Defense Advisory Committee for the Prevention of Sexual Misconduct

DoD's Training of Junior Enlisted Service Members

An Analysis of Sexual Assault and Sexual Harassment Training for DoD's Most At-Risk Population

June 2023

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ACKNOWLEDGMENTS

EXECUTIVE SUMMARY

The Defense Advisory Committee for the Prevention of Sexual Misconduct (DAC-PSM) was established in November 2020 by the Secretary of Defense under authority directed in the National Defense Authorization Act for Fiscal Year 2020 (FY20 NDAA). Per the DAC-PSM (herein referred to as the "Committee") Charter, the Committee is charged with providing "independent advice and recommendations on the prevention of sexual assault involving members of the Armed Forces and the policies, programs, and practices of each Military Department for the prevention of sexual assault." As laid out in the DAC-PSM Membership Balance Plan, the Committee is composed of 13 members with expertise in "the prevention of sexual assault and behaviors on the sexual assault continuum of harm; adverse behaviors including the prevention of suicide and substance abuse; change of culture of large organizations; and implementation science."

The National Defense Authorization Act for Fiscal Year 2022 (FY22 NDAA) directed the Department of Defense (DoD; herein referred to as the "Department") to conduct a review of training related to eight training subjects, including sexual assault and sexual harassment. To assist with the Department's response, the Committee was directed to conduct a review of training on sexual assault and sexual harassment.

Given that junior enlisted ranks (E1-E4) are at greatest risk for experiencing sexual assault and sexual harassment (herein referred to as "sexual misconduct"), the Committee focused its analysis on training during that early career stage. In addition, in 2021, there were more than 470,000 active duty personnel E1-E4s who were 25 years or younger, and if the relevant statistic for Reserve/National Guard (R/NG) is added, the total of E1-E4s 25 years or younger was nearly 700,000. Thus, the success of efforts focused on this particular subgroup has the potential to directly impact nearly three-quarters of a million Service members.

By focusing on these newest Service members, the Committee hopes that its efforts will have two critical impacts at the individual level:

1. Help reduce the number of incidents of sexual misconduct that they might experience early in their military career; and
2. Equip these future leaders with the appropriate knowledge and skills to effectively guide Service members who enter the military behind them.

The Committee recognizes that addressing the problem of sexual misconduct within the Department is much broader than just this junior demographic – e.g., leaders at all levels need to take appropriate action. Further, addressing training issues is not seen by the Committee or the Department as the sole solution to this problem; instead, a comprehensive approach to prevention is required for a lasting impact. By recognizing the short- and long-term potential impacts of effective training woven into a comprehensive prevention approach, the Committee believes the Department can have a significant and lasting impact on these challenges.

This report addresses five topics identified in the FY22 NDAA study requirements: approaches to behavior change, metrics, incentives and accountability, engagement with non-Departmental entities, and costs. The Committee gathered study input on those topics through a variety of sources, including direct Requests for Information (RFI) to the Services and at public meetings held in December 2022 and in March 2023.

Drawing on that input, this report is organized to:

- Explore the relevant research on each of the five topics;
- Consider the general applications of that research to the military environment;
- Discuss Service submissions relative to the research; and
- Offer improvement recommendations and supporting rationale.

The recommendations and overarching observations summarized below were approved by the Committee members at a public meeting on March 31, 2023.

DAC-PSM Training Study
Recommendations and Observations

Recommendations by Topic

Approach Recommendation 1: Where there are gaps in trainings developed specifically for target subgroups, the Services should tailor trainings 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 the final product 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.

Approach Recommendation 2: The Services should depict and utilize a full career-cycle approach (such as used by the Army) to capture the desired progression of attitudes, knowledge, skills, and behaviors 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.

Approach Recommendation 3: The Services' efforts to train and field the prevention workforce should be prioritized to help ensure that appropriately trained personnel are in settings most likely to support junior enlisted Service members.

Approach Recommendation 4: The Department and Services should ensure that the prevention workforce has appropriate skills, knowledge, and access to resources to address the unique needs of junior enlisted Service members, and where appropriate, that these demographic-specific requirements are reflected in the prevention workforce credentialing process.

Metrics Recommendation 1: 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.

Metrics Recommendation 2: 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.

Metrics Recommendation 3: Evaluation should consider attitudes, knowledge, skills, and behaviors to allow for full understanding of the extent of progress with each, and where to focus attention if desired outcomes are not observed. The mapping of evaluation appropriate for the experiences of the newest Service members should be a priority**.**

Incentives/Accountability Recommendation 1: The 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.

Incentives/Accountability Recommendation 2: The Department and Services should advance the use of training techniques and related messaging that foster engagement and learning, with a collateral benefit of removing the negative perception that "mandatory" training cannot be useful and effective.

Incentives/Accountability Recommendation 3: The Services should focus on holding leaders accountable as a critical level of influence in the military environment.

Engagements Recommendation 1: The Department should consider if additional collaboration guidance would be a helpful next step to advance existing integrated prevention efforts. That consideration should also include review of Department guidelines on the timely dissemination of research findings.

Engagements Recommendation 2: 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 where relationships already exist.

Engagements Recommendation 3: The Charter of the Council on Recruit Basic Training (CORBT) should be revised to include similar-level Office of the Secretary of Defense participation (and signature), and the CORBT should consider formation of an enduring subcommittee focused on preventing harmful behaviors

Cost Recommendation 1: 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 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.

Cost Recommendation 2: The Department and Services should collaborate to identify their current investment in training evaluation, and from there, expand that investment to rapidly advance Department-wide training evaluation efforts.

Overall Recommendation: The Committee supports the Department's extensive efforts to implement the recommendations of the Independent Review Commission on Sexual Assault in the Military (IRC); however, the Committee suggests that many of the recommendations – and especially those related to training – receive specific consideration focused on the needs of the junior enlisted demographic.

Observations

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

Observation 2: While this study is concentrated largely on prevention training efforts for junior enlisted Service members (E1-E4), 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.

CHAPTER I: INTRODUCTION

The Defense Advisory Committee for the Prevention of Sexual Misconduct (DAC-PSM; herein referred to as the "Committee")'s review of sexual assault and sexual harassment began with developing an understanding of the scope of the problem, and more specifically, who was at greatest risk, and then, the size of that at-risk population. In addition to the Department of Defense (DoD; herein referred to as the "Department")'s extensive efforts to address harmful behaviors, the Secretary of Defense established the Committee (as directed by Congress) to serve as a source of insights and recommendations on ways to advance prevention efforts across the Department.

> *"We know that training is not the single solution to addressing, preventing sexual harassment and sexual assault across the Department, but for a key group –our new Service members—training is an important place to start. New members may need new skills and knowledge to recognize the right thing to do and positive role models to follow, and the right kind of training can get them there."*
> DAC-PSM Chair
> March 2, 2023 Public Meeting

This training study will focus on sexual assault and sexual harassment, as part of a larger training review directed by Congress in 2022. The Committee's goal for this review is to help advance prevention training for those who recently put on the uniform, and at the same time, equip those same individuals with the tools and knowledge on how to recognize and sustain climates of dignity and respect as they advance in their careers and become formal leaders themselves.

Scope of the Problem

Sexual assault, sexual harassment, and related harmful behaviors (herein referred to as "sexual misconduct") have been rising and continue to remain a persistent problem in the military. The most recently available Department-wide data illustrate increases in reporting across multiple sexual misconduct categories for both men and women. According to the most recent "Annual Report on Sexual Assault in the Military" (DoD, 2023), there were 8,942 total reports of sexual assault in Fiscal Year 2022 (FY22), a 1% increase compared to the prior year. Also, in FY22, a total of 3,201 sexual harassment reports were received, up from 3,174 in Fiscal Year 2021 (FY21).

However, prevalence rates of unwanted sexual contact (USC)[1] for Calendar Year 2021 (CY21) show an apparent increase among both active duty women (estimated 8.4%) and active duty men (estimated 1.5%) when compared with data from the prior survey,

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[1] Unwanted sexual contact (USC) includes nonconsensual a) sexual touching, b) attempted sexual intercourse, c) sexual intercourse, d) attempted sodomy, and e) sodomy (DoD, 2022).

conducted in 2018.[2] Similarly, CY21 prevalence of sexual harassment increased among active duty women when compared with 2018 data, with an estimated 29% of active duty women and 7% of active duty men experiencing sexual harassment (DoD, 2022).

The 2021 data on sexual misconduct in the military also indicate that USC and sexual harassment disproportionately affect Service members early in their career. Rates of USC were higher among junior enlisted (E1-E4) as well as younger (< 25 years) Service members compared to higher ranks and older age groups. In 2021, an estimated 12.9% of junior enlisted women and 2.4% of junior enlisted men experienced USC. Data also indicate increased rates of sexual harassment among women were higher in enlisted and younger subgroups, and the prevalence of sexual harassment was also up among junior enlisted men (DoD, 2022). These findings emphasize the need to focus on prevention efforts within younger and junior enlisted subgroups.
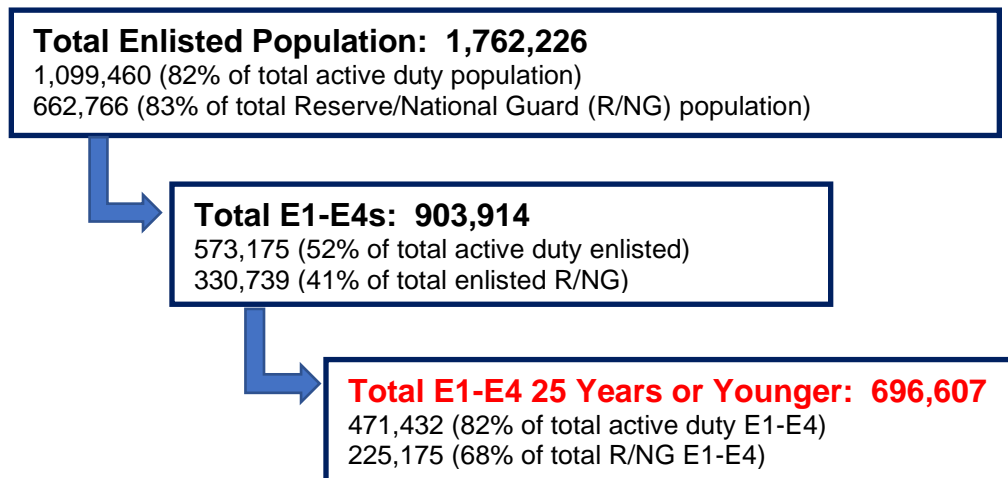
The sheer size of the junior enlisted population adds to the importance of considering the occurrence of this particular problem in this demographic. As shown below in Figure 1, in 2021, E1-E4 personnel 25 years or younger accounted for just over 470,000 of the total active duty enlisted population of 1.1 million, or approximately 52% of the active duty enlisted community.[3] If the relevant Reserve and National Guard population is added (225,175), the number of E1-E4 personnel 25 years or younger rose to nearly 700,000 in 2021.[4]

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[2] The metric used to estimate prevalence of sexual assault was changed on the 2021 survey to reduce survey burden. Specifically, the 2018 survey used a 41-item measure of specific behaviors, intent, and mechanisms aligned with the elements of the Uniform Code of Military Justice offenses, whereas the 2021 survey used a five-item measure of unwanted sexual contact, an umbrella term for a range of behaviors which constitute certain elements of these offenses. This change disrupted the Department's ability to scientifically trend to prior years' sexual assault prevalence estimates, but did not affect its analysis of sexual harassment, gender discrimination, workplace hostility, and other problematic behaviors linked to risk of sexual assault.

[3] 2021 Demographic Dashboards: *Interactive Profile of the Military Community.* https://demographics.militaryonesource.mil/

[4] While the prevalence and reporting data included above only pertain to the Active component, findings for members of the Reserve/National Guard are much the same (that is, more junior/younger Service members experience higher rates of sexual misconduct) but the rates are not as high as the Active component.

Figure 1. Demographic Profile of Active Duty and Reserve/National Guard Population (2021)

Total Enlisted Population: 1,762,226
1,099,460 (82% of total active duty population)
662,766 (83% of total Reserve/National Guard (R/NG) population)

Total E1-E4s: 903,914
573,175 (52% of total active duty enlisted)
330,739 (41% of total enlisted R/NG)

Total E1-E4 25 Years or Younger: 696,607
471,432 (82% of total active duty E1-E4)
225,175 (68% of total R/NG E1-E4)

As suggested here, improvements in the training delivered to the newest Service members - the vast majority of whom are concentrated in the E1-E4 group - could potentially impact nearly three-quarters of a million people. The combination of this subgroup's size and its high-risk for victimization make this a critical starting point toward creating the required enduring change.

Finally, extensive research supports the recognition that experiencing sexual misconduct is related to higher risk for other harmful behaviors, such as suicidal ideation and attempts (Bryan et al., 2015; Kimerling et al., 2016; Livingston et al., 2022), as well as incurs a direct cost to the military in terms of greater attrition rates (Roselleni et al., 2017). The scope of the problem is far greater than the reported rates of sexual misconduct alone convey; rather, it is important to acknowledge that sexual misconduct is one issue within a broader set of challenges facing the military and society as a whole.

DAC-PSM Study on Training for Junior Officers Coming Next

For the reasons noted above, the Committee framed this study focused on training for junior enlisted personnel (E1-E4) and did not include junior officers (O1-O3). (In 2021, there were 41,274 junior officers (active duty and R/NG).)

That said, recognizing the critical role these junior officers play in setting the appropriate unit norms and climates for junior enlisted personnel, the Department directed the DAC-PSM to study Professional Military Education (PME) provided to military leaders, to include those junior officers. This PME study will start in Fall 2023.

DoD Efforts Underway to Prevent Sexual Misconduct

The Department has made considerable investments in order to comprehensively address sexual misconduct among its ranks. The Department's annual reports on the topic, as well as periodic historical reviews such as the "Report to the President of the United States on Sexual Assault Prevention and Response" (DoD, 2014), help create a clear picture of Department-wide efforts.

As the Committee began discussion on this training study, Members repeatedly emphasized that training is just one part of an effective prevention approach. (A frequent statement was "Training alone won't solve the problem.") This understanding aligns with the Department's approach to prevention of sexual misconduct. DoD's key guidance on the Department's prevention approach – DoD's Prevention Plan of Action (PPoA) 2.0[5] – outlines the importance of taking a comprehensive approach to prevention efforts.

As noted in PPoA 2.0…

> Effective prevention involves developing a comprehensive approach or plan by applying multiple, reinforcing prevention activities…in a coordinated way to address individual, interpersonal, and organizational factors that contribute to harmful behaviors. The comprehensive approach should foster healthy environments and peer norms in addition to building critical personal and interpersonal skills.

Using the three types of prevention activities noted here, an individual training session may help a Service member build a necessary skill, but if that training activity is not nested within a program shown to be effective, and which is in turn supported by policy, then enduring Department-wide change is unlikely to happen.

Types of Prevention Activities *(noted in DoD's PPoA 2.0)*

Policy: A course or principle of action of a government or other institution that may be reflected in regulation, procedure, administrative action, incentive, or voluntary practice

Program: Curriculum or manualized set of activities and information intended for learning and skill development

Practice: Discrete behavior or action contributing to prevention

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[5] *Prevention Plan of Action (PPoA) 2.0.* https://www.sapr.mil/sites/default/files/PPoA_2.0.pdf

Reviews conducted by external panels, such as the Independent Review Commission on Sexual Assault in the Military (IRC, 2021a) also offer a critical perspective on the Department's efforts. For example, the IRC's 90-day review resulted in 82 recommendations related to four lines of effort: Accountability (related to offender), prevention, climate and culture, and victim care and support. A plan for moving forward with these recommendations was set forth in the IRC implementation roadmap (IRC, 2021b), with specific Departmental focus given to the recommendations regarding the improvement of training and education provided to Service members on harmful behaviors.

Please see a note at the end of this section on IRC recommendations and this report.

Establishment of the DAC-PSM

In the last several years, virtually every National Defense Authorization Act (NDAA) passed by Congress has contained legislation directed toward the Department's addressing of various aspects of the prevention of and/or response to sexual assault within the military. In the Fiscal Year 2020 (FY20 NDAA)[6], one element of Congressional guidance took the form of directing the Secretary of Defense to establish the DAC-PSM.

The purpose of the DAC-PSM, as cited in the Committee Charter, is to provide the Secretary of Defense and Congress with "independent advice and recommendations on the prevention of sexual assault involving members of the Armed Forces and the policies, programs, and practices of each Military Department for the prevention of sexual assault." In November 2020, the Secretary of Defense established the DAC-PSM as a non-discretionary advisory committee.

> **DAC-PSM Charter**
> *See Appendix A for the DAC-PSM Charter detailing the Committee's scope and membership expertise.*

Members are appointed by the Secretary of Defense and have expertise reflective of the range of issues needed to address the challenges associated with preventing sexual misconduct. The Committee's current 13 members hold expertise in the following areas:

- Prevention of sexual assault and behaviors on the sexual assault continuum of harm;
- Adverse behaviors, including the prevention of suicide and the prevention of substance abuse;
- Culture change of large organizations; or
- Implementation science.

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[6] National Defense Authorization Act for Fiscal Year 2020, Pub. L. No. 116-92, 133 Stat. 1198. (2019). https://www.congress.gov/116/plaws/publ92/PLAW-116publ92.pdf

Members do not reflect just one community within prevention science; rather, their expertise is drawn from experience in higher education, public health service, and other such related fields, as deemed appropriate and beneficial by the Secretary of Defense.

DAC-PSM and This Study

In late 2022, the Committee's sponsor, the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), saw the opportunity to tap into the unique skill set of the Committee's members to address a Congressional reporting requirement. The FY22 NDAA[7] directed the Department to conduct a study of training across eight training subjects (see list in box), including sexual assault and sexual harassment.

