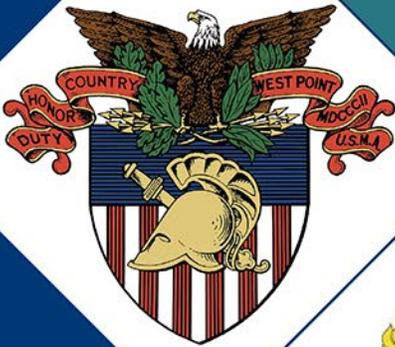


Annual Report on Sexual Harassment and Violence at the Military Service Academies

Academic Program Year 2021 – 2022





PERSONNEL AND
READINESS

UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

MAR 10 2023

The Honorable Mike D. Rogers
Chairman
Committee on Armed Services
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

The Department's response to section 532 of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364) is enclosed. Section 532 requests an annual report for each Academic Program Year (APY) on the effectiveness of the policies, training, and procedures of the Military Service Academies (MSAs) regarding sexual harassment and sexual violence involving personnel at the United States Military Academy, United States Naval Academy, and the United States Air Force Academy.

The report includes analysis of data collected from the MSAs' self-assessments, an analysis of Sexual Assault Prevention and Response (SAPR), and sexual harassment reporting data, review of compliance assessments conducted by the Military Departments, and the preliminary results for the Office of People Analytics facilitated 2022 Service Academy Gender Relations Survey.

Sexual harassment and sexual assault remain persistent challenges across the MSAs, and the results from this year's report highlight critical challenges. In the survey conducted for APY 2021-2022, 21.4 percent of female cadets and midshipmen and 4.4 percent of male cadets and midshipmen indicated experiencing unwanted sexual contact in the year prior to being surveyed (i.e., since June 2021). This is an increase compared to the 2018 rate. Estimated rates of sexual harassment also increased. While the estimated prevalence rates should not be construed as legal crime victimization rates in the absence of an investigation being conducted to determine a verified outcome, the Department uses this information to inform SAPR efforts.

To address these persistent challenges, the Secretary of Defense directed the Secretaries of the Military Departments to oversee the execution and support of targeted actions to address the findings from this year's Annual Report. We will also continue to work closely with the MSAs to resource and implement the applicable recommendations of the Independent Review Commission on Sexual Assault in the Military, as approved by the Secretary, to enhance prevention, increase reporting, and strengthen victim care and support.

The Department, Military Services, and MSAs know that few values are more selfless than dedicating oneself to protecting and defending our Nation. We remain resolute in our commitment to eliminate sexual harassment and sexual assault from the military and from the MSAs.

Thank you for your continued strong support for our Service members. I am sending a similar letter to the Committee on Armed Services of the Senate.

Sincerely,

A handwritten signature in black ink, appearing to read "Gilbert R. Cisneros, Jr.", written in a cursive style.

Gilbert R. Cisneros, Jr.

Enclosure:

As stated

cc:

The Honorable Adam Smith
Ranking Member



PERSONNEL AND
READINESS

UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

MAR 10 2023

The Honorable Jack Reed
Chairman
Committee on Armed Services
United States Senate
Washington, DC 20510

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Gilbert R. Cisneros, Jr.

Enclosure:

As stated

cc:

The Honorable Roger F. Wicker
Ranking Member



Department of Defense Annual Report on Sexual Harassment and Violence at the
Military Service Academies, Academic Program Year 2021-2022

The estimated cost of this report or study for the
Department of Defense is approximately
\$1,539,000 in Academic Program Year 2021-
2022. This includes \$1,363,000 in expenses and
\$176,000 in DoD labor.

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Reporting Requirement

- Congress requires the Department to assess the Academies annually to determine the effectiveness of sexual harassment and sexual assault policies, training, and procedures.
- This year, the Department fulfilled the congressional requirement by examining the Academies' self-assessments, analyzing sexual assault and sexual harassment reporting data, and conducting a prevalence survey of cadets and midshipmen.

What We Learned

- In the survey conducted for Academic Program Year 2021-2022, an estimated 21.4 percent of academy women and an estimated 4.4 percent of academy men indicated experiencing unwanted sexual contact in the year prior to being surveyed (i.e., since June 2021). This is an increase compared to the 2018 rate. Rates of sexual harassment also increased.
- The Academies received a total of 206 reports of sexual assault, which is an increase of 45 reports over the 161 received in Academic Program Year 2020-2021.
- Of the 206 reports, 170 were from actively enrolled cadets and midshipmen who made an Unrestricted or Restricted Report of sexual assault.
- Survey and reporting data indicate that about 14 percent of cadets and midshipmen who indicated experiencing unwanted sexual contact reported their incident to a Department of Defense authority.

Executive Summary

The Military Service Academies (the United States Military Academy, the United States Naval Academy, and the United States Air Force Academy) strive to maintain a military culture free from sexual assault and sexual harassment. To that end, the Academies make considerable investments in activities to prevent and respond to sexual assault and sexual harassment by implementing programs in accordance with Department of Defense policy and federal law.

The Department annually assesses academy progress toward combating sexual assault and sexual harassment. As such, this year's Annual Report provides an update on academy efforts to prevent and respond to sexual violence and other harmful behaviors; includes sexual assault and sexual harassment reporting data; provides unwanted sexual contact and sexual harassment prevalence data from the biennial Office of People Analytics 2022 *Service Academy Gender Relations Survey*; and describes academy initiatives to prevent and respond to sexual violence and other harmful behaviors in Academic Program Year 2021-2022.

Background

The Department made progress in reducing sexual assault between 2012 and 2014 at the Military Service Academies. However, sexual assault prevalence increased between 2014 and 2018. National and collegiate sexual assault trends during the same period indicate a shared challenge in combating sexual assault prevalence on colleges and universities and in the United States as a whole.¹ This year's Annual Report documents further increases in prevalence rates of unwanted sexual contact, sexual harassment, and other readiness-detracting behaviors among cadets and midshipmen at the Military Service Academies.

In February 2021, Secretary of Defense Austin directed immediate actions and initiated the Independent Review Commission on Sexual Assault in the Military to recommend improvements to the Department's sexual assault policy and

¹ David Cantor et al., Report on the AAU Campus Climate Survey on Sexual Assault and Misconduct (Rockville: Westat, 2019).

Academy Action Items:

- Develop an academy implementation plan for the Department's enhanced prevention workforce and leadership requirements.
- Champion the Department's climate assessment process. Superintendents will lead their academy climate assessment, review results, ensure documentation of actions in academy prevention plans, and include cadet/midshipman leadership in development of and execution of prevention plans to address climate assessment findings.
- Broaden skills of academy leaders to assess and act on climate factors impacting their cadet/midshipman units.
- Communicate the importance of military justice reforms. In collaboration with their Judge Advocates General of their respective Military Departments, the Academies will inform cadets/midshipmen about the military justice changes that will take effect in December 2023, including the role and responsibilities of the Office of Special Trial Counsel, the revised role of superintendents in military justice, and the impact of reforms on academy disciplinary processes.
- Implement a "Return to Health" policy to assist cadet/midshipman survivors of sexual assault in better balancing their academic goals with their needs after an incident of sexual assault.
- Incorporate latest Sexual Assault Prevention and Response policies to align Sexual Assault Prevention and Response-related prevention and training efforts, encourage reporting, and improve victim support.

The complete report is available online at <https://www.sapr.mil>

programs. Following this, in September 2021, Secretary of Defense Austin approved an Implementation Roadmap, which organized the Commission's 82 recommendations into four tiers to enable implementation, wherever possible, across a phased approach. Major implementation efforts addressed the violence prevention workforce and the realignment and redistribution of Sexual Assault Response Coordinators and Sexual Assault Prevention and Response Victim Advocates, among other things.

During Academic Program Year 2021-2022, the Military Services actively developed plans of action and milestones to improve accountability, prevention, climate/culture, and victim assistance. Some of the Commission's recommendations, approved by the Department, will impact programming and training at the Military Service Academies. Next year's Annual Report will provide an update on implementation activities at the Academies.

Key Activities in Academic Program Year 2021-2022

Each of the Academies provided a self-assessment of their progress this year in compliance with federal law. Key activities undertaken by each Academy include:

United States Military Academy. The Academy issued its "Return to Health" policy, which delineates a process for supporting the healing and recovery of cadets and midshipmen after experiencing a sexual assault. This new policy allows for cadets to better balance their academic goals with their needs after an incident of sexual assault by accessing supportive services and promoting engagement in recovery and healing. The Academy also developed and enacted the West Point Comprehensive Primary Prevention Policy, which establishes and integrates policies and responsibilities to mitigate self-directed harm and prohibited abusive or harmful acts.

United States Naval Academy. As outlined in Section 539A of the Fiscal Year 2021 National Defense Authorization Act, the Academy updated its "Safe to Report" policy and intake documentation to track cases of midshipmen who report under the policy. The Academy also appointed its Sexual Assault Prevention and Response Program Manager as interim Violence Prevention Program Integrator.

United States Air Force Academy. The Academy worked to evaluate three of its sexual assault prevention programs and began data collection to support program evaluations. The Academy also provided extended class schedule deconfliction between survivors and alleged perpetrators of sexual assault by developing a local operating instruction.

Department of Defense Metrics

The Department assesses progress with sexual assault via two primary metrics:

Prevalence (i.e., estimated number of cadets and midshipmen experiencing sexual assault in the academic program year, as measured by those indicating an experience of “unwanted sexual contact” in scientific surveys; desired state is decrease). Rates should not be construed as legal victimization rates in the absence of an investigation being conducted to determine a verified outcome of the indicated or reported experiences.

Reporting rate (i.e., estimated percentage of victimized cadets and midshipmen making Restricted and Unrestricted Reports; desired state is increase).

Detailed below, this year’s Annual Report includes topline results from the 2022 *Service Academy Gender Relations Survey*:

An estimated 21.4 percent of academy women and an estimated 4.4 percent of academy men indicated experiencing unwanted sexual contact since the start of the academic program year (i.e., June 2021).² The prevalence estimates for unwanted sexual contact in Academic Program Year 2021-2022 reflect a statistically significant increase since Academic Program Year 2017-2018 when the Office of People Analytics last administered the survey.

- Based on these estimated rates, the Department estimates that 1,136 academy men and women experienced some form of unwanted sexual contact in the year prior to being surveyed.
- While all three Military Service Academies saw an increase in prevalence among men and women as compared to 2018, the highest rates were evident among women at the United States Naval Academy and United States Air Force Academy. The biggest increases in unwanted sexual contact since 2018 were for men at the United States Naval Academy and United States Air Force Academy.

Estimated rates of sexual harassment increased for academy men and women. This year’s survey found that an estimated 63 percent of academy women and 20 percent of academy men experienced an incident of sexual harassment in Academic Program Year 2021-2022, a significant increase from 50 percent and 16 percent, respectively, in Academic Program Year 2017-2018.

- Based on these estimated rates, the Department estimates that 3,939 academy men and women experienced some form of sexual harassment in the year prior to being surveyed.

