

101. (DoD) DoD directed a comprehensive assessment of all initial military training of enlisted personnel and commissioned officers by the Military Services in response to misconduct at Lackland Air Force Base. This report was due to the Secretary of Defense by 1Q FY13. Please provide copy of the Services' reports and DOD's combined results of those reports. (See FY12 SAPRO Report, p. 9.)

DoD	<p><b>*RSP Note* All documents provided through the non-publically accessible links have been downloaded and have been attached to the corresponding responses.</b></p> <p>A copy of the Services' reports and DOD's combined results of those reports regarding all initial military training of enlisted personnel and commissioned officers is provided at Q#101 by using the following link: <a href="https://pmev2.bah.com/sites/DSAID/Document_Transfer/Forms/AllItems.aspx">https://pmev2.bah.com/sites/DSAID/Document_Transfer/Forms/AllItems.aspx</a></p>
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**Narrative responses have been consolidated by the Response Systems Panel (RSP). Please forgive formatting errors in text and data. Source documents for narrative responses can be obtained by contacting the RSP.**

**Subject: Assessment of Services' Reviews of Prevention and Reporting of Sexual Assault and Other Misconduct in Initial Military Training****1. Executive Summary**

- The events and subsequent Lackland Air Force Base Investigation Findings and Recommendations Report raised awareness of potential issues manning, supervision, and Sexual Assault Prevention and Response (SAPR) training for Initial Military Training (IMT). IMT includes basic training and follow-on advanced or technical training for enlisted service members and initial skills training for officers. In order to ensure the safety and protection of our youngest, newest service members, the Secretary of Defense, in a memo dated 25 September 2012, directed each Service to perform a comprehensive assessment of their IMT. The Lackland Report provided the Army, Navy, and Marine Corps with a basis from which to review and validate their own policies, procedures, and training.
- The assessments revealed that although the Army, Navy and Marine Corps conduct IMT in their own Service-specific manner, the majority of the recommendations from the Lackland Report were established practices throughout each of these Services. The Army, Navy, and Marine Corps reports describe in detail their internal control mechanisms that ensure proper instructor behavior and monitoring to include extensive leadership presence and oversight. In addition, each Service provides explicit guidance on behavior and expectations for leadership, instructors and support staff.
- Some areas of improvement were identified by each Service, but no misconduct or disciplinary concerns were cited. Areas needing improvement common to each Service include ensuring sufficient manning of instructor and leadership positions and the assignment of appropriate numbers of female instructors. Another area of improvement is enhancing SAPR training delivery through the use of additional adult learning methods. The Army, Navy and Marine Corps are all working towards achieving the optimum manning levels and improving the quality of instruction provided. Of note, students are made aware of the SAPR services available to them from the beginning of training, and all personnel receive SAPR training throughout IMT.
- The Air Force continues to make significant progress in addressing the concerns raised in the Lackland Report, and numerous new procedures and policies have been successfully implemented. Of the few remaining recommendations cited in the Lackland Report that have not been implemented to date, full implementation is expected by the end of the fiscal year.

**2. Discussion**

- The Military Services examined basic training and follow-on advanced training for enlisted personnel and initial skills training for commissioned officers using the following assessment methods:

- The United States Army's (USA) Sexual Harassment/Assault Response and Prevention (SHARP) Red Team conducted the assessment through site visit focus groups.
- The Department of the Navy Sexual Assault Prevention and Response Office conducted site visits to multiple United States Navy (USN) and United States Marine Corps (USMC) initial military training locations.
- The United States Air Force's (USAF) report of the Lackland Air Force Base Investigation Findings and Recommendations and update of April 3, 2013 served as the basis for its IMT review.
- In addition, they addressed each of the below categories, identifying challenges, and providing examples of current, effective practices.
  - **Selection, Training, Oversight, and Manning of Instructors and Leaders who Supervise IMT:** The Military Services have processes in place to select, train, and oversee instructors and leaders. Improvements are necessary in addressing staffing shortfalls in instructor cadres and improving the ratio of female to male instructors. Processes exist for the selection of instructors at all levels of IMT, including multilevel screening for the USN and USMC and background checks in USA. Most instructor selectees attend formal instructor training over a 2 or 3 month period. The Military Services recognize optimal staffing ratios of instructors to students and aim to achieve them in all schools. The Military Services currently employ female instructors at most schools, including some locations with all male trainees, and recognize the need to improve ratios.
  - **Internal Controls to Identify and Prevent Behavior Inconsistent with Standards by Instructors and Leaders throughout IMT:** The Military Services employ processes to monitor instructor behavior and feedback mechanisms to ensure compliance with behavior standards. Leadership teams take an active and visible role in student and instructor activities, making unannounced classroom visits and monitoring barrack and dorm activities, which are practices that should be sustained. Some Military Services promulgate explicit expectations for instructor integrity, in some cases requiring signed statements of understanding. This formal acknowledgment of expectations should be expanded across the Military Services, where possible. Internal controls are especially strong in the USMC, where drill instructors are evaluated continuously by other instructors, receive quarterly written evaluations, and are provided frequent feedback from students.
  - **Student Accessibility to SAPR Services:** The Military Services provide access to and publicize availability of SAPR services in the training environment. The Military Services are also increasing the number of available Sexual Assault Response Coordinators (SARC) and SAPR Victim Advocates (VA). Several practices that

enhance SAPR service access include locating SARCs, SAPR VAs, and chaplains close to training facilities. Both the USMC and USA report the use of customized local posters that include photos and contact information for all SAPR VAs.

- **Timing, Content, and Delivery of SAPR-Related Training:** All of the Military Services provide required SAPR training, including SAPR training within the first 2 weeks of IMT, as required by the National Defense Authorization Act for Fiscal Year 2013. The Military Services should sustain this practice and continue to regularly review and update training as necessary. Each Military Service trains on incremental SAPR topics appropriate to the Service members' role and level as they progress through IMT. Bystander intervention training is currently in use by all Military Services in IMT. The Services all recognize the need to further enhance the training through adult learning techniques, such as scenario-based discussions, in practice presentations. The Military Services should also sustain efforts to integrate SAPR topics with discussions of professionalism, ethics, and core values. For example, the USN and the USMC include SAPR in discussions of gender issues, while the USA provides its Initial Entry Training Blue Book, which covers improper relationships, sexual harassment, and sexual assault to new soldiers upon arrival.
- **Timing, Content, and Effectiveness of Student Feedback Mechanisms:** All of the Military Services recognize the importance of collecting honest student feedback and have methods in place for doing so. The USN, USMC, and USA implement multiple channels for collecting feedback from students, including anonymous course critiques, drop boxes for messages to leadership, quality of life surveys, face-to-face interviews, and direct email access to leadership.
- **Command Climate and Prevention:** The Military Services incorporate safety measures and implement programs to support positive command climate and prevent misconduct. Some examples include: monitoring barracks with onsite security and video, permitting liberty privileges in a progressive manner, requiring "battle buddies" or "liberty buddies" for recruits, and placing noncommissioned officers or chief petty officers inside barracks to monitor behavior and provide mentorship. USN and USMC commands combat alcohol abuse by monitoring consumption on- and off-base and local USN commands sponsor the Coalition of Sailors Against Destructive Decisions, which organizes local activities and projects. These efforts to monitor and shape the climate should be sustained or expanded across the Military Services.

### 3. Way Forward

- The Army, Navy and Marine Corps assessments clearly demonstrate the programs and emphasis in place to provide for safe and secure IMT environments for students. The Air Force assessment details their continued progress in correcting the deficiencies identified in the Lackland Report. The assessments laid the groundwork for future collaboration between the Services to share best practices and identify

potential areas of concern in IMT. Initial collaboration has begun with the establishment of the multi-Service Council of Recruit Basic Training (CORBT). The CORBT, hosted by the Air Force, held its inaugural meeting on 10 April 2013 and will meet on a quarterly basis with General/Flag officer representatives from each of the Services' Training Commands in attendance. Areas addressed in the Service IMT assessments, including manning concerns, will be reviewed by the Council on a recurring basis.

- **Recommendation:** The Joint Chiefs of Staff continue to monitor IMT and request periodic updates from the CORBT on IMT staffing as well as any other areas of concern.

#### 4. **Background**

- The events at Lackland Air Force Base made it clear that the Department still has work to do to provide a safe and secure IMT environment, particularly in regards to sexual assault and other misconduct. As a result, on September 25, 2012, the then Secretary of Defense issued a memorandum to the Secretaries of the Military Departments and the Chiefs of the Military Services directing that each Military Department perform a comprehensive assessment of its IMT. The memorandum was issued before the Air Force's completion of the investigation at Lackland Air Force Base in order to respond to emerging issues as quickly as possible.
- The Air Force released the Lackland Air Force Base Investigation Findings and Recommendations report on November 14, 2012. The then Secretary of Defense followed with a memorandum directing the Secretaries of the Military Departments and the Chiefs of the Military Services to consider each of the Air Force's findings and recommendations during their respective IMT assessments.



**SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000**

**SEP 25 2012**

**MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHIEFS OF THE MILITARY SERVICES**

**SUBJECT: Prevention and Reporting of Sexual Assault and Other Misconduct in Initial Military Training**

Sexual assault has no place in the military or the Department of Defense. It is an affront to the American values we defend and the good honor of our Service members and their families. I note that the abhorrent behavior of some is not representative of the men and women in our military who are responsible for the care of our youngest and most vulnerable Service members. We must do everything we can to prevent sexual assault, ensure a climate that supports victims' ability and desire to report this crime, and to hold perpetrators determined to have committed a sexual assault or other offense appropriately accountable.

Regardless of Service or accession method, Department surveys indicate our youngest, newest Service members are the most likely to experience a sexual assault. So that they may become successful soldiers, sailors, airmen, and marines, we owe our people a safe and secure initial military training environment, which includes basic training and follow-on advanced or technical training for enlisted personnel and initial skills training for commissioned officers. We must also verify that the policies and procedures we have in place deter those who would ignore standards and engage in inappropriate behavior or criminal activity. In addition, trainees must have unobstructed access to timely, private reporting of sexual assault and other misconduct. I expect you to convey directly to all personnel within your training organizations the absolute necessity of providing a safe and professional training environment.

While we have put many new policies in place to address sexual assault and its impact on the victim, recent events at Lackland Air Force Base make clear that we still have more work to do. Therefore, I am directing that each Department perform a comprehensive assessment of its initial military training to include, but not be limited to, the following areas:

- Selection, training, and oversight of instructors and leaders who directly supervise initial military training. This review should particularly consider the potential benefits of increasing the number of female training instructors;
- Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors;
- Internal controls in place to identify and prevent behavior inconsistent with established standards by instructors and leaders throughout all phases of initial military training;

**002828**

- Student accessibility to Sexual Assault Prevention and Response (SAPR) services;
- Timing, content, and delivery of SAPR-related training; and
- Timing, content, and effectiveness of student feedback mechanisms.

Please report your findings and recommendations back to me, through the Under Secretary of Defense for Personnel and Readiness, by February 8, 2013.

A handwritten signature in black ink, appearing to read "John E. ...", with a long horizontal flourish extending to the right.

cc:  
Under Secretary of Defense for Personnel and Readiness  
General Counsel  
Assistant Secretary of Defense for Legislative Affairs  
Assistant Secretary of Defense for Public Affairs



SECRETARY OF THE ARMY  
WASHINGTON

26 FEB 2013

MEMORANDUM THRU ACTING UNDER SECRETARY OF DEFENSE FOR PERSONNEL  
AND READINESS

FOR SECRETARY OF DEFENSE

SUBJECT: Prevention and Reporting of Sexual Assault and Other Misconduct in Initial Military  
Training (IMT)

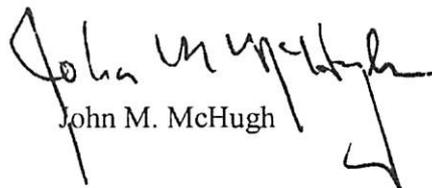
Reference Secretary of Defense memorandum dated September 25, 2012, subject as  
above.

The Secretary of Defense directed the military departments to conduct a comprehensive  
assessment of training and prevention of sexual harassment/assault and other misconduct in IMT.  
In support of the Army's I. A.M. STRONG Sexual Harassment/Assault Prevention Campaign,  
Training and Doctrine Command (TRADOC) continues to institutionalize the Army's efforts to  
aggressively indoctrinate new recruits and first-term Soldiers. In alignment with the campaign,  
TRADOC implemented specialized Sexual Harassment/Assault Response and Prevention  
(SHARP) training for leaders, instructors, drill sergeants and new recruits. Further, TRADOC  
continues to execute command climate prevention efforts, as well as robust victim response and  
enhanced military justice capabilities.

The Army's report on the above subject is attached.

The Army remains committed to ensuring the safety of our Soldiers. This commitment is  
translated through our efforts to institutionalize the program with increased resources, aggressive  
preventive efforts, enhanced First Responder services for victims and appropriately holding  
offenders accountable.

Attachment:  
As stated

  
John M. McHugh

**Report for the Secretary of Defense**  
**INITIAL MILITARY TRAINING ASSESSMENT:**  
**SEXUAL HARASSMENT/ASSAULT RESPONSE AND**  
**PREVENTION (SHARP) PROGRAM**

**15 February 2013**



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## **EXECUTIVE SUMMARY**

On September 25, 2012, the Secretary of Defense directed the military departments to perform a comprehensive assessment of training and prevention of sexual harassment/sexual assault as it relates to Soldiers in the Initial Military Training environment (Encl 1). The Army utilized the expertise of the multidiscipline Sexual Harassment/Assault Response and Prevention (SHARP) Red Team to conduct its assessment.

In accordance with the SecDef direction, the Army assessment focused on the following areas:

- Selection, training, and oversight of instructors and leaders who directly supervise initial military training; including the potential benefits of increasing the number of female training instructors;
- Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors;
- Internal controls in place to identify and prevent behavior inconsistent with established standards by instructors throughout all phases of initial military training;
- Student accessibility to Sexual Assault Prevention and Response (SAPR) services;
- Timing, content, and delivery of SAPR related training;
- Timing, content, and effectiveness of student feedback mechanisms.

The Red Team conducted sensing sessions with focus groups during site visits at Fort Lee, VA; Fort Leonard Wood, MO; Fort Benning, GA; Fort Jackson, SC; Fort Eustis, VA; and the Army School of Music in Norfolk, VA (Encl 2).

The Army is selecting the best qualified candidates for Drill Sergeant and AIT Platoon Sergeant duties. Special attention is being taken to identify and select females to serve in these critical billets. Training executed in the IMT environment is more robust than that executed in other military formations because of the high risk population being trained. Army training continually reinforces appropriate relationships between students and cadre. Soldiers understand the principles, training, and will do what is necessary to stop a perpetrator. Soldiers have access to services and know their SARCs and VAs. Leaders are at the forefront, taking an aggressive approach to combating sexual misconduct at IMT and taking appropriate action against offenders as the circumstances warrant. Leaders have systems in place to collect feedback on the SHARP program.

## **PURPOSE**

This assessment was conducted to review compliance and implementation of SHARP policy and law in Initial Military Training (IMT) and determine leadership commitment to eradicate sexual assault and sexual harassment.

## **APPROACH**

The Red Team looked at both successes and challenges of sexual assault and sexual harassment prevention during Initial Military Training within the context of the command's SHARP Program. The SHARP Program meets the Secretary of the Army's intent to place sexual harassment and sexual assault training, response, prevention, and advocacy responsibility under the purview of Commanders. It is imperative that Commanders maintain a positive command climate and that victims feel comfortable reporting incidents without fear of reprisal.

During site visits, the Red Team conducted focus groups on multiple constituencies: Commanders, Command Sergeants Major, First Sergeants, Drill Sergeants, Platoon Sergeants, Instructors, Soldiers, Trainees, Sexual Assault Response Coordinators (SARCs), and Victim Advocates (VAs). The Red Team asked the same questions to each group to ensure a standardized approach and a complete assessment which satisfied the requirements of the Secretary of Defense's directive.

## **ASSESSMENT FINDINGS**

The Red Team assessment findings, recommendations, and current/follow-up actions are summarized:

### **Selection, training, and oversight of Instructors and Leaders who directly supervise initial military training; including the potential benefits of increasing the number of female training instructors.**

- The Army selects only the most qualified noncommissioned officers to serve as Drill Sergeants and Advanced Individual Training (AIT) Platoon Sergeants. Candidates can volunteer or are selected by the Department of the Army. Candidates undergo a rigorous selection process that includes background checks.
- To prepare for this challenging assignment, Drill Sergeants attend a 9 week course which includes applying Equal Opportunity during Initial Entry Training (IET) (1 hr), discussing Considerations of Others (0.9 hrs), identifying improper relationships in IET (2 hrs), Army's SHARP Training (3 hrs), discussing IET leadership misconduct (1 hr), Army Values (4 hrs) and conduct of IET (1.4 hrs). The AIT Platoon Sergeant Course teaches prohibited practices and illegal associations (1 hr), SHARP (1.6 hrs) and conduct of IET (1.4 hrs).

- The chains of command at Fort Leonard Wood and Fort Benning stated they would benefit from an increase in the number of females to serve as Drill Sergeants, AIT Platoon Sergeants and Instructors. Fort Benning's comments regarding more female instructors are based on the recent Department of the Army decision to integrate women into career fields previously closed to women. The Training and Doctrine Command (TRADOC) recognizes this challenge and in coordination with the Human Resources Command (HRC) has increased the number of female Drill Sergeants from 2 per company in 2007 to the current requirement of four per company in gender integrated units.
- Fort Benning and Fort Leonard Wood current female AIT Platoon Sergeant strength stands at 100% and 69% fill respectively. Fort Leonard Wood has 10 projected gains over the next 6 months to fix the gap. Fort Benning female Drill Sergeant strength is currently 103% and will increase over the next 6 months to avoid future shortages due to programmed and unprogrammed losses.

**Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors.**

- In accordance with Army regulations, the Drill Sergeant requirement is 12 per company (3 per Platoon) in order to sustain a ratio within the range of 1 Drill Sergeant to 17-20 Soldiers in training. By comparison, by regulation, the AIT Platoon Sergeant to student ratio is 1:40.
- During the assessment, Drill Sergeants, Platoon Sergeants, and Instructors cited personnel shortages as challenges in complying with the leader to trainee ratio prescribed in TRADOC Regulation (TR) 350-16 and TR 350-37.
- TRADOC along HRC have made great strides in addressing shortages, particularly with female AIT Platoon Sergeants.
- February 2013 statistics indicate TRADOC is manned at 109% in the aggregate for Drill Sergeants, with female Drill Sergeant strength at 101%. This is a 7% increase from the January 2013 report of 94%. The female AIT Platoon Sergeant strength is currently 92%, and will be at 100% by 15 March 2013.

**Internal controls in place to identify and prevent behavior inconsistent with established standards by Instructors throughout all phases of initial military training.**

- Command emphasis on the SHARP Program was evident at all installations.
- TRADOC has mandated the use of "battle buddies" to reduce the likelihood and opportunity for sexual harassment and misconduct.
- Surveys were used at various installations to identify, prevent and respond to behavior inconsistent with the Army Values throughout all phases of Initial Military Training.
- The Army, by regulation, is executing a Separate and Secure Program in IMT. The intent of the policy is to ensure a safe gender-integrated training environment.
- TRADOC also conducts Quick Look assessments every 18 months for each of the four Army Training Center Brigades and every 24 months for AIT Brigades to ensure compliance with policies/procedures and treatment of Soldiers in training.

### **Student accessibility to Sexual Assault Prevention and Response (SAPR) services.**

- The Red Team found that the majority of students knew who their SARCs and VAs were and stated that they would be comfortable reporting instances of sexual harassment or assault. The Red Team found that information concerning SHARP, such as photos of the SARCs/VAs, their phone numbers, and other program information was displayed in areas where it was visible to both cadre and trainees.

### **Timing, content, and delivery of SAPR related training.**

- New Soldiers are briefed on sexual assault prior to release from the United States Army Recruiting Command (USAREC) and begin indoctrination upon arrival at the Reception Battalion. At the Reception Battalion trainees are issued the IET Blue Book which covers improper relationships, sexual harassment and sexual assault. New Soldiers are required to carry the publication, review and learn it at every opportunity during BCT. In BCT trainees receive a 1 hour introduction to SHARP in the Red Phase (first 2 weeks) and a 2 hours "Sex Signals" block of instruction. "Sex Signals" is a two-person program that includes skits that deal with subjects including dating, rape, consent and other associated topics such as body language, alcohol and intervention. Trainees reported positive comments regarding increased awareness and understanding the problem after receiving "Sex Signals" training.
- During AIT, trainees receive reinforcement training. Courses longer than 8 weeks must include 2 hours of SHARP reinforcement training. Courses longer than 23 weeks receive initial reinforcement training, and follow-on training quarterly through graduation.
- In Basic Officer Leader Course (BOLC) A schools (USMA/ROTC/OCS/WOCS) students receive 3 hours of SHARP instruction. SHARP training in BOLC is standardized and includes 1.5 hours of SHARP instruction of progressive training and 2 hours of "Sex Signals" interactive training.
- Cadre are trained at Drill Sergeant School and the AIT Platoon Sergeant Courses. Drill Sergeants receive 13.5 hours on treatment of Soldiers and they are taught how to instruct Equal Opportunity, SHARP and Values training. The AIT Platoon Sergeant Course and other Cadre training include 4 hours on the treatment of IET Soldiers. All AIT Platoon Sergeants and 25% of Drill Sergeants are required to attend the Master Resilience Training Course. The course provides training on dealing with post-incident recovery periods and additional risk assessment training.
- IMT Company Commanders and First Sergeants receive 6.5 hours of training on how to treat Soldiers. They also receive 1.6 hours of training of SHARP training.
- IMT Brigade and Battalion Command Teams receive 5.5 hours of training on how to treat Soldiers during the IET pre-command course. They also receive 1.5 hours of SHARP training.

