

**DEFENSE ADVISORY COMMITTEE FOR THE PREVENTION
OF SEXUAL MISCONDUCT (DAC-PSM)**

**Public Meeting Minutes
March 31, 2023**

The Defense Advisory Committee for the Prevention of Sexual Misconduct (DAC-PSM) convened a public meeting at 1:00 PM EST on March 31, 2023. The meeting was held in a virtual format via a Zoom video teleconference.

Committee Members Present

The DAC-PSM Committee Members present at the March 31 meeting included:

- The Honorable Gina Grosso, Chair
- Dr. Antonia Abbey
- Dr. Victoria Banyard
- Dr. Armando Estrada
- Dr. Dorothy Edwards
- Ms. Stephanie Gattas
- Dr. Lindsay Orchowski
- Dr. John Pryor
- Dr. Joann Wu Shortt
- Ms. Jennifer Silva
- Dr. Amy Smith Slep
- Ms. Glorina Stallworth

Absent Members:

- Dr. Debra Houry

Opening Remarks

The DAC-PSM Executive Director and Designated Federal Officer (DFO), Dr. Suzanne M. Holroyd, opened the Committee's public meeting by reviewing the establishment of the Committee and its mission. Dr. Holroyd informed those in attendance that this meeting is being held in line with requirements stated in the Federal Advisory Committee Act.

Those in attendance were reminded that any comments made during the meeting by Committee members are their personal opinions and do not reflect the position of the DAC-PSM, Department of Defense (DoD), or Military Services. Dr. Holroyd then conducted a roll call of DAC-PSM Members and confirmed that a quorum was met. Dr. Holroyd turned the meeting over to the DAC-PSM Chair, the Honorable Ms. Gina Grosso for opening comments.

Chair Grosso thanked everyone for attending and noted that this meeting would consist of internal Committee discussion, followed by a vote on recommendations to offer within the upcoming training study report. Over the last several months, the DAC-PSM has focused on identifying opportunities for DoD to improve its approach to training provided to the most junior Service

members. Chair Grosso stated that the Committee chose to focus on junior Service members because this group faces the highest risk of experiencing harmful behaviors such as sexual assault. Additionally, the Committee recognizes that these early years are important for informing and shaping one's military career. Chair Grosso expressed gratitude towards the Services for their extensive assistance throughout the duration of the training study effort. Looking ahead, the Committee owes this training study to the Department by mid-June, after which the Committee will conduct a study on professional military education (PME) for junior leaders. Chair Grosso remarked that it has become clear from all the Committee discussions that appropriate training for junior enlisted and junior officers is critical, and the DAC-PSM is committed to helping the Department get it right so that today's young Service members and tomorrow's leaders have all the necessary knowledge and skills to create the lasting change we need.

Overview of Public Written Comments

Dr. Holroyd opened the portion of the meeting designated for review of the public's written comments. She noted that the Committee did not receive any public comments (by email or phone) prior to the deadline listed in the Public Register Notice, and thus, had no comments for the Committee to address.

Training Study Background and Session Overview

Dr. Holroyd provided background information about the subject of the meeting, including an overview of efforts to date. The DAC-PSM was directed by its sponsor, the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), to analyze DoD sexual assault and sexual harassment training in support of a Fiscal Year 2022 (FY22) National Defense Authorization Act (NDAA) requirement.

The training study called for analysis on five specific topics:

- Approach to behavior change and method of delivery;
- Incentives used to ensure training participation, engagement, and/or effectiveness;
- Metrics of performance, effectiveness, and data collection;
- Cost estimates; and
- Engagement with non-Departmental entities in training development

The study is focused on training efforts related to junior enlisted Service members, who are at the highest risk of experiencing harmful behavior. Office of the Secretary of Defense (OSD) components and the Services provided insights on efforts related to these topics in public meetings held on December 8, 2022 and March 2, 2023, as well as in written responses to "Requests for Information" (RFI). The purpose of this meeting was for DAC-PSM members to discuss and vote on recommendations for inclusion in the training study report.

Dr. Holroyd explained that the session facilitator, Mr. J.R. Twiford, would walk through the five topics and introduce the recommendations for each topic. He explained that after each recommendation is introduced, the members would have an opportunity to discuss the rationale for the recommendation and propose text revisions. Following discussion of all recommendations within a topic, Dr. Holroyd would call for members to vote on all topic recommendations as a group. If a member voted in opposition to the group of recommendations, then Dr. Holroyd would call for a vote on each recommendation individually.

Dr. Holroyd introduced Mr. Twiford, noting that he is a retired Air Force colonel who had previously served as the DoD Sexual Assault Prevention Response Office Chief of Staff. Mr. Twiford thanked the Committee and expressed that it is an honor for him to take part in this work.