To assist the Department with meeting this study requirement, USD(P&R) directed the Committee to review Department-wide training efforts related to sexual assault and sexual harassment. Further, given the very concerning reporting data associated with the Department's newest Service members, the USD(P&R) directed the Committee to focus its study efforts on training on these two subjects (sexual assault and sexual harassment) as they specifically relate to junior enlisted Service members (E1-E4).

> **Training Subjects from FY22 NDAA Study Requirements**
>
> **1. Sexual Assault**
> **2. Sexual Harassment**
> 3. *Domestic Violence*
> 4. *Diversity, Equity, and Inclusion*
> 5. *Military Equal Opportunity*
> 6. *Extremism*
> 7. *Substance Abuse*
> 8. *Suicide Prevention*
>
> *See full NDAA study requirement in* <u>Appendix B.</u>

By focusing on the newest Service members, the Committee hopes that its recommendations will have two critical impacts:

1. Help reduce the number of incidents of sexual misconduct[8] that these individuals might experience early in their military career; and
2. Equip these future leaders with the appropriate knowledge and skills to effectively guide Service members who enter the military behind them.

The Committee recognizes that addressing the problem of sexual misconduct within the Department is much broader than just this junior demographic – e.g., leaders at all levels need to take appropriate action – but by recognizing the potential of this approach, the Committee believes the Department can have a significant and lasting impact on these challenges.

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[7] National Defense Authorization Act for Fiscal Year 2022, Pub. L. No. 117-81, 135 Stat. 1541. (2021). https://www.congress.gov/117/plaws/publ81/PLAW-117publ81.pdf

[8] "Sexual misconduct" is defined earlier in the report as including sexual assault, sexual harassment, and related harmful behaviors.

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Note from the Committee:
IRC Implementation Efforts and This Report

As stated above, the Committee recognizes and supports the efforts of the Department to implement the extensive IRC recommendations. However, as a public advisory committee, the DAC-PSM can only access information available for public use. As such, the Committee is unlikely to be aware of the many efforts in motion that would be considered as internal Department efforts, and as such, are not yet appropriate for release to the Committee.

During each of the Committee's sessions with the Services and policy experts from the Office of the Secretary of Defense (OSD), members repeatedly heard broad references to IRC implementation efforts, so the Committee knows there is already a great deal happening "behind the scenes" on many of the topics discussed in this report.

> **IRC Recommendations
> and This Study**
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> *In <u>Appendix C</u>, the DAC-PSM identifies IRC recommendations that appear to align with the suggestions offered in this report.*

The Committee looks forward to future discussions with the DoD community to discuss where and/or how the recommendations identified in this report dovetail with IRC implementation activities, with the goal of eliminating duplication of effort and fostering shared knowledge.

CHAPTER II: METHODOLOGY

Early on, the Committee recognized the need to approach this study from multiple angles, as there are many factors that influence the sexual assault and harassment-focused training that junior enlisted Service members receive. This section discusses the methodology of the study, the inputs received, how the process was rolled out, and how the report will be organized.

Study Approach

Depending on the topic, military training policy or guidance typically comes from one of three sources: the policy offices of the OSD; the Military Departments; and/or the Services themselves (e.g., Department of Navy and/or the Navy or Marine Corps). According to Title 10 of the U.S. Code (Goldwater-Nichols Act of 1986), the Military Departments are responsible for the implementation of directed training.[9] In addition to the requirements (the "what"), these entities will often specify implementation approaches (the "how").

These two aspects of training – the "what" and the "how" – were determined by the Committee to be key considerations in the development of this study's approach. To that end, this training study was designed and conducted in three phases:

- **Phase 1:** Environmental scan of existing Department and Service policies pertaining to training on prevention of sexual assault and sexual harassment;
- **Phase 2:** Service submissions on current training activities; and
- **Phase 3:** Analysis and recommendations related to the five core topics of analysis (i.e., approach, metrics, incentives/accountability, engagement, costs).

Each phase is briefly outlined below, followed by a discussion of the five specific training topics called for in the study.

Phase 1: Environmental Scan: *Review of DoD Policies Pertaining to Sexual Assault and Sexual Harassment Training*

Several key policies guide training efforts on the subjects of sexual assault and sexual harassment across the Department; the primary policies are summarized below in Table 1. It is important to note that these selected policies do not also include Service-developed guidance on this subject. Instead, the Services will often have more extensive requirements than are captured in the higher-level guidance referenced below.

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[9]Often referred to as "Title 10 Authority", the code calls for the Military Departments to "organize, train, and equip." (Title 10, United States Code Armed Forces (As Amended Through January 7, 2011) VOLUME I Subtitle A, General Military Law Parts I and II (§§101–2000).

Table 1. DoD-Wide Policies Pertaining to Sexual Assault and Sexual Harassment Training		
Subject	**Policy**	**Summary**
Sexual Assault	DoDI 6495.02, Vol. 2: Sexual Assault Prevention and Response Education and Training[10]	Provides guidance on scope, timing/frequency, and competencies/topics for sexual assault training and education.
Sexual Harassment	DoDI 1020.03: Harassment Prevention and Response in the Armed Forces[11]	Provides guidance on harassment prevention and response training and education programs at all levels of professional military development from accession to senior leader grade and required competencies/topics.
Integrated Prevention	DoDI 6400.09: DoD Policy on Integrated Primary Prevention of Self-Directed Harm and Prohibited Abuse or Harm[12]	Provides requirements for integrated primary prevention system and policies and programs on prevention of harmful behaviors inclusive of sexual assault and harassment.
Prevention Workforce and Leaders	DoDI 6400.11: DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders[13]	Provides policy, assigns responsibilities, prescribes procedures, and identifies requirements for addressing primary prevention of harmful behaviors. Sets roles, requirements, and training and education standards for Integrated Primary Prevention (IPP) personnel. Establishes learning objectives for leaders to oversee and support prevention activities. Provides assessment and evaluation requirements for IPP oversight.
Common Military Training	DoDI 1322.31: Common Military Training (CMT)[14]	Establishes requirements for CMT functional baselines, including lead proponent/office and frequency of training, and establishes CMT working group.

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[10] DoD Instruction 6495.02, Volume 2 (April 9, 2021). *Sexual Assault Prevention and Response: Education and Training.*
https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/649502_vol2p.PDF?ver=x0Y2PHIlAnffN3xcghUPbg%3d%3d
[11] DoD Instruction 1020.03 (December 20, 2022). *Harassment Prevention and Response in the Armed Forces.*
https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/102003p.PDF?ver=4hrJlAMxX13KJ8THDN3Bog%3d%3d
[12] DoD Instruction 6400.09 (September 11, 2020). *DoD Policy on Integrated Primary Prevention of Self-directed Harm and Prohibited Abuse or Harm.* https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/640009p.pdf?ver=2020-09-11-104936-223
[13] DoD Instruction 6400.11 (December 20, 2022), *DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders.*
https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/640011p.PDF?ver=sakn0Vuw8fR-ppisXDMPCQ%3D%3D
[14] DoD Instruction 1322.31 (February 20, 2020). *Common Military Training (CMT).*
https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/132231p.pdf?ver=BlwIIkaK4jnZM230YpqEng%3d%3d

A review of the above guidance showed that the Services are provided high-level requirements, such as timing for how often the relevant training should be delivered and requirements for appropriate implementation of the Department's policies. However, as discussed below, the Committee found that effective and appropriate implementation of these requirements is challenging, especially for training targeting the junior enlisted Service member demographic.

Phase 2: Service Inputs on Training

In Phase 2 of this effort, the Committee received input from the Services via two channels: Response to "Requests for Information (RFI)" and presentations at public meetings.

Service RFIs: RFIs were submitted to each Service to capture data elements, such as the training sponsor, location, frequency, number of participants, and requirement guidance.

Public Meeting Presentations: At a public meeting held on December 8, 2022, the Committee heard from the Services on their overall approach to training on the topics of

> **Service Input**
> *Summaries of the data provided by Services at the public meetings and in response to the RFIs can be found in Appendix D. Their full submissions and public meeting minutes can be found on www.sapr.mil/DAC-PSM.*

sexual assault and sexual harassment, which included a deep dive into their training of the junior enlisted demographic. On March 2, 2023, the Committee held another public meeting with the Services to discuss their RFI submissions and answer questions from the Committee.

Phase 3: Analysis and Recommendation Development

Using the Service-provided inputs, the Committee conducted an in-depth analysis on five core topics clarified below in Table 2:

Table 2. Five Core Topics of Analysis	
Topics of Analysis	**Study Guidance**
Approach	Approach or method used in training intended to change behavior
Metrics	Standardization of metrics of performance, effectiveness, and data collection across the military departments
Incentives/Accountability	Incentives and accountability to ensure training participation, engagement, and effectiveness
Engagement	Mechanisms to engage non-departmental entities in training development
Costs	Resources needed to implement and evaluate trainings

Report Organization

The Committee sought to build this report as both a resource for those considering training issues, as well as an overview of specific training efforts currently underway and potential considerations for the future. To support the high-level recommendations and observations, this report is organized along the following sections for each of the five topics listed above:

- **Introduction to Relevant Research:** Given the extensive research expertise of the Committee members, comments in this section are offered to introduce key research-based observations related to the topic area.
- **Considerations of Research on** *(the topic)***:** Comments in this section depict how the introduced research relates to the application of the topic area within the Department (e.g., Due to its unique operating environment, topics such as "metrics" face a unique set of challenges (and opportunities) not found across the general population).
- **Service Implementation of** *(the topic)***:** The examples reflected in this section illustrate content provided to the Committee directly from Department policy offices and the Services.
- **DAC-PSM Recommendations and Rationale:** This section is an opportunity for the Committee to offer recommendations for improvement related to the topic and offers highlights on the rationale supporting each recommendation.

The research and observations depicted in this report are by no means intended to be exhaustive. However, the Committee hopes that the rationale and insights behind the recommendations on these specific topics will be of value to the Department and may prompt similar discussions designed to improve training on other subjects of critical importance to the safety and security of those within the DoD community.

CHAPTER III: TRAINING APPROACH

The first topic that the Committee considered during this study was that of training approach; that is, the way in which a given training is intended to change behavior. In order to select the most appropriate training tool for a given population or environment, it is important to first understand the theoretical framework that guides the training provision and seeks to ensure its effectiveness.

Introduction to Relevant Research

The study requirements called for an analysis of "how training is intended to change behavior." When utilizing training approaches in the attempt to change behavior, it is important to consider the rationale behind training selection, the "fit" of the training for the target population, and the quality and fidelity of training implementation, as well as the effectiveness of the trainers who will deliver the programming. The nine principles of prevention (Nation et al., 2003), as cited in the IRC report and on the website of the DoD Sexual Assault Prevention and Response Office[15], provide characteristics of effective prevention strategies, which should be applied to sexual assault and sexual harassment training.

The Committee drew on the importance of these prevention underpinnings during its review of Service submissions. Throughout this report, reference will be made to the principles of prevention, with different sections highlighting certain principles, as evidenced below. When discussing training approaches, the Committee pointed to suggestions in the research and available evidence indicating that particular attention should be paid to the principles of sociocultural relevance, appropriate timing, and the competence of the staff delivering the content.

> **The Nine Principles of Prevention**
>
> 1. Comprehensive
> 2. Theory driven
> 3. Socioculturally relevant
> 4. Sufficient dosage
> 5. Appropriately timed
> 6. Varied teaching methods
> 7. Well-trained staff
> 8. Positive relationships
> 9. Outcome evaluation
>
> Source: Nation et al., 2003

The principle of "sociocultural relevance" discusses the importance of selecting trainings developed specifically for the target population and/or tailoring the trainings in order to be most effective in changing the intended behavior. Moreover, cultural factors within the environment should be acknowledged, and individual characteristics of the participants should be considered, especially for those in the most at-risk subgroups. Due to the need for these considerations, a one-size-fits-all approach is not effective and may in fact carry unintended consequences for subgroups most in need.

The content should also account for the risk and protective factors that are most pertinent to those being trained on a particular topic. This requires the use of an

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[15] DoD Sexual Assault Prevention and Response Office website, Sexual Assault Prevention and Response Education and Training, https://www.sapr.mil/SAPR-Education-Training

appropriate theory-driven approach that accounts for attitudes, cognitions, and behaviors that are relevant to the intended outcome. Lastly, the environment in which knowledge and skills are learned and applied is also important to consider, particularly in the military context.

Another principle of prevention highlights the need for training to be "appropriately timed." In other words, there are sensitive windows during which training may be more effective or better received by the intended audience. This principle applies to both the content as well as the delivery method; that is, training is most effective when delivered using an approach that builds on prior foundational knowledge and skills that are developmentally appropriate for the target audience.

One additional prevention principle that is important to highlight when considering training approach is the role of "well-trained staff." It is of critical importance that investment is made in the hiring of highly skilled trainers who will implement trainings with fidelity, as well as in the evaluation of their effectiveness over time. One aspect is recognizing who is the most appropriate messenger for a particular audience, as well as the method of delivery. These considerations are crucial to fostering learning and application of the training material, particularly among the junior enlisted demographic during their first four years of service in the military.

> *"We need to be smart and specific about who is credible to 18-to-22 year olds. And sometimes it's an atypical messenger. We often say, it doesn't matter what you're saying if no one's listening."*
> DAC-PSM Member
> March 31, 2023 Public Meeting

Considerations of Research on DoD Training Approaches

In the military environment, there are important aspects to consider when tailoring trainings to target behavior change for sexual misconduct, particularly given that many trainings are adapted from civilian settings. For example:

- **Similarities** between junior enlisted military and civilian college communities include a comparable age range (approximately 18-22 years old), similarities between military branches and fraternity cultures and norms, and a relatively short timeframe to consider when implementing training (i.e., typically four years).
- **Differences** inherent to the military population include higher rates of prior childhood trauma than the civilian population (Katon et al., 2015). In their presentations at DAC-PSM public meetings, the Services offered additional examples, including:
  - Up to one-third of the Navy is deployed at any time on ships, where members live, work, eat, and sleep in very close quarters 24 hours per day/7 days per week with limited privacy.
  - The Marine Corps has the highest personnel turnover rate, with the majority serving four years or less, making it challenging to assess long-term behavior change.

Thus, tailoring trainings to a junior demographic (rather than the full-age range represented across a career) and to Service-specific conditions becomes critically important to consider. As noted in the highlighted quote from the Navy's presentation to the Committee, those new to their uniform come into service from a range of backgrounds and experiences, and so establishing a baseline of appropriate behaviors becomes the first necessary step.

Finally, two key groups – the trainers delivering the content and the integrated primary prevention workforce (IPPW)[16] – must have a solid understanding of military culture and the importance of connection with the Service members, particularly those in the junior enlisted demographic. Within those early years of service, there are specific training touchpoints that are not only vital for trainers to understand, but also where it is crucial that a Service member connect with the content, delivery, and messaging. Likewise, it is important that those tasked with fostering a comprehensive approach to prevention (i.e., the integrated primary prevention workforce) at locations with high percentages of the junior enlisted demographic have a clear understanding of this high-risk population's challenges and needs. Evaluation of the integrated prevention workforce and trainer efforts should support and reinforce the unique needs of the junior enlisted demographic, and where appropriate, be reflected in prevention credential as an "add on" to the IPPW's core knowledge and skill set.

> *"In accession training, because we receive most of our recruits from the civilian world that come from varied social backgrounds with a variety of cultural norms, the biggest challenge is creating a baseline of healthy correct behavior for all recruits to understand and model."*
> Navy Presenter
> March 2, 2023 Public Meeting

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[16] Per DoD policy (DoDI 6400.11), "the IPPW consists of DoD civilian employees or Service members whose primary duties involve primary prevention of two or more harmful behaviors outside of a clinical setting." Those working prevention for a specific harmful behavior are known as Program Specialist, who have the "primary duties of the Service member or DoD civilian employee involve a harmful behavior remediation program such as suicide prevention, Military Equal Opportunity (MEO), Family Advocacy Program (FAP), and substance misuse. Positions with primary duties involving program support may not be designated or coded as IPPW."

The IPPW and trainers have distinct roles but support each other: The IPPW are prevention professionals trained by OSD and Services on how to plan, implement, and evaluate integrated primary prevention. This prevention workforce would not (typically) be providing training content to local populations. The cadre of trainers are individuals skilled on presentation and engagement techniques who also have (some) topic knowledge. In terms of engagement of the two sets of professionals, the IPPW might offer the trainers insights on prevention issues or trends (local or Service-wide), which the trainers may then reflect in sessions with Service members, as appropriate.

Service Implementation of Training Approaches

The Services provided written, training approach-focused RFI responses featuring general information on two of the nine principles of prevention: "varied teaching methods" (e.g., delivery method for the training such as in-person discussions led by a trained facilitator or virtual training delivery online) and "theory driven" (e.g., learning approach, such as adult learning theory). Service input at the public meetings expressly addressed aspects of three additional principles: "Socially culturally relevant" (e.g., tailoring of content and delivery), "appropriately timed" (e.g., the career cycle progression), or "well trained staff" (e.g., skilled trainers).

> **Service Input**
> *Summary of the information provided on each Service's <u>approach to training</u> can be found in <u>Appendix D1</u>.*

During the DAC-PSM public meeting presentations, each Service provided details on the topical content covered in required trainings during the E1-E4 career phase. (Per DoD policy, those training requirements include initial entry, accession, and annual training, with pre- and post-deployment training also required, if relevant.[17]) Early career training focuses largely on imparting basic knowledge (e.g., definitions, reporting options, resources). Subsequent annual refresher trainings build on this foundational knowledge and include information on risk factors (e.g., alcohol and drug use) and protective factors (e.g., healthy relationships and connectedness), as well as building skills to identify and intervene in unwanted situations (e.g., bystander intervention).