### **Timing, content, and effectiveness of student feedback mechanisms.**

- Installations and schools have systems in place to collect feedback from trainees. Sensing sessions are conducted during the three phases of BCT, and drop boxes for notes/letters to leadership are available for anonymous feedback. Fort Lee had an email account in which students could email the Commander and First Sergeant about any

issues or concerns. The Red Team did not observe the leadership email account at other sites. The leadership email account is not a mandatory feedback mechanism, but the Red Team considered this to be a best practice.

## **RECOMMENDATIONS/ACTIONS TAKEN**

The Red Team recommendations for Army implementation are summarized below:

**Selection, training, and oversight of Instructors and Leaders who directly supervise initial military training; considering the potential benefits of increasing the number of female training instructors.**

- Recommendation: The Army should continue current screening procedures at the local and Headquarters, Department of the Army levels to ensure personnel selected for instructor duty meet eligibility requirements.

**Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors.**

- Recommendation: The Army has made great strides in addressing the manning shortfalls with regard to Drill Sergeants, Platoon Sergeants and Instructors. The Army should continue to assess and monitor ratios by gender of instructor to student, as well as leaders to student, particularly as the Army broadens opportunities for women.

**Internal controls in place to identify and prevent behavior inconsistent with established standards by instructors throughout all phases of Initial Military Training.**

- Recommendation: The Army should continue to reinforce standards of zero tolerance of sexual misconduct and inappropriate relationships between students and cadre. Additionally, the Army should identify and share best practices and request the appropriate agency i.e. Inspector General, Red Team etc., conduct assessments annually at all IMT installations to ensure compliance with the SHARP Program.

**Student accessibility to Sexual Assault Prevention and Response (SAPR) services.**

- Recommendation: When feasible, SARC/VA offices should be located in an area in the same vicinity of the command Chaplain's office which allows for increased confidentiality, convenience, and access to an additional service.

**Timing, content, and delivery of SAPR related training.**

- Recommendation: The Army has developed a very comprehensive training plan for SHARP in IMT. At every level, Commanders and Noncommissioned Officers should

continue an emphasis on training to ensure use of various interactive resources (e.g. testimonials, subject matter experts in advocacy/ investigation/prosecution, skits similar to “Sex Signals”). Additionally, SARCs/VAs and trainers should reinforce key SHARP concepts to trainees and cadre and have a good functional knowledge of the program.

- **Action in Progress:** The Army is updating all sexual harassment/sexual assault Professional Military Education (PME), Civilian Education System (CES), and Annual Unit Refresher Training (URT), incorporating more videos, scenario-based exercises and role playing activities to enhance the learning experience and provide Leaders, Soldiers and Civilians the skills to effectively support the Army’s intent to achieve cultural change.
- **Action in Progress:** The Army has trained more than 15,000 unit SARCs/VAs utilizing the SHARP certification 80-hour curriculum. This course meets National Organization of Victim Advocacy certification requirements and was recognized by the Department of Defense (DoD) as a Best Practice (January 2013). The Army is working closely with DoD to ensure all SARC/SHARP and VA/SHARP personnel are credentialed NLT September 30, 2013.

**Timing, content, and effectiveness of student feedback mechanisms.**

- **Recommendation:** Use of feedback mechanisms for trainees and permanent party personnel is adequate. Commanders should continue to report sensing session findings as a means of deterrence.
- **Action in Progress:** The Army continues to emphasize the revised requirements of increased command climate surveys in accordance with AR 600-20, Appendix E.



**SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000**

**SEP 25 2012**

**MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHIEFS OF THE MILITARY SERVICES**

**SUBJECT: Prevention and Reporting of Sexual Assault and Other Misconduct in Initial Military Training**

Sexual assault has no place in the military or the Department of Defense. It is an affront to the American values we defend and the good honor of our Service members and their families. I note that the abhorrent behavior of some is not representative of the men and women in our military who are responsible for the care of our youngest and most vulnerable Service members. We must do everything we can to prevent sexual assault, ensure a climate that supports victims' ability and desire to report this crime, and to hold perpetrators determined to have committed a sexual assault or other offense appropriately accountable.

Regardless of Service or accession method, Department surveys indicate our youngest, newest Service members are the most likely to experience a sexual assault. So that they may become successful soldiers, sailors, airmen, and marines, we owe our people a safe and secure initial military training environment, which includes basic training and follow-on advanced or technical training for enlisted personnel and initial skills training for commissioned officers. We must also verify that the policies and procedures we have in place deter those who would ignore standards and engage in inappropriate behavior or criminal activity. In addition, trainees must have unobstructed access to timely, private reporting of sexual assault and other misconduct. I expect you to convey directly to all personnel within your training organizations the absolute necessity of providing a safe and professional training environment.

While we have put many new policies in place to address sexual assault and its impact on the victim, recent events at Lackland Air Force Base make clear that we still have more work to do. Therefore, I am directing that each Department perform a comprehensive assessment of its initial military training to include, but not be limited to, the following areas:

- Selection, training, and oversight of instructors and leaders who directly supervise initial military training. This review should particularly consider the potential benefits of increasing the number of female training instructors;
- Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors;
- Internal controls in place to identify and prevent behavior inconsistent with established standards by instructors and leaders throughout all phases of initial military training;

**002839**

- Student accessibility to Sexual Assault Prevention and Response (SAPR) services;
- Timing, content, and delivery of SAPR-related training; and
- Timing, content, and effectiveness of student feedback mechanisms.

Please report your findings and recommendations back to me, through the Under Secretary of Defense for Personnel and Readiness, by February 8, 2013.

A handwritten signature in black ink, appearing to be "L. R. Brown", written in a cursive style.

cc:

Under Secretary of Defense for Personnel and Readiness  
General Counsel  
Assistant Secretary of Defense for Legislative Affairs  
Assistant Secretary of Defense for Public Affairs

Department of the Navy Sexual Assault Prevention and Response Office

**REPORT ON ASSESSMENTS OF  
INITIAL MILITARY TRAINING ENVIRONMENTS**

February 7, 2013

**I. BACKGROUND**

In September 2012, the Secretary of Defense (SECDEF) directed the Secretaries of Military Departments and the Chiefs of Military Services to perform comprehensive assessments of “initial military training environments” – to include basic training and follow-on advanced or technical training for enlisted personnel and initial skills training for commissioned officers – with specific respect to the prevention and reporting of sexual assault and other misconduct. The tasking cited events at Lackland Air Force Base, where published reports suggest a number of recruit instructors engaged in inappropriate contact with female trainees, some of which constituted sex crimes under the Uniform Code of Military Justice. Updated SECDEF guidance in November 2012 called for the Services to additionally consider the applicability of 22 findings and 46 recommendations contained in the subsequent Air Force “Commander Directed Investigation Report” on enlisted training.

At the direction of the Secretary of the Navy (SECNAV), the Department of the Navy Sexual Assault Prevention and Response Office (DON-SAPRO), during October 2012 to January 2013, conducted site visits to 23 initial military training locations across the Navy and Marine Corps. Instead of attempting detail-oriented inspections, we instead undertook broad-based inquiries that focused on two major areas: the professionalism and oversight of instructors, and the overall command climate with respect to gender issues and sexual assault in particular. Several of our team members had prior experience in program assessment, and our assessments represent Department-level perspectives based on multiple sources of local input. Our process involved an important cross-section of the numerous initial military training sites across the Navy and Marine Corps – it would be impossible to visit them all by any reasonable deadline – and we visited all three Department of the Navy recruit training facilities: Recruit Training Command (RTC) Great Lakes, Marine Corps Recruit Depot (MCRD) San Diego, and MCRD Parris Island.

At each location, a team of five or six DON-SAPRO staff members received a command in-brief, interviewed key stakeholders, and conducted separate focus group discussions with male and female students and instructors. Focus groups were led by an experienced facilitator while another team member took confidential notes. We conducted a total of 180 focus groups with over 2,570 participants. In-briefs usually included group discussions with the local command leadership team. Separate stakeholder interviews were conducted at each site with the Commanding Officer, the senior enlisted leader (Command Master Chief or Command Sergeant Major), the Sexual Assault Response Coordinator (SARC), the command judge advocate or legal officer, local Naval Criminal Investigative Service (NCIS) agents, medical personnel, and chaplains. We typically spent one or two days at each location. We invited headquarters-level observers from the Navy and Marine Corps, and they joined us at most sites.

The Department of the Navy's high priority on combating sexual assault pre-dates the current SECDEF tasking, and we had already scheduled site visits to all three Navy and Marine Corps recruit training locations, at the direction of SECNAV, immediately after learning of events at Lackland Air Force Base. In 2009, SECNAV created DON-SAPRO as a new Secretariat-level entity reporting directly to him. In 2010 we visited several Navy and Marine Corps training sites nation-wide to learn about risk factors unique to the training environment. That work led us to collaboration with Navy senior leaders and local commanders at Training Support Center (TSC) Great Lakes, where unique challenges involved a concentration of young and high-risk new Sailors in various curricula immediately following recruit training. Multiple simultaneous strategies have reduced sexual assaults there by over 70% since early 2011. The Secretary and both Service Chiefs have been personally engaged in major Sexual Assault Prevention and Response (SAPR) initiatives since 2009, and over 100,000 Sailors and Marines participated in a 2011 Department-wide anonymous sexual assault survey.

In the report that follows, Section II lists the sites we visited; Section III discusses our overall findings; Section IV highlights "Best Practices" we encountered; and Section V presents summary impressions from each separate visit. Site-specific descriptions sequentially include a command overview, information about the student population, material specific to instructors, insights into the command climate, a summary of local SAPR training activity, and (where applicable) reference to local trends in places where recent major changes have occurred.

## II. SITES VISITED

### Navy Recruit Training

- Recruit Training Command, Great Lakes (Illinois)

### Navy Post-Recruit Enlisted Training

- Training Support Center, Great Lakes (Illinois)
- Naval Air Technical Training Center (Pensacola, Florida)
- Navy Medicine Training Support Center (Fort Sam Houston, Texas)
- Center for Information Dominance Unit Corry Station (Pensacola, Florida)
- Naval Submarine School (Groton, Connecticut)
- Fleet Anti-Submarine Warfare Training Center, and Mine Warfare Training Center (San Diego, California)  
(co-located in San Diego)
- Naval Construction Training Center, Gulfport (Mississippi)
- Naval Technical Training Center, Meridian (Mississippi)
- Naval Technical Training Center, Lackland (Lackland Air Force Base, Texas)
- Navy and Marine Corps Intelligence Training Center (Virginia Beach, Virginia)
- Navy Diving and Salvage Training Center (Panama City, Florida)
- School of Music (Little Creek, Virginia)

### Navy Officer Training

- Basic Division Officer Course, San Diego (California)
- Basic Division Officer Course, Norfolk (Virginia)
- Officer Training Command, Newport (Rhode Island)

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### Marine Corps Recruit Training

- Marine Corps Recruit Depot, San Diego (California)
- Marine Corps Recruit Depot, Parris Island (South Carolina)

### Marine Corps Post-Recruit Enlisted Training

- School of Infantry-West (Camp Pendleton, California)
- School of Infantry-East (Camp Geiger, North Carolina)
- Marine Corps Combat Service Support Schools (Camp Johnson, North Carolina)
- Marine Corps Communication-Electronics School (Twentynine Palms, California)

### Marine Corps Officer Training

- The Basic School (Quantico, Virginia)

## III. SUMMARY FINDINGS

“Initial military training environments” as defined here, and the students in them, are diverse and complex – every setting we visited was different from the others. We saw a full spectrum of relationships between various Navy schools and their supporting but separate Training Support Centers (TSC’s, or their equivalent) – ranging from nearly complete separation of classroom academics and Sailor management by independent commands; to close coordination of overlapping activity by still-separate commands; to settings where schools themselves manage their own barracks and all aspects of student life. In many settings, junior entry-level students are joined by older “Fleet Returnees” transitioning for various reasons to a new career field, and both groups sometimes sequence immediately into follow-on advanced training at the same location. Some schools are in isolated locations with few distractions; others are tenants of large and busy operational bases; and some are located aboard other-Service facilities where support infrastructure and practices may seem foreign. Students in some curricula are highly screened and must maintain security clearances. Some curricula are so intensely demanding that formal other presentations command little attention. Together these factors unavoidably blur assumed distinctions between definitional levels of training and complicate representations of student or instructor populations.

At every place we visited, without exception, Commanding Officers were very aware of Sexual Assault Prevention and Response (SAPR) issues and engaged in visible values-based leadership. One might presume that Commanding Officers would do some amount of short-term preparation for a Department-level site visit, but the consistent impressions we got from multiple sources at each location could not have been manufactured. At many locations, we found pervasive evidence of impassioned leaders and engaged subordinates. A tough-as-nails Navy diver spoke candidly about the importance of incorporating women in his community, and a gruff combat experienced Marine talked openly about his perspectives as the father of a co-ed. The focus was usually not isolated to sexual assault, but rather included SAPR concerns in broader (and prideful) emphases on military professionalism, core values, standards of conduct, and personal accountability. These common factors transcended substantial variations in command location, infrastructure, and specific training practices. Most locations utilized some combination of visible leadership, explicit standards of conduct, aggressive anti-alcohol efforts, repeated messages of intolerance for sexual assault, genuine student mentoring, and strict disciplinary consequences for misconduct. In fairness, it was not always this way everywhere – stakeholders at several locations mentioned obvious change over the past one or two years. Navy leaders had high regard for the “SAPR-L” (Leadership) training they all had attended, and Marines were all aware of the Commandant’s priority on combating sexual assault.

We do not presume the naval Services have yet overcome Service-wide challenges of preventing sexual assault and ensuring compassionate support for sexual assault victims – work remains on both fronts. Our observations from 23 site visits, however, are very positive. The primary challenge specifically in Navy and Marine Corps initial military training environments may not be to define new requirements, but rather to sustain command climates and current levels of effort – no simple task given continuous student turnover. From that perspective, and in view of the complexities outlined above, we are reluctant to propose specific recommendations, and instead outline below several “Best Practices” and summarize our site-specific notes.

#### IV. BEST PRACTICES

1. Command Leadership. The best settings involve spectrums of effort led by Commanding Officers who are passionate about mentoring students, instilling core values, and holding offenders accountable. They are highly visible within their schools. Their approach encompasses sexual assault, alcohol incidents, hazing and harassment, and instructor integrity. They express personal responsibility for service communities. Their zeal is obvious to subordinates.

2. Commandant's Campaign Plan. The Commandant of the Marine Corps (CMC) in 2012 implemented a formal "Campaign Plan" against sexual assault. The document and strategy are noteworthy in their own right, but the Commandant's personal involvement has been especially powerful. Every Marine leader knew about dedicated General Officer meetings on sexual assault and stand-down training led by senior regional commanders. Within the unique culture of the Marine Corps, the Commandant's intent is well understood.

3. New Navy Training Tools.

- "SAPR-L." The Navy's "Sexual Assault Prevention and Response Training for Leaders" or "SAPR-L" is a 2-hour program designed for officers and senior enlisted personnel that involves a 30-minute video followed by facilitated small-group discussion led by local command leadership. It was deployed Navy-wide in 2012. The professionally filmed video portrays fictional but characteristic events leading up to the sexual assault of one Sailor by another. Numerous attendees told us the training was relevant and impactful – "the best SAPR training we've ever had."
- "Bystander Intervention." The Navy's new "Bystander Intervention" curriculum includes three structured, sequential, and facilitated 90-minute small-group discussion sessions. Students select and discuss the "best" of several behavior options in various scenarios to explore issues of men's violence against women and empower them to intervene in dangerous social situations. The program has been deployed for all entry-level "A" School students.

4. Senior Leader "Drumbeat" Coordination. An important component of multiple initiatives at Training Support Center, Great Lakes (TSCGL) involved local support coordinated by quarterly "Drumbeat" meetings convened by Commander Navy Region Mid-West. Key stakeholders were assembled to review and coordinate their separate activities and to reinforce the Commander's priority on sexual assault prevention. The effort was widely noticed by subordinates throughout the base.

5. Chaplains. Several schools make especially prominent use of chaplains as student resources for protected conversations, and simultaneously as command assets in actively monitoring command climate. At many Marine Corps locations, chaplains join young Marines in various activities and exercises, and leaders encourage students (even if they are not religious) to utilize chaplains as a sounding board for personal issues. At the Naval Submarine School, a chaplain office is centrally located in the main classroom building for easy and discrete access. Both

Navy and Marine chaplains have received specialized community training as sexual assault first responders.

6. Explicit Standards of Conduct. Several locations promulgate explicit expectations for instructor integrity that forbid any social interaction with students during or after their curriculum. More than one requires advance requests for instructors to attend graduation parties and would refuse if alcohol were involved. Instructors who are accused of misconduct are immediately “removed from the podium” while investigations are conducted.
7. Multiple reporting mechanisms. The best settings employ multiple levels of feedback, sometimes including anonymous course critiques and frequent Quality of Life surveys and required in-person interviews with students. Suggestion boxes are common but the least useful of various mechanisms.
8. Civilian Community Coordination. Major commands in Pensacola, Florida participate in monthly meetings with the local Chamber of Commerce and the joint military-civilian Underage Drinking Task Force. “Shore Patrol” type military watches are also conducted at the on-base “Portside Club.” Meanwhile, TSCGL works with the Naval Criminal Investigative Service (NCIS) an occasional basis to send NCIS agents (when their resources permit) in a highly visible manner to break-up hotel room alcohol parties.
9. Innovative Local Practices.
  - Senior-Junior SAPR Mentoring. At Navy Technical Training Center, Lackland the week-six students in Master-At-Arms “A” School re-attend SAPR training along with new week-one students, then break up into gender-specific discussion groups to help the new arrivals prepare for exactly what challenges to expect.
  - Monitoring Alcohol Behavior. At Training Support Center, Great Lakes senior “Fleet Returnee” students are organized to monitor junior students at the on-base club and “pull them out of line” if found to be drinking too much. The strategy so well that club managers complained of decreased alcohol sales – seen locally as a sign of success. Meanwhile, the Commanding Officer asks taxi drivers where they typically take students in town, and he regularly visits those establishments to have a beer and say hello to Sailors there. Local bar owners recognize him and dislike the practice, but Sailors get the message. Elsewhere, another Commanding Officer during orientation week asks under-age students to raise their hands – he then reminds them it is illegal for them to drink, and he also instructs the others to not tolerate their drinking or supply them with alcohol.
  - “The Accused.” At Naval Technical Training Center, Meridian all students watch the 1988 Jodi Foster film, “The Accused,” and then participate in follow-on discussion. The film is uncomfortable to watch and involves a woman who is gang raped by several drunken bar patrons – it focuses on her subsequent experiences as a victim and on the role of bystanders who cheered on the rape.

- Weekly liberty briefings. Senior enlisted leaders at the Naval Submarine School hold weekly (Thursday) large-group liberty briefings to review local weekend activities and to re-emphasize expected standards of conduct along with messages of intolerance for alcohol abuse and sexual assault. Other commands conduct similar briefings on various levels. A variation utilized at Marine Corps Combat Service Support School involves addressing all students as a group at the end of liberty periods.

10. “CSADD.” The Coalition of Sailors Against Destructive Decisions (CSADD) is a peer-mentoring program for junior Sailors. Chapters operate with local command support, and they sponsor a variety of local social activities and community projects. Participants at TSCGL produced a series of excellent You-Tube videos and posters on “Bystander Intervention.”

11. Force Preservation Council. Individual Marine Corps commands (below the installation level) utilize a structured and multi-disciplinary approach to raise command-level awareness of any “at-risk” Marines, including but not limited to sexual assault victims, and to coordinate support or other action as necessary. The council meets monthly to keep Commanding Officers informed of those who are struggling with various issues. The emphasis is on safety and helping Marines maintain performance.

12. Barracks Oversight. The best locations paid close attention to leadership presence and monitoring of activities in student barracks. Some locations assigned 24/7 onboard watch and roving patrols by senior enlisted personnel – not just the routine “fire watch” duty stood by junior enlisted personnel. Video monitoring of barracks hallways or common spaces (such as laundry rooms) is a useful adjunct.

## V. SITE OBSERVATIONS

### NAVY RECRUIT TRAINING

#### Recruit Training Command, Great Lakes

1. The Navy conducts all recruit training of new Sailors at Recruit Training Command (RTC) Great Lakes, located about 40 miles north of Chicago, Illinois. Recruit training, including initial processing, lasts about 8.5 weeks, and prospective Sailors typically spend 9-12 months in “delayed entry” status waiting for an opportunity to begin. Recruits in training have little free time, and they do not receive liberty privileges. Upon graduation, most new Sailors proceed directly elsewhere to a Navy “A” School for entry-level occupational training within numerous naval “ratings” and Navy Enlisted Designations (NEC’s).
2. The recruit population size at RTC Great Lakes varies seasonally and averages about 7000. About 21% are female. Recruit Divisions of 88 recruits share large berthing compartments within barracks buildings referred to as “Ships.” Many Recruit Divisions are mixed-gender, where recruits live in single-gender compartments but come together for training. The number of female recruits does not facilitate gender integration of all Recruit Divisions – some are all-male, but none are all-female. Recruit training is physically and emotionally demanding. Many factors contribute to attrition, which averages about 9% for males and 14% for females. Recent trials have explored the relative performance of all-female Recruit Divisions.
3. Recruit Division Commander (RDC) candidates are subjected to rigorous, formal, and multi-level screening. Recruit Division Commanders are highly respected and such duty is career enhancing and sought after. Those selected first attend 13 weeks of instructor training, which has its own 10-20% attrition rate. Strict standards of conduct are enforced on RDC’s throughout recruit training, and they are never alone with individual recruits at any time. Of the 601 RDC’s at RTC Great Lakes, 126 (21%) are female. Every Recruit Division, including those with all male trainees, has at least one female RDC assigned. They are augmented by several layers of active and visible direct oversight.
4. The command climate at RTC Great Lakes is professional and disciplined. Sexist or degrading comments are not tolerated. Recruits have easy access to medical personnel, Victim Advocates (VA’s), chaplains, and other RDC’s – all of whom, in turn, have good access to command leadership. Female recruits are closely monitored and mentored by RDC’s of both genders. They have good access to women’s health services at a nearby medical clinic. All recruits submit voluntary anonymous surveys at several points during their training, and selected recruits from every Recruit Division are individually interviewed by senior staff personnel to assess their experiences and check for any mistreatment. Three social worker counselors visit daily with referred or self-referred recruits through a unique local “Counsel & Advocate in the Recruit Environment” (CARE) program. Recruits themselves and many others confirmed that recruits in training are not afraid to report misconduct. Reporting has increased to 1-2 per month of alleged recruit-on-recruit sexual assault involving inappropriate touching in mixed-gender situations – all are aggressively investigated, substantiated incidents result in visibly serious consequences for offenders, and victims continue in training. Several recruits have also made

restricted or unrestricted reports of prior sexual assaults. There have been no alleged sexual assaults of recruits by RDC's in the past year.