He noted that there would be space within each recommendation's discussion period for members to propose any adjustments in wording prior to voting. The session would begin with the category of Overall Observations and Recommendations, as they would likely inform the specific topics to follow, but discussion and voting on this category would be reserved for the end of the session. Mr. Twiford also noted that there would be an opportunity at the end of the session for miscellaneous inputs or recommendations.

Overall Observations and Recommendation

As presented by Mr. Twiford, discussion and voting for the following items were reserved for the end of the session. This overview was intended to inform the discussions on the five topic areas.

Overall Observation 1: Theory, research, and data should drive the selection of training approaches, which require sufficient time to observe behavior change.

Overall Observation 2: While this study is concentrated largely on prevention training efforts for junior enlisted Service members (years one through four), a focus on this specific population should take place within the broader context of leadership, establishment of culture and appropriate norms, and training across the life of a Service member's career.

Overall Recommendation 1: The Committee supports DoD's extensive efforts to implement the recommendations of the Independent Review Commission (IRC); however, the DAC-PSM suggests that many of the recommendations – and especially those related to training – receive specific consideration related to the needs of the junior demographic.

Approach - Recommendations related to “approach to behavior change and method of delivery”

Recommendation A1: The Services should tailor training programs now designed to serve the broader military, and where possible, focus on customizing the content to specific subgroups and training settings, and where feasible, share these programs with other Services. If there are research gaps on what kind of training works best with particular situations or populations, then the Department should support research to close those gaps.

Recommendation A1 Rationale:

- A one-size-fits-all approach to training delivery is not effective in changing behavior, and a one-time delivery of some content (e.g., messages) may not have the desired impact either.
- Investment should be made in approaches that are customized to an individual's knowledge, experience, context, and risk factors, especially for those newest to the military.
- Some of the necessary research may not exist. To that end, the Department might start with an analysis of where there are research gaps on approaches to tailoring training programs for optimal behavioral changes, and from there, support research to fill those gaps.

Dr. Banyard opened discussion of Recommendation A1 by explaining that this recommendation acknowledges that the “one-size fits all” method does not always work and implores the Services

to tailor training programs. It also calls on the Services to share best practices among one another.

Chair Grosso questioned what the timeline would be for assessing individuals for customization of training (i.e., whether it would occur during basic training or tech training). Dr. Banyard replied that the DAC-PSM has heard of examples of successful tailoring that is already underway from the Services during previous public meetings, referencing an Air Force tablet-based program. She also stated that there are two different ways of thinking about tailoring: the first is considering individual readiness for training, and the second is broader and more long-term, related to evaluation. This longer-term thinking centers around the Services' ability to process fine-grained analysis, evaluate effectiveness of trainings, and adjust where needed.

Chair Grosso added that customizing training to an individual within the military context, given the huge numbers of incoming recruits each year, is a hurdle and questioned how to operationalize understanding of each individual in a way that makes tailored training feasible. Dr. Edwards responded that she thinks this point is very important, as it is easy for removed groups such as the DAC-PSM, academics, or researchers to say "tailored training is better," but the reality may not be so simple. Dr. Edwards went on to say that the DAC-PSM needs to be realistic about how individualized training can actually be and acknowledge the capacity limits of the workforce on the ground who will implement this.

Dr. Edwards offered a high-level observation that the Department would benefit from two different levels of research on the concept of customization: understanding the individual subgroups and how to impact them, and understanding the realistic capability of the training implementers. Dr. Edwards noted that in previous meetings, Service representatives informed the DAC-PSM that the prevention workforce has struggled with the burden of time required to meet annual requirements, so adding an additional requirement to implement effective tailoring will increase that burden. Dr. Edwards also pointed out that the prevention credentialing currently underway is designed to get the workforce operating on the same foundational understanding of prevention, and so the expertise of the workforce can also be thought of as a resource, which, like time, needs be factored into the recommendation. She suggested that given the limited amount of time and expertise available, the DAC-PSM could consider more specific guidance such as targeting tailoring efforts to high-risk groups, ensuring that the concept of tailoring has the greatest impact.

Dr. Pryor stated that he believes there is a need to present tailored training as empirically driven, which will likely require thorough research. It will be important to empirically demonstrate that certain characteristics or audiences are more receptive to a particular tailoring technique.

Recommendation A2: Services should depict and utilize a full career-cycle approach, as used by the Army, to capture the desired progression of knowledge, skills, and responsibilities related to this topic. Detailed mapping should be done to depict training activities within the first four years in uniform for enlisted members and officers.