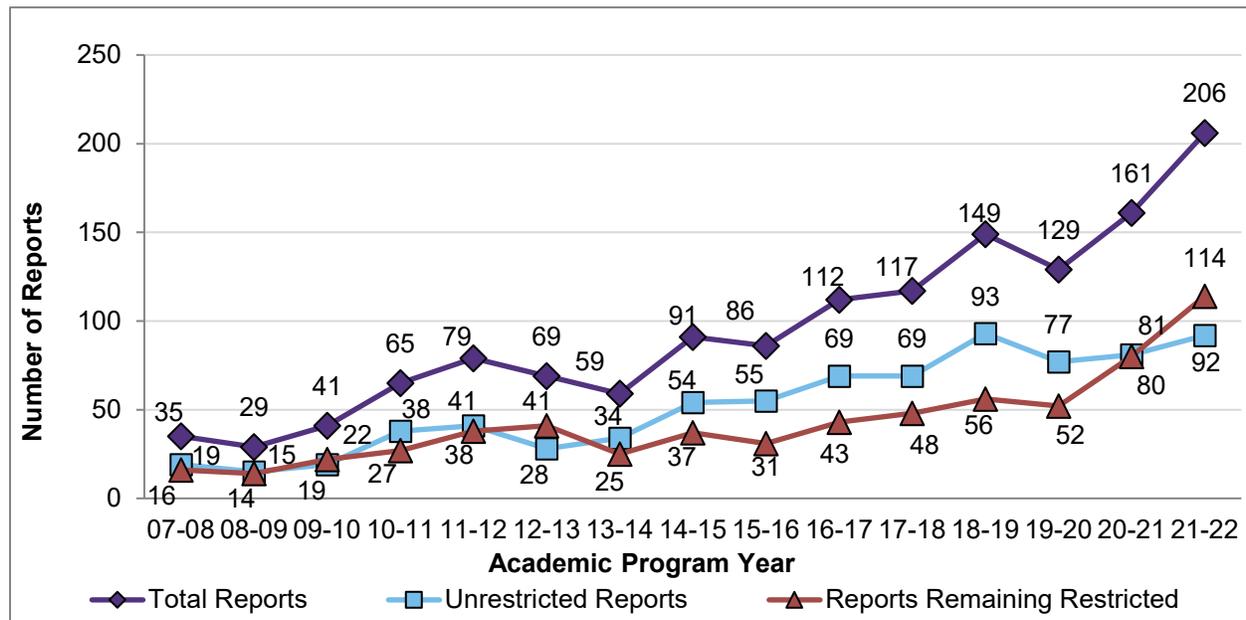
Reports³ of sexual assault increased in Academic Program Year 2021-2022. The Department encourages greater reporting of sexual assault to connect victims with restorative

² The term “unwanted sexual contact” refers to a range of sex-related offenses prohibited by the Uniform Code of Military Justice. These offenses include completed or attempted oral, anal, or vaginal penetration by a body part or an object and the unwanted touching of genitalia, buttocks, breasts, or inner thighs when the victim did not or could not consent. The survey is conducted in April of even numbered years (with the exception of 2020 due to pandemic-related restrictions). Respondents to the survey are asked about their experiences of unwanted sexual contact during the period that constitutes the Academic Program Year (June 1 to April 30).

³ A report of sexual assault, whether restricted or unrestricted, consists of allegations of unwanted sexual contact made by an individual. The term “sexual assault report” refers to reports of allegations and should

care and to hold alleged offenders appropriately accountable.⁴ In Academic Program Year 2021-2022, the Military Service Academies received a total of 206 reports of sexual assault allegations that involved cadets/midshipmen/prep school students as victims and/or alleged perpetrators, an increase of 45 reports from the previous Academic Program Year (see Figure 1). 155 cadets and midshipmen made a sexual assault report this year for an incident that occurred during military service.

Figure 1. Reports of Sexual Assault by Report Type, APY 07-08 to 21-22



Similarly, the rate of reporting appeared to increase compared to Academic Program Year 2017-2018. The Department not only counts the number of reports received, but also uses survey estimates regarding the number of cadets/midshipmen who may have experienced unwanted sexual contact to estimate a reporting rate. In 2021, of the estimated 1,136 academy men and women who indicated experiencing USC, 155 reported to a Department authority this year for an alleged incident that occurred during their military service. This represents a 14 percent reporting rate, up from 12 percent in Academic Program Year 2017-2018.

About 19 percent of cadets and midshipmen making Restricted Reports converted to Unrestricted Reports and participated in the military justice process. The Department offers cadets and midshipmen the opportunity to make an Unrestricted or Restricted Report of sexual assault. When victims convert their Restricted Report to an Unrestricted Report, they choose to participate in the military justice system efforts to hold alleged offenders appropriately accountable. The Military Service Academies initially received 140 Restricted Reports from cadets and midshipmen in Academic Program Year 2021-2022. Of the 140 cadets and midshipmen who made initial Restricted Reports, 26 (19 percent) chose to convert to an

not be construed or evince that a sexual assault occurred. A report does not in and of itself establish that an offense of sexual assault has been committed; only an investigation and adjudication of the allegations can lead to a legal conclusion that an offense has been committed.

⁴ Use of the terms “victim(s), “subject(s),” or “perpetrator(s),” as used throughout this report do not convey any legal conclusion that an allegation, incident, report, or event has been substantiated and does not convey any presumption of the guilt or innocence of the alleged offender(s)/perpetrator(s).

Unrestricted Report in Academic Program Year 2021-2022. These 26 converted Restricted Reports are counted in the 92 Unrestricted Reports received in Academic Program Year 2021-2022. The other 114 reports remained Restricted at the end of the year.

Sexual harassment complaints increased for academy men and women. The number of sexual harassment complaints also increased this year. Across the Military Service Academies, there were 15 formal complaints, 20 informal complaints, and 5 anonymous complaints of sexual harassment. The total 40 complaints are up from the 30 received in 2018. Of the 40 total complaints of sexual harassment made this year, the United States Military Academy received 20 total complaints, the United States Naval Academy received 9, and the United States Air Force Academy received 11.

Additional Insights from the Survey Data

Additional analysis of this year's 2022 *Service Academy Gender Relations Survey* revealed the following themes:

Theme 1: Increases in all Types of Unwanted Sexual Contact but Consistency in the Characteristics of Incidents

This year's survey indicated that increases since Academic Program Year 2017-2018 in all types of unwanted sexual contact (i.e., completed penetration, attempted penetration, and unwanted touching) for academy women and men drove overall increases in Academic Program Year 2021-2022. For women and men the largest increase was in unwanted touching. In Academic Program Year 2021-2022, an estimated 6.9 percent of academy women (an increase from 4.8 percent) and an estimated 2.4 percent of Academy men (an increase from 1.4 percent) experienced unwanted touching.

The survey also revealed that the characteristics of these unwanted sexual contact incidents were consistent with prior years. Alleged offenders were most often fellow cadets and midshipmen in the same class year. Offenses occurred on and off academy grounds (i.e., in a dorm/living area or at a party) and most often after duty hours on a weekend or holiday.

Theme 2: Alcohol Remains a Factor in Unwanted Sexual Contact Incidents and a Distinguishing Feature in the Characteristics of Incidents

While the Military Service Academies saw some reduction in excessive alcohol use among cadets and midshipmen during Academic Program Year 2021-2022, it was not sufficient to impact rates of unwanted sexual contact. According to this year's survey, 60 percent of unwanted sexual contact events involved alcohol use by either the victim and/or alleged offender.⁵ Excessive alcohol consumption is a well-established risk factor for sexual violence. However, as outlined in the Department's Prevention Plan of Action, prevention activities focused solely on alcohol misuse may not result in reductions in sexual violence. Instead, combining policies to reduce excessive alcohol use with education and skill-building (for example, healthy relationship training) may be a more effective prevention approach.

⁵ References to alcohol use by the victim is not intended to suggest the victim is to blame for the unwanted sexual contact. Instead, the information provides important context regarding unwanted sexual contact incidents to better inform interventions to prevent violent and harmful behaviors.

The characteristics of incidents involving alcohol were substantively different from those not involving alcohol. For academy women who indicated experiencing an incident of unwanted sexual contact involving alcohol, the incident usually occurred off academy grounds by a single male cadet or midshipman they were meeting for the first time. However, incidents not involving alcohol were more likely to occur on academy grounds, by someone the victim was dating, and showed a pattern of problematic behavior such as sexually harassing or stalking the victim.

For academy men who experienced an incident of unwanted sexual contact involving alcohol, the incident was more likely to occur off academy grounds by a single female cadet or midshipman or someone not affiliated with the Department. However, incidents not involving alcohol were more likely to occur on academy grounds and more likely to involve multiple alleged offenders.

Theme 3: A Focus on Risk Factors Presents Opportunities for Primary Intervention

This year's survey data highlighted class year and prior experiences of unwanted sexual contact (i.e. prior to entering the Academies) as risk factors for experiencing unwanted sexual contact while attending the Military Service Academies. While estimated rates of unwanted sexual contact increased across all class years, the rates were highest for third-year (i.e., sophomore) cadets and midshipmen (27.8 percent of women and 5.3 percent of men) and for second-year (i.e., junior) cadets and midshipmen (22.9 percent of women and 5.0 percent of men). Third-year cadets and midshipmen were also the highest risk cohort in Academic Program Year 2017-2018.

Research in civilian settings and the active duty military demonstrates that among the strongest risk factors for future victimization is prior victimization. Data from the survey reveal the same pattern for the Military Service Academies. Cadets and midshipmen who indicated experiencing unwanted sexual contact prior to entering the Academy were more likely to indicate experiencing unwanted sexual contact during Academic Program Year 2021-2022. Academy women who indicated experiencing unwanted sexual contact prior to entering the Academy were nearly twice as likely to indicate victimization during Academic Program Year 2021-2022, and academy men were four times more likely to be victimized.

Previous trauma can affect how individuals assess and respond to risk, both of which can be enhanced through training and support.

Theme 4: Substantial Declines in Perceptions of Trust in Academy Leadership

This year's survey revealed unfavorable student perceptions of academy leadership efforts to prevent sexual assault and sexual harassment. Overall, the majority of academy women and men were confident academy senior leaders were making honest and reasonable efforts to stop sexual assault and sexual harassment. However, there were significant declines in perceptions of trust in Military Service Academy senior leaders for both women (59 percent compared to 72 percent in Academic Program Year 2017-2018) and men (76 percent compared to 83 percent).

Theme 5: Defense Organizational Climate Survey as a Tool to Leverage for Prevention

The *Defense Organizational Climate Survey* is a congressionally-mandated unit-level survey that provides commanders and leaders with information to improve their unit's climate. This survey was redesigned in 2021 to measure 19 risk and protective factors specifically selected because of their strong association with harmful behaviors including sexual assault.

The academy climate surveys provide insight regarding the prevalence of unwanted sexual contact at the academies. Results from the academy climate surveys conducted in 2021 indicate that between 66 and 74 percent of cadets and midshipmen in academy units experienced sexually harassing behaviors. These estimates exceed rates estimated for 95 percent of other Department units taking the climate survey. Likewise, unwanted sexual contact prevalence rates from the 2022 *Service Academy Gender Relations Survey* for cadets and midshipmen were higher compared to estimated prevalence rates for active duty members of a similar age. An estimated 19.3 percent of active duty women under the age of 21 and 2.9 percent of men experienced unwanted sexual contact in 2021 compared to 21.4 percent of academy women and 4.4 percent of academy men.

The *Defense Organizational Climate Survey* and the Department's revised climate assessment process, will provide leaders with real-time data to better monitor climate, to assess risk for different groups, and to initiate and evaluate corrective action plans.