5. Recruits in training receive multiple doses of formal Sexual Assault Prevention and Response (SAPR) training, starting within days of arrival and totaling at least 2 hours. The same concepts are built into numerous other presentations and training exercises, including presentations to all recruits by the Commanding Officer and Command Master Chief. All RDC's receive SAPR training during instructor training.

6. Our summary observations above reflect positive change at RTC Great Lakes in the past 6-9 months. The Commanding Officer at RTC Great Lakes arrived in mid-2012, and he quickly became active and visibly engaged in demanding professionalism and accountability among RDC's. His efforts so far seem effective. They were necessary and must continue. In June 2012, immediately before the current Commanding Officer arrived, two Recruit Divisions were physically hazed (non-sexually) by several RDC's while others present failed to intervene and did not report the incident. Command leadership took immediate and aggressive action after concerns were raised by medical personnel (fortunately, no recruit was seriously injured, and all went on to complete training). We have also heard concerning descriptions of the prior command climate at RTC Great Lakes – from graduates in our focus groups at several post-recruit enlisted training locations, and others – that included demeaning of recruits and tolerance for sexual harassment. We have no immediate additional recommendations, but plan a follow-on site visit in six-nine months in order to confirm that change has been sustained.

## NAVY POST-RECRUIT ENLISTED TRAINING

### Training Support Center, Great Lakes

1. Training Support Center, Great Lakes (TSCGL) is located aboard Naval Station, Great Lakes (NSGL) in northern Illinois. The center provides Navy Military Training (NMT), student non-academic management, and administrative support for five separate training commands also at NSGL, which collectively operate 93 courses of instruction, including 32 entry-level "A" School and "Pre-A" School programs. This relationship makes TSCGL a single initial-training pipeline for a large segment of new Sailors just graduated from the nearby but separate Recruit Training Command (RTC) Great Lakes. Other Training Support Commands engage in a spectrum of support relationships with various Navy training programs elsewhere, but the unique concentration of "learning sites" within the relatively confined footprint of NSGL results in a uniquely close-knit partnership there. Students live in 13 barracks buildings, some of which utilize video monitoring.

2. About 10,300 Sailors train annually at TSCGL. The duration of their academic programs varies widely from several weeks to 9-12 months. The average TSCGL student population size is about 4000, about 25% of whom are female. Students earn liberty privileges in progressive increments over the first six weeks of their training. "Liberty Buddies" are always required, and overnight liberty is not authorized until week six.

3. Navy Military Training Instructors (NMTI's) at TSCGL are selected and screened by community managers. They receive dedicated instructor training before beginning duty. About 200 staff personnel are assigned to TSCGL, including 138 NMTI's. About 17% of staff personnel are female, including the Executive Officer and Command Master Chief. Strict standards of staff conduct are explicitly promulgated, and social relationships with students are strictly prohibited. Instructor misconduct is unusual and aggressively addressed. No NMTI's in recent memory have been the subject of sexual assault allegations. The instructor-to-student ratio at TSCGL is about 1:29, and the leader-to-instructor ratio is about 1:13. Instructors are subject to random direct oversight during class time.

4. The command climate at TSCGL is professional and disciplined. Students have easy access to Victim Advocates (VA's), other instructors, senior enlisted mentors, medical personnel, and chaplains. Commanding Officer Suggestion Boxes and Student Services Suggestion Boxes are located in the school houses, barracks, and command building. The Commanding Officer and other command leaders are highly visible throughout the command and repeatedly emphasize values-based standards of student conduct including intolerance of alcohol abuse and sexual assault. Numerous local initiatives have been utilized to combat alcohol abuse – the Naval Criminal Investigative Service (NCIS) is occasionally utilized to break up hotel-room drinking parties; the Commanding Officer personally visits local bars; senior "Fleet Returnee" students are utilized to monitor junior Sailors at the on-base club and send them back to their barracks when they've had too much to drink; and Non-Judicial Punishment (NJP) actions are widely publicized. The command sponsors a number of positive student activities. The Coalition of Sailors Against Destructive Decisions (CSADD) is a peer-mentoring program for junior Sailors. Chapters operate with local command support, and the program at TSCGL earned Navy-wide "Chapter of the Year" recognition in 2011. Students are comfortable reporting sexual assault, and a number have reported prior assaults before joining the Navy.

5. Students at TSCGL receive numerous episodes of Sexual Assault Prevention and Response (SAPR) training. All students receive 4.5 hours of Navy "Bystander Intervention" training in three consecutive after-hours evenings during week one. Between weeks four and six, they also receive another 1.5 hours of training during the interactive large-group "Sex Signals" program followed by small-group "After Burner" discussion sessions. Senior enlisted mentors present weekly liberty briefings to every student prior to every weekend – they review healthy liberty alternatives, sexual assault prevention, and responsible drinking. Other special SAPR training has included all-hands presentations of the "Happy Hour Tour" and "No Zebras – No Excuses." All staff members have received SAPR training, and many have attended the Navy "SAPR-L" (Leadership) program.

6. Much of the above represents positive change at TSCGL since early 2011, when partnership between TSCGL, senior Navy leadership, and DON-SAPRO resulted in the identification of numerous efforts to reduce the incidence of sexual assault among the high-risk population of young Sailors there. Serial site visits confirm dramatic and broad-based changes in attitudes and behavior. Careful tracking of sexual assault reports suggests a 70% or greater reduction in sexual assaults over a two-year period, accompanied also by a substantial reduction in alcohol-related incidents.

Naval Air Technical Training Center

1. The Naval Air Technical Training Center (NATTC) is located aboard Naval Air Station, Pensacola, Florida. As the Navy's largest aviation training center, NATTC operates 94 different training courses for enlisted and officer Sailors and Marines, including entry-level "A" School training for several Navy enlisted aviation ratings. Courses vary in length, and some students sequence immediately to more specialized instruction while still at NATTC.
2. About 15,500 students graduate annually from NATTC. The average student population includes 2100 Sailors and 1400 Marines. The average student age is 19 years. About 26% of students are female. Most "A" School students arrive shortly after graduation from Recruit Training Command (RTC) Great Lakes. Students receive progressive liberty privileges while in training. They live in nearby barracks where video monitoring is utilized in most hallways. A dedicated Chief Petty Officer is assigned to each barracks to maintain leadership presence. Female students are segregated in a separate barracks. The typical class size includes 28 students.
3. Instructors at NATTC are carefully screened by community managers. They receive instructor training followed by multiple layers of oversight and observation. Strict standards of conduct are explicitly promulgated. Instructor misconduct is unusual and addressed aggressively. Occasional episodes of fraternization in the past year resulted in harsh discipline that usually led to administrative separation. No instructor in recent memory has been the subject of a sexual assault allegation. There are about 850 staff at NATTC, including 58 female instructors.
4. The command climate at NATTC is professional and disciplined. The Commanding Officer is visible throughout the command and actively engaged in promoting a mentoring environment while also maintaining strict discipline. Students have good access to Victim Advocates (VA's), other instructors, senior enlisted leaders, medical personnel, and chaplains. They complete anonymous course critiques and the Commanding Officer reviews comments in an anonymous suggestion box. The command promotes numerous student off-duty activities and the local chapter of the Coalition of Sailors Against Destructive Decisions (CSADD) – a structured program for enlisted Sailor activities and peer-mentoring – is especially active. A special "Delta Barracks (female) Mentoring Program" reaches over 500 female Sailors in weekly open-forum discussions with female mentors from the NATTC staff to underscore core values while helping to empower them to avoid victimization and achieve success during their first tour in the Navy. Multiple forums, including weekly liberty briefings, are used to emphasize standards of conduct and intolerance for misconduct including alcohol abuse and sexual assault. The command participates in monthly meetings with the local Chamber of Commerce and the joint military-civilian Underage Drinking Task Force. "Shore Patrol" type military watches are conducted at the on-base "Portside Club."
5. Students receive Sexual Assault Prevention and Response (SAPR) training and the Navy "Bystander Intervention" program during indoctrination. Staff members also receive SAPR training upon arrival, and many have attended Navy "SAPR-L" (Leadership) training.

Navy Medicine Training Support Center

1. The Navy Medicine Training Support Center (NMTSC) is located at Fort Sam Houston in San Antonio, Texas. It provides housing and non-academic support for Navy students at the tri-service Medical Education Training Campus (METC), which in turn operates numerous medical training programs for Navy Hospital Corpsmen and their counterparts in the Army and Air Force. Training programs at METC include the entry-level (“A” School) Basic Medical Technician Corpsman (BMTC) Program for the Navy enlisted “Hospital Corpsman” (HM) rating. Air force students and instructors also participate in that particular program. Academic curricula and classroom instruction are coordinated for all programs by METC, whose academic instructors include civilians and uniformed members of Army, Air Force, and Navy. Command relationships are complex, as METC is a tri-service “campus” – not a joint command. Each service is separately responsible for military instruction, personnel management, and discipline of their students and instructors outside the classroom, and NMTSC fills that role for the Navy personnel at METC. Students arrive shortly after graduating from Recruit Training Command (RTC) Great Lakes, and spend a week in orientation and Navy Military Training (NMT) before starting their medical training.
2. The average Navy student census at METC is 2500. Many “A” School students progress immediately to follow-on advanced courses also conducted at METC, blurring the distinctions between different student populations there. Most student Sailors live in separate Navy barracks that are entered via manned “Quarterdecks” and which feature roving security watches. Male and female students are segregated on separate barracks decks. Video monitoring is utilized in barracks common areas. When we visited in November 2012, there were about 1600 male students and 500 female students living in the Navy barracks.
3. The NMSTC staff of 539 includes 33 Navy Military Training Instructors (NMTI’s), of whom seven are females. These non-corpsman enlisted personnel are screened for instructor duty by Navy detailers. They undergo instructor training before arriving at NMSTC, where they receive another two weeks of orientation and must pass an oral board process before providing NMT to Sailor students at METC. They receive strict guidance prohibiting contact with students outside of official duties. Instructor misconduct is unusual. One was removed from duty over a year ago after an improperly familiar relationship with a student was observed by another instructor. No NMTI has been involved in any sexual assault allegation in recent memory.
4. The command climate at NMSTC is professional and disciplined. Students have good access to NMTI’s, senior enlisted mentors, Victim Advocates (VA’s), and medical resources. Sailor students in focus groups told us they would not hesitate to report a sexual assault. Twelve students did report sexual assaults during FY12 – most occurred off-base and involving fellow students and alcohol. Criminal investigations in the tri-service METC environment are conducted by the military service of the alleged offender. Until recently, there was only one Naval Criminal Investigative Service (NCIS) agent for about 7000 Navy personnel in the San Antonio area, and NCIS is relocating a second agent there. A new Sexual Assault Response Coordinator (SARC) was hired the week before our visit – the closest Navy SARC previously was at the Fleet and Family Support Center in Corpus Christi. While San Antonio and its famous River Walk are high-risk environments for alcohol abuse by young Sailors just out of

recruit training, the frequency of Alcohol-Related Incidents (ARI's) and underage drinking among students has actually dropped by 47% since medical training transitioned in 2011 to METC from the former Naval Hospital Corps School at Great Lakes.

5. Students receive Sexual Assault Prevention and Response (SAPR) training and the Navy "Bystander Intervention" program during their first week after arriving at NMSTC. The number of known sexual assault cases has declined since the three-segment (90 minutes each day for 3 days) "Bystander Intervention" program was begun in April 2012. Senior staff members have all received Navy "SAPR-L" (Leadership) training.

#### Center for Information Dominance Unit Corry Station

1. The Center for Information Dominance (CID) Unit, Corry Station (CIDUCS) is located in Pensacola, Florida. Its staff of 304 personnel (14 officers, 239 enlisted, and 51 civilians) operates 37 separate courses of instruction in computer network operations, cryptology, and cyberspace warfare. Most students are onboard for 3-4 months, although some sequential course programs can last up to 18 months. Most staff and students at CID require security clearances.

2. Student throughput in FY12 was 12,900. An average of over 1,900 students are onboard at any time – including about 1,300 Sailors in five Navy post-recruit "A-School" courses, 80 Marines in four Marine Corps post-recruit Military Occupational Specialty (MOS) courses, and a small number of students in several initial-level courses for officers. About 20% of the Navy students are female. Students live in nearby barracks with video monitoring in some common areas. They receive progressive liberty privileges but must always have two "Liberty Buddies" while off-base. Alcohol consumption is prohibited within eight hours of any training event. A number of instructors and other staff are females, and the Commanding Officer is a female with prior enlisted experience.

3. Instructors are pre-screened and undergo two weeks of dedicated instructor training. Strict standards of conduct are explicitly promulgated. Social relations with students are strictly forbidden both during training and for six months afterward. Instructors must even request permission to participate in student-organized class social events. Senior enlisted leaders make unannounced visits several times per week to every classroom – sometimes speaking to students while the instructor steps out. The average class size is 22 students with one primary instructor. Instructor misconduct is rare and aggressively addressed. No CIDUCS instructor has been accused of sexual assault. An instructor who made a student sing a song after inadvertently leaving their ID card in a computer was removed from duty and charged with hazing after refusing Non-Judicial Punishment (NJP). The entire schoolhouse then conducted training on hazing. An enlisted instructor and student engaged in a one-month consensual relationship in 2010 were both punished at NJP – the instructor was removed from duty, was demoted, lost his specialty certification, and then was later forced out of the Navy due to "high-year tenure" limits at his new lower rank.

4. The overall command climate at CIDUCS strongly reflects the academic rigor of its courses and the inherent sensitivity of their subjects. Personal integrity and individual standards of

conduct are strongly emphasized and strictly enforced, and the Commanding Officer is nothing short of passionate in visibly promoting values-based leadership and behavior throughout the command. Students complete anonymous course critiques and instructor critiques. They have easy access to Victim Advocates (VA's), other instructors, senior enlisted mentors, medical personnel, and chaplains. The Commanding Officer reviews comments from an anonymous suggestion box. Chaplains play an especially prominent role in monitoring command climate and in counseling individual students. Chaplains with security clearances walk throughout the compound and hear a litany of miscellaneous issues. Students confirmed to us they would not hesitate to report instructor misconduct or sexual assault. Misconduct does occur among the young student population, but is relatively unusual for the size of the student population. The command promotes numerous student off-duty activities and the local chapter of the Coalition of Sailors Against Destructive Decisions (CSADD) – a structured program for enlisted Sailor activities and peer-mentoring – is especially active. Students receive weekly classroom safety briefings.

5. Before starting their technical curricula, Navy students arriving from recruit training spend their first two weeks in Navy Military Training (NMT), which includes Sexual Assault Prevention and Response (SAPR) instruction and the 3-session Navy “Bystander Intervention” program. Core values, suicide prevention, and sexual assault prevention are discussed in numerous command briefings and discussions.

### Naval Submarine School

1. The Naval Submarine School is located aboard Naval Submarine Base (NSB), New London in Groton, Connecticut. The school operates a number of courses for officers and enlisted Sailors in all aspects of submarine operations and warfare. About 1800 enlisted Sailors and 500 officers annually receive training there. The school's Basic Enlisted Submarine School (BESS) is six weeks long and represents a common training pipeline for all enlisted submariners. They arrive shortly graduating from Recruit Training Command, Great Lakes and proceed after BESS to various specialized submarine training programs at NSB New London and elsewhere. Assignment to the submarine service is highly selective – students and instructors at the Naval Submarine School are carefully screened and require a security clearance.

2. The average population size of enlisted students at Naval Submarine School is about 1200. All are male, although a limited number of female officer students have recently completed the separate Submarine Officer Basic Course. Enlisted students live in nearby barracks operated directly by the school. Video monitoring is utilized in barracks hallways, and alcohol is strictly forbidden. Students receive progressive levels of liberty privileges.

3. Instructors at the Naval Submarine School are screened after demonstrating superior performance and leadership during submarine duty. Officers are interviewed in advance by senior leaders. All attend three weeks of instructor training, followed by observed classroom performance and several levels of oversight. Strict standards of conduct are explicitly promulgated, and social relations with students are prohibited. Every class has two instructors. Students are addressed by their last names only. Instructor misconduct is rare and aggressively

addressed. One instance in 2012 involved off-color joking and inappropriate touching of students by an instructor – the behavior was reported by students to another instructor; the offender was immediately removed from duty and disciplined. No instructors have been the subject of sexual assault allegations.

4. The command climate at Naval Submarine School is intensely professional and disciplined. Sexual assault and alcohol abuse are not tolerated. Standards of conduct are enforced by instructors and peers alike. In one instance, 18 months ago, base exits were temporarily closed while leadership investigated an alleged incident of groping of a female facility staff member by a student in a crowded setting – the offender was never identified, and a command stand-down was held. Students are comfortable reporting misconduct and would report sexual assault. Students complete anonymous course critiques and also quality-of-life surveys, and their feedback has often been candid. They have excellent access to Victim Advocates (VA's), other instructors, senior enlisted mentors, medical personnel, and chaplains. Chaplains play an especially prominent role in monitoring command climate and mentoring individual students – a chaplain office is centrally located in the main classroom building for easy and discrete access. Student complaints about instructors are virtually unknown. No students have made restricted or unrestricted reports of sexual assault in the last year, although 2-3 cases per year were the prior norm. Despite its mostly-male population, the base has a Sexual Assault Response Coordinator (SARC) and an active SAPR training program. Students receive weekly group “liberty” briefings by senior enlisted leaders, where local activities are announced and standards of conduct are reinforced.

5. Students receive Sexual Assault Prevention and Response (SAPR) training during Navy Military Training at the school, and related concepts are built into numerous presentations to students by command leadership, chaplains, and others. All students receive Navy “Bystander Intervention” training between BESS and subsequent “A” schools. Staff members have received Navy “SAPR-L” (Leadership) training. Many instructors have been trained as Victim Advocates.

#### Fleet Anti-Submarine Warfare Training Center Mine Warfare Training Center

1. The Fleet Anti-Submarine Warfare Training Center (FLEASWTRACEN) operates 78 active courses including entry-level “A” School training for the enlisted “Sonar Technician – Surface” (STG) rating. The separate Mine Warfare Training Center (MWTC) operates 23 active courses including entry-level “A” School training for the enlisted “Mineman” (MN) rating. These two independent commands collaborate in several areas and are co-located aboard Naval Base Point Loma in San Diego, California. We visited both together. Their “A” School curricula are academically demanding – students in both programs are carefully screened and require a “Secret” security clearance. Most arrive shortly after graduating from Recruit Training Command (RTC) Great Lakes.

2. The average population size of Sonar Technician “A” School students is about 600, and about 25% are female. The Mineman “A” School program is smaller, its average student

population size is 36, and only occasional students are female (7-8 per year). Most students live in nearby barracks, where males and females are segregated on different decks. There is no video monitoring in the barracks. Students receive administrative support and Navy Military Training (NMT) from the separate Training Support Center (TSC) San Diego, which has manpower cognizance over thousands of Sailor students in diverse training throughout the region. Sonar Technician and Mineman "A" School students receive one week of NMT upon arrival, and their liberty is restricted during that time. Graduated levels of liberty privileges are earned afterward during "A" School training.

3. Instructors at both "A" Schools are carefully screened and virtually hand-picked by community leaders. Strict standards of instructor conduct are made explicit. Social interaction with students is strictly prohibited. Instructors are subject to several layers of direct oversight while teaching. Instructor misconduct is rare, and none have been involved in any sexual assault in the past several years. There was one case of instructor-student fraternization at FLEASWTRACEN over one year ago – the student was not an "A" School student; the misconduct was reported by other instructors; and the instructor was quickly removed from duty and has been administratively separated from the Navy. About 10% of instructors are female.

4. The command climates at both "A" Schools are professional and disciplined. Command leaders are well-versed in Sexual Assault Prevention and Response (SAPR) concepts and visibly engaged in student welfare. Mineman "A" School students meet weekly with assigned mentors who are different from their classroom instructors. The Coalition of Sailors Against Destructive Decisions (CSADD) is a peer-mentoring program for junior Sailors. Chapters operate with local command support, and the program at FLEASWTRACEN earned Navy-wide "Chapter of the Year" recognition in 2012. Students were surprised at our focus group questions about instructor conduct and had nothing but very positive comments. Student misconduct is rare, and no "A" School student from either program has made a restricted or unrestricted report of sexual assault in at least several years. Students have easy access to mentors, other instructors, senior enlisted leaders, Victim Advocates (VA's), medical personnel, and chaplains. Students complete course critiques and the respective Commanding Officers review them personally.

5. All students receive formal SAPR training during NMT week. Command leadership at FLEASWTRACEN coordinates with TSC San Diego to supplement NMT instructors with personnel from FLEASWTRACEN to ensure that initial student indoctrination transitions seamlessly to the command climates and expected standards of conduct at FLEASWTRACEN and MWTC. Senior officer and enlisted staff at both commands have received Navy "SAPR-L" (Leadership) training and others are now receiving newly-released "SAPR-F" (Fleet) training.

