except for conservative attitude, study does not bring out any reasons for women not being in combat roles.

Chattopadhyaya et al (2015), in their edited readings in early Indian history, have observed that for political and religious reasons women once enjoyed considerable freedom and privileges. In the Vedic society, women had the same status as men. Girls were educated like boys, women used to move about freely in society, and occupied a prominent position in social and religious gatherings. Vedic chieftains were anxious to multiply their stock and raise strong armies, for which women had had an honoured status in the family. The wife was considered not as an impediment but an absolute necessity for religious service.

Roy (2017), in her research paper on educational status of Indian women in the Vedic period, echoes this view that women were educated as it was directly related to improvement of the society, economic prosperity, national solidarity, their social status and good family relations. Women enjoyed equal status as men. In pre-Vedic times also, women used to take part in religious activities and sacrifices along with their husbands.

Roy, A. (2020), in a research paper for the Indian Navy, highlights that globally women have been a part of modern Armed Forces for decades, however, their role, whether in support or combat has varied between countries and been a subject of debate and evolution. Further, '*role of women in combat*', has primarily

been questioned, citing the physical and psychological differences of the two sexes, effect of presence of the opposite sex in battlefield and the traditional/ basic societal perception of gender roles. Moreover, wherever women have entered the male-dominated military bastion, the narrative has been overpowered by sexual overtones.

Carreiras (2006) brings out that qualified presence as against simple presence of women, relates more to gender inclusiveness in the military. She argues that more than organisational policies that discourage negative behaviours against military women, it is the cultural values concerning gender relations and social roles of women, may have a greater impact on gender integration.

Crevelde (2001), in his book titled 'Men, Women & War', argues that it was not feminist pressures but the beliefs entertained by politicians and scholars about the shape of future wars, as also a shortage of men, that triggered a growth of women in militaries the world over from about 1970 onwards. He strikes a discordant note by suggesting that the influx of women, far from representing a historical step in their unstoppable march towards liberalisation, is both the symptom and cause of the decline of the military. He also brings out that wherever it has happened, feminisation of the military has not been greatly successful from the point of view of women themselves, as men continue to occupy almost all top positions. Parts of the military where most women are concentrated, i.e. the rear services, are fast being privatized.

Dunbar (1992), in an article 'Toward a Gender-Blind Military: A Comparative Look at Women in Combat', has brought out that advanced Western nations like United States, Britain, and Canada had opened up combat roles for women in the Armed Forces, including the Navy, during the period 1989 to 1991. Combat exclusion

policy and role disparity can, in fact, lead to friction and mutual lack of respect between men and women. This is also supported by a study undertaken by Gustaven (2013) in the US and Norwegian armed forces which indicated that initiatives at equal treatment of genders gives rise to women specific arrangements and have the opposite effect of deepening the gender divide, as against initiatives for creating equal opportunities for women.

Dutta, A. N. (2022), in a recent commentary on the maiden induction of 19 women cadets into the National Defence Academy (NDA), Khadakwasla in August 2022, brings out that it was anticipated that there would be few takers for NDA among women. However, this notion was quickly dispelled with receipt of as many as 1.77 lakh applications from women candidates. The article advocates that the training ecosystem should convey neutrality to women, and with the integration of women into the training academy culture, the military wouldn't be able to avoid questions over women in combat.

Dutta, M. (2008) highlights that women in India have always had a significant role in matters military, be it with reference to Kautilya, Rani Laxmi Bai, Kittur, Chinnamma, Maharaja Ranjit Singh's army or the Indian National Army (INA). Opening up of the Indian Armed Forces to women officers in the early 90s was not only in conformance with and in furtherance of gender empowerment, but was also recognition of the equal capability of women. Therefore, restrictive employment in non-combat roles amounts only to partial empowerment, and, ironically enough is indicative of discrimination, which is also borne out by interviews conducted by the author with lady officers.

Hoiberg (1978), through a study conducted on U.S. Navy male and female members and published in *The Armed Forces and Society* in August 1978, has highlighted differences in their perceptions and performance of duty. The study revealed that both genders measured equally on the motivational variable as well as on perceptions about their environment in the Navy. However, more women than men were satisfied with their job assignments. The men and women surveyed identified themselves as being equally orderly, extraverted and emotionally stable, though women were significantly higher on the variable of empathy, trust and social conformity. On performance indices, analysis of discharge information after two years of service indicated that greater percentage of women (95%) than men (79%) were graded effective at their jobs.

Panag, Lt Gen H.S. (Retd) (2023), in an online opinion piece in *The Print* has brought out that the armed forces will be confronted with the problem of sexual assault and harassment of women. This societal problem manifests itself more acutely in the armed forces due to the male “warrior culture” that does not accept women as equals. Before we are overtaken by events, when a large number of women are inducted in all ranks, the government must carry out a detailed study based on own experience and that of other militaries to lay down policy, rules, regulations and law. He also opines that equal opportunities will demand equal performance. For the armed forces, operational efficiency is sacrosanct. Therefore, onus is now on the women to measure up to the exacting physical, intellectual, psychological and performance standards, and the conditions of service.

Sanwal (2007), in his study on various perspectives affecting the role of women in the Indian Armed Forces, advocates that the nature of future conflicts

would require more technical and psychological proficiency than physical. Therefore, the question shouldn't be whether women are equally role capable but rather how to facilitate their integration into all kinds of roles and implement mechanisms for redressal of issues likely to be encountered subsequently. On one hand the study advocates that women are equally role capable and recommends Permanent Commission for women in support arms and services. On the other hand, it suggests recruitment in combat roles based on nature of threat and risk involved. Pertinently though, the study recommends a Human Resource Management model for employability of women officers in various occupational specialties. The model encompasses virtually the entire spectrum of roles.

Singh (2020), in her commentary on the Supreme Court's judgment delivered on 17 February, 2020, has opined that equality of opportunity cannot have exceptions. She quotes the Supreme Court, stating "*women in the army is an evolutionary process*". However, she says that the idea of women in the armed forces requires deeper engagement. There is a need to understand what should be envisioned and expected from opening the doors of a male bastion for women.

Thus, though various studies and expert opinions propounded an equal role for women in the Armed Forces, including the *IN's* own study, cultural values concerning gender relations and social roles of women, may have played a major role in keeping their numbers low and hampering gender integration in the *IN*. Also, the narrative has perhaps been overpowered by sexual overtones. Therefore, the question now shouldn't be whether women are equally role capable, but rather how to facilitate their integration into the *IN* and implement mechanisms for addressing challenges likely to be encountered.

CHAPTER – 3

THE PARADIGM SHIFT

“While ensuring National security in its physical sense, we must factor security of our nation as a ‘concept’ or an ‘idea’ as well”

3.1 Past and Present Scenario of Women Officers in the Indian Navy.

Till 1992, ladies were permitted to join the Armed Forces only in the Medical Branch. Commencing 1992, all three Services – the Indian Army (IA), IN and the Indian Air Force (IAF) started inducting women officers into their fold. IA initially allowed Women Officers only in certain Services (Army Postal Service, Judge Advocate General (JAG) Branch, Army Education Corps (AEC), Army Ordnance Corps (AOC) & Army Supply Corps (ASC)), and in 1993 opened up additional Services/ Combat Support Arms (Signals, Intelligence Corps, Corps of Engineers, Electronics and Mechanical Engineers (EME), Army Air Defence (AAD) & Army Aviation) for Women Officers.

So also the IAF, which initially allowed Women Officers in all specialisations of the Operations, Administration and Maintenance branches, except Fighter aircraft streams. That changed in 2016, when the IAF for the first time commissioned three Women Officers as fighter pilots.

The present day comparative strength of Women Officers in the three Services vis-à-vis the total number of officers is tabulated below.

Table 3.1 - Comparative Strength of Women Officers in the three Services

Service	Total No. of Officers	No. of Women Officers	Percentage
Indian Army	40800	1650	4%
Indian Navy	11815	730	6.2%
IAF	12500	1750	14%

Source: Army, Navy and Air Force Headquarters at New Delhi

The chronology of events pertaining to entry of Women Officers into the *IN* over three decades from 1992 to 2022 is summarized below.

Table 3.2 - Entry of Women Officers into the *IN*

Year(s)	Event(s)
1992	<i>IN</i> starts inducting aspiring ladies as Short Service Commission (SSC) officers, for the first time in the Education Branch and Law/Logistics Cadres of the Executive Branch.
1997	Women Officers posted onboard sea going platforms for first time.
1998	Based on <i>IN's</i> feedback on satisfactory performance of Women officers, GoI opens up all Branches for women officers with no restrictions on type of commission or cadre/ specialisation. However, <i>IN</i> inducts women only through the SSC scheme and gradually increases the avenues in different cadres/ specialisations.
1999	Afloat service opened up for Women Officers of all Branches/cadres, should the exigencies of Service so require. Policy issued to grant PC in accordance with Article 203, Chapter IX of Regs Navy Part III.
1993-2016	Over a period of 24 years, Women Officers inducted into only an additional four Branches/ Cadres/ Specialisations – Air Traffic Control (ATC) (1993), Naval Constructor (2001), Observer (Maritime Reconnaissance (MR)) (2008), Pilot (MR) (2016).
2017-21	Over the next five years, Women officers inducted into another five Cadres/ Specialisations – Naval Armament Inspectorate (NAI), Sports, Musician, Provost, Information Technology (IT).

Source: Compiled by author from information obtained through Naval Headquarters (NHQ)

Thus, from 1992 to 2022, the *IN* evolved from inducting Women Officers in only four Cadres/ Specialisations, to opening up 13 avenues for Women Officers which constitute 40% of *IN*'s sanctioned strength. The yearwise number and proportion of women officers vis-à-vis the total strength of the *IN* officer cadre, over the last five years, is depicted below.

Table 3.3 - Number & Proportion of Women Officers from 2018 to 2022

Year	Total No. of Officers	No. of Women Officers	%
2018	11518	621	5.4%
2019	11630	643	5.5%
2020	11702	663	5.7%
2021	11735	686	5.8%
2022	11815	730	6.2%

Source: Dte of Personnel, Naval Headquarters, New Delhi

Interestingly, the 11th Study Group of the Higher Defence Management Group (HDMC) (2014) had brought out in their report that between 2003 to 2012, the percentage of Women Officers vis-à-vis the total strength of officers in the *IN* hovered between 2% to 4%. Notwithstanding the marked increase in proportion of Women Officers over the last five years as compared to the 2½ decades from 1992 to 2017, Women Officers today make up only about 6% (730/11815) of the strength of officers in the *IN* (not including Medical and Dental), despite the fact that avenues open to them account for 40% of the total number of officers. Eight Cadres/ Specialisations viz., Executive Branch (General Service and Submarine), Electrical Branch (General Service, Air Electrical and Submarine) and Engineering Branch (General Service, Air Engineering and Submarine), which make up 60% of the officer

cadre, are presently not open for Women Officers. Further, as on date there are only 58 PC Women Officers in the *IN*, which is less than 1% of the total number of PC officers in the *IN*. Also, Women Officers have not yet been routinely appointed in combat roles onboard warships. Their low representation and limited role indicates that women are not yet an integral element of the *IN*, both professionally as well as culturally.

Before dwelling into the probable reasons for low representation and restricted role of women in the *IN*, despite availability of requisite government approvals, it would be prudent to analyse how other advanced navies have fared with respect to integrating women into their rank and file. Three countries viz., USA, Britain and Australia, whose navies have a higher proportion of women members as compared to *IN* and which allow women onboard ships, have been analysed in detail.

3.2 Other Advanced Navies.

During World War I, Britain formed the Women's Auxiliary Army Corps (WAAC) and Women of the Royal Navy (WRN) in 1917, and in 1918, the Women's Royal Air Force was established. Nearly 100,000 women spent some time atleast in these units. They mostly served in the Communications zone, medical, clerical, cookery etc. From the forces' point of view, the main problem with enlisted women was not the quality of service they gave, but the need to prevent them from being perceived as objects for sexual gratification. Likewise, the United States Army and Navy drafted about 34,000 women, mostly for administrative and communication jobs, and the medical corps. However, neither in Britain nor in the US were women considered as combatants. The main peril to their welfare was perceived from their

own male comrades. This was the main reason why neither country integrated women into the forces. The women regiments were disbanded after the First World War.

In the Second World War, Britain, France and USSR, all mobilized women, and the United States followed soon after Pearl Harbour. The one difference from WW-I being that this time around, a miniscule percentage were allowed into combat. Pregnancy proved a big problem, and pregnant women were given a compassionate discharge. Thus, turnover of women was high and wastage huge. The entry of women into the Australian Navy was authorized in 1941 as the 'Women's Royal Australian Naval Service' (WRANS), in response to increased wartime demands. However, they were not permitted to serve at sea or overseas and naval occupations were limited. By end of WW-II, the Australian Navy had more than 2500 serving WRANS in its ranks, which made up 10% of the naval strength.

3.2.1 United States.

The US experience over three decades (from mid-1960s to mid-1990s) has several similarities to events within the Indian society and the Indian Navy over the last three decades (from 1992 to 2022). Societal changes in the US viz., rising age of marriage, increasing urbanization, breakdown of nuclear families and better education meant that women decided to obtain work outside home and some looked towards the military as a potential employer. In 1948, the US Congress enacted a law authorizing the US armed forces to take in women on permanent basis, with restrictions in the positions they could fill and limiting their numbers to 2% of the total strength. Women were barred from sea duty, except aboard transport and hospital naval vessels. As late as the mid-1960s, women only formed 1.2% of US Armed Forces, much below the 2% cap placed by the government.

The chronology of events, over three decades from mid-1960s to mid-1990s, with respect to women serving in the U.S. armed forces is summarized below.

Table 3.4 - Evolution of Women in the U.S. Armed Forces

Year(s)	Event(s)
1967	2% cap on proportion of women in the armed forces removed.
1976-1978	Percentage of women in the US armed forces increases to 7%. Women allowed onboard ships, though not combat ships. Military academies open their doors to women.
1981	Percentage of women in US armed forces increases to 8.5%.
1991	Proportion of women in the US armed forces increases to 12%, with the Navy at about 10%. Women, though fully integrated by now, are still not allowed into combat.
1992	All positions (except ground combat) opened up for women, including flying aircraft in combat and aboard warships, except submarines.
1994	Aircraft Carrier Eisenhower becomes the first warship to have women, post extensive modifications to living spaces. *

* Since 2012, women are allowed to serve onboard submarines as well.

Source: Compiled by author from various sources

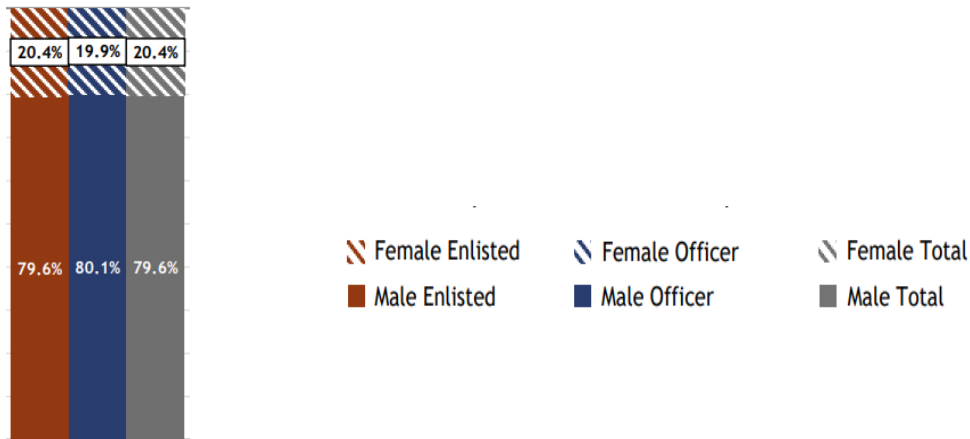
As per the US Department of Defense (DoD) Demographics Report 2020, of the total number of active duty military personnel, more than 20% (almost 70,000) are women. The United States Navy (USN) had a strength of approximately 342,000 active duty military personnel. Of these, about 55,700 are officers and 286,300 are enlisted personnel. Female members make up 20% of the active duty Navy personnel, and 20.4% and 19.9% respectively of enlisted members and officers.

Table 3.5 - Number & Ratio of Active Duty Enlisted Members & Officers by Service & Gender (USN) 2020

Service Branch	Enlisted		Officers		Total		Ratio of Enlisted to Officers	
	Male	Female	Male	Female	Male	Female	Male	Female
Army	330,369	57,605	76,293	16,987	406,662	74,592	4.3 to 1	3.4 to 1
Navy	227,784	58,553	44,583	11,076	272,367	69,629	5.1 to 1	5.3 to 1
Marine Corps	145,207	14,301	19,603	1,847	164,810	16,148	7.4 to 1	7.7 to 1
Air Force	210,130	55,239	49,920	14,325	260,050	69,564	4.2 to 1	3.9 to 1
Subtotal DoD	913,490	185,698	190,399	44,235	1,103,889	229,933	4.8 to 1	4.2 to 1
Total DoD	1,099,188		234,634		1,333,822		4.7 to 1	

Source: US DoD Demographics Report 2020

Figure 3.1 - Percentage of USN Active Duty Enlisted Members & Officers by Gender (2020)



Source: US DoD Demographics Report 2020

Table 3.6 - Percentage of USN Male & Female Active Duty Members by Service: 2000-2020

Year	Army		Navy		Marine Corps		Air Force		Total DoD	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2000	84.7%	15.3%	86.2%	13.8%	94.0%	6.0%	81.2%	18.8%	85.4%	14.6%
2005	85.7%	14.3%	85.6%	14.4%	93.9%	6.1%	80.4%	19.6%	85.4%	14.6%
2010	86.6%	13.4%	84.1%	15.9%	93.3%	6.7%	80.8%	19.2%	85.6%	14.4%
2015	85.8%	14.2%	81.7%	18.3%	92.3%	7.7%	80.9%	19.1%	84.5%	15.5%
2020	84.5%	15.5%	79.6%	20.4%	91.1%	8.9%	78.9%	21.1%	82.8%	17.2%

Note: Displayed percentages may not total 100% due to rounding.

Source: US DoD Demographics Report 2020

From the above data, it can be discerned that while in 1991 the percentage of women was 10%, it increased to 14% in 2005 and 20% in 2020. Thus, gender trend analysis of the USN active duty personnel reveals that over three decades, from 1991

to 2020, the proportion of women doubled from 10% to 20%, with a 2% increase every five years from 2005 to 2020.

**Table 3.7 - Percentage of USN Male & Female Active Duty Officers
by Service: 2000-2020**

Year	Army		Navy		Marine Corps		Air Force		Total DoD	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2000	86.0%	14.0%	85.3%	14.7%	94.8%	5.2%	82.9%	17.1%	85.6%	14.4%
2005	84.7%	15.3%	85.2%	14.8%	94.2%	5.8%	81.6%	18.4%	84.6%	15.4%
2010	84.0%	16.0%	84.4%	15.6%	94.0%	6.0%	81.3%	18.7%	84.3%	15.7%
2015	83.2%	16.8%	82.6%	17.4%	92.9%	7.1%	79.7%	20.3%	83.0%	17.0%
2020	81.8%	18.2%	80.1%	19.9%	91.4%	8.6%	77.7%	22.3%	81.1%	18.9%

Note: Displayed percentages may not total 100% due to rounding.

Source: US DoD Demographics Report 2020

**Table 3.8 - Percentage of USN Male & Female Active Duty Enlisted Members by
Service: 2000-2020**

Year	Army		Navy		Marine Corps		Air Force		Total DoD	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2000	84.4%	15.6%	86.4%	13.6%	93.9%	6.1%	80.7%	19.3%	85.3%	14.7%
2005	85.9%	14.1%	85.7%	14.3%	93.9%	6.1%	80.1%	19.9%	85.6%	14.4%
2010	87.1%	12.9%	84.0%	16.0%	93.3%	6.7%	80.7%	19.3%	85.9%	14.1%
2015	86.4%	13.6%	81.5%	18.5%	92.2%	7.8%	81.2%	18.8%	84.9%	15.1%
2020	85.2%	14.8%	79.6%	20.4%	91.0%	9.0%	79.2%	20.8%	83.1%	16.9%

Note: Displayed percentages may not total 100% due to rounding.

Source: US DoD Demographics Report 2020

Table 3.9 - Percentage Increase in Women over Successive 5 Year Periods (USN)

Year	% Increase in Women Over Successive 5 Year Periods	
	USN Officers	USN Enlisted Members
2000-2005	0.1%	0.7%
2005-2010	0.8%	1.7%
2010-2015	1.8%	2.5%
2015-2020	2.5%	1.9%

Source: US DoD Demographics Report 2020

In the officer cadre, the 5-yearly increment ranged from 0.1% (2000 - 2005) to 2.5% (2015 - 2020). For enlisted members, the 5-yearly percentage increase from 2005 to 2020 ranged from 0.7% to 2.5%. The report, however, does not contain the rationale/ relevance of this trend.

There is no difference in selection criteria though the physical requirements - body composition assessment (height, weight, abdominal circumference, body fat), muscle endurance, and aerobic capacity qualifying standards are different for men and women. The USN supports spouse co-location arrangements. Efforts are made to ensure that military couples move and serve together, provided the service member has completed atleast one year in the present assignment.

As per the U.S. Naval Military Personnel Manual (MILPERSMAN) 1300-1306 (Active Duty Pregnancy Policy and Placement Procedures), at **Appendix 'C'**, pregnant active duty women in the U.S. Navy:

- (a) are allowed to remain onboard upto the 20th week of pregnancy, and are required to undergo the physical fitness assessment test within six months of returning to full duty.
- (b) should not be assigned to units that are deploying from the 20th week of pregnancy through 12 months following delivery and release from their medical care providers.
- (c) may continue to serve aboard ships while in port or during short underway periods, provided an evacuation capability exists and the time for medical evacuation to a treatment facility is less than six hours. The six-hour rule is not intended to allow pregnant Service members to operate routinely at sea, but rather to provide the Commanding Officer (CO) flexibility during short underway periods.
- (d) will be given an operational deferment tour, i.e. shifted from an operational command to a shore command, for the duration of gestation,

delivery, and 12 months after delivery, or six months after still birth. During this period, Service members are deferred from all transfers. The Service member may request for termination of their 12 month postpartum operational deferment at any point after convalescent leave in order to return to an operational command.

As per Office of the Chief of Naval Operations Instructions (OPNAVINST) 6000.1 Series Naval Administrative Message (NAVADMIN) 151/18 (Navy Guidelines Concerning Pregnancy and Parenthood), at **Appendix 'D'**, the parental leave rules applicable in the U.S. Navy are: -

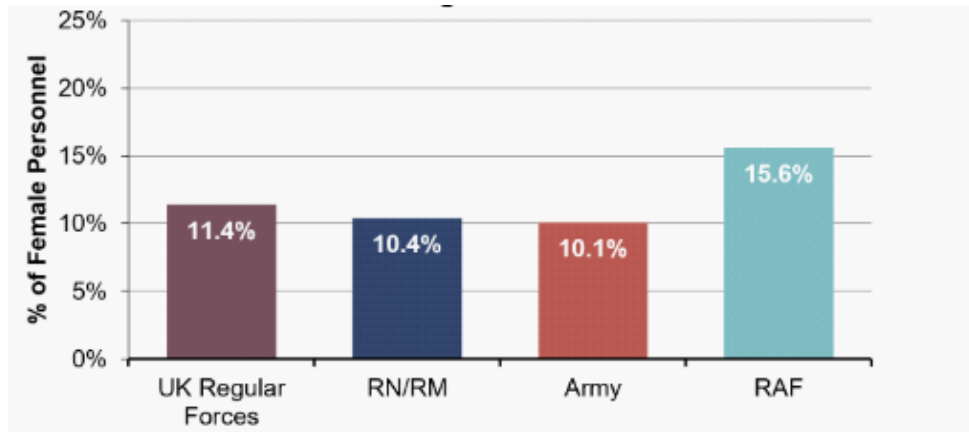
(a) Members designated as the Primary Caregiver (PC) for a birth or qualifying adoption are eligible for 6 weeks of non-chargeable PC Leave (PCL). Members designated as the Secondary Caregivers (SC) for a birth or qualifying adoption are eligible for 2 weeks of non-chargeable SC Leave (SCL). For a qualifying birth event, by default, the PC will be the parent who physically gives birth. For a qualifying adoption, by default, the PC will be the non-military parent, or in the case of dual military couples, the member who is serving in the least operational position.

(b) Women who give birth are entitled to 6 weeks of non-chargeable Maternity Convalescent Leave (MCL). MCL must be availed in one increment and completed before commencing PCL. Any medically required extensions of MCL will be deducted from PCL.

In addition, NAVADMIN 151/18 lays down work conditions and type of duties for pregnant military women.

3.2.2 Britain.

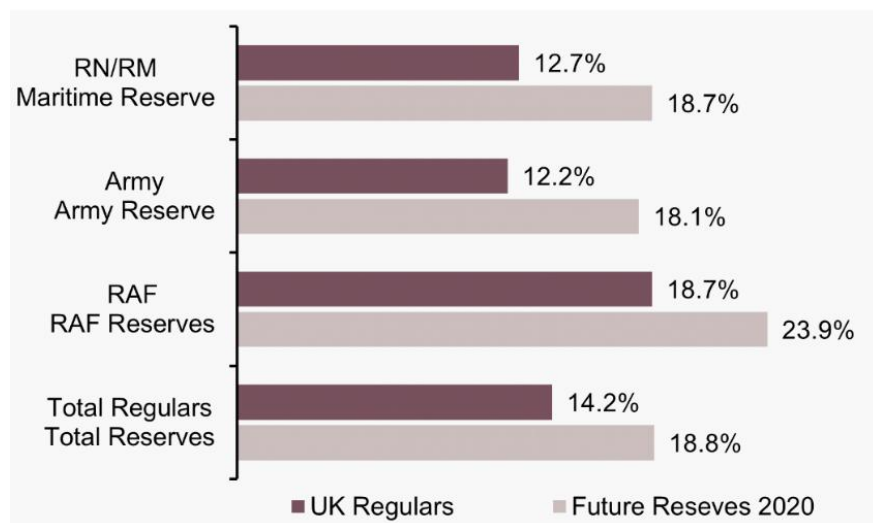
Figure 3.2 - Percentage of Females in the UK Regular Forces (October 2022)



Source: UK Armed Forces Biannual Diversity Statistics: 1 October 2022

The Royal Navy (RN) employs around 33,000 personnel. About 10% of the total Navy Service Regulars and almost 13% of officers are women. In 1993, women were officially allowed to go to sea onboard RN vessels. In 2013, they were allowed onboard submarines also. In the 12 months to 30 Sep 2022, 310 women were inducted into the RN which is 9.7% of the total intake into Naval Service during that period.

Figure 3.3 – Percentage of Female Officers in UK Regulars & Future Reserves (October 2022)

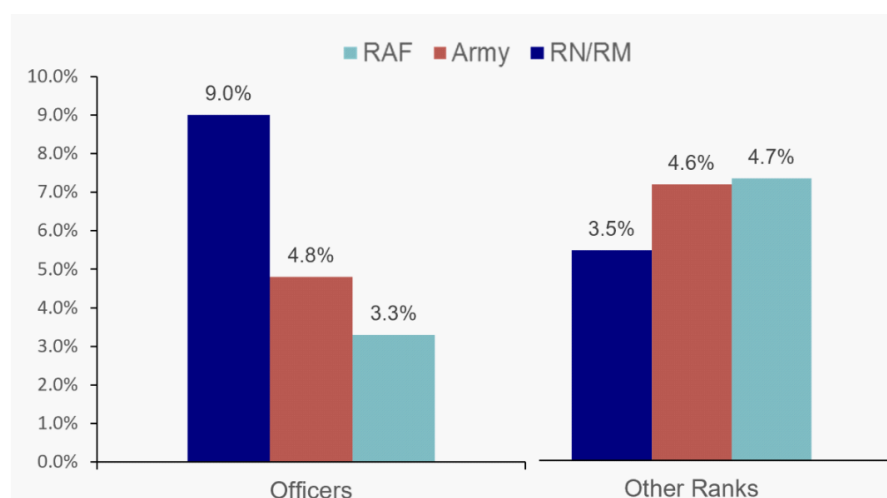


Source: UK Armed Forces Biannual Diversity Statistics: 1 October 2022

In August 1990, the Ministry of Defence underwent a change in policy so that female service personnel who became pregnant did not have to leave the Services. They were given the right to return to work after a period of unpaid leave in line with the statutory provisions for civilian women. At present, female service personnel are entitled to 26 weeks of ordinary maternity leave and 26 weeks of additional maternity leave. Servicewomen who have completed a year's continuous service by the qualifying week (the 15th week before the beginning of the week in which the baby is due) and who return to duty to complete a 'Return of Service' commitment following their maternity leave, receive 26 weeks full pay, 13 weeks of additional paid maternity leave, followed by 13 weeks of unpaid leave. Servicewomen who do not meet the criteria of a year's continuous service receive statutory pay for 39 weeks.

For Officers, the Royal Navy/ Royal Marines (RN/ RM) has the highest proportion of women officers taking maternity leave (9%), amongst the three Services. However, for other ranks, the RN/RM is the least (3.5%).

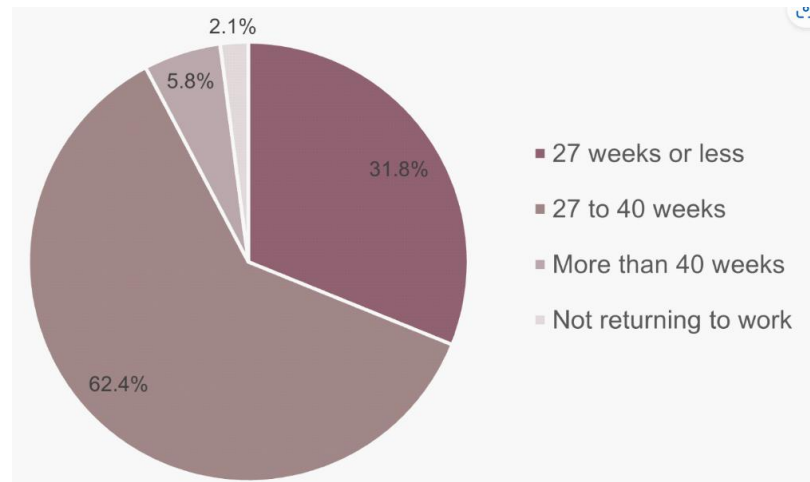
Figure 3.4 - Percentage of UK Armed Forces Female Personnel Taking Maternity Leave by Service, in 2021



Source: UK Armed Forces Biannual Diversity Statistics: 1 October 2022

Further, 98% of the armed forces female members, who went on maternity leave during 2021, returned to work. A majority (62.4%) returned to work in 27-40 weeks.

Figure 3.5 - Percentage of UK Armed Forces Female Personnel Taking Maternity Leave by Service, in 2021



Source: UK Armed Forces Biannual Diversity Statistics: 1 October 2022

3.2.3 Australia.

Post WWII rationalization led to the Women's Royal Australian Naval Service (WRANS) being disbanded. By 1951, however, the need for female sailors and officers was once again recognized and the Service was reconstituted. In 1984, separate women's services were abolished, and the WRANS were incorporated into the permanent Naval Forces. By 1985, when the Royal Australian Navy (RAN) first made billets available for women at sea, approximately 5% of all RAN personnel were females. It was during this time that women first served in afloat support vessels. Although all women recruited after 1984 were advised that they were eligible for service at sea, substantial numbers of women did not go to sea until the early 1990s, when they were first posted onboard combat platforms, and their proportion in the RAN reached 12%. Submarines were opened up to women in 1998.