In addition to required trainings, Services offered information about optional trainings that members may elect to participate in, including the following:

> *"Sailors may have a concept in mind of what is expected of them within the Navy and that it sometimes becomes challenging when they get to their first fleet unit and discover that what they have been trained to do or seen demonstrated up until that point is not the reality of their fleet unit."*
>
> Navy Presenter
> March 2, 2023 Public Meeting

- The Air Force highlighted its new tailored approach in Basic Military Training, called Sexual Communication and Consent, that will replace its current training. Using responses to a tablet-based questionnaire, the trainee is redirected into a tailored training module designed to address one of the following topics: Healthy relationships, primary sexual assault prevention, or revictimization prevention.
- Some Services have information on the mapping of trainings to career progression. Specifically, the Navy provided information on an optional training that highlights an enlisted Sailor's career progression, and the Army provided a graphic to depict its career progression approach to training (see Figure 2 below). The Marine Corps is developing a manual with training on four key
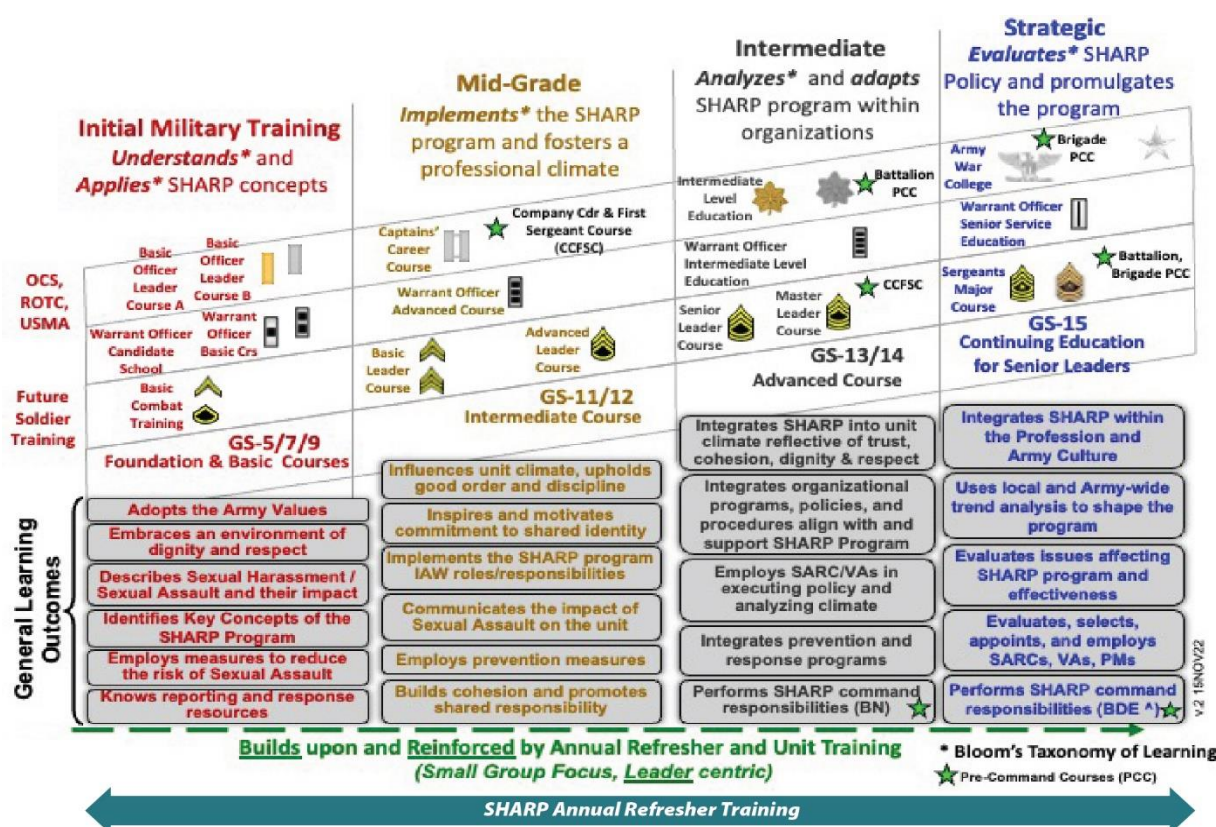
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[17] DoD Instruction 6495.02, Volume 2 (April 9, 2021). *Sexual Assault Prevention and Response: Education and Training.* https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/649502_vol2p.PDF?ver=x0Y2PHlLAnffN3xcghUPbg%3d%3d

values, which will eventually become progressive training that builds over the course of a Marine's career, rather than becoming repetitive, year after year.

The benefit of a training depiction such as the Army's is that it clearly shows the progression of content learning and usage, laying out the knowledge and skills tied to increased responsibilities as Soldiers advance in rank. Creating and sharing such a depiction from each Service might allow for identification of shared resources and also help establish shared appropriate norms and behaviors when junior Service members are working side-by-side with a member from another Service.

There may also be some benefit to further subdividing the learning objectives into distinct periods within those early years, as suggested by the featured Navy quote. Knowledge and skills learned while attending basic military training and advanced technical training (both of which were referred to as "controlled" environments) might not be sufficient preparation for a Service member's first ("regular") duty station.

Figure 2. Army Sexual Harassment/Sexual Assault Response and Prevention (SHARP) Education Continuum Progressive Learning Approach

Source: Department of Army presentation at December 8, 2022 DAC-PSM Public Meeting (See www.sapr.mil/DAC-PSM for full meeting materials). Per Army briefer, "The SHARP Educational continuum provides a holistic, standardized snapshot of the SHARP learning activities that we can reference and use to brief senior leaders on our approach to continuous and progressive learning, across the institutional learning spectrum. The learning outcomes listed on the bottom of the continuum illustrate the composition of SHARP education and training to address learner needs as they gain experience and prepare to assume increased responsibilities commensurate with their rank."

DAC-PSM Recommendations and Rationale

As the Committee considered existing research alongside current training activities of the Services, several key opportunities to strengthen elements relating to the nine principles of prevention started to emerge, including a need to customize content (socio-culturally relevant); benefits of detailed training mapping within this initial career period of the first four years (appropriately timed); and the importance of focused attention to ensure that the prevention workforce supporting the junior Service member communities have both the necessary knowledge and skills.

Specific recommendations and associated rationale pertaining to training approaches for E1-E4s are offered below.

Approach Recommendation 1

Where there are gaps in trainings developed specifically for target subgroups, the Services should tailor trainings 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 the final product 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.

> **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 developed or 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 yet exist. To that end, the Department might start with an analysis of where there are research gaps on approaches to tailoring training sessions for optimal behavioral changes, and from there, support research to fill those gaps.

Approach Recommendation 2

The Services should depict and utilize a full career-cycle approach, such as the Army's (see Figure 2 on page 22), to capture the desired progression of attitudes, knowledge, and behaviors related to this topic. Detailed mapping should be done to depict training activities within junior ranks of enlisted personnel and officers.

> **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 early career ranks 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 remaining 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).

Approach Recommendation 3

The Services' efforts to train and field the prevention workforce should be prioritized to help ensure that appropriately trained personnel are in settings most likely to support junior enlisted Service members.

Rationale: The Department and Services are undertaking a significant effort to field 2,000 trained prevention personnel who will eventually staff every echelon of the Department. The Committee recognizes that staff placement is already underway, but if opportunities exist as this effort unfolds, the Committee encourages prioritization of prevention workforce placement in settings where junior enlisted Service members are most likely to be found, such as basic and advanced training locations and installations with a high percentage of junior enlisted Service members.

Approach Recommendation 4

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

Rationale: Those new to the military have different prevention requirements than those who have been in uniform for many years. In addition, the training settings and engagement opportunities (e.g., basic training dynamics) are different than those found later in a Service member's career. The prevention workforce supporting these junior enlisted Service member-specific settings needs 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 credentialing process and associated with appropriate evaluation metrics.

CHAPTER IV: TRAINING METRICS

The next topic considered by the Committee was that of training metrics. Metrics come in a wide variety of forms and can serve many functions, such as evaluating the effectiveness of a training event; offering insights into alignment with organizational goals; assessing learner and instructor satisfaction and engagement; and identifying areas of need for further training and development.

Introduction to Relevant Research

The study requirements called for a review of the "metrics of performance, effectiveness, and data collection" for trainings, as well as an analysis of "whether the metrics are standardized across the military departments." This request reflects the need to assess metrics of training performance and effectiveness using multiple data collection methods and measures. Recent reports conducted by RAND (Farris et al., 2019) and the Government Accountability Office (GAO, 2022) have offered helpful definitions to guide this analysis.

> *"Simply knowing whether or not Service members are completing a training…is insufficient to know whether or not these trainings are really helping to promote attitude, knowledge, skill and behavior change. A more fine-grained, fine-tuned, continuous evaluation would be recommended to really look at how processes of change are evolving over time with specific trainings."*
>
> DAC-PSM Member
> March 31, 2023 Public Meeting

Training "metrics of performance" include any data point, item, or scale that can be used to evaluate that initiative's processes; examples include number of people completing a training or trainees' engagement and satisfaction with the training. Another facet to consider is training fidelity, or how training is being implemented in the field compared to how it was originally designed or intended to be implemented.

Training "metrics of effectiveness," as defined in the GAO report (2022), include assessing different aspects of training content to determine whether the training is achieving the desired outcome to prevent sexual assault and sexual harassment.[18] The use of this type of metric illustrates that a training seeks to follow the prevention principle for the "inclusion of an outcome evaluation" (Nation et al.). The need to assess multiple aspects of training suggests that knowledge change in and of itself does not necessarily translate to behavior change (i.e., the long-term goal of trainings), and that the Department and Services should expand consideration of training metrics beyond assessing individual-level knowledge, to include unit and leader attitudes, skills, and behaviors. Cyr et al. (2021) demonstrate how modern social psychology has developed promising implicit measures

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[18] Training metrics, as defined by GAO (2022), include assessing individual cognitions (e.g., knowledge or information retention), attitudes and social norms (e.g., opinions, beliefs, feelings, empathy), skills (ability to enact what was taught such as asking permission), behavioral intentions (e.g., likelihood of engaging in behavior, self-efficacy), actual behavior (e.g., experiences of victimization, perpetration, bystander intervention), and contextual factors (e.g., relationship health).

of attitudes as supplements to self-report measures. As indicated in the IRC report (2021a), 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.

Using a framework to inform training evaluation, such as the Kirkpatrick Model (Smidt et al., 2009), is a helpful way to ensure that various important aspects of training are being assessed. This model allows training evaluators to measure learning across a successive range of categories:

1. **Reaction:** A learner's perception of training as favorable, engaging, and relevant;
2. **Learning:** The degree to which a learner acquires the intended training knowledge, skills, and attitudes;
3. **Behavior:** The degree to which a learner applies the training once back on the job; and
4. **Results:** The degree to which targeted outcomes are met as a result of training.

Using metrics across these kinds of categories can serve to break down the understanding of "success" into smaller components and illustrate impact throughout the course of the learning process, as well as with larger outcomes. Using this range of "Reaction" to "Results" might also be a useful framework for categorizing what metrics are in place across the Department, which would assist with the identification of gaps, as well as the possible establishment of a core set of metrics to be used uniformly, and then allow for additional, more tailored measures to be utilized by different Services or with different populations.

Finally, "metrics of data collection," as offered in various years of the Department's Annual Report on Sexual Assault (DoD, 2021, 2022, 2023), include indicators such as past year prevalence, reporting prevalence, and reports of sexual assault over time. Department-wide sources of data collection on sexual assault and sexual harassment include the Workplace and Gender Relations Survey of Active Duty Members (WGRA), the Defense Organizational Climate Survey (DEOCS), the Defense Sexual Assault Incident Database (DSAID), and the Military Investigation and Justice Experience Survey (MIJES). Employment of these types of metrics offers an opportunity to consider the importance of information sharing among the different stakeholders who might be collaborating on a given evaluation, as well as consensus on evaluation processes, metrics, and goals. It is imperative for the Services to be able to evaluate whether training is effective through the use of multiple data collection sources and methods.

Considerations of Research on DoD Training Metrics

The Services follow DoD policy guidance to determine required training metrics for the topics of sexual assault and sexual harassment. In general, Department policies describe the content required for trainings and specific learning objectives, but each Service is responsible for the implementation of these requirements. That said, the IRC report (IRC, 2021a) spoke to the importance of developing standardized metrics for

tracking and assessing the integrated primary prevention system and data-informed actions, including funded research and evaluation. This attention to metrics will likely lead to a more holistic understanding of the progress, gaps, challenges, and areas for future collaboration, funding, and research support.

The Department's integrated prevention policy addresses shared risk and protective factors across harmful behaviors at the individual, interpersonal, and organizational levels.[19] The IRC report (IRC, 2021a) indicated that across DoD – and especially within the target demographic of junior enlisted Service members – the attitudes, knowledge, skills, and actions needed to prevent sexual misconduct may be new or not often utilized. Focusing on just the "endpoint" of annual reports or Department-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 enlisted Service members, the Department will be able to focus on the population at greatest risk for both perpetration and victimization of sexual misconduct, while also setting a foundation for success as Service members progress in their career.

Service Implementation of DoD Training Metrics

In general, the responses received from the Services indicated that tracking the number of participants who complete mandatory trainings is a primary metric being utilized, rather than the metrics for assessing training performance referenced in the Kirkpatrick Model (e.g., Reaction, Learning, Behavior, and Results). (Based on Service discussions, there does not appear to be consistency in tracking completion of non-mandatory, optional trainings.) Some trainings contain methods to collect feedback from participants on the training, assessing the Reaction of participants. In addition, many of the trainings, particularly the annual refresher trainings, have built-in knowledge checks, incorporating one element (knowledge) of the Learning category included in the Kirkpatrick Model.

> **Service Input**
> *Summary of the information provided on each Service's approach to training metrics can be found in Appendix D2.*

In the DAC-PSM public meetings, the Services acknowledged that assessing training effectiveness, other than learning checks, is much more difficult than assessing simpler process or performance measures. Across all Services, the importance of assessing whether the trainings are actually making a difference in changing the targeted outcomes was stressed, and all Services indicated that they have pilot trainings or initial evaluation efforts underway, with the goal of assessing training effectiveness.

Finally, the Services acknowledged the use of the DoD-wide surveys (e.g., DEOCS and WGRA) to assess Service-specific metrics, such as prevalence of sexual assault and

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[19] DoD Instruction 6400.09 (September 11, 2020). *DoD Policy on Integrated Primary Prevention of Self-directed Harm and Prohibited Abuse or Harm.* https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/640009p.pdf?ver=2020-09-11-104936-223

rates of reporting, but admitted difficulty in tying these metrics directly to training effectiveness.

DAC-PSM Recommendations and Rationale

The Committee considered research and the Service inputs in formulating recommendations on training metrics. The overarching areas identified for improvement include broadening metrics beyond individual-level measures; developing cross-Service collaboration efforts and sharing lessons learned; and prioritizing efforts to evaluate the effectiveness of trainings to prevent sexual assault and sexual harassment, particularly within the first four years of service.

The Committee's specific recommendations and associated rationale are presented below.

Metrics Recommendation 1

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.

> **Rationale:** Knowledge change does not necessarily translate to behavior change, which is the long-term goal of trainings. Since effective trainings must be tailored and applicable to real-life situations, it is important to use metrics that assess relatability, as well as include measures of broader peer and leader attitudes and behaviors. Metrics of training effectiveness are best assessed using multiple methods and measures (e.g., observation, self-report, implicit measures, skills assessment). The broader context in which the training is delivered, including characteristics of the organizational setting and peer, unit, and leader are important to assess and are likely to affect the outcomes of the training.

Metrics Recommendation 2

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

> **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 with building capacity and sharing of ideas and lessons learned.

Metrics Recommendation 3

Evaluation should consider attitudes, knowledge, skills, and behaviors to allow for full understanding of the extent of progress with each, and where to focus attention if the

desired outcomes are not observed. The mapping of evaluation appropriate for the experiences of the newest Service members should be a priority.

Rationale: Across the Department, 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 Department-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 enlisted 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.

CHAPTER V: TRAINING INCENTIVES AND ACCOUNTABILITY

The third topic that the Committee considered was the use of incentives to ensure the effectiveness of training. As Service inputs were received and discussions deepened, it was determined that the use of traditional tangible "incentives" is not necessarily as common in the military environment as it might be in civil society, due to the rigidity of training requirements and the often-compulsory nature of Service member participation. Therefore, the Committee also elected to look at this element through the lens of accountability and the motivation it can provide.
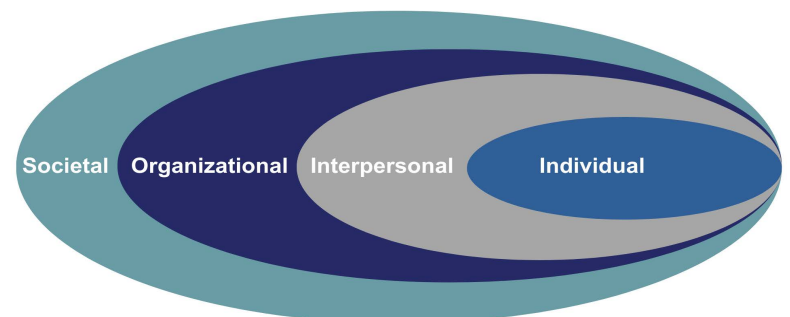
> **"Accountability"**
> The use of "accountability" in this report is in connection with efforts to advance desired norms, to reinforce and foster compliance. The term is not used within the context of the military justice process.

Introduction to Relevant Research

The study requirements called for an analysis of "incentives used to ensure the effectiveness of training." The Committee struggled with defining the appropriate use of the word "incentives" in the case of training and instead, suggested the use of the word "accountability" as more appropriate when considering trainings in the military environment, particularly given the mandatory nature of training during the first four years of service. Thus, the topic was renamed to "incentives and accountability" to capture both the study language guiding the requests that were submitted to the Services and the Committee's preference for framing the topic as accountability for training completion and effectiveness."