#### Naval Construction Training Center, Gulfport

1. The Naval Construction Training Center (NCTC) at Gulfport, Mississippi conducts a variety of training courses in construction skills for Navy Seabees. The tri-service training environment also includes staff and students from the Army and Air Force, who are managed by separate Service-specific command structures. The two Navy "A" School programs at NCTC Gulfport are those for Builder Apprentices and Steelworker Apprentices, which in FY12 trained about

2000 and 200 student Sailors respectively. Almost all of these “A” School students were new Sailors who arrived immediately after recruit training at RTC Great Lakes. The Builder “A” School curriculum lasts 55 days; the Steelworker “A” School curriculum lasts 41 days; and each is preceded by one week of Navy student orientation and indoctrination. Selection for the close-knit Navy Seabee community is competitive, and prospective students typically wait up to one year in “delayed entry” status before joining the Navy.

2. About 15-20% of Seabee “A” School students are female. Male and female students train together and they live in barracks buildings which are co-ed but with specific blocks of rooms designated for females. Video monitoring is utilized in barracks common spaces, and continuous onboard staff presence is maintained by an Officer of the Day. Students receive progressively graduated liberty privileges, but cannot have cars while at NCTC Gulfport.

3. Instructor duty at NCTC Gulfport is career enhancing for Seabees and is highly sought after. Instructors are assigned by community detailers, usually after review with command leadership at NCTC Gulfport, but there is no formal screening process. Instructors are closely monitored by leadership and are rarely if ever alone with any individual student. All staff upon arrival sign a Navy “Page 13” acknowledgment form delineating strict standards for interaction with students. Social contact is prohibited during training and for six months after graduation, and guidance is being revised to specifically address prohibited social media contact. Female staff members include five of 83 Navy military instructors (6%) and the Executive Officer.

4. Focus groups confirm our own impression of a command climate that is highly professional and intolerant of misconduct. Both students and instructors spoke with pride of Navy Seabee community and their desire to be at NCTC Gulfport. A recent command climate survey also indicated high levels of professionalism and a low risk of sexual assault. Navy Military Trainers conduct student behavioral mentoring at least weekly and before special occasions. They repeatedly emphasize clear messages about responsible standards of behavior and alcohol use. Command leadership is highly visible and the Commanding Officer frequently addresses the assembled students about his expectations. Alcohol is prohibited at most command functions, and alcohol infractions are addressed aggressively. In one instance, an underage Sailor received Non-Judicial Punishment for consuming one cup of beer at an on-base venue, as did other students who either offered the beer or stood by without intervening. In this environment, sexual assault is virtually unknown. The only report, restricted or unrestricted, in the past year involved a female student whose buttock was grabbed by an unknown male student while in the chow line. There have been no known instances of students assaulted by instructors. Students have multiple mechanisms to report issues, and they say they would not hesitate to report sexual assault. It is also clear to us, that in this close-knit community, it would be unlikely for others not to know of such an incident and report it.

5. Messages about sexual assault prevention are incorporated into numerous mentoring sessions and presentations by the Commanding Officer, but there is no dedicated sexual assault training module presented at NCTC Gulfport, and Navy “A” School students there do not receive the standardized “Bystander Intervention” training program. In addition, the local Sexual Assault Response Coordinator (SARC) position has been vacant for the past month, and SAPR program

support is being temporarily provided by the SARC at Naval Air Station, Pensacola, Florida. Plans are underway to hire a new local SARC, and to initiate formal SAPR training.

### Naval Technical Training Center, Meridian

1. The Naval Technical Training Center (NTTC) at Meridian, Mississippi conducts post-recruit Navy “A” School training programs for enlisted Personnel Specialists, Yeoman, Logistics Specialists, and Ships Servicemen. Over 1700 students trained at NTTC Meridian during FY12. The student population size varied from 150-500 and averaged about 300. Most “A” School students are new Sailors who arrive immediately after recruit training at RTC Great Lakes. Curriculum training at NTTC Meridian is computer-based and individually self-paced. Instructors provide assistance as needed, monitor student progress, and approve final testing at the completion of various modules. The average student-to-instructor ratio is 1:13. New students arrive every week and depart when they individually finish – there are no formal class-group cohorts. On average, Yeoman and Logistics Specialist students are onboard for about 60 days, while Personnel Specialist and Ships Serviceman students are onboard for about 30 days. Both estimates include one week of student orientation and indoctrination.
2. About 26% of students at NTTC Meridian are female, as are 33% of staff members. Students live in several nearby barracks, with female students segregated on a designated floor of one building. Video monitoring is not utilized. An onboard Command Duty Officer and assistant maintain leadership presence and sleep in designated barracks rooms. Students earn progressive phases of liberty privileges, and their status is displayed through color-coded dots on their ID cards. Students must specifically request every episode of overnight liberty, documenting their specific plans and telephone availability. More-senior “Fleet Returnee” students participate in a “Blue Rope” leadership program that leverages their experience to monitor and mentor junior Sailors.
3. Experienced Sailors with prior “Navy Enlisted Code” instructor certification can apply for instructor duty at NTTC Meridian. They are vetted by Navy detailers, usually with some input from local school managers, but there is no formal screening process. Upon arrival, they receive guidance on standards of conduct from the Commanding Officer, including strict prohibitions on social interaction with students for up to 30 days after graduation. Instructors are frequently monitored by course managers and command leadership, and are rarely alone with individual students, but may be during individual student counseling or assistance with coursework. This occurs more commonly at NTTC Meridian than elsewhere because of its reliance on self-paced training.
4. Defining features of NTTC Meridian include its moderate size and isolated location in rural Mississippi. On-base resources are pleasant and adequate, but limited in scope, and there are few nearby off-base establishments of any sort. In conscious response, command leaders maintain a very active command presence. The Commanding Officer (CO), Executive Officer (XO), and Command Master Chief (CMC) participate in physical training with students, and visit classrooms weekly for 10-15 minute interactive sessions. All students attend weekly Friday 30-45 minute “Fireside Chats” where local activities are reviewed and standards of behavior

reinforced. These are augmented by periodic “Booster Shot” 20-30 minute sessions where the Commanding Officer talks about his own experiences and lessons. A Commanding Officer’s suggestion box is used, and students complete anonymous course critiques. Misconduct, especially that involving under-age drinking, is handled severely and visibly through Non-Judicial Punishment (NJP). The command has not had an NJP case in 73 days; there has been no alleged instructor misconduct in seven months; and the last DUI among the command was over 18 months ago. Although students have been comfortable reporting sexual assault incidents in their past, there have been no reports of sexual at NTTC Meridian in the past year. The base chaplain, the SARC, the local NCIS special agent, and our focus group conversations with students and instructors all confirm these impressions.

5. Numerous staff members have received Victim Advocate training in a conscious effort to improve overall sensitivity to sexual assault issues. Sexual harassment and sexual assault are covered separately by the CO, XO, CMC, and SARC during command indoctrination. Students all attend the Navy “Bystander Intervention” program, which is presented in a half-day format. Several outside programs have also been periodically utilized, including “Comedy is the Cure,” “Shot of Reality,” Myths & Truths,” and the “Save-a-Life Tour.” In addition, all students watch the 1988 Jodi Foster film, “The Accused,” and then participate in follow-on discussion. The film is uncomfortable to watch and involves a woman who is gang raped by several drunken bar patrons – it focuses on her subsequent experiences as a victim and on the role of bystanders who cheered on the rape.

#### Naval Technical Training Center, Lackland

1. Naval Technical Training Center (NTTC) Lackland operates a number of training programs for Naval Security Forces and “Corrections” personnel, including entry-level “A” School training for the Navy enlisted “Master at Arms” (MA) rating. The facility is a tenant of Lackland Air Force Base in San Antonio, Texas, and its location facilitates access to important local small-arms firing ranges. Most “A” School students (95%) arrive shortly after graduating from Recruit Training Command (RTC) Great Lakes, while a few (5%) are “Fleet Returnees” with more Navy experience. Students spend their first week in general Navy Military Training (NMT), followed by the seven-week MA “A” School curriculum.

2. About 1500 students attended the MA “A” School during FY12. The student population size varies seasonally and averages 220. About 20-30% of students are female. Students live in nearby dormitory-style barracks where common spaces are video monitored. They progressively earn incremental levels of liberty privileges.

3. Instructors at NTTC Lackland are carefully screened by community managers. About 9% of instructors are female – they serve both as role models to female students and visible female leadership to male students. Strict standards of behavior are imposed on all instructors, and all forms of social interaction with students are forbidden. By policy, instructors are virtually never alone with individual students of either gender; students are virtually always escorted by peers; and two staff must be present to enter any barracks room. Allegations of instructor misconduct are rare and aggressively investigated. Subjects are quickly removed from teaching duty. The

last known episode of sexual assault by an instructor was in 2009 – it involved inappropriate touching, and the offender ultimately was administratively separated. In early 2012, an alleged inappropriate “flirtatious” relationship between an instructor and student culminated in an episode of “consensual” oral sex that was reported by a student classmate. The subject was removed from teaching, and the Naval Criminal Investigative Service (NCIS) began an investigation, but the outcome is pending as the student (a Reservist) completed her training, returned home, and has not remained in contact.

4. The command climate at NTTC Lackland is strictly disciplined and professional. Students receive continuous indoctrination on the high standards of integrity required by their career field and the disqualifying impacts of misconduct. Intolerance of sexual assault is a frequent message incorporated into many briefings and training activities. All levels of command leadership practice “intrusive leadership” in mentoring students, maintaining strict discipline, and especially combatting underage drinking, other alcohol-related misconduct, and all forms of sexual assault. The Commanding Officer, Executive Officer, and Command Master Chief, each individually and also as a team, are nothing short of passionate in these regards, and each maintains a highly visible presence throughout the command. Students have easy access to other instructors, staff mentors, Victim Advocates (VAs), medical personnel, and a Navy chaplain. Several students have reported episodes of sexual assault prior to entering the Navy.

5. Students receive several episodes of formal Sexual Assault Prevention and Response (SAPR) training, including the 4.5-hour Navy “Bystander Intervention” program during their NMT initial week. During the subsequent first week of MA “A” School, new students receive an hour of dedicated SAPR training that is followed immediately by gender-specific “SAPR Mentor” discussions with senior students during their week six of training. In this way, new students hear directly from their senior peers about real-life expectations of their personal behavior and pitfalls to avoid. These messages are reinforced through specific mention of alcohol and sexual assault issues in numerous command presentations throughout the curriculum, including weekly “Class Sponsor’s” briefings on weekend safety and standards of conduct. A command-wide “stand down” was recently utilized to discuss lessons from publicized incidents involving recruit trainees at Lackland Air Force Base and at RTC Great Lakes.

6. Our summary observations above reflect recent positive changes at NTTC Lackland since strict and values-based professionalism was consciously applied to the training programs there – largely in response to incidents elsewhere within the Master-at-Arms community. The number of disciplinary actions at NTTC Lackland has since declined by 90% since 2010.

#### Navy and Marine Corps Intelligence Training Center

1. The Navy and Marine Corps Intelligence Training Center (NMITC) is located aboard the Dam Neck Annex of Naval Air Station Oceana in Virginia Beach, Virginia. The command operates numerous separate courses for naval intelligence professionals, including entry-level “A” School training for the Navy enlisted “Intelligence Specialist” (IS) rating. The Intelligence Specialist “A” School curriculum lasts 12 weeks and is often followed by 2-4 months of additional follow-on training in various specialty areas. Students and staff are highly screened

and require security clearances – one inherent hallmark of their career field is a very low tolerance for integrity issues including alcohol abuse.

2. About 650 students annually attend Intelligence Specialist “A” School training at NMITC, and the average onboard student population is about 160. About 17% of students are female. Barracks hallways are video monitored, alcohol is forbidden in the barracks, and random room inspections are conducted daily.

3. Technical instructors at NMITC are carefully screened and vetted through senior current instructors and school leadership. The instructor-to-student ratio for “A” School training at NMITC is about 1:25, and the officer-to-instructor ratio is about 1:15. Five instructors are female. Strict standards of instructor conduct are explicitly promulgated, and social relations with students are strictly forbidden. (“You will go to Hell for fraternizing with a student.”) Students also receive centralized Navy Military Training (NMT) conducted by Training Support Center (TSC) Hampton Roads, whose personnel are embedded at NMITC and are also carefully screened. Both groups undergo dedicated instructor training, which includes Sexual Assault Prevention and Response (SAPR) training, before assuming duties. Several instructors have been removed from duty and disciplined for fraternization in the past several years, though only one case was in the past year. No instructor has been accused of sexual assault.

4. The command climate is professional and disciplined, with a pervasive emphasis on standards of conduct and personal integrity. Students have easy access to Victim Advocates (VA’s), other instructors, medical personnel, senior enlisted mentors, chaplains, and a Commanding Officer’s suggestion box. They are also carefully monitored by several layers of instructor oversight. Policies on fraternization and sexual assault are posted in every classroom and mentioned often. Students are not afraid to report either fraternization or sexual assault.

5. All students receive Sexual Assault Prevention and Response (SAPR) training during a preliminary week of NMT provided by TSC Hampton Roads. They also receive the three-module Navy “Bystander Intervention” program during this time. Instructor and staff personnel have received the Navy “SAPR-L” (Leadership) training.

#### Navy Diving and Salvage Training Center

1. The Navy Diving and Salvage Training Center (NDSTC) is located in Panama City, Florida. The command trains qualified candidates from all Services into Military Divers. Their unique aquatic facilities include one of the deepest training pools in the world. The facility operates 22 separate courses at various levels of proficiency, including entry-level Navy “A” School (also called “2<sup>nd</sup> Class Diver”) training for the enlisted “Navy Fleet Diver” (ND) rating, along with analogous initial training for Navy Explosive Ordnance Disposal (EOD) Divers. The Navy Diver training program lasts three months, and the EOD program lasts about two months. Students arrive from Recruit Training Command (RTC) Great Lakes after 2-3 weeks of subsequent physical preparation training at nearby Training Support Command (TSC) Great Lakes, where they receive Navy Military Training (NMT) that includes Sexual Assault Prevention and Response (SAPR) training and the Navy “Bystander Intervention” program.

2. Each entry-level Navy program annually trains about 240 Sailors, and their average student population size is about 80. All current students are male. Females occasionally attend; they have been well accepted; and their overall graduation rate exceeds that for males. Students live in nearby barracks and receive normal liberty privileges, although junior Sailors (E-3 and below) must always be accompanied by a “Liberty Buddy.” Female students live in two adjoining rooms that share a shower. Video monitoring is only used for safety purposes in training areas.

3. Instructors are thoroughly screened by community managers and NDSTC leadership. They undergo two weeks of instructor training followed by 3-6 months of observed development before beginning independent training duty. Instructors are subject to very strict standards of conduct and discipline. Student-to-instructor ratios at NDSTC are very low, and all activities are subject to several layers of direct safety observation. Instructors are virtually never alone with individual students. Social interaction between instructors and students is strictly forbidden, and command approval is even required before instructors can attend student group celebrations. One current instructor is female, along with the Command Career Counselor.

4. The command climate for students at NDSTC is physically and intellectually intense. Students engage in frequent physical training and rigorous classroom instruction in diving physiology and mechanics. Heavy emphasis is placed on the integrity and trust necessary for survival in the inherently dangerous underwater environment, and alcohol is forbidden within 12 hours of diving. Standards of conduct are strict and misconduct of any sort is not tolerated. Students are very motivated, but student attrition is still about 50% – mostly for reasons of physical performance. Instructors are attentive to body language and signs of stress exhibited by students, primarily out of concern for physical safety in the water. The overall result is a surprisingly gender-neutral atmosphere, as was confirmed to us by the female instructor. Students have excellent access to other instructors, medical personnel, a Navy chaplain, Victim Advocates (VA’s), and senior enlisted mentors. They complete mid-course and end-of-course critiques, and have access to an anonymous suggestion box. Student misconduct is rare. There have been no Restricted or Unrestricted Reports of sexual assault in the past two years.

5. All staff members have attended Navy “SAPR-L” (Leadership) training. Sexual assault and hazing are often incorporated into weekly mentoring sessions for instructors. The Commanding Officer has extensive recent experience as part of a Navy Mobile Training Team for command-level SAPR instructors.

### School of Music

1. The School of Music (SOM) is located aboard Joint Expeditionary Base Little Creek-Fort Story in the Tidewater area of Virginia. The school conducts specialized training programs for musicians from all military services, and its 21-week Basic Course is the entry-level “A” School for the Navy enlisted “Musician” (MU) rating. Applicants for the Navy Music Program are auditioned and screened prior to enlistment, and those selected complete recruit training at Recruit Training Command, Great Lakes. Graduates then attend the SOM Basic Course before

assignment to a Fleet or Field band. The unique SOM facility includes advanced practice studios and rehearsal areas, a large music library, and a state-of-the-art instrument repair shop.

2. About 700 students from all services attend SOM annually. The student population varies seasonally. When we visited in October 2012, there were about 40 Navy students and 110 from the Marine Corps. About 33% of students are female. Students live in nearby barracks and receive regular liberty privileges. Most SOM students have prior musical experience, and many are somewhat older than typical new Sailors.

3. School of Music instructors are selected from the top performers in the Army, Navy, and Marine Corps. All undergo an intense instructor appraisal and must be approved by the Commanding Officer prior to assignment. Most have completed advanced training at SOM, and many hold advanced degrees from civilian universities and conservatories. Instructors receive monthly in-service training that includes Sexual Assault Prevention and Response (SAPR) training. Strict and explicit standards of conduct prohibit any social contact with students during training and after graduation. The individual nature of musical instruction means that instructors are often alone with students in practice studios or mentoring sessions. These settings are carefully monitored by command leadership, and video monitoring is used in many SOM spaces. Instructor misconduct is rare and aggressively addressed. The last known case of sexual assault involving an instructor and student was in 2008 and is well-remembered at the command. Two of eleven Navy instructors are females, along with nine out of thirty Marine Corps instructors.

4. The command climate at SOM is extremely disciplined and professional. Female musicians are fully accepted. Students have easy access to other instructors, senior enlisted mentors, medical personnel, Victim Advocates (VAs), and chaplains. Values-based leadership discussions are held every two weeks. Every student meets weekly with an assigned mentor who is not one of their instructors. Students also complete periodic anonymous course critiques.

5. All students receive one hour of SAPR training upon arrival. All staff members have also received SAPR training, and senior personnel have attended the Navy "SAPR-L" (Leadership) program.

## NAVY OFFICER TRAINING

### Basic Division Officer Course, San Diego

### Basic Division Officer Course, Norfolk

1. The Surface Warfare Officer School (SWOS), headquartered at Newport, Rhode Island, operates entry-level training for Navy surface warfare officers through identical programs at Basic Division Officer Course (BDOC) San Diego and BDOC-Norfolk. We visited both BDOC facilities, and each is operated similarly. Most students are newly commissioned Ensigns recently graduated from either Officer Candidate School (OCS), Reserve Officer Training Corps (ROTC) programs, or the United States Naval Academy (USNA). After completing the 8-week BDOC program, graduates proceed to duty in surface warships. The current BDOC programs

began in October 2012 and represent a conscious effort by senior Navy leadership to enhance professionalism and career growth in the surface warfare community.

2. Projections call for about 800 total BDOC students per year, with about 550 attending BDOC-San Diego and 350 attending BDOC-Norfolk. The average student population sizes are about 90 and 65 respectively. About 25-30% of students are female. Students live independently either in on-base officer quarters or off-base apartments or homes. Liberty privileges are not restricted. Video monitoring is not utilized.

3. The small cadre of BDOC instructors (6-9 per location) are highly screened Lieutenants (O-3's) with experience as afloat Division Officers. They attend a 3-week Navy Instructor Training Course, which includes Sexual Assault Prevention and Response (SAPR) training, before additional qualifications and practice teaching at BDOC. All are closely observed and mentored by the Officer In Charge (OIC) of the respective school. Standards of conduct for instructors are strict and socializing with students is strictly forbidden. There have been no instances of instructor misconduct. About 20% of instructors are female.

4. The BDOC program is academically intense and emphasizes values-based leadership. The command climate is highly professional and mentoring. At each location, senior admirals from the respective Pacific and Atlantic surface fleets make frequent personal visits to observe training and engage students in candid discussions. The OIC's at both locations were well informed about gender issues and SAPR processes, and visibly engaged in the success of all students. Students have excellent access to other instructors, the OIC, medical personnel, chaplains, and Victim Advocates (VA's). Students told us they would be unafraid to report misconduct or sexual assault, and several have shared personal issues with BDOC leadership. There have been no reports of sexual assault. Students complete periodic course critiques and instructor critiques.

5. All students and staff have received SAPR training, and related concepts are integrated into several aspects of student leadership training.

#### Officer Training Command, Newport

1. Officer Training Command, Newport (OTCN), located in Newport, Rhode Island, operates several training programs including Officer Development School (ODS), a five-week entry-level Navy indoctrination program for recently commissioned Staff Corps Officers. Students typically include medical students, nurses, civil engineers, and lawyers who have not previously attended officer accession training. Course topics at ODS include leadership, naval warfare, military law, and career administration. Students also participate in physical training and swim qualification.

2. About 1200 officer students attend ODS annually, with class sizes ranging from 50-200. About 38% of students are female. They live in a nearby dormitory-style barracks, where roommates in two-person rooms are the same gender, but different-gender rooms are mixed on various floors. Students receive progressive liberty privileges leading to overnight liberty during week four. Video monitoring is used in some barracks hallways.

3. Each group of 50 ODS students had two instructors. Instructors include officers and Recruit Division Commanders (RCD's) who coordinate physical training and related instruction. Both officer instructors and RDCs are carefully pre-screened. Strict standards of conduct are explicitly promulgated, and social relations between instructors and students are strictly prohibited. Instructors are not allowed to be alone with individual students in a room with the door shut. Instructor misconduct is rare, and both instructors and students told us they would not hesitate to report any. One recent case involved an RDC instructor seen at a club in town drinking with students – the incident was reported by other students; the instructor was removed from duty; and an investigation is ongoing. No instructors have been involved in any alleged sexual assault in at least several years.

