

Defense Advisory Committee for the Prevention of Sexual Misconduct (DAC-PSM)

Public Meeting
March 31, 2023

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Please remain muted unless speaking

Agenda

- Roll Call
- Opening Remarks
- Public Comment Review
- Review of Efforts to Date
- Committee Discussion and Vote on Training Study Recommendations
- Committee Open Discussion
- Meeting Close

Roll Call and Opening Comments

Roll Call

- DAC-PSM Members

Quorum

- Confirm if quorum has been met

Opening Comments

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

Members

Chair: Ms. Gina Grosso
Dr. Antonia Abbey
Dr. Victoria Banyard
Dr. Dorothy Edwards
Dr. Armando Estrada
Ms. Stephanie Gattas
Dr. Debra Houry
Dr. Lindsay Orchowski
Dr. John Pryor
Dr. Joann Wu Shortt
Ms. Jennifer Silva
Dr. Amy Slep
Ms. Glorina Stallworth

Public Comment Review

- No public comments received
 - No statements were received by email or phone by the submission deadline specified in the Public Register Notice

Efforts to Date: Training Study Discussions

- DAC-PSM was directed to analyze DoD sexual assault and sexual harassment training in support of a FY22 NDAA study requirement
- The study called for analysis on 5 specific topics:
 - Approach to behavior change and method of delivery
 - Incentives used to ensure training participation, engagement, and/or effectiveness
 - Metrics of performance, effectiveness, and data collection
 - Cost estimates
 - Communication with non-Departmental entities in training development
- Study focus on efforts related to junior enlisted Service members who are at highest risk
- OSD and the Services provided insights on efforts related to these topics in public meetings and in response to “Requests for Information”
- Today’s meeting is for DAC-PSM members to discuss and vote on recommendations for inclusion in the study report

Session Overview

- I. Overall Observations – Overarching comments that apply broadly across the training study and not to single topic
- II. Overall Recommendations – Suggestions to be considered with potential impact on all the study topics
- III. Recommendations by Study Topic:
 - A. Approach
 - B. Incentives
 - C. Metrics
 - D. Cost
 - E. Non-DoD Engagements
- Session facilitator will introduce each observation and recommendation, followed by Committee discussion
- Vote will be taken once all recommendations for a given topic are discussed

Session Facilitator

Mr. JR Twiford

Retired Colonel, U.S. Air Force

I. Overall Observations

And

II. Overall Recommendation

Overall Observations and Recommendation

Overall Observation 1

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

Overall Observation 2

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

Overall Recommendation 1

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

Recommendations related to...

A. Approach

Recommendation A1: Approach

DAC-PSM Recommendation

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

Recommendation Rationale

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

Recommendation A2: Approach

DAC-PSM Recommendation

- Services should depict and utilize a full career-cycle approach, such as used by the Army, to capture the desired progression of knowledge, skills, and responsibilities related to this topic.
 - Detailed mapping should be done to depict training activities within the first 4 years in uniform for enlisted members and officers.

Recommendation Rationale

- A full-career cycle perspective depicts the continuum of growth and evolution of knowledge, skills and responsibility, and will help foster logical movement and preparation as Service members advance in their careers.
- A detailed mapping of training within the first 4 years will help ensure junior enlisted members and officers are adequately and appropriately prepared to come together and form an effective and safe work environment.
 - The mapping effort could include steps to help those who might be challenged so that they are able to advance in some fashion, rather than just get stuck at a particular level. (e.g., For those who do not achieve a milestone of knowledge, skills and responsibilities with the training routinely given, what alternatives might be explored to get them to the desired levels?)

Recommendation A3: Approach

DAC-PSM Recommendation

- 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 Service members.

Recommendation Rationale

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

Recommendation A4: Approach

DAC-PSM Recommendation

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

Recommendation Rationale

- Those new to the military have different training requirements (e.g., focus on ensuring an understanding of acceptable norms for DoD and each Service) than those who have been in uniform for several years. In addition, the training settings and engagement opportunities (e.g., basic training dynamics) are different than will be found later in a Service member's career.
- The prevention workforce supporting these settings need to understand and have the skills necessary to meet the unique needs of this at-risk population.
- Those necessary skills need to be reflected in the prevention workforce credential process, and be associated with appropriate evaluation metrics.

VOTE: Approach Recommendations

A1. The Services should tailor training programs now designed to serve the broader military, and where possible, focus on customizing the content to specific subgroups and training settings, and where feasible, share these programs with other Services.

A2. Services should depict and utilize a full career-cycle approach, such as used by the Army, to capture the desired progression of knowledge, skills, and responsibilities related to this topic.

A3. 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 Service members.

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

Recommendations related to...