A model to guide the use of incentives and accountability in the prevention of harmful behaviors such as sexual assault and sexual harassment is the socioecological model (SEM) (Dahlberg & Krug, 2002), shown here in Figure 3. As referenced in the nine principles of prevention (Nation et al.), the SEM illustrates the complexity of connection between individual, relationship, community, and societal factors. It illustrates the range of factors that can put people at risk for violence or protect them from experiencing or perpetrating violence. The way in which the rings overlap when moving towards the outer layers of the model and encompass the inner layers, illustrates how factors at one level can impact factors at

Figure 3. Socioecological Model (SEM)

Societal   Organizational   Interpersonal   Individual

another level.[20] The factors present at an outer layer can exercise influence over all of those layers (and corresponding factors) that are contained within its sphere of influence.

In addition to helping clarify these interactions, the model also suggests that in order to prevent violence, it is necessary to act across multiple levels of the model at the same time. To improve application of the SEM and account for multiple levels of analysis in a military environment, more military-specific terms to align with each level of the SEM can be utilized: an individual Service member, interactions with peers, a unit or team, and broader organization and culture. Within each of these levels of analysis, incentive and accountability structures could be aligned to reinforce attitudes, behaviors, and cognitions that ultimately lead to long-term change in the prevalence of harmful behaviors.

The use of incentives and accountability are grounded in a behavioral approach (Skinner, 1974), such that rewards are used to positively reinforce good behavior, although this could also be framed as negative reinforcement or punishment for not completing a required training (Stecher et al., 2010).[21] An important aspect to consider in employing incentives as well as accountability is the motivation underlying the individual engaged in the behavior of interest, which is often framed as intrinsic (e.g., core values) or extrinsic (e.g., recognition or reward) in nature.[22]

Accountability is related to motivation, in that it can be influenced through both internal and external sources. In the context of training in the military, participation is often

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[20] DoD prevention guidance (Prevention Plan of Action (PPoA) 2.0) refers to the levels as individual, interpersonal, and community levels. The PPoA 2.0 discusses the importance of addressing risk and protective factors within each level (PPoA 2.0 pg.7) as well as across levels to ensure a comprehensive prevention approach (PPoA 2.0 pg. 8).

[21] Incentives have been used in the civilian environment to reinforce positive health behaviors, such as exercise (Mitchell et al., 2013) and weight loss (Volpp et al., 2008) as well as to discourage negative health behaviors such as smoking (Volpp et al., 2006), albeit these studies have demonstrated mixed results in linking incentives to long-term behavior change (Donatelle et al., 2004). The educational literature, which is more closely tied to training, has generally found that monetary reinforcements seem to work for more straightforward and measurable outcomes such as school enrollment, attendance, and grade progression (Schultz, 2004), but are not as effective in promoting more complex outcomes such as academic achievement (Gneezy et al., 2011).

[22] There has been some debate in the literature linking the use of incentives with motivation, and specifically, whether motivation that is extrinsic in nature (i.e., achieved through an external reinforcement such as money or an award), is as effective as intrinsic motivation (i.e., achieved through internal factors such as beliefs or values). In fact, some research has suggested that the use of extrinsic motivation to reinforce prosocial behaviors may impact self-image as well as how one is perceived by others (e.g., motivated by achievement or recognition), which can actually decrease or "crowd out" intrinsic motivation (e.g., moral obligation), particularly in long-term behavior change (Deci et al., 1999); type of motivation underlying the behavior may also have an impact on whether the behavior is sustained once the incentive is removed.

driven by a mandatory, external requirement, whereas engagement can be both externally driven by the trainer as well as internally driven through the individual's connection to the content. Thus, opportunities exist to motivate and inspire learning through both external and internal drivers at multiple levels (e.g., the individual learner, the training facilitator, the leader encouraging uptake, and applicability of the training material).

Finally, a key piece to consider in employing incentives and accountability is evaluation. Evidence is mixed on whether incentives are effective, particularly if the goal is long-term behavior change. Overall, the evidence suggests that incentives appear to be most effective when they are:

- Positive in nature (i.e., the use of a carrot rather than a stick);
- Use intrinsic (e.g., morals or values) as opposed to extrinsic (e.g., money or awards) motivation to achieve the desired outcome;
- Tied to the effort required for the activity or outcome;
- Maintained over time and increase as the time or effort required for the desired outcome is increased;
- Rewarded as close as possible to the behavior; and
- Applied to discrete and less complex outcomes (Lynagh et al., 2013).

When considering the potential use of incentive and/or accountability structures, the Department and Services should utilize the best available evidence on what makes incentive and accountability efforts effective, employ accepted research findings when structuring their programs, and ensure that plans and resources are in place to appropriately evaluate their incentivization efforts to show efficacy and impact.

Considerations of the Research on DoD Training Incentives and Accountability

Unique circumstances of the military environment, such as constraints on the type and level of incentives, mandatory training requirements, and the influence of leadership, impact of the use of incentives and accountability. Regarding type and level of incentive, the Services have informal and formal practices in place to recognize Service members. These programs essentially incentivize individuals as well as units for exceptional performance above and beyond the call of duty. Types of incentives are typically extrinsic in nature and may include trophies, metals, plaques, letters of recognition, and uniform patches, which may count towards points or other considerations that can be used to determine promotion to higher paygrades. Incentives could also be offered to Service members who participate in non-mandatory trainings. However, it is important to recognize that intrinsic incentives, such as reinforcing Service-specific core values, are another avenue to consider in the provision of training incentives, which may in fact may be more effective in long-term behavior change.

As previously mentioned, many trainings during the first four years of service are mandatory in nature and thus, incentives and accountability may be more appropriately employed with those at the leadership level. A well-motivated leader will presumably work harder to encourage Service member engagement and involvement in the training, and therefore, the delivery of training by motivated leaders may ultimately serve to increase Service member retention and application of the material learned. As referenced in the principles of prevention (Nation et al.), anyone conducting training should utilize a variety of methods in order to pique interest and encourage effective engagement with the training material.

Furthermore, leaders are positioned to set the tone for their units and serve as role models for how to behave; conversely, apathy and modeling or acceptance of improper behavior on the part of leaders can serve to undermine prevention efforts within their units. In the context of training, leaders often have the power to determine if and when optional trainings are administered, as well as how much emphasis they will be given. In some cases, the leader may be the person who is in charge of administering the training, and therefore their attitude and engagement related to the material is of paramount importance, particularly regarding whether the training is administered as intended and has the associated impact on behavior change. Additionally, even if they are not facilitating the training, a leader exhibiting engaged presence and participation serves to model proper expectations for behavior. If not already done, including relevant questions in the Defense Organizational Climate Survey to assess how leaders are perceived in terms of commitment to training could be helpful information to capture.[23]

> *"At the individual level, commanders are very eager and very willing to recognize Marines who step out and go above and beyond. They tend to do that in various ways. It could be through formal awards. It could be through just kind of recognizing them on the spot for what they've done."*
>
> Marine Corps Presenter
> March 2, 2023 Public Meeting

Service Implementation of Training Incentives and Accountability

Presentations from the Services on the topic of incentives were less informative than for some of the other topics, as there seemed to be a general lack of sharable detail. When asked in the public meetings, a common refrain among presenters from the Services was that they were either unaware of training incentives being used, or they indicated that annual trainings are mandatory and thus, incentives are not applicable. However, there were a few notable examples of incentivization for successful completion of training or participation in optional offerings:

- The Air Force provided details on incentives for completing non-mandatory training on sexual assault, such as the allotment of extra time to participate in the

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[23] The public-facing Assessment to Solutions page of the Defense Equal Opportunity Management Institute website offers details on the DEOCS, as well as a bank of survey questions. Questions regarding leader engagement in training did not appear to be in the materials available for public view. https://www.defenseculture.mil/Assessment-to-Solutions/A2S-Home/

training and the opportunity for special recognition, if chosen for the Teal Ropes Program at the U.S. Air Force Academy.

- The Army, Navy, Marine Corps, and Air Force mentioned incentives that are provided to individual Service members through both informal and formal recognition and encouragement, such as awards and uniform patches.

RFI responses also illustrated the idea of using reinforcement and encouragement to subscribe to "core values" and appropriate behavioral norms as a way of incentivizing training completion. The Air Force highlighted guided discussions and the use of core value ratings for trainees who meet set standards. The Navy and Air Force also discussed incentives at the peer, unit, and organizational levels through reinforcing core values. The Army mentioned its peer leader program, SHARP Ambassador, which aligns with reinforcing positive social norms.

> **Service Input**
> *Summary of the information provided on each Service's <u>approach to incentives and accountability</u> can be found in <u>Appendix D3</u>.*

Committee discussions regarding incentives also branched off onto the topic of training engagement, the importance of effectively using adult learning principles, and leadership accountability, as Services highlighted the importance of leadership engagement in effective training delivery. For example:

- For non-mandatory sexual harassment training in the Air Force, it was noted that the commanding officer is responsible for requesting this training, highlighting the importance of leadership involvement in and support for trainings.
- The Navy acknowledged the leader level of accountability through its new requirement for an E4 to be promoted to the next rank.

These examples illustrate the idea that accountability may also be an effective motivator in a military environment, in instances where traditional incentives are not feasible or hold less influence than they might in a civilian setting.

DAC-PSM Analysis and Recommendations

The Committee reviewed the literature in addition to the Service inputs and identified several areas for recommendations related to training incentives and accountability within the first four years of service. These included using the SEM as a framework to consider incentives and accountability; motivating engagement and learning in mandatory training requirements; and holding leaders accountable for the upholding of core values and healthy social norms through the evaluation and promotion process. The specific recommendations and associated rationale are presented in detail below.

<u>Incentives/Accountability Recommendation 1</u>
The 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 (e.g., unit/team, leader, and organizational levels.)

Rationale: Using the SEM as a framework will ensure accountability 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 incentivizing accountability is 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 accountability works as intended to prevent sexual assault and sexual harassment in the military.

Incentives/Accountability Recommendation 2

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

Rationale: Repeatedly, the Committee heard comments implying there is no role for consideration of incentivizing accountability 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 and that use of adult learning principles will result in more effective, long-term absorption of material and behavior change. Those providing the training need to have the necessary engagement skills (e.g., a varied list of ways to engage learners 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 idea that engagement at these "mandatory" sessions can be a positive experience, and that, just because something is "mandatory" does not mean it has to be dry, boring, or ineffective. Leader success at conveying the importance of engaged participation could be captured in the DEOCS.

Incentives/Accountability Recommendation 3

The Services should focus on holding leaders accountable as a critical level of influence in the military environment.

Rationale: Due to their potential influence over the success of Service members' training experiences, leaders – particularly those at the mid-level – are critical in ensuring participation and engagement in unit-level training, as well as in setting the tone for acceptable behaviors at the installation level. Holding leaders accountable 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 and therefore best positioned to influence and support future prevention success and the unit's health as a whole.

CHAPTER VI: ENGAGEMENT IN TRAINING DEVELOPMENT

In accordance with the study requirements, the Committee also sought out information on mechanisms being used to engage non-Departmental entities to assist in the development of trainings or courses. These types of engagement could include a wide variety of possible collaborations or partnerships (e.g., academia or non-governmental organizations), on any number of training-related topics (e.g., curriculum development or monitoring and evaluation). Discussions around non-Departmental engagement covered a range of topics, such as types of potential collaborations and the benefits of partnering outside of the Department, as well as how training outcomes might be improved through the utilization of effective partnerships.

> *"Collaboration can mean many things to many people, and so dispelling what that means, moving away from that ambiguity and really using frameworks that spell what that is, and provide guidance on different levels of collaboration, I think are useful."*
> DAC-PSM Member
> March 31, 2023 Public Meeting

Introduction to Relevant Research

The literature points to the importance of outside collaboration, with many potential benefits, including increased capacity through access to resources, varied expertise, and infrastructure; increased cost savings through the use of pooled resources across entities; and reduced risk given the shared responsibility for the outcome of interest across multiple entities (White House, 2013).[24] Partnerships include those that are informal, which often do not require funding (e.g., building coalitions around a common goal) and those that are formally established through an agreement, which often require monetary support.[25]

Types of entities that engage in partnerships include government agencies (e.g., Centers for Disease Control and Prevention (CDC)), nonprofit organizations (e.g.,
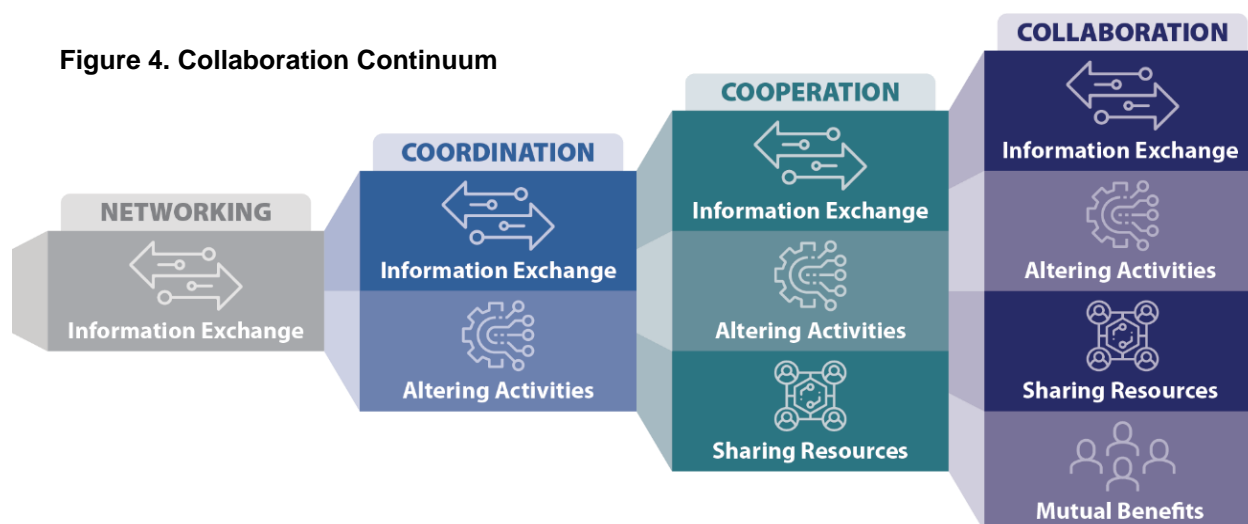
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[24] Successful partnerships often involve clear objectives and scope of work between agencies, well-aligned goals; mutual participation by each agency, including a dedicated staff to plan and sustain the effort; strong leadership that can champion the effort; a clear benefit for all parties involved in the arrangement; mutual trust and respect among agencies; good communication and transparency among agencies; well-thought out management of mutually agreed-upon roles and responsibilities; dedicated funding and incentives to sustain the partnership; compatibility and compliance with legal statutes or regulations; and a plan in place for implementing and evaluating the arrangement (White House).

[25] Mechanisms for establishing partnerships between government agencies and outside entities, which are often unfunded, may include a Memorandum of Understanding (MOU), Memorandum of Agreement (MOA), Letter of Intent (LOI), and Statement of Intent (SOI) (White House); whereas more formal contracts are typically established through funded mechanisms such as grants and contracts for work with non-profits or businesses.

Wounded Warrior Project) and foundations, private sector businesses, and universities, as well as engagement with subject matter experts (SMEs), advisory committees and working groups. Important considerations for the government when partnering with outside entities are the legal constraints in developing partnerships, as well as maintaining a fair, transparent, and non-preferential process through which partners are selected, including the avoidance of real or perceived conflicts of interest (White House 2013).

The prevention principle of fostering "positive relationships" references the power of relationships to create a positive environment. Building on that idea, the collaboration continuum, shown in Figure 4, fleshes this concept out further by illustrating the range of possible benefits resulting from effective partnership. The continuum portrays four strategies for collaboration – networking, coordination, cooperation, and collaboration – each building on the efforts of the one before (Himmelman, 2001). Each of these collaboration strategies can be considered respective to the amount of time required to establish the partnership, the history and level of trust underlying the relationship, and the overlap in resources and environment required for the partnership. Establishing guidance on collaboration is an important first step towards building this capacity, particularly within an organization as large and diverse as the DoD.

Figure 4. Collaboration Continuum

Considerations of the Research on Engagement

There are aspects of the military environment that may pose barriers or challenges for establishing partnerships with outside entities in training development. These include the cultural differences between the military and the outside entity, particularly if the outside entity is unfamiliar with the military environment and the unique circumstances associated with it; pushback from individuals within the military who are resistant to bringing in outsiders to deal with an inside problem; and challenges in managing shared risks in partnering (Lachman et al., 2016).

A RAND report (Lachman et al.) recommended key areas for the military to consider when partnering on education and technical assistance initiatives. Those recommendations included: (a) each Service developing a process for evaluating partnerships, which could be used to share lessons learned and serve as models for other Services as well as to inform DoD-wide policy and guidance; and (b) the Services and DoD providing installations and associated communities with information on the process for engaging in partnerships and the mechanisms available to engage in such partnerships. Supporting tools could include the creation of a centralized website for dissemination of resources (e.g., a guide to aid in implementing partnerships).

Additionally, a Defense Business Board (DBB, 2012) report made similar observations on public-private collaboration in the DoD, including the noted lack of a centralized DoD office focusing on partnerships and the lack of a DoD-wide policy or authority to guide the Services in engaging with outside entities. Recommendations from the DBB report included expanding DoD authority to engage in partnerships, developing guidance on building and sustaining partnerships, and establishing a centralized private-public collaboration office.

One example of such guidance is from the Defense Suicide Prevention Office (DSPO), released in November 2020,[26] which outlined four criteria for collaboration with non-government organizations on suicide prevention efforts. These four criteria included:

1. Where possible, use non-government clearinghouses and repositories with the intention of being as comprehensive as possible, but without offering an endorsement;
2. The mission of the non-government organization focuses on suicide prevention or addresses at least one risk or protective factor for suicide identified by the CDC;
3. The non-government organization must be affiliated with specific organizations such as the Substance Abuse and Mental Health Services Administration (SAMHSA) Registry of Evidence-Based Practices; and
4. The services provided by the non-government organization must support the needs of DoD, Service members, or their families.