4. The command climate at ODS is professional and disciplined. The Commanding Officer, who arrived in April 2012, is tireless, highly visible throughout the command, and nothing short of passionate in his promotion of values-based standards of conduct and discipline. Students have easy access to Victim Advocates (VA's), other instructors, command leadership, medical personnel, and chaplains. Students complete anonymous course critiques and the Commanding Officer reviews them all. Anonymous student surveys suggest that 95% of students would be comfortable reporting a sexual assault – a finding confirmed by our focus group conversations. Level levels of oversight ensure active classroom monitoring and spot checks. The Commanding Officer and Executive officer conduct out-briefs with students. Suggestion boxes are located in berthing areas, and selected telephones are set up as “hot lines” with direct access to the DoD Help Line. The local Sexual Assault Response Coordinator (SARC) confirms substantial positive change in the command climate across most local commands in the past 1-2 years, with direct engagement of Commanding Officers, intolerance of sexual assault, and support for victims.

5. All students at ODS receive 50 minutes of Sexual Assault Response (SAPR) training during week one, and they attend Navy “SAPR-L” (Leadership) training during week three. Values-based SAPR concepts are included in numerous class discussions and mentoring. All staff and instructors have also received SAPR training.

## MARINE CORPS RECRUIT TRAINING

### Marine Corps Recruit Depot, San Diego Marine Corps Recruit Depot, Parris Island

1. Marine Corps recruit training is conducted at Marine Corps Recruit Depot (MCRD) San Diego, California and at MCRD Parris Island, South Carolina. We visited both facilities. Each is operated as a “mirror image” of the other, in strict compliance with standardized Marine Corps guidance. Recruit training, including initial processing, lasts about 13 weeks, and prospective Marines can typically wait 6-9 months in “delayed entry” status for an opportunity to begin. Recruits in training have little free time, and they do not receive liberty privileges. Graduates are known as “Basic” Marines. After a brief period of leave, all of them proceed to entry-level infantry skills training at a School of Infantry (see below).
2. The number of male Marine recruits in training averages about 8000, and they are split about evenly between MCRD San Diego and MCRD Parris Island. In addition, over 1000 female recruits are typically in training at MCRD Parris Island. Marines describe recruit training as both physically challenging and personally transformative, with very strong emphases on mental and moral discipline. Influences on the training environment are pervasive, and even the most intense field exercises include multiple “core-value” training stations. Individuals at all levels described the primary goal of producing basic Marines who represent “the epitome of personal character, selflessness, and military virtue.” Many factors contribute to attrition, which averages about 5% for males and 12% for females. Video monitoring is not utilized except for base perimeter security in some areas. The Commanding General at MCRD Parris Island is female.
3. Drill Instructor (DI) candidates are subjected to rigorous, formal, multi-level “Special Duty” screening. Other examples of Marine Corps “Special Duty” include embassy security and recruiting. Drill Instructors are highly respected, and such duty is career enhancing and sought after. Those selected first attend three months of Drill Instructor School, which has its own 20% attrition rate. Strict standards of conduct are enforced on DI’s throughout recruit training. Recruits are “entrusted to their care,” and DI’s must never strike or personally insult any recruit. Misconduct by DI’s is rare and usually reported quickly by unforgiving fellow DI’s. The command response is aggressive – we heard accounts of DI’s immediately removed from duty and punished severely for infractions that outsiders might view as minor, but that insiders called integrity violations. Recruit Training Platoons of 60-90 recruits usually have three DI’s and another Senior DI assigned. They are augmented by several layers of active and visible direct oversight. There is currently one female Sergeant Major (E-9) assigned to MCRD San Diego as part of a new Marine Corps initiative to expose new male recruits to female leaders. The 108 female DI’s at MCRD Parris Island are assigned to the all-female 4<sup>th</sup> Recruit Training Battalion or the mixed-gender Support Battalion, with a few also working as DI School instructors and in headquarters roles. Male and female DI’s are trained the same.
4. The command climate at both MCRD locations is professional and strictly disciplined. Sexist or degrading comments are neither heard nor tolerated. Individual DI’s are virtually never allowed to be alone with individual recruits. Recruits have easy access to medical personnel, Uniformed Victim Advocates (UVA’s), chaplains, and Senior DI’s – all of whom, in turn, have

good access to command leadership. Chaplains play an especially prominent role as confidential sounding boards for individual issues and as monitors of command climate. In addition, recruits of both genders are systematically interviewed individually by company officers to assess their experiences and check for any mistreatment. Female recruits all train at MCRD Parris Island, where the all-female 4<sup>th</sup> Recruit Training Battalion is housed in a separate barracks compound. They train similarly to, but separately from, their male counterparts. There is virtually no direct contact between male and female Marine Corps recruit trainees. Female recruits are closely monitored and mentored by female DI's. They have good access to women's health services at a nearby medical clinic. At both MCRD locations, recruits themselves and many others confirmed that recruits in training are not afraid to report misconduct. Several recruits have made restricted or unrestricted reports of prior sexual assaults that occurred before they entered training, but sexual assaults during recruit training are virtually unknown, and none have been reported in the past year at either location.

5. All Marine Corps recruits receive several separate doses of Sexual Assault Prevention and Response (SAPR) training totaling 7.5 hours. All staff members have also received recent SAPR training in compliance with the Commandant of the Marine Corps' "Campaign Plan" against sexual assault. Much of this training was personally led by the respective Commanding General. Participants describe strong and consistent leadership messages of sexual assault intolerance.

## MARINE CORPS POST-RECRUIT ENLISTED TRAINING

### School of Infantry-West School of Infantry-East

1. School of Infantry-West (SOI-West) at Camp Pendleton, California and SOI-East at Camp Geiger, North Carolina conduct infantry skills training for enlisted Marines. We visited both facilities. Each operates entry-level training as a "mirror image" of the other, in strict compliance with standardized Marine Corps guidance. Shortly after recruit training, every new "Basic" Marine receives entry-level infantry skills training. Graduates of MCRD San Diego attend SOI-West, and graduates of MCRD Parris Island attend SOI-East. Both schools conduct two distinct entry-level programs. New Marines designated for the infantry force train for 59 days in the Infantry Training Battalion (ITB), while those designated for other career fields undergo 29 days of Marine Combat Training (MCT) before proceeding elsewhere for additional training in a non-infantry Military Occupational Specialty (MOS). The environments at ITB and MCT are challenging, and students have little free time. Those in the longer ITB program progressively earn graduated liberty privileges, while those in MCT do not receive liberty.

2. Annually about 3900 Marines train at ITB-West and 4300 train at ITB-East. Student numbers vary seasonally but average 650 and 700 respectively. Students at both ITB's are currently all male. Annually another 11,500 Marines train at MCT-West and 13,000 Marines train at MCT-East. The size of each MCT student population averages over 1000. Students at MCT-West are all male, while about 25% of students at MCT-East are females who completed recruit training at MCRD Parris Island. Males and females at MCT-East train together but live

in segregated barracks rooms and segregated field berthing. Video monitoring is not utilized, but students are virtually never alone with either students of the opposite sex or individual instructors. Student-to-instructor ratios vary from 1:8 to 1:15, with multiple additional layers of very active instructor oversight by company leaders.

3. Combat Instructor (CI) candidates are subjected to same rigorous, formal, multi-level “Special Duty” screening used for recruit training Drill Instructors. Instructor duty at SOI is highly sought after. Those selected then receive nine weeks of training at the Combat Instructor School, which includes training on sexual assault prevention, access to victim services, the proper handling of cases, sexual harassment, and ethics – with specific attention to the scope of power and authority of instructors. Instructors currently at SOI-West are all male. Thirty-three of the 445 designated CI’s at SOI-East are female, all of whom are assigned to MCT-East. In addition, a small number of female Marines have recently undergone instructor duty familiarization at ITB-East. As at recruit training, strict standards of conduct are enforced on CI’s throughout infantry skills training. Every allegation of misconduct is investigated, and substantiated findings trigger harsh consequences.

4. The command climate throughout both SOI’s is intensely values-based and intolerant of misconduct, with a strong focus on professionalization of the Force. Even the gruffest Marine infantry leaders were well-versed in gender issues and SAPR processes, and several spoke of applying the same concerns they have at home for college-age offspring. Strict formal standards prohibit social relationships between instructors and students during and after training. Students with issues have easy access to other instructors, Uniformed Victim Advocates (UVA’s), medical personnel, and chaplains – all of whom in turn report unfettered access to command leadership when issues arise. Chaplains actively insert themselves into various training activities to sense their tone and interact with students. They report NOT hearing derogatory comments about women, even in all-male settings. Female Marines in focus groups said essentially the same thing, and told us they would not hesitate to report misconduct, including sexual assault, to the nearest instructor – male or female. At SOI-East, three alleged sexual assaults of students by instructors occurred in the summer of 2012. The most serious involved an episode of coerced sex that came to light after a peer reported unusual activity by his fellow instructor. Two others involved inappropriate touching over clothes that were quickly reported by students themselves. All alleged offenders were quickly removed from training duty and are currently awaiting Courts Martial. The victims received support and moved on in their training. No subsequent incidents have been reported, even though several students have come forward to report sexual assaults prior to enlistment. There have been no reports in years of sexual assaults involving students at SOI-West. Students at both locations submit course critiques that can be anonymous, and have access to a suggestion box. The Commanding Officers review them all, and have initiated investigations on rare occasions when misconduct is cited. In addition, the SOI Legal Officers actively review duty logs for evidence of Standard Operating Procedure violations.

5. All personnel at both SOI locations have received Sexual Assault Prevention and Response (SAPR) training. Non-Commissioned Officers attended the Marine Corps “Take A Stand” program. Permanent personnel received a full day of all-hands training in October 2012 including an informal lecture, guided discussions, ethical decision games, and videos. Students receive 90 minutes of SAPR training structured to compliment that begun during recruit training,

and issues of gender and sexual assault are referenced during numerous subsequent discussions of professionalism, ethics, and core values.

### Marine Corps Combat Service Support Schools

1. Marine Corps Combat Service Support Schools (MCCSSS) at Camp Johnson, North Carolina is primarily engaged in the training of enlisted and officer Marines in 43 distinct courses spanning four separate schools of financial management, logistics operations, personnel administration, and ground supply. Most students are young enlisted Marines in entry-level training that leads to Military Occupational Specialty (MOS) designation. They typically arrive directly after 13 weeks of recruit training, followed by 4 weeks of Marine Combat Training at the School of Infantry (see above), and their time at MCCSSS serves as an important transition between these uniquely intense prior experiences and subsequent duty with Marine Corps operating forces.

2. About 5500 students entered training during FY12, and the onboard student population varied seasonally from 1100 to 1700. Fifteen percent of students are female, and all MOS training at MCCSSS is mixed gender. Enlisted Marine students live in four barracks buildings – each associated with one of the four main schools. As in the Fleet, students are assigned roommates of the same gender, but male and female rooms are intermixed on various floors. No areas have video monitoring, but MCCSSS staff provides direct leadership presence while serving 24-hour onboard watch duty separately in each of the four barracks, with oversight by a fifth and more-senior onboard Command Duty Officer. Students do not receive overnight liberty while at MCCSSS – liberty hours end at 10 pm on weekdays and 12 pm on weekends. In addition, students are required to participate in vigorous daily early-morning physical training, led by MCCSSS staff, which simultaneously helps prepare Marines for the operating forces while also providing frequent opportunities for small-group mentoring.

3. Instructors at MCCSSS are informally pre-screened by Marine Corps community monitors and school managers, but they are not subjected to the rigorous process associated with Special Duty assignments such as recruit training. They undergo a one-week Training Command preparatory school along with additional indoctrination programs operated by each MCCSSS major school. All sign a Statement of Understanding that outlines strict standards for interaction with students. Of about 380 instructors, 29 (8%) are female. Two instructors are typically present in all classes, and they frequently receive unannounced visits by class auditors, schoolhouse managers, and command leadership. Students submit class evaluations and have easy access to the nearby medical clinic, local chaplains, numerous Uniformed Victim Advocates, and other resources.

4. Focus groups and stakeholder interviews confirm a command climate that is intolerant of misbehavior in general and sexual assault in particular. Occasional misbehavior by instructors is addressed aggressively and there have been no reports of instructors sexually assaulting students. Allegations of sexual assault by others are addressed by the command with equal vigor, and several accused offenders have received pre-trial confinement. The Sexual Assault Prevention and Response (SAPR) program is actively run; the Sexual Assault Response Coordinator

(SARC) has excellent access to the Commanding Officer; and the command is in the process of hiring a new full-time civilian SARC and a full-time civilian Victim Advocate.

5. Essentially all staff and students have received recently-updated and standardized Marine Corps training on sexual assault prevention and response, and the command tracks participation closely. Students receive at least two doses of sexual assault training specifically while at MCCSSS, totaling at least 90 minutes. In July 2012, the base commander held a base stand-down on sexual assault prevention and response. Shortly after newly arriving in July 2012, the current Commanding Officer met with all MCCSSS staff and instructors to personally convey his standards of conduct. In August 2012, the commanding general led a one-day sexual assault program for commanding officers and senior enlisted at Fort Lee as part of the Commandant's Campaign Plan against sexual assault.

6. Many of the factors described above are new since July 2012. They inseparably correlate with the arrival of the current Commanding Officer and his engaged leadership, along with active larger-scale implementation of the Commandant's Campaign Plan.

#### Marine Corps Communication-Electronics School

1. The Marine Corps Communication-Electronics School (MCCES) is located on the Marine Corps Air Ground Combat Center at Twentynine Palms, California. The command operates a large number of training programs at seven different locations. At Twentynine Palms, various entry-level training programs in three major areas are grouped respectively into Subordinate Training Units, including Communication-Electronics Maintenance School, Tactical Communication Training School, and Air Schools. New enlisted Marines arrive from the School of Infantry (SOI) to begin Military Occupational Specialty (MOS) training programs within each school. Separate training programs vary in length from several months to one year.

2. The number of Marine students in entry-level training at MCCES varies seasonally but averages about 1500, and about 6% of students are female. Students live in several nearby barracks buildings. Female students are segregated on one floor of a barracks building where the main entry has a duty watch station and side doors are alarmed. There is no video monitoring of barracks spaces. Each barracks has duty watch-standers and a duty Officer of the Day (OOD) is present. Students receive several days of orientation and indoctrination upon arrival at MCCES before beginning their specific curriculum. After that, they receive full liberty privileges. A few married students live off-base with their spouses or families.

3. Instructors are assigned to MCCES after informal screening by MOS community monitors. Upon arrival, each receives several months of instructor training before they begin classroom teaching. All staff personnel, including instructors, sign copies of strict and explicit command guidance on appropriate interactions with students – all forms of fraternization and personal relationships are forbidden. Of about 600 permanent-party staff, about 5% are female. Each class has two or more instructors, and students are rarely alone with individual instructors. Multiple layers of instructor oversight, including officers assigned to training sections, result in frequent instructor observation during class periods. There is a heavy presence of senior enlisted

leadership throughout the command. Instructor misconduct is rare, and allegations are aggressively addressed. Instructors accused of misconduct are immediately pulled from duty, and punishment for substantiated allegations is severe. The only alleged sexual assault of a student by an instructor involved an incident almost one year ago of very inappropriate touching in the barracks with others nearby. The incident was immediately reported by fellow students, the instructor was pulled from duty, a criminal investigation and Article 32 hearing have been completed, and the alleged offender is awaiting court martial.

4. Defining features of MCCES include its isolated desert location and its tenant status aboard a larger Marine Corps base engaged in training exercises with operational forces. The setting can be stressful for students in long training curricula. The command maintains an environment of values-based discipline and has also consciously promoted local trips and other positive activities for single Marines. Students have easy access to Uniformed Victim Advocates (UVA's), chaplains, medical personnel, other instructors, and enlisted leadership – each of whom in turn has easy access to command leadership. Customized local posters show photos and contact information for all thirteen command UVA's so that students can select who they would feel most comfortable. Students are provided information cards and are even instructed to program their cell phones with the local 24/7 access phone line for victim support. There are also anonymous suggestion boxes, and all inputs are carefully reviewed. Focus groups confirm few perceived barriers to reporting misconduct, and key stakeholders all separately discussed their commitment to coordinated support of sexual assault victims. The command has appointed and trained their own unit-level Sexual Assault Response Coordinator (SARC) to work in partnership with the installation-level SARC. Local NCIS agents confirm a dramatic shift over the past couple years in the aggressiveness of commands in addressing sexual assault issues and cases.

5. All students and permanent personnel have received Sexual Assault Prevention and response Training by a UVA. Training is also reinforced by UVA's during monthly "field day" formations. One area of specific emphasis involves how victims can preserve Restricted Reporting status if desired. A SAPR stand-down was recently held as part of the Commandant's Campaign Plan against sexual assault. The Commanding Officer, Executive Officer, and Command Sergeant Major are all highly visible and engaged in consistent messages about Marine Corps professionalism and intolerance for sexual assault.

## MARINE CORPS OFFICER TRAINING

### The Basic School

1. Every newly commissioned Marine Corps officer attends The Basic School (TBS) at Quantico, Virginia. Its mission is to train and educate new officers in high standards of professional knowledge, esprit-de-corps, and leadership – with particular emphasis on the responsibilities and war-fighting skills required of a platoon commander. The six-month curriculum includes classroom instruction, group discussion, and field exercises. It continuously emphasizes the "virtue ethics" of prudence, justice, courage, and temperance, along with the Marine Corps "warrior ethos." While the program is academically and physically rigorous, an

active mentorship program helps students remediate identified deficiencies. The largest single component (40%) of student officer evaluation is based on “leadership.” Graduates move on to further training or duty in aviation, combat arms, combat support, or combat service support.

2. About 1600 officers graduate each year. The student officer population averages about 800 and is 10% female. Female students are fully integrated into all training. Students share two-person barracks rooms with roommates of the same gender, but student housing is not otherwise segregated by gender. There is no video monitoring of barracks spaces.

3. Instructors at TBS are carefully screened and the Commanding Officer was hand-picked by the Commandant of the Marine Corps. About 500 enlisted instructors lead student officers in physical training and field exercises. The instructor staff also includes about 80 officers, of whom about 8-10% are female, reflecting the gender makeup of the Marine Corps. Standards of instructor conduct are strict and explicit – fraternization with students is forbidden. Instructors are continuously evaluated by 2-3 others, they receive quarterly written evaluations, and students provide frequent feedback. Instructor misconduct is quickly reported by students or peers. In the past year, an episode of inappropriate touching of a female student by a Warrant Officer instructor was reported by the victim and fellow students. The instructor was immediately removed from duty, the Naval Criminal Investigative Service (NCIS) investigated the case, and the offender ultimately received an Other-Than-Honorable discharge.

4. The command climate at TBS is disciplined and values-based. There were no alleged sexual assaults of TBS students by other students in Fiscal Year 2012. Fraternization and sexual activity among students is forbidden, and occasional violations trigger serious consequences. Students have easy access to Uniformed Victim Advocates (UVA's), chaplains, other instructors, and school leadership. The Commanding Officer maintains a highly visible presence throughout the command, and he is nothing short of passionate about ethical standards of conduct and leadership.

5. All staff personnel at TBS have received either the Marine Corps “Take A Stand” or “All Hands” Sexual Assault Prevention and Response (SAPR) training in 2012. Material on sexual assault is integrated into numerous safety briefings, ethical training, and other presentations throughout the curriculum.

**Williams, Lauren P TSgt MIL USAF SAF/OS**

**From:** SAF/OS Workflow  
**Subject:** HAF1232001880 | OSD014207-12 Lackland Air Force Base Investigation Findings and Recommendations, SecDef Panetta 15 N | SUSP 15 Feb 2013 16:00 | Release COORD from HAF/ES/Bryant, Janaya

## -----COORD:

HAF/CX COORD - Merritt, Lt Col, 19 Feb 13  
 AF/CCC COORD - Cody, CMSAF, 28 Feb 13  
 AF/CVA COORD - Sitterly, SES, 12 Mar 13  
 AF/CV COORD - Spencer, Gen 12 Mar 13  
 SAF/US COORD - Morin, EX-IV, 15 Mar 13  
 AF/CC COORD - Welsh, Gen, 19 Mar 13  
 SAF/OS SIG - *MD* 1/9

## -----STAFF SUMMARY

AO: Foehrkolb, Louis, GS-14, AETC/DSD, DSN 487-8574  
 SSS DATE: 17 Jan 13  
 SUSPENSE: 15 Feb 13  
 OUTSIDE AGENCY SUSPENSE: N/A

**SUBJECT:** Lackland AFB Investigation Findings and Recommendations

1. **PURPOSE:** Obtain SecAF signature on memo at Tab 1 responding to SECDEF's request for a detailed progress report within 90 days on the Air Force's implementation of the recommendations contained in General Rice's report.

2. **BACKGROUND:** On 8 Nov 12, CSAF and SecAF provided SecDef with a copy of the report by General Rice, AETC/CC, on AETC's response to the Commander Directed Investigation (CDI) led by Major General Woodward into sexual misconduct by Military Training Instructors at Basic Military Training at Joint Base San Antonio-Lackland. That CDI produced 46 recommendations and General Rice's report indicated intent to fully or partially implement 45 of those recommended actions. At the time of General Rice's report, AETC had already completed 13 of the 45 actions. Upon receipt of that report forwarded by CSAF/SecAF, SecDef shared it with the other Services, and in his 15 Nov 12 memo to Secretaries of the Military Departments and Chiefs of the Military Services (Tab 1B), requested that the Air Force provide him with a detailed report back on progress within 90 days.