Theme 6: Demographic Differences in Risk for Unwanted Sexual Contact Underscore the Importance of Victim-Centered and Culturally Competent Care

Consistent with the recommendations of the Independent Review Commission on Sexual Assault as approved by the Secretary of Defense, the 2022 *Service Academy Gender Relations Survey* asked participants to identify their sexual orientation, race, and ethnicity for the first time. Prior surveys of the general public reveal substantially higher rates of sexual violence for lesbian, gay, and bisexual individuals as do prior surveys of the active duty military. In Academic Program Year 2021-2022, lesbian, gay, and bisexual cadets and midshipmen were significantly more likely to experience unwanted sexual contact than their heterosexual peers. Moreover, the survey revealed that Hispanic women and men identifying as some other race (i.e., American Indian, Native Hawaiian/Pacific Islander, or multi-racial) were more at risk for unwanted sexual contact than their Non-Hispanic White peers.

This year's survey reveals the importance of accounting for cultural differences among cadets and midshipmen when developing and implementing prevention programming and providing response services. Victims of sexual violence who already face stigma or biases related to their status as sexual or racial/ethnic minorities may be reluctant to seek care or face unique barriers to doing so. Taking steps to create an inclusive climate and culture may benefit both prevention and response.

Way Forward

Responsibility for addressing the risk and protective factors impacting the health and safety of cadets and midshipmen remains the responsibility of academy superintendents and their respective Military Departments. However, given the alarming increase in the estimated prevalence of sexual assault and sexual harassment at the Military Service Academies, collaborative action is required:

The Department will continue the following actions in Academic Program Year 2022-2023:

- **Render Direct Climate Assessment Support:** The Department of Defense Office of People Analytics will work directly with each Academy to apply the Department's new climate assessment process at the Academies.

- **Conduct On-Site Installation Evaluations:** The Department will conduct on-site installation evaluations at the Military Service Academies.⁶
- **Provide Outcome Evaluation Assistance:** The Department of Defense will continue to assess academy prevention programs to determine what, if any, prevention program elements should be kept, revised or discontinued.

The Military Departments and Military Service Academies will:

- **Develop an academy implementation plan for the Department’s prevention workforce and leadership requirements:** As described in Department of Defense Instruction 6400.11, “DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders,” the Academies must develop a Plan of Action and Milestone to review their Academy’s operating instructions to integrate the Department’s new policy. Draft implementation plans for the policy and submit them for review to and submit for review to the Under Secretary of Defense for Personnel and Readiness.
- **Champion the Department’s climate assessment process:** Superintendents will lead the academy climate assessment process, incentivize participation in climate surveys, review results, ensure documentation of actions in the Academies’ comprehensive integrated prevention plan, and include cadet/midshipman student leadership in development of and execution of prevention plans to address climate assessment findings. Academies will submit a Plan of Action and Milestone to the Under Secretary of Defense for Personnel and Readiness.
- **Incorporate latest Sexual Assault Prevention and Response policies to align Sexual Assault Prevention and Response-related prevention and training efforts, encourage reporting, and enhance the capabilities of the response workforce:** The Academies must revise their policies and certify in writing that they are operating in compliance with policies and will incorporate any subsequent policy updates from their respective Military Departments into their academy policies.
- **Communicate the importance of military justice reforms:** In collaboration with their Judge Advocates General of their respective Military Departments, the Academies will inform cadets/midshipmen about the military justice changes that will take effect in December 2023, including the role and responsibilities of the Office of Special Trial Counsel, the revised role of superintendents in military justice, and impacts of reports on academy disciplinary processes. Create these materials in time for delivery before the changes take effect in December 2023 and provide a copy to the Office of General Counsel.
- **Implement a “Return to Health” policy:** This policy will assist cadet survivors of sexual assault in better balancing their academic goals with their needs after an incident of sexual assault. The United States Naval and Air Force Academies will issue such policy, which is modeled on the policy issued by the United States Military Academy.

The Military Academies will:

- **Broaden skills of academy leaders to assess and act on climate factors impacting cadet/midshipman units:** The Department’s Sexual Assault Prevention and Response Training and Education Center of Excellence will form a working group to review and revise initial preparation and ongoing professional development of Tactical Officers, Company Officers, Air Officers Commanding, and their supporting enlisted leaders to

⁶ The Department will conduct on-site installation evaluations at all three Academies.

better equip them to support integrated primary prevention and the climate assessment process.

- **Take action on tasks that were assessed as partially compliant and non-compliant in this year's Annual Report.**

Solutions to eliminating sexual assault and sexual harassment at our Nation's Military Service Academies must continually be assessed and addressed for effectiveness. The Department and the Military Service Academies must work collaboratively to eliminate sexual assault and sexual harassment to maintain the ability to recruit and retain the next generation's leaders of character.



Introduction

Congressional Reporting Requirement

The Department of Defense (DoD) annually assesses the Military Service Academies' (MSA) programs that address sexual assault and sexual harassment per Section 532 of the John Warner National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2007 (Public Law 109-364). This report fulfills the congressional requirement by reviewing the effectiveness of policies, training, and procedures regarding sexual assault and sexual harassment for cadets, midshipmen, and academy personnel at the United States Military Academy (USMA), the United States Naval Academy (USNA), and the United States Air Force Academy (USAFA).

Report Contents

This report assesses the MSAs' activities and progress in Academic Program Year 2021-2022 (APY 21-22). Programmatic and compliance assessment reports by each Military Department are enclosed in Appendices A, B, and C. Detailed statistical data and analysis from APY 21-22 can be found in Appendices D and E. A list of acronyms used in this report is in Appendix F.

DoD assessments for APYs beginning in odd-numbered years, as in this year's report, include academy-self assessments and an anonymous scientific survey of cadets and midshipmen. The biennial survey, known as the *Service Academy Gender Relations Survey (SAGR)*, covers topics such as past-year estimated prevalence of unwanted sexual contact (USC) and sexual harassment among cadets and midshipmen, factors affecting reporting, as well as aspects of command climate. The results of the 2022 *SAGR* are in Annex 1 of this report.

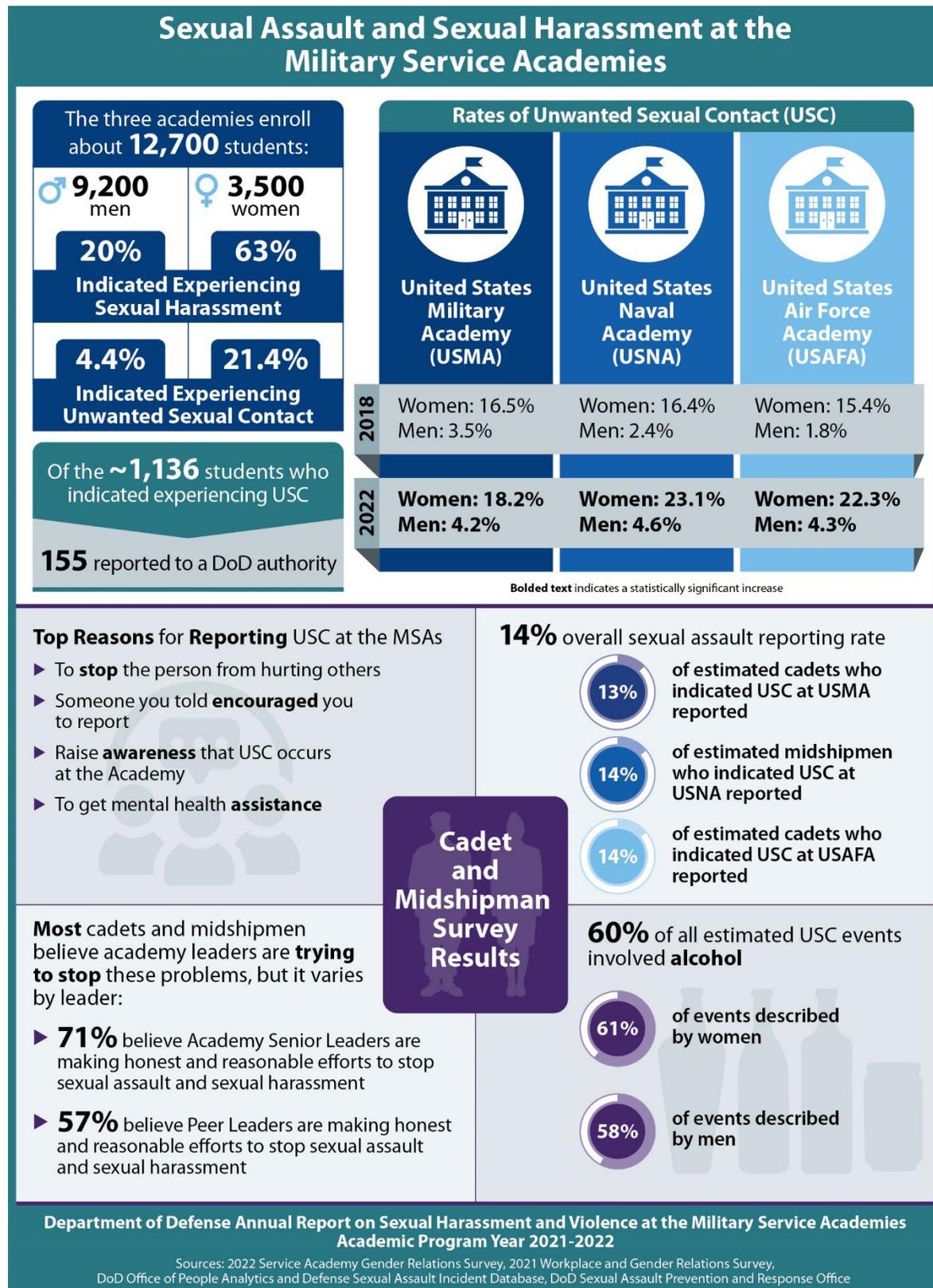
As indicated above, DoD assessments beginning in odd-numbered years include the prevalence of USC and sexual harassment among cadets and midshipmen, as measured by the Department's scientific survey. In APY 19-20, however, coronavirus pandemic protocols canceled many activities requiring travel and in-person meetings. Among these activities was the fielding of the *SAGR* by the Office of People Analytics (OPA). However, as pandemic response procedures eased, the Department was able to successfully field the next in-person iteration of the survey from March to April 2022.

Report Focus Areas

This year's Annual Report provides the Department's assessment of the Academies' current prevention and response efforts from June 1, 2021, to May 31, 2022. This report focuses primarily on the Academies' strengths and challenges in the following areas:

- Estimated Prevalence of Unwanted Sexual Contact and Sexual Harassment in APY 21-22
- Preventing Sexual Assault and Sexual Harassment
- Promoting a Quality Response

Spotlight: APY 21-22 MSA Infographic



Estimated Prevalence of Unwanted Sexual Contact and Sexual Harassment in APY 21-22

Research shows that reports to police and other authorities underestimate the extent of sexual assault in the U.S. civilian and military populations because many cases go unreported. Individuals who experience sexual assault often do not report an incident because they want to forget about it and move on, do not want more people to know, think they might get into trouble for something they did, or fear being labeled a “troublemaker.” The Department conducts the biennial *SAGR* survey so that it can better understand the scope of alleged sexual assault and sexual harassment at the MSAs.

As previously noted, the Department last reported estimated prevalence rates of USC and sexual harassment among cadets and midshipmen in its Annual Report for APY 17-18. Coronavirus pandemic response procedures canceled many activities requiring travel and in-person meetings for APY 19-20, including the fielding of the *SAGR*. However, as pandemic protocols eased, the Department successfully fielded the next iteration of in-person survey from March to April 2022.