The guidance also lists the types of efforts that may benefit from collaboration, such as promoting public education and awareness of suicide and working to reduce stigma associated with help-seeking. This DSPO policy document could be used as a model for a Department-wide effort to provide guidance on collaboration for training to prevent harmful behaviors more generally in the military. In addition, any future Department-

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[26] Defense Suicide Prevention Office (DSPO). (November 17, 2020). *Guidelines for collaboration with non-government organizations.* [Memorandum]. https://www.dspo.mil/Portals/113/DSPO%20Collaboration%20Guidelines%20with%20Non-Governmental%20Organizations%202020.pdf

wide guidance on this topic could capture any legal restrictions associated with potential collaborations.

Service Implementation of Training Engagement

The Service responses to the RFI reflected that they were not required to communicate with outside entities regarding their training development for sexual assault and sexual harassment. However, in face-to-face sessions during the public meetings, each Service identified several situations in which it tapped into the expertise existing in non-Departmental organizations working with prevention issues.

> **Service Input**
> *Summary of the information provided on each Service's <u>approach to engagements</u> related to training can be found in <u>Appendix D4.</u>*
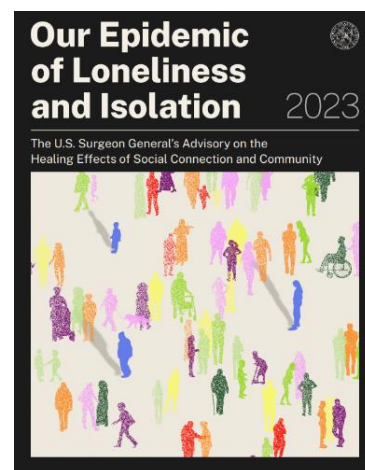
As an illustration, one large-scale effort has been the reoccurring "National Discussion on Sexual Assault and Sexual Harassment at America's Colleges, Universities, and Service Academies" ("National Discussion"), which has also supported discussions in smaller regional formats. In announcing the 2022 event in partnership with Howard University, the Secretary of the Navy Carlos Del Toro offered the following:

> Events like this are a catalyst for change in institutions that lead to changes in climate and culture. These necessary changes will drive leadership development and enforce standards that ensure the safety of those entrusted to our care— whether in the military or places of higher education. *(April 5, 2022, Department of the Navy)*[27]

The Services each mentioned involvement with colleges and universities as sources of potential programs for consideration within the Department or sources of information to help develop a new initiative. To minimize the "double tapping" of key partners and also leverage findings, the Committee suggests the Department consider creating an inventory of these engagement initiatives.

As a step in creating that inventory, the Department should consider efforts underway in other government agencies which could offer suggestions for potential solutions, or at least offer a framework for considering audiences and requirements. For example, the Department of Health and Human Services (DHHS, 2023) released a new report on the dangers associated with loneliness. The report includes a framework for addressing loneliness within key populations (including training).

Our Epidemic of Loneliness and Isolation 2023
The U.S. Surgeon General's Advisory on the Healing Effects of Social Connection and Community

This DHHS report did not appear to include mention of DoD audiences, but does recognize the challenges faced by the demographic of interest to the Committee:

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[27] Department of the Navy Press Release, April 5, 2022: "The Department of the Navy and Howard University Host National Discussion on Building Healthy Environments"

Recent surveys have found that approximately half of U.S. adults report experiencing loneliness, <u>with some of the highest rates among young adults</u>. (DHHS, emphasis added)

Within the Department, connectedness is seen as a key protective factor related to preventing several harmful behaviors. Engaging in national discussions with partners such as the DHHS might help inform the Department's prevention efforts, and more specifically, help create effective and enduring prevention training responsive to multiple risk and protective factors.

In reviewing DoD policy on the integrated primary prevention workforce (IPPW), the Committee noted that collaboration is one of the core roles of the IPPW (per DoDI 6400.11):

> The IPPW will build rapport and sustain peer relationships with prevention stakeholders to ensure there is proactive communication and collaboration among all parties…The IPPW will advise and support ongoing prevention efforts while modernizing the content, delivery, and dosage of prevention education.

As such, collaboration becomes a key activity which – in the case of the demographic focus of this report – could help ensure awareness of unique opportunities and needs.

While not technically an engagement with non-Departmental entities, the Council on Recruit Basic Training (CORBT) could offer an opportunity for expansion of internal collaboration to specifically focus on the needs of the junior enlisted Service member. The CORBT involves leaders who have authority over basic training settings, and in some cases, also advanced training settings, and therefore, they potentially impact a major portion of the early career years addressed in this study. At present, only the Services (and Coast Guard) are signatories on the CORBT 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 SME to the CORBT, although the CORBT was initially established to address sexual assault issues; GAO, 2014).

To capture the full portfolio of OSD-wide issues that might be addressed within this setting, the Committee suggests that the OSD signatory represent USD(P&R), and within P&R, potentially being seated in Readiness or Force Education and Training. To ensure attention to the training equities raised in this report, there might need to be an involvement agreement with the Office of Force Resiliency.

Per the current CORBT Charter, the Chair rotates through the member Services. While this rotation helps balance the workload of managing the CORBT, the lack of continuity can make it difficult to build an enduring cross-Service community of experts addressing complex topics such as sexual assault and sexual harassment. An enduring subcommittee addressing harmful behaviors in the CORBT setting could allow for information sharing, problem solving, and capacity building related to this unique demographic group and the unique setting. The CORBT Charter appears to be up for

renewal in 2023, so adjustment of content and signatories could be part of this renewal process.

DAC-PSM Recommendations and Rationale

The Committee reviewed the literature and the Service inputs to offer recommendations on the topic of engaging non-Departmental entities in developing training to prevent sexual assault and sexual harassment. The key areas identified include the need for Department-wide guidance on establishing collaborations, developing a framework for cross-Service collaboration on training efforts, and recommendation to consider OSD inclusion as signatories on the CORBT Charter.

The specific recommendations and rationale are detailed below.

Engagements Recommendation 1

The Department should consider if additional collaboration guidance would be a helpful next step to advance existing integrated prevention efforts. That consideration should also include review of Department guidelines on the timely dissemination of research findings.

> **Rationale:** Collaboration is identified as a key component of DoD's integrated prevention guidance; however, Service RFI responses indicated that non-Departmental 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 of reaching out to potential non-Departmental entity partners include the identification of opportunities to promote cross-sharing of information and reduce duplicative efforts. It would be important to ensure awareness of legal considerations for non-Departmental engagements. Guidance created by the Defense Suicide Prevention Office could be a useful model.

Engagements Recommendation 2

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 where relationships already exist.

> **Rationale:** As prevention activities expand across the Department, there is increased chance that the same non-Departmental entities will be approached. Streamlining those requests and interactions could be helpful to those both inside and outside the Department. Where possible, collaboration efforts potentially benefiting the training study's focal population of junior enlisted Service members should be a unique area of emphasis for collaboration. Using a model such as the "collaboration continuum" will help ensure all parties are "ready" for the desired type of involvement.

Engagements Recommendation 3

The Charter of the Council on Recruit Basic Training (CORBT) should be revised to include similar-level Office of the Secretary of Defense participation (and signature), and the CORBT should consider formation of an enduring subcommittee focused on preventing harmful behaviors.

Rationale: The CORBT involves leaders who have authority over basic training settings, and in some cases, also advanced training settings, and therefore, they potentially impact a major portion of the timeframe considered in this study. At present, only the Services (and Coast Guard) are signatories on the Charter (with leadership rotating), and there are no OSD signatories. While the rotating Chair responsibility helps balance the workload, the lack of continuity can make it difficult to build an enduring cross-Service community of experts addressing complex topics. An enduring subcommittee addressing harmful behaviors in the CORBT setting could allow for information sharing, problem solving, and capacity building.

CHAPTER VII: TRAINING COSTS

As part of this study, the Committee was charged with considering the costs associated with sexual assault and sexual harassment training for the Services and the Department. However, the discussions surrounding this focus area ultimately encompassed far more than monetary cost alone.

This section contains thoughts on the different ways costs may be defined and associated with a training effort, and ideas for thinking through accurate modeling of cost considerations, as well as evaluation of cost-effectiveness.

> *"The face-to-face time with soldiers and leaders is probably the most precious resource that we have to influence the SHARP program and achieve the Army's mission. And so we're really trying to focus on the quality of the time."*
>
> Army Presenter
> March 2, 2023 Public Meeting

Introduction to Relevant Research

The study requirements called for an analysis of "costs of trainings." One way to frame this topic is to consider the human cost of sexual violence in relation to the cost of trainings to prevent it. The CDC has estimated that the individual lifetime cost of rape is $122,461 per survivor, which includes medical and health-related expenses, loss of productivity, criminal justice involvement, and lost wages to retirement, among other considerations (Peterson et al., 2017). In the military-specific environment, a study conducted by RAND (Moral et al., 2021) found that sexual assault doubled the odds of a Service member separating from the military and estimated that 16,000 person years have been lost to sexual assault and harassment in the military, not inclusive of additional expenses and time needed to conduct recruitment efforts to replace personnel. Although various studies have aimed to provide an overall cost of sexual violence to a human life, the intangible toll violence takes on the human soul is incalculable.

Another way to frame training costs is to consider the elements that create expense, including personnel costs (e.g., number of trainers and development required to ensure training quality); mission costs (e.g., Service member time spent away from duties); maintenance of infrastructure to deliver trainings (e.g., Information Technology (IT) systems); other materials, equipment, and supplies to support trainings (e.g., travel and transportation required); and costs of data collection and evaluation of training to ensure its effectiveness. All of these expenses must be considered in relation to the benefit the training provides (i.e., reduction of sexual assault), which ideally outweighs the initial investment in training. Moreover, investment in ineffective training further adds to the layers of human, mission, goal, time, readiness, and implementation costs already present.

Finally, it is important to assess whether a training is worth the cost in terms of its effectiveness or impact on the problem (i.e., cost-effectiveness), which in this situation,

is reducing sexual misconduct. In other words, how can the Department and Services achieve the optimal balance of "cost" (e.g., money, time, and effort) in relation to how much training is needed to be effective? This idea encapsulates the prevention principle of sufficient "dosage" (Nation et al.) of training to be attained, while still maintaining a justifiable return on the Department's investment on prevention training. In order to evaluate this impact, data are needed to be able to link the training to the reduction of sexual violence. Evaluation is one of the more costly and time-consuming aspects of training; however, evaluation is essential to determining whether training is effective. Investing in trainings that work should reduce costs – in the long-run – whereas investing in trainings that do not work incurs costs by wasting money, eroding morale, and potentially hindering progress toward a solution.

Considerations of the Research on Training Costs

The CDC's figure on lifetime cost of rape is shocking and certainly could be replicated within the DoD environment. A range of different factors would need to be considered if preparing an impact cost for a Service member who experienced sexual misconduct. For example, there would be costs associated with providing appropriate support for that individual while in uniform and later. Further, if that individual decided to leave the military earlier than anticipated, then there would need to be consideration given to the human capital costs associated with filling that individual's slot.

A "training cost model" could be built that reflects the range of factors that fall under the umbrella of "training," and not just limiting the review to the cost of the trainer. While creating a costing framework would be a challenge in any regard, it might be less challenging to develop if just considering the first four years of one's military career. Much of that time is spent in a training setting, so the Service is not taking its members away from another task when its members are attending training; that said, the impact of lost training time would need to be considered.

In addition to funding, the Committee repeatedly heard from the Services that "time" is one of the most valuable resources. The Department's integrated prevention approach accounts for shared risk and protective factors across multiple harmful behaviors (e.g., suicide, substance abuse, intimate partner violence), with a focus on developing a skill set that can be utilized across the military career life cycle.

> *"Cost is generally not our issue in terms of feasibility of training. Often our feasibility issues, what we really press up against is time. Time that delivers a good evidence-based training but fits into the op tempo of military life, is often at odds."*
> Air Force Presenter
> March 2, 2023 Public Meeting

Focusing on a core set of risk factors[28] and protective factors[29] can eliminate the redundancy of trainings and ultimately save time. Further, the time invested in hiring and providing oversight to a highly competent cadre of trainers, researchers, and subject matters experts as well as rigorously evaluating trainings for effectiveness can all help to ensure positive outcomes.

Service Inputs on Training Costs

Service responses to the RFI on costs revealed widely varying approaches to answer the same question. Overall, the training costs provided across the Services were inconsistent, indicating a potential opportunity for provision of guidance on universal calculation of the cost of training. It also appeared that the Service representatives who responded to the RFI did not have ready access to complete data needed to calculate training costs, such as the number of participants who completed trainings, the cost of the trainer development, and material costs to implement trainings.

> **Service Input**
> *Summary of the information provided on each Service's <u>approach to training costs</u> can be found in <u>Appendix D5</u>.*

Service representatives who attended the DAC-PSM public meeting in early March 2023 indicated that costs were not viewed as prohibitive to training implementation, but rather, the resource of time was the most restrictive factor in administering training, particularly during the entry and accessions period. Each Service has specific requirements to fulfill during basic training, and there are only so many hours in which to fit training to prevent harmful behaviors such as sexual assault and sexual harassment. Many of the Services also acknowledged that within this period, Service members are focused on learning the military environment and their specific job duties, so it is difficult for new Service members to absorb all of the required information provided in trainings. For training to be as cost-effective as possible, it is important to consider ways to structure training, ensuring that Service member overload is kept to a minimum so that they are able to retain the information. An efficient structure that allows for effective learning serves to reduce costs, by lessening the need for re-training and addressing of problems in the future.

The Services further acknowledged that evidenced-based trainings adapted from the civilian environment, often based on college samples, require a level of dosage (i.e., hours of instruction) to be effective, and time to appropriately administer these trainings is limited in a military environment. Some of the Services expressed a need for information on the best evidence-based trainings to use and how to optimally tailor trainings to a military environment in which time is a precious and scarce resource.

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[28] Risk factors: Factors that increase the likelihood of self-directed harm and prohibited abusive or harmful acts

[29] Protective factors: Individual or environmental characteristics, conditions, or behaviors that reduce the effects of stressful life events (e.g., inclusion, help-seeking behavior, financial literacy). These factors increase the ability to avoid risks and promote healthy behaviors to thrive in all aspects of life. (PPoA 2.0 Definitions)

DAC-PSM Recommendations and Rationale

The Committee reviewed the literature and Service inputs on this topic to inform recommendations guiding cross-Service collaboration to develop a model for conducting cost-benefit analysis of training and importantly, to evaluate training effectiveness in relation to cost.

The specific recommendations offered by the Committee on the topic of costs and the associated rationale for each recommendation are presented below.

Cost Recommendation 1

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 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.

> **Rationale:** The Services' responses to the RFI 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 and evaluate training. Using an agreed-upon model across the Department will ensure consistent considerations for allocation of prevention training funding across the Services.

Cost Recommendation 2

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

> **Rationale:** Investing in ineffective training incurs human, mission, time, readiness, and implementation costs. 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 and if training efforts focused on the prevention of sexual misconduct have benefits in other developmental areas. For example, healthy relationship skills-building is a key competency for junior enlisted Service members, and under that umbrella, communication and conflict resolution skills can benefit other aspects of a Service member's development.

CHAPTER VIII: OVERALL RECOMMENDATION, OBSERVATIONS, AND FINAL CONSIDERATIONS

Overall Training Observations and Recommendations

An overarching recommendation and two observations surfaced over the course of the training study, which can be applied to the five core topics addressed above. The overall recommendation and observations:

- Recognize that the Department has invested in a prevention strategy guided by the IRC recommendations, and many of those IRC recommendations align with the Committee's input provided in this report;
- Concentrate on the foundational importance of research guiding prevention efforts;
- Acknowledge that the individual Service member is embedded within a larger military culture in which leadership has an influential role; and
- Emphasize that collaboration and oversight are important aspects of training, particularly within the first four years of service.

The overall recommendation and observations, along with their supporting rationale, are presented below.

Overall Recommendation

The Committee supports the Department's extensive efforts to implement the recommendations of the Independent Review Commission on Sexual Assault in the Military (IRC); however, the Committee suggests that many of the recommendations – and especially those related to training – receive specific consideration focused on the needs of the junior enlisted demographic.

> **Rationale:** The IRC recommendations address 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 enlisted Service members, where considerations are made regarding allocation of resources and time, the Committee recommends focusing on the needs of those newest in uniform, both enlisted and officer. In Appendix C of this report, the Committee identified IRC recommendations whereby implementation efforts might be expanded to consider the specific demographic under discussion here. Using IRC Recommendation 2.6.a ("DoD should establish a dedicated research center for the primary prevention of interpersonal and self-directed violence.") to illustrate, the Committee would encourage the Department to allocate a portion of those research efforts to address the prevention needs of this at-risk population.

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.

> **Rationale:** It is imperative to implement evidence-based prevention efforts that are grounded in sound theory and evaluation data. Large-scale changes in behavior take longer than one or two years to detect, and often trainings are abandoned before outcomes are feasibly observable due to a change in commander, a reaction to a high visibility incident or scandal, or a Congressional shift in priorities. It is important that proper consideration be given to both short-term and long-term needs and priorities of the Department, from the field perspective as well as from research professionals. Oversight mechanisms should be in place to identify theoretically sound opportunities for efficient and enduring programmatic adjustment, increasing a prevention effort's chances of being able to operate long enough to show the desired behavior change.

Overall Observation 2

While this study is concentrated largely on prevention training efforts for junior enlisted Service members (E1-E4), 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.

> **Rationale**: Data suggests that junior enlisted 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 acceptable attitudes, behaviors, 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 the Department.

Areas for Future DAC-PSM Consideration

The Committee will build on the insights gained from this review of training required of Service members within their first four years of service and undertake a study focused on Professional Military Education (PME) leadership training. As prescribed in the FY21 NDAA,[30] Section 534, the Committee is required to offer Congress and the Department "a description and assessment of the extent and effectiveness of the inclusion of sexual assault prevention and response training in leader professional military education (PME), especially in such education for personnel in junior noncommissioned officer grades." Per USD(P&R) guidance, the Committee will undertake this study and provide findings and recommendations in the DAC-PSM 2023 annual report.