The average strength of RAN permanent force, including full-time reserves, was about 15,500 personnel in 2021-22. As of 30 June 2022, the participation rate of women in the RAN was about 23.5%, against an internal target of 25% for female representation by 2023. Navy has now set an internal revised target of 35% by 2035.

The following rules apply for maternity and parental leave: -

- (a) Pregnant women can avail 14 weeks of paid or 28 weeks of half-paid maternity leave.
- (b) In case pregnancy is discovered during a deployment, assignment is shifted ashore immediately.
- (c) Women officers are not assigned to sea billets for a period of upto 12 months of childbirth or adoption.

3.2.4 Analysis of USN, RN and RAN for Integration of Women.

An analysis of the evolution of USN, RN and RAN with respect to integration of women throws up the following facts: -

- (a) While the USN and RN initially drafted women during WW-I, RAN opened up for women only in 1941. The initial induction was more need based, arising out of war requirement, than anything else.
- (b) All three navies initially employed women in their own separate Corps and allowed them only very limited support roles. It was only from mid-1970s to mid-1990s (USN, RAN & RN, in that order) that women were allowed onboard ships.

(c) Thus, the initial overarching idea was not to induct women in combat, but to see which all military posts could be occupied by women so as to maximize the number of men for combat duties.

(d) Presently, the women members constitute 10% (RN), 20% (USN) and 24% (RAN) of the total strength of respective navies. In the case of USN and RAN, the proportion of women has gone up incrementally by 10-15%, over a period of 3 to 4 decades, from mid-1980s to the present day.

(e) All three navies have elaborate regulations in place for dealing with pregnancy related dynamics afflicting employment of women, in theory atleast, if not in practice.

3.3 Reasons for Low Representation of Women in the IN (1992 to 2022).

Having seen the broad evolution and present status of three advanced navies with respect to integration of women within their workforce, let us analyse why the Indian Navy hasn't achieved similar representation and gender equality, despite having resolved to do so three decades ago which is around the same time that the USN, RN and RAN embarked on the journey of integrating women in their midst. The analysis throws up several factors, which have been categorized under tangible and intangible ones – tangible ones being those based more on facts and intangible ones being those based on perceptions, credible ones, but perceptions nonetheless.

3.3.1 Tangible Factors.

1. **Lack of Felt Need.** Views of two experts in the *IN's* HR policy domain were sought on reasons for low representation of women in the Indian Navy. According to them, a major reason was the absence of a felt need since male candidates were available for selection in sufficient numbers. This is also borne out by statistics. In the Education Branch and Law/ Logistics/ ATC Cadres of the Executive Branch, which were the first avenues opened up for Women Officers in 1992/93, only 71 women were inducted over the first five years from 1992-1996⁸. Consequently, the proportion of Women Officers hovered between 2% to 4% for the first 2½ decades and rose marginally to 5%-6% over the last five years, even though avenues amounting to 40% of the *IN's* officer cadre have been gradually opened up for them. Thus, it emerges that the cause of women was being paid lip service, with the allegiance to gender equality in the *IN* expressed in words but not backed by deeds, atleast for the first 25 years! Though in all fairness to the Service, it was perhaps only a social experiment to begin with. It may be noted that in the USN and RN, initial induction of women was need based, arising out of war requirement, which was not the case with the Indian Navy.

2. **Limited Opportunities to Serve.** As a direct consequence of this lip service to gender equality, women were accorded very limited opportunities to serve. Though all Branches of the Navy were opened up for Women officers in 1998, with nil restrictions on cadre/ specialization and type of commission, however, the Navy inducted women only through the SSC scheme and gradually increased these avenues in different Branches/ cadres/ specialisations, as has been brought out in the beginning

⁸ Hiranandani (2009). *Transition to Guardianship: The Indian Navy 1991–2000*. Pg 243.

of this Chapter. Further, those Branches/ cadres/ specialisations that had a major sea going requirement were kept out of bounds, and consequently, all non-sea going avenues became saturated for further induction of women considering that they were restricted to SSC scheme only. This aspect is also indicative of lack of coherent policy since at the time of inception, SSC intake was planned to be increased sharply to attain the 60:40 ratio of the PC:SSC.

3. **Lack of Infrastructure onboard Ships.** In the recent case of Union of India & Ors. Versus Lt Cdr Annie Nagaraja & Ors., in the Supreme Court, the Additional Solicitor General of India, arguing on behalf of the Union of India, stated that policy to exclude women from sea going branches has been necessitated due to lack of requisite infrastructure for women onboard Russian origin warships. Thus, *IN* had linked availability of women specific accommodation arrangements (living and toilet/ shower spaces) with their employability onboard ships. This is also borne out by the fact that *IN* is still not considering appointing women onboard submarines, since these cannot cater for exclusivity in terms of accommodation facilities owing to space constraints inherent in the design and build. One of the HR policy domain experts at IHQ MoD(N) brought out that absence of women specific facilities onboard 1TS (*IN's* Training Squadron) ships also precluded induction of women into the Executive (General Service) cadre.

3.3.2 **Intangible Factors.**

1. **Male Misogyny/ Gender Bias.** It is interesting to note that Section 9(2) of the Navy Act, 1957 had made women ineligible for appointment/ enrolment in the Indian Navy. Relevant extract is placed at **Appendix 'E'**. *This despite the fact that*

our founding fathers had embraced universal suffrage and had enunciated equality in all its manifestations. Therefore, another big reason why gender equality evaded the *IN* is the psychological handicap of men. Women are superior to men in their ability to bear children, and well realizing their dispensability, men possibly sought to compensate.

2. **HR Management Challenges.** Two major challenges related HR management are discussed below.

(a) **Fear of Indiscipline/ Sexual Misconduct.** Sexual harassment in any workplace is an outgrowth of a lingering sub-culture of misogyny - the *IN* discovered this within a couple of years of positioning women onboard ships. In 1997, Women Officers were assigned to ships on a trial basis, aboard *IN* Ships *Jyoti* and *Sagardhwani*, but the practice was discontinued in 1999 due to a host of reasons including discipline issues⁹. Though statistics pertaining to cases reported in the *IN* were not available for the purpose of this study, being classified in nature, to analyse the extent of prevalence of sexual misconduct, *IN's* fears were not unfounded that indiscipline arising out of sexual harassment or sexual violence could have grave consequences on morale, cohesion and readiness of the Naval unit concerned.

(b) **Prolonged Work Absence due to Physiological Life Cycle.** Traditionally, in the Indian society, career choices of women were restricted by their relatively early marriage and subsequent life cycle. Pregnancy, which followed soon after an early marriage, placed extremely heavy demands on the

⁹ Bakshi (2006). In the Line of Fire: Women in the Indian Armed Forces. Pg 71.

body. Lactation was often prolonged for as long as possible as the mother's milk was considered to be the best for meeting the baby's growth and immunity needs. It acted as a natural contraceptive, and once the child was weaned, another pregnancy could be expected. In the present context, this aspect of a woman's life cycle would have resulted in prolonged absence of the affected Woman Officer, with no relief. Being the smallest of the three Services, this held out a massive human resource management challenge for the *IN*. The impact was bound to be more profound for operational ships and units. Consequently, keeping women in limited numbers in shore based non-critical assignments was perhaps the best way out. This factor is also discussed in the next Chapter on implications and challenges of greater representation and role for women, since proposed solutions are complex.

An interesting statistic thrown up by analysis of the US DoD Demographic Report 2020 is the family status of active duty military personnel. It emerges that 66% Navy personnel do not have children (47.6% single with no children, 14% married with no children, 4.4% dual-military with no children).

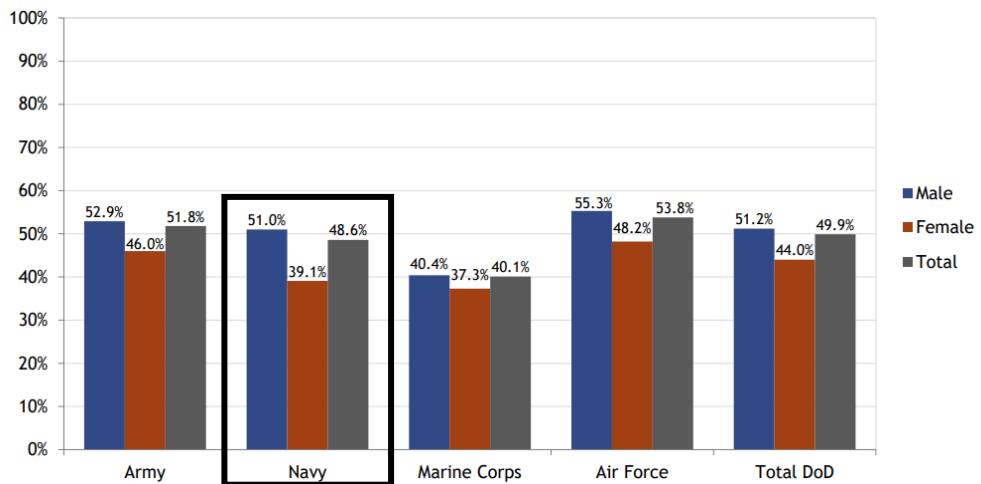
Table 3.10 - Number & Percentage of Active Duty Members by Service and Family Status (USN)

Family Status	Army		Navy		Marine Corps		Air Force		Total DoD	
	N	%	N	%	N	%	N	%	N	%
Single, No Children	207,683	43.2%	162,958	47.6%	104,572	57.8%	140,178	42.5%	615,391	46.1%
Single, with Children	24,051	5.0%	12,779	3.7%	3,740	2.1%	12,097	3.7%	52,667	3.9%
Married to Civilian, No Children	63,430	13.2%	47,692	13.9%	25,326	14.0%	44,878	13.6%	181,326	13.6%
Married to Civilian, with Children	161,554	33.6%	96,223	28.1%	39,350	21.7%	96,556	29.3%	393,683	29.5%
Dual-military, No Children	15,048	3.1%	14,923	4.4%	5,886	3.3%	22,420	6.8%	58,277	4.4%
Dual-military, with Children	9,488	2.0%	7,421	2.2%	2,084	1.2%	13,485	4.1%	32,478	2.4%
Total	481,254	100.0%	341,996	100.0%	180,958	100.0%	329,614	100.0%	1,333,822	100.0%

Note: Single includes annulled, divorced, and widowed. Children include minor dependents age 20 or younger and dependents age 22 or younger enrolled as full-time students.

Source: US DoD Demographics Report 2020

Figure 3.6 - Percentage of Married Active Duty Members by Service Branch and Gender (USN)



Source: US DoD Demographics Report 2020

Also, as depicted at Figure 3.6, only 39.1% of females on active duty in the US Navy are married. These family status statistics may correlate with higher number of women in the USN. As a corollary, societal obligation/ pressures of marriage and consequent cycle of pregnancy, child birth and rearing a family could have discouraged Indian women from taking up the profession of arms. However, this cannot be seen in isolation since the DoD Report does not bring out any correlation, and with *IN*, demand for women induction was low, to begin with.

3. **Factors Dissuading Women.** In addition to the afore mentioned factors that were society or organisation induced, there are two other factors that could have dissuaded women from opting for the Navy as a career.

(a) **Lack of Flexible Work Period.** Holistically speaking, women in India continue to face manifold challenges to enter various work domains, related to access to adequate employment opportunities, choice of work, safety at work place, hospitable working environment, security of tenure, parity of

wages, discrimination and, most importantly, harmonizing the trade-off between the burdens of work and family. Culturally, household duties confine women to the household. Even those at low income levels are forced to take up work during a financial crisis, but they must do so in addition to their familial duties. So women move into the labour force only as supplementary workers, and as their male counterparts in the family start earning, they tend to pull out of work in the formal economy to give more attention to household activities. At the relatively higher income levels, women are more amenable to flexible work careers that will allow them periodic sabbaticals based on family requirements. Non-availability of the luxury of flexible work periods based on household requirements was perhaps one of the reasons for women to not prefer the Navy as a career opportunity.

(b) **Lack of Awareness/ Job Clarity**. Interestingly, 14% of the respondents surveyed are of the opinion that lack of awareness and clarity regarding nature of job is responsible for lesser number of women being inducted. This seems plausible since historically Indian citizenry and policy makers at large have had a continental mindset, and very few people know about the Navy – most identify it with the Merchant Marine. Coupled with this is the fact that women who were initially inducted were given marginal roles not commensurate with their recruiting qualifications. Bakshi (2006) has brought out that as part of her study, she came across a large number of Navy Women Officers who were engineers by profession but employed as Education Officers in various headquarters or made to perform routine administrative tasks in units, or who held Master's degree in computer applications but were utilized to perform duties in units that had no

information technology orientation or were posted as Staff Officers or Aides to senior officers.

4. **Recruiter' Bias.** This aspect was analysed to rule out bias against women in the Selection Boards, more so since the policy was that women would compete with short service men on open merit and vacancies filled in order of merit based on marks obtained in SSB¹⁰, that there is no distinction on basis of gender (MoD Annual Report 18-19), and Naval Selection Boards employ same yardsticks – both physical & psychological (as per response obtained from policy experts at IHQ MoD(N)). The Selection Board interview is conducted in two stages. Stage I test consists of Picture Perception Test, Group Discussion and Intelligence/ Aptitude Test. Candidates who fail to qualify in Stage I are sent back on the same day. Stage II test comprises Psychological testing, Group testing and Interview which last for four days. Successful candidates thereafter undergo Medical Examination.

However, firstly, in practice, men and women undergo gender exclusive Services Selection Boards (SSBs), and secondly, since SSB call-ups were issued based on marks secured, where women are known to score higher than men, more number of women appeared for SSBs and, consequently women SSBs were more successful in meeting targets. SSB selection data of the last five years (Table 3.11 refers) indicates that number of women candidates who appeared for selection was substantially higher than numbers required.

¹⁰ Hiranandani (2009). *Transition to Guardianship: The Indian Navy 1991–2000*. Pg 243.

Table 3.11 - Last Five Years Trend of Selection of Women Candidates

Year	No. of Women Candidates Appeared	No. of Women Candidates Selected	%
2017	1007	42	4%
2018	975	29	3%
2019	887	52	6%
2020	518	32	6%
2021	1323	69	5%

Source: Compiled by the author based on information obtained from NHQ

Accordingly, Recruiters' bias can be ruled out as a reason for low representation of women in the Indian Navy.

The major reasons for low representation of women in the *IN* were also sought from field units, through the following question included in the survey questionnaire.

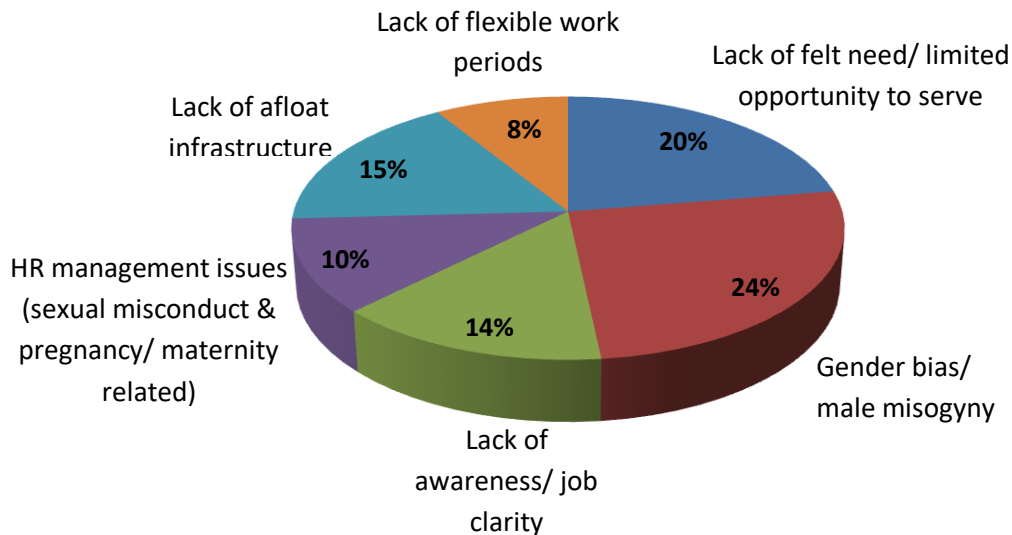
Q - Induction of Women officers into the *IN* commenced three decades ago, in 1992. However, presently their representation is only about 6% of the total strength of officers (not including Medical and Dental). What according to you have been the three major reasons behind low representation and restricted roles of women in the Indian Navy?

In response¹¹, 20% respondents subscribed to two of the tangible factors discussed above viz., lack of felt need and limited opportunities, and another 15% attributed the third tangible factor namely, lack of afloat infrastructure, as the reason for low representation of women in the *IN*. A large section i.e., 24% or one-fourth respondents felt that gender bias is the reason for gender inequality persisting in the *IN*, 10% respondents attributed low representation of women to the twin HR management factors related to sexual misconduct and maternity absence, and 22%

¹¹ 9% of the respondents who took the survey did not reply to this question.

attribute the problem to the two issues that dissuade women – lack of flexible work period and lack of awareness/ job clarity.

Figure 3.7 - Reasons for Low Representation of Women in IN



Source: Primary Survey 2023

3.4 The Future – A Paradigm Shift.

With India striving to become a \$5 trillion economy by 2025, it cannot afford to leave half of its productive workforce behind. All encompassing growth and gender parity are paramount for any economy to realize its full potential. It is, therefore, only appropriate that all three Services – the Army, the Navy and the Air Force have resolved to give equal opportunity to women in their rank and file.

During a formal interaction on 07 February 2023 with the Apex level leadership of the IA, it was learnt that women have done extremely well in the IA, and from 2023, Women Officers are planned to be inducted into Artillery as well. It is

understood that induction of women in the Combat Arms (Infantry, Mechanised Infantry & Armoured) is under active deliberation.

During a separate formal interaction on 09 February 2023 with the Apex level leadership of the IAF, it emerged that Women Officers have performed exceedingly well in the IAF. It was brought out that since IAF is predominantly a skill based service and hence gender agnostic, all Branches have been opened to Women Officers, including fighter aircraft. Up until now, inadequate administrative infrastructure (women specific arrangements) in remote stations was the primary hold up for inducting women in greater numbers. These aspects have now been addressed. Also, the IAF has achieved 80% satisfaction level with regard to co-location postings with spouse, which has encouraged more and more women to join the Service.

In similar vein, the *IN* has already set in motion major policy level changes so as to afford equal opportunity to women. These are enumerated below.

1. The scope of induction of Women Officers has been expanded to include all Branches/ Cadres and Specialisations, except the Submarine Arm, but including the Marine Commandos (MARCOS). Accordingly, starting June 2023, women will be inducted for the very first time into the hitherto barred cadres of Executive (General Service), Engineering (General Service), Engineering (Air Engineering), Electrical (General Service) and Electrical (Air Electrical). Owing to the unique physiological requirements of women, in the first instance, Women Officers to be inducted into these cadres will be restricted to upto 30% of their total number in afloat billets.

2. Entry of women via UPSC (10+2) route. *IN* will induct three girl cadets in each term – one each for Logistics, NAI and Education, starting with the first batch of 19 girl cadets that joined the 148th course at National Defence Academy (NDA), Khadakwasla, Pune in August 2022. Going by media accounts, the response was overwhelming, with 1.77 lakh applicants.

Picture 3.1 - The First Batch of Women Cadets at the NDA



3. Over the last 60 years or so, Sainik Schools have been the exclusive bastion of boys to prepare academically, physically and mentally for entry into the NDA. Considering the proposed gender neutral induction process, and in order to afford equal opportunity for girls to prepare for the Academy, 10% seats have been reserved for girls in each of the Sainik Schools commencing Academic Year 2021-22.

4. PC entry for Women officers in all Cadres/ Specialisations, (except ATC, Sports & IT) with effect from June 2024.

5. There will be no distinction between male and women SSC officers for award of Permanent Commission, with 1:1 ratio being maintained.

6. Gender neutral career profile, including employing Women Officers onboard ships. They will be posted to all types of ships, wherever there is more than one bathing and toilet facility and women exclusive Junior Officers Mess/ cabin clusters. Towards this, modifications and design alterations are already being implemented onboard identified ships, so as to incorporate women specific living arrangements, viz. separate Messes with attached toilet and bath for women sailors and single/ cluster accommodation with attached toilet and bath facilities for Women Officers.

7. The entrance test as well as physical and medical standards and merit list for selection will be gender neutral. It is understood from the policy domain experts that the proportion of women in the *IN* will eventually reach around 10-15%, over the next 25 years, by 2050.

8. Through the *Agnipath* Scheme, women have been allowed entry as sailors into 29 out of 47 Trades, including sea going Trades¹². Accordingly, women sailors will also be posted onboard ships. This is indeed a bold step of baptizing women sailors by fire by directly allowing them onboard ships with no gradual process of first integrating them into the fold.

It is envisaged that 20% of every half-yearly batch size of about 1500 *Agniveer* inductees will be women. One of the conditions of their enlistment is that if they become pregnant during their initial engagement, they will have to compulsorily take a voluntary discharge from the Navy. The first batch, which commenced their 6-month training in November 2022, includes 273 women out of 1800 *Agniveers* (15%). Yet again, the response was overwhelming - a media report quoted the Chief

¹² Artificer Trades have been excluded owing to their relatively longer training period and short term of engagement for *Agniveers*.

of the Naval Staff highlighting that out of the 10 lakh candidates who applied, 82,000 were women. The media report also quoted the Navy Chief as saying *"We're not inducting women separately. They're being inducted in the same manner as their male counterparts. It's a uniform method of selection. They undergo similar tests"*.

Picture 3.2 – IN's Women Agniveers: Breaking the Glass Ceiling



Salient aspects of the scheme are as follows: -

- Age criterion for applicants is 17½ to 21 years.
- Selected candidates will be enrolled under the Navy Act, 1957 for a period of 4 years (48 months), including training period. Their service tenure will include 14½ months of training/ leave/ Service familiarization duties and 33½ months of specialist service.
- Selected candidates will be imparted military training in the existing training centres.

- Financial package will amount to approx Rs 4.76 lakh in the first year, which will go upto Rs 6.92 lakh in the fourth year. All applicable allowances (risk & hardship, travel, ration, dress etc) will be admissible.
- *Agniveers* will be eligible for a Seva Nidhi scheme, wherein 30% of monthly emoluments will be contributed by the individual and an equal amount by the Government. Accordingly, the individual will get a tax exempt corpus of approx Rs 11.71 lakh after four years.
- *Agniveers* will be eligible for a death and disability compensation.
- On completion of four years, based on organisational requirement and policies promulgated by the Armed Forces from time-to-time, *Agniveers* will be offered an opportunity to apply for permanent enrolment in the Armed Forces. These applications will be considered in a centralised manner based on objective criteria including performance during their four-year engagement period and up to 25% of each specific batch of *Agniveers* will be enrolled in regular cadre of the Armed Forces. The individuals, selected for enrolment in the Armed Forces as regular cadre, would be required to serve for a further engagement period of minimum 15 years and would be governed by the existing terms and conditions of service.

3.5 Summary.

Despite avenues that account for 40% of the Navy's officer cadre strength being available for Women Officers, representation of women in the *IN* remained abysmally

low over the last 30 years, and is presently at 6%. In other advanced Navies of Britain, USA and Australia, the proportion of women is at 10% in the RN, 20% in USN and 24% in RAN, with these Navies undergoing a major gender revolution over the last 40 years. Reasons for *IN* not having evolved in this direction are many – the lack of felt need, limited opportunities to serve, lack of infrastructure onboard ships, an inherent gender bias, and HR management challenges, though there are also factors that perhaps dissuaded women from taking to the *IN* as a career opportunity.

A paradigm shift is, however, now in the offing. Induction of Women Officers has been extended to include all Branches/ Cadres and Specialisations, except the Submarine Arm. Accordingly, starting June 2023, women will be inducted for the very first time into the hitherto barred sea-going cadres of Executive (General Service), Engineering (General Service), Engineering (Air Engineering), Electrical (General Service) and Electrical (Air Electrical), and will be posted onboard combat surface platforms. Entry of women via UPSC (10+2) route has also commenced, with 19 girl cadets joining the NDA in August 2022, including three *IN* girl cadets. Other major policy shifts include PC entry for Women Officers from June 2024, no distinction between male and women SSC officers for award of Permanent Commission, and a gender neutral career profile.

The proportion of women in the *IN* is aimed at eventually reaching around 10-15%, over the next 25 years, by 2050.

Another major step is the induction of women sailors into the *IN* for the very first time, through the *Agnipath* scheme. It is envisaged that 20% of every half-yearly batch size of about 1500 *Agniveer* inductees will be women. The first batch, which commenced their 6-month training in November 2022, includes 273 women.

CHAPTER – 4

IMPLICATIONS AND CHALLENGES

“On the path to successful action, we will fail - possibly many times. And that's okay, it can even be a good thing. Action and failure are two sides of the same coin. One doesn't come without the other. What breaks this critical connection down is when people stop acting - because they've taken failure the wrong way.”

There is a very fine line between success and failure. They are two sides of the same coin, and mostly one cannot exist without the other. As with most things, so also with the current policy shift - desired outcomes will not come without a fair share of challenges. However, we must go forward with the philosophy that if there are no hurdles, we probably are not on the right path to our destination. Before analyzing the potential challenges, it would be worthwhile to look at the positive implications of enhanced induction and roles for women in the Indian Navy.

4.1 Positive Implications.

1. **Improved Work Ethics.** Research has shown that a group's collective intelligence tends to increase as the percentage of women in the group increases. Researchers believe this may be due to a trait they call “social sensitivity” which reflects how well a person can read the emotions of other people. The ability to perceive and sense emotional changes leads to more collaborative patterns of group

behavior and women tend to score higher than men in this category. A significant 36% of respondents surveyed subscribe to this view, bringing out that women have superior emotional intelligence and their greater numbers would lead to better work ethics and more balanced and nuanced decision making. Even on the question of impact of women on combat effectiveness, the environment is buoyant, with 50% respondents of the view that integration of women will enhance combat effectiveness of the *IN*, 11% in disagreement and balance 39% neutral on the issue.

2. **Harbinger of Positive Change in the Indian Society.** Several walks of life once dominated by males, from the corporate world to sports like cricket, badminton, wrestling etc to name a few, saw women taking to them in increasing numbers mostly spurred by the success stories of their gender. This phenomenon has contributed significantly to growth in the belief that women can not only don the mantle of sole bread winners, but be successful as independent entities in the Indian society and make their families proud. Up until the mid-twentieth century, none of the Western societies had hit on the idea that women could not be free and equal unless they served in the military – the organisation which is the most hierarchical and allows its members the least freedom. The military is seen as the last bastion of male dominance, and emergence of more and more women as trailblazers in the *IN* would definitely have a domino effect on the concept of gender equality in the Indian society at large, more so with presence of women sailors coming from Tier 2/ 3 cities. More than one-fourth or 26% of survey respondents believe this to be true.

3. **Qualitative Improvement in Human Resource.** Considering greater number of women inductees, there will be a larger pool of candidates to select from, thus resulting in qualitative improvement in the human resource. This was the view

aired by one of the policy domain experts who were interviewed by the researcher, though only 4% of survey respondents cited this as one of the positive impacts - possibly because of low exposure at the field level to nuances of manpower planning and recruitment.

4. **Better Integration of Women.** A study undertaken during 2013-15 by RAND National Defense Research Institute for the United States Special Operations Command (USSOCOM), to identify potential challenges that might arise if women are integrated into Special Operations Forces (SOF) military occupations entirely closed to women, had brought out that for the integration of previously excluded groups, currently serving U.S. military personnel tended to be strongly opposed. However, their attitudes became more accepting of integration after a decision to allow individuals from these groups to join had been made and there was operational experience serving with members of the previously excluded groups. Opposition to integration of excluded group personnel declined when it became evident that their inclusion did not reduce unit readiness or cohesion.

Low numbers and restricted roles for women, resulting in limited exposure to them, thus became a driver of lack of gendered integration. A young male officer is groomed and initiated into the organizational culture and develops strong mentoring relationships in the process, that last throughout his career. Women Officers, however, largely remained marginal elements in the male dominated Service. It, therefore, follows that a much larger number of women, serving in all Branches/ Cadres/ Specialisations as their male counterparts as well as serving afloat, and being provided equal career opportunities will actually act as a catalyst for their integration into the Service.

The aforementioned positive implications of inducting women in larger numbers into the *IN* have also been validated through responses from field units to the questions below, which were included in the survey questionnaire.

Q – What according to you are the key positive impacts that women officers/ sailors would bring to the Service more than Male officers/ sailors?

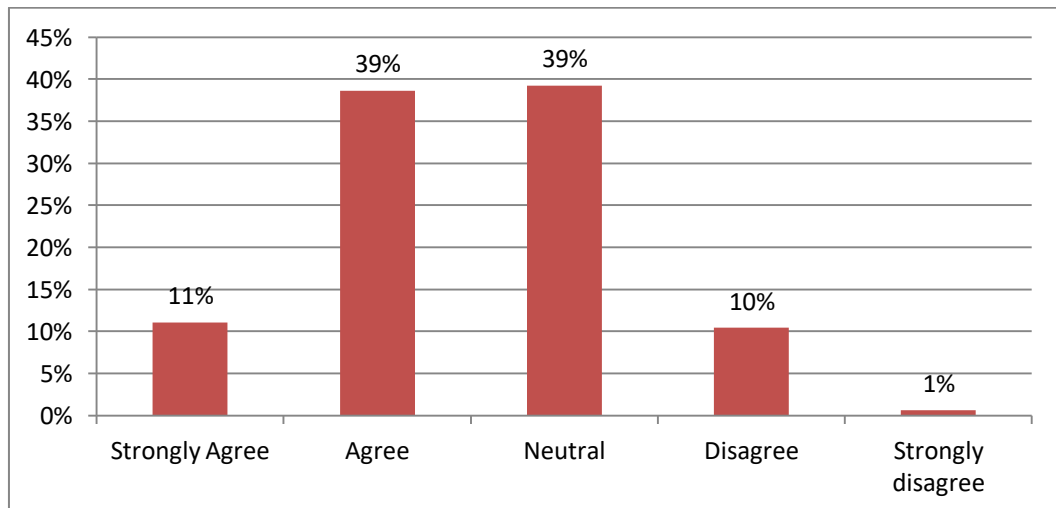
Table 4.1 - Positive Implications of Greater Representation of Women in the *IN*

Ser	Positive Impact of Greater Representation for Women in the <i>IN</i>	No. of Respondents	%
1.	Better work ethics, more balanced and nuanced decision making	60	36%
2.	Change in society towards gender equality	43	26%
3.	Qualitative improvement in human resource	6	4%
4.	No response	57	34%
Total		166	

Source: Primary Survey 2023

Q – A more comprehensive integration of women into the Service will help enhancing the *IN*'s combat effectiveness.