Recommendation Rationale:

- A full-career cycle perspective depicts the continuum of growth and evolution of knowledge, skills, and responsibility, and will help foster logical movement and preparation as Service members advance in their careers.

- A detailed mapping of training within the first four years will help ensure junior enlisted members and officers are adequately and appropriately prepared to come together and form an effective and safe work environment.
 - The mapping effort could include steps to help those who might be challenged so that they are able to advance in some fashion, rather than just get stuck at a particular level. (e.g., For those who do not achieve a milestone of knowledge, skills and responsibilities with the training routinely given, what alternatives might be explored to get them to the desired levels?)

Dr. Banyard stated that the recommendation addresses the issue of bandwidth as it offers an extension of a tailoring approach that is more developmentally specific. This recommendation shifts the perspective of prevention training beyond a one-time event to an activity that develops and expands over the course of a Service member's career. Dr. Banyard also noted that this recommendation complements the previously discussed recommendation.

Recommendation A3: The Department and Services should ensure that the prevention workforce has appropriate skills, knowledge, and access to resources to address the unique needs of the junior Service members, and where appropriate, that these demographic-specific requirements are reflected in the prevention workforce credentialing process.

Recommendation Rationale:

- The Department and Services are undertaking a significant effort to field 2,000 trained prevention personnel who will eventually be staffing every echelon of DoD.
- As this DoD-wide staffing is unfolding, the Committee encourages consideration of whether there are opportunities to first address the prevention workforce needs of those settings where junior Service members are most likely to be found.
 - Sample settings include basic and advance training locations as well as installations with a high percentage of junior Service members.

Dr. Edwards observed that there is an effort currently underway to increase the prevention workforce and that this recommendation is geared towards ensuring that workforce is adequately trained. She noted that later discussions on the topic of cost will address this idea in greater detail, but a driving factor in this recommendation is the observation that the cost of simply hiring preventionists without making an investment in their effectiveness and competence is greater than the dollar cost of bringing them on. Dr. Edwards explained that this recommendation seeks to maximize the impact of those first four years of training where Service members learn behavioral norms and expectations by increasing the number of touchpoints they have with prevention staff.

Recommendation A4: The Department and Services should ensure that the prevention workforce has appropriate skills, knowledge, and access to resources to address the unique needs of the junior Service members, and where appropriate, that these demographic-specific requirements are reflected in the prevention workforce credentialing process.

Recommendation Rationale:

- Those new to the military have different training requirements (e.g., focus on ensuring an understanding of acceptable norms for DoD and each Service) than those who have been in uniform for several years. In addition, the training settings and engagement opportunities

(e.g., basic training dynamics) are different than will be found later in a Service member's career.

- The prevention workforce supporting these settings need to understand and have the skills necessary to meet the unique needs of this at-risk population.
- Those necessary skills need to be reflected in the prevention workforce credential process and associated with appropriate evaluation metrics.

Mr. Twiford stated that “resources” in this recommendation can include time and money. Dr. Edwards noted the importance of identifying the appropriate skill set that the prevention workforce should possess. Historically, efforts toward response and prevention have been conflated. The skill set needed to drive behavioral change to support prevention is different from the skill set needed to respond effectively to a victim. Additionally, Dr. Edwards stated that the importance of evaluation is a common thread running throughout the DAC-PSM recommendations but cautioned that evaluation and data are irrelevant if the preventionists at the tactical level do not know how to consume it. This recommendation is intended to ensure that the prevention workforce understands how to correctly conduct evaluation and effectively apply it to their programming. Dr. Edwards also reiterated the importance of identifying personnel who would be most effective in working with the target population. For example, an individual who is effective at communicating with those in leadership (i.e., someone with academic credentials, who may likely be middle-aged, white, and female) may not be as effective a messenger for junior Service members as a young man with whom they can identify, who looks like them and talks like them.

Dr. Slep referred back to the discussion of approach recommendation A1 and suggested using a tablet-based program, similar to the Sexual Communication and Consent training in use by the Air Force, as a potential approach for incorporating tailored training feasibly. The program referenced assesses different individual risk levels, displays tailored content for different people, and then brings the group together for a generalized training and conversation.

Dr. Banyard underscored Dr. Edwards' point about the importance of the messenger, stating that much of the recent research she has engaged in regarding young populations indicates that the science is in support of this recommendation.

Approaches Recommendations Vote

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of recommendations A1 – A4. The recommendations received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Incentives – Recommendations related to “incentives used to ensure training participation, engagement, and/or effectiveness”

Recommendation B1: Services should use the socioecological model as a framework for identifying, implementing, and evaluating the use of incentives within the actual training setting, as well as adoption at the unit/team, leader, and organizational levels.