2022 *SAGR* Results: Unwanted Sexual Contact

The 2022 *SAGR* found that an estimated 21.4 percent of female cadets and midshipmen and 4.4 percent of male cadets and midshipmen indicated experiencing USC during the past APY. These estimated rates reflect statistically significant increases for both men and women compared to rates measured by the 2018 *SAGR* and are largely driven by increases in USC for both men and women at USNA and USAFA. The Department’s estimate of the number of cadets and midshipmen who indicated experiencing USC in the past year increased from about 737 in 2018 to 1,136 in 2022.

The 2022 *SAGR* also found that the past-year prevalence rates for types of USC (i.e., unwanted touching, attempted penetration, and completed penetration) reflect statistically significant increases for both academy men and women. The survey showed that an estimated 6.9 percent of female cadets and midshipmen indicated experiencing unwanted touching (compared to 4.8 percent in 2018); 7.6 percent indicated experiencing attempted penetration (compared to 6.0 percent in 2018), and 6.8 percent indicated experiencing completed penetration (compared to 5.3 percent in 2018). Similarly, 2.4 percent of male cadets and midshipmen indicated experiencing unwanted touching (compared to 1.4 percent in 2018); 1.0 percent indicated experiencing attempted penetration (compared to 0.6 percent in 2018); and 1.0 percent indicated experiencing completed penetration (compared to 0.6 percent in 2018). The following section provides academy-specific past-year prevalence rates of USC.

USMA

Female cadets at USMA experienced statistically higher rates of USC in 2022 than in 2018 (an estimated 18.2 percent versus 16.5 percent). The higher rates of USC in 2022 were driven by an increase in unwanted touching (6.2 percent in 2022 versus 5.2 percent in 2018). Among

women, first-year cadets (i.e., seniors) were the only class to experience a statistically significant increase in rates of USC in 2022 as compared to 2018 (an estimated 17.8 percent versus 14.4 percent). However, the highest estimated rates of USC were for third-year female cadets (i.e., sophomores) (22.5 percent).

There was also a statistically significant increase in estimated rates of USC for USMA men (4.2 percent in 2022 versus 3.5 percent in 2018), driven by statistically higher rates of unwanted touching in 2022 (2.4 percent versus 1.8 percent in 2018). Among men, a statistically significant increase in the estimated prevalence of USC also occurred for fourth-year cadets (i.e., freshmen) and second-year cadets (i.e., juniors). In 2022, an estimated 3.0 percent of fourth-year cadets and 4.4 percent of second-year cadets indicated experiencing USC, compared to 2.0 percent and 2.9 percent, respectively, in 2018.

Overall, these estimated rates suggest that about 329 male and female cadets may have experienced some form of USC in the past APY, up from 273 in 2018.

USNA

The 2022 *SAGR* showed that estimated rates of past-year USC prevalence among USNA women (23.1 percent) statistically increased from 2018 (16.4 percent). There was also a statistically significant increase in estimated rates of unwanted touching as well as attempted and completed penetration for USNA women in 2022 as compared to 2018. The survey found that 8.1 percent of USNA women indicated experiencing unwanted touching; 7.6 percent indicated experiencing attempted penetration; and 7.4 percent indicated experiencing completed penetration (compared to 4.4 percent, 6.0 percent, and 5.9 percent in 2018). Moreover, there was also a statistically significant increase in rates of USC among USNA women across all class years. Estimated rates for unwanted touching (4.3 percent), attempted penetration (5.0 percent), and completed penetration (4.0 percent) increased among female fourth-year midshipmen in 2022 (compared to 3.0 percent, 3.4 percent, and 2.6 percent, respectively in 2018). About 8.3 percent of female third-year and 12.0 of female first-year midshipmen indicated experiencing unwanted touching, up from 4.5 and 3.6 percent in 2018. Lastly, 10.3 percent of female second-year midshipmen indicated experiencing attempted penetration, an increase from 5.5 percent in 2018.

The 2022 *SAGR* showed that estimated rates of past-year USC prevalence among USNA men (4.6 percent) also statistically increased from 2.4 percent in 2018. USNA men also experienced statistically higher rates of unwanted touching as well as attempted and completed penetration in 2022 than in 2018. For USNA men, 2.6 percent indicated experiencing unwanted touching; 1.0 percent indicated experiencing attempted penetration; and 1.0 percent indicated experiencing completed penetration (compared to 1.7 percent, 0.3 percent, and 0.4 percent in 2018). Male fourth-year midshipmen saw an increase in all USC categories in 2022 compared to 2018. Specifically, about 0.8 percent of male fourth-year midshipmen indicated experiencing unwanted touching, down from 2.0 percent in 2018. Male fourth-year midshipmen also saw increases in attempted penetration and completed penetration (both 0.5 percent in 2022 compared to less than 0.1 percent in 2018). An estimated 4.6 percent of male second-year and 2.1 percent of male first-year male midshipmen indicated experiencing unwanted touching, up from 0.9 percent and 0.6 percent in 2018. First-year male midshipmen also saw increases in attempted penetration (1.5 percent in 2022 versus less than 0.1 percent in 2018) and completed penetration (0.9 percent in 2022 versus 0.2 percent in 2018).

Overall, the Department estimates that these rates are consistent with about 428 male and female midshipmen who may have experienced some form of USC in the past APY, up from 254 in 2018.

USAFA

The 2022 *SAGR* found that 22.3 percent of USAFA women indicated experiencing USC in the past year, a statistically significant increase from 15.4 percent in 2018. There was a statistically significant increase in rates of unwanted touching as well as attempted and completed penetration for USAFA women in 2022. For USAFA women, 6.4 percent indicated experiencing unwanted touching; 8.7 percent attempted penetration; and 7.2 percent indicated experiencing completed penetration (compared to 4.8 percent, 5.5 percent, and 5.0 percent in 2018). Moreover, there was a statistically significant increase in rates of USC among female fourth-year cadets (12.8 percent, up from 8.8 percent in 2018), female third-year cadets (30.0 percent, up from 18.5 percent in 2018), and female first-year cadets (20.5 percent, up from 13.6 in 2018) compared to 2018. The 2022 *SAGR* showed that 6.6 percent of female fourth-year cadets indicated experiencing attempted penetration, a statistically significant increase from 2.8 percent in 2018. Similarly, female third-year cadets also indicated experiencing statistically higher rates of unwanted touching (7.1 percent) and attempted penetration (12.9 percent) in 2022 compared to 2018 (3.4 percent versus 7.7 percent). Lastly, female first-year female cadets indicated experiencing statistically higher rates of unwanted touching (8.6 percent) and completed penetration (6.5 percent) compared to 2018 (4.9 percent versus 2.5 percent).

The survey also found that 4.3 percent of USAFA men indicated experiencing USC in the past year, a statistically significant increase from 1.8 percent in 2018. USAFA men also indicated experiencing statistically higher rates of unwanted touching in 2022 as compared to 2018 (2.1 percent versus 0.8 percent) and completed penetration in 2022 compared to 2018 (1.0 percent versus 0.3 percent). Moreover, there was a statistically significant increase in rates of USC among male fourth-year cadets (3.6 percent) and male third-year cadets (5.4 percent) compared to 2018 (1.3 percent and 1.7 percent). The 2022 *SAGR* showed that 2.9 percent of male fourth-year cadets indicated experiencing unwanted touching, a statistically significant increase from 1.0 percent in 2018. Male third-year cadets also indicated experiencing statistically higher rates of unwanted touching (2.0 percent) and attempted penetration (2.0 percent) in 2022 compared to 2018 (0.4 percent versus 0.7 percent).

Overall, these rates suggest that about 380 USAFA male and female cadets may have experienced some form of USC in the past APY, up from about 221 cadets in 2018.

2022 *SAGR* Results: Sexual Harassment

The 2022 *SAGR* survey revealed that the estimated past-year rates of sexual harassment statistically increased in 2022. Overall, an estimated 63 percent (up from 50 percent in 2018) of female cadets and midshipmen and 20 percent (up from 16 percent in 2018) of male cadets and midshipmen indicated experiencing sexual harassment in the past APY. The Department estimates this represents about 2,127 academy women and 1,813 academy men who may have experienced one or more incidents of sexual harassment. The following section provides academy-specific past-year rates of sexual harassment.

USMA

The rate of sexual harassment at USMA statistically increased for female cadets (60 percent) in 2022 compared to 48 percent in 2018. Female cadets across all class years indicated experiencing higher rates of sexual harassment in 2022 than in 2018. Estimated rates of past-year sexual harassment for male cadets also statistically increased from 17 percent in 2018 to 19 percent in 2022. Among men, first-year cadets were the only year-group that had a statistically significant increase in rates of sexual harassment in 2022 compared to 2018 (19 percent versus 14 percent). Overall, the Department estimates represent about 611 women and 613 men who may have experienced one or more incidents of sexual harassment at USMA.

USNA

Estimated past-year sexual harassment rates for female midshipmen statistically increased from 57 percent in 2018 to 67 percent in 2022. Female fourth-year, third-year, and second-year midshipmen had significantly higher rates of sexual harassment in 2022 than in 2018. Estimated rates of past-year sexual harassment also significantly increased for male midshipman, from 17 percent in 2018 to 22 percent in 2022. Among men, second-year midshipmen (28 percent) and first-year midshipmen (21 percent) had statistically higher rates of sexual harassment in 2022 compared to 2018 (16 percent versus 14 percent). Overall, the Department estimates represent about 824 women and 683 men who may have experienced one or more incidents of sexual harassment at USNA.

USAFA

At USAFA, the estimated past-year sexual harassment rate for female cadets increased from 46 percent in 2018 to 60 percent in 2022. Sexual harassment rates significantly increased among female cadets across all class years. Estimated rates of past-year sexual harassment for male cadets also significantly increased from 13 percent in 2018 to 19 percent in 2022. Male third-year, second-year, and first-year cadets had statistically higher estimated rates of sexual harassment in 2022 than in 2018. Overall, the Department estimates represent about 693 women and 518 men who may have experienced one or more incidents of sexual harassment at USAFA.

2022 SAGR Results: Gender Discrimination

The 2022 SAGR found that an estimated 37 percent of academy women and 6 percent of academy men enrolled at the MSAs indicated experiencing gender discrimination in the past year, up from 33 percent and 4 percent in 2018. At USMA, an estimated 39 percent of female cadets and an estimated 6 percent of male cadets indicated experiencing gender discrimination in 2022. At USNA, an estimated 39 percent of female midshipmen and an estimated 6 percent of male midshipmen indicated experiencing gender discrimination in 2022. At USAFA, an estimated 34 percent of female cadets and an estimated 6 percent of male cadets indicated experiencing gender discrimination in 2022.

2022 SAGR Results: Characteristics of Alleged Offenders and Context of USC Incidents

The 2022 SAGR revealed characteristics of alleged offenders and details about the context and location of alleged USC incidents among cadets and midshipmen. At USMA, most cadets identified their alleged offenders were male. Among USNA and USAFA women, most alleged

perpetrators were male, while most USNA and USAFA men identified their alleged perpetrators as female.

Sexual assault is a crime of proximity in the military, meaning that victims often know or are acquainted with their alleged perpetrator. This holds true at the Academies, with cadets and midshipmen who report experiencing USC indicating that alleged offenders were often someone they knew from class or other activity, and someone in the same class year as them.

Additionally, among female cadets at USAFA, the 2022 *SAGR* revealed increases in cadets identifying the alleged offender as someone they were dating or had a casual relationship with.

Moreover, survey results showed that, across the MSAs, alleged incidents of USC often occurred on academy grounds (i.e., in a dorm or living area) and most often after duty hours and on a weekend or holiday.