Figure 4.1 - Integration of Women will Enhance Combat Effectiveness of the *IN*



Source: Primary Survey 2023

4.2 Negative Implications and Challenges.

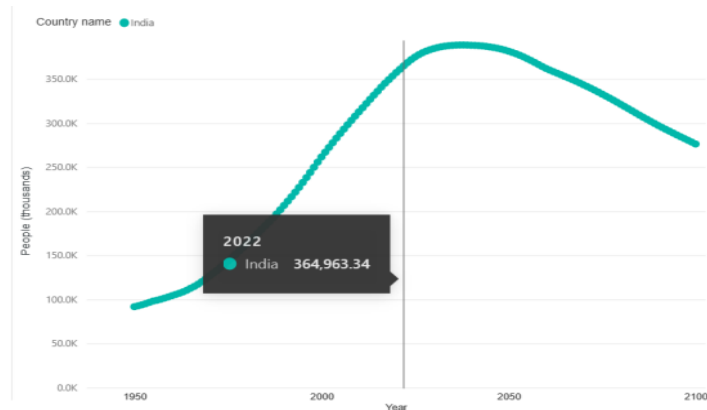
1. **Human Resource (HR) Management Owing to Maternity Absence/ Child Care Absence/ Spouse Co-location Postings.** Socially, most Indian women, especially the middle class, from where majority of officers are drawn are brought up to believe in the primacy of marriage and household over a career. Once married and later when children arrive most women officers find it difficult to cope with the stress of a military career and the demands of a family. During the course of arguments in the Supreme Court, in the case of Union of India versus Babita Puniya & Ors., the Union Government had submitted that the Army faces a huge management challenge *“to manage WOs in soft postings with required infrastructure, not involving hazardous duties with the regular posts with the other women in the station”*. It was submitted that the Army has to cater for spouse postings, long absence on account of maternity leave, child care leave, as a result of which the legitimate dues of male officers have to be compromised. The Court had, however, noted that arguments founded on assumptions about women in the social context of marriage and family do not constitute a constitutionally valid basis for denying equal opportunity to women. Be that as it may, it cannot be denied that human resource management in the context of maternity absence, spouse co-location postings, familial commitments etc is one of the biggest challenges that the Navy would have to contend with, with an increased number of women in their fold and serving in afloat units, operational ones at that.

The female population of India is approximately 681 million¹³, and roughly 54% are in the reproductive age group of 15-49 years¹⁴. As per the Sample

¹³ As per World Bank data, available at <https://data.worldbank.org/indicator/SP.POP.TOTL.FE.ZS?locations=IN>.

Registration System (SRS) survey for 2018, the mean age for marriage of women in India was 22.3 years.

Figure 4.2 - Women in Reproductive Age (15-49 years) Population (thousands) in India



Source: World Bank data

During the interaction with one of the policy domain experts of the *IN*, it emerged that the age profile of officers serving afloat is 21 to 33 years, which statistically speaking is also the prime reproductive period for Indian women. Further, approximately 15% of Women Officers are not available at any given point in time due to maternity related leave. While in shore based appointments, women are available to attend work during the ante-natal phase till proceeding on maternity leave, same is not the case in afloat appointments, where the woman is placed in Low Medical Category as soon as she conceives and may not be available thereafter for about two years¹⁵. Such a long absence may not be sustainable because specialist tenures onboard ships are generally

¹⁴ As per WHO data, at [https://www.who.int/data/maternal-newborn-child-adolescent-ageing/indicator-explorer-new/mca/women-of-reproductive-age-\(15-49-years\)-population-\(thousands\)](https://www.who.int/data/maternal-newborn-child-adolescent-ageing/indicator-explorer-new/mca/women-of-reproductive-age-(15-49-years)-population-(thousands)).

¹⁵ Nine months of pregnancy, six months maternity leave, two months child care leave, two months furlough leave, four months of Annual Leave (since pregnancy and post-natal period would split across two calendar years) and applicable Casual Leave.

for 3 to 5 years and are single officer billets. Therefore, not only would the individual concerned lose out on almost 50% of her specialist time afloat, but maternity related vacancies would increase proportionately with more number of women being posted afloat and it would not be feasible to appoint a relieving officer thus affecting the operational readiness of ships. Add to this the need to achieve optimal satisfaction level in spouse co-location postings, and the *IN's* human resource managers have a major challenge at hand!

2. **HR Management Owing to Officer-Sailor Unions.** Consensual fraternization or liaisons between officers and sailors of opposing sexes can create administrative and HR issues for the organization, more so because of its hierarchical structure and associated privileges. Worse still can be a lawful union between say a male officer and a woman sailor – will the sailor become entitled to accommodation and messing privileges, onshore and afloat, which are entitled to an officer and his spouse? And will the Service be able adjudicate within the confines of constitutional propriety? This is a challenge which will require a response mechanism to be developed by the HR managers in consultation with legal experts.

3. **Sexual Misdemeanours and Gendered Indiscipline.** Sexual harassment does not stand alone, but rather exists on a continuum of harm which may begin with gender harassment and escalate into sexual harassment¹⁶. Equally alarming is rank-based coercion for sexual favours which might drive tensions in the hierarchy

¹⁶ Gender harassment is a distinct concept from sexual harassment. The former refers to harassment that is not sexual, and is used to enforce pre-conceived gender roles, or in response to the violation of these roles. Sexual harassment, in contrast, refers to situations where harassment is based on sexual means.

between the perpetrator and subordinates who may view the woman as a comrade and see the perpetrator as a superior abusing one of their peers.

A US DoD annual Sexual Assault and Prevention Report (SAPR) (**Appendix 'F'**), which was released in May 2022, brought out that 8.4% women and 1.5% men across all the services experienced unwanted sexual contact in 2021. This includes 10% or almost 7000 active duty women in the U.S. Navy. The SAPR Report also brings out that the leading factors that contributed to an unhealthy climate and unwanted sexual contact were sexual harassment/ psychological climate for sexual harassment, gender discrimination, low levels of responsibility and intervention, and workplace hostility.

The infamous 'Tailhook' scandal, during a Navy-Marine Corps aviation convention in September 1991, highlighted gender issues in the U.S. Navy and Marines. Events on a Saturday night, after the symposium's banquet, turned raucous where some crossed the line between party behaviour and criminal behaviour. Activities reported in subsequent investigations included indecent exposure (by male and female officers), indecent assaults (to include non-consensual touching or biting), "equipment checks" (in which a woman grasps the groin area of a man through his clothing), leg shaving (in which a woman consents to have her legs shaved publicly), navel shots (in which a man drinks from a consenting woman's navel), female striptease shows, "chicken fights" (in which couples team up in the swimming pool, with women on the shoulders of men, trying to unhorse their opponents), and "zapping" (placing squadron stickers on the anatomy of a woman). The principal area of misconduct and the catalyst for the reaction to Tailhook '91 was the hallway outside the third-floor hospitality suites. As it filled and people endeavored to pass, there was an inevitable amount of jostling - both unintended and intentional, and spilling of drinks. As the

evening wore on and alcohol consumption increased, the gauntlet turned ugly, changing from consensual touching to physical assaults. The degree of assault varied from groping (through clothing) or “butt biting” to actual insertion of hands beneath clothing and, in the most extreme case, undressing from the waist down of an intoxicated, underaged female who was passed overhead down the gauntlet. In the wake of Tailhook '91, an internal Navy Department assessment acknowledged that the misconduct was a “wake-up call” for naval leaders who, up to this point, had paid only lip service to the problem of sexual harassment.

Even today, the major issues affecting women serving in the US Navy are sexual offences and non-availability of women for deployment due to pregnancy, thus affecting operational efficacy of ships. Not surprisingly, therefore, that 34% or more than one-third of the respondents to the field survey have indicated HR issues on account of women specific physiological phenomena and sexual misconduct as the biggest challenges of increased induction and role for women in the *IN*.

Indiscipline may also manifest because of the inability of women members to accept the hitherto acceptable norm of using coarse language, owing to their different cultural upbringing as compared to boys in Indian society. School going boys are exposed more to the use of cuss words, either to sound more macho or as a quick and easy response to situations. In an organisation that is known for the routine use of profanities during training or even during daily work, superior officers/ sailors, drillmasters and instructors alike might all of a sudden be accused of harassment.

4. **Female Malfeasance.** Intolerance to sexual harassment can be a double edged sword. Some women may choose sexual promiscuity as a way to curry favour

or privileges from their superior(s) in the organisation. Or there could also be instances of male co-workers being accused falsely of sexual harassment, to avoid facing disciplinary charges or to 'teach a lesson' to a superior who is seen as driving too hard professionally.

The Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act 2013 or Prevention of Sexual Harassment (PoSH) Act 2013, defines sexual harassment as any unwelcome physical, verbal or non-verbal act or behaviour (whether directly or by implication) of sexual nature. Further, the following circumstances, among other circumstances, if it occurs, or is present in relation to or connected with any act or behavior of sexual harassment may amount to sexual harassment: - (i) implied or explicit promise of preferential treatment in her employment; or (ii) implied or explicit threat of detrimental treatment in her employment; or (iii) implied or explicit threat about her present or future employment status; or (iv) interference with her work or creating an intimidating or offensive or hostile work environment for her; or (v) humiliating treatment likely to affect her health or safety.

This could, therefore, be stretched to include everything that a woman might not like. Anyone touching a female member to correct her uniform or a male member who greeted a female comrade a little too effusively can be accused of sexual harassment! This would only provide women with a formidable weapon for use against their own side's military men, if they have an axe to grind or feel threatened about their career prospects or even for something as frivolous as having a relatively easy time at work. Even if the charge does not stick, the accused individual's career would probably be over. In the United States, in 1995, President Clinton had a Navy Captain and

Admiral designate, who had been accused of sexual harassment, taken off the promotion list. The officer was subsequently found not guilty after an investigation.

Or as it happened in the *IN* a couple of years ago. A Woman Officer was hauled up by her immediate superior - a male officer, for indiscipline and insubordination, as she became a habitual late comer despite multiple warnings and showed laxity at work. When faced with administrative action, the Woman Officer filed a sexual harassment complaint against the male officer. Though he had kept his chain of command informed of his actions, the organisation could do very little other than going through with the investigation, during the pendency of which, the male officer was overlooked for promotion. The sexual harassment charges were ultimately found to be false.

A serving Indian Army officer was interviewed as part of this study, and he narrated two instances of indiscipline by lady officers posted under him. The first instance dates back to 2012 when he was commanding a battalion in the north east, wherein the lady officer under him started shirking work (refusing to lead a forward area detachment, skipping Physical Training (PT) and parade, not attending office during working hours etc) under the garb of taking care of her baby in arms. No amount of special privileges extended to the lady officer and counseling by superior officers made any difference, and only served to elicit a false counter allegation of gender/sexual harassment. The issue was ultimately resolved by transferring the lady officer out of the unit.

The second instance was about three years ago – there was a lady officer in one of the units under him who was professionally incompetent and had poor work ethics. Consequently, when scheduled repairs in the corps zone started suffering, her Commanding Officer decided that he did not have the luxury of counseling her and

hoping for her to deliver. Therefore, he chose to sideline her and deal directly with her subordinate staff to get work done. This made the lady officer uncomfortable and she filed a complaint against her Commanding Officer alleging financial impropriety by him in cahoots with her subordinate staff. A Board of Officers was appointed and the complaint was found to be false and unsubstantiated. Appropriate administrative action was initiated against the lady officer for making false allegations, and she was transferred out of the unit.

“In both instances, the situation did not go out of hand only because the chain of Command was kept apprised by the Commanding Officer, and they held his hand when things became ugly. But all Commanding Officers may not be as fortunate since at times senior officers may choose to take the easier, safer way out when it involves serious allegations by a lady officer under their watch. Notwithstanding, for all disciplinary issues, be it men or women, ultimate authority must rest with the CO with appropriate oversight/ checks and balances”.

5. **Gender Discrimination.** While the challenges mentioned earlier in this Chapter would essentially be for the organisation to overcome, gender discrimination in the form of deep rooted socio-cultural divide, misogynistic attitudes of men and gender stereotyping at work has emerged as the biggest challenge that the women members of the Service will have to conquer by themselves with steely resolve and attitude. A whopping 61% of respondents have listed this as a potential challenge. The socio-cultural divide relates to the question of work-family balance that will confront women whenever there is a crisis on the home front. This would invariably happen due to deep rooted stereotypes regarding the woman’s role as the primary caregiver in the family. Similarly, when faced with misogyny at workplace, self-help would be the

best help for women members – to defeat prejudices through their successes. Though with stereotyping of roles at the workplace, the Navy would do well to avoid some of the mistakes that have perhaps been made in the past – this aspect has been covered in the next Chapter when discussing equality in posting profiles.

Potential negative implications and challenges of inducting women in larger numbers and integrating them into the *IN* were also enquired from officers in field units, in the form of the question below, which was included in the survey questionnaire.

Q - What in your opinion are the biggest challenges in integrating women (both officers and sailors) into the *IN*?

Table 4.2 - Potential Challenges Arising from Greater Representation of Women in the *IN*

Ser	Challenge	Number of Respondents	%
1.	Gender bias <ul style="list-style-type: none"> • Socio-cultural divide (balancing work & family by the Women members) • Misogynistic attitude of male co-members • Preferential/ soft treatment at workplace 	101	61%
2.	HR management (owing to women specific physiological phenomena & sexual misconduct)	57	34%
3.	Lower physical attributes of women *	8	5%
Total		166	

** As brought out at Chapter-1 under scope/ limitations of the study, differences in physical attributes between both genders have been ignored for this study.*

Source: Primary Survey 2023

61% of the officers who responded feel that gender biases which would manifest in the form of work-family balance by women in the Navy, misogynistic attitude of male

co-members and preferential treatment for women at workplace are potentially the biggest challenges to integrating women into the *IN*. Another 34% respondents are of the opinion that HR management issues related to women specific physiological phenomena and sexual misconduct would be the major negative implications and challenges for the Service.

4.3 Summary.

Positive implications of inducting women in greater numbers and integrating them into the *IN* include improved work ethics with more balanced and nuanced decision making, a domino effect on the concept of gender equality and women's empowerment in Indian society, qualitative improvement in the human resource of the Indian Navy with substantial increase in number of women and consequently the selection pool expanding, and ironically enough, equal career opportunities for women leading to better gender integration within the Service.

The potential negative fallout and challenges are multi-fold: -

- HR management owing to:
 - ✓ maternity/ child care absence
 - ✓ spouse co-location postings
 - ✓ Officer-sailor unions (consensual fraternization between officers and sailors of opposite sex)
- Sexual misdemeanours and gendered indiscipline, including rank-based coercion for sexual favours which may serve to raise tensions in the hierarchy between the perpetrator and subordinates.

- Female malfeasance, in the form of sexual promiscuity to curry favour from superior(s) or false accusations of sexual harassment. The Prevention of Sexual Harassment (PoSH) Act 2013 is all encompassing in defining sexual harassment, and could end up being stretched to include something as innocuous as a touch to correct the uniform or an effusive greeting.
- Deep rooted socio-cultural divide that stereotypes a woman's role as the primary caregiver in the family may pull women back whenever there's a crisis on the home front that threatens the work-family balance. This is a challenge where the organisation may not be able to help the women, and the women will have to find their own solutions.
- Similarly, when faced with misogyny or gender stereotyping at work, self-help would be the best help for women members – to defeat prejudices through their successes.

CHAPTER – 5

TACK TO THE FUTURE: THE WAY FORWARD

“We cannot direct the wind, but we can adjust the sails.”

The *Mahabharata* is a graphic account of real-life situations and inherent choices of the protagonists. In his book titled “*The India Way*”, Dr S Jaishankar brings out that the best known of the dilemmas in the *Mahabharata* relates to a determination to implement key policies without being discouraged by the collateral consequences of the action. The example is that of Arjuna, as he enters the battlefield. Undergoing a crisis of confidence, he is unable to summon up the determination to take on kinfolk ranged against his interests, and eventually has to be persuaded by Lord Krishna to do his duty. This is not to suggest disregard of cost-benefit analysis when faced with similar policy dilemmas. But sometimes, individuals and organizations have to resolve to go down a path which otherwise may not be taken due to a fear of costs. Therefore, when faced with the numerous challenges of implementing a complex policy such as integration of women into the Navy, which even the most advanced nations in the world have struggled with, we need to relate to the *Mahabharata* lesson – of not being discouraged by the collateral consequences of the action.

Actions recommended to mitigate challenges associated with having more number of women in the Indian Navy and to facilitate comprehensive gender integration are elaborated in the succeeding paragraphs.

5.1 **Suggested Measures for Comprehensive Integration of Women in the IN.**

1. **Cultural Change Within.** Just as societies have distinct identities based on their traditions and value systems, so do the Armed Forces, with each having its own traditions, history and culture. The Armed Forces of any nation are drawn from the citizens of its society and therefore larger social attitudes and thinking are reflected in the culture and the working of the Armed Forces. The degree of acceptance to any new social initiatives within the Armed Forces therefore varies from one nation to another. There are, therefore, no ready templates available for successfully integrating women into the *IN*. Peter Drucker, described by many as the founder of modern management, had famously said “*culture eats strategy for breakfast*” - the culture within an organisation will always determine success regardless of how effective your strategy may be. Employers in some organizations even today prefer men – seen to embody productivity minus the ‘hassles’. As with so many gender issues, from ban on dowry to pre-natal sex determination to sexual harassment, even when the law sided with the women, it could do little to change mindsets. Acceptance and change in mindset will be an essential pre-requisite for successful integration of women into the *IN*. Therefore, when strategizing on how to mitigate the challenges, the first and foremost action should be to change the culture within. The cultural change that the *IN* needs to drive in the present context, both for male and female members, has several aspects. Some of these are: -

- (a) **Enhanced Awareness Amongst Women Officers & Agniveers.** If we dwell into history, we can discern that a primary reason for climbdown in status of women in the Indian society was a decline in their levels of education and awareness. Therefore, we need to increase the awareness levels of female

members, so as to build their self-belief and confidence to perform in a previously male dominated environment. This could be achieved through: -

(i) Training on gender equations - a good start point could be to pick out women warriors from our history and espouse qualities that made them excel as leaders in the profession of arms. These studies could be introduced as ‘Gendered Military History’.

(ii) Training capsules on how to exercise power and influence in a gender agnostic manner. This will not only teach women members how to navigate the male dominated scenario, but also condition the male members in non-macho leadership techniques. Shapiro et al (2011), in their study, have brought out the sources of power and tactics for exerting influence, as summarized below.

Table 5.1 - Sources of Power and Tactics for Exerting Influence

Sources of Power	<p>Positional Power</p> <ul style="list-style-type: none"> • Authority, associated with a job • Centrality, associated with a position and its links to other positions or peoples in the organisation • Control over rewards and punishments <p>Personal Power</p> <ul style="list-style-type: none"> • Expertise, arising out of knowledge, skills and experience • Charisma • Coercion <p>Resource and Information based Power</p> <ul style="list-style-type: none"> • Control over possession, allocation and use of resources • Information, which makes individuals better prepared for uncertainties and less dispensable <p>Power from Linkages</p> <ul style="list-style-type: none"> • Formal or informal networks/ alliances
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Tactics for exerting influence	<p>Pressure Tactics – by intimidation or demand</p> <p>Exchange Tactics – by bargaining against a reward or benefit</p> <p>Inspirational Tactics – by making emotional appeal to values</p> <p>Rational Persuasion – by using logical reasoning</p> <p>Ingratiating Appeals – by generating positive feelings</p> <p>Upward Compliance Tactics – by showing support of superiors</p> <p>Coalition Tactics – by building bridges across individuals or groups</p> <p>Consultative Tactics – by seeking participation in formulation or implementation of a strategy before asking for support</p>
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Source: Shapiro et al (2011). Using power to influence outcomes: Does gender matter?

(b) **Revitalisation of Gender Sensitisation Training by the IN's Centre of Excellence in Ethics, Leadership and Behavioural Studies (CELABS).**

As part of the study, a young lady, daughter of a retired military officer and a budding officer herself, and presently working in a metro city and residing independently, was interviewed. She narrated an incident that happened a year ago which amply brings out the change in mindset that is required. When returning alone from a pub at a late hour, she was accosted by a man who identified himself as an enlisted armed forces member and offered to drop her home in his car. The lady readily trusted the man because of his military background and herself being an officer's daughter. However, the man ended

up making sexual advances, including asking for sexual favours and touching the lady inappropriately. The lady managed to free herself and reach home safely. After a week, she mustered the courage and reported the incident to the local military unit. She was, however, initially told that the incident did not strictly qualify as a case of molestation, as she had reported, and secondly, aspersions were cast on her that somehow she was responsible for inviting the inappropriate advances. Regardless of the merits of the case made out by the lady, both these comments reek of misogyny as they came even before investigation into case had started.

Encouragingly enough for *IN*, when asked about gender discrimination at work through the question below in the survey questionnaire, 50% respondents said they hadn't come across any instance, and only 4% indicated that they had come across instance(s) of women being perceived as sexual resource.

Q - At the work front, have you personally come across instance(s) of gender discrimination? If so, what was its nature?

Table 5.2 - Nature of Gender Discrimination Encountered in the *IN*

Ser	Nature of Gender Discrimination	Number of Respondents	%
1.	Soft/ preferential treatment for a Woman officer	54	33%
2.	Condescending attitude against women in uniform, in general, by a Male officer/ sailor and/ or gender stereotyping	18	11%
3.	Workplace hostility/ perception of women in military as unwelcome intruders, sexual resources for military men, or both	7	4%
4.	Not encountered	84	51%
5.	No response	3	1%
Total		166	

Source: Primary Survey 2023

Targeted gender sensitization studies need to be revitalised to discourage a conception of women in uniform being seen as a sexual resource for military men, instill fairness and gender agnostic leadership qualities. Towards this, the subject of ‘Gendered Military History’ could also include stories of prominent historical male warrior/ military personalities who fiercely upheld the dignity of women. In addition, the Navy’s Centre of Excellence in Ethics, Leadership and Behavioural Studies (CELABS) at Kochi should be tasked with inculcating leadership roles in male-female work environment and other such gender based training as part of their curriculum. It is pertinent to bring out that a study titled “Developing Effective Leadership Techniques for Young Officers and Sailors in the Indian Navy”, undertaken by CELABS in February 2022 to identify the core characteristics of millennial uniformed workforce in the *IN* and their response to leadership, does not contain any gender based research despite the fact that almost 50% of officers and 75% of sailors are millennials¹⁷ who would be in the mid-seniority bracket or starting out their Naval careers, as the *IN* looks to integrate women into its fold.

(c) **Equality in Job and Career Profile.** It needs to be kept in mind that the present policy shift is just the means to an end – the desired outcome will not be achieved if women are not provided the same opportunity as men not only in the professional arena (appointments, promotions and career choices) but also socially. People work efficiently when they have future goals and prospects to work towards. A transparent, unbiased system of professional growth with advancement opportunities are incentives for peak performances.

¹⁷ In the Indian context, the study considered those born from 1992 to 2001 as millennials.

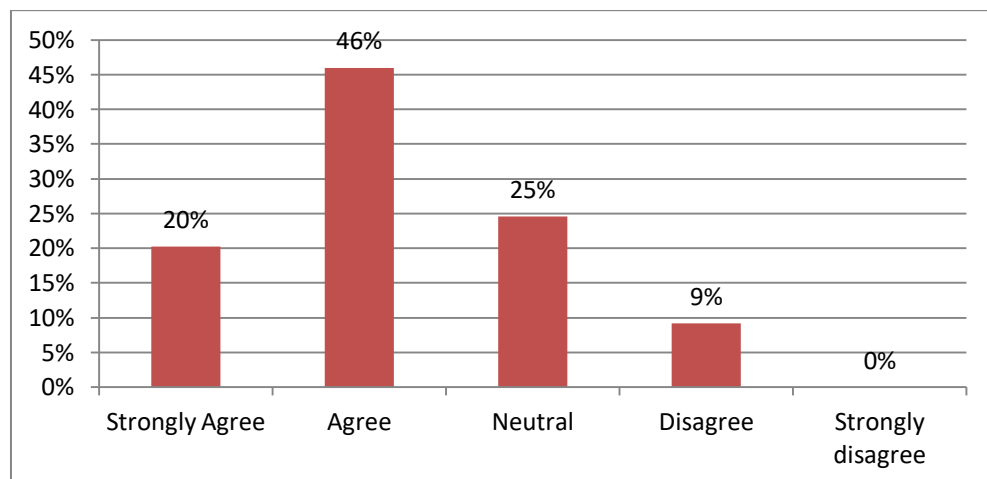
It is not unusual to find women officers routinely being co-opted for tasks only for their glamour value rather than any professional skill. Not only do such assignments undermine the seriousness of the jobs women perform, they may also cause serious attitudinal and adjustment problems for women who have served in such appointments. Also, posting profiles should not be so limited as to breed a perception that shore billets in the Navy are being taken up by women. This will not only be detrimental to cohesion but will also reduce the rotational slots available for men returning from afloat tenures.

There is a need to develop and nurture an equitable organizational culture, by providing equal opportunities for women to demonstrate their competence.

This view is also supported by officers in the field. In response to the query below, 66% respondents agreed that the Navy would do better at equal opportunities for women instead of initiatives at equal treatment.

Q - Insofar as bridging the gender divide goes, do you think *IN* would do better with initiatives for creating equal opportunities for women instead of initiatives at equal treatment through women specific arrangements?

Figure 5.1 - Equal Opportunity instead of Equal Treatment for Women in the *IN*



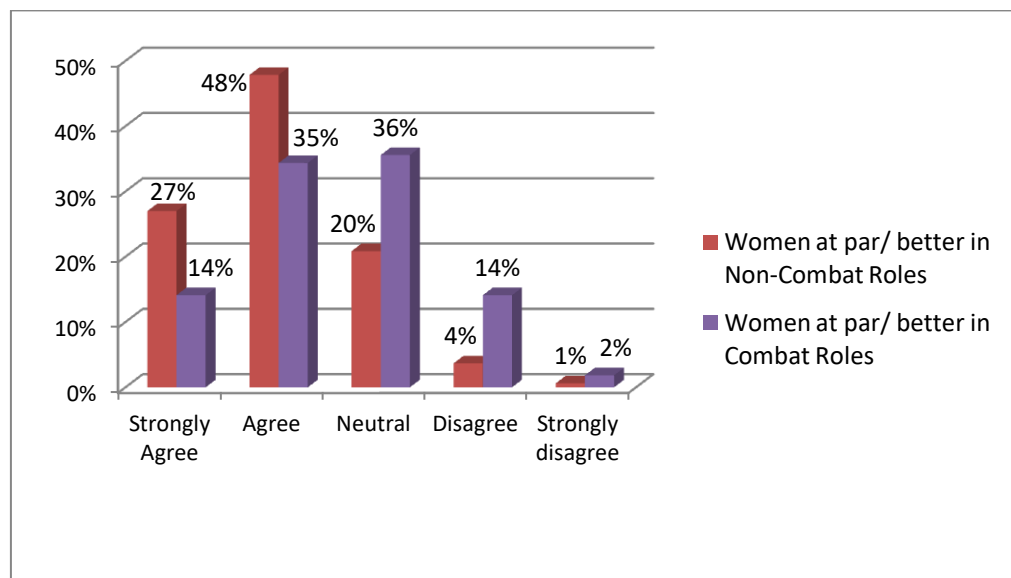
Source: Primary Survey 2023

The environment also believes that women are equally suited as their male counterparts for all kinds of roles, with 75% respondents agreeing that women are at par, if not better than men in non-combat roles. Further, 49% believe that women will prove to be as good as or better than men in combat roles (with a few specifying that provided they are given equal training and exposure) and only 16% disagreeing with this notion. The queries posed were:

Q - Indian women are at par with, if not better than, men in non-combat roles in the Indian Navy?

Q - Indian women would prove to be at par with, if not better than, men in combat roles in the Indian Navy?

Figure 5.2 - Women at par/ better than Male Counterparts in Non-combat & Combat Roles in the IN



Source: Primary Survey 2023

(d) **Develop and Nurture Unit Cohesion.** In 2010, RAND conducted an extensive review of existing studies on unit cohesion. The review showed studies have generally focused on two distinct elements of unit cohesion - social cohesion and task cohesion. Social cohesion is the extent people like

each other, while task cohesion is the shared commitment of group members. Over a period of time, owing to various distractions, social interactions within Service members, including within the same unit, have suffered. These are now generally restricted to closed circles, which are alienated from each other. Also, when military socialization is designed to forge men into male-bonded groups, women are commonly viewed as a threat to unit cohesion. Thus, in the present context, it is not enough that people in units have task cohesion but social cohesion is overlooked. At the same time, high social cohesion is shown to lead to groupthink and polarized attitudes which often result in poor decisions by the group. The culture in the U.S. Navy aviator community during the 1980s and early 1990s that led to events like the Tailhook '91 scandal exemplifies excessive social cohesion that reinforced negative group behaviors. The *IN* needs to strike the right balance of group cohesion, and one of the ways to do this is regimentation or identification with a set of people, say who have served onboard the same ship in successive tenures.

In 1986, the *IN* had re-designated the Southern Naval Command as the Navy's Training Command, and re-structured training. By 1990, three over-riding principles were established: -

- (i) Each officer and sailor must be trained specifically for his next job at sea.
- (ii) In view of hi-tech diversity in the Navy's ship systems, officers should develop 'width' of knowledge and sailors should develop 'in-depth' knowledge and vertical expertise. Sailors were to specialise in one or more systems fitted in a class of ship.

(iii) Officers and sailors in ships under Stabilised Operational Manning Cycle were to be recycled for the same systems in successive sea tenures. The system of training ‘jack of all trades’ and, therefore, ‘appointable’ to any class of ship was dispensed with.

The 2nd and 3rd aspects of the above philosophy need to be revitalized, to ensure that firstly women officers and sailors acquire domain expertise, and secondly they identify with a particular class of ships, which will give them belongingness to a group. Incidentally, this strategy is known to have strongly regimented the aircraft carrier crews, especially of the *Viraat*, with crews who have served onboard bonding well owing to their multiple tenures onboard.

(e) **Targeted Recruitment by Tweaking Selection Criteria at Naval Selection Boards.** The 2-stage Selection Board interview process was brought out in Chapter-3. Psychological testing comprises Thematic Apprehension Test (TAT), Situation Reaction Test (SRT), Word Association Test (WAT) and self-description. The young lady, who is a budding Army officer having gone through four SSBs already and was interviewed for this study, revealed that presently limited content on generic male-female societal dynamics (love marriage, woman empowerment, reaction to woman in distress as a common citizen etc) is covered in these tests. Further, though military specific gender related situations are given to female candidates (you have a child and are posted to a field area – how will you handle the situation?), such questions/ situations which check for gender biases and adaptability to a male-female military work environment, are not given to male candidates, or even if they are, responses are not being used to evaluate the male candidates on

gender appropriate behaviour. It is recommended that, as part of Psychological testing, Group testing and Interview process in Stage-II Selection Board interview, the selection criteria be tweaked to include gender behaviour and leadership skills in a male-female military work environment. This would lead to targeted recruitment of candidates with greater sensitivity and adaptability to gender diversity.

(f) **Gender Neutral Vocabulary.** This is recommended to be implemented at work to start with, and in various Naval publications over a period of time.