Recommendation Rationale:

- Using socioecological model as a framework will ensure incentives are accounted for at multiple levels to maximize potential impact on training participation, engagement, and

ultimately, desired behavior change. Delineation of the goals at each level may require additional study.

- Recognizing appropriate implementation of desired skills and behaviors in a training setting as well as in a regular duty setting will help establish and reinforce appropriate norms.
- Data are needed to verify whether incentives are effective in promoting training participation, engagement, and behavior change in a military environment.
- Evaluating the effectiveness of the approach is a foundational step to determine whether incentives work as intended to prevent sexual assault and sexual harassment in the military.

Dr. Shortt explained that the socioecological model typically includes multiple levels of influence. The most inner level is the individual level, involving Service men and women; the group level involves the unit and unit leaders; the community level involves the organizational military environment as well as leadership; and the most outer level is the societal level, which involves policies and cultural and social norms. Using incentives at each level and at multiple levels may maximize potential benefits of the trainings intended to bring about behavior change. Dr. Shortt remarked that at this juncture, the goals at each level of the socioecological model will need to be delineated and may require additional study. Data are also needed to verify whether incentives are effective at promoting participation and engagement in trainings, and most importantly, whether using incentives with trainings helps to prevent sexual assault and sexual harassment in the military.

Chair Grosso stated that she was struggling with the word choice of “incentives” and questioned whether there were any examples of incentives that might help to clarify the concept. Dr. Shortt seconded Chair Grosso’s question. She further stated that incentives could range from an acknowledgment or recognition to, for example, time off; but she did not have a good sense of what can or cannot be provided as an incentive. Chair Grosso suggested that the DAC-PSM consider future initiatives to assist the Services with utilization of incentives, possibly by creation of a tool that would help to select effective incentives.

Ms. Silva interjected that Recommendation B3 might help to address this point, as that recommendation discusses a formal incentivization for leaders via annual performance evaluations with rewards (including promotions) tied to those evaluations. For younger enlisted, incentives might be an extra day off or “Soldier of the Month” style awards. Chair Grosso asked for clarification on whether the absence of sexual assault or sexual harassment would lead to a better evaluation. Ms. Silva responded that leaders would be evaluated on the healthy environment of the unit they are responsible for and would be expected to understand that it is not just mandatory training, it is mission-critical. While this is an aspirational goal, Ms. Silva noted that measuring the environmental health of a unit is an option that would allow evaluation to avoid being tied to strict numbers or quantitative approaches. Chair Grosso agreed that unit environment and climate are good examples that are already measurable and being measured. Dr. Shortt added that this would be a measurement of the organizational values that leaders transmit to their units. Dr. Slep underscored the importance of these details, commenting that the goal is to reinforce leaders for enabling and encouraging the upholding of a healthy environment, not to reinforce leaders to downplay unacceptable behavior or discourage reporting.

Recommendation B2: The Department and the Services should advance the use of training techniques and related messaging that foster engagement and learning, with collateral benefit of removing the negative perception that “mandatory” training cannot be useful and effective.

Recommendation Rationale:

- Repeatedly, the Committee heard comments implying there is no role for consideration of incentives in “mandatory” training because participation is not an option.
- However, research supports that – regardless of attendance requirement – audiences who are engaged in the learning process will build their knowledge and skills faster than in settings with no/limited engagement.
- Those providing the training need to have the necessary engagement skills (either a varied list of ways to engage or techniques for specific settings), and those skills need to be evaluated.
- Leaders at all levels—and especially those directly influencing the newest Service members—need to present the engagement at these “mandatory” sessions as a positive experience.

Ms. Silva observed that this recommendation builds upon the previous discussion about the importance of the messenger. A trainer needs to be relatable to the trainee demographic, and the trainer needs to inspire engagement and present the training as useful and effective, rather than just mandatory. In this recommendation, the incentive can be framed as positive learning that will make the unit healthy.

Dr. Edwards stated that while she agrees with the rationale and the concepts discussed, she thinks the word “incentive” itself is problematic and may lead to misinterpretation. She suggested that, regarding leadership, more nuanced language could be used around “accountability,” especially since there are already mechanisms in place to enforce accountability. Regarding trainers, more accurate language might be “effective engagement via adult learning theory” or “facilitation skills to foster engagement.” In addition, the incentivization of healthy cultural norms and behaviors on a day-to-day basis could more accurately be referred as positive reinforcement. Ms. Gattas concurred with Dr. Edwards.

Recommendation B3: The Services should focus on incentivizing leaders as a critical level of influence in the military environment.

Recommendation Rationale:

- Leaders, particularly at the mid-level paygrades, are critical to ensuring unit-level training participation and engagement as well as setting the tone for acceptable behaviors at the installation level.
- Incentivizing leaders through the annual evaluation and promotion process can ensure that those leaders who uphold the Services’ core values and perpetuate healthy social norms are promoted through the ranks.