3. **DISCUSSION:** As of 7 Mar 13, AETC has completed 24 of the 45 recommendation actions intended for implementation. We are on target to implement 19 more by August 2013, and will have effective solutions in place for the remaining 2 by November 2013, with full end-state functionality by June 2015. In his cover memo (Tab 2), General Rice summarizes AETC's deliberate and focused approach which has addressed the more significant weaknesses in BMT soonest—starting with instilling strong leadership and effective leadership policy changes, and he highlights that AETC's ongoing actions correlate to improvements in the areas of concern about training environments expressed to all the Services by SECDEF.

4. **VIEWS OF OTHERS:** \*\*UPDATE to original package signed out 17 Jan 13 from AETC.\*\* Since the original tasking was prepared by AETC, the status on items A12 and A19 has changed. The ECD for A12 was Jan 13 and is now complete. The ECD for A19 was Feb 13. A19 actions to establish the shorter tour length have been completed, but the new tour lengths are being phased in over time, starting with those NCOs selected for MTI duty beginning 1 Jan 13. Complete implementation (all 500+ MTIs on the new tour length) is programmed to be completed NLT June 2015.

5. **RECOMMENDATION:** SecAF sign memo at Tab 1.

//signed, spc, 17 Jan 13//  
 SHANE P. COURVILLE, Colonel, USAF  
 Director of Staff, HQ Air Education and Training Command

## Tabs

1. SecAF Info Memo v2
- 1A. Actions on CDI Recommendations (Appendix B) Update1

1B. SECDEF Memo - Lackland AFB Investigation Findings and Recommendations, 15 Nov 12

1C. Coordination Sheet

2. AETC/CC Memo - Progress on Implementing Commander Directed Investigation (CDI) Recommendations, 17 Jan 13

3. SecAF 8 Nov 2013 INFO MEMO to SECDEF for reference

-----2-Ltr COORD:

AF/A1 COORD - Corsi, SES, 3 Apr 13

SAF/MR COORD - Ginsberg, EX-IV, 3 Apr 13

AETC/CC RE-COORD - Rice, Gen, 11 Mar 13

AF/A1 COORD - Corsi, SES, 31 Jan 13

SAF/MR COORD - Earle, SES, 8 Feb 13

SAF/GC COORD - Blanchard, EX-IV, 7 Feb 2013

AF/JA COORD - Harding, Lt Gen, 6 Feb 13

Sign

Classification: UNCLASSIFIED//FOUO



SECRETARY OF THE AIR FORCE  
WASHINGTON

INFO MEMO

FOR: SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS

FROM: Michael B. Donley *MD* APR 9 2013

SUBJECT: Update on Lackland AFB Sexual Misconduct Investigation Findings and Recommendations

Reference: SECDEF Memorandum, November 15, 2012 (attached)

- On November 8, 2012, General Welsh and I provided Secretary Panetta a copy of the report by General Edward A. Rice, Jr., Commander, Air Education and Training Command (AETC), following his review of the investigation of sexual misconduct at Basic Military Training (BMT). As Secretary Panetta requested in the referenced memorandum, a detailed progress report on our implementation of the 46 recommended actions contained in General Rice's report is attached at TAB A.
- Below is a BMT progress update on our continued efforts to cultivate the safe and professional environment our Airmen deserve, specifically addressing leadership, institutional safeguards, and Military Training Instructor (MTI) experience/professionalism.

**LEADERSHIP:**

- We instituted several measures to ensure leadership is fully aware and engaged, including establishing clear policies to ensure Wing Commanders are immediately notified of any sexual assault allegations and require squadron commanders to consult with their staff judge advocate's office in all cases of alleged sexual assault.
- Commanders now immediately remove a MTI from the training environment when an allegation of sexual assault, sexual harassment, or an unprofessional relationship involving a trainee or student is received. Additionally, we've established a decertification/remedial training process for MTIs for when such allegations are substantiated.
- The current spring assignment cycle and upcoming summer assignment cycles will bolster our BMT leadership. We have five high-caliber, top quality squadron commanders inbound as well as additional officer leadership to provide oversight and increased leadership presence in the squadrons. By the end of the spring we'll have a formally trained, "diamond wearing" first sergeant in each BMT squadron. Additionally, to ensure we prepare the leadership team for this important assignment, a new leadership orientation program, modeled after successful Army and Navy programs, was developed and targeted at reaching this summer's inbound personnel. Additionally, General Rice

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mandated a significantly increased leadership presence including nights and weekends. This leadership presence is monitored and tracked.

#### **INSTITUTIONAL SAFEGUARDS:**

- Several institutional safeguards were put in place to effectively dissuade, deter and detect unprofessional conduct and to hold those who have violated standards accountable. Several are currently in progress. Specific measures were built to protect trainees, including prohibiting MTIs from accessing a trainee's private information and installation of 24/7 SARC hotlines. To further protect trainees through education, we also implemented a briefing for recruits at the Military Entrance Processing Station on sexual assault/harassment, unprofessional relationships, and maltreatment/maltraining. The briefing also provides recruits the information to file a report at BMT if needed.
- Other examples of institutional safeguards we are working include building a consolidated tracking tool to capture MTI allegations of misconduct and disciplinary actions, adding scenario based training to the BMT curriculum and ensuring trained SARCs teach the full SAPR curriculum. Also, we are also working with behavioral skills specialists to determine/design indicators to detect sexual assault, unprofessional behavior, etc.

#### **MTI EXPERIENCE AND PROFESSIONALISM:**

- Since maturity and experience levels contributed to the assaults at BMT, it is imperative only the highest qualified NCOs be entrusted to lead, supervise, and shape our newest Airmen. As a result, the MTI selection process is more stringent. Eligibility for MTI duty is now restricted to experienced NCOs in the grade of E-6 (TSgt) who have demonstrated the ability for increased responsibility, have a sustained record of performance, and have no record of misconduct or other derogatory information. An interview is required and any waivers must be approved by the BMT group commander. We have also instituted a MTI development program and added additional resources to support it.
- In addition to the MTI efforts above, we are addressing manning shortfalls, modifying the MTI tour length, and taking measures to ensure the appropriate MTI/training/gender ratio. The other large focus area deals with engaging the mental health professionals on several fronts, including collaborating with recruiting personnel to identify an appropriate personality fit and relooking the spouse portion of the MTI screening process.
- We aggressively worked to cultivate a safe and professional environment and have closed over half of the recommendations. For those items that remain open, primarily in the areas of manning and teaming with the health care community, we are diligently following the established milestones and expect them to be closed this summer/early fall. I anticipate the final closure item will be implementing/stabilizing the MTI tour length, where changes have begun and are being phased in over time and will be complete in 2015.

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- I assure you General Welsh and I are committed to keeping a close watch on our progress to ensure our Air Force is a safe and effective place for our Airmen to serve.

COORDINATION: TAB C

Attachments:  
As stated

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**Actions Resulting from Commander Directed Investigation (CDI)  
Air Force Basic Military Training**

(Reference: AETC Commander's Report to SECAF, Appendix B, 2 November 2012)

REF. #	CDI RECOMMENDATION	STATUS AS OF COMMANDER'S REPORT (2 NOV 12)	CURRENT STATUS (15 JAN 13)	COMMENTS
A1	Add an officer director of operations and officer section commanders to Basic Military Training (BMT) squadrons to improve oversight.	<p>Operations officer billets were added to unit manpower documents (UMD) for all seven BMT "street" squadrons (squadrons that "push" trainee flights).</p> <p>Flight commander billets will be added to the squadron UMDs and filled by the summer of 2013.</p> <p>ECD: August 2013</p>	<p>6 of 7 Ops officer billets have been filled via 179 day, temporary duty assignments.</p> <p>No change: in work</p> <p>ECD: August 2013</p>	<p>Permanent fills will occur during the summer move cycle.</p> <p>“ “</p>
A2	Increase officer leadership presence throughout all hours and phases of training.	<p>We have increased the presence of existing leadership via frequent, random visits, to include during non-duty hours and weekends through all phases of training.</p> <p>Additionally, implementation of the recommendation to add operations officers and flight commanders will further increase officer</p>	<p>Currently, 737 TRG is tracking officer leadership presence by the number of leadership engagements throughout training and after hours. There were 1,196 leadership engagements in the month of November by commanders, operations officers, first sergeants, and superintendents.</p>	

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		presence to an acceptable, effective, and sustainable level.	This item will remain open until all additional officer assignments are complete.  ECD: August 2013	
A3	Ensure that every BMT squadron has a diamond-wearing first sergeant with at least one year of experience as a first sergeant.	BMT first sergeant position requirements have been upgraded from master sergeant to senior master sergeant with at least one year of experience as a first sergeant. Filling of billets is in progress.  ECD: April 2013	First Sergeants are assigned and in place.  8 of 9 billets have been filled with E-8s.  ECD: April 2013	
A4	Develop a leadership training course for BMT commanders that includes an understanding of the unique challenges present in the training environment.	The 737th Training Group (TRG) is drafting lesson plans for an expanded BMT leadership orientation course, in consultation with sister services and behavioral specialists. The expanded course includes BMT training philosophy; appropriate use of power; stress inoculation strategies; wrongful sexual contact, including sexual assault; sexual harassment; unprofessional relationships; and maltreatment/maltraining lessons-learned case studies from the training environment.  ECD: May 2013	Course content was developed and drafted and 737 TRG reviewed Army/Navy lessons.  Upcoming milestones: - Vetting w/ behavioral specialists: Jan 13 - Content editing: Feb 13 - Pilot course w/current squadron leaders: Mar 13 - Update content following pilot course feedback: Apr 13 - Implement course: May 13 (ready for spring/summer arrivals)  ECD: May 2013	<i>HAF IPT 16-18 Jan accessing and standardizing curriculum with SMEs, curriculum specialists; Nov IPT focused specifically on commanders.</i>

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		(See also: A25 below)		
A5	Ensure that the highest-quality candidates across all career fields are considered for command of training squadrons.	Five BMT squadron commander positions are turning over in the summer of 2013. Positions will be filled by high-potential officers.  ECD: August 2013	Complete.  High-potential officers have been matched for 5 "street" squadron commander positions and the Training Support Squadron Commander position turning over during the summer of 2013.	
A6	Develop a clear policy requiring that wing commanders be informed immediately of all allegations of sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining.	Complete.  2 AF/CC issued a policy memorandum requiring that all maltreatment, maltraining, hazing, unprofessional relationship, and sexual misconduct allegations be reported to the 2 AF/CC through a newly created mandatory misconduct reporting requirement.	(Action already complete)	<i>HAF/AIS working with A3 for OPREP review and well defined reporting guidelines on all SA cases.</i>
A7	Require squadron commander consultation with the local legal office upon discovering allegations of sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining and direct consultation prior to taking administrative or disciplinary action.	Complete.  In furtherance of 2 AF/CC's policy memorandum (above, A6), 37 TRW/CC issued an order to report allegations of all MTI misconduct, in which trainees may be involved, to the squadron, group, and wing commander (in addition to the Office of the Staff Judge Advocate). This reporting must occur within	(Action already complete)	<i>Per Nov/Jan IPT, HAF/AIS leader training with guidance on required actions for all supervisors with an SA will be included in 2013 curriculum.</i>

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		<p>24 hours of discovery.</p> <p>Furthermore, all intended case dispositions, including any punishments, must be reported to the wing commander before being issued to the member.</p> <p>Additionally, consultation with the servicing staff judge advocate is required before any such action is taken.</p> <p>In coordination with command, the servicing legal office established a staffing system to ensure expeditious and accurate information flow among all levels of command, law enforcement, and judge advocates. The process has significantly increased command and staff judge advocate awareness of alleged incidents of wrongdoing, and has ensured greater accountability that is both more consistent and timely.</p>		
A8	<p>Immediately remove a Military Training Instructor (MTI) from the training environment when an allegation of sexual assault, sexual harassment, or unprofessional relationship involving a trainee or student is made. If the allegation is substantiated, remove the MTI permanently from the career field and take other disciplinary action as appropriate.</p>	<p>Complete.</p> <p>The 737 TRG/CC directed squadron commanders to immediately suspend an MTI from the training environment upon notification of allegations involving sexual assault, sexual harassment, or unprofessional relationships;</p>	<p>(Action already complete)</p>	

		and if substantiated, to remove the MTI from the career field.		
A9	If the allegation against an MTI involves maltreatment or maltraining, immediately remove him or her from the training environment. Require retraining and recertification.	<p>Allegations of maltreatment or maltraining are assessed by the squadron commander on a case-by-case basis. When warranted, MTIs are suspended from the training environment while allegations are investigated. Factors considered when suspending an MTI from the training environment include, but are not limited to, the nature and seriousness of the allegation, any past history of substantiated misconduct by the MTI, determination of whether or not the misconduct was directed at a trainee, and determination of whether or not the MTI self-identified. (See A22 for more info)</p> <p>ECD: February 2013</p>	<p>Complete.</p> <p>737 TRG policy to remove, decertify, retrain &amp; recertify w/ documentation is complete.</p>	AETC is also revising policy as it applies to the entire training enterprise for the command.
A10	Develop a tracking tool that allows wing, group, and squadron commanders to consolidate, track, and trend allegations of misconduct and disciplinary and administrative actions throughout an MTI's career.	<p>37 TRW and 737 TRG have developed a spreadsheet to track alleged misconduct, disciplinary, and administrative actions for MTIs.</p> <p>The 737 TRG is in the process of updating its training administration</p>	<p>Software change requirements being examined for March '13 implementation.</p> <p>ECD: March 2013</p>	

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		<p>database (the Basic Training Management System) to automate this process and maintain a record of MTI disciplinary actions for future decision making.</p> <p>ECD: March 2013</p>		
A11	<p>Archive the data collected to use in disciplinary actions, performance reports, termination actions, and so forth, and in determinations of whether or not to accept people wishing to return for another special duty assignment, such as MTIs, Military Training Leaders (MTLs), or Technical Training Instructors (TTIs).</p>	<p>Effective 1 Nov 12, AETC implemented Personal Information Files (PIFs) to document general misconduct, substandard performance, and other derogatory information on members in all AETC units.</p> <p>In order for an MTI to return later in his/her career to an MTI leadership position, a positive recommendation will be required on enlisted performance reports while assigned as an MTI.</p>	<p>Complete.</p> <p>Action completed IAW AETC/CC policy implementation and 2AF/CC guidance.</p>	
A12	<p>Update MTI selection to include the following requirements:</p> <ul style="list-style-type: none"> <li>a. Candidates must be at least a staff sergeant (E-6) with a minimum time-in-grade of one year.</li> <li>b. Applicants must have demonstrated leadership ability during previous tours of duty and must have demonstrated a capability to perform in positions of increased responsibility as junior/senior NCOs in the Air Force.</li> <li>c. Applicants must complete Airman Leadership School (ALS) prior to applying.</li> <li>d. Applicants must have no record of disciplinary action throughout their career.</li> <li>e. Commanders must review the applicant's leadership skills and supervisory experience and include their assessment in the</li> </ul>	<p>AETC is updating the AFECD to require candidates to be at the grade of technical sergeant, with waiver authority to hire staff sergeants withheld to the 737 TRG/CC for those staff sergeants with at least one year time-in-grade after ALS graduation.</p> <p>Additionally, the squadron commander and wing</p>	<p>AETC and AFPC are reconciling AFECD edits before finalizing.</p> <p>ECD: January 2013</p>	<p><i>Update: Now complete.</i></p>

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	<p>recommendation.</p> <p>f. The applicant's local group superintendent must interview the applicant and provide feedback on the member's suitability for the MTI corps, including an assessment of whether the applicant has sufficient maturity to avoid entering into unprofessional relationships with trainees.</p> <p>g. Only the Training Group Commander can authorize waivers for deviations from these criteria.</p>	<p>command chief must verify that applicants have demonstrated leadership ability during previous tours of duty (based on records review and personal interview) and a capability to perform in positions of increased responsibility as junior/senior NCOs in the Air Force.</p> <p>ECD: January 2013</p>		
A13	<p>Direct a working group of mental health experts (including Behavioral Analysis Service personnel) to collaborate with MTI recruitment personnel to review and revise the mental health screening portion of the MTI application to ensure that the interview questions and psychological testing adequately assess suitability for MTI duties.</p>	<p>The AETC surgeon general formed a working group to establish the qualifications required for MTI duty, ensuring that the interview questions and psychological testing assess suitable individuals for MTI duty.</p> <p>This working group includes subject-matter experts involved with Air Force special operations; instructors of survival, evasion, resistance, and escape (SERE) and parajumper / pararescueman (PJ) training; 737 TRG; and mental health staff from the 559th Medical Group's Behavioral Analysis Service.</p> <p>The group will provide recommendations by December 2012.</p>	<p>Recommendations developed/approved and expect full implementation of revised mental health evaluation by April 2013.</p> <p>ECD: April 2013</p>	

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A14	Establish specific mental health criteria for qualification and distribute the standards to mental health providers at each Air Force base to ensure that the process is standardized.	<p>The AETC/SG working group reference above in A13 will review the current psychological test, interview, and screening process with a focus on the benefits and risks of a centralized and decentralized evaluation process.</p> <p>We are placing two operational psychologists and two mental health technicians within BMT in order to implement the SERE psychological support model.</p> <p>ECD: August 2013</p>	<p>Recommendations developed/approved and expect standardization of revised mental health eval/process by April 2013.</p> <p>ECD: April 2013</p>	
A15	Update the spouse portion of the MTI mental health evaluation to include feedback from current MTI spouses to ensure the currency of information addressing realistic stressors associated with MTI life.	<p>The working group referenced above is also updating the incoming MTI spouses' information to include current MTI spouses' feedback.</p> <p>ECD: December 2012.</p>	<p>Recommendations developed/approved and expect full implementation of updated spouse interview/info by April 2013.</p> <p>ECD: April 2013</p>	
A16	Immediately increase manning to fill all authorized positions (currently 528) to meet a trainer-to-trainee ratio of four certified MTIs per two flights with one female MTI per team. This will require a female quota of >25 percent of total MTI manning.	<p>Manning adjustments are under way to create MTI teams of four instructors per two flights.</p> <p>ECD: December 2012.</p>	<p>The 737<sup>th</sup> Training Group achieved an interim solution to meet an effective trainer-to-trainee ratio of four certified MTIs per two flights through manning adjustments and by returning qualified former MTIs through</p>	

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			<p>temporary duty assignments. This action is complete.</p> <p>In addition the group's Unit Manpower Document (UMD) has been updated to increase overall MTI manning as follows:</p> <p>571 authorized positions - 516 certified MTIs - 55 MTI student slots</p> <p>Permanent fills to achieve the new desired end strength are in work through the MTI assignment process and the permanent solution will be complete by December 2014.</p> <p>The temporary effective solution now in place will sustain the 4-to-2 ratio in the interim.</p> <p>The "female" MTI aspect of this recommendation is addressed in A46 below.</p>	
<b>A17</b>	<p>Develop an effective MTI nonvolunteer selection process to fill authorized positions if either total authorized or female quotas exceed qualified volunteers.</p>	<p>AETC is coordinating with the Air Force Enlisted Force Development Panel (EFDP) for the way ahead in determining the most effective means of assigning</p>	<p>No change: in work</p> <p>ECD: July 2013</p>	

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		and selecting MTIs to achieve long-term sustainment, whether by nonvoluntary selection or a nominative process through the major commands.  ECD: July 2013		
A18	Conduct a thorough manning assessment that addresses the recommendations above, accounting for MTIs in an ineffective status.	AETC has assessed MTI manpower in conjunction with internal 37 TRW manning adjustments and the actions and considerations described above. We plan to add 55 enlisted student manpower authorizations to account for MTIs who are in training status vice those actually assigned to trainee flights. The Air Staff is currently developing a resource plan to source the additional manpower.  ECD: December 2012.	Complete.  (See comment on A16)	
A19	Shorten the MTI tour length to a maximum of three years, and do not allow follow-on special duty assignments.	Shortening the maximum MTI tour length to 36 months is under evaluation.  ECD: February 2013	No change: in work  ECD: February 2013	<i>Update: The actions to establish new (shorter) tour lengths for MTIs are complete, but the new tour lengths are being phased in over time, starting with those NCOs selected for MTI duty beginning 1 Jan 13.</i>

				<i>Complete implementation (all 500+ MTIs on the new tour length) is programmed to occur NLT June 2015.</i>
<b>A20</b>	Ensure that Airmen spend a minimum of four years in their career field prior to returning to MTI duty.	<p>AETC is updating the AFECD to require Airmen to spend a minimum of four years in their career field prior to returning to MTI duty.</p> <p>ECD: December 2012.</p>	<p>Complete.</p> <p>The Special Category (SPECAT) Guide has been updated to require that Airmen spend at least 4 years in their career field prior to returning to MTI duty.</p>	
<b>A21</b>	Develop and institutionalize a more effective incentive program for MTI duty.	<p>AETC supports the EFDP's review of all special duty (SD) programs to include MTI duty. Enlisted deliberate development is a priority, and breadth and depth of experience are key factors in a career of sustained performance.</p> <p>Under force development principles, SD is recognized as a positive career enhancer. Future SD incentives—specifically, potential impact on promotions, assignments, and pay—are additional areas that the EFDP is currently exploring.</p> <p>MTIs performing “street” duty receive SD “incentive pay” at the top rate for the Air</p>	<p>Complete.</p> <p>MTIs assigned to trainee flights receive the Air Force's top rate for incentive pay.</p> <p>In addition, shortening the tour length (A19), increasing manning to achieve 4 MTIs per 2 trainee flights (A16), updating the MTI qualification requirements (A12) and AF-wide emphasis on MTI experience as a strong indicator for other leadership opportunities and promotions all reinforce the incentives associated with serving as an MTI.</p>	