(g) **Readiness of the Environment.** Insofar as cultural change is concerned, the survey results on readiness of officers/ sailors and the organisation are mixed. While a majority (56%) respondents feel that officers are ready to embrace the change and are equipped to handle problems that may arise, perceived readiness of sailors drops down to 30% with an almost equal number (28%) feeling that sailors are not ready. With regard to organizational readiness, 44% respondents feel that *IN* is ready for the change, 16% disagree and 39% are neutral. The questions posed were:

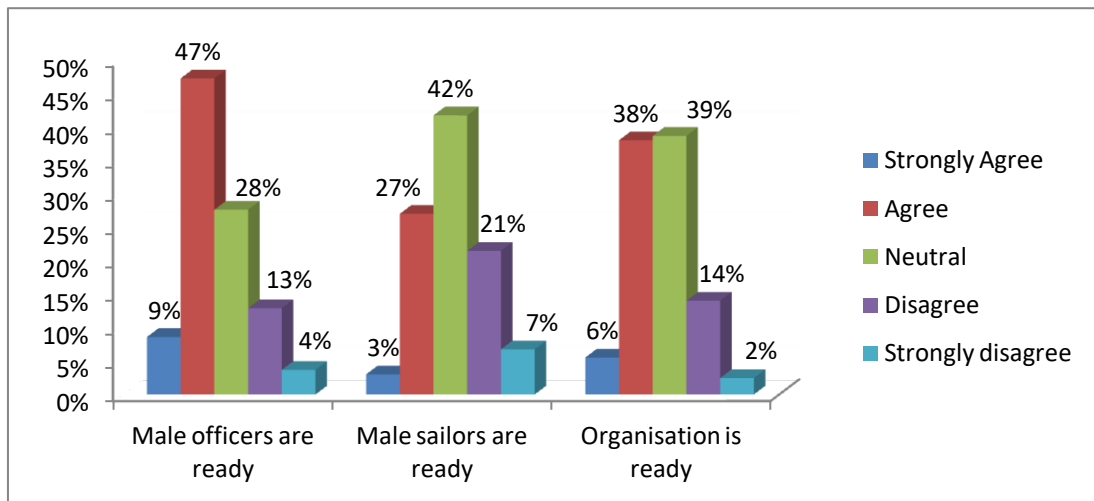
Under the *Agnipath* scheme, women sailors have been inducted into the *IN* for the first time. These women are planned to be deployed onboard ships as well.

Q - Male officers are ready for the change and are equipped to handle problems that may arise.

Q - Male sailors are ready for the change and are equipped to handle problems that may arise.

Q - *IN* is organizationally equipped to handle problems that may arise.

Figure 5.3 - Officers/ Sailors/ Organisation is ready for Change with regard to greater numbers and role for Women in the IN



Source: Primary Survey 2023

2. **Strengthen the Divisional System and Cement Core Values.** This would be a common thread for both genders. We need to go into case studies of what makes men and women uphold the high ideals of our core values of duty, honour and courage, with utter disregard to self. Whatever be the factors – organizational ethos, self-respect, ego (fear of failure) and so on, need to be highlighted and nurtured right from the ab-initio training stages. The case studies should be a mix of historical and contemporary, and from various geographical regions of India cutting across caste, religion, race, ethnicity etc so as to appeal to all in the target group.

Also, leadership at the unit level will play a key role in enforcing good order and discipline. This would include an appropriate reporting and redressal mechanism for victims of sexual harassment – the same is discussed in greater detail under the suggestion related to zero tolerance for sexual misconduct.

3. **Deliberate Pace of Change and Continuous Evaluation.** Amongst other things, the rate and success of change will also depend on the time given to assimilate the change as well as continuous evaluation of outcomes based on data capture and

analyses. A deliberate pace of integration is important. Given the complexities and sensitivity of the environment, and culture dynamics, such an approach would allow us to make adjustments as needed. It is recommended that the *IN* should aim for increase in proportion of women from the present 6% to not more than about 15% over the next 2½ decades, i.e. by 2047.

Further, the integration progress needs to be monitored and assessed periodically, so as to enable quick identification of problems and timely redressal. The overall measure of outcome would be unit performance. Potential categories to monitor over time could include unit readiness/ cohesion/ morale, women's career development, attrition, and rates of misconduct (on the lines of the US DoD's Annual Sexual Assault and Prevention Report). It is opined that CELABS could be tasked with monitoring and assessment of various parameters of gender integration. In addition, evaluation of CELABS's gender programme and its impact assessment could be periodically undertaken by an independent third party, like say the IIPA which is a premier institute of capacity building within government organizations.

4. **Dealing with Sexual Harassment.** In the civilian context, perpetrators of sexual harassment are considered criminals capable of re-offending, especially if they get away with the first crime. The same should be held to be true in the military. Zero tolerance and punitive action against the offender should be the norm. However, following aspects are recommended to be incorporated into the *IN*'s redressal mechanism, in the first instance: -

- (a) **Establishing *IN* Specific Norms for Sexual Harassment (independent of Legislative Provisions).** Laying out policy norms, specifically applicable to the *IN*, on what will constitute sexual harassment at

work would indeed be tricky, though highly desirable, since sexual harassment, as defined by PoSH Act 2013, can be all encompassing. There can be instances of women misusing ‘zero tolerance for sexual harassment’ attitude to ‘settle scores’, as has been highlighted through two case studies – of the *IN* and the *IA*, in the previous chapter. Such instances, if widespread in a closed organisation like the *IN*, can have catastrophic repercussions.

Even in the case of certain events which call for punitive action, there could be shades of grey. Case in point is a true incident from the US invasion of Iraq. Sergeant Kayla Williams, who served in a military intelligence company, encountered a fellow soldier hoping for consensual sex during a night shift in Iraq, wherein the soldier grabbed her arm and pulled her towards himself. When she resisted physically and voiced her dissent, the soldier relented and let her go. The soldier apologized the next day, acknowledging that he was totally out of line. Sergeant Williams did not report the incident, though she spoke informally with a superior. Considering that the soldier relented when lack of consent became known and apologized subsequently, should he be deemed a sexual offender and punished?

It is relevant to highlight that the USN’s Policy on Sexual Harassment (**Appendix ‘G’**) defines sexual harassment relevant to military members and workplaces in an extremely nuanced manner.

(b) **Laying Down *IN* Specific Prevention and Response Mechanism.** In February 2021, the US Secretary of Defense (SECDEF) had established an Independent Review Commission (IRC) on sexual assault in the U.S. military. The IRC recruited twelve highly-qualified experts from outside of the DoD and the Services, with experience in the fields of civilian criminal justice,

victim advocacy, policy and program development for sexual violence prevention and response, public health, and research. Based on a comprehensive assessment of IRC's recommendations, four tiers were identified by Pentagon for implementation and were issued under a SECDEF Memo of 22 September 2021 (**Appendix 'H'**).

From interaction with subject matter experts at IHQ MoD(N), it was learnt that *IN's* policy of May 2021 on gender discrimination and sexual harassment is presently under review. It is, therefore, recommended that the U.S. Navy's Policy on Sexual Harassment (**Appendix 'G'**) as well as U.S. DoD's prevention and response mechanism (**Appendix 'H'**) be taken into cognisance for coming out with comprehensive norms on fraternization and social conduct, as well as to define/ prevent/ respond to sexual harassment at work. Accordingly, the Balanced Scorecard traffic-light color coding system - Red, Amber, Green (RAG) may also be made as unambiguous as possible.

(c) **Setting Up Response Entities.** Also germane to the problem is that reporting sexual harassment may come with its challenges for the victims, especially if they do not trust the system. As per the US DoD Annual Sexual Assault and Prevention Report (**Appendix 'F'**), less than 40% female service members trusted the military to treat them with respect and dignity if they are victims of a sexual assault. Therefore, to back up the Commanding Officer, perhaps the *IN* would do well to examine feasibility of setting up independent response entities within the Units, on the lines of the U.S. Navy's networks of Sexual Assault Response Coordinators (SARCs), and Sexual Assault Prevention and Response Victim Advocates (SAPR VAs)/ Unit SAPR VAs.

Such entities would necessarily be staffed/ teneted by senior women officers. Also, in addition to the next level of response, such entities can be involved in deterrent action through information gathering at all levels, since increased optics (scrutiny and addressing the subject) at various levels would act to deter and discourage sexual misconduct. This would be akin to increased patrolling in the neighbourhood to deter crime. To draw a loose parallel, in corporate organisations, regular employee surveys are conducted by HR people to assess prevalence of gender bias, gender harassment and sexual harassment, and appropriate investigation is initiated.

(d) **Preference for Non-judicial Punishment.** Since the *IN* is still taking baby steps in the sphere of dealing with sexual harassment, it is suggested that non-judicial punishment rather than criminal prosecution be the preferred option, for cases of non-aggravated sexual assault. In such cases, typically, the highest punishment that the offender can be processed for could be voluntary discharge from service. In a highly status conscious Service and relatively conservative society as ours, this would still serve to deter and discourage.

(e) **Primacy of Commanding Officers.** No one is more consequential to the wellbeing and recovery of survivors of sexual assault and sexual harassment than their Commanding Officer (CO). The CO is, and will continue to be, responsible for maintaining good order and discipline within their Unit. They should be the first to be approached by the victim as well as the first responder. Their actions should include but not be restricted to: -

- (i) Establishing/ maintaining a climate of dignity & respect for all.
- (ii) Using strategies to prevent sexual harassment.

- (iii) Ensuring victims who made the decision to come forward are afforded care and consideration.

It is pertinent that the USN's Policy on Sexual Harassment (**Appendix 'G'**), contains a provision that "*all reported incidents of sexual harassment must be investigated, and resolved at the lowest appropriate level*".

5. **Balanced Maternity Policy.** As also brought out in the previous Chapter, current policy provides for a woman posted afloat to be placed in Low Medical Category as soon as she conceives and work absence which may extend upto two years. Such a long absence would, however, be untenable for reasons discussed in the previous Chapter. Policy level experts at IHQ MoD(N) revealed that the policy on maternity absence is under review. Towards this, following two options may be considered: -

(a) **Option 1.** Women be allowed onboard ships upto the 20th week of pregnancy, provided appropriate health care or medical evacuation is available, akin to the norms being followed in the U.S. Navy.

(b) **Option 2.** Women members be asked to sign up a no pregnancy clause upto age 30 years, to be eligible for service afloat. The incentive would be the substantial sea going allowance as well as better career prospects.

6. **Policy on Officer-Sailor Unions.** It is recommended that *IN* adopts a strict policy against fraternization or liaisons (even if consensual) and nuptial unions between officers and sailors of opposite sex. Navy members wanting to indulge in such liaisons/ unions should be given voluntary discharge or dismissed from service.

5.2 Summary of Recommendations.

Recommended lines of effort to mitigate challenges associated with having more number of women in the Indian Navy and to facilitate comprehensive gender integration are summarized below: -

- Cultural Change Within. The cultural change that the *IN* needs to drive in the present context, both for male and female members, has several aspects: -
 - ✓ Enhanced Awareness Amongst Women Officers & *Agniveers*.
 - On gender equations, including through case studies.
 - On how to exercise power and influence in a gender agnostic manner.
 - ✓ Revitalisation of Gender Sensitisation Training by CELABS.
 - ✓ Equality in Job and Career Profile.
 - ✓ Develop and Nurture Unit Cohesion. The *IN*'s training philosophy needs to be revitalized, to ensure that firstly women officers and sailors acquire domain expertise, and secondly they are recycled for the same systems in successive sea tenures so that they identify with a particular class of ships, which will give them belongingness to a group or regimentation.
 - ✓ Targeted Recruitment by Naval Selection Boards. As part of the Selection Board interview, criteria should be tweaked to include gender behaviour and leadership skills in a male-female military work environment. This would lead to targeted recruitment of candidates with greater sensitivity and adaptability to gender diversity.
- Strengthen the Divisional System and Cement Core Values.
- Deliberate Pace of Change and Continuous Evaluation. Increase proportion of women gradually, from the present 6% to not more than about 15% over the next 2½ decades, i.e. by 2047.

- Dealing with Sexual Harassment.
 - ✓ Establishing *IN* Specific Norms for Sexual Harassment (independent of Legislative Provisions).
 - ✓ Laying Down *IN* Specific Prevention and Response Mechanism.
 - ✓ Setting Up Response Entities.
 - ✓ Balanced Maternity Policy.
 - Option 1. Women be allowed onboard ships upto 20th week of pregnancy.
 - Option 2. Women be asked to sign up a ‘no-pregnancy’ clause upto age 30 years, to be eligible for service afloat.

- Strict policy against fraternization or liaisons (even if consensual) and nuptial unions between officers and sailors of opposite sex.

5.3 Conclusion.

Gender equality is more than a goal. It is a precondition for meeting the challenges of promoting sustainable development.

The issue of gender equality within the *IN* will remain condemned to failure until women are inducted in viable numbers. The theory of viable numbers originates from what may be called a ‘critical mass concept’. Simply put, it is a minimum number that would give a group its clear identity, élan and generate a sentiment of spirit-de-corps. Gender integration will follow when men and women members are provided equal job and career opportunities, there is no gender discrimination and professionalism at work is nurtured. Further, an unbiased policy framework with appropriate checks need to be put in place to guard against inimical people and situations, of which the *IN* will have its fair share. But that should not deter or dissuade. Gender integration in the Navy needs to be made part of *IN*’s strategic

discourse, with immediate effect. It should figure in half yearly Command meetings, Commanders' Conferences and all such other top level forums.

The *Mahabharata* teaches us, and modern management practices also revolve around the four Ps of performance - Priorities, People, Processes and Practices. Therefore, once the priorities have been decided, focus has to shift to the other three.

Rhetoric apart, the only real way forward is to try a given model rather than reject it on the mere basis of assumptions. Physical and psychological tests and field experience will be the ultimate judge of who makes a better soldier, than dismissing an entire pool of human resources just because they do not belong to the right gender. If the Indian Navy is committed enough to becoming a gender neutral Service and can be bold enough to chart the course required, it will be able to shape the future proactively. The need of the hour is to shun a near-term, myopic point of view and instead adopt long-term vision, to re-imagine a futuristic, modern and adaptive Navy.

As the Chief of the Naval Staff stated in response to a question during a formal interaction at the Indian Institute of Public Administration on 28 February 2023, *“there might be teething issues in integrating women into the workforce but the Navy is confident that women will do equally well”*.

Amongst the Indian Armed Forces, the Indian Navy is ideally placed to become the torchbearer of gender equality – mostly on account of nature of hazards of the environment, and widespread proliferation of advanced technologies which make the Navy more of a skill-based Service. And the *IN* should leave no stone unturned to ensure that the opportunity is not squandered. The winds of change are blowing and the Indian Navy would do well to tack to the future.

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QUESTIONNAIRE FOR IHQ MoD(NAVY)

**GREATER REPRESENTATION AND INTEGRATION OF
WOMEN IN THE INDIAN NAVY: TOWARDS A PARADIGM SHIFT**

Q-1. At present, what is the total number of Women officers (including Under Training officers) borne in the *IN*, and what is the total number of officers (men & women) borne? What is the number of officers serving ashore and afloat? Information may please be shared yearwise in the format tabulated below.

Q-2. When has PC for Women officers started and how many have been granted PC till to date? Of the number of Women officers presently borne in the *IN*, how many are PC officers?

Q-3. What is *IN*'s current policy on proportion of PC and SSC of total strength of the officer cadre? What is the proportion separately for Male officers and Women officers, if such distinction exists?

Q-4. Over the last five years (2017 to 2021), what has been total number of Women officers serving in the *IN* vis-à-vis total number of officers borne? Statistics may please be shared yearwise in the format tabulated below.

Q-5. Which are the Branch/ Cadre/ Specialisation in which PC is being granted to Women officers? When and in which Branch/ Cadre/ Specialisation was PC first started being given to Women officers in the *IN*?

Q-6. What has been the average tenure of Service of Women officers since induction till to date?

Q-7. Induction of Women officers into the *IN* started in 1992, in Law and Logistics cadres and the Education Branch. Further, presently, following 10 Branches/ Cadres/ Specialisations are open for induction of Women officers: -

Q-8. In which years were the various Branches/ Cadres/ Specialisations opened up for Women officers?

Q-9. What is the Indian Navy's policy on induction of Women officers and their employability, including with respect to afloat appointments? Copy of Policy document/ relevant extract may please be shared.

Q-10. Over the last five years (2017 to 2021), what has been the number of women candidates who have appeared for selection for various entries into the *IN*, and what were the numbers inducted? Statistics may please be shared yearwise in the format tabulated below.

Q-11. A study undertaken in 2013 in the US and Norwegian armed forces had indicated that policy initiatives at equal treatment of genders gives rise to women specific arrangements and have the opposite effect of deepening the gender divide, as against initiatives for creating equal opportunities for women. Is the *IN's* policy for Women officers oriented towards equal treatment or equal opportunity?

Q-12. Do the Naval Selection Boards employ the same yardstick (physical and psychological) for assessing suitability of male and female candidates?

Q-13. What are the three biggest challenges in greater induction of women, as seen from the perspective of Manpower Planning and Recruitment, and HR management?

Q-14. Has there been any thought given in policy domain for addressing following issues that are being encountered/ likely to arise with induction of Women in greater numbers: -

Q-15. What are the 'Agnipath' scheme policy directives for Women entry into the *IN*?

Supplementary Queries

Q-1. What is the recent major policy shift *wrt* to induction of women into the Indian Navy and grant of PC to Women officers?

Q-2. What are the major reasons for Indian Navy not having inducted Women officers in greater numbers from 1992 to 2022?

Q-3. What is the Agniveer policy *wrt* induction of women? How many are planned year on year, which Trades and where will they be posted?

Q-4. What design changes are being incorporated, if any, onboard ships to cater for women officers and sailors?

Q-5. In the policy domain, what is foreseen as the major positive aspect and biggest challenge of greater induction of women into the *IN*?

**GREATER REPRESENTATION AND INTEGRATION OF
WOMEN IN THE INDIAN NAVY: TOWARDS A PARADIGM SHIFT**

QUESTIONNAIRE FOR FIELD UNITS

Response Solicited from both Male and Women Officers

1. Please state your name and gender.
(Name is optional, but please state your gender)
2. You belong to which state?
3. Please state your date of commission into the Indian Navy?
4. What is your Branch/ Cadre and Specialisation?
5. What is the duration of your initial engagement?
6. Number of years of Service afloat and ashore?
7. At the work front, have you personally come across instance(s) of gender discrimination? If so, what was its nature?
 - Favoritism for a Male officer/ sailor.
 - Favoritism by a superior for a Woman officer.
 - Soft/ preferential treatment for a Woman officer.
 - Condescending attitude against women in uniform, in general, by a Male officer/ sailor.
 - Stereotyping of roles for women.
 - Conceptions of women in the military as unwelcome intruders, sexual resources for military men, or both.
 - Workplace hostility
 - Any other form of gender discrimination – please elaborate.
8. Induction of Women officers into the *IN* commenced three decades ago, in 1992. However, presently their representation is only about 6% of the total strength of officers (not including Medical and Dental). Also, thus far their role has been restricted to only nine branches/ cadres/ specialisations (other than Medical and Dental). What according to you have been the major reasons behind low representation and restricted roles of women in the Indian Navy?
9. Do you think Indian women are at par with, if not better than, men in non-combat roles in the Indian Navy?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

10. Do you think Indian women would prove to be at par with, if not better than, men in combat roles in the *IN*?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

11. What according to you are the key positive impacts that women officers/ sailors would bring to the Service more than Male officers/ sailors?

12. What according to you are the three key negative or adverse impacts that Women officers/ sailors would have vis-à-vis that Male officers/ sailors?

13. Do you think that more comprehensive integration of women into the Service will help enhancing the *IN*'s combat effectiveness?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

14. Insofar as bridging the gender divide goes, do you think that *IN* would do better with initiatives for creating equal opportunities for women instead of initiatives at equal treatment through women specific arrangements?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

15. Nineteen women cadets began training as part of the 148th NDA Course in Aug, 2022, and they have been housed in a separate flank of the NDA's Romeo Squadron. Do you think that during their training they should be treated somewhat "differently" by seniors, instructors or other officials due to their physical attributes and physiological requirements?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

16. Do you think that the arduous four year Cadet training would have a direct, positive bearing on combat role effectiveness of Women officers?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

17. Do you think that *IN* should first focus on integration of Women cadets into the Cadet training culture, and then debate combat roles for them?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

18. What in your opinion are the biggest challenges, in order of magnitude of those mentioned below, in integrating women (both officers and sailors) into the *IN*? You may append any other challenge(s) that you think exist but are not mentioned below.

- Misogyny and male dominated power relations between men & women
- Deep rooted socio-cultural divide regarding traditional roles for men and women in Indian society
- Physiological issues faced by women
- Sexual harassment of women at workplace
- Physical attributes of women
- Preferential/ soft treatment for women at workplace

19. Under the Agnipath scheme, 341 women have been inducted into the ranks of the Indian Navy for the first time in Dec, 2022. These women sailors are planned to be deployed onboard ships as well. Do you think that: -

(a) Male officers are ready for the change and are equipped to handle problems that may arise?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

(b) Male sailors are ready for the change and are equipped to handle problems that may arise?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

(c) *IN* is organizationally equipped to handle problems that may arise?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

20. With the Supreme Court ruling of February, 2020 that women would now be at par with their male counterparts in the Indian Army's non-combat roles, as well as greater induction of Women officers and commencement of induction of Women sailors into the Indian Navy, perhaps an irreversible process for a greater and more equitable role for women in the Indian Navy has been set in motion. In light of this: -

(a) What according to you could be the three major long term implications for the Service/ nation of greater representation and a more comprehensive integration of women in the Indian Navy?

(b) Please suggest atleast three measures for achieving a more comprehensive integration of women in the Indian Navy.

Response Solicited Only from Women Officers

21. Why did you decide to join the Indian Navy?

- Someone in the immediate family is from the Army/ Navy/ AF
- Family pressure
- Peer pressure
- Lure of the uniform/ Armed Forces
- Patriotic/ Nationalistic sentiment
- There was no other career alternative available
- Any other reason

22. Do you feel or have ever felt that it is difficult for women to carve out a niche in a hitherto male dominated Service?

Very Difficult	Difficult	Neutral	Not Difficult

23. Do you feel or have ever felt that gender bias is prevalent in the *IN*?

Yes	No	Neutral	Don't Know

24. If you are a victim of sexual harassment at work place, you will: -

- (a) Trust the Navy to protect your privacy.
- (b) Trust the Navy to treat you with dignity and respect, and ensure your safety after the incident.
- (c) Trust the system to deliver speedy justice.
- (d) All of the above.
- (e) None of the above.

25. Please suggest atleast three measures that you feel the *IN* should implement towards eliminating gender bias and sexual harassment at work places.

Note: - (i) Response to Questionnaire may be e-mailed to gautam.bedi@navy.gov.in

(ii) If Name is mentioned, anonymity of respondent would be ensured

MILPERSMAN 1300-1306

ACTIVE DUTY PREGNANCY POLICY AND PLACEMENT PROCEDURES

Responsible Office	NAVPERSCOM (PERS-454)	Phone:	DSN COM	882-3867 (901) 874-3867
NAVPERSCOM CUSTOMER SERVICE CENTER		Phone:	Toll Free	1-866-U ASK NPC

Reference(s)	(a) COMNAVRESFORINST 6000.1E (b) SECNAVINST 1000.10A (c) OPNAVINST 6000.1C (d) COMFLTFORCOM/COMNAVPERSCOMINST 1300.1A (e) NAVMED P-117, Manual of the Medical Department (MANMED) (f) OPNAVINST 1220.1E
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1. **Purpose.** This article standardizes procedures for the assignment, accountability, and disposition of active duty (Active Component and Full Time Support), enlisted and officer, pregnant military personnel (hereafter referred to as Service members). Refer to reference (a) for Reserve Component pregnant Service members.

2. **Background.** Per reference (b), pregnant Service members are fully participating members of the Navy team. Pregnancy is a natural event that can occur in the lives of Service members and is not a presumption of medical incapability. Pregnancy could, however, affect a command's operational readiness by temporarily limiting a Service member's ability and availability to perform all assigned tasks.

3. **Definitions**

a. **Distribution Navy Enlisted Classification Code (DNEC) 0054** - A code that is assigned by Navy Personnel Command (NAVPERSCOM), Deployability Assessment Branch (PERS-454) to a pregnant enlisted Service member upon receipt of official notification of pregnancy, in receipt of operational deferment orders, or a Service member who remains onboard a shore tour and

is within 9 months of her original projected rotation date (PRD). Service members with DNEC 0054 will have their PRDs automatically adjusted to 12 months post-delivery by PERS-454. However, if the Service member's initial PRD was equal to or greater than 12 months post-delivery, the PRD will remain unchanged and the Service member will not be assigned DNEC 0054.

b. **Pregnancy (Class "DP" Availability (AVAIL))** - Per MILPERSMAN 1306-1702, a DP AVAIL is a request from a command to make an enlisted pregnant Service member available for operational deferment permanent change of station (PCS) orders. A DP AVAIL is also required for students to continue training at a school activity due to pregnancy, and students who will complete current course of instruction, but not attend further training. Additionally, a new DP AVAIL is also required for Service members attached to a non-operational activity when an assigned pregnancy tour length will exceed the Service member's PRD. Lastly, a new DP AVAIL is to be submitted for subsequent pregnancies during assigned pregnancy tour.

c. **Non-Operational Commands** - For officers, officer onboard type assignment code (TAC) S, O, A, or H are non-operational. For enlisted, type duty 1, 3, and 6 are non-operational.

d. **Operational Commands** - For officers, TAC C or D are operational. For enlisted, type duty 2 or 4 are operational.

e. **Official Notification of Pregnancy** - Per reference (c), commanding officer (CO) or officer in charge (OIC) must be notified of pregnancy in writing, and as soon as possible, but no later than 2 weeks after official notification by health care provider (HCP).

f. **Operational Deferment Tour** - The period of time from official notification and placement of pregnant Service members from an operational command to a non-operational command. A Service member who gives birth will be deferred from all transfers (e.g., PCS, temporary additional duty, etc.) to operational assignments for the duration of pregnancy, delivery, and 12 month period following delivery or 6 month period following stillbirth or neonatal demise (infant death 0-28 days following birth).

g. **Operational Deferment Tour Termination Request** - At any point following completion of maternity leave, Service members may request to terminate their 12-month postpartum operational deferment in order to return to an operational command (TAC C or D (officers) or type duty 2 or 4 (enlisted)). Requests must be initiated by the Service member, per reference (c), using NAVPERS 1301/85 Officer Personnel Action Request or NAVPERS 1306/7 Enlisted Personnel Action Request which may be accessed using the following Web address: <http://www.public.navy.mil/bupers-npc/reference/forms/NAVPERS/Pages/default.aspx>. Service members must initiate requests, per reference (c), using NAVPERS 1301/85 Officer Personnel Action Request or NAVPERS 1306/7 Enlisted Personnel Action Request. Requests will be accompanied by an endorsement from the Service member's primary care manager or obstetric provider to ensure there are no medical issues associated with returning to TAC C and D (officer) or type duty 2 or 4 (enlisted) duty. Requests will be granted on a case-by-case basis by the cognizant detailer.

h. **Waiver to Remain on Board** - A request from the member to remain onboard an operational command during the period of pregnancy and 12 months post-delivery. The waiver must be submitted to the cognizant detailer for officers or PERS-454 for enlisted. The waiver must include endorsements from the Service member, the CO or OIC, and the HCP. All endorsements must be on command letterhead. The Service member may request at any time to cancel the waiver, necessitating transfer to shore.

4. **Responsibilities**

a. **CO or OIC (Operational Commands):** Must designate (in writing) a qualified and trained deployability coordinator to work in concert with the medical treatment facility (MTF) to report and track all pregnant Service members.

b. **CO or OIC (Non-Operational Commands):**

(1) Must designate (in writing) a qualified and trained deployability coordinator to work in concert with the MTF to report and track all pregnant Service members.

(2) Must ensure compliance with MILPERSMAN 1050-435 for administration of maternity leave.

c. Command Deployability Coordinator (Operational Commands) :

(1) Process, track, and monitor Service members identified as pregnant by MTFs. Be responsible for receipt of official notification of pregnancy, notifying the chain of command.

(a) Process DP AVAILS (when required) for pregnant enlisted Service members, per MILPERSMAN 1306-1702, and send copy of the DP AVAIL to pregavail-tld@navy.mil.

(b) Send a copy of the officer's pregnancy notification from the servicing MTF to PERS-454 functional mailbox at: mil DAOPers-454@navy.mil.

(2) Report all pregnant Service members that are returned early from outside of the continental United States (OCONUS) into Bureau of Naval Personnel (BUPERS) Online (BOL). It is essential to maintain close liaison with MTFs and PERS-454.

(3) Comply with all requirements regarding the management of pregnant Service members outlined in this article, references (b) through (e), and all associated relevant instructions.

(4) Ensure, as operational requirements dictate, the pregnant Service member does not remain onboard for deployments after notification of pregnancy or after the 20th week of gestation, if ship is in port or command is not deploying without an approved waiver per reference (c). Service members may not remain onboard an operational command if either the Service member or the unborn child(ren)'s health may be jeopardized (e.g., potential exposure to electricity, hazardous fluids, heavy lifting, hazardous noise levels, etc.).

(5) If the Service member requests a waiver to remain onboard an operational command, the complete package must be received, processed, and adjudicated by the cognizant detailer for officers or PERS-454 for enlisted before the 20th week of gestation. Packages will be rejected if the pregnant Service member's postpartum period (i.e., 12 months post-delivery) exceeds the current PRD, unless the Service member waives the portion of the operational deferment period that exceeds PRD.

(6) During this process, if a Service member is identified through the MTF as no longer being pregnant, the following actions must take place:

(a) For enlisted Service members, if a DP AVAIL was submitted and the Service member's orders have not been released, submit a cancellation DP AVAIL to PERS-454 to e-mail: pregavail-tld@navy.mil.

(b) For enlisted Service members, if a DP AVAIL was submitted and the Service member's orders have been released, a Navy message requesting cancellation of orders must be submitted to the appropriate rating detailer. Also, a termination of pregnancy tour requirement (DY) AVAIL must be entered into the Navy Standard Integrated Personnel System per MILPERSMAN 1306-1702.

(c) For officers, notify PERS-454 via e-mail: mil DAOPers-454@navy.mil and the cognizant detailer for order modification as necessary.

(7) Ensure all pregnant Service members' data (officer or enlisted) are entered into the Medical Readiness Reporting System (MRRS) upon official notification of pregnancy.

d. Command Deployability Coordinator (Non-Operational)

(1) Process, track, and monitor Service members identified as pregnant by MTFs. Be responsible for receipt of official notification of pregnancy, notifying the chain of command and processing DP AVAILs (when required) for enlisted pregnant Service members, per MILPERSMAN 1306-1702, and send copy of the DP AVAIL to e-mail: pregavail-tld@navy.mil.

(2) Send a copy of the officer's pregnancy notification from the servicing MTF to PERS-454 functional mailbox at: mil DAOPers-454@navy.mil.

(3) Report all pregnant Service members that are returned early from OCONUS into BOL. It is essential that coordinators maintain close liaison with MTFs and PERS-454.

(4) Comply with all requirements regarding the management of pregnant personnel outlined in this article,

references (b) through (e), and all associated relevant instructions.

(5) Ensure all pregnant Service members' data (officer or enlisted) is entered into the MRRS upon official notification of pregnancy.

e. MTF Deployability Coordinator

(1) Be designated in writing as a deployability coordinator per reference (e), chapter 18 (formally known as a limited duty (LIMDU) coordinator).

(2) Ensure completion of temporary NAVPERS 1070/613 Administrative Remarks per reference (c).

(3) Ensure all pregnancies are entered into MRRS.

(4) Report when a Service member is no longer pregnant to the command deployability coordinator.

f. Service Members

(1) Are expected to balance the demands of a naval career with their family plans and responsibilities per reference (c).

(2) Must seek confirmation of pregnancy by a military HCP or civilian HCP in cases of inaccessibility to a MTF as soon as possible after pregnancy is suspected.

(3) Must notify their CO or OIC of a pregnancy as soon as possible, but no later than 2 weeks after notification of pregnancy by the HCP. This will facilitate planning a replacement requisition if the Service member is at an operational command.

(4) Must report as soon as possible after confirmation of pregnancy to the supporting MTF to establish a prenatal care program.