Ms. Silva stated that this recommendation is intended to hold leaders at all levels accountable for setting the tone for acceptable behavior. Leaders would be evaluated through the established annual evaluation system and rewarded through the promotion process. This would help ensure that training does not function as a “nice to do” but rather as a pre-requisite for mission readiness.

Chair Grosso agreed with Dr. Edwards that the word “incentive” is faulty since in several of the recommendations it might be more accurate to use the word “consequence.” Ms. Silva agreed and suggested the DAC-PSM disregard the word “incentives” for the sake of discussion about the

spirit and the intention of the recommendations, which is to reward those positive behaviors and actions which lead to healthy units. Evaluation of leaders based on unit climate will produce leaders who aspire to create and maintain healthy unit cultures. Mr. Twiford mentioned that roughly ten years ago, the Air Force included guidance for Officer Performance Reports (OPRs) stipulating that climate, with specific regard to all Sexual Assault Prevention and Response (SAPR) content, will be considered in the evaluation of a leader. Dr. Shortt stated that the DAC-PSM could consider rephrasing the word “incentive” to “motivation” or “inspiration”, which Chair Grosso agreed with.

Incentives Recommendations Vote

Dr. Holroyd opened the floor to committee members to make any phrasing adjustments to recommendations before voting.

Dr. Estrada expressed his appreciation for the discussion and sensitivity towards the word “incentives,” providing a contextual reminder that this specific language is built into the NDAA requirement that the DAC-PSM is tasked with fulfilling. He stated that another way to think of incentives is as drivers that can be used to recognize, reinforce, or reward progress. In the military environment, there are not necessarily incentives similar to those that might be recognized in civilian contexts; rather, there are requirements that are met or not met.

Dr. Pryor suggested that if “incentives” are being interpreted as a reward, a more accurate phrasing might be “accountability,” which implies both rewards and punishment. He referenced Recommendation B3 which calls for holding leaders accountable for poor results and rewarding them for positive results as an example of the motivating influence that the DAC-PSM is driving at.

Dr. Edwards acknowledged that the wording is directly pulled from the NDAA requirement and proposed that the DAC-PSM use this as an opportunity to reject the word and educate the policymakers that informed the NDAA requirements. She opined that the DAC-PSM might find space in the study report to discuss why the word “incentive” is inappropriate and propose alternative words.

Chair Grosso commented that she does not think the DAC-PSM should have a recommendation that incentivizes leaders. In her experience, poor behavior was tolerated by leadership, which demonstrates a lack of accountability, not a lack of incentive. Dr. Shortt and Ms. Silva agreed that accountability would be preferred phrasing. Dr. Edwards recommended that the word “accountability” be applied to the leadership level, rather than across the board. Dr. Estrada concurred with Dr. Edwards’ suggestion about inclusion of study report text that would highlight the problematic nature of the term “incentive.” He also suggested the use of the term “engagement strategies” rather than “incentives” in Recommendation B1, which would help to move away from the framing of training as purely mandatory. Dr. Shortt suggested that “accountability” could work in B1 as well.

Committee members worked to re-word incentives Recommendations B1 and B3. The text below is what members voted on. Recommendation B2 was unchanged.

(Revised) Recommendation B1: Services should use the socioecological model as a framework for identifying, implementing, and evaluating the use of accountability within the actual training

setting, as well as across different echelons of the military (unit/team, leader, and organizational levels.)

Recommendation B2: The Department and the Services should advance the use of training techniques and related messaging that foster engagement and learning, with collateral benefit of removing the negative perception that “mandatory” training cannot be useful and effective.

(Revised) Recommendation B3: The Services should focus on holding leaders accountable as a critical level of influence in the military environment.

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of recommendations B1 – B3. The recommendations received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Metrics – Recommendations related to “metrics of performance, effectiveness, and data collection”

Recommendation C1: The Department and Services should expand consideration of training metrics beyond assessing individual-level knowledge to include unit and leader attitudes and behaviors; utilize multiple methods and measures to assess key outcomes; and capture metrics of training delivery and environment.

Recommendation Rationale:

- Knowledge change does not necessarily translate to behavior change, which is the long-term goal of trainings. For trainings to be effective, content must be tailored and applicable to real-world scenarios as well as include measures of broader peer and leader attitudes and behaviors.
- Metrics of training effectiveness are best assessed using multiple methods (e.g., observation and self-report) and measures. Modern social psychology has developed implicit measures of attitudes as supplements to self-report measures.
- The broader context in which the training is delivered, including peer, unit, and leader attitudes and characteristics of the organizational setting, are important to assess and are likely to affect the outcomes of the training.