B. Incentives

Recommendation B1: Incentives

DAC-PSM Recommendation

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

Recommendation Rationale

- Using socioecological model as a framework will ensure incentives are accounted for at multiple levels to maximize potential impact on training participation, engagement, and ultimately, desired behavior change. Delineation of the goals at each level may require additional study.
- Recognizing appropriate implementation of desired skills and behaviors in a training setting as well as in a regular duty setting will help establish and reinforce appropriate norms.
- Data are needed to verify whether incentives are effective in promoting training participation, engagement, and behavior change in a military environment.
- Evaluating the effectiveness of the approach is a foundational step to determine whether incentives work as intended to prevent sexual assault and sexual harassment in the military.

Recommendation B2: Incentives

DAC-PSM Recommendation

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

Recommendation Rationale

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

Recommendation B3: Incentives

DAC PSM Recommendation

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

Recommendation Rationale

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

VOTE: Incentives Recommendations

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

B2. The Department and the 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.

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

Recommendations related to...

C. Metrics

Recommendation C1: Metrics

DAC-PSM Recommendation

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

Recommendation Rationale

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

Recommendation C2: Metrics

DAC-PSM Recommendation

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

Recommendation Rationale

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

Recommendation C3: Metrics

DAC-PSM Recommendation

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

Recommendation Rationale

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

VOTE: Metrics Recommendations

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

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

C3. Evaluation should consider attitudes, knowledge, skill, and behavior to allow for full understanding of extent of progress with each, and where to focus attention if desired outcome is not observed.

Recommendations related to...

D. Cost

Recommendation D1: Costs

DAC PSM Recommendation

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

Recommendation Rationale

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

Recommendation D2: Costs

DAC-PSM Recommendation

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

Recommendation Rationale

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

VOTE: Cost Recommendations

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

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

Recommendations related to...

E. Non-DoD Engagements

Recommendation E1: Non-DoD Engagements

DAC-PSM Recommendation

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

Recommendation Rationale

- Collaboration is identified as a key component of DoD's integrated prevention guidance; however, Service RFI responses indicated that non-DoD engagements were not required by policy. Without a policy, a task may be perceived as a "nice to have" and thus take a lower priority compared to policy-driven tasks. Given the time-consuming nature of building collaborative relationships, having policy "cover" could be useful.
- The benefits include the potential to identify opportunities to promote cross-sharing of information and reduce duplicative efforts when reaching out to non-DoD entities.
- It would be important to ensure awareness of legal considerations of non-DoD engagements.
- The DoD need to control the dissemination of research findings can sometimes impede collaboration with non-Department entities such as academic researchers.
- Guidance created by Defense Suicide Prevention Office ("Guidelines for Collaboration with Non-Government Organizations" (Nov 17, 2020)) could be useful model.

Recommendation E2: Non-DoD Engagements

DAC-PSM Recommendation

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

Recommendation Rationale

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

VOTE: Non-DoD Engagements Recommendations

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

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

Recommendations related to...

Overall Recommendations & Observations

Overall Observation 1

DAC-PSM Observation

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

Observation Rationale

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

Overall Observation 2

DAC-PSM Observation

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

Observation Rationale

- Data suggests that junior Service members are at greater risk of being involved in an incident of sexual misconduct, whether as a victim or a perpetrator.
- Training focused specifically during the first 4 years of service will allow for early setting of expectations for attitudes, behavior, and overall unit culture.
- While specific efforts can be identified as unique to this specific population, those efforts will not have an enduring impact unless there is overarching leadership buy-in and establishment of appropriate climate and culture across DoD.

Overall Recommendation 1

DAC-PSM Recommendation

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

Recommendation Rationale

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

VOTE: Overall Observations and Recommendation

Overall Observation 1

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

Overall Observation 2

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

Overall Recommendation 1

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

Recommendations related to...

F. Miscellaneous

Misc. Recommendation F1: CORBT

DAC-PSM Recommendation

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

Recommendation Rationale

- The CORBT involves leaders who have authority over basic training settings, and in some cases, also advanced training settings, and therefore potentially impact a major portion of the 4-year timeframe under consideration by the DAC-PSM.
- Currently, only the Services (and Coast Guard) are signators on the Charter, and there are no OSD signators, which could potentially create an imbalance in the issues addressed by the CORBT. (E.g., OSD SAPRO only serves as subject matter expert to the CORBT although the CORBT was initially established to address sexual assault issues. *GAO 2014*)
- Per the current Charter, the Chair rotates through the member Services. While this rotation helps balance the workload of managing the CORBT, that can make it difficult to build an enduring cross-Service community of experts addressing complex topics such as sexual assault and harassment. An enduring subcommittee addressing harmful behaviors in the CORBT setting could allow for information sharing, problem solving, and capacity building.
- The CORBT Charter appears to be up for renewal in 2023 and so making adjustments to content and signators could be part of this renewal process.

Before final vote...

**Any other recommendations the
Committee would like to consider?**

VOTE: Misc. Recommendation(s)

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

Committee Open Discussion

Public Meeting Concluded

Meeting minutes will be available for public review on
www.sapr.mil/DAC-PSM