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[30] National Defense Authorization Act for Fiscal Year 2021, Pub. L. No. 116-283, 134 Stat. 3388. (2021).
https://www.congress.gov/116/plaws/publ283/PLAW-116publ283.pdf

In addition, the FY21 NDAA, Section 534, directed the Committee to undertake three other reviews, detailed below:

- **Sexual Misconduct and Other Harmful Behaviors Pre-Entry Screening Feasibility Study:** This study will assess the feasibility of pre-entry screening for military recruits who may have been the subject or perpetrator of prior incidents of sexual assault and harassment, as well as the administration of screening tests assessing recruit views and beliefs on equal opportunity and whether such views and beliefs are compatible with military service.
- **Sexual Assault Exit Interviews Feasibility Study:** This study will assess the feasibility of conducting exit interviews of Service members upon their discharge to determine whether they experienced or witnessed sexual assault or harassment during military service and did not report it, as well as the feasibility of combining such exit interviews with the DoD Catch a Serial Offender Program.
- **Anonymity of Sexual Assault Databases Study:** This study will assess whether the Department's sexual assault reporting databases are sufficiently anonymized to ensure privacy while still providing various details related to the sexual assault.

It is important to note that these FY21 NDAA provisions (signed into law on January 1, 2021) were developed by Congress in 2020. Since then, the Department has already taken action on some of these topics when addressing the IRC recommendations and other initiatives.[31] As a result, the Committee will review each topic for current relevance, and then develop an implementation plan accordingly.

Final Considerations

The military has invested a great deal of time, effort, and resources into developing and implementing training and education trainings to prevent and respond to harmful behaviors such as sexual assault and sexual harassment, yet these problems persist in the military, and in some contexts, rates of harmful behaviors have risen. The IRC recommendations and associated implementation plans in place through 2030 (IRC, 2021a, 2021b) reflect the Department's commitment to eliminating harmful behaviors within its ranks.

Although training is a necessary tool to prevent and respond to harmful behaviors, it is important to recognize that training alone is not sufficient to eliminate these problems in

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[31] As illustration of current DoD efforts that might impact a future DAC-PSM pre-entry screening feasibility study: The Department is already implementing IRC Recommendation 2.6.c which calls for research on a compatibility assessment tool, as noted in Annex 2 of 2022 DoD Annual Report.

the military environment. More must be done to ensure not only that effective training is implemented, but also that Service members and their leaders:

1. Recognize the importance of the training;
2. Be engaged and invested in effective learning and sustained behavior change; and
3. Be held accountable for ensuring successful outcomes.

This report reviewed the Services' implementation of training requirements on the topics of sexual assault and sexual harassment during an enlisted member's early career, focusing on the NDAA-prescribed topics of training approaches, metrics, incentives/accountability, engagement, and costs. The recommendations offered by the Committee in this report reinforce the need for prevention efforts to consider not only the training being implemented, but also the importance of the individuals delivering the training; the relevance of the content to the target audience; and the critical step of evaluating every aspect of training implementation. This multi-pronged approach will provide the best opportunity to ultimately reduce the occurrence of harmful behaviors, such as sexual assault and sexual harassment, in the military.

> *"It's clear from all our discussions that appropriate training is critical. We definitely are committed to helping the Department get this right, so today's young Service members and tomorrow's leaders have all the necessary knowledge and skills to create the lasting change we need."*
>
> DAC-PSM Chair
> March 31, 2023 Public Meeting

APPENDIX A: DAC-PSM CHARTER

Charter
Defense Advisory Committee for the Prevention of Sexual Misconduct

1. <u>Committee's Official Designation</u>: The committee shall be known as the Defense Advisory Committee for the Prevention of Sexual Misconduct (DAC-PSM).

2. <u>Authority</u>: The Secretary of Defense, pursuant to section 550B of the National Defense Authorization Act for Fiscal Year 2020 ("the FY 2020 NDAA") (Public Law 116-92), as amended by sections 533-535 of the National Defense Authorization Act for Fiscal Year 2021 ("the FY21 NDAA") (Public Law 116-283), and in accordance with the Federal Advisory Committee Act (FACA) (5 U.S.C., Appendix) and 41 C.F.R. § 102-3.50(a), established this non-discretionary advisory committee.

3. <u>Objectives and Scope of Activities</u>: Pursuant to subsection 550B(c)(1) of the FY20 NDAA, the DAC-PSM shall provide independent advice and recommendations on the prevention of sexual assault (including rape, forcible sodomy, other sexual assault, and other sexual misconduct [including behaviors on the sexual assault continuum of harm]) involving members of the Armed Forces and the policies, programs, and practices of each Military Department, each Armed Force, and each Military Service Academy for the prevention of sexual assault. Pursuant to section 535 of the FY21 NDAA, "Military Service Academy" includes the United States Coast Guard Academy (USCGA).

In accordance with a September 30, 2021 decision by the then-Secretary of Defense, the DAC-PSM will expand its review of the prevention of sexual assault policies, programs, and practices at each Military Service Academy to include reviewing similar matters at all DoD educational institutions and training facilities.

4. <u>Description of Duties</u>: Pursuant to subsection 550B(c)(2) of the FY20 NDAA, as amended by subsections 533(1) and (2) of the FY21 NDAA, the DAC-PSM shall review, on an ongoing basis, the following:

a. Closed cases involving allegations of sexual assault, as defined in subsection 550B(c)(1) of the FY20 NDAA;
b. Efforts of institutions of higher education to prevent sexual assault and sexual harassment among students;
c. Efforts among private employers to prevent sexual assault and sexual harassment among their employees;
d. Evidence-based studies on the prevention of sexual assault and sexual harassment in the Armed Forces, institutions of higher education, and the private sector; and
e. Any other information or matters that the DAC-PSM or the Secretary of Defense consider appropriate.

In addition to the reviews required above, for purposes of providing advice to the Secretary of Defense, the DAC-PSM shall also consult and coordinate with the Defense

Advisory Committee on Investigation, Prosecution, and Defense of Sexual Assault in the Armed Forces on matters of joint interest to the two advisory committees as directed by subsection 550B(c)(3) of the FY20 NDAA.

5. Agency or Official to Whom the Committee Reports: The DAC-PSM shall report to the Secretary of Defense and the Deputy Secretary of Defense ("the DoD Appointing Authority"), through the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), who has the delegated authority to act upon the DAC-PSM's advice and recommendations. In accordance with subsection 550B(d) of the FY20 NDAA, as amended by sections 534 and 535 of the FY21 NDAA, not later than March 30th of each year, the DAC-PSM shall submit a report on the activities of the DAC-PSM during the preceding year to the DoD Appointing Authority, the Committees on Armed Services and Commerce, Science, and Transportation of the Senate and the Committees on Armed Services and Transportation and Infrastructure of the House of Representatives.

In compliance with section 535 of the FY21 NDAA, the DAC-PSM shall advise the Secretary of Homeland Security, during times the U.S. Coast Guard is operating as a part of the Department of Homeland Security, on policies, programs, and practices of the USCGA.

6. Support: The Department of Defense (DoD), through the Office of the USD(P&R), provides the necessary support for the DAC-PSM and ensures compliance with the requirements of the FACA, the Government in the Sunshine Act ("the Sunshine Act") (5 U.S.C. § 552b), governing Federal statutes and regulations, and DoD policy and procedures.

7. Estimated Annual Operating Costs and Staff Years: The estimated annual operating cost to include any travel, meetings, and contract or consultant support, is estimated to be approximately $1,400,000.00. The estimated annual personnel cost to the DoD is 3.0 full-time equivalents.

8. Designated Federal Officer: The DAC-PSM's Designated Federal Officer (DFO) shall be a full-time or permanent part-time DoD civilian officer or employee, or active duty member of the Armed Forces, designated to serve in accordance with DoD policy and procedures.

The DAC-PSM's DFO is required to attend all DAC-PSM meetings and subcommittee meetings for the entire duration of each meeting. However, in the absence of the DAC-PSM's DFO, a properly approved Alternate DFO, duly designated to the DAC-PSM in accordance with DoD policy and procedures, shall attend the entire duration of all DAC-PSM and subcommittee meetings.

The DFO, or Alternate DFO, approves and calls all meetings of the DAC-PSM and its subcommittees; prepares and approves all meeting agendas; and adjourns any meeting when the DFO, or the Alternate DFO, determines adjournment to be in the public's interest or required by governing regulations or DoD policy and procedures.

9. Estimated Number and Frequency of Meetings: The DAC-PSM shall meet at the call of the DAC-PSM's DFO, in consultation with the DAC-PSM Chair and the USD(P&R). The estimated number of DAC-PSM meetings is two per year.

10. Duration: The need for this advisory function is on a continuing basis; however, it is subject to renewal every two years.

11. Termination: In accordance with subsection 550B(f) of the FY20 NDAA, the DAC-PSM shall terminate on the date that is five years after the date of the establishment of the DAC-PSM pursuant to subsection 550B(a) of the FY20 NDAA. Should the Secretary of Defense determine that continuation of the DAC-PSM after that date is advisable and appropriate, the Secretary shall notify the Committees on Armed Services of the Senate and the House of Representatives of that determination.

12. Membership and Designation: In accordance with subsection 550B(b)(1) of the FY20 NDAA, the DAC-PSM shall consist of not more than 20 members, appointed by the Secretary of Defense from among individuals who have an expertise appropriate for the work of the DAC-PSM, including at least one individual with each expertise as follows:

a. The prevention of sexual assault and behaviors on the sexual assault continuum of harm;
b. Adverse behaviors, including the prevention of suicide and the prevention of substance abuse;
c. The change of culture of large organizations; or
d. Implementation science.

In accordance with subsection 550B(b)(2) of the FY20 NDAA, individuals appointed to the DAC-PSM may include individuals with experience in sexual assault prevention efforts of institutions of higher education, public health officials, and such other individuals as the Secretary of Defense considers appropriate. As further described in subsection 550B(b)(3) of the FY20 NDAA, no active duty member of the Armed Forces, as defined by 10 U.S.C. § 101(a)(4), shall be appointed as a DAC-PSM member.

The appointment of DAC-PSM members shall be approved by the DoD Appointing Authority for a term of service of one-to-four years, with annual renewals, in accordance with DoD policy and procedures. No member, unless approved by the DoD Appointing Authority, may serve more than two consecutive terms of service on the DAC-PSM, to include its subcommittees, or serve on more than two DoD Federal advisory committees at one time.

DAC-PSM members who are not full-time or permanent part-time Federal civilian officers or employees, or active duty members of the Uniformed Services, shall be appointed as experts or consultants pursuant to 5 U.S.C. § 3109 to serve as special government employee (SGE) members. DAC-PSM members who are full-time or permanent part-time Federal civilian officers or employees, or active duty members of

the Uniformed Services (excluding the Armed Forces), shall be designated pursuant to 41 C.F.R. § 102-3.130(a) to serve as regular government employee (RGE) members.

All DAC-PSM members are appointed to exercise their own best judgment on behalf of the DoD, without representing any particular points of view, and to discuss and deliberate in a manner that is free from conflicts of interest. With the exception of reimbursement of official DAC-PSM-related travel and per diem, DAC-PSM members serve without compensation.

The DoD Appointing Authority shall appoint the DAC-PSM's leadership from among the membership previously approved to serve on the DAC-PSM in accordance with DoD policy and procedures, for a term of service of one-to-two years, with annual renewal, which shall not exceed the member's approved DAC-PSM appointment.

13. Subcommittees: The DoD, when necessary and consistent with the DAC-PSM's mission and DoD policy and procedures, may establish subcommittees, task forces, task groups, or working groups ("subcommittee") to support the DAC-PSM. Establishment of subcommittees will be based upon a written determination, to include terms of reference (ToR), by the DoD Appointing Authority or the USD(P&R), as the DAC-PSM's Sponsor.

All DAC-PSM subcommittees shall operate in accordance with the FACA, the Sunshine Act, governing Federal statutes and regulations, and DoD policy and procedures. Any subcommittees shall terminate when the DAC-PSM is terminated.

Such subcommittees shall not work independently of the DAC-PSM and shall report all their recommendations and advice solely to the DAC-PSM for its thorough discussion and deliberation at a properly noticed and open meeting, unless it must be closed in accordance with the Sunshine Act. Subcommittees have no authority to make decisions or recommendations, orally or in writing, on behalf of the DAC-PSM. Neither the subcommittee nor any of its members may provide updates or reports, orally or in writing, directly to the DoD or to any Federal civilian officer or employee, or members of the Uniformed Services. If a majority of DAC-PSM members are appointed to a particular subcommittee, then that subcommittee may be required to operate pursuant to the same notice and openness requirements of the FACA which govern the DAC-PSM's operations.

Individual appointments to serve on DAC-PSM subcommittees shall be approved by the DoD Appointing Authority for a term of service of one-to-four years, with annual renewals, in accordance with DoD policy and procedures. No member shall serve more than two consecutive terms of service on the subcommittee without prior approval from the DoD Appointing Authority. Subcommittee members who are not full-time or permanent part-time Federal civilian officers or employees, or active duty members of the Uniformed Services, shall be appointed as experts or consultants pursuant to 5 U.S.C. § 3109 to serve as SGE members. Subcommittee members who are full-time or permanent part-time Federal civilian officers or employees, or active duty members of

the Uniformed Services, shall be designated pursuant to 41 C.F.R. § 102-3.130(a) to serve as RGE members.

Each subcommittee member is appointed to exercise their own best judgment on behalf of the DoD, without representing any particular points of view, and to discuss and deliberate in a manner that is free from conflicts of interest. With the exception of reimbursement for travel and per diem related to the DAC-PSM or its subcommittees, subcommittee members shall serve without compensation.

The DoD Appointing Authority shall appoint the subcommittee leadership from among the membership previously approved to serve on the subcommittee in accordance with DoD policy and procedures, for a term of service of one-to-two years, with annual renewal, which shall not exceed the subcommittee member's approved subcommittee appointment.

14. Recordkeeping: The records of the DAC-PSM and its subcommittees will be handled in accordance with Section 2, General Records Schedule 6.2, Federal Advisory Committee Records and governing DoD policies and procedures. These records will be available for public inspection and copying, subject to the Freedom of Information Act (5 U.S.C. § 552).

15. Filing Date: November 30, 2022

APPENDIX B: FY22 NDAA SECTION 559E

NATIONAL DEFENSE AUTHORIZATION ACT OF FISCAL YEAR 2022

SEC. 559E. REPORT ON TRAINING AND EDUCATION OF MEMBERS OF THE ARMED FORCES REGARDING SOCIAL REFORM AND UNHEALTHY BEHAVIORS

(a) Report Required. Not later than June 1, 2022, the Secretary of Defense, in consultation with the Secretaries of the military departments, shall submit to the Committees on Armed Services of the Senate and House of Representatives a report on training and courses of education offered to covered members regarding
    (1) sexual assault;
    (2) sexual harassment;
    (3) extremism;
    (4) domestic violence;
    (5) diversity, equity, and inclusion;
    (6) military equal opportunity;
    (7) suicide prevention; and
    (8) substance abuse.

(b) Elements. The report under subsection (a) shall identify, with regard to each training or course of education, the following:
    (1) Sponsor.
    (2) Location.
    (3) Method.
    (4) Frequency.
    (5) Number of covered members who have participated.
    (6) Legislation, regulation, instruction, or guidance that requires such training or course (if applicable).
    (7) Metrics of
        (A) performance;
        (B) effectiveness; and
        (C) data collection.
    (8) Responsibilities of the Secretary of Defense or Secretary of a military department to
        (A) communicate with non-departmental entities;
        (B) process feedback from trainers, trainees, and such entities;
        (C) connect such training or course to tactical, operational, and strategic goals; and
        (D) connect such training or course to other training regarding social reform and unhealthy behavior.
    (9) Analyses of
        (A) whether the metrics described in paragraph (7) are standardized across the military departments;
        (B) mechanisms used to engage non-departmental entities to assist in the development of such training or courses;

(C) incentives used to ensure the effectiveness of such training or courses;

(D) how each training or courses is intended to change behavior; and

(E) costs of such training and courses.

(10) Recommendations of the Secretary of Defense to improve such training or courses, including the estimated costs to implement such improvements.

(11) Any other information the Secretary of Defense determines relevant.

(c) Covered Member Defined. In this section, the term "covered member" means a member of an Armed Force under the jurisdiction of the Secretary of a military department.

APPENDIX C: IRC RECOMMENDATIONS RELATED TO DAC-PSM STUDY

The 299-page report authored by the Independent Review Commission on Sexual Assault in the Military offered a detailed examination of the Department's sexual assault prevention and response efforts. That report resulted in 82 recommendations, with several recommendations addressing training. As the Department works internally to implement the accepted recommendations, IRC-driven efforts related to training may emerge as overlapping with suggestions offered in this report.

The Committee's review of the IRC report identified the recommendations listed below that potentially align with the suggestions offered in this training study report. Annex 2 of the Department's FY22 Annual Report on Sexual Assault in the Military provided the implementation status on those selected IRC recommendations.