Recommendation C2: The Department and Services should collaborate with outside experts to develop a Service-level “lessons learned” document to capture past, current, and future plans for developing training metrics, and from that, implement a plan to address gaps.

Recommendation Rationale:

- During presentations from the Services, the Committee repeatedly heard that they are not evaluating training.
- Compiling a document for each Service and sharing across the Department will allow for greater understanding of progress, gaps, challenges, and areas for future collaboration, funding, and research support.
- Establishing a Department + Service evaluation community of practitioners will help build capacity and sharing of ideas and lessons learned.
- The new Sexual Assault Prevention and Response Training and Education Center of Excellence seems to be well positioned to help guide this collaborative effort.

Dr. Abbey remarked that as earlier recommendations aim to make training more meaningful and engaging, Recommendations C1 and C2 seek to create metrics that will help identify factors that lead to behavior change.

Recommendation C3: Evaluation should consider attitudes, knowledge, skill, and behavior to allow for full understanding of extent of progress with each, and where to focus attention if desired outcome is not observed. The mapping of evaluation appropriate for the experiences of the newest Service members should be a priority.

Recommendation Rationale:

- Across DoD, but especially within the target demographic, the attitudes, knowledge, skills and actions needed to prevent sexual misconduct may be new or not often utilized.
- Focusing on just the “end point” of annual reports or DoD-wide surveys does not allow for an individual or unit-level understanding of what is happening today that may drive those future high-level results.
- By starting with mapping out evaluation approaches to assess knowledge, skills, and behaviors for junior Service members, the Department and Services are focusing on the population at greatest risk while also setting them up for success as they progress in their career.

Dr. Orchowski introduced Recommendation C3 by stating that a key driving concept behind this recommendation is the understanding that an assessment of learning outcomes does not necessarily produce understanding of whether there has been attitude change, skill change and behavior change. Recommendation C3 would ensure that evaluation of training programs also includes an assessment of attitude, behavior, and skills that would be expected to change as a result of training. The DAC-PSM rationale recognizes that newer Service members may be developing different skills, attitudes, and views than other members of the Service, so a tailored approach to understanding metrics and evaluation can be beneficial. Simply knowing whether Service members are completing a training which might be documented on an annual report is insufficient to know whether or not these trainings are helping to promote attitude, knowledge, skill and behavior change. A more fine-tuned, continuous evaluation would be recommended to look at how processes of change are evolving over time with specific trainings.

Metrics Recommendations Vote:

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of recommendations C1 – C3. The recommendations received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Cost – Recommendations related to “cost estimates”

Recommendation D1: Starting with a research-informed approach, the Department and Services should collaborate to develop a model with the goal of establishing a consistent approach to cost evaluation (especially analyses like cost effectiveness and cost-benefit analyses that are increasingly used in prevention science and that provide more context to data on costs) and identification of opportunities for cost-sharing or leveraging existing efforts.

Recommendation Rationale:

- Responses to the RFI element on Costs revealed widely varying approaches to answer the same question.
- Policymakers allocate funding, which drives the actions implemented by the Department and individual Services. It is critical that those with the highest levels of oversight are provided with accurate information to ensure that adequate funding is received to effectively implement training.
- Using a single agreed-upon model will allow for consistent DoD-wide depiction of funding allocated to training within this space.
- Cost assessments should include the costs incurred by having sexual harassment and other forms of sexual misconduct continue to increase across DoD.

Recommendation D2: The Department and Services should collaborate to identify their current investment in training evaluation, and from there, expand that investment to rapidly advance DoD-wide training evaluation efforts.

Recommendation Rationale:

- Investing in ineffective training incurs human, mission, goal, time, readiness, and implementation costs. Training without evaluation is senseless and a waste of time, perpetuates hopelessness and resignation, erodes attention and motivation, and ultimately, works against progress.
- The focus of evaluation efforts should work in parallel to the previous recommendation calling for a shared approach to capture costs.
- In addition, evaluation should consider where/if training efforts focused on the prevention of sexual violence have benefits in other developmental areas.
 - For example, knowledge on how to build healthy relationships is a key prevention topic for junior Service members and within that, communication and conflict resolution skills can have benefits to other aspects of a Service member's development.

Dr. Edwards remarked that like the incentives section, the cost recommendations section could provide a potential educational opportunity for the policymakers that wrote the NDAA requirements. The initial question posed was connected to cost estimates for prevention programs, which Dr. Edwards noted is meaningless information if programs are not effectively evaluated. Additionally, Dr. Edwards observed that asking the question itself can drive undesired results or behaviors (i.e., unintentionally insinuating that spending more money is better, leading Services to pour money into ineffective programming). Recommendation D1 is designed to bridge this gap between cost and cost effectiveness, creating a standardized language for cost effectiveness that all can understand. Recommendation D2 will help maximize any impact and success that comes from connecting costs and outcomes.