Spotlight: APY 21-22 Prevention Graphic

MSA Report Prevention

DoD Summary of MSA Prevention Progress in APY 20-21

DoD Requirements for MSA Prevention Efforts in APY 22-23



DoD observed progress in foundational actions necessary for effective prevention, including:

- ▶ Provided onboarding training to staff and peer leaders
- ▶ Integrated functions to better coordinate institutional prevention efforts
- ▶ Developed comprehensive plans to prevent sexual assault and sexual harassment



DoD is tasking the MSAs with the following actions for APY 22-23:

- ▶ Develop implementation plan for enhanced prevention and climate requirements in DoDI 6400.11
- ▶ Develop a plan of action and milestones to provide a curriculum that broadens officer and noncommissioned officer skills to act on climate factors impacting cadet/midshipman units

Assessed in this Year's Report

Not Assessed

Action: Consistent with the findings of the IRC, appoint interim Violence Prevention Program Integrator (VPPI) to lead MSA programs
Suspense: Mar 31, 2022
Compliant: All

Action: Develop outcome evaluation plan/Identify three evaluation activities
Suspense: Sep 30, 2022
Compliant: USNA/USAFA
Partially Compliant: USMA

Action: Evaluate prevention activities selected in APY 21-22 for their outcomes
Suspense: Sep, 30 2024
Compliant: *Not assessed*

Action: Revise Academy policy to codify prevention
Suspense: Sep 30, 2022
Compliant: All

Action: Appoint and/or hire a senior, civilian full-time VPPI
Suspense: Sep, 30 2023
Compliant: *Not assessed*

Preventing Sexual Assault and Sexual Harassment

The Academies report continued efforts to plan for implementation and evaluation approaches that reduce sexual assault and sexual harassment among cadets and midshipmen. The section below details these actions. For comparison purposes, findings from last year's APY 20-21 Report are reviewed first, followed by the Department's assessment of activities for the present APY.

APY 20-21 Assessment

The Department's approach to sexual assault prevention and implementation of the Independent Review Commission on Sexual Assault in the Military's (IRC) prevention recommendations wherever possible address sexual assault in the context of a comprehensive violence prevention strategy. In line with this direction, the Department's policy requires the MSAs to be focused on sexual assault prevention as well as other related harmful behaviors such as sexual harassment and self-harm.

As a result, the Academies have been involved in ongoing efforts to advance their public health approaches to prevention. For example, initial assessments of academy prevention capabilities in 2019 found the Academies were in the "early" to "intermediate" phases of prevention capability. In APY 20-21, the Academies continued to expand their ability to deliver effective prevention. As detailed below, the Department observed progress in foundational actions necessary for effective prevention, such as providing onboarding training to staff and peer leaders, using integrating functions to better coordinate institutional prevention efforts, and developing comprehensive plans to prevent sexual assault and sexual harassment:

- **USMA:** developed a 48-month Comprehensive Sexual Harassment/Assault Response Program (SHARP) Prevention plan, which identified risk and protective factors for sexual assault and sexual harassment and included a logic model and an evaluation plan for prevention activities. However, gaps remained in evaluation efforts to determine the effectiveness of prevention activities. Additionally, the Department noted strengths in appropriate leadership accountability to reduce harmful behaviors, as well as integration and coordination with stakeholders on institutional prevention efforts.
- **USNA:** developed a comprehensive plan. Efforts to implement and evaluate remained in development, but all prevention disciplines across USNA tended to use their own logic model, with limited coordination and integration with the comprehensive plan. As a result, the Midshipman Affairs Team (MAT), which served as the prevention integration forum, worked to update the comprehensive plan with integration across disciplines. Additionally, the Department observed strengths in the Academy's efforts to evaluate the effectiveness of the Sexual Harassment and Assault Prevention Education (SHAPE) program, as well as efforts to leverage training and technical assistance made available via DoD contracts
- **USAFA:** like the other MSAs, USAFA developed and implemented its comprehensive prevention plan, known as the Integrated Prevention Framework, and continued to develop a holistic measurement strategy to annually evaluate how all lines of effort across the Academy contributed to desired outcomes. Improved communication and collaboration was implemented among various offices to support a more integrated

prevention system. However, a variety of prevention programs continued to be introduced with little or no organizational integration, management process, or outcome evaluation planned to show impacts. Regarding its prevention workforce, the Department found that USAFA fully staffed its SAPR (Sexual Assault Prevention and Response), Violence Prevention, Community Support, and Equal Opportunity (EO) programs.

APY 21-22 Progress

To address last year's progress, the Department directed⁷ the MSAs in February 2022 to execute the following actions to further mature their prevention capabilities:

- Evaluate individual prevention activities within the overall comprehensive approach
- Revise academy policy to codify prevention elements; and
- Identify and empower interim prevention decision-makers until newly assigned official is in place.

The Academies outlined the steps they took to comply with the above actions in their self-assessments for this APY. Their responses are detailed below.

Action Item 1: Evaluate Individual Prevention Activities within the Overall Comprehensive Approach

The MSAs are working to modify their comprehensive prevention plans to include an evaluation element. Specifically, the MSAs were to identify a strategy for monitoring and evaluating the outcomes of prevention activities. Plans were also to address how the MSAs would apply evaluation results for prevention activity improvement and decision-making. The MSAs identified three prevention activities within their plans that were either undergoing evaluation or would be evaluated within the next two years.

USMA

In May 2021, USMA began implementation of its SHARP Comprehensive Prevention Plan, which addressed both implementation and evaluation activities. USMA SHARP professionals broadened prevention efforts this APY to focus on shared risk and protective factors across five harmful behaviors (sexual assault, sexual harassment, bullying, hazing, and self-harm).

To evaluate plan implementation and activity effectiveness, USMA will use a mixed methods evaluation combining information from both quantitative and qualitative data sources (i.e., extant data such as attendance logs, facilitator forms completed by facilitators of specific courses, After Actions Reviews, etc.). USMA will use data gathered from its prevention activities to better understand whether cadets attend as directed; activities are delivered as intended; and cadets participate appropriately. USMA will also assess short and intermediate outcomes of prevention and awareness activities through a variety of approaches, including surveys and focus groups.

USMA evaluated three sexual assault prevention activities for evaluation:

⁷ *Actions to Address and Prevent Sexual Assault at the Military Services*, 15 February 2022, available: https://www.sapr.mil/DoD_Actions_to_Address_Memorandum_to_the_Military_Departments_MSA_APY20-21.pdf

- **SHARP Deep Dives:** are briefs that examine a relevant cultural topic and focus on how cadets can impact the overall culture and climate at USMA. The purpose of the SHARP Deep Dives is to invigorate a “call to action” to cadets, staff, and faculty to take responsibility for the prevention of sexual assault and sexual harassment at the community level. SHARP Deep Dives address relationship and cultural risk factors, including:
 - Association with sexually aggressive, hypermasculine, and delinquent cadets
 - Involvement in a violent or abusive intimate relationship;
 - General tolerance of sexual violence within the community;
 - Weak (or perceived weak) community sanctions against sexual violence perpetrators, and weak (or perceived weak) laws and policies related to sexual violence and gender equity;
 - Societal norms that support sexual violence, male superiority and sexual entitlement, and maintain women’s inferiority and sexual submissiveness; and
 - High levels of crime and other forms violence
 USMA SHARP professionals present the Deep Dives twice a year and in large groups with the intent of setting a cultural tone that is then reinforced by company-level discussions, activities, and engagements. At the end of each SHARP Deep Dive, USMA SHARP personnel review and analyze the results of the SHARP After Action Review (SHARP AAR) Survey completed by cadets.
- **Bystander Intervention Training:** is led by trained cadets in conjunction with the Theatre Arts Guild. Each company is broken into mixed gender class groups that have both a cadet facilitating a bystander intervention role-play scenario and a trained faculty/staff mentor. After the training, cadets complete the SHARP AAR, and SHARP professionals review and analyze survey results. After submitting the results of the April 2022 Bystander Training AAR, USMA revised the AAR survey to enhance data received and improve the actionability of responses. As an additional modification, at the start of each training, cadets are now given the opportunity to complete the “Sexual Assault/Sexual Harassment Attitudes and Opinions Survey,” which includes scales of knowledge and attitudes related to sexual violence.
- **Prevention Skills 101:** is a 40-hour course designed to prepare about 200 cadets for their role in educating their peers in prevention skills, acting as conduits to professional supports, and linking peers to additional resources. Cadets who participate in the course complete the “Training Survey” prior to and at the end of the course, which helps to support evaluation and effectiveness of the course.

DoD Assessment

Upon review, DoD found USMA partially compliant with this action because SHARP Deep Dives as an activity is not ready to be evaluated for the purposing of reducing risk. Bystander Intervention Training and Prevention Skills 101 are acceptable targets for evaluation; however, in place of SHARP Deep Dives, USMA will identify a different prevention activity for evaluation.

Additionally, USMA, with assistance from Centers for Disease Control and Prevention Violence Prevention Technical Assistance Center (CDC VPTAC), will work to better understand the effectiveness of their overarching prevention efforts.

USNA

USNA’s MAT, which serves as the prevention integration forum, implemented its Comprehensive Prevention Plan. This plan integrates sexual assault prevention activities along five major lines of effort: suicide, sexual assault, sexual harassment, intimate partner violence,

and alcohol abuse. In addition to evaluating its Dignity and Respect Remediation program, USNA also undertook the following two sexual assault prevention interventions:

- **Sexual Harassment and Assault Prevention Education (SHAPE) program:** in APY 20-21, USNA collaborated with the National Opinion Research Center (NORC) at the University of Chicago to create an outcome evaluation of the SHAPE program's effectiveness. The first phase of this multi-year partnership, contracted through the Department, focused on survey planning and construction of the survey instrument. During APY 21-22, USNA collected baseline data from the Classes of 2025 and 2023. USNA will conduct follow-on surveys for both of these classes during APY 22-23.
- **Midshipmen Development Center (MDC) Peer Adviser program:** supports midshipman psychological health and resilience and consists of the Brigade Resilience Officer (BRO), along with midshipmen Peer Advisers, who are appointed at both the battalion and company-levels each May. In addition to monthly meetings and training sessions, Peer Advisers also receive three hours of instruction each May from subject matter experts (SMEs) and consultants. Program evaluations will be conducted in partnership with Department of Navy (DoN) Office of Force Resiliency (OFR), with support from a contractor SME; data collection from MDC on the Peer Adviser program in support of the evaluation has begun. USNA reported in its Annual Report for APY 21-22 that an evaluation logic model for the peer adviser program is forthcoming and will be developed in consultation with a DoN Evaluation team.

DoD Assessment

The Department found USNA was compliant with evaluating its prevention activities.

USAFA

USAFA sexual assault prevention activities operate within their Prevention Plan of Action (PPoA) Comprehensive Approach and in accordance with its Comprehensive Primary Prevention Policy (CPPP). As outlined, the CPPP incorporates a process of continuous program evaluation and quality improvement, using "Logic Models" and "Getting to Outcomes" evidence-based processes. Within these processes, program assessment utilizes empirically supported process and outcome metrics supported by data-driven quantitative and qualitative assessments to monitor and evaluate effectiveness. USAFA will evaluate individual prevention activities with pre-post assessments, using both quantitative and qualitative means.