	IRC Recommendation	Implementation Status (*as of March 2023**)
2.1.a	USD(P&R) should define the competencies leaders must have to oversee prevention.	DoD Instruction (DoDI) 6400.11 "Primary Prevention Policy for Prevention Workforce and Leaders," published on December 20, 2022, defined competencies.
2.1.b	The Services and the National Guard Bureau (NGB) should develop and hold leaders appropriately accountable for prevention.	Ongoing. On track.
2.1.c	The Services and the NGB should equip all leaders to develop and deliver informed prevention messages in formal and informal settings.	Ongoing. On track.
2.2.a	USD(P&R) should develop a model for a dedicated and capable prevention workforce.	The Prevention Workforce Model was signed by USD(P&R) on June 14, 2022.
2.2.b	USD(P&R) should develop a professional credential for the prevention workforce.	DoD Instruction (DoDI) 6400.11 "Primary Prevention Policy for Prevention Workforce and Leaders" defined the professional credential for the prevention workforce. In September 2022, a credentialing entity was identified and funded.
2.2.c	The Services should determine the optimum full-time prevention workforce, and equip all echelons	The Department adapted the Prevention Workforce Model for each component to determine staffing

	of active duty, reserve, and guard organizations.	needs, and the Services and NGB developed position descriptions based on the model. Hiring is underway; On track.
2.3.a	The Services and the NGB should resource and implement prevention strategies at organizational and community levels.	DoD partnered with CDC to develop guidance to support implementation of this recommendation. On track.
2.4	Modernize prevention education and skill-building to reflect today's generation of Service members.	Ongoing. On track.
2.6.a	DoD should establish a dedicated research center for the primary prevention of interpersonal and self-directed violence.	DoD is working with CDC and Library of Congress to conduct research projects identified in the FY23 Integrated Prevention Research agenda. On track.
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.	DoD Instruction (DoDI) 6400.11 "Primary Prevention Policy for Prevention Workforce and Leaders" was published, and the Services and the NGB evaluated and updated policies in accordance with the DoDI. This instruction now addresses and alleviates restrictions on data collection on important populations of Service members.
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.	NGB has published a National Guard Prevention Strategy. Additional actions are ongoing. On track.
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.	OUSD(P&R) is conducting a study to inform this recommendation. On track.
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.	DoDI 6495.02 Vol 2 directs Services to implement this action. On track.

3.5.a	Use qualitative data to select and develop the right leaders.	Use of qualitative data to select and develop leaders is ongoing. On track.
3.5.b	Include a meaningful narrative section in performance evaluations for officers and NCOs.	Narrative content development for performance evaluations is underway; On track.
3.6	Building a climate for the reduction of sexual harassment and sexual assault as a fundamental leader development requirement.	Ongoing; On track.
CC.2.	DoD must undertake a comprehensive approach to professionalizing, strengthening, and resourcing the workforce for SAPR across the board.	Services and the NGB completed workforce studies; On track.

Source: Department of Defense Annual Report on Sexual Assault in the Military, Fiscal Year 2022, April 27, 2023, Annex 2: Independent Review Commission on Sexual Assault in the Military: Implementation Update

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APPENDIX D: SERVICE INPUTS

This appendix features summaries of input provided by the Services at public meetings (December 8, 2022 and/or March 2, 2023) and as written submissions in reaction to the DAC-PSM's Request for Information (RFI) provided to the Committee in early February 2023.

Please note that this section reflects summaries prepared by the Committee. Detailed meeting minutes from each public meeting and the full submission by each Service can be found at *www.sarp.mil/DAC-PSM*. Also, since training efforts of the Space Force are still in development, Air Force submissions and presentations addressed Space Force efforts, where appropriate.

Information is provided (by Service) in the order laid out below:

Table	Topic of Input Related to Training
D1	Approaches
D2	Metrics
D3	Incentives and Accountability
D4	Non-DoD Engagements
D5	Costs

Table D1. Input on Training Approaches, by Service

	Inputs
	ARMY – Approaches
Public Meeting	**SHARP Basic Combat Training/Accessions:** Content is presented on Day 1 for 2 hours in a small group (<50 students) face-to-face setting by qualified instructors and credentialed SHARP professionals. Topics include understanding the impact of sexual assault/sexual harassment (SA/SH) on individual, unit, and community; defining consent; SA/SH definitions, categories, types, complaint and reporting options, victim resources, and penalties; online misconduct; sex rules; bystander intervention process; reprisal and retaliation policy; and Sexual Assault Response Coordinator/Victim Advocate (SARC/VA) information and DoD Safe helpline. **SHARP Annual Refresher Training:** Content is delivered face-to-face in a small unit setting and facilitated by leaders to underscore the importance of the topic. There are five modules, which focus on: 1) prevention of SA/SH and associated impacts on readiness (e.g., characteristics of unhealthy relationships); 2) bystander intervention (e.g., barriers and intervention techniques); 3) sexual harassment (e.g., definitions, types, reporting, resources, consequences); 4) sexual assault (e.g., definitions, reporting options, support resources, role of consent and alcohol, consequences); and 5) retaliation (e.g., types, reporting, response resources).

	Optional Elite Brave Training: Content is focused on bystander intervention and delivered through an interactive, virtual web-based platform that is accessible via the SHARP learning portal.
RFI	SHARP Academy Future Soldier (enlisted), Initial Entry (enlisted), ROTC, Officer Candidate School: In person / Cognitivism Basic Leader (enlisted), Basic Officer Leader, Captains Career, Company Commander/First Sergeant (enlisted), Precommand (officer), Command General Staff College, Warrant Officer Candidate School, Warrant Officer Advanced, Warrant Officer Intermediate, Warrant Officer Senior Service: In person / Adult Learning Theory Advanced Leader (enlisted), Senior Leader (enlisted): In person / Nested SHARP content taught throughout the course / Adult learning theory Sergeant Major Academy (enlisted), Recruiter & Retention (enlisted): Face to Face Annual Refresher: In person / Small Group / Adult Learning Theory
	NAVY – Approaches
Public Meeting	**Initial Entry/Accessions Training:** Training is delivered at Recruit Training Command in Great Lakes over 10 weeks during in-processing days, which occur on Weeks 1, 3, 5, 8, and 9. The content during Week 1 focuses on zero tolerance policies and definitions pertaining to SA/SH, discrimination, fraternization, hazing, recruit-to-recruit contact, and substance abuse; SH/Military Equal Opportunity (MEO); fraternization; and initial intro to SAPR; Week 3 is led by the ship's officer and chief and focuses on SAPR-fleet (reporting, counseling/behavioral health and medical options following a SA/SH event); Week 5 consists of instructor-facilitated discussions and videos and focuses on sexual and reproductive health, recognizing and reporting SA and Interpersonal Violence (IPV) and available resources; and Weeks 8-9 focus on bystander intervention through instructor-led realistic scenarios with opportunities to apply bystander intervention, with an emphasis on alcohol and sexual consent. **Annual General Military Training:** This is a 60-90 minute, instructor-facilitated training that uses short video clips and scenario-based discussions. The approach is driven by adult learning theory and integrated prevention. The content focuses on the differences between SA and SH, prevention and intervention strategies, identifying SA behaviors, the definition of consent, and Navy and local resources and command contacts. Overall, the training emphasizes Navy and cultural core values key to preventing SA and healthy command climates to create protective factors (relationships built on trust, respect, confidence in peers and leadership) and to mitigate risk factors (alcohol use, lack of concern for others, hostility toward a specific gender). **Optional Full Speed Ahead (FSA 3.0) Training**: This is a scenario-driven, facilitated training that focuses on a Sailor, Erika Walsh, over her career progression from Petty Officer Third Class to Senior Chief. The tone of the training is oriented towards "what right looks like" and consists of four modules that can be administered sequentially or as a stand-alone module: 1) Sailor identity and connectedness; 2) Trust and Fairness; 3) Diversity, Equity, and Inclusion; and 4) Sailor Today and Tomorrow. Overall, the modules are targeted towards mid-level leaders and emphasize character and competence, living core values, preventing gender and racial bias, and the impact of destructive behaviors on the work environment.

	Optional Life Skills Training: These trainings are offered through Fleet and Family Support, and the command or unit can request an instructor to provide training on the topics of SA and SH; anger and stress management; conflict management; personal communication; healthy relationships; and mind-body mental fitness. **Optional Deployment Training**: There are two trainings that can be requested during the ship's launch at the front end of deployment, *Departure and Separation*, and a training at return to home port, *Return and Reunion*. These trainings offer SMEs who board the ship and stay on for several weeks to provide skills and tools to support acclimation to deployment and reintegration with families.
RFI	Annual SAPR (GMT): Primary is in person face-to-face; Secondary is virtual via Zoom.gov, Teams. Adult Learning Theory is used. Biennial GMT (Equal Opportunity, Harassment and Resolution Options): The training is designed for small group facilitation.
	MARINE CORPS – Approaches
Public Meeting	**Initial Entry/Accessions Training:** Receiving week during boot camp focuses on available services for SA, such as the sexual assault response coordinator and victim advocate (SARC, VA), types of reports, and identifying healthy behaviors. Guided discussions and conversations take place with drill instructors about what it means to be a Marine and what is expected in the field, with a focus on leadership, core values, expected behaviors, setting high standards, healthy behavior and relationships (e.g., how to define and communicate boundaries around sex), and building resiliency. **Sexual Assault Annual Training:** "Step Up" is provided to junior Marines, Non-Commissioned Officers (NCOs), and staff NCOs and officers. This training consists of scenario-based discussions on consent, identifying healthy behaviors and relationships, and bystander intervention. **Sexual Harassment Annual Training:** This training covers harassment, bullying, hazing, stalking, dissident protect activity, and retaliation, with a focus on how harmful behaviors impact the individual, unit, and USMC at large and how these behaviors contradict core values. The training is taught by Equal Opportunity Advisors or Representatives who are also Marines.
RFI	Annual SAPR for E1-3 (Step Up), E4-5 (Take a Stand), E6-9, Officer: In-person classroom Annual entry (Prohibited Activities and Conduct [PAC]): PowerPoint brief that includes discussion periods and practical application.
	AIR FORCE – Approaches
Public Meeting	**Basic Military Training (BMT):** This initial training is seven hours over four weeks and is focused on awareness and prevention of SH and SA, with one hour occurring during Week 1, two hours occurring during Week 2, and five hours occurring during Week 4.

The content emphasizes USAF values, decision-making, self-control, and resilience and targets changes in: 1) knowledge base (e.g., definitions and examples, actions and reporting, treating others with dignity and respect, impact of trust and teamwork on readiness, professional language and behavior); and 2) behaviors (e.g., positive social norms, efficacy in intervention, effective and timely decisions, managing stress and trauma, emotion regulation). The current training will be replaced with Sexual Communication and Consent (SCC) in the future, which is six hours and focuses on reducing victimization, perpetration, and assault-related proximal outcomes. The content is delivered on a tablet-based questionnaire that will route trainees into one of three tailored programs based on responses and prior history: 1) Healthy Relationships, 2) Primary Sexual Assault Prevention, and 3) Revictimization Prevention.

Accessions Wingman Intervention Training (WIT): This is a mandatory, 60-minute module that is administered during technical school in the first year and provides a foundation for the prevention of SA and domestic violence. The content emphasizes proactive skills, positive norms, protective factors, and intervention behaviors and targets changes in: 1) knowledge base (e.g., recognizing SH/SA behaviors and precursors/outcomes, basic elements of culture change, barriers to intervention); and 2) behaviors (e.g., positive social norms, efficacy to contribute to culture, intrinsic motivation to intervene, develop realistic intervention options).

Annual Training: This is a mandatory, 30-minute training that includes an activity and scenario-based discussions. This training is designed for Tier 1-emerging leaders (O-3/E-6 and below) and emphasizes proactive skills, positive skills, protective factors, and intervention behaviors. The content targets changes in: 1) knowledge base (e.g., retaliation, intervention, barriers to intervention); and 2) behaviors (e.g., fostering environment of dignity and respect based on USAF values, recognize barriers and develop realistic intervention options).

RFI	Initial Wingman (First duty): In-person facilitated, social learning and experiential learning

Annual SAPR: In-person or via a virtual platform, adult learning theory approach

Deployment, Postdeployment briefing: In-person, adult learning theory

BMT (Accessions): Adult learning hybrid

Officer Training School SAPR, AFR Officer SAPR: In person lesson lecture

Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy (PME): In-person classroom

USAFA Healthy Relationship Training (Basic, annual), PEER Program (Teal Ropes, Cadets by appt), Cadet Wingman Intervention (CWIT, basic): In person

USAFA DoD Mandatory SAPR Training (Basic, annual), Sexual Communication & Consent (SCC, Cadets, basic): In person / Online

USAFA Commissioning Education 100/300 (Cadet, annual): In person / Self directed

USAFA Third Class Healthy Relationships Education (Cadet, annual): Small group discussion

USAFA Annual Cadet Violence Prevention Training: Combined lecture and interactive |

USAFA SAPR for Leaders (Cadet, annual): Interactive / Evidenced-informed trainer		

USAFA SAPR for Leaders (Cadet, annual): Interactive / Evidenced-informed trainer

USAFA Parent-based Intervention (PBI, Cadet/pre-appointees, prior to basic): Adult learning theory

USAFA Everfi (Cadet candidates, pre-appointees, prior to basic): Online

USAFA Cadet Healthy Personal Skills (CHiPS, basic), Enhanced Access, Acknowledge Act (EAAA, female Cadets): In person / Small group

Newcomer's Orientation, First Duty Station, Key Personnel Briefing, Sexual Harassment Awareness Education (SHAE), USAFA Cadet Training, Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy: In-person classroom

Note: National Guard Bureau (NGB) members typically receive the same training as their corresponding Services (i.e., Army and Air Force), modified slightly for the NGB's unique needs (i.e., no Uniform Code of Military Justice (UCMJ), sexual harassment referred to the Equal Employment Opportunity Office, NGB has 24 days to complete SAPR training).
NGB RFI response: Power Point / Scenario-based with follow-on discussion.

Table D2. Input on Training Metrics, by Service

	Metrics of Performance	Metrics of Effectiveness	Metrics of Data Collection
ARMY – Metrics			
Public Meeting	- Online feedback and QR code in training support package - SHARP train leaders to facilitate training	- Learning checks - Developing digital summative assessment with pilot study	- Training feedback incorporated into annual lesson revisions; critical content revised immediately - No data collected for optional (non-mandatory) trainings - WGRA, DEOCS to assess trends in prevalence of harmful behaviors and unit-level climate
RFI	Check on learning Annual refresher: Check on learning, vignette Q&A.	N/A	Feedback data are analyzed and incorporated into yearly lesson revision cycle. Critical content revisions are made immediately.

			Annual refresher: Online feedback link and QR code is included in the Training Support Package
NAVY – Metrics			
Public Meeting	- Number of participants completing training; Evaluation of master trainers every 6-12 months - Training feedback surveys	- Learning objectives - SAPR GMT Assessment pilot	- SAPR GMT post-training survey - Fleet training tracking system for mandatory trainings; optional trainings not consistently recorded
RFI	The training focuses on the differences between sexual harassment and sexual assault, prevention strategies, intervention strategies, identifying behaviors that are considered sexual assault, the definition of consent, Navy and local resources, and command contacts.	None currently. Navy is piloting a SAPR GMT Assessment. A wider roll-out is expected later in FY23.	The pilot GMT Assessment is a 17 question post-training survey.
MARINE CORPS – Metrics			
Public Meeting	- Training-specific learning objectives/proficiency standards with knowledge checks - Satisfaction ratings of instruction	- Pre/post tests in pilot evaluation for SAPR training - Knowledge and retention of training material (e.g., intention to intervene) - Data are being cleaned and analyzed	- Fidelity checklist survey - Partnered with Training and Education Command to evaluate SAPR training - Collected data include knowledge retention of training material, satisfaction with instruction, and intention/confidence to intervene. Data have been collected and are being cleaned and analyzed
RFI	Annual SAPR Performance:	E1-3 (Step Up), E4-5 (Take a Stand): Pre/post	E1-3 (Step Up), E4-5 (Take a Stand): Fidelity checklist survey

	E1-3 (Step Up), E4-5 (Take a Stand): Training-specific learning objectives with knowledge checks	tests as part of a pilot evaluation	E6-9: Focus groups training feedback
	E6-9, Officer: Training-specific learning objectives	E6-9: Focus groups on acceptability of updated training content	Officer: No response (blank)
	Annual Entry Performance: Learning objectives: 1) define key terms pertaining to PAC; 2) describe MEO program and policies; 3) describe MEO prohibited discrimination complaint reporting process; 4) demonstrate an understanding of the DoD and Service MEO policies and impacts on readiness; 5) describe behaviors that violate MEO policies; 6) identify cultural and social issues affecting individual and group behaviors; 7) describe how perceptions influence behavior; 8) recognize problematic behaviors and misconduct associated with printed materials, electronic materials, and social media; 9) identify hate group attributes; 10) describe prevention strategies and behaviors that may reduce problematic behavior	Officer: Not yet evaluated	
AIR FORCE – Metrics			
Public Meeting	- Learning objectives - Annual SAPR brief questionnaire of knowledge base and instructor rating, but not universal	- Facilitated application exercises and facilitator fidelity assessments - Knowledge checks	- EOC test review and survey administered - BMT assessment training

	- Violence Prevention Integrators and Community Support Coordinators receive training on assessment and evaluation	- BMT final assessment with minimum standard - No assessments for WIT and annual training - Study of SCC with evaluation plan - WIT assessed by NORC	- Prevalence of reporting using DEOCS, WGRA surveys - Data from customized entry pre-training not currently collected, looking into technology to obtain data
RFI	Initial Wingman: 1.Airmen/Guardians will connect more consciously to their role and responsibility as wingmen. 2.Airmen/Guardians will understand the basic elements of culture change and feel inspired to make a positive contribution. 3.Airmen/Guardians will recognize behaviors that may constitute domestic violence and sexual assault; behaviors that may be immediate precursors to these types of violence; and behaviors that come in the aftermath of this violence. 4.Airmen/Guardians will increase intrinsic motivation to intervene in order to reduce harm after violence has started, reduce the likelihood that it will happen again, and reduce the likelihood that it will happen at all. 5.Airmen/Guardians will recognize barriers that may prevent them from doing something in the face of potential interpersonal violence. 6.Airmen/Guardians will develop realistic intervention options given their unique set of	Initial Wingman: Facilitated application exercises at the end of each section, and facilitator fidelity assessments are included in curriculum package. Prevention personnel have access to the Wingman and Leadership Intervention Evaluation Guide with recommended questions to measure process and outcomes Annual SAPR: Each module includes knowledge checks Deployment, Postdeployment: N/A BMT: End of chapter review questions and End of Course test Officer Training School SAPR: Academic Assessments AFR Officer Training SAPR: N/A Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy (PME): Facilitated application USAFA Healthy Relationship Training,	Initial Wingman: Facilitated application exercises at the end of each section, and facilitator fidelity assessments are included in curriculum package. Prevention personnel have access to the Wingman and Leadership Intervention Evaluation Guide with recommended questions to measure process and outcomes Annual SAPR: Each module includes an opportunity for participants to provide feedback at the end of training Deployment: Newcomer's orientation is managed by FSS/ PERSCO team at each location. The intent is to provide local resource information for deployed personnel. Feedback for this forum is not currently being collected Postdeployment: The intent is to ensure reintegrated deployers are aware of reporting options and local resources. Feedback for this forum is not currently being collected BMT: EOC test review and EOC survey administered in 7 Week of training

barriers.
7.Airmen/Guardians will feel equipped with the motivation, knowledge, and skills necessary to proactively engage peers in positive culture change through role modeling, use of social media, conversations and other natural means of influence