(5) Are required to notify NAVPERSCOM when they are at a non-operational command and are within 12 months of their PRDs as follows:

(a) Enlisted Service members must submit DP AVAIL, per MILPERSMAN 1306-1702, requesting a PRD extension to complete the 12-month post-delivery operational deferment with one of the following:

1 Associated official notification of pregnancy if pre-delivery; or

2 Birth certificate if post-delivery.

(b) Officer Service members must request a PRD extension to complete the 12-month post-delivery operational deferment, unless they plan to submit an operational deferment waiver, per reference (c), by notifying their cognizant detailers with one of the following:

1 Associated official notification of pregnancy if pre-delivery; or

2 Birth certificate if post-delivery.

(6) Are required to contact their detailers within 12 months of expiring operational deferment to seek deployability when they are in an operational deferment status.

(7) Who experience a spontaneous non-elective abortion should seek evaluation by their HCP to determine the appropriate convalescent leave period needed to return to a deployable status. Service members who have a third trimester loss, who give birth to a stillborn child, or have a neonatal demise are entitled to 6 months of operational deferment consistent with return to physical readiness standards per reference (c). Pregnancy and parenthood status must be made known to designated command officials while ensuring the Service member's privacy.

(8) Who are participating in an infertility evaluation and treatment program are required to notify their commands with a letter from their HCPs to include the duration of the treatment and the potential dates for minor procedures.

5. **Pregnant Service Members Assigned to a Temporary Limited Duty (TLD) or Physical Evaluation Board (PEB)**

a. Upon receipt of official notification of TLD (e.g., LIMDU) or PEB status, the command must adhere to MILPERSMAN 1301-225 for officers or MILPERSMAN 1306-1200 for enlisted, along with any other pertinent directives associated with the member's medical status. The period of pregnancy will take precedence over any period of TLD or PEB.

b. Service members will be medically screened for continuation in a TLD or PEB status 42 days after delivery and processed per MILPERSMAN 1301-225 or 1306-1200 and any other pertinent directives.

6. **Pregnant Service Members Overseas**

a. Unless waived, all single E-3 and below Service members who become pregnant overseas must be returned to CONUS. Single pregnant E-3 and below Service members may request to remain OCONUS via a waiver through NAVPERSCOM, Enlisted Distribution Division (PERS-40) via PERS-454 with CO or OIC endorsement, after completion of a personal financial review with a command financial specialist. Other considerations include, but are not limited to, occupational considerations, social support, and Service member preference. A DP AVAIL must be submitted on all single E-3 and below Service members who are identified as pregnant while OCONUS, including Hawaii and Guam.

b. E-4 and above single Service members who become pregnant OCONUS will remain OCONUS, unless the Service member is assigned to a remote location and/or obstetrics/gynecology care is unavailable, in which case submission of a DP AVAIL is required. If appropriate care is not available, the local MTF must provide written notice to the Service member's CO or OIC stating that care exceeds the capabilities of the local MTF, thus necessitating an Early Return Request message, per MILPERSMAN 1300-306, to CONUS.

c. The MTF must furnish a notification of pregnancy to the Service member's CO or OIC. The deployability coordinator or command career counselor must enter all pregnant Service members who are returned early from OCONUS into BOL. High risk pregnancies, as identified by the MTF, will be returned to CONUS per MILPERSMAN 1300-306.

7. **Second or Subsequent Pregnancy Tours.** Service members who become pregnant while assigned to an operational deferment tour at a non-operational command will notify their chain of command as soon as possible, but no later than 2 weeks after notification of pregnancy by the HCP. Per MILPERSMAN 1306-1702, upon receipt of official notification of pregnancy from the MTF, the command must submit a DP AVAIL requesting adjustment of the enlisted Service member's PRD. Pregnant officers will notify their cognizant detailers to request PRD adjustments.

8. **NAVPERSCOM (PERS-454) Process**

a. **Placement Policy.** PERS-454 is the central coordinator for the placement and assignment of pregnant enlisted Service members. The function of this central coordination point is to equitably distribute pregnant enlisted Service members.

b. **Placement Processes.** Upon receipt of DP AVAIL, PERS-454 will review the placement and assignment options. Per reference (d), a pregnant enlisted Service member assigned to this status will be placed in an excess refillable requisition billet provided by NAVPERSCOM based on the following guidelines:

(1) Prior to recommending assignments to the rating detailer, PERS-454 will consider the previous medically unrestricted (ACC 100) area type code, the Service member's rating, and the equitable distribution of pregnant enlisted Service members in a geographical area.

(2) Members are assigned in close proximity to an MTF capable of providing the required care.

(3) To satisfy PCS cost constraints, as well as personnel requirements, other factors are considered in making assignments, including the location of dependents, the Service member's past type duty, expiration of active obligated service, and any medical considerations (e.g., high risk pregnancy) identified by the MTF.

(4) PERS-454 will coordinate with NAVPERSCOM, Nuclear Power/Submarine Distribution Branch (PERS-403) to ensure nuclear-trained enlisted Sailors are placed at nuclear shore commands for their pregnancy tours.

c. Pregnant officers must notify their detailers. The detailer will coordinate officer placement.

9. **Nuclear Trained Service Members.** Per reference (f), nuclear trained Service members who are not assigned duty associated with the operation, maintenance, or supervision of a nuclear propulsion plant whose tour exceeds the nominal tour length (36 months), will be evaluated by Office of the Chief of Naval Operations (OPNAV), Nuclear Propulsion Program Management Branch (N133D) for nuclear proficiency.

10. **Spouse Collocation.** This process, which is managed by the members' detailers, is considered during operational deferment tour placement per MILPERSMAN 1300-1000.

11. **Reenlistment/Extension While in DNEC 0054.** An enlisted member who has been coded as DNEC 0054 must be processed for retention pursuant to MILPERSMAN 1160-030 and 1160-040. At no time will DNEC 0054 prohibit the processing of a reenlistment application. Additionally, the mere existence of pregnancy does not guarantee retention beyond current EAOS.

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SUBJ/MILITARY PARENTAL LEAVE PROGRAM//

REF/A/LTR/OSD/23MAR18//
REF/B/LTR/ASN/23MAY18/
REF/C/DOC/DOD/19MAY16//
REF/D/DOC/COMNAVPERSCOM/31MAR11//
REF/E/DOC/OPNAV/12DEC14//

NARR/REF A IS UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS DIRECTIVE-TYPE MEMORANDUM, PARENTAL LEAVE FOR MILITARY PERSONNEL IN CONNECTION WITH THE BIRTH OR ADOPTION OF A CHILD. REF B IS ASSISTANT SECRETARY OF THE NAVY (MANPOWER AND RESERVE AFFAIRS) DIRECTIVE-TYPE MEMORANDUM, DEPARTMENT OF THE NAVY GUIDANCE FOR IMPLEMENTATION OF THE MILITARY PARENTAL LEAVE PROGRAM. REF C IS DODI 1327.06, LEAVE AND LIBERTY POLICY AND PROCEDURES. REF D IS NAVPERS 15560D, NAVAL MILITARY PERSONNEL MANUAL. REF E IS OPNAVINST 1754.4A, NAVY ADOPTION REIMBURSEMENT POLICY.//

RMKS/1. This NAVADMIN establishes the Navy Parental Leave Program policy in line with references (a) through (c), and replaces MILPERSMAN articles of reference (d) 1050-420 (Adoption Leave), 1050-430 (Paternity Leave), and 1050-435 (Maternity Leave) with MILPERSMAN 1050-415 (Military Parental Leave Program) for release in the near future.

2. The Military Parental Leave Program (MPLP) replaces current adoption, paternity, and maternity leave with primary caregiver (PC) leave, secondary caregiver (SC) leave, and maternity convalescent leave (MCL). Members designated as the PC for a birth or qualifying adoption are eligible for 6 weeks of non-chargeable PC Leave (PCL). Members designated as the SC for a birth or qualifying adoption are eligible for 2 weeks of non-chargeable SC Leave (SCL). Members who give birth are entitled to 6 weeks of non-chargeable MCL. If a member is given MCL in excess of 6 weeks, their PCL is reduced day for day.

3. MPLP applies to all active component (AC) members and all reserve component (RC) members who were performing active duties, or mobilized more than 12 continuous months and were party to a qualifying birth event (QBE) or qualifying adoption (QA) on or after 23 December 2016. A QBE is defined as a live birth. A QA is defined as an adoption that qualifies for reimbursement of adoption expenses in line with reference (e).

4. MCL is a 6-week (42-day), non-chargeable leave period for the birthparent, commencing the first full day following the discharge and

release of the member from the hospital (or similar facility) following a QBE and is intended for the medical recovery of the birthparent. MCL must be executed in one increment and completed before commencing PCL. Any medically required extensions of MCL will be deducted from PCL.

5. PCL is a 6-week (42-day), non-chargeable leave period for the PC following a QBE or qualifying adoption (QA). PCL will be granted to the parent designated with primary responsibility for caring for the birthed or adopted child(ren). PCL must be executed in one increment. For a QBE, by default, the PC will be the parent who physically gives birth to one or multiple live children in a 72-hour period. For a QA, by default, the PC will be the non-military parent, or in the case of dual military couples, the member who is serving in the least operational position. The commanding officer (CO) of the member has the authority to designate PC status on a case-by-case basis when it can be demonstrated that the default PC is unavailable to administer the necessary care to the child (e.g., incapacitation, dual military couples, death, or other circumstances where the military parent must act as PC.) For dual military couples, only one PC and SC will be authorized per QBE or QA. Under normal situations PC designations should be made 60 days prior to the QBE or QA and documented on Administrative Remarks NAVPERS 1070/613 (commonly known as a Page 13).

6. SCL is a 2-week (14-day), non-chargeable leave period for the SC following a QBE or QA. SCL will be granted to the parent not designated as the PC. SCL must be executed in a consecutive block. Under normal situations SC designations should be made 60 days prior to the QBE or QA and documented on NAVPERS 1070/613.

7. Authorized PCL or SCL that is not commenced within 1 year from the QBE or QA will expire. Any period of deferral of PCL or SCL under this NAVADMIN due to an operational deployment shall not be counted against expiration dates. No member will be designated as both PC and SC for any QBE or QA.

8. For a QBE of a child(ren) born outside of a marriage, the member who does not give birth is required to establish proof of parentage. Proof of parentage may include, but is not limited to:

- a. being listed, with consent, as a parent on the birth certificate of the child or other government issued document
- b. acknowledgement in writing of an obligation to support the child, either by voluntary agreement or court order, or
- c. registration, or pending registration, in the Defense Enrollment Eligibility Reporting System (DEERS).

9. Deployed members or members within 3 months of deployment will normally be required to defer PCL/SCL until completion of the deployment. However, in some cases where extraordinary and compelling circumstances exist, COs may approve immediate SCL or PCL.

If PCL/SCL was deferred until the completion of deployment, upon approval by the CO, and only after being designated as PC/SC, the member may use PCL or SCL.

10. There are two retroactive periods covered by MPLP.

- a. Sailors who had a QBE or QA from 23 December 2016 to 22 March 2018 have 18 months from the QBE or QA, to commence PCL or SCL. Sailors that had QBE or QA on or after 23 March 2018 have 12 months from the QBE or QA to commence PCL or SCL. The following conditions apply to retroactive MPLP:

- (1) Members who executed or are executing the 12 weeks of Maternity

Leave authorized in MILPERSMAN 1050-435 will be considered the PC and will not be authorized additional MCL, PCL, or SCL.

(2) Members who executed 10 days of Parental Leave or 21 days of Adoption Leave authorized in MILPERSMAN 1050-420 and 1050-430 may be retroactively designated as PC or SC and are, respectively, entitled to a total of 42-days or 14-days of non-chargeable leave. Members may elect to execute any remaining PCL or SCL, or have any regular annual leave executed in conjunction with the parental or adoption leave reimbursed not to exceed the PCL or SCL days authorized. Any reimbursed leave days in line with this election will not qualify for special leave accrual.

b. Commands may contact OPNAV N130C for guidance concerning members who, in extreme circumstances, cannot commence PCL or SCL within the allotted retroactive period.

11. Members who are no longer on active duty will not be authorized entitlements outlined herein or following instruction updates. Leave recalculations are not authorized.

12. Birthparent members who do not retain custody of the child(ren) are not covered under the MPLP but are eligible for regular convalescent leave as prescribed by their health care provider.

13. Neither AC members nor RC members will be extended on active duty for the purposes of taking PCL or SCL. Members can be extended on active service following a QBE when determined medically necessary by a competent medical authority.

14. Special Leave Accrual is not authorized due to excess leave earned during MCL, PCL, or SCL.

15. No member will be disadvantaged in their career, including limitations in their assignments (except where members voluntarily agree to accept an assignment limitation), performance appraisals, or selection for professional military education or training, solely because they take any of the non-chargeable leave outlined herein.

16. MCL, PCL, and SCL must be requested through e-Leave in Navy Standard Integrated Personnel System (NSIPS). Until NSIPS is fully updated to include the MCL, PCL, and SCL options requests should be selected as *Convalescent* with full annotation in the comment section clarifying purpose for leave either MCL, PCL, or SCL. Leave approvers will be responsible for ensuring that PC and SC designations are correct and that parental leave does not exceed the MCL, PCL, or SCL limits outlined in this NAVADMIN. Commands not on e-Leave with NSIPS will manually track MCL, PCL, and SCL until the command begins using e-Leave.

17. Point of contact for this matter is LT David Rapoff, OPNAV N130C2, at (703) 604-5477/DSN 664, or via e-mail at nxag_n130c(at)navy.mil.

18. Released by Vice Admiral R. P. Burke, N1.//

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DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
2000 NAVY PENTAGON
WASHINGTON DC 20350-2000

OPNAVINST 6000.1D
N1D
12 Mar 2018

OPNAV INSTRUCTION 6000.1D

From: Chief of Naval Operations

Subj: NAVY GUIDELINES CONCERNING PREGNANCY AND PARENTHOOD

Ref: See enclosure (1)

Encl: (1) References
(2) Operating Guide

1. Purpose

a. To disseminate Navy administrative regulations concerning family planning for active duty (AD) and full-time support naval personnel (hereafter identified as Service members) and the assignment, retention, separation, standards of conduct, and medical management of pregnancies and parenthood, pursuant to references (a) through (y).

b. Summary of changes includes consolidation and clarity of pregnancy and parenthood guidance, to include new and updated guidance in the areas of operational deferment, maternity and parental leave, and provisions of healthcare. This instruction is a complete revision and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 6000.1C.

3. Scope. This instruction applies to all AD and full-time support Navy personnel, commands and activities, and describes the Navy's pregnancy and parenthood guidelines and requirements. Navy Reserve Component Service members should follow reference (a). The Operating Guide, enclosure (2), supplements this instruction, and is divided into three sections as listed in subparagraphs 3a through 3c.

- a. Pregnancy guidelines, limitations, and responsibilities.
- b. Personnel management.
- c. Healthcare benefits.

4. Discussion

a. Pregnancy and parenthood are natural events that may occur in Service members' lives and can be compatible with successful naval service, as discussed in reference (b).

b. A Service member who learns they are pregnant is responsible for promptly confirming their pregnancy and informing their commanding officer (CO). Pregnancy should not adversely affect career progression, as discussed in reference (b). While pregnancy may require temporary reassignment in some cases, it should not restrict tasks normally assigned to Service members and should not affect their ability to perform routine tasks associated with their billets, with the exception of limitations listed in subparagraph 1b of enclosure (2).

c. The pregnancy and parenthood mobile application is available for download from Apple's App Store and Google's Android Play Store, under key word "seawarrior" or "pregnancy and parenthood." The mobile application provides a wealth of information for command leaders and Service members on pregnancy and parenthood related policies and resources.

5. Guidance. Enclosure (2) provides comprehensive guidance for the management and considerations associated with pregnancy and parenthood.

6. Surrogacy. Service members are not authorized to provide surrogacy services. Surrogacy is a voluntary arrangement by which a Service member agrees, whether or not for compensation, to carry a pregnancy to term for the purpose of surrendering the child(ren) to the sole custody of another person(s), as directed in reference (b).

7. Operational Deferment. A Service member who gives birth will be deferred from all transfers (e.g., permanent change of station, temporary additional duty (TAD), temporary duty) to operational assignments for a period of 12 months following delivery. Service members scheduled to permanent change of station prior to the expiration of their operational deferment should contact Commander, Navy Personnel Command (COMNAVPERSCOM) Deployability Assessment Branch (PERS-454) for a projected rotation date (PRD) extension. Service members under operational deferment are exempt from participating in short underway and TAD periods if it inhibits the Service member's ability to breastfeed their child(ren) or prevents them from caring for their child(ren) for more than a normal work day or shift. Service members who experience a stillborn birth or a neonatal demise (infant death 0 to 28 days following birth) are entitled to 6 months operational deferment.

a. Adoption Operational Deferment. As directed by references (c) and (d), a Service member who adopts a child(ren) is authorized 4 months operational deferment from the date the child is placed in the home as a part of the formal adoption process. Similar to adoption leave outlined in reference (d), when a dual military couple adopts a child(ren), only one of the Service members will be granted operational deferment. Service members who give birth and subsequently surrender their child(ren) for adoption are authorized convalescent leave following delivery, but are not authorized an operational deferment.

b. Operational Deferment Termination Request. In line with reference (d), article 1300-1306, Service members may request to terminate their operational deferment at any point

following maternity leave in order to return to an operational command, as defined by reference (d), article 1306-102. Requests must be initiated by the Service member utilizing NAVPERS 1306/7 Enlisted Personnel Action Request or NAVPERS 1301/85 Officer Personnel Action Request. Operational deferment termination requests should be forwarded from the Service member's CO to COMNAVPERSCOM (PERS-454).

8. Actions and Responsibilities

a. Commander, Navy Installations Command. Provide comprehensive information, programs, and referral services for Service members and their families, as directed in reference (e).

b. Bureau of Medicine and Surgery. Provide annual health assessment recommendations for all Service members to include immunizations, occupational risk and surveillance, family planning, and counseling to include unplanned pregnancy prevention and career planning, as directed in reference (f).

c. Chief of Naval Personnel. Monitor pregnancy and parenthood trends in the Navy through the biannual Personal and Professional Choices Survey, as directed in reference (b).

d. Naval Education and Training Command. Ensure curriculum on reproductive health and family planning are included in the Life Skills course of instruction delivered during the accession-training pipeline, as directed in reference (g).

e. Commanders, COs, and Officers in Charge (OIC)

(1) Comply with and execute all requirements of this instruction, utilizing enclosure (2) to obtain additional guidance.

(2) Inform pregnant Service members of the need to obtain prenatal care from a health care provider (hereafter identified as "provider"), primary care manager, or obstetrician (OB), as directed in reference (b).

(3) Ensure pregnant Service members are not adversely evaluated due to pregnancy, as directed in reference (b).

(4) Advise Service members of the proper procedures when requesting separation due to pregnancy, as directed in reference (d).

(5) Arrange for an occupational provider to evaluate pregnant Service members who may have potential exposure to occupational reproductive hazards and ensure completion of 'Occupational Exposures of Reproductive or Developmental Concern' statements, as directed in references (h) and (i).

(6) Train all Service members on the importance of reproductive hazards present at the command and the importance of pregnancy notification to ensure all consult with a provider to determine the necessity of any medical work assignment limitations or restrictions, as directed in reference (h).

(7) Consider approval of requests by unmarried pregnant Service member(s) without dependents to occupy excess family housing, as discussed in reference (j).

(8) Ensure that all pregnant Service members' data, officer or enlisted, is entered into the Medical Readiness Reporting System (MRRS) upon official notification of pregnancy.

(9) Support pregnant Service members and expectant parents as they balance the demands of a naval career with family plans and responsibilities.

f. Command Deployability Coordinator

(1) Serve as point of contact for pregnancy and parenthood status as directed in reference (d), article 1300-1306, and ensure completion of NAVPERS 1070/613 Administrative Remarks stating: "Member has read and understands and will comply with regulations included in OPNAVINST 6000.1D: Navy Guidelines Concerning Pregnancy and Parenthood, and all referenced guidelines within said policy."

(2) Ensure Service members are aware of availability of the New Parent Support Program and its effectiveness in promoting protective factors and reducing risk factors associated with child abuse and neglect as directed in reference (k).

(3) Enter all pregnant Service members' data, officer or enlisted, into MRRS upon official notification of pregnancy.

g. Pregnant Service Members

(1) Be familiar with the requirements of this instruction.

(2) Seek prompt confirmation of any suspected pregnancy by a military provider, or in cases of inaccessibility to a military treatment facility (MTF), a civilian provider.

(3) Notify CO or OIC of pregnancy in writing as soon as possible, but no later than 2 weeks after official notification by a provider or primary care manager, as directed in reference (b). Immediate notification is required in cases where exposure to chemicals or radiation, or both, assigned training, or special duties could have a significant effect on the health of the unborn child(ren), as directed in reference (h).

(4) Contact their command deployability coordinator to discuss their rights, responsibilities, and expectations throughout their pregnancy, as directed in reference (d), article 1300-1306, and will acknowledge familiarity with all components of this instruction and references by signing NAVPERS 1070/613, as directed in subparagraph 8f(1).

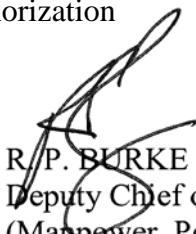
(5) Complete all requirements listed in enclosure (2), to include 'Occupational Exposures of Reproductive or Developmental Concern' statement, as required by references (h) and (i).

9. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per Secretary of the Navy (SECNAV) Manual 5210.1 of January 2012.

10. Review and Effective Date. Per OPNAVINST 5215.17A, Special Assistant, Inclusion and Diversity Office (OPNAV (N1D)) will review this instruction annually on the anniversary of its issuance date to ensure applicability, currency, and consistency with Federal, Department of Defense (DoD), SECNAV and Navy policy and statutory authority using OPNAV 5215/40 Review of Instruction. This instruction will be in effect for 5 years, unless revised or cancelled in the interim, and will be reissued by the 5-year anniversary date if it is still required, unless it meets one of the exceptions in OPNAVINST 5215.17A, paragraph 9. Otherwise, if the instruction is no longer required, it will be processed for cancellation as soon as the need for cancellation is known following the guidance in OPNAV Manual 5215.1 of May 2016.

11. Forms. The forms in subparagraphs 11a through 11d are available for download from Naval Forms Online, <https://navalforms.documentservices.dla.mil/web/public/home>, and the Navy Personnel Command Web Site, <http://www.public.navy.mil/bupers-npc/reference/forms/NAVPERS/Pages/default.aspx>.

- a. NAVPERS 1070/613 Administrative Remarks
- b. NAVPERS 1306/7 Enlisted Personnel Action Request
- c. NAVPERS 1301/85 Officer Personnel Action Request
- d. NAVPERS 1336/3 Special Request/Authorization


R. P. BURKE
Deputy Chief of Naval Operations
(Manpower, Personnel, Training
and Education)

OPNAVINST 6000.1D
12 Mar 2018

Releasability and distribution:

This instruction is cleared for public release and is available electronically only via Department of the Navy Issuances Web site, <http://doni.documentservices.dla.mil>

REFERENCES

- Ref: (a) COMNAVRESFORINST 6000.1E
(b) SECNAVINST 1000.10A
(c) DoD Instruction 1342.19 of 7 May 2010
(d) NAVPERS 15560D
(e) SECNAVINST 1754.1B
(f) NAVMED P-117
(g) NETCINST 1500.11A
(h) OPNAVINST 5100.23G
(i) NMCPHC-TM-OEM 6260.01C, Reproductive and Developmental Hazards: A Guide for Occupational Health Professionals of April 2010
(j) DoD Instruction 4165.63 of 21 July 2008
(k) DoD Instruction 6400.05 of 13 June 2012
(l) BUMEDINST 6300.16A
(m) BUMEDINST 6200.15A
(n) OPNAVINST 5530.13C
(o) NAVMED P-5055
(p) OPNAVINST 6110.1J
(q) NAVPERS 15665I
(r) DoD 7000.14-R, Department of Defense Financial Management Regulations, Volume 7A, Military Pay Policy – Active Duty and Reserve Pay, April 2017
(s) OPNAVINST 1740.4E
(t) CNAF M-3710.7 of May 2016
(u) JP 3-68 of November 2015
(v) OPNAVINST 1754.4A
(w) BUMEDINST 6320.103
(x) TRICARE Policy Manual 6010.57-M, 1 February 2008
(y) BUMEDINST 6000.14A

OPERATING GUIDE

1. Pregnancy Guidelines, Limitations, and Responsibilities

a. Pregnancy Guidelines

(1) Workplace Assignment and Medical Considerations. There are few restrictions during an uncomplicated pregnancy of physically fit Service members working in a safe environment. Upon confirmation of pregnancy, Service members and their supervisors must complete 'Occupational Exposures of Reproductive or Developmental Concern' statement as required by references (h) and (i).

(2) Pregnancy Loss. The Service member's CO or OIC must be notified as soon as possible following miscarriage, stillborn birth (loss of a fetus after 20 weeks gestational age), or neonatal demise (infant death 0 to 28 days following birth). Due to the sensitive nature of these events, the utmost discretion must be exercised to ensure Service member's privacy.

(3) Abortion. As directed in reference (1), DoD prohibits the use of DoD funds to perform abortions, except when the life of the Service member would be endangered if the fetus were carried to term, or in cases in which the pregnancy is the result of an act of rape or incest. Service members are strongly encouraged to consult with a military provider for information prior to obtaining an abortion.

b. Limitations. After confirmation of pregnancy, Service members are subject to the limitations listed in subparagraphs 1b(1) through 1b(4).

(1) Medical

(a) An OB provider may recommend duty limitations to the CO at any time during pregnancy when it is determined to be medically necessary. Procedures for assignment to limited duty are outlined in reference (f).

(b) Pregnant Service members will be exempt from all routine immunizations, with the exception of the annual flu shot, tetanus, diphtheria, and pertussis (Tdap) vaccine. Pregnant Service members should be immunized according to the Centers for Disease Control and Prevention (CDC). More information can be found on the CDC Vaccines and Immunizations Web page, <http://www.cdc.gov/vaccines>, and in consultation with the Service member's OB provider.

(c) Beginning with the 28th week of pregnancy through delivery, Service members must be:

1. allowed to rest a minimum of 20 minutes every 4 hours; and

2. limited to a 40-hour workweek, which may be distributed amongst any 7-day period. Watchstanding responsibilities count as part of the 40-hour limitation, but transit time to and from duty location does not. Pregnant Service members who desire to work in excess of 40 hours may request a waiver through their CO and OB provider.

(2) Ergonomic. An ergonomic restriction applies when pregnant Service members are limited by physical conditions that preclude them from performing specific activities. Occupational medicine should perform medical monitoring and workplace assessments to support the command's injury prevention programs, as directed in reference (h). Pregnant Service members must be exempt from:

- (a) standing at parade rest or attention for longer than 15 minutes;
- (b) working in one position or lying in the prone position for a prolonged period;
- (c) lifting greater than 25 pounds;
- (d) performing prolonged work at heights (such as on ladders and step stools); and
- (e) exposure to excessive heat or vibration.

(3) Physical

(a) The United States Department of Veterans Affairs (VA)/DoD Clinical Practice Guidelines for the Management of Uncomplicated Pregnancy recommend against high-altitude (greater than 10,000 feet) activities, scuba diving, and contact sports during pregnancy. Pregnant Service members must consult with OB provider prior to participating in these activities.

(b) Pregnant Service members must be exempt from participating in weapons training, swimming qualifications, drown-proofing, diving, and any other physical training requirements that may adversely affect the health of the Service member, the unborn child(ren), or both, as directed by references (i) and (m). When standing armed watches, proper medical screening procedures and guidelines must be followed, as directed by reference (n).

(4) Environmental. Medical professionals will determine appropriate environmental restrictions as directed in references (h), (i), and (o). The work environment may present potential health hazards, to include:

- (a) permissible exposure limits to radio frequency;
- (b) ionizing radiation; and
- (c) exposure to chemical or toxic agents or environmental hazards.

c. Responsibilities

(1) Physical Readiness. Service members with uncomplicated pregnancies should continue to perform an individualized exercise program, as directed by the American College of Obstetricians and Gynecologists and the VA/DoD Clinical Practice Guidelines for the Management of Uncomplicated Pregnancy. Service member's OB provider should recommend the exercise program tailored to pre-pregnancy activity level. Service members should refer to reference (p) for physical readiness restrictions. It is the responsibility of the Service member to notify their command fitness leader of their pregnancy, conclusion of pregnancy, and return to full duty status by appropriate medical documentation. Both the command fitness leader and the Service member are responsible for ensuring the physical fitness assessment is resumed during the correct cycle, as outlined in reference (p), guide 8.

(2) Maternity Uniforms. Maternity uniforms are mandatory for pregnant Service members when regular uniforms no longer fit properly. Enlisted Service members will receive a maternity uniform clothing allowance upon presenting their NAVPERS 1336/3 Special Request/Authorization and pregnancy notification to their personnel support detachment through their command pay and personnel administrative support system coordinator, as directed by references (q) and (r).

(3) Child Care. As directed in reference (b), Service members must anticipate the responsibilities associated with parenthood and are required to arrange for childcare to cover regular working hours, duty, exercises, and combat contingency deployments.

(4) Family Care Plan. Single Service members with joint or full custody and dual military couples with eligible family members are responsible for initiating a formalized family care plan as directed in references (c) and (s).

(5) Paternity. Service members may seek Navy legal assistance for advice regarding options in establishing paternity. Department of the Navy does not pay for paternity testing. Any testing obtained will be at the Service member's expense, as directed in reference (b).

2. Personnel Management

a. Assignments. Service members who plan to expand their family should take into account personal and career factors. Planning pregnancies to coincide with assignments to non-operational or non-deployable or shore duties may minimize career disruption and reduce mission impact due to gapped billets in operational units. Refer to reference (d), article 1300-1306, for details.

(1) Enlisted. Commands with pregnant Service members assigned to an operational activity or with students unable to continue training at a school activity due to pregnancy should contact COMNAVPERSCOM for reassignment immediately upon receipt of pregnancy

confirmation, as directed by reference (d), article 1306-1704. Pregnant Service members assigned to a non-operational shore command that will be within 12 months of their PRD at the time of delivery should contact COMNAVPERSCOM (PERS-454) to facilitate a PRD extension, as directed in reference (d), article 1300-1306.

(2) Officers. Pregnant officers assigned to an operational activity should notify their community detailer at COMNAVPERSCOM immediately after receiving pregnancy notification. Pregnant officers at a non-operational shore command and within 12 months of PRD should also notify COMNAVPERSCOM to facilitate a PRD extension.

(3) Pregnant Service Members

(a) May continue to serve aboard a ship until the 20th week of pregnancy, while in port or during short underway periods, provided an evacuation capability exists and the time for medical evacuation is less than 6 hours to a treatment facility capable of evaluating and stabilizing obstetric emergencies. This requirement includes TAD orders. The 6-hour rule is not intended to allow pregnant Service members to operate routinely at sea, but rather to provide the CO flexibility during short underway periods. A Service member discovered to be pregnant while underway or deployed should be transferred ashore as soon as possible given the constraints of the ship's location, current mission, next port call, health of the Service member and unborn child(ren), etc.

(b) Should not deploy with or be assigned to units that are deploying from notification of pregnancy through 12 months following delivery and release from their provider. Under no circumstance should a pregnant Service member remain onboard past the 20th week of pregnancy.

(4) Flight Status Personnel. Pregnancy is considered disqualifying for designated flight status personnel. Refer to reference (t) for additional information on the considerations, requirements, and waiver process for pregnant flight personnel.