Furthermore, USAFA selected the following three prevention activities for evaluation:

- **Cadet Healthy Interpersonal Skills (CHiPS):** is an interactive program designed to help cadets build personal self-management, social, and other life skills needed to reduce substance abuse and violence, increase resiliency, and successfully navigate developmental tasks. While initial results demonstrated positive outcomes, USAFA noted a decline in knowledge retention later in the program and recognized that it may need to update social media components of the program. USAFA conducted focus groups with cadets for input on curriculum updates, a longitudinal look at program knowledge, and demonstration of skills learned during CHiPS.
- **Sexual Communication Consent (SCC):** is an evidence-informed program, comprised of three sessions covering the following six topics: healthy relationships; rape myths and facts; avoiding victim blaming; alcohol use; effective communication; and safe dating and social behaviors. The overarching goal is to show a reduction in prevalence of sexual

assault among those who received the SCC training as compared to those who received CHiPS training. In 2022, while the entire incoming class of cadets participated in the pre and post surveys to establish a baseline for the program, only 50 percent of the class participated in SCC training as a part of Basic Cadet Training (BCT). A third, follow-up survey was then distributed to evaluate data retention and knowledge between the students who participated in SCC and those who did not.

- **EverFi:** is a course that educates cadets prior to their arrival at USAFA. Course objectives include skill building concepts and information to support cadets' mental well-being; address sexual assault and sexual harassment prevention and biases; empower cadets to support others in distress; reduce mental health stigma; and connect cadets to USAFA and local resources. During Phase 1 (2020 - 2022), USAFA assessed initial survey results to establish a baseline for the course. In Phase 2 (2023 - 2025), cadets will complete assignments containing surveys 30 to 45 days after the initial training to evaluate retention of information, and phase 3 (2026 – 2028) will focus on booster classes containing information. Once USAFA gathers and assesses the data, the SAPR office will produce a report of findings.

DoD Assessment

The Department found USAFA was compliant with evaluating its prevention activities.

Action Item 2: Revise Academy Policy to Codify Prevention Elements

To better institutionalize advancements in academy prevention systems, the MSAs drafted a local policy or operating instruction in order for their comprehensive prevention plans to become permanent, resourced academy requirements.

USMA

USMA developed and enacted the West Point Comprehensive Primary Prevention Policy, which establishes and integrates policies and responsibilities to mitigate self-directed harm and prohibited abusive or harmful acts. The policy requires that prevention personnel identify, implement, and evaluate research-based prevention programs, policies, and practices in collaboration with leaders and prevention stakeholders from the military and civilian communities. USMA also required its prevention specialists to complete the DoD SPARX Connection training.

DoD Assessment

The Department found USMA was compliant with revising academy policy to codify prevention elements.

USNA

The superintendent approved the Integrated Violence Prevention Policy, which made USNA's Comprehensive Prevention Plan (CPP) a permanent, resourced programmatic requirement.

DoD Assessment

The Department found that USNA was compliant with revising academy policy to codify prevention elements.

USAFA

The superintendent directed the execution of the Academy's Comprehensive Primary Prevention Policy. This policy directs establishing and integrating policy to reduce and eliminate

interpersonal and self-directed violence across the Academy, and includes responsibilities, practices, and programs supporting overall sexual assault prevention efforts. USAFA prevention staff also participated in the DoD SPARX Knowledge training.

DoD Assessment

The Department found USAFA was compliant with revising academy policy to codify prevention elements.

Action Item 3: Identify and Empower Interim Prevention Decision-Makers

The MSAs are working with their Military Department leadership to appoint an interim and/or hire a senior, full-time Violence Prevention Program Integrator (VPPI). At each Academy, the VPPI coordinates and makes recommendations to the superintendent across programs addressing sexual assault, sexual harassment, self-harm, and other readiness-impacting behaviors; and assesses prevention activities to determine redundancies, gaps, efficiencies, and consistent prevention messaging across disciplines.

USMA

USMA identified and appointed its Community Ready & Resilient Integrator to fill the role of interim VPPI. To staff and empower the interim VPPI to integrate activities and make recommendations, USMA published and distributed the West Point Primary Prevention Program. Additionally, USMA SHARP program professionals and the VPPI distributed the Prevention Assessment Inventory to key stakeholders involved in preventing harmful behaviors. Personnel collected 262 responses from the assessment, and the results are being analyzed for redundancies, gaps, efficiencies, and consistent prevention messaging across disciplines.

DoD Assessment

The Department found that USMA was compliant with identifying an interim prevention-decision maker.

USNA

USNA appointed its SAPR Program Manager as interim VPPI and is working to identify a Violence Prevention Program Integrator (VPPI) Leadership Position. The VPPI will be a full-time civilian position and will serve as a Special Assistant to the superintendent, with the authority to coordinate and recommend resource decisions to the superintendent. The superintendent charged the interim VPPI with leveraging the MAT, and other resources and programs to direct coordination, integration, and recommend resource decisions addressing sexual assault, sexual harassment, suicide prevention, and other harmful behaviors.

DoD Assessment

The Department found that USNA was compliant with identifying an interim prevention decision-maker.

USAFA

USAFA leadership appointed an individual with sufficient experience to perform the duties of the full-time VPPI. To empower this position and allow for properly evaluated prevention activities, USAFA realigned the Violence Prevention Integration (VPI) and the Community Support Coordinator (CSC) positions under the VPPI.

DoD Assessment

The Department found USAFA was compliant with identifying an interim prevention decision-maker.

Relevant Survey Findings

2022 SAGR Results: Alcohol Use Behaviors

The MSAs' alcohol policies follow the law, requiring cadets and midshipmen to be 21 years old to purchase and consume alcohol. In addition, the MSAs' policies are typically more restrictive than most communities in that they often limit the times and places that alcohol can be consumed and purchased. For example, alcohol is not allowed in cadet/midshipman dormitories. Policy also generally requires that MSA establishments serving alcohol to cadets and midshipmen of legal age may only do so during certain times of the day and under very limiting circumstances.

The 2022 *SAGR* revealed that problematic drinking decreased compared to 2018, though alcohol use remains a potential area of concern across the Academies. About 23 percent academy women and 22 percent of academy men indicated at least one episode in the past year of alcohol affecting memory compared to significantly fewer women (25 percent) and men (28 percent) in 2018. However, 13 percent of academy women (down from 15 percent in 2018) and 28 percent of academy men (down from 32 percent in 2018) indicated heavy drinking (five or more drinks at a time on a typical day of drinking), down from 15 percent for academy women and 32 percent for academy men.

USMA

According to the survey, 15 percent of female cadets and 31 percent of male cadets reported alcohol use consistent with heavy drinking, down from 17 percent and 35 percent respectively in 2018. Approximately 23 percent of men and 23 percent of women acknowledged at least one occasion in the past year of being unable to remember what happened the night before due to drinking, down from 31 percent and 25 percent respectively in 2018.

USNA

The survey revealed about 16 percent of women and 35 percent of men (down from 18 percent and 38 percent in 2018) indicated use consistent with heavy drinking. In addition, 27 percent of women acknowledged at least one occasion in the past year of being unable to recall the prior night's events due to drinking. There was no increase or decrease among women from 2018 to 2022. Among men, 26 percent acknowledged at least one occasion in the past year of being unable to remember what happened the night before due to drinking, down from 30 percent in 2018.

USAFA

According to the survey, 8 percent of female cadets and 17 percent of male cadets reported behaviors consistent with heavy drinking, down from 10 percent and 22 percent respectively in 2018. 18 percent of women and 17 percent of men acknowledged at least one occasion in the past year of being unable to remember the prior night's events due to drinking, down from 21 percent and 23 percent respectively in 2018.

2022 SAGR Results: Bystander Intervention

Prevention approaches at the MSAs include training cadets and midshipmen how to identify and safely intervene in risky situations that may lead to USC or contribute to sexual harassment. The 2022 SAGR results showed that 64 percent of cadets and midshipmen indicated witnessing risky or disrespectful situations in the past APY. Of those who observed these situations, nearly all (94 percent) took some kind of action to address the situation. Cadets and midshipmen most commonly spoke up in response to the problem (62 percent), talked to those who were the target(s) of the risky or disrespectful behavior (60 percent), told someone about the event after it happened (51 percent), and told someone about the event as it was occurring (40 percent).

The MSAs continue to emphasize the importance of recognizing and intervening in risky or disrespectful situations. However, while most cadets and midshipmen specified they intervened when they saw a disrespectful or high-risk event, about 33 percent of cadets and midshipmen who indicated experiencing USC in the past year reported that someone was present at some point during their alleged incident who could have helped but did not. It is possible that individuals who did not act, did not recognize the situation as an alleged USC, or did not know how to respond to the event.

APY 22-23 Action Items

The Military Departments and MSAs will complete the following prevention action item in APY 22-23:

- **Develop an academy implementation plan for the Department's prevention workforce and leadership requirements:** As described in DoDI 6400.11, "DoD Integrated Primary Prevention Policy for Prevention Workforce and Leaders," the Academies must develop a Plan of Action and Milestone (POA&M) to review their Academy's operating instructions to integrate the Department's new policy. Draft implementation plans for the policy and submit them for review to and submit for review to USD(P&R).
- **Champion the Department's climate assessment process:** Superintendents will lead their academy climate assessment process, incentivize participation in climate surveys, review results, ensure documentation of actions in the Academies' comprehensive integrated prevention plan, and include cadet/midshipman student leadership in development of and execution of prevention plans to address climate assessment findings. Academies will submit a POA&M to USD(P&R).

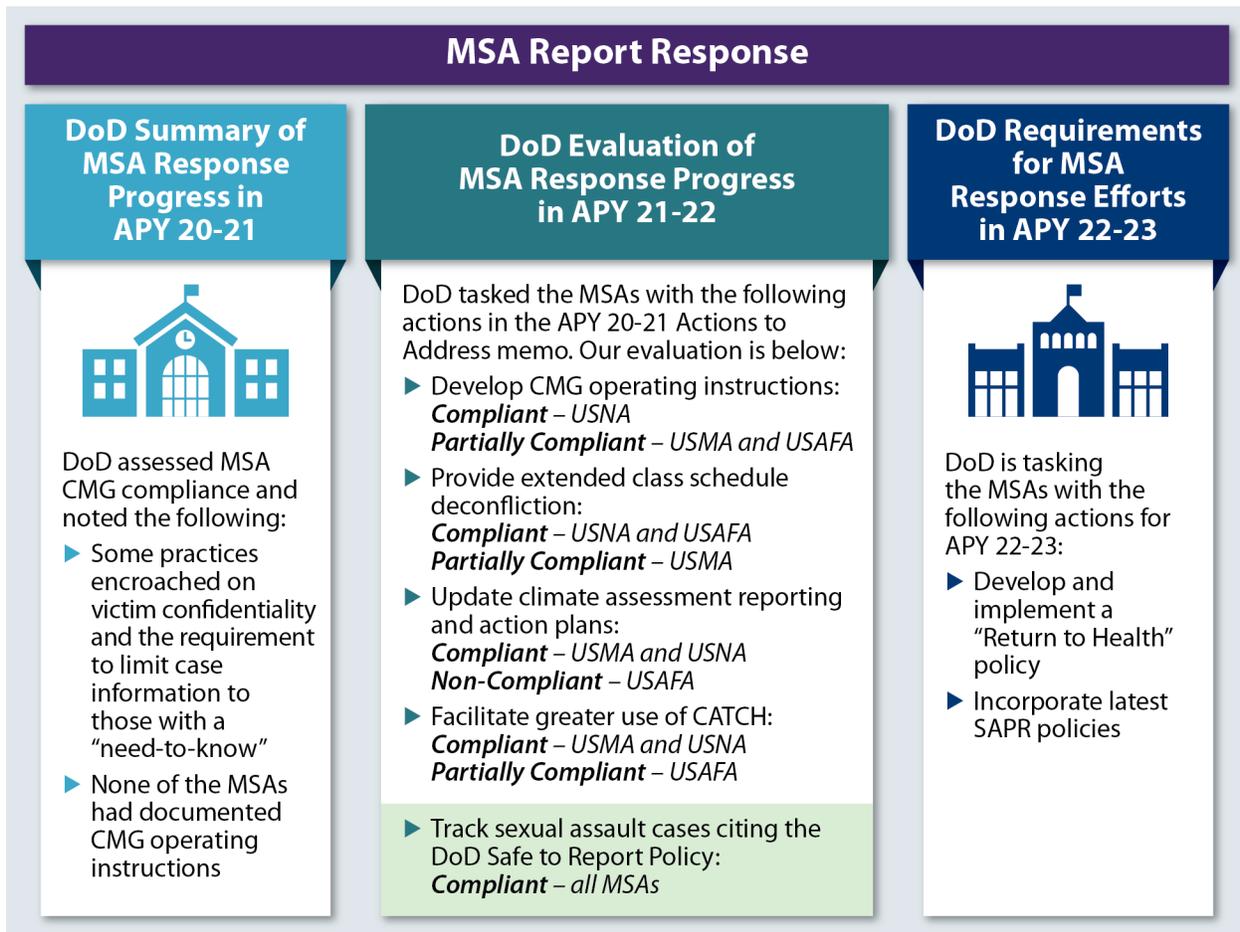
The MSAs will complete the following action item in APY 22-23:

- **Broaden skills of academy leaders to assess and act on climate factors impacting cadet/midshipman units:** The Department's Sexual Assault Prevention and Response Training and Education Center of Excellence will form a working group to review and revise initial preparation and ongoing professional development of Tactical Officers, Company Officers, Air Officers Commanding, and their supporting enlisted leaders to better equip them to support integrated primary prevention and the climate assessment process.

The Department will complete the following prevention action item in APY 22-23:

- **Conduct On-Site Installation Evaluations (OSIEs):** The Department will conduct OSIEs at the MSAs. The OSIE process is to evaluate policies and capabilities to effectively prevent self-directed harm and prohibited abusive or harmful acts including, sexual assault, harassment, suicide, retaliation, domestic abuse, suicide, and child abuse at locations across the Total Force. The evaluations will further address climate challenges and provide needed assistance at the Academies.

Spotlight: APY 21-22 Response Graphic



Promoting a Quality Response

The Department encourages greater reporting of sexual assault in order to provide victims with reporting options and to connect them with restorative care. Greater reporting also allows the Department the opportunity to hold alleged offenders appropriately accountable. MSA response systems involve those installation entities that support victims in the reporting, recovery, and justice processes.

APY 20-21 Assessment

Academy Case Management Group Assessment

In APY 20-21, the Department assessed the Academies' Case Management Group (CMG) compliance. The CMG is chaired by the senior installation commander and holds responsibility for the monthly review of all open, Unrestricted sexual assault cases. The CMG is intended to provide senior commanders with oversight of sexual assault cases, address safety and retaliation allegations, track case movement through the military justice process, and promote collaboration and cooperation of all first responders.

While each Academy's CMG followed Department guidance, the Department found that certain practices at the MSAs encroached on victim confidentiality and the requirement to limit case information to those with a "need-to-know." In addition, none of the Academies had documented procedures for how they operated their CMGs.

APY 21-22 Progress

The Department directed⁸ the MSAs in February 2022 to execute the following actions to improve their response systems:

- Develop CMG operating instructions;
- Provide extended class schedule deconfliction;
- Update climate assessment reporting and action plans
- Facilitate greater use of the CATCH Program; and
- Track sexual assault cases citing the Department's "Safe to Report" policy.

The MSAs outlined the steps they took to comply with the above actions in their self-assessments for this APY. Their responses to each action item are detailed below.

Action Item 1: Develop CMG Operating Instructions

The MSAs worked to issue local CMG operating instructions that align with Department policy to protect victim privacy, keep case information consolidated to those parties who have a demonstrable "need-to-know," and limits the function and scope of meeting to DoD policy requirements.

⁸ *Actions to Address and Prevent Sexual Assault at the Military Services*, 15 February 2022, available: [https://www.sapr.mil/DoD Actions to Address Memorandum to the Military Departments MSA APY20-21.pdf](https://www.sapr.mil/DoD%20Actions%20to%20Address%20Memorandum%20to%20the%20Military%20Departments%20MSA%20APY20-21.pdf)

USMA

USMA conducts monthly and quarterly CMG meetings as required by DoD and Department of the Army policies and directives. USMA requirements for monthly CMG Sexual Assault Review Board and quarterly CMG Quarterly Sexual Assault Response Team are included in the USMA SHARP Standard Operating Procedures (SOP).

DoD Assessment

The Department found USMA was partially compliant with developing a local CMG instruction. USMA updates to its SHARP CMG SOP does not incorporate changes from the November 10, 2021 Deputy Secretary of Defense (DSD) Memorandum or from the subsequent Retaliation Department of Defense Instruction (DoDI) 6495.02, volume 3.

USNA

USNA developed a CMG instruction that aligns with DoD requirements: in addition to monthly meetings focused on individual victim safety and care, USNA holds quarterly meetings focused on response system coordination, trends, and process improvement. The USNA CMG instruction also aligns with DoD policy to protect victim privacy and keep case information consolidated to those parties who have a demonstrable “need-to-know”. Additionally, the USNA CMG instruction clearly defines and codifies roles and responsibilities of sexual assault CMG members.

DoD Assessment

The Department found USNA was compliant with developing a local CMG instruction.

USAFA

USAFA published a local CMG Operating Instruction (OI) that designates the USAFA superintendent or vice superintendent as the chair of the CMG and lead Sexual Assault Response Coordinator (SARC) serves as the co-chair. Monthly CMGs discuss sexual assault reports, while quarterly CMG meetings discuss trends and other SAPR business as outlined in policy. Any minutes taken during the CMG meetings reside in Defense Sexual Assault Incident Database (DSAID), and parties involved in this process are trained on protection of victim privacy and the health and well-being of the victim.

DoD Assessment

The Department found USAFA was partially compliant with developing a local CMG instruction. USAFA must review the latest updates to SAPR policy focusing on Retaliation as required by DoDI 6495.02 Volume 3 and include their new “Safe-to-Report” policy.

Action Item 2: Provide Extended Class Schedule Deconfliction

Cadet and midshipman survivors of sexual assault have shared with the Department that being in the same classroom with their alleged offender can cause setbacks in their recovery, even after the military justice process has concluded. With that in mind, MSAs, to the extent practicable, worked to extend class schedule deconfliction of survivors’ and alleged perpetrators’ schedules to cadets and midshipmen who request that such assistance continue.

USMA

USMA SARCs and Victim Advocates (VAs) work with the Dean, Office of Registrar, Department of Military Instruction (DMI), and West Point Athletics to coordinate schedule deconfliction between the survivor and alleged offender. Schedule deconfliction remains for as long as both the survivor and alleged offender attend USMA.

DoD Assessment

The Department found USMA was partially compliant with class deconfliction, as details of how the policy functions remain unclear.

USNA

Midshipmen who experience sexual assault work with USNA SARCs and VAs to utilize the schedule deconfliction service. SARCs and VAs then collaborate directly with the Assistant Provost for Academic Affairs and survivors' chain of command to facilitate the deconfliction process. The service is available to survivors throughout their time at the Academy, and regardless of the conclusion of the military justice process or whether they are participating in it.

DoD Assessment

The Department found USNA was compliant with class deconfliction, as it discussed additional trainings that its Judge Advocate General's Corps (JAG) held to help responders and leaders understand the military justice process.

USAFA

USAFA provides cadet survivors of sexual assault with options to assist with their immediate and future welfare by limiting interactions with the alleged offender, while also allowing them access to additional support to assist with healing, recovery, and rehabilitation. Additionally, USAFA developed a local OI that includes the following five areas of possible cadet deconfliction: cadet excusals; class schedule changes; cadet squadron transfers; and Service Academy expedited transfers.

DoD Assessment

The Department found USAFA was compliant with class deconfliction.

Action Item 3: Update Climate Assessment Reporting and Action Plans

The MSAs took steps to align their climate assessment process with the approach directed by Secretary of Defense in February 2021. Interpreted for the Academies, this included developing an accountability process by which cadet and midshipman risk factors are identified, addressed, and reported by class year and by cadet/midshipman organizational unit structure. The memorandum also directed cadets and midshipmen to participate in both the development of actions to address and oversight of solutions for risk factors identified in climate survey results.

USMA

USMA surveyed cadets using the *Defense Organizational Climate Survey* version 5.0 (DEOCS), which assesses 19 protective and risk factors that can impact a unit/organization's climate and ability to achieve its mission. 41 percent of cadets completed the DEOCS, and 28 of 36 companies created plans of action that were shared with ODEI.

DoD Assessment

The Department found USMA was compliant with updating climate assessment reporting and action plans.

USNA

USNA collaborated with OPA on the MSA Command Climate Assessment Process Evaluation, which will implement the memorandum's directed changes on how climate surveys are administered at USNA. Additionally, USNA included 12 midshipmen in the Brigade's Command Resilience Team (CRT) to increase inclusion and transparency regarding the DEOCS process. CRT participants represent a mix of midshipmen from brigade senior leadership, those involved in programs relevant to the DEOCS, and others including: Brigade Commander; Brigade XO; two from the USNA Dignity and Respect and two from the SAPR/SHAPE programs; as well as six randomly selected midshipmen who do not hold Brigade leadership positions, yet represent each of the six Battalions.

DoD Assessment

The Department found USNA was compliant with updating climate assessment reporting and action planning.

USAFA

The USAFA MSA DEOCS was implemented at the group level with breakout groups for each squadron. Air Officer Commanding (AoCs) are required to create an action plan within 60 days of receiving survey results if the following factors result in unfavorable rates above 49 percent: fairness, inclusion, leadership support, connectedness, cohesion, racially harassing behaviors, sexist behaviors, sexually harassing behaviors, or workplace hostility. The Equal Opportunity (EO) office can also recommend an action plan for any factor based on their observations and analysis of their report.

Although there is no written policy requiring cadet participation, the EO office advises commanders to directly involve cadets in the development and implementation of their action plans.

DoD Assessment

The Department found USAFA was non-compliant with updating climate assessment reporting and action planning, as cadets are not required – only encouraged – to participate in the development of solutions. In addition, risk is inadequately assessed for minority demographics.

Action Item 4: Facilitate Greater Use of CATCH Program

The Department implemented the CATCH a Serial Offender Program (CATCH) in August 2019 to provide another avenue for individuals who have experienced sexual assault to potentially hold alleged offenders accountable. CATCH allows individuals making a sexual assault report, where the name of the suspect is not known by law enforcement, an opportunity to anonymously submit suspect information to help DoD identify serial offenders. The November 10, 2021 DSD Memorandum expanded eligibility beyond those who filed a Restricted Report to include adult sexual assault victims who file, or have already filed, an Unrestricted Report with a Department Directive (DD) Form 2910, and the identity of their suspect was not disclosed by the

victim and not uncovered by law enforcement to include Military Criminal Investigative Organizations (MCIOs) (i.e., third-party report with no suspect identification).

Participation in the CATCH Program is voluntary and the victim may decline to participate in the CATCH Program at any stage, even after being informed that there was a potential “match” to another entry in the CATCH system or to a law enforcement case. There is no adverse consequences for the victim, if the victim does not agree to participate or if a victim opts out of the CATCH Program after being contacted with information of a potential “match.”

