



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)

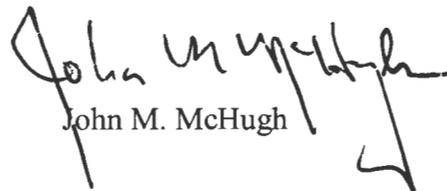
Reference Secretary of Defense memorandum dated September 25, 2012, subject as  
above.

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 SARC 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 SARC/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  
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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;

- 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 "H. M. ...", 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