(5) Special Assignments. As directed in reference (f), pregnancy is a disqualifying physical and medical condition for students assigned to:

- (a) United States Naval Academy;
- (b) Naval Reserve Officers Training Corps;
- (c) Officer Candidate School; and
- (d) Recruit Training Command.

b. Evacuation of Pregnant Service Members. If noncombatant evacuation is ordered in any area, all pregnant Service members who have reached their 20th week of pregnancy will be evacuated as noncombatants as directed by reference (u).

c. Disposition of Complicated and High Risk Pregnancies. Some pregnant Service members may require significant amounts of time away from the work environment to manage pregnancy complications, and the OB provider may order the Service member to bed rest for extended periods. Admission to the medical treatment facility or OB-quarters at home may be utilized under the advisement of the Service member's provider. Under rare circumstances, a medical evaluation board may convene to place a Service member in a limited duty status as directed by reference (f).

d. Adoption. Service members seeking to adopt or to place a child(ren) up for adoption can obtain general legal advice through their regional legal service office. Any legal work required to place a child(ren) for adoption must be provided by a civilian attorney retained by the Service member. Information on reimbursement for qualifying adoption expenses can be found in reference (v).

e. Leave

(1) Maternity Leave. Refer to reference (d), article 1050-435. Service members awaiting disciplinary action or separation from the service for medical or administrative reasons refer to reference (d), article 1050-180.

(2) Parental Leave. Refer to reference (d), article 1050-430.

(3) Adoption Leave. Refer to reference (d), article 1050-420.

f. Separation

(1) Service members may request separation due to pregnancy. Because pregnancy is a naturally occurring event that is compatible with successful naval service, requests will normally be denied unless it is determined to be in the best interest of the Navy or if the Service member demonstrates overriding and compelling factors of personal need which warrant separation. Refer to reference (d), articles 1910-112 and 1910-124, for additional guidance.

(2) Service members may request separation due to hardships outlined in reference (d), article 1910-110. A hardship discharge is intended to alleviate a personal hardship encountered by a Service member's immediate family when discharge is the only solution.

3. Healthcare Benefits

a. Provisions of Healthcare

(1) OB care will be provided at the designated MTF closest to the member's command, provided it has OB care capability. Refer to reference (w) and the TRICARE Web site, <https://www.tricare.mil/>, for additional guidance on utilizing services outside the MTF. Service members must not use OB services outside of an MTF without first consulting their provider and receiving authorization to do so. For additional guidance on cost and utilization of civilian services, refer to reference (x) or the nearest MTF.

(2) Any Service member considering childbirth in a non-medical setting must first meet with an MTF OB provider, or equivalently trained professional, as defined in reference (x). Significant risks inherent in childbirth may be magnified in a non-medical setting, resulting in potential long-term consequences for mother and infant. TRICARE coverage may not be authorized or extended to home birth situations and potential complications.

(3) For obstetric care after separation, it is unlawful for Military Departments or TRICARE to pay for civilian maternity care expenses for former Service members who separate from AD while pregnant, unless qualified for the Transitional Assistance Management Program. Refer to reference (d), articles 1740-030 and 1160-040, reference (x), or command deployability coordinator for additional guidance and information.

b. Planning

(1) Contraception Methods. All Service members are encouraged to exercise responsible sexual practices at all times. All Service members should discuss family planning efforts and contraception methods during their annual physical or periodic health assessment and during pre-deployment exams or sea duty screenings. Refer to reference (f) or contact a provider for recommendations and additional references, or the Navy and Marine Corps Public Health Center Sexual Health and Responsibility Program Web site at <http://www.med.navy.mil/sites/nmcphc/health-promotion/reproductive-sexual-health/Pages/sharp.aspx>.

(2) Cryopreservation. More commonly referred to as freezing of sperm, egg, embryo, or ovarian tissue. Service members considering cryopreservation should seek availability and guidance from their provider. See reference (x) via the TRICARE Web site for details.

c. Conception

(1) Infertility Evaluation. Service members who have concerns of infertility should contact their provider for services, counseling, and evaluation. See reference (x) via the TRICARE Web site for details.

(2) In-Vitro Fertilization (IVF)

(a) Service members undergoing infertility treatment(s) through IVF, intrauterine insemination, or assisted reproductive technologies are required to inform their command with a letter from their provider specifying the duration of the treatment and the potential dates for procedures (e.g., oocyte retrieval and embryo transfer) so that possible duty limitations may be anticipated. Side effects and limitations should be discussed with the provider who will determine appropriate duty considerations and individualized care plans. Refer to reference (p) for physical fitness assessment requirements while undergoing IVF.

(b) IVF covered costs and benefits can be found in reference (x).

(c) Service members who sustained illness or injury leading to loss of their natural procreative ability, including (but not limited to) those with neurological, physiological, or anatomical injuries, should contact their provider and see reference (x) for available services.

d. Breastfeeding

(1) COs must develop command policies to delineate support of breastfeeding Service members, as directed in reference (y).

(2) COs must ensure the availability of a private, clean room for expressing breast milk. A separate toilet space is unacceptable for breast milk expression due to sanitary concerns. Commands must ensure breastfeeding Service members have ready access to running water for hand washing and pump equipment cleaning within the same room as the lactation room. Service members may store breast milk in an insulated container for up to 24 hours and refrigerated for up to 5 days. Breast milk should be contained and labeled to avoid contamination by other items located in the vicinity. Information regarding breast milk storage is available on the CDC Breastfeeding Web page at http://www.cdc.gov/breastfeeding/recommendations/handling_breastmilk.htm.

(3) Requests to physically breastfeed infants during duty hours should be handled on a case-by-case basis. Breastfeeding an infant is not justification for granting excessive time for meals or from work.

(4) MTFs will provide Service members access to instructional materials, breastfeeding education, counseling, and support during the pregnancy, after delivery, and upon return to work. Information regarding workplace support of breastfeeding is available on the U.S. Department of Health and Human Services, Office on Women's Health Web page at <http://womenshealth.gov/index.html>.

(5) TRICARE provides breast pumps and breast pump supplies at no cost for new mothers. See reference (x) via the TRICARE Web site for details.

Extract of Navy Act, 1957 – Section 9(2)

CHAPTER IV

COMMISSIONS, APPOINTMENT AND ENROLMENTS

9. Eligibility for appointment or enrolment.—(1) No person who is not a citizen of India shall be eligible for appointment or enrolment in the Indian Navy or the Indian Naval Reserve Forces except with the consent of the Central Government:

Provided that nothing in this section shall render a person ineligible for appointment or enrolment in the Indian Navy or the Indian Naval Reserve Forces on the ground that he is a subject of Nepal.

(2) No woman shall be eligible for appointment for enrolment in the Indian Navy or the Indian Naval Reserve Forces except in such department, branch or other body forming part thereof or attached thereto and subject to such conditions as the Central Government may, by notification in the Official Gazette specify in this behalf.

10. Commissions and appointments.—(1) Officers other than subordinate officers shall be appointed by commission granted by the President.

(2) The grant of the commission shall be notified in the Official Gazette and such notification shall be conclusive proof of the grant of such commission.

(3) Subordinate officers shall be appointed in such manner and shall hold such rank as may be prescribed.

11. Enrolment.—(1) Save as otherwise provided in this Act, the terms and conditions of service of sailors, the person authorised to enrol for service as sailors and the manner and procedure of such enrolment shall be such as may be prescribed.

(2) No person shall be enrolled as a sailor in the Indian Navy for a period exceeding ¹[twenty years] in the first instance:

Provided that in the case of a minor the said period of ¹[twenty years] shall be reckoned from the date on which he attains the age of seventeen.

(3) Notwithstanding anything contained in any other law for the time being in force,—

(a) the enrolment of any person under this Act shall be binding on him both during his minority and after he attains majority;

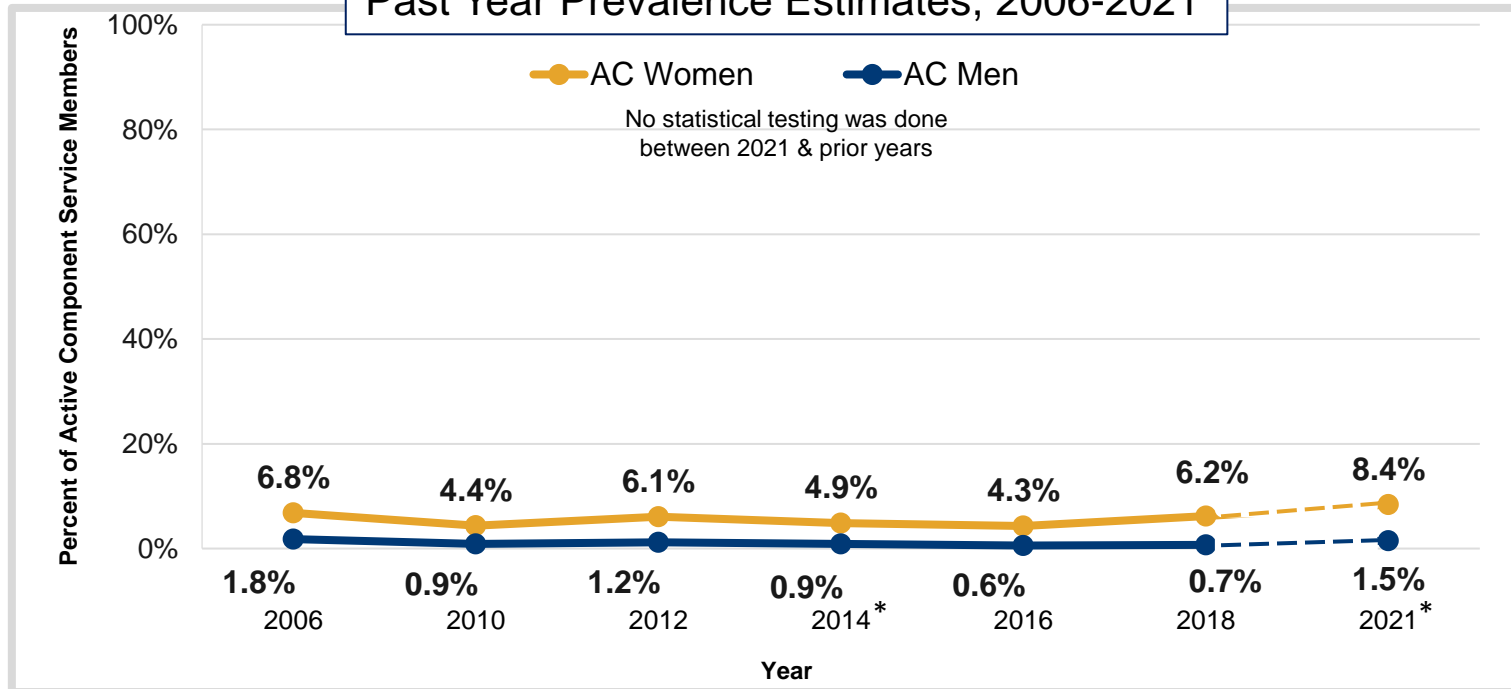
1. Subs. by Act 34 of 1987, sec. 2, for "fifteen years" (w.e.f. 9-9-1987).



Sexual Assault/Unwanted Sexual Contact (USC) Past Year Prevalence Estimates

- In 2021, 8.4% of active duty women and 1.5% of active duty men indicated experiencing at least one USC in the year prior to being surveyed.
- The 2021 survey results cannot be scientifically compared to prior years' results; DoD lost the ability to conduct scientific trend analyses due to a government-directed change in sexual assault metric.
- Other indicators of an unhealthy military climate trended upward in FY21: rates of being victimized by misconduct highly correlated with sexual assault (i.e., sexual harassment, gender discrimination, and workplace hostility) increased for women.
- The USC prevalence rate measured in FY21 disrupts over a decade of trended measurements, and presents the Department with a new sexual assault baseline for forthcoming prevalence surveys.

Past Year Prevalence Estimates, 2006-2021

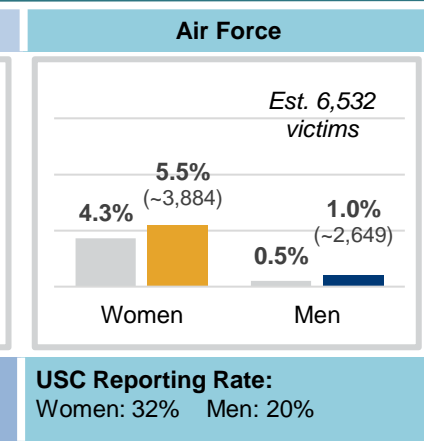
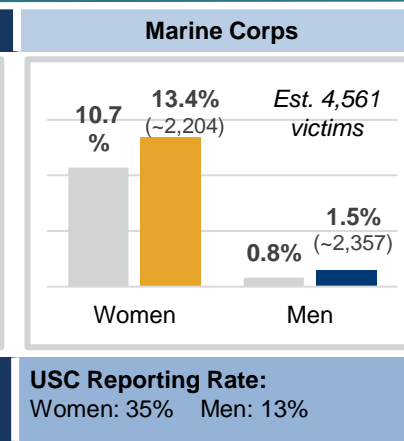
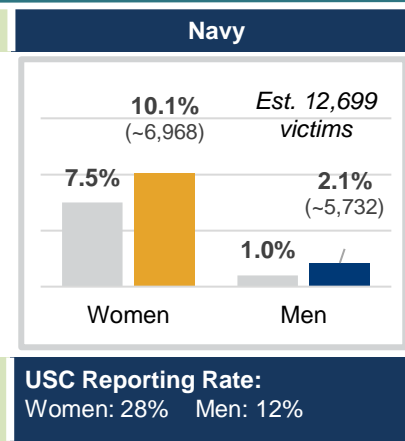
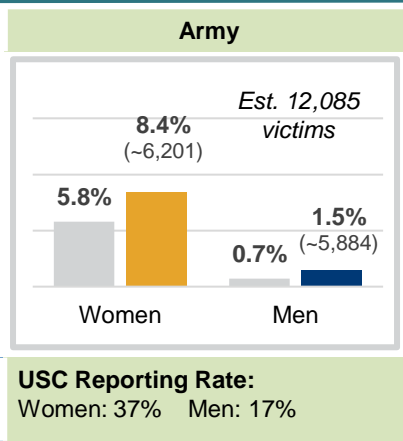
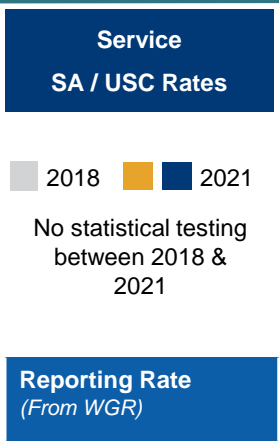
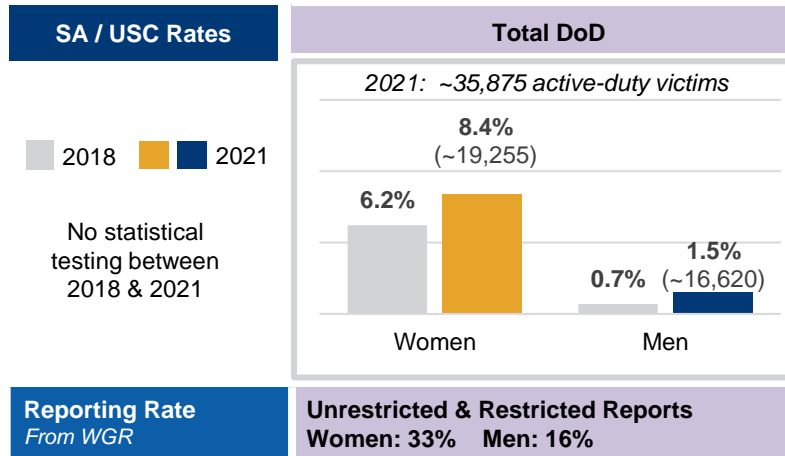


*Denotes a metric change



USC Past-Year Prevalence: Force-Wide Estimates

- We estimate about 35,900 active duty members experienced USC in 2021 (roughly 19,300 women and 16,600 men).
- Surveys cannot determine whether every experience met legal criteria for sexual assault, but all experiences likely contributed to a climate of distrust and fear.
- USC rates were highest for female marines and male sailors; lowest for airmen/guardians.



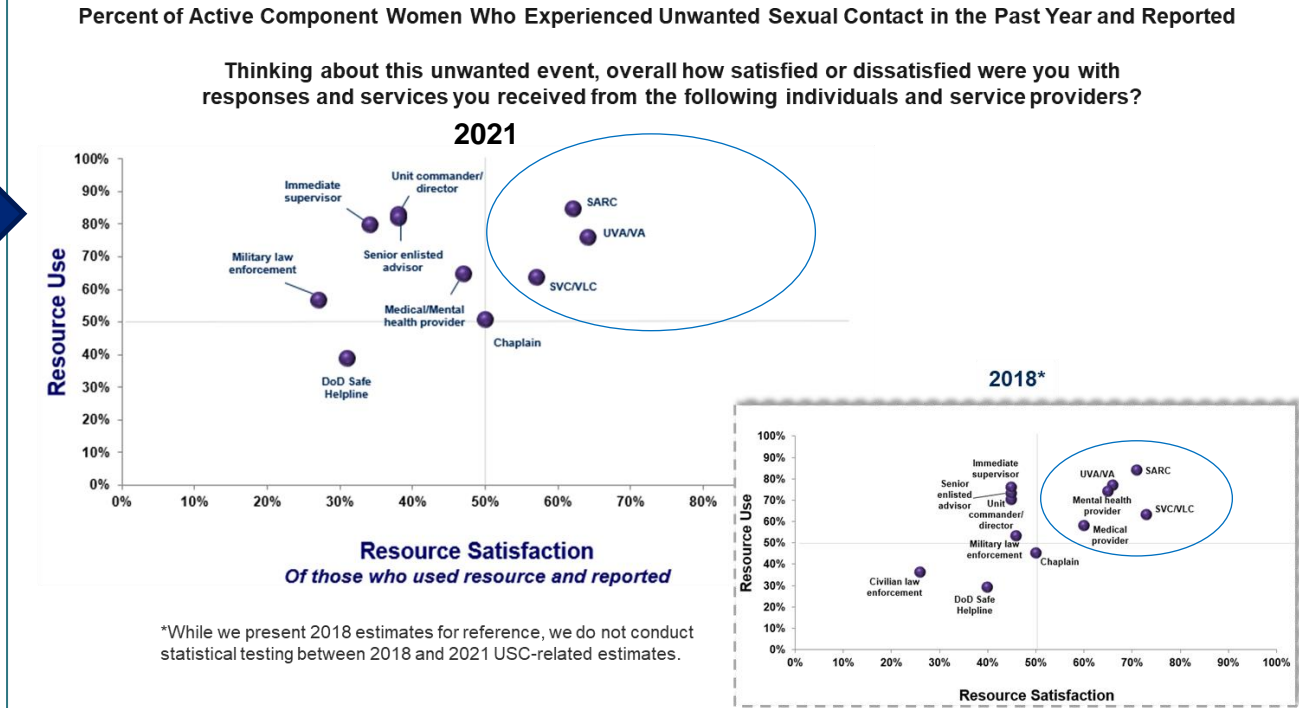
*Note: The rates shown above reflect the USC hierarchy of 1. penetrative, 2. attempted, and 3. non-penetrative; these are the official rates by type for 2021 WGR.



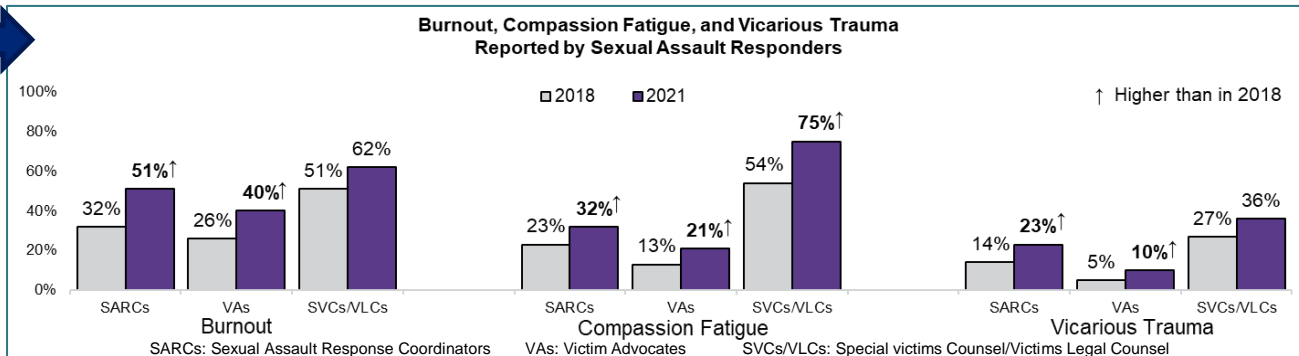
Resource Satisfaction and Responder Stress

Results from the 2021 Workplace and Gender Relations Survey (WGR) and the 2021 QuickCompass of Sexual Assault Response Personnel (QSAR)

- WGR surveys ask victims which resources they use and their satisfaction
- Resources most used with highest satisfaction in upper right quadrant
- Satisfaction with responses and services appear to be on a decline in 2021, compared to 2018



- QSAR surveys assess first responders' training, workload, resourcing, and job experiences.
- In 2021, responders reported higher levels of burnout, compassion fatigue, and vicarious trauma than in 2018.
- COVID mission impact noted by responders as prime stressor.



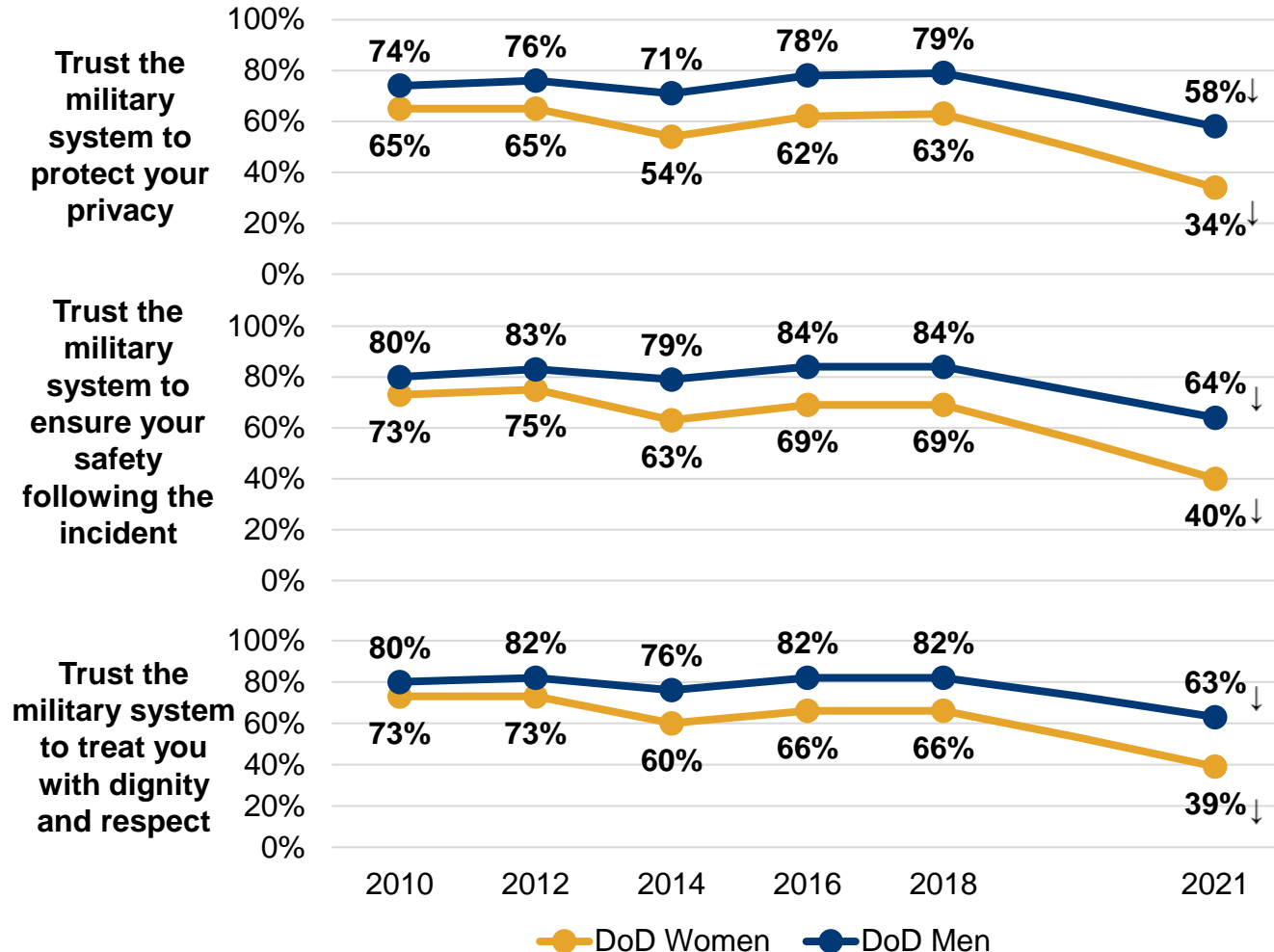


Trust in the Military System

If you are sexually assaulted, you can...

- Decreased trust often impacts military service as a retention issue.
- Changes recommended by Independent Review Commission on Sexual Assault in the Military (IRC) to military justice and response system intended to restore Service member trust.
- Prevention and climate IRC initiatives also target improved trust in the workplace

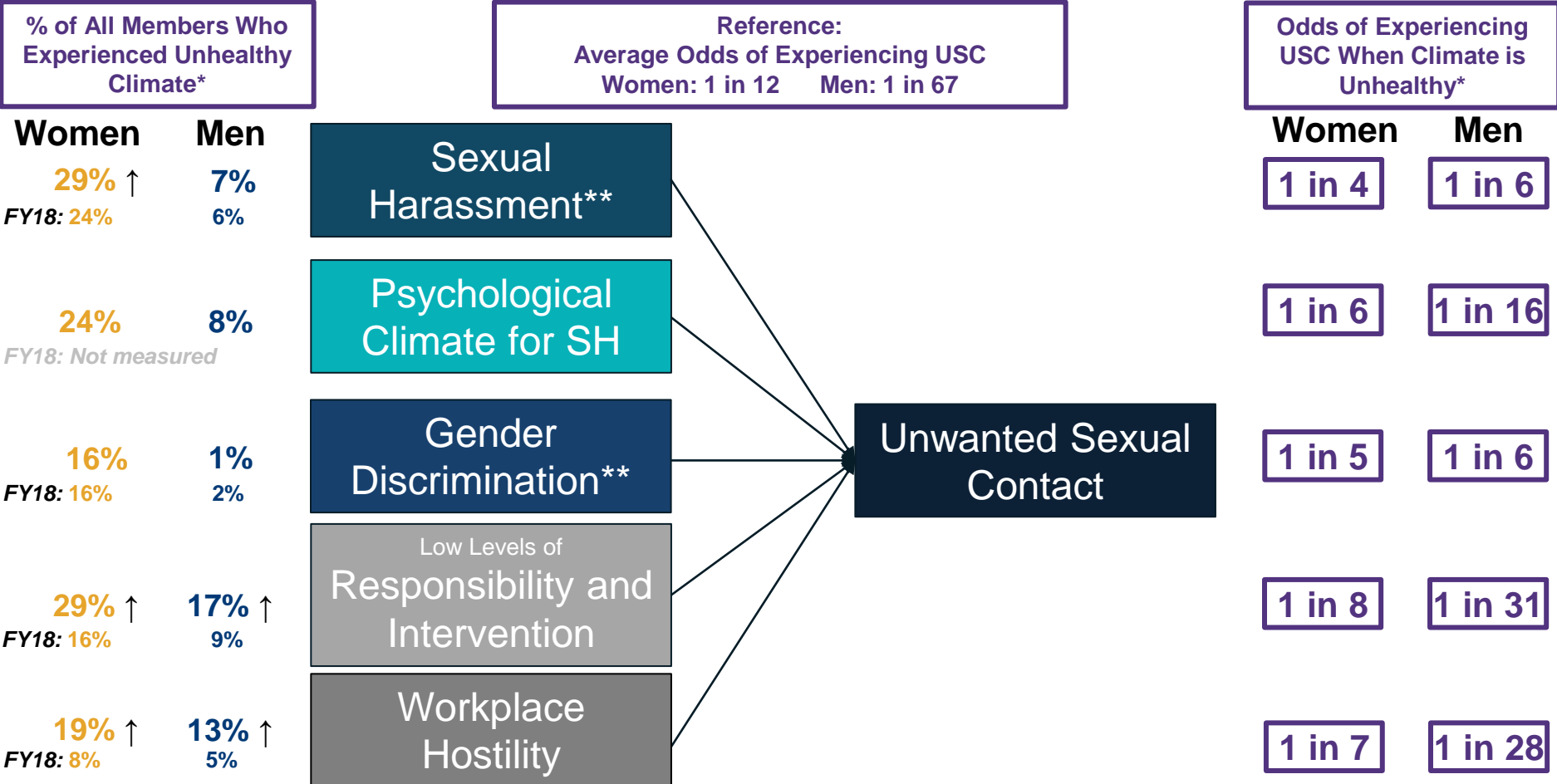
% who indicated agree/strongly agree



2021 Trend Comparisons: ↑ Higher than 2018 ↓ Lower than 2018



Assessment and Impact of Climate on Unwanted Sexual Contact (USC): Leading Factors for Active Component Members



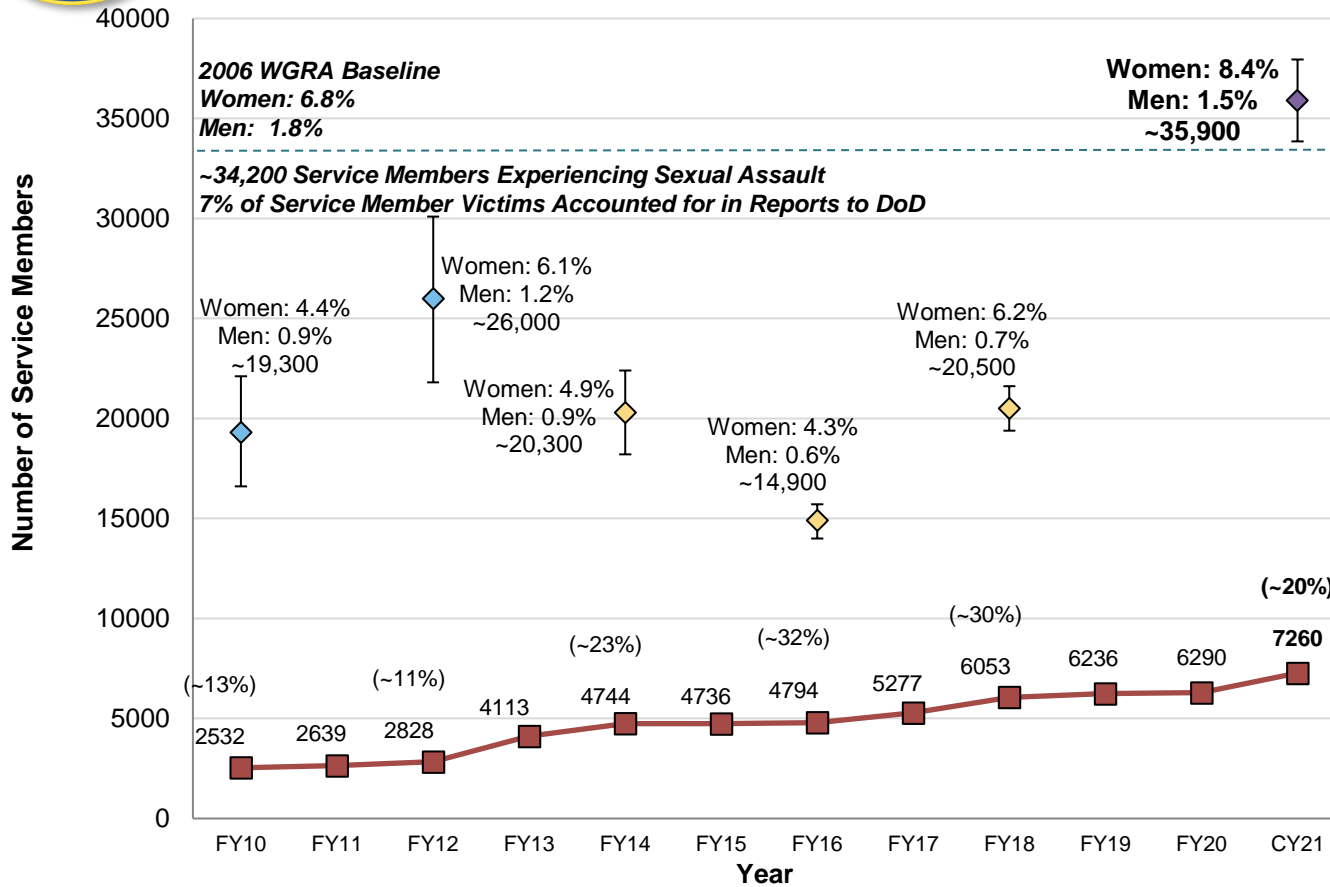
- Most key indicators of unhealthy command climate highly correlated with USC increased between 2018 and 2021
- Experiencing a behavior highly correlated with USC also increases the odds of having experienced USC
 - Ex: For women who experienced sexual harassment, their risk of also experiencing USC tripled, from 1 in 12 to 1 in 4.