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		Force. ECD: July 2013.	The AF EFDP will continue, as part of its charter, to review all SD programs.	
A22	Decertify and accomplish remedial training prior to recertification and reinstatement for all instructors found to have been engaged in maltreatment or maltraining. Require squadron commanders to review and sign documentation ensuring that remedial training was accomplished.	In cases of substantiated maltreatment or maltraining, the squadron commander, in consultation with the group commander, decides to decertify the MTI pending required retraining or permanently remove the MTI from special duty. The commander reviews the Air Force Enlisted Classification Directory (AFECD) retention criteria for the 8B (MTI) special duty (SD) identifier and refers to applicable regulatory guidance. This AFECD and regulatory guidance are being rewritten for greater clarity on the triggers to warrant permanent removal from MTI SD vice temporary decertification, subsequent retraining, and recertification.  (See also A9 above)  ECD: February 2013	Complete.  737 TRG policy to remove, decertify, retrain & recertify w/ documentation is complete.	AETC is also revising policy as it applies to the entire training enterprise for the command.
A23	Mandate documentation of the incident and remedial training in both the member's training records and personnel information file to ensure proper tracking of personnel with disciplinary issues.	Complete.  If an MTI is being retrained, the squadron commander will determine the specific retraining required based on	(Action already complete)	

		the nature of the incident. In addition, 737 TRG has published policy that squadron commanders document remedial training due to misconduct in members' Air Force training records and PIFs for personnel with disciplinary issues.		
A24	Use behavioral skills specialists to determine and design an indicator set specifically related to detecting sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining.	<p>AETC/SG and 737 TRG, with contract support, are consulting with sister Services and mental health subject-matter experts to identify an indicator set related to wrongful sexual contact, including sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining.</p> <p>In addition, AETC has partnered with RAND on a study to improve processes associated with monitoring the BMT environment, including trainees, instructors, and leadership.</p> <p>Recommendations from all sources will be evaluated with final recommendations for implementation by August 2013.</p>	<p>In work: consulted and compared w/sister Services (Dec 12), and consultation with mental health subject-matter experts continues.</p> <p>ECD: August 2013</p>	<p><i>HAF Jan IPT, indicator sets are going to be worked into training for supervisors and lessons for all Airmen to identify negative behaviors.</i></p>
A25	Develop formal training using scientifically developed sexual assault, sexual harassment, unprofessional relationship.	The 737th Training Group (TRG) is drafting lesson	Delivered 2AF BMT 101 pilot and developed	<i>HAF Nov/Jan IPT,</i>

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	<p>maltreatment, and maltraining indicators and lessons learned from training environment veterans. Implement this training for leadership, faculty, and staff prior to their arrival at BMT.</p>	<p>plans for an expanded BMT leadership orientation course, in consultation with sister services and behavioral specialists. The expanded course includes BMT training philosophy; appropriate use of power; stress inoculation strategies; wrongful sexual contact, including sexual assault; sexual harassment; unprofessional relationships; and maltreatment/maltraining lessons-learned case studies from the training environment. (See also: A4 above)</p> <p>ECD: May 2013</p>	<p>content/draft lesson plan and consulted w/sister Services.</p> <p>Upcoming milestones:  - Vetting lesson plan w/ behavioral specialists: Jan 13  - Revise lesson plan: Mar-Apr 13  - Deliver to summer rotation leadership, faculty, staff</p> <p>ECD: May 2013</p>	<p><i>SMEs were brought in to assist seasoned SARCs with examples; rewrite of training guidance for future leadership/Airman training.</i></p>
<p>A26</p>	<p>Continue to develop, resource, and institutionalize MTI development programs that promote a culture of mutual respect and correctly balance both instructor proficiency and Non-commissioned Officer (NCO) professionalism.</p>	<p>AETC will implement this by emphasizing leadership as a core competency in the MTI qualification training course and increasing the focus on mentorship. A focus on development and policy enforcement is also being added in the MTI supervisor course.</p> <p>Additionally, AETC is developing a BMT deliberate development program, adding three positions to BMT to support this program and continuation training requirements.</p>	<p>Complete.</p> <p>Two positions added to UMD to support deliberate development, along with contractor support.</p>	

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		ECD: July 2013.		
<b>A27</b>	Add scenario-based training (led by the Sexual Assault Response Counselor [SARC] or chaplain) on sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining into week four of the BMT curriculum. Administer a test at the end of this training. Immediately correct all wrong answers. Track and trend results.	<p>AETC has already moved sexual assault prevention and response training from BMT week seven to week five.</p> <p>The command is exploring moving this training block to the fourth week of training and incorporating a test/progress check at the end of the class.</p> <p>BMT-specific scenario-based training is under development.</p> <p>ECD: May 2013.</p>	<p>Training on Sexual Assault Prevention and Response (SAPR) has been moved to the fourth week of training. In addition the Trainee Rights &amp; Duty brief was implemented and a Trainee Rights &amp; Duty video is being implemented in Jan 13.</p> <p>Upcoming milestones:  - Add BMT Specific SAPR training: Jan 13  - Add tests for SAPR training: Jan 13  - Hire additional SARCs required for training (see A28 below): May 13</p> <p>ECD: May 2013</p>	<i>Per Jan IPT, HAF incorporating scenarios for all training and hiring SAPR specific trainers.</i>
<b>A28</b>	Direct the SARC to teach the entire training curriculum on sexual assault prevention and response to both trainees and MTIs.	<p>AETC agrees that SARC experts should teach the training curriculum on sexual assault prevention and response to both trainees and MTIs.</p> <p>To that end, three SARC positions are being added to BMT. (See also: A35)</p> <p>ECD: August 2013.</p>	<p>- Three additional SAPR personnel authorized. Hiring actions in progress.</p> <p>ECD: May 2013</p>	<i>Per HAF Jan IPT, BMT requires SAPR specific trained briefers as well as SARCs in the room for victim care.</i>
<b>A29</b>	Adhere to existing Air Force policy to determine investigative purview over allegations of an unprofessional relationship and a	There is new Office of the Secretary of Defense (OSD)	OSD guidance has cleared legal reviews	<i>HAF AIS and AF OSI working</i>

	sexual assault.	guidance that identifies the AFOSI as the sole investigative agency to investigate allegations of sexual assault within the Air Force. Accordingly, HAF is updating the AFOSI and security forces matrix found in AFI 71-101, <i>Criminal Investigations Programs</i> , to reflect AFOSI as the sole investigative authority within the Air Force for allegations of sexual assault.  ECD: TBD	and is awaiting signature.  Upon distribution of the new OSD guidance, the AF updates to AFI 71-101 will be finalized and published.  ECD: May 2013	<i>towards symbiotic relationship ensuring best care for victims.</i>
A30	Train investigators to understand the challenges of investigating sexual offenses in the training environment.	AFOSI has developed a sexual assault investigators' course to train its agents on assault "victimology" and investigative techniques. It was noted in the CDI report that "the course was recently held for the first time."	Complete.  Courses are continuing.	<i>HAF AIS staff attends course to strengthen teamwork and provide real world experience.</i>
A31	Apply benchmark investigative procedures and lessons learned from successful investigations.	AFOSI has an extensive lessons learned program in place to benchmark investigative procedures and lessons learned from successful investigations.	Complete.  Program remains in place and is being used.	<i>AF OSI/HAF have reviewed cases for lessons learned.</i>
A32	Dedicate additional Security Forces Office of Investigations (SFOI) manpower to the training mission based on the trainee population and unique operating environment.	The Capability-Based Manpower Standard (CMS) for Security Forces, <i>43XSSS—Manpower and Organization Security Forces Squadron</i> , 6 December 2007, specifically excludes basic	Action was approved to add two security forces investigators for BMT. Positions for 1 civilian and 1 military security forces investigators are in the process of being	

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		<p>military trainees at JBSA-Lackland in the manpower standard for security forces investigators.</p> <p>This implementation effort requires change of the CMS to remove the exclusion of BMT trainees at JBSA-Lackland. We will add two security forces investigators for BMT.</p> <p>ECD: October 2013.</p>	<p>added to the UMD.</p> <p>ECD: August 2013</p>	
A33	<p>Implement secure processes that track and analyze BMT comment box critiques that are suitable for reporting allegations of misconduct. Use Army Training and Doctrine Command (TRADOC) Regulation 350-6, <i>Enlisted Initial Entry Training Policies and Administration</i>, as a benchmark to develop specific guidelines for investigating and responding to comment sheets.</p>	<p>Complete.</p> <p>737 TRG has increased trainee access to critique boxes by repositioning boxes (42) on the first level in all dormitory stairwells that are out of direct MTI line of sight. Civilian staff members collect and process the trainee critiques, which are provided to the group, wing, and 2 AF weekly. Survey feedback is tracked and analyzed quarterly.</p>	<p>(Action already complete)</p>	<p>In addition, AETC's partnership with RAND will develop an integrated survey process to encourage full reporting of all misconduct, especially by those who fear retribution.</p>
A34	<p>Ensure that training regarding how to report MTI misconduct reassures trainees that there will be no negative training or career consequences for reporting allegations of sexual assault, sexual harassment, unprofessional relationships, maltreatment, or maltraining.</p>	<p>Complete.</p> <p>Comprehensive leadership briefings are presented to trainees. The 737 TRG/CC and a lawyer from the servicing legal office brief trainees during arrival week. The squadron commander</p>	<p>(Action already complete)</p>	

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		briefs trainees during the first week of training on the importance of reporting and his or her personal commitment that there will be no negative consequences for reporting		
A35	Increase the physical presence of SARC personnel and the chaplain in BMT squadrons to facilitate access to reporting mechanisms.	<p>Increasing chaplain presence in BMT will facilitate reporting mechanisms, contribute to the societal development of trainees, and provide commanders another set of eyes and ears to assist with measuring the health of the command.</p> <p>AETC agrees that establishing opportunities for interaction between SARC staff members and BMT trainees through increased physical presence, based on location and contact time, will increase opportunities for reporting. (See also: A28)</p> <p>ECD: August 2013.</p>	<p>6 additional personnel (4 chaplains, 2 assistants) have been assigned to BMT. 4 are temporary, Individual Mobilization Augmentees, and not the permanent solution.</p> <p>One additional chaplain reports the end of Jan 2013 achieving the goal of one Chaplain per BMT "street" squadron.</p> <p>Three additional SAPR personnel authorized. Hiring actions in progress (see also: A28)</p> <p>ECD June 2013</p>	
A36	Install in each dormitory a 24/7 hotline phone that directly connects to the SARC.	Multimenu/hotline phones (24/7 direct connect to the SARC) will be added/installed in dayroom hallways in the recruit housing and training facilities, and dayrooms in the new Airman training centers (dorms), providing trainees	The contract for SARC HOTLINE phone materials/equipment has been awarded with an estimated delivery date of 18 Jan 13. Local Communications Squadron will schedule installation as soon as the phones arrive.	

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		immediate access to phones. ECD: March 2013	ECD: March 2013	
A37	Institutionalize new wingman procedures by incorporating them into training group instructions.	Complete.  737 TRG expanded its wingman policy to ensure that trainees are never without a wingman. This is codified in the updated BMT group instruction/policy, which details procedures and accountability at all levels for leaders, MTIs, and trainees.	(Action already complete)	
A38	Eliminate weaknesses in existing detection measures by improving surveillance, Charge of Quarters (CQ), and entry-control procedures.	AETC/737 TRG completed a comprehensive review of all detection and control procedures to eliminate weaknesses that could facilitate misconduct.  Numerous measures have been implemented to ensure the safety of trainees and deter inappropriate behavior: utility doors have been removed from dorm room closets; policy now mandates two permanent-party personnel in the squadron area 24/7 to ensure compliance with policies and procedures; strict key controls were implemented where all facility keys are signed out/in from CQ; MTIs are restricted from seeing off their graduated Airmen to their TT	The command is evaluating increased surveillance capability in the Airman Training Center (ATC) campus.  ECD: July 2013	

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		<p>school (the instructor supervisor now oversees); group/squadron leadership and the standardization evaluation office conducts unscheduled compliance and security checks during non-duty hours and weekends. All of these actions are complete.</p> <p>AETC is evaluating additional video surveillance improvements recommended by the Electronic Systems Center at Hanscom AFB, Massachusetts.</p> <p>ECD: July 2013</p>		
A39	Adopt the BMT-developed 7.5-week training program to eliminate "white space" in the training schedule.	<p>BMT is currently an 8.5-week program. The predominant issue concerning the length of the program is the course content.</p> <p>Course content is under review via a separate initiative, and the appropriate BMT course length will be determined as part of that review.</p>	N/A	Not implemented as part of this effort. Length of the BMT program is being evaluated separately.
A40	Deny unnecessary access to trainees' private information by prohibiting social media contact, restricting control of trainees' cell phones, and strengthening guidance to restrict tattoo inspection.	<p>Complete.</p> <p>BMT squadron commanders brief graduating BMT Airmen that they are prohibited from contact with any MTI while in TT and that they must report to their TT</p>	(Action already complete)	

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		<p>military training leader (MTL) any attempt by their MTI to contact them.</p> <p>BMT policy now completely prohibits MTIs from handling trainee cell phones. Only the instructor supervisor, first sergeant, superintendent, or commander will distribute, monitor use of, and secure trainee cell phones—with keys controlled by the CQ.</p> <p>Policy also restricts tattoo inspection to visual checks in standard clothing uniform combinations.</p>		
A41	AETC should maintain the 24/7 hotline to allow for continued reporting.	<p>Complete.</p> <p>Upon deactivation of the CDI team, the 24/7 hotline that was established transferred to 2 AF, which continues its maintenance and operation.</p> <p>The hotline for reporting sexual misconduct is broadly advertised to all trainees and staff.</p>	(Action already complete)	<p>In addition, AETC cast a broader net than employed by the CDI team, which partnered with the Air Force Personnel Center (AFPC) to contact (using current last-known e-mail address) all graduates of BMT and TT since 2009.</p> <p>In the new effort, AETC partnered with AFPC to canvass graduates of BMT and TT to January 2002,</p>

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				notifying them of the hotline's existence.
A42	Develop an informational briefing and require the Military Entrance Processing Station (MEPS) NCO to brief all recruits on what constitutes sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining and how to report such instances when recruits arrive at BMT.	<p>Complete.</p> <p>AETC has developed a briefing that will be delivered to all new recruits as the final processing action taken by the recruiter prior to shipping through the MEPS outbound to basic training.</p> <p>The briefing complements and expands upon the Air Force Recruiting Service "Bill of Rights" briefing provided by recruiters to applicants on professional relationships, sexual harassment, and unwanted contact, including sexual abuse in relation to the recruiting process.</p> <p>The material is covered in a one-on-one session with the recruiter and applicant to ensure full understanding and is revisited throughout the enlistment process.</p> <p>The "Bill of Rights" will serve as the basis for the final briefing, also done one-on-one; each incoming trainee will be briefed on instructor abuses of power (sexual assault, sexual harassment, unprofessional relationships,</p>	(Action already complete)	

		<p>maltreatment, and maltraining) as well as how to report during BMT and TT.</p> <p>Because accurate and consistent information on this subject is so important, we are implementing a process whereby this one-on-one briefing will be repeated and documented at BMT and TT.</p> <p>The record of the performance of these briefings will travel with trainees throughout their training experience and provide a tool for program oversight.</p>		
<b>A43</b>	Create a standardized and anonymous survey, separate from other end-of-course surveys, to effectively capture training environment misconduct.	<p>Complete.</p> <p>737 TRG administers anonymous surveys throughout training to collect data from a statistically significant sample of trainees.</p>	(Action already complete)	
<b>A44</b>	Establish standardized procedures, including trend analysis, for analyzing and reporting survey data. At a minimum, report results and analysis quarterly to group, wing, and numbered air force leadership.	<p>Complete.</p> <p>737 TRG consolidates, analyzes, and reports EOC survey feedback quarterly to group, wing, and NAF leadership.</p>	(Action already complete)	
<b>A45</b>	Require that the wing commander be informed of all allegations of sexual assault, sexual harassment, unprofessional relationships, maltreatment, and maltraining reported in the end-of-course	<p>Complete.</p> <p>(See also: A6 above). 2</p>	(Action already complete)	<i>HAF/AIS working with A3 for OPREP review</i>

	surveys.	AF/CC issued a policy memorandum requiring that all maltreatment, maltraining, hazing, unprofessional relationship, and sexual misconduct allegations be reported to the 2 AF/CC through a newly created mandatory misconduct reporting requirement.		<i>and well defined reporting guidelines on all SA cases.</i>
A46	Strengthen the current integration model by creating MTI teams of four instructors per two flights, with a minimum of one female instructor per team, regardless of the gender of the trainee flights.	Manning adjustments are under way to ensure that a minimum of one female instructor is assigned to each team of four instructors.  ECD: November 2013.	AETC and the Air Force Personnel Center have formally established and begun the process to increase female MTI end strength in order to achieve a minimum of one female instructor per team of four MTIs.  The 737 <sup>th</sup> Training group is on target to achieve effective 25 percent female MTI manning by November 2013. This includes both qualified MTIs and MTIs-in training assigned.  Given that some female MTIs will be in training status, 25 percent end strength of fully certified female MTIs will be achieved and sustainable by March 2014.  (See also A16 above.)	

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**NOV 15 2012**

**MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS**  
**CHIEFS OF THE MILITARY SERVICES**

**SUBJECT: Lackland Air Force Base Investigation Findings and Recommendations**

Sexual assault has no place in the military. I expect that each of you is doing your utmost to eradicate this problem because of its detrimental impact on military good order, discipline, and readiness. General Edward Rice of the Air Force directed a comprehensive investigation of the sexual misconduct at Lackland Air Force Base, and the Secretary and Chief of Staff of the Air Force have now provided me with the results of the investigation, as well as their recommendations. I expect the Air Force to provide me a detailed report back on their progress in implementing the recommendations contained in General Rice's report within 90 days.

On September 25, 2012, as a result of events involving Lackland Air Force Base, I directed the other Services to perform a comprehensive assessment of their initial military training to ensure the safety and protection of our Soldiers, Sailors, Airmen, and Marines, which should include basic training and follow-on advanced or technical training for enlisted personnel, and initial skills training for commissioned officers. I am now providing the other Services with a copy of the Air Force report to inform their ongoing assessments of initial military training. There are important lessons to be learned from the breakdowns in the Air Force's military training environment. These lessons go beyond the issues involving sexual assault, to such questions such as the proper ratio of instructors to trainees, and command oversight of the training environment. In particular, I remain concerned with the following matters:

- Selection, training, and oversight of instructors and leaders who directly supervise initial military training. Your reviews should particularly consider the potential benefits of increasing the number of female training instructors;
- Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors;
- Internal controls in place to identify and prevent behavior inconsistent with established standards by instructors and leaders throughout all phases of initial military training;
- Student accessibility to Sexual Assault Prevention and Response (SAPR) services;
- Timing, content, and delivery of SAPR-related training; and
- Timing, content, and effectiveness of student feedback mechanisms.

Some of the findings and recommendations contained in the Air Force report may be appropriate for implementation by the other Services. I expect the other Services to consider the

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**002902**

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applicability of each of these findings and recommendations in your reviews. I expect a report back to me on the results of your reviews through the Under Secretary of Defense for Personnel and Readiness within 90 days.



**Attachment:**  
**As stated**

**cc:**  
**Under Secretary of Defense for Personnel and Readiness**  
**General Counsel**  
**Assistant Secretary of Defense for Legislative Affairs**  
**Assistant Secretary of Defense for Public Affairs**

TAB C - COORDINATION

Office	Name	Date	Coordination
OSD (P&R)			



DEPARTMENT OF THE AIR FORCE  
AIR EDUCATION AND TRAINING COMMAND

17 January 2013

MEMORANDUM TO HQ USAF/CC  
SAF/OS  
IN TURN

FROM: AETC/CC  
1 F Street, Suite 1  
Randolph AFB TX 78150-4324

SUBJECT: Progress on Implementing Commander Directed Investigation (CDI) Recommendations

1. Attached is a detailed reflection of our progress, as of 15 Jan 13, in implementing the actions outlined in my 2 Nov 12 report and recommended by the CDI led by Major General Woodward into sexual misconduct by Military Training Instructors (MTI) at Basic Military Training (BMT). This report is provided in response to the Secretary of Defense's 15 Nov 12 request for a detailed progress report within 90 days.

2. Our approach in implementing these actions has been deliberate and focused, addressing the more significant weaknesses in BMT soonest—starting with strong leadership and effective leadership policy changes. To that end, we have accomplished 9 of the 14 total recommendations in the "Leadership" area. In addition, we have installed an effective interim solution for additional officer oversight, with temporary duty Operations Officers in place in BMT squadrons. We have also completed 10 of the 20 recommended actions to strengthen trainee awareness, safety, and institutional safeguards and completed 4 of 12 initiatives to select more experienced MTIs and place them in a stronger position to successfully execute their duties.

3. Overall, to date we have completed 23 of the 45 recommended actions we intend to implement as part of this effort. We are on target to implement 20 more by August 2013 and will have effective solutions in place for the remaining 2 by November 2013, with full end-state functionality (achieving permanent end strength of fully certified, 3 male/1 female MTI teams) by December 2014. We believe our ongoing actions directly correlate to achieving successful and sustainable improvements in the same areas of concern expressed to all the Services by the Secretary of Defense in his 15 Nov 12 memo.

  
EDWARD A. RICE, JR.  
General, USAF  
Commander

Attachments:

1. AETC Actions on CDI Recommendations – Update, 16 Jan 13
2. SECDEF Memo, 15 Nov 12 – Lackland Investigation Findings and Recommendations

002905



THE SECRETARY OF THE AIR FORCE  
CHIEF OF STAFF, UNITED STATES AIR FORCE  
WASHINGTON DC



INFO MEMO

FOR: SECRETARY OF DEFENSE

FROM: Michael B. Donley *MD* NOV 8 2012  
General Mark A. Welsh *MW*

SUBJECT: Lackland AFB Sexual Misconduct Investigation – Findings and Recommendations

- General Edward Rice, Commander, Air Education and Training Command (AETC), has completed his review of the investigation of sexual misconduct at Basic Military Training (BMT) at Joint Base San Antonio-Lackland. During the course of his review, General Rice made four commitments:
  1. Thoroughly investigate all allegations of misconduct
  2. Care for the victims of the misconduct, regardless of their consent to the activity
  3. Hold perpetrators of misconduct accountable for their actions while protecting due process
  4. Identify and correct the underlying problems that permitted the misconduct to occur.
- General Rice's report, and the associated Commander Directed Investigation (CDI), are at TAB A and are briefly summarized below.