In APY 20-21, USNA established a dedicated, private space and a standalone computer for midshipmen to submit information to the CATCH Program immediately after making an eligible sexual assault report to the SARC. The Department considered this a best practice and directed USMA and USAFA to do the same.

This year, USMA’s SHARP Resource Center acquired a dedicated laptop for CATCH submissions, and USAFA established three private spaces for cadets to access CATCH. In accordance with the expanded eligibility authorized in the November 10 DSD Memorandum, USNA worked toward expanding the program to include eligible Unrestricted Reports of sexual assault.

This APY, 70 CATCH entries originated from the Academies, up from the 43 entries made to the program in APY 20-21.

DoD Assessment

The Department found USMA and USNA was compliant with facilitating greater use of the CATCH program. However, although USAFA established dedicated, private spaces for cadets to enter CATCH submissions, the Department determined USAFA was partially compliant with the program as it has yet to expand CATCH. The MSAs are to expand the eligibility of the CATCH program to include Unrestricted Reports of sexual assault as outlined in the November 10, 2021 DSD Memorandum. Survey data suggest that many cadets and midshipmen remain unaware of what the CATCH program is.

Action Item 5: Track Sexual Assault Cases Citing the “Safe to Report” Policy

The “Safe to Report” policy allows victims making reports of sexual assault to not be punished for minor instances of collateral misconduct associated with their alleged incident (e.g., being “off limits” or intoxicated at the time of the incident.) With that in mind, the MSAs tracked cases of cadets and midshipmen who report under the Department’s “Safe to Report” policy as outlined in section 539A of the FY21 NDAA.

While USAFA is collecting such data, USMA and USNA updated their “Safe to Report” policies and intake documentation to capture these data points.

DoD Assessment

The Department found the MSAs were compliant with tracking sexual assault cases citing the “Safe to Report” policy.

Additional APY 21-22 Progress

In the active duty force, Service member victims who file an Unrestricted Report of sexual assault may request a transfer to a new duty location or installation to promote recovery and healing. Section 555 of the FY20 NDAA required the Secretaries of the Military Departments to develop regulations that inform cadets and midshipmen who are victims of sexual assault that they may request a transfer to another Academy or to enroll in a Senior Reserve Officers' Training Corps (ROTC) program affiliated with another institution of higher education.

In APY 21-22, the MSAs participated in the Department's working group to create policy to implement the FY20 NDAA provisions. In addition, the MSAs implemented processes to transfer cadets and midshipmen. In FY21-22, the MSAs transferred 1 cadet to a different Academy and completed two semester exchanges. There were no requested transfers to a ROTC program.

Relevant Reporting Data

The MSAs encourage greater reporting to provide cadets and midshipmen with restorative care and to hold alleged offenders appropriately accountable. This APY, the MSAs received 206 total reports of sexual assault allegations involving cadets, midshipmen, and prep students as either victims and/or alleged perpetrators – an increase of 45 reports from the previous APY. Of these reports, 61 were from USMA, 70 were from USNA, and 75 were from USAFA.

Not every report of an alleged incident that occurred during a cadet's or midshipman's time at an Academy. Department policy allows cadets and midshipmen to report sexual assault allegations and receive assistance for alleged incidents occurring prior to entry into military service. In addition, DoD also captures reports of alleged sexual assault incidents from non-cadets/midshipmen victims that allege a sexual assault allegation by an academy student.

The Department analyzes the reports received to better understand and focus on those cases that reflect the MSAs' current conditions. Of the 206 total reports received by the Department, 170 reports were made by/or against "actively enrolled cadets and midshipmen" for alleged incidents that occurred during military service (see Table 1). The "actively enrolled cadets or midshipmen" category includes reports from:

- Currently enrolled cadets or midshipmen reporting an alleged incident that occurred during their military service;
- Active duty Service members reporting an alleged incident that occurred within four years of the date the alleged incident was reported, either at the MSA or while they were a cadet or midshipman; and
- Civilians reporting an alleged incident against an enrolled cadet or midshipman.

The remaining 36 reports come from:

- Currently enrolled cadets or midshipmen reporting an alleged incident that occurred prior to military service;
- Active duty Service members or current civilians who did not report an academy-based sexual assault allegation(s) until they were no longer enrolled at the MSA, making a report for an alleged incident that occurred more than four years from the date of the report; and

- Prep school students.

Table 1 provides the breakdown of the 206 total reports into these two overarching categories.

Table 1. Sexual Assault Reports by Victim Category and Military Status, APY 21-22

	Unrestricted Reports	Restricted Reports	Total Reports
All Academy-related Reports	92	114	206
• Reports involving actively enrolled cadets/midshipmen at the time of incident and/or report	80	90	170
– Cadets/midshipmen victims reporting an alleged incident that occurred during military service	68	87	155
– Active duty Service member victims reporting an alleged incident that occurred within the last four years	5	3	8
– Civilian victims	7	0	7
• All other reports	12	24	36
– Cadets/midshipmen reporting an alleged incident that occurred prior to military service	3	13	16
– Active duty Service members reporting an alleged incident that occurred more than four years ago	0	11	11
– Prep school students	9	0	9

For more information on reporting data, please see Appendix B: Statistical Data on Sexual Assault and Sexual Harassment.

Table 1 breaks down by MSA the number of sexual assault reports by and/or against academy students actively enrolled at the time of the report and incident. Compared to APY 20-21, the total number of sexual assault reports involving actively enrolled cadets or midshipmen made in APY 21-22 increased by 31 reports, driven by the increase in reporting at USNA.

At USMA, 50 reports of sexual assault were made by and/or against actively enrolled cadets for an alleged incident that occurred during military service. No increase or decrease occurred in reports from the previous APY. Of these total reports, 21 were Unrestricted, and 29 remained Restricted at the close of the APY. In regards to sexual harassment at USMA, the Academy received 20 sexual harassment complaints.

At USNA, 63 reports of sexual assault were made by and/or against actively enrolled midshipmen for an alleged incident occurring during military service, representing an increase of 29 reports since the previous APY. Of these total reports, 29 were Unrestricted, and 34 remained Restricted at the close of the APY. In regards to sexual harassment, midshipmen made nine complaints of sexual harassment this APY.

At USAFA, 57 reports of sexual assault were made by and/or against actively enrolled cadets for an alleged incident occurring during military service, an increase of 2 reports since the previous APY. Of these total reports, 30 were Unrestricted and 27 remained Restricted at the close of the APY. In regards to sexual harassment, USAFA received 11 complaints of sexual harassment during APY 21-22.

APY 21-22 Sexual Assault Reports Made to the Family Advocacy Program

During FY19, the DoD Inspector General (IG) evaluated how USAFA handles sexual assault reports involving cadets.⁹ One of DoD IG's key findings indicated that, under existing Department of the Air Force policy, cadets are allowed to report instances of sexual assault to the Family Advocacy Program (FAP) that involve cadets in dating relationships.¹⁰ DoD IG found that 11 cadet reports of sexual assault were made to FAP in FY19.

In December 2021, FAP's DoDI was updated to expand their ability to address sexual assault reports from Service members in dating relationships. In APY 21-22, 3 reports of sexual assault at USAFA were initially made to FAP. No reports were initially made to FAP at USMA or USNA. The 3 reports at USAFA that were initially made to FAP are not included in the above counts of the total number of reports made this APY.

Relevant Survey Findings

2022 SAGR Results: Cadet and Midshipman Reasons for not Reporting

Reasons for not reporting sexual assault allegations remained similar for academy men and women. Across the MSAs, the top survey-indicated responses on why cadets and midshipmen did not report their alleged incident of USC included: thinking it was not serious enough to report, and taking care of the problem by either avoiding the individual or forgetting about it and moving on.

At USMA, compared to 2018, more women and men did not report because they: did not want more people to know; did not want people talking or gossiping about them; felt uncomfortable making a report and felt shame or embarrassment; and thought it would take too much time and effort. By contrast, compared to 2018, less USMA women and men did not report their experience because they confronted their alleged offender.

At USNA, top survey-indicated responses on why female midshipmen did not report their alleged incident of USC included: thinking it was not serious enough to report; avoiding the individual; feeling uncomfortable making a report; and not wanting people talking and/or gossiping about them. Among male midshipmen, top-survey indicated responses included:

⁹ U.S. Department of Defense Inspector General (September 30, 2019) "Evaluation of the DOD's Handling of Incidents of Sexual Assault Against (or Involving) Cadets at the United States Air Force Academy" (Report No. DODIG-2019-125). Retrieved from <https://media.defense.gov/2019/Oct/02/2002189371/-1/-1/1/DODIG-2019-125.PDF>

¹⁰ FAP is the congressionally mandated program within DoD responsible for supplying clinical assessment, support, and treatment services in response to domestic abuse incidents. Sexual assault occurring within the context of a marriage or intimate partner relationship (sexual abuse) is a subset of domestic abuse.

thinking the alleged incident was not serious enough to report; confronting and/or avoiding the individual; not wanting more people to know and/or talking/gossiping about them; and feeling shame and/or embarrassment.

Compared to 2018, more USAFA women did not report their experience because it would take too much time and/or effort. Similarly, compared to 2018, more USAFA men did not report because they took care of the problem by avoiding the person who assaulted them; did not want people talking or gossiping about them; and felt shame and/or embarrassment.

2022 SAGR Results: Trust in Military System Varies among Academy Men and Women

The 2022 SAGR revealed that cadets and midshipmen have varying levels of trust in the military system to protect their privacy, ensure their safety following an incident of alleged USC, and treat them with dignity and respect. At USMA and USNA, men and women overwhelmingly identified that trust in the military system declined from 2018 to 2022.

By contrast, this year's survey revealed that perceptions of trust varied among USAFA cadets. For example, 35 percent of USAFA women and 54 percent of USAFA men indicated that trust in the military system to protect their privacy increased from 30 percent and 50 percent in 2018. Similarly, 49 percent of USAFA women and 67 percent of men indicated that trust in the military system to treat them with dignity and respect increased from 37 percent and 63 percent in 2018. Additionally, 60 percent of USAFA men indicated that trust in the military system to ensure their safety following an incident of USC (a decrease from 63 percent in 2018).

Decreased or unfavorable perceptions of trust often impact military service as a retention issue. Recognizing this, the Department is currently working to implement changes to military justice and response systems in order to restore Service members' trust.

APY 22-23 Action Items

The Military Departments and MSAs must complete the following actions to further support healing and recovery for cadets and midshipmen who experience a sexual assault:

- **Incorporate latest SAPR policies to align SAPR-related prevention and training efforts, encourage reporting, and enhance the capabilities of the response workforce:** The Academies will revise their policies and certify in writing that they are operating in compliance with policies and will incorporate any subsequent policy updates from their respective Military Departments into their academy policies.
- **Communicate the importance of military justice reforms:** In collaboration with their JAG of their respective Military Departments, the Academies will inform cadets/midshipmen about the military justice changes that will take effect in December 2023, including the role and responsibilities of the Office of Special Trial Counsel, the revised role of superintendents in military justice, and impacts of reports on academy disciplinary processes.
- **Implement a "Return to Health" policy.** This policy will assist cadet survivors of sexual assault in better balancing their academic goals with their needs after an incident of sexual assault. USNA and USAFA will issue such policy, which is modeled on the policy issued by USMA.

Way Forward

The Department continues to approach sexual assault holistically by focusing on prevention and leaders at all levels, addressing problematic culture, and promoting reporting options, including confidential venues. This report is an assessment of academy programs and policies and highlights areas for continued action.