Annual SAPR: Each module includes learning objectives

Deployment: Content include area specific risk reduction factors, local trends, and local resources, to include contact information for the local law enforcement, legal representative, SAPR personnel, healthcare personnel, and chaplains

Postdeployment: Content includes information on reporting options and local resources

BMT: Identify basic facts and general principles about intermediate Airmanship (SAPR)

Officer Training School, AFR Officer Training SAPR: Cognitive Measurable Samples of behavior

Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy (PME): Terminal Learning Objectives

DoD Mandatory SAPR, Commissioning Education 100/300, Third Class Healthy Relationships Education, Annual Cadet Violence Prevention Training, Parent-based Intervention (PBI), Cadet Wingman Intervention (CWIT): N/A

USAFA SAPR for Leaders: Post surveys

USAFA Everfi, Sexual Communication & Consent (SCC), Cadet Healthy Personal Skills (CHiPS), Enhanced Access, Acknowledge Act (EAAA): Pre/post tests / assessments

USAFA PEER Program (Teal Ropes): Assessments / demonstrated skills

Newcomer's Orientation, First Duty Station, Sexual Harassment Awareness Education (SHAE), USAFA Cadet Training: Instructors use a scenario-based approach to ensure students understand how the knowledge they gain can be applied to their environment. Use of scenarios require students to formulate responses to realistic situations that could occur within their organization. Checks for learning occur throughout the training, through question and answer, to ensure the learning objective is achieved

Key Personnel Briefing: Currently, there is [no]

Officer Training School SAPR: End of course feedback

AFR Officer SAPR: End of semester survey

Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy (PME): End of module feedback and end of course survey

USAFA Healthy Relationship Training: Collecting feedback for AY22-23

USAFA DoD Mandatory SAPR: N/A

Commissioning Education 100/300, Third Class Healthy Relationships Education, Annual Cadet Violence Prevention Training: No data provided (blank)

USAFA SAPR for Leaders, Parent-based Intervention (PBI), Cadet Healthy Personal Skills (CHiPS), PEER Program (Teal Ropes), Cadet Wingman Intervention (CWIT): Training feedback

USAFA Everfi: Embedded knowledge assessments

USAFA Sexual Communication & Consent (SCC), Enhanced Access, Acknowledge Act (EAAA): Training feedback/surveys at 3 month / 9 month

Newcomer's Orientation, First Duty Station: Feedback is received via voluntary post-training critique. Using a Likert-type scale (1-5), students rate how the course material improved their understanding of the topical areas, in addition to feedback

USAFA: Learning objectives

Newcomer's Orientation, First Duty Station: Given a lecture, students will recognize that awareness of and involvement in positive human relations and diversity initiatives are essential to mission effectiveness

Key Personnel Briefing: Given a one-on-one discussion, key personnel will recognize that awareness of and involvement in positive human relations is imperative to mission effectiveness

Sexual Harassment Awareness Education (SHAE): Given a lecture, students will comprehend how sexual harassment impacts the mission effectiveness

USAFA Cadet Training: Given a formal lecture, recall and apply basic principles of Air Force EO policy, repeatable after Basic Cadet Training: Unlawful Discrimination & Discriminatory Harassment; Bullying; Hazing; Sexual Harassment; Scenarios, Resolution Avenues; Our Responsibilities

Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy: Terminal Learning Objectives | metric of effectiveness for the Key Personnel Briefing

Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy: Facilitated application exercise at the end of the module | on how to improve the course overall

Key Personnel Briefing: Feedback is received via voluntary post-briefing critique. Using a Likert-type scale (1-5), Commanders rate how the course material improved their understanding of the topical areas, in addition to feedback on how to improve the briefing overall

Sexual Harassment Awareness Education (SHAE), USAFA Cadet Training: Currently, there is no metric of data collection for [these] trainings

Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy: End of module feedback and end of course survey |

Note: National Guard Bureau (NGB) RFI response: Annual Performance: Learning Objectives.
Effectiveness: DoDI 6495.02 Vol 2, AR600-20, and AFI 90-6001 do not specify measuring metrics of

effectiveness. NGB did not collect metrics of effectiveness from the states. Data Collection: DoDI 6495.02 Vol 2, AR600-20, and AFI 90-6001 do not specify metrics of data collection. NGB collected the number of Service members trained and documented into the Service Component database of record.

Table D3. Input on Training Incentives and Accountability, by Service

	Inputs
	ARMY – Incentives and Accountability
Public Meeting	- SHARP ambassador or guardian (volunteer training for peer leader) - Recognition through awards and uniform patches
RFI	N/A
	NAVY – Incentives and Accountability
Public Meeting	- Emphasis on values, i.e., "it's the right thing to do" - Battle Excellence Award for creating culture change - PME requirement at E4 to be promoted to next rank - Dedicated facilitators to promote engagement through thoughtful discussions
RFI	Annual SAPR (GMT): Participation - SAPR GMT is a mandatory annual training; Engagement - Training is conducted using a dedicated facilitators guide, which provides a script and specific talking points/audience questions to provoke thoughtful discussions of the training concepts as well as guidance on how to respond to potential audience discussion points. Facilitators are also encouraged to invite support personnel to the training to provide subject matter expertise and support to any Sailor who may have more in-depth questions or require additional assistance. Biennial EO (GMT): This training has a biennial requirement and is not incentivized for personnel to complete.
	MARINE CORPS – Incentives and Accountability
Public Meeting	Recognition through awards at the installation level for those who go "above and beyond"
RFI	Annual entry: IGMC functional area checklist item

	AIR FORCE – Incentives and Accountability
Public Meeting	- Weekly core value ratings for trainees who meet set standards (BMT) - Encouragement and time off to attend trainings (USAFA Healthy Relationships) - Peer leaders (USAFA PEER/Teal Ropes, optional/selective program)
RFI	<u>Initial Wingman, Annual SAPR, Deployment, Postdeployment, Officer/Leadership PME</u>: N/A <u>BMT</u>: Airmanship 100 guided discussions facilitated by MTI. Weekly Core value ratings for all trainees that meet our set standards. Daily feedback from MTI and staff provide information to aid trainees to receive a good CVR and avoid recycle <u>USAFA Healthy Relationship Training</u>: Cadet-athletes are highly encouraged to participate and are given time after practices to attend training. All AD and USAFA staff are trained through professionals from the SAPR program office <u>USAFA DoD SAPR, Third Class Healthy Relationships Education, Annual Cadet Violence Prevention Training, SAPR for Leaders, Parent-based Intervention (PBI), Everfi, Cadet Wingman Intervention (CWIT)</u>: Mandatory <u>USAFA Commissioning Education 100/300</u>: Mandatory / graduation requirement <u>USAFA Sexual Communication & Consent (SCC), Cadet Healthy Personal Skills (CHiPS), Enhanced Access, Acknowledge Act (EAAA)</u>: Mandatory with OPT out options <u>USAFA PEER Program (Teal Ropes)</u>: Optional / with interviews/selection <u>Newcomer's Orientation, First Duty Station, Key Personnel Briefing, USAFA Cadet Training</u>: Participation in HRE training is mandatory for pre-commissioning programs, initial entry training, and all levels of Professional Military Education, General Officers, and Senior Executive Service personnel <u>Sexual Harassment Awareness Education (SHAE)</u>: SHAE is provided as requested and participation is dictated by the commanding officer <u>Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy</u>: NA

Note: For the National Guard Bureau (NGB) RFI response, please note that NGB does not require incentives for training completion, although units may perform this action at the state level.

Table D4. Input on Non-Departmental Engagements for Training Development, by Service

	INPUTS
	ARMY – Non-DoD Engagements
Public Meeting	CDC; Army Research Institute (ARI) collaborations; universities (e.g., Kansas University near SHARP Academy at Fort Leavenworth, University of Texas at Austin); private organizations (e.g., Alteristic)
RFI	N/A
	NAVY – Non-DoD Engagements
Public Meeting	Collaboration with outside organizations on Get Real, Get Better leadership training to learn about creating culture change at large organizations; CDC learning objectives
RFI	Annual SAPR (GMT): No current responsibility to communicate with any non-departmental entity Biennial EO (GMT): DoD policy includes a terminal learning objective and enabling learning objectives for the "Centers for Disease Control and Prevention Guiding Principles of Sexual Violence." This training is currently being reviewed/revised to ensure those objectives are met.
	MARINE CORPS – Non-DoD Engagements
Public Meeting	RAND Getting to Outcomes for Take a Stand training
RFI	Annual SAPR for E1-3 (Step Up), E6-9, Officer: None at this time E4-5 (Take a Stand): RAND Getting to Outcomes project with OSD looked at this training and adding guided discussions as follow up to it (pilot)
	AIR FORCE – Non-DoD Engagements
Public Meeting	Academic universities; Cross-Service; SME review; Research Triangle Institute (RTI) developed SCC; National Opinion Research Center (NORC) at the University of Chicago developed Wingman training
RFI	

	Initial Wingman, Deployment, Postdeployment, Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy, USAFA Healthy Relationship Training, USAFA Annual Cadet Violence Prevention Training: N/A
	Annual SAPR: DoD incorporates evidence-based science and strategies to develop curriculum for SAPR Total Force Annual Training (TFAT)
	BMT: Annual SME review of all material
	Officer Training School, AFR Officer Training SAPR: Holm Center
	USAFA DoD Mandatory SAPR Training: NCAA requires training for personnel in the department
	USAFA Commissioning Education 100/300, Third Class Healthy Relationships Education: Commissioning Education AFI
	USAFA SAPR for Leaders, Cadet Wingman Intervention (CWIT): DoD
	USAFA Parent-based Intervention (PBI), Everfi: Universities
	USAFA Sexual Communication & Consent (SCC), PEER Program (Teal Ropes): Universities / DoD / cross service
	USAFA Cadet Healthy Personal Skills (CHiPS), Enhanced Access, Acknowledge Act (EAAA): Universities / DoD
	Newcomer's Orientation, First Duty Station, Key Personnel Briefing, Sexual Harassment Awareness Education (SHAE), USAFA Cadet Training: Currently, there is no Service responsibility to communicate with non-departmental entities
	Airman Leadership School, NCO Academy, Senior NCO Academy, Chiefs Leadership Academy: NA

Note: National Guard Bureau (NGB) RFI response: NGB did not communicate outside DoD and Services.

Table D5. Input on Training Costs, by Service

	INPUTS
	ARMY – Costs
Public Meeting	Reported personnel costs (lump sum) for annual refresher training; cost data not available for trainings conducted outside the SHARP Academy.
RFI	Annual Refresher: FY22 Execution: $127M (cost for 2 man-hours for Army employees (Military and Civilian). Methodology used to provide estimate is based on: 1) Population sizes, by pay plan and grade (includes active, reserve, and NG personnel that are military or GS employees, and number of personnel trained); 2) Army costs for each pay

	plan and grade for salary and benefits (adjusted for reserve/NG costs, excludes O&M costs); 3) Population sizes are multiplied by cost for each grade to determine annual cost for each population (sum total of all grades provides annual costs); 4) Annual cost is converted to hourly rate based on standard work levels (2080 hrs for full-time, 272 hrs for ARNG and USAR); and 5) Hourly rate multiplied by duration of training to determine training costs. Note: Cost estimate does not include any development, facilities, or materials costs required to produce and conduct the training (based on the scale of costs incurred for just manhours, this additional cost is likely negligible). Training Outside SHARP Academy: No cost data for a majority of training that is conducted outside the Army SHARP Academy due to a lack of data on number of personnel attending and the paygrades of those personnel. There were some staffing challenges at the ASA M&RA level that precluded Training and Doctrine Command from providing input.
	NAVY – Costs
Public Meeting	Reported cost of updating training content only
RFI	Annual SAPR (GMT): Navy spent $90,000 in updating the SAPR GMT in FY21. No funds are programmed for updating the training in FY23. No funds were used in implementing the SAPR GMT training in FY22 or expected to be expended in FY23. Biennial EO (GMT): Commanders are mandated to ensure this topic is delivered to command personnel in FY23. While there is a resourcing impact on the command in man hours for facilitation preparation, delivery and participation there is no financial cost levied on the command. The facilitator guide and associated materials are made available for commands to download and the command assigns the facilitator.
	MARINE CORPS – Costs
Public Meeting	Reported labor expenses for participant time for annual training only
RFI	Annual SAPR for E1-3 (Step Up), E4-5 (Take a Stand): ~$1.8 mil (labor related expense for participant time) E6-9: ~0.6mil (labor related expense for participant time) Officer: ~1.0mil (labor related expense for participant time)
	AIR FORCE – Training Costs
Public Meeting	Cost data not collected for basic or annual trainings for junior Service members, collected for leadership trainings and reported per student; USAFA appears to collect cost data and invest in many types of trainings, including those that rely on grant funding.
RFI	

Initial Wingman, Annual SAPR, Deployment, Post deployment, Officer Training School, AFR Officer Training SAPR: This information is not currently being collected

BMT: This information is not currently being collected specific to SAPR-related content

Airman Leadership School, NCO Officer Academy, Senior NCO Academy: ~5K per student

Chiefs Leadership Academy: ~2K per student

USAFA Healthy Relationship Training, DoD Mandatory SAPR Training, Commissioning Education 100/300, Third Class Healthy Relationships Education, Annual Cadet Violence Prevention Training, Cadet Wingman Intervention (CWIT): N/A

USAFA SAPR for Leaders: $10,000-$20,000

USAFA Parent-based Intervention (PBI): $5,000

USAFA Everfi: $24,000

USAFA Sexual Communication & Consent (SCC): $975,000 grant/volunteers across USAFA

USAFA Cadet Healthy Personal Skills (CHiPS): $300,000 annually

USAFA Enhanced Access, Acknowledge Act (EAAA): $950,000 grant/volunteers across USAFA

USAFA PEER Program (Teal Ropes): $25,000 USAFA / CVS personal / gift funds for identified trainers

Newcomer's Orientation, First Duty Station, Key Personnel Briefing, Sexual Harassment Awareness Education (SHAE), USAFA Cadet Training: Currently, there is no cost to implement training

Airman Leadership School: Student attendance cost is ~$5K per student (24 day class)

NCO Academy, Senior NCO Academy: Student attendance cost is ~5K per student (25 day class)

Chiefs Leadership Academy: Student attendance cost is ~$2K per student

Note: National Guard Bureau (NGB) RFI response: Pending further research.

APPENDIX E: REFERENCES

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APPENDIX F: ABBREVIATIONS AND ACRONYMS

CDC	Centers for Disease Control and Prevention
CMT	Common Military Training
CORBT	Council on Recruit Basic Training
CY	Calendar Year
DAC-PSM	Defense Advisory Committee for the Prevention of Sexual Misconduct
DBB	Defense Business Board
DEOCS	Defense Organizational Climate Survey
DHHS	Department of Health and Human Services
DoD	Department of Defense
DoDI	Department of Defense Instruction
DSAID	Defense Sexual Assault Incident Database
DSPO	Defense Suicide Prevention Office
FY	Fiscal Year
GAO	Government Accountability Office
IRC	Independent Review Commission on Sexual Assault in the Military
IT	Information Technology
LOI	Letter of Intent
MIJES	Military Investigation and Justice Experience Survey
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NDAA	National Defense Authorization Act
OSD	Office of the Secretary of Defense
PME	Professional Military Education
RFI	Requests for Information
SAMHSA	Substance Abuse and Mental Health Services Administration
SAPRO	Sexual Assault Prevention and Response Office
SEM	Socioecological Model

SHARP   Sexual Harassment/Assault Response and Prevention

SME   Subject Matter Expert

SOI   Statement of Intent

U.S.   United States

USC   Unwanted Sexual Contact

USD(P&R)   Under Secretary of Defense for Personnel and Readiness

Vol.   Volume

WGRA   Workplace and Gender Relations Survey of Active Duty Members

APPPENDIX G: DAC-PSM MEMBERS

Chair
- The Honorable Gina M. Grosso
  Assistant Secretary for Human Resources and Administration / Operations, Security and Preparedness, Department of Veterans Affairs

Members
- Dr. Antonia Abbey, Ph.D.
  Professor, Wayne State University

- Dr. Victoria L. Banyard, Ph.D.
  Professor, Rutgers University

- Dr. Dorothy J. Edwards, Ph.D.
  President, Alteristic Inc.

- Dr. Armando X. Estrada, Ph.D.
  Associate Professor, Temple University

- Ms. Stephanie Gattas
  Founder and CEO, The Pink Berets

- Dr. Debra E. Houry, M.D.
  Chief Medical Officer and Deputy Director for Program and Science, Centers for Disease Control and Prevention

- Dr. Lindsay M. Orchowski, Ph.D.
  Associate Professor, Brown University

- Dr. John B. Pryor, Ph.D.
  Professor, Illinois State University

- Dr. Joann Wu Shortt, Ph.D.
  Lead Behavioral Scientist, Child Abuse, Neglect, and Adversity Team, National Center for Injury Prevention and Control, Centers for Disease Control and Prevention

- Ms. Jennifer M. Silva
  Chief Program Officer, Wounded Warrior Project

- Dr. Amy M. Smith Slep, Ph.D.
  Professor, New York University

- Ms. Glorina Y. Stallworth
  Branch Head, Injury and Violence Prevention Branch, North Carolina Department of Health and Human Services