↑ Higher than 2018 ↓ Lower than 2018

Variables depicted in order of importance. Models controlled for race/ethnicity, Service, paygrade, and deployment.
 *Unhealthy climate for scales defined as follows: Workplace Hostility: mean score 3 or higher; Responsibility and Intervention: mean score less than 3; Psychological Climate for SH: mean score less than 3
 **Sexual harassment and gender discrimination are defined as experiences of the behaviors which met criteria for inclusion in the past year rate.



Sexual Assault Prevalence and Reporting Rates



- ◆ Survey-Estimated Number of Service Members who Experienced Unwanted Sexual Contact in the Past Year
- ◆ Survey-Estimated Number of Service Members who Experienced Sexual Assault in the Past Year
- Number of Reports of Sexual Assault by Service Members for Incidents that Occurred During Military Service
- ◆ Survey-Estimated Number of Service Members who Experienced Unwanted Sexual Contact in the Past Year
- % Estimated Percentage of Service Member Victims Accounted for in Reports to DoD

- The Department assesses progress with sexual assault via two primary metrics:
 - **Prevalence** (i.e., estimated total of Service members experiencing SA measured by scientific surveys – desired state is *decrease*)
 - **Reporting rate** (i.e., percentage of victimized Service members making Restricted and Unrestricted Reports – desired state is *increase*)
- In 2021, about **1 in 5** Service members reported their incident to a DoD authority (~29 percent of women and ~10 percent of men)

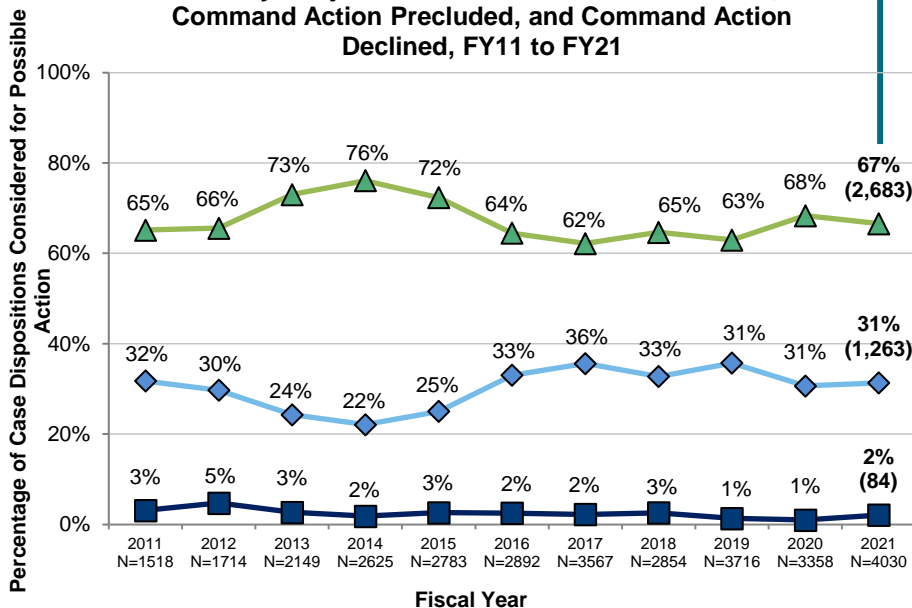


Sexual Assault Case Outcomes

5,258 Case Dispositions Reported in FY20
 - 1,228 Cases Outside DoD Jurisdiction
4,030 Cases Under DoD Jurisdiction

2,683 Case Dispositions: Evidence Supported Command Action
 - 709 Case Dispositions: Evidence Supported Nonsexual Assault Charge
1,974 Case Dispositions: Evidence Supported **Sexual Assault Charge**

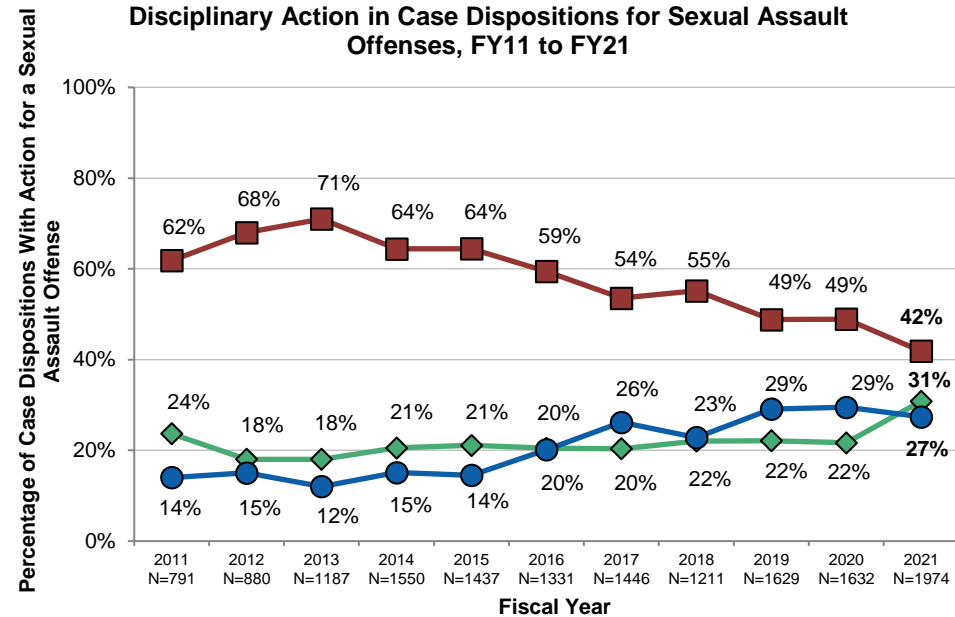
Military Subjects with Misconduct Substantiated, Command Action Precluded, and Command Action Declined, FY11 to FY21



- ▲ Cases with Misconduct Substantiated (command action for sexual assault and all other offenses for which there was evidence)
- ◆ Cases With Command Action Precluded/Respected Victims' Desired Non-Participation (e.g., evidence problems, victim declined to participate)
- Cases With Command Action Declined (e.g., unfounded by command/legal review of evidence)

• Commanders had sufficient evidence to take disciplinary action in 67 percent of Service member cases 2021.

Disciplinary Action in Case Dispositions for Sexual Assault Offenses, FY11 to FY21



- Court-Martial Charges Preferred (Initiated)
- ◆ Nonjudicial Punishments (Article 15 UCMJ)
- Administrative Actions and Discharges

- Commanders preferred court-martial charges for 42 percent of cases in which evidence supported a sexual assault charge.
- 72% of sexual assault court-martial cases ended in a conviction of any charged misconduct (sexual assault or some other offense); up from 61% in 2020.



DEPARTMENT OF THE NAVY
OFFICE OF THE SECRETARY OF THE NAVY
1000 NAVY PENTAGON
WASHINGTON DC 20350-1000

SECNAVINST 5300.26E
ASN (M&RA)
28 MAY 2020

SECNAV INSTRUCTION 5300.26E

From: Secretary of the Navy

Subj: DEPARTMENT OF THE NAVY POLICY ON SEXUAL HARASSMENT

Encl: (1) References
(2) Definitions
(3) Responsibilities
(4) Harassment Response Procedures for Commanders and Supervisors of DON Civilians
(5) Range of Behaviors which Constitute Sexual Harassment
(6) Informal Resolution Procedures for Military Members

1. Purpose. To provide a comprehensive Department of the Navy (DON) policy for all military and civilian personnel on the identification, prevention, and elimination of sexual harassment and to establish regulations to enforce policy in accordance with the references (a) through (q). This instruction is a complete revision of enclosures (1) through (6) and must be reviewed in its entirety.

2. Cancellation. SECNAVINST 5300.26D.

3. Definitions. See enclosure (2).

4. Applicability. This instruction applies to all DON personnel, specifically: active-duty military personnel, both Regular and Reserve; DON civilians including non-appropriated fund employees; cadets and midshipmen of the Naval Academy and of the Naval Reserve Officer Training Corps; and Reserve personnel when performing active or inactive duty for training, or engaging in any activity directly related to the performance of a Department of Defense (DoD) reserve duty or function.

5. Policy

a. The Navy-Marine Corps team must be composed of an optimally integrated group of men and women who are able to work together to accomplish the mission. Each member of the team is

entitled to be treated fairly, with dignity and respect, and must be allowed to work in an environment free of sexual harassment. Additionally, each member is expected to abide by the DON Core Values of Honor, Courage, and Commitment. Sailors, Marines, and Civilians who model the Core Values do not engage in negative behaviors such as sexual harassment as explained in enclosure (5), and do not condone those behaviors in others.

b. The DON is committed to a culture of dignity and respect, where sexual harassment is never tolerated, victims have access to comprehensive support, and offenders are held appropriately accountable. Sailors, Marines, and Civilians, at every level of leadership, are personally responsible for demonstrating professional and ethical behavior in all settings, and at all times – while on duty, at home, and online.

c. The DON is committed to maintaining a work environment free from sexual harassment. In support of this commitment, it is DON policy that:

(1) Sexual harassment is unacceptable conduct and will not be tolerated. Off-duty or non-duty behaviors, including those by Reserve component members that affect the workplace may also be considered to be sexual harassment.

(2) DON leaders are responsible for setting and enforcing an environment that is non-permissive to these destructive and demoralizing behaviors. All DON personnel, military and civilian, will be provided a work environment free of sexual harassment.

(3) DON personnel called upon to conduct or review investigations into alleged incidents of sexual harassment must receive training in DON policy on sexual harassment and investigative methods and processes.

(4) All DON personnel, military and civilian, who believe they have been sexually harassed must be provided the opportunity to seek resolution and redress. Commanders and those in supervisory positions will ensure that reports of sexual harassment can be made in a command climate that does not tolerate acts of retaliation or intimidation. All DON personnel will be made aware of the avenues of resolution and redress that are available.

(5) All reported incidents of sexual harassment must be investigated, resolved at the lowest appropriate level, and will meet the requirements of reference (a) where applicable. The nature of the investigation will depend upon the particular facts and circumstances and may consist of an informal inquiry where that action is sufficient to resolve factual issues. All incidents must be resolved promptly and with sensitivity. Confidentiality will be maintained to the maximum extent possible. Feedback will be provided to all affected individuals consistent with the requirements of references (b) and (c), and other pertinent laws, regulations, and negotiated agreements. For military members, both the complainant and the subject(s) of a sexual harassment complaint may appeal administrative findings.

(6) Counseling support or referral services will be made available for all DON personnel alleging incidents of sexual harassment.

d. The rules in subparagraph 5d(1) are regulatory orders and apply to all DON personnel individually and without further implementation. A violation of these provisions by military personnel may be punishable per the Uniform Code of Military Justice (UCMJ), and may be a basis for disciplinary action with respect to civilians. The prohibitions in subparagraph 5d(1) apply to all conduct which occurs in or affects a DoD working environment, or otherwise meets the definition of sexual harassment, as defined in enclosure (2).

(1) DON personnel, military or civilian, will not intentionally or recklessly:

(a) Engage in conduct that constitutes sexual harassment, as defined in enclosure (2).

(b) Retaliate against a person who provides information on an incident of alleged sexual harassment, obstruct an investigation of sexual harassment, or act to prevent a victim or witness from reporting sexual harassment.

(c) Make a false accusation of sexual harassment.

(d) While in a supervisory or command position, condone or ignore sexual harassment or allegations of sexual harassment.

(2) The appropriate action to resolve a substantiated incident of sexual harassment will depend upon the circumstances surrounding that incident. Incidents of sexual harassment cover a wide range of behaviors, from verbal comments to physical acts, and can be subtle or overt. Likewise, the full range of administrative and disciplinary actions is available to address sexual harassment. In the case of military personnel, these include informal counseling, comments in fitness reports and evaluations, administrative separation, and punitive measures under the UCMJ. In the case of civilians, the range of penalties includes informal counseling and disciplinary action, including removal from the Federal Service.

(3) Military personnel of the Navy and Marine Corps must be processed for administrative separation on the first substantiated incident of sexual harassment involving any of the following circumstances (for the purposes of this subparagraph, an incident is substantiated if there has been a court-martial conviction or if the Commanding Officer determines that sexual harassment has occurred):

(a) Action, threats, or attempts to influence another's career or job in exchange for sexual favors.

(b) Rewards in exchange for sexual favors.

(c) Physical contact of a sexual nature which, if charged as a violation of the UCMJ, could result in punitive discharge.

(4) Commanders are not precluded from initiating administrative separation proceedings for reasons set forth in the appropriate service regulations for individuals whose conduct warrants separation not covered in subparagraph 5e (3).

6. Responsibilities. See enclosure (3).

7. Records Management

a. Records created as a result of this instruction, regardless of format or media, must be maintained and dispositioned according to the records disposition schedules found on the Directives and Records Management Division (DRMD) portal page:

<https://portal.secnav.navy.mil/orgs/DUSNM/DONAA/DRM/SitePages/Home.aspx>

b. For questions concerning the management of records related to this instruction or the records disposition schedules, please contact your local Records Manager or the DRMD program office.

8. Information Management Control. The reporting requirements contained in enclosure (3), paragraph 3g and enclosure (4), paragraph 2g are exempt from information collection control, per reference (q), Part IV, paragraph 7n.



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Assistant Secretary of the Navy
(Manpower and Reserve Affairs)
Performing the Duties of the
Under Secretary of the Navy

Distribution:

Electronic only, via Navy Directives Web site
<https://www.secnav.navy.mil/doni/>

REFERENCES

- (a) 10 U.S.C. § 1561
- (b) 5 U.S.C. § 552
- (c) 5 U.S.C. § 552a
- (d) DoD Instruction 1020.03 of 8 February 2018
- (e) DoD Retaliation Prevention and Response Strategy
Implementation Plan of January 2017
- (f) 29 C.F.R. § 1614
- (g) SECNAVINST 5370.7D
- (h) SECNAVINST 1752.4C
- (i) Title VII of the Civil Rights Act of 1964, as amended 42
U.S.C. 2000e
- (j) DoD Directive 1350.2 of 18 August 1995
- (k) DoD Directive 1440.1 of 21 May 1987
- (l) SECNAVINST 5800.12B
- (m) DoD Directive 7050.06 of 17 April 2015
- (n) SECNAV M-5210.1
- (o) DoD Instruction 5015.02 of 2 February 2015
- (p) DoD Instruction 6400.07 of 11 November 2013
- (q) SECNAV M-5214.1

DEFINITIONS

1. Covered Employee. Pursuant to reference (a), a civilian employee who is an aggrieved person directly supervised by a Commanding Officer or Officer-in-Charge of a unit, vessel, facility or area of the Army, Navy, Air Force, or Marine Corps. A complaint from a covered employee implicates reference (a) regardless of whether the covered employee initiates a complaint pursuant to reference (f).

2. Fact Finder. A military member or civilian employee assigned by a proper authority to investigate and establish the veracity of allegations by a civilian employee of hostile work environment, harassment, or sexual harassment.

3. Harassment. Behavior that is unwelcome or offensive to a reasonable person, whether oral, written, or physical, that creates an intimidating, hostile, or offensive environment. Harassment can occur through electronic communications, including social media, other forms of communication, and in person. Harassment may include: offensive jokes; epithets; ridicule or mockery; insults or put-downs; displays of offensive objects or imagery; stereotyping; intimidating acts; veiled threats of violence; threatening or provoking remarks; racial or other slurs; derogatory remarks about a person's accent; or displays of racially offensive symbols. Activities or actions undertaken for a proper military or governmental purpose, such as combat survival training, are not considered harassment.

4. Management Official. A military member or civilian employee with authority to initiate and oversee an inquiry required to address allegations by a civilian employee of hostile work environment, harassment, or sexual harassment.

5. Reasonable Person Standard. An objective test used to determine if behavior meets the legal test for harassment. The test requires a hypothetical exposure of a reasonable person to the same set of facts and circumstances as reported in the complaint. The reasonable person standard does not rely upon subjective or stereotyped notions of acceptable behavior within that particular work environment.

6. Retaliation. Retaliation encompasses illegal, impermissible, or hostile actions taken by a Service Member's chain of command, peers, or coworkers as a result of making or being suspected of making a protected communication, or reporting or being suspected of reporting a criminal offense.

Retaliation can occur in several ways, including reprisal, ostracism, or maltreatment. For additional definitions on the full range of retaliatory behaviors, see references (d), (e), and (g).

7. Sexual Assault. Pursuant to reference (h), intentional sexual contact characterized by the use of force, threats, intimidation or abuse of authority, or when the victim does not or cannot consent. As used in this instruction, the term includes a broad category of sexual offenses consisting of the following specific UCMJ offenses: rape; sexual assault; aggravated sexual contact; abusive sexual contact; or attempts to commit these offenses.

8. Sexual Harassment. Sexual harassment is conduct that meets the conditions of either paragraph 8a or 8b below:

a. Harassment on the basis of sex is a violation of Section 703 of reference (i) which provides Equal Employment Opportunity (EEO) for civilian applicants and employees. Pursuant to references (a) and (k), unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature constitute sexual harassment when:

(1) Submission to such conduct is made either explicitly or implicitly a term or condition of an individual's employment.

(2) Submission to or rejection of such conduct by an individual is used as the basis for employment decisions affecting such individual.

(3) Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile, or offensive working environment.

b. For all military members and covered employees, sexual harassment means any of the following:

(1) Conduct that:

(a) Involves unwelcome sexual advances, requests for sexual favors, and deliberate or repeated offensive comments or gestures of a sexual nature when:

1. Submission to such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, or career.

2. Submission to or rejection of such conduct by a person is used as a basis for career or employment decisions affecting that person.

3. Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.

(b) Is so severe or pervasive that a reasonable person would perceive, and the victim does perceive, the environment as hostile or offensive.

(2) Any use or condonation, by any person in a supervisory or command position, of any form of sexual behavior to control, influence, or affect the career, pay, or job of a member of the armed forces or a civilian employee of the DoD.

(3) Any deliberate or repeated unwelcome verbal comment or gesture of a sexual nature by any member of the armed forces or civilian employee of the DoD.

9. Work Environment. The workplace or any other place that is work-connected, as well as the conditions or atmosphere under which people are required to work. Examples of work environment include, but are not limited to: an office; an entire office building; a DoD base or installation; DoD ships, aircraft or vehicles; anywhere when engaged in official DON business; as well as command-sponsored social, recreational, and sporting events, regardless of location.

Responsibilities

1. The Assistant Secretary of the Navy (Manpower and Reserve Affairs (ASN (M&RA))) will:

a. Establish a civilian sexual harassment prevention and response program that meets the requirements of reference (k).

b. Provide oversight of Navy and Marine Corps sexual harassment prevention and response programs.

(1) Review annual reports submitted as required by paragraphs 2a, 2b, and 3c of this enclosure.

(2) Monitor prevalence as measured in available survey data (e.g. Workplace and Gender Relations Surveys).

(3) Review and take appropriate action in response to annual command climate reports submitted as required by paragraph 3g of this enclosure.

2. The Naval Inspector General will:

a. Provide a summary of hotline allegations involving sexual harassment for the previous fiscal year by 15 December annually to the ASN (M&RA). The summary must include total number of sexual harassment reports; race, sex, and ranks of the complainant(s) and alleged offender(s); number of substantiated or unsubstantiated reports; and if substantiated, the administrative or disciplinary action that resulted.

b. Provide a summary of allegations against Flag and General Officers and Senior Executive Service (SES) officials relating to sexual harassment for the previous fiscal year by 15 December annually to ASN (M&RA). The summary must include the total number of sexual harassment reports; race, sex, and ranks of the complainant(s) and alleged offender(s); number of substantiated or unsubstantiated reports; and if substantiated, the administrative or disciplinary action that resulted. The Naval Inspector General is normally the investigative authority for all sexual harassment reports against Flag Officers and some SES officials in accordance with reference (l).

c. Include specific assessments of sexual harassment prevention and response programs in all command inspections and area visits, and ensure that subordinate inspector generals

include sexual harassment program prevention and response assessments in their own unit-level inspection programs.

3. The Chief of Naval Operations and Commandant of the Marine Corps will:

a. Establish military sexual harassment prevention and response programs that meet the requirements of references (d) and (j). These programs must ensure that:

(1) Service Members and Civilians are treated with dignity and respect.

(2) Leaders at all levels are held appropriately accountable for fostering a climate of inclusion within their organizations that supports diversity, is free from sexual harassment, and does not tolerate retaliation for reporting sexual harassment allegations.

(3) Formal and informal resolution procedures are established.

(4) Sexual harassment complaints are investigated in an impartial and timely manner and that all reports of investigation of formally resolved complaints are reviewed for legal sufficiency. References (a) and (d) includes timelines for initiating and completing an investigation for complaints submitted by military members and covered employees. A complaint that alleges facts that, if true, would not constitute sexual harassment, need not be investigated using sexual harassment procedures. However, where the facts alleged, if true, would constitute unlawful harassment under another protected basis, that matter must be investigated under procedures established for investigations under those other protected bases, which may include the harassment procedures outlined in enclosure (4) for some civilians. Claims that are identical to claims previously filed and resolved may be dismissed as duplicative.

(5) Complainants receive access to available victim services and support, and are afforded an opportunity to provide input regarding disposition.

(6) Complainants receive ongoing timely information regarding the status of their complaints, commencement of the investigation, and notice of disposition.

b. Oversee Military Service programs, which will include:

(1) Information regarding how to identify sexual harassment.

(2) Information regarding how to identify sexual assault under Article 120 of the UCMJ and sexual assault reporting procedures.

(3) Information regarding reporting options, procedures, and applicable timelines to submit sexual harassment complaints, including complaints submitted anonymously, and complaints involving a Service Member's commander or supervisor, to the appropriate commander or supervisor, the Inspector General's office, Military Equal Opportunity (MEO) office, or staff designated by the Military Service to receive harassment complaints.

(4) Procedures for commanders and supervisors to receive, respond to, investigate, and resolve sexual harassment complaints, including those made in Joint Service environments consistent with paragraph 4.5 of reference (d). These procedures will include forms for the documentation of each step in the formal complaint process, including pre-decision updates and post-decision follow-ups with the complainant consistent with reference (c) and implementing DoD guidance. Complaint forms and reporting systems should clearly identify the duty status involved in Reserve component cases. Service Members should be encouraged to file complaints promptly, normally within 60 days of the incident.

(5) Training and education requirements for commanders, supervisors, Service Members, and any other appropriate personnel (e.g., chaplains, judge advocates, investigating officers, inspectors general, MEO personnel, and staff designated by the Service to receive complaints). In addition to requirements in Section 6 of reference (d), training will include, at a minimum, training modules and materials provided by Defense Equal Opportunity Management Institute (DEOMI). Service developed training plans for such personnel will be submitted to DEOMI for review before implementation.

(6) All DON personnel, military and civilian, must be educated and trained upon accession (within 90 days to the extent possible) and periodically thereafter (including throughout professional military education systems) in the areas of identification, prevention, resolution, and elimination of

sexual harassment. The frequency of periodic training will be no less than every two years. Periodic training will include the application of pertinent, anonymous reporting as well as informal and formal resolution procedures.

(7) Criteria for the appeal of administrative findings of formally resolved complaints of sexual harassment. The sole mechanism for appealing the disposition of an informally resolved complaint will be to file a complaint using the formal resolution process. Appeal procedures will be per reference (j).

(8) Information on the policies and procedures for filing a complaint of reprisal under reference (m) and the policies and procedures for filing complaints of other types of retaliation, such as maltreatment and ostracism.

(9) Mechanisms to collect, track, assess, and analyze data and information related to sexual harassment complaints per Section 7 of reference (d).

(10) Mechanisms to maintain data regarding sexual harassment complaints in a manner that will ensure adequate tracking of complaints from or against Service Members assigned, detailed, or otherwise working in a DoD Component, other than the parent Military Service, consistent with Service specific record retention policies and procedures, references (n) and (o).

(11) Requirements to prominently post and publicize information regarding DON and Service sexual harassment prevention and response policies and programs, including information regarding how to identify sexual harassment.

c. Respond to the DoD Office of Diversity, Equity and Inclusion (ODEI) data calls, via the ASN (M&RA), per Section 7 of reference (d), including data and reports to support annual Congressional and DoD fiscal year reports. Data and reports on sexual harassment will be submitted to the ASN (M&RA) by 15 January of each year, in support of 31 January requirement to provide DON data to ODEI.

d. Ensure that a minimum of one 24-hour toll-free or local hotline (or advice line) provides information on sexual harassment policies and procedures covered within this issuance, including how and where to file complaints, and the behaviors that constitute sexual harassment. Service Members should also

be made aware of other resources such as Military One Source and information about the DoD-wide hotline for Sexual Assault at <https://www.safehelpline.org>.

e. Ensure appropriate administrative or disciplinary action is taken against Service Members in cases involving substantiated sexual harassment complaints.

f. Mandate that substantiated complaints are annotated on fitness reports or performance evaluations for those DON personnel, military or civilian, against whom a complaint is substantiated.

g. Verify that commanders conduct climate assessments and take appropriate action as required. Provide an annual report (fiscal year basis) to the ASN (M&RA) on the compliance rate for completing command climate assessments. Include the number of command climate assessments conducted compared to the number required, trend data with regards to sexual harassment related questions (subject to and consistent with any restrictions the DoD Office of People Analytics places on the aggregation of command climate data), and a narrative report of any actions taken in response to revelation of poor command climates via the assessments.

h. Assist and support sexual harassment complainants per references (j), (k), and (p). Complainants should be provided adequate protection and care, and be informed about available support resources, including:

(1) Military and civilian emergency medical and support services.

(2) Public and private programs that are available to provide counseling, treatment, and other support.

(3) Organizations and entities on- and off-base that provide victim and witness services and support.

4. Leaders at all levels will:

a. Clearly communicate that sexual harassment will not be tolerated.

b. Demonstrate through actions and words that a hostile work environment will not be tolerated.

c. Discourage and actively intervene if they observe any sexist behaviors, including sexual jokes, gestures, etc. in the workplace.

d. Encourage Service Members and Civilians to report all instances of sexual harassment.

5. Service Members and Civilians will:

a. Treat others with dignity and respect.

b. Promote a positive command climate.

c. Report acts of sexual harassment.

d. Be accountable for their actions and behavior.

**HARASSMENT RESPONSE PROCEDURES FOR COMMANDERS AND SUPERVISORS OF
DON CIVILIANS**

1. Background

a. Sound leadership must be the cornerstone of the effort to eliminate sexual harassment. It is not the intent of this instruction to impair commanders and supervisors in their ability to take appropriate actions to carry out leadership responsibilities. They must set the example in treating all people with dignity and respect, and fostering a climate free of sexual harassment. Such a climate is essential to maintain high morale, discipline, and readiness. Commanders and supervisors are responsible for, and must be committed to, preventing sexual harassment in their commands and work environments. They must not ignore or condone sexual harassment in any form, and they must take whatever action is required to ensure that a recipient of sexual harassment is not subsequently also the victim of retaliation. Retaliation, as further described in enclosure (2), is prohibited under this instruction whether the command, alleged perpetrator, or peers of the complainant originated it. These responsibilities regarding sexual harassment are part of the broader responsibility of commanders and supervisors to foster a positive climate and take appropriate corrective action when conduct is disruptive, provoking, discriminatory, or otherwise unprofessional.

b. Unwelcome verbal or physical conduct that is based on race, color, religion, sex (including sexual harassment, pregnancy, sexual orientation and gender identity), national origin, age (40 or older), disability (mental or physical), genetic information, or retaliation (based on opposition to discrimination or participation in the discrimination complaint process) can result in a form of harassment that amounts to employment discrimination and violates Title VII of the Civil Rights Act of 1964 and/or other applicable laws.

c. The DON strives to prevent and correct unlawful harassment. These procedures describe the responsibilities of commanders and those in supervisory positions who are accountable for promoting, supporting, and enforcing anti-harassment policies and programs for civilian employees. Supervisors must recognize harassing conduct and take immediate and appropriate action if they observe harassment, receive a report or complaint of harassment, or otherwise have knowledge of an allegation of harassment. All feasible steps to prevent

harassing conduct must be taken as early as possible, before it becomes pervasive or severe.

d. Although petty slights and annoyances in and of themselves will not constitute unlawful harassment, commanders and those in supervisory positions must be aware that claims of Hostile Work Environment (HWE) are viewed based on the totality of the circumstances rather than piecemeal. In isolation, an offhand comment may not constitute unlawful harassment, but may if it is severe, or if those same acts are repeated and go unaddressed. Supervisors will contact EEO, Human Resources (HR), and/or legal officials if there is any doubt concerning any behavior.

e. These procedures are separate and apart from any collective bargaining agreement or statutory complaint process that also covers harassment, such as the EEO complaint process in accordance with reference (f).

2. Procedures

a. Allegations of HWE, including sexual harassment and other unlawful harassment, received by commanders, those in supervisory positions, HR, or EEO must be appropriately investigated at the lowest appropriate level.

b. Supervisors should immediately document in writing all harassment observed or reported to include: specific nature of the incident, date and place of the incident, names of all parties involved, and all other pertinent facts.

c. Supervisors will contact EEO officials, HR, and/or legal upon receiving a report of HWE, including sexual harassment and other unlawful harassment. If the supervisor is uncertain if the allegations rise to the level that should be reported, the supervisor must report the incident.

d. Confidentiality will be maintained to the greatest extent possible in accordance with reference (f).

e. Civilian employees should be advised of their right to pursue the matter through the federal EEO complaint process by contacting an EEO counselor.

f. If a covered employee makes a sexual harassment allegation covered by reference (a), then that process must be utilized. An EEO Counselor is the point of contact for covered

employees who report an allegation of sexual harassment. The EEO Counselor upon receipt of an allegation and after consultation with the Deputy Director, EEO (DDEEO), or Director, EEO in the absence of a DDEEO, and the command's legal counsel must make a determination if the employee meets the definition of a covered employee. Whether or not an employee meets the definition of covered employee, the EEO office/counselor must advise the employee of their right to utilize the federal sector EEO complaint process, in addition to the process under reference (a).

g. For employees covered by reference (a), all allegations of HWE, sexual harassment, and other unlawful harassment must be reported by the EEO, HR, and/or legal officials within 72 hours of receipt to command leadership. At least one of the following must be informed: Commander, Vice Commander, Chief of Staff, Commanding Officer, or Executive Director. This will occur no matter the level at which the inquiry is occurring.

