

**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.