Cost Recommendations Vote:

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of Recommendations D1 – D2. The recommendations received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Non-DoD Entities – Recommendations related to “communication with non-Departmental entities in training development”

Recommendation E1: The Department should consider if new collaboration guidance would be helpful to advance existing integrated prevention efforts. That consideration should also include review of DoD guidelines on the timely dissemination of research findings.

Recommendation Rationale:

- Collaboration is identified as a key component of DoD’s integrated prevention guidance; however, Service RFI responses indicated that non-DoD engagements were not required by policy. Without a policy, a task may be perceived as a “nice to have” and thus take a lower priority compared to policy-driven tasks. Given the time-consuming nature of building collaborative relationships, having policy “cover” could be useful.
- The benefits include the potential to identify opportunities to promote cross-sharing of information and reduce duplicative efforts when reaching out to non-DoD entities.
- It would be important to ensure awareness of legal considerations of non-DoD engagements.
- The DoD need to control the dissemination of research findings can sometimes impede collaboration with non-Department entities such as academic researchers.
- Guidance created by Defense Suicide Prevention Office (“Guidelines for Collaboration with Non-Government Organizations” (Nov 2020)) could be a useful model.

Dr. Slep prefaced the discussion by noting that the topic of non-DoD engagements carried complications similar to those of incentives and cost, namely that the question itself implies that resources outside of DoD would advance DoD prevention efforts more than what is already underway. Dr. Slep acknowledged that this may be true, but there is also a great opportunity for collaboration across and within the Department itself. Dr. Estrada noted that since the Services indicated that there is no policy in place for non-DoD engagements, the DAC-PSM is suggesting an overarching policy to encourage and provide guidance for engagement with different entities, which could also encourage cross-Service collaboration on engagement with non-DoD entities.

Recommendation E2: The Department should develop a collaboration framework to share with the Services, and then use that framework to identify and close gaps, as well as foster sharing of where relationships already exist.

Recommendation Rationale:

- In Service presentations to the Committee, it was clear that each Service interacted with a range of non-DoD entities including colleges/universities and non-profits.
- As prevention activities expand across DoD, there is increased chance that the same non-DoD entities will be approached. Streamlining those requests and interactions could be helpful to those both inside and outside DoD.
- Using a model such as the “collaboration continuum” will help ensure all parties are “ready” for the desired type of involvement.
 - The collaboration continuum identifies 4 phases (Networking, Coordination, Cooperation, and Collaboration) to guide in assessing the current status of engagements as well as the needed steps to get to a desired end state.
- Where possible, collaboration efforts potentially benefiting this at-risk population should be a unique focus area for collaboration.

Dr. Edwards stated that there can often be misuse of resources in the absence of specific structured guidance and amplified the importance of crafting specific policy. Dr. Estrada commented that Recommendation E2 attempts to address that concern by systematically defining what “collaboration” means and developing a framework that Services can use to operationalize collaboration in their unique environments.

Non-DoD Entities Recommendations Vote:

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of recommendations E1 – E2. The recommendations received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Overall Observations and Recommendation

*Overall Observation 1: **Original text: Theory, research, and data should drive the selection of training approaches, which require sufficient time to observe behavior change.***

Revised Overall Observation 1: Theory, research, and data should drive the selection, implementation, and evaluation of prevention efforts, which require sufficient time to observe behavior change.

Overall Observation 1 Rationale:

- *(Original text) It is imperative to implement evidence-based programs that are based on sound theory and evaluation data.*
- (Revised text) It is imperative to implement evidence-based prevention efforts that are based on sound theory and evaluation data.
- Large scale changes in behavior take longer than 1-2 years to observe, and often trainings are abandoned too soon due to a change in commander, a reaction to a high visibility incident or scandal, or a congressional shift in priorities.
- Across DoD, this observation is being implemented in policy and practice. Oversight mechanisms should be in place to quickly identify opportunities for quick and enduring adjustment.

During the discussion, the Members made revisions to the above content. DAC-PSM members agreed to change the wording of Overall Observation 1 and the rationale, as shown above.

Overall Observation 2: While this study is concentrated largely on prevention training efforts for junior enlisted Service members (Years 1 through 4), a focus on this specific population should take place within the broader context of leadership, establishment of culture and appropriate norms, and training across the life of a Service member’s career.