**Scope of Effort.** On June 20th, 2012, General Rice appointed Maj Gen Margaret Woodward to conduct an independent investigation. Her CDI team was comprised of 38 members with expertise across many functional areas including the Judge Advocate General Corps, the medical community, Security Forces, Sexual Assault Prevention and Response, former Military Training Instructors (MTI) and the Office of Special Investigations. The CDI expended more than 17,000 man-hours, and conducted 215 interviews, 18,000 personnel surveys, reviews of over 100 hotline calls and numerous trainee focus groups. Full details are at Appendix C of General Rice's report.

**CDI Findings.** Maj Gen Woodward's team produced 22 findings categorized into five major areas:

1. Leadership, where deterrence was found to be hindered by insufficient leadership oversight
2. MTI selection and manning, where the MTI corps consisted of members with minimal leadership experience and too much power resident with a single MTI
3. MTI training/development, where the MTI culture and training did not adequately emphasize NCO responsibilities

4. Reporting/detection, addressing barriers that exist for reporting by MTIs, trainees and students
5. Policy and Guidance, where enduring institutional safeguards are necessary

**Recommendations and Corrective Measures.** The CDI team made 46 recommendations addressing leadership, institutional safeguards against misconduct, and the MTI environment. The specific recommendations are listed at Appendix B of General Rice's report. AETC intends to fully or partially implement 45 of the 46 actions recommended in Maj Gen Woodward's CDI report. The 46th recommendation, which deals with the course length of BMT, will be reviewed in a separate forum. AETC has already implemented 13 of the CDI recommendations and is on track to implement 31 of the 32 others by August 2013. Implementation of the final remaining action should be complete by November 2013. Fourteen actions are associated with strengthening BMT leadership (6 are complete); 19 of the actions are aimed at strengthening BMT institutional safeguards (7 of those are complete); and 12 actions will strengthen effectiveness and enhance the experience level and professionalism of the MTI corps (none of these are complete at this time). In addition to the external CDI, AETC's own internal review of BMT produced 13 other changes at BMT, listed at Appendix D of General Rice's report.

Key recommendations include:

- o Leadership. Strengthening the selection process for squadron commanders and adding operations officers and flight commanders to squadron staffs. Elevating the grades of squadron First Sergeants from E-7 to E-8 and Superintendents from E-8 to E-9. Expanding leadership orientation training and ensuring timely notification to leadership of potential misconduct.
- o Strengthening Institutional Safeguards. A comprehensive review of detection and control procedures has already been completed and corrective measures implemented. These include removing closet doors, ensuring 24/7 squadron coverage by a minimum of two staff personnel, and strict key controls. Trainees are briefed earlier and more frequently on how to report maltreatment/sexual assault; and trainee feedback mechanisms have been improved. No trainee can be alone while away from a group setting. Finally, we are adding three Sexual Assault Response Coordinators at Lackland in addition to the two already there. Lackland is a very large and diverse base with over 34,000 personnel; and these additional SARCs will be dedicated solely to the BMT mission.
- o MTI Environment. We have assigned two MTIs per flight and are ensuring that one-in-four MTIs will be female. This will improve MTI teaming and oversight, and raise the percentage of female MTIs from ~15% to 25%. The minimum MTI grade level is being increased from E-5 to E-6 and selection will require a commander certification of leadership ability. These changes will give us a slightly older, more mature MTI cadre and we are revamping the MTI qualification training course to emphasize NCO mentorship and leadership responsibilities.

The leadership and MTI personnel changes are being implemented now with temporary assignment actions and are being permanently instituted beginning with the summer 2013 rotation.

- **Accountability.** Investigations into misconduct are continuing and General Rice has also assessed accountability within the chain of command.

MTI Investigations. The investigative team that examined MTI misconduct included 53 full time personnel and 231 others in support. They spent an estimated 23,000 man-hours on a variety of efforts, including over 4,300 interviews. Criminal investigations are continuing. The majority of allegations involving MTI misconduct do not allege sexual assault, but rather that MTIs engaged in unprofessional relationships with BMT trainees or technical training students, which is strictly prohibited by AETC policy. To date, 23 alleged MTI offenders have been identified. While investigations are still ongoing and all accused are presumed innocent unless and until proven guilty, five of those 23 MTIs have been court-martialed for charges ranging from unprofessional relationships to sexual assault. All five were convicted. Additionally, one MTI received nonjudicial punishment under Article 15 of the Uniform Code of Military Justice for an unprofessional relationship that did not involve touching. Seventeen more MTIs are pending charges or are still under investigation.

Accountability in the Chain of Command. Commanders have a fundamental responsibility to maintain good order and discipline in their units. General Rice assessed the accountability of BMT commanders back to 2009. He has removed one BMT squadron commander and the BMT group commander from command and issued both of them referral Officer Performance Reports. In addition, General Rice served administrative disciplinary actions on six former commanders. Those actions include two Letters of Reprimand and four Letters of Admonishment. These actions are still pending due process requirements and are subject to change.

- **Additional Air Force Initiatives.** Although the BMT environment is unique, the investigation highlighted several areas with broader application across the Air Force. For example, the vast majority of the reports of instructor misconduct have resulted from second or third person accounts of the incidents during criminal investigative efforts. Consequently, we must continue to reinforce that it is every Airmen's duty to detect/deter and ultimately report misconduct. Additionally, the cases of misconduct illustrate the escalatory nature of this type of activity, underscoring the importance of appropriate early disciplinary action, not only for cases of assault, but any violations of policy.

While 75% of the allegations of misconduct at BMT were for policy violations, sexual assault and other sexual misconduct did occur. The AF is committed to preventing sexual assault, and we must continue to evaluate and update our current strategy for combating it. Our goals are that:

1. Every Airman will know that sexual assault will not be tolerated;
2. Victims, and Airmen aware of sexual assault committed by others, will feel both the freedom and an obligation to report; and
3. Commanders and supervisors will sustain an environment of zero tolerance and hold offenders accountable.

An overview of the AF's sexual assault and prevention program, to include current efforts and ongoing improvements, is at TAB B.

- **Next Steps.** Throughout the investigation, we have kept OSD P&R fully informed, engaged routinely with Congress, local and national media, civic leaders and special interest groups. General Rice and other senior officers in his command conducted a number of media and civic engagements, including a briefing for the Pentagon press, meetings with members of Congress with focus on the House Sexual Assault Prevention Caucus, and direct engagement with outside groups such as the Service Women's Action Network (SWAN) and Protect our Defenders. This transparency has been critical to preserving credibility and highlighting our commitment to eliminating sexual assault and misconduct in the Air Force.

Congressional engagements are planned for Tuesday, November 13th, and Wednesday, November 14th, immediately followed by a press conference here in the Pentagon with General Rice and General Welsh to provide the results of Maj Gen Woodward's CDI and to lay out the way ahead on what the Air Force is doing to address sexual assault more broadly across our force. This work is being coordinated with OSD PA and LA.

Completion of this CDI and implementation of its recommendations will "bookend" the BMT aspect of this issue. While individual cases and investigations continue, this milestone will convey that we are well down the path in corrective actions at Lackland. We plan to transition further engagement with the same audiences toward our AF-wide efforts to establish the appropriate leadership and command climate, as well as disciplinary and peer environments, that will lead to the elimination of sexual assault in our military.

**Attachments:**

As stated

**cc:**

DepSecDef

CJCS

OSD P&R

OSD LA

OSD PA

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**AETC Commander's Report  
to the Secretary of the Air Force**

**Review of Major General Woodward's  
Commander Directed Investigation**



2 November 2012

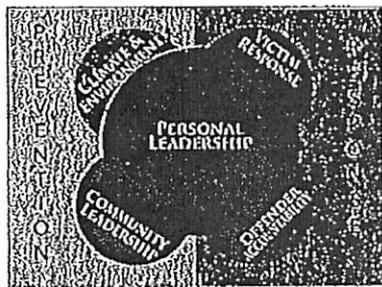
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## Air Force Sexual Assault and Prevention Overview

The Air Force succeeds on behalf of the Nation because of the professionalism, skill, and discipline of its Airmen. The Air Force, like the Department of Defense, has zero tolerance for sexual assault, which harms Airmen, undermines mission focus and contradicts our core values of Integrity, Service and Excellence. We are unequivocal in our commitment to prevent incidents of sexual assault; to provide victim care where assault has occurred; and to hold those who commit such acts accountable, while protecting the due process rights of the accused.

Advised by private sector subject matter experts (SMEs) we understand combating sexual assault is a persistent campaign requiring sustained and constant vigilance. We began a long-term program in 2005 to eliminate sexual assault. The AF Sexual Assault Prevention and Response (SAPR) Program's core elements provide a strong foundation for our sexual assault prevention and response efforts. The elements—Personal Leadership, Climate and Environment, Community Leadership, Victim Response, Offender Accountability and Assessment—align with the Chairman of the Joint Chiefs of Staff's Lines of Effort (LOE)—Prevention, Investigation, Accountability, Advocacy and Assessment.

5 core elements (Lines of Effort) of a leader's responsibility, encompassing both prevention & response strategies



(Personal Leadership)  
The overarching element

\*CJCS Strategic Direction  
Lines of Effort (LOE)

- \*Prevention
  - Unit Climate Assessment (6 SAPR Items)
  - Wing CCs' Guide
  - Gallup Survey
  - SAPR Leader Summit (CSAF/SECAF led)
  - Bystander Intervention Trng (435K+ trained)
- \*Investigation
  - 24 OSI Agents and 10 USACIL techs
- \*Accountability
  - 7 Sr Trial Counsels to prosecute SA cases
- \*Advocacy
  - 101 Install/13 MAJCOM/DRU SARCs
  - 3K+ volunteer VAs
  - Adding 78 full-time VA positions
- \*Assessment
  - Develop metrics to assess SA investigation/prosecution/climate/training/victim response

While the Basic Military Training (BMT) environment intentionally differs from the mainstream AF, the tenets of culture, leadership, and institutional safeguards identified by AETC Commander General Ed Rice are universal and provide a framework to evaluate explain our current SAPR program. Our goal is an Air Force where:

1. Every Airman will know that sexual assault will not be tolerated;
2. Victims, and Airmen aware of sexual assault committed by others, will feel both the freedom and an obligation to report; and
3. Commanders and supervisors will sustain an environment of zero tolerance and hold offenders accountable.

Our current and ongoing initiatives to achieve a zero tolerance environment are targeted toward prevention (dissuade, deter, and detect) and response (victim care and accountability).

## Culture

The Air Force culture is based on our core values of *Integrity First, Service Before Self, and Excellence in All We Do*, and on our respect for the rule of law. Sexual assault is antithetical to these values. Yet we continue to see sexual assaults in the Air Force committed by Airmen who reject these tenets. This problem devastates fellow Airmen and ultimately undermines good order, morale and readiness—key reasons that drive our efforts to change environments and behavior that can, and too often does, lead to sexual assault.

As described in the next few pages, we have very robust programmatic, education, and resource efforts aimed at constantly reinforcing an environment of zero tolerance for sexual assault. However, our value structure of integrity, service and excellence can sometimes be undermined by factors such as adverse peer pressure, glamorization of alcohol, misplaced loyalty and the misuse of power between the ranks. These factors can fuel conduct that may lead to sexual misconduct and ultimately assault. They can make it more difficult for victims to report and for bystanders to intervene.

Such factors, and the potential negative behavior they can foster, are our challenge. We are stepping up our efforts to fight the influence of these and other factors and the Spectrum of Prevention highlighted below is our framework.

The Spectrum of Prevention



Air Force leadership, basic commitment to professionalism, and institutional safeguards address many of the areas on this spectrum. However, we need to reinforce to Airmen that their conduct must be exemplary—our Nation will tolerate nothing less of its military. We must continue our effort to remind our force that great Airmen take action to uphold standards... that our core values are not just words on paper, but require constant vigilance from all of us and that all behavior, individual and group, affects our readiness and our credibility.

The tools related to accountability and deterrence are key to changing behavior. Would-be offenders must believe the risk of detection and punishment is real. If behavior cannot be changed, then the offending Airmen must be held accountable...and as a deterrent, all other Airmen must be informed of his/her crime and the punishment. We are teaming with outside subject matter experts (SMEs) to identify innovative methods foster Airmen-led coalitions and networks where upholding standards and being responsible and accountable are expected. Such coalitions and networks can defeat the factors identified above. Additionally, we are working with these SMEs on rapid improvement events/methods to improve mechanisms to shape individual behavior, affect individual decision making, and ensure individuals are dissuaded from adverse behavior.

We do not take for granted that all new Airmen understand or accept our core values and so our current efforts aim to educate all new members of what it means to be part of the profession of arms. However, we believe our education methods at accession, and other training events, are outdated. Again, we are seeking outside assistance. On November 14th, 2012, we will hold our first of several education program reviews, where we will have university experts and other SMEs assess our entry level education with the goal to make it more relevant.

We have the ability to transform civilians into excellent Airmen who fully subscribe to the Air Force ethos of dignity, honor and respect. There is no doubt behavior change is a huge challenge, but we are leading from the front and we will make a difference.

### Leadership

All Airmen must be dedicated to zero tolerance, but ultimately, leaders at all levels must be at the center of this effort. We've implemented several recurring initiatives to ensure our leaders have the tools they need to understand and promote zero tolerance.

- Data
  - Deployed a survey (via Gallup) to ascertain the actual prevalence and incidence of sexual assault in the AF.
  - Revised the Unit Climate Assessment tool to include sexual assault questions. Provides leaders further assessment of Airmen's knowledge about sexual assault reporting options, attitudes toward leadership, and the employment of bystander intervention.
- Education
  - Conducting SAPR training at pre-command and senior enlisted venues.
  - Convening annual SECAF/CSAF two-day SAPR Leader Summits where installation commanders receive refresher training from national experts on a variety of topics, including victimology, victim care, investigatory techniques, accountability, etc.
  - Developed and fielded a Commander's SAPR Guide with statistics, facts, and talking points to help installation leaders encourage healthy conversations with their Airmen.
- Oversight
  - Instituted a SAPR Executive Steering Group (ESG) comprised of senior leaders from each of the functional and support agencies at the AF Headquarters. The ESG meets quarterly to develop short and long-range achievable objectives.

*These are valuable initiatives, but we are committed to improving them and finding new and innovative ways to take our efforts to the next level:*

- Improvements
  - Expanding the SAPR Leader Summit attendees to include MAJCOM vice commanders and command chiefs, and installation command chiefs.

- o Rewriting the curriculum for all pre-command and senior enlisted training to meet SECDEF requirements. The training will be increased to 2-plus hours in duration and include scenario-based discussions, SME education on victimology and victim care, and an in-depth indoctrination of commander legal responsibilities in sexual assault cases.
- o Conducting follow-up survey to the baseline Gallup survey--April 2013.
- o Continuing to work with OSD/other Services in developing standardized assessment methodologies to evaluate the effectiveness of pre-command and senior enlisted training.

### Institutional Safeguards

The institutional safeguards identified by General Rice for the BMT environment translate into prevention and response as we apply them to our SAPR program. Prevention translates into "dissuade, deter, and detect" and response into "victim care and accountability". Below are examples of our ongoing prevention and response initiatives.

- Dissuade/Deter/Detect
  - o Providing Sexual Assault Response Coordinators (SARCs) training--40 hours of in-resident training at Air University (AU) that meets national advocacy credentialing standards and annual refresher training thereafter.
  - o Conducting first responder training--developed SAPR-specific training for all first responders to include investigators, security forces, judge advocates, chaplains and health care providers.
  - o Including SAPR curriculum in all accessions training and Professional Military Education (PME).
  - o Instituted mandatory Bystander Intervention Training (BIT) to the Total Force. Since 2011, approximately 435,000 Military and Civilian personnel have received the BIT class.
- Victim care
  - o Assigned full-time SARCs at base level, including downrange locations, with direct access to wing leadership. Also identified 78 full-time Victim Advocate (VA) billets, and we will field them by October 2013.
  - o Improved medical response and treatment throughout the AOR. AOR Role II and Role III MTFs now require a trained sexual assault examiner. Four of the six AF MTFs in the AOR perform sexual assault examinations on site. The remaining two facilities refer sexual assault cases to other military service MTFs.
  - o Integrating Mental Health (MH) care for sexual assault victims into the AF evidence-based patient care model. In FY12, a full-time MH provider was placed at each of the 75 MTF primary care clinics. Thru FY16, there will be a 25% increase in MH staff.

- Created 71 Community Support Coordinator (CSC) positions to serve as the focal point for installation resilience programs. This position will serve as an integrator for installation programs to include Equal Opportunity, SAPR, Airman and Family Readiness Center, Alcohol and Drug Abuse Prevention and Treatment (ADAPT), Threat Management Working Group, Chaplains, and Mental Health.
- Implemented expedited transfer consideration on requests from victims of sexual assault for Permanent Change of Station (PCS) or unit transfer.
- Expanded Restricted Reporting to military dependents 18 years of age and older who are sexually assaulted by someone other than a spouse or intimate partner.
- Accountability
  - Trained on-call AFOSI regional specialists in advanced forensics and criminal psychology. 24 specifically trained advanced sexual assault investigators placed at high-risk installations.
  - Developed a new advanced Sexual Crimes Investigations Course in August 2012.
  - Designated/trained seven experienced senior trial counsel (STC) as special victims team (SVT) STCs to focus primarily on trying sexual assault cases. During FY12, the SVT STCs attended the National District Attorney's Association Prosecution of Sexual Assault Course and several advanced litigation courses taught by the AF and sister services.
  - Training sexual assault examiners. A total of 25 sexual assault examiners were trained in FY11/12. Sustainment training will continue to be conducted annually, as required.
  - Elevated initial disposition authority for the most serious sexual assault offenses to the Special Court Martial Convening Authority (SPCMCA) pursuant to SECDEF direction.
  - Implemented the Defense Sexual Assault Incident Database to streamline data collection efforts.
  - Expanded records retention and access to evidence relating to victims of sexual assault.

*These are valuable initiatives, but we are committed to improving them and finding new and innovative ways to take our efforts to the next level:*

- Oversight
  - SAPR Executive Steering Group will report quarterly to the AF Community Action/Information Board, improving continuity of effort and providing opportunity for feedback from MAJCOMs and installations.
- Dissuade/Deter/Detect
  - Assessing manpower requirements needed to execute FY 12 and projected FY 13 National Defense Authorization Act language. We know we need to increase manpower in policy oversight, education and training and legal/investigation roles. Additionally, we know and are committed to increasing

the number of SARCs for BMT and across the AF to ensure we have a surge capacity for contingencies. We will source three SARCs to BMT by Summer 2013.

- Providing enhanced, tailored training for all military and civilian employees to include accessions, PME, leadership, pre-deployment, post-deployment, military recruiters, and first responder training; top-to-bottom review and revision of current AF training are underway.
- Revising our SAPR Program Inspector General (IG) checklist to capture measurable results.
- Correcting deficiencies of SARC installation contact procedures as identified by the Air Force Audit Agency and the AF IG.
- Continuing to seek and leverage best practice and benchmark programs from Universities, corporations and other Services. For example, AFOSI and AF JAG personnel attended Army Special Victim Team (SVT) training at Fort Leonard Wood to assess Army best training practices and implement them in Air Force training.
- Victim Care
  - Enhancing training for victim and witness assistance personnel and a standalone AF VWAP course is currently in development.
- Accountability
  - Working with OSD counterparts to expand the scope of legal services offered to sexual assault victims in order to protect victims' legal interests and encourage victims to cooperate with the prosecution of offenders.
  - Expanding our Special Victims capability: AFOSI/JAG personnel are actively engaged in revising their respective course curricula to serve a mixed audience of investigators and prosecutors. This joint course will provide needed Special Victim Team capabilities training, and help foster collaborative, interdisciplinary (investigator and prosecutor) working relationships at the installation level, leading to more efficient and effective case processing.

### Summary

Our goal is zero tolerance for sexual assault. We have engaged leaders who understand and promote a zero tolerance environment. They know our goal is:

- Every Airman will know that sexual assault will not be tolerated;
- Victims, and Airmen aware of sexual assault committed by others, will feel both the freedom and an obligation to report; and
- Commanders and supervisors will sustain an environment of zero tolerance and hold offenders accountable.

This is an Air Force problem to solve, and we will ensure every Airman knows they are part of the solution.



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**SECRETARY OF DEFENSE**  
**1000 DEFENSE PENTAGON**  
**WASHINGTON, DC 20301-1000**

**NOV 15 2012**

**MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS**  
**CHIEFS OF THE MILITARY SERVICES**

**SUBJECT: Lackland Air Force Base Investigation Findings and Recommendations**

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- Selection, training, and oversight of instructors and leaders who directly supervise initial military training. Your reviews should particularly consider the potential benefits of increasing the number of female training instructors;
- Manning, including the ratio of instructors to students and the ratio of leaders in the chain of command to instructors;
- Internal controls in place to identify and prevent behavior inconsistent with established standards by instructors and leaders throughout all phases of initial military training;
- Student accessibility to Sexual Assault Prevention and Response (SAPR) services;
- Timing, content, and delivery of SAPR-related training; and
- Timing, content, and effectiveness of student feedback mechanisms.

Some of the findings and recommendations contained in the Air Force report may be appropriate for implementation by the other Services. I expect the other Services to consider the

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applicability of each of these findings and recommendations in your reviews. I expect a report back to me on the results of your reviews through the Under Secretary of Defense for Personnel and Readiness within 90 days.

A handwritten signature in black ink, appearing to be "Johnston", with a long horizontal flourish extending to the right.

**Attachment:**  
As stated

**cc:**  
Under Secretary of Defense for Personnel and Readiness  
General Counsel  
Assistant Secretary of Defense for Legislative Affairs  
Assistant Secretary of Defense for Public Affairs