(1) Subject Matter Experts, such as the Labor and Employee Relations (LER) division and the Command's Legal Counsel, can help determine whether a preliminary inquiry is required or if a more in-depth management inquiry is required. If it is determined that an inquiry with a Fact Finder is required, the management official will assign a Fact Finder in consultation with the LER division and the Command's Legal Counsel.

(2) If an inquiry is deemed necessary, it should be initiated, and conclude with a written report. All inquiries should be completed within 45 business days of being initiated. The Fact Finder is responsible for regularly updating the management official on progress and any obstacles encountered. If an inquiry or completion of the written report is going to be delayed, the Fact Finder is responsible for promptly notifying the management official of the delay, the reasons for the delay, and the revised anticipated completion date. If an extension is needed, a request must be made to the Commanding Officer or Senior Supervisory Civilian.

(3) It may be necessary to take intermediate measures before completing the inquiry to ensure that further harassment does not occur. The individual who brought the allegations forward should not be involuntarily transferred or otherwise burdened, because such measures could constitute unlawful retaliation. Examples of intermediate measures include making scheduling changes to avoid contact between the parties;

transferring the alleged harasser; or placing the alleged harasser on administrative leave pending the conclusion of the investigation.

(4) The Fact Finder must objectively gather and consider the relevant facts. The alleged harasser must not have supervisory authority over the Fact Finder and must not have any direct or indirect control over the investigation. The command must ensure that there are no conflicts of interest between the Fact Finder and the subject of the inquiry. All reasonable efforts should be made to ensure the inquiry is performed in an objective and unbiased manner. The Fact Finder should receive training in the skills that are required for interviewing witnesses and evaluating credibility.

h. The LER division, Command's Legal Counsel, and EEO will provide advice and guidance to the command regarding whether the outcome of the inquiry supports the allegations. The LER division and Command's Legal Counsel will also provide advice and guidance on corrective actions, if necessary.

i. Individuals who report harassment will be provided timely information and notice of disposition in accordance with reference (c) requirements and other pertinent laws, regulations, and negotiated agreements.

j. Ensure employees who may be facing a personal or workplace concern are aware of the Navy Civilian Employee Assistance Program, DONCEAP, 1-844-DONCEAP (1-844-366-2327).

RANGE OF BEHAVIORS WHICH CONSTITUTE SEXUAL HARASSMENT

1. Introduction. This enclosure explains and illustrates behaviors that may constitute sexual harassment by describing in layperson's terms what sexual harassment is and how it occurs in, or impacts, the work environment. It is intended to be used as a guide for developing training programs and to assist military members and civilian employees in distinguishing between acceptable and unacceptable behavior. DON policy and prohibitions governing sexual harassment are contained in the basic instruction and enclosure (3).

2. Description. Sexual harassment is verbal or physical conduct that is unwelcome, sexual in nature, and affects the terms or conditions of employment and/or has the purpose or effect of unreasonably interfering with the employee's work performance and/or creating an intimidating, hostile, or offensive work environment. A wide range of behaviors can meet these criteria, and therefore, constitute sexual harassment. It can, at times, be difficult to determine whether or not a behavior constitutes sexual harassment. This enclosure is provided to assist in this process. The policy established by this instruction is not intended to prevent the types of behavior which are appropriate in normal work settings and which contribute to camaraderie.

3. Discussion. For a person's verbal or physical conduct to be considered sexual harassment, it must meet three criteria: it must be unwelcome, sexual in nature, and impact the work environment.

a. Unwelcome behavior is behavior that a person does not solicit or participate in and which that person considers undesirable or offensive. Not everyone has the same perception of "undesirable or offensive." Use of a "reasonable person standard," defined in enclosure (2) provides a common sense totality of the circumstances approach in determining which behaviors might be considered sexual harassment. In this regard, behavior which the recipient reasonably finds unwelcome should be stopped.

b. Behavior which is sexual in nature is fairly easy to determine. Telling sexually explicit jokes, displaying sexually suggestive pictures, and talking about sex are obviously "sexual in nature." Some people would consider other behaviors, such as touching, to be sexual in some cases but not in others. Assessing the totality of the circumstances will normally be

enough to determine whether or not a certain behavior is sexual in nature. Other non-verbal behaviors such as ogling, staring, and gestures can be sexual in nature.

c. For sexual harassment to occur, unwelcome sexual behavior must be related to the work environment:

(1) When recipients are offered or denied something that is work-related in return for submitting to or rejecting unwelcome sexual behavior, they have been subjected to a type of sexual harassment known as "quid pro quo," or "this for that." Examples include: getting or losing a job, a promotion or demotion, a good or bad performance evaluation, etc. If any work-related decisions are made based on the submission to or rejection of the unwelcome sexual behavior, sexual harassment has occurred. Normally, this is from a senior to a junior, because the senior person has something to offer.

(2) When the unwelcome sexual behavior of one or more persons unreasonably interferes with another person's work performance, sexual harassment has occurred. If the behavior produces a work atmosphere which is offensive, intimidating, or hostile to another person, whether or not work performance is affected, a type of sexual harassment called "hostile environment" has occurred. This behavior does not need to occur in the normal workspaces to meet the hostile environment criteria. Unwelcome sexual behaviors off base, outside the workplace, or online can create a hostile work environment for the victim. Similarly, the offender does not need to work directly with the victim to create a hostile work environment or direct the conduct directly at the victim. The following are examples of behavior that could create a hostile environment:

- (a) Using sexually explicit or sexually offensive language.
- (b) Displaying sexually-oriented images, posters, or calendars.
- (c) Touching someone in a suggestive manner.
- (d) Giving someone unwelcome letters, cards, or gifts of a personal nature, particularly when these items have sexual overtones.
- (e) Unwanted or uninvited pressure for dates.

(f) Sharing intimate images or details of a sexual nature (to include sexual rumors) about a person with that person's co-workers or prospective co-workers.

**GUIDANCE ON INFORMAL RESOLUTION PROCEDURES FOR MILITARY SERVICE
MEMBERS**

1. References (d) and (j) require both formal and informal resolution procedures be available options for military Service Members. The purpose and intent of an informal resolution procedure is to put in place an effective system to resolve complaints of sexual harassment at the lowest appropriate level. References (d) and (j) provide wide latitude regarding informal resolution processes. In developing the informal resolution component of the military Service sexual harassment programs, the Services will adhere to the additional guidance in this enclosure.

2. The informal resolution system will:

a. Emphasize the individual accountability of the recipient, accused, co-workers, and the chain of command.

b. Clarify the roles for co-workers and the chain of command.

c. Teach interpersonal communications skills.

d. Incorporate the concepts of a retaliation free environment, timely resolution, and appropriate feedback and follow-up.

3. Individuals who believe they have been sexually harassed will be encouraged to address their concerns or objections regarding the incident directly with the person demonstrating the harassing behavior via the informal resolution procedures; however, informal resolution is not required. This informal resolution may be facilitated by a member of the chain of command or an equal opportunity professional with responsibility for the command (e.g. Navy Command Managed Equal Opportunity program manager, Command Climate Specialist, or Equal Opportunity Advisor or Marine Corps Equal Opportunity Representative).

a. Persons who are subjected to or observe objectionable behavior should file a formal complaint with the chain of command if:

(1) The objectionable behavior does not stop.

(2) The situation is not resolved.

(3) Addressing the objectionable behavior directly with the person concerned is not reasonable under the circumstances.

(4) Quid pro quo sexual harassment is involved.

(5) The behavior is clearly criminal in nature.

b. If the person demonstrating the objectionable behavior is a direct superior in the chain of command, or the chain of command condones the conduct or ignores a report, individuals who have been subjected to or who observe objectionable behavior are encouraged to promptly communicate the incident through other available means, such as the inspector general or sexual harassment hotline (or advice line).



SECRETARY OF DEFENSE
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WASHINGTON, DC 20301-1000

SEP 22 2021

MEMORANDUM FOR SENIOR PENTAGON LEADERSHIP
COMMANDERS OF THE COMBATANT COMMANDS
DEFENSE AGENCY AND DOD FIELD ACTIVITY DIRECTORS

SUBJECT: Commencing DoD Actions and Implementation to Address Sexual Assault and Sexual Harassment in the Military

I have been clear since my first full day as Secretary of Defense that we must do more to eliminate sexual assault and sexual harassment from the ranks. I stated from the outset that this is a leadership issue, and we will lead.

Over the past seven months, the Department has made progress on a set of actions to evaluate our installations, assess compliance with existing policy, comprehensively improve our efforts at the installation level, take the initial steps to establish a violence prevention workforce, and initiate changes to the military justice process governing the handling of sexual assault and sexual harassment cases. I also established the 90-day Independent Review Commission (IRC) on Sexual Assault in the Military, which provided the Department a set of comprehensive and actionable recommendations to improve our approach in four lines of effort: accountability, prevention, climate and culture, and victim care and support.

In keeping with my intent to accept the IRC recommendations wherever possible, the Deputy Secretary has developed a tiered implementation roadmap in consultation with the uniformed and civilian leadership of the Department. I approve the roadmap, which is attached, and expect Department leaders to move swiftly and deliberately to implement it.

This includes the following actions across four Tiers:

- First, the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) will issue enterprise-wide guidance for Tier 1 by October 13, 2021. Tier 2 guidance will be released by November 12, 2021. Guidance for Tiers 3 and 4 will be released by December 15, 2021;
- Then, each of the Military Services and relevant Components will develop implementation plans and resource mapping for Tier 1 by November 12, 2021; Tier 2 by December 15, 2021; and Tiers 3 and 4 by January 31, 2022;
- The USD(P&R) will develop an Outcome Metrics Evaluation Report by May 1, 2022 to track effectiveness and progress of implementation of all Tiers; and
- The USD(P&R), in consultation with the uniformed and civilian leadership of the Department, will assess the roadmap formally no less than twice annually and recommend any adjustments to the Deputy Secretary, through the Deputy's Workforce Council (DWC). The DWC will meet quarterly to monitor implementation progress and timelines wherever possible.

The next steps we take are critical to maintaining our momentum. We will build back the trust of our personnel through demonstrable progress, clear and enduring implementation mechanisms, increased transparency, and continued senior leader involvement.

I expect Department leaders to talk about this work with our total DoD workforce to create shared understanding and purpose. We must be willing to have difficult conversations. Our readiness depends on it. Our people deserve it.

No one single action the Department can take will fix this problem. Ending the scourge of sexual assault and sexual harassment in the military demands strong leadership across the enterprise.

We have a true opportunity to lead. And we will.

A handwritten signature in black ink, appearing to read "D. J. ...". The signature is written in a cursive style and is positioned to the right of the main text block.

Attachment:
As stated

Introduction

In January 2021, President Biden directed Secretary of Defense Lloyd Austin to launch a commission to pursue solutions to sexual assault in the military. On February 26, 2021 Secretary Austin launched the Independent Review Commission on Sexual Assault in the Military (IRC). On July 2, the IRC published their report and Secretary Austin directed Deputy Secretary Hicks to develop an implementation roadmap within 60 days, with a strong bias towards accepting all recommendations where possible. The Secretary approved this roadmap on September 22, 2021.

The enclosed Implementation Roadmap is the Department's strategic plan to implement all of the IRC recommendations, with appropriate modifications to ensure effective implementation, integrated with a number of actions directed by Secretary Austin. The objectives of this tiered roadmap are to implement these key actions as rapidly as possible while ensuring we can deliver durable and meaningful outcomes.

The Department's initial efforts will focus on Tier 1, the foundation of the Implementation Roadmap. A comprehensive timeline of actions is outlined in the Way Forward section. Implementation of Tier 1 begins immediately with the following actions:

- **By October 13, 2021:** The Under Secretary of Defense (Personnel & Readiness) (USD(P&R)) will issue enterprise-wide guidance for Tier 1.
- **By November 12, 2021:** Each of the Military Services and relevant components will develop implementation plans and resource mapping for Tier 1.
- **By December 15, 2021:** The Military Services and relevant components will begin implementing their plans for Tier 1 actions. Initial cost estimates to implement the roadmap are approximately \$4.6 billion, from FY 2022 through FY 2027.¹ Additional costs that could be incurred in FY 2028 – FY 2030 were not calculated.

Transforming DOD's workforce and addressing issues as complex as sexual harassment and sexual assault require sustained attention from the Secretary of Defense and the Department's most senior leadership. To ensure this level of attention, the Secretary has directed the Deputy's Workforce Council (DWC), chaired by the Deputy Secretary of Defense and the Vice Chairman of the Joint Chiefs of staff, to review progress on a quarterly basis and ensure that the Department continues to pursue the most effective and expedient pathways to implementation. He will hold leadership at all levels accountable.

Background

The implementation roadmap herein provides a summary of the Department's strategic plan to implement the recommendations, as appropriately modified, of the Independent Review Commission (IRC) on Sexual Assault in the Military. The roadmap accepts the IRC's

¹ Implementation-only estimates were developed by the Services and relevant OSD components, with sustainment estimates calculated by the Office of Cost Assessment Program Evaluation and each Military Department

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recommendations, with adjustments made to ensure effective implementation only as noted by the phrase “[REVISED]” below. It directs a holistic approach to their implementation across four tiers, with the preponderance of effort and resources focused in Tier 1. Based on timelines estimated, all recommendations would be implemented by Fiscal Year (FY) 2030, with the prioritized initial tier implemented by the end of FY 2027. The timelines are a conservative estimate, and in many cases account for time to fully implement across the Reserve components. The Department is committed to completing implementation on a faster timeline where possible.

The IRC provided the Department a total of 28 recommendations, 54 sub-recommendations, 5 Cross Cutting recommendations, and 16 cross cutting sub-recommendations.

The Department’s implementation roadmap best aligns with the IRC recommendations and focuses on the necessary foundational investments needed to support sexual assault accountability, prevention programs, this command climate, and victim support approach, as envisaged by the IRC. In addition, the plan allows for a deliberative implementation strategy to include iterative evaluations throughout the process to assess effectiveness and progress of early actions, and modify as required to ensure impact.

Tiered Recommendation Approach

Based on a comprehensive assessment of the recommendations, four tiers were identified for implementation (Figure 1).

1. **Tier 1.** Implementation of these recommendations (as revised by the Department’s leadership) builds the Department’s basic foundation and infrastructure for a best-in-practice sexual assault accountability, prevention, and response programs. These recommendations are either IRC-identified priority recommendations, or represent basic infrastructure that is required to apply necessary best-in-practice strategies. These also include recommendations whose implementation is already underway. (Estimated completion: FY 2027)
2. **Tier 2.** Implementation of these recommendations is dependent on the execution of a Tier 1 action and builds directly on that Tier 1 infrastructure to apply best-in-practice strategies (e.g., training, education). (Estimated completion: FY 2028)
3. **Tier 3.** The implementation of these recommendations either is chronologically or practically dependent on the execution of a Tier 2 action, would expand programs and practices within the DoD, or would endure throughout the implementation of recommendations. (Estimated completion: FY 2028²)
4. **Tier 4.** Implementation of these recommendations either is chronologically or practically dependent on the execution of a Tier 3 action or would expand programs and practices outside of the DoD purview. (Estimated completion: FY 2030)

² All recommendations within Tier 3 will be complete by 2028 except recommendation 2.6.c, which requires an extensive assessment and pilot of a character assessment tool across the Department.

Figure 1. Tiers for Implementation



To implement the approved recommendations, the Department will take an iterative approach with initial emphasis on building the base and foundational infrastructure to ensure a concrete sexual assault and harassment prevention program. Recommendations, as revised by Department leadership, are broken down by Tiers as depicted in Figure 1. Detailed mapping of recommendations to specific tiers is included in Appendix A.³

Each progressive tier reflects recommendations with dependencies in execution or impact with previous tiers. Based on the IRC report, subsequent tiers are integral to a best-in-practice program. The proposed successive implementation plan allows for modification and adaption to ensure programs are maximally effective.

Way Forward

To implement this roadmap, the Department will immediately commence the following actions:

Overarching Guidance: OSD P&R must issue necessary guidance to allow the Services and relevant Components to ensure successful implementation to include specific requirements and chronology of actions, resource requirements, staffing requirements, credentialing of staff, and specific policy requirements where applicable. Timeline for releasing this guidance is:

- **By October 13, 2021:** The USD(P&R) will issue enterprise-wide guidance for Tier 1.
- **By November 12, 2021:** The USD(P&R) will issue enterprise-wide guidance for Tier 2.
- **By December 15, 2021:** The USD(P&R) will issue enterprise-wide guidance for Tiers 3 and 4.

Service Implementation Plans: Based on the roadmap described here and USD(P&R) issued guidance, Service-specific Implementation Plans will provide timelines and associated actions for full implementation of recommendations and a mapping of resourcing required over the FYDP and beyond. By November 12, 2021, each of the Military Services and relevant components will develop these implementation plans and resource mapping for Tier 1. Implementation Plans will be updated to include guidance for each successive Tier, culminating in full Implementation Plans which cover Tiers 1 through 4 completed by January 31, 2022.

³ Recommendations are subject to possible further revision by the Department's leadership before implementation.

Additional Actions:

- **By December 15, 2021:** The Military Services and relevant components will begin implementing their plans for Tier 1 actions.
- **Ongoing:** The USD(P&R), in consultation with the uniformed and civilian leadership of the Department, will assess the roadmap formally no less than twice annually and recommend any adjustments to the Deputy Secretary, through the DWC.
- **Outcome Metrics Evaluation Report:** Based on the Implementation Plans provided, USD(P&R) will develop an Outcome Metrics Evaluation Report by May 1, 2022 to track the effectiveness of recommendations. This report will detail outcome metrics, to include interim metrics of progress, to ensure recommendation activities are successful and show progress. Where interim metric indicate a lack of progress and/or ineffective implementation, a reevaluation can occur. This report will also include updates to surveys, research, and studies as required to ensure comprehensive evaluation is possible.

To ensure senior oversight and review progress, Senior Leaders will convene through the DWC quarterly to monitor implementation progress and timelines. These reviews will ensure actions and resources appropriately reflect the priority placed on driving meaningful progress to counter sexual assault across the Department of Defense.

Appendix A: Recommendations by Tier

NOTE: All of the recommendations below are subject to such revisions as the Department's leadership may direct.

Tier 1: Estimated Implementation by 2027

The following recommendations build the Department's basic foundation and infrastructure for a best-in-practice sexual assault prevention and response program.

IRC Priority Recommendations:

- Recommendation 1.1: [REVISED]⁴ Establishment of Offices of Special Victims Prosecutors and removing prosecution of sexual assaults and related crimes out of the military chain of command.
- Recommendation 1.2: [REVISED] Independent, trained investigators for sexual harassment and mandatory initiation of involuntary separation for all substantiated complaints.
- Recommendation 2.6 b: USD(P&R), the Services, and the NGB should continually review and update all policies that unnecessarily restrict data collection on important populations of Service members.
- Recommendation 4.1 b: Eliminate collateral duty for SARCs and SAPR VAs, with exceptions for ships, submarines, and isolated installations.
- Recommendation 4.3 a: Implement the No Wrong Door approach to sexual harassment, sexual assault, and domestic abuse across the Services and NGB.
- Recommendation 4.3 c: Allow survivors flexibility to take non-chargeable time off for seeking services or time for recovery from sexual assault.
- Recommendation 4.3 d: Increase victim agency and control of the response process by: maximizing adherence to survivor preference on reporting status, and centering survivor preferences in expedited transfers.
- Cross Cutting Recommendation 1: DoD should immediately make sexual harassment victims eligible for SAPR services and undertake a review of all policies and structures tasked with addressing elements of the military's sexual harassment response.
- Cross Cutting Recommendation 3.c: USD(P&R) should immediately publish the reissuance of DoD Instruction (DoDI) 6400.06, "Domestic Abuse Involving DoD Military and Certain Affiliated Personnel."
- Cross Cutting Recommendation 5: [REVISED] The Secretary of Defense should establish a Senior Policy Advisor for Special Victims. The Senior Policy Advisor should be supported by the new position of the DoD Special Victim Advocate.

⁴ [REVISED] indicates a recommendation where the Department has made a revision or slight modification to the original IRC recommendation to ensure effective implementation within the Department.

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Workforce Foundation Recommendations:

- Recommendation 2.2 b: USD(P&R) should develop a professional credential for the prevention workforce.
- Recommendation 2.2 c: The Services should determine the optimum full-time prevention workforce, and equip all echelons of active duty, reserve, and guard organizations.
- Recommendation 4.1 a: Move SARCs and SAPR VAs from the command reporting structure.
- Cross Cutting Recommendation 2: DoD must undertake a comprehensive approach to professionalizing, strengthening, and resourcing the workforce for SAPR across the board.

System Foundation Requirements

- Recommendation 1.5: Judge-alone sentencing in all noncapital general and special courts-martial and establishment of sentencing parameters.
- Recommendation 1.6: Expedite processing of proposed Executive Orders regarding military justice, including those currently awaiting issuance related to sexual assault, sexual harassment, and other special victim crimes.
- Recommendation 1.7 d: [REVISED] The method of selection of court-martial panel members should be revised.
- Recommendation 2.5 b: [REVISED] The Services and the NGB should employ virtual platforms to provide support to all Service members.
- Recommendation 2.7 a: The NGB should develop Army National Guard and Air National Guard prevention strategies aligned with DoD's Prevention Plan of Action, based on the National Guard's unique construct and missions
- Recommendation 3.8: The Services should publish the nature and results of all disciplinary actions related to sexual misconduct and disseminate this information to troops periodically.
- Recommendation 4.2 c: Expand access to CATCH to include victims of sexual harassment and enable Service members to self-service access to CATCH.
- Recommendation 4.2 e: Amplify victims' rights and services in the post-trial period.
- Cross Cutting Recommendation 4.g: DoD should require the Services and the National Guard Bureau to publish data for all sexual harassment complaints.

Directed Studies

- Recommendation 1.8: Study caseloads to attain the optimum timeline for the military justice process.
- Recommendation 2.5 a: The Services and the NGB should institute a pilot program to link Service members with resources and support.

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Actions Currently Underway

- Recommendation 1.3: [REVISED] Study of judge-ordered Military Protective Orders for victims of sexual assault and related offenses.
- Recommendation 1.4: Professionalized career billets for military justice personnel handling special victim crimes.
- Recommendation 1.7 a: [REVISED] The Military Justice Review Panel has been directed to study Article 32 Preliminary Hearings.
- Recommendation 1.7 b: [REVISED] The Military Justice Review Panel has been directed to study Article 34, Advice to Convening Authority Before Referral to Trial.
- Recommendation 1.7 c: [REVISED] The Joint Service Committee on Military Justice has drafted a proposed Executive Order to establish a preponderance of the evidence standard for non-judicial punishment.
- Recommendation 1.7 e: The Secretary of Defense should direct the Services to establish funding appropriate for defense counsel control of their own resources.
- Recommendation 1.7 f: Article 128b of the UCMJ should be amended to include dating violence.
- Recommendation 2.1 a: USD(P&R) should define the competencies leaders must have to oversee prevention.
- Recommendation 2.2 a: USD(P&R) should develop a model for a dedicated and capable prevention workforce.
- Recommendation 3.3 c: Hold Service members appropriately accountable who engage in cyber harassment and other forms of technology-facilitated sexual harassment and sexual assault.
- Recommendation 4.2 a: Increase access to and visibility of civilian community-based care.
- Recommendation 4.3 b: Institute a “Commander’s Package” from the SAPR VA with recommendations for victim care and support.
- Recommendation 4.3 e: Study the methods our allies have used to make amends to survivors, including restorative engagement to acknowledge harm, and potential victim compensation.
- Recommendation 4.4 a: Establish a Defense Sexual Assault and Sexual Harassment Center of Excellence that administers a core curriculum of trauma and response trainings for all SAPR VAs and SARCs, chaplains, and other response personnel.
- Recommendation 4.4 b: Develop training to build the capacity of SARCs and SAPR VAs to provide culturally competent care to Service members from communities of color, LGBTQ+ Service members, religious minorities, and men
- Cross Cutting Recommendation 4.b: DoD should require the collection of data regarding sexual orientation and gender identity on the WGRA and WGRR.

Tier 2: Estimated Implementation by 2028

Implementation of the following recommendations either is chronologically or practically dependent on the execution of a Tier 1 action, or will build on the infrastructure to apply best-in-practice strategies (e.g., training, education, etc.).

Dependent on Tier 1 Activities:

- Recommendation 2.1 c: The Services and the NGB should equip all leaders to develop and deliver informed prevention messages in formal and informal settings.
- Recommendation 3.6: Building a climate for the reduction of sexual harassment and sexual assault as a fundamental leader development requirement.
- Recommendation 4.1 c: Explore the co-location of SAPR and SHARP with other special victim services, such as FAP, to improve coordination, collaboration, and consistency in victim support.
- Cross Cutting Recommendation 3.a: [REVISED] Designated independent judge advocates should replace commanders in deciding whether a charge should be tried by a court-martial and, if so, whether by a special or general court-martial (i.e., the referral decision) in domestic violence cases, as the IRC recommends for sexual assault, sexual harassment, and other special victim crimes.
- Cross Cutting Recommendation 4.c: DoD should ensure the WGRA and WGRR publish both past-year prevalence, prior to joining the military prevalence, and lifetime prevalence of sexual assault by race and ethnicity, sexual orientation, and gender identity.
- Cross Cutting Recommendation 4.e: DoD should ensure the WGRA and WGRR publish sexual harassment prevalence data by race and ethnicity, sexual orientation, and gender identity.
- Cross Cutting Recommendation 4.i: DoD should ensure the Workplace and Equal Opportunity surveys of military members publish past-year prevalence rates for racial/ethnic harassment by gender identity and sexual orientation.

Training, Education, and Leadership Development:

- Recommendation 2.4: Modernize prevention education and skill-building to reflect today's generation of Service members.
- Recommendation 3.2: USD(P&R) should direct the Services to educate the force about sexual harassment and sexual assault within the context of the Services' core values.
- Recommendation 3.5 b: Include a meaningful narrative section in performance evaluations for officers and NCOs.
- Recommendation 4.1 d: [REVISED] Train Independent Duty Corpsmen to be Sexual Assault Medical Forensic Examiners so patient care and evidence collection can be provided in deployed and isolated environments.
- Recommendation 4.4 c: Revise and update training modules on appropriate response to sexual assault and sexual harassment in PME for officers and NCOs.

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Data Collection:

- Recommendation 3.3 a: Collect data to measure the problem of cyberharassment (and related harms).
- Recommendation 3.5 a: Use qualitative data to select and develop the right leaders.
- Recommendation 3.7 a: [REVISED] USD(P&R) should develop a standardized “pulse survey” tool that would enable unit-level commanders to collect real-time climate data on sexual harassment and sexual assault from Service members in their units between required administrations of the Defense Organizational Climate Survey (DEOCS).
- Recommendation 3.7 b: The Secretary of Defense should direct the Services to develop a formal system to share climate survey data at the unit level and initiate and evaluate corrective action plans.
- Recommendation 3.7 c: USD(P&R) should accelerate efforts to develop a validated “Climate Benchmark” to measure healthy and unhealthy climate at the unit level.
- Cross Cutting Recommendation 3.b: DoD should establish a mechanism to track prevalence of domestic abuse/intimate partner related sexual assault by collecting information on the victim-perpetrator relationship in the Workplace and Gender Relations Surveys of Active Duty Members (WGRA), and Workplace and Gender Relations Surveys of Reserve Component Members (WGRR).

Tier 3: Estimated Implementation by 2028⁵

Implementation of these recommendations either is chronologically or practically dependent on the execution of a Tier 2 action, or will expand programs and practices within the DoD, or will endure throughout the implementation of recommendations.

Dependent on Tier 2 Activities:

- Recommendation 2.1 b: The Services and the National Guard Bureau (NGB) should develop and hold leaders appropriately accountable for prevention.
- Recommendation 3.7 d: The Secretary of Defense should assess whether current DoD policies, relevant components, and the Service-level Equal Opportunity workforce have the capacity to help commanders resolve climate issues.

Internal Expansion Activities:

- Recommendation 2.3 a: The Services and the NGB should resource and implement prevention strategies at organizational and community levels.
- Recommendation 2.3 b: USD(P&R) should identify a non-clinical OSD-level Office of Primary Responsibility for alcohol policy and develop relevant policy guidance and oversight.
- Recommendation 2.6 c: The Secretary of Defense should immediately authorize operational testing of the Air Force Compatibility Assessment, or similar tool, with a

⁵ All recommendations within Tier 3 will be complete by 2028 except recommendation 2.6.c, which requires an extensive assessment and pilot of a character assessment tool across the Department.

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cross-Service pre-accession sample, allowing for important research and intervention development.

- Recommendation 3.3 b: Educate leaders on cyberharassment and technology-facilitated sexual harassment and sexual assault.
- Recommendation 3.4 a: Elevate and standardize the gender advisor workforce.
- Cross Cutting Recommendation 4.j: DoD should evaluate ways to better collect data, via existing DoD-wide surveys, on the role of gender in the experience of racial/ethnic harassment and discrimination in the military.
- Cross Cutting Recommendation 4.k: DoD should commission qualitative research to better understand the experiences of racial/ethnic minority service women and their perceptions of climate, attitudes and experiences with sexual assault and sexual harassment, and gender and racial discrimination.
- Cross Cutting Recommendation 4.l: DoD SAPRO should dedicate a segment of its iterations of the Military Service Gender Relations (MSGR) Focus Groups to understanding the experiences of racial and ethnic minority service members and survivors.

Enduring Activities:

- Recommendation 3.1: USD(P&R) should codify in policy and direct the development and implementation of metrics related to sexual harassment and sexual assault as part of readiness tracking and reporting.

Tier 4: Estimated Implementation by 2030

Implementation of these recommendations either is chronologically or practically dependent on the execution of a Tier 3 action or will expand programs and practices outside of the DoD purview.

Dependent on Tier 3 Activities:

- Recommendation 2.6 a: DoD should establish a dedicated research center for the primary prevention of interpersonal and self-directed violence.
- Recommendation 2.6 d: USD(P&R) should commission research on gender and masculinities to develop effective social marketing strategies to facilitate primary prevention efforts.
- Recommendation 2.8: USD(P&R) should update the Department's prevention strategy, including the DoD Prevention Plan of Action, to incorporate approved IRC recommendations.
- Recommendation 3.4 b: Use qualitative data as part of indicators for Defense Objective One of the WPS Strategic Framework.
- Recommendation 3.4 d: Review and revise Professional Military Education (PME) and DoD schoolhouse curricula to mainstream WPS priorities.

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- Recommendation 3.4 e: Congress should support DoD's inclusion of Personnel & Readiness in WPS implementation and codify in legislation.
- Recommendation 4.4 d: Use an action research model to identify root problems, test interventions, and create best practices with survivors' input.
- Recommendation 4.2 b: Authorize Service members to access the full spectrum of VA services for conditions related to military sexual assault and sexual harassment confidentially, and without a referral.
- Recommendation 4.2 d: [REVISED] Create survivor-led peer support programs that allow for in-person, virtual, and telephone interaction.
- Cross Cutting Recommendation 4.d: [REVISED] DoD SAPRO should work with the CDC Division of Violence Prevention to request that future reports of the military supplement to the National Intimate Partner and Sexual Violence Survey include a breakdown of past-year and lifetime prevalence by race/ethnicity.