Overall Observation 2 Rationale:

- Data suggests that junior Service members are at greater risk of being involved in an incident of sexual misconduct, whether as a victim or a perpetrator.
- Training focused specifically during the first four years of service will allow for early setting of expectations for attitudes, behavior, and overall unit culture.
- While specific efforts can be identified as unique to this specific population, those efforts will not have an enduring impact unless there is overarching leadership buy-in and establishment of appropriate climate and culture across DoD.

Dr. Estrada noted that while the DAC-PSM intentionally limited the scope of effort to focus on the first four years, the issues of sexual misconduct emerge in a broader context that requires a life-cycle approach.

Dr. Pryor noted that the recent DoD Annual Report on Sexual Harassment and Violence at the Military Service Academies (MSAs), Academic Program Year (APY) 2020-2022, which was released in March 2023, contained very disturbing findings regarding the prevalence of sexual misconduct. He asked whether the DAC-PSM would consider the MSAs as a subject for future efforts. Dr. Holroyd replied that addressing this issue within the MSAs is specifically part of the DAC-PSM charter and would be a future area of focus for the Committee. The next study that DAC-PSM will undertake will focus on professional military education (PME) and the MSAs could link into that, or the DAC-PSM could propose an additional separate research effort to the USD(P&R) for approval.

Overall Recommendation 1: The Committee supports DoD's extensive efforts to implement the recommendations of the Independent Review Commission (IRC); however, the DAC-PSM suggests that many of the recommendations – and especially those related to training – receive specific consideration related to the needs of the junior demographic.

Overall Recommendation 1 Rationale:

- The IRC recommendations addressed virtually every aspect of the Department's activities in this space and implementation efforts have the potential to impact every level of a Service member's career.
- However, given the critical nature of the needs of the junior Service members, where there is a decision to make in terms of allocation of resources and time, the Committee recommends focusing on the needs of those newest in uniform, both enlisted and officer.
- In its report on this training study, the Committee will offer suggestions on where or how the needs of that demographic might be considered.

Dr. Holroyd stated that the DAC-PSM recognizes that the IRC produced more than 80 recommendations, noting that the DAC-PSM is reviewing those carefully to determine where there may be opportunities to overlap, reinforce, or enhance. The purpose of this overall recommendation is to ensure that the DAC-PSM is working in lockstep with the good work that has already been accomplished.

Overall Observations and Recommendation Vote:

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of Overall Observations 1-2 and Overall Recommendation 1. The observations and recommendation received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Miscellaneous Recommendations

Misc. Recommendation F1: The Charter of the Council on Recruit Basic Training (CORBT) should be revised to include similar-level OSD participation (and signature) and the CORBT should consider formation of an enduring subcommittee focused on preventing harmful behaviors.

Misc. Recommendation F1 Rationale:

- The CORBT involves leaders who have authority over basic training settings, and in some cases, also advanced training settings, and therefore potentially impact a major portion of the four-year timeframe under consideration by the DAC-PSM.
- Currently, only the Services (and Coast Guard) are signatories on the Charter, and there are no OSD signatories, which could potentially create an imbalance in the issues addressed by the CORBT. (E.g., OSD SAPRO only serves as subject matter expert to the CORBT although the CORBT was initially established to address sexual assault issues. GAO 2014)
- Per the current Charter, the Chair rotates through the member Services. While this rotation helps balance the workload of managing the CORBT, that can make it difficult to build an enduring cross-Service community of experts addressing complex topics such as sexual assault and harassment. An enduring subcommittee addressing harmful behaviors in the CORBT setting could allow for information sharing, problem solving, and capacity building.
- The CORBT Charter appears to be up for renewal in 2023 and so making adjustments to content and signatories could be part of this renewal process.

Dr. Holroyd commented that this recommendation came up as part of the DAC-PSM report writing background research in relation to a GAO report published in 2014. The CORBT charter was initially written roughly 10 years ago and is up for renewal this year. This recommendation would allow for more inclusion and visibility.

Miscellaneous Recommendation Vote:

At this time Dr. Holroyd called for DAC-PSM Members to vote on adoption of Miscellaneous Recommendation F1. The recommendation received a unanimous vote for adoption from Members present at the meeting (*full list of Members noted at beginning of this document*).

Closing Remarks

Dr. Holroyd thanked the Members and staff for their time and commitment to the DAC-PSM. With no further issues or comments, the public meeting concluded.


Meeting was adjourned at 3:40 PM EST.

CERTIFICATION

I hereby certify, to the best of my knowledge, the foregoing minutes are accurate and complete.

Report Submitted by:

Report Certified by:

 6/26/23
Suzanne M. Holroyd, PhD
DAC-PSM Designated Federal Officer
DAC-PSM Executive Director


The Honorable Gina M. Grosso
DAC-PSM Chair